

Police Department Workload / Staffing Study

KANSAS CITY, MISSOURI

FINAL REPORT



July 5, 2017

TABLE OF CONTENTS

1. Introduction and Executive Summary	1
2. Analysis of the Patrol Bureau	16
3. Analysis of the Investigations Bureau	101
4. Analysis of the Administration Bureau	172
5. Analysis of the Executive Services Bureau	211
6. Analysis of the Professional Development Bureau	241
7. Analysis of the Office of the Chief	247
8. Analysis of the Department's Organization	266
Appendix – Summary Results of the Employee Survey	288

1. INTRODUCTION AND EXECUTIVE SUMMARY

In January 2017 the Matrix Consulting Group began the project to conduct a Police Department Workload / Staffing Study for the Kansas City Police Department (KCPD). This document is the report of the project teams' work that includes an analysis of department staffing and organizational structure and key operational elements that notably impact staffing levels.

1. Study Scope of Work

Government organizations should periodically review the services that they deliver in order to identify resource requirements, operational efficiencies, management and that customer services goals are met. Public safety operations are not exempt from this need. While the major focus of this study is the staffing needs of the Kansas City Police Department, it is impossible to completely divorce this from the management of these resources. As a result, the scope of this project was comprehensive and included:

- Staffing allocations and deployments in each Police Department function;
- The Police Department's organizational structure;
- The management systems used to control operations and ensure that Department and community goals are met.

This assessment is intended to be a blueprint for the choices that the Police Board and the Department will have in order to be more effective in its service to the community and to strengthen key internal processes.

2. Methodology Used in the Study

To understand and evaluate these staffing issues the project team undertook an

assessment Department's operations. The principal approaches utilized by the project team in this study included, but were not limited to, the following:

- **Internal Interviews** – members of the project team individually interviewed numerous executive, management, and supervisory staff as part of this study. We also interviewed the Chair of the Police Board.
- **External Stakeholder Interviews** – members of the project team also met with selected external stakeholders such as the Mayor and City Manager.
- **Anonymous Employee Survey** – interview information was supplemented by an anonymous online survey to further elicit views within the scope of this study. 1,012 employees in the Department took the opportunity to participate through this input device. This is provided in the Appendix in this report.
- **Data Collection** – the project team collected a wide variety of external and internal data documenting the structure, operations and organization, including:
 - Department staffing and scheduling
 - Documentation reflecting operations management
 - Numerous output data reflecting services provided
 - Various other performance information

This data was summarized in a 'descriptive profile' of the Department, which was reviewed and corrected by KCPD staff. This approach ensured that the project team had an appropriate understanding of the Department.

Data was collected over the past several months and presented in interim deliverables. Throughout this process, the project team reviewed facts, findings, and conclusions through these interim deliverables with the Department.

3. Strengths of the Kansas City Police Department

Since the study's principal focus was staffing, the management of the Department's operations and services to the public were a necessary consequence of the effort. This study identified many positive characteristics in the Kansas City Police Department. The project team feels that it is important for this Executive Summary to highlight some of the positive features of the Police Department. A few specific strengths

of the Department's management and operations are summarized in the following table. Although many other positive attributes can also be found in the body of this report.

OVERALL

Over 81% of staff believe that the KCPD has positive relationships with the community.

More than two thirds of staff believe the Department improves quality of life in City.

There is a strong desire among staff to continue to improve service to citizens.

Problem-oriented policing is a core philosophy as evidenced by NOVA implementation in KCPD.

Though nascent, the Real Time Crime Center is a progressive effort for operational intelligence and predictive policing.

PATROL

Despite having limited proactive capabilities, patrol officers generated over 80,000 self-initiated activities in 2016.

Patrol units are supported by a number of specialized field resources.

Staggered start times are built into shift schedules across all six patrol divisions, allowing for gaps in resource availability to be significantly mitigated.

Patrol officers frequently play a role in follow-up investigations when appropriate.

INVESTIGATIONS

There is a strong focus on investigative excellence with an enhanced Quality Control Unit.

Varied Units of Bureau formally notify victims of case assignment consistent with best-practice.

There is recent interest and steps taken to improve the use of the Tiburon case management system.

Light duty staff are regularly assigned to the Bureau to support misdemeanor investigations.

The consolidation of intelligence and crime analysis provides opportunities for improved effectiveness and cooperation in operations.

ADMINISTRATION

Operate a state of the art forensic laboratory, included space for additional growth.

Full service Information Technology Division, that provides 24/7 help support.

Cross-trained staff in the Information Management Unit.

Have recently incorporated the Property and Evidence Unit into this Bureau which is a better organizational fit.

EXECUTIVE SERVICES

High level of service in the Fleet Operations Unit.

Communication Support Unit provides services to the Police Department and other City Departments.

Cross-trained Financial Services Unit.

Facilities and grounds are well maintained by Building Operations Staff.

PROFESSIONAL DEVELOPMENT

The Department has high standards for training for new recruits and for annual in service.

The Department has largely centralized research and development.

OFFICE OF THE CHIEF

Human Resource Division Director and staff provide leadership in human resources.

Focused on better public engagement leading to decline in complaints.

These are positives for any law enforcement organization today. The Kansas City Police Department has many strengths upon which to build.

4. Executive Summary of Issues Examined in This Study

It has been many years since an independent study has been conducted of the Kansas City Police Department. Any organization over time can evolve in ways that may cause issues regarding internal service efficiency and external service effectiveness. This is especially the case for the only state-operated local law enforcement agency in the country – the organizational benchmarks can be unique.

This project identified several themes that run throughout this assessment of the Police Department. Most of these themes relate to organizational and operations management decisions that have been made over the years, which have resulted in major issues for the Department. While this study was primarily a 'staffing study', these organizational and management issues can have many ways impact services, staffing,

and costs. These concerns include:

- In spite of robust crime analytical efforts, there is lack of a comprehensive internal effort to track performance, operational and service issues. This has impacted staff allocations, deployments and the ability to address change.
- Organizations evolve in response to changing needs from outside factors, and also from the people who comprise it. The Kansas City Police Department is no exception to this. As a result, there are functions that are organized in ways that do not effectively promote the coordination of service.
- In addition, in the KCPD, management and sworn staffing levels have resulted in many functions that could be civilianized or managed by lower ranks.
- The point about civilianization is additionally impacted by the fact that many Department-wide and field support functions require additional staff resources.
- The Department together with the City have been exploring 'shared services' in administrative and support functions. The Matrix Consulting Group encourages these efforts and this report explores many areas to further cooperation or consolidation. This includes further incorporation of information technology, which is currently being implemented, as it relates to fleet and facility maintenance, as well as other administrative support functions, such as human resources and purchasing.
- The Police Board needs to play a role more like a City Council – ensuring that there is a continual process of establishing service goals, maximizing community service and measuring performance with appropriate metrics.

This report identifies and explores opportunities for improvement in each of these areas. As noted above, the Kansas City Police Department has many positive attributes which provide a solid foundation for the changes recommended in this report. As a result, the opportunities recommended in this report are constructive and supportive of these goals.

5. Summary of Recommendations

Throughout this report the project team provides evaluation and analysis of the staffing, organization, and services provided by the KCPD and, where appropriate, makes suggestions for improvements. The table below provides a summary list of all the

recommendations, appearing in sequential order, in this report.

Recommendations

PATROL BUREAU

Discontinue the practice of deploying two-officer patrol cars, except in special assignments and circumstances.

As an urgent priority in the short-term: Increase the number of filled officer positions in patrol by 37 in order to bring the overall proactivity level to 35%, assuming that the deployment of two-officer units is discontinued as a regular practice. This change can be accomplished either through the reallocation of personnel from other functions, or by placing a temporary hold on filling vacancies in areas other than line-level patrol staffing.

As a long-term plan: Increase the number of authorized officer positions in Patrol to 547 level in order to achieve an overall proactivity level of 40%. This represents an increase of 38 officer positions from current authorized levels.

Reduce patrol sergeant staffing levels by 28, resulting in supervisory spans of control of at least 1:6.

Continue using a 10-hour shift schedule to most effectively deploy resources during the hours with the highest workload levels and needs for proactive capabilities.

Consider switching to a fixed workday schedule after consulting with KCFOP representatives.

Evaluate the total call for service workloads in each division every three years and reallocate officer and sergeant positions as necessary to balance staffing relative to the number of community-generated calls.

Redevelop district boundaries in order to equalize officer workloads and achieve a more level distribution of proactive capabilities throughout the jurisdiction.

Eliminate the Operations Sergeant position at the Patrol Divisions (6 total authorized positions).

Re-assign the Operation Sergeant responsibilities among the 3 Desk Sergeant positions.

Maintain current authorized property crime detective staffing levels in each patrol division.

Raise the threshold for case screening so that detective caseloads fall below 15 new cases per month.

Assign Identity theft, Deceit theft, and bad check cases to patrol based detectives.

Maintain current authorized staffing in the Traffic Enforcement Section (45 Officers)

Change staff work hours so that there are more Traffic Officers working during the afternoon shift and during weekends. This has already been completed.

Move the DUI Enforcement Section to the Traffic Enforcement Section. The Sergeant would then supplement the supervision and the DUI specialists could still be deployed as DUI cars.

Increase current authorized staffing of the Parking Control Section to 20 Parking Control Officers

Maintain current staffing levels in the Traffic Investigation Section at 1 Sergeant and 5 Detectives

Maintain current staffing levels in the Accident Investigations Section.

Make the DUI Section part of the Traffic Enforcement Section while maintaining their DUI mission.

Require all officers who are part of the Traffic Enforcement Section to be DUI investigator certified and responsible for conducting additional DUI investigations.

Move the Sergeant position over to the Traffic Enforcement Section to add the number of supervisors.

Maintain current staffing levels in the Commercial Vehicle Inspection Section.

Maintain the current staffing level of the Helicopter Section, including the current 1 position over hire officer position (for a total of 6 pilots), to maintain unit readiness as pending retirements occur.

Maintain the current staffing level of the Canine Section

Eliminate the Mounted Patrol Section and re-assign personnel where needed.

Maintain Current Staffing level of 1 Sergeant and 6 Detectives in the Bomb and Arson Section.

Allow overstaffing upon notice of intent to retire so that positions can be filled and training can be started due to the length of time it takes to fully train a bomb tech.

Maintain current staffing level in the Tactical Response Teams of 3 Captains, 6 Sergeants, and 36 officers.

Reorganize the Construction Division into Building Operations.

On the vacancy of the Major in the Construction Division, either contract out construction planning and management or downgrade the position to a Captain.

Convert the Major position in Patrol Bureau Administration to a Captain position.

Convert the sergeant and officer positions in Patrol Bureau Administration to non-sworn clerical and reassign the current sergeant and officer positions elsewhere within the department.

Reduce the authorized position in the Construction Division from three to one Police Officer.

Relocate the Construction Division to the Building Operations Unit and rename it as the Construction Section.

A total of six Population Control Supervisors are required. Resulting in no change in the current authorized staffing level.

INVESTIGATIONS BUREAU

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

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

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

case management accountability and to better facilitate effective case closure.

Include in the Department's existing policy all important investigative work-related protocols discussed herein including the further formalization of the case management process.

Upon revision to the case management and case assignment approaches, revisit detective staffing level needs based on the tools provided in this report.

Increase detective staffing levels in the Homicide Unit Squads from nineteen (19) current personnel to 24 authorized personnel – an increase in four (4) authorized position.

Deploy three Homicide Squads, each composed of one (1) Sergeant and eight (8) detectives.

Revise the two-week four-squad rotational practice to a two-week three-squad rotational practice, eliminating the follow-up squad assignment.

Eliminate the Drug Enforcement Career Criminal Section from providing homicide back-up when the Homicide Squads are converted to three teams.

One (1) sergeant should be transferred from the Homicide Unit Squads to another KCPD assignment.

Increase the Assault Squads from current staffing levels of twelve (12) detectives to eighteen (18) authorized staff – an increase of (6) six staff positions.

Consider adopting the case management philosophy of not assigning most misdemeanor crimes. If adopted, maintain existing authorized staffing of 12 assault detectives.

Locate the Assault Squads to the Homicide Unit in the re-defined Major Crimes Division.

Increase the Robbery Section from current staffing levels of eleven (11) detectives to twelve (12) authorized staff – an increase of one (1) staff position.

Retain the Robbery Section in the newly developed Violent Crimes Unit in the re-defined Major Crimes Division.

The Economic Crimes Section's actual and authorized staffing levels should be six (6) detectives consistent with current deployment.

The Economic Crimes Section should transfer approximately one-half of current caseloads to the Patrol Division detectives to include ID theft, deceit theft, and other 'minor' cases. This should have no impact on patrol detective staffing.

Relocate the Economic Crimes Section from the Robbery Unit to the newly developed Special Services Unit in the re-defined Major Crimes Division.

Maintain the Generalist Section's actual and authorized staffing levels of eight (8) detectives.

Begin tracking field work hours deployed for each detective in the Generalist Section in support of patrol. This will allow for future staffing adjustments based on dedicated hours supporting patrol.

Relocate the Generalist Section from the Robbery Unit to the newly developed Special Services Unit in the re-defined Major Crimes Division.

Maintain the Sex Crimes Section's actual and authorized staffing levels of six (6) detectives.

Increase the Crimes Against Children Section from current staffing levels of eight (8) detectives to ten (10) authorized staff—an increase of two (2) staff positions.

Maintain the Domestic Violence Section's actual and authorized staffing levels of eight (8) detectives.

Reduce the Missing Persons/Cold Case Section by one (1) detective position to five (5) actual and authorized staffing levels.

Relocate the Missing Persons/Cold Case Section from the Special Victims Unit to the Homicide Unit in the re-defined Major Crimes Division.

Train four (4) detectives in the re-designed Homicide Unit for Cold Case investigations and assign cases accordingly. These detectives should only be assigned active and high-priority cold case homicide/rape investigations (not missing persons).

Authorize and deploy one (1) KCPD Captain position to manage and oversee HIDTA in addition to existing KCPD staff currently deployed; the existing Sergeant should report to this position as adjutant. This will bring some equivalency in "rank" to the DEA GS-14 currently co-managing HIDTA.

Maintain current detective, supervision, and support staffing levels in the Undercover Street Crimes, Undercover Drug Enforcement, and Career Criminal Drug Enforcement Sections. These operations should collectively report to one (1) Captain in a re-designed Drug Enforcement Unit.

Maintain current detective, supervision, and support staffing levels in the Regional Interdiction and Administrative Enforcement Sections. These operations should collectively report to one (1) Captain in a newly developed Special Services Unit in the re-defined Narcotics and Vice Division.

Implement output and outcome-based reporting for the Narcotics and Vice Division, as described in this report and currently accomplished in part by VCED, on a quarterly basis. Include highlights in the KCPD Annual Report and quarterly Executive Summary reports to the Board of Police Commissioners.

The Vice Section's staffing levels should be maintained.

Re-configure the Metro Meth Section into a Vice operation focused within the Kansas City city-limits. Retain staffing levels, and transfer the one (1) vice detective now assigned regionally to the newly devised vice operation.

The new Vice Section, in conjunction with the existing (Regional) Vice Section, should report to the one (1) Captain in a newly developed Special Services Unit in the re-defined Narcotics and Vice Division.

Implement SARA problem solving and reporting to help define NoVA specialty teams' successes and ultimately determine desired staffing levels in these work units.

Implement select John Jay Colleges' National Network for Safer Communities performance management initiatives, such as the 'Shooting Scorecards,' as described in this report.

Implement additional output and outcome-based reporting on a quarterly basis and include highlights in an Annual Violent Crimes Enforcement Division Report.

Maintain staffing levels in the Fugitive Apprehension Team.

Reduce the 31 actual detectives assigned to the 'gangs' and 'firearms' units (9+12+10) to 26 actual/authorized positions—a reduction of five (5) positions.

Relocate the Fugitive Apprehension Section from the Violent Crimes Enforcement Unit to the newly developed Violent Crime Unit in the re-defined Major Crimes Division.

Develop a Firearms Unit and Gangs Unit, with the attendant sub-Sections, in the re-defined Focused Deterrence Division.

Civilianize 4 crime analytical positions as well as 2 supervisory positions and 1 management position in various LERC units.

Use a civilianization approach to expand the service days of the Real Time Crime Center by adding 2 civilian crime analysts.

Re-organize the staff and organizational structure of the Investigations Bureau

Convert the Major position in Investigations Bureau Administration to a Captain position.

ADMINISTRATION BUREAU

Create and implement a strategic plan for the Information Services Division to help guide the allocation of staffing resources.

Maintain the civilian Director position for the Information Services Division.

Consolidate servers, share infrastructure, purchasing agreements, and equipment between the Police Department and City.

The Information Technology Systems Unit should transition from a Captain to a Civilian Manager.

Merge the Application Development and Systems Services Sections into one section, that includes one Supervisor.

Merge Special Projects with the Application Development / Systems Services Section.

Transition the Special Projects Sergeant to a civilian Supervisor

Convert the Police Officer positions to a Computer Service Analyst

Maintain the current authorized staffing level of two Supervisors and 12 Analyst for the Application Development / System Services / Special Projects Section.

Merge the Help Desk and Technology Support Sections into one operation and maintain the title of Help Desk Section.

A total of 15 Operator / Service Specialists are recommended for the Help Desk Section, this is an increase of two authorized positions.

Maintain one Supervisor and Manager for the Help Desk Unit.

The Information Management Unit should be transition from a Captain to a Civilian Manager.

A total of 29 Administrative Assistants is needed for the Criminal Record Section, and increase of three authorized positions.

Maintain the current authorization levels of four Supervisors and three Assistant Supervisors in the Criminal Records Section.

A total of nine Administrative Assistants are required in the Real Time Section, an increase in one when compared to current authorized staffing levels.

Revisit authorized staffing levels (Real Time Section) after full implementation of the new RMS.

Convert the Sergeant position in Digital Technology to a civilian Supervisor

Transition the Police Officer positions in Digital Technology to civilian Computer Service Specialists

Add two civilian computer support specialists to the Digital Technology Section, for a total of 7 staff.

Review current workload (Digital Technology Section) on a quarterly basis and adjust staffing levels

Transition the (Forensic Lab) Operation Sergeant position to a civilian, Assistant Director position.

The Lab Supervisors will report directly to the Assistant Director.

Transition the Evidence Collection Unit supervision from a Captain to a civilian Manager.

A total of 15 Crime Scene Technicians are required, which is an increase of one authorized position.

Maintain the four Supervisors assigned to the Crime Scene Section.

Relocate the Forensic Computer Crimes Section under the Evidence Collection Unit.

Increase Forensic Specialist authorized staffing levels by 19, to a total of 54 authorized positions.
Maintain current staffing levels of 7 Section Supervisors and one Assistant Supervisor (Biology / DNA).

Convert the Captain position in Property and Evidence to a civilian Manager.

Reduce the two Sergeant positions in Property and Evidence to one civilian Supervisor.

The position of Disposal Inventory Specialist should be created with the sole function of reviewing dismissed (or completed) cases and disposing of property.

Dedicate a position related to auditing functions that also supplements the courier and public window.

A total of 12 Inventory Specialists is recommended for Property and Evidence, which is an increase in two authorized positions.

EXECUTIVE SERVICES BUREAU

Transition the management of the Logistical Support Division from a Major to a civilian Director.

Transition the management of the Fleet Operation Unit to a civilian Manager.

Maintain the Garage and Service Station locations.

Maintain the current authorized level of 25 Technicians. A total of 21 Technicians are assigned to the Garage, while a total of four Technicians are assigned to the Service Station.

Maintain the current authorized level of six Supervisors for the Fleet Operations Unit, with one Supervisor at the Service Station and five Supervisors at the Garage.

Maintain the three Inventory Specialists positions.

Transition to a hybrid Installer / Technician position as staffing permits.

Communication Support should continue supporting all mobile communication and emergency equipment for all City vehicles.

Maintain the existing authorized staffing level of 10 Installer / Technicians in Communication Support.

As staffing turnover allows in the Field Services Section, transition the Supervisor position to a Specialist and have the section report to the Communication Support Unit Manager. This results in zero changes in the number of authorized positions for the Section.

Eliminate the Captain position in KCPD 911 and hire a civilian dispatch manager/director.

Based on workload metrics for dispatch staff, reduced authorized dispatcher positions from 42 to 41 positions – a reduction of one (1) authorized staff.

Based on performance and workload metrics for call-taker staff, increase authorized call-taker (includes switchboard) positions from 22 to 30 positions—an increase of eight (8) authorized staff.

Retain supervision and support authorized staffing levels in KCPD 911.

Relocated Interoperability to the Communication Unit.

Transition the leadership of the Fiscal Division to a civilian Director and integrate the involvement of all Bureau Commanders into the budget preparation and subsequent public hearings.

Transition the management of the Financial Services Unit from a Captain to a civilian Manager.

A total of six authorized positions are required in the Purchasing Section.

The Supply Section shall have one Sergeant and four Inventory Specialists.

Maintain the existing authorized staffing level of one Supervisor, two Assistant Supervisors, seven

Fiscal Administrators (including Grants Management), and One Computer Systems Administrator in the Accounting and Payroll Section.

Explore efficiencies that may be achieved through a consolidated Finance Department between the City and Police Department.

Maintain the current staffing of two Detectives to perform asset forfeiture duties.

Maintain three Fiscal Administrator positions in the Budget Preparation and Control Section.

Maintain the current authorized staffing level of one Supervisor and four Administrative Assistants for Private Alarms.

A total of nine Security Guards are recommended for the Police Department, this is an increase in one authorized position.

Transition Building Technicians to janitorial and general maintenance duties only, as turnover allows.

Transition all preventive and reactive maintenance duties to third party service providers

A total of 20 janitorial Technicians are required, which is a decrease in 10 authorized positions.

Locate the Construction Division, which would become a section in the Building Operations Unit.

On the vacancy of the position in the Construction Section, contract out construction planning and management of major construction projects.

PROFESSIONAL DEVELOPMENT BUREAU

KCPD should evaluate its training to ensure efficiency and relevancy of instruction.

KCPD should continue its in-service training agenda.

Develop a hybrid approach to staffing the Research Section of the Department with a core of civilian analysts working together with sworn officers where the skills associated with that training and experience are valuable. A civilian Supervising Analyst should replace a sergeant; a civilian Management Analyst position should replace the Captain.

OFFICE OF THE CHIEF

Develop a formal set of objectives for Staff Inspections and organize the function in the Human Resources Division.

Continue and enhance Quality Control function.

Conduct a workload assessment to ensure Quality Control is properly resourced as it is an important risk management tool.

Maintain Quality Control as a function within the Chief's Office in the short term, with a view to strategically transitioning to the Professional Development and Research Bureau in the future.

Civilianize the operations sergeant position in the Chief's office.

Convert the Special Projects position under the Operations Sergeant to that of a civilian analyst.

Civilianize the Captain's position in the Employee Wellness Unit.

Civilianize the Captain's position in the Employment Benefit Unit.

Conduct a full workload and staffing analysis within the Human Resources Division in the context of the administrative shared services review with the City.

The newly appointed HR Director should continue to implement measures to ensure a maximum six month (6) hiring guideline for new recruits.

KCPD should conduct a work flow analysis of the recruiting process to ensure its achieving the desired outcome in the most efficient way.

KCPD should develop a robust recruitment and retention strategy.

KCPD should examine the necessity of polygraph use and the need to have every hire, police and civilian, polygraphed.

The Human Resources Division should coordinate next level leadership development programs for KCPD in partnership with the Training Division.

Move Staff Inspections to Human Resources Division.

Develop a Human Resources Strategic plan for KCPD.

Develop accompanying business plan.

Review strategic and business plans annually to ensure implementation.

Develop a recruitment and staff retention policy.

KCPD should continue staffing the Internal Affairs Unit at current staffing levels.

Maintain the Mentoring Program under the direction of the Executive Officer.

Realign Office of Diversity Affairs in the Human Resources Division.

Realign Community Support Section within Patrol Bureau.

Two additional civilian positions should be authorized to support the Strategic Plan and Performance Management processes in the Department.

ORGANIZATION

Create the Special Operations Bureau, grouping together traffic and field services support functions.

Combine the Administration and Executive Services Bureau into a Support Services Bureau.

Transition one Deputy Chief position to the Special Operations Bureau.

Continually evaluate opportunities to civilianize and place responsibilities lower in the organization.

The next Police Chief needs to work with his or her management team in the next year to develop suggested performance measures within a more comprehensive Strategic Plan. The Research and Development Division should take the lead in organizing this effort.

In the development of a Strategic Plan obtain input from staff as well as from the community.

A key outcome of the Strategic Plan should be the assignment of accountability to each manager of attainable objectives relating to delivery and monitoring of service to the community as well as addressing internal Departmental improvement needs. The Research and Development Division should take the lead in monitoring results.

The Department needs to report to the Police Board and the public at least on a quarterly basis. A real time 'dash board' of performance should be developed by the Research and Development Division.

The table, below, summarizes the changes recommended in this report at a gross

level of sworn versus civilian personnel by bureau.

Classification	Current Authorized Staffing	Recommended Staffing	Change
Patrol Bureau			
Sworn Personnel	965	966	1
Civilian Personnel	101	122	21
Total Bureau Personnel	1,066	1,088	22
Investigations Bureau			
Sworn Personnel	247	247	0
Civilian Personnel	30	39	9
Total Bureau Personnel	277	286	9
Administration Bureau			
Sworn Personnel	17	4	-13
Civilian Personnel	166	208	42
Total Bureau Personnel	183	212	29
Executive Services Bureau			
Sworn Personnel	13	6	-7
Civilian Personnel	213	216	3
Total Bureau Personnel	226	222	-4
Professional Development and Research Bureau			
Sworn Personnel	52	50	-2
Civilian Personnel	4	8	4
Total Bureau Personnel	56	58	2
Office of the Chief			
Sworn Personnel	45	36	-9
Civilian Personnel	29	38	9
Total Bureau Personnel	74	74	0
Police Department Staffing Total	1,882	1,940	58

2. Analysis of the Patrol Bureau



1. Analysis of Patrol Workload

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

(1) Crime Trends

As background information to the analysis of patrol, the following table provides Part I crime statistics as reported to the FBI's Uniform Crime Reporting program from 2011 to 2015, the most recent years of available data:

Part I Crimes as Reported to FBI Uniform Crime Reporting Program

	2011	2012	2013	2014	2015	
Violent Crime	5,536	5,862	5,864	5,862	6,709	
Criminal Homicide	108	105	99	78	109	
Rape	265	246	377	390	366	
Robbery	1,665	1,647	1,662	1,625	1,703	
Aggravated Assault	3,498	3,864	3,726	3,769	4,531	
Property crime	25,545	25,642	24,648	22,648	21,024	
Burglary	6,848	6,964	6,412	5,659	4,871	
Larceny-Theft	15,305	15,088	13,949	13,037	12,249	
Motor Vehicle Theft	3,392	3,590	4,287	3,952	3,904	
Arson	302	262	207	217	198	
Part I Crimes Per 1,000	58.6					
5YR Violent Crime	▲ 21%					
5YR Property Crime	▼ -18%					

Violent crime has risen slightly in recent years, with 2015 seeing a sharp uptick of nearly 1,000 from the previous year. In 2016, which is not shown in the chart, criminal

homicides rose to 125, the third straight year in which the number has increased. Property crimes, however, have consistently decreased over the past four years of available data, falling from a high of 25,642 to a low of 21,024 in 2015.

(2) CAD Analysis Methodology

Our project team has calculated the community-generated workload of the department by analyzing incident records in the computer aided dispatch (CAD) database, covering the entirety of calendar year 2016.

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

- The incident must have been unique.
- The incident must have first been first created in calendar year 2016.
- The incident must have involved at least one officer assigned to patrol, as identified by the individual unit codes of each response to the call.
- The incident must have been originally initiated by the community, as identified using the following methods:
 - The time between the unit being dispatched and the unit arriving on scene must have been greater than zero.
 - Additionally, the incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being either self-initiated (e.g., traffic stops) or other kinds of activity generated by the department (e.g., directed patrol) have not been counted as community-generated calls.
- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or time stamp for the call closure or dispatch.,

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

(3) Calls for Service by Hour and Weekday

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

Calls for Service by Hour and Weekday								
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	1,913	1,204	1,306	1,221	1,202	1,362	1,720	9,928
1am	1,698	1,002	976	890	992	1,141	1,551	8,250
2am	1,518	818	818	852	859	963	1,376	7,204
3am	1,422	689	718	670	742	886	1,228	6,355
4am	937	582	587	617	628	642	886	4,879
5am	734	543	554	578	625	606	731	4,371
6am	669	700	736	742	702	782	692	5,023
7am	847	1,141	1,187	1,222	1,162	1,174	929	7,662
8am	975	1,345	1,501	1,490	1,462	1,450	1,230	9,453
9am	1,199	1,503	1,566	1,499	1,515	1,525	1,470	10,277
10am	1,318	1,609	1,600	1,606	1,577	1,572	1,654	10,936
11am	1,405	1,607	1,634	1,686	1,571	1,650	1,684	11,237
12pm	1,637	1,770	1,699	1,722	1,786	1,763	1,837	12,214
1pm	1,653	1,787	1,758	1,754	1,724	1,792	1,814	12,282
2pm	1,705	1,711	1,841	1,801	1,841	1,883	1,825	12,607
3pm	1,774	1,980	1,984	1,986	1,969	2,124	1,887	13,704
4pm	1,662	1,999	2,039	1,992	2,024	2,008	1,843	13,567
5pm	1,925	2,148	2,184	2,043	2,170	2,205	1,859	14,534
6pm	1,807	2,007	2,005	2,024	1,927	2,020	1,919	13,709
7pm	1,845	1,858	1,820	1,872	1,786	1,878	1,920	12,979
8pm	1,858	1,899	1,731	1,836	1,849	1,885	1,914	12,972
9pm	1,903	1,943	1,872	1,847	1,805	1,937	2,093	13,400
10pm	1,775	1,807	1,677	1,687	1,661	2,028	2,199	12,834
11pm	1,429	1,593	1,482	1,501	1,482	1,849	2,199	11,535
Total	35,608	35,245	35,275	35,138	35,061	37,125	38,460	251,912

As is true for many departments, evenings feature elevated workload levels in comparison to the late night and early morning hours. The degree to which call volume

plateaus across the afternoon and early evening hours is, however, somewhat more pronounced than in many other jurisdictions.

(4) Calls for Service by Month

The following table displays calls for service totals by month, showing the percentage by which seasonal variation in call volume differs from the quarterly average:

Calls for Service by Month		
Month	# of CFS	Seasonal +/-
Jan	18,368	
Feb	17,541	-12.0%
Mar	19,497	
Apr	20,397	
May	21,952	+2.5%
Jun	22,220	
Jul	24,253	
Aug	22,958	+10.4%
Sep	22,300	
Oct	22,739	
Nov	19,803	-0.9%
Dec	19,884	
Total	251,912	

Call volumes display significant seasonal variation, ranging from -12% below the average to over 10% above the average. As is typical for most areas, winter months feature reduced workload, while summers feature markedly higher call volumes.

(5) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time (HT)¹ for each:

Most Common Call for Service Categories								
Incident Type	# CFS	HT	12am	4am	8am	12pm	4pm	8pm
DISTURBANCE	34,674	39.4						
SUSP. PERSON	18,645	35.3						
DIST. – OUTSIDE	16,308	32.9						
INTRUSION ALARM	12,564	32.5						
NON-INJ. ACCDNT.	11,129	57.4						
SUSP. CAR & OCC.	10,527	34.8						
AMBULANCE ENRT.	10,450	39.6						
RES. BURGLARY	8,221	61.5						
INJURY ACCIDENT	6,247	75.9						
CHECK WELFARE	5,691	43.7						
All Other Types	117,456	55.4						
Total	251,912	48.1						

Disturbances represent the most common type of call for service by a significant margin, with the two main categories (“Disturbance” and “Disturbance – Outside”) representing over 50,000 calls in 2016, or one-fifth of all calls handled by patrol units.

¹ Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

Calls with report numbers attached tended to have significantly higher handling times, with the average primary unit spending over 80 minutes on the call.

(6) Calls for Service by Priority Level

Calls for Service are assigned a priority level upon dispatch depending on the apparent severity of the incident and the type of response required. KCPD procedural instructions provide a written policy and convention for assigned priority levels, targets for processing time, as well as policies for cancelling calls from the queue and diverting calls to an alternative response method. The following is an abridged version of the call prioritization categories listed in the policy:

PROCEDURAL INSTRUCTION 15-05 (*abridged*)

A. Priority 10...

1. 10 - This call is for Assist the Officer only and will be dispatched without delay...
2. 11 - A call which presents an extreme danger to human life...
3. 12 - A call which presents a known danger to human life...
4. 13 - A call which presents a potential danger to human life...

B. Priority 20 - A call where the potential for injuries to occur exists, but has not yet happened...

1. Suspect at the scene or believed to be in the immediate vicinity...
2. Incident of such magnitude that it should receive prompt attention...
3. Exigent circumstances other than those listed above...

C. Priority 30...

1. 30 - A call which is non-life threatening, but requires a timely police response to preserve evidence in danger of being destroyed or becoming irretrievable, ensure the safety of the public, and/or prevent escape...
2. 31 - A call which is non-life threatening, but requires a timely police response where no evidence exists at the scene, or an exact location at the response address cannot be determined...

D. Priority 40 - A call in which a reasonable police response will not detract from the quality of police service. Priority 40 calls do not present any immediate danger to human life...

Following the conventions established by this policy, the following table displays call for service statistics by priority level, including the average travel time and average handling time within each category:

Calls for Service by Priority Level

Priority	# of CFS	Avg. TT	Avg. HT	%
10	58	3.1	52.1	15.9%
11	10,765	9.6	66.4	
12	11,195	8.6	46.8	
13	18,110	8.4	35.7	
20	86,463	12.2	44.3	34.8%
21	1,227	20.7	85.8	
30	38,463	17.6	53.0	16.6%
31	3,337	28.5	79.8	
40	63,185	17.9	42.2	25.1%
50	19,109	21.9	67.2	7.6%
Overall	251,912	14.7	48.1	

Evidently, not all call priority categories are typically used in responses made by patrol officers, and a few are rarely used. Higher priority levels also do not necessarily correlate with higher average handling times, although the most critical priority levels have significantly shorter travel times than the other categories, despite largely being above 8 minutes.

(7) Officer-Initiated Activities

The following table provides the most common types of officer officer-initiated incidents generated in the field by patrol officers, with darker shading indicating the times at which they are most likely to occur:

Most Common Types of Officer-Initiated Activities

Incident Type	# CFS	HT	12am	4am	8am	12pm	4pm	8pm
TRAFFIC VIOLATION	19,185	19.3						
OTHER SELF-INIT.	8,741	83.7						
CAR CHECK	8,428	32.5						
BUILDING CHECK	7,877	20.3						
RESIDENCE CHECK	6,801	39.3						
AREA PRESENCE	5,651	21.2						
FOLLOW UP	3,326	40.6						
PEDESTRIAN CHECK	2,832	29.8						
NON-INJ. ACCIDENT	2,355	16.7						
MISC. CONTACT	1,869	22.8						
All Other Types	14,241	35.1						
Total	81,306	33.5						

Event frequency trends are remarkably consistent between different types of self-initiated activities. Across the board, events are largely generated from around 9:00AM to 1:00AM, peaking in volume in the mid and late afternoon hours. It is also important to note that these incidents are not included in the analysis of community-generated workload and patrol proactivity, as the ability for patrol to self-initiate is dependent on whether there is time available to do so.

2. Analysis of Patrol Resource Needs

Analysis of the community-generated workload handled by patrol units in the field forms the core of field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs of the

community, and by measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

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

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

(1) Overview of the Resource Needs Analysis

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

- i.* The number of community-generated workload hours handled by patrol.
- ii.* The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
- iii.* The remaining amount of time that patrol has to be proactive, which can also be referred to as “uncommitted” time.

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

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

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

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

- Optimal proactivity levels are a target, and a single percentage cannot be equally applied to all agencies. Needs vary based on:
 - Other resources the department has to proactively engage with the community and address issues, such as a dedicated proactive unit.
 - Community expectations and ability to support a certain level of service.
 - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.
- Sufficient proactivity at an overall level does not guarantee, based on workload patterns and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, given the specialized units that provide additional resources in the field, KCPD should generally target an overall proactivity level of at least 35% as a minimum effective level of patrol coverage. However, in order to improve capabilities and maintain proactivity in the field on a more consistent basis, ideally the target should be raised to a proactivity level of 40% overall.

(2) Overview of Call for Service Workload Factors

The previous chapter of the report examined various trends in patrol workloads, including variations by time of day and of week, common incident types, as well as a number of other methods. The following section advances this analysis, detailing the full

extent of the resource demands that these incidents create for responding patrol personnel.

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

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

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

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

*Calculated from KCPD data: **251,912 community-generated call for service***

Primary Unit Handling Time (multiplied by the rate)

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

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

Overall KCMO patrol officers that were the primary unit on the call had an average handling time of 48.1 minutes, which is somewhat below the norm. This is also reflective of other factors, such as a portion of reports and jail transports being completed while still attached to the call.

