POLICE OPERATIONS AND DATA ANALYSIS REPORT

LAKEWOOD, COLORADO, POLICE DEPARTMENT
Final Report

CPSM®

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International City/County Management Association

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The International City/County Management Association (ICMA) is a 109-year-old, non-profit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to their citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website, www.icma.org, publications, research, professional development, and membership.

CENTER FOR PUBLIC SAFETY MANAGEMENT (CPSM)

The ICMA Center for Public Safety Management (ICMA/CPSM was launched by ICMA to provide support to local governments in the areas of police, fire, and Emergency Medical Services.

The Center also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security. In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) spun out as a separate company and is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, etc.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service that it had for ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify industry best practices.

We have conducted more than 400 such studies in 46 states and provinces and more than 275 communities ranging in population size 3,300 (Lewes, DE) to 800,000 (Indianapolis, IN).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Lakewood Police Department (LPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study included identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of the service demand on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, the development of alternatives and recommendations, and engagement with key city stakeholders.

Based upon CPSM's detailed assessment of the Lakewood Police Department, we conclude that LPD is an outstanding police organization. We found an organization that is well organized and well managed; it is an organization whose employees are dedicated to the policing mission in the Lakewood community. Throughout this report, we will strive to allow the reader to look inside the department to understand its strengths and challenges. We sincerely hope that all parties constructively utilize the information and recommendations contained herein to improve the operations of the Lakewood Police Department to provide a higher level of service to the community.

As part of this Executive Summary, we offer general observations that identify some of the department's more significant issues. We also list key recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Often these types of recommendations require a substantial financial commitment. It is important to note that this report will examine specific sections of the department and offer a discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the Lakewood Police Department choose to implement any or all recommendations, it must be recognized that this process will not take just weeks or even months to complete but perhaps years. The recommendations are intended to form the basis of a long-term improvement plan for the city and department. Though lengthy, this list of recommendations is standard in our operational assessments of agencies around the country and should not be interpreted as an indictment of the department. While all the recommendations are important, we suggest the department, in conjunction with the city leadership, decide which recommendations should take priority for implementation.

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GENERAL OBSERVATIONS

The following are general observations by CPSM of the Lakewood Police Department. Many of these items will be recurring themes throughout this report and should provide a foundational base for our overall assessment of the organization.

- We found the Lakewood Police Department to be an excellent organization. In many ways, LPD is well situated and is conducting business better than most police departments we have assessed. In that context we make recommendations in this report which are intended to improve the organization, not to cast doubt on the overall professionalism and capabilities of the department. We have never encountered a department that can operate perfectly as there are human beings involved in these processes. Certain practices or minor compromises over time can reach a point where minor corrective action can be beneficial to realign priorities. It is also true that the policing business changes over time and is sometimes reset by community expectations or state legislation; sometimes, departments need help adapting to those changes with existing structures.

- LPD is generally well-staffed for a community with the size and workload of Lakewood, Colorado. Although well-staffed, the general workload outlined in this report will show LPD patrol agents are at or above what is deemed acceptable. There are a number of workload efficiencies outlined in this report that should be explored before adding personnel to the department.

- The "Lakewood Way" is a generalized term used in this report that defines how LPD conducts business, which may deviate from what we often observe as industry norms. Although the Lakewood Way is generally defined as a high level of service that focuses on quality and safety, we also believe that the Lakewood Way comes at a price that the community needs to reassess. This report will highlight some of these processes and practices that make LPD an outlier in workload processes. The department and the community should assess what practices will be retained and funded and what methods should be refined for greater efficiency.

- Lakewood PD is a busy agency that faces many of the urban policing challenges we see in communities nationwide. It is also a community with a suburban feel and engagement level, creating a dichotomy of challenges encountered daily while delivering service.

- Lakewood PD is a department that is just big enough to be expected to have the capacity to be self-sustaining—meaning that reliance on neighboring law enforcement is minimal—but it is not big enough to isolate all of the special services and functions that it is called upon to provide. This creates an environment where many specialized and "extra" functions are managed as ancillary functions, with various employees wearing many hats. For instance, larger organizations will have FTE employees performing some focused or specialized functions. In contrast, LPD will often have these functions managed by a commander or a sergeant as a side function to their primary job. For example, training is provided by employees assigned to patrol or investigations, not from a training-specific unit.

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KEY RECOMMENDATIONS

Section 4: Administration
Policy
(See p. 21.)
1. CPSM recommends that LPD evaluate a policy subscription service to determine if such a platform will benefit the department.

Strategic Planning
(See p. 22.)
2. CPSM recommends that LPD complete and publish the in-process strategic plan.

Succession Planning
(See pp. 22-23.)
3. CPSM recommends that LPD formalize a department succession plan.

Professional Standards
(See pp. 25-28.)
4. CPSM recommends the Professional Standards Unit Commander determine findings and recommend discipline with input from the subject agent's Commander and Sergeant—or Division Chief and Commander if the subject employee is a Sergeant.

5. CPSM recommends that the department prioritize updating the policy manual to ensure practices align with policy.

Training
(See pp. 28-30.)
6. CPSM recommends that the department policies on training be updated upon the future re-engineering of the Training Unit.

7. CPSM recommends establishing a standard operating procedures guide to approve and deliver all training.

8. CPSM recommends that a train-the-trainer class be included in every training delivery plan for each course to reduce deployment shortages when instructors are on opposing shifts. Additional trainers on the same shift will assist with deployment needs.

9. It is recommended that new Sergeants attend a minimum of a 40-hour basic supervisory school to better prepare for the Sergeant role and for continuity within the department.

10. CPSM recommends that Commanders and above attend mandatory command-level training to better prepare for their roles.

11. It is recommended that non-sworn staff/professional staff be provided with training opportunities.

12. It is recommended that all in-house instructors attend an Instructor Development Course for consistency in the department and instructional knowledge.

13. CPSM recommends that the Training Committee reconvene and conduct a regular training assessment to review department training needs, subject matter expert functions, the impact of academy training commitment on deployment, and to evaluate training schedules supporting the reorganized Training Unit.

14. CPSM recommends that a formal recruitment plan be developed to establish continuity.

Section 5. Patrol Division

Commanders and Sergeants

15. CPSM recommends that LPD reduce the administrative workload of patrol Commanders and patrol Sergeants.

    ☐ If appropriate reductions cannot be made, the department should consider adding specific Commander or Sergeant position(s).

16. CPSM recommends that LPD establish assignment-specific expectations for Patrol Commanders and patrol Sergeants to manage patrol workload properly.

Volunteer Services

17. Invite volunteers to participate in a few after-hours briefings to increase awareness among all shifts regarding volunteers, as well as foster community engagement and strong morale.

18. Leverage the Volunteer Program's success by sharing best practices with neighboring agencies, solidifying LPD's role as a leader in community-police collaboration.

Scheduling

19. CPSM recommends that Lakewood PD evaluate the 4-10/3-12 shift model to determine if such a model would benefit patrol operations.

Minimum Staffing

20. CPSM recommends that all shifts have an available relief factor of at least 25 percent.

Response Time

21. CPSM Recommends that LPD clarify the existence of Priority 0 calls in its dispatch data.

22. CPSM recommends that LPD take proactive steps to reduce its response times to Priority 1 calls for service.

Out-of-Service Activity

23. We recommend that LPD establish supervisory expectations and closely monitor all "out-of-service" activity.

Workload Mitigation

24. CPSM recommends that LPD take steps to reduce its responses to false alarms.

Patrol Workload

25. CPSM recommends that LPD engage in internal discussions and develop strategies to improve operational efficiencies at the patrol level as highlighted in this section of the report (multiple strategies discussed).

26. CPSM recommends that those strategies be memorialized as managerial, supervisorial and agent expectations to be adhered to.

Special Teams

Mills Team
(See pp. 85-86.)

27. The department should require the Mills Team to consistently attend roll-call briefings.

28. The Mills Team should conduct regular sector updates in roll call and other applicable interdepartment forums for information sharing, employee development, and strengthening accountability and teamwork.

29. When balancing department priorities, leadership should set minimum staffing standards to ensure staffing is not reduced below a point where quality of service is eroded at Mills Mall and its surrounding area of responsibility (AOR).

30. The department should establish a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)*

CAT
(See pp. 86-87.)

31. The CAT should publish a policy/directive outlining its scope, function, and purpose, clearly highlighting how patrol agents can call for assistance and/or a "warm hand-off" when possible to clear patrol agents to handle duties in the field.

32. The CAT should make a concerted effort to attend patrol briefings and other forums so all agents and personnel know when resources are available from CAT, and how they can be leveraged to clear patrol agents to handle duties in the field whenever possible.

33. THE CAT should formalize its mentoring process for new team members to ensure clarity of duties, mission, and purpose.

34. The department should establish a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)*

SET
(See pp.87-89.)

35. The department should formalize existing documentation and accountability practices of the SET through policy or directive to ensure compliance with department standards and operational needs of SET in the long term.

36. THE SET should formalize its mentoring process for new team members to ensure clarity of duties, mission, and purpose.

37. The department should consider structuring the SET under the Investigations Division to streamline communication and oversight, and/or prevent duplication of effort.

38. The SET should ensure its activities are shared with other units as appropriate to ensure continued effectiveness, oversight, and to prevent duplication of effort.

39. The department should establish a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)*

SWAT
(See pp. 89-90.)

40. LPD leadership should consider whether it is necessary to continue staffing and training as a Tier I SWAT Team. The obvious benefit is a highly trained and well-staffed SWAT Team. The challenge is the persistent loss of personnel from front line patrol and special units who are required to run short when SWAT team members are at training.

41. The LPD SWAT Team should establish a Memorandum of Agreement (MOA) or Intergovernmental Agreement (IGA) with other nearby SWAT teams for addressing a large-scale incident covering multiple operational periods.

42. The department should establish a monthly or quarterly command accountability forum where SWAT Team deployments, training, and activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)*

Traffic Unit
(See pp. 90-93.)

43. The Traffic Unit should conduct a more in-depth statistical analysis regarding peak times for traffic-related calls and incidents to determine if more Traffic Unit coverage "after hours" would improve response and handling times in patrol.

44. The Traffic Unit should prepare "traffic heat maps" and share the data-driven information on a regular basis with all patrol shifts to strengthen preventative measures and/or enforcement in "real-time."

45. LPD should consider staffing a full-time Emergency Management Coordinator, which should be coordinated with the City of Lakewood Emergency Coordinator, who is better positioned to assemble all required resources across city departments, government agencies, and NGO's. Law enforcement frequently plays a critical role during emergency incidents and would work closely with the Lakewood City Emergency Coordinator.

46. The department should establish a monthly or quarterly command accountability forum where Traffic Unit activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)*

UAS
(See pp.93-96.)

47. The department is on the right track and should continue its formal reporting procedures for deployments of UAS, and include open discussions about best practices during a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)*

48. LPD should formalize a mentoring process for new team members authorized to operate UAS to ensure clarity of duties, mission, and purpose.

49. LPD should develop and formalize standardized data collection reports and/or a UAS data portal to make data-driven assessments regarding the effectiveness of a DFR program, and whether or not it will serve to improve efficiency, safety, and quality of service.

K9
(See pp. 96-98.)

50. The Department should refine its canine policies and procedures to be more structured, standardized, and consistent with national best practices, including but not limited to:

   ▫ Deployment criteria.

   ▫ Steps prior to deployment,

   ▫ Operational and reporting procedures.

   ▫ Oversight and review.

   ▫ Canine/handler selection process, training, care, and grooming.

Section 6. Investigations
(See pp. 99-112.)

51. CPSM recommends that LPD implement a program within patrol that pre-screens cases and only forwards those that require follow-up for a criminal investigation, or other department based criteria, to the Investigations Division.

52. CPSM recommends the Executive Team and the Investigations team review the approach and prioritization of cases for each detective unit to ensure the prioritization of work aligns with the direction and strategic plan for the organization. Once the review is complete, we further recommend the process of prioritization be formalized in an Investigations Division Manual or SOP.

53. CPSM recommends evaluating the process of when cases are forwarded to investigations instead of being returned to patrol for follow-up or adjudicated by a single reviewer, and only those determined to be workable are forwarded for further follow-up. This is a solution to alleviate some of the patrol saturation issues highlighted in the patrol section.

54. CPSM recommends the department reassign personnel from Records or hire other administrative staff to prepare cases for the filing of criminal complaints.

55. CPSM recommends that while updating the policy manual, leadership ensures that practices are accurately reflected in policy or that practices change to reflect intended policy.

56. CPSM recommends a more formal training plan for new detectives supported by a sufficient budget allocation and that the training plan be included in a Detective Manual or SOP.

57. CPSM recommends LPD raise the threshold of after-hours call-out for detectives and the crime scene analysis team.

58. CPSM recommends revising the organizational structure of the Investigations Division to return to a Property Crimes Section and a Person Crimes Section format.

59. CPSM recommends LPD require all detectives to adopt a reporting writing format where detectives file supplemental reports throughout the investigation as opposed to a rolling narrative where one or two supplements are filed.

60. CPSM recommends creating a General Crimes Unit within a newly formed Person Crimes Section to handle the investigation and follow-up of lower-level person crimes.

61. CPSM recommends LPD consult with NCMEC on the availability of software programs to prescreen files for child pornography and the potential for NCMEC to fund the software to expedite the review of suspected electronic storage systems

62. CPSM recommends co-locating the ECU with the Theft and Burglary units as part of the reconstituted Property Crimes Section.

63. CPSM recommends the city explore a partnership with the Jefferson County School District to share funding of the SRO program.

64. CPSM recommends that the revised SRO MOU clearly define the role of the SROs so that school administrators and the LPD have a clear understanding of the role of the SROs and to limit the SROs' involvement in school-related discipline

65. CPSM recommends moving SET from Patrol and including them as part of the Investigations Division.

66. CPSM recommends that LPD evaluate the return on investment for the number of personnel assigned to the WFDTF against other department priorities.

67. CPSM recommends LPD revise the threshold for the involvement of the Crime Scene Team in cases such as overdose and suicide.

68. CPSM recommends LPD evaluate and invest in data integration software that provides a single source for conducting analysis and sharing information.

Section 7. Support Services

Records

(See pp. 113-117.)

69. CPSM recommends that a formal plan be developed to reduce the Records Section's backlog of 12,000 unit task reports.

70. CPSM recommends that the Records Unit comply with the Colorado Open Records Act and appropriately dispose of stored records.

71. CPSM recommends that the Lakewood Police Department continue to research and implement viable solutions to make the NICHE System user-friendly and meet the efficiency needs of the Records Section.

72. It is recommended that the Records Section develop a formal plan to meet the crime reporting requirements of the State of Colorado.

73. It is recommended that an audit be done of the Records workflow process to identify and eliminate redundancies.

74. CPSM recommends that a job function audit be conducted to consolidate job tasks and eliminate "specialty work" and that the department consider reorganizing Records staff in order to support other administrative areas of the department.

75. CPSM recommends the department eliminate the acceptance of cash at its public window as a payment option for department services or records.

76. It is recommended that end users of the records management system be surveyed to determine needs for optimal utilization

77. CPSM recommends that a written guidebook or directive be developed to formally establish functional processes and deconflict data entry requirements by Records staff and agents.

78. CPSM recommends that Records staff receive continuing education training related to their duties and career development.

Emergency Management

79. CPSM recommends that the Lakewood Police Department consider working with the City of Lakewood to move the Emergency Management Section back under city management (Unrelated to recommendation #45).

Animal Control Unit

80. CPSM recommends the unit develop a community engagement program that includes educating the community about animal encounters and that the unit be encouraged to participate in community events.

Property and Evidence

81. CPSM recommends all property & evidence custodians become formal members of the IAPE.

82. Although the LPD is guided by the operational procedure manual and CALEA standards, CPSM recommends a P&E section guidebook and reference manual be created for professional development.

83. It is recommended that the Lakewood Police Department ensure its monthly and yearly audits produce reports that evaluate the best practice audit reviews as suggested by IAPE.

84. CPSM recommends developing a formal system to ensure the property technicians are annually trained in critical topical areas and adequately document the training. This will ensure that industry standards are continually sought to avoid potential problems.

85. CPSM recommends that a video camera be placed at the entrance of the high-value storage room.

86. It is recommended that the Lakewood Police Department procure an emergency generator for the P&E Room.

87. CPMS recommends that LPD develop an annual report of the weight and type of narcotics and firearms destroyed on a regular staff report.

DRVR

88. CPSM recommends developing a systematic action plan to reduce the backlog of FOIA requests from 50 to none.

89. It is recommended that a DRVR Section manual/guidebook be developed to delineate FIOA processes and workflow.

90. CPSM recommends moving centralized IT support from the DRVR supervisor to an IT unit.

91. It is recommended that the RTCC be added to department policy to formalize its function.

92. CPSM recommends evaluating the RTCC's expansion plan to eventually staff the center with full-time personnel, allowing for expanded coverage hours.

Section 8. Other

Regional Dispatch

(See pp. 129-130.)

93. LPD leadership should engage JeffCOM administrators to form a working group, focused on addressing delays in dispatch times after calls are received. The working group should formulate goals, strategies, and objectives with timelines for reaching measurable improvements.

94. The LPD/JeffCOM working group should identify other operational goals centered on improving efficiency and quality of service, such as thoroughness in call background and details, improving the routine, and priority and emergency call answering and processing times.

95. LPD should engage organizations such as the National Emergency Number Association (NENA) or the Association of Public-Safety Communications Officials (APCO) to conduct a comprehensive, independent review of JeffCOM's operational framework. This type of participation could include involvement in an LPD/JeffCOM working group.

Technology

(See pp. 131-132.)

96. LPD should consider hiring at least one in-house Information Technology expert as the technology liaison "gatekeeper" and for support.

97. The department should establish a monthly or quarterly command accountability forum where Information Technologies (IT) and activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all divisions/units.)*

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SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous data sources to support our conclusions and recommendations for the Lakewood Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, and numerous internal information sources. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

All data, analysis, and recommendations, especially for patrol operations, are based upon CPSM's examination of 90,601 events in the department's dispatch system. This further breaks down to an examination of 78,686 calls for service during the period of October 1, 2023, through September 30, 2024, which were handled by the department's patrol agents and sergeants. Of the original 90,601 events noted, 52,965 were community-initiated calls requiring service, and 34,893 were calls initiated by Lakewood PD police officers.

Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with people throughout the organization and the city.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the department.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Lakewood Department. Information on planning, personnel staffing, deployment, monthly reports, annual reports, operations manuals, evaluations, training records, and performance statistics were all reviewed by project team staff. Follow-up emails and phone calls were used to clarify information as needed.

Operational/Administrative Observations

Throughout the evaluation period, numerous observations were conducted. These included observations of general patrol, investigations, support services such as records and property and evidence, and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is also the case in this study. In this report, we will discuss workload, operational and safety conditions, and other factors to consider in establishing appropriate staffing levels. Staffing recommendations are based on our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY OVERVIEW

Lakewood is a community in central Colorado. It is the most populous city in Jefferson County and is part of the greater Denver-Aurora-Lakewood metropolitan area. The community was originally settled in 1889 as part of Jefferson County and grew steadily until incorporation in 1969 as "Jefferson City." Soon after incorporation, the city name was changed to Lakewood.

Lakewood is one of 102 home-rule municipalities in Colorado, meaning it is self-governed under Article 20 of the state constitution. Home rule allows local municipalities to enact legislation pertaining to their community. The city has a council-manager government with a separately elected mayor and ten city council members.

Lakewood has an area of just over 44 square miles and is situated at 5,656 feet in elevation.

The data in the following table was compiled from U.S. Census information. It compares demographic information for the City of Lakewood with the State of Colorado and the U.S.

TABLE 3-1: Demographic Profile for Lakewood, Colorado

Aspect	Lakewood	Colorado	United States
Population (7-1-23)	155,961	5,877,610	334,914,895
Population (2020 Census)	155,984	5,773,707	331,449,281
Population (2010 Census)	142,980	5,029,196	308,745,538
Population Per Square Mile	3,588.1	55.7	94
White Alone	78.60%	86%	75.30%
Black or African American	1.60%	4.80%	13.70%
American Indian/Alaska Native	0.80%	1.70%	1.30%
Asian Alone	4.10%	3.80%	6.40%
Native Hawaiian/Pacific Islander	0.20%	0.20%	0.30%
Two or More Races	10.70%	3.50%	3.10%
Hispanic or Latino	22.40%	22.70%	19.50%
White Alone/Not Hispanic	68.20%	66.10%	58.40%
Owner-Occupied Housing	58%	66.20%	64.80%
Median Value, Owner Occ. Housing	$494,100	$465,900	$281,900
Median Gross Rent	$1,665	$1,594	$1,268
HS Grad or Higher (25+)	93.10%	92.50%	89.10%
Bachelor's Degree or Higher (25+)	44.40%	43.7%	34.30%
Median Household Income	$82,786	$87,589	$75,149
Per Capita Income	$48,299	$47,346	$41,261
Persons in Poverty	8.80%	9.30%	11.10%

Source: US Census Quick Facts

Today, Lakewood is a well-established and developed community. It has a vibrant mix of newer and older commercial and residential developments and a great deal of diversity of ideas about delivering community services, including police services.

LAW ENFORCEMENT SERVICES

When the city originally incorporated in 1969, the Jefferson County Sheriff's Office provided law enforcement services in Lakewood. However, on May 3rd, 1970, the Lakewood Department of Public Safety became operational. In 1987, the department name was officially changed to the Lakewood Police Department. Today, Lakewood PD is a modern full-service police agency with nearly 400 employees who serve the community. When originally established, the department was modeled after the Federal Bureau of Investigation. Because of this, the entry-level rank in the department was called "agent" versus police officer. Although the department has evolved into a traditional police agency, it has retained the title 'agent' for its entry-level sworn positions.
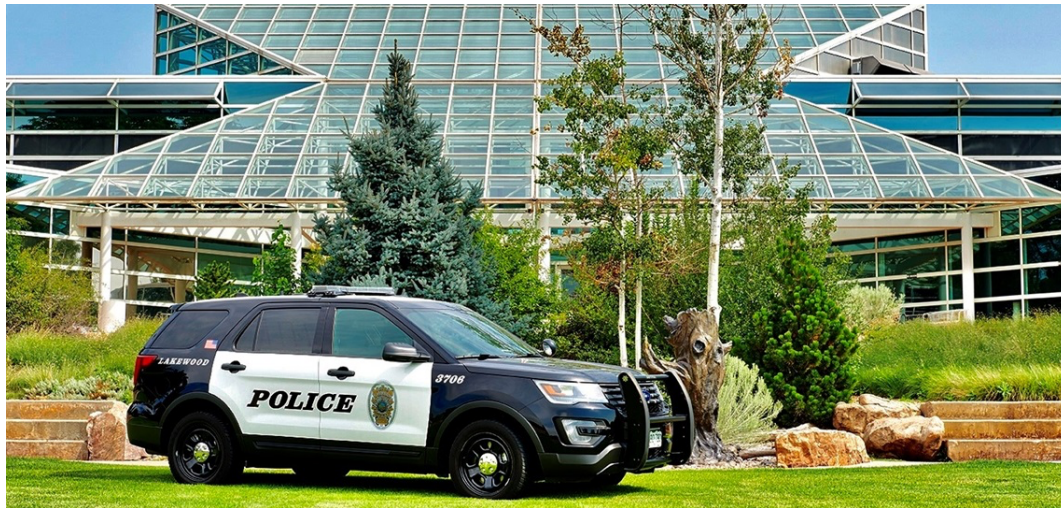
The Lakewood Police Department (LPD) is led by a Chief of Police. The department is divided into three divisions: Patrol, Investigations, and Support Services, each led by a Division Chief. This report will cover each of these divisions in greater detail.

Lakewood is located within an urban area with neighboring law enforcement agencies bordering the city. To the north of the city are the communities of Wheatridge and Edgewater (both in Jefferson County), to the east and southeast is Denver (Denver County), and the Jefferson County Sheriff's Office patrols areas to the west and south. All agencies in Jefferson County utilize the same regional dispatch center but operate on different police radio frequencies. Denver is managed by a different communications center/system. However, if the need arises, the agencies can share channels that can be utilized during events that require agencies to work together. Mutual aid exists for large-scale incidents requiring more resources than any one agency can provide on its own.

Uniform Crime Report / Crime Trends

While communities differ in population, demographics, geographical landscape, and socioeconomic distinctions, comparisons to other jurisdictions can help illustrate how crime rates in Lakewood compare to those of other Colorado communities, the State of Colorado, and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR index is split into two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

The following tables and figures include the most recent information that is publicly available at the national level. This includes crime rates for 2014 through 2023, along with clearance rates for 2022 and 2023.

In comparing Lakewood's data with other Colorado jurisdictions, one can see that LPD reports a violent crime rate that is higher than both the state and national rates and a property crime rate that is also higher than both the state and national level. When compared directly against most of the selected Colorado peer cities we see that Lakewood is higher against all but one other city in its violent crime rate and higher than all others in property crime. *Again, it should be noted that the figures in the following table are indexed per 100,000 people for comparison purposes.*

TABLE 3-2: Reported Crime Rates in 2022 and 2023, by City

| Municipality | State | 2022 | | | | 2023 | | | |
| | | Population | Crime Rates | | | Population | Crime Rates | | |
			Violent	Property	Total		Violent	Property	Total
Arvada	CO	122,403	259	3,033	3,292	120,200	215	2,601	2,816
Aurora	CO	392,134	1,077	4,229	5,307	396,976	951	3,743	4,695
Boulder	CO	103,099	371	3,000	3,372	104,232	357	3,058	3,414
Castle Rock	CO	79,102	32	1,163	1,195	83,546	23	1,207	1,229
Centennial	CO	105,849	197	2,110	2,307	104,724	213	1,949	2,162
Commerce City	CO	65,817	710	3,801	4,511	67,851	768	2,868	3,636
Longmont	CO	101,159	443	2,822	3,265	98,444	458	2,716	3,174
Parker	CO	61,865	225	1,713	1,938	62,431	203	1,834	2,037
Thornton	CO	143,055	285	3,483	3,768	143,838	277	2,985	3,261
Westminster	CO	112,844	331	4,468	4,800	113,660	326	3,600	3,927
Lakewood	**CO**	**157,068**	**814**	**5,324**	**6,137**	**156,065**	**716**	**4,615**	**5,332**
Colorado		**5,839,926**	**492**	**3,148**	**3,640**	**5,877,610**	**474**	**2,879**	**3,353**
National		**333,287,557**	**377**	**1,974**	**2,351**	**334,914,895**	**364**	**1,917**	**2,281**

The following figure shows the 10-year trend in violent and property crime rates in Lakewood. Both rates appear relatively stable over that 10-year period but it should be noted that the 2023 property crime rate is at a 10-year low (4,618 in 2014 and 4,615 in 2023)

FIGURE 3-1: Reported Lakewood Violent and Property Crime Rates, by Year
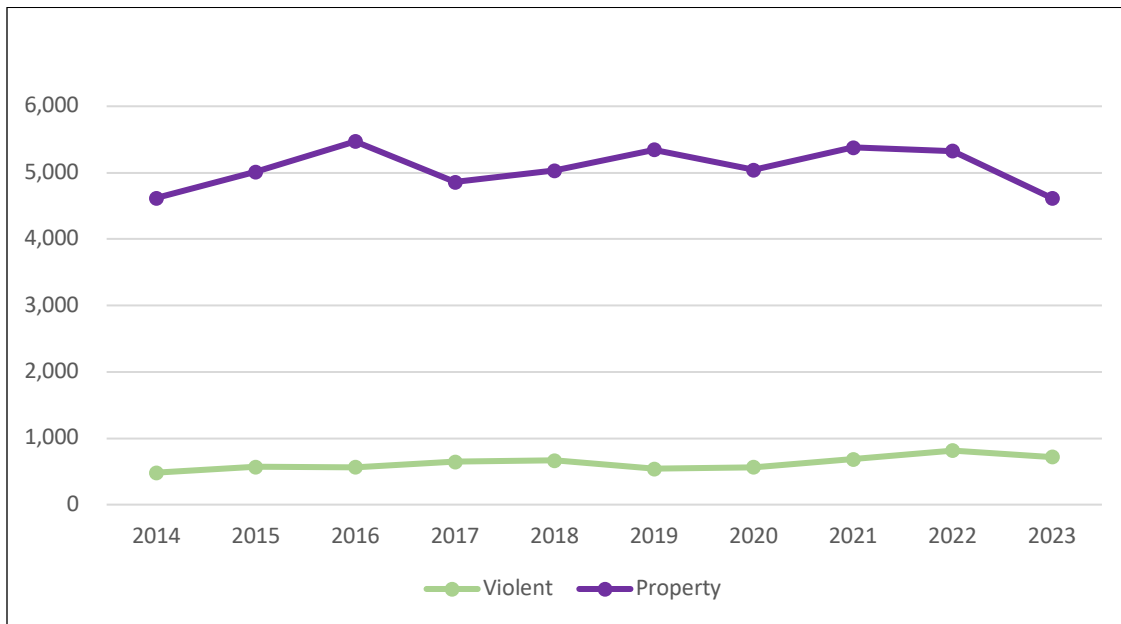
The following table shows the 10-year trend in overall crime rates in Lakewood versus the State of Colorado as a whole. In general, the crime rate in Lakewood has been more volatile (up and down) than the state average; however, the overall trends are similar.

FIGURE 3-2: Reported Lakewood and Colorado Crime Rates, by Year
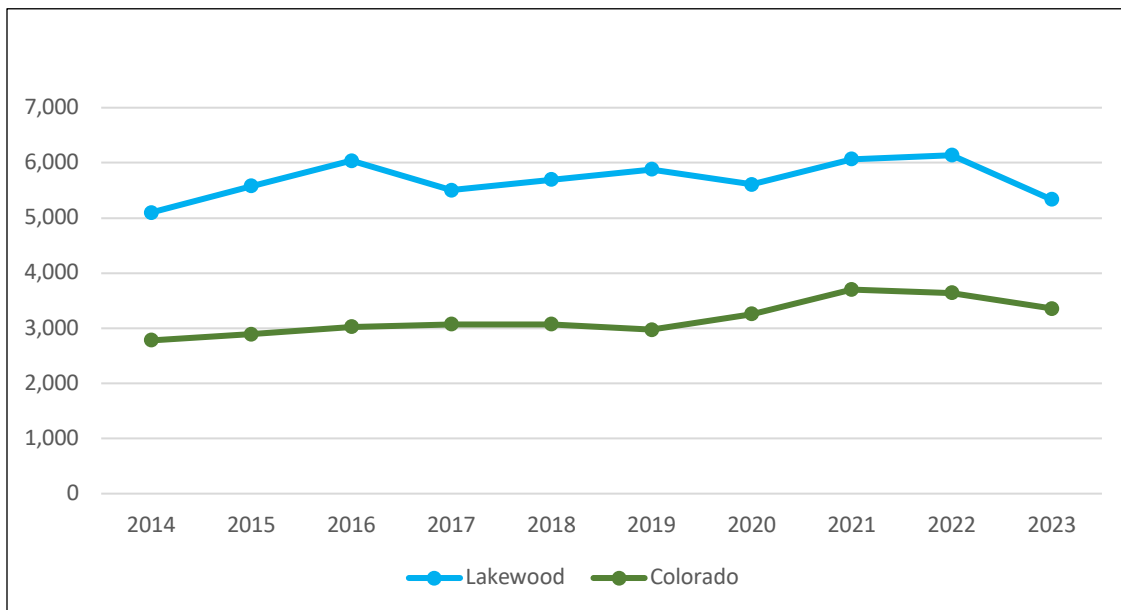
The following table compares Lakewood's crime rates to the national and state rates over the period of 2014–2023. The above figure shows the relationship in visual form between Lakewood and Colorado, whereas this table includes the reported year-over-year rates. These numbers are indexed per 100,000 residents to provide an accurate comparison. As noted earlier, Lakewood shows higher overall crime, property crime, and violent crime rates than the state and national rates.

TABLE 3-3: Reported Lakewood, Colorado, and National Crime Rates, by Year

Year	Lakewood				Colorado				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2014	148,236	482	4,618	5,099	5,402,555	302	2,478	2,779	316,128,839	370	2,744	3,114
2015	151,311	568	5,012	5,580	5,505,856	314	2,577	2,891	318,857,056	364	2,589	2,953
2016	154,553	566	5,470	6,036	5,590,124	338	2,685	3,023	321,418,820	372	2,481	2,854
2017	156,344	644	4,859	5,503	5,607,154	368	2,702	3,070	323,127,513	387	2,459	2,846
2018	155,912	664	5,032	5,697	5,695,564	397	2,672	3,069	325,719,178	377	2,361	2,738
2019	156,459	538	5,345	5,883	5,758,736	381	2,591	2,972	327,167,434	371	2,245	2,616
2020	159,719	565	5,040	5,605	5,807,719	423	2,834	3,257	328,239,355	364	2,132	2,497
2021	158,977	684	5,381	6,065	5,766,585	533	3,168	3,701	329,484,123	386	1,967	2,353
2022	157,068	814	5,324	6,137	5,839,926	492	3,148	3,640	331,894,354	361	1,793	2,154
2023	156,065	716	4,615	5,332	5,877,610	474	2,879	3,353	333,287,557	377	1,974	2,351

Figures and tables can be interpreted in many ways. On the surface, the numbers shown in the table would make Lakewood appear more dangerous than other communities in Colorado and around the country. However, in our experience we have found that areas with urban density and sit adjacent to an even larger jurisdiction with urban density (i.e., Denver), crime tends to be higher than in suburban areas. Although Lakewood is a busy policing environment with some crime concerns, we do believe these numbers should not be interpreted negatively for the community.

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The following two tables show the crime clearance rates in Lakewood compared to the United States and the State of Colorado for 2022 and 2023 (the two most recent years available). In general, Lakewood's clearance rates have remained consistent, are on par with the state averages, and are better in many categories than the national average. These rates will be discussed in greater detail in the Investigations section of this report (Section 6).

TABLE 3-4: Reported Lakewood, Colorado, and National Crime Clearance Rates, 2022

Crime	Lakewood			Colorado			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	14	11	79%	429	344	80%	21,797	10,752	49%
Rape	181	58	32%	6,197	1,954	32%	132,997	27,856	21%
Robbery	288	74	26%	4,405	1,302	30%	215,760	51,930	24%
Aggravated Assault	878	439	50%	20,627	10,500	51%	756,601	334,405	44%
Burglary	1,098	146	13%	23,197	3,137	14%	916,970	125,838	14%
Larceny	5,173	995	19%	115,627	13,310	12%	4,947,709	633,098	13%
Vehicle Theft	2,117	187	9%	46,107	4,017	9%	953,827	87,140	9%

TABLE 3-5: Reported Lakewood and Colorado Crime Clearance Rates, 2023

Crime	Lakewood			Colorado			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	15	11	73%	372	292	78%	20,703	11,822	57%
Rape	122	43	35%	5,665	1,647	29%	198,687	53,118	27%
Robbery	231	74	32%	3,777	1,197	32%	214,935	59,473	28%
Aggravated Assault	796	427	54%	20,091	10,561	53%	845,782	390,525	46%
Burglary	961	106	11%	20,764	3,110	15%	796,483	114,725	14%
Larceny	4,772	933	20%	108,095	14,652	14%	4,254,880	639,552	15%
Vehicle Theft	1,470	124	8%	37,955	3,297	9%	1,031,839	85,045	8%

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SECTION 4. LAKEWOOD PD ADMINISTRATION

The Lakewood Police Department is led by a Chief of Police who has the following direct reports:

- Three Division Chiefs who manage the following divisions:

  - Patrol Division: Includes all traditional patrol operations as well as all LPD special teams.

  - Investigations Division: Includes all traditional investigative functions, school resource programs, explorers, and victim assistance.

  - Support Services Division: Includes Records, Emergency Management, Code Enforcement, Animal Control, Property and Evidence, as well as several technology platforms within the agency.

- Professional Standards (two Commanders) inclusive of the following:

  - Traditional Professional Standards / Internal Affairs.

  - Training and Recruitment.

- Public Information Officer (Civilian Employee).

- Legal Advisor.

The above positions and chain of command are denoted on the LPD organizational chart that follows. The three divisions will be analyzed in greater detail in the following sections of this report. The remaining functions will be summarized later in this section.

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FIGURE 4-1: Lakewood Police Department Organizational Chart
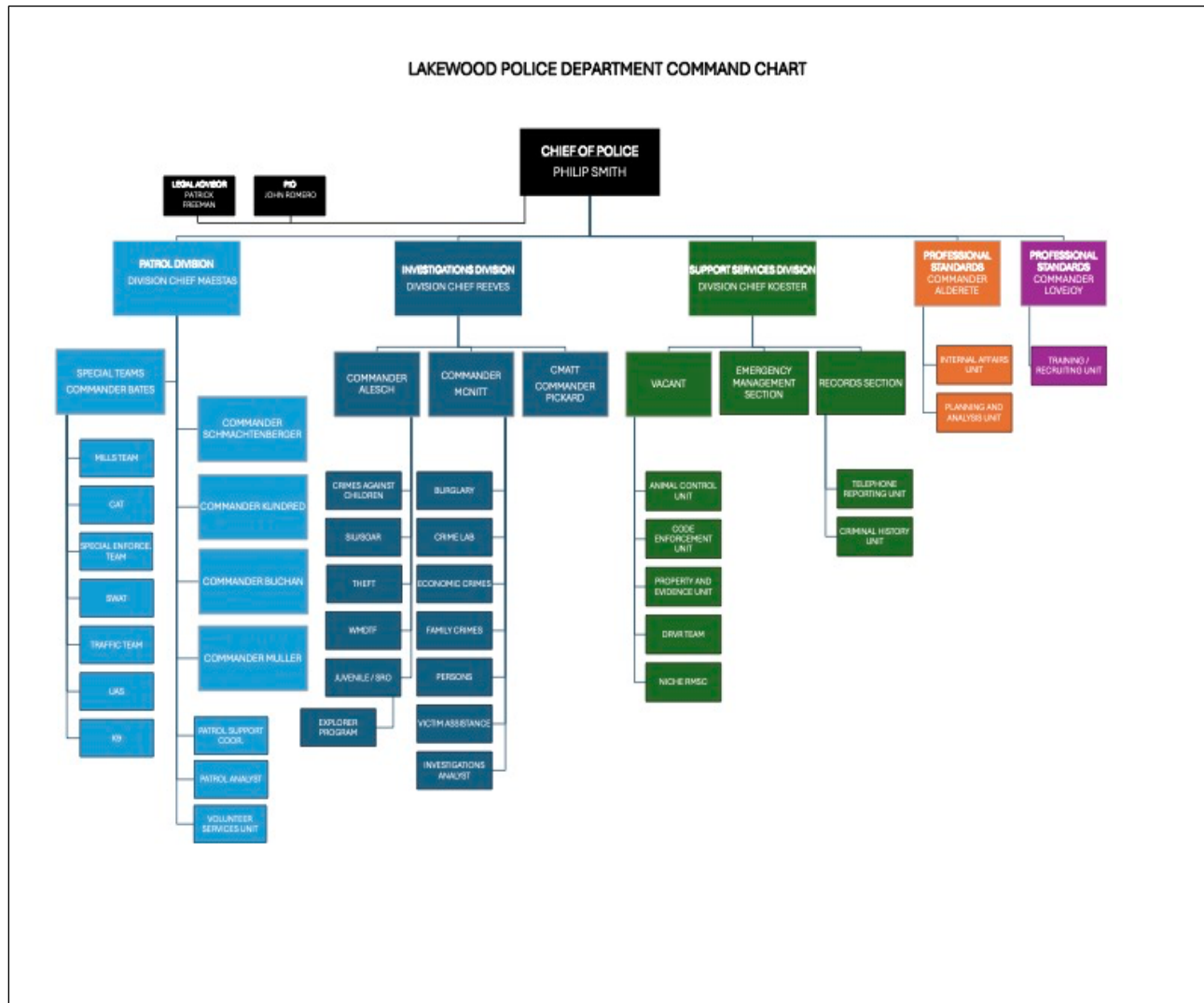
MISSION AND VISION STATEMENTS, LPD VALUES

Mission Statement

To Serve and Protect with Integrity, Intelligence, and Initiative.

Vision Statement

Working with our community, we will bring justice to those who commit crime and disorder in our city.

Values

Excellence in Service.

Pride and Professionalism.

Personal Accountability.

OFFICE OF THE CHIEF OF POLICE

The Police Chief of the Lakewood Police Department is Philip Smith. Chief Smith was hired by the City of Lakewood to lead LPD in 2023 following a long law enforcement career in Massachusetts and New Mexico.

The Chief of Police is responsible for the administration of all police operations in Lakewood, including the management of the department's 400 employees and entire budget. The Chief is also responsible for setting the organizational tone through effective leadership, strategic planning, and effective/ethical decision-making.

Public Information Officer (PIO)

The Lakewood Police Department has a full-time public information officer who is assigned to the police department's administration function. This position is designated as the public face of the organization and is expected to provide critical information to the public through the traditional media and maintain a professional relationship with the local media outlets.

The PIO also has direct oversight over the police department's social media accounts to provide information to the public and foster community dialogue through these accounts. These platforms require consistent attention to be utilized to their full potential. The department is present on the following social media platforms:

- Facebook.
- LinkedIn.
- "X" (formerly Twitter).
- Instagram.
- YouTube (via the City of Lakewood account).

We reviewed several of these platforms and found that content is consistently uploaded and appropriate for the platform.

In addition to the full-time PIO there are also times wherein the Police Chief may be the appropriate person to appear on behalf of the organization; this occurs when appropriate. There is also a cadre of LPD employees from throughout the organization who are cross-trained in public information duties and will handle media interaction outside of business hours when the full-time PIO is unavailable.

Legal Advisor

The Lakewood Police Department has a dedicated legal advisor employed by the City Attorney but assigned to the police department. The Legal Advisor provides counsel on all legal matters facing the police department and is positioned to advise police leadership on critical decisions that may involve legal implications.

In our experience, all police departments have some type of legal advisor position available, but they are often part of a larger legal office located elsewhere (outside the police facility). Lakewood's placement of this position in the police department and its immediate accessibility to police leadership is a best practice model.

POLICY

The importance of a current, up-to-date, and legally defensible police policy manual cannot be understated. The law enforcement industry is fast changing and impacted almost constantly by case law, legislation, changes in industry best practice, and changes in public opinion when critical incidents occur nationwide that create industry change.

LPD has a rather large policy manual that is managed through the department's Professional Standards Unit. It is internally maintained through additional administrative responsibilities assigned to various LPD employees. There is a notation in the professional standards portion of this report wherein LPD has some policies that have not been reviewed in some time and some that are simply outdated.

In our experience it is common for agencies to use internal resources to keep their policy manuals relevant and up-to-date. Managing this process becomes more onerous with every passing year. An alternative for a large number of agencies is to contract for a subscription-based manual provided by a service vendor such as Lexipol. These subscription-based platforms provide automatic updates to maintain the policies of thousands of police agencies throughout North America. Services are state-specific, have timely updates, and also offer attestation tools to ensure a police department's workforce is knowledge-tested against critical policies to ensure proper knowledge of the law and policy.

LPD is a CALEA-accredited agency and in our experience we have found that agencies with the CALEA accreditation usually keep critical policies up-to-date to ensure compliance with CALEA standards. However, the work is still the responsibility of the agency and can be labor intensive. We have evaluated many agencies that both maintain a CALEA accreditation and use a policy subscription service.

There is a cost associated with moving to a subscription-based service. We believe LPD may find that it is spending more on soft costs associated with the time and labor of current employees performing this service. And although LPD will not shed those internal soft costs, it may find that more attention can be given to other priorities such as better supervision and management of direct police operations. We also caution that more labor will be required to set up the platform and establish the first subscription service manual, but subsequent years and required updates will require a fraction of the current workload. Subscription-based platforms also come with a legal review by staff attorneys employed by the service; this will likely save significant time for LPD internal legal advisor who currently reviews all policy changes.

A subscription-based service may or may not be the best fit for LPD. But the agency has never conducted a review to evaluate the potential benefits. In our experience it does make future operations more efficient, and we believe LPD should look at the available technology to determine if it is a good fit for the organization.

Policy Recommendation:

- CPSM recommends that LPD evaluate a policy subscription service to determine if such a platform will benefit the department. (Recommendation No. 1.)

STRATEGIC PLANNING

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future.

Effective strategic planning articulates where an organization is headed and the actions needed to make progress and how it will know if it is successful.

Lakewood PD just completed its last strategic plan in 2023. Throughout 2024, LPD staff has worked to write a new strategic plan for future years. As of this writing, the department has established goals and conducted an internal SWOT analysis of the agency. The entire strategic plan still needs to be completed and published. We applaud LPD for engaging in this critical practice and encourage the agency to complete and publish its next plan.

Strategic Planning Recommendation:

■ CPSM recommends that LPD complete and publish the in-process strategic plan. (Recommendation No. 2.)

SUCCESSION PLANNING

The intentional act and process of "succession planning" does not imply that future leaders are identified and developed but rather is a mechanism to ensure that all employees are set up to pursue success and that the department has a deep bench of potentially talented future leaders. This can be done through several methods and department actions, such as the following:

■ Established promotional policies and standards to ensure current employees know how they may invest in themselves to be competitive for future promotions. This includes formal education, professional development training, and assignment career tracks.

■ Established goals and objectives for each employee through an annual evaluation process to ensure constant growth and development.

■ Established training matrixes for each rank and assignment to ensure employee development occurs at all stages of an employee's career.

■ A comprehensive list of supervisor and managerial professional development training for employees at those ranks to complete over time.

■ Job shadowing opportunities that expose employees to the next rank, such as occasional involvement in critical meetings, planning, and organizational leadership.

■ Required rotations that expose employees to all aspects of the department over time.

In our discussion with LPD employees and leadership, we found that the agency has many of these programs/policies/practices in place, but also found the system could be more cohesive and consistent. We have some recommendations contained within this report which address some of the above practices, but we also encourage LPD to establish a codified succession

plan that will best position employees for future growth and leadership opportunities. This will benefit not only the employees but the agency as a whole.

Succession Planning Recommendation:

■ CPSM recommends that LPD formalize a department succession plan. (Recommendation No. 3.)

ACCREDITATION

The Lakewood Police Department is an accredited police organization through the Commission on Law Enforcement Accreditation (CALEA). The LPD Professional Standards Bureau manages this process and ensures that certain organizational standards are met on an annual basis.

STAFFING

The following table shows the current staffing of the Lakewood Police Department. It should be noted that staffing in an agency the size of LPD changes frequently. The numbers reflected below are from a point in November 2024. These numbers differ from those that existed at both the start and end of the project. The reader will note that "actual" numbers sometimes exceed the total of budgeted and vacant positions. This is because at times the city allows the LPD to "overhire" in certain positions due to anticipated attrition.

TABLE 4-1: Lakewood PD Staffing, November 2024

Position	Actual	Total 2025 Budgeted
Sworn		
Chief of Police	1	1
Division Chief	3	3
Commander	10	10
Police Sergeant	36	37
Police Agent	226	221
Sworn Total	**279**	**272**
Professional Staff		
Administrative Asst-PD	1	1
Animal Control Officer I-II	6	6
Animal Control Supervisor	1	1
Business Specialist / Investigative Technician – C-Matt	1	1
Business Specialist II-III-IV	5	6
Code Enforcement Coordinator	1	1
Code Enforcement Officer	3	3
Crime Analyst I-II	2	2
Crime Lab Supervisor (JCRCL)	1	1

Crime Scene Analyst	2	2
Digital Forensics Analyst	1	1
Emergency Manager	1	1
Fingerprint Technician	2	2
Forensic Analysis Supervisor	1	1
Homeless Navigator	2	2
LEAD Case Manager I-II	2	2
Lead Code Enforcement Officer	1	1
Mental Health Co-Responder Clinician	2	2
Offender Registrar	1	2
Patrol Support Coordinator	1	1
Patrol Support Technician	3	3
Police Admin. Coordinator	1	1
Police Attraction and Engagement Supervisor	1	1
Police Community Services Officer	6	10
Police Computer Analyst	0	1
Police Digital Management Technician	3	3
Police Equipment Technician	1	1
Police Fugitive Warrant Technician	1	1
Police General Services Technician	1	1
Police Info Mgmt. Sys. Analyst	1	2
Police Information Management Technician	14	13
Police Information Validation Technician	1	1
Police Investigative Technician	10	9
Police Property Evidence Tech	6	7
Police Property Services Supervisor	1	1
Police Records Administrative Technician	1	1
Police Records Compliance Coordinator	1	1
Police Records Manager	1	1
Police Records Supervisor	3	3
Police Records Support Specialist	1	1
Police Training Unit Technician	1	1
Police Volunteer Program Coordinator	1	1
Public Information Officer II	1	1
Quality Assurance Coordinator	1	1
Real Time Crime Center Tech	1	1
Records Management System Consortium Support Analyst	1	1
Records Management System Consortium Technical Manager	1	1

Records Management System Consortium Manager	0	1
Senior Forensic Scientist	2	2
Sr Crime Scene Analyst	2	2
Sr Digital Forensics Analyst	1	1
Victim Advocate	6	6
Victim Witness Assistance Supervisor	1	1
Professional Staff Total	**113**	**121**

PROFESSIONAL STANDARDS

Internal Affairs Investigations

The Lakewood Police Department takes all complaints seriously to ensure the department's service and its employees' conduct align with community and department expectations. The department will accept and address all misconduct complaints under its policies and applicable laws. It is also the policy of LPD to ensure the community can report misconduct without concern of reprisal or retaliation. The department has various contemporary procedures governing employee conduct, complaints, and the investigation of employee conduct or service complaints.

The department makes complaint forms available in public areas of the police station and on the department's website. Any member of the public or department can file a complaint against an employee. The department considers these complaints, which can be generated internally or externally. A complaint may lead to an investigation. A Commander or supervisor will forward the complaint to the Internal Affairs Unit to determine if a formal investigation is warranted or if this complaint will be deemed an "inquiry".

An inquiry is considered a matter in which the Internal Affairs unit is satisfied that appropriate action has been taken by the accused employee. An inquiry is tracked by Professional Standards. A formal complaint is when a supervisor or Commander determines that further action is warranted. Formal complaints are investigated by the Internal Affairs Unit.

The department uses a software system to track and document its complaints. The systems is called AXON–Standards.

The AXON-Standards system also has a function called the "early intervention system." The early intervention system uses collections of data selected by the department to flag personnel involved in a set number of incidents and types of incidents as determined by the department. The chain-of-command then reviews the information from the various incidents to determine if some kind of intervention is appropriate.

For example, if Officer X is involved in four uses of force incidents in a rolling six-month period or has five Internal Affairs investigations in a 12-month time period, an alert is sent to IA. IA then send the early intervention system activation to the involved employee's chain-of-command who reviews all of the incidents together, instead of individually, to determine if some type of intervention is warranted. Sometimes an individual event may be justified when examined by itself but maybe more concerning if looked at in light of other incidents as well. Much of the time, the totality of incidents can easily be justified without any intervention. Other times, the employee's chain-of-command may recommend an employee be retrained in an area,

receive wellness resources, or be temporarily transferred to a different assignment. Regardless of the review's outcome, the information is forwarded to minimally two levels of supervision to be approved.

CPSM recommends the LPD continue to utilize the Standards application of AXON Evidence.com to create alerts to serve as an early intervention system for potential employee performance concerns. Incidents or things to consider in an early warning system include personnel complaints, use of force incidents, pursuits, injuries, sick leave, and any other metric that may indicate an employee needs some type of intervention.

The Internal Affairs Unit (IA) is comprised of one Police Commander, one Sergeant, one Detective, and two Business Technicians. The IA Unit conducts all personnel investigations with the purpose of gathering the facts of the investigation.

When personnel complaints are investigated, they are concluded with findings as follows:

- **Sustained:** Substantiated misconduct.

- **Misconduct not based on complaint:** Substantiated employee misconduct, not alleged in the complaint but disclosed by the investigation.

- **Not sustained:** When the investigation discloses insufficient evidence to sustain the complaint or fully exonerate the employee.

- **Unfounded:** When the investigation determines the allegation is either false or not factual.

- **Exonerated:** When the investigation discloses that the alleged act occurred, but the action was justified, lawful, and proper.

- **Inquiry:** The employee acted within prescribed department policy, procedure, or tactics.

The LPD uses a clear and convincing standard in determining findings. The clear and convincing standard is higher than a preponderance of evidence and lower than the criminal standard of reasonable doubt. When providing jury instructions, the US Court, 9th District, cites the clear and convincing standard as:

"When a party has the burden of proving any claim or defense by clear and convincing evidence, it means that the party must present evidence that leaves one with a firm belief or conviction that the factual contentions of the claim or defense are probably true. This is a higher standard of proof than proof by a preponderance of the evidence, but it does not require proof beyond a reasonable doubt."

The number of personnel complaints and their dispositions from 2019 through 2023 are shown in the following table.

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TABLE 4-2: Investigations and Dispositions, 2019–2023

Year	Total Investigations	Sustained Violations	Not Sustained	Exonerated	Unfounded	Inquiry
2019	66	71	35	7	35	
2020	51	39	26	0	40	
2021	43	40	19	2	19	
2022	41	34	27	2	21	
2023	64	37	15	6	14	45

Note: Information provided by Lakewood PD, Inquiries were tracked separately until 2023. Number of findings exceed number of investigations as investigations generally involve allegations of multiple policy violations.

Once the investigation is completed, it is routed back to the subject employee's chain of command for a determination of findings and recommended discipline. This procedure has been in place for decades and, according to multiple sources, has served the department well. As with most police departments, the members of the Patrol Division generate the most complaints and are generally the most junior members of the department at all ranks. CPSM is concerned that having a subject employee's supervisor determine the findings of an investigation lends itself to a lack of consistency for sustained findings, especially if a supervisor has not attended relevant training. The situation also lends itself to a supervisor having to hold a subordinate accountable when the agent and supervisor may have a personal friendship outside of work.

CPSM recommends the IA Unit Commander make the determination of finding and recommend discipline with input from the subject agent's Commander and Sergeant—or Division Chief and Commander if the subject employee is a Sergeant. If LPD chooses to keep the current method of operation, CPSM recommends the department provide appropriate training to the supervisors and Commanders who are determining findings.

Professional Standards (Planning/Analysis)

The Planning and Analysis (P/A) unit is comprised of the Police Administrative Coordinator and Administrative Technician with oversight by the Professional Standards Commander. The P/A Unit has functional responsibility for CALEA Accreditation, special projects, and compiling data and reports for the IA Commander. The P/A unit is also responsible for policy oversight. CPSM found the LPD Policy and Procedure manual is outdated, and some of the required practices have ceased. The LPD is currently reviewing the policy manual to ensure the policies reflect LPD's practices. If LPD elects to keep its own policy manual (see earlier recommendation regarding a policy subscription service), CPSM recommends that the department prioritize updating the policy manual to ensure practices align with policy. If maintaining an accurate police manual proves untenable due to other priorities, CPSM recommends evaluating a Lexipol policy service to ensure policies remain contemporary with policing best practices and more accurately reflect how the organization provides service to its residents.

Professional Standards Recommendations:

- CPSM recommends the Professional Standards Unit Commander determine findings and recommend discipline with input from the subject agent's Commander and Sergeant—or Division Chief and Commander if the subject employee is a Sergeant. (Recommendation No. 4.)

- CPSM recommends that the department prioritize updating the policy manual to ensure practices align with policy. (Recommendation No. 5.)

Training / Recruiting

Training Unit

The Training Unit is currently staffed by one full-time training supervisor, two training agents and a civilian technician. The unit is supervised by one of two Commanders assigned to Professional Standards. According to Department Policy PP-6002 through PP-6016, training must track all sworn personnel training requirements to stay in compliance with Colorado Police Officer Standards and Training (POST). A training agent tracks all training attended by department personnel and submits all appropriate attendance rosters to POST as required. The training agent only records the training officers have attended and schedules the training offered in-house and from outside sources.

Department Policy PP-6008, Training, details the training guidelines and department standards. The directive addresses in-house training, roll call training, and advanced and specialized training for both sworn and non-sworn department members. However, training opportunities for non-sworn members are minimal.

A review of the department policies related to training, PP-6002 through PP-6016, was undertaken and CPSM found to meet industry standards. Policies will need to be updated to meet future Training Unit reengineering plans.

The LPD offers selected, specialized training utilizing in-house adjunct instructors. The instructors are subject matter experts in specific areas such as arrest and control, firearms, and driving, which POST considers to be perishable skills that agents use to comply with the mandate of 24 hours of training each year, of which 12 hours must be in the area of perishable skills. In addition to these types of training, discretionary training has been developed in anti-bias training, community policing/partnership, de-escalation training, etc., which supplements POST-mandated training. Department instructors do not attend any type of instructor development course and are selected as instructors based on their subject matter expertise.

According to the Training Unit, the department utilizes a master training calendar that encompasses a 12-month training cycle. A master training calendar is not intended to be a static document but rather a living tool subject to change. This document is important to ensure that necessary and appropriate recurring training is provided. As training priorities shift, it is too easy to neglect to schedule an important curriculum without such a schedule. Although the policy addresses specific training, a master calendar would serve as the plan to develop, review, update, and maintain training and ensure that mandated basic, in-service, and department-required training is completed by all members as needed or required. The Lakewood Police Department maintains a training calendar where training is reviewed and scheduled annually.

All training is regularly scheduled every Tuesday, with A and B shifts alternating every other Tuesday to meet mandated and discretionary training throughout the year. According to the LPD, all mandated training is conducted within the first five months of the calendar year, and discretionary training is done in the last seven months. CPSM was advised that this system meets the department's needs; however, it encounters deployment shortages when instructors on the A shift have to teach on B shift training Tuesdays.

Additionally, the training agent uses the ACADIS software to schedule and track all departmental training, keeping all agents in compliance with the POST training requirements. At the time of the CPSM site visit, we were informed that all departmental sworn members were up to date on their training.

The Jefferson County Police Academy is a combined Regional Academy that is a partnership between Lakewood and Jefferson County. The two agencies equally share the cost of materials, supplies, instructors, and equipment necessary for the academy's operation. The Lakewood Police Department provides 3,200 hours of instruction per academy, half the total number of instructor hours. The 3,200 hours include 400 hours of course instruction that the two full-time Lakewood personnel provide to the Jefferson County Police Academy. The remaining 2,800 hours of instruction are divided between various Lakewood agents and supervisor adjunct instructors on an on-duty and overtime basis. This has an impact on deployment both in patrol and investigations. Typically, the patrol section will not run short of agents on shift to staff an instructor position. However, according to the LPD, the investigations section is affected more severely. 2023 audited figures were $227,646 in premium pay for the academy. This does not include premium pay (overtime) for teaching in-service. Professional standards premium pay, which consists of all in-service training (and any other rare overtime for IA, etc), was $150,853. 2023 Audited total of approximately $378,499 in training overtime dollars. The LPD did reduced overtime for training in July of 2024 due to budget shortfalls but are looking to identify the right level of overtime for training in coming years.

