

Dear Mayor and Members of the City Council,

In December, I sent you an email which highlighted our progress implementing the recommendations contained in the Anderson Report for the Police Department. This email is provided as a further update on progress. Eleven of the fourteen recommendations have been completed (many of which are ongoing in nature). The remaining three are in process and may take years to accomplish.

Recommendation 1: Completed

"Review the Police Chief and his Senior Command Staff to determine their leadership and managerial capacity for their offices. Having had the 2006 study at their disposal, and confronting the significant number of public departmental failures, their further failure to improve the conditions in the department makes this review vital. It should be conducted in the context of the Code of Ordinances, City of Columbia, Missouri, Section 21-20(b)."

I conducted these reviews and learned many things. I learned a great deal about the history of the department, the dedication of the men and women in the department, and some of the root causes of the problems described in the 2006 University of Missouri study and the 2012 Anderson Report. As a result of these reviews, two changes were approved by Council; streamlining the self-demotion rules, and including the rank of Captain (Assistant Police Chief) in the "at-will" group of senior positions. These changes will serve us well moving forward.

Recommendation 2: Completed and Ongoing

"Communicate clearly and continuously the strategic purpose of the police department to all members of the department, sworn and civilian, and to the public."

In January, the Police Department began a process to create a strategic plan, closely tied to the city-wide strategic plan and reflective of the Anderson Report. Chief Burton used a process that included employees throughout the Department, all ranks, and the Police Officers Association. Dale Roberts, Executive Director of CPOA actively participated as well. This plan is excellent and attached for your perusal. Of particular note regarding this recommendation is the first page which contains the Mission, Vision, and Core Values of the department. Three of the six strategic priorities outlined in the plan contain objectives for internal and external communication.

In addition, the Command Staff has begun transmitting a synopsis of their weekly meeting to the rest of the Department in an effort to communicate more clearly. They have invited line level personnel, and external interested parties such as the County Sheriff, to participate in Command Staff meetings. The hope is that this access can help reduce the amount of mis-communication that has occurred in the past.

Recommendation 3: Completed and Ongoing

"Communicate clearly and continuously the values that underlie that strategic purpose to all members of the department, sworn and civilian, and to the public."

Related closely to the second recommendation, the Police Department's strategic plan includes their core values of Character, Professionalism, and Dedication. Communicating these is also a specific focus of the plan.

Recommendation 4: In Process

"Codify the General Orders, rules, policies and procedures of the department. This process has been underway for almost three years. Adoption and distribution of the General Orders, rules, policies, and procedures that govern the actions of the

members of the department has to be a high priority. Those that are in effect should be clearly identified and well publicized and not changed until their replacements are complete and ready for implementation. When ready, their implementation should be accompanied by extensive training. All those subject to them should receive and personally sign for their copy. Unless extraordinary circumstances require it, changes should be issued semiannually on a regular schedule and be signed for by each officer and a copy of the signed change maintained in the officer's personnel record. Those replaced should be removed entirely from the department's computers and clearly designated as superseded."

Shortly after the receipt of this recommendation, the Police Department finished the first significant step to implement this idea by joining the Lexipol service. This service provides a set of baseline policies vetted through federal and state law. These have been adopted by the department and are now moving through the promulgation process. That process includes a review by the Human Resources Department, the Law Department, and my office. I also hope to include the Columbia Police Officers Association in that review process. Once these policies have become finalized, a significant training effort will occur.

Recommendation 5: Completed and Ongoing

"Implement extensive and continual training in all aspects of the work of the Police Department. The average age of the department is rapidly falling, as officers retire or otherwise leave the department. Unless training is seriously improved, newer officers cannot be adequately prepared for their tasks and older officers will begin to lose their skills. Currently, 48% of Patrol Officers on the street have fewer than 5 years' experience."

The training budget in the department was cut by 10% in fiscal year 2011. Half of that was replaced in the FY12 budget for a total budget of a little over \$120,000. Another \$75,000 was added in the current budget (FY13). This amounts to \$975 per employee per year. The curriculum itself may need to improve and it may be that the amount of training can increase without a large budget impact. For example, this objective can be found in the department's first strategic priority, "Increase use of our own subject matter experts in the instruction of our own officers".

Recommendation 6: Completed

"In order to supplement improved training; reinforce the department's internal justice system; provide for speedy interpretation of the ordinances, laws, rules and regulations of the department; and support officers in the field, an Attorney from the Law Department should be assigned to the Police Department on a full time basis."

You approved the FY13 budget with enough resources to add this position to the Law Department. That position was created, and I am pleased to report we have hired a supremely qualified attorney, Nicole Volkert, who worked diligently to help promulgate the new Lexipol policies.

Recommendation 7: Completed and Ongoing

"Address the pay compression issue as soon as a budgetary opportunity can be created."

As with recommendations 2 and 3, this is a citywide problem. In addition to specific mention in the Police Department's strategic plan, addressing pay compression is a specific initiative of the city wide strategic plan. This problem is fundamentally a structural flaw in our approach to compensation and we must change our system such that compression cannot recur once fixed. You approved the FY13 budget with enough resources to conduct a comprehensive compensation and classification study to settle on a way to fix this problem. That study is now complete and, if the changes are approved by Council, the overhaul of our pay systems will begin in October, 2013. The scope of the problem is so large that I expect this will take up to five years to fully implement the improvements. A detailed implementation strategy will be presented to Council early in 2014.