*Calculated from KCPD data: **48.1 minutes of handling time per call for service***

Number of Backup Unit Responses

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

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

Estimated: 0.68 backup units per call for service

Backup Unit Handling Time (multiplied by the rate)

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

Given that the CAD data received by the project team lists unique time stamps for each unit on a call (rather than only for the first unit or overall for the call), the handling time can be calculated individually.

Calculated from KCPD data: 45.6 minutes of handling time per backup unit

Number of Reports Written

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

In this case, the number has been calculated from KCPD data, using the CAD records to tie patrol units handling a call to the number of reports that were written. In total, 46,970 reports were written by patrol units, which equates to 0.20 reports per community-generated call for service.

Estimated/calculated from KCPD data: 0.20 reports written per call for service

Report Writing Time (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time must be estimated based on the experience of the project team. It is assumed that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: 45 minutes per written report

Total Workload Per Call for Service

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, reporting writing time, and jail transport/booking time. The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 370,645 total hours in 2016.

*Calculated from previously listed factors: **88.3 total minutes of workload per call for service***

Each of these factors contributes to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time. It is worth noting that one factor which is often used in this analysis has been excluded from the list of workload factors – jail/transport and booking time – as these workloads have been absorbed into the CAD data included within our call for service analysis. While the time associated with completing a large share of jail transports is include within the handling time of that particular unit on the call, the remainder of these events are recorded within the CAD data as separate incidents. While these are normally not considered as community-generated calls for service, they have been included in this case in order to fully represent the complete picture of workload associated with jail transports. As a result of these considerations, the time associated with these events have not been included as a separate workload factor estimate.

An overview of these factors is provided in the following table:

Summary of Patrol Workload Factors

Total Number of Calls for Service	251,912	
Avg. Primary Unit Handling Time (min.)	48.1	55%
Backup Units Per CFS	0.68	
Avg. Backup Unit Handling Time (min.)	45.6	35%
Reports Written Per CFS	0.20	
Time Per Report (min.)	45.0	10%
<hr/>		
Avg. Workload Per Call (min.)	88.3	
Total Workload Hours	370,645	

In order to calculate patrol proactivity and uncommitted time, the total number of workload hours (370,645) will be deducted from the total time in which patrol units are on-duty and available.

(3) Patrol Unit Scheduling

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

KCPD follows a 10-hour shift configuration that assigns personnel to 99 separate teams on a staggered, rotating basis. Start times are staggered as well by team and division, providing for a more fluid deployment of patrol resources and minimizing the issues associated with concurrent start and end times.

The following table provides an illustrative outline of this scheduling configuration, showing two weeks of 14 shift teams out of the 99 total groups:

Illustrative Example of Rotation Under the Current Shift Schedule

Work Hours			Week 1							Week 2						
Team	Start	End	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa
Team 1	1400	0000														
Team 2	1500	0100														
Team 3	2130	0730														
Team 4	2100	0700														
Team 5	1900	0500														
Team 6	1900	0500														
Team 7	1900	0500														
Team 8	0600	1600														
Team 9	0630	1630														
Team 10	0730	1730														
Team 11	0700	1700														
Team 12	0600	1600														

It is important to note that although a two-week cycle is displayed in the chart, workdays are not fixed to a specific schedule, and are continually in a state of progression from week to week.

(4) Patrol Unit Net Availability

While the examining shift rosters may provide the scheduled staffing levels, their numbers do not reflect the numbers that are actually on-duty and available to work on at any given time. Out of the 2,080 hours per year that officers are scheduled to work in a year (excluding overtime), a large percentage of are not actually spent on-duty and available in the field.

As such, it is critical for this analysis to understand the amount of time that officers are on leave – including vacation, sick, injury, sick, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on

administrative tasks such as attending shift briefing. The impact of each of these factors is determined through a combination of calculations made from KCPD data and estimations based on the experience of project team, and are then subtracted from the base number of annual work hours for personnel. The result represents the total **net available hours** of patrol officers, or the time in which they are both on-duty and available to complete workloads and other activities in the field.

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

Factors Used to Calculate Patrol Availability

Work Hours Per Year

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

Base number: 2,080 scheduled work hours per year

Total Leave Hours

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

Calculated from KCPD data: 367 hours of leave per year

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

The total number of hours that each officer spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

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

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

On-Duty Training Time

The total number of hours spent per year in training that are completed while on-duty and not on overtime, as calculated from department personnel data.

Estimated: 59 hours of on-duty training time per year

Administrative Time

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities. The number is calculated as an estimate by multiplying 90 minutes of time per shift times the number of shifts actually worked by officers in a year – after factoring out the shifts that are not worked as a result of leave being taken.

Estimated: 257 hours of administrative time per year

Net Availability

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training and court time, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:
1,377 net available hours per officer

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

Overview of Patrol Unit Net Availability

Base Annual Work Hours		2,080
Total Leave Hours	–	367
On-Duty Training Hours	–	59
On-Duty Court Time Hours	–	20
Administrative Hours	–	257
<hr/>		
Net Available Hours Per Officer	=	1,377

Officers individually average approximately 1,377 hours on-duty and not spent in training, court, or on administrative tasks. However, it is important to note that in terms of

patrol resource capacity, one officer on duty does not necessarily translate to one patrol unit that can respond to calls, as two-person cars are not able to handle the as many calls for service as one-officer cars.

(5) Impact of Two-Person Cars on Unit Availability

Many KCPD patrol units are deployed with two officers deploying as a single patrol unit². Typically, officers are able to elect to ride with another officer, and are not assigned to do so. Use of two-person cars is not automatically determined or governed by policy or universally approved by supervisors. As a result, the deployment of two-person cars varies throughout the department, both by watch and patrol division.

The project team reviewed watch sheets covering all patrol divisions to determine the proportion of patrol units (vehicles) that are on-duty. Overall throughout the six geographical divisions, approximately 31.1% of patrol units consisted of two officers, while the remaining 68.9% of units were single-officer cars.

Working backwards from the total number of patrol officers (445), these proportions can be used to calculate the number of officers riding in both one and two-person cars. Given that approximately 31.1% of units deployed with two officers and 68.9% as one-officer units, 339 cars would be required to deploy 445 officers, with 106 of them assigned two officers. The table below provides a summary of these calculations, resulting in the percentage of officers that are deployed as two-person units, based on the proportion of units that are assigned as such:

² It is worth noting that the purposes of this report, this refers only to two regular patrol officers riding in a single car – recruits and those in the FTO program are not counted as two-person units.

Calculating the Number of Officers Assigned to Two-Officer Units

	1-Ofc. Cars	2-Ofc. Cars	Total
% of Cars	68.9%	31.1%	
Est. # of Patrol Units	233	106	339
Officers Per Car	x1	x2	
	=	=	
# of Officers	233	212	445
% of Officers	52.4%	47.6%	

Out of the 212 officers riding in two-person cars, 106 are functioning as additional officers beyond the first. This number forms an important variable in the ability of patrol to respond to community-generated incidents, as two-person cars reduce overall capacity. Over the course of an entire day, it can be assumed that two single-officer units have the capacity to respond to a higher number of calls than a single two-officer unit.

This does *not*, however, mean that the second officer deployed in a unit is not providing functionality in patrol's ability to respond to calls for service, as many calls that a single two-officer unit can handle would require two single-officer units to handle. As a result, the resulting need for a higher backup rate must be factored into the analysis of resource capacity with and without the deployment of two-person cars.

Despite the need to factor in the impact of two-person cars, for the purposes of calculating the total number of net available hours – the hours which a patrol unit is actually on-duty and able to respond to workloads – the second officer in a two-person car is not counted. With an estimated 106 officers typically functioning in this role, or approximately 23.8% of all patrol officers, it can then be assumed that same proportion of total net available officer hours are spent as the second officer in a two-person unit.

Using the average number of net available hours per officer, the total can be calculated for all 445 patrol officers combined in addition to the total for patrol units, which factors in the impact of two-person cars:

Net Available Hours of Patrol Unit Coverage

# Officers		445
Net Available Hours Per Officer	x	1,377
Total Net Available Hours (Officers)	=	612,936
% Hours Lost as 2nd Officer in Unit		23.8%
Total Net Available Hours (Units)	=	466,934

Overall, units combine for 466,934 net available hours of coverage per year, assuming that out of the 445 currently filled officer positions, 23.8% are typically assigned as the second officer in a two-person unit. Several key findings can be made from this analysis:

- Two-officer units reduce the capacity of patrol to respond to calls for service. However, it is also important to consider both their effect on officer safety, as well as their impact on the need for backup units to respond to calls.
- The total of 466,934 net available hours for patrol units represents the total time in which units are on duty and able to respond to community-generated incidents and function proactive.
- If all units consisted of one officer – thus enabling additional patrol units to be in the field – net available hours for patrol units would increase to 612,936.

(6) Calculation of Overall Patrol Proactivity

Using the results of the analysis of both patrol workloads and staff availability, it is then possible to determine the remaining time in which patrol units are not responding to incidents and completing other tasks, and can instead function proactively. The result of this analysis serve as a barometer from which to gauge the capacity of current resources to handle call demands, given objectives for meeting a certain service level.

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

Calculation of Overall Patrol Proactivity

Unit Net Available Hours		466,934
Total Patrol Workload Hours	–	370,645
Resulting # of Uncommitted Hours	=	96,289
<i>(Divided by total net available hours)</i>	<i>/</i>	<i>466,934</i>
Overall Proactivity Level	=	20.6%

At an overall level, current proactivity levels are severely low, falling well below the minimum threshold of 35% for effective patrol services. These findings indicate a combination of issues relating to overall staffing levels, as well as the ways in which staff are deployed.

It is important, however, that this finding also be considered within the context of the effects of two-person units on staff availability to respond to calls. Given that two-person units reduce the number of units that are available to handle calls, proactivity levels would undoubtedly higher if all officers were deployed as single-person units. Despite this, there are some limitations to the effect that eliminating two-person cars would have. In the case of responses that require two officers to be on the scene, many of which involving common call for service categories, two one-person units would need to respond, as opposed to a single two-person unit. As a result, the rate of backup unit responses would be considerably higher if all units were deployed as single-officer cars.

In order to model the effects of eliminating two-person cars on proactivity, the effect of the change on the backup unit response rate must be estimated based on assumptions

and comparable data. KCPD's backup rate is currently 0.68, which is very low for a large metropolitan city with a high proportion of incidents occurring that are severe in nature. Typically, large cities with one-officer units and with a similarly high number of calls for service relative to population, often have backup unit response rates between 0.80 and 1.10 – significantly higher than KCPD's rate. Modeling the effects of one-officer units in KCPD requires assuming a backup rate within this range.

For this analysis, estimations of patrol proactivity will use a higher backup rate of 1.00. To ensure that this is done proportional to current variations, backup unit response totals in each hour and day of week have been multiplied by 1.46 to reach an overall rate of 1.00. The change equates to an increase of roughly 80,000 backup units, representing an increase of around 36,000 workload hours. Overall, patrol workload in this alternative would amount to a total of approximately 431,135 hours in 2016.

However, the higher workload due to the backup rate change under a one-officer car system is outweighed by the additional units available. Without deducting the hours of unit coverage that are spent by the second officer in a patrol car, total patrol unit net availability is able to reach 612,936 hours per year.

The updated workload and net availability factors are then used to produce the overall patrol proactivity level, both with and without the deployment of any two-person cars:

Effects of Partial Two-Officer Unit Deployment on Proactivity

Calculation Factor		w/ 2-Ofc. Units	No 2-Ofc. Units
Unit Net Available Hours		466,934	612,936
Total Patrol Workload Hours	–	370,645	431,135
Resulting # of Uncommitted Hours	=	96,289	181,877
<i>(Divided by total net available hours)</i>	<i>/</i>	<i>466,934</i>	<i>612,936</i>
Overall Proactivity Level	=	20.6%	29.7%

Eliminating the use of two-person units – which currently represents less than a third of all patrol units – has the effect of increasing proactive time to approximately 29.7%, even after considering the additional backup unit responses that would be made as a result of the change.

However, the change does not completely remedy the issue of low proactivity levels, as 29.7% is still well below the target minimum range of 35-40% for a large metropolitan police department. To accomplish this, higher staffing levels are required. To determine the number of staff needed to achieve at least an overall level of 35% the impact of turnover must also be accounted for.

(7) Additional Considerations Regarding Two-Officer Cars

Given that the option for officers to ride in two-person cars is not specifically protected by department policy, eliminating the practice does not necessarily require a new or revised policy to be written.

The deployment of patrol officers exclusively in one-person cars does, however, does require additional vehicles to be used. Without conducting a full analysis of fleet management, take home car practices, and utilization within the department, it is not

possible to make a full determination that the number of patrol interceptor vehicles that are currently retained by the department are sufficient to handle the change in patrol deployment. This was beyond the scope of this Staffing Study. However, factors to consider include:

- Repair and maintenance practices, including the turnaround time for repair and maintenance orders, additionally involving the adequacy of fleet facilities and staffing to handle workloads.
- Practices of assigning vehicles to officers or general 'pool' use, and whether these practices are able to best maximize fleet resources.
- Take home car practices, and the proportion of resources that are designated as such.
- Allocation and division of fleet resources by patrol division, and whether any imbalances exist in vehicle availability.

Without performing a comprehensive analysis of these factors, it is not possible to fully determine the ability of the patrol interceptor fleet to accommodate the change to patrol vehicle deployment. However, examining fleet resources at a base level is able to provide an indication of whether or not the change is potentially feasible. KCPD currently staffs 445 filled patrol officer positions, and retains at least 400 interceptor vehicles across the six patrol divisions.

Typically, patrol fleets with at least 2.5 interceptor cars per patrol officer have a sufficient number of vehicles to completely deploy personnel, depending on shift schedules, overlaps, and various other factors as partially outlined previously. This finding indicates – with a number of reservations, as outlined above – that the change to two-person cars may be feasible. Without conducting a complete and focused analysis of KCPD fleet management and resources, however, this question cannot be answered definitely.

Recommendation:

Discontinue the practice of deploying two-officer patrol cars, except in special assignments and circumstances.

(8) Accounting for the Impact of Turnover on Patrol Staffing Needs

In order to determine staffing needs in the new model, it is important to first consider the typical rate at which turnover occurs. As an agency will never be fully staffed, vacancies will always occur as a result of retirement, termination, and other factors. When this happens, it takes a significant amount of time for new hires to replace that position in the field, from the initial (and sometimes lengthy) process of recruiting, completing the hiring process, academy, and FTO program to the point where the individual becomes an on-duty patrol officer. Given this consideration, agencies must hire and allocate a certain number of positions *above* those required to provide a targeted level of service.

The amount of 'buffer' that an agency requires must be based on the historical rate of attrition within patrol. The project team has examined three fiscal years of turnover data, and found that an average of 64 sworn positions became vacant over that time period.

The following table provides these statistics:

KCPD Sworn Turnover, 2014-16

	Resignations	Retirements	Terminations	Total
2014	18	60	2	80
2015	21	42	1	64
2016	21	25	1	47
Avg.	20	42	1	64

Overall, at 64 positions per year out of total sworn staffing levels, KCPD has experienced a turnover rate of approximately 4.68%.

(9) Patrol Staffing Levels Required to Meet Service Level Objectives

To determine staffing needs, it is also important to consider the number of vacancies that currently exist, as well as the rate of turnover. An agency will never be fully staffed, as there will always be vacancies occurring as a result of retirement, termination, and other factors. When these occur, it takes a significant amount of time to recruit a new position, complete the hiring process, academy, and the FTO program before the individual becomes an on-duty officer. Given this consideration, agencies must always hire above the number needed to provide a targeted level of service.

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

Given these considerations, an additional 4.68% *authorized* (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order to maintain the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it only represents an intermediary step in the calculation process.

These calculations are shown in the following table:

Calculation of Patrol Unit Staffing Needs

Net Available Work Hours Per Officer	1,377
Total Workload Hours	423,131
Turnover	4.7%
<hr/>	
Patrol Officers Needed @ 35% Target	505
Patrol Officers Needed @ 40% Target	547

These numbers assume that all patrol officers are deployed as one-person units, along with the much higher backup rate that is estimated as a result of the change. Without the change to one-person units, the resource needs to be able to provide 35% and 45% proactivity levels would be significantly higher.

It is also important to stress that 35% represents the minimum basic level of proactivity in order for patrol to be staffed effectively. Even with officer staffing levels at 505 positions, proactive capabilities will remain widely deficient throughout many hours of the day, and calls will continue to queue at times. In order to make extensive progress in improving the capabilities of patrol, a higher target of at least 40% overall proactivity is needed, which would require an additional 42 positions beyond those needed at a 35% level.

Currently, although patrol retains a staffing level of 445 filled officer positions, the authorized (budgeted) level is set at 509, or three positions above the number needed to achieve a proactivity level of 35% after accounting for turnover. With 66 current vacancies, it is clear that patrol plays a significant role in carrying the department's vacancies, with other functions being fully staffed before patrol. While this practice is common, the extent to which KCPD patrol services have been impacted is relatively severe.

Furthermore, even without the deployment two-person units, proactivity cannot reach above 31% overall with currently filled staffing levels, which falls well short of the target minimum level of 35%. It is also not a matter of raising the authorized staffing level, as the number currently authorized is three above the 505 needed to consistently reach 35% proactivity.

However, while achieving an overall proactivity level of 35% on a consistent basis may be an immediate priority for the department, the medium and long-term goal should be to achieve a staffing level of 40%. As demonstrated by the chart showing proactivity levels by hour and weekday without two-person units, the deficiencies at many hours of the day are widespread and severe to the point where simply reaching 35% will not address issues of depleted resources and calls frequently queueing at certain times. As a result, the department should increase patrol officer staffing levels to a total of 547 over the long term.

In order to address pressing needs, the department should prioritize filling an additional 37 positions, bringing actual staffing to 482 – the number needed to achieve 35% proactivity overall without adjusting for turnover. Given the current authorized level of 509 positions, the number of officer slots allocated to patrol does not need to be changed in the short term.

Recommendations:

As an urgent priority in the short-term: Increase the number of filled officer positions in patrol by 37 in order to bring the overall proactivity level to 35%, assuming that the deployment of two-officer units is discontinued as a regular practice. This change can be accomplished either through the reallocation of personnel from other functions, or by placing a temporary hold on filling vacancies in areas other than line-level patrol staffing.

As a long-term plan: Increase the number of authorized officer positions in Patrol to 547 level in order to achieve an overall proactivity level of 40%. This represents an increase of 38 officer positions from current authorized levels.

(10) Patrol Sergeant Staffing Needs

First-line supervision represents a core element of building an effective patrol service. While training is critical to effective supervision, spans of control must also be maintained below a certain limit, as administrative workloads and concurrent incidents would otherwise limit in the ability of supervisors to be present in the field and to play a direct role in operations management. Generally, each organizational subdivision (i.e., a division in KCPD) should staff patrol at a rate of at least one sergeant for every nine officers, in terms of authorized staffing levels.

There are eventually diminishing returns, however, to the effectiveness gained by adding additional sergeants well below the 1:9 level. At a ratio of 1:6, sergeants have significant time outside of administrative duties to supervise officers in the field, and the number of officers they are responsible for supervising is low enough to be constantly aware of their activity, as well as to directly engage in operations management.

Below 1:6, however, while the amount of workload sergeant is responsible for handling becomes less and less, their ability to supervise is not significantly impacted. Furthermore, it is important to consider the scenario as a trade-off between having more officers versus additional sergeant positions. As a result, adding sergeant positions to achieve spans of control that are significantly below the 1:6 level not only fails to improve the quality of supervision, it draws from the effectiveness of patrol to handle community-generated workloads.

While vacancies are widespread at the officer level, patrol sergeants are nearly fully staffed. Even if officer positions in the six patrol divisions were fully staffed, with the number of sergeants set at 111, overall spans of control would be at approximately 4.6 officers for every officer. These figures vary markedly by division, as shown in the following table:

Patrol Spans of Control (Authorized Staffing Levels)

	# of Officers	# of Sergeants	Span of Control
Central	119	21	5.7
Metro	106	26	4.1
East	111	20	5.6
North	56	15	3.7
South	63	14	4.5
Shoal Creek	54	15	3.6
Overall	509	111	4.6

It is important to note that these numbers reflect authorized (budgeted) staffing levels. Given that there are over 60 vacancies in patrol, spans of control are in reality even lower than those presented in the table. Furthermore, with such dire needs existing in patrol staffing at the officer rank, it is an ineffective practice to staff sergeants beyond appropriate levels. In order to address other needs within the department without presenting negative impacts to the quality or effectiveness of patrol supervision, the number of sergeants should be reduced by 28, placing field spans of control above 1:6.

The following table provides the sergeant staffing levels required in each division to reach supervisory spans of control in the field of at least 1:6, totaling a net reduction of 28 sergeant positions:

Recommended Sergeant Staffing Levels and Spans of Control

	+/- from Current	# of Sergeants	Span of Control
Central	-1	20	6.0
Metro	-9	17	6.2
East	-2	18	6.2
North	-6	9	6.2
South	-4	10	6.3
Shoal Creek	-6	9	6.0
Overall	-28	83	6.1

Overall, the changes result in a supervisory span of control of 6.1 officers per sergeant across the six patrol divisions. As with the previous table, these figures reflect authorized (budgeted) staffing levels.

Recommendation:

Reduce patrol sergeant staffing levels by 28, resulting in supervisory spans of control of at least 1:6.

3. Patrol Deployment Schedules

The following sections discuss the current shift schedule and team configuration followed by KCPD patrol divisions, as well as the merits of any alternatives for deploying staff.

(1) Effectiveness of Current Deployment Schedules

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

**Average Proactivity and On-Duty Staffing by Time and Day
(Current Schedule, With Two-Person Units Deployed)**

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	38 .2	-68%	-33%	5%	6%	19%	6%	-29%	22%
6am–10am	52 .5	38%	18%	8%	8%	15%	19%	26%	19%
10am–2pm	52 .8	-3%	-33%	-30%	-28%	-22%	-16%	-22%	-22%
2pm–6pm	74 .2	11%	1%	1%	4%	1%	-11%	4%	9%
6pm–10pm	90 .2	32%	29%	30%	27%	23%	13%	20%	30%
10pm–2am	91 .3	32%	50%	51%	50%	51%	40%	25%	47%
Overall	66 .5	24%	23%	23%	22%	22%	16%	15%	21%

Clearly, workload levels are insufficient to be proactive at virtually all hours and days of the week. These issues are severe to the point where proactivity falls to -68% on Sunday mornings, and around -20% to -30% from 10:00AM–2:00PM on most days of the week. Negative proactivity levels such as these indicate calls frequently queueing, with available resources lacking the capacity to handle the calls being received, given that call for service workloads are credited to the hour in which the call was received, as opposed to the time in which units were dispatched to the incident.

Assuming that the deployment of two-officer units ends, but without changing overall staffing levels, these issues are marginally improved:

Average Proactivity and On-Duty Staffing by Time and Day
(Current Schedule, One-Officer Units Only)

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	47.8	-53%	-20%	15%	15%	27%	15%	-17%	29%
6am–10am	65.7	45%	29%	20%	19%	25%	28%	34%	29%
10am–2pm	66.0	8%	-18%	-15%	-13%	-7%	-2%	-8%	-8%
2pm–6pm	92.9	21%	14%	14%	17%	15%	4%	15%	20%
6pm–10pm	112.9	40%	37%	38%	35%	31%	23%	29%	38%
10pm–2am	114.3	38%	55%	56%	55%	56%	46%	32%	52%
Overall	83.3	32%	32%	32%	31%	32%	26%	24%	30%

Significant deficiencies continue to exist without two-person units being deployed, although these issues are more somewhat localized than before. Sunday morning continues to be an issue area, in addition to the 10:00AM–2:00PM time range.

(2) Comparative Effectiveness of Shift Schedule Types

The inadequacy of existing resources on an overall level significantly limits opportunities to redistribute staff among shift teams or to reconfigure scheduling practices. Clearly, taking officers from one type of shift and switching them to another would exacerbate existing deficiencies given present circumstances.

Switching to an 8-hour schedule would have no effect on patrol proactivity or service levels, as both involve a 2,080-hour work schedule, albeit with differently distributed hours. Likewise, a 12-hour configuration would only improve proactivity if a 2,184 schedule was implemented – a change that would require overtime pay and/or collectively bargained contract to implement, per state and federal law.

If the objective is to maintain a static number of on-duty officers staffed throughout the day with the fewest number of positions allocated, then 10-hour shift schedules are

relatively less efficient than 8 and 12-hour systems, as they do not divide evenly into a 24-hour period. However, this is an overly simplistic view of patrol staffing analysis – while this approach may be useful for analyzing fixed security post and detention system staffing needs, patrol service needs are significantly more dynamic. Factors that should be considered include:

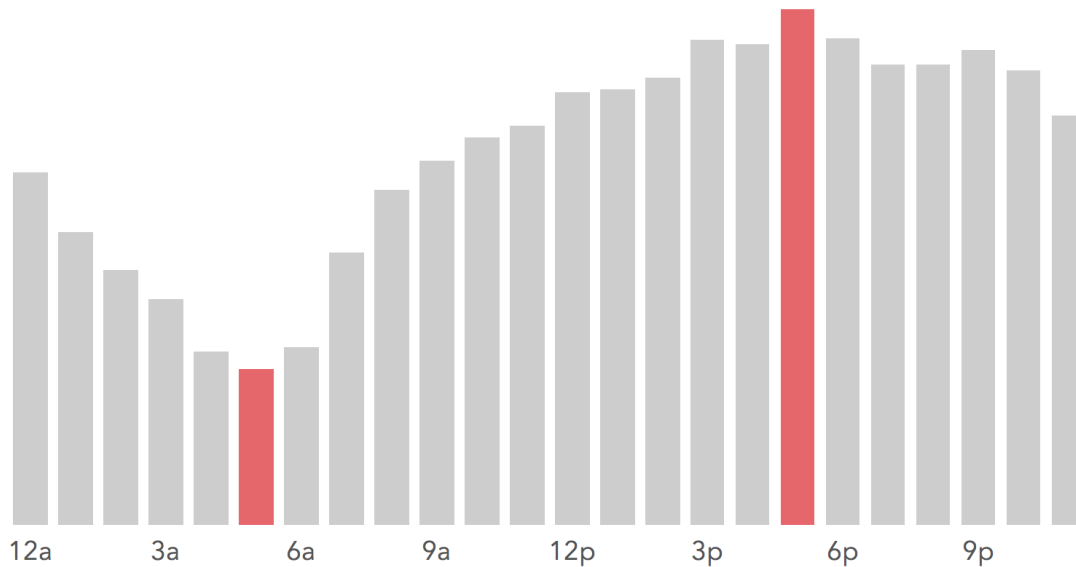
- Objectives for proactivity at different times of the day – is it more important to have a higher proactivity level in the afternoon and evening, for instance?
- Minimum staffing needs for officer safety during the times that do not require a significant proactive presence, such as the late night and early morning hours of most days.
- Special response time considerations in large patrol areas or those with less effective networks for officer transportation.

As a result of these factors, patrol staffing needs often vary considerably by time of day and day of week. Choice of a shift schedule type – whether 8, 10, or 12-hour systems are used – should be determined by their ability to *best meet* these considerations, given the constraints of resources and call for service fluctuations. For this reason, 8, 10, and 12-hour shift schedules have no inherent differences in their ability to meet these needs, as it depends on the workloads and constraints of each department uniquely.

One of the most important factors to consider in choosing a shift schedule type is how call volume varies by time of day. If, for example, a department's call volume peaked significantly upwards for an 8-hour period, then 8-hour shift schedules – or a configuration with an 8-hour power shift – would have additional merit, allowing for resources to be maximized during that time period without a portion of the force's finite staffing hours being spent inefficiently on hours with low workload levels. The following chart provides

fluctuations in community-generated call for service volume by hour for the department in the year of CAD data received from the department:

KCPD Variation in Community-Generated Call for Service Volume by Hour

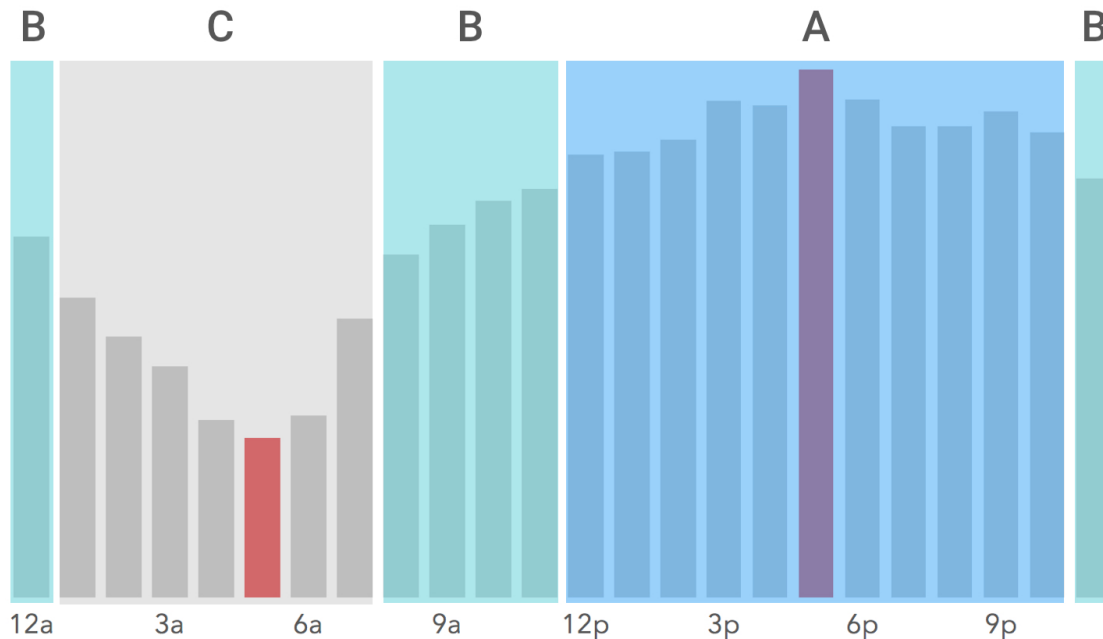


As evidenced in the chart, call volume fluctuations follow a nearly regular bell-shaped curve, building steadily from 5:00AM to a peak at 5:00PM before falling at a comparable rate to the climb. If a plateau was to be defined, signaling the period of time that must be staffed most robustly, it would be from 12:00PM to 11:00PM – an interval of 11 hours. The trough, by contrast, would be somewhat more clearly defined as beginning at 1:00AM and lasting until about 8:00AM.

Given these patterns, it is critical to use a three or four-watch system that enables for differential numbers of officers to be deployed at certain times. The following chart overlays three categories for prioritizing where these overlaps should exist:

Priority Hours for Deploying Additional Officers Based on Call Volume

- A: Highest priority hours** for additional resources and shift overlaps
- B: Medium or low priority hours** for additional resources and shift overlaps
- C: Lowest priority hours;** *avoid* overlaps or assigning more staff than needed to these times



The **A** priority time period lasts for 11 hours, while **A** and **B** combined cover a total of 17 hours. As a result, 10-hour systems can be assumed to perform more effectively than 8-hour ones, as a highly staffed third watch working from 12:00PM to 10:00PM, for instance, could cover nearly the entirety of the highest period of workload. A day shift beginning at 8:00PM could then begin at around 8:00AM and cover the first part of the workload intensive period, with the night shift working during the remaining hours, potentially providing significant overlap with the later part of the third watch.

(3) Scheduled Workday Rotation

While switching to fixed workdays would result in changes to officer quality of life, the change would not affect patrol proactivity levels on an overall basis, as patrol

personnel would continue to work the same number of hours on duty after accounting for the net availability factors outlined earlier in the chapter. However, in a 10-hour, two-side fixed workday system, where two sets of shift teams work opposite sides of the week, more the number of resources are deployed on a single day. It should be noted that the overlap day does not directly translate to double resources, as personnel have a better ability to be able to take time off on that day. It is also likely that leave days can be taken on one end of an off-day period in order to increase the number of consecutive days off.

Nonetheless, the overlap day does inherently create some inefficiencies, as the extra proactivity is better spread across multiple days. While this issue does not affect field service levels as greatly as staffing levels or geographic deployment, resources should be deployed efficiently against variations in workload levels throughout the week in order to maximize proactive capabilities.

The impact of the overlap day can be mitigated in part by creating additional sides to the shift schedule so that resources are better staggered. This can be viewed similarly to 'early-in/early-out' cars, which spread the deployment of resources out over a longer period of time.

However, since three of the six patrol divisions have far fewer officers assigned to them compared to the others, not every division would require a third shift side. To illustrate this point, the following chart provides an example of a 10-hour fixed workday schedule with asymmetrical sides (different number of sides per division):

Example of an Asymmetrical Fixed Workday Schedule

	Watch	Side	Days Off		Watch	Side	Days Off
Central	1	A	WTF	Shoal Creek	1	A	WTF
	1	B	SSM		1	B	SSM
	1	C	MTW		2	A	WTF
	2	A	WTF		2	B	SSM
	2	B	SSM		3	A	WTF
	2	C	MTW		3	B	SSM
	3	A	WTF				
	3	B	SSM				
	3	C	MTW				
East	1	A	WTF	Metro	1	A	WTF
	1	B	SSM		1	B	SSM
	1	C	MTW		1	C	MTW
	2	A	WTF		2	A	WTF
	2	B	SSM		2	B	SSM
	2	C	MTW		2	C	MTW
	3	A	WTF		3	A	WTF
	3	B	SSM		3	B	SSM
	3	C	MTW		3	C	MTW
North	1	A	WTF	South	1	A	WTF
	1	B	SSM		1	B	SSM
	2	A	WTF		2	A	WTF
	2	B	SSM		2	B	SSM
	3	A	WTF		3	A	WTF
	3	B	SSM		3	B	SSM

To further mitigate differences in proactivity levels by day of week, a fourth shift side (D) could also be added to Central, East, and Metro, with off-days of Thursday, Friday, and Saturday. However, this is not advisable, as these days feature elevated workload levels, and lower levels of proactivity consequently. A fourth side with these off-days would further exacerbate any deficiencies in resource availability.

It is also important to recognize, though, that switching from rotating to fixed workdays (or vice versa) results in ‘winners’ and ‘losers’ – fixed workday schedules typically benefit those with more seniority at the expense of those with less. Given these considerations, decisions regarding fixed versus rotating workdays should be considered as an issue to discuss with KCFOP representatives (which covers officers, sergeants, and detectives), as they do not present significant impacts to the department’s operational effectiveness.

Recommendation:

Continue using a 10-hour shift schedule to most effectively deploy resources during the hours with the highest workload levels and needs for proactive capabilities.

Consider switching to a fixed workday schedule after consulting with KCFOP representatives.

4. Analysis of Patrol Geographical Deployment

Patrol services are organized into six divisions, with each containing a variable number of sectors, which are then subdivided into districts, as shown in the following table:

Organization of Patrol Geographical Areas

	# of Sectors	# of Districts
Central	4	18
Metro	4	14
East	4	18
North	2	10
South	2	10
Shoal Creek	2	10

Staff are also assigned differentially, although in current staffing levels, the distribution of personnel does not necessarily reflect the number of sectors, districts, or the workload handled by each division.

(1) Workload and Proactivity by Division

This section follows the same process that was used to calculate community-patrol workload and proactivity levels on an overall basis, but broken down by division. It should be noted that calls which could not be allocated to a particular division were discarded. Given that there were only a few thousand of these incidents, the impact of excluding them from the analysis is marginal. Additionally, in all of the tables presented in this section, the current practice of deploying backup units, as well as its effects on unit net availability, is built into the analysis.

The following table provides a breakdown of the number of calls for service by division, as well as the number of backup unit handling times and the average handling times for each:

Calls for Service and Average Handling Time by Division

	Primary Units		Backup Units	
	# CFS	Avg. HT	# Resp.	Avg. HT
Central	58,383	41.4	40,966	40.5
Metro	51,579	45.4	34,463	46.5
East	67,107	49.6	45,547	47.8
North	18,503	48.9	15,138	45.4
South	30,222	52.4	21,326	47.0
Shoal Creek	22,666	53.4	13,685	47.9

Clearly, workload levels vary by division, with South, North, and Shoal Creek having far fewer calls for service than the others. Average primary unit handling times do

not follow this trend, however, as South and Shoal Creek display the highest times out of the group.

The following table summarizes the total workload factors for each division, including primary and backup handling time hours, as well as report writing times, based off of the same assumptions and calculation process used in the analysis of patrol on an overall basis:

Total Workload by Division				
	Primary Units	Backup Units	Report Writing	Total
Central	40,257	27,626	8,649	76,532
Metro	38,990	26,683	7,641	73,314
East	55,500	36,264	9,942	101,706
North	15,068	11,451	2,741	29,260
South	26,411	16,721	4,477	47,609
Shoal Creek	20,185	10,917	3,358	34,460

Overall, Central, East, and Metro account for approximately 69.3% of all workload handled by patrol. To this point, North and Shoal creek combine for 63,720 hours of total workload, less than any of those divisions. The difference is significant to the point where there are essentially two types of areas from a standpoint of patrol activity – ‘major’ divisions (i.e., Central, Metro, and East) and ‘minor’ divisions (i.e., North, South, and Shoal Creek). This reflects the medium level of KCPD geographic structure, the number of sectors assigned to each. The major divisions have two sectors each, while the minor divisions contain just one.