Supervisor Training

Agents who are interested in exploring the role of sergeant can participate in an acting sergeant program. This program requires completing a three-day course that covers basic supervisors' responsibilities, such as leadership, motivation, and counseling. Additionally, Incident Command System (ICS) tabletop exercises are conducted that provide the attendees with having completed the ICS 100 and 200, respectively. Participants then do ride-alongs with patrol sergeants. Once the training is complete, they serve in the sergeant role as needed to help cover supervisor deployment. They receive ongoing feedback from the sergeants on the watch.

The agency has a formal "FTO" program for agents who test for sergeant and are officially promoted or expected to promote while on an eligibility list. This "FTO" program is just like the agent one in that there is a period of four weeks when the new sergeant is assigned to a sergeant trainer and utilizes similar daily evaluation forms to evaluate performance. The forms are signed off by the sergeant in training, the training sergeant, and the commander. If a newly promoted sergeant hasn't taken the acting sergeant three-day course, they are able to do so as part of their sergeant training. Additionally, new supervisors can attend leadership courses provided by outside entities such as FBI LEEDA when available.

No mandatory advanced command-level courses are offered to those promoted to commander or above. However, there are optional opportunities, such as the FBI Academy, the Senior Management Institute for Policing, and a Command Course offered by Northwestern University. Ensuring managerial and leadership training at all levels of supervision and command will enhance the future readiness of the agency and help the department work toward improved succession planning (see earlier recommendation).

During this assessment, CPSM was informed that the Training Unit was being reorganized. Two additional training agents will be added to the unit, and a full review of the essential duties and job functions will be undertaken. This reorganization aims to make the Training Unit "full service," that is, offering tracking, providing training, managing instructors, and overseeing curriculum development. This will make training for the LPD meet industry standards in law enforcement

training. Additionally, CPSM was informed that the LPD has a Training Committee to review the training needs of the department; however, it has not been convened recently.

Training Recommendations:

- CPSM recommends that the department policies on training be updated upon the future reengineering of the Training Unit. (Recommendation No. 6.)

- CPSM recommends establishing a standard operating procedures guide to approve and deliver all training. (Recommendation No. 7.)

- CPSM recommends that a train-the-trainer class be included in every training delivery plan for each course to reduce deployment shortages when instructors are on opposing shifts. Additional trainers on the same shift will assist with deployment needs. (Recommendation No. 8,)

- It is recommended that new Sergeants attend a minimum of a 40-hour basic supervisory school to better prepare for the Sergeant role and for continuity within the department. (Recommendation No. 9.)

- CPSM recommends that commanders and above attend mandatory command-level training to better prepare for their roles. (Recommendation No. 10.)

- It is recommended that non-sworn staff/professional staff be provided with training opportunities. (Recommendation No. 11.)

- It is recommended that all in-house instructors attend an Instructor Development Course for consistency within the department and instructional knowledge. (Recommendation No. 12.)

- CPSM recommends that the Training Committee reconvene and conduct a regular training assessment to review department training needs, subject matter expert functions, the impact of academy training commitment on deployment, and to evaluate training schedules supporting the new Training Unit reorganization. (Recommendation No. 13)

Recruiting

The recruitment team is staffed by one recruitment supervisor and one Lakewood City human resource business partner and is overseen by the Professional Standards Commander. In addition, 11 agents and sergeants are assigned to work the unit as ancillary assignments to recruitment events on an as-needed and available status. According to the Office of Training and Recruiting Commander, the City of Lakewood is responsible for most of the work related to police recruitment. The city posts and creates the job descriptions with the assistance of the LPD. The LPD is responsible for administering the hiring process involving Workday, including sending applicants follow-up testing information. LPD is responsible for all initial testing, backgrounds and selection.

The law enforcement profession always faces the challenge of renewing its ranks, and for nearly every agency, this is an ongoing effort. Additionally, for some time, and especially more recently, finding qualified applicants with the desire and ability to meet the requirements of the selection process and academy training has become a more challenging proposition, adding to a growing shortage of law enforcement officers nationwide. The Lakewood Police Department has experienced the same challenges in the recent past. However, it currently has no vacancies and has been approved to fill positions being lost to attrition, which will be thirteen positions in 2024.

The LPD's objectives include identifying racially and culturally diverse target markets in which to recruit by using marketing strategies to obtain a diverse applicant pool. The recruitment team for the city handles specialized advertising via social media, city job postings, and law enforcement career-focused websites.

The department has done an excellent job utilizing the recruitment team and leveraging social media platforms to reach qualified candidates. For instance, besides traditional outreach efforts at parades, festivals, and community functions, the department has successfully used its agents to engage the college community via classroom visits.

The City of Lakewood Human Resources Department is responsible for the testing and processing of police applicants. The pre-employment background investigation is one of the most important investigations a law enforcement agency will ever conduct. The investigations must be very comprehensive if they are to lead to informed hiring decisions. They must assure compliance with all applicable minimum standards for appointment and screen out candidates who are found unsuitable for the position, based on relevant information and their history. Background investigations are also among the most challenging investigations to conduct. The way background investigations are conducted, from areas investigated to the evaluation of resulting information, must be treated consistently across all candidates. The Lakewood Police Department reports that it has had excellent results conducting its own background investigations. Two in-house investigators who are experienced, retired law enforcement personnel are utilized to conduct background investigations as needed. On average, the LPD see approximately 200-400 applicants a year, of which 30 can be potentially hired. CPSM was informed that the process takes on average one to three months to process a candidate and get them hired.

CPSM noted that the Lakewood Police Department reported not having difficulties attracting and hiring candidates to fill the vacancies that the city approves to fill.

Recruitment Recommendation:

■ CPSM recommends that a formal recruitment plan be developed to establish continuity. (Recommendation No. 14.)

Field Training Administration Program
Upon completing academy training, probationary officers are assigned to patrol for post-academy field training. Field training ensures standardized training and evaluation, facilitates the transition from the academic setting to the actual performance of general law enforcement duties, and introduces the policies, procedures, and operations of the Lakewood Police Department.

At the time of this review, the LPD had one officer in the program. Nine recently completed the program and were trained by field training officers and supervisors certified as Police Training Officers.

The Field Training Administration (FTA) program is divided into four phases, each lasting four weeks. The multiphase structure includes a formal evaluation progress report completed by the field training officer. The trainee is assigned to various shifts and rotates to different field training officers to ensure an objective performance evaluation.

The forms and reports used to document and evaluate the performance of training officers were inspected and found to be well-structured and appropriate for their intended use. A field training officer manual establishes standards and performance expectations. The department

tries to assign probationary officers to several different Police Training Officers during their various training phases.

All the department's Police Training Officer training and evaluation materials were reviewed and found to be clearly written, comprehensive, well-indexed, and appropriate for their intended purpose. The department's Field Training Officer (FTO) training materials and related policies and practices concerning training probationary officers generally meet those of similarly sized police agencies as spelled out in Department Policy PP-6006.

During phases one and two of the program, the trainee is required to participate in all aspects of law enforcement. The FTO discusses and demonstrates all these aspects. In phase three, the trainee is expected to act more independently from the FTO, and there should be a noticeable improvement in the trainee's performance. The trainee's performance determines if they proceed to phase four. In phase four, the trainee is expected to be able to function as a competent, independent police officer.

The FTO completes a Daily Evaluation documenting the trainee's activity, strengths, weaknesses, and training strategies daily. The FTO completes a weekly Evaluation, summarizing the previous week of Daily Evaluations. In the weekly evaluation, the FTO documents are included. The sergeant meets weekly with the trainee and FTO to discuss performance and training strategies further. At the end of the four weeks, the FTO documents whether the trainee is ready to proceed to the next level of training. All documentation is reviewed via the chain of command up to the rank of commander overseeing the program.

Department members expressed satisfaction with the quantity and quality of the training delivered via the program. Field Training Officers receive updated training to keep up-to-date on adult learning models and techniques.

CPSM assessed that the Lakewood Police Department's FTA program is well organized and managed. It is modeled after the San Diego Police Department's Field Training Administration program.

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SECTION 5. PATROL DIVISION

DIVISION OVERVIEW

The Lakewood Police Department's Patrol Division encompasses almost all uniformed services within the agency. A Division Chief, who answers directly to the Police Chief, has overall management responsibility; five police commanders are direct reports. Four commanders manage the patrol function, and one manages all LPD special teams. The following figure outlines the division structure and chain of command.

FIGURE 5-1: Patrol Division Structure
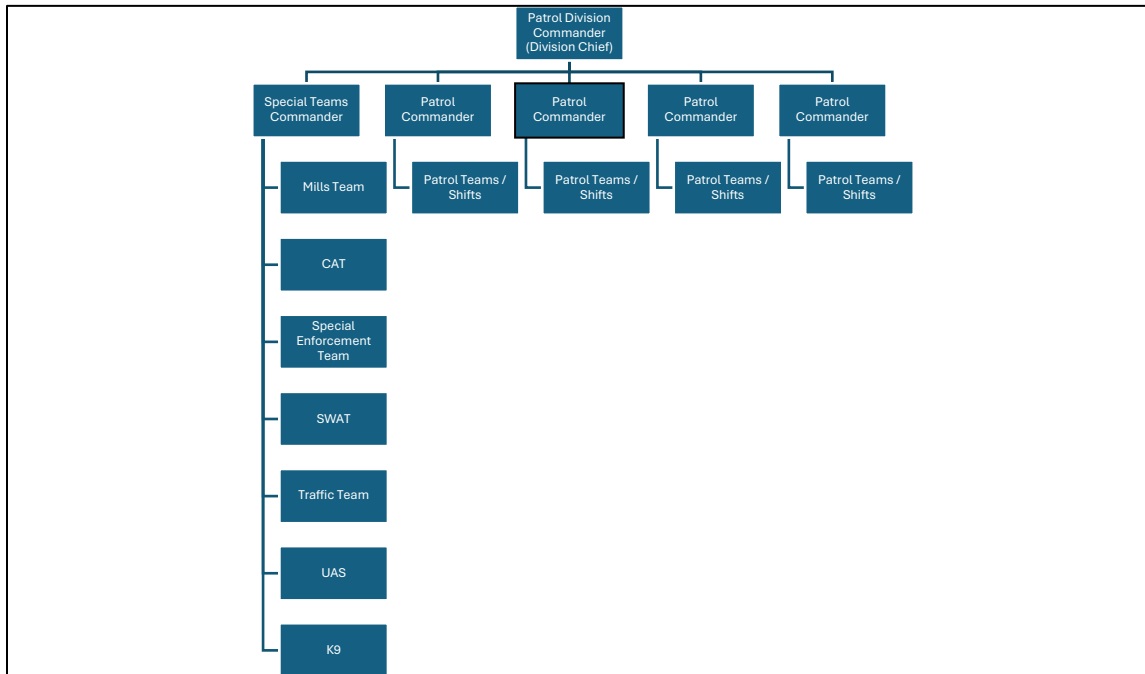
The Patrol Division is authorized at 203 employees, making it the largest division in the department. Although this number is very fluid because of various HR-related matters (hiring/training/retirements/resignations/injuries, etc.), the actual staffing number provided to CPSM in November 2024 was 197 employees. The information in the following table was supplied by LPD management, showing the staffing by position throughout the entire division. This table represents all employees, both sworn and civilian, and encompasses the regular patrol teams and the specialized teams assigned to the division. The division staffing will be broken down in greater detail later in this section of the report.

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TABLE 5-1: Patrol Division Staffing

Position	Authorized	Actual
Division Chief	1	1
Commander	5	5
Sergeant	24	26
Agent	151	147
Patrol Admin. (Civilian)	4	4
Volunteer Coordinator	1	1
Crime Analyst	1	1
Community Service Officers	10	6
Other Civilian Employees	6	6
Total	**203**	**197**

PATROL COMMANDERS AND SERGEANTS

The uniformed patrol function is led by the four Commanders assigned by shift and district. Two Commanders supervise watch one and two, and two commanders supervise watch three and four. Watch commander schedules are as follows:

- Day Shift: 5:30 a.m. – 3:30 p.m.

- Evening Shift: 2:00 p.m. – 12:00 a.m.

- 12:00 a.m. – 5:30 a.m. is managed by the senior on-duty shift sergeant.

Two Commanders work Wednesday through Saturday, while the others work Sunday through Wednesday. This provides the broadest range of coverage to ensure a management team member is on duty as much as possible. When a Commander is off duty for any reason, the senior Sergeant takes over watch commander's responsibilities.

The established roles and responsibilities for the patrol Commanders are as follows:

- Provide geographic policing management by shift for their assigned districts.

- Supervise the patrol watch (multiple teams and Sergeants per shift).

- Manage administrative assignments and extra duties/responsibilities as follows:
  - Commander #1
    - North Sector Commander – evening.
    - LPD Street Racing Response.
    - ICCS/Probation Liaison.
    - Transit PD Liaison.
    - Patrol/Investigation Surge/Deployment Coordinator.
    - Narcan & LPD Fentanyl Response.

- City Council overtime.

□ Commander #2

- South Sector Commander - evening.
- Belmar Liaison.
- Alameda Connects Liaison.
- Field Training (Agent and CSO).
- Jefferson County Community Corrections Liaison.
- Acting Sergeant Program.
- New Hire Mentor Program.
- Military Mentor Program (Deployment and Reintegration).

□ Commander #3

- North Sector Commander – days.
- JeffCOM Liaison.
- Field Training (Agent and Sergeant).
- Scheduling/Patrol Staffing/Desk Staffing.
- Scheduling Committee/Watch Pick.
- West Metro Fire Liaison.
- West Colfax Community Association (WCCA) Liaison.
- Two Creeks Neighborhood Liaison.
- LPD Workday Liaison.
- Patrol Crime Analyst Supervisor.
- City Portable Radio Liaison.
- City MDC Liaison.

□ Commander #4

- South Sector Commander – days.
- Volunteer Unit Supervisor.
- Neighborhood Watch.
- Business Watch.
- Shop with a Cop.
- Cops that Cook.
- Speakers Bureau.
- Patrol contact for GoGOV request.
- Jefferson County Jail Liaison.
- Power Engage Survey.
- SmartForce.

□ Commander #5 (Special Teams)

- Special Teams.
- Day Traffic Team.
- Traffic Investigations Unit.
- JCRASH.
- Evening Traffic Team.
- SET.
- SWAT.
- Mills Team.
- CAT.
- Crowd Control Management Team.
- Honor Guard.
- Hospitals Liaison.
- Detox Liaison.

LPD provided the above list and is not intended to be a complete list of everything that falls under the responsibility of a Commander. In addition to the above list there is a Commander job description that provides a high-level overview of the position's responsibilities and requirements.

The above list and job description were provided to CPSM in response to our question, "What are the expectations of the patrol Commanders?" Overall, we were impressed by the group of Commanders, and from an outside perspective, they are a professional group that knows their jobs and responsibilities. However, we are concerned about the role of the organization's watch commander (and supervisors). We will have recommendations later in this report that impact the patrol culture and which are intended to improve efficiencies. Those changes will not occur without clearly defined expectations of the Commanders' and supervisors' roles in the department. These changes may fall outside of HR's documented job description. We are also concerned that the list of administrative duties (as outlined above) detracts from the mission of supervising patrol operations.

As police agencies adopt new technologies and strive to increase accountability, we find that mid-managers and supervisors shoulder the burden of the added workload created by these endeavors. Every moment a patrol Sergeant or Commander is busy with administrative matters is time during which they can give less attention to managing field operations. Although patrol is a well-structured function with professionals who do not require "active" supervision, there is still a need to ensure that managers and supervisors are informed and available to respond as needed, to occasionally direct agent activity, and to ensure compliance with expectations.

LPD Commanders reported that they have watch commander responsibilities while on duty but are often unable to monitor field activity as the agency desires. It is essential to have this role filled, especially when multiple teams and sergeants are on duty. This will only be accomplished if the department takes steps to reduce administrative responsibilities. Although it is unlikely that all of the administrative responsibilities will be eliminated, there may be opportunities to eliminate or reduce some of them; LPD should take steps to evaluate this and make appropriate changes. If too many administrative functions remain then PD should consider creating an administrative Commander or Sergeant position to take on many of these roles and responsibilities.

The Division Chief should establish specific assignment responsibilities and expectations. For instance, we heard examples of service calls that had far too many units responding, and we

observed this to a small degree. These matters can only be corrected when Commanders and Sergeants know that it is an unacceptable practice and that it is their responsibility to ensure that it does not happen. We will discuss more later in the report. They will only know such things happening when they are actively involved in the daily operations and not busy with administrative matters.

Patrol Sergeants

The same concerns we noted above are also applicable to the patrol Sergeants. Sergeants also reported significant administrative responsibilities, and all reported having ancillary duties outside of managing their teams of patrol agents.

Patrol Commanders and Sergeants Recommendations:

- CPSM recommends that LPD reduce the administrative workload of patrol Commanders and patrol Sergeants. (Recommendation No. 15.)

   □ If appropriate reductions cannot be made, the department should consider adding specific Commander or Sergeant position(s).

- CPSM recommends that LPD establish assignment-specific expectations for patrol Commanders and patrol Sergeants to manage patrol workload properly. (Recommendation No. 16.)

PATROL ADMINISTRATIVE STRUCTURE

In addition to the sworn management of the patrol division, civilian employees play a critical role in the division's daily functions. Many of these roles will be outlined below. We believe that some of the administrative roles listed above for Commanders may be transferred to these positions when appropriate. The concerns noted above are specific to patrol operations. Jobs like those below are administrative-specific and do not require active patrol operations management.

FIGURE 5-2: Patrol Division Administrative Assistance
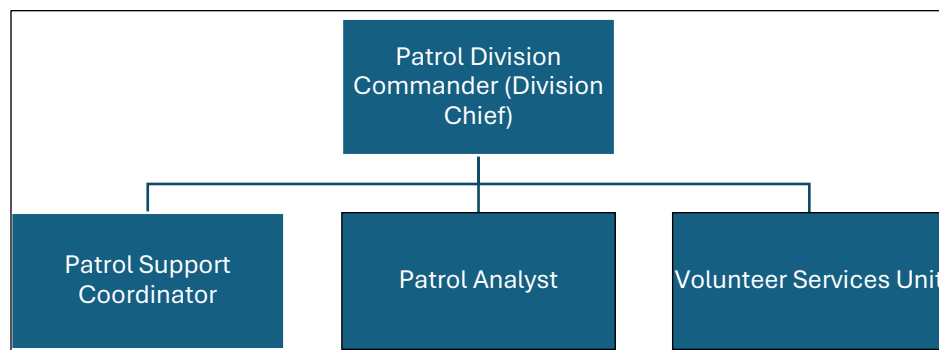
Note: The above positions report to the Division Commander on LPDs Organizational Chart. In reality they may report to one of the Commanders within the chain of command.

Patrol Support Coordinator

This is a position that is designated to assist the division in administrative matters. Following is an excerpt from the job description of the position:

Provides assistance to the Division Chief in the administration and coordination of division activities. Performs some of the administrative tasks of patrol Commanders, except those that require direct supervision of sworn personnel. Supervises a civilian staff performing duties as Patrol Support Technicians, Equipment Services Assistant and Receptionist Clerk in Patrol.

We did not evaluate the workload currently given to this employee, but by definition, they were created to offset the workload of patrol commanders.

Volunteer Services Unit

The Lakewood Police Department's Volunteer Program is an excellent example of community engagement. With 27 volunteers currently on its roster, CPSM was impressed with the organization and involvement of the volunteers, the coordinator, and LPD staff who interact with them. Starting with the background process, the coordinator checks to ensure each applicant is qualified to receive access to the LPD station and equipment. Once cleared, volunteers meet regularly to discuss opportunities to serve the department and the community as a whole. These activities include structured "Extra Patrols, Vacation Checks, and the Motorist Assist Program." Volunteers who work in the field are provided radio training and issued a radio during their time of deployment. LPD volunteers can be seen assisting patrol agents with traffic direction and diversion away from crime scenes and traffic incidents. Volunteers are also instrumental in supporting public events such as high school homecoming parades, events at city hall, the "Big Belmar Bash" Fourth of July celebration, Shop with a Cop Christmas program, and other civic events. Additionally, volunteers assist with the Department's social media presence and supporting departmental events, such as conferences, training sessions, and graduations.

CPSM found the LPD Volunteer Program to be exemplary, particularly in fostering community engagement and bolstering departmental resources. Many volunteers are retired community members who wish to continue their civic involvement, lending both their time and experience to the department. The program's success reflects well on its leadership, organizational structure, and emphasis on training, which is also extended to volunteers when appropriate for their duties. Notable initiatives include the Citizen's Police Academy, a 12-week annual program that educates residents about the department's operations and serves to strengthen public trust. Robust accountability measures, such as ensuring proper management of department-issued radios, volunteer identification, uniforms, and equipment, further enhance the program's integrity.

The success of the Volunteer Program should be further leveraged to engage businesses and the community. High-profile presence for "volunteer sign-ups" in local shopping malls or booths at community events are potential opportunities to expand its outreach. There are also agencies that invite volunteers to after-hours briefings to raise awareness among officers of how volunteers can assist with tasks such as traffic control or providing chaplain services for death notifications. More importantly, it could provide another opportunity for personnel from all shifts to recognize and appreciate volunteers in the community and their support for LPD.

Volunteer Services Recommendations:

- Invite volunteers to participate in a few after-hours briefings to increase awareness among all shifts regarding volunteers, as well as foster community engagement and strong morale. (Recommendation No. 17.)

Patrol Analyst

This position was recently transferred from investigations to patrol and is tasked with providing the patrol Commanders with data directly related to crime trends that impact patrol operations, By design, the information gleaned from this position is to assist in driving patrol deployment and operations.

Communication / Meetings

Proper communication channels can be a concern in many police departments. The ability of information to flow up and down the chain of command can be critical to ensure that personnel understand the agency's mission and can convey needed change when necessary. The command staff (Division Chief and Commanders) meet weekly within the Patrol Division. This meeting allows leadership to openly discuss any issues or concerns within the division and address contemporary issues. This setting enables priorities and goals to be set and later conveyed by the commanders to the patrol staff where additional focus is needed. Commanders reported that these meetings bring tremendous value to patrol operations.

In addition to the command staff meeting, there is an additional quarterly meeting with all division sergeants to have a broader discussion and ensure that sergeants interact face-to-face with department and division leadership.

PATROL SCHEDULE AND TEAM STRUCTURE

Lakewood PD sergeants and agents assigned to the patrol function work a 4-10 schedule. There are four shifts per day scheduled as follows:

- 5:30 a.m. to 3:30 p.m.

- 11:00 a.m. to 9:00 p.m.

- 3:00 p.m. to 1:00 a.m.

- 9:00 p.m. to 7:00 a.m.

The patrol function is structured so that patrol teams typically consist of one sergeant supervising seven to ten agents; each team consistently works together within a geographic area of the city.

Each shift has two teams scheduled to work. One team is assigned to the "North Side" of the city, while the other is assigned to the "South Side" of the city. Half of the patrol teams are assigned to work Saturday through Tuesday, while the other half are assigned to work Tuesday through Friday. This scheduling structure allows for one overlap day per week (Tuesday) where all patrol sergeants and agents are scheduled to work.

Approximately two years ago, LPD adopted a data-driven approach to patrol deployment. The agency has invested in software that can provide the most efficient schedule based on call load and the number of agents available for a scheduling period. Before implementing this approach, LPD advised that scheduling had been done based on internal and historical knowledge of workload and what leadership felt was the appropriate distribution of labor across the city 24-7. Although not perfect, LPD admits that the current approach is far better to schedule its personnel. The scheduling is done based on LPD inputs of established scheduling hours, days off, and available personnel. Sometimes, the software will recommend a specific staffing allocation that would create other inefficiencies or personnel imbalances. LPD leadership will revise the recommendations in those cases to fit department needs.

The existing schedule was developed internally by LPD after the work of an internal scheduling committee and following a department survey. Before the existing schedule, LPD used a scheduling system that distributed employee days off across the week. Although common, we have found that approach could be inefficient compared to the benefits of having police personnel work in a team environment within the patrol function. We believe the LPD approach to team policing is an industry best practice.

Alternative Scheduling Options

Lakewood PD indicated the 4-10 scheduling model has worked for the agency but asked for CPSM's opinion on scheduling options. Although there are countless variations of police scheduling, they typically fall into one of three broad options: 8-hour shifts, 10-hour shifts, and 12-hour shifts. When agencies have a static workload profile, meaning that patrol calls do not have significant spikes throughout the day, we have found that schedules that factor into 24 hours can be the most efficient (that is, 8- or 12-hour shifts). When departments have workload spikes, overlap shifts are beneficial as they allow for multiple shifts to be deployed to increase manpower when needed during certain hours of the day. This is usually done with 10-hour shifts or overlapping 12-hour shifts. Lakewood's workload profile will be presented in greater detail in this report, but in general, it falls into the latter category, where overlapping shifts are beneficial.

■ 8-Hour Shifts – This is an efficient model as it allows for three or more relatively short shifts per day but requires a 5-day work week. Although an 8-hour shift model was popular within the industry in the past it is rarely seen in today's policing environment as other options allowing for longer time off tend to be more popular.

■ 10-Hour Shifts – This scheduling option is commonplace in the industry. As is the case in Lakewood there is a benefit for overlapping shifts as a minimum of three shifts are required meaning that at minimum there will be up to 6 hours of overlapping shifts when three shifts are deployed. Additional hours are available when there are more than three shifts deployed. This option is popular with patrol workforces.

  ☐ This option is popular for the consistency in days off (no "make-up" days to schedule).

  ☐ Allows for a three-day weekend, and many employees prefer the balance of 10-hour shifts with three days off versus the 12-hour days with the occasional additional day off.

  ☐ In general, this option often requires more supervisors than a 12-hour option, depending on shift size.

  ☐ This option provides the great benefit of the overlap day when structured as Lakewood has done. The overlap day provides for the opportunity to surge patrol resources for specialized operations, training, or allows for an additional day (from employee time banks) for large parts of the organization because staffing is so far above traditional minimums.

- 12-Hour Shifts – This option is also popular and commonly seen in police agencies. Some agencies with a flatter workload profile will have some variation of two 12-plus-hour shifts to allow for some overlap during shift change while busier agencies will have three to four 12-hour shifts, allowing for broad overlap coverage. This option can often be popular in areas where police employees may have long commutes because they have sought affordable housing further away from their work jurisdiction and their typical workweek is only three days.

  □ Depending on the structure and patrol team size this option can often require fewer sergeants. This may be beneficial to LPD if seeking an additional sergeant for dedicated administrative duties.

  □ Agencies need to be mindful of the longer workdays and potential fatigue factors that accompany longer shifts. There is some concern in the industry that 12-hour days may have negative effects on officer health and wellness.

- 4-10/3-12 Split – This is an option that can merge the benefits of both the 10- and 12-hour shifts giving employees both options. The typical form of this will have 10-hour patrol teams working Monday-Thursday in a three- or four-shift configuration while the second set of patrol teams will work 12-hour shifts Friday-Sunday in a two- or three-shift configuration. This gives employees working the 4-day workweek the weekends off while the 12-hour employees working the weekend will have the additional day off. This can benefit long commute employees as weekend traffic into an urban area can be easier than weekday commuting.

  □ This option still allows for the benefit of overlap days for the same purposes highlighted above, but will only occur every other week versus every week with the 10-hour option. This is accomplished when the 12-hour employees are required to work the additional 8-hour make-up day every other week. This typically means that every team will have one day per month for training.

There are countless pros and cons to each scheduling option. CPSM has seen successful deployments of both the 12-hour models and 10-hour models in different agencies. If minimum staffing is a significant concern, then 12-hour shifts can be beneficial because there are fewer shifts to split the existing workforce. But there are drawbacks as a 12-hour model often requires mandatory overtime to ensure the "make-up" days have adequate 12-hour coverage. We find no fault in LPD's current 10-hour configuration. However, we believe the agency may benefit from the 4-10/3-12 split option, as it could free up some Sergeants for full-time administrative work, thereby enabling the remaining patrol Sergeants to exercise more active engagement at the patrol level. LPD has the ability to enter the parameters of the split schedule into its staffing software to see what patrol teams would look like and to determine if supervisor ratios are still acceptable to allow for some Sergeants to be pulled for full-time administration positions.

Scheduling Recommendation:

- CPSM recommends that Lakewood PD evaluate the 4-10/3-12 shift model to determine if such a model would benefit patrol operations. (Recommendation No. 19.)

PATROL TEAMS STAFFING / MINIMUM STAFFING

The following table represents the staffing levels for the patrol function of the Lakewood Police Department (not inclusive of special units or administrative structure):

TABLE 5-2: Patrol Teams Staffing

	Authorized	Actual	Vacant
Division Chief	1	1	
Commander	4	4	
Sergeant	18	20	+2*
Agent	120	125	+5*
CSO	10	6	4
Totals	**153**	**156**	**4**
Sworn Totals	**143**	**150**	**+7**

Source: Lakewood Police Department.
Note: * There is overstaffing in patrol as a result of employee backfill positions. A position may be filled on paper, but if that employee is off for any reason long-term, the department will backfill the position, meaning that the actual assigned staffing is more than authorized.

Minimum Staffing

Police departments frequently establish minimum patrol staffing levels. These staffing levels ensure that appropriate resources are scheduled on a daily/hourly basis to manage the anticipated workload, provide city-wide coverage, and account for appropriate officer safety levels.

Lakewood PD has minimum staffing levels that fluctuate throughout the course of the day. The current minimum staffing levels are driven by the existing workload data that the department collects through its data collection software. The minimum staffing levels are as shown in the following table.

TABLE 5-3: Patrol Minimum Staffing Levels

	Discretionary Minimums	Absolute Minimums
Watch 1		
Sergeant	1	1
Team 1A	12	11
Team 1B	12	11
Watch 2		
Sergeant	1	1
Team 2A	9	8
Team 2B	10	9
Watch 3		
Sergeant	1	1
Team 3A	11	10
Team 3B	11	10
Watch 4		
Sergeant	2	2
Team 4A	15	14
Team 4B	16	15

The above figures are per shift and fluctuate on days of the week according to the team designation noted. It should be noted that several of those shifts are overlapping shifts, meaning the actual minimums are combined with another shift.

The column listed as discretionary means that a patrol/team sergeant can grant time off requested by an employee up to that staffing level. The additional column of "absolute" minimum indicates that management must approve additional time off. Falling below these numbers will trigger the necessity of overtime usage by calling in an agent on his/her day off or holding over an agent from another shift. In addition to calling in employees for overtime, LPD will also reassign personnel from specialty teams, a deviation from the operational norms.

An important aspect that should be considered when establishing patrol staffing levels and shift minimums is a "relief factor." A relief factor is broadly defined as ensuring there is appropriate staffing to account for the normally scheduled time off an employee is authorized to use (vacation and accrued time banks) and for normal sick time usage. In our experience, most departments have a relief factor of about 25 percent, meaning that up to 25 percent of the scheduled workforce will be unavailable for any given shift. For instance, for every ten employees normally scheduled for a particular shift/day, two to three employees will be on scheduled time off (vacation/holiday) or off sick.

With these factors taken into consideration, there is an expectation that management and supervision will be proactive in managing employees' natural time off requests to control the need for overtime usage. However, there is also a management best practice that the authorized/actual staffing in relation to the established shift minimums be balanced to allow for employee needs. The following table outlines the authorized staffing, the minimum staffing, and the available relief factor for each shift.

TABLE 5-4: Patrol Teams Relief Factor

Shift/Team	Authorized	Minimums	Available RF
Team 1A - SSM	16	11	31%
Team 1B - WTF	17	11	35%
Team 2A - SSM	11	8	27%
Team 2B - WTF	12	9	25%
Team 3A - SSM	14	10	28%
Team 3B - WTF	15	10	33%
Team 4A - SSM	17	14	17%
Team 4B - WTF	18	15	17%

As the above table shows, most shifts have an available relief factor of more than 25 percent. Both the A and B teams assigned to the overnight shift have a 17 percent relief factor based on the department-established minimums. We would recommend that all shifts have an available relief factor of at least 25 percent. This can be accomplished by either reconsidering the shift minimums for that shift or increasing the authorized staffing. In our analysis of the patrol workload (later in this section), the actual workload during these hours is consistently below the 60 percent threshold, indicating that there is room to consider reducing the minimum staffing levels. (Note: Patrok team minimum numbers do not include traffic officers or the Mills Team)

Minimum Staffing Recommendation:

■ CPSM recommends that all shifts have an available relief factor of at least 25 percent. (Recommendation No. 20.)

PATROL WORKLOAD ANALYSIS

Uniformed patrol is considered the "backbone" of American policing. Bureau of Justice Statistics indicates that nearly all police departments in the U.S. in the same size category as the Lakewood Police Department provide uniformed patrol. Agents assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to have officers available to respond to calls for service and provide law enforcement services to the public.

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined, the amount of discretionary time is determined, and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The LPD is a police department whose philosophy is to address essentially all requests for service in a community policing style. With this in mind, it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand the *actual workload* (the time required to complete certain activities), it is critical to review the total reported events within the context of how they originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. This section will offer several charts and tables outlining this information.

Generally, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn employees in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time deployed should be committed to calls for service, which includes all activities that occupy an officer's time, including calls from the public, self-initiated work, and administrative tasks. This commitment of 60 percent of their time is referred to as the *Patrol Saturation Index*.

The Rule of 60 is not a hard-and-fast rule but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which the costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time police officers (i.e., agents) dedicate to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60 percent.

This Rule of 60 for patrol deployment does *not* mean the remaining 40 percent of the time is downtime or break time. It is a reflection of the extent to which patrol agent time is saturated by the existing workload. The time when police personnel are not responding to calls should be committed to management-directed operations. This more focused use of time can include supervised allocation of patrol agent activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available to undertake activities such as proactive enforcement, community policing, and emergency

response. Patrol is generally the most visible and available resource in policing, and harnessing this resource is critical for successful operations.

From an agent's standpoint, once a certain level of CFS activity is reached, the agent's focus shifts to a CFS-based reactionary mode. The patrol agent's mindset shifts from looking for ways to deal with crime and quality-of-life conditions in the community to continually preparing for the next call. After saturation, agents are likely to cease proactive policing and engage in a reactionary style of policing. The outlook becomes, "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call.

Rule of 60 – Part 1

According to the LPD's personnel data, the patrol function is **authorized** for 143 sworn officers (1 Division Chief, 4 Commanders, 18 sergeants, and 120 Agents). These 143 of the 279 sworn officers represent **51 percent** of the sworn employees in the Lakewood Police Department. LPD contends that the Mills Team and Traffic Agents regularly assist with patrol calls for service. Adding those 13 positions into the factored analysis increases Part 1 to 56 percent.

This part of the "rule" is not hard and fast. However, it must be considered when examining the department's operational elements and staffing recommendations. The department's data indicates that overall authorized staffing is below the 60 percent recommendation. We will discuss this in further detail at the end of this section.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies.

It is CPSM's contention that patrol staffing is optimally deployed when the saturation index (SI) is in the 60 percent range. An SI greater than 60 percent indicates that the patrol labor resource is largely reactive and thus overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates patrol is optimally staffed. SI levels much lower than 60 percent, however, indicate underutilized patrol resources.

Departments must be cautious in interpreting the SI too narrowly. One should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate <u>overall</u> service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60 percent.

The CPSM data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the Lakewood Police Department. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

The following sets of figures depict staffing, workload, and the "saturation" of patrol resources in the Lakewood Police Department during the two months (seasons) on which we focused our

workload analysis. The figures represent the manpower, service demands, and workload saturation during weekdays and weekends during the periods of January 4 to February 28, 2024 (Winter) and July 7 through August 31, 2024 (Summer). Examination of these figures permits exploration of the second part of the Rule of 60.

Workload Analysis for Weekdays, Winter 2024

FIGURE 5-3: Deployed Officers, Weekdays, Winter 2024
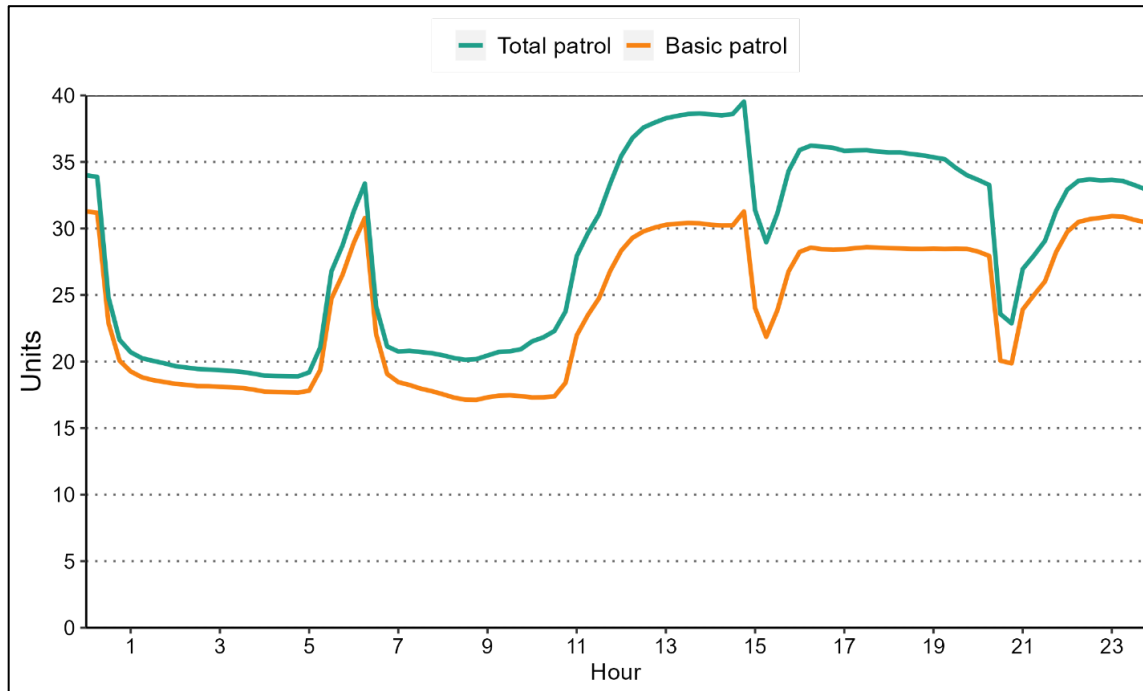
FIGURE 5-4: Deployment and All Workload, Weekdays, Winter 2024
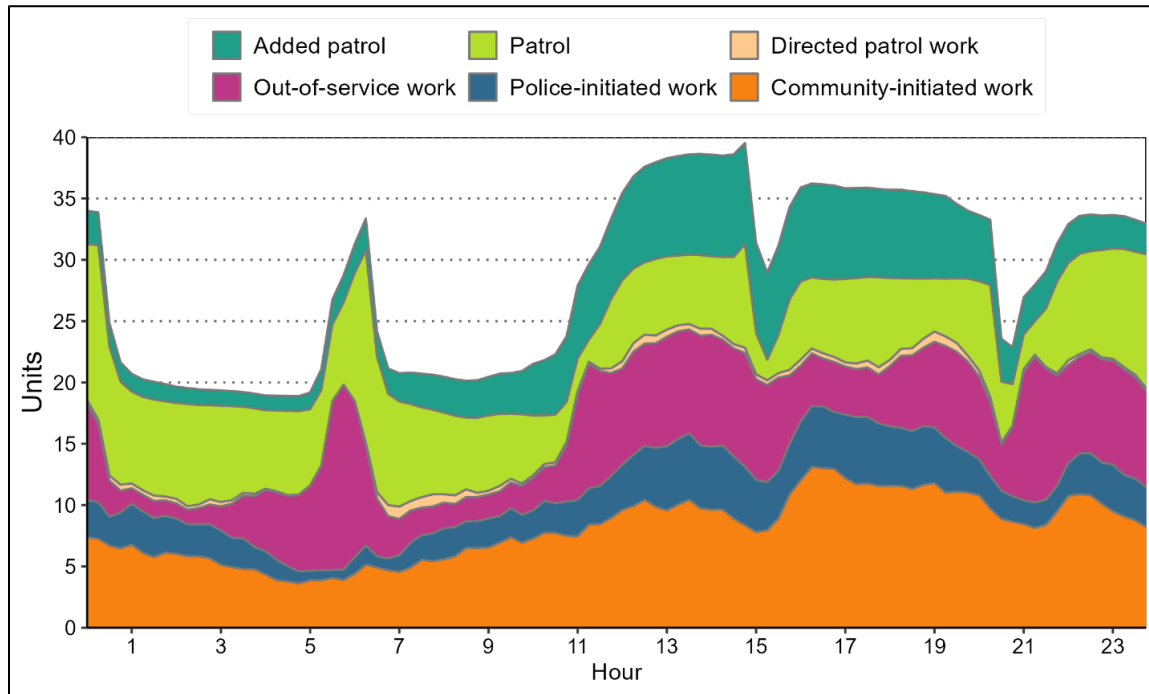
FIGURE 5-5: Percentage of Workload, Weekdays, Winter 2024
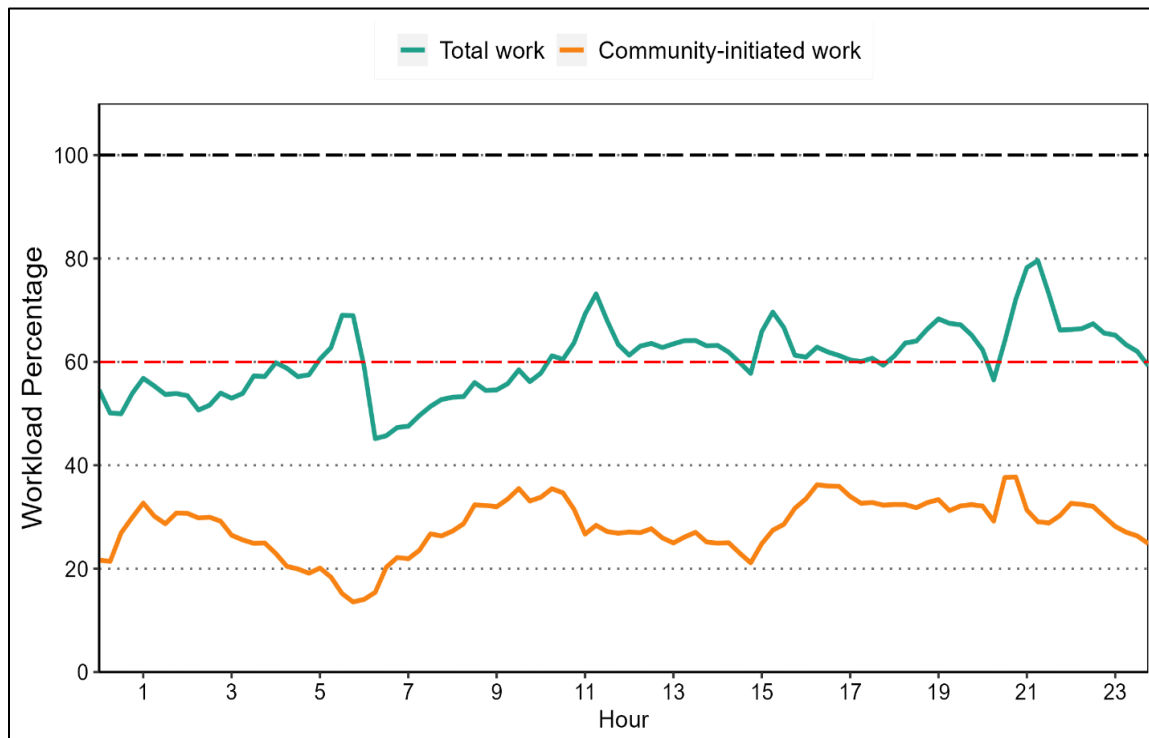
Workload v. Deployment – Weekdays, Winter 2024
Avg. Deployment   28.5 units per hour
Avg. Workload: 17.5 units per hour

Avg. % Deployed (SI): 61 percent
Peak SI: 80 percent
Peak SI Time: 9:15 p.m.

The preceding three figures show the average hourly deployment of LPD agents and sergeants, all average workload categories by hour, and the workload percentage by hour during the weekdays during the eight weeks of winter we analyzed. On average, LPD deployed 28.5 agents and sergeants per hour during that period. The spikes that are observed on the deployment figure are typically during briefing times when there is an overlap of agents signed into the department CAD system. The deployed agents in the first figure also correspond to the top line in the second figure. That second figure shows the type of work being done throughout the day and how many agents are typically occupied with that work. For instance, at midnight, there are approximately 34 agents/sergeants assigned to CAD on duty; from that total, there are on average 7 agents that are occupied with community-initiated work (calls for service), 2 to 3 agents who are occupied with officer-initiated work, approximately 8 agents are busy with "out-of-service" activity, and approximately 17 agents are available for a call and "on patrol."

Of the average 28.5 units on duty at any given time, the overall workload occupies 17.5 units or 61 percent of available resources. The 61 percent figure represents the average saturation index that is referenced in the Rule of 60. The heaviest period of work comes between 9:15 and 9:30 p.m. when the saturation index reaches 80 percent, meaning that 8 of every 10 agents/sergeants deployed are occupied with actual work (community-initiated calls for service, officer-initiated work, or "out-of-service" activity).

Workload Analysis for Weekends, Winter 2024

FIGURE 5-6: Deployed Officers, Weekends, Winter 2024
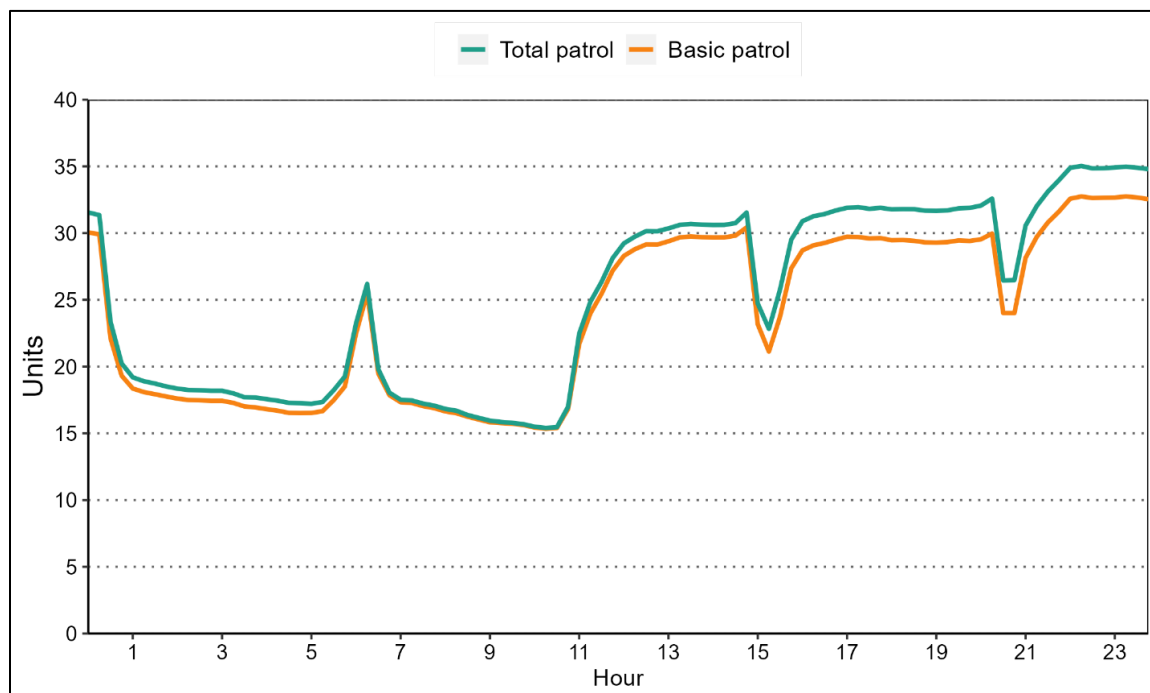
FIGURE 5-7: Deployment and All Workload, Weekends, Winter 2024
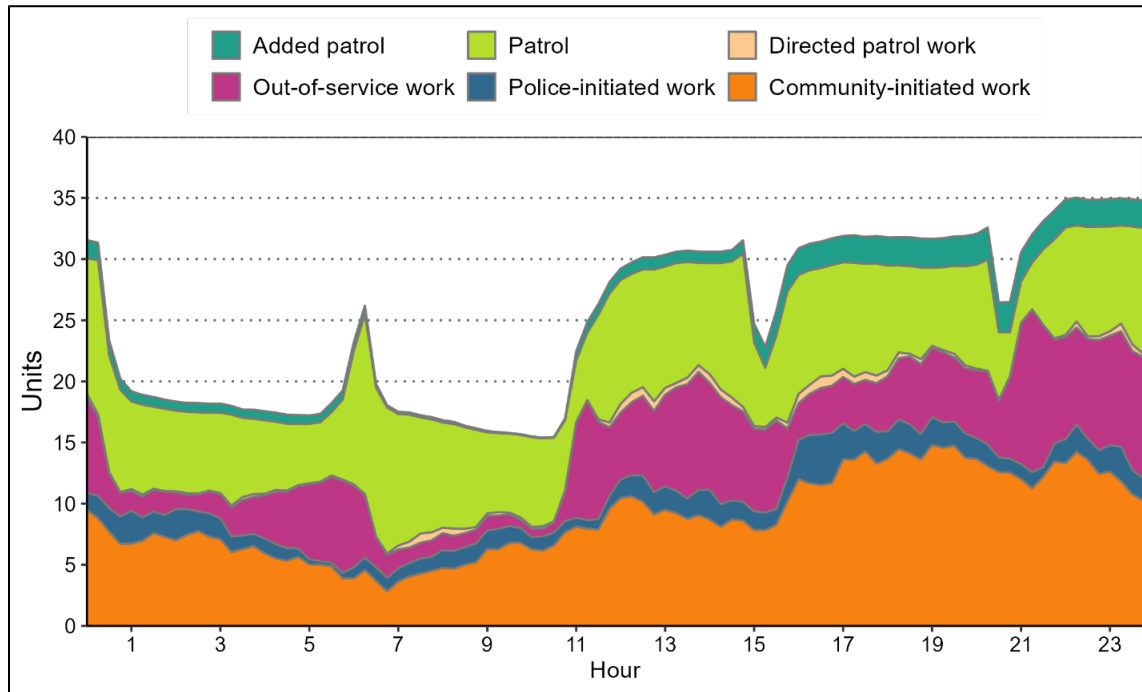
FIGURE 5-8: Percentage of Workload, Weekends, Winter 2024

Workload v. Deployment – Weekends, Winter 2024

Avg. Deployment   25.2 units per hour

Avg. Workload: 15.9 units per hour
Avg. % Deployed (SI):   63 percent
Peak SI: 81 percent
Peak SI Time: 9:00 p.m.

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Workload Analysis for Weekdays, Summer 2024

FIGURE 5-9: Deployed Officers, Weekdays, Summer 2024
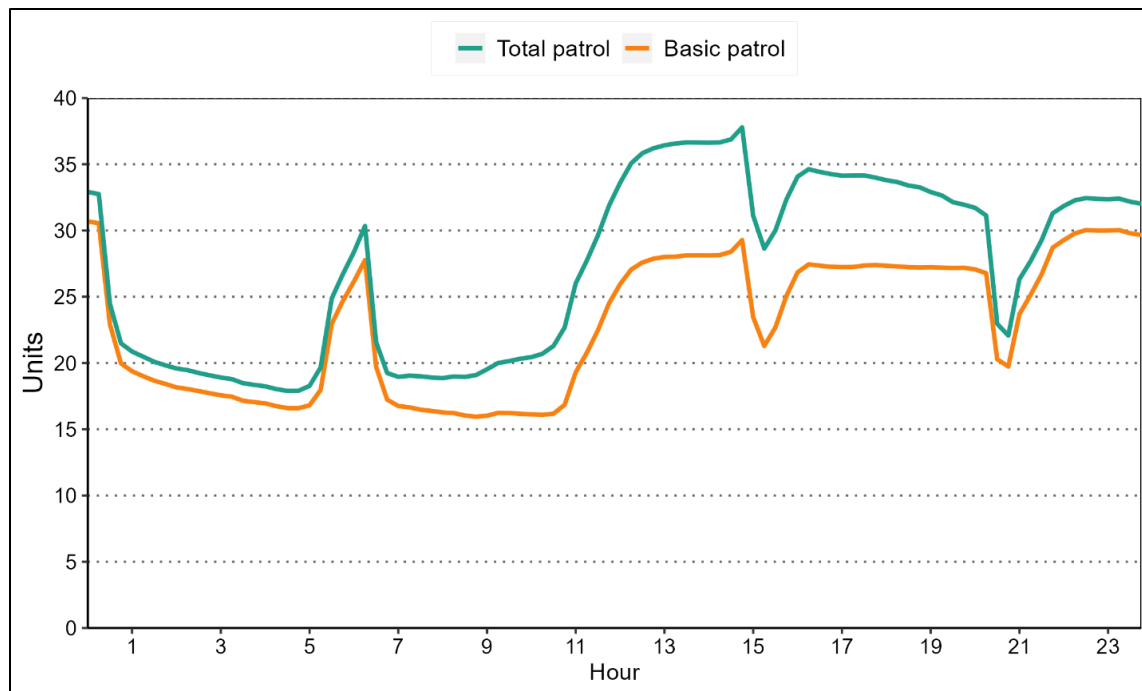
FIGURE 5-10: Deployment and All Workload, Weekdays, Summer 2024
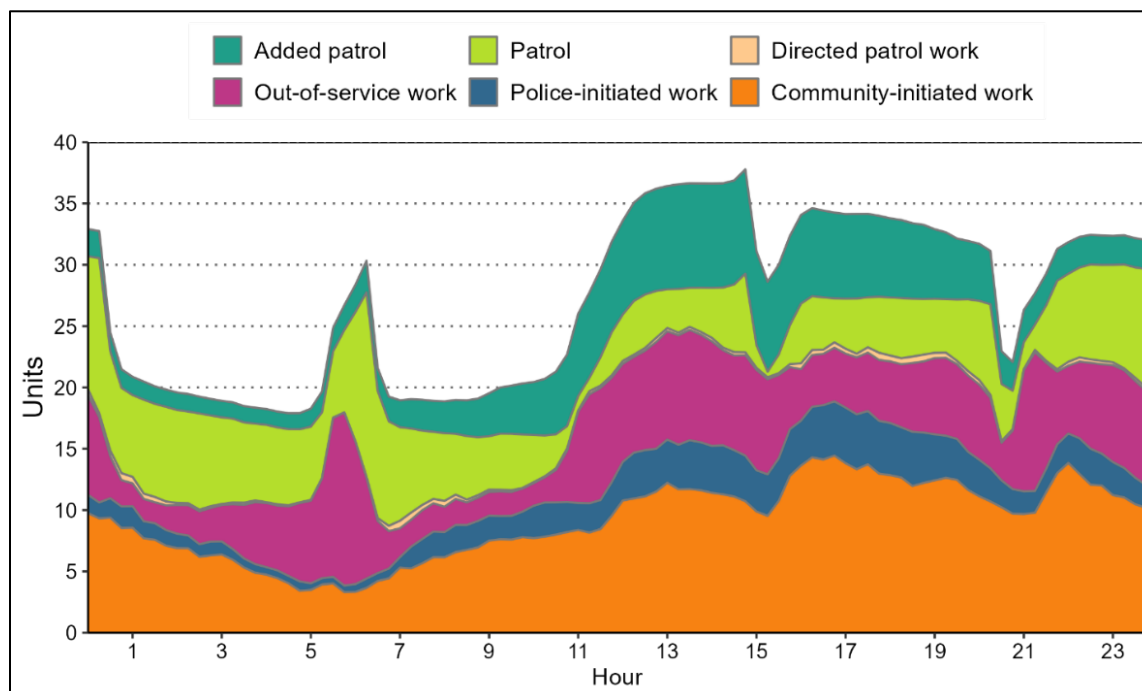
FIGURE 5-11: Percentage of Workload, Weekdays, Summer 2024
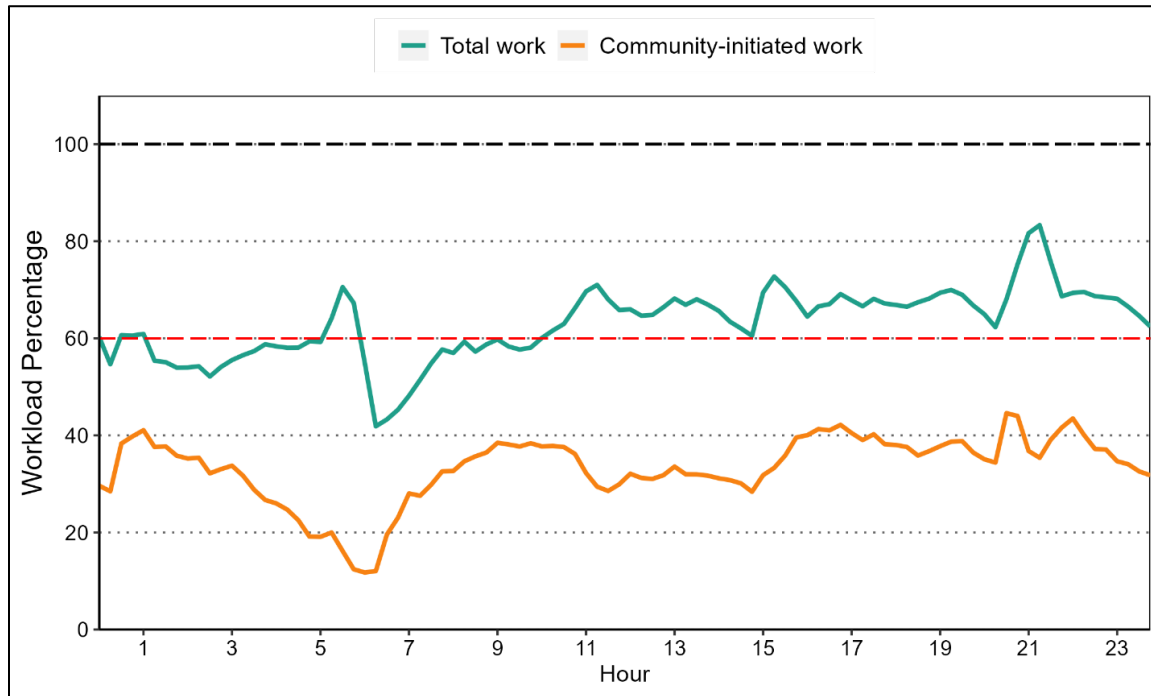
Workload v. Deployment – Weekdays, Summer 2024
Avg. Deployment   27.2 units per hour
Avg. Workload: 17.4 units per hour
Avg. % Deployed (SI):   64 percent
Peak SI: 83 percent
Peak SI Time: 9:15 p.m.