Recommendation 8: Completed and Ongoing

“Develop a department-wide Performance Management System with measures, evaluations and regular reporting.”

In addition to their strategic plan the Police Department produced a tool to measure (and communicate) their progress. I have attached that document as well.

Recommendation 9: Completed

“Establish and implement a promotional system based upon merit and ensure that all employees understand the system. The system should include testing; interviewing that includes Human Resources personnel, and consideration of past performance.”

In 2009 the promotional system provided that the Chief be given a list of all candidates who met the minimum qualifications, but the Chief was not provided test scores, interview scores, or rankings. Previous evaluation scores were also factored into the score. Under that process officers complained that it was too subjective. This sentiment was also reflected in the Anderson report as quoted above. In response to these complaints the following changes were made:

1. Human Resources now provides all test and interview scores and subsequent rankings to the Police Chief at the conclusion of the process. Human Resources requires that the top 5 candidates (based on the scores) be interviewed by the Chief and he then makes his selection from among the top 5.
2. Chief Burton has also gone beyond this new level of objectivity; absent a compelling operational need or a documented concern about the candidates ability to perform, the Chief promotes employees based on their scores. So, the highest scoring candidate is chosen. The probationary period then plays a major role in determining whether or not the person will ultimately be successful at the higher rank. Chief Burton no longer considers prior evaluations due to their inherent subjectivity and inconsistency between supervisors.
3. Interestingly, Chief Burton has also begun using outside assessors and interviewers to further promote objective evaluation of candidates. For example, in choosing our new Deputy Chief, two members of the interview panel were Police Chiefs from Stephenville, Texas, and Kenosha, Wisconsin. Amy Schneider, Manager of the Convention and Visitors Bureau, also served on the panel.

Recommendation 10: Completed and Ongoing

“Create and implement a fair, impersonal internal justice system for the disposition of complaints and allegations of violations of policy. This system should provide due process to all members of the department and be overseen by the City Manager or his/her appointee.”

With the help of our Internal Auditor, Greg Slinkard, I have researched many approaches to internal affairs. The size of our Police Department is such that it is impossible to have an internal affairs staff that does not have established working relationships with those being investigated. This has been a topic of debate for some time and some argue was one of the motivations that lead to the creation of the Citizens Police Review Board. As a result of the research and communication mentioned above, I have decided to require our Police Legal Advisor to take on a more active role in the internal affairs process. She will review every file, analyze the information gathered, and then discuss available courses of action with Chief Burton as to the final disposition of the issue. The final decision for the department will continue to be the Police Chief's, but the external view and professional rigor of the attorney will provide a level of impartiality and understanding not otherwise available. The City Manager retains control as the final decision making authority over all personnel issues pursuant to Chapter 19. This change will take effect October 1, 2013.

Recommendation 11: Completed and Ongoing

“Create a system of joint patrol/citizen committees to develop and assure dialogue between the department and the especially vulnerable, e.g. the minority and low income, parts of the community.”

When our Police Department has engaged in this activity, significant positive response has resulted. This is a tried and true method to increase the confidence the community has in our Police Department. The Police Chief in particular has demonstrated this through his outreach to important community and neighborhood groups. I am particularly pleased with the objectives called for in the department’s strategic plan. Their sixth strategic priority is titled, “Community Relations/Partnerships”. Included among the goals related to this priority area is this Anderson Report recommendation verbatim. Target date for progress is January 2014.

Recommendation 12: In Process

“Construction of a new Police Headquarters that, through its architecture, encourages communication between and among the ranks. It should not include a jail or holding facilities. The Sheriff has facilities for this purpose and an agreement between the Sheriff and the City should be negotiated so that the Police can use the facilities for holding and interrogation.”

The Police Department recently completed a needs assessment for future facilities. The resulting project has been added to the Capital Improvement Plan (currently unfunded) to hold a place for this effort. No matter the specific facilities that result, any new facility will cost enough that a tax ballot will be required to proceed. On an encouraging note, last year the legislature approved language to allow just such a ballot initiative. I view this recommendation as an external validation of an internally recognized need. As we move forward, we will explore options of co-locating some police functions in public schools, as additions to fire stations, and even already existing buildings. These are options that may lower the cost of moving to a more decentralized department. However, our current headquarters will continue to need major renovation if not reconstruction.

Recommendation 13: In Process

“The department should pursue accreditation through CALEA. This effort is more than an attempt to establish clear stable policies. It entails a multi-year undertaking that will require that additional resources be made available to the department.”

This recommendation is a powerful way to ensure long term success for the Police Department. Chief Burton has initiated an effort to achieve this result. While this is a specific goal of the department’s strategic plan, the effort will take a few years to achieve and a long term commitment to sustain. The results will be worth the effort.

Recommendation 14: Completed

“A representative of the City Manager should oversee the implementation of the recommendations of this report. The matters being addressed are both community concerns and departmental leadership and management issues. This makes it very difficult for the department to adequately measure its own progress. The City Manager has ultimate managerial responsibility for the department. His office should supervise the actions taken.

I agree completely with this recommendation and have decided to oversee the implementation of this road map myself. In addition, I have called together a team of support departments to act as a safety net for the Police Department throughout this effort and beyond. This group is made up of Law, Human Resources, Finance, and the City Manager’s Office.