Additional divisions add organizational complexity and a certain rigidity in reallocation of staff, provided that mechanisms for redistributing officers where they are

needed does not exist. This is evidenced by the disparate proactivity levels by division, no necessarily corresponding to the workload levels that each must handle.

The following table presents these variations, subtracting the total workload hours from each division's total net available hours (based on the number of officers assigned), with the remainder being divided by the net available hours total:

Overall Proactivity by Division				
	Workload Hours	Net Avail. Hours	Remainder	% Proactivity
Central	76,532	95,485	18,953	20%
Metro	73,314	96,535	23,221	24%
East	101,706	110,175	8,469	8%
North	29,260	56,662	27,402	48%
South	47,609	56,662	9,053	16%
Shoal Creek	34,460	51,415	16,955	33%

As the table demonstrates, the capabilities for each division vary extensively – not only to be able to function proactively, but to be able to handle its workload. Overall, it is clear that the level of patrol service provided to the North and Shoal Creek areas – as measured by the capacity of the personnel that have been allocated to handle workloads – is significantly higher than in the other four divisions. The degree to which these imbalances exist has created significant impacts on field operations, and mitigating these issues requires the reallocation of personnel.

This process should be completed by first analyzing the number of unique, community-generated calls for service that occur in each division. Once this process is complete, officer staffing levels should be distributed among the six divisions such that the ratio of calls for service per officer is relatively equal. Sergeant staffing levels can then

be set relatively to the number of officers in each division, with the goal of reaching consistent field supervisory spans of control.

Recommendation:

Evaluate the total call for service workloads in each division every three years ~~on~~ and reallocate officer and sergeant positions as necessary to balance staffing relative to the number of community-generated calls for service.

(2) Analysis of the Current District Structure

Sector and district structures form the basis of patrol service delivery, determining how and where resources are deployed within the jurisdiction. As a result, they can play a pivotal role in facilitating community policing, ensuring that proactive capabilities are maintained in key areas, and that officers are better equipped to develop familiarity and expertise with local issues in a community.

The following table presents several of the most important considerations in assessing the effectiveness of a district structure:

Objectives in Designing an Effective Deployment Structure

Workload Equality

When districts are designed around factors such as area or population, often times the busiest areas – where proactive capabilities would perhaps be needed most – end up being the areas with the least amount of proactivity.

In order to equalize proactive capabilities throughout the jurisdiction, district call for service totals should not be greater or less than 40% of the average for an individual district, and most districts should fall within +/-20% of the average.

Neighborhood Integrity

Effective structures maintain the integrity of different neighborhoods and business areas in order to facilitate community policing.

By designing a district around entire areas and neighborhoods, the officers assigned to that area are able to become more familiar with the community and its key issues and concerns – an essential cornerstone of effective community policing and engagement.

Transportation Routes The road network within a district structure should ensure that officers assigned to the area are able to complete timely responses to high-priority incidents.

Logical Boundaries Certain types of natural and manmade barriers, such as freeways, hills, levees, or water features, can present transportation hurdles for officers responding to calls. District boundaries should take these issues into account, examining road access across these barriers on a case by case basis.

Staffing Objectives Deployment structures should be designed so that they can be realistically staffed on a day-to-day basis without using significant amounts of overtime.

These factors, which serve as best practices in district structure design, form the basis of the project team's assessment of the current deployment configuration.

(2.1) Workload Equality

Using the same methodology in the analysis of patrol workload and resource needs, community-generated calls for service were tabulated at the district level. The average number of calls for service per district was then developed from these calculations, providing a measure to be used in examining whether districts have more or less workload in relation to one another. Call volume is effective as a measure of workload disparities, as using a more complete statistic, such as total workload hours (including report writing time, backup units, etc.) take into account factors that one unit alone is not responsible for. For instance, if one district has twice the backup rate as another, the impact of this is largely borne by officers assigned to the adjacent districts, as personnel assigned to the district would typically function as the primary unit on the call.

The following series of tables provides the number of calls for service in each district, as well as the degree to which they differ from the overall average per district (3,106 calls):

Variation in Calls for Service from Average by District

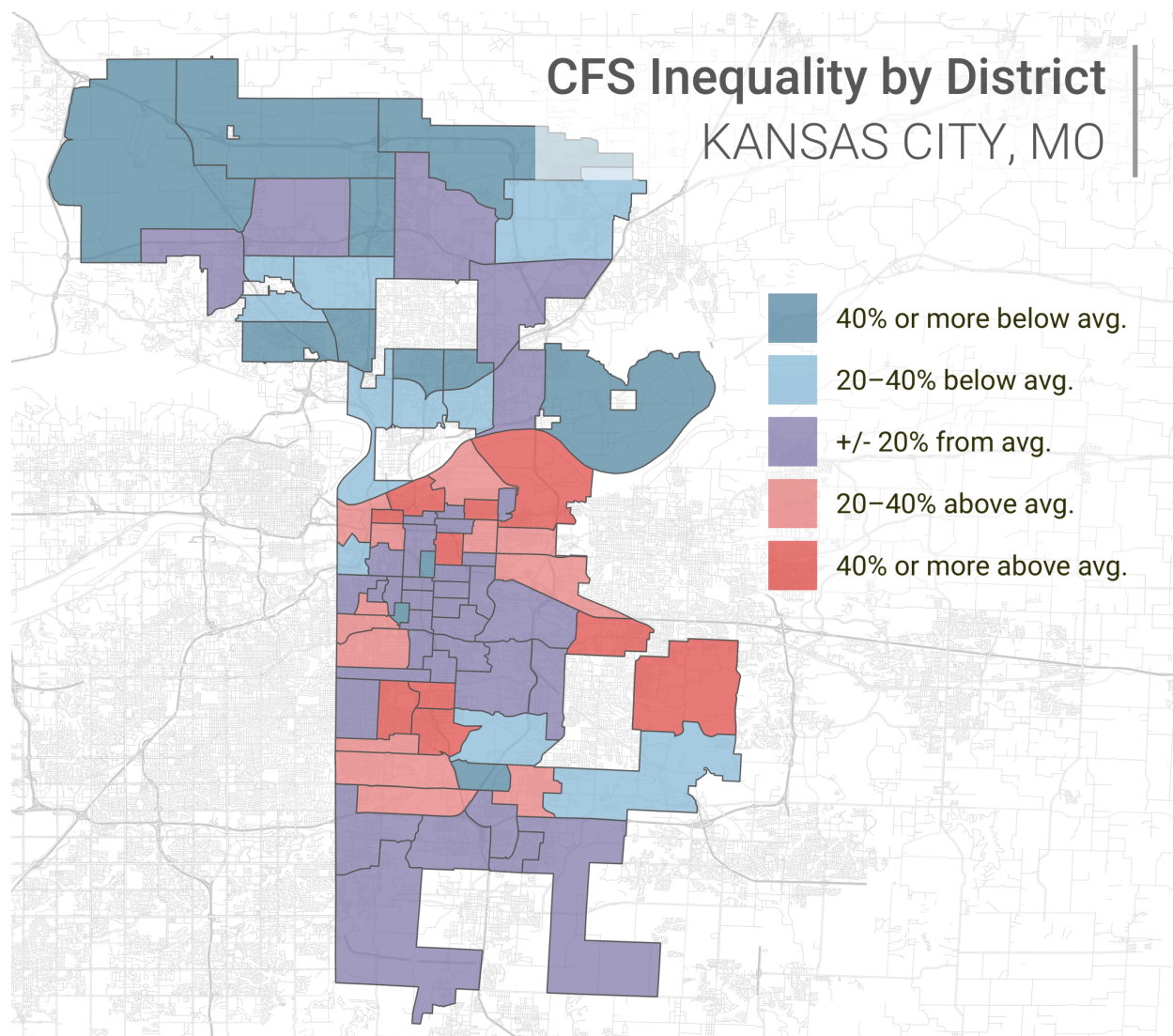
Central			Metro		
District	# CFS	%+/-	District	# CFS	%+/-
111	3,991	29%	211	3,210	3%
112	4,986	61%	212	3,136	1%
113	4,005	29%	213	3,244	4%
114	2,249	-28%	221	4,192	35%
115	3,356	8%	222	3,375	9%
121	4,816	55%	223	3,104	0%
122	2,715	-13%	224	2,752	-11%
123	3,517	13%	231	3,678	18%
124	1,321	-57%	232	4,690	51%
125	2,766	-11%	233	4,324	39%
131	3,535	14%	234	3,807	23%
132	2,925	-6%	241	4,409	42%
133	4,028	30%	242	5,283	70%
134	3,800	22%	243	2,375	-24%
141	3,059	-2%	Total	51,579	—
142	2,620	-16%			
143	1,874	-40%			
144	2,820	-9%			
Total	58,383	—			

North			Shoal Creek		
District	# CFS	%+/-	District	# CFS	%+/-
411	2,366	-24%	631	2,225	-28%
412	1,677	-46%	632	2,419	-22%
413	1,627	-48%	633	1,740	-44%
414	1,948	-37%	634	1,724	-44%
415	2,256	-27%	635	3,246	5%
421	2,766	-11%	636	1,650	-47%
422	2,527	-19%	641	3,620	17%
423	1,509	-51%	642	3,013	-3%
424	834	-73%	643	1,977	-36%
425	993	-68%	644	1,052	-66%
Total	18,503	—	Total	22,666	—

East			South		
District	# CFS	%+/-	District	# CFS	%+/-
311	4,049	30%	531	3,890	25%
312	4,961	60%	532	3,432	11%
313	3,052	-2%	533	3,184	3%
314	4,540	46%	534	2,877	-7%
315	3,182	2%	535	3,181	2%
321	2,990	-4%	541	638	-79%
322	3,760	21%	542	3,824	23%
323	4,708	52%	543	3,700	19%
324	2,636	-15%	544	2,265	-27%
331	3,536	14%	545	3,231	4%
332	3,638	17%	Total	30,222	—
333	3,508	13%			
334	3,300	6%			
341	3,883	25%			
342	4,312	39%			
343	3,408	10%			
344	2,633	-15%			
345	5,011	61%			
Total	67,107	—			

Overall, a majority of districts (43 out of 80) have call for service totals that are greater or less than 20% of the average, indicating significant workload inequality by geographical area. To this point, one-quarter of all districts are 40% above or below the average, reflecting the fact that many districts have significantly different call volumes, ranging from just 638 to as many as 5,283.

The following map illustrates these issues, displaying call variation from the average total for a district (3,106) for all 80 districts staffed by the Kansas City Police Department:



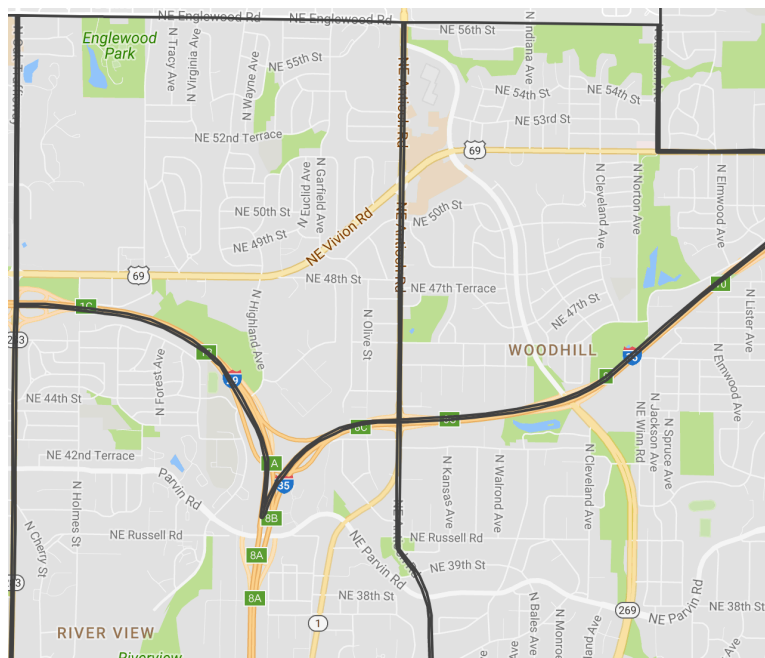
As the map demonstrates, many of the areas to the north have significantly higher call for service workloads than the areas immediately below the Missouri River, as well as those to the east and south of the central area.

(2.2) District Boundaries and Transportation Routes

The project team conducted ride-alongs in each of the six patrol divisions in order to learn about the district structure and identify potential issues with how boundaries are drawn. GIS mapping techniques provide additional analysis, enabling a comparison to be made of district boundaries against neighborhoods, transportation routes, and natural

barriers. From the numerous ride-alongs conducted in the field, input from personnel overwhelmingly reflected positive views toward the current district structures. For the most part, interviews identified that the district structure facilitates officer transportation routes, keeps neighborhoods and business districts together, and that boundaries take into account natural barriers.

Freeways constitute a key natural barrier in many cases, with some exceptions as road access permits. One example of this can be seen in the area directly north of the Missouri River, where the southern boundaries of 633 and 634 against 631 and 632 are formed from Interstate I-135, as depicted in the following map:



However, the two districts immediately to the south (631 and 632) are not divided by Interstate 29 (which runs north to south), given that a major access point exists in Parvin Road, enabling for officer transportation to be made across the freeway within the district. Support for these considerations is maintained largely throughout the entire

structure, which features few issues in regards to natural barriers, transportation routes, and other issues with the effectiveness of district boundaries.

(2.3) Conclusions

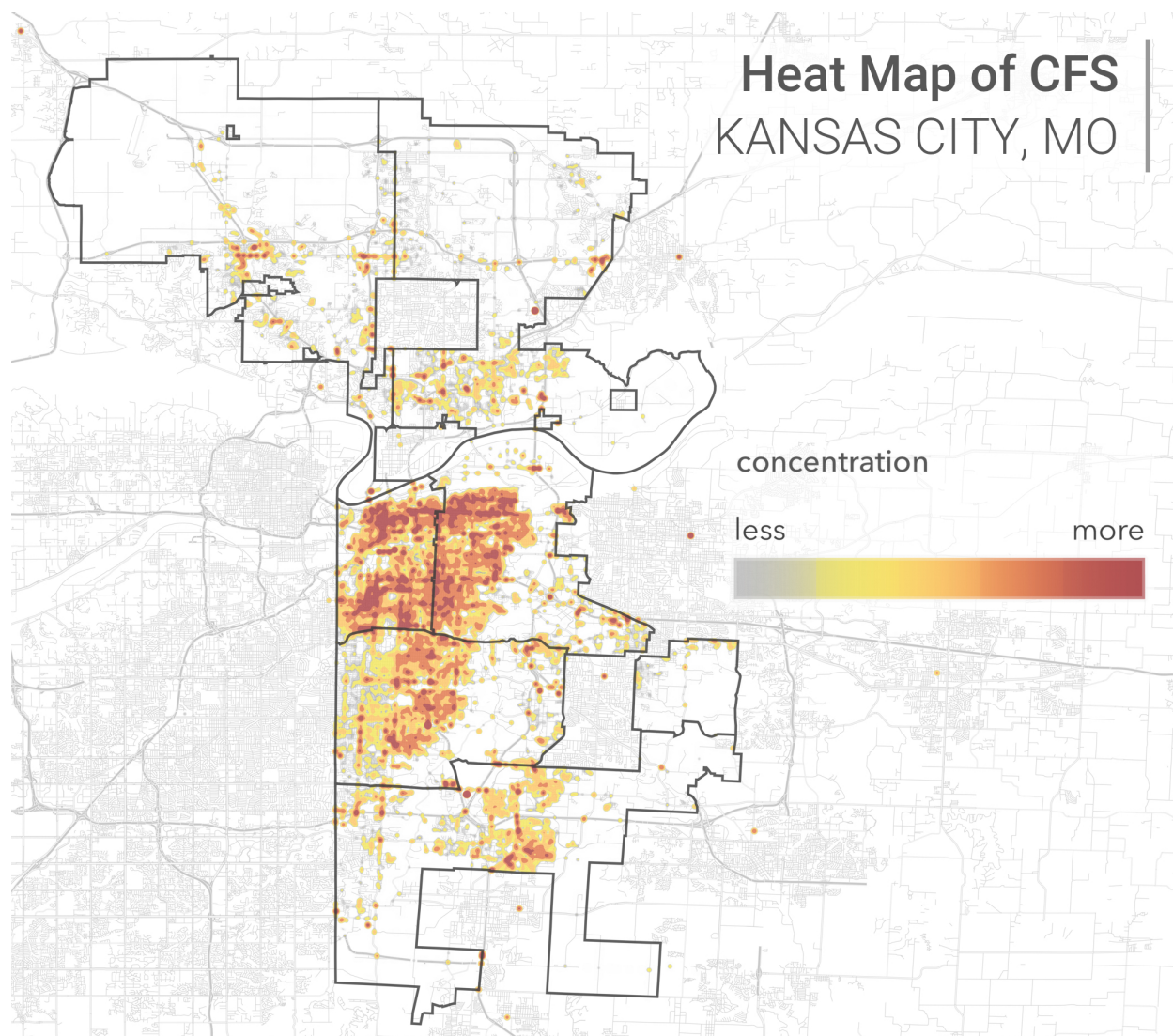
As the assessment demonstrates, the boundaries of the current district structure provide for effective deployment and response capabilities, having been designed with key barriers and geographical features in mind. However, widespread and extensive disparities in the workload each district is must handle create significant issues for the ability of the structure to support community policing, as officers in areas with higher call volumes have far less time to be proactive. These issues are also present on a sector and division-wide basis, resulting in vastly different service levels from one division to another. Given these considerations, the district and sector structure should be redesigned in order to better equalize workloads.

Recommendation:

Redevelop district boundaries in order to equalize officer workloads and achieve a more level distribution of proactive capabilities throughout the jurisdiction.

(3) Call for Service Concentrations by Area

The findings of the district workload analysis also reflect the fact that workload is concentrated differently in certain areas of the city. The following heat map provides a visualization of how calls for service are concentrated throughout the city:



While calls may occur over a larger area in the North and Shoal Creek divisions, in others, it is tightly compacted around a core area that spans between the Central, Metro, and East divisions. In the South Division, a significant concentration of activity contains a large portion of that sector's workload, with the populated areas on South Division's western end featuring comparatively less calls for service generation. These issues echo the earlier points regarding the contrasting service environments within KCPD's jurisdiction, and the need to tailor services around those differences. Despite the advantages that can be gained from subdividing areas into specialized approaches, it is

equally true that dividing similar areas can actually hinder coordination, as sometimes different strategies are used to tackle issues that span across the borders of adjacent divisions.

5. Patrol Division Support Functions

(1) Operation Sergeants

Each of the Patrol Divisions has an Operations Sergeant position. The Operations Sergeants serve as executive officers for the Patrol Division Major. The Operations Sergeants typically work a day shift with weekends off. Each division assigns slightly different tasks to each of the Operations Sergeants. Operations Sergeants typically perform the following tasks:

- Conduct Annual Inventory of Equipment
- Processes Division paperwork, both internally between captains and the major from the division to the Patrol Bureau
- Monitors pass log to ensure officers sign new policies.
- Monitor case reports to ensure that all reports are written and to ensure follow up is conducted.
- Audits equipment daily to make sure all equipment is working and is serviceable.
- Monitors the Division email address and corresponds to community emails.
- Conducts hard drive inventory for the in car camera system semi-annually.
- Performs special assignments at the request of the Division Major.

Most of the tasks performed by the Operations Sergeants could be performed by the Desk Sergeants. As a result of our interviews we learned that there is capacity to assign more responsibilities to desk sergeants. Desk sergeants can perform many of the tasks assigned to operation sergeants. In many other agencies, these common tasks are

delegated to front desk staff, desk sergeants, or even patrol sergeants. There is a concern that removing the operations sergeant position from each patrol division will result in projects and other functions not being completed. This concern can be mitigated by assigning the tasks to the watch captains who can then delegate it to the appropriate sergeant. It should be noted that the patrol division has low spans on control for sergeants meaning there are fewer officers per sergeant and as result typically less work per sergeant.

Recommendations:

Eliminate the Operations Sergeant position at the Patrol Divisions (6 total authorized positions).

(2) Desk Sergeants

Each of the Patrol Divisions has a desk sergeant position that is staffed 24 hours a day. The desk sergeants are assigned to a 5-8 schedule with weekends off. During weekends a patrol sergeant is assigned to the desk. The desk sergeants supervise the desk clerks and at divisions with detention centers they serve as a detention center supervisors as well. Desk Sergeants perform the following tasks:

- Answer questions for the division via phone or email
- Complete the daily lineup of personnel working
- Handle complaints at the front desk or via phone
- Coordinate training for the division
- Supervise the Division based Detention Center staff and respond to incidents within the detention center.

As a result of our interviews we learned that there is capacity to assign more responsibilities to desk sergeants. Desk sergeants can perform many of the tasks

assigned to operation sergeants. In many other agencies, these common tasks are delegated to front desk staff, desk sergeants or patrol sergeants.

Recommendation:

Re-assign the Operation Sergeant responsibilities among the 3 Desk Sergeant positions.

(3) Patrol Division Property Crime Detective Units

Each Patrol Division has a property crimes unit. Each unit consists of a sergeant and between 6 and 8 detectives. The property crimes units investigate property crimes that occur within the specific geographic boundaries of their respective patrol division. They typically investigate burglaries, vehicle thefts, high value thefts, property damage and other non-violent crimes. The detectives work a 4-10 schedule on day shift with weekends off. The detectives write search warrants and do some of their own evidence recovery in the field, e.g. video recovery. The sergeants screen cases based on solvability and loss amount. Sergeants do not carry a caseload, but will assist on some cases. In 2016 approximately 13% of the cases assigned had charges filed against a suspect. There was a 7% drop in reported property crime from 2015 to 2016.

The detective units reported the following performance measures for 2016:

2016 Caseloads

Division	Number of Detectives	Number of Cases	Average number per Detective
Central Patrol Division	7	2,170	310
Metro Patrol Division	8	2,507	313
East Patrol Division	7	1,748	249
North Patrol Division	6	2,567	427
South Patrol Division	7	2,496	356
Shoal Creek Patrol Division	7	2,886	412
AVG	7	2,395	344

2016 Caseload Averages

Division	Number of Cases in 2016	Average Number of Cases per Detective	Average Number per Detective per Month
Central Patrol Division	2,170	310	25.8
Metro Patrol Division	2,507	313	26.0
East Patrol Division	1,748	249	20.7
North Patrol Division	2,567	427	35.5
South Patrol Division	2,496	356	29.6
Shoal Creek Patrol	2,886	412	34.3
AVG	2,395	344	28.6
Total Cases	14,374		

The property crime detectives have higher caseloads than we normally see in similar investigative units. From past studies MCG has found that property crimes detectives can effectively investigate only 10 to 15 cases per month. If no cases were administratively closed due to lack of leads every division has twice the number of cases than can be effectively investigated. Effective case screening could reduce the number of cases assigned by over 60%. For example, based on data provided to the project team from the Economic Crimes Unit, approximately 88% of the cases assigned are immediately suspended or closed and not worked. This is in line with what we have seen in other jurisdictions. Assigning a more reasonable 40% of cases would result in 5,746 cases assigned per patrol division detective per year or 11.4 cases per detective per month.

According to 2016 FBI UCR, Kansas City reported 5,459 vehicle thefts. Most jurisdictions only conduct full investigations of these crimes when a suspect is named, a person is found driving the stolen vehicle or if the thefts are part of an organized theft ring. This represents less than 10% of motor vehicle thefts, or 545 cases. Using just this one

category, effective screening would reduce the number of cases assigned from 14,374 to 9,460. Many other property crimes have low or limited solvability rates as well.

Property Crimes Sergeants should raise the threshold for case assignment to cases where there are more tangible leads, the case is part of pattern or the loss amount is significant. In 2016 only 13% of cases that were assigned resulted in charges being filed.

Using more effective case screening would allow the patrol division detectives to take additional cases. In analyzing the economic crimes unit in a later chapter the project team has recommended assigning a portion of the case load to the patrol division detectives. These cases would include ID Theft, Theft by Deceit and uttering a bad check. In total this represents approximately 188 assigned cases per year. Added this case load will result in an additional 4.47 cases per assigned detective per year or less than a case per month. This would result in a total case load of 11.77 assigned cases per month per detective which is well within the target range of 10 to 15 cases per month for property crime investigations.

Recommendations:

Maintain current authorized property crime detective staffing levels in each patrol division.

Raise the threshold for case screening so that detective caseloads fall below 15 new cases per month.

Assign Identity theft, Deceit theft, and bad check cases to patrol based detectives.

6. Traffic Division

The Traffic division is responsible for traffic enforcement and traffic investigations for the Kansas City Police Department. The Division covers all 314 square miles of the

City and serves its 475,378 residents. The Traffic Division is commanded by a Major supported by two Captains. The Division is broken into 6 sections with 1 Captain commanding the Enforcement Unit which consists of the Traffic Enforcement Section and the Parking Control Section. The other Captain oversees the Traffic Investigation Unit which consists of the Traffic Investigations Section, the Accident Investigations Section, D.U.I. Section and the Commercial Vehicle Inspections Section.

The traffic division currently has 1 Major, 2 Captains, 11 Sergeants, 2 Parking Control Supervisors, 3 Administrative Assistants, 64 Officers, 5 Parking Control Officers (civilian), 4 Detectives for a total of 92 FTE currently assigned. Authorized strength is 98 FTE.

(1) Traffic Division Administration

The Traffic Division Administration consists of the Major, 2 Captains, 3 Administrative Assistants, 2 Officers and Administrative Sergeant. The tasks performed by the Division Administration include: Administrative oversight and leadership of the Traffic Division. Captains serve as unit commanders, and are additionally responsible for a number of ancillary duties, including units organized under the traffic division. The Administrative Assistants answer phone calls from the public and other internal units. Coordinate and process division paperwork. The Administrative Sergeant Audits equipment and reports, plans for special events, dignitary escorts and parades. ~~The 2~~ Two Officers are assigned full time to the Division Administration and are responsible for coordinating special events with City officials, event organizers and private vendors involved in the variety of special events held in Kansas City throughout the year.

(2) Traffic Enforcement Section

The Traffic Enforcement section is comprised of 5 Sergeants and 45 Officers that are divided into 5 squads that work rotational shifts and days off over a 28 day cycle. Shifts are 8 hours with a day shift to afternoon shift overlap. 5 Sergeants and 36 Officers are trained to ride motorcycles and use the motorcycle as their primary vehicle. The tasks of this unit are to provide traffic safety enforcement at high accident locations and intersections. They also respond to injury and non-injury collisions.

2016 Accidents

Crash Type	Number Reported
Fatal	68
Injury	4,611
Non-injury	14,052

Other Duties

- Traffic control for large community events
- Traffic control for OP 100s (Barricaded armed subjects)
- Traffic control funerals
- Assisting other units during protests

The Traffic Enforcement Section tracks traffic accident data and work production and some of the “Performance Measures” tracked for 2016 are shown on the following table.

Case Type	Number of Cases
Citations Issued (Traffic Enforcement)	85,037
Injury Accidents	4,611
Non-Injury Accidents	14,052
Fatal Collisions	68
DUI arrests	776
Commercial Vehicle Inspections	9,066

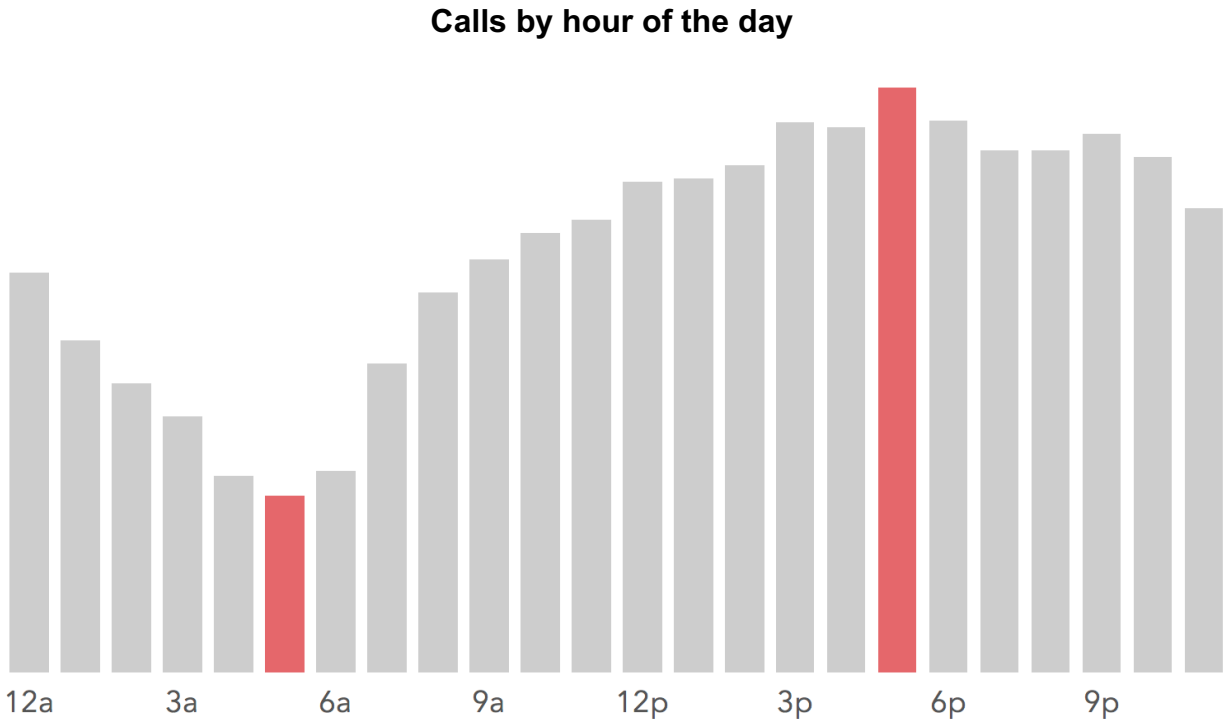
After factoring in leave and training each Traffic Officer works approximately 1,377 hours per year. Since the traffic unit works 8 hour shifts this equates to 172 shifts. The numbers above show that Traffic Officers wrote an average of approximately 10.9 traffic citations per shift. This does not factor in shifts where Traffic Officers were assigned other duties or responding to crashes. This is in the target range for productivity of a Traffic Officer and consistent with other agencies where a goal of a traffic enforcement unit is 10 citations/warning per shift is expected. It should be noted that Missouri law forbids traffic ticket quotas and these calculations are of gross data to evaluate the overall unit activity. The Kansas City Police Department does not have an expected traffic citation quota for officers.

In addition to traffic safety enforcement the TES is responsible for providing traffic control for parades, races, festivals, sporting events (e.g. Kansas City Chiefs and Kansas City Royals), tactical operations, homicide scenes, protests and ceremonial events.

(2.1) Traffic Enforcement Section Staffing Compared to Overall Calls for Service

The Traffic Enforcement Section works in five squads which rotate shifts and schedules based on a 5 week cycle. The shifts are combination of afternoon shift and day shift. When the project team began this study each 5 week cycle, each squad worked 3 weeks on days and 2 weeks on afternoons. This rotation was recently changed to 2 weeks on days and 3 weeks on afternoons. During each cycle there is a rotation of days off where one squad is off while the other squad works. This leads to a consistent deployment of officers so that each day of the week there are the same number of officers scheduled to work. This schedule also gives each officer an opportunity for weekends off. This type of schedule is generally well received by officers and in the Kansas City PD the project

team found wide support for the schedule. The downside of this schedule is it does not focus resources to call loads. In almost all calls for service studies the project team has conducted over the years there has been consistent pattern, more calls during the evening hours and higher call loads on Friday and Saturday. In Kansas City this is also the case. See call load distribution below:



The chart above shows all calls, not just traffic related. However we have found similar correlations in traffic related calls, with the exception of commuting times and during holidays such as New Year's Eve, Cinco de Mayo, St. Patrick's Day and Super Bowl Sunday. The Traffic Enforcement Section has its deployment focus on hours outside of higher calls for service time. This may help explain feedback on the employee survey that indicated 61% of officers disagreed with the statement that Patrol and Traffic are well coordinated. When patrol officers are busiest there are fewer traffic officers working based on the existing staffing model with more traffic officers assigned to day shift. A

consistent 4-10 shift with consistent days off with more officers working on afternoon shift and during weekend hours would put more officers on the streets to match calls for service. This would also help support patrol officers and allow for more enforcement and presence in the entertainment zones during the weekend.

(2.2) Lack of DUI Enforcement

DUI enforcement is the other major focus of many traffic units throughout the United States. This is due to the correlation between drunk driving and fatal accidents. Kansas City had 68 fatal accidents in 2016. In two of our recent studies where we examined fatal accidents (Portland, OR pop. 632,309 and San Jose, CA pop. 1,026,908) both had about 50% less fatal collisions per capita than Kansas City. During the project teams interviews we were informed that the Traffic Enforcement Section Officers were not expected to process DUI suspects and that some were not trained to do so. There were 776 DUI arrests in 2016, this number includes arrest from Patrol. If each Traffic Enforcement Officer made just 3 DUI arrests a month in addition to their enforcement and education mission this would result in 1,620 arrests a year. This is a low average for most traffic units. 1,620 DUI arrest would more than double the current amount of DUI arrests that are currently processed by the DUI Enforcement Section and patrol officers. Again the project team is aware there can be no quotas per recent legislation.

The Traffic Enforcement Section provides selective proactive enforcement of traffic safety laws throughout the City on a rotating basis – working together in their enforcement efforts with the intent to have maximum impact. The Traffic Section selects locations throughout the City to conduct proactive enforcement efforts based on traffic accident

data. The intersection and roadway locations with the highest number of accidents receive priority for proactive enforcement.

Currently, the staffing level (including current vacancies) of the Traffic Enforcement Section is above what we normally see for a city the size of Kansas City and is significantly above the staff resources of many cities that have less population to serve, however Kansas City has a larger geographic area than many cities.

Recommendations:

Maintain current authorized staffing in the Traffic Enforcement Section (45 Officers)

Change staff work hours so that there are more Traffic Officers working during the afternoon shift and during weekends.

Require all Traffic Enforcement Officers to be DUI enforcement certified.

Move the DUI Enforcement Section to the Traffic Enforcement Section. The Sergeant would then supplement the supervision and the DUI specialists could still be deployed as DUI cars.

(3) Parking Control Section

The Parking Control Section consists of 2 supervisors and 5 civilian parking Control Officers. Parking Control personnel work day shift hours. They cover all 314 square miles of the City, including the downtown business areas. The Parking Control Section processes abandoned autos and writes expired tag and meter citations.

The table, below, shows recent workload statistics for Parking Control:

Performance Measure	Number
Calls for Service	5,341
Vehicles Towed	3,263
Parking Tickets	44,597
Tickets per officer (5 Officers)	8,919

The Parking Control section responded to 5,341 calls for service in 2015 and 6,947 calls for service in 2016 a 30% increase. The section also towed 3,263 vehicles in 2016.

Each tow takes a minimum of 30 minutes to complete, though it typically takes an hour when drive time to location is included. Additionally, each car must be stickered 48 hours in advance of a tow requiring at least one visit before a tow. This represents 3,263 work hours just for abandoned vehicle tows alone. Because of the number of reported abandoned cars, there is often a back log of cars that need to be stickered and towed. The section also issued 44,597 parking tickets in 2016. This represents 8,919 tickets per officer. In 2005 Parking Control took over abandoned auto responsibility from the city and in 2010, Parking Control took over the responsibility to enforce parking ordinances in the downtown core. There is currently a total of 5 parking control officers assigned to the unit to cover the entire city. In 2003 there were 17. During the project team interviews we were informed that abandoned vehicles and abandoned homes continue to be a source of complaints from community members.

Parking control is under staffed for the workload. The population of the city has grown while the number of Parking Control Officers has declined. Additionally the city has added entertainment zones and there has been some increase in population density causing more parking related issues. During our interviews we learned that there are parts of the city that are not covered by parking control due to the low number of parking control officers that may be working that day relative to the call volume. The city hosts several large events that draw more visitors to the city. Currently parking citation revenue goes to the city while the police department pays for parking control officers out of its budget. In the current budget cycle the city has removed funding for parking control and is working on a plan to handle parking patrol operations on transit corridors. Even if the city takes over parking control along transit corridors this does not eliminate the need for additional

parking control officers. The proposed transit corridor parking control plan has not been shared with the project team. Creating a second parking control unit in the city may not result improved service to the city and may increase costs due to the need for two separate management structures to address the same issue.

Recommendations:

Increase current authorized staffing of the Parking Control Section to 20 Parking Control Officers

Establish direct funding for staff positions or revenue sharing formula to help pay for new positions.