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Workload Analysis for Weekends, Summer 2024

FIGURE 5-12: Deployed Officers, Weekends, Summer 2024
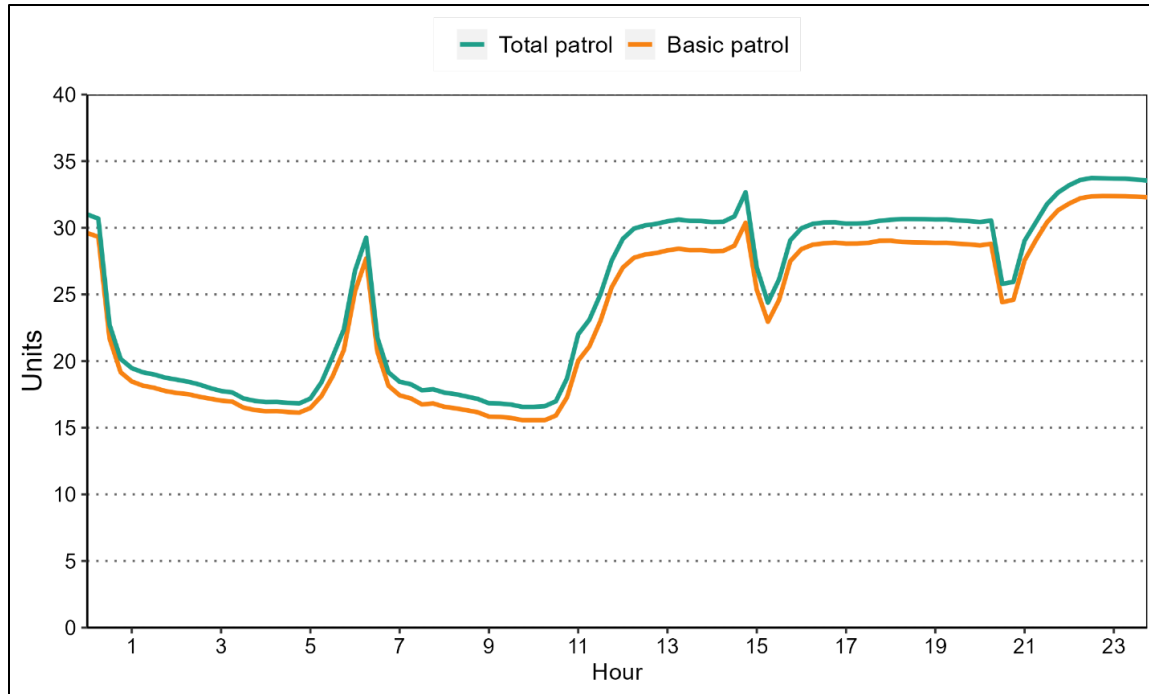
FIGURE 5-13: Deployment and All Workload, Weekends, Summer 2024
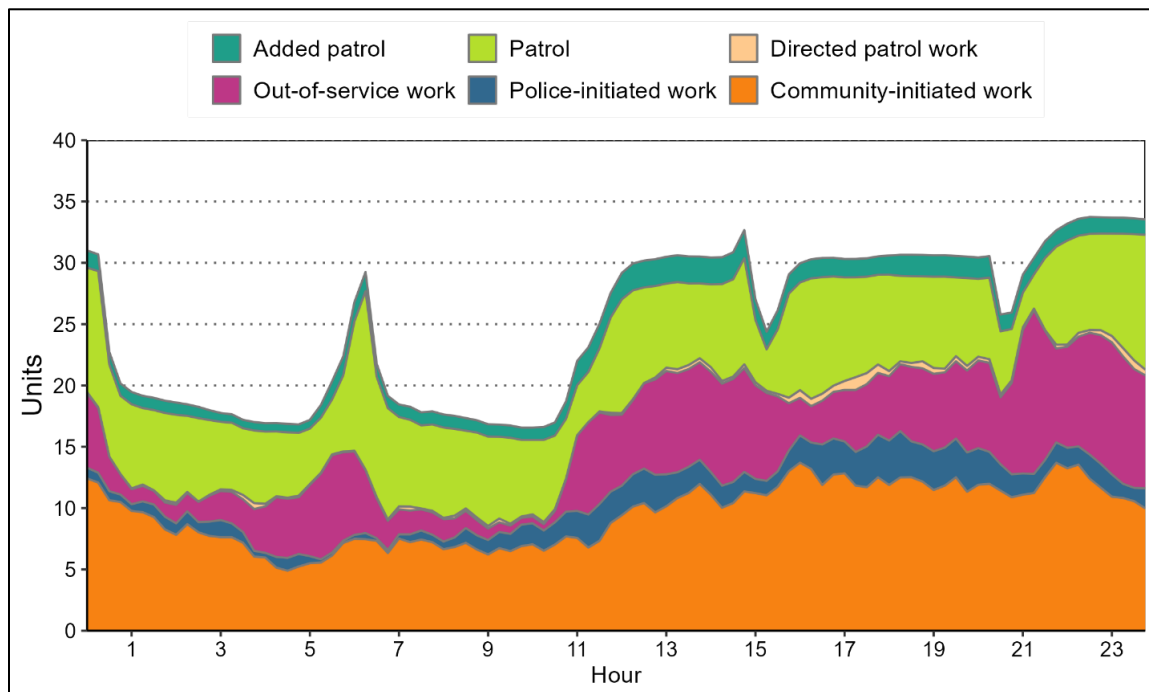
FIGURE 5-14: Percentage of Workload, Weekends, Summer 2024
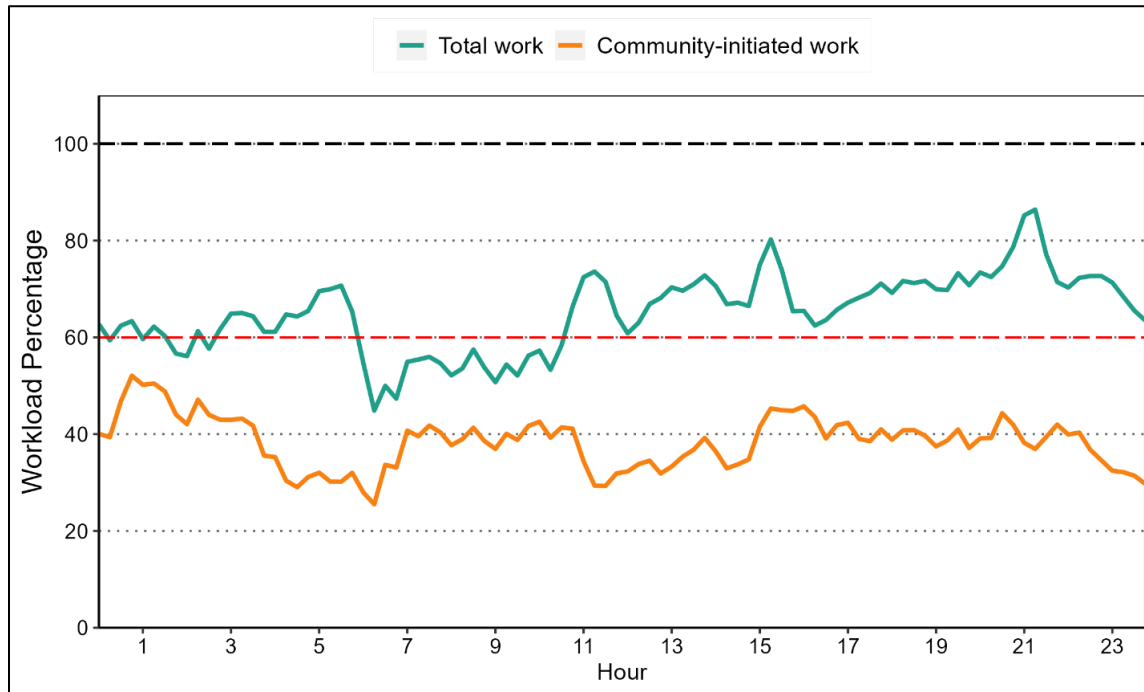
Workload v. Deployment – Weekends, Summer 2024

Avg. Deployment   25.1 units per hour
Avg. Workload: 16.6 units per hour
Avg. % Deployed (SI): 66 percent
Peak SI: 86 percent
Peak SI Time: 9:15 p.m.

As indicated earlier, the figures and data represented above are from two 8-week periods during the summer and the winter of 2024; the data is broken down by weekdays and weekends. In evaluating the workload against the available staffing in the Lakewood PD Patrol Division, it "appears" that the division is understaffed. All of the periods analyzed have an average deployment that exceeds 60 percent and, in some cases, the workload is significantly over the 60 percent threshold.

We know from conducting assessments involving departments throughout the country that these workload numbers do not represent all work being done in the department. Police culture, by its very nature, does not encourage 100 percent accounting of an officer's time. Beat integrity is a cultural element in all departments, and beat integrity encourages agents to be available to handle any service call or crime report in their area of responsibility. As a result, agents tend to remain "available" in the department's CAD system and not record all activities, such as report writing and other administrative tasks.

To the credit of LPD, we found that most patrol agent activity is being captured. In recent years, the department took proactive steps to ensure that workload was accurately captured when it began using data to drive its deployment strategy. In our analysis of department activity, we observed certain administrative functions, such as "report writing," to be as high as any agency we have assessed. We also confirmed this in our interactions with staff. This indicates the department's successful efforts to be as accurate and accountable as possible.

Workload numbers in the percentiles shown would normally suggest that patrol needs additional staffing. However, there are some mitigating factors that we will outline later in this report that may create other efficiencies in patrol operations that LPD may want to consider.

Calls for Service Data

In this section of the report, we will explore what types of calls take up the time of LPD patrol agents and where those calls originate.

FIGURE 5-15: Percentage Events per Day, by Initiator
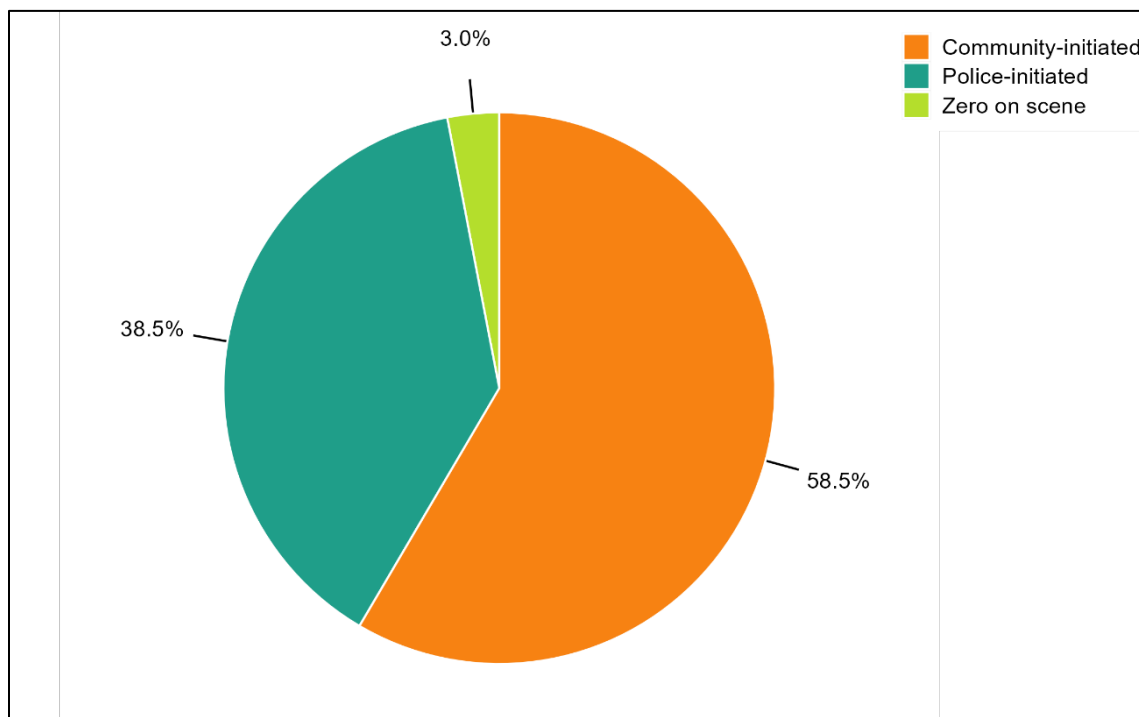
Note: Percentages are based on a total of 90,601 events.

TABLE 5-5: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	52,965	144.7
Police-initiated	34,893	95.3
Zero on scene	2,743	7.5
Total	**90,601**	**247.5**

The preceding figure and table represent 'events' within the LPD CAD system. For this analysis, it should be noted that we will differentiate events from patrol calls for service. Events are calls in the CAD system, regardless of who handled the call. Later in this section, we will differentiate calls as being only those handled by patrol "agents" and those employees specifically responsible for responding to calls, and we will exclude events that lasted less than 30 seconds as those are not deemed critical enough to impact actual workload. The data analysis report is at the end of this report and will contain information on other calls in the CAD system that may have been canceled or handled differently.

There were 90,601 <u>events</u> in the LPD CAD system. Of that total, 52,965 were generated due to a citizen calling into the dispatch center and requesting an agent respond for either emergency or non-emergency circumstances. 34,893 events were initiated by an agent or supervisor (i.e., traffic stops, pedestrian stops, extra patrols, etc.). 2,743 events were determined to be "zero-on-scene;" this is a CPSM designation for CAD events that lasted less than 30 seconds, thereby determining that the workload impact was not measurable in a meaningful way. Examples of a zero-on-scene call might be an agent who observed a call holding on his/her mobile computer in the police unit, handled the call without telling dispatch they were "on-scene," but later cleared the call with a disposition. These frequently may happen when an area check for a suspicious person is called in, and an agent who may have been in the area or just drove through that area may tell dispatch that the suspicious person was no longer there. The CAD record will show the call holding, an officer "on-scene," and the call is cleared with a disposition almost immediately afterward. These cases also happen when an agent may see a call holding that can be handled via telephone. If the employee calls the reporting party, handles the problem, and then tells dispatch the call is handled without initially telling them they were making the call or "on-scene," then again, there is no measurable record of the actual work being done. This is a normal aspect of police work that occurs in jurisdictions nationwide. In the case of Lakewood PD, the zero-on-scene calls only account for approximately 3 percent of all events.

The following figure and table break down the types of events captured above in greater detail.

FIGURE 5-16: Percentage Events per Day, by Category
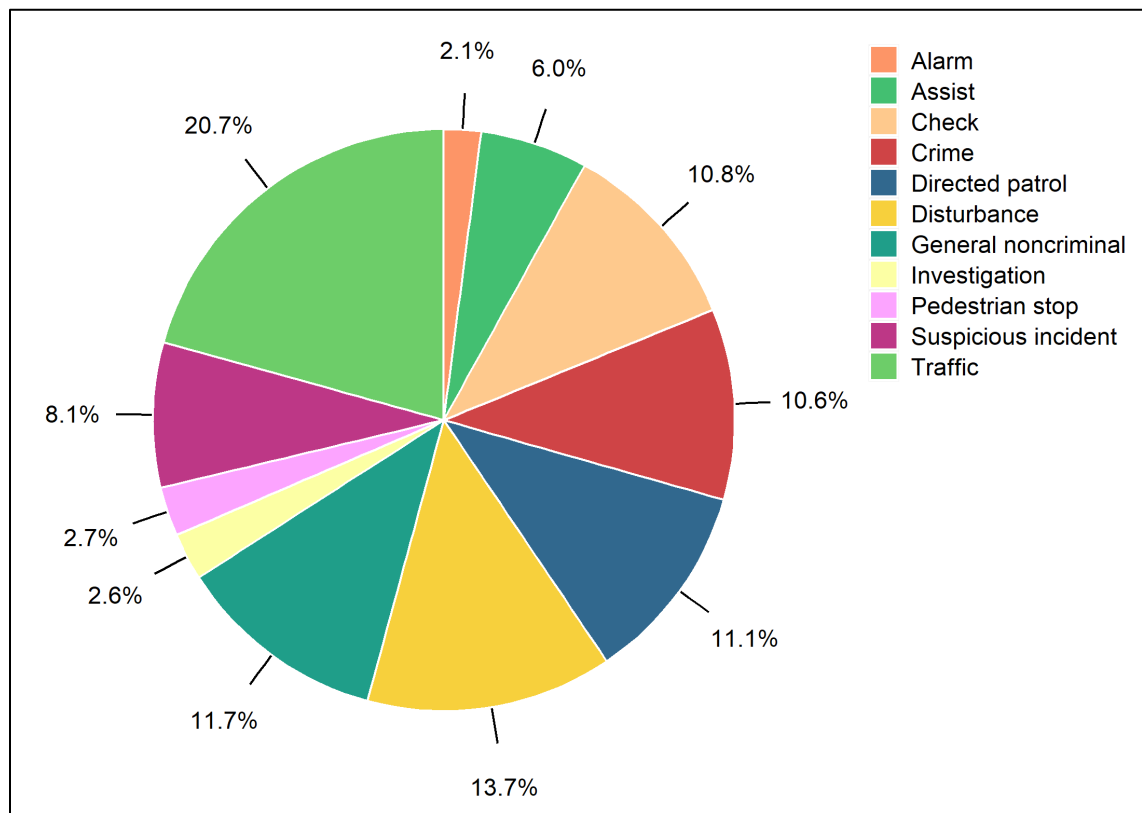
Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 5-6: Events per Day, by Category

Category	No. of Events	Events per Day
Accident	3,823	10.4
Alarm	1,863	5.1
Animal	225	0.6
Assist citizen	2,966	8.1
Assist other agency	2,451	6.7
Check	9,766	26.7
Code enforcement	253	0.7
Crime against persons	3,379	9.2
Crime against property	4,307	11.8
Crime against society	1,245	3.4
Directed patrol	10,080	27.5
Disturbance	12,400	33.9
Follow-up	6,519	17.8
Investigation	2,380	6.5
Juvenile	748	2.0
Mental health	1,062	2.9
Miscellaneous	1,780	4.9
Pedestrian stop	2,469	6.7
Suspicious incident	7,294	19.9
Traffic enforcement	4,440	12.1
Traffic stop	10,480	28.6
Warrant/prisoner	671	1.8
Total	**90,601**	**247.5**

Note: Observations below refer to events shown within the figure rather than the table.

The above data shows that almost 21 percent of all events in Lakewood are traffic-related, either an accident, a traffic stop, or traffic enforcement activity. Disturbance-related calls account for 14 percent of all events, non-criminal activity occupied 12 percent of all events, and agent logged extra patrols were 11 percent of all events. Actual crimes accounted for 11 percent of all events captured in CAD and reported here.

We learned that LPD proactively sets extra patrol expectations for patrol personnel. Locations are established based on crime data and community complaints, and those locations are passed along to patrol personnel in briefings/roll calls. Although these figures are included in the workload assessment portion of the report, they are examples of the type of work that could be counted toward the 40 percent remaining time (proactive/management-directed activities). In fact, most of the directed patrol events are excluded from the calls per day as they are typically categorized as "zero on scene" calls.

Next, we will move to calls for service activity. In these tables and figures we have removed the 'zero-on-scene' activity noted earlier and the 9,172 extra patrols logged by Lakewood PD patrol personnel.

FIGURE 5-17: Percentage Calls per Day, by Category
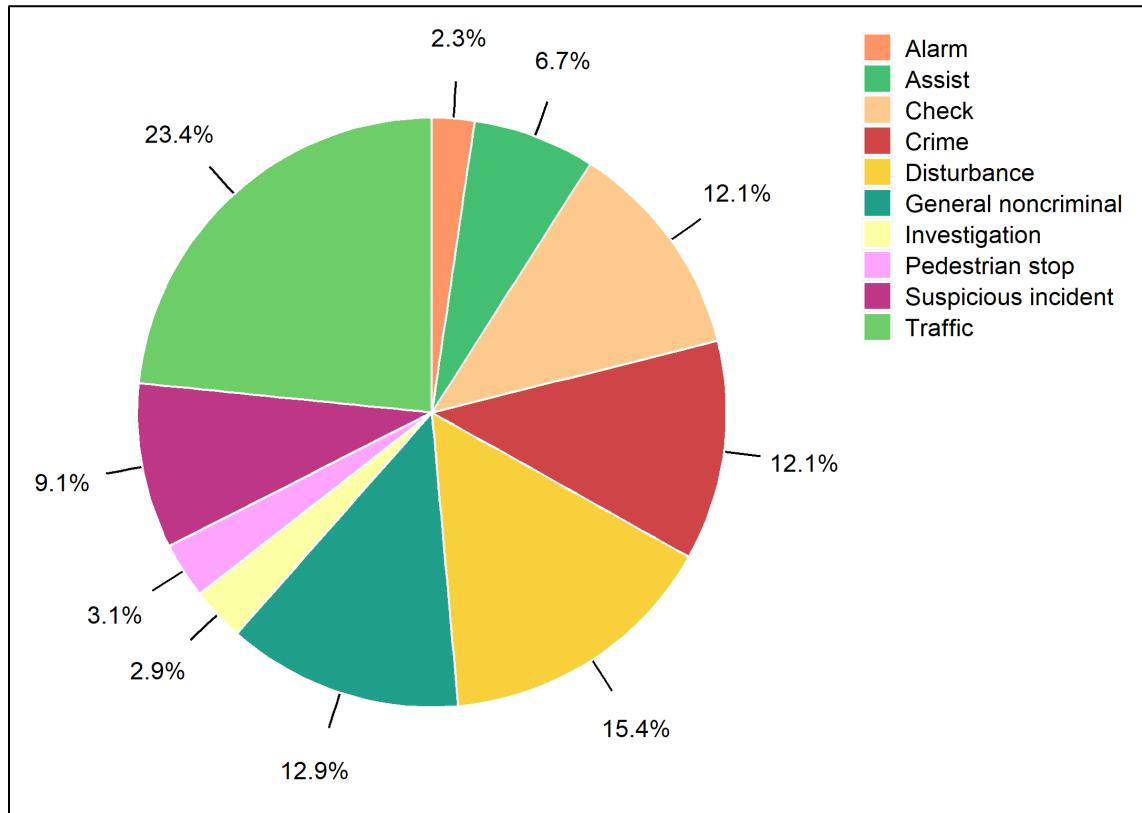
After removing the zero-on-scene events and the extra patrols, we see that traffic-related matters occupied 23 percent of all calls, disturbances moved to 15 percent, and non-criminal activities moved to 13 percent. Additionally, "crimes" occupied 12 percent of all calls.

Another significant occupier of overall calls were "checks," which occurred at a rate of 26 times per day (as noted below).

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TABLE 5-7: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	3,796	10.4
Alarm	1,824	5.0
Animal	210	0.6
Assist citizen	2,874	7.9
Assist other agency	2,406	6.6
Check	9,492	25.9
Code enforcement	224	0.6
Crime against persons	3,355	9.2
Crime against property	4,257	11.6
Crime against society	1,200	3.3
Disturbance	12,145	33.2
Follow-up	6,302	17.2
Investigation	2,321	6.3
Juvenile	732	2.0
Mental health	1,057	2.9
Miscellaneous	1,646	4.5
Pedestrian stop	2,404	6.6
Suspicious incident	7,150	19.5
Traffic enforcement	4,231	11.6
Traffic stop	10,390	28.4
Warrant/prisoner	670	1.8
Total	**78,686**	**215.0**

The following table breaks down the calls per day in each category by month. Generally, the daily calls in each category remain consistent month over month. There is a spike in calls during the month of February, but an examination of that shows a considerable increase in traffic stops that month. We learned that there was a directed enforcement campaign during the month of February for unregistered vehicles in the community.

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TABLE 5-8: Calls per Day, by Category and Month

Category	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Accident	11.4	9.5	9.9	9.3	9.8	10.2	10.7	10.2	9.9	10.3	11.4	11.9
Alarm	3.9	4.9	4.5	4.5	4.8	4.6	5.4	6.7	5.6	5.3	4.6	4.8
Animal	0.5	0.5	0.3	0.6	0.5	0.5	0.6	0.5	0.6	0.9	0.7	0.7
Assist citizen	7.8	6.9	9.3	7.5	8.5	8.3	6.6	7.9	7.8	8.4	7.7	7.5
Assist other agency	6.6	6.2	6.5	6.4	7.1	6.4	7.2	6.8	7.0	7.6	5.7	5.4
Check	24.4	23.5	24.0	27.0	24.8	23.2	26.5	24.8	26.4	28.7	30.0	28.0
Code enforcement	0.3	0.2	0.3	0.5	0.6	0.5	0.7	1.2	0.7	0.8	0.7	0.9
Crime against persons	7.7	7.9	7.7	8.2	8.4	8.7	9.6	10.8	9.4	11.7	10.6	9.0
Crime against property	10.3	10.5	12.5	10.2	11.4	11.0	11.3	13.2	12.3	13.6	11.2	12.0
Crime against society	3.0	2.7	2.6	2.4	2.4	3.1	3.0	2.9	4.5	4.5	4.3	4.0
Disturbance	34.5	29.6	32.3	31.1	30.9	32.2	31.7	32.2	36.9	38.1	35.0	33.6
Follow-up	16.0	14.4	14.2	14.6	15.3	18.5	19.5	19.3	18.0	20.1	19.0	17.7
Investigation	6.8	5.1	5.5	6.0	6.7	5.7	7.1	6.2	7.6	7.2	6.4	5.9
Juvenile	2.3	1.7	1.2	1.3	1.6	2.1	2.4	2.6	2.3	1.7	2.3	2.5
Mental health	2.6	2.5	2.9	2.6	2.7	2.5	3.3	3.2	2.6	2.9	3.7	3.1
Miscellaneous	4.3	4.3	3.6	4.1	4.2	3.7	5.3	4.5	5.0	6.6	4.3	4.0
Pedestrian stop	5.5	6.0	5.5	6.4	8.1	7.0	7.6	5.6	7.7	6.8	5.6	7.2
Suspicious incident	19.5	16.3	17.6	18.7	18.6	18.3	18.6	18.7	22.6	21.4	20.9	23.3
Traffic enforcement	7.6	10.2	7.1	8.4	21.2	12.5	12.8	14.8	14.8	10.8	9.1	10.0
Traffic stop	20.4	26.4	19.6	31.5	54.4	25.3	24.8	29.1	28.2	23.4	25.1	34.3
Warrant/prisoner	2.3	1.7	1.6	2.6	1.9	1.7	2.0	1.3	1.5	1.3	2.1	2.0
Total	**197.7**	**191.1**	**188.9**	**203.7**	**243.8**	**206.1**	**216.5**	**222.4**	**231.5**	**232.2**	**220.4**	**227.7**

Note: Calculations were limited to calls rather than events.

The following figure and table show the initiator of the calls by month throughout the year. The lowest average number of calls occurred in October through December, with February seeing the highest number of calls as a result of the aforementioned increase in traffic stops during February 2024.

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FIGURE 5-18: Calls per Day, by Initiator and Month
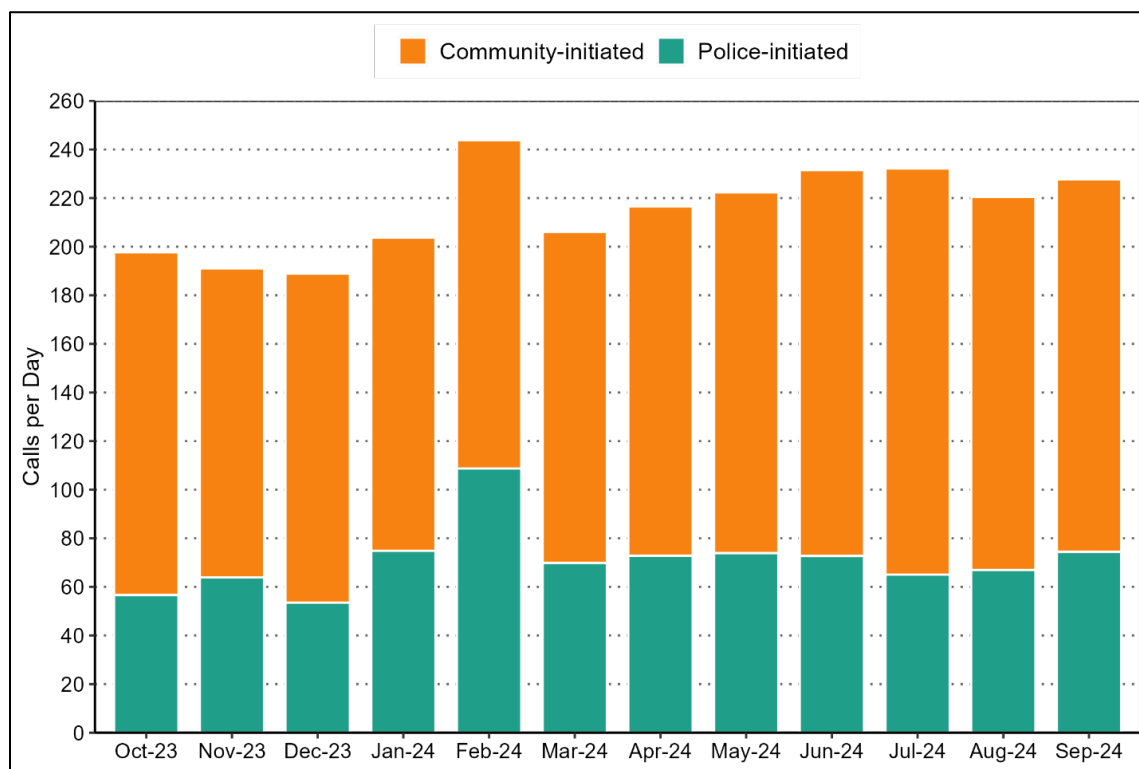
TABLE 5-9: Calls per Day, by Initiator and Month

Initiator	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Community	141.0	127.1	135.3	128.8	135.1	136.2	143.7	148.4	158.7	167.1	153.5	153.3
Police	56.7	63.9	53.5	74.9	108.7	69.9	72.8	73.9	72.8	65.1	67.0	74.4
Total	**197.7**	**191.1**	**188.9**	**203.7**	**243.8**	**206.1**	**216.5**	**222.4**	**231.5**	**232.2**	**220.4**	**227.7**

The next figure and table show the amount of time the average call in each category takes for LPD agents to handle. We specifically use the primary unit on the call (not the combined time of all units). For context, the average time recorded starts when the unit receives the call and ends when that unit goes back into service. General crime calls initiated by LPD agents took the largest amount of time at over 100 minutes. However, the overall number of calls in this category was relatively small. In the community-initiated category, the top three categories were crime-related, traffic-related, and investigations.

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FIGURE 5-19: Primary Unit's Average Occupied Times, by Category and Initiator
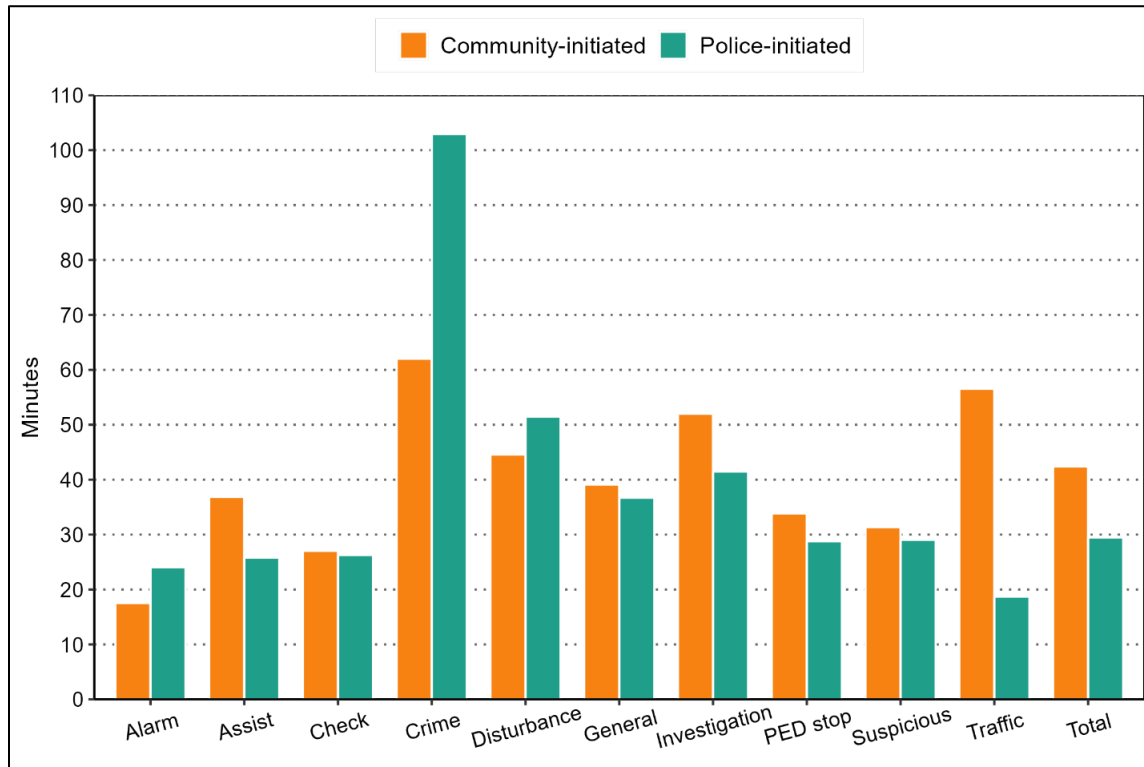
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

The following table breaks down in greater detail the average time to handle a call within the various call categories and how many calls LPD had in those categories throughout the assessment period. The table further breaks down if those calls were community-initiated or police-initiated.

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TABLE 5-10: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated Minutes	Community-Initiated Calls	Police-Initiated Minutes	Police-Initiated Calls
Accident	73.3	3,561	62.2	235
Alarm	17.5	1,815	24.1	9
Animal	31.8	153	19.0	57
Assist citizen	34.8	2,229	22.9	645
Assist other agency	38.8	2,331	50.7	75
Check	27.1	8,603	26.3	889
Code enforcement	17.0	152	37.5	72
Crime against persons	69.8	3,228	94.0	127
Crime against property	59.9	3,518	88.3	739
Crime against society	29.0	1,140	103.8	60
Disturbance	44.6	11,884	51.5	261
Follow-up	38.8	1,490	36.9	4,812
Investigation	52.0	1,909	41.5	412
Juvenile	41.8	717	54.0	15
Mental health	54.0	1,040	56.7	17
Miscellaneous	29.0	1,240	35.7	406
Pedestrian stop	33.8	85	28.8	2,319
Suspicious incident	31.4	5,509	29.0	1,641
Traffic enforcement	25.3	1,463	10.5	2,768
Traffic stop	20.8	394	20.0	9,996
Warrant/prisoner	138.2	264	132.2	406
Weighted Average/Total Calls	**42.4**	**52,725**	**29.5**	**25,961**

The next table explores the average number of units Lakewood PD assigned to calls in the various categories. It is not uncommon for police departments to dispatch two units to most calls for basic officer safety reasons. The standard expectation is that units not needed on a call will quickly clear the call and return to service. If one unit initiates work (i.e., traffic stop), oftentimes, another unit will immediately be dispatched to assist. Again, the backing unit should clear and return to service if the initial unit does not require a backup.

In our assessment, we found that LPD was outside the industry norm in terms of call time and the number of units assigned to a call. We found that LPD uses more officers/agents than the average agency and will spend more time on calls than the average agency. This will be discussed in greater detail later in this section.

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TABLE 5-11: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.6	3,561	2.5	235
Alarm	2.4	1,815	3.8	9
Animal	2.0	153	1.4	57
Assist citizen	1.9	2,229	1.4	645
Assist other agency	2.5	2,331	2.4	75
Check	2.1	8,603	1.7	889
Code enforcement	1.6	152	1.4	72
Crime against persons	2.9	3,228	1.9	127
Crime against property	2.6	3,518	2.5	739
Crime against society	2.1	1,140	3.1	60
Disturbance	2.6	11,884	2.1	261
Follow up	1.4	1,490	1.2	4,812
Investigation	2.3	1,909	2.1	412
Juvenile	2.1	717	1.5	15
Mental health	2.7	1,040	2.3	17
Miscellaneous	1.6	1,240	1.3	406
Pedestrian stop	1.9	85	2.0	2,319
Suspicious incident	2.5	5,509	2.4	1,641
Traffic enforcement	1.4	1,463	1.0	2,768
Traffic stop	1.4	394	1.5	9,996
Warrant/prisoner	3.1	264	2.6	406
Weighted Average/Total Calls	**2.3**	**52,725**	**1.6**	**25,961**

The next table and figure show the call categories and the number of units used in each category. The highest overall number of calls in all categories used two units. However, in the case of LPD, three or more units were used more often than one unit was used to handle a call type. This is especially true in the areas of "disturbances," "check" calls, "suspicious incidents," and "accident" calls.

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TABLE 5-12: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	921	1,261	1,379
Alarm	366	899	550
Animal	59	55	39
Assist citizen	846	1,024	359
Assist other agency	456	1,022	853
Check	2,021	4,749	1,833
Code enforcement	87	43	22
Crime against persons	970	1,159	1,099
Crime against property	1,012	1,259	1,247
Crime against society	264	616	260
Disturbance	1,038	6,622	4,224
Follow-up	1,119	266	105
Investigation	865	435	609
Juvenile	213	346	158
Mental health	70	556	414
Miscellaneous	798	297	145
Pedestrian stop	32	38	15
Suspicious incident	1,011	2,704	1,794
Traffic enforcement	1,125	242	96
Traffic stop	250	124	20
Warrant/prisoner	9	130	125
Total	**13,532**	**23,847**	**15,346**

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Lakewood PD Sectors

This section of the report looks at the beats or work sectors in Lakewood. The community is generally divided into a north and a south sector. However, it is further divided into the north, southwest, and southeast sectors.

LPD staff advised that at one point, the entire south sector was its own area, but because of its size, it was divided into west and east. There is a natural throughfare of Garrison Street that divides the SE and SW sectors. The north sector is smaller in size than the original south area so it has been kept intact. The natural divider between north and south is 6th Avenue (highway).

It should be noted that the north and south sectors of the city operate on different police radio channels. Officers assigned to one of those channels are expected to monitor the other channel to know what is happening in other areas of the city.

The following figure is a sector map provided by Lakewood PD that outlines the existing sector numbers and boundaries.

FIGURE 5-21: Lakewood Police Sectors and Subsectors
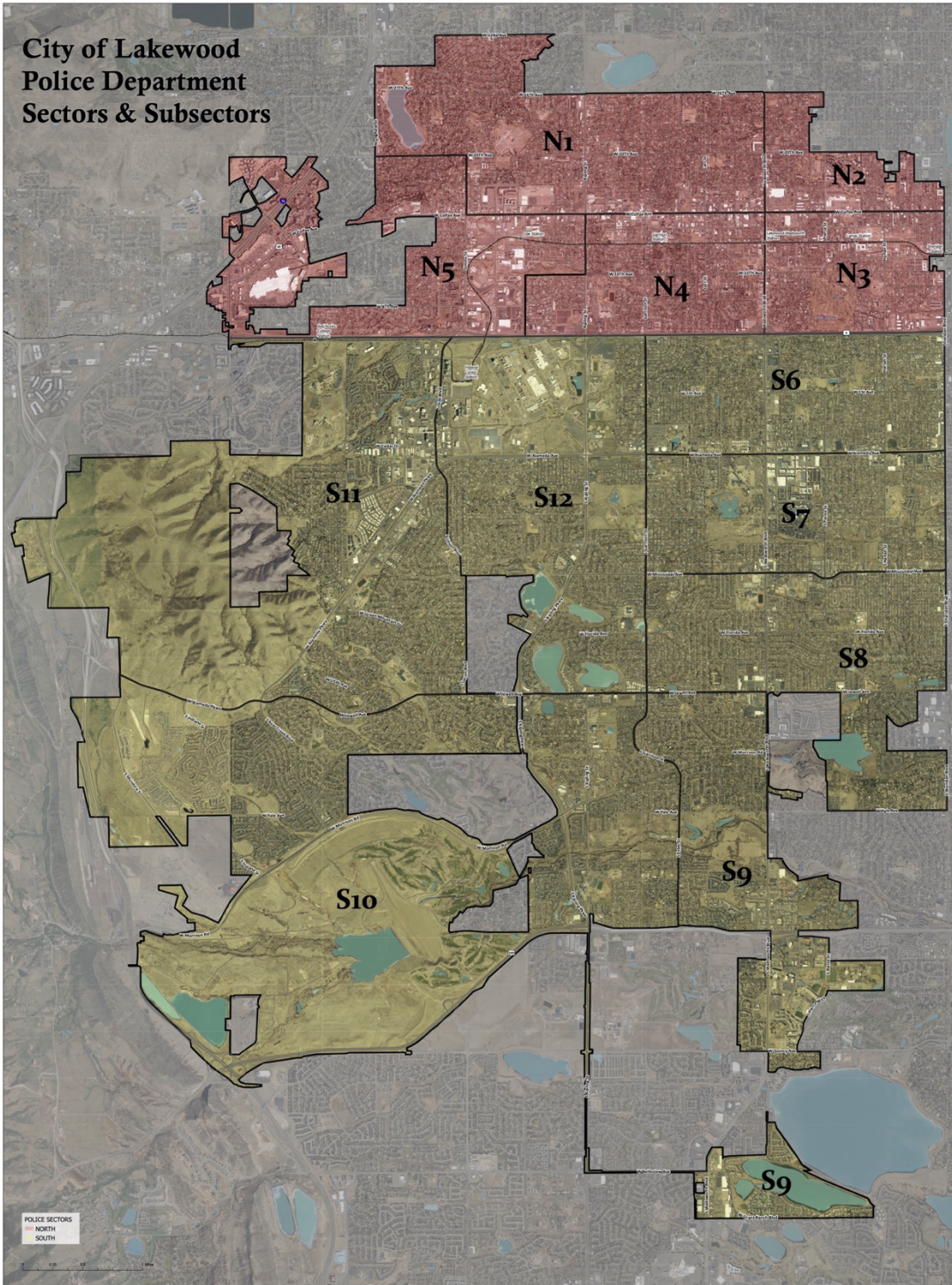
The following figure shows the percentage of calls and agent work hours in each of the larger sectors. The North Sector accounts for 46.9 percent of all calls and 46.3 percent of all labor hours provided by the Patrol Division of LPD. The Southeast Sector accounts for 31.5 percent of all calls and 33.5 percent of all labor hours, while the Southwest Sector accounts for 18.8 percent of all

calls and 18.3 percent of labor hours. The portions of the pie charts that indicate "other" are calls that were handled at police headquarters or calls that lacked the required information to be placed into one of the other three sectors.

FIGURE 5-22: Percentage Calls and Work Hours, by Sector
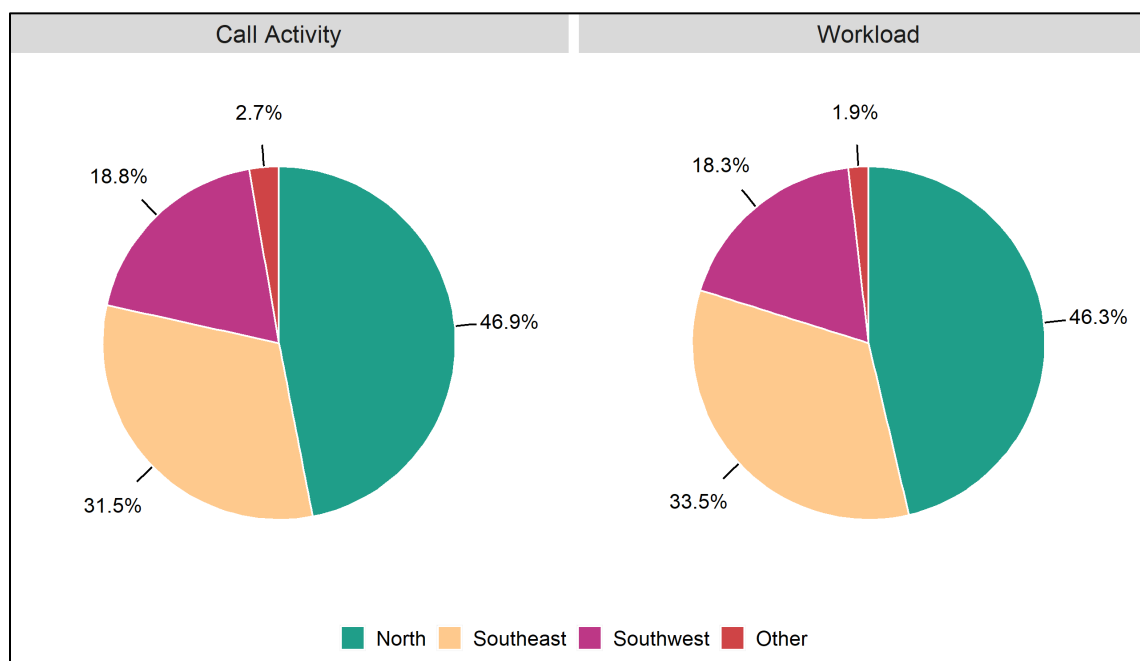
The following table shows each subsector broken down by average daily call totals and average daily personnel hours required to handle the workload. The North Sector has about 100 daily calls, requiring approximately 120.4 hours of time to handle. The South Sector has 108.2 daily calls, which requires 134.7 hours to handle. Calls for service at police headquarters total 5.3 per day and take 4.5 hours to handle.

We questioned LPD as to why the south was divided into two separate sectors while the north remained intact, even though the north sector has/had a heavier workload. We learned that the natural flow and travel time for the south district made sense to divide it while the north flows better as one consolidated district. As the map indicated, there are still sub-sectors in each area, and nothing precludes an agent from moving from one sector/sub-sector to another.

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TABLE 5-13: Calls and Work Hours by Subsector, per Day

Sector	Sub-sector	Per Day	
		Calls	Work Hours
North	N1	22.1	22.7
	N2	15.4	19.2
	N3	28.9	32.5
	N4	20.8	25.9
	N5	13.7	20.1
	Subtotal	**100.9**	**120.4**
Southeast	S6	22.1	28.3
	S7	18.3	21.4
	S8	13.3	18.0
	S9 a	12.8	17.4
	S9 b	1.2	1.9
	Subtotal	**67.7**	**87.1**
Southwest	S10	9.4	11.9
	S11	15.9	19.7
	S12	15.1	16.0
	Subtotal	**40.5**	**47.6**
Other	HQ	5.3	4.5
	Unknown	0.6	0.4
	Subtotal	**5.9**	**4.8**
Total		**215.0**	**259.9**

In addition to the data provided above regarding the workload in each sector and subsector of the city, it is also important to understand where crime is clustered in the community. The following two figures are heat maps produced by CPSM and which show the areas of the city with the heaviest concentration of crime and calls for service.

The first map shows the locations of the city with the most crime calls. The areas in red indicate more than 100 crime calls at those locations. The corresponding table indicates the addresses and corresponding numbers of calls. Most the city's busiest locations are located in the North Sector.

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FIGURE 5-23: Heat Map 1: Crime Runs
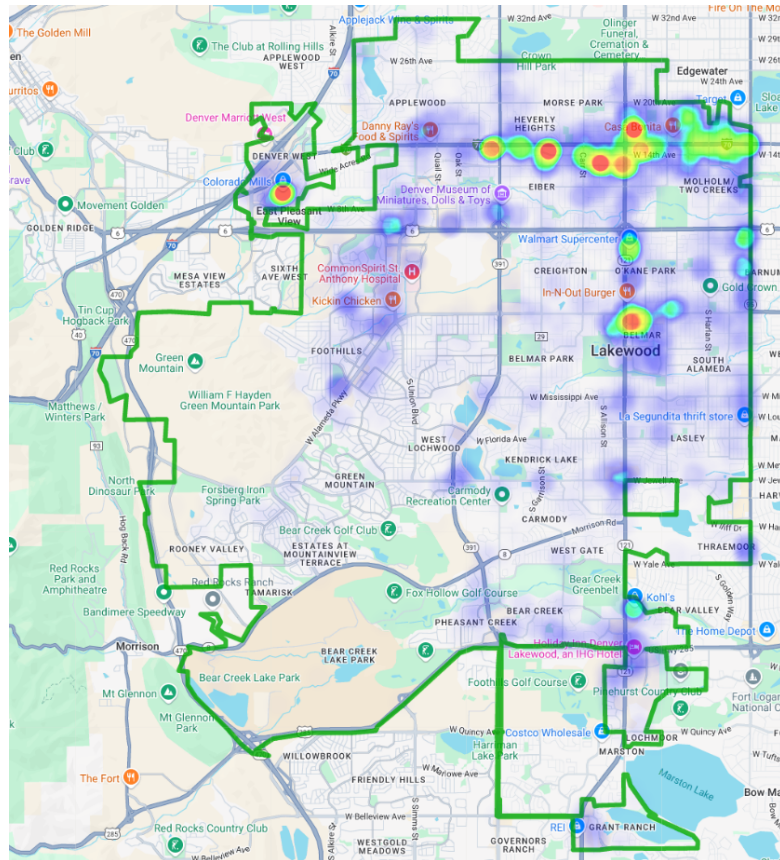
RUNS	LOCATION	PLACE
369	7455 W COLFAX AVE	WALMART
265	1320 AMMONS ST	SPUR CROSSING APARTMENTS
212	14500 W COLFAX AVE	COLORADO MILLS SHOP CTR
107	9160 W COLFAX AVE	SAFEWAY
105	445 S ALLISON PKWY	LAKEWOOD POLICE DEPT*
96	10140 W COLFAX AVE	WALGREENS
94	393 S VANCE ST	NORDSTROM RACK
90	7200 W COLFAX AVE	HOME DEPOT
83	11600 W 2ND PL	SAH ST ANTHONYS HOSPITAL*
76	7313 W ALASKA DR	DICKS SPORTING GOODS
75	1301 WADSWORTH BLVD	ALTA CONV GAS STATION
62	440 WADSWORTH BLVD	WALMART
53	3150 S WADSWORTH BLVD	KOHLS
50	8390 W 14TH AVE	7 ELEVEN
48	W 13TH AVE / WADSWORTH	W 13TH AVE / WADSWORTH
41	1388 GARRISON ST	TIMBERLEAF APARTMENTS
40	W COLFAX AVE / WADSWORTH	W COLFAX AVE / WADSWORTH
38	9600 W COLFAX AVE	MALLORY MANOR MOTOR INN
37	13111 W ALAMEDA PKWY	SAFEWAY
37	5301 W 1ST AVE	BETHANY CARE CENTER
36	5201 W COLFAX AVE	EZ PAWN
35	1432 DEPEW ST	SIERRA REHAB AND CARE
35	480 WADSWORTH BLVD	MOTEL 6
35	7350 W ALAMEDA AVE	BURLINGTON COAT FACTORY
34	715 KIPLING ST	HOMETOWNE STUDIOS
34	6701 W ALAMEDA AVE	HOME DEPOT
31	1685 EATON ST	CAMBRIDGE HEALTH CARE
30	460 S VANCE ST	TARGET BELMAR

FIGURE 5-24: Heat Map 2: Other Runs
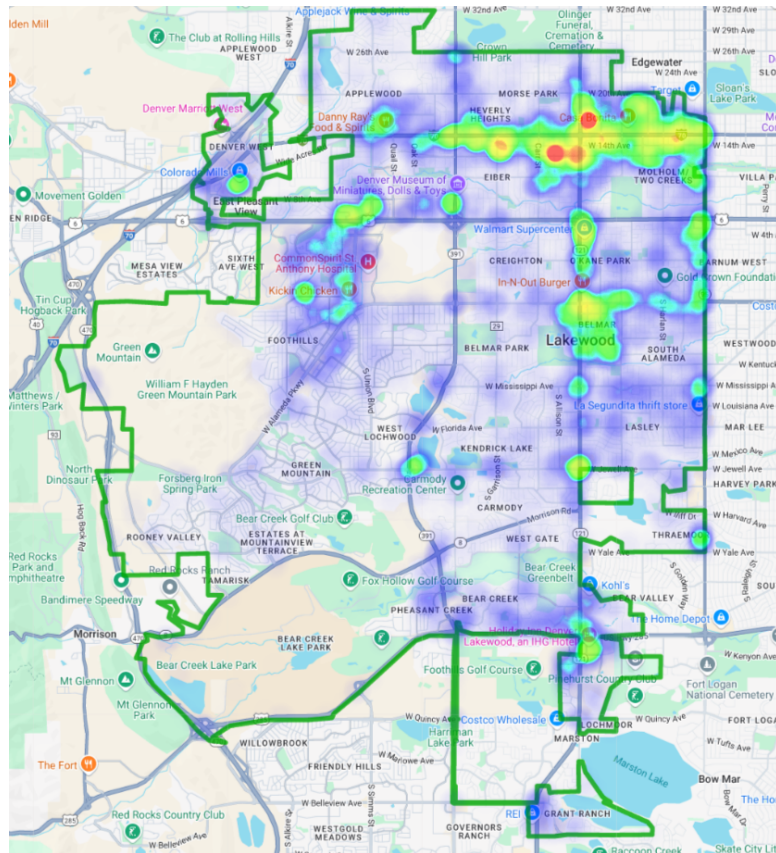
RUNS	LOCATION	PLACE
347	445 S ALLISON PKWY	LAKEWOOD POLICE DEPARTMENT*
342	11600 W 2ND PL	SAH ST ANTHONYS HOSPITAL*
313	7455 W COLFAX AVE	WALMART
309	1320 AMMONS ST	SPUR CROSSING APARTMENTS
235	1388 GARRISON ST	TIMBERLEAF APARTMENTS
219	W COLFAX AVE / WADSWORTH	W COLFAX AVE / WADSWORTH
202	S WADSWORTH BLVD / W JEWELL	S WADSWORTH BLVD / W JEWELL
188	480 WADSWORTH BLVD	MOTEL 6
187	7200 W COLFAX AVE	HOME DEPOT
183	W ALAMEDA AVE / S WADSWORTH	W ALAMEDA AVE / S WADSWORTH
176	9160 W COLFAX AVE	SAFEWAY
175	14500 W COLFAX AVE	OFF BROADWAY SHOES
171	1301 WADSWORTH BLVD	ALTA
170	715 KIPLING ST	HOMETOWNE STUDIOS
161	7393 W JEFFERSON AVE	EXTENDED STAY AMERICA
156	1890 WADSWORTH BLVD	CIRCLE K
151	5885 W 14TH AVE	THE FLATS AT TWO CREEKS
148	440 WADSWORTH BLVD	WALMART
143	8390 W 14TH AVE	7 ELEVEN
137	693 URBAN CT	RIDGEMOOR APT HOMES
132	W COLFAX AVE / KIPLING ST	W COLFAX AVE / KIPLING ST
129	9600 W COLFAX AVE	MALLORY MANOR MOTOR INN
127	7313 W ALASKA DR	DICKS SPORTING GOODS
127	W COLFAX AVE / SHERIDAN	NA
127	730 SIMMS ST	NOTABLE APTS
126	10140 W COLFAX AVE	WALGREENS
118	7605 W 13TH AVE	RTD WADSWORTH LIGHT RAIL STAT
117	5830 W COLFAX AVE	40 WEST APARTMENTS

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

We begin the discussion with statistics that include all calls combined. We started with 12,510 calls in winter and 12,609 calls in summer. We limited our analysis to community-initiated calls, which amounted to 7,395 calls in winter and 8,925 in summer. In addition, we removed the calls that lacked a recorded arriving unit, calls at headquarters, and calls outside LPD sectors. We were left with 6,102 calls in winter and 7,358 calls in summer for our analysis. We began with 90,601 calls for the entire year and limited our analysis to 52,725 community-initiated calls. With similar exclusions, we were left with 43,518 calls.

The following figure shows the overall average response time throughout the day for both winter and summer. Overall, times are fairly consistent during both seasons. Also, response times are generally lower overnight and peak throughout the middle hours of the day.

FIGURE 5-25: Average Response Time and Dispatch Processing, by Hour of Day, Winter 2024 and Summer 2024
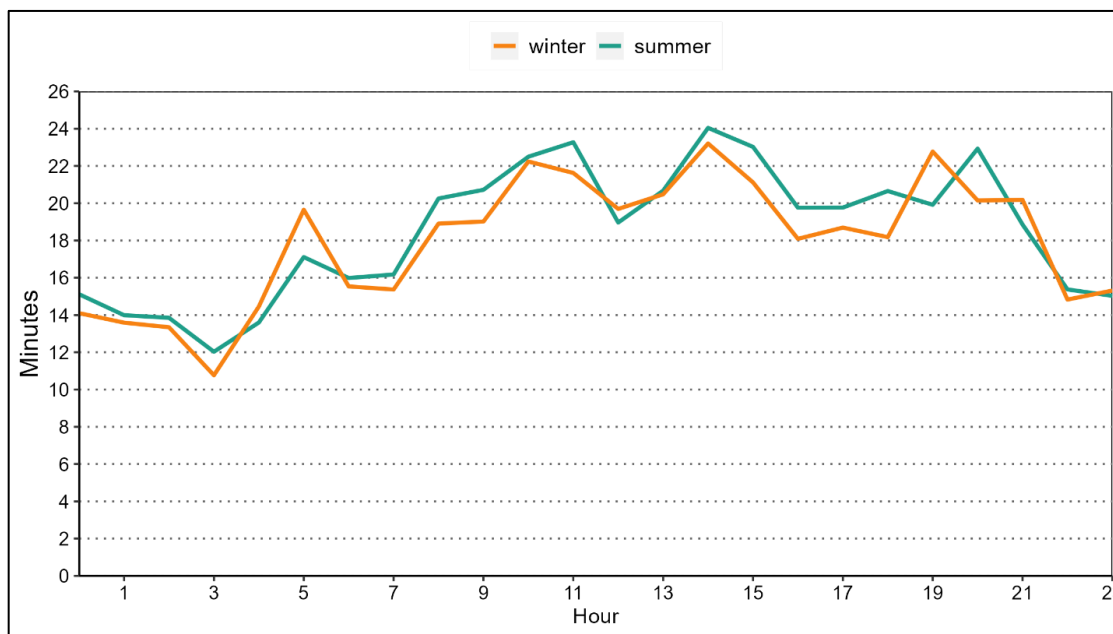
The next table is the average response time for each call type category during the two seasons. Overall, alarm calls have the shortest response time; this is likely due to the fact that Lakewood PD only responds to alarm calls that are verified not to be false alarms.