(4) Traffic Investigation Section

The Traffic Investigation Section conducts interviews and writes search warrants on traffic crimes. The Traffic Investigations responds to all Fatal and Serious Injury crashes. They also investigate all hit and runs with leads, and driving while suspended or revoked cases. There are currently 1 Sergeant and 5 Detectives assigned to the Traffic Investigations Section. The unit works 4-10 hour shifts, 0700-1700 hours and are on call during evenings and weekends. In 2016 there were 68 fatal crashes and 4,611 injury crashes. The Traffic Investigations team responds to all serious crashes where there is a possibility of life threatening injuries. Additionally, the unit receives over 4000 hit and runs cases a year, though not all are assigned.

Fatal crash investigators can effectively investigate about 2 fatal collisions a month as primary with other investigative cases. The current caseload for fatal investigations is 1.13 per investigator assigned. This is below the 2 fatal collisions per month, which leaves each investigator opportunity to investigate other assigned cases.

Recommendation:

Maintain current staffing levels in the Traffic Investigation Section at 1 Sergeant and 5 Detectives

(5) Accident Investigations Section

The Accident Investigation Section responds to fatal or near fatal traffic collisions. They conduct forensic mapping of the collision scene, mark and collect evidence, download vehicle data, perform post-crash inspection of vehicles and take pictures at event location and during vehicle search warrants. The Accident Investigations Section consists of 2 Sergeants and 10 officers, which are split into teams. The unit works 4-10 hour shifts, 0700-1700 hours and are on call during evenings and weekends. Each fatal collision can require more than 10 hours of work for the team to map, photograph, locate and process evidence, return to scene for additional pictures, responding to the impound yard to take detailed pictures and to document a search warrant and to download crash data. The section also responds to near fatal collisions and serious injury accidents when called. There were 4,611 injury accidents in 2016.

The workload for the Accident Investigations Section is dictated by call volume. There were 68 fatal collisions in 2016 and they were called out to approximately 120 serious injury collisions where there were life threatening injuries. The Accident Investigations Section responds to Fatal or Serious Injury collision as five person teams. The following table represents 2016 performance measures for the Accident Investigation Section:

Case Type	Number of Cases
Fatal Collisions	68
Potential Fatal Collisions	120
Call outs	188
Call outs per month	7.8

Conversion of tasks into average hours of work per task for the team.

Activity	Number of Hours
Minimum number of hours per call out for the 6 team members to complete tasks	60
Total dedicated hours for team	390
Total teams' hours available to complete assigned tasks per month (Minus leaves, Training and court)	573
Hours available after call outs and subsequent investigations per month for the team of 6 members.	183.7
Percent of available work hours that the team is working on a fatal collision or serious injury investigation.	68 %

This represents 7.8 forensic mappings conducted per team per month or 390 work hours for the team. A team of 6 (including the sergeant). Additional time is spent conducting other tasks. The above table assumed average or minimum time, some investigation take significantly longer depending on the complexity of the investigation. The section is adequately staffed to respond to all calls for service where requested.

Recommendation:

Maintain current staffing levels in the Accident Investigations Section.

(6) D.U.I Section

The DUI Section is the lead investigative unit for all impaired drivers. They conduct drunk or impaired driver patrols, respond to calls where patrol units believe a driver is impaired and they conduct sobriety check points. Each officer assigned to the section is also DRE certified to performed evaluations of subjects under the influence of other

substances. The section is comprised of 1 Sergeant and 4 officers. The section works a 5 -8 schedule 2000 to 0600 hours.

In 2016 the section made 776 DUI arrests. In addition to DUI enforcement, the section is responsible for DUI training at the academy, maintaining Intoxilyzers and running a youth alcohol grant. It should be noted that The Traffic Enforcement Section does not conduct DUI investigations and the DUI Section is the only unit dedicated to conducting DUI investigations so there is no duplication of service between the two sections.

Many agencies use specific DUI enforcement officers as part of their traffic team. In this instance, the DUI section is part of the traffic division, but is staffed differently and is not working on the same schedule as the traffic enforcement section. Additionally, the traffic enforcement section does not conduct DUI investigations. This situation limits the number of officers available to perform DUI enforcement and investigations. Having only 4 DUI investigators reduces the number of hours that DUI enforcement is being conducted. The DUI section made or assisted in 776 DUI arrests last year, which is very high considering the limited number of officers performing the task, however is low considering the size of Kansas City and the number of officers assigned to the Traffic Division. A high performing DUI traffic officer will make between 10 and 15 DUI arrests per month.

Recommendations:

Make the DUI Section part of the Traffic Enforcement Section while maintaining their DUI mission.

Require all officers who are part of the Traffic Enforcement Section to be DUI investigator certified and responsible for conducting additional DUI investigations.

Move the Sergeant position over to the Traffic Enforcement Section to add the number of supervisors.

(7) Commercial Vehicle Inspection Section

The Commercial Vehicle Inspection Section is responsible for conducting commercial vehicle inspections in the City of Kansas. Additionally, they respond to all collisions involving commercial vehicles. The unit consists of 1 Sergeant and 5 officers.

Performance Measure	Number
Commercial Vehicle Inspection	9,066
Inspections per Officer per month (5 officers)	151

In 2016 the Commercial Vehicle Inspection Section conducted 9,066 commercial vehicle inspections. This averages 151 inspections per officer assigned per month. Inspections can include reviewing log books, checking load weight, checking equipment operation and inspecting whether the vehicle has required equipment. Inspections take between 10 minutes and 1 hour to perform depending on the level of inspection.

The Commercial Vehicle Inspection Section has the appropriate level of staffing to continue to proactively inspect commercial vehicles and respond to accidents involving commercial vehicles.

Recommendation:

Maintain current staffing levels in the Commercial Vehicle Inspection Section.

7. Special Operations Division

The Special Operations Division is responsible for city wide patrol support operations and is divided into Special Operations and Patrol Support. The Special Operations Division is commanded by a Major supported by four Captains One Captain oversees the Patrol Support Unit which consists of the Helicopter, Canine, Mounted

Patrol, and Bomb and Arson Sections. The other three Captains each oversee a Tactical Response Team.

(1) Special Operations Division Administration

The Special Operations Division Administration consists of the Major, 2 Captains, 1 Administrative Assistant and 1 Administrative Sergeant. The tasks performed by the Division Administration include: Administrative oversight and leadership of the Division. Captains serve as unit commanders, and are additionally responsible for a number of ancillary duties, including units organized under the division. The Administrative Assistant answer phone calls from the public and other internal units. Coordinates and process division paperwork. The Administrative Sergeant Audits equipment and reports, coordinates training and certifications, and completes special projects as assigned.

(2) Patrol Support Unit

The Patrol Support Unit Includes: Helicopter Section, Canine Section, Mounted Patrol Sections and the Bomb and Arson Section. The Patrol Support Unit consists of a Captain who is responsible for the direct leadership of the division. The Captain provides oversight and leadership of the unit.

(3) Helicopter Section

The Helicopter Section provides air support for patrol units and special operations. The unit regularly conducts searches for missing and endangered persons and for suspects. The Helicopter Section consists of 3 Sergeants, 6 officers (1 over authorized staffing) and 1 maintenance supervisor. The sergeants and officers are assigned as pilots or flight observers. The Section operates 3 MD 500s aircraft and typically flies from 1000-0200 daily depending on weather, maintenance and crew availability.

The Helicopter Section workload is dependent on calls for service as they serve in a patrol support role. The Section reported the following stats for 2016:

Performance Measure	Number
Flight Hours	1,382
Car Chases Assisted	128
Outside Disturbances Assisted	327
Prowler Calls	93
Robbery Calls	67
Alarms	120
Person Searches	327
Vehicle Searches	96
Suspects Located	267
Vehicles Located	106
Dispatched Calls	860

The Helicopter Section serves as a valuable resource for the community and police department. Operating aircraft allows the department to cover a larger area faster and with on board technology of night vision it allows the department to more safely search for subjects that may be concealed to officers on the ground. Having the section also allows the department to use different tactics during vehicle and foot pursuits that reduce the risk to the public and to officers.

The Helicopter Section currently has 4 pilots in various stages of training. It takes 2 to 2 ½ years to train a new pilot. The section has 3 possible retirements in the next two years. Helicopter flight hours are limited 2040 per year due to needed maintenance and expense. This means additional flight hours cannot be added with the current fleet and therefore training hours cannot be added. Since the Helicopter Section operates two different shifts it requires more pilots than there are flight hours. Training and other leaves each pilot with approximately 1,377 hours available for work.

Recommendation:

Maintain the current staffing level of the Helicopter Section, including the current 1 position over hire officer position (for a total of 6 pilots), to maintain unit readiness as pending retirements occur.

(4) Canine Section

The Canine Section supports patrol operations city wide. They deploy dual purpose dogs that perform tracking and/or bomb or narcotic detection. The section is also responsible for training other canines that are assigned to Narcotic Investigations, Arson and Bomb Detection dogs. The unit is comprised of 2 Sergeants and 10 Officers. The Sergeants and the officers are all handlers and are assigned a canine. The Canine Section typically covers 20 hours a day, 7 days a week. Five patrol Canine Officers are assigned day shifts from 0800-1800, and 5 are assigned evening shifts, 1600-0400. The Canine Section trains 4 interdiction dogs that are assigned to Narcotic Investigations and 2 bomb and arson dogs that are assigned to the Bomb and Arson Section. To meet NPCA (National Police Canine Association) standards canine handlers must train with their canine 16 hours a month after initial certification. The Canine Section meets or exceeds the standard by training once a week.

The Canine Section responds to calls for service, requests from patrol units and can conduct proactive enforcement. The Canine Section reported the following performance measures for 2016:

Performance Measure	Number
Calls for Services	2,159
State and Federal Arrests	154
Burglary Arrests	22
Felony Arrests	70
Drug arrests or Narcotic Recoveries	30
Alarms	120
Building Searches	111
Article Searches	234

Performance Measure	Number
Narcotic Searches	285
Field Searches	169
City Arrests	74

The Canine Section responded to 2,159 calls for service in 2016 which is down from 3,350 calls in 2014. Canine Section officer require more training hours than most other officers in the department. This further diminishes the availability of Canine Section Officers availability. As discussed in another chapter with leave, training and court hours figured in, the average patrol officer is only available to be deployed 1,377 hours per year. Canine Section officers must train an additional 16 hours per month. This leaves 1,185 average available deployment hours per assigned canine officer, meaning, it takes nearly 2 full time FTE (2080 hours) to provide 40 hours of work per week for the year. Without counting Sergeants who fill in when no officer is available, the Canine Section is able to provide services 11,850 hours per year. Overall, this equals 32.4 canine coverage hours per day in patrol.

The Canine Section is adequately staffed to meet the demands of patrol. They have adequate staffing to meet calls for service and call back in emergencies, though there will be occasions when there are more calls for service than the section can respond to when there are multiple incidents occurring throughout the city. In most cases they will have a canine unit available and if there are competing demands the canine Sergeants can assist or triage the incidents and send a canine team to the most critical incident. The canine Sergeants already triage some calls. The Canine Section consistently deploys for 20 hours a day, 7 days a week.

Recommendation:

Maintain the current staffing level of the Canine Section.

(5) Mounted Patrol Section

The Mounted Patrol section serves as city wide proactive patrol unit. The Mounted Patrol Section deploys in two-officer teams mainly in the downtown corridor. They are also used for crowd control and are one of the most requested units for community events. The Mounted Patrol Section is housed at the Camp of the Woods Park and must be trucked to deployment. The Section consists of 1 Sergeant and 6 officers (1 officer is a reserve). The last stable attendant left in 2009 and that position remains unfunded, so all paddock work, feeding, arena work and stable work must be performed by sworn officers. This includes fence repairs and other light construction projects as needed. The Mounted Patrol Section works a mid-day shift during the winter and afternoons during the summer. The stable and arena are provided for free from the Parks Department as long as the Mounted Patrol Section provides some park patrol. Additionally, there is approximately \$60,000 per year provided to the unit for supplies from a Mounted Patrol Section Non-profit. The non-profit manages the funds, and the Sergeant requests funds through the non-profit for needed supplies (tack, blankets, heaters, etc.). Veterinary and Farrier Services are provided by city contract.

The Mounted Patrol Section provides patrol services in areas that tend have higher crime rates or drug dealing. This requires the horses to be trucked by trailer about 6 miles away. They help provide a visible presence as a deterrence and can assist patrol units as needed. The Mounted Patrol Section also serves at Rock Fest, a large music festival and on the downtown Plaza area where large crowds on weekend nights can cause an increase for calls for service. The Mounted Patrol Section is trained in Crowd Control and are deployed to protests and other community events. They were deployed to 6 protests

in 2016. During protests they provide a high vantage point that can help identify potential problems/ issue before officers on foot may see the issue. The horses when working together and properly trained can push a crowd or deny access to areas. Horses are very popular with the general public, and in Kansas City that is specifically true as the Unit receives more requests to attend community events than they can staff.

There are many benefits to a Mounted Patrol Section, however there are also many factors that make them less attractive to police departments. The space required for a training arena and paddock make them expensive to maintain in a downtown core. If the horses cannot be deployed from their paddock area they must be trucked to the patrol location, which reduces the number of effective hours they can be deployed. Horses must be fed on a regular schedule and there are daily cleaning tasks for the stall, tack and they need regular veterinary and farrier service. There is no question that the Mounted Patrol Section plays a positive role as ambassadors for the police department that cannot be truly measured, but the reality is there are more cities that are eliminating mounted patrol units because of logistics and as a cost control measure. The City of Portland, Oregon recently eliminated their very popular mounted patrol unit. The unit in Portland was used for the same tasks as they are in Kansas City, however Portland has far more protests. The crowd control tasks once performed by horses has been transferred to bike officers. Like Kansas City, Portland had a non-profit that helped pay for some items. Additionally, a non-profit raised nearly \$500,000 to save the mounted patrol unit, but in the end the cost to operate daily outweighed the benefits of maintaining the unit.

In Kansas City the Mounted Patrol Section has free rent, but must be trucked for every deployment. There is no stable attendant and highly trained sworn officers are performing work that should be done by civilian staff. With travel, loading and unloading into a trailer, feeding, mucking out stalls, stowing tack, and other tasks completed in order to deploy or put the horse away for the night can take more than two hours per shift. Though the Mounted Patrol Section is used for protests, there are not enough protests to justify full-time positions for times when there is no protest or crowd control need. The Mounted Patrol Section is deployed to the Plaza area on a regular basis to supplement patrol in the area with large crowds, but again they must be trucked to the location. While normal patrol officers have few tasks to be ready and deployed in their districts, the mounted patrol unit must perform a substantial number of tasks before and after deployment daily. This does not include daily feeding chores that must be completed everyday regardless of whether the horse is deployed or not. Many crowd control tasks that were performed by Mounted Patrol Officers can also be performed by officers on bikes with less expense or supplemented by air support.

Recommendations:

Eliminate the Mounted Patrol Section and re-assign personnel where needed.

(6) Bomb and Arson Section

The Bomb and Arson Section responds to bomb and arson calls within the City of Kansas and they have 52 mutual aid agreements with other agencies and surrounding communities. The team is comprised 1 Sergeant, 6 Detectives, 2 bomb canines and 1 accelerant canine. The teams operate with a minimum of 2 bomb techs on each bomb related call and are on call as lead investigators for arson related calls. The Kansas City

Fire Department is the first responder for all fire calls and if the KCFD fire investigator determines the fire is suspicious in nature an Arson Section Detective is called to the scene. The Bomb and Arson Section responds to 60 to 80 bomb related calls a year and over 300 arson related calls a year. One-third of the bomb related calls are outside of Kansas City. The Bomb and Arson Section Detectives work 0700 to 1500 Monday through Friday and are called after hours on a seven week rotation. The Sergeant coordinates all paperwork and administrative tasks. The Section attends 40 to 50 community events a year and they respond to all OP 100s (barricaded armed subjects). Initial training for a Bomb Tech takes 2 years (this includes on the job training). The Bomb and Arson Section trains twice a month for a total of 16 hours. One of the trainings is a joint training with other area Bomb teams.

The Bomb and Arson Section workload is dependent on calls for service as they serve in a patrol support role. The Section reported the following stats for 2016:

Performance Measure	Number
Investigations per year (Arson and Bomb).	300
Investigations per month	25
Detectives	6
Investigations per Detective a Month	4.1
Bomb and Arson call outs per year	70
OP 100s in 2016	49
Total number of call outs and OP 100s	119
# of hours assuming 2 person response to all calls (4 hrs. per call)	952
Net availability hours of the team with training, leaves and court hours removed.	7,110
Percent of time for available for investigations after call response time is removed.	86%

A Bomb and Arson detective can effectively investigate 6 to 8 new cases a month. The detectives in the Bomb and Arson Section are assigned less cases than a typical Bomb and Arson detective can effectively investigate, however they have more responsibilities than a typical detective position. In addition to being investigators they are deployed to safely recover or neutralize explosive materials. The Detectives must

also attend bomb tech training, 3 of the detectives are also canine handlers and must train with their assigned dogs as well.

The Bomb and Arson Section is adequately staffed for the current call load and number of cases assigned. If the number of callouts increases by 20% or more an additional detective should be assigned. There are 4 detectives that could retire from the section in the next 2 years.

Recommendations:

Maintain Current Staffing level of 1 Sergeant and 6 Detectives in the Bomb and Arson Section.

Allow overstaffing upon notice of intent to retire so that positions can be filled and training can be started due to the length of time it takes to fully train a bomb tech.

(7) Tactical Response Teams

The Tactical Response Teams respond to all OP 100s (barricaded armed subject) and execute search warrants for investigative units within the City of Kansas except for Narcotic related warrants that are conducted by the Narcotic Tactical Teams. There are three tactical response teams each led by a Captain. The teams work a rotational schedule that includes two teams on day and one team on afternoons. Tactical teams work a 5-8 shift, Monday through Friday. Dayshift is 0900-1600 hours with a non-paid lunch and afternoon shift is 1500 to 2300 hours during the winter and 2000 to 0400 during the summer. The Tactical Response Teams are comprised of 3 Captains, 6 Sergeants, and 36 officers. Each team is comprised of 1 Captain, 2 Sergeants and 12 officers. Tactical Team officers perform crowd control, extra patrol and conduct active shooter training, as well respond to critical incidents. The Tactical Teams are currently deployed during their un-committed time in area hotspots to curb violent crimes. This allows the

teams to help in community engagement activities while still being able to respond to critical incidents when needed. There were 49 OP 100 activations in 2016. Policy requires that Tactical teams serve all search warrants, except narcotic search warrants that are served by the narcotics tactical team.

The Tactical Response Teams workload is depended on calls for service (specifically critical incidents) and warrant service requests from investigative units. The Tactical Response Teams reported the following performance measures for 2016:

Performance Measure	Number
OP 100s -Calls for Services	49
Search Warrants	88
Static Displays (Community Events)	120
Active Shooter Community Presentations	80
Crowd Control Deployments	12
Dignitary Protection Details	6
Car Checks for Patrol	1100
Pedestrian Checks for Patrol	400
Residence Checks for Patrol	1200
Calls for Service handled for Patrol	2200

The Tactical Teams also provided training and planning for numerous events during 2016. The Tactical Response Teams are allotted 8 hours of training per week which would result in 32 hours of training per month. The NTOA (National Tactical Officers Association) recommends a minimum of 16 hours of training per month for tactical teams. The nature and risk of the incidents that the Tactical Response Teams respond to require a high degree of training.

The Tactical Response Teams responded to 49 barricaded armed subject calls in 2016. This is nearly one a week for the unit. Additionally, they executed 88 search warrants, which is over 1 a week. Barricaded armed subject calls take a minimum of 4 hours from start to finish and can last much longer. The 4 hours includes activation, retrieval of gear and vehicles, staging/briefing, deployment of team, successful resolution

of the critical incident, debriefing of incident, stowage of equipment and resupply of equipment. The execution of a search warrant generally takes at least 4 hours as well and should include in addition to the above tasks a visual identification of the target, a pre-operational briefing to include roles and responsibilities, planned route to location and contingency planning.

When considering search warrants and OP 100s the Tactical Response Teams were deployed on their primary mission 137 times or 2.6 times a week. Each mission requires a minimum of 4 hours so this represents 10.4 hours of work per team member. Since each team consists of 2 Sergeants and 12 officers this represents 145.6 hours of direct mission related work per week. See following tables for dedicated time and available time for Tactical Response Teams:

Case Type	Number of Cases
OP 100s -Calls for Services	49
Search Warrants	88
Total Tactical Missions for 2016	137

Activity	Number of Hours
Minimum number of hours per Tactical Response Team Deployment.	4
Total hours this represents for a Tactical Response Team of 14.	7,672
Average number of hours an officer is available for deployment (after leaves, court, and training).	1,377
Additional training hours Tactical Response Team members receive per year.	384
Hours available per team member to perform primary mission.	993
Total work hours for 1 Tactical Response Team.	13,902
Total number of hours the Tactical Response Team is available after removing time spent on OP 100s and search warrants.	6,230
Available hours (non-deployed) with the two other Tactical Response Teams considered.	34,034

The Tactical Response Teams primary mission is the successful resolution of critical incidents and serving search warrants. After removing time where the Tactical Response Teams is on dedicated (mission) time the Tactical Response Teams have approximately 72% of uncommitted time that can be used for other duties. In this case, the three Tactical Response Teams have been given additional responsibilities in support of patrol. These include patrolling the Plaza area or other areas in the entertainment zones, patrolling hot spots, conducting community engagement, and responding to calls for service when not already deployed. The teams are assigned so that they provide coverage during both day and evening hours. Two of the teams are assigned to day shift and one is assigned to afternoon shift on a rotational basis.

Recommendations:

Maintain current staffing level in the Tactical Response Teams of 3 Captains, 6 Sergeants, and 36 officers.

8. Patrol Bureau Administration

The Patrol Bureau consists of the following divisions – Patrol, Traffic, Construction, Detention Services and Special Operations. The Patrol Divisions also contain a number of specialized field services, such as those relating to crime suppression, crime free multi housing, property crimes investigations, and other units dealing with specific issues in the community. Most of these units are formally organized as part of the department's structure. The Patrol Bureau Administration consists of the Deputy Chief, 2 Majors, 1 Captain, 1 Sergeant and 3 officers. The tasks performed by the Patrol Bureau Administration include: Administrative oversight and leadership of the Patrol Divisions, Traffic Division, Special Operations Division, Construction Division, Detention Services

and Special Projects. The Bureau Administration is responsible for administrative processes, preparing reports and the transfer of personnel and equipment.

(1) Executive Officer

One Major serves as the Executive Officer to the Deputy Chief. The Major has 1 Sergeant and 1 officer as direct reports that work on special projects for the Patrol Bureau. The Patrol Bureau Executive Officer (Major) coordinates logistics for the Bureau, coordinates Bureau correspondence and paperwork. The Executive Officer also performs many tasks at the direction of the Deputy Chief. This can include attending meetings, preparing reports, reviewing documents and briefing the Deputy Chief. Many agencies consider the executive officer position as a career development position because it allows a subordinate to be part of many different aspects of the organization before they are promoted into a position with greater authority and complexity.

(2) Special Projects

The Special Projects section of the Patrol Bureau Administration works on special projects for the Department (e.g., portable cameras, Niche transition), prepares performance reports for the Police Board (e.g., UCR, response times, etc.), coordinates administrative reports for Bureau processes, assists with handling media requests and prepares reports for the Board. The Special Projects section consists of 1 Sergeant and 1 officer.

The work performed by the Special Projects section are tasks the project team has typically seen performed by a combination of non-sworn and higher ranking personnel. Some of the tasks such as preparing reports require administrative skills, but not law enforcement training. As stated above, administrative positions in bureau are often used

for developing future leaders by exposing them to more complex projects and additional responsibility. In this particular situation, there is a sergeant and an officer serving in these roles. Much of the work they are performing is clerical in nature and there is no need for sworn law enforcement personnel.

(3) Construction Division

The Construction Division was originally created to provide support to the design and project management of new facility construction and renovation efforts. The intent was to provide law enforcement operational insight into the design of Police Department facilities. While these efforts should be applauded as progressive and best practice, the workload has recently decreased as the bond associated with supporting these capital endeavors begins to phase out. As the number of police facilities under construction fades, so will the staffing requirement of this Division. It is recommended to maintain one Police Officer in this division to continue to provide the operational oversight needed for future renovation and the occasional new construction project. This staffing change results in a decrease of two authorized position.

Moreover, the duties associated with the Construction Division is more closely associated with those of the Building Operation Unit than those of Patrol. Additionally, as the Department transition from new construction to more renovation projects, it is important to have a consolidated approach. Generally, the Building Operations Unit is responsible for smaller scale renovation projects. By moving the Construction Division (and renaming to Construction Section) to the Building Operations Unit, all construction and renovation projects can be centralized in one Unit. This consolidation will result in a

more streamlined and efficient project management approach to construction and renovation projects.

Recommendation:

Reduce positions in the Construction Division from three to one Police Officer.

Relocate the Construction Division to Building Operations Unit.

(4) Detention Division

Currently, the Police Department operates three, six-hour holding facilities for arrestees before they are transferred to the Jackson County Jail. Holding facilities are operated at the Shoal Creek, South, and East District locations. Based on the current operation of staffing two Detention Facility Officers (DFO) on Watch I and three DFO's on Watch II and III, a total of 12 DFO's are assigned to each facility. However, there is currently no relief factor incorporated into the staffing needs to account for staff absences. In order to determine the number of hours that DFO's are available, Patrol Officer net availability hours were utilized, minus the time associated with attending court and performing administrative task. Each officer is available to work a post a total of 1,654 hours annually. The following table presents the staffing requirement.

Detention Facility Officer Staffing Requirements

	Number of Post	Annual Hours	Staff Requirement
Watch I	2	5,840	3.5
Watch II	3	8,760	5.3
Watch III	3	8,760	5.3
Total		23,360	14.1

A total of 14.1 individuals are required for each facility. Based on the current operation of three facilities and rounding, a total of 45 Detention Facility Officers are

required to staff each location. Overall, this is an increase of nine authorized positions, or three positions at each facility.

Recommendation:

A total of 45 Detention Facility Officers are required to staff the Shoal Creek, East, and South District holding facilities, an increase in nine authorized positions.

The Police Department is responsible for providing one staff position at the Jackson County Jail that is tasked with the processing of intake and release paperwork for all arrestees associated with the Police Department. Additionally, this staff member is responsible for scheduling transports from patrol stations to the Jail. When evaluating the staffing needs associated with this post, a total of six Population Control Supervisors are required. The following table shows the staffing calculation based on the net availability of staff based on the data utilized for Detention Facility Officers.

Population Control Supervisor Staffing Requirements

	Number of Post	Annual Hours	Staff Requirement
Watch I	1	2,920	1.8
Watch II	1	2,920	1.8
Watch III	1	2,920	1.8
Total		8,760	5.3

Recommendation:

A total of six Population Control Supervisors are required. Resulting in no change in the current authorized staffing level.

9. Patrol Bureau Summary

This section of the chapter will serve as a summary of the recommended changes to the organizational structure and authorized staffing levels for the Patrol Bureau. Based on the changes recommended in this Chapter, the following chart details the recommended organization structure for the Bureau:

Functional Area	Current Authorized			Recommended			Staffing Change
	S	C	Total	S	C	Total	
Patrol Bureau Administration							
Construction Division	3	0	3	3	0	3	0
Detention Services	1	6	7	1	6	7	0
Executive Officer	1	0	1	1	0	1	0
Patrol Bureau Administration	1	0	1	1	0	1	0
Special Projects	2	0	2	2	0	2	0
Central Division							
Division Administration	8	8	16	7	8	15	-1
Patrol	140	0	140	147	0	147	7
Property Crimes	8	0	8	8	0	8	0
Specialty Units	22	0	22	22	0	22	0
East Division							
Detention Services	0	12	12	0	15	15	3
Division Administration	8	8	16	7	8	15	-1
Patrol	131	0	131	138	0	138	7
Property Crimes	8	0	8	8	0	8	0
Specialty Units	7	0	7	7	0	7	0
Metro Division							
Division Administration	8	8	16	7	8	15	-1
Patrol	132	0	132	132	0	132	0
Property Crimes	9	0	9	9	0	9	0
Specialty Units	9	0	9	9	0	9	0
North Division							
Detention Services	0	11	11	0	11	11	0
Division Administration	8	8	16	7	8	15	-1
Patrol	71	0	71	69	0	69	-2
Property Crimes	6	0	6	6	0	6	0
Specialty Units	7	0	7	7	0	7	0
Shoal Creek Division							
Detention Services	0	11	11	0	14	14	3
Division Administration	8	8	16	7	8	15	-1
Patrol	69	0	69	67	0	67	-2
Property Crimes	8	0	8	8	0	8	0
Specialty Units	7	0	7	7	0	7	0

Functional Area	Current Authorized			Recommended			Staffing Change
	S	C	Total	S	C	Total	
South Division							
Detention Services	11	0	11	14	0	14	3
Division Administration	8	8	16	7	8	15	-1
Patrol	77	0	77	77	0	77	0
Property Crimes	8	0	8	8	0	8	0
Specialty Units	7	0	7	7	0	7	0
Traffic Division							
Accident Investigation Section	10	0	10	10	0	10	0
Commercial Vehicle Inspection	6	0	6	6	0	6	0
D.U.I Section	5	0	5	5	0	5	0
Division Administration	5	4	9	5	4	9	0
Parking Control Section	0	7	7	0	22	22	15
Traffic Enforcement Section	55	0	55	55	0	55	0
Traffic Investigation Section	6	0	6	6	0	6	0
Special Operations Division							
Bomb and Arson Section	7	0	7	7	0	7	0
Canine Section	12	0	12	12	0	12	0
Division Administration	4	1	5	4	1	5	0
Helicopter Section	8	1	9	8	1	9	0
Mounted Patrol Section	7	0	7	1	0	1	-6
Patrol Support Unit	2	0	2	2	0	2	0
Tactical Response Teams	45	0	45	45	0	45	0
Bureau Total	965	101	1,066	966	122	1,088	22

3. Analysis of the Investigations Bureau

1. Introduction to the Chapter

The chapter is broken down into a number of sections, beginning first with an overview of how investigative services differs widely among law enforcement agencies given the number of community and operational characteristics that impact these services. This is followed by a discussion of how case management philosophies have a significant impact on the investigative approach as well as detective staffing levels.

A variety of factors impacting the Inf workloads must be considered when evaluating staffing requirements and related operational strength and opportunities for improvement. The workload and related information utilized in this chapter was obtained from numerous one-on-one interviews with KCPD investigations management and supervisory staff and a variety of independent data collection efforts made by our project team with the assistance of these staff.

2. The Investigations Bureau Effectiveness Is Evaluated Differently Than the Patrol Bureau

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

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level crime cases to detectives varies. Importantly, agencies screen cases assigned to detectives differently; one agency may assign a case perceived as “solvable” while another agency may not investigate such cases if there is perceived limited solvability and arrest potential.
- The extent to which patrol performs preliminary investigation varies widely and impacts detective caseloads.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, and the time devoted to clerical tasks.
- The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, and other available information. The way information in a single case combines with information on other cases (e.g. a case belonging to a crime series or crime pattern) also impacts investigative actions.
- The nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.
- Finally, additional duties and responsibilities performed by detectives beyond caseload work are impactful to staffing and operations. Such activities may include being a specialized trainer, assignment to support teams (e.g. SWAT) or various other administrative duties detracting from casework.

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

3. The Approach to Investigations Evaluations.

As noted, unlike patrol, investigative workload does not have as many specific

measures that can be converted into quantitative methodologies to arrive at required staffing levels. There are some important metrics available, yet how business is uniquely conducted by the agency must also be considered. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues, and operational philosophies that have an impact on overall staffing needs. The project team performed the following steps in the analysis of the Investigations Bureau to determine resource requirements.

- Reviewed case management practices through interviews with unit supervisory and management staff and obtained available caseload data.
- Examined other qualitative measures of workload, as appropriate, to determine the effectiveness of investigative services provided.
- Examined organizational and supervisory spans of control.

These efforts are framed by the following approaches to investigative analysis.

(1) Case Management Philosophies Have a Significant Impact on Staffing Requirements.

The current approach by which KCPD manages cases has strengths as well as opportunities for improvement. There are several key characteristics of case management that will influence staffing. These include:

- The case screening process.
- The case assignment process.
- The case investigative process.
- The case closure process.

Particular strengths of the existing case management process include such efforts as sending out a 10-day letter to all victims of assault cases to inform them of their case assignment (or lack thereof); use of limited duty officers for investigation of misdemeanor

cases; and formalized support to Homicide Squads from other units to expedite homicide investigations.

Despite positive characteristics there are several case management issues that require resolution and ultimately impact the way investigative efforts are conducted and ultimately staffing levels. Fundamentally, according to interviews and other information the Tiburon case management software (a component of Records Management—RMS) was not implemented properly for several years and as such, impacted the methods by which KCPD conducts business. The key impacts are summarized as follows for each key case management area.

- **Case screening** – Generally, case screening is accomplished by the investigation sergeants which review cases for “solvability.” These efforts are generally guided by the individual sergeant’s screening philosophy rather than some formalized standard operating procedure established for the Department and executed consistently among first-line detective supervisors.
- **Case assignment** – Case assignment strategies are also resulting in imbalanced caseloads by total number and “sophistication” among varied detectives from various work units. This is discussed further in later sections of this chapter.
- **Case investigations** – What is being investigated, and how that is determined can be better formalized to help manage caseloads. By example, there is no minimum dollar-value established on the thefts to be investigated. Returning certain case types to Patrol for further follow-up is not completely formalized resulting in inconsistencies. There are a variety of tools that can be employed to enhance what kinds of cases will be investigated and by whom.
- **Case closure** – A formal process by which cases are effectively managed includes a case closure component. To help facilitate manageable workloads, cases which no longer require near-term investigative efforts should be “closed” in some fashion. KCPD does not consistently do this as evidenced by the average days’ cases are left open, ranging from an average of 140-200 workdays, dependent upon work unit (30-45 is considered best practice).

In the absence of formalized case management, consistent, with the Commission on Accreditation for Law Enforcement Agencies (CALEA), it is difficult to effectively

manage the case and other workloads of detectives. Such case management difficulties impact staffing requirements, as do all key operational processes of a law enforcement agency. In effect, the lack of a robust and updated case management approach will have an impact on perceived staffing needs as there is no effective linkage between *what work should be done and what work is actually accomplished*.

(2) KCPD should Address its Case Management Approach Which Will Influence Staffing Levels in the Future.

As noted previously, the method for Investigations case management is largely based on supervisor judgment, and different judgment is used dependent upon the work unit involved. By example, in Economic crimes there is no money amount for case screening; however, interview suggest about the sergeant assigns approximately 30% of total cases screened (though there is no data readily available to substantiate this in the case management system CMS).

(2.1) KCPD Should Formalize the Case Screening Process Using Solvability Factors.

Present case screening practices also have no formal way to help prioritize workloads. In order to ensure consistency and help prioritize work for investigative follow-up, a formal case screening checklist with relevant solvability factors should be adopted. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2). The use of solvability factors is consistent with Section 42.1.2 which states, “The agency uses a case-screening system and specifies the criteria for continuing and/or suspending an investigative effort.” This screening can take several forms. In the course of our research, the project team believes the following twelve-point

process is most practical. If a crime report has any one of the solvability factors noted, it should be assigned for investigative follow-up. The twelve points are:

- Witnesses to the crime;
- Knowledge of the suspect's name;
- Knowledge of where the suspect can be located;
- Reasonable description of suspect;
- Identification of suspect possible;
- Property with traceable, identifiable characteristics, marks or numbers;
- Existence of a significant modus operandi;
- Presence of significant physical evidence;
- Reasonable description of the suspect's vehicle;
- Positive results from a crime scene evidence search;
- Belief that crime may be solved with publicity and/or reasonable additional investigative effort; and
- Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

Effective case screening allows for the bulk of investigative resources to be dedicated to solvable cases, thereby allowing time to focus on solving and clearing major crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by KCPD. These solvability factors should be incorporated into a formal case screening process whereby the above list, or some derivative, is used as a "cover sheet" on all cases to determine whether it is an assignable case to a Detective or Patrol Officer for investigative follow-up. For those cases assigned, the suggested prioritization, as

discussed subsequently, should be noted on the cover sheet.

(2.2) The Department Should Formalize the Case Assignment Strategy.

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating. Prioritization of workload has clearly been widely adopted in patrol services throughout the nation through a call priority classifications (e.g. Priority 1 “lights and sirens” rapid response), but the concept is used much less frequently in other law enforcement arenas. The project team believes case prioritization is an effective management tool to augment case screening. The seven-priority rating approach described below is one method for prioritizing cases; several other successful methods have been devised to include “dollar amounts” for property-related crimes, eliminating all crime types from investigations by detectives (e.g. vandalisms), or other approaches. The following assignment approach, based on priority, illustrates a well-regarded assignment method.

- **Priority 1** – Felony Crime with In-custody suspect or excellent chance of arrest.
- **Priority 2** – Misdemeanor Crime with In-custody suspect or excellent chance of arrest.
- **Priority 3** – Felony Crime with reasonable chance of arrest.
- **Priority 4** – Felony Crime with limited chance of arrest.
- **Priority 5** – Misdemeanor Crime with reasonable chance of arrest.
- **Priority 6** – Misdemeanor Crime with limited chance of arrest.
- **Priority 7** – Courtesy phone call based on no solvability factors.