TABLE 5-14: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	5.6	7.9	13.5	472	5.6	8.5	14.1	517
Alarm	4.1	6.0	10.1	239	4.1	6.1	10.2	250
Animal	12.6	24.1	36.7	18	11.9	11.6	23.5	29
Assist citizen	15.6	10.9	26.5	222	14.8	9.8	24.7	258
Assist other agency	6.4	10.5	16.9	311	6.1	8.8	15.0	287
Check	12.9	8.6	21.5	1,083	12.1	8.4	20.5	1,309
Crime against persons	11.1	15.2	26.3	301	10.6	14.9	25.5	413
Crime against property	9.2	8.7	17.9	373	10.5	8.9	19.4	445
Crime against society	11.5	6.8	18.3	114	12.3	6.2	18.5	218
Disturbance	8.7	7.5	16.2	1,554	9.4	7.3	16.7	1,817
Follow-up	15.7	27.6	43.2	70	16.0	16.3	32.4	101
Investigation	13.6	8.6	22.2	234	15.6	12.8	28.4	242
Juvenile	15.5	11.7	27.2	45	13.6	11.4	25.1	79
Mental health	6.1	9.7	15.8	132	6.8	11.1	17.9	153
Miscellaneous	10.3	15.4	25.7	138	12.8	15.1	27.9	169
Suspicious incident	8.5	6.5	15.0	635	9.2	6.5	15.7	825
Traffic enforcement	18.6	9.5	28.2	128	20.9	10.8	31.7	204
Warrant/prisoner	8.9	5.5	14.4	33	9.0	6.5	15.5	42
Total Average	**9.8**	**8.9**	**18.7**	**6,102**	**10.4**	**8.8**	**19.2**	**7,358**

Next, we evaluate overall response times by sector. The North Sector has the lowest overall response time at 17.4 minutes for all calls; the Southeast Sector is at 19.8 minutes, while the Southwest Sector is at 20.7 minutes.

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TABLE 5-15: Average Response Time Components, by Subsector

Sector	Sub-sector	Minutes			Calls
		Dispatch	Travel	Response	
North	N1	10.0	8.0	18.0	3,986
	N2	9.7	6.9	16.6	3,306
	N3	9.7	7.2	16.9	4,887
	N4	9.7	6.8	16.5	4,817
	N5	9.3	10.1	19.4	3,051
	Subtotal	**9.7**	**7.6**	**17.4**	**20,047**
Southeast	S6	10.2	8.7	18.8	4,512
	S7	10.2	7.4	17.6	3,921
	S8	11.7	10.1	21.8	3,177
	S9 a	10.7	11.3	22.0	2,978
	S9 b	9.2	12.9	22.2	315
	Subtotal	**10.6**	**9.3**	**19.8**	**14,903**
Southwest	S10	10.6	12.1	22.8	2,131
	S11	10.7	10.3	21.0	3,712
	S12	10.0	8.8	18.7	2,725
	Subtotal	**10.5**	**10.3**	**20.7**	**8,568**
Total		**10.2**	**8.7**	**18.9**	**43,518**

FIGURE 5-26: Average Response Time Components, by Sector
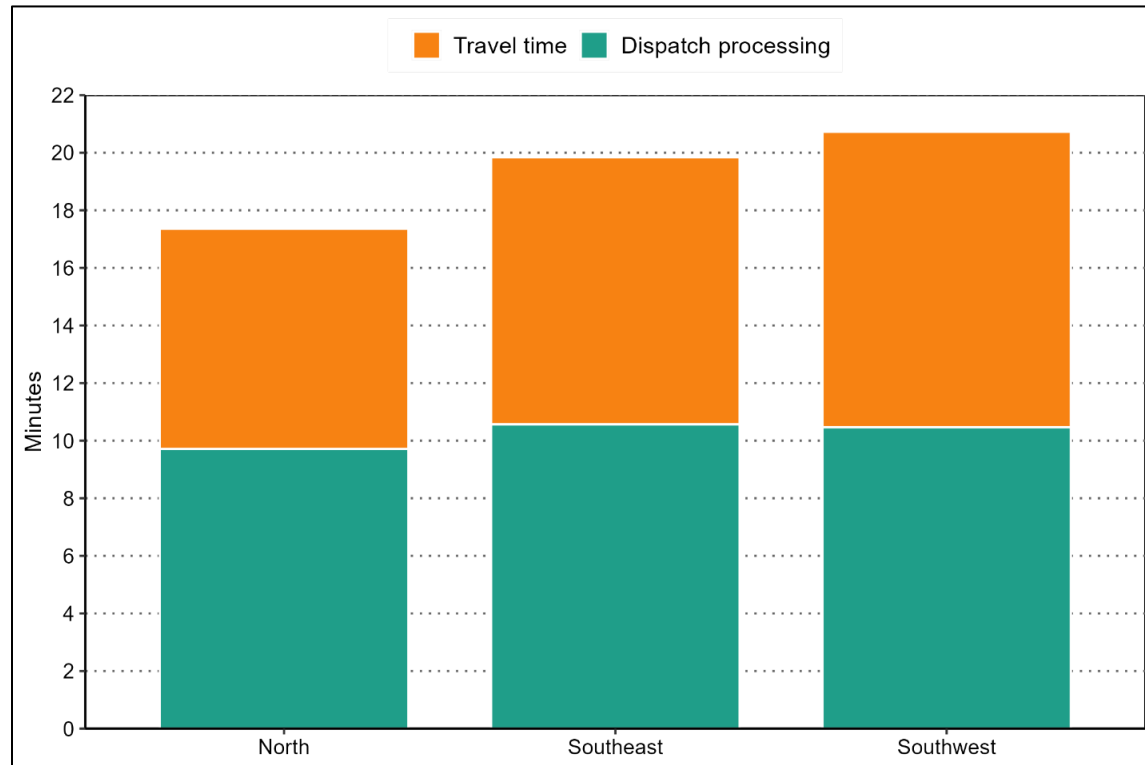
High-Priority Calls

The department assigns priorities to calls with "0" and "1" as the highest priorities. The following table shows average response times by priority. In addition, we identified injury accidents based on the call description "MVA INJURY," to see if these calls provided an alternate measure for emergency calls.

TABLE 5-16: Average and 90th Percentile Response Times, by Priority

| Priority | Minutes | | | Calls | 90th Percentile Response Time, Minutes |
	Dispatch	Travel	Response		
0	2.5	3.1	5.6	71	8.9
1	4.0	6.5	10.5	6,400	18.6
2	7.5	7.4	14.9	16,689	36.7
3	13.0	9.7	22.7	17,038	89.8
4	21.8	13.9	35.7	2,697	299.3
5	18.6	21.4	40.0	451	241.6
6	11.9	14.5	26.4	133	77.4
9	7.1	10.0	17.1	39	34.4
Total	**10.2**	**8.7**	**18.9**	**43,518**	**72.3**
Injury accident	2.9	5.9	8.8	460	16.2

Police departments across the nation separate different call types by priority. This ensures that the most critical calls get a timely response when competing demands for patrol resources exist. In our experience, a response time of approximately 5 minutes to the highest priority calls (life-threatening calls) is a very good standard. Lakewood's quickest average response time is 5.6 minutes for Priority '0' calls. However, we learned that Priority 0 is a special designation the dispatch center uses for the most important calls. LPD provided a document outlining what calls would be included in that category. They include calls such as:

- Vehicle and Foot Pursuits.

- Officer Needs Help.

- Shots Fired.

These calls do not normally require a dispatched response time, as most appear to be officer-initiated calls. If officer-initiated, there would not be a dispatch processing time. The 71 calls included in this category are not a significant factor in the overall dispatch and response times. However, LPD should seek to clean up that portion of its data and clarify the response time category.

This would make Priority 1 calls the most critical calls that LPD responds to on a daily basis. The overall response time average to this call category is 10.5 minutes. A modern urban police department should have a faster response time in this area. An injury accident that is a Priority 1 call normally has a fast response time in agencies nationwide. The LPD response time to these calls is 8.8 minutes. This is faster than the P1 average but still slower than what is desired. LPD should evaluate its response to the most critical calls and strive to improve. Some areas that should be evaluated include the following:

- An internal evaluation should be conducted of what calls are classified as Priority 1 calls with a determination of the necessity of that call priority for each classification. In our analysis of LPD calls included as Priority 1 calls, we found several categories likely slowing down the overall response time to these critical calls. For instance:

  - Domestic calls are included as Priority 1 calls. This is often appropriate, but consideration should be given to categorizing different types of domestic incidents. Certainly, domestic violence and in-progress domestics should be critical and belong in the P1 category. However, no separate designation was noted for a lower type of priority.

  - Disturbance calls were included as P1s. Again, there are many times this is appropriate, as noted above. However, there was no lower lever disturbance call category available.

- We will also discuss call management and efficiency areas that should be addressed later in this report section. Making those adjustments may benefit overall response times by freeing up additional officers through more effective supervision and agent expectations.

Response Time Recommendations:

- CPSM recommends that LPD clarify the existence of Priority 0 calls in its dispatch data. (Recommendation No. 21.)

- CPSM recommends that LPD take proactive steps to reduce its response times to Priority 1 calls for service. (Recommendation No. 22.)

SWORN OFFICER OUT-OF-SERVICE ACTIVITY

Out-of-service activity is a normal part of the police business. Agents and police employees must engage in many tasks that do not necessarily fall into the regular call for service category. It is necessary to capture these activities as accurately as possible to measure actual workload. Police culture has generally allowed many of these "out-of-service" or "administrative" activities to take place while an agent/officer is designated as "in-service" in the police CAD system. Historically, this practice was part of the beat integrity culture that required agents/police officers to be "available" as often as possible to manage any work in their area of responsibility (beat/sector). This cultural practice meant that employees often handled administrative functions without placing themselves "busy" on a task. The following table is a summary of the "out-of-service" activities captured in the LPD CAD system.

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TABLE 5-17: Activities and Occupied Times by Description

Description	Occupied Time	Count
Administrative	43.0	23,313
Court	89.3	142
Evidence and property	37.4	847
Miscellaneous	36.4	96
Reports	61.2	18,500
Special assignment	77.9	109
Training	79.2	1,367
Vehicle maintenance	20.8	689
Fuel	11.7	6,239
Range	141.7	256
Other	47.2	169
Administrative - Weighted Average/Total Activities	**47.0**	**51,727**
Meal	36.5	196
Personal	26.1	13,580
Personal - Weighted Average/Total Activities	**26.3**	**13,776**
Weighted Average/Total Activities	**42.6**	**65,503**

It should be noted that Lakewood PD has worked to ensure that its employees accurately capture their time and work in the CAD system. In past years, as the department started using data to drive its deployment, it realized the value of this practice and reinforced this expectation. As such, LPD is among the better agencies we have evaluated engaging in this practice. One important area that we look at is the recording of report writing time. Historically, police agents/officers will handle a call requiring a written report, gather the basic information, and go back into service for the next call. The report would frequently be written later, often while the employee was sitting on a patrol call and showing "in-service." LPD agents appear to record report writing as a separate activity. Although it is always more accurate to ensure that the report writing would be attached to the original call to measure the actual labor associated with certain types of calls, we applaud LPD for at least capturing the time somewhere in the CAD system to measure workload accurately.

We would encourage the department to expect that all "out-of-service" activity is closely monitored to ensure that employees are being efficient with their time.

Out-of-Service Activity Recommendation:

■ We recommend that LPD establish supervisory expectations and closely monitor all "out-of-service" activity. (Recommendation No. 23.)

PATROL COMMUNITY SERVICE OFFICERS

The effective use of civilian employees in police work is among the most beneficial and effective workload mitigation measures to ensure sworn employees are available for emergency calls. The Lakewood Police Department has a well-established Community Service Officer program and appears to use those CSOs to effectively offset the sworn employee workload.

Between October 1, 2023, and September 30, 2024, the dispatch center recorded 7,078 events that involved community service officers (CSOs). After excluding zero-time-on-scene events and directed patrol activities, 6,860 calls were included in the analysis. During this period, the dispatch center also recorded 3,784 activities assigned to CSOs without a call number. The results of this analysis are shown in the following table.

TABLE 5-18: CSO Events, Calls, and Workload by Category

Category	Events	Calls	Work Hours
Accident	370	369	425.2
Alarm	50	50	57.1
Animal	7	7	3.9
Assist citizen	284	278	133.3
Assist other agency	129	129	159.2
Check	48	48	64.4
Code enforcement	16	12	4.7
Crime against persons	180	179	236.8
Crime against property	539	535	683.4
Crime against society	23	22	20.7
Directed patrol*	31	NA	NA
Disturbance	217	217	225.3
Follow-up	1,273	1,241	974.3
Investigation	1,073	1,033	753.4
Juvenile	2	2	2.3
Mental health	7	7	7.5
Miscellaneous	359	347	275.0
Pedestrian stop	38	38	13.4
Suspicious incident	208	207	242.1
Traffic enforcement	2,194	2,109	646.6
Traffic stop	10	10	10.8
Warrant/prisoner	20	20	15.4
Total	**7,078**	**6,860**	**4,955.0**

Note: Events include all recorded calls which involved a CSO unit. We removed 188 events with zero time on scene and 30 directed patrol activities when calculating the number of calls with each call category.

In reviewing the above data for LPD CSOs we noted that traffic stops and pedestrian stops were included in the data. This is not a normal activity for CSOs as it implies a detention of some type. LPD clarified that those were incidents where a CSO may have responded to assist a sworn officer who made a detention stop; this may be a very normal circumstance if the sworn employee needed some type of form or non-hazardous assistance. The incidents of traffic enforcement are parking violations, an activity that CSOs are authorized to conduct.

The data in the following table shows CSO activity based on CSO-initiated or assistance handling regular calls for service. It can be seen that CSOs mitigated 4,159 calls for service from the sworn workforce. This is ideal and LPD is to be commended for this use of the CSO workforce.

TABLE 5-19: CSO Calls, by Initiator

Category	Community-Initiated	Police-Initiated
Accident	335	34
Alarm	49	1
Animal	5	2
Assist citizen	145	133
Assist other agency	128	1
Check	42	6
Code enforcement	10	2
Crime against persons	174	5
Crime against property	443	92
Crime against society	16	6
Disturbance	210	7
Follow-up	353	888
Investigation	950	83
Juvenile	2	0
Mental health	7	0
Miscellaneous	285	62
Pedestrian stop	1	37
Suspicious incident	149	58
Traffic enforcement	847	1,262
Traffic stop	0	10
Warrant/prisoner	8	12
Total	**4,159**	**2,701**

TABLE 5-20: CSO Non-Call Activities and Occupied Times by Description

Description	Occupied Time	Count
Administrative	49.5	1,346
Evidence and property	34.4	211
Miscellaneous	55.6	15
Reports	60.3	940
Training	56.6	64
Vehicle maintenance	20.4	32
Fuel	11.2	332
Administrative - Weighted Average/Total Activities	**47.4**	**2,940**
Personal - Weighted Average/Total Activities	**29.1**	**844**
Weighted Average/Total Activities	**43.3**	**3,784**

PATROL WORKLOAD MITIGATION AND STAFFING SUMMARY

When considering the workload of a patrol force in any department, there should always be consideration given to what work can be mitigated, eliminated, or performed in a different way before making final staffing determinations. In the case of Lakewood PD, most of the modern-day workload mitigation strategies are already being used or have been evaluated in the past. For instance:

■ **Alarm Responses** – Most residential or business burglar alarms are false alarms. Poor quality systems, user error, and weather contribute to this issue. In fact, most communities report false alarm rates in excess of 95 percent. A standard recommendation often made to communities is to enact a false alarm ordinance that requires alarmed structures to be permitted and to pay for false alarm responses by the police. We found that Lakewood has taken this a step further and requires a verified alarm call before responding. This means that in theory, LPD will not respond to an alarm unless its verified to be a good alarm. This can usually only be accomplished if the owner or responsible party responds first and reports a breach. LPD has the correct policy in place to minimize the impact of false alarms on patrol. Although metrics of denied responses were not available, we did have patrol agents report that they often find themselves responding to alarms because there is discretion for the department to still respond or because an agent encounters audible alarm and chooses to investigate. LPD data presented earlier in this section shows that agents responded to at least 1,815 community-initiated alarm calls in the 12 months of this analysis. These responses averaged 17 minutes each and occupied the attention of 2.4 units per response.

■ **Use of Civilian Employees** – A standard recommendation made to reduce sworn employee workload is to use civilian employees to respond to and handle non-emergency calls for service. As outlined earlier in this section, LPD effectively uses civilian employees.

■ **Alternative Reporting Options** – Another often-cited recommendation for patrol workload is to use alternative reporting options, usually in the form of telephone reporting and online reporting. Lakewood PD has both of these options available in limited form.

   □ It should also be noted that LPD recently tested AI-based report-writing software affiliated with its body camera program. The program will be available to all patrol employees and is anticipated to be a significant time-saver for patrol agents. In our discussion with employees involved in the testing we heard reports that the AI software demonstrated approximately 80 percent accuracy. That is encouraging and should provide significant time savings in the future.

Workload Mitigation Recommendation:

■ CPSM recommends that LPD take steps to reduce its responses to false alarms. (Recommendation No. 24.)

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PATROL WORKLOAD SUMMARY

The preceding pages of this report offers a great deal of information intended to inform the reader about the current workload of the LPD Patrol Division. We find that nothing about the Lakewood PD workload profile is straightforward and which can be solved with simple solutions. On the surface, the existing workload would indicate that the patrol workforce is overworked and understaffed when evaluated against the Rule of 60. Workload consistently exceeded 60 percent in all seasons that were evaluated. The following table summarizes the existing average deployment of LPD, the current average workload (SI), and what staffing would be required to balance workload at 50 percent and 60 percent of deployment.

TABLE 5-21: Summary of Deployment and Saturation Index

	Summer Weekends	Summer Weekdays	Winter Weekends	Winter Weekdays
Current Average Deployed	25.1	27.2	25.2	28.5
Current Average Workload (SI)	66%	64%	63%	61%
Required Average Deployment at 50% Workload	33.1	34.8	31.7	34.7
Required Average Deployment at 60% Workload	27.6	29	26.4	28.9

Based upon the data included in the above table one would assume that a recommendation of adding personnel to the Patrol Division is warranted. On the surface this is correct and backed up by the fact that less than 60 percent of the sworn workforce is dedicated to the patrol function. Existing deployment is 143 sworn officers representing 51 percent of LPD's 279 sworn employees (56% if Mills and Traffic teams are included). For the department to meet the 60 percent workforce threshold recommended in the Rule of 60 the patrol workforce should have 167 sworn employees. Moving 24 sworn agents from other department assignments would both meet this 60 percent staffing standard and provide the adequate number of personnel to bring the workload under 60 percent of deployment (11 additional officers if Mills and Traffic teams are included).

However, moving 24 sworn agents from other department functions would impact work that is done in other areas. One could present the argument that many of the special teams assigned to the patrol function are in fact uniformed assets that should be included in the patrol staffing numbers. We disagree as the Rule of 60 applies to sworn employees that are assigned to the patrol function (that is, responding to calls for service as a primary duty), most special teams will respond to calls when they are an emergency but not handle regular calls a part of their daily duties, The exception to this is the Mills Team and the Traffic Agents that often assist with the patrol callload.. Additionally, those special teams could be assigned to any division in the department. The fact that they are assigned to the Patrol Division is a function of efficiency and oversight as determined by LPD leadership. In fact, one recommendation in this report asks LPD to consider moving one of the special teams to Investigations to match its workflow and mission.

Before adding additional sworn personnel to the department ranks or making significant shifts in officer assignments and deployment, we believe there are other areas that can and should be addressed first.

Throughout our interactions with Lakewood PD employees there were observations made that both LPD employees and CPSM consultants started referring to as the "Lakewood Way."

Generally described, the Lakewood Way means that LPD does some things because that is the way they have always done it. It is also fair to say that the Lakewood Way is worn as an organizational badge of honor as it implies the delivery of a very high level of service. Examples of the Lakewood Way are some of the following:

- A general approach that LPD will do whatever extra work is required on a call, a case, or an investigation. Although everyone agrees that it does not mean all calls, cases, or investigations, it is a general approach that the department does more to provide better service.

- The above also means that LPD will write longer reports and have more forms that need to be completed for some reports. This includes low-level cases where documentation is done even though nothing will become of the case/report.

- Lakewood PD will take more time on a call and dedicate more resources to a call, even when it's not absolutely necessary.

- Lakewood PD will take a very safe approach to all calls; this includes having a backing agent on-scene before contact is made with involved parties and not handling some calls if another unit is not immediately available.

On the surface, nobody will fault an organization for being extra thorough in all of the work it does, and nobody would fault an organization for having an extra-safe approach to officer safety. But we should point out that the Lakewood Way is increasing the department workload beyond desired work levels. If additional personnel are added to the department to balance the workload, then the Lakewood Way starts to become an expense that Lakewood may not wish to fund.

The data contained in the next two tables are organizational comparisons for Lakewood to consider. The first table compares LPD metrics against all police departments that CPSM has evaluated while the second table shows how Lakewood PD metrics stack up against departments in communities with a population of more than 100,000.

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TABLE 5-22: Lakewood PD Metrics Compared to All Previous CPSM Assessments

Variable	Median	Minimum	Maximum	LPD	LPD Compared to Median
Population	43,154	4,474	833,024	156,065	Higher
Officer Rate	150.97	25.71	1,677.51	167.88	Higher
CFS Rate per 1,000	636.97	67.08	7,185.39	504.19	Lower
Primary Unit Service Time, Community-initiated	30.14	13	54.66	42.42	Higher
Primary Unit Service Time, Police-initiated	17	7.1	56.8	29.47	Higher
Responding Units, Community-initiated	1.75	1	2.56	2.35	Higher
Responding Units, Police-initiated	1.26	1	1.99	1.58	Higher
All Units Service Time, Community-initiated	45.52	19.7	88.09	81.35	Higher
All Units Service Time, Police-initiated	22.31	7.73	140.08	41.16	Higher
Workload Percent, Summer Weekdays	38.99	5.54	85.66	64.01	Higher
Workload Percent, Summer Weekends	39.49	5.02	81.95	66.34	Higher
Workload Percent, Winter Weekdays	36.66	5.08	66.61	61.19	Higher
Workload Percent, Winter Weekends	35.35	4.12	68.99	63.07	Higher
Response Time, Summer	13.18	2.4	81.35	19.18	Higher
Response Time, Winter	12.75	3.1	82.56	18.74	Higher
High-priority Calls, Response Time	7.43	2.84	23.12	10.41	Higher
Violent Crime Rate	239.05	0	1,776.46	716	Higher
Property Crime Rate	2,136.33	319.04	6,902.19	4,615	Higher
Total Crime Rate	2,448	404.96	8,678.65	5,332	Higher

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TABLE 5-23: LPD Metrics Compared to All Previous CPSM Assessments in Communities with a Population of More Than 100,000

Variable	Median	Minimum	Maximum	LPD	LPD Compared to Median
Population	186,222	101,184	833,024	156,065	Lower
Officer Rate	127.38	25.71	414.85	167.88	Higher
CFS Rate	514.4	219.4	1,242.07	504.19	Lower
Primary Unit Service Time, Community-initiated	34.73	19	54.66	42.42	Higher
Primary Unit Service Time, Police-initiated	18.99	11.86	56.8	29.47	Higher
Responding Units, Community-initiated	1.82	1.31	2.56	2.35	Higher
Responding Units, Police-initiated	1.27	1.04	1.99	1.58	Higher
All Units Service Time, Community-initiated	53.03	34.2	88.09	81.35	Higher
All Units Service Time, Police-initiated	24.49	13.75	140.08	41.16	Higher
Workload Percent, Summer Weekdays	48.79	21.87	85.66	64.01	Higher
Workload Percent, Summer Weekends	49.37	23.11	81.95	66.34	Higher
Workload Percent, Winter Weekdays	48.55	19.26	66.61	61.19	Higher
Workload Percent, Winter Weekends	47.39	21.17	68.99	63.07	Higher
Response Time, Summer	18.53	6.29	81.35	19.18	Higher
Response Time, Winter	18.95	7.87	82.56	18.74	Higher
High-priority Calls, Response Time	9.28	4.31	23.12	10.41	Higher
Violent Crime Rate	390.6	77.76	1,776.46	716	Higher
Property Crime Rate	2,071.08	615	6,902.19	4,615	Higher
Total Crime Rate	2,564.21	697	8,678.65	5,332	Higher

In general, Lakewood PD patrol agents take more time on calls than all comparable agencies and there are more units on calls than other agencies. LPD spends over 20 percent more time on community-initiated calls with over 20 percent more labor. Police-initiated calls are similar, with over 30 percent more time spent using 20 percent more people. As the reader looks through these charts of comparable data there is category after category that shows Lakewood to be less efficient than other agencies around the country. We believe that corrections to these types of metrics would help Lakewood balance its workload before needing to allocate additional agents to the patrol function. But these changes would require adjustments to the "Lakewood Way" and that is a discussion that has to take place at the community level (department, city hall, community engagement).

Observations were made while on our site visit and confirmed through data and internal discussions that confirmed what is in the above tables. We observed agents arriving on a call and not engaging until backing units arrived. We observed LPD utilizing far more resources on a call than what would normally be seen on a ride-along or based on our experience doing the same job. Agents shared that these practices were infused into the culture of the organization. Stories were shared of agents reluctant to engage when they felt perfectly safe out of fear or being written up or disciplined. LPD confirmed that agents in the past have received written documentation in their personnel files for making contacts without waiting for a back-up. Most of this hyper-safe approach to police work has come as a result of changes after a negative incident where an agent was injured.

It would be irresponsible for us as consultants to simply recommend that LPD start doing police work like most other departments. Many of the LPD practices (Lakewood Way) are good practices and undoubtably help in alleviating liability for the city and the department. There is a general belief that some uses of force can be avoided or minimized when additional officers/agents are present to help. It is also true that fewer uses of force are a good thing and contribute to fewer agent injuries. But the fact remains that LPD is an outlier in this area of police work. The choice is to continue business as usual and the department can consider adding 24 additional agents to the patrol force, or the department can collectively start to shift the culture of the agency to be more efficient. We encourage LPD to start with the latter option.

We discussed this with LPD leadership, and the belief is that the department can work to establish strategies for change that will work for the culture of LPD. Allowing agents more autonomy to handle a call by themselves if they believe there is minimal risk would be an area to start. This would also allow agents the ability to clear calls from the dispatch screen proactively. As it stands now, agents may do this but might be reluctant out of concern they may engage a potential suspect without an available backing unit being nearby. A change such as this will require clear direction and a resetting of expectations for Commanders, Sergeants, and agents (see earlier recommendations). We also believe that department Commanders and supervisors need to be more active in ensuring efficiencies are in place. Calls should be handled with the resources that are available and necessary and not with more than what is needed. Once a scene is rendered safe with the available resources all other resources should immediately be back in service to handle other calls. This should both cut down on the higher-than-average number of units on a call and should improve response times with more available units. Additionally, Sergeants and Commanders need to be proactive in managing the call load. Increasing accountability and proactively dealing with holding calls will improve response times.

However, for these changes to occur, LPD Commanders and Sergeants need to have administrative responsibilities alleviated and be able to direct more attention to the field (see earlier recommendations).

Patrol Workload Recommendations:

- CPSM recommends that LPD engage in internal discussions and develop strategies to improve operational efficiencies at the patrol level, as highlighted in this section. (Recommendation No. 25.)

- CPSM recommends that those strategies be memorialized as managerial, supervisorial, and agent expectations to be adhered to. (Recommendation No. 26.)

SPECIAL TEAMS

The LPD Special Teams are led by a Commander whose primary responsibility is to provide leadership, management, direction, and accountability. Organized under the Patrol Division, there are seven Special Teams: the Mills Team, Community Action Team (CAT), Special Enforcement Team (SET), Special Weapons and Tactics (SWAT), Traffic Unit, Unmanned Aerial Systems (UAS), and Canine Services (K9).

Mills Team

The Mills Team is a selected cadre of agents assigned to handle calls for service and activities at the Mills Mall, and the adjacent mall/shops north of Colfax Avenue. The Mills Team also handles calls for service west of Simms Street, from 6th Avenue to 26th Avenue. The department organizational chart shows the team under Patrol Division; it is currently staffed with one Sergeant and five agents (which is below normal staffing). The Mills Team is based out of the "Mills Substation" and mirrors the Watch 2 patrol schedule, working both Side A and B. They do not generally attend roll call/briefings.

Through discussions with agents, supervisors, and the Mills Mall management, CPSM heard consistently positive feedback regarding the quality of service from the Mills Team. While the level of service and responsiveness is strong, there was some concern expressed regarding the reduction of staffing based on other department needs. While managing its priorities in other areas, LPD should also ensure staffing is not reduced to a point where quality of service is eroded at Mills Mall and its surrounding area of responsibility (AOR). As far as managing its existing resources, supervisors and command staff appear to do an excellent job of keeping agents briefed regarding department priorities and activities. CPSM was impressed that agents and staff from the Mills Team and other shifts all seem to be well informed and have clarity regarding the Mills Team AOR. However, CPSM has learned through research and subject matter expertise that it is prudent for law enforcement agencies to take additional communication and accountability measures for teams/units who work off-campus and/or do not attend regular department briefings. Simple steps such as requiring attendance at roll-call briefings and frequent sector updates (in person) to share crime trends are important aspects of ensuring engagement and accountability for job performance and strengthening lines of communication throughout the entire organization. This process also reduces the likelihood of cultural hierarchies or "cliques," which is a common occurrence in paramilitary and law enforcement organizations. Mills Team attendance and involvement in roll-call briefings on a consistent basis would also serve to reinforce the team concept at LPD.

Mills Team Recommendations:

- The department should require the Mills Team to consistently attend roll-call briefings. (Recommendation No. 27.)

- The Mills Team should conduct regular sector updates in roll call and other applicable interdepartmental forums for information sharing, employee development, and strengthening accountability and teamwork. (Recommendation No. 28.)

- When balancing department priorities, leadership should set minimum staffing standards to ensure staffing is not reduced below a point where quality of service is eroded at Mills Mall and its surrounding area of responsibility (AOR). (Recommendation No. 29.)

- The department should establish a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This

type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)* Recommendation No. 30.)

Community Action Team (CAT)

The Community Action Team (CAT) currently operates with two Sergeants and seven agents, augmented by non-sworn employees and co-located practitioners. The mission of the CAT is divided into several primary functions, namely Homeless Navigation, Law Enforcement Assisted Diversion (LEAD), and the Mental Health Co-Responder Program. The teams are generally deployed Monday through Friday, with staggered start times for coverage into the early evening.

Homeless Navigation – Homeless outreach by connecting individuals experiencing homelessness with the available resources. Homeless Navigators are accompanied by agents when in the field.

Law Enforcement Assisted Diversion – Case managers assist clients who have committed low-level, non-violent crimes and divert them to recovery and support services and an alternative to incarceration. They are typically paired up with sworn personnel when contacting clients.

Co-Responder – Two Lakewood Police Department (LPD) clinicians, one Jefferson County Mental Health (JCMH) clinician, and one JCMH case manager who proactively respond to mental health calls. Co-responders are accompanied by agents assigned to CAT or patrol, until the scene is rendered safe for non-sworn personnel to follow up as needed. The concept of the co-responder program is to provide subject matter expertise in mental health to remain with a patient in the field or to determine next steps, freeing up the patrol agents to handle calls for service.

The CAT also investigates and assists with other unique community safety issues such as Extreme Risk Protection Orders, Crime Free Housing partnerships, Motel Licensing, crime prevention, community partnership presentations, and assisting with Emergency Cold Weather Housing during extreme weather conditions.

CPSM met with agents, non-sworn staff, co-responders, and command staff from the CAT. Every member of the team contacted by CPSM displayed care and compassion for the mission of providing outreach and support services for vulnerable members of the community. Team members from Homeless Navigation provided examples of success stories for individuals experiencing homelessness being diverted from the streets into support services and temporary housing, and in some cases permanent supportive housing to change their life path. At the same time, case managers expressed their appreciation for the support provided by agents when homeless persons resisted services or presented potentially harmful behaviors. Their collaboration and partnerships epitomize best practices as cited in numerous studies and reports published by the United States Department of Justice (DOJ) and Department of Housing and Urban Development (HUD), where the emphasis is centered on outreach and support into housing and services in lieu of arrest whenever possible.

This compassion and professionalism were equally present in both the LEAD and Mental Health Co-responder programs. Like many jurisdictions throughout the nation, available resources for mental health, homeless, and addiction diversion programs combined with frequent resistance to services limit the ability to fully address the problem. Notwithstanding, CPSM can validate that when deployed, Lakewood Police Department is utilizing best practices for these types of

services consistent with studies and reports published by agencies such as the Center for Justice Innovation (CJI), U.S. DOJ and Department of Health and Human Services, namely its most recent report *"Guidance for Emergency Responses to People with Behavioral Health or Other Disabilities."*

Despite the excellent delivery of services, CPSM heard a disconnect between the work being performed by the CAT and how these services could be leveraged to improve efficiency and handling time for patrol agents. During group and individual discussions with agents and non-sworn staff, some patrol agents were generally aware of CAT being available if needed, but were under the impression the homeless navigators, case managers, and co-responders were following up on their own caseload as opposed to being available for a "warm hand-off" to free up patrol agents. Even in a few instances cited where patrol received assistance from CAT members, they remained on scene with CAT members and were not cleared from their duties. This represents a significant potential for improved efficiency related to handling times in patrol.

Similar to our assessment of the SET, CPSM discovered an impressive level of accountability and service provided by CAT. This level of accountability appeared to be driven by command and supervision of the team, versus a policy and/or structure to ensure continuity when team members, supervisors, and/or command staff change. Since attrition is frequent and inevitable in law enforcement, it would be prudent to formalize a process for mentoring new team members, as well as accountability measures through policy or directive to ensure accountability to department standards and operational needs in the long term.

CAT Recommendations:

- The CAT should publish a policy/directive outlining its scope, function, and purpose, clearly highlighting how patrol agents can call for assistance and/or a "warm hand-off" when possible to clear patrol agents to handle duties in the field. (Recommendation No. 31.)

- The CAT should make a concerted effort to attend patrol briefings and other forums so all agents and personnel know when resources are available from CAT, and how they can be leveraged to clear patrol agents to handle duties in the field whenever possible. (Recommendation No. 32.)

- THE CAT should formalize its mentoring process for new team members to ensure clarity of duties, mission, and purpose. (Recommendation No. 33.)

- The department should establish a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)* (Recommendation No. 34.)

Special Enforcement Team (SET)

The Special Enforcement Team (SET) is a cadre of experienced agents who provide a variety of enforcement efforts throughout the City of Lakewood. The team is currently comprised of a Sergeant and five agents who work 10-hour shifts, Tuesday through Friday from 1000-2000 hours. According to the department's Organizational Chart, the SET is under the Patrol Division. The mission of the team is to provide daily support to the Patrol Division on high-risk calls, conduct targeted enforcement efforts when unique crime patterns occur, and provide surveillance activities for criminal investigations and fugitive operations. Team members and department

documents describe the SET as "a non-traditional investigative unit," although its duties include investigative workups and writing search warrants. The SET frequently works with outside agencies including U.S. Marshals, ATF, FBI "Safe Streets Task Force," West Metro Drug Task Force, and various SWAT teams to locate dangerous fugitives and conduct other multijurisdictional investigations impacting the City of Lakewood.

Most of the SET members are also assigned to serve on the LPD Special Weapons and Tactics (SWAT) Team as a collateral duty, so their presence and availability to patrol personnel serves as an immediate force multiplier and tactical support option when they are on duty. CPSM met with members of the SET, who were able to provide details about their daily activities, both in support of patrol personnel and in collaboration with multijurisdictional task forces and teams. Professional assessment and analysis of law enforcement agencies often reveal a tendency for officer/agents in "multijurisdictional task force configurations" to have potential gaps in accountability for the daily activities of participating personnel. Specifically, the potential for local resources being utilized in other jurisdictions and/or for other priorities, that is, regional, state, or federal. When CPSM met with agents and command staff from the SET, we discovered an impressive level of accountability and oversight for the daily activities of team members. This included documentation of their activities in Lakewood, ongoing caseloads, future joint operations, and other special assignments with a direct nexus to criminal activity and quality of life issues in the City of Lakewood. This level of accountability appeared to be driven by command and supervision of the team, versus a policy and/or structure to ensure continuity when team members, supervisors, and/or command staff change. Since attrition is frequent and inevitable in law enforcement, it would be prudent to formalize the accountability measures in place through policy or directive, to ensure accountability to department standards and operational needs in the long term.

CPSM also received some feedback regarding the sharing of information with other units within the department. This is particularly relevant since the SET is under the command of the Patrol Division, which could potentially leave communication gaps with other investigative units and/or duplication of effort. As an option, the department should consider moving the SET under the Investigations Division to streamline communication and oversight directly within the same command. Regardless of how the department structures the SET, it would be appropriate to ensure team activities are methodically shared between Patrol and Investigations command staff.

Special Enforcement Team Recommendations:

- The department should formalize existing documentation and accountability practices of the SET through policy or directive to ensure compliance with department standards and operational needs of SET in the long term. (Recommendation No. 35.)

- THE SET should formalize its mentoring process for new team members to ensure clarity of duties, mission, and purpose. (Recommendation No. 36.)

- The department should consider structuring the SET under the Investigations Division to streamline communication and oversight, and/or prevent duplication of effort. (Recommendation No. 37.)

- The SET should ensure its activities are shared with other units as appropriate to ensure continued effectiveness, oversight, and to prevent duplication of effort. (Recommendation No. 38.)

- The department should establish a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)* (Recommendation No. 39.)

SWAT

One of the primary capabilities of a police department is the ability to respond to public safety emergencies and high-risk situations. Some of these incidents require immediate action by officers with specialized training, skills, and equipment beyond that of a patrol officer. To address these types of incidents, most law enforcement agencies equip a designated cadre of sworn personnel with specialized weapons, training, and tactics, and commonly known as "SWAT Teams." The Lakewood Police Department has 26 members designated as SWAT team members as a collateral duty. All SWAT members receive a minimum of "Basic SWAT" training, as well as ongoing tactical training to ensure tactical proficiency. LPD SWAT currently operates in a regional configuration with the Wheat Ridge Police Department, which provides 12 additional designated SWAT officers. The teams are also supported by 10 specially trained "Crisis Negotiators." The National Tactical Officers Association (NTOA) developed comprehensive guidelines in defining the different "tiers" of SWAT and Tactical Response Teams to ensure safety and consistency in the official handling of tactical emergencies and high-risk situations. There are three different "tiers" of SWAT Teams based on the size, scope, and capability.

Tier I SWAT Team: NTOA guidelines recommend 26 SWAT Team members, usually consisting of one team commander, three team leaders, four snipers, and eighteen operators to cover multiple operational periods. Equipped and trained for all mission capabilities, including but not limited to hostage rescue, barricaded gunman, sniper operations, high-risk warrant service, high-risk apprehension, high-risk security operations, terrorism response, and other incidents which exceed the capability and/ or capacity of an agency's first responders and/or investigative units.

Tier II SWAT Team: NTOA guidelines recommend 19 SWAT Team members, usually consisting of one team commander, two team leaders, four snipers, and twelve operators, equipped and trained for all mission capabilities during the operational period, excluding planned deliberate hostage rescues which require more timing, resources, and contingencies.

Tactical Response Team (TRT): NTOA guidelines recommend 15 total personnel for a TRT, usually consisting of one team commander, two team leaders, and twelve operators, equipped and trained for high-risk mission capabilities during the operational period, excluding deliberate hostage rescues and incidents exceeding the operational period and/or capabilities of personnel. NTOA guidelines make specific reference for law enforcement agencies with smaller geographical areas or population to make modifications to the TRT configuration when appropriate.

CPSM conducted a review of the LPD SWAT team and found an impressive level of training and documentation, including operational and after-action reports consistent with NTOA guidelines. The team commander, supervisors, and agents who provided feedback and information to CPSM all conveyed clarity of mission and purpose, as well as core competencies related to mission capabilities and contingency plans associated with a Tier I SWAT team. It should be noted that most law enforcement agencies similar to LPD in size, activity, and overall area of responsibility (AOR) do not uphold training and deployment standards related to a Tier I SWAT

team. This is usually based on financial burdens associated with minimum training standards (16 to 40 hours per month) and the ability to cover multiple operational periods for large-scale incidents and operations. For example, many of the LPD SWAT Team members are assigned to patrol and other units/divisions. In order to uphold minimum training standards for a Tier I SWAT team, each member is required to attend SWAT training a minimum of 16 to 40 hours per month. Most agencies that do not field a full-time Tier I SWAT Team have determined this level of training creates an undue burden on other aspects of the department, such as having to backfill positions or keeping positions vacant while SWAT Team members are attending training. The decision on whether to function as a Tier I or Tier II SWAT Team is a decision LPD leadership must make based on a delicate balance of officer safety for the SWAT Team, as well as officer safety for patrol and special units who are required to run short when SWAT Team members are at training.

For context, the LPD SWAT team is extremely active considering its AOR, with 54 reported deployments in 2023 (38 callouts and 16 warrant operations, although 16 callouts were considered "partial team" callouts). Whether or not LPD decides to continue staffing, training, and deployment to uphold a Tier I SWAT team, it is important to ensure there are formal contingency plans (through MOA or IGA) with surrounding agency SWAT Teams that can support LPD in the event of a large-scale incident covering multiple operational periods.

SWAT Recommendations:

- LPD leadership should consider whether it is necessary to continue staffing and training as a Tier I SWAT Team. The obvious benefit is a highly trained and well-staffed SWAT team. The challenge is the persistent loss of personnel from front line patrol and special units who are required to run short when SWAT Team members are at training. (Recommendation No. 40.)

- The LPD SWAT Team should establish a Memorandum of Agreement (MOA) or Intergovernmental Agreement (IGA) with other nearby SWAT Teams for addressing large-scale incidents covering multiple operational periods. (Recommendation No. 41.)

- The department should establish a monthly or quarterly command accountability forum where SWAT Team deployments, training, and activities described above are consistently documented and discussed. This type of open forum also provides a venue for Department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)* (Recommendation No. 42.)

Traffic Unit

Lakewood Police Department staffs a dedicated Traffic Unit structured under the Patrol Division. It is currently supervised by one team Sergeant with oversight from the Special Operations Commander. Generally, there are two teams deployed five days per week, covering both Day and Swing Shifts, including two motor units (weather permitting). Their specialized focus on accident investigations, traffic enforcement, and traffic-related issues allows patrol agents to focus their efforts on handing calls for service and addressing quality of service priorities. The dedicated Traffic Unit also provides a more specialized and comprehensive response to traffic incidents and patterns unique to the City of Lakewood. This subject matter expertise is particularly important for traffic incidents resulting in great bodily injury, death, or other unique circumstances.

During the site visit to Lakewood Police Department, CPSM confirmed all members of the Traffic Unit have received specialized training in accident investigations to be able to recognize key

traffic-related indicators such as vehicle debris from collisions, skid marks, and damage patterns to accurately reconstruct traffic incidents. CPSM also met with patrol agents and supervisors covering all shifts, and discovered all personnel received training both in the academy and during LPD patrol training to handle most basic traffic-related incidents and enforcement. Patrol agents working after-hours knew the process to call the on-duty traffic investigator for traffic incidents requiring more specialized skills. In addition to the data analysis conducted by CPSM, the assessment team also reviewed each of the LPD "Annual Traffic Reports" submitted over the past four years. Overall, CPSM found the LPD Traffic Unit's operations to be consistent with best practices of law enforcement agencies throughout the nation of similar size and area of responsibility (AOR). Specifically, its emphasis on education, engineering, and enforcement was clearly articulated in each of the reports with input and collaboration with local public works. As highlighted in the 2023 LPD Annual Traffic Report: *"These include line-of-sight modifications, blue intersection status light indicators for left turn violations, road infrastructure improvements, along with several pedestrian-related crossing signals, sensors, and lighting improvements."* The excerpt that follows also demonstrates the clarity and focus on traffic safety and prevention based on data analysis:

"In 2023, there were approximately **3,213 reported traffic collisions.** *The top five intersections with the highest number of traffic collisions were W. 6th Ave. & Wadsworth Blvd.* **(73)**, *W. 6th Ave. & Sheridan Blvd.* **(55)**, *Wadsworth Blvd. & Simms St./Union Blvd.* **(52)**, *Wadsworth Blvd. & Colfax Ave.* **(46)**, *and Wadsworth Blvd. & Jewell Ave.* **(45)**. *The most common days for these collisions were Wednesdays* **(496)** *and Fridays* **(491)**. *The most common timeframe for these collisions to take place was: 1400 hrs-1700 hrs* **(994)**."

TABLE 5-24: Intersections with the Most Traffic Collisions, 2022 and 2023

	2022	2023
#1	W. 6th Ave./Wadsworth Blvd. (94)	W. 6th Ave./Wadsworth Blvd. (73)
#2	S. Wadsworth. Blvd./W. Jewel Ave. (54)	W. 6th Ave./Sheridan Blvd. (55)
#3	W. Alameda Ave./S. Wadsworth Blvd. (45)	W. 6th Ave./Simms/Union (52)
#4	W. Colfax Ave./Sheridan Blvd. (40)	W. Colfax Ave./Wadsworth Blvd. (46)
#5	W. 1st Ave./Wadsworth Blvd. (36)	S. Wadsworth Blvd/W. Jewel Ave. (45)

The information reported in the LPD "Annual Traffic Report" is comprehensive and relevant to the LPD AOR, and aligns with heat maps prepared by the CPSM data analysis team (see following figure). While the LPD Traffic Unit does an excellent job of reporting and targeting annual goals for traffic safety, utilizing and sharing heat maps to all patrol shifts on a more frequent basis (to support the annual reports and overall mission) could strengthen preventative measures and/or enforcement in "real time" based on the data.

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FIGURE 5-27: Heat Map of Traffic Collisions During One-year Study Period
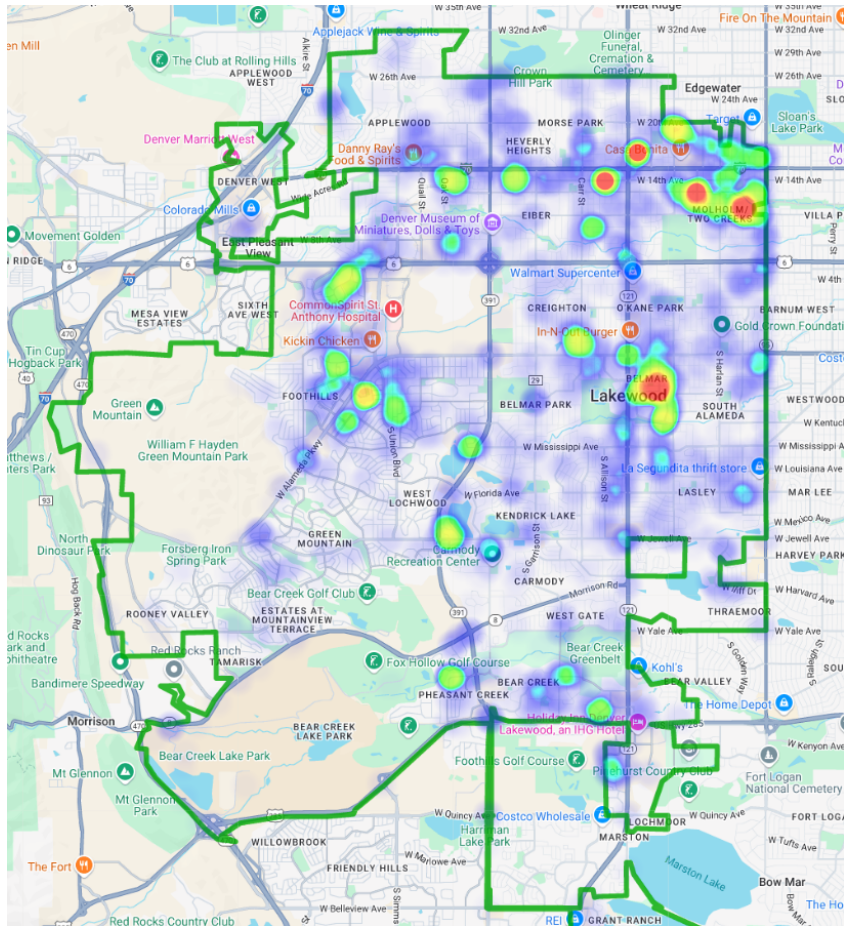
Regarding staffing and deployment, some agents said that more Traffic Unit coverage, particularly "after hours," would likely improve LPD response and handling times. This caught the attention of CPSM since data analysis revealed LPD handling times are significantly above the national average. As discussed in previous sections of this report, this is not a criticism of LPD per se, but an indication of how the organization handles it calls for service and deployment strategies. This is also relevant since the Traffic Unit is currently operating with seven vacancies (1 sergeant and 6 agents). When CPSM discussed deployment strategies with the Traffic Unit, we found the Sergeant and Commander were extremely well versed about impacted areas and the importance of deploying traffic agents in those targeted areas, while also balancing the availability of traffic agents and detectives to handle accident investigation (AI) scenes.

CPSM observed that very few of the traffic-related documents showed a comprehensive breakdown of time frames for traffic incidents, or a comparison to traffic enforcement efforts. This information would be useful in determining whether additional traffic agents should be deployed "after hours" to improve patrol handling times and efficiency. It could also serve to more precisely address traffic enforcement efforts in targeted areas during peak times (for traffic-related incidents and activity).

In addition to its robust efforts in traffic-related education, enforcement, and engineering, the Traffic Unit is also responsible for coordinating and developing plans for special events. The responsibility was placed with the Traffic Unit since these types of events have a significant impact on traffic flow and safe roadway passage. Special events include the Colfax Marathon,

Big Belmar Bash, Westernaires Easter Parade, and the "Ore Cart Pull," which extends across Colfax Avenue to Denver. CPSM conducted a review of operations plans for special events and activities coordinated by the LPD Traffic Unit. Each of the plans appeared to conform with national best practices in the Incident Command System (ICS), as outlined in documents and guidelines regarding the National Incident Management System (NIMS). However, it is common for law enforcement agencies similar in size to have at least one full-time emergency management coordinator to develop and maintain response plans, ensure training and readiness for emergencies, special events, and critical incidents. This role could also handle other duties related to coordination of community events, mutual aid, or related areas such as grant funding.

Traffic Unit Recommendations:

■ The Traffic Unit should conduct a more in-depth statistical analysis regarding peak times for traffic-related calls and incidents to determine if more Traffic Unit coverage "after hours" would improve response and handling times in patrol. (Recommendation No. 43.)

■ The Traffic Unit should prepare "traffic heat maps" and share the data-driven information on a regular basis with all patrol shifts to strengthen preventative measures and/or enforcement in "real time." (Recommendation No. 44.)

■ *LPD should consider staffing a full-time Emergency Management Coordinator, should be coordinated with the City of Lakewood, Emergency Coordinator, who is better positioned to assemble all required resources across city departments, government agencies and NGO's. Law enforcement frequently plays a critical role during emergency incidents and would work closely with the Lakewood City Emergency Coordinator.* (Recommendation No. 45.)

■ The department should establish a monthly or quarterly command accountability forum where Traffic Unit activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)* (Recommendation No. 46.)

UAS

Over the past several years, local law enforcement agencies throughout the United States have increased their use of unmanned aerial systems (UAS –aka "drones") to support officers/agents handling calls for service and law enforcement activities in the field. The Lakewood Police Department (LPD) has taken steps to advance its use of UAS for use in operational and emergency situations. At the request of LPD leadership, CPSM conducted a review of LPD UAS policies, procedures, and data collection to determine several factors:

■ Are existing LPD policies, procedures, and practices in compliance with existing Federal, state, and local laws, including FAA guidelines?

■ Are LPD deployment practices strengthening officer safety, effectiveness, and quality of service?

■ Would expanding the use of UAS through a Drone First Responder (DFR) program reduce overall workload for patrol agents and/or improve efficiency?

In order to address each of these issues, CPSM conducted a review of LPD UAS policies, procedures, and practices. Recent updates to LPD policies and procedures demonstrate

compliance with all Federal, state, and local laws, including FAA guidelines. This includes nationally recognized best practices, standard operating procedures, and definitions as follows:

1. Definitions: a) Unmanned Aircraft: Means an aircraft operated without the possibility of direct human intervention from within or on the aircraft. b) Small Unmanned Aircraft System (sUAS): Means a small, unmanned aircraft and its associated elements (including communication links and the components that control the small, unmanned aircraft) that are required for the safe and efficient operation of the small unmanned aircraft in the national airspace system. c) Remote Pilot in Command (RPIC): (i) Is directly responsible for and is the final authority as to the operation of the sUAS. (ii) Must have the ability to direct the sUAS to ensure compliance with federal regulations and department policies. d) Visual Observer (VO): Means a person who is designated by the remote pilot in command to assist the remote pilot in command and the person manipulating the flight controls of the sUAS to see and avoid other air traffic or objects aloft or on the ground.

2. Procedure: sUAS may be used or deployed for the following reasons: a) Search and Rescue: To assist in missing person investigations, or with other search and rescue efforts. b) Situational Awareness: To assist in understanding the nature, scope, and scale of a major incident. To monitor conditions or assess infrastructure during or after a fire, flood, or other natural or human caused disaster. To plan and coordinate an effective response to a natural or human caused disaster, and in post-incident analysis and documentation. c) Tactical Deployment: To support the tactical deployment of an agent or equipment in an emergency situation (e.g., an incident involving a barricaded subject, the apprehension of a high-risk fugitive, the execution of a high risk warrant, a hostage situation, or temporary perimeter security) where an aerial or horizontal view of the situation would help minimize the risk of harm to a bystander, an agent, a suspect, or another member of the public, or increase the likelihood of bringing a potentially deadly situation to a peaceful resolution. d) Training and other educational purposes: To train operators, observers, and decision-makers in the use of operation of the sUAS, or to educate the public about the use of the department's sUAS. e) Visual Perspective: To provide an aerial view of an event such as a sporting event or festival, where an aerial view would be of assistance in providing information to decision makers, in ensuring the safety of an agent or a member of the public, for crowd control, traffic monitoring of traffic conditions, or for temporary perimeter security. f) The sUAS may also be used for other purposes not specifically delineated in this procedure, if such use is permitted under Federal, state, or local laws. The UAS shall not be used for general surveillance. e) In absence of exigent circumstances, where there are specific, articulable grounds to believe that the UAS will collect evidence of criminal wrongdoing, and if the UAS will be used in a manner that may intrude upon reasonable expectations of privacy, the pilot shall ensure that a search warrant is obtained prior to conducting the flight. f) Operators shall have and maintain a current FAA 14 C.F.R. 107 to be eligible to deploy a UAS for any LPD mission. g) The Special Teams section of the Patrol Division will maintain department-owned sUAS. The use of privately owned sUASs is prohibited. The maintenance for the department owned sUAS shall be in accordance with industry best practices and the manufacturer's recommendations.

The LPD policy also emphasizes "the use of the sUAS for purposes not outlined in this policy must be authorized by a Commander, prior to the flight. The LPD Drone Team is also required to document activities and evidence in accordance with current departmental procedures."

CPSM discovered an impressive level of ingenuity and policy development for deployment of UAS in LPD. Similar to many other law enforcement agencies throughout the nation, use of UAS deployment in the field is expanding with the reduction of cost and improvements in "drone" technology. LPD also appears to be leveraging the strengths of the newer generation of law

enforcement personnel, who tend to be more skillful in the use of UAS and other technologies. To ensure compliance with existing laws and privacy concerns, LPD should continue its formal reporting procedures and include oversight measures in a monthly or quarterly command accountability forum (as recommended in other sections of this report).

Since the LPD DFR program is still in its development stages, CPSM cannot currently provide a statistically relevant assessment of whether the DFR would reduce overall workload or increase efficiency in the field. At the very least, initial feedback and samples of LPD operational deployments certainly support the use of UAS to provide valuable officer safety and tactical information for agents responding to calls for service and incidents in the field.

In a perfect world, the advocates for UAS use in law enforcement tout the operational efficiencies. Examples include using a drone to check on suspicious persons calls, allowing the drone to check an area and clear the call without sending an officer if nobody is located. This is certainly a possibility, but these efficiencies will only be realized if a department eliminates a response of a patrol unit. This is difficult to do in an organization that relies on high-touch policing. It could be argued that the "Lakewood Way" discussed earlier is high-touch policing.

We will offer LPD the experience of the Beverly Hills Police Department in Southern California. BHPD has done an exceptional job building a technology-based response model involving UAS response and digital cameras throughout the city. BHPD has a drone perched on the highest roof in the city and airborne about 75 percent of every hour. BHPD has the ability to have a drone over any call in 30 to 60 seconds. However, BHPD still dispatches units that will stay back as the drone hones in on the target of the call. Even is the drone is able to eliminate the need for an officer to make suspect contact or search for a suspect the officer still responds and oftentimes makes contact with the original reporting party to satisfy customer service expectations.

It is also the experience of BHPD that the existence of this technology has increased costs and workload. With such an impressive virtual wall built around the city there is almost no crime that is unsolvable anymore. This has dramatically increased the investigative workload of BHPD employees. The investment for a community like BHPD has been worth it but it is not necessarily an efficiency tool that assists in saving money.

Lakewood PD makes effective use of UAS for other important public safety purposes including search and rescue, crime and traffic scene recording, and other investigative support. Standardized data collection for UAS deployments will provide more information for LPD to make an assessment regarding efficiency in the near future or as the LPD DFR continues to expand.

UAS Recommendations:

■ The department is on the right track and should continue its formal reporting procedures for deployments of UAS, and include open discussions about best practices during a monthly or quarterly command accountability forum where unit/team activities described above are consistently documented and discussed. This type of open forum also provides a venue for department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all special teams/units.)* (Recommendation No. 47.)

■ LPD should formalize a mentoring process for new team members authorized to operate UAS to ensure clarity of duties, mission, and purpose. (Recommendation No. 48.)

- LPD should develop and formalize standardized data collection reports and/or a UAS data portal to make data-driven assessments regarding the effectiveness of a DFR program, and whether or not it will serve to improve efficiency, safety, and quality of service. (Recommendation No. 49.)

K9

The Lakewood Police Department's Canine Unit (K9) provides valuable support for both apprehension and detection, including narcotics and firearms. The LPD K9 Unit also documents its community engagement at public events, which is a role that can never be underestimated, since most people love dogs. LPD currently operates a single dual-purpose dog, with one canine handler who is generally deployed during peak patrol hours or as needed. The canine handler is currently supervised by the SET Sergeant, under the Special Teams Commander. Consistent with other LPD Special Teams, the K9 Unit is extremely well managed with clarity of mission, purpose and reporting procedures. CPSM held individual and group discussions with various shifts and units, and all personnel seemed well aware of how to access the LPD K9. Although some personnel expressed the desire to have "more dogs in Lakewood to avoid using dogs from other police departments," it would be difficult for any department to staff canine coverage for all hours and incidents.

CPSM reviewed LPD canine-related policies and procedures. Most of the policies and operating procedures generally align with national best practices. Like many law enforcement agencies, the information is documented into a "K9 Activity Tracking System (KATS)" which includes deployment details, training hours, canine care, and other relevant information. However, there are a few areas where more details regarding process and documentation should be codified in policy. For example, there should be written policies regarding steps required prior to deployment and post incident, including standardized after-action reporting (AAR) and "Bite Incident Protocols" when appropriate. While bite incidents involving law enforcement canines are infrequent, there is a higher level of potential civil exposure when these incidents occur. There are numerous published studies from professional organizations such as the U.S. DOJ, International Association of Chiefs of Police (IACP), and the Police Executive Research Forum (PERF) which can be helpful in assisting LPD develop more structured and detailed canine deployment and reporting policies and procedures.

One example of where LPD policies are too vague is the protocol for incidents where the canine bites a suspect. LPD Canine Policy states:

> When a K-9 is deployed in a tactical situation that results in a suspect being bitten, the handler shall:
>
> i. Obtain or arrange for medical attention for the suspect.
>
> ii. Notify an on-duty sworn supervisor.
>
> iii. In the event of a serious bite or when deemed appropriate by the on-scene supervisor, a commander shall be notified.
>
> iv. The use of force and all other necessary reports shall be completed by an on-duty supervisor forwarded through the chain of command.

In comparison, following is an excerpt from the "Police Canine Model Policy" published by IACP, which details the following regarding *Canine Bites and Injuries:*

Officers may only use that degree of force that is objectively reasonable to apprehend or secure a suspect as governed by the standards in Graham v. Connor. Whenever a canine has

bitten or scratched an individual, or is alleged to have done so, whether or not in the line of duty, the handler shall notify a supervisor and perform the following:

> *1. If no arrest is made, the individual will be offered medical care and treatment by a qualified medical professional.*

> *2. If an arrest is made, the individual will be provided with medical attention in accordance with agency policy on transporting and booking prisoners.*

> *3. Regardless of arrest, the officer shall take color photographs of the affected area in compliance with use of-force reporting requirements.*

Documentation

> *1. Canine handlers shall notify their shift supervisor or canine supervisor as soon as reasonably possible of any canine deployment, suspect injury, or complaint of injury resulting from canine contact.*

> *2. An on-duty canine supervisor shall respond to the scene of any canine apprehension, and review and evaluate the handler's use-of-force report. That report shall include the following information:*

> *a. Date, time, and location of the deployment.*

> *b. What led the officer to believe the suspect was dangerous (e.g., the crime involved, outstanding warrants, whether the suspect was armed).*

> *c. What factors established probable cause.*

> *d. Tactics that were employed.*

> *e. Names of all involved officers, supervisors, and witnesses.*

> *f. Whether the deployment was approved by a supervisor.*

> *g. Whether a search or deployment announcement was given and the language used.*

> *h. The number of announcements given prior to deployment.*

> *i. Time elapsed between the announcement and deployment.*

> *j. Time elapsed between deployment and suspect contact.*

> *k. Distance of the dog from the handler when contact was made.*

> *l. Duration of contact.*

> *m. Any commands given to the canine.*

> *n. Elapsed time between canine contact and officer's arrival.*

> *o. Actions taken by the officer upon arrival at the scene of contact.*

> *p. Any statements made by the suspect.*

> *q. Manner in which the canine held the suspect, so that any prior injuries are not attributed to the encounter.*

> *r. Copies of any witness statements.*

> *s. Any photographs taken of injuries.*

t. Aid rendered in response to injuries, where treatment was received and by whom, and any other relevant information.

3. The canine supervisor shall review all documentation and gather any additional information necessary to determine whether the deployment and subsequent actions were within department policy.

4. At least annually, the canine supervisor shall compile statistical summaries and analyses of canine deployments and uses sufficient to evaluate canine and handler performance and to identify incidents or trends that suggest the need for modification or additions to policy, procedures, or training.

While the LPD has a general policy for canine use and reporting, a more detailed and structured approach would ensure consistency, thoroughness, accountability, and transparency more closely aligned with national best practices.

K9 Recommendations:

- The department should refine its canine policies and procedures to be more structured, standardized, and consistent with national best practices, including but not limited to: (Recommendation No. 50.)

  □ Deployment criteria.

  □ Steps prior to deployment.

  □ Operational and reporting procedures.

  □ Oversight and review.

  □ Canine/handler selection process, training, care, and grooming.

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SECTION 6. INVESTIGATIONS DIVISION

The Investigations Division handles all follow-up investigations from cases generated by patrol. Detectives are assigned to one of eight units by discipline, each having a different specialty. A Division Chief commands the Investigations group, three Commanders provide management oversight of each of the two Investigations teams and the Colorado Auto Theft Task Force. Ten Sergeants and two civilian supervisors provide daily leadership for each of the 12 teams, which have four to eight detectives assigned. Personnel assigned to the Division mostly work a 4/10 schedule. The breakdown of staffing is listed in the following table.

TABLE 6-1: Investigations Division Personnel Assigned Per Detective Unit

Investigations Unit	Sergeants/ Supervisors	Rotating Sworn Personnel	Core Sworn Personnel	Civilian
Burglary/Robbery	1	2	2	1
Crimes Against Children	1	3	3	1
Crime Lab	1			8
Economic	1	2	2	1
Family	1	5	2	1
Juvenile/SRO	1	3	5	1
Persons	1	2	5	1
SIU/SOAR	1	4	2	1
Theft	1	1	4	1
WMDTF	1	3	1	1
CMATT	1		1	2
Victim Witness	1			6
Total	**12**	**25**	**27**	**25**

CASE MANAGEMENT

The Investigations team uses the Niche Records Management System (RMS) software to manage cases. Based on the data available from the RMS, the cases assigned to each unit and per detective are listed in the following table. CPSM learned that the LPD and other agencies in the region have invested in Niche RMS and are committed to its use even though the system is cumbersome to find some information, run reports, and use for day-to-day tasks.

The LPD provided CPSM with information on assigned cases for a 17-month period of time from May 2023 to October 2024. Subsequently, CPSM used a rolling 12-month period from November 2023 to October 2024 to evaluate workload. While the number of cases assigned to each unit are high based on the number of detectives, CPSM learned that many of the cases assigned to the unit are cleared by the reviewing Sergeant. The process at LPD is that almost all crime reports are forwarded to the Investigations Division for review. This process means that more than 7,000 cases were referred to Investigations; however, many of those cases were screened out by the reviewing supervisor. CPSM recommends that LPD implement a program within patrol that pre-screens cases and only forwards those that require follow-up for a criminal investigation, or other department-based criteria, to the Investigations Division.

TABLE 6-2: Assigned Cases, November 2023–October 2024

Unit	2023/2024 Total	New Cases by Detective	Detective Monthly Average
Burglary	789	197	16
Economic	715	179	15
Family	1,535	219	18
Persons	1,940	277	23
Crimes Against Children	443	74	6
SIU/SOAR	106	27	2
Theft	920	184	15
Juvenile/SRO	805	101	8
Total	**7,253**	-	-

The Sergeants assign cases based on differing methodologies; they have developed different systems of which cases have priority and which ones are to be worked by detectives. During our site visit, we learned about each process used by the Sergeants to assign cases and prioritize workloads. The procedures are all reasonable, yet different. A case could be made for different types of priorities for different types of crimes. For example, many low-level property and person crimes are not being worked on by detectives who focus more on significant, complex cases. Although this is a worthwhile practice, CPSM believes the approach should not supersede investigations of workable lower-level crimes. Based on the nuances of case assignment in each unit, CPSM will provide individual recommendations in the review of the corresponding unit.

In addition to the individualized recommendations, CPSM acknowledges that when a department's attention becomes too focused on significant crimes that impact a smaller number of people at the expense of a high volume of lower-level crimes, it risks a perception of unresponsiveness in the community it serves. With its limited resources, an agency the size of Lakewood PD cannot investigate all crimes, and priorities must be established. These decisions should be strategic and made at an executive level. CPSM recommends the Executive Team and the Investigations team review the approach and prioritization of cases for each detective unit to ensure the prioritization of work aligns with the direction and strategic plan for the organization. Once the review is complete, we further recommend the process of prioritization be formalized in an Investigations Division Manual or SOP.

There are no absolute standards to determine an appropriate caseload for police investigators, and caseload numbers vary considerably based on the type of crimes and complexity of the investigations. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. Nonetheless, the International Association of Chiefs of Police (IACP) suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Since Sergeants triage cases, the numbers provided above reflect numbers assigned to the unit as opposed to number of cases assigned to each detective. The number of cases assigned to Investigations indicates an insufficient number of detectives; however, the overwhelming majority of cases assigned are adjudicated by the reviewing Sergeant. CPSM recommends evaluating the process for when cases are forwarded to Investigations instead of being returned to Patrol for follow-up or adjudicated by a single reviewer and only those determined to be workable forwarded for further follow-up.

Once an investigation is completed and the case is ready for criminal filing, the assigned detective is responsible for the preparation of the case and gathering of evidence for discovery. Many agencies utilize records personnel or civilian personnel assigned to the division for this administrative task. CPSM recommends the department reassign personnel from Records or hire other administrative staff to prepare cases for the filing of criminal complaints.

CLEARANCE RATES

Clearance rates are an essential measure of an individual detective's performance. Clearance rate information can lead to the identification of training needs, additional supervisory oversight, and in some cases, reassignment from the unit. Staff indicated that the department's Records Section is responsible for maintaining information on clearance rates and that clearance rates are not tracked within the Investigations Division.

CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of crimes that results in the prosecution of offenders prevents future crimes and provides much-needed closure to crime victims. As defined and measured by the FBI Uniform Crime Report (UCR), clearance rates are the benchmark for a department's effectiveness in solving crimes.

The UCR establishes strict three-prong criteria for clearing a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes, or the arrest of several persons may clear only one crime. Convictions or acquittals are not factored into clearance rates.

There are clearances via exceptional means, but the exceptions are minimal and result in not statistically sufficient numbers to warrant consideration for our purposes here. Examples include death of an offender or lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

The LPD case clearance rates can be seen in the following table. The LPD clearance rates are mostly comparable to other Colorado agencies. LPD has higher clearance rates than other Colorado agencies in rape, aggravated assault, and larceny. It has lower clearance rates in murder and burglary.

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TABLE 6-3: Reported Lakewood, Colorado, and National Crime Clearance Rates, 2023

Crime	Lakewood			Colorado			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	15	11	73%	372	292	78%	20,703	11,822	57%
Rape	122	43	35%	5,665	1,647	29%	198,687	53,118	27%
Robbery	231	74	32%	3,777	1,197	32%	214,935	59,473	28%
Aggravated Assault	796	427	54%	20,091	10,561	53%	845,782	390,525	46%
Burglary	961	106	11%	20,764	3,110	15%	796,483	114,725	14%
Larceny	4,772	933	20%	108,095	14,652	14%	4,254,880	639,552	15%
Vehicle Theft	1,470	124	8%	37,955	3,297	9%	1,031,839	85,045	8%

Note: *Clearances were calculated from crimes and clearance rates, as these numbers are not directly available from the FBI.

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POLICY AND TRAINING

LPD maintains its own departmental policies, instead of contracting with a third-party policy provider. The policy manual covers many issues related to the various Investigations units and details timelines for follow-up and case management. A review of the policy manual and questions during the on-site interviews found that the policy manual is outdated and no longer contemporary in many areas related to Investigations and that some practices no longer align with policy. Prior to our visit, the department recognized the need to update the policy manual and is undertaking that endeavor at this time. CPSM recommends that while updating the policy manual, leadership ensures that practices are accurately reflected in policy or that practices change to reflect intended policy. Part of the existing policy manual are specific investigations-related procedures. Because of the uniqueness of each unit, CPSM recommends the department develop a separate Investigations Manual or set of Standard Operating Procedures (SOPs) for the Investigations Division. Several of the recommendations in this section on criminal investigations can be completed through standards outlined in a Division Manual or SOP for Investigations.

New detectives are assigned to attend training based on their discipline and Sergeant. In addition, they receive on-the-job training from a senior detective. LPD does not have a specific training plan for detectives other than Interview and Interrogation and the New Detective Academy through the District Attorney's Office. Many of those interviewed attributed the inconsistent training to a lack of funds in the budget allocated to training. CPSM recommends a more formal training plan for new detectives supported by a sufficient budget allocation. A detailed training plan would include specific training related to the specialty where the detective is assigned. For instance, in addition to general detective training, a child sex crimes investigator would specifically receive training pertaining to investigating child sex crimes. The training plan should also include specific topics, investigations, and other things to be completed by the new detective. This training can often be accomplished through a checklist system. The new detective would work through the checklist with a senior detective or detective supervisor, similar to a patrol Field Training Officer (FTO) program. CPSM recommends that the training plan be included in a Detective Manual or SOP.

ON-CALL PROTOCOL

The Investigations Division has a robust on-call program that includes on-call response from detectives, as well as crime lab and victim witness personnel. Those on-call rotate on a weekly basis and are expected to respond to phone calls and significant events. Personnel (detectives and crime lab) are called out and expected to respond to events where patrol needs expertise or support to include overdose deaths, suicides, and search warrant writing. In CPSM's experiences this level of reliance on detectives is higher than most agencies. In our experience, patrol officers typically conduct investigations related to overdose deaths and suicides unless on-scene personnel determine the death is of a suspicious nature. Similarly, patrol supervisors and most officers are capable of writing search warrants and generally benefit from the experience—especially if the agent is interested in becoming a detective. CPSM recommends LPD raise the threshold of after-hours call-outs for detectives and the crime scene analysis team.

INDIVIDUAL UNITS

The LPD Investigations Division has 12 individual units that support the operations of the department. The units are separated under two Commanders based on perceived equity of workload within the disciplines. During our evaluation of workload, CPSM found the responsibilities of units were combined in untraditional ways. For example, the Burglary Unit also conducts robbery investigations. Additionally, due to space constraints the Theft, Juvenile/SRO, and Crimes Against Children units are co-located and away from the other units. This change in organizational structure occurred approximately six years ago. Prior to the change the Investigations Division was organized by person and property crime types. CPSM recommends revising the organizational structure of the Division to return to Property and Person Crimes Units format. This would require the Burglary unit to co-locate with Theft and Economic Crimes and would possibly involve transfer of personnel to the expanded Person Crimes Unit.

We found the methodology of supervision for open cases varied by supervisor. While some variation is expected, the Division would benefit from a structured check-in process to ensure cases are being actively worked and the supervisor is aware of the case status. This is especially important when detectives are submitting their work product in one supplemental report instead of writing individual reports to chronicle significant updates. CPSM learned that some detectives use a rolling narrative in MS Word while others write more frequent supplemental reports. The benefit of more frequent reports is that the supervisor is continually and automatically updated by the report and can better monitor the investigation. CPSM recommends LPD require all detectives to adopt a reporting writing format wherein detectives file supplemental reports throughout the investigation as opposed to a rolling narrative where one or two supplements are filed.

Person Crimes Unit

The current Person Crimes Unit handles all investigations related to crimes committed against persons. This includes lower-level harassment and neighborhood disputes and murder investigations. According to information provided by LPD, the Person Crimes Unit received 1,940 cases for follow-up in the 12-month period evaluated. Many of these cases were adjudicated by the unit's Sergeant due to a lack of leads or other reasons.

The seven detectives on the team split cases on a numerical basis and are not assigned to a sector of the city. Their caseload comprises homicide, attempt homicide, first degree assault, second degree assault, third degree assault, felony menacing, harassment, kidnapping, neighbor disputes, disorderly conduct, and other persons-related criminal cases that are not domestic violence-related. The team shares responsibility with the Family Crimes Team for sexual assault investigations where the victim is an adult.

Understandably, when a murder occurs, all detectives are pulled to that investigation to the detriment of the other cases. Cases are assigned based on workload to ensure that if a detective is the primary case agent on a murder they are not distracted by follow-up on lower-level crimes. When a unit or team has responsibility for a wide-range of cases, it is common for the lower-level crimes to receive less attention or priority. In order to ensure the lower-level crimes are given sufficient priority, CPSM recommends creating a General Crimes Unit within a newly formed Person Crimes Division to handle the investigation and follow-up of lower-level person crimes. The General Crimes Unit could be staffed by agents or rotational detectives who aspire to promote or transfer into a core or permanent detective role in the future.

The Persons Unit detectives are responsible for on-call coverage for criminal cases as well as death investigations. Criminal cases warranting an on-call response include shootings, stabbings,

sexual assaults, and other felony crimes. Death investigation cases for call-out include homicide, suicide, accidental, overdose, and suspicious deaths. As mentioned in the on-call section, the expected on-call response in Lakewood is higher than most other agencies. CPSM recommends the department raise the threshold for the on-call response from detectives. It should charge patrol agents with more initial investigations without the support of detectives or consider modifying the work hours of detectives to ensure a detective is on-duty during hours when their specialty is most likely needed.

Family Crimes Team

The Family Crimes Team (FCT) is responsible for the investigation of all crimes that are domestic violence-related, elder/at-risk adult-related, and adult sexual assaults. Members of the FCT also respond to officer-involved incidents as members of the Critical Incident Response Team (CIRT) and to Child Abduction Response Team (CART) investigations—which are multijurisdictional, county-wide response teams.

Currently, the FCT consists of seven full-time detectives, one full-time sergeant, and one full-time civilian investigative technician. Three of the assigned detectives are also trained to assist the Persons investigative team with primary on-call responsibilities that are scheduled throughout the calendar year. The FCT was assigned 1,535 new cases during a 12-month period. Detectives assigned to the FCT work out of the Porch Light Family Justice Center on two-week rotations.

FCT detectives handle all stages of domestic violence (DV) investigations and follow-up. Detectives on the team split cases on a numerical basis and are not assigned to a sector of the city. Their caseload may comprise homicide (primary on-call detectives), attempt homicide, first degree assault, second degree assault, third degree assault, felony menacing, harassment, kidnapping, sexual assault, and other persons-related criminal cases which are DV or elder/at-risk adult-related. Adult sexual assault investigations are shared between FCT detectives and Persons Team detectives to share the workload. Criminal cases warranting a primary on-call detective response include shootings, stabbings, sexual assaults, and other felony crimes. Death investigation cases for call-out include homicide, suicide, accidental, overdose, and suspicious deaths. The on-call FCT detective is also responsible for writing search warrants for patrol in exigent circumstances; here again, CPSM recommends revising the call-out protocol so that the Patrol Division is less reliant on detectives for frequently occurring events.

The civilian investigative technician assists detectives with processing crime scenes for responses that do not require a response from crime lab personnel. Additionally, the investigative technician is assigned cases that may only require minimal follow-up such as records retrieval 911/CAD requests, victim phone calls/notifications, investigative bulletin creations, felony case return filings for property related crimes, etc. Additionally, the FCT investigative technician is trained in Night Hawk, which is cell phone analysis software, to aid detectives in their digital investigations.

Similar to other units, staff assigned to FCT receive limited training related to their discipline. This is in part due to a lack of discipline-specific training in Colorado for domestic violence investigations. Detectives receive training in homicides, strangulation, and interview and interrogation. The prior recommendation for a detailed training plan and commensurate funding applies here in addition to working with Colorado POST to ensure relevant training courses are offered and developed.

Burglary/Robbery Unit

The Burglary and Robbery Unit has investigative responsibility for property crimes including burglary, criminal mischief, trespassing, tampering, and the violent crime of robbery (armed and unarmed). The Burglary/Robbery Unit also has organizational jurisdiction for felony animal crimes and arsons. The unit is staffed with one Sergeant, four detectives, and three civilian positions (Pawn Technician, Investigative Technician, and Crime Analyst).

The LPD is to be commended for its use of civilian personnel for conducting higher-level work than is done in many other agencies. In this case the pawn technician is responsible for conducting monthly pawn inspections, background investigations, and managing inventory holds based on police requests, both internally and from other jurisdictions.

The pawn technician is also responsible for booking evidence; using the various police databases; serves as a police department liaison for pawn shop managers, pawn clerks, the general public, and other jurisdictions; submits monthly stats related to pawns; provides training to pawn shops; serves as the city's lead for LEADS online; and manages a caseload mostly related to pawn but will also assist with burglary cases as needed.

In addition to carrying a caseload, the investigative technician handles video surveillance review, contacts victims, obtains additional information, takes initial reports, works closely with storage facility management, obtains video from commercial businesses, handles crime scene investigation (CSI) for the unit and other units, assists on search warrants, and provides disposition on assigned cases. In addition to these primary duties, the technician handles firearm NIBIN testing, including following proper chain of custody and test firing the firearm.

Crimes Against Children

The Crimes Against Children (CAC) Unit is responsible for the investigation of crimes with child victims, including child abuse/death, internet crimes, trafficking, child custody issues, and sexual assault. In a 12-month period, the CAC team was assigned 443 cases or an average of six new cases per detective each month. The team is staffed with one sergeant, six detectives, and one investigative technician. The team staffs a rotational on-call detective and participates in the Critical Incident Response Team. One position assigned to a task force is presently vacant.

The unit has a backlog of Internet Crimes Against Children (ICAC) cases where the National Center of Missing and Exploited Children (NCMEC) has reported possible child pornography violations based on internet address. Unfortunately, the CAC does not have the resources to investigate each case and reported a historic backlog that had to be worked via overtime. The CAC does not have software that expedites the review of digital files by using complex algorithms to electronically screen files and flag files of suspected child pornography. CPSM recommends LPD consult with NCMEC on the availability of software programs to prescreen files for child pornography and the potential for NCMEC to fund the software to expedite the review of suspected electronic storage systems. CPSM is aware of other jurisdictions that have similar programs funded by NCMEC or Federal law enforcement partners.

Similar to other units, the team does not receive discipline-specific training with the exception of the Internet Crimes Against Children (ICAC) Conference and Forensic Interviewing. This training is funded by an outside agency. The previous recommendation regarding a fully developed and funded training program for detectives applies here as well.

A promising practice for the CAC detectives is a requirement for a regular check-in with a police psychologist due to the sensitive nature of their work. CPSM sees this as a best practice

and applauds the department for instituting the check-in program and encourages its expansion to other areas to include undercover task forces.

Theft

The Theft Unit is comprised of one sergeant, five detectives, and one investigative technician. The theft unit reviews approximately 920 cases per year that include embezzlement, all types of retail and personal theft, auto theft, theft from vehicles, and trespassing. Cases are assigned based on geography from four geographic districts and the Mills Mall. The Theft detectives conduct the majority of criminal filings for criminal reports in their discipline, to include cases from patrol. Similar to the recommendation of the larger Investigations Division, CPSM recommends the administrative work of case filings be performed by civilian personnel. Also similar to other units the investigative technician is an asset to the Theft Unit; the technician performs critical tasks that aid in the assessment or preliminary investigation of cases.

In 2023, the Theft Unit used grant funds to implement a program designed to harden the targets of vehicle theft. The program used theft deterrent devices and placed GPS tags in vehicles. While the program only assisted in the recovery of one vehicle, CPSM applauds the creativity and proactive approach to solving a challenging crime prevention problem.

Economic Crimes

The Economic Crimes Unit in the Lakewood Police Department is responsible for investigating financial crimes, including elder abuse-related financial crimes. Commonly, these crimes include forgery, fraud, possession of financial transaction devices, and criminal impersonations. The unit also receives all cases involving scams and counterfeit money. The unit is located with the Person and Family Crimes Units. CPSM recommends co-locating the ECU with the Theft and Burglary units as part of the reconstituted Property Crimes Section.

The team of one sergeant, four detectives, and one investigative technician reported processing more than 1,300 cases per year. Many of the cases assigned to Economic Crimes are processed by the technician since the cases have no workable leads and only require victim outreach and support.

Much as in other units, the investigative technician plays a crucial role in mitigating the work of detectives by gathering video surveillance, bank records, credit card numbers, counterfeit bills, and serial numbers. The technician also books property, creates photo line-ups, assists in search warrants, and performs other tasks. Once the technician completes the reports the cases are then reviewed by the Sergeant to determine if they should be assigned to a detective for further investigation. About 600 cases a year are assigned to the technician.

While all the members of the ECU are part of the International Association of Financial Crimes Investigators (IAFCI), the team does not receive specific financial crimes-related training. The previous recommendation regarding a fully developed and funded training program for detectives applies here as well.

The ECU technician is also the point person in the unit for victim outreach and support. Many crimes, especially fraudulent scams, are unable to be prosecuted. The technician works with these victims by sending out identity theft packets, scam brochures, and other information to help victims protect their credit and not become a victim again. The technician also provides community presentations at senior centers on how to avoid falling victim to financial scams. The ECU investigative technician also assists the detectives in presenting training to the Jefferson County Regional Police Academy on the investigation of financial crimes.

Juvenile Crime Unit/SROs

The Juvenile Crime Unit (JCU) is responsible for the investigation of crimes committed by juveniles and runaway reports. The JCU includes LPD's six School Resource Officers (SROs), who provide services to the public high schools and middle schools located in Lakewood. Total personnel in the JCU are one Sergeant, two detectives, seven SROs, and one investigative technician. One SRO position is currently vacant. The JCU program, to include the SROs, are funded by the City of Lakewood. The funding of SRO programs is a frequently debated topic in local communities. While the SRO program strengthens the relationship with students, it also benefits the local school by fostering a safe environment that enhances learning. CPSM recommends the city explore a partnership with the Jefferson County School District to share funding of the SRO program.

One SRO is assigned to each of four public high schools and the remaining SROs serve the middle schools. A dated Memorandum of Understanding exists between the LPD and the Jefferson County Public Schools. According to LPD staff, the MOU is currently being revised. The current MOU does not articulate the role of the SRO on the school campus and state their intended involvement in criminal vs. non-criminal matters. CPSM recommends that the revised MOU clearly define the role of the SROs so that school administrators and the LPD have a clear understanding of the role of the SRO and to limit the SROs' involvement in school-related discipline.

Much like other investigative technicians in the Investigations Division, the unit's technician is a critical component of the unit. The technician is the department's representative for the county-wide Tracked Juvenile Offenders program and conducts daily follow-up and investigation on active runaways. The technician tracks Safe-2-Tell reports and assists other investigative units with a variety of investigative tasks. Lastly, the investigative technician handles the coordination of the JCU Discover the Blue program and ther Youth Police Academy.

Special Investigations Unit and Sex Offender Apprehension and Registration (SIU/SOAR)

The SIU/SOAR Unit conducts specialized investigations and sex offender registration and compliance. SIU has one sergeant who supervises SOAR, two detectives, and one civilian technician assigned and conducts investigations on sensitive matters as well as vice-related crimes related to prostitution, alcohol, massage establishments, and others. SIU also gathers intelligence on criminal syndicates. Agents assigned to the ATF and FBI task forces are under the auspices of SIU. Presently, one ATF task force position is vacant. CPSM recommends reassigning the detective in ATF to SIU to augment existing resources or to another task force, such as Human Trafficking.

SIU maintains confidential files and cash for confidential informants. CPSM inspected the files and did not find any issues with their storage as the files are kept in a locked file cabinet inside a locked office and the reported controls in place for handling cash are aligned with best practices.

SOAR conducts registration and compliance checks of Lakewood's sex offenders. Two investigative technicians conduct the required registrations and two detectives conduct enforcement and case filings.

The SIU/SOAR team is co-located with the SET Team, which is a high-profile crime reduction team. Given the covert nature of SIU and quasi-covert nature of SET, CPSM recommends moving SET from Patrol and including them as part of the Investigations Division.

West Metro Drug Task Force

The West Metro Drug Task Force (WMDTF) is a multijurisdictional undercover drug task force led by a Commander from the Jefferson County Sheriff's Office. The LPD supports the task force with one Sergeant, four detectives, and one investigative technician. Additionally, there is a 5th detective position that has been unfilled for some time. Task force personnel respond to neighborhood complaints, work with confidential informants, and conduct other covert operations in support of interrupting the sales and transportation of controlled substances. While the personnel are mostly funded through the general fund, the assigned personnel receive training and some funding through the HIDTA. While a regional task force is a force multiplier for the agency and an opportunity for agents to gain experience outside of Lakewood, as drug laws change in Colorado, CPSM recommends that LPD evaluate the return on investment for the number of personnel assigned to the WFDTF against other department priorities.

Colorado Metro Area Auto Theft

The Colorado Metro Area Auto Theft Task Force (CMATT) is a regional task force led by an LPD Commander; it prioritizes the investigation and apprehension of criminal offenders associated with auto theft. LPD staff reports that Colorado has the highest per capita auto theft rate in the U.S. and that the regional approach by CMATT has reduced the incidence of auto theft in the Metro region, especially in high-incidence areas. The team uses conventional tactics like bait cars, informants, air support, and surveillance to identify and apprehend auto theft suspects.

The CMATT endeavors to conduct monthly operations in each jurisdiction of a member agency. One of the frequent complaints of task forces is the lack of presence in some jurisdictions, CPSM applauds the commitment to ensuring a presence in all member agencies to demonstrate the value of the task force to those that have a lower incidence of crime.

The City of Lakewood is the fiscal agent and receives partial reimbursement funding from the State of Colorado Auto Theft Prevention Authority through state funding.

Crime Lab

The Crime Lab is located in an off-site facility. The personnel assigned to the Crime Lab conduct crime scene investigations for major crimes as well as process items of evidentiary value.

The LPD Crime Lab is composed of two teams, Crime Scene Analysts and Digital Forensics. This team includes a total of nine civilian employees. The supervisor provides support for both teams. The team provides crime scene and digital evidence processing and analysis.

Crime Scene Analysis

The team consists of four full-time employees. The team provides crime scene services to the Lakewood and Wheat Ridge Police Departments. A MOU between the two departments provides financial support for the hiring of one full-time employee. This team shares on-call responsibilities individually, wherein each team member assumes on-call responsibilities one week at a time and generally every third week.

The team responds to major felony investigations including homicide, sexual assault, and attempted homicides. The team also responds and processes scenes of fatal traffic accidents and suspicious death investigations, including all suicides regardless of manner or obvious signs of self-inflicted injury. Additionally, the team supports the Investigations Division by documenting and collecting evidence during the execution of search warrants and processes evidence for detectives. The Crime Scene Analysis Team is part of the Jefferson County Critical Incident

Response Team (CIRT) for officer-involved incidents and is the primary lab for 5 to 20 officer-involved incidents per year throughout the county.

In addition to scene response, team members are trained in Bloodstain Pattern Analysis, drone operations, Footwear / Tire Track Analysis, and Crime Scene Reconstruction. They provide expert testimony and case examinations in these disciplines. The team provides Police Academy training, CSI/CSO training, and community engagement events. The team is supported by two vehicles for call-outs and daily response; it has the traditional equipment to conduct its work in a professional manner. Team members maintain a certification from the International Association for Identification.

LPD sends identification-related evidence, such as latent fingerprints, DNA, drugs, and guns to the Jefferson County lab where the City of Lakewood funds three positions.

Digital Forensics

The team consists of two full-time employees and two part-time employees (one of which ends his employment in January 2025). The team aids other agencies throughout the state on a case-by-case basis.

The team provides all levels of digital forensic examinations including video / audio analysis, and cell phone, computer, and tablet download and analysis. The field services provided by the team include video surveillance download, device triage, and RAM downloads. The Digital Forensics Team has a host of tools available for the extraction of digital evidence and maintains certification through IASCIS.

The team does not cover an on-call schedule but responds during off hours as needed.

The combined workload of the Crime Lab unit is shown in the following table.

TABLE 6-3: Crime Lab Unit Workload, 2022–2024

Year	Digital Evidence Devices	Crime Scene Responses
2024	175*	228*
2023	191	292
2022	184	341

Note: *2024 is partial year data.

Similar to the response by Detectives, the Crime Scene Analysis Team responds to scenes that are commonly handled by patrol officers. CPSM recommends LPD revise the threshold for the involvement of the Crime Scene Team in cases such as overdose and suicide.

Victim Witness

The Victim Witness program is comprised of one supervisor, six full-time, two part-time, and 14 volunteer advocates. The VW program provides on-scene support and follow-up within 24 hours of a crime. While the service is available to nearly all victims, the primary people served are victims of a violent crime and their families. The Victim Witness advocates work collaboratively with advocates from the criminal courts and Family Justice Center.

The City of Lakewood is to be commended for funding this victim-centered program out of the general fund and not relying on Federal or other grant funds, which would make the program vulnerable to external funding pressures.

Crime Analyst

The crime analyst assigned to the Investigations Division is a relatively new assignment. Prior to January 2024, the LPD had two general analysts whose duties overlapped. The LPD bifurcated the roles and now has one analyst assigned to Patrol and the other assigned to Investigations. The Investigations analyst generates investigatory leads for detectives by conducting analysis of cell phones, social media, and video and is available for call-back to support in-progress investigations of major crimes.

Most of the work of the analyst is performed through a manual process of data extraction, while the LPD uses a regional software sharing platform and information sharing meetings to identify regional crime trends and connections, CPSM has heard from multiple sources about the challenges of extracting meaningful information from the LPD's NICHE RMS. While this information sharing platform allows for sharing of static reports and records management information, it does not facilitate the sharing of digital evidence or videos.

The policing profession has seen, and continues to see, an increase in both regional crime trends and a transitory nature of crime, as well as an increase in video evidence and usage. These factors have increased the need for dynamic information sharing of more than just police reports. While not the only solution in the marketplace, a solution similar to Peregrine Technologies enables for real-time information sharing of BWC, ALPR, traffic cameras, and records through a single sign-on, as well as the ability to extract relevant information for detectives and command staff from an RMS though a single search system. Additionally, if adopted by other agencies, the power of the system is multiplied by the number of regional agencies that share information. CPSM recommends LPD evaluate and invest in data integration software that provides a single source for conducting analysis and sharing of information.

Task Forces

The department participates in two local task forces and several Federal task forces. The local task forces were previously included in the specific unit details. LPD participates in the Drug Enforcement Administration (DEA) Regional Task Force through an assigned agent in the West Metro Drug Task Force, and the Division of Alcohol, Tobacco and Firearms Raven and the FBI Safe Streets Task Force through personnel assigned to the Special Investigations Unit. Although these assignments sometimes take LPD detectives to other jurisdictions, the other participating agencies also come to Lakewood to help with crimes in LPD's jurisdiction. Our on-site interviews show that the system works well and is a force multiplier for LPD in major cases when assistance is needed.

Investigations Division Recommendations:

- CPSM recommends that LPD implement a program within patrol that pre-screens cases and only forwards those that require follow-up for a criminal investigation, or other department based criteria, to the Investigations Division. (Recommendation No. 51.)

- CPSM recommends the Executive Team and the Investigations team review the approach and prioritization of cases for each detective unit to ensure the prioritization of work aligns with the direction and strategic plan for the organization. Once the review is complete, we further recommend the process of prioritization be formalized in an Investigations Division Manual or SOP. (Recommendation No. 52.)

- CPSM recommends evaluating the process of when cases are forwarded to Investigations instead of being returned to Patrol for follow-up or adjudicated by a single reviewer, and only those determined to be workable be forwarded for follow-up. (Recommendation No. 53.)

- CPSM recommends the department reassign personnel from Records or hire other administrative staff to prepare cases for the filing of a criminal complaints, (Recommendation No. 54.)

- CPSM recommends that while updating the policy manual, leadership ensures that practices are accurately reflected in policy or that practices change to reflect intended policy. (Recommendation No. 55.)

- CPSM recommends a more formal training plan for new detectives supported by a sufficient budget allocation and that the training plan be included in a Detective Manual or SOP. (Recommendation No. 56.)

- CPSM recommends LPD raise the threshold of after-hours call-out for detectives and the crime scene analysis team. (Recommendation No. 57.)

- CPSM recommends revising the organizational structure of the Division to return to a Property Crimes Section and Person Crimes Section format. (Recommendation No. 58.)

- CPSM recommends LPD require all detectives to adopt a reporting writing format where detectives file supplemental reports throughout the investigation as opposed to a rolling narrative where one or two supplements are filed. (Recommendation No. 59.)

- CPSM recommends creating a General Crimes Unit within a newly formed Person Crimes Section to handle the investigation and follow-up of lower-level person crimes. (Recommendation No. 60.)

- CPSM recommends LPD consult with NCMEC on the availability of software programs to prescreen files for child pornography and the potential for NCMEC to fund the software to expedite the review of suspected electronic storage systems. (Recommendation No. 61.)

- CPSM recommends co-locating the ECU with the Theft and Burglary Units as part of the reconstituted Property Crimes Section. (Recommendation No. 62.)

- CPSM recommends the city explore a partnership with the Jefferson County School District to share funding of the SRO program. (Recommendation No. 63.)

- CPSM recommends that the revised SRO MOU clearly define the role of the SROs so that school administrators and the LPD have a clear understanding of the role of the SROs and to limit the SROs' involvement in school-related discipline. (Recommendation No. 64.)

- CPSM recommends moving SET from Patrol and including them as part of the Investigations Division. (Recommendation No. 65.)

- CPSM recommends that LPD evaluate the return on investment for the number of personnel assigned to the WFDTF against other department priorities. (Recommendation No. 66.)

- CPSM recommends LPD revise the threshold for the involvement of the crime scene team in cases such as overdose and suicide. (Recommendation No. 67.)

- CPSM recommends LPD evaluate and invest in data integration software that provides a single source for conducting analysis and sharing information. (Recommendation No. 68.)

SECTION 7. SUPPORT SERVICES DIVISION

The Support Services Division is commanded by a Division Chief whose primary responsibility is to provide general management, direction, and control for the Division. The Division consists of the Records Section, the Emergency Management Section, and what was the Community Services Section (CSS). The CSS consists of the Animal Control Unit, Code Enforcement Unit, Property and Evidence Unit, DRVR Team, and Niche RMSC. The former Community Services Section Commander was reorganized, leaving the units under that section to be overseen directly by the Division Chief.

RECORDS SECTION

Contrary to the common perception that functions performed in law enforcement records units are simple tasks such as filing reports and providing copies as needed, there is an exhaustive list of duties performed. Many of these duties are closely regulated by Federal and state laws to protect the privacy of individuals and to ensure compliance with mandated functions. The following is a list of many of the general duties performed, most of which are daily tasks (this list is not all-inclusive and some duties may have been reorganized since the CPSM visit):

- Reviewing and processing citations and incident reports.

- Conducting criminal history checks.

- Answering telephone calls related to the operation of the records.

- Handling walk-in customers at the front desk.

- Organizing and maintaining reports in various databases.

- Uploading and maintaining digital photographs.

- Maintaining records on incarcerated individuals.

- Responding to document, video, and/or photographic image requests from the public and law enforcement/criminal justice community.

- Accepting fees for fingerprinting, vehicle releases, copies of reports, and preparing and distributing reports for prosecutors and others.

- Maintaining information on local wanted/missing persons and property in local, state, and Federal databases.

- Accepting and processing various civil papers for service.

- Monitoring and responding to requests received through the agency's central email box.

- Responding to requests for the release of various documents/tapes/ photographs as required under the Freedom of Information.

- Preparing statistical reports for the State of Colorado and the Federal Bureau of Investigations.

- Sex offender registration

Department policy traditionally addresses the Records Section's functions, purpose and scope, responsibilities, file access, and security and confidentiality. It also addresses records maintenance and release and comprehensively describes the responsibilities of records custodians. CPSM reviewed the policy and found it to be complete and compliant with industry standards.

The Records Section is located inside the police building. Records staffs a customer service window inside the front lobby. The Section is open to the public Monday through Sunday, 8:00 a.m. to 8:00 p.m.

The Records Section is divided into three units: Records, Telephone Reporting Unit/Desk, and Criminal History; however. several tasks are comingled.

Records Section Staffing

A civilian records manager is directly accountable to the Division Chief and is responsible for the Section's daily management and supervision of 29 full-time employees and seven variable employees. At the time of the CPSM site visit, the Records Section had one police information system analyst vacancy. Following is a list of all the positions within the Records Section:

- (1) Records Manager.

- (3) Records Supervisors.

- (1) Police Fugitive Warrant Technician.

- (1) Police Support Specialist.

- (1) Police Information Validation Technician.

- (1) Police Records Compliance Coordinator.

- (1) Police Records Administrative Technician.

- (2) Police Information System Analysts.

- (14) Police Management Technicians.

- (3) Variable Police Management Technicians.

- (2) Criminal Fingerprint Technicians.

- (1) Variable Fingerprint Technician.

- (3) Patrol Support Technicians.

- (3) Variable Patrol Support Technicians.

The following table delineates how the Records staff is assigned to their units.

TABLE 7-1: Records Section Staffing Assignments

	Records	Telephone Reporting Unit	Criminal History (Specialist)	Fingerprint Tech
Supervisor	*3	1	1	
Full Time	21	3	7	2
Variable	3	3		1
Total	**27**	**7**	**8**	**3**

Source: Lakewood Police Department. **Note:** *Includes Records Manager.

The Lakewood Police Department's Records staff performs most of the functions listed. Although staff is divided into units, they cover for each other as the need arises. The majority of the staff is cross-trained in all Records Section tasks. However, some staff are not cross-trained because it would not be within their scope of responsibility due to job classifications or specialty.

The Records Section has a 24-hour, seven-day-a-week schedule divided into various work shifts. The front desk/telephone unit is open to the public daily from 6:00 a.m. to 8:00 p.m. CPSM was informed that new operating hours were being considered, including closing Records during the overnight hours.

Approved police reports are transmitted to Records in electronic and paper form, processed, scanned, and converted into digital format. They are automatically assigned a file number, coded, and categorized. Upon completion of the process, the reports are "unit tasked" for accuracy and finalized for statistical input before being filed for retention. CPSM was advised that the "unit-tasked" reports were backlogged by 12,000 reports.

The Lakewood Police Department Records Section is one of the largest CPSM has encountered in a police department of this size. Currently, the Records Section is staffed with 36 employees, which includes variable employees. This has created a need for 14 civilian classifications to accommodate all the employees in the Section. CPSM believes that several of the positions can be consolidated to reduce Records staffing and the personnel moved to in other areas of the department which need administrative support. CPSM was informed that having so many employees has created inefficiencies, has led to "specialty" work to accommodate classifications, and has generated a reluctance to ask some senior staff to cross-train because it would create a perception of doing a lesser task. Additionally, the Records Section has under its supervisory purview the fingerprint technicians; they would better be managed by the Crime Lab. The Records supervisors acknowledge that they have little fingerprint technical knowledge to support the technicians.

The Records Section has no written guidelines or directives to specify functional processes or to deconflict agent data entry needs.

Records Retention
The Records Section manager is the department's Custodian of Records. The Records manager coordinates and manages the retention, archiving, release, and destruction of department public records. According to the Records Section, purging or destroying records is not done as a matter of practice, and they still retain records back to 1970. CPSM was advised that Records does do not follow the state mandates or separate retention schedules specifically addressing the responsibility for the destruction of department public records and specifically the Colorado Open Records Act.

Records Management System

The Lakewood Police Department uses the records management system NICHE, an integrated law enforcement software platform implemented in 2019. Records staff report the system to be cumbersome and difficult to use. However, they reported no interface issues among the various department programs, such as eCourts or LiveScan; however, staff was unclear whether the platforms actually had the capacity to interface. They report that the RMS is slow to function due to its age. However, it meets the very basic functionality of the Records Section's needs.

FBI UCR Reporting

The Federal Bureau of Investigation produces a Uniform Crime Report (UCR) annually, which provides comprehensive crime and other law enforcement data for agencies nationwide. States provide this data after collecting and processing data received from local agencies.

The Records Section reports crime data and clearance rates to the Federal Bureau of Investigations yearly and to the Colorado Bureau of Investigations monthly. All data reported to the FBI was found to be up to date. However, the Records Section reported it is not meeting the Colorado state requirement and is approximately three months behind.

Criminal History Unit

The staff assigned to the Criminal History Unit are responsible for all criminal history data inquiries and inputs. This also includes the processing of fugitive warrants, retrieving warrant information, and data entry onto the city mainframe computer system. All staff assigned to the unit process specialty data and conduct data entry. CPSM learned that all Records staff have the capacity to do this "specialty" work and that can create redundancies. For example, some data touches multiple staff members in the processing for final disposition.

Telephone Reporting Unit

The Telephone Reporting Unit or the "TRU Desk" is responsible for staffing the public front desk located in the lobby. They assist the public via telephone or walk-in for crime reporting or for public information. As mentioned, the public front desk hours of operation are from 6:00 a.m. to 8:00 p.m., seven days a week. All requests for copies of police reports are referred to a separate records window where Records staff will assist and collect applicable fees.

Payment Options

Records staff accepts payment for fees from the public for a variety of police services such as accident reports, sex offender registration, and notary services. The Lakewood Police Department Records staff accepts cash and credit card payments at the front lobby records window. The unit retains $100 in cash for change, and the transactions are reconciled at the start of the next business day. Daily and weekly accounting reports are prepared for money counts and require a supervisor's signature. The daily money deposit is made to the department's Fiscal Division for deposit to the city's general fund.

Cash transactions present an unnecessary risk to the city and the department. CPSM is not inferring that any suspicious activity has occurred at the Lakewood Police Department. On the contrary, the system in place serves to minimize the risk. However, CPSM does maintain that cash transactions present an unnecessary risk to the city, the department, and its staff. Payment policies should be revised to eliminate the acceptance of cash.

Training

Training for the Records Section staff consists of a one-time basic records management course and "on-the-job" training. Personnel do not receive formal ongoing or in-service update training. Additionally, supervisors in the records unit do not receive supervisory training.

Records Section Recommendations:

- CPSM recommends that a formal plan be developed to reduce the Records Section's backlog of 12,000 unit tasks. (Recommendation No. 69.)

- CPSM recommends that the Records Section comply with the Colorado Open Records Act and appropriately dispose of stored records. (Recommendation No. 70.)

- CPSM recommends that the Lakewood Police Department continue to research and implement viable solutions to make the NICHE System user-friendly and meet the efficiency needs of the Records Section. (Recommendation No. 71.)

- It is recommended that the Records Section develop a formal plan to meet the crime clearance reporting requirement of the State of Colorado. (Recommendation No. 72.)

- It is recommended that an audit be done of the Records workflow process to identify and eliminate redundancies. (Recommendation No. 73.)

- CPSM recommends that a job function audit be conducted to consolidate job tasks and eliminate "specialty work" and that the department consider reorganizing staff in order to support other administrative areas of the department. (Recommendation No. 74.)

- CPSM recommends the department eliminate the acceptance of cash at its public window as a payment option for department services or records. (Recommendation No. 75.)

- It is recommended that end users of the records management system be surveyed to determine needs for optimal utilization. (Recommendation No. 76.)

- CPSM recommends that a written guidebook or directive be developed to formally establish functional processes and deconflict data entry requirements by Records staff and patrol agents. (Recommendation No. 77.)

- CPSM recommends that Records staff receive continuing education training related to their duties and career development. (Recommendation No. 78.)

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EMERGENCY MANAGEMENT SECTION

The Emergency Management Section is staffed by one civilian manager and is overseen by the Division Chief. The Emergency Management Section is responsible for planning and coordinating all emergency services for the City of Lakewood.

A review of the Emergency Management Section found that its primary function is to be the City of Lakewood's Emergency Management Services as dictated by the Lakewood City Municipal Code 1.25 through 1.27.

Currently, the Emergency Management Section (EMS) has no role in the day-to-day operations or planning special events for the police department. Its primary duty is to support the city's mission in emergency preparedness. The EMS was moved under the police department approximately nine years ago from the city's Public Works Department only because it was a first responder department.

Due to EMS having no role in emergency operations planning for the police department. CPSM did not conduct a complete assessment of the specific function and responsibilities of this position.

Emergency Management Recommendation:

■ CPSM recommends that the Lakewood Police Department consider working with the City of Lakewood to move the Emergency Management Section back under city management. (Recommendation No. 79.)

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COMMUNITY SERVICES SECTION

The Community Services Section existed under the Support Services Division until recently, when the Section Commander was removed and assigned to another section outside the Support Services Division. The Community Services Section no longer exists; however, the four active units of Animal Control, Code Enforcement, Property and Evidence, and DRVR Team are currently under the direct supervision of the Division Chief.

Animal Control Unit

The Lakewood Police Department has eight civilian animal control staff who collectively provide coverage work seven days a week from 6:00 a.m. to 7:00 p.m. Currently, the unit is fully staffed, consisting of one supervisor, one business specialist, and six animal control officers. CPSM was informed that the staffing is sufficient to handle the workload.

The animal control officers enforce state statutes and city animal control ordinances that regulate animal care and welfare, investigate citizens' complaints of animal neglect or nuisance, and respond to loose, injured, or dead animals on public property and city roads. The Animal Control Unit also responds to all wildlife calls in the City with an occasional partnership with the Colorado Parks and Wildlife Department. The animal control officers have attended animal control training, participated in a 12-week structured program, and attended updated training online and in-person continuing education to maintain two Animal Welfare and Control certifications. At the time of the CPSM site visit, all ACOs were current with their training.

The ACOs use fully outfitted vehicles, including temperature-controlled cages. The unit fleet includes four vehicles: two trucks and two vans. The unit is fully equipped with industry-standard animal control devices that are in good working order. CPSM noted that the unit is well-equipped.

There are no kennels in the police department facility for temporary housing of animals; the department uses the regional animal shelter for all animal housing needs.

Historically, animal services have dealt with municipal violations relating to animals and have mainly focused on animal licensing and vaccinations, loose animals, animal bites, and neglect cases. Dealing with animal-related calls for service on a seven-days-a-week basis is advantageous. However, community engagement is limited to social media posts and the unit has a small role in participating in the police department's citizen's academy. Given the need for animal services in the area and encounters with wildlife, establishing a community engagement program would benefit the department and community.

Animal Control Unit Recommendation:

■ CPSM recommends the unit develop a community engagement program that includes educating the community about animal encounters and that the unit be encouraged to participate in community events. (Recommendation No. 80.)

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Code Enforcement Unit

The Lakewood Police Department's code enforcement officers work with the community to enforce and ensure compliance with nuisance and zoning municipal codes, enhancing the city's quality of life. Their duties include enforcing fences and graffiti, parking regulations, overgrown vegetation, illegal signs, outside storage and trash, and unlicensed, inoperable vehicles on private property.

The Code Enforcement Unit is fully staffed with one supervisor and four code enforcement officers; they work Monday through Friday, 8:00 a.m. to 5:00 p.m. The supervisor reports directly to the Division Chief. The unit's method of operation is primarily reactive to community complaints; however, it also takes a proactive stance on major city corridors. The four code enforcement officers are each assigned a geographic section of the city and work in those areas to address quality-of-life issues.

According to the Code Enforcement Unit, they handle approximately 6,500 calls for service a year and self-initiate approximately 2,000 activities. The unit is part of a city-wide service request system where the community can report violations online. The calls for service are then routed to the unit for appropriate action. CPSM was informed that the workload was manageable and supported by the department's command staff. Additionally, the unit felt it had the necessary resources to accomplish its mission.

All unit staff are members of the Colorado Association of Code Enforcement Officials and the American Association of Code Enforcement. As members, each officer regularly receives certifications and ongoing training in code enforcement. At the time of the CPSM site visit, all code enforcement officers were up to date on their training and certifications.

CPSM has no recommendations.

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Property and Evidence Unit

Property management is one of the most important jobs in police operations. Increased drug law enforcement, the use of DNA testing, and other developments have greatly complicated the task of logging, tracking, storing, and inventorying evidence in recent years. The two biggest challenges in operating a property room are avoiding mismanagement and incidents such as missing monies or drugs, which raises concerns about corruption. To oversee the property function effectively, managers must understand the necessary procedures, be aware of the liabilities, and continually search for ways to improve the system.

Property rooms are usually overcrowded, so unnecessary items should be disposed of regularly. Safeguards include proper packaging, lockers, and security measures. Computer software and other technology can automate much of the property management operation. Police agencies should also have clear policies and procedures regarding property room management. The intake, processing, storage, and disposal of evidence and property are important and high-risk functions of any law enforcement agency.

Careful management is especially needed for weapons, narcotics, dangerous drugs, currency, and jewelry. Police agencies across the country regularly face consequences of mismanaged property and evidence sections, resulting in terminations and arrests of police employees, from janitors to police chiefs, for thefts of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits have revealed unaccounted-for property and evidence that led to the termination of police executives. However, they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to effectively managing the property and evidence function to ensure community trust and confidence.

National organizations such as the International Association of Police Chiefs, the U.S. Department of Justice, and the International Association for Property & Evidence (IAPE) offer reports, training, and other material to ensure a high quality of professional standards in property and evidence sections. CPSM found that all Lakewood Police Department Property and Evidence staff have completed "best practices" training provided by IAPE. There are no state or local mandates for required training for the Property and Evidence staff.

Staffing and Operations
The personnel assigned to the Property and Evidence (P&E) Unit are:

- One Property Service Supervisor.

- Seven Property Technicians.

Note: During the CPSM site visit, the unit had one property technician vacancy.

Hours of Operation
The operational hours of P&E are Monday through Thursday, 6:00 a.m. to 6:00 p.m.; Fridays, 6:00 a.m. to 5:00 p.m.; and Sunday, 8:00 a.m. to 6:00 p.m. Currently, there is no Saturday shift, although the department is looking to add one from 9:00 a.m. to 7:00 p.m. In an emergency after hours, the property supervisor or the senior property technician can respond to secure evidence or property as needed.

Policy & Administrative
The Property and Evidence Unit is governed by policies that guide general procedures, such as how officers book evidence and property into the system. All policies are reviewed and approved by CALEA. Our review of the Lakewood Police Department Policy PP-7400, Property

and Evidence Unit, showed the policy meets industry standards and those standards expected by the International Association for Property and Evidence (IAPE). The Property and Evidence policies guide the property room management and how evidence is processed. We found the policy reflects recent updates and current law enforcement standards in support of CALEA accreditation. CPSM recommends all P & E custodians become formal members of the IAPE and use available training and resources to develop a unit manual. By achieving these objectives, the custodians can offer industry-standard recommendations to the command staff as well as develop proven methods to resolve any property-related issues that emerge.

Software Systems

The Lakewood Police Department utilizes the Niche RMS software for cataloging and tracking all drug and property evidence. The RMS system allows for the entry of all items into the system, label creation, and tracking of storage location and chain of custody records. CPSM found that the RMS product meets state and federal regulations and statutes; it facilitates the inventory of property and evidence and integrates with other internal systems such as Evidence.com. The evidence tracker system uses bar code technology to assign a bar code to every piece of property. From the initial intake process forward, items are tracked using the bar code.

During CPSM's query of various functions in P&E, relevant information was readily available for review, as the Lakewood Police Department maintains an easy-to-use and organized system. This included proper activity reports for accountability, which exceed industry standards. IAPE provides guidance in developing an activity report, and Lakewood meets or exceeds most of the recommended standards.

In-Take Process

During daytime regular operating hours, the Lakewood staff is available to assist officers in processing property and evidence. Any errors in the process discovered by staff are remedied by email notification. The same process is used when detectives make requests regarding the destruction of evidence.

The Lakewood Police Department uses a computer input system at in-take; a bar code is attached to the property or evidence item and recorded in Niche, which is referenced in the police report for the record.

The after-hours evidence and property in-take area for officers is located in an adjoining hallway and includes double-sided lockers for storage, with larger lockers for firearms. The area also includes a secure drop box for currency and a separate drop box for drugs, as well as locking, temperature-controlled refrigerated lockers for biological evidence. The locker area also includes locking drying closets for wet and bloody evidence. CPSM found the officer-in-take area to exceed national standards; it offers excellent options for officers to store and secure property and evidence after hours.

Audits & Destruction of Items

The Lakewood Police Department conducts monthly and annual CALEA audits of P&E activities; these reviews are conducted and documented by the Property and Evidence supervisor. Regularly, the property conducts unscheduled inspections of the property room with a documented report of findings.

It is recommended that the Lakewood Police Department ensure its monthly and yearly audits produce reports that evaluate the best practice audit reviews suggested by IAPE.

Security and Video Monitoring

Entry into the P&E room, secured drug office, and narcotics room is by electronic keycard; entry and exit are recorded on a log-in form, which is also required. Traditional key systems can also access all P&E doors in the event the keycards fail. The traditional key systems are controlled, and keys are issued to the property technicians.

The Lakewood Police Department P&E Unit has a 24-hour networked video system that stores up to two years of continual video for review and auditing. The cameras are positioned in areas one would expect and will capture any improper behavior or performance issues when entering and exiting the property room. These areas include the property entry and release areas. However, there is no security camera positioned to monitor the entryway of the high-value item storage room. The property room has two separate areas in the main police facility, including a traditional evidence and property area, as well as a secondary room (also equipped with video) for additional property storage. In addition, the department maintains an off-site 32,000-square-foot storage warehouse for long-term storage needs. CPSM did not inspect the off-site warehouse; however, we were informed that the facility is alarmed and secure.

The International Association of Property and Evidence (IAPE) provides valuable training and technical support on professional and secure security and video monitoring systems; the Lakewood Police Department's Property and Evidence room video set-up meets the national standards. IAPE's website features links to sample policies and procedures and additional resources to improve security.

Physical Assessment

CPSM found the Property and Evidence Room to be well organized, with items clearly marked on shelves and within boxes. Upon entry into the P&E room, we found that the area exceeds industry standards and the standards recommended by IAPE. Drugs are kept in a secured drug room that is only accessible by authorized personnel. In addition, CPSM found that all monies and valuables (such as jewelry) are stored in a locked room with limited access. Firearms were also secured in the locked room and storage area. These areas are secured but are not monitored with recorded video with 24-hour recording capability.