This priority system can be modified to meet the unique needs of KCPD; however, the concept should be used as a framework for prioritizing workload, thereby focusing

detective resources on the most important cases. Once cases have been prioritized, any case not assigned to a detective as workable (given its lower priority) should at minimum generate a victim “form letter” notifying them the reasons for case suspension and KCPD contact information in the event additional workable case-related information becomes available. This should be consistent with KCPD’s already adopted 10-day assault letter protocol.

(2.3) KCPD Should Re-Visit the Types of Cases Detectives Investigate to Potentially Allow for Investigative Focus on Higher Priority Crimes. This Can Result in Revised Staffing Levels.

As noted earlier, there is not consistent solution with regard to the types of crimes a law enforcement agency should investigate. While it is generally common practice for law enforcement to investigate solvable Part I crimes, even this is not universal. When considering Part II and other crime types, investigative efforts vary widely by agency. Currently KCPD investigates some crimes, particularly misdemeanor incidents, that are often not investigated by other law enforcement counterparts of similar agency size.

While each agency is different with respect to the kinds of cases assigned and under what circumstances, beyond eliminating cases assigned based on a Prioritization System noted above, the following guidelines can facilitate further reducing potential case workloads.

- Cases, regardless of type and with the exception of homicides, are not assigned and immediately suspended during case screening due to lack of real leads (solvability).
- The cases are not assigned as they are low priority and they do not elevate to a level deemed sufficient for an expenditure of detective resources (e.g. low value misdemeanor thefts).
- Misdemeanor cases will not be assigned unless there is a named suspect AND a cooperative victim.

- Case types will not be assigned in which the prosecutors have little interest in pursuing.

In sum, KCPD should revisit exactly what kinds of cases are to be assigned to detectives in the context of a new case management approach and expected service delivery to the community, with emphasis on reducing the number of unnecessary cases assigned.

(2.4) The Department Should Require Formal 30-day Supplemental Reports to Facilitate Case Closure.

While first-line supervisors typically have regular verbal follow-up with respect to detectives' case progress, without a formalized feedback mechanism to determine case progress, it is nearly impossible to fully understand the workloads associated with each detective. Currently KCPD is not requiring detective staff to provide formal supplemental reports. This should be resolved, with formal 30-day supplemental reports mandated for each case assigned, with 30-day follow-ups until the case is closed. This write-up does not necessarily need to be extensive, just summarizing investigative efforts conducted and why the case remains open (or is recommended for closure). These supplemental can be memorialized in the CMS and should be reviewed by supervision to determine case progress and potential case closure.

The 30-day supplemental should be a trigger point for potentially suspending cases classified as lower priority (described above) such as low dollar-value economic crimes, any misdemeanor crime with limited chance of arrest, etc. In effect, these lower priority cases should be suspended / closed within 30 days unless probability of arrest is high.

This approach will help resolve the extended backlogs being experienced in much

of the Investigations Bureau and help better manage workloads thereby providing relevant information on resources needed compared to real solvable case work that remains outstanding.

In conclusion, a revision to the case management approach—to include revisions to case screening, case assignment, case investigation and case closure— can have a dramatic impact on detective staffing levels. Once case management principles have been revised, KCPD should revisit detective staffing needs based on the recommendations provided in this report.

The following recommendations are made with regard to the case management process.

Recommendations:

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

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

Ensure a formal supplemental report is written every 30-days for each case investigated for increased case management accountability and to better facilitate effective case closure.

Include in the Department's existing policy all important investigative work-related protocols discussed herein including the further formalization of the case management process.

Upon revision to the case management and case assignment approaches, revisit detective staffing level needs based on the tools provided in this report.

(3) Case Workloads Are a Primary Determinant for Investigative Staffing Levels.

Investigative workload can employ a series of indicators to determine the extent to which core investigative staffing is adequate and general workload is appropriate.

Performance against these metrics can ultimately influence resulting staffing requirements for detectives. Various research by our firm and others has been done with respect to efficiency and effectiveness metrics for investigative services. These research efforts are summarized in the following matrix.

Approaches Employed in Determining Investigative Staffing

In the mid 1980's, police researcher Elliott Gribble (Gribble) identified the average hours per major case type required to perform a complete investigative effort. These excluded major initiatives such as homicide investigations but included common felonious criminal investigations such as burglary, robbery, aggravated assault, etc. Average work hours range from approximately 3 hour to 9 hours dependent upon the case type. While investigative approaches have changed in the last three decades, this information nevertheless serves as one data source for analysis.³

In 2007 police researcher William Prummell (Prummell) built on the original work of Gribble to re-evaluate the efficacy of the estimates. Based on his research, despite advancements in technology the profile of investigative efforts had changed such that average time for cases took longer than Gribble's original research. Further, Prummell researched more case types, including homicide (estimated average time to investigate: 147 hours). In summary, based on Pummel's research efforts, cases were taking from two-to-five times longer to investigate compared to the 1980's.⁴

Even more recent, various police organizations such as the non-profit Police Executive Research Forum (PERF) has considered other approaches such as average case hours required based on type and complexity of case (ranging from Contact Only to Typical to More Complex). Time required ranges significantly based on case sophistication and does not necessarily align well with the previous research. Nevertheless, it does recognize well that different robbery cases (by example robbery) can take different amounts of time (ranging, based on PERF estimates, from 1-60 hours). This research recognizes that workload can be within a range with minimum and maximum efforts generally needed.⁵

Based on these metrics and others, the Matrix Consulting Group has devised an approach where conclusions are drawn in the context of how investigative resources are used, and caseloads are managed in the law enforcement agency under study. There are a few important clarifications needed with respect to commonly misunderstood case-related nomenclature—specifically the difference between assigned cases, open cases, and active cases.

- An **assigned case** is any case type that is provided to a detective or officer with

³ Allocation of Personnel: Methodology for Required Staffing of Detectives, Gribble, 1985, page 4.

⁴ Allocation of Personnel: Investigations, Prummell, 2007, page 3.

⁵ Austin Police Department Study, PERF, 2012, page 38.

the expectation that case follow-up work will be conducted.

- An **open case** is any case that has not been officially closed through arrest, exhaustion of leads, of other reasons for inactivation or suspension. Cases can languish in a detective's case file for a variety of reasons to include overworked caseloads, ineffective case management, or other issues.
- An **active case** is any case that is actively worked by the detective whereby actual case follow-up is conducted regularly. Active cases are worked every month with some reasonable efforts undertaken. Active cases, with the exception of the most difficult, are often closed within 30-45 days of assignment. The table below shows benchmarks for the number of active cases that a detective should be able to work.

The current case management system at KCPD shows cases assigned to detectives and cases that are open, but does not track active cases despite nomenclature in the case management data that says "last activity." A review of this last activity date stamp shows it is not normally being used by KCPD detectives, thus for purposes of this study, only assumptions can be made with respect to what the active caseload should be based on effective case management practices.

In the context of the above definitions, comparative measures used to help determine investigative staffing, efficiency and effectiveness are summarized in the following table:

Comparative Measures for Investigations

Comparative Measures	Comparative Industry Patterns
Case Clearance for Part I Crimes.	The Uniform Crime Report provides data on average case clearance by major crime type. Case clearance is recognized as one element of effectiveness with respect to case investigations; however, it has shortcomings as subsequently described.
Active cases assigned to "property" crimes Detectives (e.g., burglary/theft).	15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over many years. Recent research in California and elsewhere suggests this range has been reduced to 12-15 cases as the complexity of evidence collection and testing has increased the overall time required to investigate a case.

Comparative Measures	Comparative Industry Patterns
Active cases assigned to “person” crimes Detectives.	8 to 12 active cases per month based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings) to include homicides. Domestic Violence (DV) cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20 to 30 cases per detective per month, whereas others can only handle DV caseloads typically attributed to the “felonious person crimes.” For the same evidentiary reasons noted previously, person crime caseloads are often being lowered to 6-8 cases per month.
Active cases assigned to sex crimes.	Because of the sophisticated and sensitive nature of sex crimes, these specialized person crime cases have a lower active case range of 5-7 cases per month.
Active cases assigned to White Collar Crimes Detectives (e.g., fraud).	These have a broader range due to their varied complexity, from 10 to 20 active cases per month unless they are particularly difficult (e.g. embezzlement or high value) in which case the range is closer to 8-12 per month.
Active cases assigned to “generalist” crimes Detectives.	12 to 15 active cases per month based on the Matrix survey. Because of the sophisticated evidence-related processing noted previously, a lower range can result in 9-12 cases per month.
Average hours dedicated to crime investigations by type of crime.	Different studies over the past 30 years (Prummell; Gribble) have attempted to estimate an average number of hours worked for each investigation per crime type. These include: <ul style="list-style-type: none"> • Burglary: 6-12 hours. (PERF 0.5-40) • Robbery: 9-30 hours. (PERF: 1-60) • Aggravated Assault/Battery: 4-25 hours. • Homicide: 147 hours (PERF: 2-220)
Maximum Investigations that Can be Handled	Varied data from different sources has developed benchmarks based on the sophistication of certain crime types and the extensive time investment often required. A key example is one benchmark suggesting a single detective could handle no more relevant caseload than five (5) homicides annually.

These different metrics are used to inform the analytical efforts described in the following sections.

(4) Case Workloads Evaluation – Case Management System

Data was abstracted by KCPD staff from the Tiburon case management system

(CMS) database and other sources; these were downloaded into Excel for our use by work unit. Data was provided for calendar 2016 and included such important elements as total cases assigned by type, dates of (recorded) last activity, number of days active, case disposition, and other information. The data did not, however, provide total cases screened and cases by individual detective, only by work unit. Our project team analyzed this data from a variety of perspectives with the findings, conclusions and recommendations for these detective units described in the following sections.

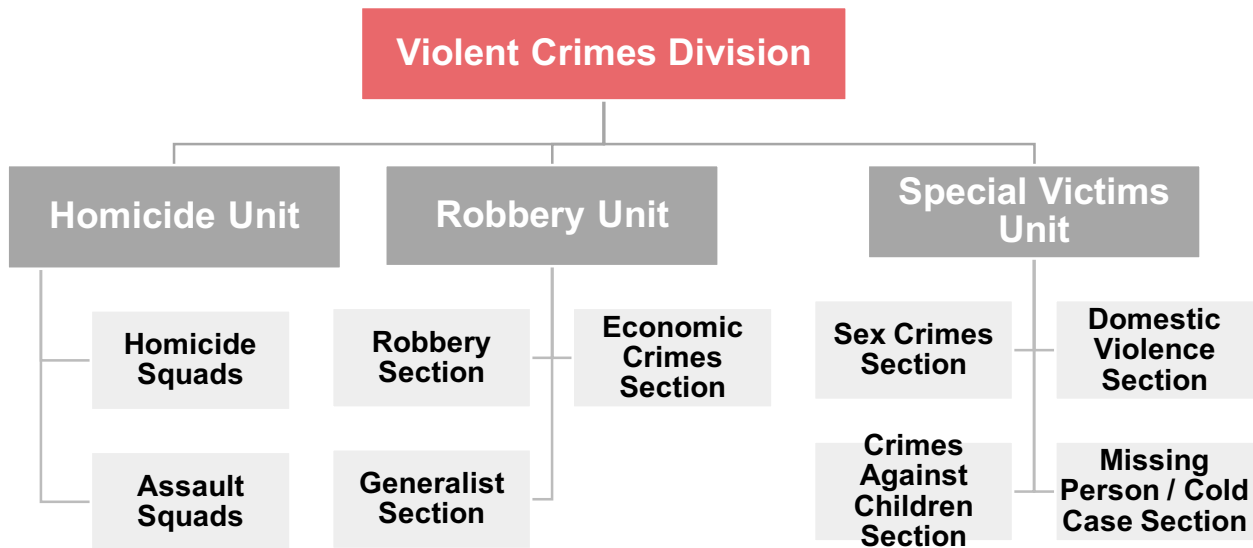
Unless specifically discussed in the following sections, or as a broader staffing them elsewhere in this report, those investigations-related staff positions (sworn and civilian) not referenced herein should be considered adequately staffed, with no change in staffing warranted. Unless noted, our review of management and first-line supervision in the overall Investigations Bureau indicates it is adequate.

Recommendation:

Unless noted otherwise, maintain manager, first-line and civilian positions currently in the Investigations Bureau.

4. Violent Crimes Division Analysis – Overview

The Violent Crimes Division is responsible for many investigative units, most notably the focus is on centralized investigations of person crimes. These include investigative efforts surrounding homicide and felony assaults; special victim crimes to include crimes against children, domestic violence, missing persons, and sex crimes; and the various robbery units as shown in the organization structure below.



The following shows the current detective staffing of these units at the time of this report:

- Four (4) Homicide Squads (19 detectives)
- Two (2) Assault Squads (12 detectives)
- Two (2) Robbery Sections (10 detectives)
- Generalist (violent crime) Section (8 detectives)
- Economic Crimes (in Robbery Unit) Section (6 detectives)
- Two (2) Sex Crimes Sections (8 detectives)
- Two (2) Domestic Violence Sections (8 detectives)
- Two (2) Crimes Against Children Sections (8 detectives)
- Two (2) Missing Person/Cold Case Sections (6 detectives)

With respect to most work units that have multiple sections, this is due to the use of day and night shifts where staff are split. This is detailed further in the profile in the appendix of this report.

5. Violent Crimes Division Analysis – Homicide Unit

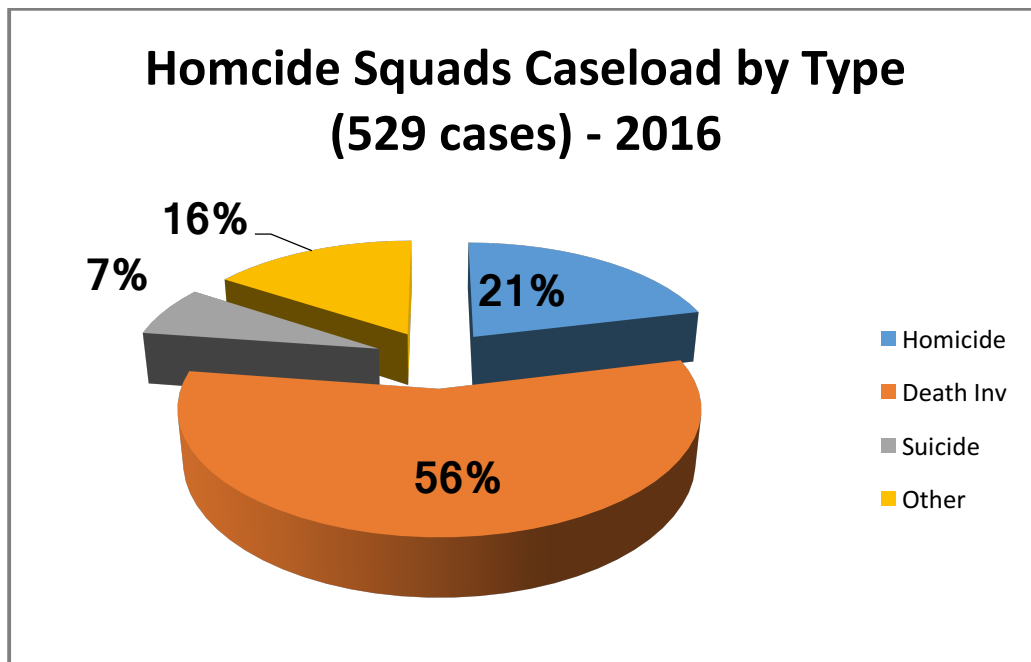
The following describe the project team's staffing analysis for the staff in the Homicide Unit.

(1) Case Workload Evaluation – Homicide Squads

The following reflects baseline information for the Homicide Unit's Homicide Squads:

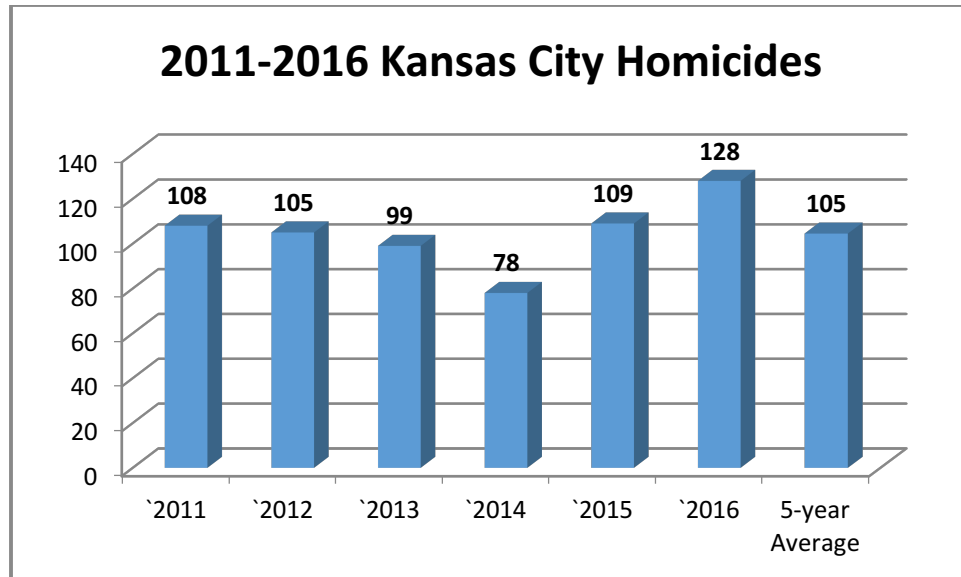
- Number of Detectives (actual) – nineteen (19).
- Authorized Staffing Level – twenty (20).
- Average cases assigned to Squads per month – 44 cases.
- Average cases assigned per (actual) detective per month – 2.2 cases.
- Average open cases assigned per detective – 9 cases.

The caseload of the squads is largely death related, with approximately one-fifth dedicated to homicide investigations as shown in the graphic below.



(2) The Homicide Unit's Squads Need Only a Modest Staff Increase Since there is Support from Other Units. The Teams should be Re-organized and the Current Case Management Approach Somewhat Modified.

Over the last six years, Kansas City has experienced an average number of homicides of approximately 105 per year, with a significant reduction occurring in 2014 and a reasonable increase in 2016 compared to other years.



With an average of 105 homicides, current staffing patterns reflect an assignment strategy generally consistent with the FBI's reporting. According to an *FBI Law Enforcement Bulletin*⁶ the average number of homicides a primary investigator handled, based on a comprehensive survey, was *5 homicides per year*. Consequently, based on this metric alone, KCPD should field 21 Detectives dedicated to homicide investigative efforts. Further research suggests that four (4) fully assigned homicide detectives are the ideal contingent to *initially deploy* in a single homicide investigation.

KCPD actually deploys more resources to the initial homicide scene. Homicide

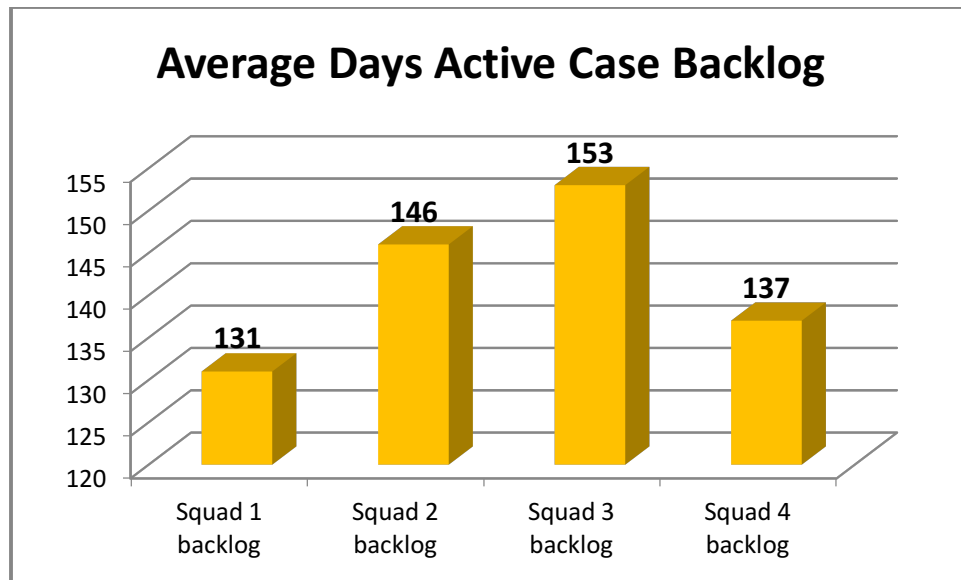
⁶ February 2008, Volume 77 Number 2.

squads have counterpart support for call-out from other Investigations Bureau sections including CCAT, Gangs, Violent Crime Intel, and Illegal Firearms Units. Call-outs typically include one (1) sergeant and (1) detective from these supporting units, resulting in Homicide scene response of two (2) sergeants and six (6) detectives. This support is important to note as it reflects staff resources being contributed to the homicide investigative effort thereby impacting staffing needs in the dedicated Homicide Squads. Each Homicide Squad (and their supporting counterpart) is currently on a two-week rotation, with unique assignments for each in sequential rotation as follows:

- Service Squad #1 (7am-3pm, Mon-Sun) answers phones, walk-in support, caseload work, initial homicide triage and then case turnover, new cases such as suicides, suspicious/unattended death investigations.
- Service Squad #2 has same tasks as above but from 3pm-11pm.
- Murder Squad (8am-4pm flex, Mon-Fri) responds to all murders on call-out on their two-week rotation.
- Follow-up Squad (8am-4pm, Mon-Fri) Works exclusively their case backlog.

Finally, based on the hour estimates required as shown in the previous 'Comparative Measures' table, homicide investigations should have occupied from 18,800-28,200 work hours which represent 12.5 - 19 detectives dedicated full-time to homicide investigations alone.

Homicide case clearance at KCPD is most recently below the national average whereby 53% of cases were cleared in 2015 (compared to 62% national average). Additionally, another metric is the open case backlog for homicides averaging 142 days and only slightly fluctuating by squad as shown below.



As shown in the introduction to this section, nine (9) open cases per detective is heavy but manageable given nearly 80% of cases are not homicides incidents; however, having an average backlog aged nearly 5 months is not consistent with best practice and points largely to case management issues given staffing is largely adequate given five-year historical homicide occurrences.

Of additional analytical importance is consideration of shorter term homicide patterns. As shown previously, the last two years' homicide incidents were 109 and 128, respectively – the highest in the most recent five-year period. Homicides through June 2017 suggest that these rates will also be exceeded this year, particularly since the national homicide rate is up approximately 10% through the first half of the year.

The totality of data suggests that the Homicide Squads could benefit from additional field resources, though only marginally. Additionally, a revised operational approach to rotation and case management should address resource-loading issues. With respect to staffing, case backlog, clearance rates, support from other Investigations Bureau units, and homicide rate history, indicate that 24 homicide detectives, as opposed

to 19 actual and 20 authorized detectives would be beneficial. With respect to staffing allocation among squads, the four squads should be converted into three squads of eight (8) detectives—each squad overseen by a sergeant— and placed on a two-week rotational schedule similar to the existing two-week rotation practice but eliminating the “fourth” follow-up squad assignment. Eight detectives per team will allow for scheduled and unscheduled absenteeism while still deploying a robust staff contingent of homicide and supporting detectives to a homicide scene in nearly all circumstances. These recommended changes are consistent with those already being deployed by KCPD. One (1) sergeant should be transferred from Homicide to another functional KCPD assignment.

Recommendations:

Increase detective staffing levels in the Homicide Unit Squads from nineteen (19) current personnel to 24 authorized personnel—an increase in four (4) authorized position.

Deploy three Homicide Squads, each composed of one (1) Sergeant and eight (8) detectives.

Revise the two-week four-squad rotational practice to a two-week three-squad rotational practice, eliminating the follow-up squad assignment.

Eliminate the Drug Enforcement Career Criminal Section from providing homicide back-up when the Homicide Squads are converted to three teams.

One (1) sergeant should be transferred from the Homicide Unit Squads to another KCPD assignment.

6. Violent Crimes Division Analysis – Robbery Unit

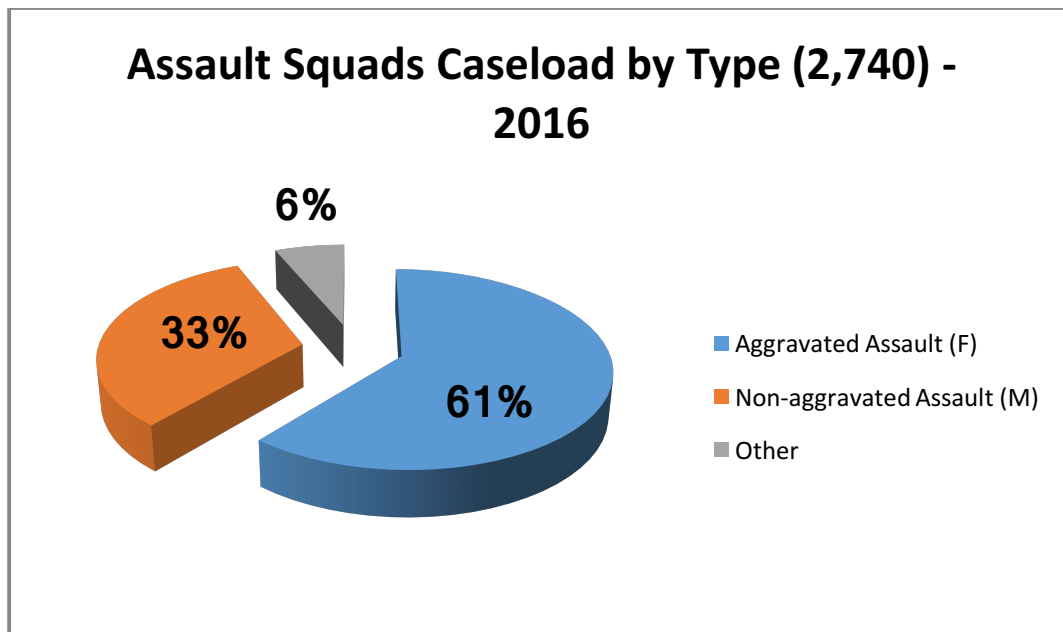
The following describe the project team’s staffing analysis for the work groups in the Robbery Unit.

(1) Case Workload Evaluation – Assault Squads

The following reflects baseline information for the Assault Squads:

- Number of Detectives (actual) – twelve (12).
- Authorized Staffing Level – twelve (12).
- Average cases assigned to Squads per month – 228 cases.
- Average cases assigned per (actual) detective per month – 19 cases.
- Average open cases assigned per detective – 25 cases.

The caseload of the Assault squads is nearly two-thirds of the time dedicated to aggravated assaults which are felonies (unless subsequently downgraded) as shown in the graphic below.



(2) The Assault Squads are Moderately Understaffed Given Current Workloads and Case Management Practices.

While the Assault Squads investigates assaults to including shootings, stabbings assaults on officers; etc., it also investigates misdemeanor assaults determined to be “solvable.” This KCPD case management approach whereby misdemeanor crimes are

investigated by detectives, reflects a certain case management philosophy that positively impacts customer service overall, but has important staffing level implications if investigations are to be conducted in a comprehensive fashion. With regard to open cases, at the time of this study each detective had an average of a 25 open case backlog with an average age of 105 days or approximately 3.5 months. With regard to reasonable case management, given best practice case closure is 30-45 days from incident occurrence, any case aged beyond 90-days should be suspended, closed and not active. Anything aged less than 90-days is generally a more than reasonable benchmark for active cases.

Based on the 90-day benchmark, 47% of open cases exceeded this 90-day timeframe. Consequently, it is estimated that each Assault Squads detective had an active caseload as follows:

Assault Squads Estimated Active Cases: (25 Open Cases) X (53% open less than 90-days) = 13.25 “active cases” per detective.

More than 13 active cases per detective exceeds the high end of the range of 6-12 cases per month that an Assault detective should be able to actively investigate. Furthermore, a shortcoming of note is the average 3.5 month case backlog for each detective as opposed to the best-practice case turnover of 30-days.

In summary, based on the totality of data, information suggests that the current staffing level for the Assault Squads is too low, particularly if the Assault Squads continue to investigate lower priority Non-Aggravated Assaults. Unless this misdemeanor investigative approach changes, the Assault Squads staff to up to 18 authorized staffing—

an increase of six (6) detectives over existing/authorized levels. This will result in an estimated nine (9) active cases per detective which is the mid-point of the case benchmark noted previously.

In the event KCPD wishes to suspend the investigation of most misdemeanor assaults at the detective-level, current staffing of 12 Assault detectives is adequate.

Recommendations:

Increase the Assault Squads from current staffing levels of twelve (12) detectives to eighteen (18) authorized staff—an increase of (6) six staff positions.

Consider adopting the case management philosophy of not assigning most misdemeanor crimes. If adopted, maintain existing authorized staffing of 12 assault detectives.

Locate the Assault Squads to the Homicide Unit in the re-defined Major Crimes Division.

(3) Case Workload Evaluation – Robbery Section

The following reflects baseline information for the Robbery Section.

- Number of Detectives (actual) – ten (10).
- Authorized Staffing Level – ten (10).
- Average cases assigned to Section per month – 158 cases.
- Average cases assigned per (actual) detective per month – 16 cases.
- Average open cases assigned per detective – 22 cases.

(3.1) Case Workload Evaluation – Robbery Section

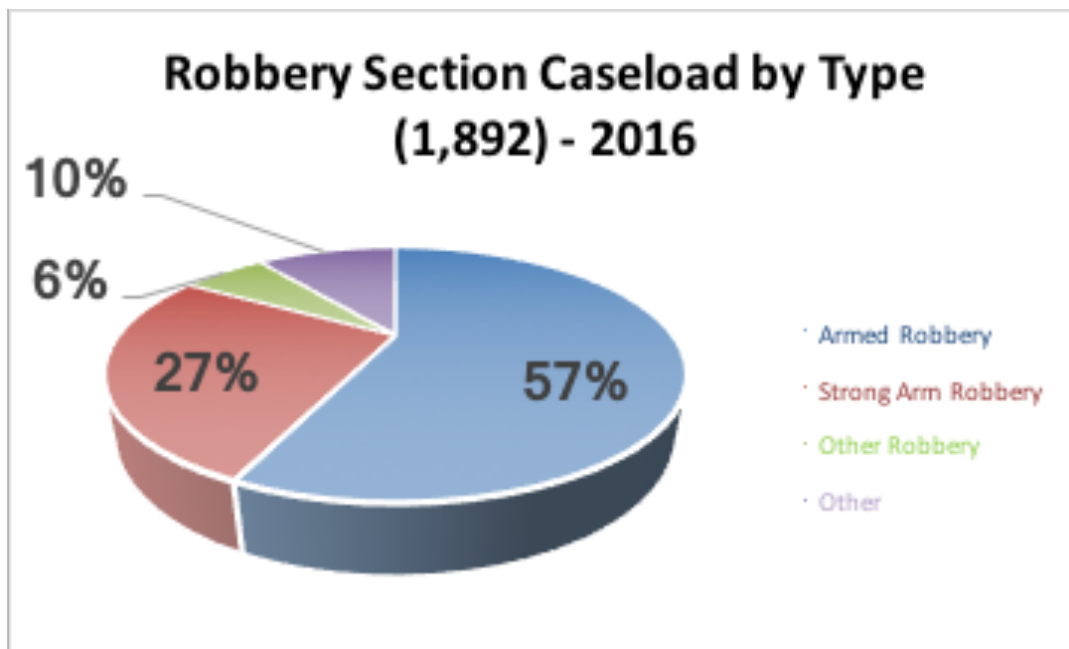
The following reflects baseline information for the Robbery Section.

- Number of Detectives (actual) – eleven (11)⁷.
- Authorized Staffing Level – eleven (11).

⁷ During the course of the engagement Robbery staffing went from 10 to 11 positions. Analysis was conducted on the original ten positions deployed.

- Average cases assigned to Section per month – 158 cases.
- Average cases assigned per (actual) detective per month – 16 cases.
- Average open cases assigned per detective – 22 cases.

Over 4-in-5 cases assigned to the Robbery Section are armed Robbery or Strong Arm Robbery cases. Only 10% of the cases assigned to the Robbery Section fall outside the robbery scope of work. The following pie chart reflects the case work assigned to the Robbery Section.



(3.2) The Robbery Unit is Modestly Understaffed.

Somewhat similar to the Assaults Squad sub-section, 47% of open caseloads were aged less than 90-days and consequently were considered active. The average age before any case closure for both robbery and assaults is very similar (96 and 100 days, respectively). The Robbery Section, therefore performs similarly with respect to Assaults

and the following is developed to estimate active cases:

Robbery Section Estimated Active Cases: (22 Open Cases) X (53% open less than 90-days) = 11.7 “active cases” per detective.

The average monthly active case estimate of approximately 12 cases is at the highest end of the person crime range of approximately 8-12 active cases assigned per detective. As such, given the high-profile nature of these crime types, robbery investigation should be considered a high priority when developing detective staffing levels. To that end, it is recommended that active caseloads should typically not exceed ten (10) cases per detective and consequently to accommodate this reduced caseload robbery staffing should be increased to accommodate this magnitude of work. Over the longer-term, KCPD may consider further decentralization of some robbery-related crimes; however, this will require some significant reorganization of detective operations overall and is beyond the scope of this staffing report.

Recommendations:

Increase the Robbery Section from current staffing levels of eleven (11) detectives to twelve (12) authorized staff—an increase of one (1) staff position.

Retain the Robbery Section in the newly developed Violent Crimes Unit in the re-defined Major Crimes Division.

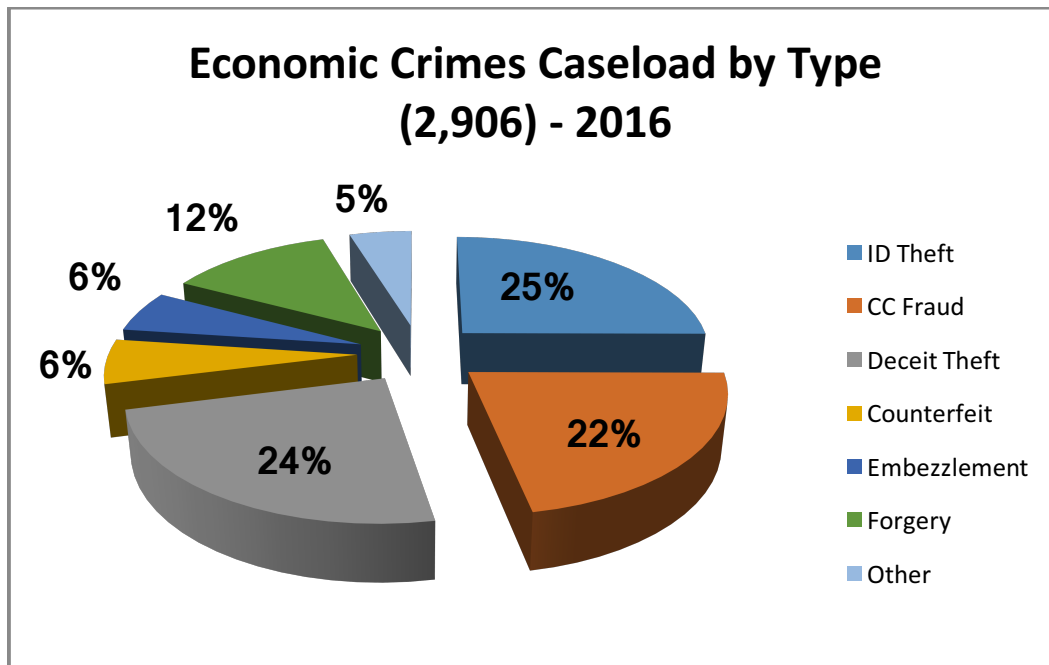
(4) Case Workload Evaluation – Economic Crimes Section

The following reflects baseline information for the Economic Crimes Section:

- Number of Detectives (actual) – six (6).
- Authorized Staffing Level – six (6).
- Average cases assigned to Section per month – 242 cases.

- Average cases assigned per (actual) detective per month – 40 cases.
- Average open cases assigned per detective – 9 cases.

The caseload of the Economics Crime Section includes a variety of case types generally described as “white collar financial crimes” of which approximately one-quarter (counterfeiting, embezzlement and forgery) are often serious felony offenses Further details are shown in the graphic below.



Economic Crimes detectives investigate fraud, forgery, embezzlement, credit card theft, and similar cases as noted above. Much of their work is self-screened and prioritized after sergeant assignment given current caseloads. This self-screening, based on data provided, results in approximately 88% of the cases being immediately suspended or closed and not worked. This approach to work assignment and prioritized investigative efforts is a best-practice approach to case management, but might be currently over-emphasized. The current approach typically and effectively reduces approximately 40 cases assigned per detective per month, to a manageable 9 open cases

per detective, on average.

Based on the 90-day benchmark for case activity described previously, 54% of open cases for Economic Crimes exceeded this 90-day timeframe. Consequently, it is can be estimated that each Economic Crimes detective had an active caseload as follows:

Economic Crimes Estimated Active Cases: (9 Open Cases) X (46% open less than 90-days) = 4.1 “active cases” per detective.