CPSM noted that the Property and Evidence Room does not have a dedicated generator for backup power in case of a loss of electricity. Since the Property and Evidence Room maintains DNA evidence that needs to be kept refrigerated, it would be of value to have a backup power system available.

The following table shows the number of items process into and out of P&E over the past several years.

TABLE 7-2: Property Taken In and Processed Out of the Property Room, 2021–2024

	2024 (YTD)	2023	2022	2021
Items Received	27,974	41,510	40,831	44,066
Items Out	20,630	31,558	37,017	36,227
Destroyed	17,398	27,691	32,334	31,082
To Owner	1,799	2,043	1,856	2,143

Property and Evidence Summary

The Lakewood Police Department's Property and Evidence Rooms exceed industry standards and are well organized and managed. To improve the current system, CPMS recommends that

the P&E Unit develop an annual report of the weight and type of narcotics and firearms destroyed on a regular staff report. AS well, it should create a Property and Evidence Process Manual to solidify workflow and existing processes.

Training
CPSM was informed that the technicians receive minimal continuing education training; however, the staff utilizes their subject matter experts to train P&E staff.

Property & Evidence Unit Recommendations:

- CPSM recommends all Property & Evidence custodians become formal members of the IAPE. (Recommendation No.81.)

- Although Lakewood is guided by the operational procedure manual and CALEA standards, CPSM recommends a section guidebook and reference manual be created for professional development. (Recommendation No. 82.)

- It is recommended that the Lakewood Police Department ensure its monthly and yearly audits produce reports that evaluate the best practice audit reviews as suggested by IAPE. (Recommendation No. 83.)

- CPSM recommends developing a formal system to ensure the property technicians are annually trained in critical topical areas and adequately document the training. This will ensure that industry standards are continually sought to avoid potential problems. (Recommendation No. 84.)

- CPSM recommends that a video camera be placed at the entrance of the high-value storage room. (Recommendation No. 85.)

- It is recommended that the Lakewood Police Department procure an emergency generator for the P&E Room. (Recommendation No. 86.)

- CPMS recommends that LPD develop an annual report of the weight and type of narcotics and firearms destroyed on a regular staff report. (Recommendation No. 87.)

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Digital Records and Video Release (DRVR)

This portion of our review will provide insight and recommendations regarding the managing and processing of the Freedom of Information Act (FOIA), which includes requests for body-worn camera video. Police departments across the country are struggling to keep up with the recent surge in FOIA requests, which is a result of the social justice movement and concerns with police practices. Many departments have fallen behind on requests and are backlogged due to a shortage of trained personnel and software platforms to assist in this effort. The CPSM review is focused on Federal and Colorado State laws and local rules, along with the Lakewood Police Department's internal processes.

As set forth by the Colorado Criminal Justice Record Act the purpose of FOIA is to promote an increased awareness by all persons of governmental activities. In furthering this policy, FOIA requires that the law be interpreted liberally in favor of access and that any exemption allowing public records to be withheld must be clearly understood. The Freedom of Information Act and the Code of Colorado guarantee citizens access to public records held by public bodies, officials, and employees.

The DRVR unit was created in January 2022 to address the increasing number of public FOIA and body-worn camera video (BWV) requests. During the CPSM site visit, the unit was fully staffed with one Sergeant, three full-time digital management technicians, and two variable (part-time) digital management technicians.

The City of Lakewood's website provides information regarding informational documents and contact information, along with access to request forms and emails to facilitate FOIA requests. The requests are then forwarded to the Lakewood Police Department Records Unit for distribution to the DRVR Unit to process. It should be noted that during the CPSM assessment, the process was streamlined to have the requests go directly to the DRVR Unit. In addition, citizens can also request FOIA information via direct contact with the police department.

Currently, the DRVR Unit supervisor is the coordinator for all FOIA requests. The supervisor estimates that most requests, on average, may take 10 to 30 minutes to complete, while a growing share may take much longer to complete based on requests for BWV, audio, or additional research. Communications may take considerable time to produce radio tapes and telephone call recordings. Any requests requiring Professional Standards to produce discoverable personnel records are handled by Professional Standards.

The Lakewood Police Department has provided the DRVR staff with training mostly learned through on-the-job shadowing and working with other staff members for guidance. The training for the staff is also provided from the understanding of the laws and processes from the Colorado Criminal Justice Records ACT and department policies for compliance purposes.

The DRVR Unit manages the overall requests, which come from various sources such as emails, online submissions, phone calls, and mailed requests. The following table shows the workload for the DRVR staff. Abiding by state and federal laws is a daunting task and especially difficult for busy organizations such as the Lakewood Police Department.

TABLE 7-3: FOIA and Body Worn Video (BWV) Requests; 2022, 2023, and 2024 YTD

	FOIA Requests	BWV Requests	Total Requests
2022	4,868	353	5,221
2023	5,707	643	6,350
2024 (YTD)	4,156	N/A	4,156
Total	**14,731**	**996**	**15,727**

Source: Lakewood Police Department

One of the challenges for the DRVR Unit is the backlog often caused by the influx of work from another unit. In this case, before changing the intake system, Records staff had to balance the priorities and deadlines throughout the department, as Records is the clearinghouse of all data and special reports.

In our review of the FOIA backlog, we found that approximately 50 FIOA requests were backlogged. Reducing the backlog will help alleviate the negative public image of not having documents ready for community members who request reports.

The DRVR Unit functions under a collaborative team concept. The unit supervisor has positive communication with legal counsel and the District Attorney's Office for requests that contain questionable content, and they are carefully examined by the appropriate entity to collectively prepare a response to the requestor. Before releasing records, the DRVR Unit ensures there are no pending or current investigations; this provides a high level of confidence to the City Attorney's Office.

During the CPSM site visit, the processes established to manage the increasing number of FIOA and BWV requests were found to exceed industry standards. However, it is recommended that the Lakewood Police Department develop a section manual related to the FIOA process with references and templates to assist the workflow.

DRVR Technology Duties

Consistent with virtually all law enforcement agencies, the Lakewood Police Department utilizes various information technologies. Aside from personnel, these technologies serve as the organization's lifeblood and are essential to virtually all department functions. Simple examples include the 911 telephone system, the computer-aided dispatch system, the records management system, and the radio broadcast system. A failure of any one of these systems can severely impact and/or cripple access to emergency and law enforcement services. Also vitally important are the case management systems used by detectives, internal affairs, traffic investigators, etc.

The DRVR Supervisor handles second- and third-level support, such as password resets, software installations, and minor technical issues. Because of the number of applications in use, he is the liaison with some vendors to resolve issues and conduct limited trial testing. As the technology supervisor, he is identified as the primary IT resource for all public safety issues, with complex IT issues going through the city's IT Service Desk.

Public safety agencies are unique. Not only do they rely on a vast array of technologies that often dwarfs that of other local government agency systems and needs, the 24/7 nature of public safety agencies requires immediate and direct access to IT staff. In virtually all studies conducted by CPSM, agencies report that not having dedicated, on-site IT staff that operates under the direction and supervision of the public safety agency is problematic and disruptive to their work efforts. CPSM team members have worked with agencies of similar size to the

Lakewood Police Department as well as larger and smaller agencies. The larger agencies typically have on-site IT staff coordinating all Department IT, while the smaller agencies do not. In examining the scope of service demands for public safety IT support in the Lakewood Police Department, it appears that such an IT resource is required.

DRVR Real-Time Crime Center (RTCC)

In addition to FIOA and technology support, the DRVR supervisor is tasked with the oversight of the Real Time Crime Center. The RTCC is staffed by two variable (part-time) employees who work a 30-hour work week. RTCC is responsible for monitoring and tracking criminal offenses/offenders in real-time by utilizing various technology tools, including but not limited to many public safety cameras and other camera systems, social media, and open-source intelligence they have named "ARGUS." The RTCC staff works with all officers at the Lakewood Police Department, including patrol and investigators.

In our review and on-site assessment of the operations, we found the RTCC Unit is a unique model of policing and reflects an infrequent strategy employed by law enforcement agencies due to the needed level of training and use of technology. The office space is equipped with computer screens and televisions, providing access to local and national television stations. The Lakewood Police Department model integrates CCTV and other city-wide video to instantly investigate crimes and provide immediate intelligence for officers responding to calls or viewing for investigations.

The RTCC personnel work mostly day-watch hours due to being part-time employees and the nighttime limitations of the "ARGUS" system. The level of commitment to the RTCC requires constant coverage and the ability to provide enough personnel to cover the shifts as time off and other constraints reduce its ability to provide coverage on all shifts. Department policies should regulate and provide guidance in identifying work duties and responsibilities; however, at this time, CPSM was informed that the job functions of the RTCC have not been solidified in the policy or a section guide manual.

CPSM recommends that the Lakewood Police Department continue to evolve its RTCC model and share its experiences with state and local agencies to advance the profession in this new era of policing. The department should eventually develop an approach to adding full-time personnel to expand watch coverage. The expansion in personnel will provide the opportunity to further this intelligence-led policing initiative to deter, reduce, and arrest those responsible for crime.

CPSM requested RTCC data on video-captured arrests and arrest assistance from 2022 through 2024; however, we did not receive the data. Therefore, CPSM did not review or assess the data.

DRVR Recommendations:

- CPSM recommends developing a systematic action plan to reduce the backlog of FOIA requests from 50 to none. (Recommendation No. 88.)

- It is recommended that a DRVR section manual/guidebook be developed to delineate FIOA processes and workflow. (Recommendation No. 89.)

- CPSM recommends moving centralized IT support from the DRVR supervisor to an IT unit. (Recommendation No. 90.)

- It is recommended that the RTCC be added to department policy to formalize its function. (Recommendation No. 91.)

- CPSM recommends evaluating the RTCC's expansion plan to eventually staff the RTCC with full-time personnel, allowing for expanded coverage hours. (Recommendation No. 92.)

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SECTION 8. OTHER

REGIONAL DISPATCH

In 2018, the Lakewood Police Department entered into an agreement with JeffCOM 911 as part of a regional initiative to consolidate resources and enhance emergency communications for public safety agencies across Jefferson County. This collaboration was designed to improve response times, streamline dispatch processes, and centralize resources for greater efficiency. While JeffCOM has brought many benefits to regional emergency communications, CPSM has identified several areas where improvements could enhance its service to LPD.

A recent report prepared by JeffCOM showed that LPD accounts for approximately 29 percent of all calls for service managed by JeffCOM. Considering there are 30 public safety agencies serviced by JeffCOM, this high volume underscores the critical importance of efficient call handling and dispatching to support LPD's operations. While JeffCOM strives to meet this demand, inefficiencies can lead to extended response and handling times. Given LPD's high call volume, these delays have a more pronounced impact on its ability to maintain timely and effective service to the community.

When CPSM met with patrol agents from various shifts, there was a consistent theme of frustration with frequent delays in calls being dispatched after they were received. In an attempt to remedy this shortfall, LPD officers have developed practical workarounds such as actively monitoring the queue of holding calls and either requesting assignment or self-dispatching when necessary. On one hand, these measures reflect LPD's work ethic and commitment to efficiency, but it also highlights areas where JeffCOM's internal processes could be optimized.

Another source of frustration was the lack of thorough call details, background information, and area knowledge of many dispatchers. LPD patrol agents were careful to point out there were many dispatchers who took the extra time and initiative to provide excellent details. However, there seemed to be a lack of consistency in this regard.

Another notable concern during the assessment was JeffCOM's inefficient use of automated call answering systems. LPD command staff and patrol agents expressed feedback from community members regarding calls being placed on hold for extended periods of time. Even JeffCOM's own reports show call answering and processing times are below Service Level Agreements (SLA), most notably only 54.6 percent (Priority 1 and 2) of 911 calls are processed within 60 seconds (target is 90 percent). During one of the group discussions, a passionate LPD patrol agent asked CPSM to "call JeffCOM yourself to experience the frustration." Following up on this practical idea, CPSM made multiple calls over a three-day period to JeffCOM dispatch. Each call was left on hold for periods exceeding 15 minutes without a response (the calls were eventually abandoned by CPSM). Such delays could impact public safety and erode public trust in LPD and public safety as a whole. Addressing this issue with JeffCOM or staffing a business line at LPD during normal business hours may be a consideration if JeffCOM is not responsive.

The context of feedback from CPSM regarding JeffCOM and dispatch services is related to the overall effectiveness and quality of service of LPD. The primary scope of work for CPSM was not an in-depth technical analysis of JeffCOM's dispatch, call answering, and processing services. This would be more appropriately addressed by organizations such as the National Emergency Number Association (NENA) or the Association of Public Safety Communications Officials

(APCO), which specialize in more comprehensive and independent reviews of emergency service dispatch efficiency, management structure, technology, policies, and procedures.

Regional Dispatch Recommendations:

- LPD leadership should engage JeffCOM administrators to form a working group, focused on addressing delays in dispatch times after calls are received. The working group should formulate goals, strategies, and objectives with timelines for reaching measurable improvements. (Recommendation No. 93.)

- The LPD/JeffCOM working group should identify other operational goals centered on improving efficiency and quality of service, such as thoroughness in call background and details, improving the routine, and priority and emergency call answering and processing times. (Recommendation No. 94.)

- LPD should engage organizations such as the National Emergency Number Association (NENA) or the Association of Public-Safety Communications Officials (APCO) to conduct a comprehensive, independent review of JeffCOM's operational framework. This type of participation could include involvement in an LPD/JeffCOM working group. (Recommendation No. 95.)

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TECHNOLOGY

Consistent with nearly all law enforcement agencies throughout the nation, the Lakewood Police Department utilizes a host of technologies essential to performing department functions. The primary examples include the 911 telephone system, computer-aided dispatch (CAD), the records management system (RMS), and the radio broadcast system. The failure of any one of these systems could severely impact and/or hinder access to emergency fire, medical, and law enforcement services. Also vitally important are the case management systems used by units such as detectives, internal affairs, traffic investigators, and other LPD units. Even through a cursory inquiry, CPSM acquired a broad list technologies used on a daily basis, including but not limited to:

- Evidence.com (Axon).
- JeffCOM.
- CAD.
- Informbrowser.
- Niche.
- Niche Plugin.
- eCourts interface.
- Finance and/or IT software.
- CCIC/NCIC.
- CJIS Launchpad.
- SDDS.
- Idemia.
- Livescan.
- Fingerprint Card Printers.
- DORS.
- TLO.
- Lumen(LexisNexis).
- State Judicial Courts: JBITS.
- CDAC (DA's office directly).
- City of Lakewood Records Department and/or IT: Laserfiche.
- VineLink.

This list of technologies is ever-changing based on system updates and new innovations. Currently, the Lakewood Police Department does not have an in-house Information Technology (IT) "gatekeeper" and/or support team. CPSM was informed that one police sergeant and city staff act as "troubleshooters" to provide IT support to LPD in a limited capacity. Aside from this basic "troubleshooting," LPD relies on vendors for IT guidance and support. While there are

significant advantages in using private industry technology experts to assist in keeping the department up to date with advances, it is also important to ensure there are law enforcement experts who understand the practical application of each system within the organization. This technology liaison or "gatekeeper" could also serve to train and assist department members, as well as coordinate with leadership to ensure LPD remains in tune with the technology objectives and innovation.

Technology Recommendations:

- LPD should consider hiring at least one in-house Information Technology expert as the technology liaison "gatekeeper" and for technical support. (Recommendation No. 96.

- The department should establish a monthly or quarterly command accountability forum where Information Technologies (IT) and activities described above are consistently documented and discussed. This type of open forum also provides a venue for Department members to interact with management on a consistent basis to strengthen lines of communication throughout the organization. *(Duplicate recommendation that applies to all divisions/units.)* (Recommendation No. 97.)

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SECTION 9. SUMMARY

We believe the Lakewood Police Department is an excellent organization. The department is well-managed and staffed with professionals dedicated to the overall policing mission.

There are a number of recommendations made in this report, along with some areas we identified for improvement. Many of the recommendations are minor. Some recommendations, such as those impacting staffing, will require a greater degree of planning and decision-making on the part of police department and city management.

After receiving this report, we believe the first step LPD should take is to assess its practices that make up the "Lakewood Way." We highlighted several concerns that LPD is doing more than it needs to do. While the department's practices are indicative of providing good service, these practices are coming at a price that the community should decide if it wants to continue funding.

Patrol workload is among the most important reasons that many communities ask for the type of analysis we conducted. There is always an ongoing question that asks if staffing is appropriate to manage the actual community workload associated with providing adequate policing coverage. On the surface, LPD is *understaffed* at the patrol level based on the accepted workload metrics of the Rule of 60. However, as we pointed out, we do not believe that an immediate infusion of additional agents into the patrol function is the immediate answer. The above-mentioned internal analysis should be conducted to determine if practices can be amended in a safe and acceptable way. Only after those changes are made should the agency consider the need to increase patrol staffing. There are many recommendations made to reduce the administrative workload of Commanders and Sergeants in order to improve direct supervision. There are also recommendations for leadership to establish clear expectations for Commanders and supervisors. Those recommendations are all connected to the possibility of shifting culture away from the Lakewood Way to a more traditional approach seen in the industry. The only way to ensure success is to make sure that all Commanders and Sergeants are on the same page to continually monitor changes.

If LPD decides that no changes should be made to the Lakewood Way, then attention should be given to staffing elsewhere to bolster patrol staffing.

We are confident that the LPD special teams are providing outstanding service. However, additional teams of officers should be in place to have a practical impact on community concerns and to reduce the patrol workload. All special teams were at one time created to address an emerging community concern in an alternative way to free up patrol resources. Police agencies are not good at dismantling a team after it has been created. We believe the existence of special teams should always be reassessed. Departments should ask, "Is the team mission still relevant?" "Is the team effective?" and "Should this team continue in this capacity?" It is not uncommon to see special teams that are largely self-directed, with officers/agents addressing what they believe is essential but not necessarily working within the context of an overall agency mission. The team may be statistically busy but not necessarily effective in the what the community wants to see addressed. These questions should be asked at the LPD leadership level and if those teams are not delivering the overall value that is sought by the organization, they should be the first to be moved back to the patrol function.

There have been a number of conversations between CPSM and LPD management on the patrol staffing issue. The existence of the Mills Team and the Traffic function was treated as a specialized team as per LPDs organizational chart in this report. LPD asserts that those teams

contribute to workload mitigation by addressing calls for service on their shifts. We pointed out that without those teams the percentage of personnel assigned to patrol was 51 percent, well below the recommended 60 percent based on the Rule of 60. When adding those teams, the percentage goes to 56 percent with an additional 11 agents needed in the patrol function to reach 60 percent. From the standpoint of just workload we see that an additional 2 agents per hour should be added to the patrol function to lower the workload percentage to 60 percent from the current levels. The additional 2 agents are needed in the summer, whereas winter staffing requires just over one agent per hour. Adding the two agents per hour would require an additional 8 positions at minimum. *Assuming no changes are made to the LPDs way of conducting business, the final number of additional positions in Patrol should be increased by 8 to 11 positions.*

The investigative role is critically important and departments should strive to use this function to solve all the crimes it can for the betterment of the community. However, that workload should always be assessed against what is practical in the community context. What is the capacity of the local criminal justice system to prosecute all cases that a police department brings forward? Those questions should play into the decisions of where investigative capacity is placed. We noted that LPD has more investigators than comparably sized agencies. This is not a negative observation, as most agencies need help with capacity in this function to ensure patrol is supported. But again, once investigative priorities are established to match the community's capacity to prosecute offenders it may be prudent to supplement perceived patrol shortcomings with some investigative positions before adding additional FTEs.

Finally, when this project was initiated, LPD cited concerns that the budget picture for the city was starting to show signs of weakening, and the department was concerned that small cuts may become necessary. We were asked to evaluate some areas that could be the focus of future budget efficiencies. They following are some areas that should be considered:

- Overtime Management – LPD has consistently exceeded annual budgeted overtime levels. This has not been problematic, as vacancies have subsidized overtime through salary savings. However, with the department vacancy rate dropping as staffing catches up, the need to manage overtime is more critical. For starters, OT budgets should be reassessed since the overall budget has not kept pace with increased salary costs (per LPD leadership). This means the current budgets do not support the number of OT hours that were previously supported. However, departments traditionally have a difficult time with budget "ownership." Parameters are in place that dictate staffing and overtime must be used when staffing levels fall below those levels; this and many other areas are deemed non-negotiable and something management does not control. However, greater responsibility needs to be placed across different leadership levels to be accountable for decisions that lead to OT usage. As it stands, OT appears to be a larger umbrella department concern for the Police Chief to worry about without a great deal of individual Commander and Division Chief accountability for daily decisions.

- Civilian Staffing – CPSM encourages civilian staffing in a variety of positions as a less expensive way to accomplish the policing mission. We observed that LPD has a large number of civilian employees with a number of different titles and designations in the support service area of LPD operations. We recommend that LPD should consolidate many of those positions for efficiency. We also believe some positions could be eliminated without a significant impact of the department and its service.

- Many recommendations were made regarding the operations and management of investigations and special teams that could provide efficiencies.

- Although not specifically recommended in this report, we believe that the Support Services Division Chief "position" could be converted to a civilian manager position for overall salary savings.

One final point: we were impressed with LPD's willingness and proactive approach to embracing technology. The testing and return on investment for AI-based report writing (Draft One) is the best we have heard to date among agencies exploring this technology. Furthermore, the readiness to utilize drones as first responders (DFR) can be a force multiplier if implemented efficiently, such as deploying a drone in place of an agent when possible, rather than using both, as we have seen in some agencies.

In closing, there are many recommendations made in this report. They are intended to improve the effectiveness and efficiency of an already outstanding organization. We want to thank the staff at the Lakewood Police Department, especially Chief Philip Smith, Division Chief Mark Reeves, and Commander Jon Alesch, for their support and assistance throughout this project.

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SECTION 10. DATA ANALYSIS REPORT

This data analysis on police patrol operations for the Lakewood Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using data from the Jefferson County 911 Center's (JeffCOM 911) computer-aided dispatch (CAD) system.

CPSM collected data for a one-year period from October 1, 2023, through September 30, 2024. The majority of the first section of the report, concluding with Table 10-9, uses call data for one year. For the detailed workload analysis, we used two eight-week sample periods. The first period is from January 4 through February 28, 2024, or winter, and the second period is from July 7 through August 31, 2024, or summer.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.

- At this point, we have a series of records that we call "events." We identify these events in three ways:

  - We distinguish between patrol and nonpatrol units.

  - We assign a category to each event based on its description.

  - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."

- We then remove all records that do not involve a patrol unit to get the total number of patrol-related events.

- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered several issues when analyzing Lakewood's dispatch data. We made assumptions and decisions to address these issues.

- 2,743 events (about 3 percent) involved patrol units spending zero time on scene.

- The computer-aided dispatch (CAD) system used approximately 117 different event descriptions, which we condensed into 22 categories for our tables and 11 categories for our

figures (shown in Chart 10-1). Table 10-23 in the appendix shows how each call description was categorized.

Between October 1, 2023, and September 30, 2024, the communications center recorded approximately 90,601 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 247.5 patrol-related events per day, approximately 3 percent of which (7.5 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 10-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist citizen	Assist
Assist other agency	
Check	Check
Crime against persons	Crime
Crime against property	
Crime against society	
Warrant/prisoner	
Directed patrol	Directed patrol
Disturbance	Disturbance
Animal	General noncriminal
Code enforcement	
Follow-up	
Juvenile	
Mental health	
Miscellaneous	
Investigation	Investigation
Pedestrian stop	Pedestrian stop
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	

FIGURE 10-1: Percentage Events per Day, by Initiator
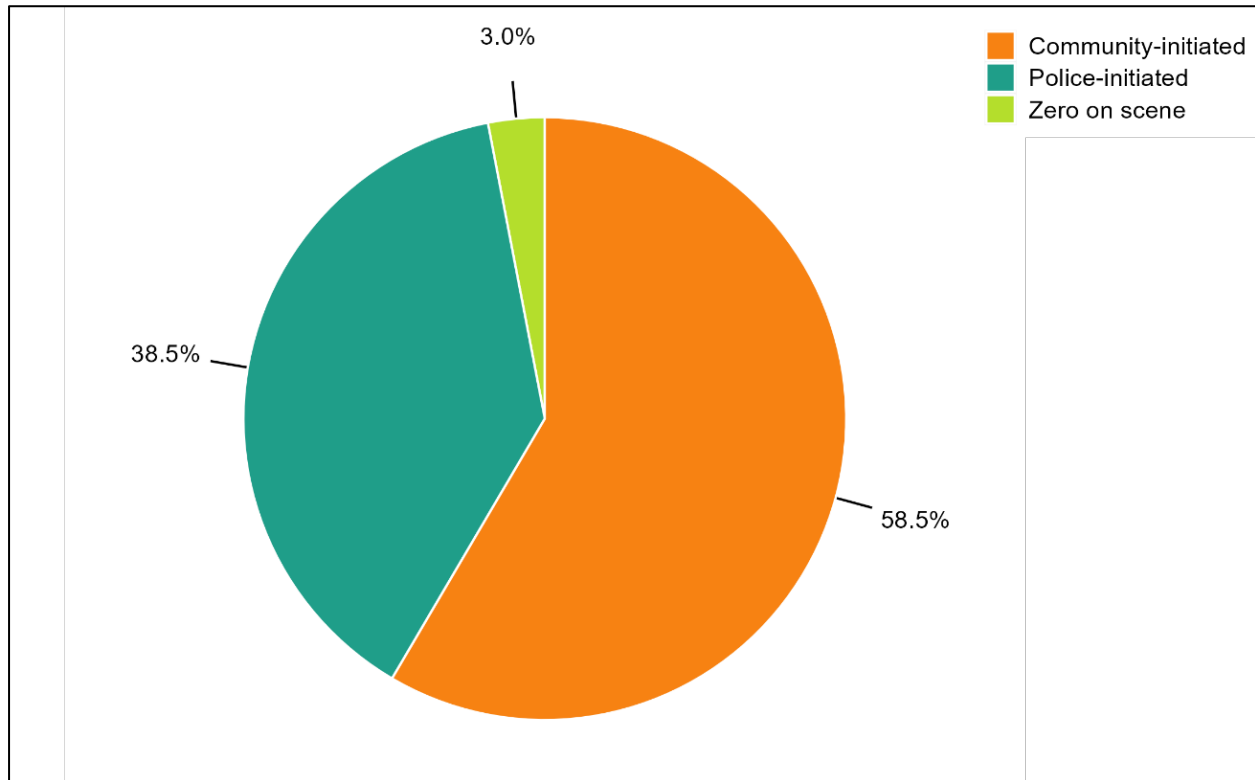
Note: Percentages are based on a total of 90,601 events.

TABLE 10-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	52,965	144.7
Police-initiated	34,893	95.3
Zero on scene	2,743	7.5
Total	**90,601**	**247.5**

Observations:

- 3 percent of the events had zero time on scene.
- 39 percent of all events were police-initiated.
- 58 percent of all events were community-initiated.
- There was an average of 248 events per day or 10.3 per hour.

FIGURE 10-2: Percentage Events per Day, by Category
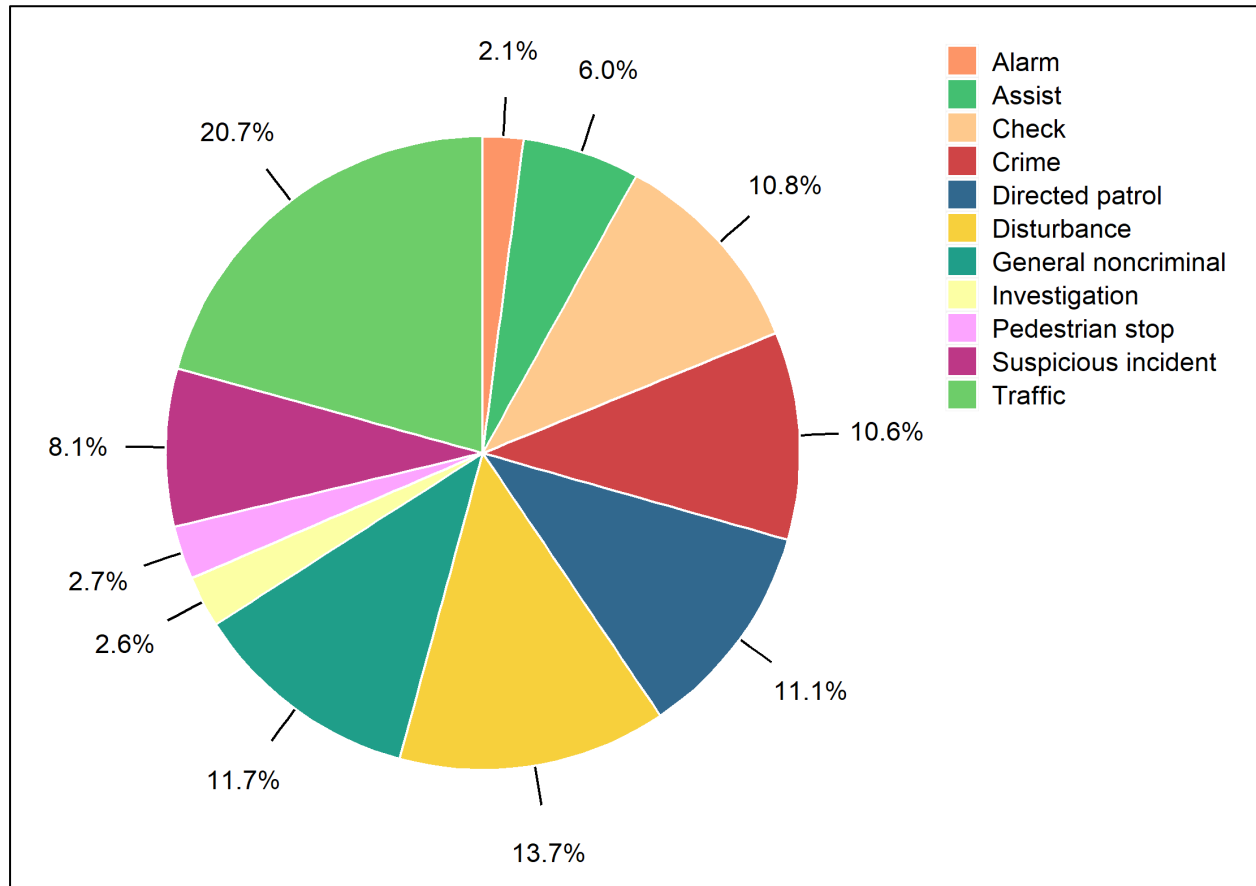
Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-2: Events per Day, by Category

Category	No. of Events	Events per Day
Accident	3,823	10.4
Alarm	1,863	5.1
Animal	225	0.6
Assist citizen	2,966	8.1
Assist other agency	2,451	6.7
Check	9,766	26.7
Code enforcement	253	0.7
Crime against persons	3,379	9.2
Crime against property	4,307	11.8
Crime against society	1,245	3.4
Directed patrol	10,080	27.5
Disturbance	12,400	33.9
Follow-up	6,519	17.8
Investigation	2,380	6.5
Juvenile	748	2.0
Mental health	1,062	2.9
Miscellaneous	1,780	4.9
Pedestrian stop	2,469	6.7
Suspicious incident	7,294	19.9
Traffic enforcement	4,440	12.1
Traffic stop	10,480	28.6
Warrant/prisoner	671	1.8
Total	**90,601**	**247.5**

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top four categories accounted for 57 percent of events:
  - 21 percent of events were traffic related.
  - 14 percent of events were disturbances.
  - 12 percent of events were general noncriminal activities.
  - 11 percent of events were directed patrol activities.
- 11 percent of events were crimes.

FIGURE 10-3: Percentage Calls per Day, by Category
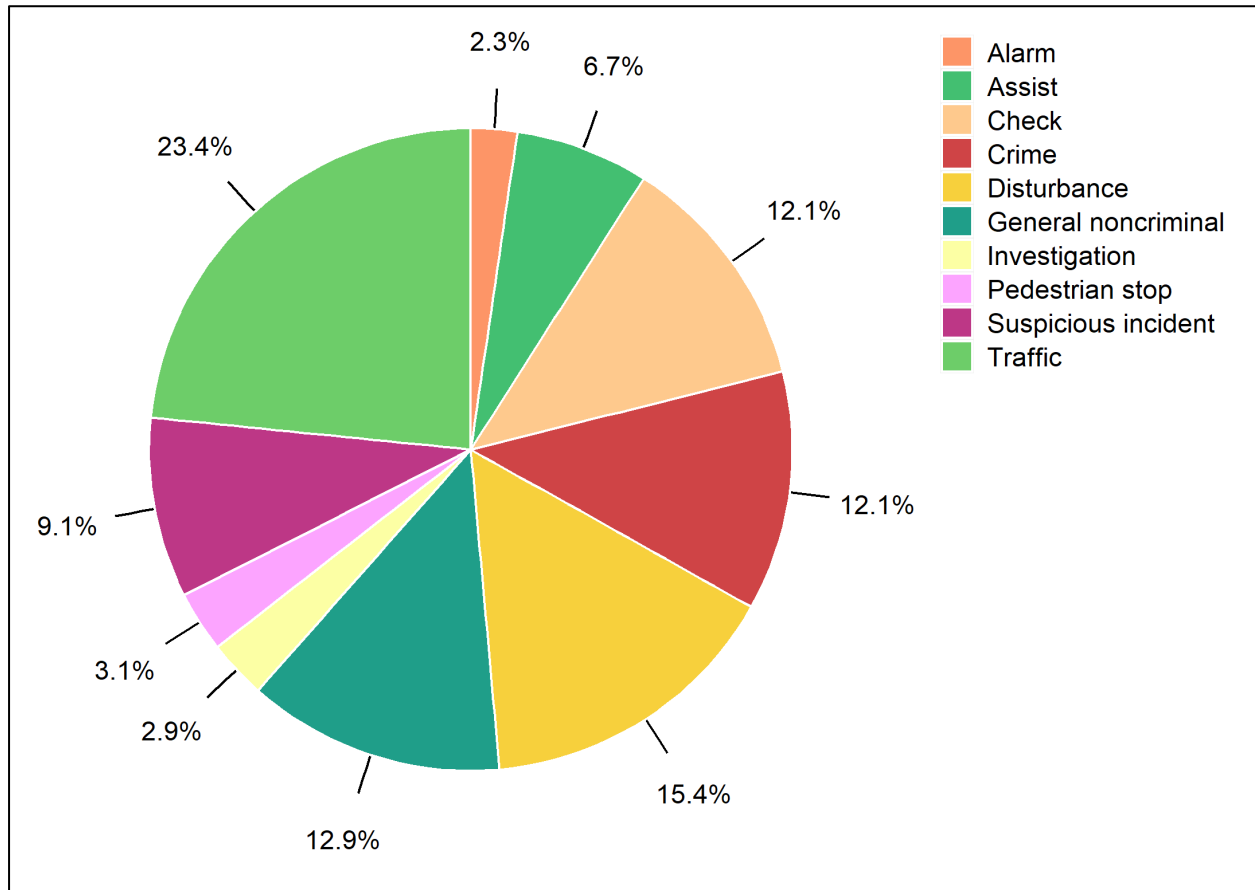
Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	3,796	10.4
Alarm	1,824	5.0
Animal	210	0.6
Assist citizen	2,874	7.9
Assist other agency	2,406	6.6
Check	9,492	25.9
Code enforcement	224	0.6
Crime against persons	3,355	9.2
Crime against property	4,257	11.6
Crime against society	1,200	3.3
Disturbance	12,145	33.2
Follow-up	6,302	17.2
Investigation	2,321	6.3
Juvenile	732	2.0
Mental health	1,057	2.9
Miscellaneous	1,646	4.5
Pedestrian stop	2,404	6.6
Suspicious incident	7,150	19.5
Traffic enforcement	4,231	11.6
Traffic stop	10,390	28.4
Warrant/prisoner	670	1.8
Total	**78,686**	**215.0**

Note: The focus here is on recorded calls rather than recorded events. We removed 2,743 events with zero time on scene and 9,172 directed patrol activities.

Observations:

- On average, there were 215.0 calls per day or 9.0 per hour.

- The top three categories accounted for 52 percent of calls:

  - 23 percent of calls were traffic related.

  - 15 percent of calls were disturbances.

  - 13 percent of calls were general noncriminal calls.

- 12 percent of calls were crimes.

FIGURE 10-4: Calls per Day, by Initiator and Month

TABLE 10-4: Calls per Day, by Initiator and Month

Initiator	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Community	141.0	127.1	135.3	128.8	135.1	136.2	143.7	148.4	158.7	167.1	153.5	153.3
Police	56.7	63.9	53.5	74.9	108.7	69.9	72.8	73.9	72.8	65.1	67.0	74.4
Total	197.7	191.1	188.9	203.7	243.8	206.1	216.5	222.4	231.5	232.2	220.4	227.7

Observations:

- The number of calls per day was lowest in December.

- The number of calls per day was highest in February.

- The month with the most calls had 29 percent more calls than the month with the fewest calls.

- February had the most police-initiated calls, with 103 percent more than December, which had the fewest.

- July had the most community-initiated calls, with 31 percent more than November, which had the fewest.

FIGURE 10-5: Calls per Day, by Category and Month
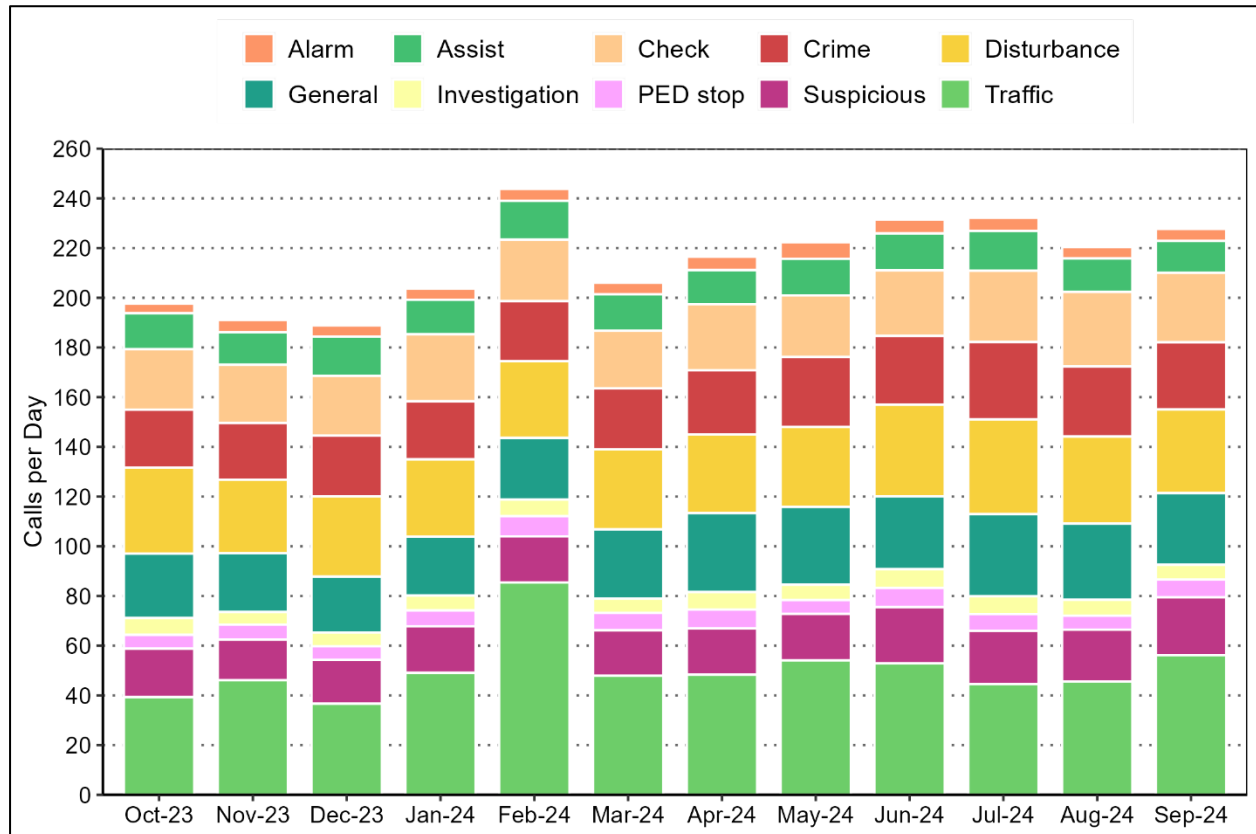
Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-5: Calls per Day, by Category and Month

Category	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Accident	11.4	9.5	9.9	9.3	9.8	10.2	10.7	10.2	9.9	10.3	11.4	11.9
Alarm	3.9	4.9	4.5	4.5	4.8	4.6	5.4	6.7	5.6	5.3	4.6	4.8
Animal	0.5	0.5	0.3	0.6	0.5	0.5	0.6	0.5	0.6	0.9	0.7	0.7
Assist citizen	7.8	6.9	9.3	7.5	8.5	8.3	6.6	7.9	7.8	8.4	7.7	7.5
Assist other agency	6.6	6.2	6.5	6.4	7.1	6.4	7.2	6.8	7.0	7.6	5.7	5.4
Check	24.4	23.5	24.0	27.0	24.8	23.2	26.5	24.8	26.4	28.7	30.0	28.0
Code enforcement	0.3	0.2	0.3	0.5	0.6	0.5	0.7	1.2	0.7	0.8	0.7	0.9
Crime against persons	7.7	7.9	7.7	8.2	8.4	8.7	9.6	10.8	9.4	11.7	10.6	9.0
Crime against property	10.3	10.5	12.5	10.2	11.4	11.0	11.3	13.2	12.3	13.6	11.2	12.0
Crime against society	3.0	2.7	2.6	2.4	2.4	3.1	3.0	2.9	4.5	4.5	4.3	4.0
Disturbance	34.5	29.6	32.3	31.1	30.9	32.2	31.7	32.2	36.9	38.1	35.0	33.6
Follow-up	16.0	14.4	14.2	14.6	15.3	18.5	19.5	19.3	18.0	20.1	19.0	17.7
Investigation	6.8	5.1	5.5	6.0	6.7	5.7	7.1	6.2	7.6	7.2	6.4	5.9
Juvenile	2.3	1.7	1.2	1.3	1.6	2.1	2.4	2.6	2.3	1.7	2.3	2.5
Mental health	2.6	2.5	2.9	2.6	2.7	2.5	3.3	3.2	2.6	2.9	3.7	3.1
Miscellaneous	4.3	4.3	3.6	4.1	4.2	3.7	5.3	4.5	5.0	6.6	4.3	4.0
Pedestrian stop	5.5	6.0	5.5	6.4	8.1	7.0	7.6	5.6	7.7	6.8	5.6	7.2
Suspicious incident	19.5	16.3	17.6	18.7	18.6	18.3	18.6	18.7	22.6	21.4	20.9	23.3
Traffic enforcement	7.6	10.2	7.1	8.4	21.2	12.5	12.8	14.8	14.8	10.8	9.1	10.0
Traffic stop	20.4	26.4	19.6	31.5	54.4	25.3	24.8	29.1	28.2	23.4	25.1	34.3
Warrant/prisoner	2.3	1.7	1.6	2.6	1.9	1.7	2.0	1.3	1.5	1.3	2.1	2.0
Total	**197.7**	**191.1**	**188.9**	**203.7**	**243.8**	**206.1**	**216.5**	**222.4**	**231.5**	**232.2**	**220.4**	**227.7**

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 48 and 58 percent of calls throughout the year.
  - Traffic calls averaged between 36.6 and 85.4 calls per day throughout the year.
  - Disturbance calls averaged between 29.6 and 38.1 calls per day throughout the year.
  - General noncriminal calls averaged between 22.5 and 33.1 calls per day throughout the year.
- Crime calls averaged between 22.8 and 31.1 and accounted for 10 to 13 percent of total calls throughout the year.

FIGURE 10-6: Primary Unit's Average Occupied Times, by Category and Initiator
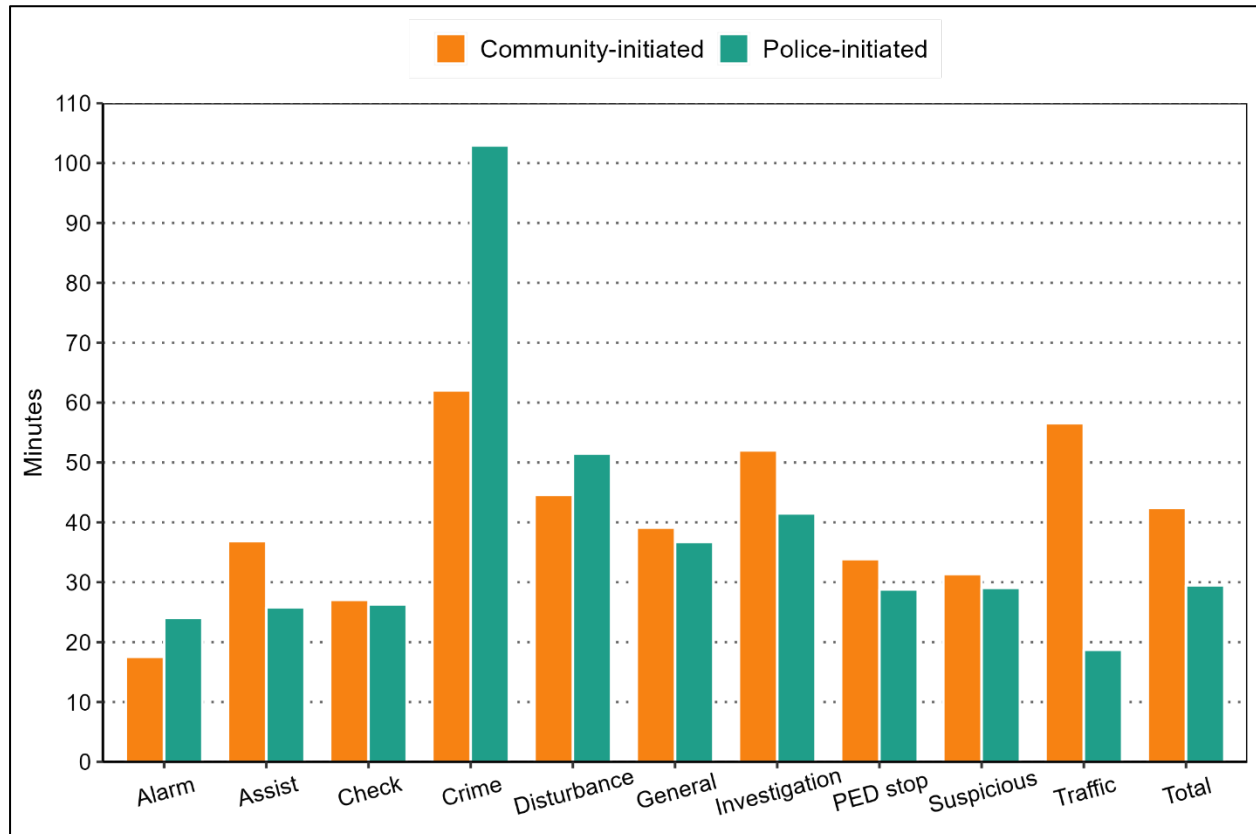
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	73.3	3,561	62.2	235
Alarm	17.5	1,815	24.1	9
Animal	31.8	153	19.0	57
Assist citizen	34.8	2,229	22.9	645
Assist other agency	38.8	2,331	50.7	75
Check	27.1	8,603	26.3	889
Code enforcement	17.0	152	37.5	72
Crime against persons	69.8	3,228	94.0	127
Crime against property	59.9	3,518	88.3	739
Crime against society	29.0	1,140	103.8	60
Disturbance	44.6	11,884	51.5	261
Follow-up	38.8	1,490	36.9	4,812
Investigation	52.0	1,909	41.5	412
Juvenile	41.8	717	54.0	15
Mental health	54.0	1,040	56.7	17
Miscellaneous	29.0	1,240	35.7	406
Pedestrian stop	33.8	85	28.8	2,319
Suspicious incident	31.4	5,509	29.0	1,641
Traffic enforcement	25.3	1,463	10.5	2,768
Traffic stop	20.8	394	20.0	9,996
Warrant/prisoner	138.2	264	132.2	406
Weighted Average/Total Calls	**42.4**	**52,725**	**29.5**	**25,961**

Note: The information in Figure 10-6 and Table 10-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

■ A unit's average time spent on a call ranged from 14 to 138 minutes overall.

■ The longest average times were for police-initiated crime calls.

■ The average time spent on crime calls was 62 minutes for community-initiated calls and 103 minutes for police-initiated calls.

FIGURE 10-7: Number of Responding Units, by Initiator and Category
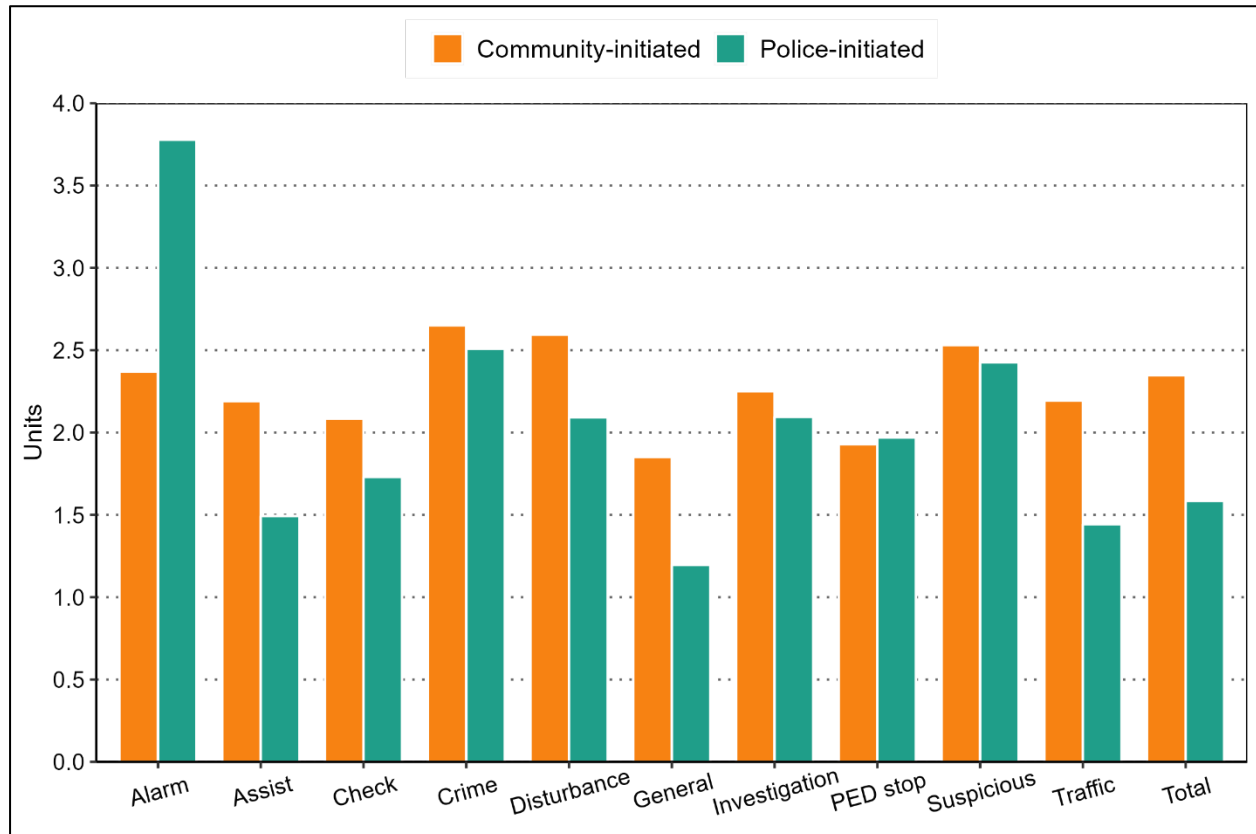
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	2.6	3,561	2.5	235
Alarm	2.4	1,815	3.8	9
Animal	2.0	153	1.4	57
Assist citizen	1.9	2,229	1.4	645
Assist other agency	2.5	2,331	2.4	75
Check	2.1	8,603	1.7	889
Code enforcement	1.6	152	1.4	72
Crime against persons	2.9	3,228	1.9	127
Crime against property	2.6	3,518	2.5	739
Crime against society	2.1	1,140	3.1	60
Disturbance	2.6	11,884	2.1	261
Follow-up	1.4	1,490	1.2	4,812
Investigation	2.3	1,909	2.1	412
Juvenile	2.1	717	1.5	15
Mental health	2.7	1,040	2.3	17
Miscellaneous	1.6	1,240	1.3	406
Pedestrian stop	1.9	85	2.0	2,319
Suspicious incident	2.5	5,509	2.4	1,641
Traffic enforcement	1.4	1,463	1.0	2,768
Traffic stop	1.4	394	1.5	9,996
Warrant/prisoner	3.1	264	2.6	406
Weighted Average/Total Calls	**2.3**	**52,725**	**1.6**	**25,961**

Note: The information in Figure 10-7 and Table 10-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 10-8: Number of Responding Units, by Category, Community-initiated Calls
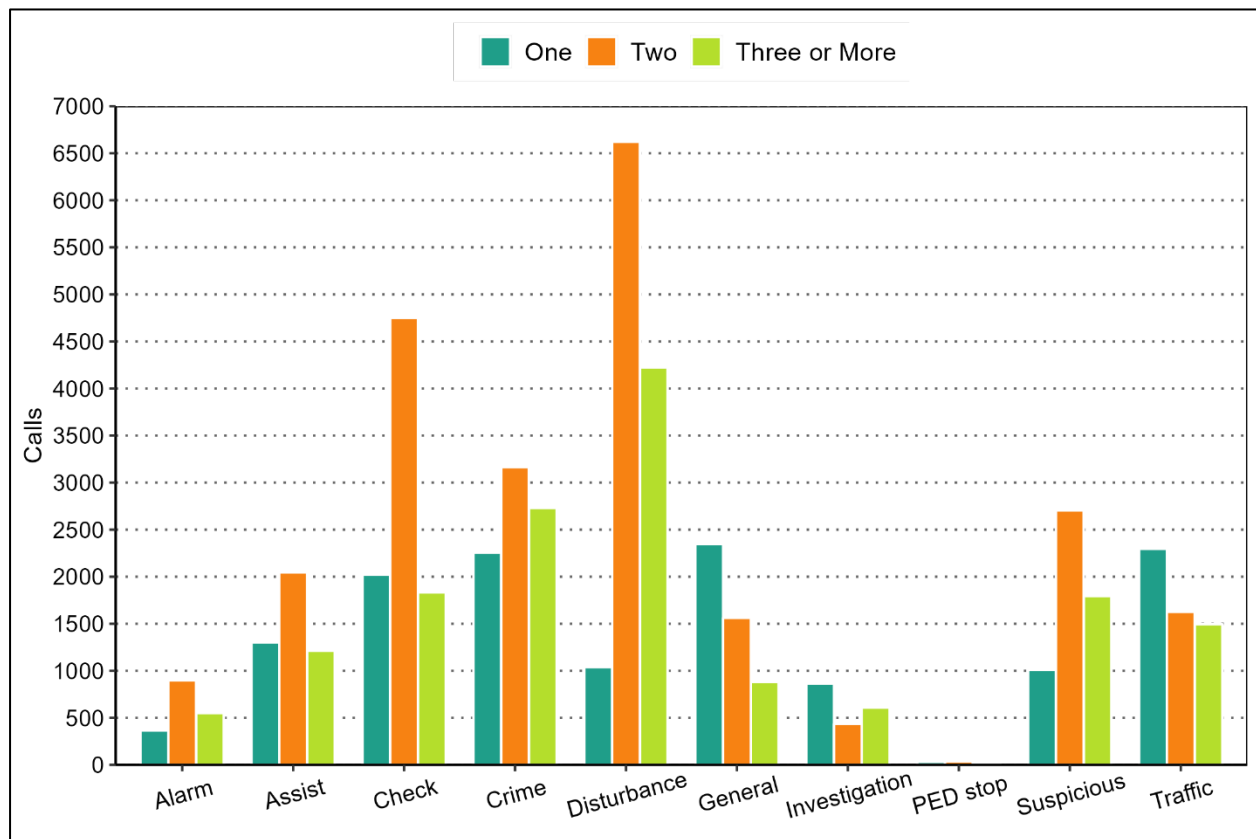
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	921	1,261	1,379
Alarm	366	899	550
Animal	59	55	39
Assist citizen	846	1,024	359
Assist other agency	456	1,022	853
Check	2,021	4,749	1,833
Code enforcement	87	43	22
Crime against persons	970	1,159	1,099
Crime against property	1,012	1,259	1,247
Crime against society	264	616	260
Disturbance	1,038	6,622	4,224
Follow-up	1,119	266	105
Investigation	865	435	609
Juvenile	213	346	158
Mental health	70	556	414
Miscellaneous	798	297	145
Pedestrian stop	32	38	15
Suspicious incident	1,011	2,704	1,794
Traffic enforcement	1,125	242	96
Traffic stop	250	124	20
Warrant/prisoner	9	130	125
Total	**13,532**	**23,847**	**15,346**

Observations:

- The overall mean number of responding units was 1.6 for police-initiated calls and 2.3 for community-initiated calls.

- The mean number of responding units was as high as 2.6 for crime calls that were community-initiated.

- 26 percent of community-initiated calls involved one responding unit.

- 45 percent of community-initiated calls involved two responding units.

- 29 percent of community-initiated calls involved three or more responding units.

- The largest group of calls with three or more responding units involved disturbances.

FIGURE 10-9: Percentage Calls and Work Hours, by Sector

Call Activity | Workload

Call Activity: 46.9%, 31.5%, 18.8%, 2.7%
Workload: 46.3%, 33.5%, 18.3%, 1.9%

Legend: North, Southeast, Southwest, Other
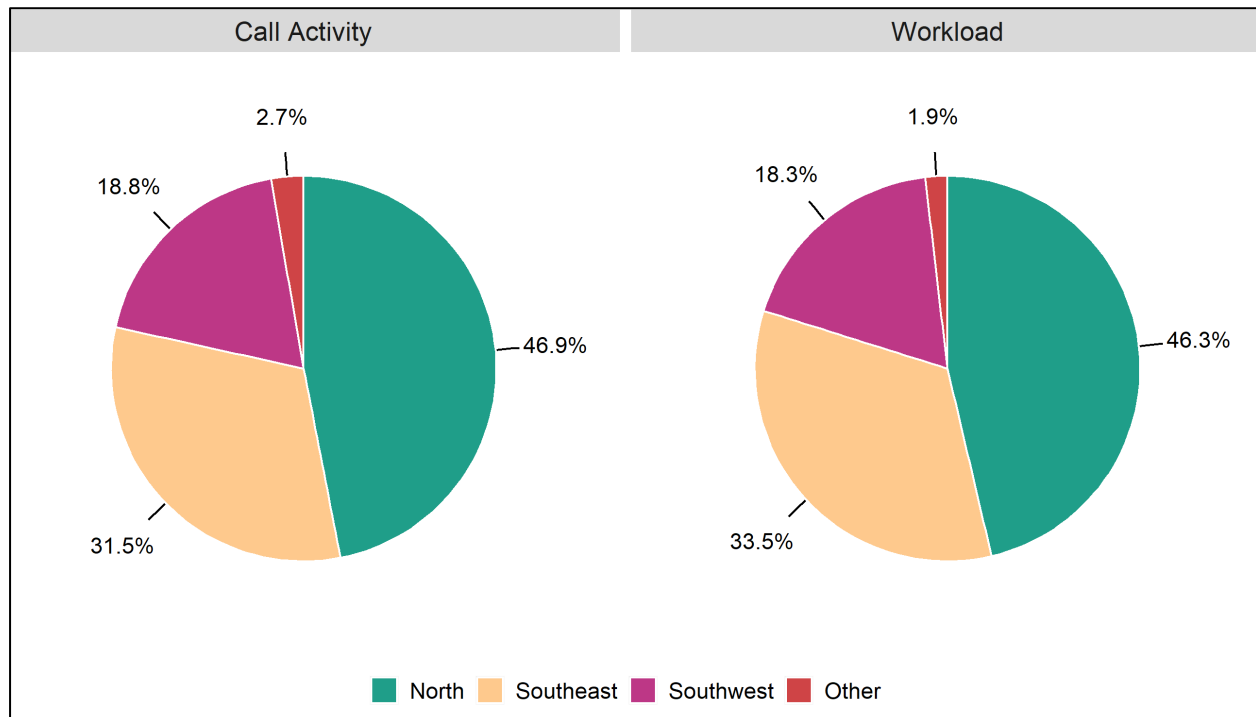
Note: The "other" category includes calls at headquarters, and calls missing area information.

TABLE 10-9: Calls and Work Hours by Beat, per Day

Sector	Beat	Per Day Calls	Per Day Work Hours
North	N1	22.1	22.7
	N2	15.4	19.2
	N3	28.9	32.5
	N4	20.8	25.9
	N5	13.7	20.1
	Subtotal	**100.9**	**120.4**
Southeast	S6	22.1	28.3
	S7	18.3	21.4
	S8	13.3	18.0
	S9 a	12.8	17.4
	S9 b	1.2	1.9
	Subtotal	**67.7**	**87.1**
Southwest	S10	9.4	11.9
	S11	15.9	19.7
	S12	15.1	16.0
	Subtotal	**40.5**	**47.6**
Other	HQ	5.3	4.5
	Unknown	0.6	0.4
	Subtotal	**5.9**	**4.8**
Total		**215.0**	**259.9**

Observations:

- The north sector had the largest number of calls and workload, accounting for 47 percent of total calls and approximately 46 percent of the total workload.

- Excluding calls in the other category, an even distribution would allot 69.7 calls and 85.0 work hours per sector.

FIGURE 10-10: Percentage Calls and Work Hours, by Category, Winter 2024

Call Activity	Workload

Call Activity:
- 2.1%
- 6.6%
- 11.6%
- 30.1%
- 10.6%
- 13.9%
- 10.9%
- 2.8%
- 3.2%
- 8.2%

Workload:
- 1.0%
- 6.8%
- 8.7%
- 17.1%
- 22.4%
- 8.6%
- 2.0%
- 4.5%
- 9.2%
- 19.5%

Legend: Alarm, Assist, Check, Crime, Disturbance, General, Investigation, PED stop, Suspicious, Traffic
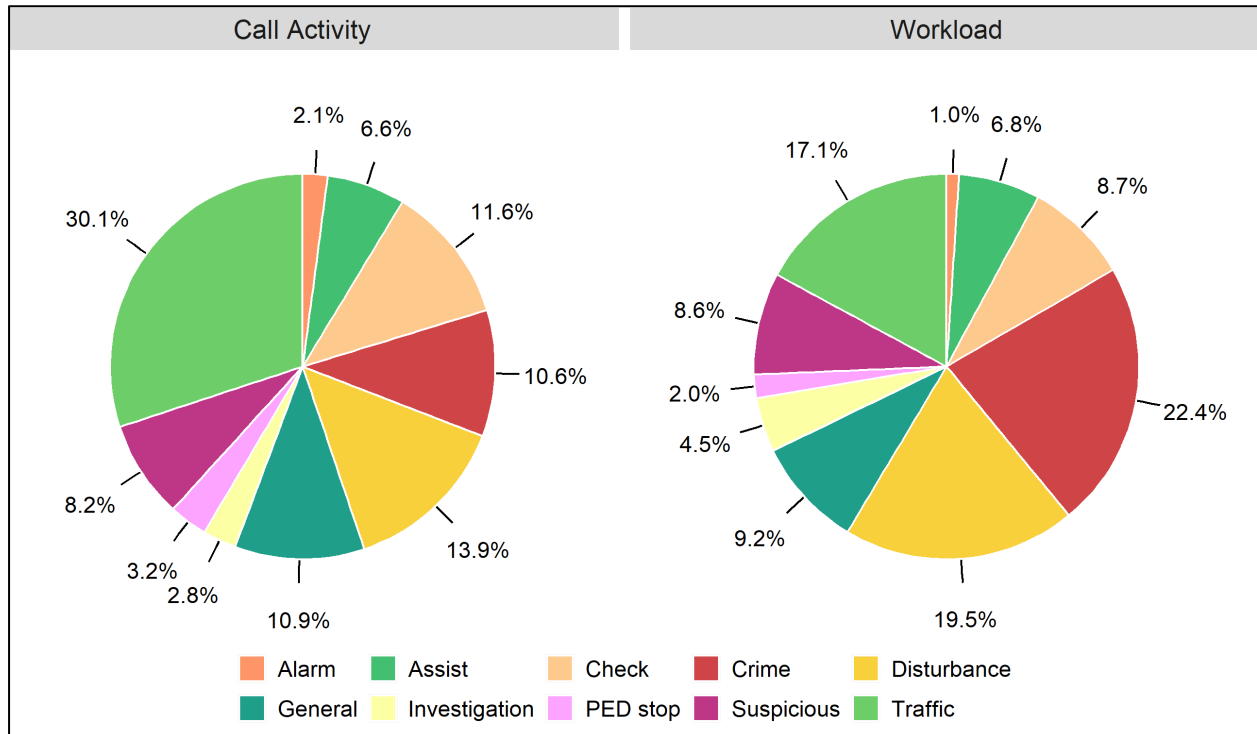
TABLE 10-10: Calls and Work Hours per Day, by Category, Winter 2024

Category	Per Day	
	Calls	Work Hours
Accident	9.7	22.6
Alarm	4.6	2.8
Animal	0.6	0.4
Assist citizen	8.0	6.9
Assist other agency	6.7	11.3
Check	25.9	23.1
Code enforcement	0.6	0.3
Crime against persons	8.3	25.4
Crime against property	10.7	23.6
Crime against society	2.5	2.7
Disturbance	31.1	51.7
Follow-up	14.7	14.3
Investigation	6.3	12.0
Juvenile	1.5	1.7
Mental health	2.7	4.7
Miscellaneous	4.3	3.0
Pedestrian stop	7.2	5.3
Suspicious incident	18.3	22.7
Traffic enforcement	14.6	4.0
Traffic stop	42.9	18.8
Warrant/prisoner	2.2	7.5
Total	**223.4**	**264.8**

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 223 per day, or 9.3 per hour.

- Total workload averaged 265 hours per day, meaning that on average 11.0 units per hour were busy responding to calls.

- Traffic calls constituted 30 percent of calls and 17 percent of workload.

- Disturbance calls constituted 14 percent of calls and 20 percent of workload.

- General noncriminal calls constituted 11 percent of calls and 9 percent of workload.

- These top three categories constituted 55 percent of calls and 46 percent of workload.

- Crime calls constituted 11 percent of calls and 22 percent of workload.

FIGURE 10-11: Percentage Calls and Work Hours, by Category, Summer 2024

Call Activity	Workload

Legend:
- Alarm
- Assist
- Check
- Crime
- Disturbance
- General
- Investigation
- PED stop
- Suspicious
- Traffic

Call Activity percentages: 2.2%, 6.5%, 13.0%, 13.3%, 16.2%, 13.9%, 3.0%, 2.8%, 9.4%, 19.7%

Workload percentages: 1.4%, 5.5%, 8.0%, 25.5%, 20.3%, 9.7%, 4.5%, 1.7%, 8.5%, 14.7%
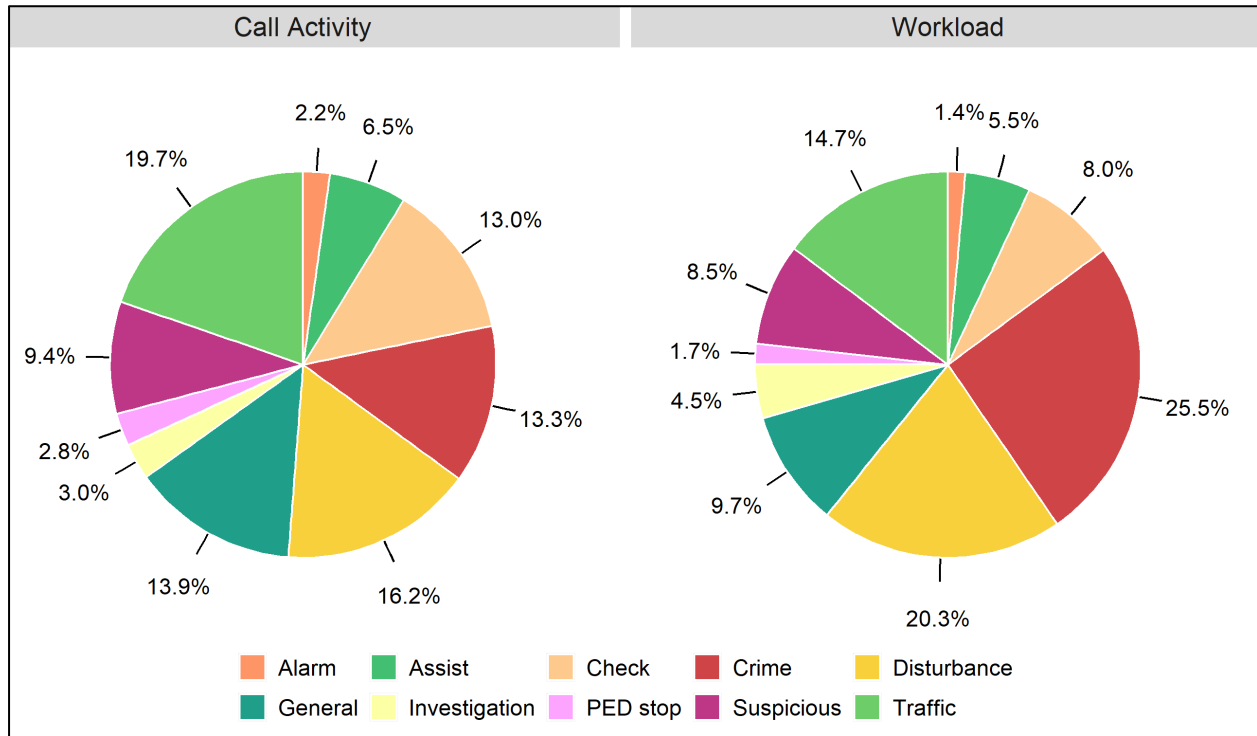
TABLE 10-11: Calls and Work Hours per Day, by Category, Summer 2024

Category	Per Day	
	Calls	Work Hours
Accident	10.9	25.6
Alarm	5.0	3.9
Animal	0.8	1.1
Assist citizen	8.0	6.8
Assist other agency	6.6	8.3
Check	29.4	21.9
Code enforcement	0.8	0.4
Crime against persons	11.2	29.9
Crime against property	12.4	29.0
Crime against society	4.4	5.2
Disturbance	36.4	55.9
Follow-up	19.7	13.8
Investigation	6.8	12.4
Juvenile	2.1	2.4
Mental health	3.3	5.6
Miscellaneous	4.6	3.5
Pedestrian stop	6.2	4.7
Suspicious incident	21.1	23.4
Traffic enforcement	9.1	3.6
Traffic stop	24.3	11.2
Warrant/prisoner	1.8	6.1
Total	**225.2**	**274.7**

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day and average daily workload was higher in summer than in winter.

- Total calls averaged 225 per day, or 9.4 per hour.

- Total workload averaged 275 hours per day, meaning that on average 11.4 units per hour were busy responding to calls.

- Traffic calls constituted 20 percent of calls and 15 percent of workload.

- Disturbance calls constituted 16 percent of calls and 20 percent of workload.

- General noncriminal calls constituted 14 percent of calls and 10 percent of workload.

- These top three categories constituted 50 percent of calls and 45 percent of workload.

- Crime calls constituted 13 percent of calls and 26 percent of workload.

OUT-OF-SERVICE ACTIVITIES

In the period from October 1, 2023, through September 30, 2024, the dispatch center also recorded out-of-service activities that lacked incident numbers. We focused on those activities that involved a patrol unit. We also limited our analysis to out-of-service activities that occurred during shifts where the same patrol unit was also responding to calls for service. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.

- After these exclusions, 65,503 activities remained. These activities had an average duration of 42.6 minutes.

In this section, we report out-of-service activities and workload by descriptions. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in summer and winter.

TABLE 10-12: Activities and Occupied Times by Description

Description	Occupied Time	Count
Administrative	43.0	23,313
Court	89.3	142
Evidence and property	37.4	847
Miscellaneous	36.4	96
Reports	61.2	18,500
Special assignment	77.9	109
Training	79.2	1,367
Vehicle maintenance	20.8	689
Fuel	11.7	6,239
Range	141.7	256
Other	47.2	169
Administrative - Weighted Average/Total Activities	**47.0**	**51,727**
Meal	36.5	196
Personal	26.1	13,580
Personal - Weighted Average/Total Activities	**26.3**	**13,776**
Weighted Average/Total Activities	**42.6**	**65,503**

Observations:

- The most common out-of-service activity was for administrative activities.

- The activities with the longest average times were described as "range."

FIGURE 10-12: Activities per Day, by Month
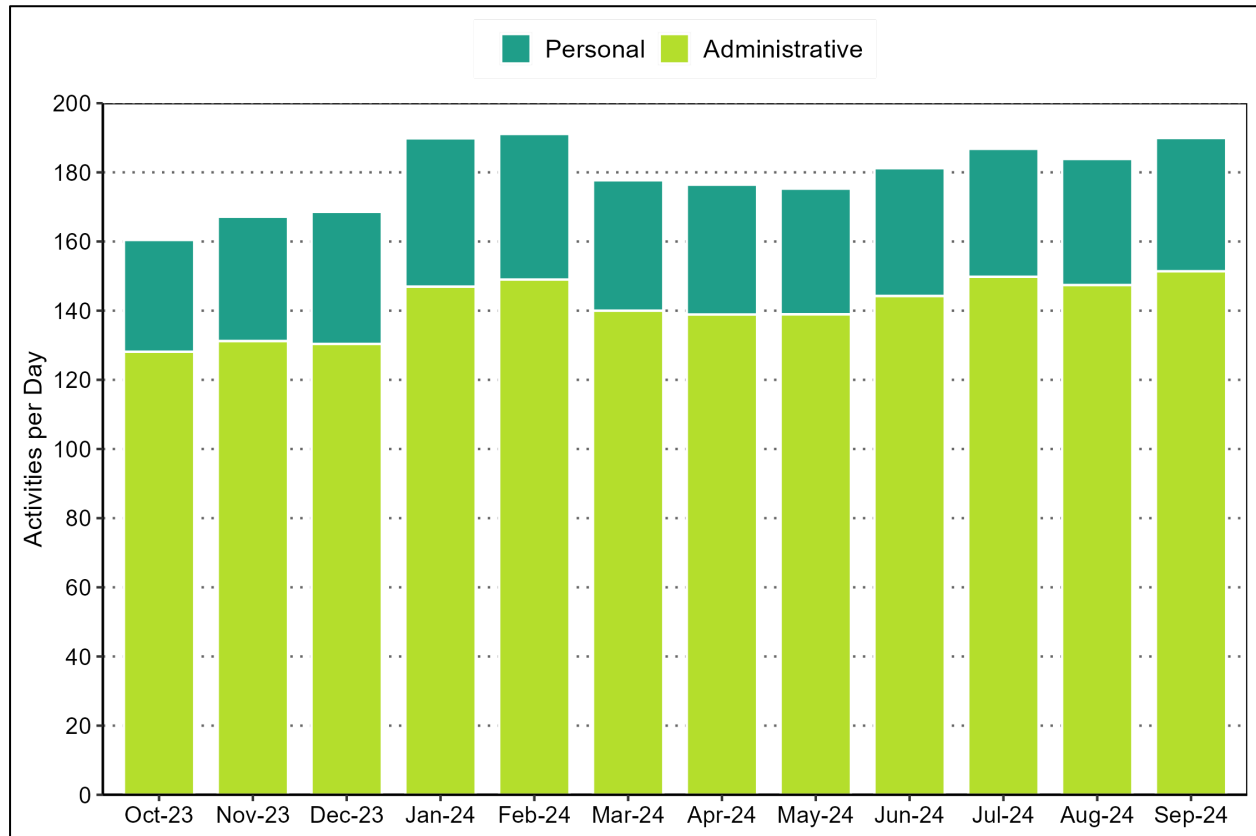
TABLE 10-13: Activities and Workload per Day, by Month

Month	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Administrative	128.1	131.2	130.4	147.0	149.0	140.0	138.9	139.0	144.3	149.8	147.4	151.4
Personal	32.3	35.9	38.2	42.9	42.1	37.7	37.5	36.3	36.9	37.0	36.5	38.5
Total	**160.5**	**167.2**	**168.6**	**189.8**	**191.1**	**177.7**	**176.4**	**175.3**	**181.2**	**186.8**	**183.9**	**189.9**

Observations:

■ The number of activities per day was the lowest in October.

■ The number of activities per day was highest in February.

FIGURE 10-13: Activities per Day, by Day of Week
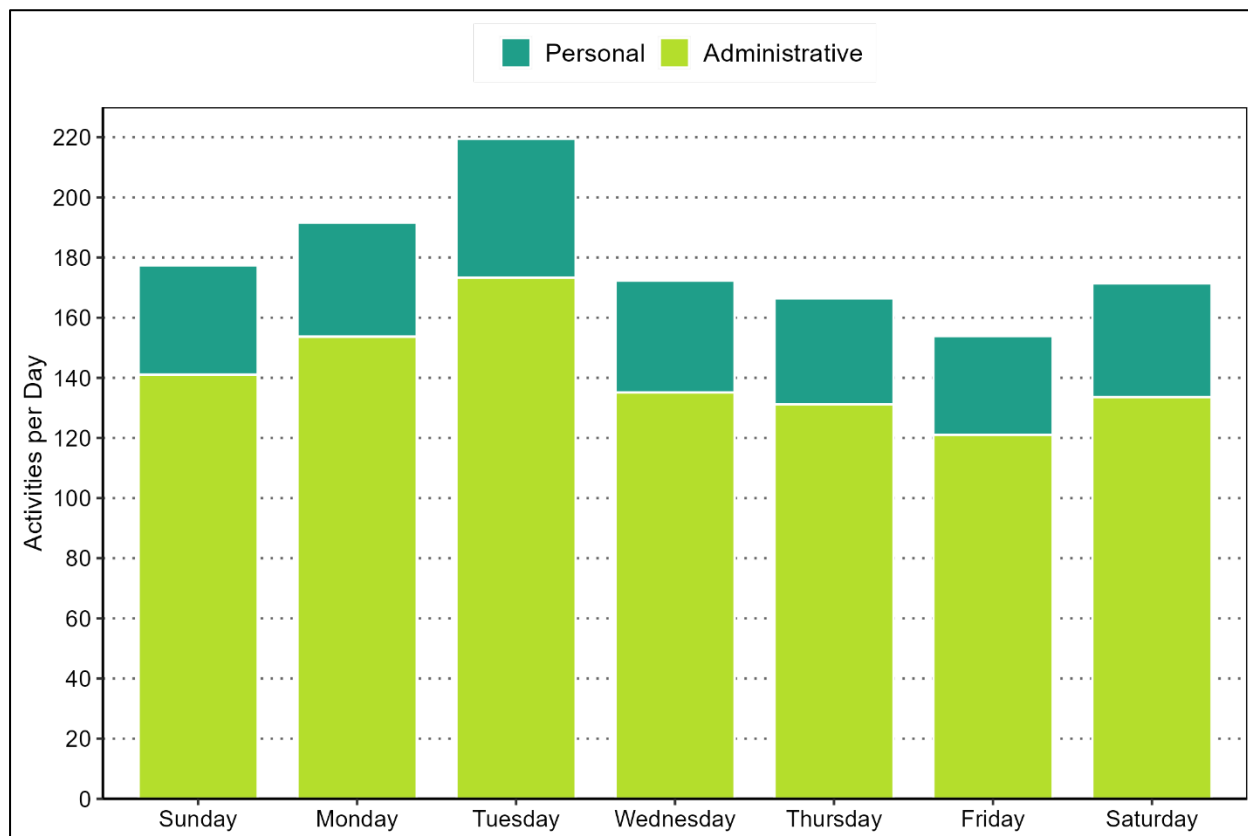
TABLE 10-14: Activities per Day, by Day of Week

Day of Week	Administrative	Personal	Total
Sunday	141.1	36.3	177.4
Monday	153.7	37.9	191.6
Tuesday	173.3	46.2	219.5
Wednesday	135.1	37.2	172.3
Thursday	131.2	35.2	166.4
Friday	121.0	32.8	153.9
Saturday	133.6	37.8	171.4
Weekly Average	**141.3**	**37.6**	**179.0**

Observations:

- The number of out-of-service activities per day was lowest on Fridays.
- The number of out-of-service activities per day was highest on Tuesdays.

FIGURE 10-14: Activities per Day, by Hour of Day
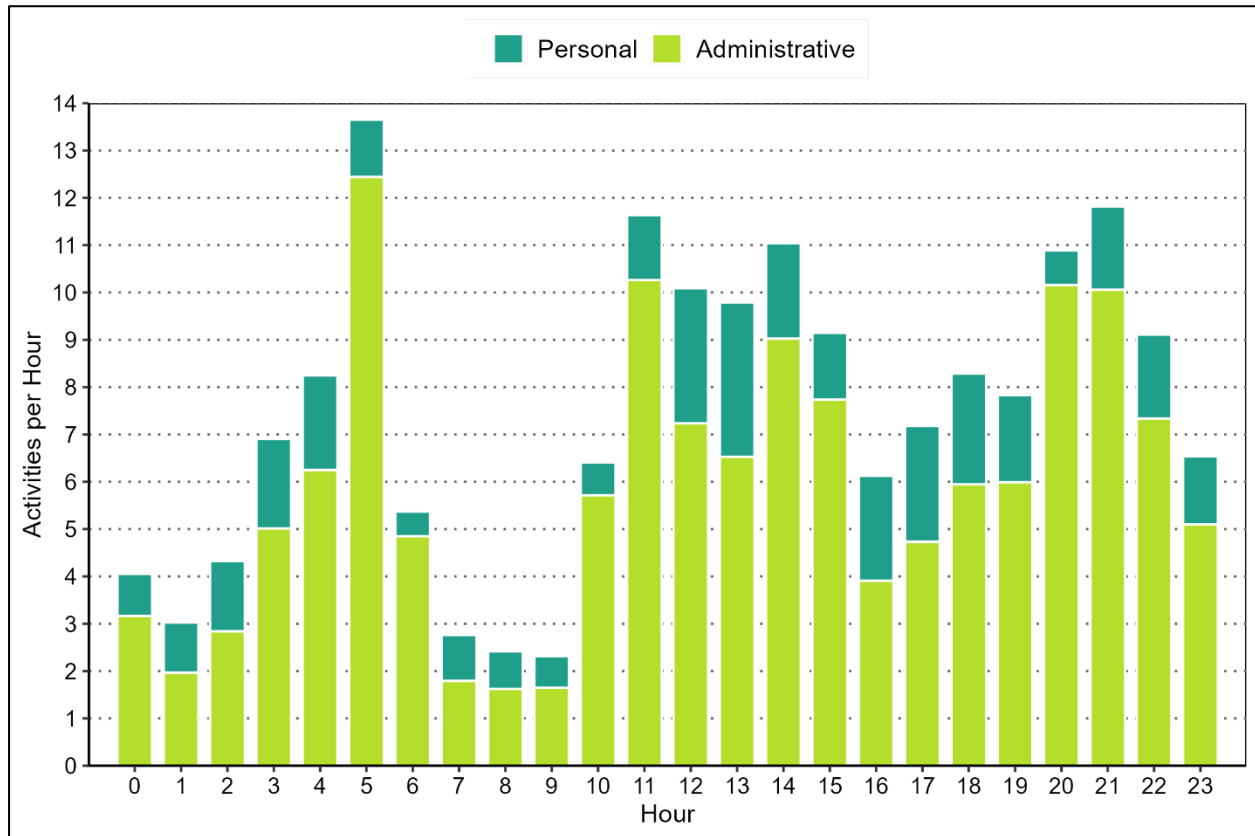
TABLE 10-15: Activities per Hour, by Hour of Day

Hour	Personal	Administrative	Total
0	0.89	3.17	4.05
1	1.06	1.97	3.03
2	1.48	2.84	4.33
3	1.89	5.01	6.90
4	2.00	6.25	8.25
5	1.21	12.44	13.65
6	0.52	4.85	5.37
7	0.97	1.79	2.76
8	0.80	1.62	2.42
9	0.67	1.65	2.32
10	0.69	5.72	6.41
11	1.37	10.26	11.64
12	2.86	7.23	10.09
13	3.26	6.53	9.79
14	2.01	9.03	11.04
15	1.41	7.74	9.15
16	2.22	3.91	6.13
17	2.45	4.73	7.18
18	2.34	5.95	8.29
19	1.84	5.99	7.83
20	0.73	10.16	10.89
21	1.75	10.06	11.81
22	1.77	7.34	9.11
23	1.44	5.10	6.54
Hourly Average	**1.57**	**5.89**	**7.46**

Observations:

- The number of activities per hour was lowest between 9:00 a.m. and 10:00 a.m.

- The number of activities per hour was highest between 5:00 a.m. and 6:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2024) and eight weeks in summer (July 7 through August 31, 2024). The department's main patrol force consists of patrol units and patrol supervisors, operating on 10-hour shifts starting at 5:30 a.m., 11:00 a.m., 3:00 p.m., and 9:00 p.m. The police department's main patrol force deployed an average of 24.1 officers per hour during the 24-hour day in winter 2024 and an average of 23.2 officers per hour in summer 2024. When additional CAT units, CSO units, a K9 unit, traffic units, and traffic supervisors are included, the department averaged 27.6 units per hour during the 24-hour day in winter 2024 and 26.6 units per hour during the 24-hour day in summer 2024.

In this section, we describe the deployment and workload in distinct steps, distinguishing between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.

- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.

- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

FIGURE 10-15: Deployed Officers, Weekdays, Winter 2024
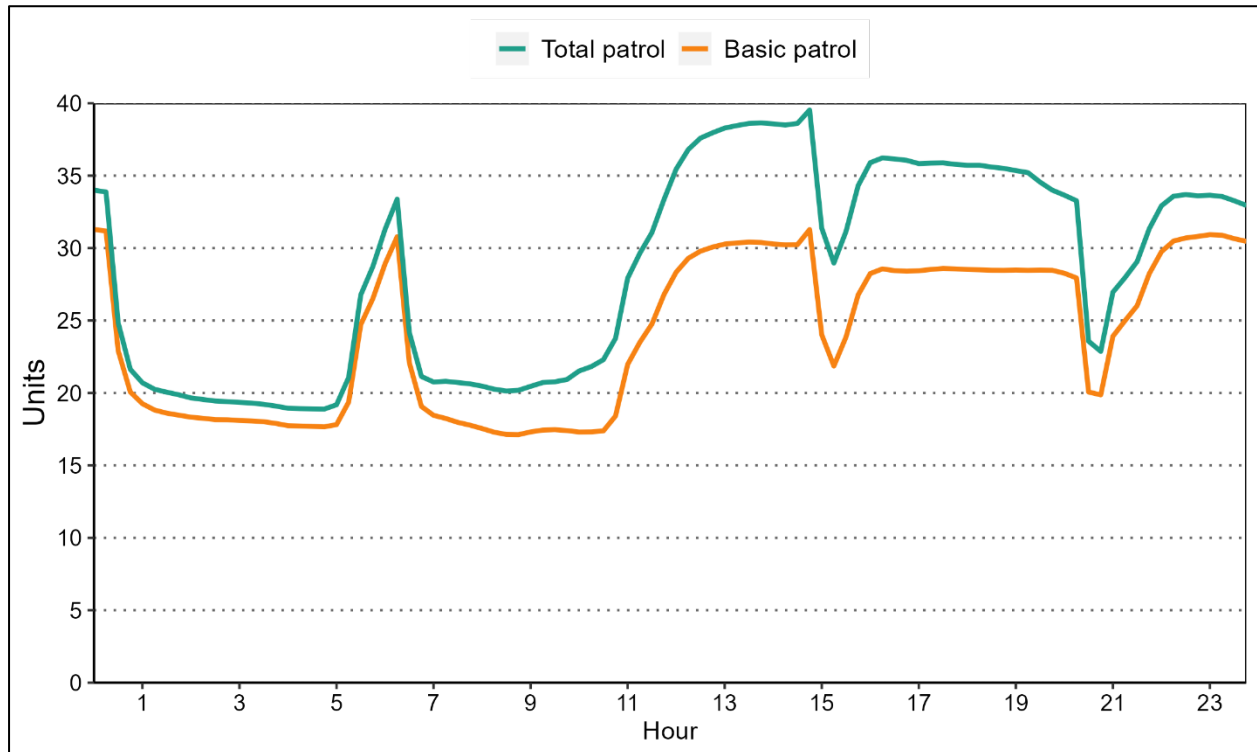
FIGURE 10-16: Deployed Officers, Weekends, Winter 2024
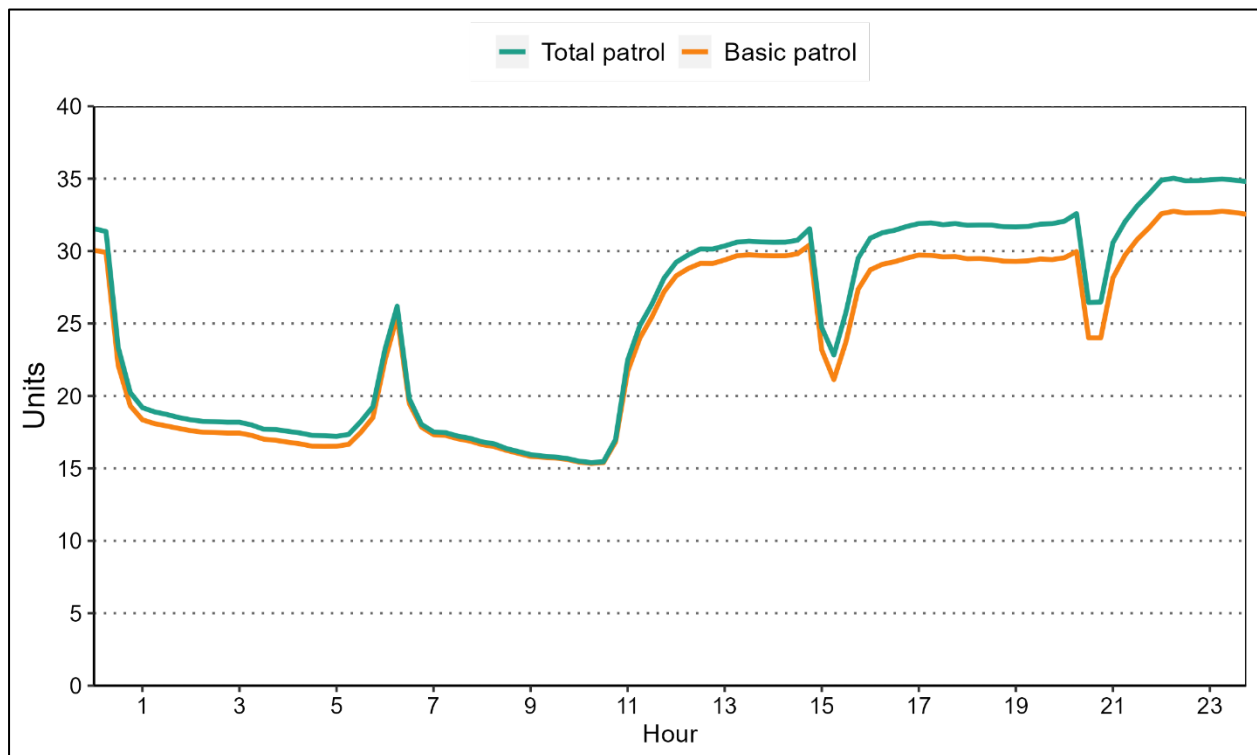
FIGURE 10-17: Deployed Officers, Weekdays, Summer 2024
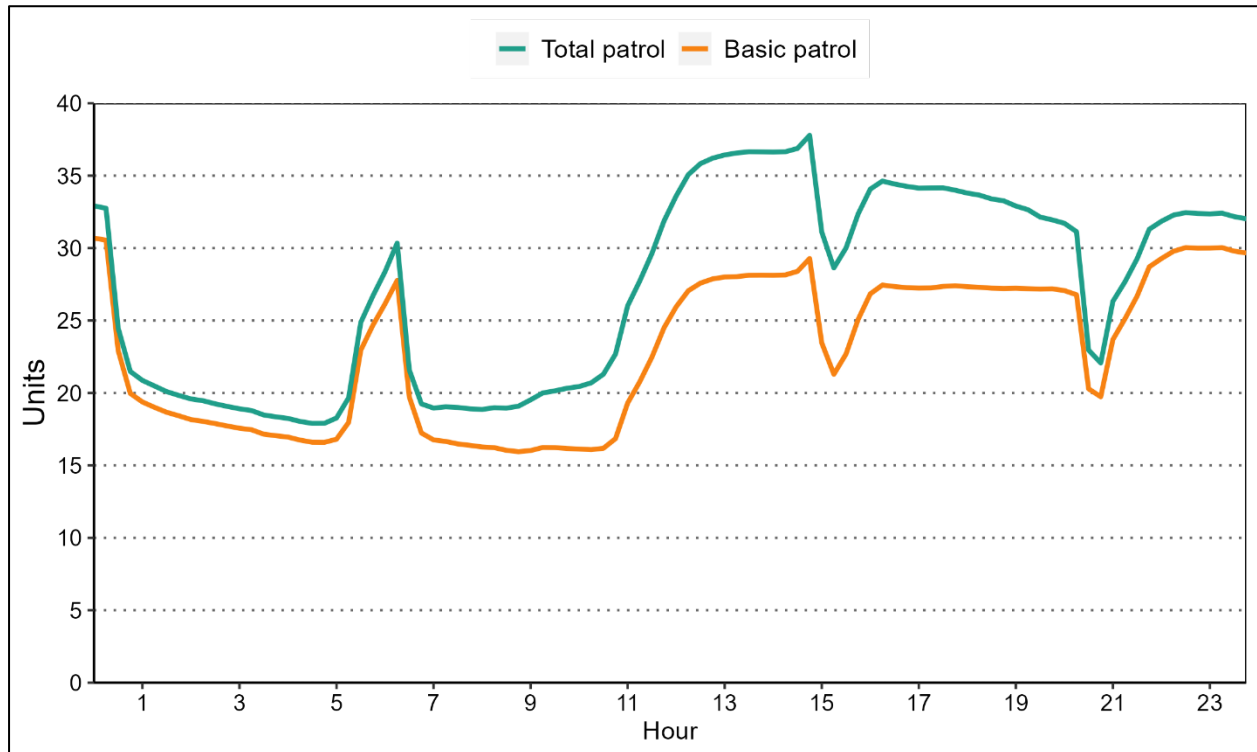
FIGURE 10-18: Deployed Officers, Weekends, Summer 2024
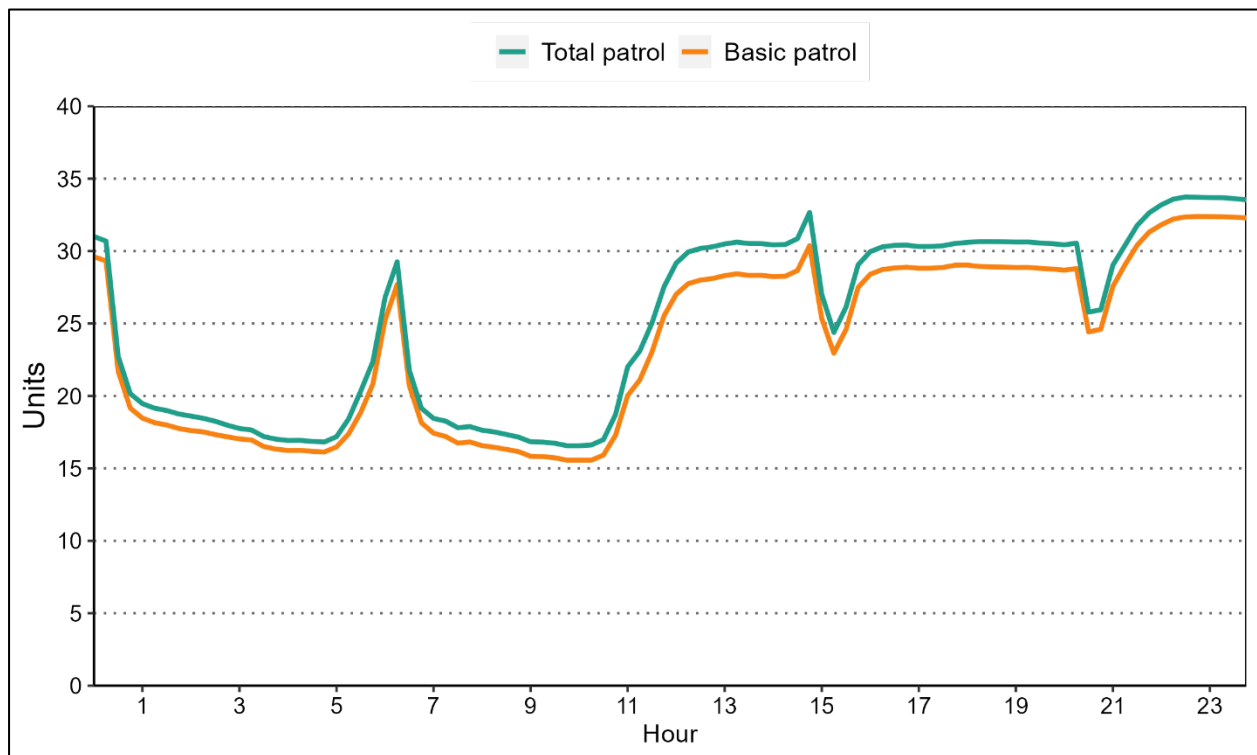
Observations:

- For Winter (January 4 through February 28, 2024):

  - The average deployment was 28.5 units per hour during the week and 25.2 units per hour on the weekend.

  - Average deployment varied from 18.9 to 39.5 units per hour on weekdays and 15.4 to 35.0 units per hour on weekends.

- For Summer (July 7 through August 31, 2024):

  - The average deployment was 27.2 units per hour during the week and 25.1 units per hour on the weekend.

  - Average deployment varied from 17.9 to 37.8 units per hour on weekdays and 16.6 to 33.7 units per hour on weekends.

FIGURE 10-19: Deployment and All Workload, Weekdays, Winter 2024
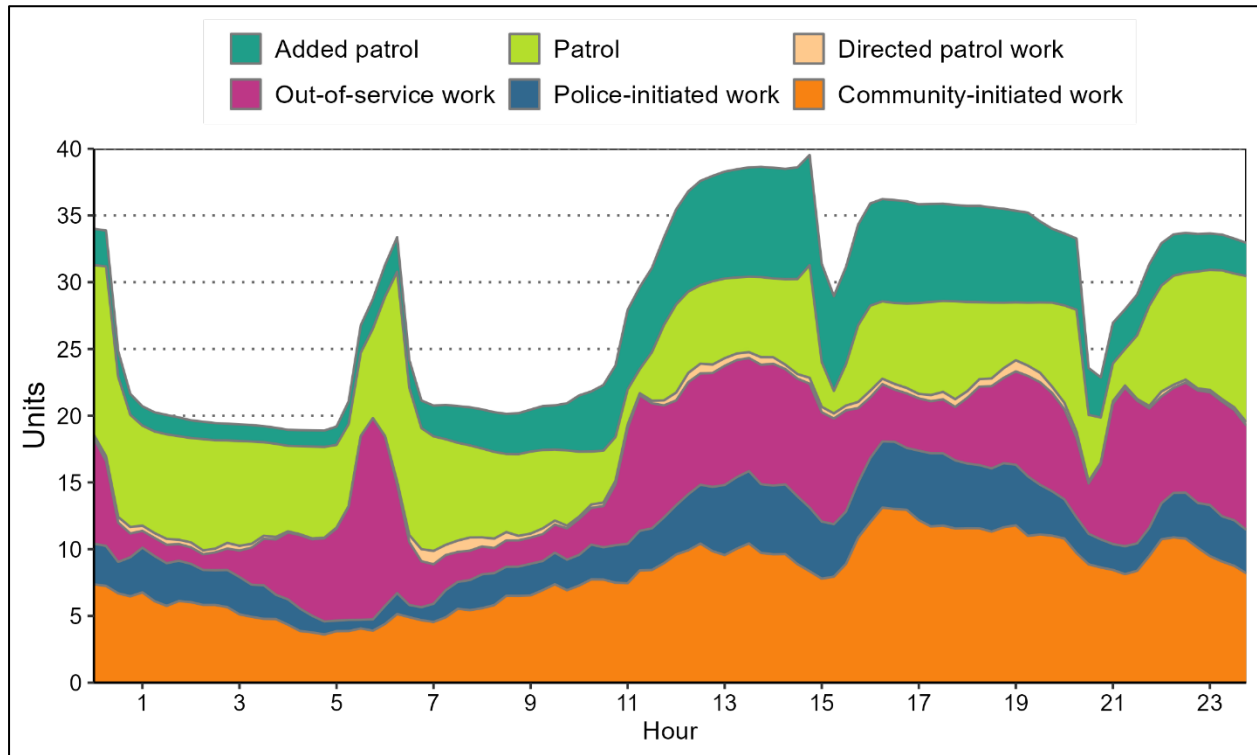
FIGURE 10-20: Deployment and All Workload, Weekends, Winter 2024
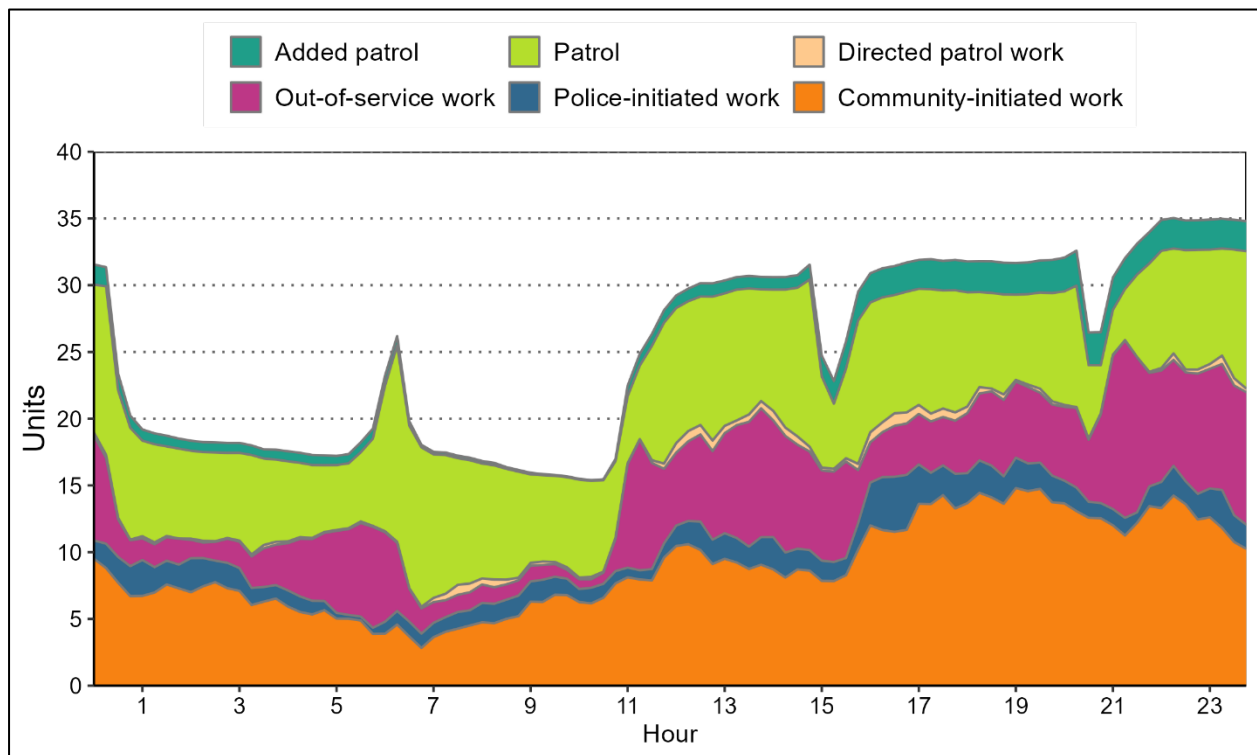
FIGURE 10-21: Deployment and All Workload, Weekdays, Summer 2024
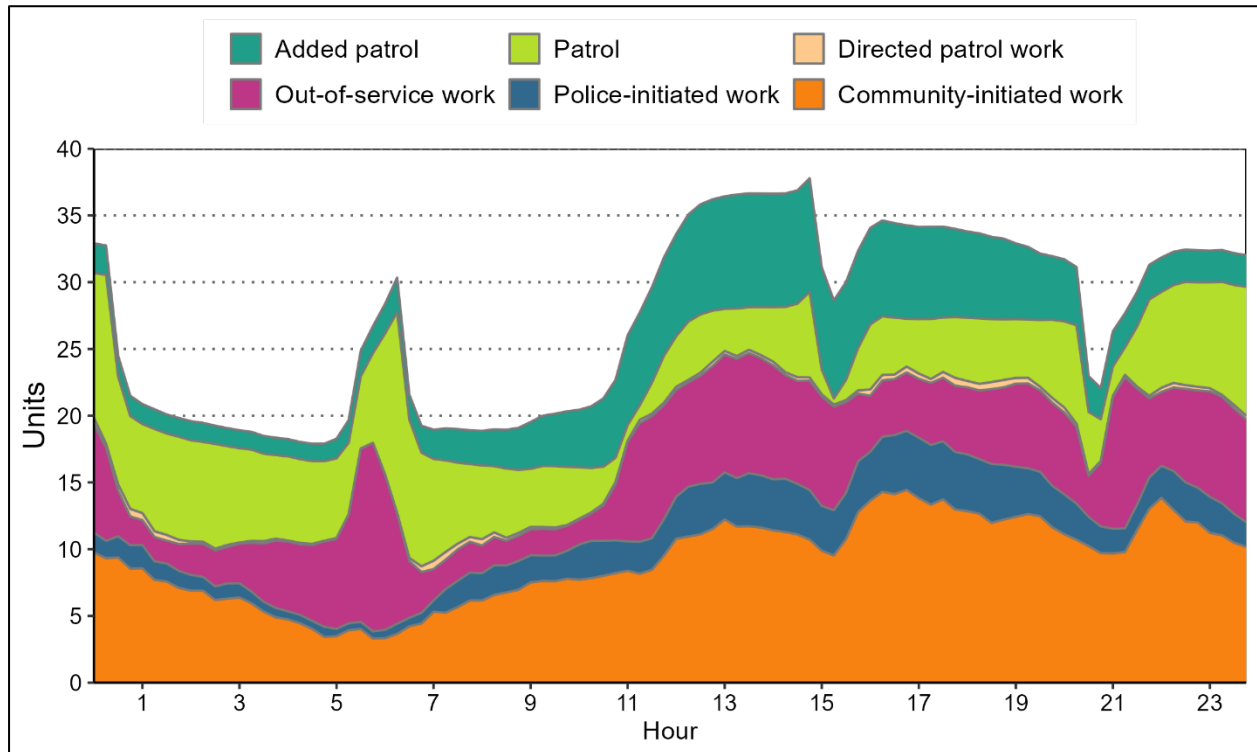
FIGURE 10-22: Deployment and All Workload, Weekends, Summer 2024
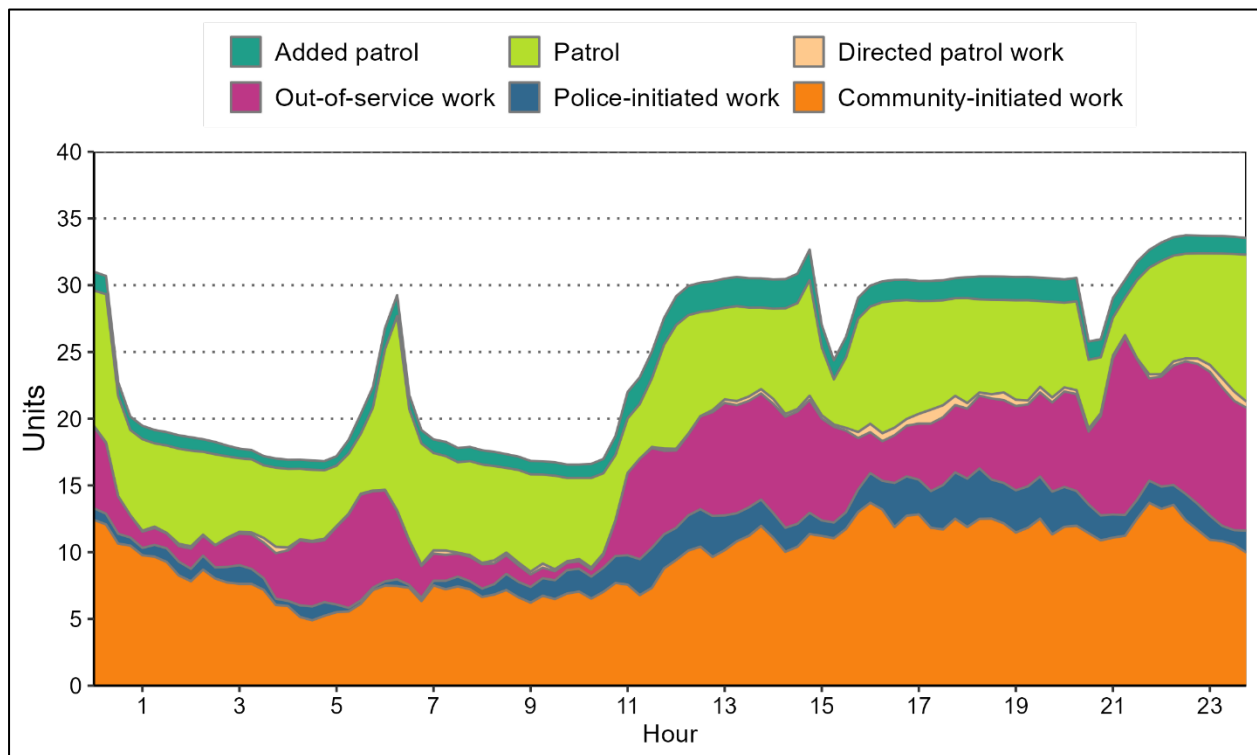
Note: Figures 10-19 to 10-22 show deployment along with all workloads from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

Observations:

Winter:

- Community-initiated work:

  - Average community-initiated workload was 8.1 units per hour during the week and 8.9 units per hour on weekends.

  - This was approximately 28 percent of hourly deployment during the week and 35 percent of hourly deployment on weekends.

- All work:

  - Average workload was 17.5 units per hour during the week and 15.9 units per hour on weekends.

  - This was approximately 61 percent of hourly deployment during the week and 63 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:

  - Average community-initiated workload was 9.1 units per hour during the week and 9.6 units per hour on weekends.

  - This was approximately 34 percent of hourly deployment during the week and 38 percent of hourly deployment on weekends.

- All work:

  - Average workload was 17.4 units per hour during the week and 16.6 units per hour on weekends.

  - This was approximately 64 percent of hourly deployment during the week and 66 percent of hourly deployment on weekends.