With an estimated active case range of 8-20 cases per “white collar crime” detective being a reasonable benchmark, clearly 4-9 active cases are below this by a reasonable margin. However, it is obvious detectives are reviewing and spending time screening out several cases monthly given they receive 40 cases per month average from the sergeant.

With the decentralization of “property crime” detectives among six patrol divisions, there is an opportunity for re-allocating economic crimes in both a centralized and decentralized fashion. To that end, “white collar crime” should be re-assigned based on the sophistication and priority (e.g. felony versus misdemeanor) of the crime to a centralized economic crimes section or to the property detectives in patrol. The following division or workload is practical.

- Forgery, Credit Card Fraud, Embezzlement and Counterfeit should remain centralized. This represents approximately 46% of the existing economic crimes caseloads assigned.
- ID Theft, Deceit Theft (e.g. con games) and ‘Other’ economic crimes (e.g. passing a bad check) should be decentralized to the patrol divisions’ detectives.

Through this caseload division sufficient staff resources can be dedicated appropriately to “white collar crime” incidents throughout the City, with no impact on

existing staffing levels.

Recommendations:

The Economic Crimes Section's actual staffing levels of six (6) detectives is appropriate; reduce authorized staffing levels by one (1) position.

The Economic Crimes Section should transfer approximately one-half of current caseloads to the Patrol Division detectives to include ID theft, deceit theft, and other 'minor' cases. This should have no impact on patrol detective staffing.

Relocate the Economic Crimes Section from the Robbery Unit to the newly developed Special Services Unit in the re-defined Major Crimes Division.

(5) Case Workload Evaluation – Generalist Section

The following reflects baseline information for the Generalist Section:

- Number of Detectives (actual) – eight (8).
- Authorized Staffing Level – eight (8).
- Average cases assigned to Section per month – 8 cases.
- Average cases assigned per (actual) detective per month – 1 case.
- Average open cases assigned per detective – 2 cases.

The caseload of the Generalist Section is primarily related to “courtesy cases” in order to assist colleague as opposed a definitive case assignment approach. Approximately two-thirds of the cases are unattended death cases, and as shown above, the Generalist Section carries a minimal caseload.

The operations of the Generalist Section are focused on field response to all violent call-outs to include assaults, robberies, pattern crimes, hot prowls, etc. Detectives assist on Graveyard Shift with victim and witness statements, suspect interrogations, warrant processing, and other efforts and will transfer caseloads to other relevant Violent Crimes

Division detectives to complete case processing.

While there is no other workload data readily available for the Generalist Section, given in 2016 over 7,300 robbery and assaults occurred, there is likely sufficient workload to keep the Generalist Section's detectives busy providing the task support noted above to patrol. As a result, no staffing changes are recommended.

Recommendations:

Maintain the Generalist Section's actual and authorized staffing levels of eight (8) detectives.

Begin tracking field work hours deployed for each detective in support of patrol. This will allow for future staffing adjustments based on dedicated hours supporting patrol services.

Relocate the Generalist Section from the Robbery Unit to the newly developed Special Services Unit in the re-defined Major Crimes Division.

7. Violent Crimes Division Analysis – Special Victims Unit

The following describe the project team's staffing analysis for the work groups in the Special Victims Unit.

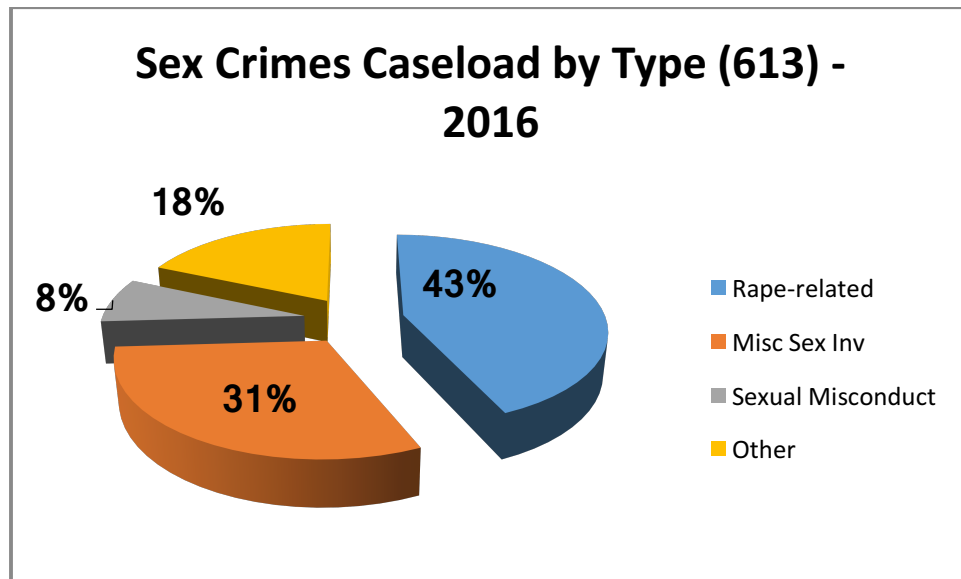
(1) Case Workload Evaluation – Sex Crimes Section

The following reflects baseline information for the Sex Crimes Section:

- Number of Detectives (actual) – six (6).⁸
- Authorized Staffing Level – six (6).
- Average cases assigned to Section per month – 51 cases.
- Average cases assigned per (actual) detective per month – 6.5 cases.
- Average open cases assigned per detective – 6 cases.

⁸ During the course of the engagement Sex Crimes staffing went from 8 to 6 positions. Analysis was conducted on the original eight positions deployed.

The caseload of the Sex Crimes Section is diverse as shown in the following pie chart.



Approximately 4-of-10 cases investigated by the Sex Crime Section are major rape-related felonies. The balance of investigations focus on miscellaneous crimes such as sexual misconduct, invasion of privacy, and others. Based on data, the Sex Crimes Section appears to generally manage their cases well, as they have fewer average open cases (6) than what is typically assigned per month (6.5). Based on the 90-day benchmark, 49% of open cases exceeded this 90-day timeframe. Consequently, it is estimated that each Sex Crimes Section detective had an active caseload as follows:

Sex Crime Section Estimated Active Cases: (6 Open Cases) X (51% open less than 90-days) = 3 “active cases” per detective.

Workload levels shown above are within reasonable ranges for felonious sex crimes caseload benchmarks of 5 to 7 active cases per month. Given what appears to be progressive case clearance approaches, and active/open caseloads ranging from 3-6

cases, the Sex Crimes Section appears adequately staffed at their recently reduced staffing levels as workload for six (6) personnel will fall well within the above noted caseload ranges.

In summary, based on the totality of data, information suggests that the current staffing level for the Sex Crimes Section is appropriate.

Recommendation:

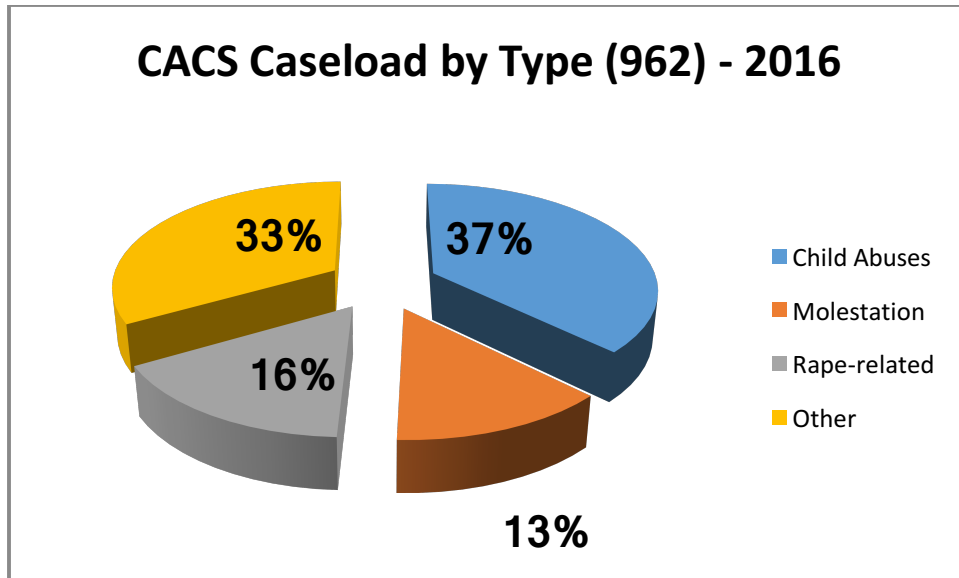
Maintain the Sex Crimes Section's actual and authorized staffing levels of six (6) detectives.

(2) Case Workload Evaluation – Crimes Against Children Section (CACS).

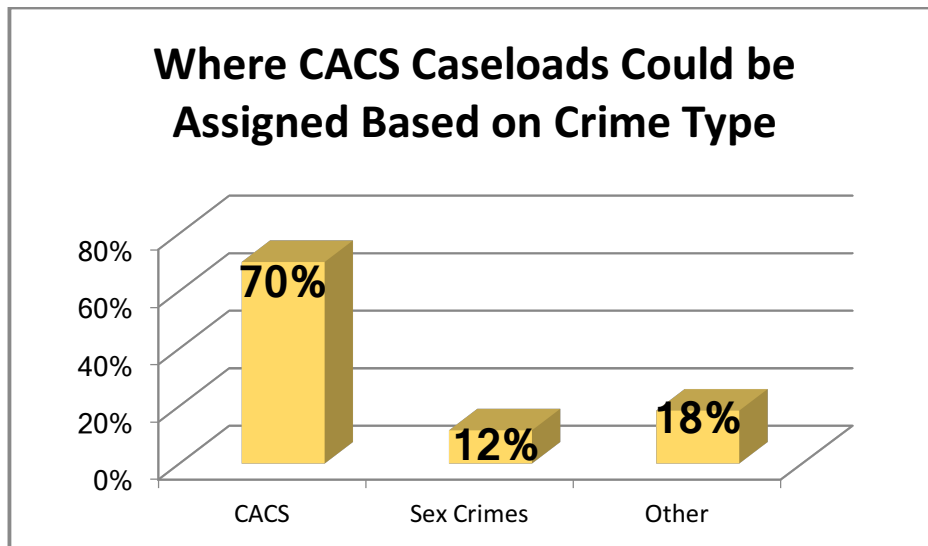
The following reflects baseline information for the CACS.

- Number of Detectives (actual) – eight (8).
- Authorized Staffing Level – eight (8).
- Average cases assigned to Section per month – 80 cases.
- Average cases assigned per (actual) detective per month – 10 cases.
- Average open cases assigned per detective – 14 cases.

The caseload characteristics of the CACS is displayed in the following pie chart.



As shown above approximately two-thirds of CACS cases are abuse, molestation or rape-related incidents, the vast majority of which are child victims. The balance of cases includes a variety of crime types. Like many of CACS investigative counterparts, CACS will periodically be assigned cases in support of other units to include Sex Crimes, Domestic Violence, and other units.



The previous graph illustrates that 3-in-10 of CACS cases could have been assigned elsewhere. This inter-unit support, however, is not uncommon in law

enforcement investigative operations. It does reflect, however, that CACS (and other units) must perform workload periodically outside their “core efforts.”

Based on the previously defined 90-day benchmark, 46% of open cases exceeded this 90-day timeframe. As a result, it is estimated that each CACS detective had an active caseload as follows:

**CACS Estimated Active Cases: (14 Open Cases) X (54% open less than 90-days)
= 7.5 “active cases” per detective.**

Workload levels shown above exceeds the reasonable range for felonious sex crimes caseload benchmarks of 5 to 7 active cases per month. This is particularly relevant for such sensitive cases involving the unique needs of child victims. As such, the CACS is presently understaffed based on the information, and should be bolstered by two (2) detective positions. This would result in an estimated case workload of approximately 6 active cases. This workload should be reasonable as it falls within the noted 5-7 case benchmark range and given 30% of the work assigned CACS (as shown in the prior bar chart) involves cases that do not impact child victims.

Recommendation:

Increase the Crimes Against Children Section from current staffing levels of eight (8) detectives to ten (10) authorized staff – an increase of two (2) staff positions.

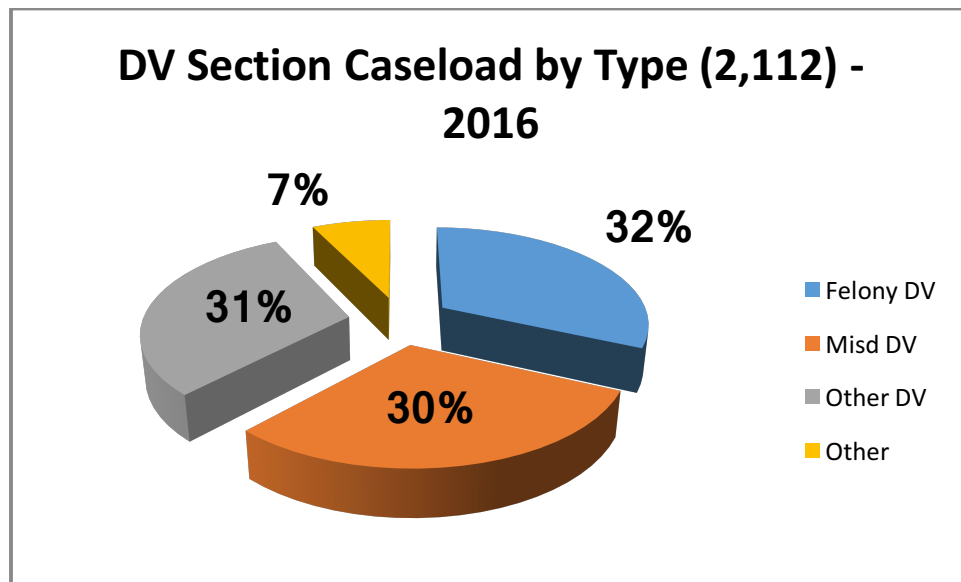
(3) Case Workload Evaluation – Domestic Violence Section.

The following reflects baseline information for the Domestic Violence Section.

- Number of Detectives (actual) – eight (8).
- Authorized Staffing Level – eight (8).
- Average cases assigned to Section per month – 176 cases.

- Average cases assigned per (actual) detective per month – 22 cases.
- Average open cases assigned per detective – 28 cases.

The caseload characteristics of the Domestic Violence Section show that most investigative efforts are focused on various types of felony and misdemeanor DV incidents as shown in the following graph.



As shown in the pie chart above, less than one-in-ten cases assigned to the Domestic Violence Section are for other investigative efforts—the vast majority of cases focus on DV incidents. A review of the case types indicates that approximately 50% of DV cases would fall in the felony category. These include Felony DV, robbery-related, kidnapping, felonious restraint, and others. As such, about half of the Domestic Violence Section’s workload is higher profile/priority felony crimes.

According to case benchmarks noted earlier in this chapter, Domestic Violence detectives have a broader case range dependent upon the type of workload they have, initial investigative support from patrol, prosecutorial aggressiveness, etc. This

benchmark is from 12-30 active cases per detective. Data suggest that DV detectives currently have an average of 28 open cases backlog.

Based on the previously defined 90-day benchmark, 36% of open cases exceeded this 90-day timeframe. As a result, it is estimated that each Domestic Violence detective had an active caseload as follows:

Domestic Violence Section Estimated Active Cases: (28 Open Cases) X (64% open less than 90-days) = 18 “active cases” per detective.

Based on the above, the DV Section’s active (and open) caseloads are within reasonable ranges of workload when compared to the case thresholds noted. Despite calculated activate cases being at the lower end of the 12-30 case benchmark scale, given the number of felony crimes investigated, in addition to the fact that detectives are called into field for state-crime incidents to help patrol triage, this case workload is reasonable. As such, existing Domestic Violence Section detective staffing is adequate.

Recommendation:

Maintain the Domestic Violence Section’s actual and authorized staffing levels of eight (8) detectives.

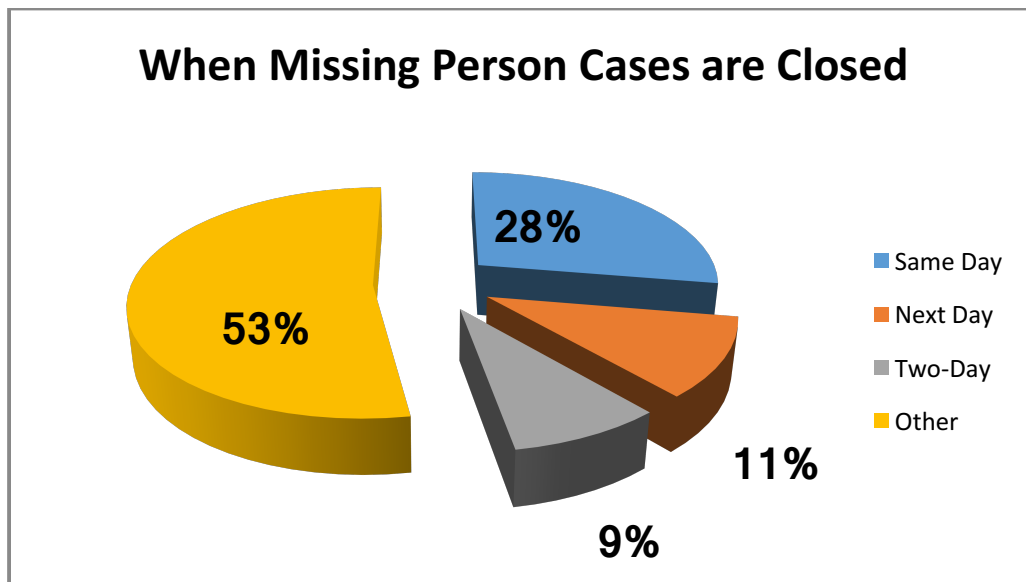
(4) Case Workload Evaluation – Missing Persons/Cold Case Section

The following reflects baseline information for the Missing Person/Cold Case Section.

- Number of Detectives (actual) – six (6).
- Authorized Staffing Level – six (6).
- Average cases assigned to Section per month – 81 cases.
- Average cases assigned per (actual) detective per month – 13.5 cases.

- Average open cases assigned per detective – 4 cases.

The caseload characteristics of the Missing Persons and Cold Case Section are notably different than other investigative units in two ways: 1) the vast majority of cases that are assigned to the unit (97%) are related exclusively to missing persons and, 2) the cases that are assigned are closed very quickly as shown in the pie chart below.



Nearly half of the missing persons cases are closed within two-days or less. The data also indicates that 79% of all missing person cases are closed within two weeks, thereby resulting in a manageable caseload for each detective.

Caseload data suggest, at less than 14 cases assigned per detective monthly, that workload can be modestly increased for each detective particularly given the rapid case closures that occur. Over one-quarter of cases are cleared the same day, illustrating minimal work required on these particular caseloads. An issue is how much time investment KCPD wishes to make with respect to Cold Case investigations. Oddly, Cold Case investigations is presently not co-located with Homicide which could benefit from

continuity of supervisory oversight and centralizing the specialty of homicide investigation. Given the totality of information, it is suggested that the Missing Persons/Cold Case Section be reduced by one (1) detective, that the remaining detectives work missing persons almost exclusively, and the Section should be re-located as recommended below.

Recommendations:

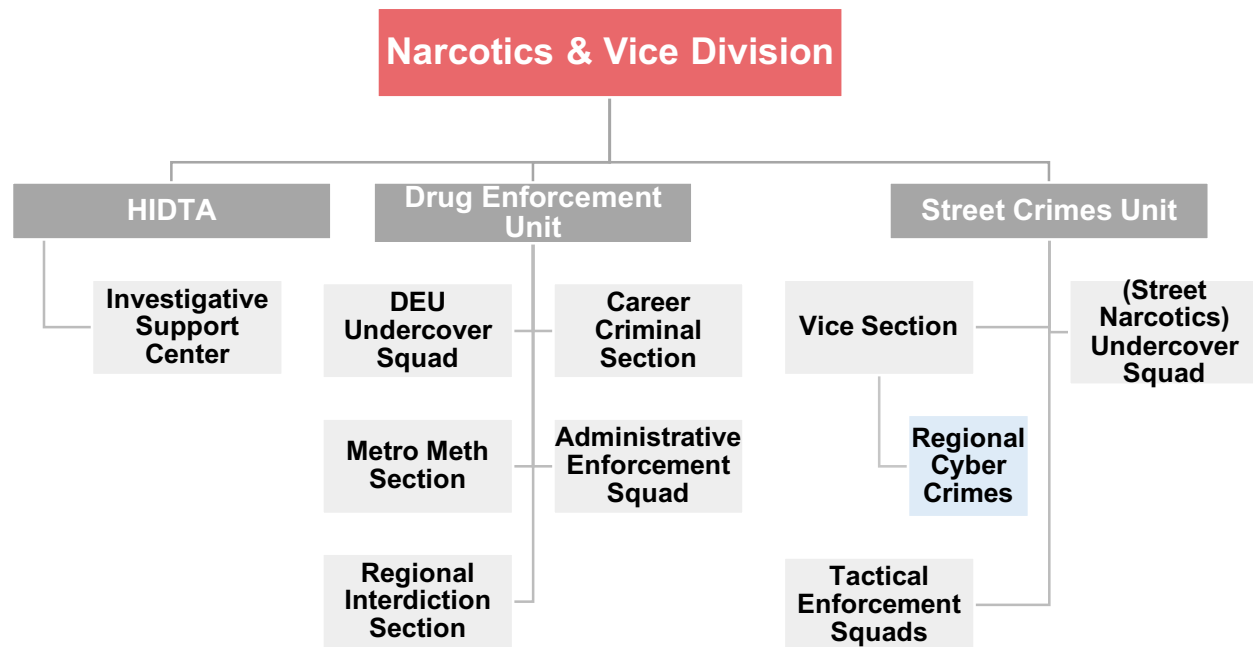
Reduce the Missing Persons/Cold Case Section by one (1) detective position to five (5) actual and authorized staffing levels.

Relocate the Missing Persons/Cold Case Section from the Special Victims Unit to the Homicide Unit in the re-defined Major Crimes Division.

Train four (4) detectives in the re-designed Homicide Unit for Cold Case investigations and assign cases accordingly. These detectives should only be assigned active and high-priority cold case homicide/rape investigations (not missing persons).

8. Narcotics and Vice Division Analysis – Overview

The Narcotics and Vice Division is managed by a Major with nearly all major work units managed by a Captain; the Financial Investigations Section is overseen by the Operations Sergeant. The Division is composed of a variety of squads to include tactical enforcement (support), undercover work, cybercrimes, narcotics and vice enforcement efforts and HIDTA participation and oversight by KCPD staff. The Division is organized as follows:



The following shows the current detective staffing of these units at the time of this report:

- HIDTA one (1) detective (as part of regional team)
- Two (2) Assault Squads (12 detectives)
- Drug Enforcement Undercover Squad (6 detectives)
- Drug Enforcement Administrative Enforcement Squad (7 detectives)
- Drug Enforcement Metro Meth Section (3 detectives)
- Drug Enforcement Career Criminal Section (6 detectives)
- Drug Enforcement Regional Interdiction Section (6 detectives)
- Street Crimes Vice Section (7 detectives)
- Street Crimes Undercover Squad (4 detectives)
- Two (2) Street Crimes Tactical Enforcement Squads (12 detectives)

9. Midwest HIDTA

The mission of the Midwest HIDTA is to measurably reduce and disrupt the importation, distribution, and clandestine manufacturing of methamphetamine in the six-state region and other parts of the United States, thereby reducing the impact of illicit drugs and related violent criminal activity.

(1) High Intensity Drug Trafficking Areas (HIDTA) Overview

The Midwest HIDTA, co-managed by KCPD and the Drug Enforcement Agency, addresses the problems of methamphetamine in a six state region consisting of counties in Iowa, Kansas, Missouri, Nebraska, South Dakota and North Dakota. The region's position results in drug production and distribution of methamphetamine that is either produced locally or imported primarily by Mexican organizations. The region has an economy firmly rooted in an agricultural related industry that employs thousands of Mexican-Americans and Mexican Nationals who are often exploited by trafficking organizations in their effort to import and set up methamphetamine distribution networks. Further, clandestine manufacturing operations occur in rural, metropolitan and suburban areas.

A key goal of the Midwest HIDTA strategy is the need to enhance and increase the free exchange of narcotics intelligence and information among all HIDTA participants and other agencies throughout the region. The Midwest HIDTA will attempt to dramatically improve the collection, analysis, and dissemination of methamphetamine intelligence and information by instituting a "systems network" of sharing throughout the area. The Midwest Investigative Support Center's mission is to facilitate and assist HIDTA task forces and other federal, state, and local enforcement agencies within the region in

identifying, targeting and dismantling organizations distributing and/or manufacturing methamphetamine.

KCPD currently contributes one (1) sergeant providing co-managerial oversight, one (1) detective, one (1) criminal intelligence supervisor, and three (3) criminal intelligence analysts to HIDTA. Staff are fully funded by HIDTA-related revenues.

Given the important mission of HIDTA and the cost-neutral aspect of staffing, KCPD executive management direction should drive staff participation. However, one potential opportunity is the assignment of one (1) additional Captain position to provide actual co-managerial oversight with the sergeant providing key supporting services. While the sergeant certainly has the capability given his background to oversee HIDTA, an issue is the rank and the perception of the six-state and 56 task force partners with regard to information exchange with typically high ranking management. For example, the DEA manager is a GS-14 and equivalent to a Lieutenant Colonel in the military rank structure. As such, it should not be considered practical and a professional courtesy for KCPD to deploy a Captain in charge of HIDTA operations.

Recommendation:

Authorize and deploy one (1) KCPD Captain position to manage and oversee HIDTA in addition to existing KCPD staff currently deployed; the existing Sergeant should report to this position as adjutant. This will bring some equivalency in “rank” to the DEA GS-14 currently co-managing the HIDTA operation.

(2) Drug Enforcement and Street Crime Overview

As shown in the organization chart above, KCPD has various specialized investigative efforts and supporting services divided between the Drug Enforcement Unit (DEU) and Street Crimes Unit (SCU). Within the DEU, the Department has five (5) sections or squads dedicated to local and regional drug enforcement efforts. Furthermore,

narcotics related enforcement and supporting activities are also, and in large part, provided by the Street Crimes Unit. With the exception of the Vice Section, the remaining two Squads are largely dedicated to drug-related enforcement efforts, whether in a primary role (e.g. Street Crime Undercover Squad) or a supporting role (e.g. Street Crime Tactical Enforcement Squads). In sum, the vast majority of staff positions are dedicated to local and regional drug enforcement efforts in the Narcotics and Vice Division with over sixty positions (Captains and below) dedicated to these efforts.

With respect to work efforts, the drug-related work units in the Division carry some caseloads but the majority of work effort are proactive in nature and/or longer term investigative efforts. The following table summarizes caseloads for sections and squads in the Division that are dedicated to narcotics enforcement efforts.

Drug-Related Work Units in the Narcotics and Vice Division

Division Section or Squad	# of Cases in 2016	Avg Annual Cases / Det	Avg # / Month	Avg # Open Cases / Det	Key Role(s)
Undercover Drug Enforcement (DE)	72	12	1	6	Performs mid-level, primarily federal, undercover narcotics enforcement including bulk buys.
Undercover Street Crimes (SC)	304	51	4.2	21	Performs street-level undercover narcotics buys, street and entry-level narcotics investigations, and front-line narcotics enforcement efforts.
Career Criminal DE	42	7	0.6	4	With regional partners, performs a variety of higher-profile investigative and proactive efforts. Highest-level drug enforcement activities with longer term efforts

Division Section or Squad	# of Cases in 2016	Avg Annual Cases / Det	Avg # / Month	Avg # Open Cases / Det	Key Role(s)
Metro Meth DE	266	89	7.5	3	Designed to identify, investigate and shut-down illegal narcotics laboratories on a regional effort. Backs Admn and Regional Interdiction.
Administrative Enforcement DE	805	115	9.6	31	Supports patrol officer field narcotics arrests; conducts follow-up interviews, drug-testing, and further investigations.
Regional Interdiction DE	566	71	6	5	Regional effort interdicts parcels, luggage, etc., at various points of entry including bus-lines, airports, trains, businesses, and other locales.
Tactical Enforcement Squads		Not Applicable			Provides protective and entry support to other Division units; performs high-risk warrant arrests, particularly those that are drug related.

Beyond the caseload metrics noted above, there is no other readily available workload information to demonstrate the outputs and outcomes of these units. A review of the 2016 Annual Report of KCPD or a reading of the monthly Executive Summaries sent to the Board of Police Commissioners shows no such data for the Narcotics and Vice Division. Oddly, however, the Violent Crimes Enforcement Division (VCED) does maintain important workload metrics related to key outcomes including narcotics, firearms, and other important indicators that should be tracked by the Narcotics and Vice Division. This VCED table is shown below.

Violent Crimes Enforcement Squads Stats

Year-to-Date 2016															
REDACTED															Totals
New Charges															
Investigative Arrest	9	1	0	4	3	13	2	0	5	9	0	11	65	208	330
Federal Warrant Arrest	0	0	0	0	0	2		0	0	0	0	0	5	18	25
State Warrant Arrest	9	8	0	4	3	19		3	6	2	0	19	36	144	253
City Warrant Arrest	19	37	1	20	37	89	38	41	28	3	0	99	103	564	1079
Parole Absconder Arrest	0	1	0	0	0	0		0	0	0	0	0	2	4	7
Stop Order Arrest	0	1	0	1	0	0		0	1	1	0	0	12	23	39
Arrest Request of NVD	0	0	0	0	0	0		0	0	2	0	0	2	8	12
Arrest Request of VCD	0	0	0	4	1	0		0	0	0	0	1	19	48	73
Recovered Firearms	4	0	0	0	1	9		0	4	4	0	5	28	64	119
Recovered Narcotics															
Cocaine (grams)	0.7	0	0	0	1	12.7		0	2	0	0	22.3	35.4	114.8	188.9
Methamphetamine (grams)	0	0	0	37.14	5	0		0	0	0	0	0	14.7	82.13	138.97
Marijuana (grams)	84.1	0	11.3	9.1	55.5	410		2.5	81.45	101	0	70.5	382.21	3274.56	4482.12
PCP (grams)	0	0	0	1	1	0		0	0	0	0	0	3	92.5	97.5
Heroin (grams)	0	0	0	0.15	0	0		0	0	1	0	0	0	8.5	9.65
Prescription Pills (actual #)	0	0	0	1	0	5		0	4	7	0	0	117	130	264
Currency Recovered/Seized	0	0	0	300	0	1600		0	0	600	0	8704	0	10463	21667
Proactive															
Car Checks	38	9	2	22	12	42	8	7	12	17	5	27	101	484	786
Pedestrian Checks	4	6	0	1	6	5	7	6	1	1	0	6	30	77	150
Residence Checks	33	57	19	106	34	78	33	42	24	41	0	112	532	240	1351
Traffic Violations	11	0	0	3	12	15	2	5	0	1	0	14	24	183	270
UTT's	34	5	4	15	36	70	8	20	13	5	0	25	52	380	667
GOS's	4	3	2	0	6	4		3	1	1	0	2	4	52	82
FIF's	3	3	0	3	4	0		2	1	0	0	5	9	11	41
Surveillance Hours	0	0	44.5	205.5	0	0	58	70.5	207	0	0	0	310.6	243.5	1139.6

(2.1) The DEU and SCU Have Some Best-in-Class Approaches, but Also Opportunities for Staff Re-organization, Re-allocation and Better Information Tracking to Make More Informed Future Staffing Decisions

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

- Proactive investigations are, by their very nature, discretionary. These investigations relate to a community's values to address a wide variety of problems.
- Dedicated proactive investigative units are found in agencies which have the resources for such specialized full-time activities and which are committed to addressing important quality of life issues.
- The caseloads of proactive investigative units are typically different from the kinds of caseloads handled by core investigative units. Caseloads for proactive investigative units are long-term oriented, rely on specific problem identification and varied targeting techniques. Results, then, need to be measured differently than for traditional case handling detectives – clearance rates and active cases are not a useful measure for proactive investigations.
- Proactive investigations are often regional in nature, and therefore can periodically rely on the support of other additional local, State and Federal agencies in higher profile cases.

As a result of these factors, and because staffing levels often become an outcome of performance, the effectiveness of proactive investigative units needs to focus more on the process of targeting problems in the community and making assigned staff

accountable for results. This is particularly true for “undercover” or plain clothes units which can potentially be under close scrutiny. In brief, proactive investigative units require close oversight given their unique roles and they must have established performance expectations.

The KCPD tracks various performance data as shown in the prior table for VCED, and should continue such efforts for the DEU and SCU. Furthermore, to better facilitate reporting, these specialty teams and specialized investigative units should consider the following performance factors:

Best Management Practices Performance Review for Special Investigations

Performance Target	Reporting Criteria
Are decisions made at the appropriate level?	Major initiatives are documented and approved by the Sergeants and Captains in a Tactical Action Plan format. These are often approved at the Major level.
Clearly defined mission that focuses on both street level as well as large-scale interdiction.	Units have been developed with specific missions; this information is noted in the respective Tactical Action Plans.
Internal systems and performance measures have been designed to provide for internal accountability.	The Units provides quarterly performance reports relative to output metrics that foster accountability. See VCED reporting for an example.
Internal systems provide for clear accountability and tracking of property/evidence.	In association with Property and Evidence, clear protocols are in place and reported upon to ensure transparency.
Interaction with local, state, federal and international agencies is performed.	The Units are involved in several cooperative efforts and task forces and output and outcome measures are reported upon regularly. KCPD has several regional efforts ongoing, but reporting can be improved.
The unit is located off-site from the main department. Secured and trackable/auditable storage on-site for narcotics, money, weapons, other contraband, is available for use in undercover work.	Secured facilities are in place and periodically audited for security.
Asset seizure funds are regularly audited by an external entity.	Audit trails are in place to ensure the appropriate use of asset seizure funds.

While KCPD has adopted some of these practices, there are opportunities for further improvement related to tracking and reporting upon special investigations outputs and outcomes.

A review of the DEU and SCU work units as shown in the previous table, reveals there are some distinction in caseload mission and roles whereby consolidation of staff and reorganization could benefit internal communications, alignment of work along more common lines, and consistent supervision under the same authority. The following is noted:

- The Undercover Street Crimes and Undercover Drug Enforcement are currently supervised under two separate units (DEU and SCU) despite their common mission with former regularly gaining intelligence for the latter operation. These operations should be co-located.
- Similarly, Career Criminal Drug Enforcement has narcotics-related enforcement efforts at the highest levels, also works undercover, and should also be assigned in the same work unit as the prior street and mid-level drug undercover operations.
- Administrative Enforcement and Regional Interdiction are specialized services that should continue to be managed under one structure, but that structure should emulate the new VCD. Thus, these units should be assigned to a Division 'Special Services Unit'.
- The Metro Meth Drug Enforcement Section mission continues to shift based on community needs. The unit should be consolidated and re-organized as discussed in the Vice section below.

Based on the totality of information, some organizational shifting should occur, with particular sections reporting to specific staff positions.

(2.2) Revise Street Crime Tactical Deployment Approaches and Related Staffing Levels

KCPD Tactical Enforcement discussion has been consolidated and is found elsewhere in this report.

Recommendations:

Maintain current detective, supervision, and support staffing levels in the Undercover Street Crimes, Undercover Drug Enforcement, and Career Criminal Drug Enforcement Sections. These operations should collectively report to one (1) Captain in a re-designed Drug Enforcement Unit organizational structure.

Maintain current detective, supervision, and support staffing levels in the Regional Interdiction and Administrative Enforcement Sections. These operations should collectively report to one (1) Captain in a newly developed Special Services Unit in the re-defined Narcotics and Vice Division.

Implement output and outcome-based reporting for the Narcotics and Vice Division, as described in this report and currently accomplished in part by VCED, on a quarterly basis. Include highlights in the KCPD Annual Report and quarterly Executive Summary reports to the Board of Police Commissioners.

(3) Vice Overview

The Street Crimes Vice Section is largely a multi-agency effort that should be considered for the most part a best practices approach given its regional focus. Two (2) detectives are assigned the Regional Crimes Forensics Lab focusing on Cybercrime activities presently focused on child endangerment issues over the internet. Four (4) detectives are assigned to the FBI, two (2) with the Child Enticement Task Force and two (2) with the Human Trafficking Task Force. These detectives work with FBI but also periodically work local KCPD vice cases including prostitution, ABC, child pornography, stings and reverse stings, after hour clubs, etc. At issue is there is only one (1) remaining detective focused exclusively on in-house vice details, partnering with other FBI-assigned detectives, as necessary.

As a result of the largely regional and focused efforts of the existing vice squad, there is presently minimal staffing dedicated to the prevention of “public-order crimes” exclusively within the Kansas City city-limits. As noted above, opportunities exist to enforce alcohol and beverage control, prostitution stings and reverse stings, after hour

clubs, massage parlors, etc. Metro Meth has one such public-order crime mission in their current role, but also capacity to perform other workloads consistent with the vice-philosophy. As such, the staffing in Metro Meth should be re-constituted into a Vice operation that is dedicated to local vice efforts within the Kansas City city-limits while still allowing regional vice-related efforts that are performed currently by other assigned staff. This newly devised unit should absorb the one (1) detective currently in the “regional” vice operation. The role of this new Vice Section should include:

- Shut down of illegal laboratory facilities.
- Shut down of illegal businesses conducting vice-related crimes within the city-limits of Kansas City.
- Enforcement of business-related violations such as ABC.
- Street-level vice enforcement.

Recommendations:

The Vice Section’s staffing levels should be maintained.

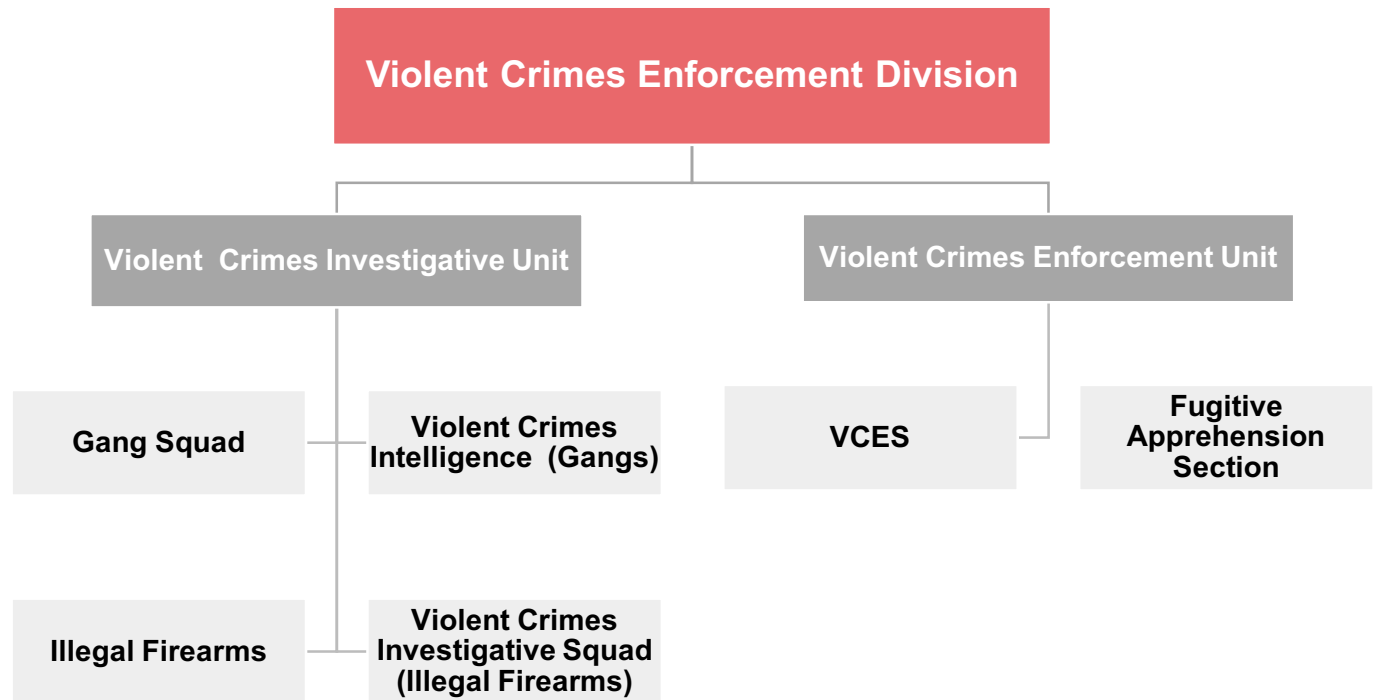
Re-configure the Metro Meth Section into a Vice operation focused within the Kansas City city-limits. Retain staffing levels, and transfer the one (1) vice detective now assigned regionally to the newly devised vice operation.

The new Vice Section, in conjunction with the existing (Regional) Vice Section, should report to the one (1) Captain in a newly developed Special Services Unit in the re-defined Narcotics and Vice Division.

10. Violent Crimes Enforcement Division Analysis – Overview

The Violent Crimes Enforcement Division (VCED) provides different investigative, enforcement and supporting services surrounding the Non-Violence Alliance (NoVA) approach to focused deterrence. These include services surrounding, but not be limited to, gang intelligence support, general intelligence efforts, suppression, career criminal surveillance, firearms investigations, fugitive apprehension, and others. The following

chart outlines the organization of the VCED within the Investigations Bureau.



The following shows the current detective staffing of these units at the time of this report:

- Two (2) Violent Crimes Intelligence and Gang Squads (9 detectives).
- Violent Crimes Enforcement Section (gang-related 12 detectives).
- Two (2) Violent Crimes Investigative and Illegal Firearms Squads (10 detectives).
- Fugitive Apprehension Section (9 detectives).

(1) The Violent Crimes Enforcement Division's Overall Mission is to Execute the NoVA Problem-oriented Policing Initiative.

From 2010 through 2013, Kansas City ranked among the worst of the 50 largest cities in the United States for homicide, averaging more than 100 per year. Violent crime in Kansas City is typically geographically concentrated in three of the department's six patrol divisions. In addition, violence disproportionately involves

firearms. From 2010 to 2014, 90% of homicides and 42% of all aggravated assaults were gun-related.

In 2011, KCPD received a grant through the Bureau of Justice Assistance's Smart Policing Initiative (SPI) to reduce violent crime. Over the next four years, KCPD and their research partners at the University of Missouri–Kansas City implemented evidence-based strategies to combat this crime to include foot patrols and other efforts. In 2013 and 2014, the SPI team planned and implemented a comprehensive focused deterrence strategy called the Kansas City No Violence Alliance (NoVA). This launched in late January 2013 to focus on street groups associated with violence in the City. NoVA began as an initiative by key law enforcement and city leaders to reduce violence in Kansas City's urban core. The National Network for Safer Communities at John Jay College began advising the effort in late 2013, leading Kansas City partners to a first major call-in in spring 2014. NoVA has support from by local partner agencies⁹ and is an offender-focused strategy designed to reduce violent crime. NoVA is a collaboration of the Kansas City Police Department, the Jackson County Prosecutor's Office, Mayor's Office, Missouri Probation and Parole, the University of Missouri-Kansas City, the U.S. Attorney's Office, the FBI and the ATF.

During 2014, KC NoVA identified 64 groups composed of 884 violent offenders. The team held four call-ins with 149 attendees. As a result of the focused deterrence strategy, 601 offenders met with social service providers, and 142 offenders received a social service assessment. This focused deterrence strategy produced statistically

⁹ <https://nnscommunities.org/impact/city/kansas-city>

significant decreases in homicide (40 percent) and gun-related aggravated assaults (19 percent). The crime decline effects were largest immediately after implementation but weakened over time.¹⁰

Specifically, ‘Focused Deterrence’ is a Problem-oriented Policing strategy that targets specific criminal behavior committed by a small number of chronic offenders who are vulnerable to sanctions and punishment. Offenders are directly confronted by the broader criminal justice system and are informed that continued criminal behavior will not be tolerated. Targeted offenders are also told how the criminal justice system (such as the police and prosecutors) will respond to continued criminal behavior; mainly that all potential sanctions will be applied. The deterrence-based message is reinforced through law enforcement crackdowns on offenders, or groups of offenders (such as gang members), who continue to commit crimes despite the warning. In addition, the strategies also reward compliance and nonviolent behavior among targeted offenders by providing positive incentives, such as access to social services and job opportunities.¹¹ This “carrot and stick” philosophy is the underpinning of the NoVA strategy at KCPD.

(2) The Longer-Term Impacts of the NoVA Initiative are Unclear Based on Important Crime Statistics.

While there was sound evidence that the initial execution of NoVA impacted key Part I violent crime characteristics, particularly homicides in 2014 as shown in the table below, based on subsequent crime trending the results are unclear. The Uniform Crime Reporting (UCR) table that follows shows a notable increase in Robberies, dramatic

¹⁰ BJA Kansas City, Missouri Smart Policing Initiative, 12/2015, page II.

¹¹ National Institute of Justice, Focused Deterrence Strategies
<https://www.crimesolutions.gov/PracticeDetails.aspx?ID=11>

increase in Aggravated Assaults, and a “return to norm” for Homicides in 2015. Additional data available for 2016 shows homicides spiking to 128—the highest homicide rate since 1998. Placing this in context, however, the murder rate rose in the U.S. in 2015 10.8% compared to the year prior, the biggest single-year percentage jump since 1971. And while 2016 U.S. data has yet to be published, preliminary information suggests a further increase will occur ranging from 5%-6% over 2015.

	2011	2012	2013	2014	2015
Violent Crime	5,536	5,862	5,864	5,862	6,709
Criminal Homicide	108	105	99	78	109
Rape	265	246	377	390	366
Robbery	1,665	1,647	1,662	1,625	1,703
Aggravated Assault	3,498	3,864	3,726	3,769	4,531

Part I Crimes Per 1,000	58.6
5YR Violent Crime	▲ 21%
5YR Property Crime	▼ -18%

While property crime rates over the last five-years are encouraging for KCPD, the violent crime data, particularly the last few years, is not encouraging; however, the correlation to NoVA initiatives and enforcement is not clear. According to a recent University of Missouri KC report:

The study raised some concern about a “decay effect” where reductions in crime drop off over time. It found, for example, that the reduction of violent crime was more dramatic in early 2014 than later in the year, and suggested the need to monitor and evaluate this trend. According to a statement by the Jackson County Prosecutor’s Office, “KC NoVA is an opportunity to study outcomes, how those outcomes were achieved and then refine our efforts for greater impact. We are now evaluating the first half of 2014 against the outcomes of 2015 to determine ways to combat a decay effect. It is a continual process of self-scrutiny.”

As noted before, the Violent Crime Enforcement Division is essentially the “tip of

the spear” for the Department’s NoVA initiative. Nevertheless, it is only one element in a multi-faceted partnership designed to executive effective Problem-oriented Policing at KCPD. This emphasis of this report is on staffing issues, and as such it cannot evaluate the multitude of factor impacting NoVA’s overall success. Nonetheless, certain observations and analysis can be made with respect to how the VCED is staffing and operating in the context of the NoVA initiative.

(3) **NoVA Efforts are Largely Linked to Gangs, Weapons, and Narcotics-related Enforcement.**

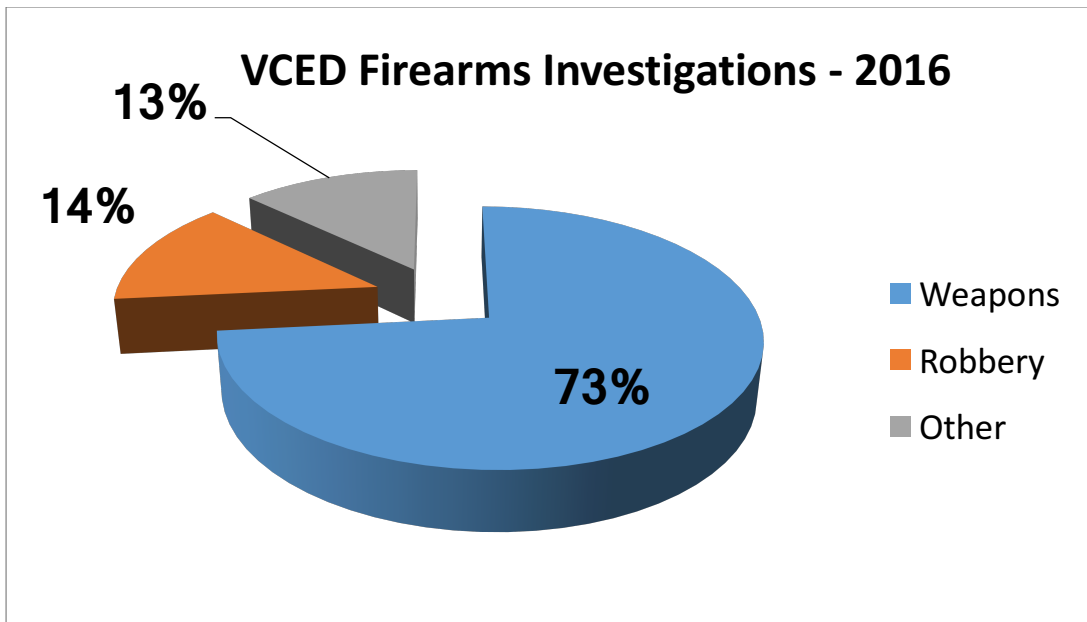
With respect to work efforts of the VCED, there is investigative and field-related efforts, much of which are proactive in nature and/or longer term investigative efforts. The following table summarizes caseloads and key work efforts for the sections in the VCED.

Work Units in the Violent Crimes Enforcement Division

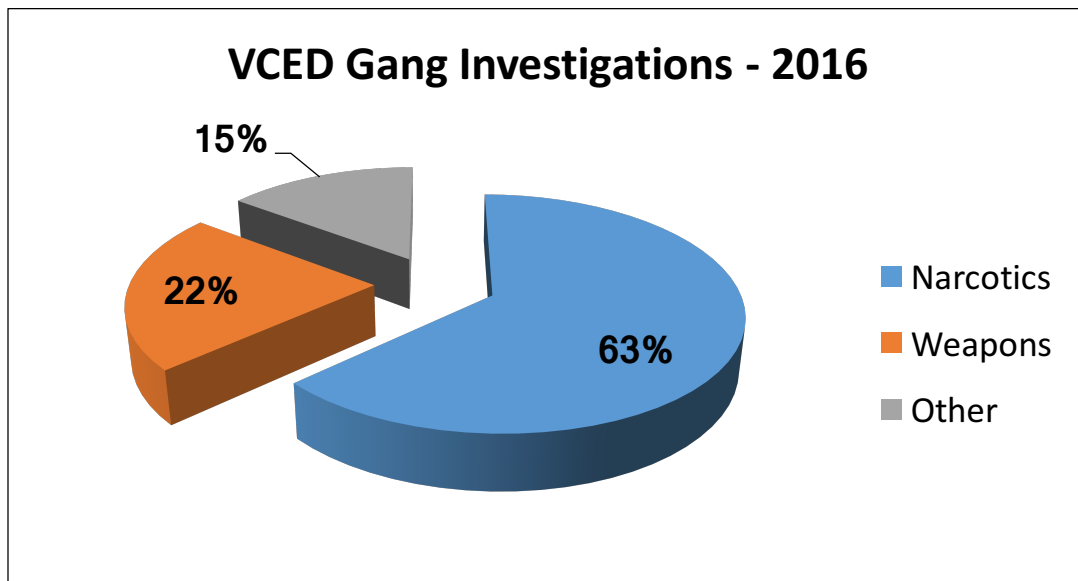
Division Section or Squad (Detectives Assigned)	# of Cases in 2016	Avg Annual Cases / Det	Avg # / Month	Avg # Open Cases / Det	Key Role(s)
Violent Crimes Investigations – Intelligence (4)		Not Applicable			Generally, a field-based gang intelligence and enforcement unit working with LERC as well as providing field training, NOVA targeting, etc. Identified as the field “gang experts.”
Violent Crimes Investigations – Gangs (5)	136	27	2.3	8	Typically gang investigations, performing higher-profile gang-related investigative efforts to include in-custody violent gang members.
Violent Crimes Investigations – In-custody firearms (5)	75	19	1.7	6	Generally investigating in-custody firearms cases, often high profile and gang related.

Division Section or Squad (Detectives Assigned)	# of Cases in 2016	Avg Annual Cases / Det	Avg # / Month	Avg # Open Cases / Det	Key Role(s)
Violent Crimes Investigations – Firearms (5)	474	79	6.6	9	Performs longer-term investigations regarding firearms, potentially involving organized crime and other similar suspects.
Violent Crimes Enforcement – Field (12)		Not Applicable			Develops intelligence generally and specifically in a gang context. Facilitates community ties for information and strategies; develops confidential informants; performs surveillance.
Violent Crimes Enforcement – Fugitive Apprehension (9)		Not Applicable			Pursues felony warrants, interfacing with prosecution, and performing State extraditions.

As shown above, Firearms investigations conducted by that Section averages 6.6 cases assigned to each detective monthly and reflects the largest caseload of any work group. Case focus is on weapon-related incidents as shown in the pie chart below.



Beyond Firearms, other caseloads are relatively limited with respect to other VCED operational units. Interestingly, with respect to the Gang Investigative Section, cases undertaken are largely Narcotics related as opposed to “violence related” as shown by the following pie chart.



In summary, the execution of the NoVA philosophy, based on the organization and assignment of staff in the VCED, is largely focused on:

- **Gang investigation and enforcement.** As shown in the table, most VCED efforts involve gang-related endeavors. This is consistent with the initial NoVA program's identification of 64 groups composed of 884 violent offenders.
- **Firearms violence.** Some VCED sections are dedicated specifically to firearms as reflected in the investigative efforts shown regarding 'Weapons' in the previous pie chart. Moreover, firearms seized is one of the metrics tracked by the VCED.
- **Narcotics-related cases.** Despite a dedicated Division to Narcotics and Vice efforts, the VCED also is periodically involved in drug investigations, particularly if they involve gangs.

While VCED performs other efforts, the Division executes the NoVA initiative through these primary approaches.

(4) Violent Crime Enforcement Division Outputs.

As shown in an earlier report table as part of the Narcotics and Vice section discussion, the VCED captures various metrics with regard to performance outputs in a 'Violent Crimes Enforcement Section Stats – 2016' document. Using that 2016 information illustrated previously, the following summary table shows what the average yearly output would be for each detective assigned to the VCED sections, excluding Fugitive Apprehension.

Average Annual Output Per VCED Detective Assigned to Investigations and Enforcement Sections (excludes Fugitive)

Output Metric	# Per Year
Arrests/Detective	47
Firearms Seized/Detective	4
Drug Grams Seized/Detective	159
Dollars Seized/Detective	699
Proactive Incidents	108
Assigned Cases/Detective ¹²	46
Surveillance Hours/Detective	37

These yearly metrics only reflect averages, and not the performance of any single

¹² Metric only includes those 15 detectives actually with case workloads.

detective. Furthermore, they clearly do not reflect all work—only that work that KCPD has decided to measure. In effect, the data translates into each detective performing about 1.4 “output events” per day whether working a case, making an arrest, conducting a proactive check such as a car or pedestrian check, etc. At issue with respect to VCED staffing and performance: is the investment of 31 detectives an appropriate investment of resources given the outputs shown?

(5) Developing Appropriate Staffing Levels in the VCED Should Rely More Heavily on Strategic Planning Consistent with Department of Justice POP Problem-solving Approaches.

The data suggest that KCPD deploys the VCED and other specialty units with best intentions, not the least of which is the execution of the NoVA initiative. But the variety of KCPD specialized units fielded, and their attendant staffing levels (over 100 staff Department-wide), demonstrate deployments that do not consistently reflect an overall planned approach with respect to Problem-oriented Policing (POP)—the underpinning of NoVA. These proactive efforts should be more definitive, and directed activities consistently developed around key goals and objectives linked to desired outcomes (as opposed to just performance outputs). These can include specific VCED endeavors to address continuing community problems; directed patrol activities; field interview sweeps; career criminal warrant arrests; or other critical Problem-oriented Policing initiatives. These should be identified by KCPD and the VCED and reflect efforts that are presently desired by the community and can best be served by NoVA-based specialized approaches.

The specialized efforts of the VCED should be more formalized, and indeed revisited in the broader context of what the KCPD wishes to achieve with the NoVA

initiative. A definitive Problem-oriented Policing approach must be regularly planned and effectively measured on an on-going basis, with constant adjustments made to help ensure desired outcomes. This programmatic approach to Problem-oriented Policing efforts is summarized in the following abstract by the Department of Justice.¹³

Problem-Oriented Policing – Department of Justice Office of Justice Programs Summary

Problem-Oriented Policing is a department-wide strategy aimed at solving persistent community problems. Police identify, analyze, and respond to the underlying circumstances that create incidents. The theory behind it is that underlying conditions create problems. Thus, officers use the information gathered in their responses to incidents, together with information obtained from other sources, to get a clearer picture of the problem. The traditional conceptual model of problem solving, known as **SARA**, follows these four steps:

Scan. Identify problems and prioritize them incorporating community input.

Analyze. Study information about offenders, victims, and crime locations.

Respond. Implement strategies that address the chronic character of priority problems by thinking “outside the box” of traditional police enforcement tactics and using new resources that were developed by the city to support problem-solving efforts.

Assess. Evaluate the effectiveness of the strategy through self-assessments to determine how well the plan has been carried out and what good has been accomplished.

This process provides for a fresh uninhibited search for alternative responses. Some examples of alternative solutions include:

- Target hardening (i.e., reducing opportunities)
- Changes in government services
- Provision of reliable information to residents
- Specialized training for police officers
- Use of community resources
- Increased regulation
- Changes in city ordinances or zoning

In summary, the process represents a new way of looking at the police function. It is a way of thinking about policing that stresses the importance of the end product rather than the means. It overlaps with Community-Oriented Policing in that the community is often involved in defining the problems and identifying interventions.

Proactive enforcement units such as those executing NoVA, often report on performance outputs that includes number of arrests, weapons and drugs confiscated, monies seized, warrants served, etc. It is difficult, however, to objectively link such

¹³ Community and Problem-oriented Policing Abstract, USDOJ, October 2010, pg. 4-5.

outputs to performance outcomes—specifically the suppression of illegal activities within Kansas City. Special enforcement activities should be tied to mitigating “community harm” as a result of these enforcement efforts, and further tools are necessary to capture these efforts. To that end, specialty teams and special investigations units should adopt a problem-solving model whereby outcomes from the problem solving can be reported upon. Using the SARA model described in the DOJ abstract above, this problem-solving approach can be detailed in a formal Tactical Action Plan (TAP) document.

By example, a brief SARA document and associated TAP can be prepared by VCED to justify why it is pursuing one Gang versus another (given there are only so many resources to deploy); or alternately why it is focusing on certain geographic areas of the City to conduct shots-fired investigations. It is important that reporting via the SARA model occurs with consistency, as this should result in outcomes, not just outputs, which can be reviewed and measured. Development of periodic SARA-based Tactical Action Plans should be adopted in addition to the reporting of performance outputs as in the provided examples.

In addition to standardized SARA approaches for managing performance of specialized units and programs, there are specific methodologies directly linked to John Jay Colleges’ National Network for Safer Communities¹⁴. One such performance management effort is ‘Shooting Scorecards’¹⁵ discussed in a USDOJ Community-Oriented Policing (COPs) abstract. Essentially, the shooting scorecard entails the

¹⁴ https://cops.usdoj.gov/html/dispatch/03-2015/national_network_for_safety_communities.asp

¹⁵ <https://ric-zai-inc.com/Publications/cops-p305-pub.pdf>

following key efforts (details of which are provided in the abstract).

- Collect and maintain base database on fatal and non-fatal shooting incidents.
- Add supplemental information on known criminal groups from other databases.
- Hold routine incident review sessions to collect detailed data on shooting motives.
- Conduct simple statistical analyses of shooting data to rank gangs.

Fundamentally, development and use of the information in the 'Shooting Scorecard' is designed to help inform the NoVA initiative's use of staff resources and ultimately what level of resource dedication is necessary to facilitate success.

These efforts should assist in justifying activities performed by special investigations units and as importantly, serve as the source documentation for determining staffing level requirements in these specialty teams. In summary, the NoVA initiative requires important due diligence efforts as well as a dedication of the appropriate staffing levels. In brief, the allocation of staff resources to these types of functions requires dedicated strategizing on an annual basis to ensure resources are not expended unwisely. There is no single formula to evaluate the level of staff resources a community should allocate to these problem-oriented enforcement efforts; however, certain initial performance expectations can be suggested and staffing levels subsequently adjusted.

Recommendations:

Implement SARA problem solving and reporting to help define NoVA specialty teams' successes and ultimately determine desired staffing levels in these work units.

Implement select John Jay Colleges' National Network for Safer Communities performance management initiatives, such as the 'Shooting Scorecards,' as described in this report.

(6) Marginally Reduce VCED Staffing Levels, Outside of Fugitive Apprehension, Until More Formal Problem-oriented Police Tools are Adopted.

The prior information suggests POP problem-solving techniques are not formalized and output metrics have opportunity for improvement. At 1.4 “output events” per day per detective, there is margin for relevant performance improvement in the absence of other Key Performance Indicators (KPIs) and outcome information (an overall downward slope for Part I violent crime). If the VCED units could maintain the same level of “output events” at an approximate 20% improvement in productivity, the staffing levels needed in the VCED investigative and enforcement Sections noted in the prior table would be 26 detectives as opposed to existing staffing of 31. This is a reasonable staffing contingent to continue the NoVA initiative under a revised POP problem-solving approach.

The executive management of KCPD should revisit the staff levels of these units annually in the broader context of formalized Problem-oriented Policing. Using the SARA framework defined in the DOJ abstract above, as well as other efforts, executive management should develop an annual VCED staffing plan that mitigates community harm, focuses more on the process of targeting problems in the community and making assigned staff accountable for results.

Recommendations:

Maintain staffing levels in the Fugitive Apprehension Team.

Reduce the 31 actual detectives assigned to the ‘gangs’ and ‘firearms’ units (9+12+10) to 26 actual/authorized positions—a reduction of five (5) positions.

(7) Re-organize the Violent Crimes Enforcement Division.

The Fugitive Apprehension Section performs the following key duties:

- Conduct intra-state Fugitive apprehension. Acts as case conduits for prosecution but also pursues inter/intra state extraditions.
- Pursues felony warrants.

While the efforts of the Fugitive Apprehension Section do support the VCED, their efforts largely support the entire Investigations Bureau, and would more reasonably align with the Major Crimes Division. With this relocation, the Violent Crimes Enforcement Division becomes largely dedicated to special investigative and enforcement efforts surrounding gangs and firearms activities. The Division can then be reorganized around these two focused deterrence efforts.

Recommendations:

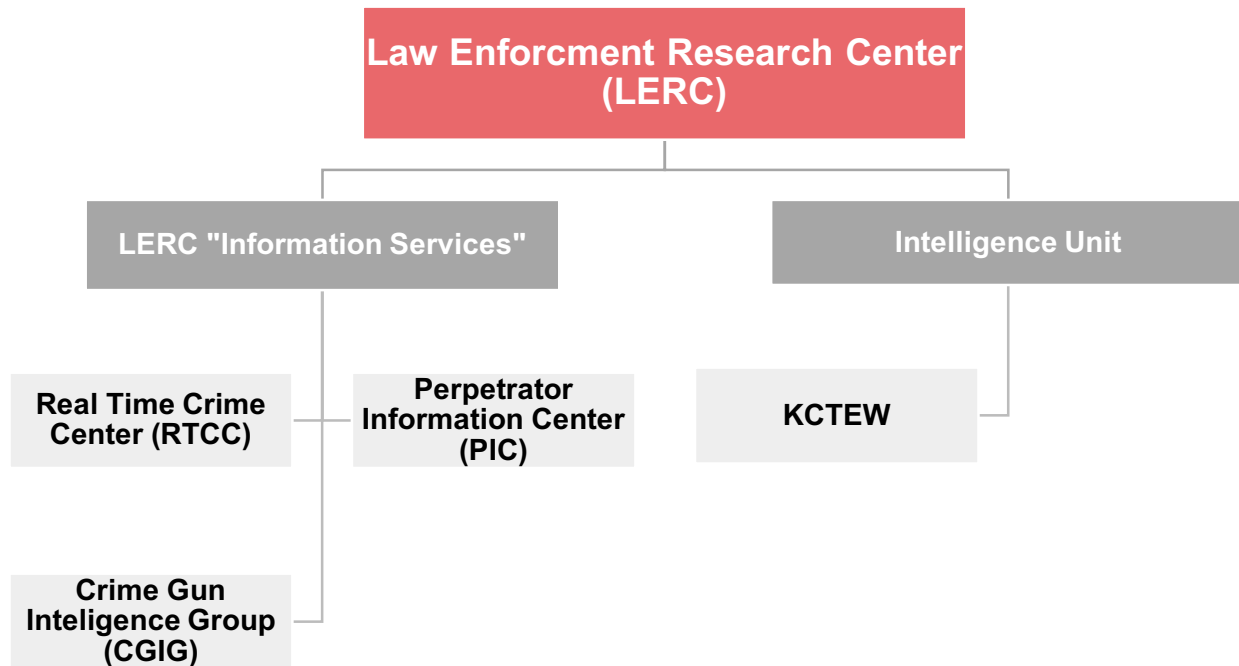
Relocate the Fugitive Apprehension Section from the Violent Crimes Enforcement Unit to the newly developed Violent Crime Unit in the re-defined Major Crimes Division.

Develop a Firearms Unit and Gangs Unit, with the attendant sub-Sections, in the re-defined Focused Deterrence Division.

11. The Law Enforcement Resource Center Plays a Vital Role in Coordinating Crime Analysis and Intelligence for the City and Department.

The Law Enforcement Resource Center (LERC) is a new Division (2012-13) created to largely centralize operational intelligence and analysis in the Department. Functions include Intelligence Unit (general intelligence and the region's Fusion Center for terrorism intelligence), the Real Time Crime Center (RTCC) for operational support, Perpetrator Information Center (PIC) for crime analysis on violent crimes and the Crime Gun Intelligence Unit which works with ATF on crimes which can be federally prosecuted. LERC provides information in support of the Department's weekly IRIS meetings (modified compstat process – Information Response / Information Sharing).

The following chart outlines the organization of the LERC of the Investigations Bureau.



The principal functions within LERC are:

- The **Real Time Crime Center** functions as an IT operations support unit for the field and investigators on violent crimes. It Currently operates 12 hours per day 5 days per week but is also activated on large events.
- The **Perpetrator Information Center** comprised of crime analysts in support of patrol and investigations, especially relating to violent crime. Staff (a Sergeant and 5 Detectives are assigned to 2 Teams: investigative support (especially for VCED (aka NOVA); and crime analysts for Patrol Divisions. Crime analysts for Patrol are centrally organized with decentralized roles.
- The **Crime Gun Intelligence Group** which performs analysis of forensic results relating to shell casings, shot spotter, suspect information.
- The **Intelligence Unit** functions in 2 squads. Detectives provide physical and technical surveillance relating to international and domestic terrorism, organized crimes and some gangs. They also provide dignitary protection.
- The **Kansas City Terrorism Early Warning Center (KCTEW)** – An all threat intel unit attached to Federal, State and regional (8 counties in MO and KS plus

fire, from staff from Olathe Fire Department) entities in analytical capacity. KCTEW functions as the Fusion Center for the City, Department and region.

The Kansas City Police Department are clearly meeting several 'best management practices' with the way it organizes and delivers crime analysis and intelligence related information. These are:

- The fact that virtually all operational analysis and intelligence gathering is largely centralized.
- Real time crime information and operational intelligence support is a leading and 'best practice' in law enforcement.
- Operation of a fusion center is a necessary approach for large law enforcement agencies and regions.
- The nexus of guns and crime is an effective strategy in getting serious criminals off of the streets.
- Centralization of crime analysis with decentralized responsibilities is an effective strategy to address workload balance and consistency. Standards of crime analytical support are in place which result in consistent reporting in addition to the ability to respond to request for analysis and investigative support.

Approaching crime analysis and intelligence gathering provides huge advantages to an agency, including the coordination and use of the data for Patrol and Investigations operationally but also for planning purposes for crime control purposes internally and externally.

There are two issues which need to be addressed in LERC – civilianization and the hours for the Real Time Crime Center.

- **Civilianization** – currently the various crime analytical functions in LERC operate with a mix of sworn and civilian personnel as shown in the table below:

Functional Area	Current #	Classification
Division Management	1 1 1	Major Captain Administrative Assistant
Real Time Crime Center (RTCC)	1 5	Sergeant Detective
Perpetrator Information Center (PIC) Team 1 Team 2	1 3 1 1 4	Sergeant Detective GIS Analyst Sergeant GIS Analyst
Crime Gun Intelligence Group	1 2 1	Sergeant Detective Analyst (civilian)
Intelligence Unit	1 2 8	Captain Sergeant Detective
KCTEW (KC Terrorism Early Warning Center)	2 1 2	Detective Analyst (civilian) Analyst – Outside Jurisdictions

Crime analysis and intelligence functions in larger agencies across the country either as completely, largely or mixed civilians and sworn personnel. Kansas City is in the latter category, though most positions are sworn. There are issues in the current approach which include analysts doing many of the same tasks with different backgrounds and compensation; the fact that all units are managed by sworn personnel eliminates any promotional abilities for civilian personnel. The project team believes that many units can be largely or completely civilianized:

Functional Area	Type of Employee(s)
Division Management	Sworn
Real Time Crime Center (RTCC)	Mixed / Sworn Management
Perpetrator Information Center (PIC)	Civilian
Crime Gun Intelligence Group	Mixed / Sworn Supervision
Intelligence Unit	Sworn
KCTEW (KC Terrorism Early Warning Center)	Mixed / Sworn Supervision

- **Real Time Crime Center** – the creation of the Real Time Crime Center was a major advancement for the Kansas City Police Department – it provided

opportunities for immediate support to responders and detectives at the scene of a major crime. Around the country these units have been valuable (e.g., Raleigh and Houston). While 12 hour coverage is effective, in Kansas City the effectiveness of this support is hampered by the fact that it is limited in the number of days per week (5). The project team believes that 12 hours 7 days should be the targeted coverage. Civilianization is a cost effective approach to meet this and allocating certain roles to civilian crime analysis.

There are major opportunities to achieve a cost effective approach to meeting crime analytical needs in Kansas City through a great reliance on civilians. The project team recommends the following approach:

Unit	Current #	Current Classification	Rec. #	Rec Classification
Management	1 1 1	Major Captain Administrative Assistant	1 1 1	Major Managing Analyst Administrative Assistant
RTCC	1 5	Sergeant Detective	1 5 2	Sergeant Detective Analyst (civilian)
PIC	2 3 5	Sergeant Detective GIS Analyst	0 0 2 5 3	Sergeant Detective Supervising Crime Analyst GIS Analyst Analyst (civilian)
CGIG	1 2 1	Sergeant Detective Analyst (civilian)	1 1 2	Sergeant Detective Analyst (civilian)
Intelligence	1 2 8	Captain Sergeant Detective	1 2 8	Captain Sergeant Detective
KCTEW	2 1	Detective Analyst (civilian)	2 1	Detective Analyst (civilian)

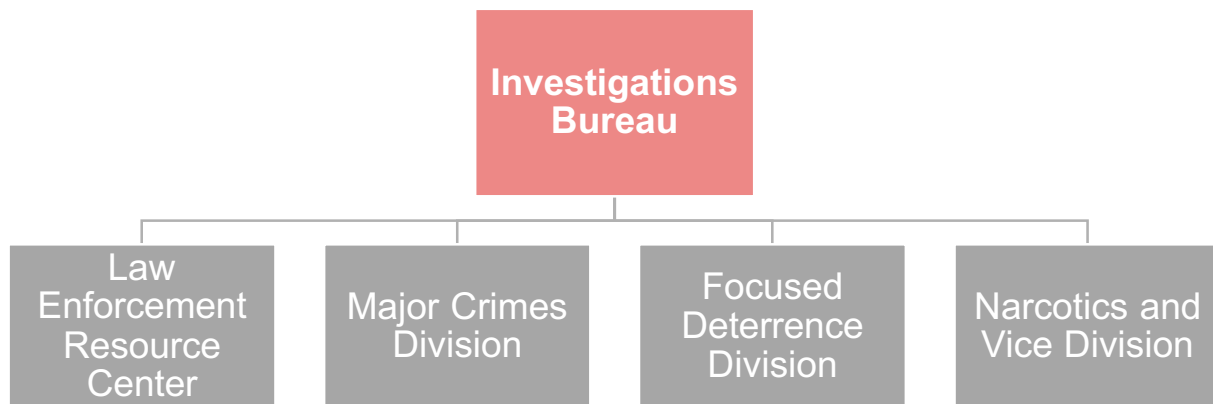
Recommendations:

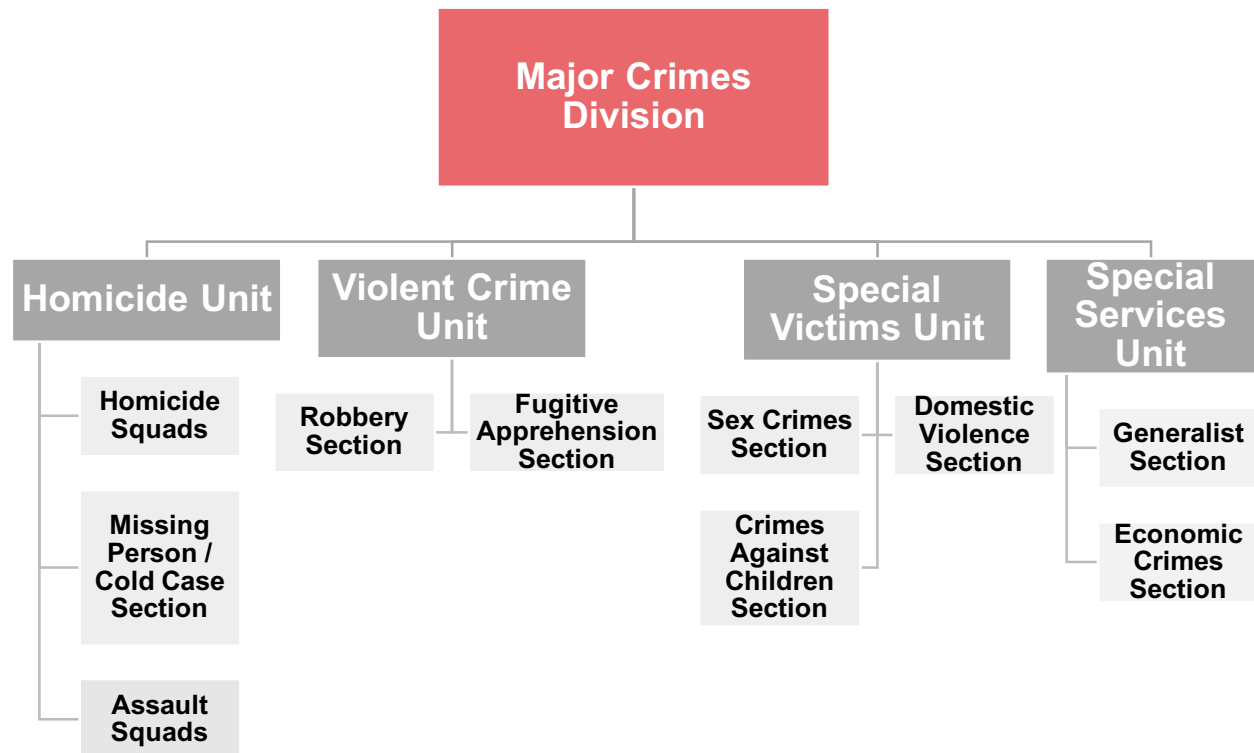
Civilianize 4 crime analytical positions as well as 2 supervisory positions and 1 management position in various LERC units.