FIGURE 10-23: Percentage of Workload, Weekdays, Winter 2024
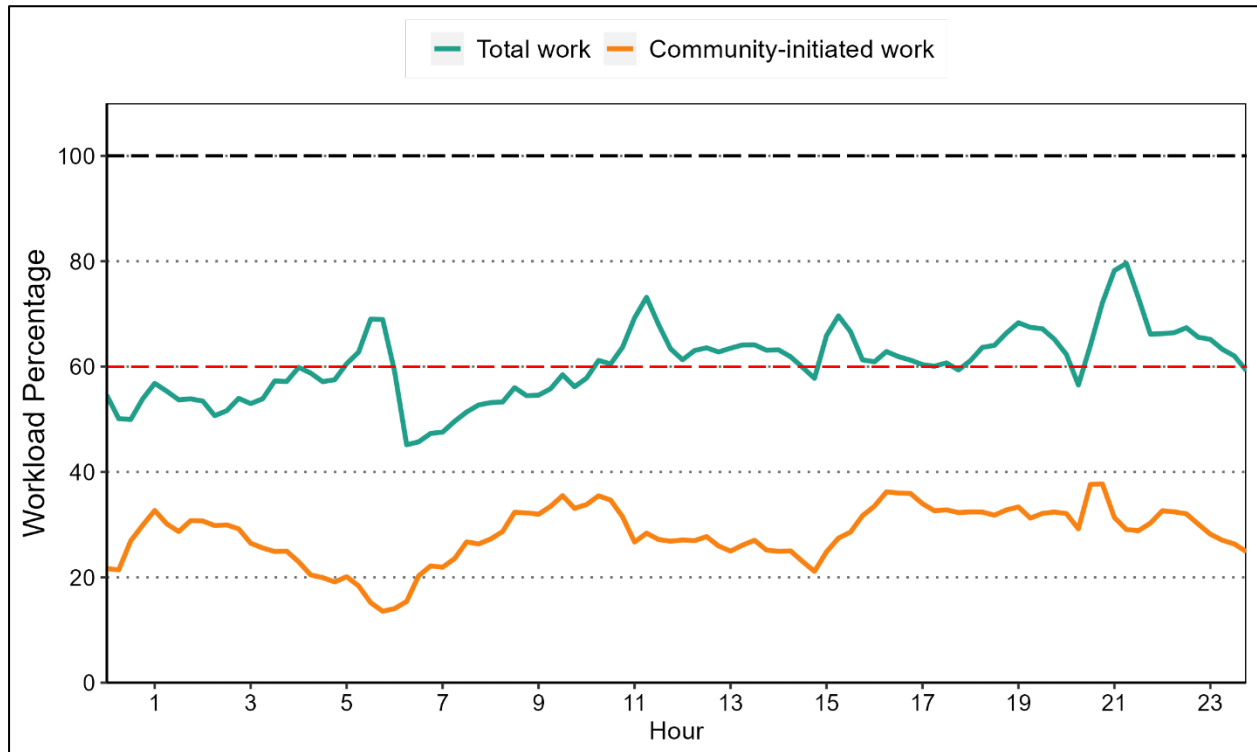
FIGURE 10-24: Percentage of Workload, Weekends, Winter 2024
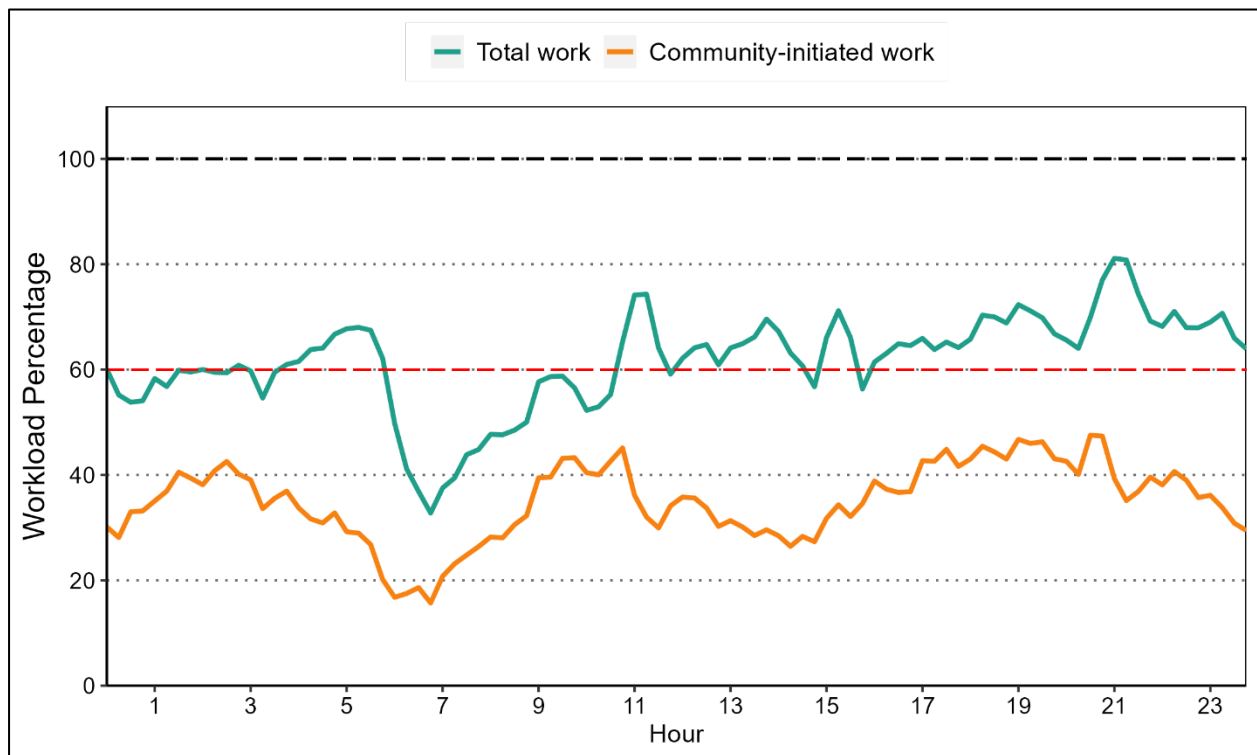
FIGURE 10-25: Percentage of Workload, Weekdays, Summer 2024
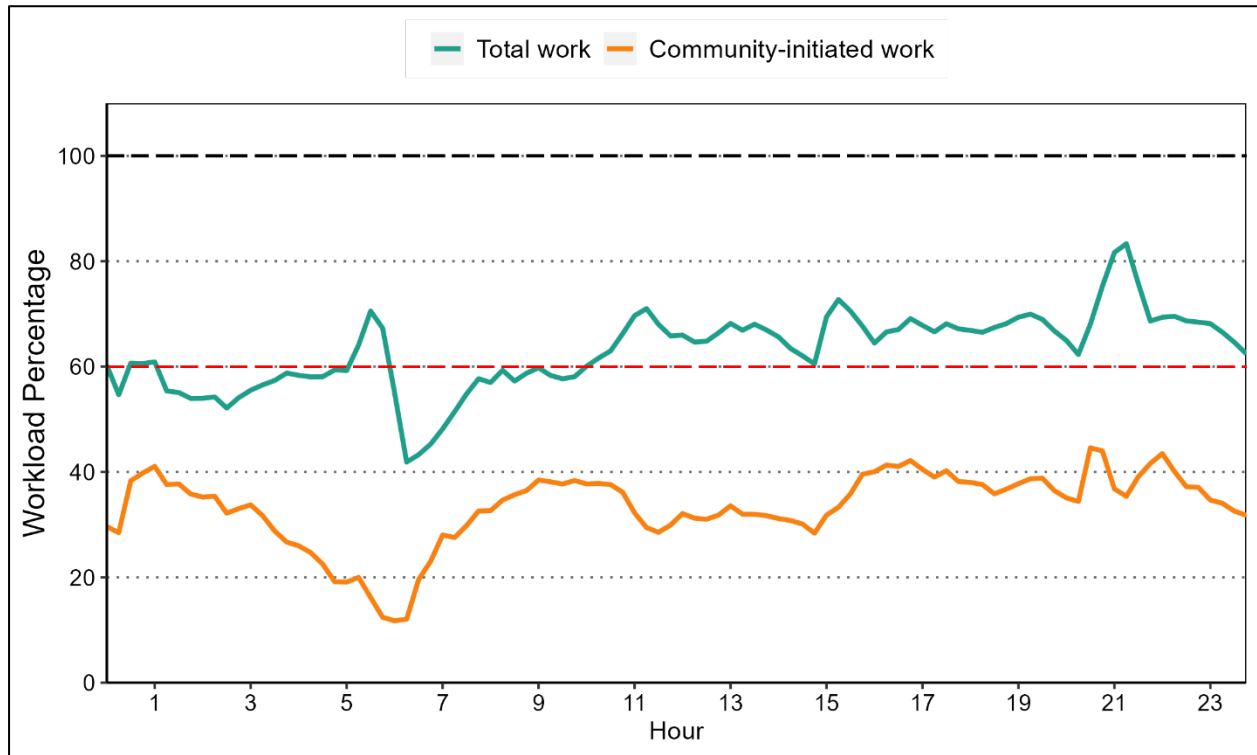
FIGURE 10-26: Percentage of Workload, Weekends, Summer 2024
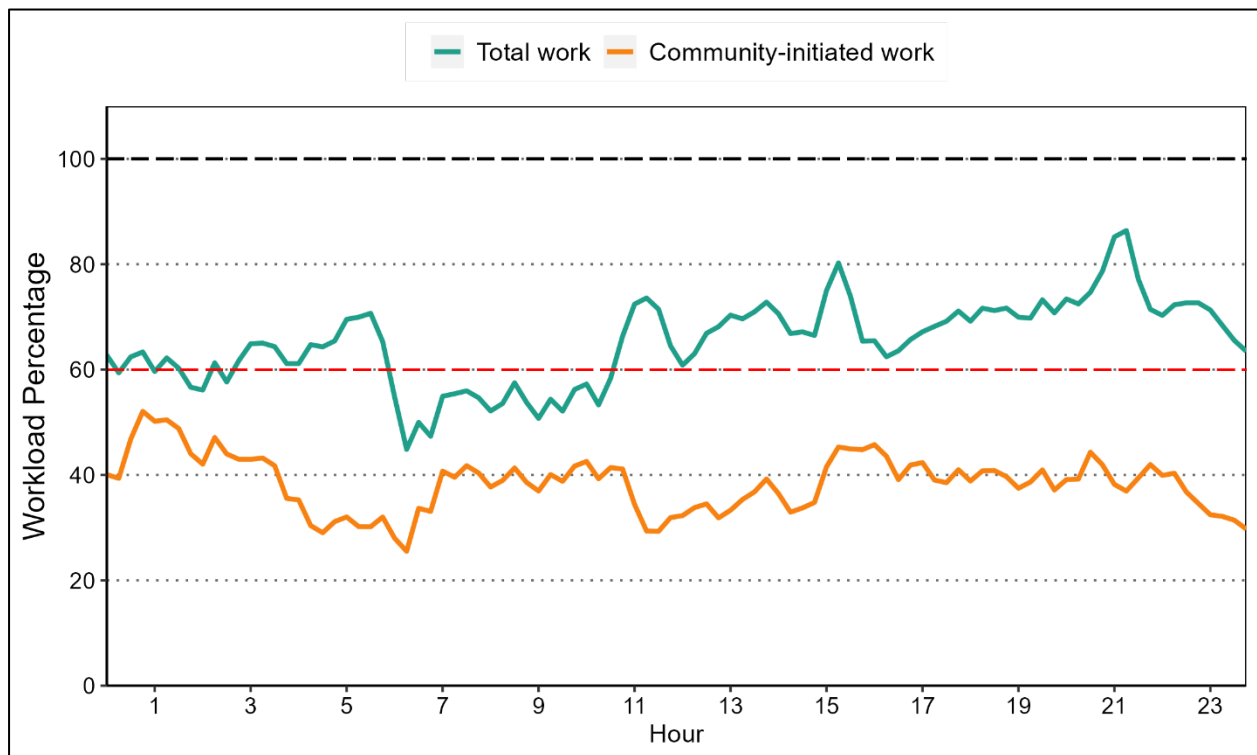
Observations:

Winter:

- Community-initiated work:

  - During the week, the workload reached a maximum of 38 percent of deployment between 8:30 p.m. and 9:00 p.m.

  - On weekends, the workload reached a maximum of 48 percent of deployment between 8:30 p.m. and 9:00 p.m.

- All work:

  - During the week, the workload reached a maximum of 80 percent of deployment between 9:15 p.m. and 9:30 p.m.

  - On weekends, the workload reached a maximum of 81 percent of deployment between 9:00 p.m. and 9:30 p.m.

Summer:

- Community-initiated work:

  - During the week, the workload reached a maximum of 45 percent of deployment between 8:30 p.m. and 8:45 p.m.

  - On weekends, the workload reached a maximum of 52 percent of deployment between 12:45 a.m. and 1:00 a.m.

- All work:

  - During the week, the workload reached a maximum of 83 percent of deployment between 9:15 p.m. and 9:30 p.m.

  - On weekends, the workload reached a maximum of 86 percent of deployment between 9:15 p.m. and 9:30 p.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

We begin the discussion with statistics that include all calls combined. We started with 12,510 calls in winter and 12,609 calls in summer. We limited our analysis to community-initiated calls, which amounted to 7,395 calls in the winter and 8,925 calls in the summer. In addition, we removed the calls lacking a recorded arriving unit, calls at headquarters, and outside LPD sectors. We were left with 6,102 calls in winter and 7,358 calls in summer for our analysis. For the entire year, we began with 90,601 calls and limited our analysis to 52,725 community-initiated calls. With similar exclusions, we were left with 43,518 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares winter and summer periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter vs. summer), we show differences in response times by category.

FIGURE 10-27: Average Response Time and Dispatch Processing, by Hour of Day, Winter 2024 and Summer 2024
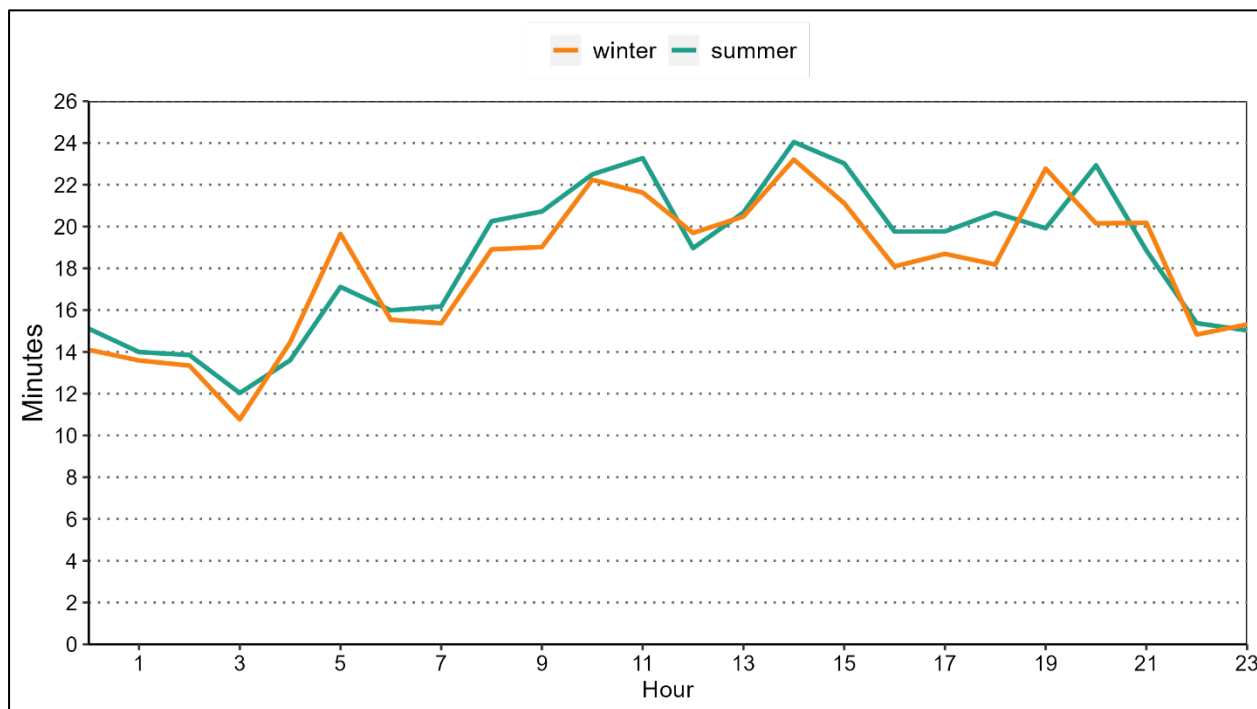
Observations:

- Average response times varied significantly by the hour of the day.

- In winter, the longest response times were between 2:00 p.m. and 3:00 p.m., with an average of 23.2 minutes.

- In winter, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 10.8 minutes.

- In summer, the longest response times were between 2:00 p.m. and 3:00 p.m., with an average of 24.0 minutes.

- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 12.0 minutes.

FIGURE 10-28: Average Response Time by Category, Winter 2024
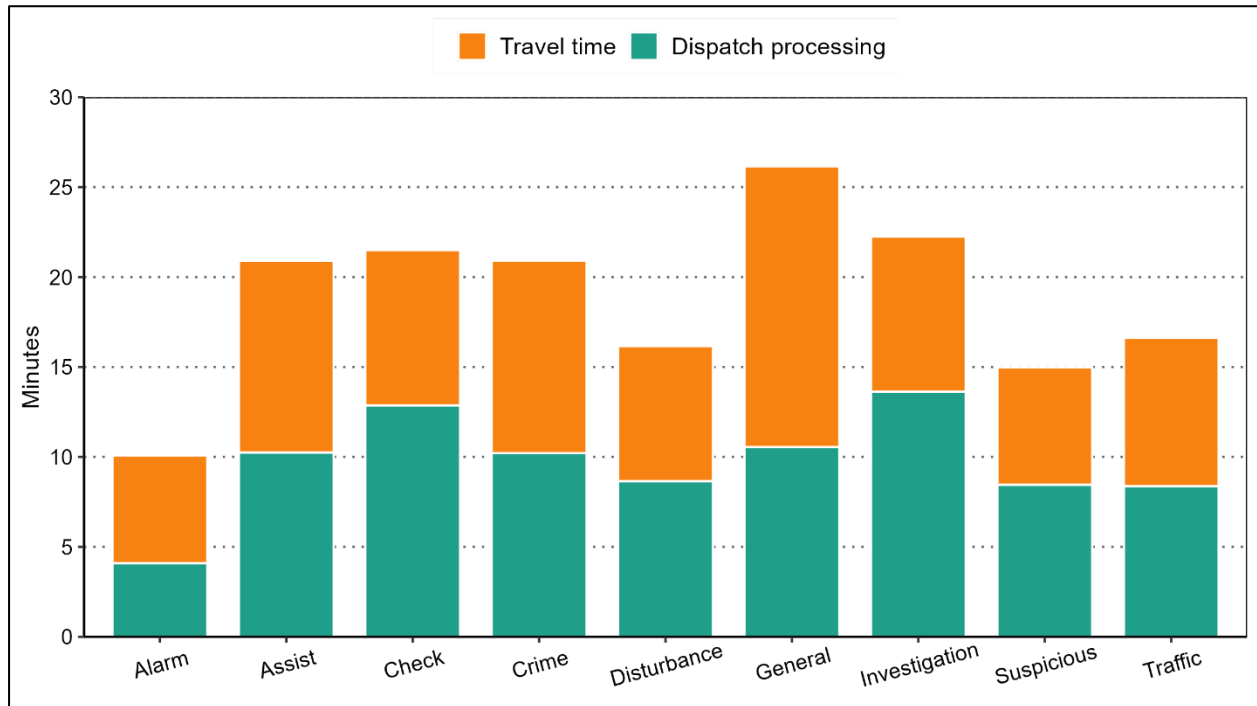
FIGURE 10-29: Average Response Time by Category, Summer 2024
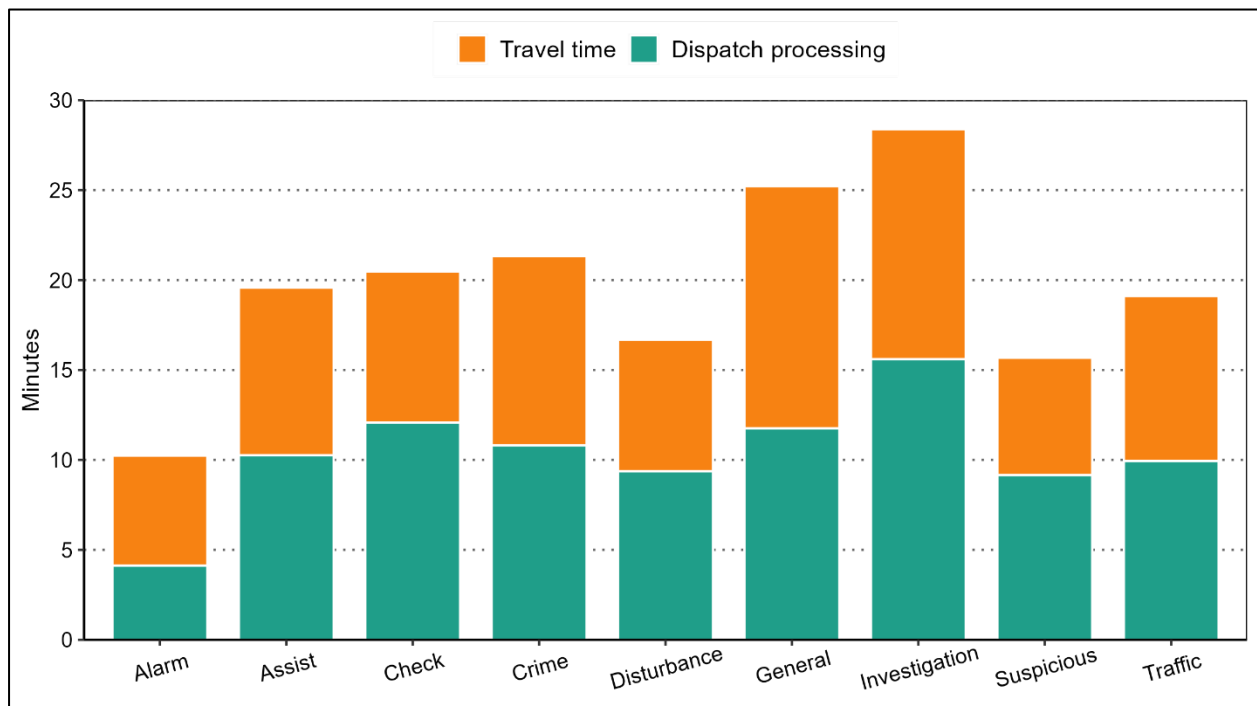
TABLE 10-16: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	5.6	7.9	13.5	472	5.6	8.5	14.1	517
Alarm	4.1	6.0	10.1	239	4.1	6.1	10.2	250
Animal	12.6	24.1	36.7	18	11.9	11.6	23.5	29
Assist citizen	15.6	10.9	26.5	222	14.8	9.8	24.7	258
Assist other agency	6.4	10.5	16.9	311	6.1	8.8	15.0	287
Check	12.9	8.6	21.5	1,083	12.1	8.4	20.5	1,309
Crime against persons	11.1	15.2	26.3	301	10.6	14.9	25.5	413
Crime against property	9.2	8.7	17.9	373	10.5	8.9	19.4	445
Crime against society	11.5	6.8	18.3	114	12.3	6.2	18.5	218
Disturbance	8.7	7.5	16.2	1,554	9.4	7.3	16.7	1,817
Follow-up	15.7	27.6	43.2	70	16.0	16.3	32.4	101
Investigation	13.6	8.6	22.2	234	15.6	12.8	28.4	242
Juvenile	15.5	11.7	27.2	45	13.6	11.4	25.1	79
Mental health	6.1	9.7	15.8	132	6.8	11.1	17.9	153
Miscellaneous	10.3	15.4	25.7	138	12.8	15.1	27.9	169
Suspicious incident	8.5	6.5	15.0	635	9.2	6.5	15.7	825
Traffic enforcement	18.6	9.5	28.2	128	20.9	10.8	31.7	204
Warrant/prisoner	8.9	5.5	14.4	33	9.0	6.5	15.5	42
Total Average	**9.8**	**8.9**	**18.7**	**6,102**	**10.4**	**8.8**	**19.2**	**7,358**

Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time was as short as 10 minutes (for alarms) and as long as 26 minutes (for general noncriminal calls).

- In summer, the average response time was as short as 10 minutes (for alarms) and as long as 28 minutes (for investigations).

- The average response time for crimes was 21 minutes in winter and summer.

TABLE 10-17: 90th Percentiles for Response Time Components, by Category

Category	Minutes in Winter			Minutes in Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	11.4	14.5	24.5	13.0	15.2	27.4
Alarm	8.3	10.2	18.9	8.6	10.7	19.7
Animal	179.4	62.2	190.6	49.5	23.0	55.9
Assist citizen	76.1	21.3	97.7	70.7	21.1	85.0
Assist other agency	24.2	17.1	51.6	21.8	17.2	37.1
Check	61.5	14.1	74.4	60.0	14.8	70.5
Crime against persons	72.5	28.9	106.1	81.3	32.2	128.2
Crime against property	51.4	17.2	67.9	69.6	16.4	81.6
Crime against society	36.0	11.7	49.9	57.9	12.2	66.3
Disturbance	40.1	13.0	51.1	40.7	12.6	51.6
Follow-up	163.8	117.6	248.3	221.1	32.0	244.2
Investigation	196.3	16.9	214.5	285.8	23.2	299.5
Juvenile	81.1	24.3	111.2	70.0	15.8	87.0
Mental health	15.7	16.2	31.0	15.4	18.3	34.0
Miscellaneous	114.4	28.5	185.1	139.3	21.7	227.8
Suspicious incident	30.2	11.5	42.1	41.1	11.2	48.6
Traffic enforcement	208.3	17.8	230.4	287.7	17.7	297.4
Warrant/prisoner	21.4	12.4	25.9	27.6	13.4	30.5
Total Average	**52.8**	**15.5**	**67.9**	**60.0**	**15.2**	**75.4**

Note: A 90th percentile value of 67.9 minutes means that 90 percent of all calls are responded to in fewer than 67.9 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 19 minutes (for alarms) and as long as 215 minutes (for investigations).

- In summer, the 90th percentile value for response time was as short as 20 minutes (for alarms) and as long as 300 minutes (for investigations).

FIGURE 10-30: Average Response Time Components, by Sector
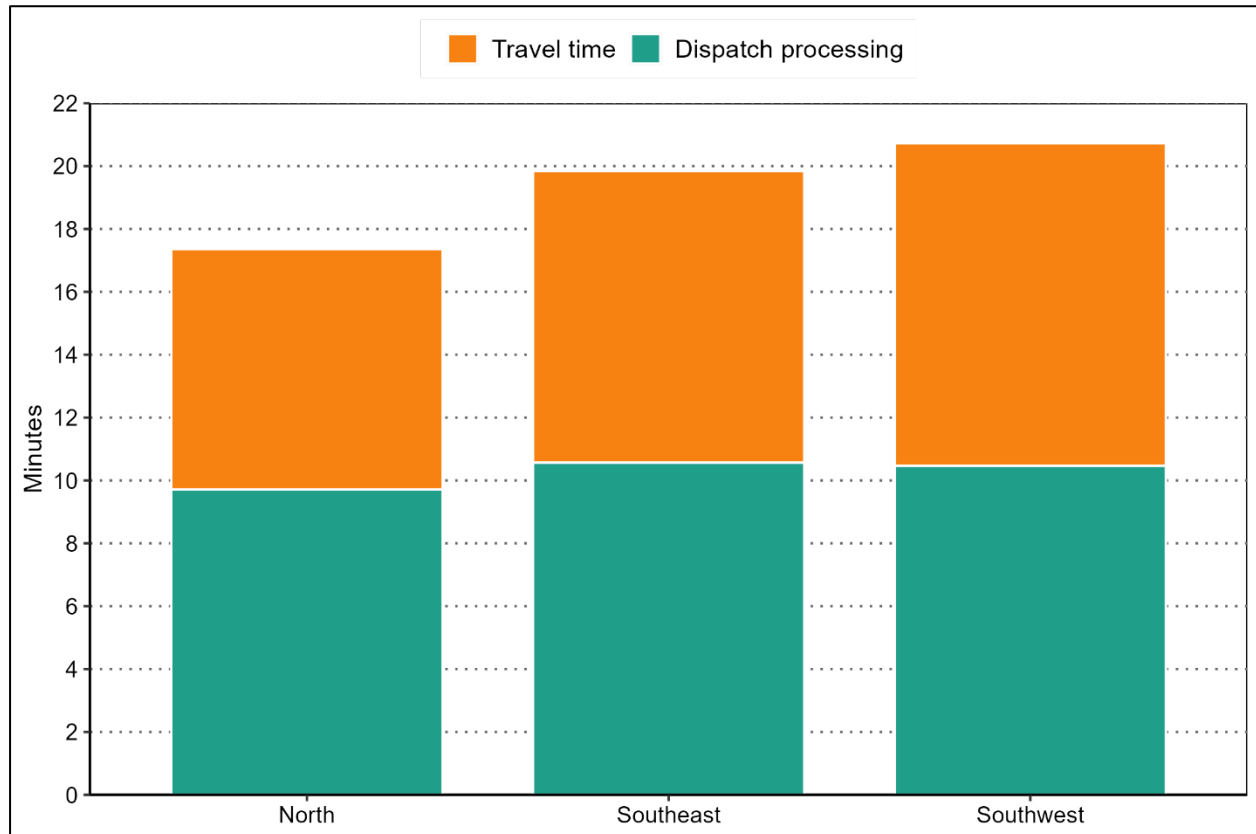
TABLE 10-18: Average Response Time Components, by Beat

Sector	Beat	Minutes			Calls
		Dispatch	Travel	Response	
North	N1	10.0	8.0	18.0	3,986
	N2	9.7	6.9	16.6	3,306
	N3	9.7	7.2	16.9	4,887
	N4	9.7	6.8	16.5	4,817
	N5	9.3	10.1	19.4	3,051
	Subtotal	**9.7**	**7.6**	**17.4**	**20,047**
Southeast	S6	10.2	8.7	18.8	4,512
	S7	10.2	7.4	17.6	3,921
	S8	11.7	10.1	21.8	3,177
	S9 a	10.7	11.3	22.0	2,978
	S9 b	9.2	12.9	22.2	315
	Subtotal	**10.6**	**9.3**	**19.8**	**14,903**
Southwest	S10	10.6	12.1	22.8	2,131
	S11	10.7	10.3	21.0	3,712
	S12	10.0	8.8	18.7	2,725
	Subtotal	**10.5**	**10.3**	**20.7**	**8,568**
Total		**10.2**	**8.7**	**18.9**	**43,518**

Observations:

- North sector had the shortest average dispatch time of 9.7 minutes.

- North sector had the shortest average response time of 17.4 minutes.

- Southwest sector had the longest average response time of 20.7 minutes.

High-Priority Calls

The department assigned priorities to calls with "0" and "1" as the highest priorities. The following table shows average response times by priority. In addition, we identified injury accidents based on the call descriptions, "MVA INJURY," to see if these provided an alternate measure for emergency calls.

TABLE 10-19: Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	90th Percentile Response Time, Minutes
	Dispatch	Travel	Response		
0	2.5	3.1	5.6	71	8.9
1	4.0	6.5	10.5	6,400	18.6
2	7.5	7.4	14.9	16,689	36.7
3	13.0	9.7	22.7	17,038	89.8
4	21.8	13.9	35.7	2,697	299.3
5	18.6	21.4	40.0	451	241.6
6	11.9	14.5	26.4	133	77.4
9	7.1	10.0	17.1	39	34.4
Total	**10.2**	**8.7**	**18.9**	**43,518**	**72.3**
Injury accident	2.9	5.9	8.8	460	16.2

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 10-31: Average Response Times and Dispatch Processing for High-priority Calls, by Hour
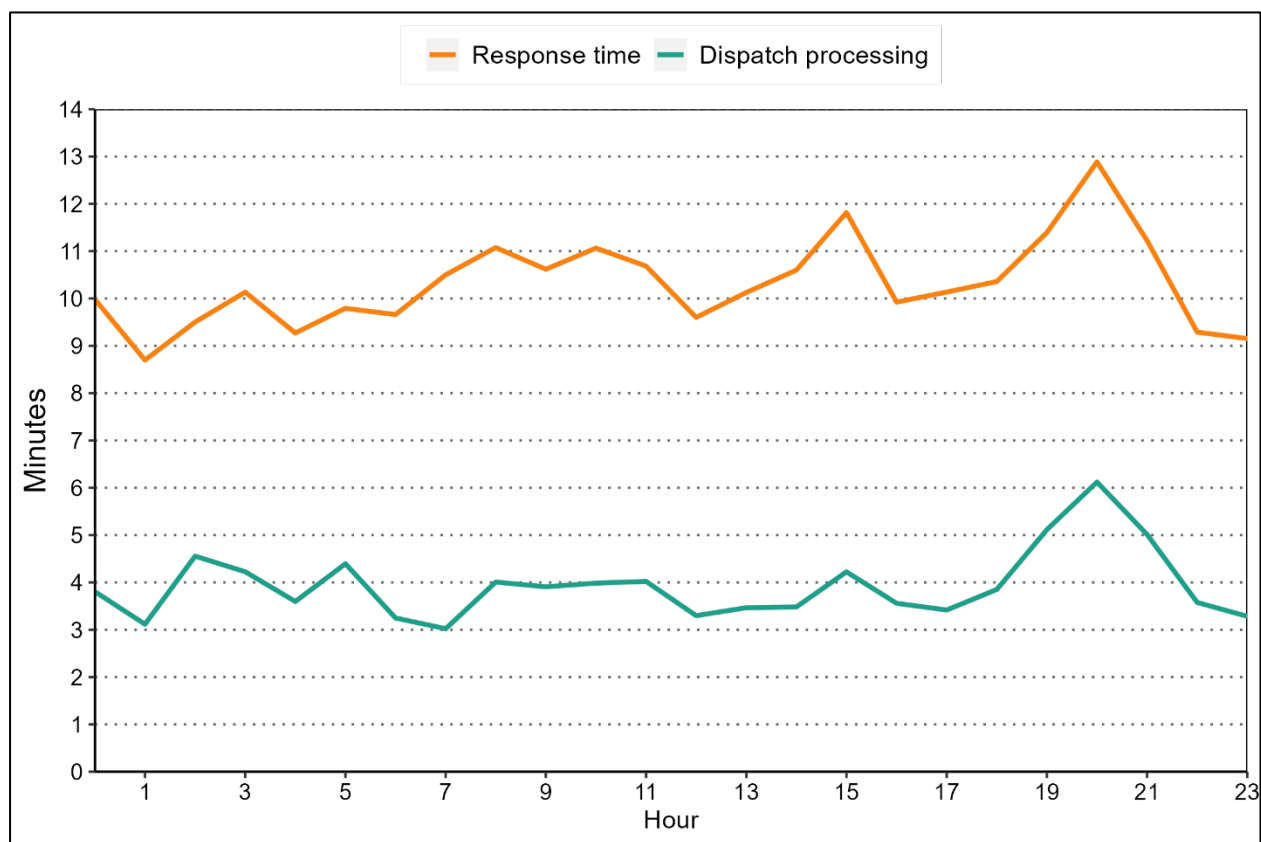
Observations:

- High-priority calls (priorities 0 and 1) had an average response time of 10.4 minutes, lower than the overall average of 18.9 minutes for all calls.

- Average dispatch processing was 4.0 minutes for high-priority calls, compared to 10.2 minutes overall.

- For high-priority calls, the longest response times were between 8:00 p.m. and 9:00 p.m., with an average of 12.9 minutes.

- For high-priority calls, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 8.7 minutes.

- Average response time for injury accidents was 8.8 minutes, with a dispatch processing of 2.9 minutes.

COMMUNITY SERVICES OFFICERS

Between October 1, 2023, and September 30, 2024, the dispatch center recorded 7,078 events that involved community services officers (CSOs). After excluding zero time on scene events and directed patrol activities, 6,860 calls were included in the analysis. During this period, the dispatch center also recorded 3,784 activities assigned to CSOs and which were not assigned a call number.

TABLE 10-20: CSO Events, Calls, and Workload by Category

Category	Events	Calls	Work Hours
Accident	370	369	425.2
Alarm	50	50	57.1
Animal	7	7	3.9
Assist citizen	284	278	133.3
Assist other agency	129	129	159.2
Check	48	48	64.4
Code enforcement	16	12	4.7
Crime against persons	180	179	236.8
Crime against property	539	535	683.4
Crime against society	23	22	20.7
Directed patrol*	31	NA	NA
Disturbance	217	217	225.3
Follow-up	1,273	1,241	974.3
Investigation	1,073	1,033	753.4
Juvenile	2	2	2.3
Mental health	7	7	7.5
Miscellaneous	359	347	275.0
Pedestrian stop	38	38	13.4
Suspicious incident	208	207	242.1
Traffic enforcement	2,194	2,109	646.6
Traffic stop	10	10	10.8
Warrant/prisoner	20	20	15.4
Total	**7,078**	**6,860**	**4,955.0**

Note: Events include all recorded calls which involved a CSO unit. We removed 188 events with zero time on scene and 30 directed patrol activities when calculating the number of calls with each call category.

FIGURE 10-32: Percentage Calls and Work Hours, by Category, CSO Units

Call Activity	Workload

Legend:
- Alarm
- Assist
- Check
- Crime
- Disturbance
- General noncriminal
- Investigation
- Pedestrian stop
- Suspicious incident
- Traffic
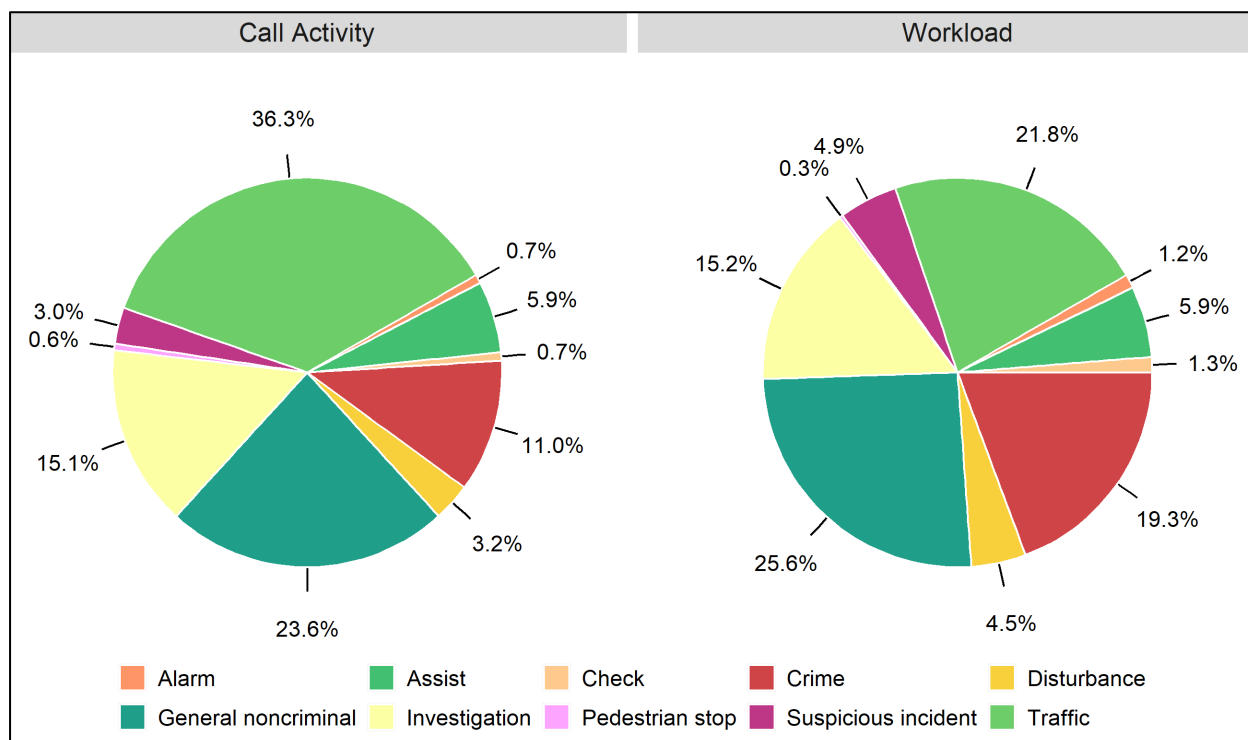
Observations:

- There was an average of 19 events per day, or 0.8 per hour.
  - □ 3 percent of the events had zero time on scene.
  - □ 38 percent of all events were police-initiated.
  - □ 59 percent of all events were community-initiated.
- Total calls averaged 19 per day, or 0.8 per hour.
- Total workload averaged 13.5 hours per day, meaning that on average 0.6 units per hour were busy responding to calls.
- The top four categories accounted for 86 percent of calls and 82 percent of workload:
  - □ 36 percent of calls and 22 percent of workload were traffic related.
  - □ 24 percent of calls and 26 percent of workload were general noncriminal calls.
  - □ 15 percent of calls and 15 percent of workload were investigations.
  - □ 11 percent of calls and 19 percent of workload were crimes.

TABLE 10-21: CSO Calls, by Initiator

Category	Community-Initiated	Police-Initiated
Accident	335	34
Alarm	49	1
Animal	5	2
Assist citizen	145	133
Assist other agency	128	1
Check	42	6
Code enforcement	10	2
Crime against persons	174	5
Crime against property	443	92
Crime against society	16	6
Disturbance	210	7
Follow up	353	888
Investigation	950	83
Juvenile	2	0
Mental health	7	0
Miscellaneous	285	62
Pedestrian stop	1	37
Suspicious incident	149	58
Traffic enforcement	847	1,262
Traffic stop	0	10
Warrant/prisoner	8	12
Total	**4,159**	**2,701**

Observations:

- Traffic calls totaled 2,488, with 48 percent community-initiated and 52 percent police-initiated.

- General noncriminal calls totaled 1,616, with 41 percent community-initiated and 59 percent police-initiated.

- Investigation calls totaled 1,033, with 92 percent community-initiated and 8 percent police-initiated.

- Crime calls totaled 756, with 85 percent community-initiated and 15 percent police-initiated.

TABLE 10-22: CSO Non-Call Activities and Occupied Times by Description

Description	Occupied Time	Count
Administrative	49.5	1,346
Evidence and property	34.4	211
Miscellaneous	55.6	15
Reports	60.3	940
Training	56.6	64
Vehicle maintenance	20.4	32
Fuel	11.2	332
Administrative - Weighted Average/Total Activities	**47.4**	**2,940**
Personal - Weighted Average/Total Activities	**29.1**	**844**
Weighted Average/Total Activities	**43.3**	**3,784**

Observations:

- The most common out-of-service description was "administrative."

- The description with the longest average time was for reports.

- The average time spent was 47.4 minutes for administrative activities and 29.1 minutes for personal activities.

- Administrative activities accounted for 6.3 work hours per day, and personal activities accounted for 1.1 work hours per day, for a combined total of 7.5 work hours per day, meaning that on average 0.3 units per hour were busy with non-call activities.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from October 1, 2023, to September 30, 2024, were classified into the following categories.

TABLE 10-23: Call Type, by Category

Call Type Description	Table Category	Figure Category
HOLD UP ALARM	Alarm	Alarm
PANIC ALARM		
UNVERIFIED ALARM		
VERIFIED ALARM		
CITIZEN ASSIST	Assist citizen	Assist
CIVIL ASSIST		
MOTORIST ASSIST		
VIN		
ASSIST FIRE/MEDICAL	Assist other agency	
ASSIST OTHER AGENCY		
EXPLOSION		
INFO MEDICAL (LAW)		
LIGHT RAIL ASSIST		
WALKAWAY DETOX/HOSPITAL		
911 HANGUP/CHECK	Check	Check
AREA CHECK		
BAR CHECK		
BUILDING CHECK		
PERSON DOWN		
VACATION CHECK		
WELFARE CHECK		
ACTIVE ASSAILANT	Crime against persons	Crime
ASSAULT		
BOMB THREAT		
CHILD ABUSE		
ELDER ABUSE		
GUNSHOT WOUND		
HARASSMENT		
KIDNAPPING		
MENACING		
PROTECTIVE ORDER VIOLATION		
ROBBERY		
SEX ASSAULT		
STABBING		
ARSON	Crime against property	
BURGLARY		
CRIM MISCHIEF		

Call Type Description	Table Category	Figure Category
CRIMINAL TRESPASS		
FORGERY		
FRAUD		
MOTOR VEHICLE THEFT		
RECOVERED STOLEN VEHICLE		
THEFT		
DRUG RELATED		
INDEC EXP/URINATE IN PUBLIC		
LIQUOR VIOLATION	Crime against society	
PROSTITUTION		
WEAPON VIOLATION		
TRANSPORT	Warrant/prisoner	
WARRANT ARREST		
EXTRA PATROL	Directed patrol	Directed patrol
DISTURBANCE		
DISTURBANCE/MEDICAL		
DOMESTIC		
DOMESTIC/MEDICAL		
INTOXICATED PERSON	Disturbance	Disturbance
LOUD NOISE/NOISE DISTURBANCE		
PERSON WITH A GUN		
UNWANTED PARTY		
ABANDONED ANIMAL		
AGGRESSIVE ANIMAL		
ANIMAL BITE		
ANIMAL CRUELTY		
ANIMAL DOA		
ANIMAL FOLLOW UP		
ANIMAL PHONE CALL		
BARKING DOG	Animal	
INJURED ANIMAL		
LEASH LAW VIOLATION		
LEASH LAW VIOLATION CONFINED		
LIVESTOCK		
OTHER ANIMAL CONCERNS		General noncriminal
WILDLIFE		
ORDINANCE VIOLATION	Code enforcement	
FOLLOW UP	Follow-up	
JUVENILE COMPLAINT		
RUNAWAY	Juvenile	
SAFE 2 TELL		
MENTAL HEALTH	Mental health	

| Call Type Description	Table Category	Figure Category
SUICIDAL PERSON/ATTEMPT		
SUICIDAL PERSON/THREATS		
COMMUNITY RELATIONS	Miscellaneous	
FIREWORKS		
FOOT/VEHICLE PURSUIT		
FOUND PROPERTY		
HAZARD		
INFORMATIONAL		
OFFICER NEEDS HELP		
PROBATION VISIT		
REPO/PRIVATE TOW		
SEX OFFENDER REGISTRATION/FTR		
UNKNOWN SITUATION		
ABANDONED VEHICLE		
ATTEMPT TO LOCATE		
DEATH INVESTIGATION		
DROWNING		
FOUND CHILD	Investigation	Investigation
LOST CHILD		
LOST PROPERTY		
MISSING PERSON		
OVERDOSE/POISONING		
PEDESTRIAN STOP	Pedestrian stop	Pedestrian stop
SHOTS FIRED		
SHOTS HEARD		
SUSPICIOUS INCIDENT	Suspicious incident	Suspicious incident
SUSPICIOUS PERSON		
SUSPICIOUS VEHICLE		
MVA HIT AND RUN		
MVA HIT AND RUN (MEDICAL)	Accident	
MVA INJURY		
MVA PROPERTY DAMAGE		
MVA UNKNOWN INJURY	Accident	Traffic
PARKING COMPLAINT		
REDDI	Traffic enforcement	
TRAFFIC COMPLAINT		
TRAFFIC ENFORCEMENT		
TRAFFIC STOP	Traffic stop	

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2014 through 2023, along with clearance rates for 2022 and 2023. *Crime rates are expressed as incidents per 100,000 population*.

TABLE 10-24: Reported Crime Rates in 2022 and 2023, by City

| Municipality | State | 2022 | | | | 2023 | | | |
| | | Population | Crime Rates | | | Population | Crime Rates | | |
			Violent	Property	Total		Violent	Property	Total
Arvada	CO	122,403	259	3,033	3,292	120,200	215	2,601	2,816
Aurora	CO	392,134	1,077	4,229	5,307	396,976	951	3,743	4,695
Boulder	CO	103,099	371	3,000	3,372	104,232	357	3,058	3,414
Castle Rock	CO	79,102	32	1,163	1,195	83,546	23	1,207	1,229
Centennial	CO	105,849	197	2,110	2,307	104,724	213	1,949	2,162
Commerce City	CO	65,817	710	3,801	4,511	67,851	768	2,868	3,636
Longmont	CO	101,159	443	2,822	3,265	98,444	458	2,716	3,174
Parker	CO	61,865	225	1,713	1,938	62,431	203	1,834	2,037
Thornton	CO	143,055	285	3,483	3,768	143,838	277	2,985	3,261
Westminster	CO	112,844	331	4,468	4,800	113,660	326	3,600	3,927
Lakewood	**CO**	**157,068**	**814**	**5,324**	**6,137**	**156,065**	**716**	**4,615**	**5,332**
Colorado		**5,839,926**	**492**	**3,148**	**3,640**	**5,877,610**	**474**	**2,879**	**3,353**
National		**333,287,557**	**377**	**1,974**	**2,351**	**334,914,895**	**364**	**1,917**	**2,281**

FIGURE 10-33: Reported Lakewood Violent and Property Crime Rates, by Year
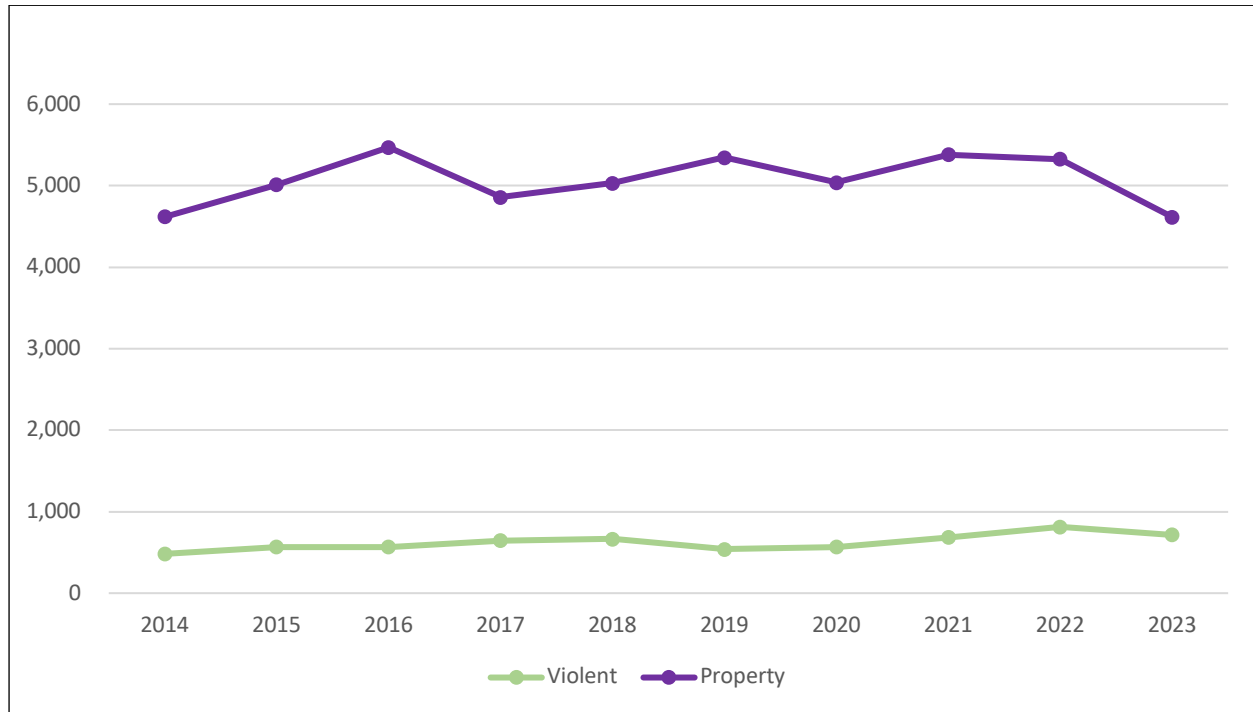
FIGURE 10-34: Reported Lakewood and Colorado Crime Rates, by Year
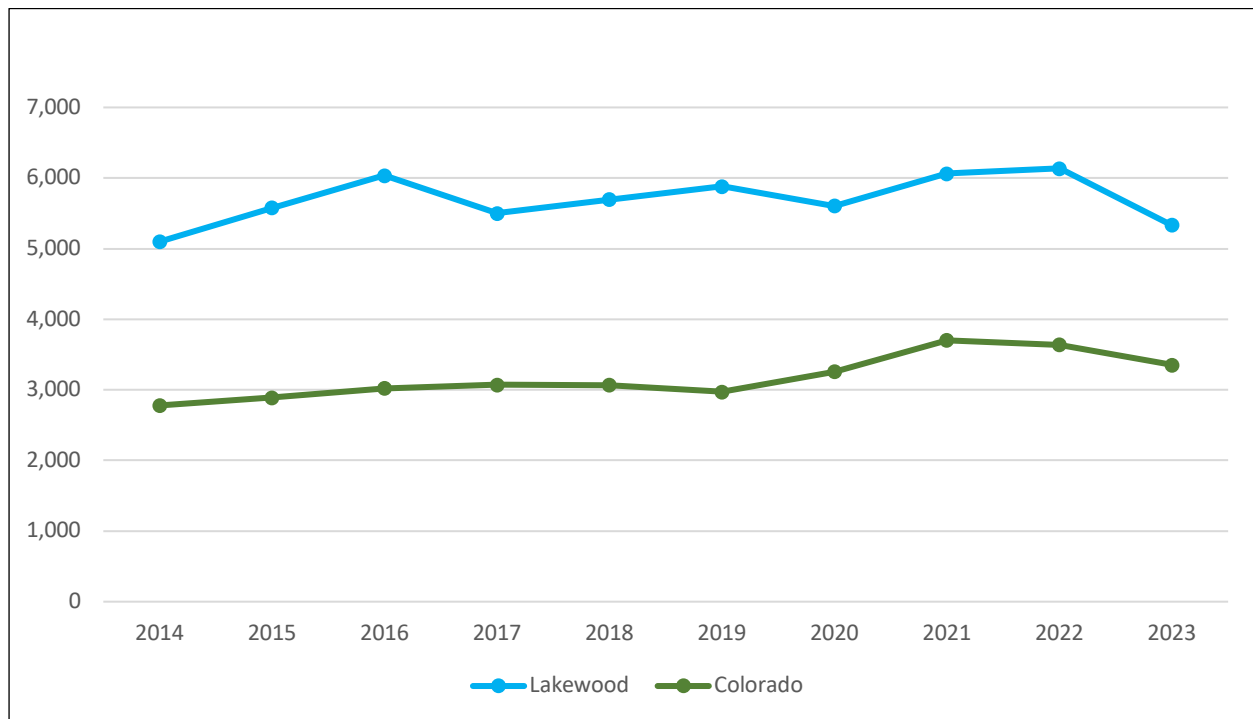
TABLE 10-25: Reported Lakewood, Colorado, and National Crime Rates, by Year

Year	Lakewood				Colorado				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2014	148,236	482	4,618	5,099	5,402,555	302	2,478	2,779	316,128,839	370	2,744	3,114
2015	151,311	568	5,012	5,580	5,505,856	314	2,577	2,891	318,857,056	364	2,589	2,953
2016	154,553	566	5,470	6,036	5,590,124	338	2,685	3,023	321,418,820	372	2,481	2,854
2017	156,344	644	4,859	5,503	5,607,154	368	2,702	3,070	323,127,513	387	2,459	2,846
2018	155,912	664	5,032	5,697	5,695,564	397	2,672	3,069	325,719,178	377	2,361	2,738
2019	156,459	538	5,345	5,883	5,758,736	381	2,591	2,972	327,167,434	371	2,245	2,616
2020	159,719	565	5,040	5,605	5,807,719	423	2,834	3,257	328,239,355	364	2,132	2,497
2021	158,977	684	5,381	6,065	5,766,585	533	3,168	3,701	329,484,123	386	1,967	2,353
2022	157,068	814	5,324	6,137	5,839,926	492	3,148	3,640	331,894,354	361	1,793	2,154
2023	156,065	716	4,615	5,332	5,877,610	474	2,879	3,353	333,287,557	377	1,974	2,351

TABLE 10-26: Reported Lakewood, Colorado, and National Crime Clearance Rates, 2022

Crime	Lakewood			Colorado			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	14	11	79%	429	344	80%	21,797	10,752	49%
Rape	181	58	32%	6,197	1,954	32%	132,997	27,856	21%
Robbery	288	74	26%	4,405	1,302	30%	215,760	51,930	24%
Aggravated Assault	878	439	50%	20,627	10,500	51%	756,601	334,405	44%
Burglary	1,098	146	13%	23,197	3,137	14%	916,970	125,838	14%
Larceny	5,173	995	19%	115,627	13,310	12%	4,947,709	633,098	13%
Vehicle Theft	2,117	187	9%	46,107	4,017	9%	953,827	87,140	9%

TABLE 10-27: Reported Lakewood and Colorado Crime Clearance Rates, 2023

Crime	Lakewood			Colorado			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	15	11	73%	372	292	78%	20,703	11,822	57%
Rape	122	43	35%	5,665	1,647	29%	198,687	53,118	27%
Robbery	231	74	32%	3,777	1,197	32%	214,935	59,473	28%
Aggravated Assault	796	427	54%	20,091	10,561	53%	845,782	390,525	46%
Burglary	961	106	11%	20,764	3,110	15%	796,483	114,725	14%
Larceny	4,772	933	20%	108,095	14,652	14%	4,254,880	639,552	15%
Vehicle Theft	1,470	124	8%	37,955	3,297	9%	1,031,839	85,045	8%

APPENDIX C: CALLS EXCLUDED FROM THE STUDY

According to records obtained from the CAD system, the Lakewood Police Department was associated with 234,890 calls from October 1, 2023, through September 30, 2024. 90,601 events were recorded with at least one patrol unit. In other words, 144,289 calls were excluded from our analysis.

- 10,214 calls were described as "ACCIDENT ALERT," "ADVISED PD," "BOLO," "FIRE INFORMATION," "SPECIAL ASSIGNMENT PD," and "Z-APP."

- 65,704 calls had no unit assigned.

- 27,872 calls were recorded with non-LPD unit IDs.

- 40,452 calls were assigned to the department's non-patrol units.

- 47 calls had recorded patrol units but lacked adequate unit statuses or timestamps.

TABLE 10-28: All Excluded Calls

Summary of Calls Excluded	Count	Percentage
Removed by description	10,214	7%
No dispatched units	65,704	46%
Only non-LPD units recorded	27,872	19%
Only nonpatrol units recorded	40,452	28%
Inaccurate unit time stamps	47	0%
Total	**144,289**	**100%**

The following table shows the descriptions of these calls without units.

TABLE 10-29: Calls Without Units, By Description

Call Type Description	Count	Cumulative Percentage
NA	31,437	48%
911 HANGUP/CHECK	16,521	73%
REPO/PRIVATE TOW	3,191	78%
UNWANTED PARTY	1401	80%
WELFARE CHECK	1,068	82%
THEFT	851	83%
MVA PROPERTY DAMAGE	833	84%
CITIZEN ASSIST	757	85%
FOLLOW UP	706	86%
Other*	8,939	14%
Total	**65,704**	**100%**

Note: *These 8,939 calls include an additional 99 different call descriptions. Within this group, the most frequent type accounts for less than 1 percent of the total 65,704 calls.

TABLE 10-30: Calls Without Units, By Cancel Reason

Call Cancel Reason	Count	Cumulative Percentage
CNC - Cancelled	63,627	97%
CRP - Cancelled by RP	1,859	100%
CSUP - Cancelled by Supervisor	110	100%
TEST - Test	55	100%
NA	29	100%
CRA - Cancelled Reassigned	24	100%
Total	**65,704**	**100%**

TABLE 10-31: Calls Without Units, By Disposition

Call Disposition	Count	Cumulative Percentage
CLR - Clear	55,061	84%
C - Cancel	9,952	99%
Other*	691	100%
Total	**65,704**	**100%**

Note: *These 691 calls include an additional 21 different call dispositions. Within this group, the most frequent type accounts for less than 1 percent of the total 65,704 calls.

27,872 calls were recorded without LPD units. The following table summarizes the most frequent call descriptions. The subsequent table focuses on the types of nonpatrol units that responded to these calls.

TABLE 10-32: Calls with Only Non-LPD Units, By Description

Call Type Description	Count	Cumulative Percentage
INFO MEDICAL (LAW)	14,137	51%
UNVERIFIED ALARM	2,794	61%
TRAFFIC COMPLAINT	1,867	67%
INFORMATIONAL	1,730	74%
TRAFFIC STOP	1,361	79%
ATTEMPT TO LOCATE	1,181	83%
REDDI	935	86%
CIVIL ASSIST	824	89%
HAZARD	643	91%
FIREWORKS	377	93%
FOLLOW UP	339	94%
ASSIST FIRE/MEDICAL	253	95%
Other*	1,431	100%
Total	**27,872**	**100%**

Note: *These 1,431 calls include an additional 66 different call descriptions. Within this group, the most frequent type accounts for less than 1 percent of the total 27,872 calls.

The 27,872 calls with a responding nonpatrol unit included 29,616 responding units (responses). The following table summarizes the responding units grouped by unit type. The column "unit count" indicates the number of distinct units of each type included in this count.

TABLE 10-33: Calls with Only Non-LPD Units, By Unit Type

Unit Type	Responses	Unit Count	Percent
BOLO	23,285	50	79%
IDs start with "1"	5,084	239	96%
IDs start with "8"	380	27	97%
IDs start with "6"	262	23	98%
IDs start with "2"	221	52	99%
Other*	384	149	100%
Total	**29,616**	**540**	**100%**

Note: *These 384 calls include an additional 40 different unit types/IDs. Within this group, the most frequent type accounts for less than 1 percent of the total 29,616 calls.

40,452 calls were handled by nonpatrol units only. The following table summarizes the most frequent call descriptions.

TABLE 10-34: Calls with Only Nonpatrol Units, By Description

Call Type Description	Count	Cumulative Percentage
ORDINANCE VIOLATION	8,574	21%
ANIMAL FOLLOW UP	4,093	31%
EXTRA PATROL	4,081	41%
FOLLOW UP	3,360	50%
THEFT	2,514	56%
HARASSMENT	1,651	60%
LEASH LAW VIOLATION	1,403	63%
MOTOR VEHICLE THEFT	931	66%
TRAFFIC STOP	879	68%
WILDLIFE	829	70%
CITIZEN ASSIST	798	72%
FRAUD	779	74%
OTHER ANIMAL CONCERNS	680	76%
ANIMAL CRUELTY	648	77%
PEDESTRIAN STOP	624	79%
CRIMINAL TRESPASS	551	80%
BARKING DOG	496	81%
ANIMAL PHONE CALL	427	82%
CRIM MISCHIEF	420	83%
Other*	6,714	100%
Total	**40,452**	**100%**

Note: *These 6,714 calls include an additional 82 different call descriptions. Within this group, the most frequent type accounts for less than 1 percent of the total 40,452 calls.

The 40,452 calls with a responding nonpatrol unit included 43,680 responding units (responses). The following table summarizes the responding units grouped by unit type. The column "unit count" indicates the number of distinct units of each type included in this count.

TABLE 10-35: Calls with Only Nonpatrol Units, By Unit Type

Unit Type	Responses	Unit Count	Percent
Animal control/Code enforcement	20,743	12	47%
Civilian report taker	11,856	6	75%
Special operation	2,358	30	80%
Off duty	2,107	106	85%
Desk unit	1,728	6	89%
Detectives & other investigation personnel/victim advocate	1,267	66	92%
School resource officer	903	5	94%
Volunteers/Chaplains	875	6	96%
Ranger	826	11	98%
Other*	1,017	39	100%
Total	**43,680**	**43**	**100%**

Note: *These 1,017 calls include an additional 10 different unit types. Within this group, the most frequent type accounts for less than 1 percent of the total 43,680 calls.

END