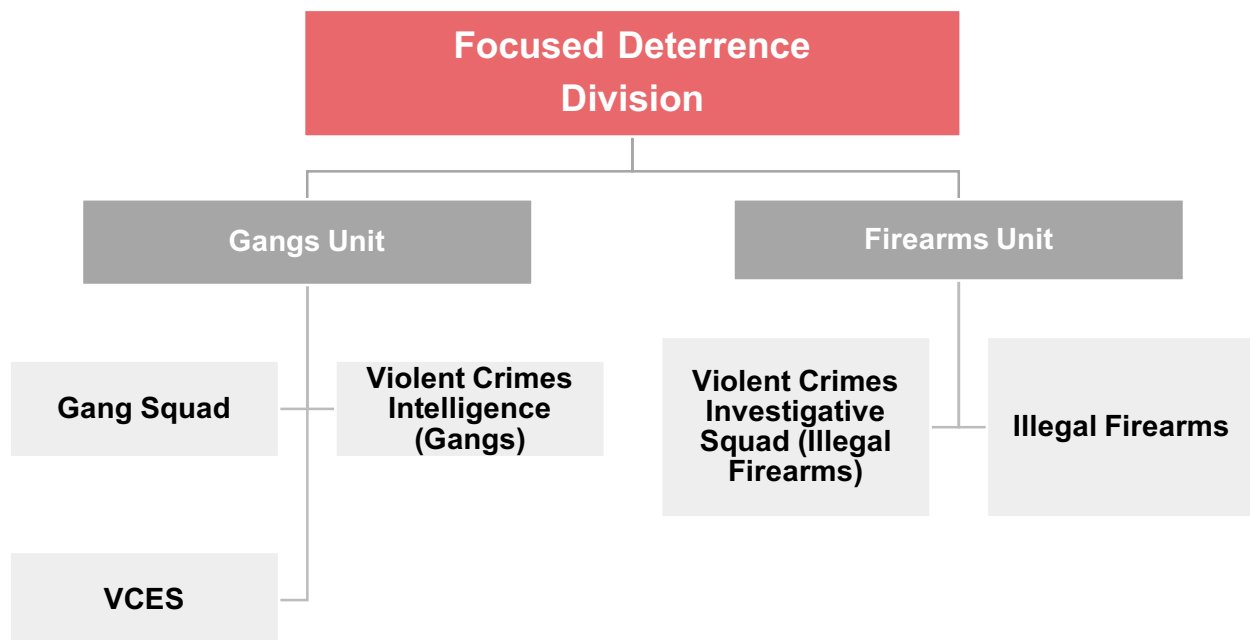
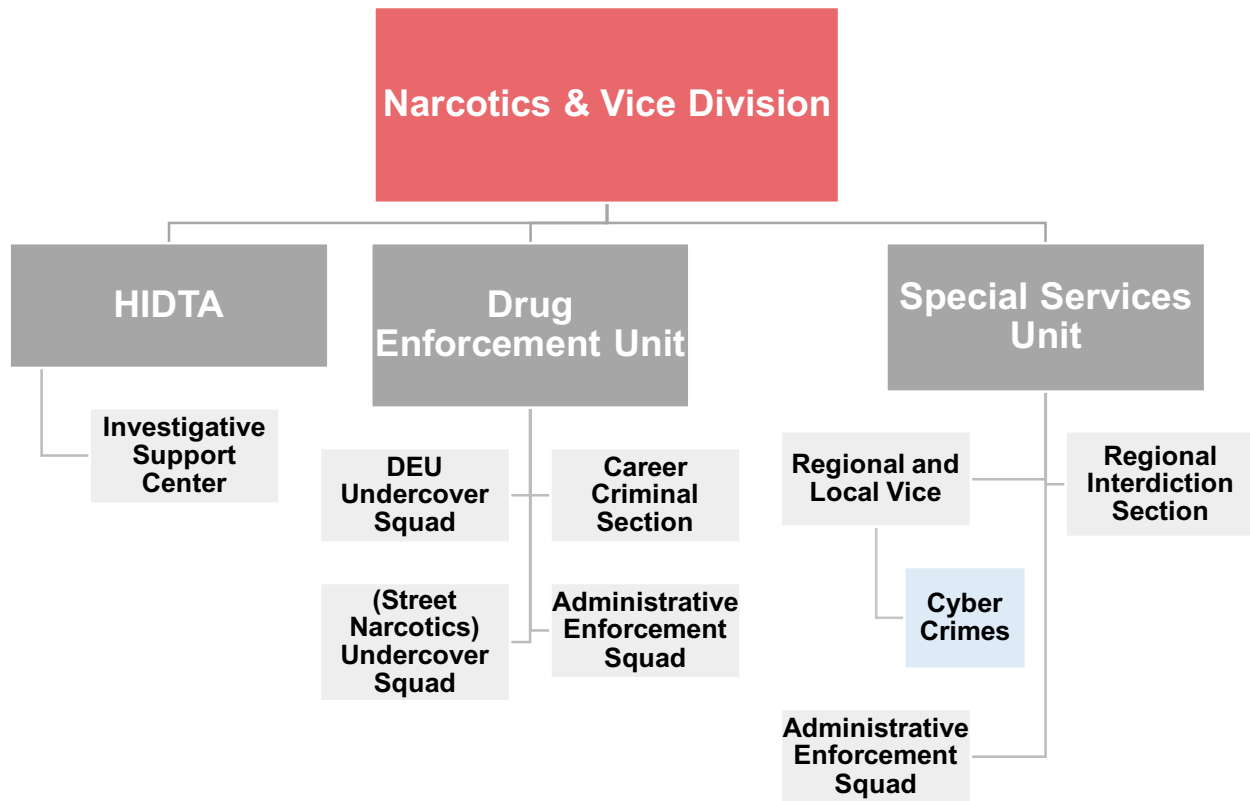
Use a hybrid civilianization approach to expand the service days of the Real Time Crime Center by adding 2 civilian crime analysts.

12. Investigations Bureau Re-Organization

In the preceding sections of this chapter various organization structure changes have been recommended to better facilitate communication, cooperation, and staff resource alignment. This section of the chapter will serve as a summary of the recommended changes to the organizational structure and authorized staffing levels for the Investigations Bureau. As noted throughout this chapter, there were several organizational and reporting changes discussed. Based on the changes recommended in this Chapter, the following charts details the recommended organization edits.







One Major serves as the Executive Officer to the Deputy Chief. The Major has 1 Sergeant and 1 Administrative Assistant as direct reports that assist in personnel and administrative matters for the Bureau. The Executive Officer (Major) coordinates logistics for the bureau, coordinates Bureau correspondence and paperwork. The Executive Officer also performs many tasks at the direction of the Deputy Chief. This can include attending meetings, preparing reports, reviewing documents and briefing the Deputy Chief. Many agencies consider the executive officer position as a career development position because it allows a subordinate to be part of many different aspects of the organization before they are promoted into a position with greater authority and complexity.

Recommendation:

Re-organize the staff and organizational structure of the Investigations Bureau as described/shown in this Report.

13. Investigations Bureau Summary

This section of the chapter will serve as a summary of the recommended changes to the organizational structure and authorized staffing levels for the Investigations Bureau. As noted throughout this chapter, there were several organizational and reporting changes discussed. Based on the changes recommended in this Chapter, the following charts details the recommended organization structure for the Bureau:

KANSAS CITY, MISSOURI
Final Report on the Police Department Workload / Staffing Study

Functional Area	Current Authorized Staffing			Recommended Staffing			Staffing Change
	Sworn	Civilian	Total	Sworn	Civilian	Total	
Investigations Bureau							
Bureau Administration	3	1	4	3	1	4	0
LERC							
Division Management	2	1	3	1	2	3	0
RT Crime Center	6	0	6	6	2	8	+2
Perpetrator Intel	5	5	10	0	10	10	0
Crime Gun Unit	3	1	4	2	2	4	0
Intelligence	11	0	11	11	0	11	0
KCTEW	2	1	3	2	1	3	0
Violent Crimes Division (Rec: Major Crimes)							
Division Management	5	1	6	4	1	6	0
Homicide Squads	25	0	25	28	0	28	+3
Assault Squads	14	0	14	20	0	20	+6
Robbery Section	14	6	20	15	6	21	+1
Economic Crimes	7	0	7	7	0	7	0
Generalist Section	10	0	10	10	0	10	0
Sex Crimes	8	0	8	8	0	8	0
CACS	8	0	8	10	0	10	+2
Domestic Violence	10	0	10	10	0	10	0
Missing/Cold Case	7	0	7	6	0	6	-1
Narcotics and Vice Division							
Division Management	7	2	9	7	2	9	0
HIDTA	2	4	6	3	4	7	+1
Street Crimes	5	1	6	5	1	6	0
Drug Units	30	3	33	30	3	33	0
Vice	8	0	8	12	2	14	+6
Metro Meth	4	2	6	0	0	0	-6
Violent Crimes Enforcement Division (Rec: Focused Deterrence Division)							
Division Management	5	1	6	5	1	6	0
Gang-Related Squads	24	0	24	21	0	21	-3
Firearms-related Sq.	12	0	12	10	0	10	-2
Fugitive Apprehend	10	1	11	10	1	11	0
Byrne GRANT (term.)	0	0	0	0	0	0	0
Investigations Bureau	247	30	277	247	39	286	9

4. Analysis of the Administration Bureau

The Administration Bureau is comprised of the Information Services Division, Regional Criminalist Division and the Property and Evidence Unit. The Information Services Division is responsible for all technology support for the Department. The Regional Criminalistics Division is responsible for the evidence collection and processing for the Police Department. Additionally, the Property and Evidence Unit was placed under the Bureau in February 2017, and is responsible for securely inventorying, storage, and disposition of all property and / or evidence collected by the Department. All three operations included in the Administration Bureau provide valuable support to the Police Department and is comprised of a variety of civilian and sworn personnel with a multitude of specialization within each Division.

1. Information Services Division

The Information Services Division is responsible for maintaining the information technology systems of the Police Department, along with maintaining the records management systems and related functions. The Information Services Division is comprised of the Information Technology Systems Unit, Information Technology Support Unit, and the Information Management Unit. These critical functions are all located in the Police Headquarters and is led by a Director. In addition, to these divisions, there is a Special Projects group that is comprised of a Sergeant and two Police Officers, which focus on researching and implementation of new technology projects, especially technology designated to deployment with Patrol Officers. Special Projects reports directly to the Director.

(1) The Information Services Division Should Create and Implement a Strategic Plan to Guide the Division.

The Information Services Division should create a strategic plan to help guide the Division moving forward. This proactive approach, will help provide direction on staffing and resource allocation for the Division. As technology is constantly evolving, a strategic plan will provide the framework for what changes will be a priority and provide staff with a greater ability to order their tasks on a daily basis. Also, the strategic plan will outline project timelines and will create greater flexibility in staffing resources in order to meet the demands associated with supporting the implementation of new technology in the department and to also help prevent multiple projects being implemented at the same time which may limiting staff's ability to train and support the new technology. It should be noted that during this study, Information Services started the process of developing a strategic plan in conjunction with the City's Information Technology Department.

Recommendation:

Create and implement a strategic plan for the Information Services Division to help guide the allocation of staffing resources.

(2) The Information Services Division Should be Managed by a Civilian Director.

For the duration of this project the Information Services Division Director position has been vacant, which has been subsequently backfilled by the Information Technology Systems Unit Captain. Based on the evolutionary nature of technology, it is important for the Division to be led by an individual that has a strong information technology background and someone who has strong knowledge of the technical systems associated with supporting the needs of an agency the size of the Police Department. In order to best serve the technology needs of the Department, it is recommended that the

Information Services Division be managed by a civilian Director. This does not constitute a change to the current authorized position of Director for the Information Services Division.

Recommendation:

Maintain the civilian Director position for the Information Services Division.

(3) Efficiencies May Be Gained from Merging the Information Services Division with the City's Information Technology Department.

Considering the unique statutory designation of the Kansas City Police Department, historically there has been minimal sharing of resources between the Police Department and the City of Kansas City. This has resulted in both the Police Department and the City having separate Information Technology functions. While the project team did not speak with the City's Information Technology Department in respect to their operations, or staffing resources, the project team can only make recommendations to the sharing of non-personnel resources. Based on the project team's understanding, there is currently no sharing of resources between the two agencies. While the project team will not comment on the potential impact of staffing allocation associated with a consolidated Information Technology Department, there are other areas that may benefit both the City and Police Department. These benefits may include:

- Consolidation of servers and server room locations.
- Reduction in equipment (e.g. servers, backup power supply).
- Sharing of infrastructure (e.g. fiber network, phone system, cloud storage, backup centers).
- Increased efficiency in contracts (e.g. bulk equipment purchasing, cloud storage, software contracts).
- Consolidation of software applications and platforms.

- Sharing of technical skills and expertise.

Each of the benefits mentioned above potentially can provide both the City and Police Department fiscal savings associated with basic operational costs. It is recommended that the City and Police Department continue exploring the consolidation of these support functions and any potential staffing implications resulting from merging both operations.

Recommendation:

Consolidate servers, share infrastructure, purchasing agreements, and equipment between the Police Department and City.

2. Information Technology Systems Unit

The Information Technology Systems Unit includes the Applications Development, Network Infrastructure Services, and System Services Sections. These three sections are responsible for the implementation and maintenance of the Department's local area network, servers, network security, software applications, and processing software utilized by the Department. The positions in these sections are all civilian analysts, but report to a Captain.

(1) The Information Technology Systems Unit Should Be Led by a Civilian Manager.

Similar to the Director of the Information Services Division Director, the Information Technology Systems Unit should be led by a civilian Manager. A professional that has substantial experience in the implementation and maintenance of technology infrastructure is paramount in effectively coordinating the efforts of this Unit. Additionally, this Unit is comprised of all civilian staff, which easily allows for the conversion of the Captain position to a civilian Manager. Therefore, it is recommended that the Information

Technology Systems Unit is led by a civilian Manager. However, it may be prudent to transition to a civilian manager at the conclusion of several major projects that are currently underway and this personnel change incorporated into the strategic plan.

Recommendation:

The Information Technology Systems Unit should transition from a Captain to a Civilian Manager.

(2) Applications Development Section and System Services Section Should Be Combined to Provide More Efficient Services.

The Applications Development and System Services Section duties include similar tasks related to the supporting software applications. While the Application Development Section is primarily focused on software applications and the Systems Services Section focuses on processing software and database management, they both are responsible for supporting software systems. In order to more easily share resources, the two sections should be combined. This merge will result in the sharing of staffing resources and providing more efficient services to the end users, while potentially leading to the consolidation of the number of software applications that are supported throughout the Department. Additionally, the Application Development Section does not have an authorized supervisor position and reports directly to the Unit Captain (or Manager), this consolidation will allow for a more hierarchical approach, similar to other units within the Department. It should be noted that during the course of this project, Information Services began the process of integration of these two sections.

Recommendation:

Merge the Application Development and Systems Services Sections into one section, that includes one Supervisor.

(3) Special Projects Should Be Incorporated into the Applications Development / System Services Section.

As briefly mentioned in the overview of the Information Services Division introduction, there are three staff assigned to Special Projects. Special Projects is tasked with providing oversight for implementation of technology projects. Researching new technology that includes verifying compliance with applicable regulations, and the development of some applications and programs (e.g. online recruiting application). Special Projects has a wide array of duties, but provides similar and interrelated duties to personnel assigned to the Application Development / Systems Services Section. In order to have a coordinated approach to software and technology research and implementation, it is imperative to have all personnel under the same operational umbrella. By merging Special Projects with Application Development / Systems Services it will allow for a more streamlined approach to research, implementation, and maintaining software and application systems.

Along with this consolidation, the Sergeant position should be transitioned to a civilian Supervisor and work in conjunction with the Supervisor assigned to this section. Additionally, the two Police Officer positions should transition to civilian Computer Service Analyst in order to maintain consistency in job title and duties within the Section. In order to maintain the field knowledge that Police Officers have about their technology needs, officers in sight may be provided via a committee on a project basis.

Recommendation:

Merge Special Projects with the Application Development / Systems Services Section.

Transition the Special Projects Sergeant to a civilian Supervisor.

Convert the Police Officer positions to a Computer Service Analyst.

(4) A Total of Two Supervisors, 12 Analyst Are Recommended for Application Development / Systems Services / Special Projects Section.

Based on the consolidation of these three functional areas and the efficiencies that will be achieved, results in no changes in the current number of authorized staff. The coordination of tasks and sharing of resources among this large group will result in adequate support for the department. With a fewer number of software application and systems to maintain in conjunction with the implementation of a Division wide strategic plan, staffing resources can be more effectively deployed to meet the typical demand of the section. This consolidation results in no additional resources needed for the section.

Recommendation:

Maintain the current authorized staffing level of two Supervisors and 12 Analyst for the Application Development / System Services / Special Projects Section.

3. Information Technology Support Unit

The Information Technology Support Unit is responsible for providing technical support for all technology and digital equipment for the Police Department. This includes the support for all physical hardware along with troubleshooting for enterprise software systems. Help desk support is provided to the Department on a continuous basis. The Unit is comprised of the Help Desk and Technology Support Sections and consists of a civilian Manager, one Supervisor, and 13 Operator / Service Specialist.

(1) The Help Desk and Technology Support Section Should Be Combined and Cross Trained.

As technology continues to evolve and the delineation between software and hardware systems diminishes, it is important for technology support staff to have a broad skill set. Both government and private sector businesses have found great success in

cross-training technicians that can provide both software and hardware support. The project team recommends that the Help Desk and Technology Support Section merge with the goal of providing more efficient services to the Department. There are multiple benefits to merging these two sections, a few of the benefits include:

- Cross-trained staff to more efficiently and effectively resolve issues as they arise.
- Reduce overtime burden on Help Desk staff.
- Broaden the skill set of specialists assigned to the Unit.
- Provide a more consistent chain of command for the Section (Help Desk staff current report directly to the Information Technology Support Unit Manager).
- Additional staff resources to handle larger projects (e.g. bringing a new facility online, updating hardware for a particular unit, etc.).

As technology continues to evolve, and the adoption of more technology devices within the Department, it is important to have adequate resources to implement but also maintain these devices. By consolidating the Help Desk and Technology Support Section it will result in increased personnel resources to support the technology needs of the Department. It should be noted that during the course of this project, Information Services began the process of integration of these two sections.

Recommendation:

Merge the Help Desk and Technology Support Sections into one operation and maintain the title of Help Desk Section.

(2) The Newly Revised Help Desk Section Needs a Total of 15 Service Specialists, One Supervisor, and One Manager.

In order to recommend staffing needs for the revised Help Desk Section, it is important to look at workload data. While the current Help Desk and Technology Support Section do track some request data, they only track items that come via Police

Department intranet submittals or items that cannot be resolved immediately over the phone or in person. The following table is a 7 month sample of items officially tracked:

“Ticketed” Workload Data

Section	Status	June '16	July '16	Aug '16	Sept '16	Oct '16	Nov '16	Dec '16	Avg.
Help Desk Section	Open	0	0	0	0	0	0	0	0
	Closed	309	283	611	537	344	276	260	374
	Total	309	283	611	537	344	276	260	374
	Completion Rate	100%	100%	100%	100%	100%	100%	100%	100%
Technology Support Section	Open	14	11	19	17	15	14	17	15
	Closed	183	183	200	209	162	128	149	173
	Total	197	194	219	226	177	142	166	189
	Completion Rate	92.9%	94.3%	91.3%	92.5%	91.5%	90.1%	89.8%	91.8%

As seen in the table above, the Help Desk Section averaged 374 ticketed request per month, with a 100% completion rate. While the Technology Support Section averaged 173 request per month and a 92% closeout rate.

As discussed in the previous section, the Help Desk and Technology Support Section should be integrated to provide increased staff coverage. The project team recommends that the Help Desk continue to provide 24/7 coverage and that two personnel should be assigned to the Help Desk at all times. When determining the number of staff associated with staffing the Help Desk around the clock, it will require a total of 11 staff. This is based on the fact that annually, these two positions require a total of 17,520 hours of coverage. When incorporating that staff are only available approximately 75% of the time when incorporating vacation, sick time, training, etc. when staff are not available to perform their duties, this results in the need of 11 full time staff.

In order to adequate configure and commission new hardware and software, there needs to be dedicated staff assigned to perform these functions. For hardware support,

the ratio of technicians to agency staff is one to 500 hundred. Based on the fact that the Police Department has approximately 2,000 authorized positions, this results in the need for four specialists to support the Department.

Overall, a total of 15 Operator / Service Specialist are recommended to provide Help Desk and other support to the Police Department. A total of 11 staff should be dedicated to the operating the Help Desk, and four staff assigned to the commissioning of new technological equipment for the Department. This is an increase of two Operator / Service Specialists above current authorized levels.

Recommendations:

A total of 15 Operator / Service Specialists are recommended for the Help Desk Section, this is an increase of two authorized positions.

Maintain one Supervisor and Manager for the Help Desk Unit.

4. Information Management Unit

The Information Management Unit is comprised of four sections that are responsible for supporting a multitude personnel throughout the Department. The Information Management Unit is made up of the Criminal Records, Records Management System (RMS) Validation, Real Time, and Digital Technology Sections. Each section is responsible for typical office support type duties that revolve around processing data and record keeping. The unit is made up of primarily civilian staff, while unit management is currently a sworn (Captain) position.

Currently, the Information Management Unit is managed by a Captain. Considering that the majority of the positions within this unit are civilian (93%) and considering that the bulk of the work is performed in an office environment, the position may easily be transitioned to a civilian Manager. Information management is primarily a

support function that is responsible for data and records management for the department, operations is focused more on the inputting and maintenance of records. Three of the four sections within this Unit are solely staffed with civilians. Currently the Digital Technology Section is the only section that utilizes sworn staff.

Transitioning to a civilian director will help reduce the potential for turnover in the management position. A civilian Manager may allow for a person with more experience in the records, data management and analysis to fill this position. As with many other positions discussed in this report, the manager of this unit is responsible for process management, which is generally not taught in most police training courses. In addition, having a civilian Manager is less subjectable to turnover, allowing for better cohesion among staff and provides operational stability within each subsection.

Recommendation:

Information Management should be changed from a Captain to a Civilian Manager.

5. Criminal Records Section

(1) Criminal Records Section Provides Critical Support Functions.

The Criminal Records Section was analyzed and reviewed. Criminal Records is responsible for duties related to the filing, scanning, indexing, distribution, and retention of police reports, records, and criminal history information, along with operating the public counter at Police Headquarters. Additionally, staff process police reports, bonds, tow releases, order of protections, ex parte orders, juvenile orders, local warrants, and stolen articles, and distribute criminal history reports.

In addition to these duties of inputting and maintaining records, staff operate the public counter. When at full staff, the public counter is staffed 24 hours, seven days per

week. However, at the time of this report, the counter is only staffed from 0700 to 1900 hours, daily. Based on discussion between the project team and the Department, it is the Department's intent to maintain operating the public counter on a 24/7 basis.

Current authorized staffing levels of the Criminal Records Section includes four Supervisors, three Assistant Supervisors, and 26 Administrative Assistants. Administrative Assistants are cross-trained, but primarily specialize in specific functional work areas, which is considered a best practice.

The project team was provided with relevant workload data from 2016. The following chart displays the task and respective total from 2016:

Criminal Records by Tasks (2016)

Task	2016
Filing Incident Report	2,657
Distributing/Processing Police Report-Service Counter	4,560
Scan/Index Police Report	480
Report Reproduction	1,300
Open Record Request – Special Request Desk	6,240
Bond Processing	988
Processing/Release of Tows Abandon & Repossession	27,072
Full Order of Protections	2,880
Juvenile Orders	144
Stolen Articles	12,000
Expungements	8
State Arrest Dispositions	14,400
Ex parte	5,760
Hold Highway Patrol	64,000
Phone Desk	18,000
Mail-in-Desk	21,000
2 nd Party Check Warrant	2,800
State Warrant Entry	11,760
Stolen Auto Processing	4,200
Validation Gun	8,400
Warrants Desk	1,960
Validation State Warrants	1,200
Validation Ex parte/Full Order	1,380
Validation Stolen Autos/License/Boat	14,400
FBI NICS Entry	7,200
2 nd Party Check Exparte & Full Orders	9,600
Total	244,389

In 2016, Criminal Records processed 244,389 requests. Most tasks included Holds for MHP, Tow Processing / Release, Abandoned Vehicles, Mail-In and Phone Requests, State Arrest Dispos, and Validation of Stolen – approximately 65% of all tasks.

(2) Criminal Records Should Be Increased by Three Administrative Assistants.

In order to determine the number of staff needed to complete the workload associated with Criminal Records, staff provided estimated times associated with each task. Based on the estimates for 2016, the following staffing projections were made:

Estimated Workload Hours and Full Time Equivalents Required

Task	2016	Process Time (Mins)	Total Hours
Filing Incident Report	2,657	30	1,329
Distribute/Process Police Report-Service Counter	4,560	3	228
Scan/Index Police Report	480	2	16
Report Reproduction	1,300	60	1,300
Open Record Request – Special Request Desk	6,240	20	2,080
Bond Processing	988	10	165
Process/Release Tows Abandon & Repossession	27,072	3	1,354
Full Order of Protections	2,880	30	1,440
Juvenile Orders	144	30	72
Stolen Articles	12,000	2	400
Expungements	8	480	64
State Arrest Dispositions	14,400	60	14,400
Ex parte	5,760	30	2,880
Hold Hwy/Patrol – (high volume)	64,000	3	3,200
Phone Desk	18,000	8	2,250
Mail-in-Desk	21,000	2	700
2 nd Party Check Warrant	2,800	15	700
State Warrant Entry	11,760	20	3,920
Stolen Auto Processing	4,200	10	700
Validation Gun	8,400	3	420
Warrants Desk	1,960	240	7,840
Validation State Warrants	1,200	15	300
Validation Ex parte/Full Order	1,380	15	345
Validation Stolen Autos/License/Boat	14,400	5	1,200
FBI NICS	7,200	10	1,200
2 nd Party Check Exparte & Full Orders	9,600	10	1,600
Total FTE Hours			50,102
Number of FTE's Required			24.1
Staff Availability			80%
Total FTE's Required			30.1

Based on the number of tasks completed in 2016, the estimated time to complete each task, and that staff are only available to work 80% of their scheduled time, a total of 30.1 full time equivalent employees are needed for Criminal Records. Considering the primary staff that is responsible for completing task includes a mixture of Assistant Supervisor and Administrative Assistants, it was assumed that Assistant Supervisors dedicate 50% of their time to supervisor duties, while Administrative Assistants dedicate all their time to complete these functions. When incorporating the utilization rate for Assistant Supervisors this increases the need of 1.5 full time equivalent employees to complete respective tasks, resulting in the need for 31.6 full time equivalent employees. This is an increase of three Administrative Assistants compared to current authorized level of 26.

The current authorized levels for Supervisors and Assistant Supervisors should remain the same. Currently, there is one Supervisor and one Assistant Supervisor assigned to each shift, with an additional Supervisor that assigned to the day shift, which has the most employees on duty.

Overall, it is recommended to increase the number of Administrative Assistants to 29, which is an increase of three above current authorized levels. Additionally, the current authorization of four Supervisors and three Assistant Supervisors is recommendation. This results in a total of 36 full time employees in the Criminal Records Section.

Recommendation:

A total of 29 Administrative Assistants is needed for the Criminal Record Section, an increase of three authorized positions.

Maintain the current authorization levels of four Supervisors and three Assistant Supervisors.

6. Real Time Section

(1) The Real Time Section Provides Critical Support Functions for Patrol Officers.

Similar to the Criminal Records Section, the Real Time Section provides necessary support functions to field personnel. Real Time is responsible for inputting and relaying information about warrants, stolen autos and licenses, missing persons and stolen guns into the crime database.

Real Time staff is comprised of a Supervisor that is shared with the RMS Validation Section and eight Administrative Assistants. Staff provide 24 / 7 operation, with a minimum of two staff per shift. All staff are cross-trained and provide support to all functional areas of Real Time. However, Real Time does not provide current crime analysis outside of the specific areas specifically assigned to Real Time. The following chart displays the tasks performed and respective workload totals from 2016:

Real Time Workload in 2016

Task	2016
Warrant Checks	20,748
Wanted Enter Order	5,268
Stolen Auto Processing	7,920
Stolen Gun Processing / Article Processing	4,160
Missing Person Processing	1,200
Processing Arrest Codes (State Arrest Procedures)	4,992
Updating Court Processing / Canceling Local Warrants	1,920
Updating Bond Information / Court Web Entry	1,920
2016 Total	48,128

A total of 48,128 tasks were completed in 2016, with Warrant Checks comprising nearly 43% of all tasks completed.

(2) Real Time Section Staffing Should Be Increased to Nine Administrative Assistants.

In order to determine the number of staff needed to complete the workload associated with Real Time, staff provided estimated times to complete each task. Based on the estimated time for each time and the 2016 workload data, the following staffing projections were made regarding the staffing of the Real Time Section.

Estimated Workload Hours and Full Time Equivalents Required

Task	2016	Process Time (Mins)	Total Hours
Warrant Checks	20,748	5	1,729
Wanted Enter Order	5,268	10	878
Stolen Auto Processing	7,920	3	396
Stolen Gun Processing / Article Processing	4,160	5	347
Missing Person Processing	1,200	10	200
Processing Arrest Codes	4,992	5	416
Updating Court Processing / Canceling Warrants	1,920	2	64
Updating Bond Information / Court Web Entry	1,920	10	320
Total FTE Hours			4,350
Number of FTE's Required			2.1
Staff Availability			80%
Total FTE's Required			2.6

As presented in the table above only a total of 2.6 full time equivalent Administrative Assistants are required to complete the function associated with Real Time. However, considering the nature of Real Time operations and time sensitivity associated with Warrant Checks and other tasks completed by staff, this workload volume is not the driving force for staffing. Based on the need to operate around the clock and the fluctuating work volume associated with these functions, it is critical to have two staff on duty at all times, including weekends. In order to accomplish adequate staff coverage and reducing the burden of staff consistently working overtime, three staff should be assigned to each shift. This results in a total of nine Administrative Assistants assigned to Real Time, which is an increase of one above current authorized levels.

Recommendation:

A total of nine Administrative Assistants are required in the Real Time Section, an increase in one when compared to current authorized staffing levels.

7. RMS Validation Section

(1) The Records Management System (RMS) Validation Section Provides Critical Support Functions for the KCPD.

Similar to the Criminal Records Section, the RMS Validation Section provides necessary support functions for the Police Department. RMS is responsible for reviewing all police officer reports for proper coding and importing them into the records management system. Additionally, RMS is responsible for maintain the Records Management System along with reporting crime data to NIBRS (FBI).

RMS Section staff is comprised of a Supervisor that is shared with the Real Time Validation Section and 12 Administrative Assistants. Staff provide 24 / 7 operation, with a minimum of two staff per shift. All staff all cross-trained and provide support to all functional areas of RMS Validation. In 2016, RMS Validation processed a total of 66,709 incident reports.

(2) The RMS Validation Section Should Remain at 12 Administrative Assistants, but Reassess Staffing Levels After the New Records Management System is Implemented.

Currently, the RMS Validation Section includes 12 authorized Administrative Assistants. During the interview process of this project, it was discussed that it currently takes approximately 15 minutes for staff to review and input each incident report. Considering RMS Validation processed 66,709 reports in 2016, this results in approximately 16,675 hours of dedicated workload each year. Based on the same parameters used in Criminal Records and Real Time (80% availability rate), this results

in the need for 10 Administrative Assistants. When incorporating additional job duties such as maintaining the Records Management System, reporting NIBRS data, etc. the current authorized staffing level of 12 is the appropriate number of staff.

However, the Police Department is in the process of updating the Records Management System (RMS) to the NICHE software system. How the new RMS will affect processing times is unknown, but typically new technology reduces the burden on RMS Validation staff and patrol officers on the streets. After the full implementation of the new RMS, it is important for RMS to reevaluate staffing based on new workload and processing times. Staff savings may occur with the utilization of more efficient RMS systems as officers and RMS staff may be able to input and review reports in a more expeditious manner.

Recommendation:

Maintain the current authorized level of 12 Administrative Assistants.

Revisit authorized staffing levels after the full implementation of the new RMS software.

8. Digital Technology Section

(1) The Digital Technology Section Supports Many Units of the Police Department.

The Digital Technology Section (DTS) has become a vital part of the Police Department. DTS is responsible for maintaining all dash cam, fixed and mobile camera and video recording systems deployed by the Department, along with maintaining the license plate readers. In addition, DTS develops and implements digital related policy and conducts research on new technologies. Moreover, DTS handles all digital related open records request, along with supporting officers in the field by helping retrieve digital

evidence and providing field support to field equipment, when applicable.

DTS is led by a Sergeant and is supported by two Police Officers, and two civilian computer specialists. This section primarily works days during the week.

(2) All Position Within the Unit Should Be Civilianized.

Current staffing is split between sworn and civilian personnel. However, the majority of the task associated with the Section focus on the retrieval, reviewing, and editing of digital media for the department. As with other functions in the bureau, these tasks can be performed by civilians who have received dedication education and training related to the tasks performed in Digital Technology. It is recommended that the Sergeant position transition to a civilian Supervisor, and the two Police Officer positions transition to Computer Service Specialists. However, due to the nature of the operations, it is prudent that the Supervisor have a strong background in law enforcement with extensive knowledge of public record law, in order to provide proper oversight of the diverse functions in Digital Technology. These changes will ensure a more equitable pay and benefit package for all staff assigned to this section, while maintaining the approach of non-law enforcement duties primarily being conducted by civilian staff.

Recommendation:

Convert the Sergeant position to a civilian Supervisor.

Transition the Police Officer positions to Computer Service Specialist positions.

(3) Staffing Levels of DTS Have Not Kept Up with Workload Demands and Should Be Increased.

Similar to most law enforcement agencies, the technology needs of the Department have grown significantly over the past decades. In conjunction with an increase in the volume of open record (Sunshine) requests, workload volume has seen a dramatic jump recently. At the time of initial project interviews, staff indicated that there was approximately a 19-month backlog of reviewing relevant video to archive. Staff have up to two years to review video before it is automatically deleted from the file system. Additionally, it typically takes approximately three to four weeks to retrieve video (and audio) and redact information for open records requests. While limited data was available to review current workload, there is a significant backlog of work to be conducted, and an increasing number of open record requests that request video and audio. Similar trends are occurring across the United States for agencies of all sizes.

In order to meet the current demands of DTS, the following staffing changes should be made:

- Create a dedicated position to solely focus on reviewing video and audio recordings to determine if they should be archived before they are automatic deleted. This position should focus on clearing the backlog.
- Maintain one authorized position that is responsible for reviewing current video and audio files for archiving.
- Dedicate one position to solely focus on retrieving relevant files for open records request.
- Two positions should be dedicated to editing video and audio files for open records request.
- One position should be responsible for in the field support for video and audio equipment.

In addition to these positions and subsequent roles and responsibilities, staff

should be cross-trained as best they can in order to prevent a backlog of work in the event of a prolonged absence of a fellow staff member. The Supervisor should review current workload volumes on a monthly basis to see current trends in order to request staffing resources in a proactive manner. The staffing changes as presented above result in the increase of two authorized positions.

Recommendation:

Add two civilian computer support specialists to the Digital Technology Section, which results in a total of seven staff.

Review current workload on a quarterly basis and adjust staffing levels accordingly.

(4) The Digital Technology Support Section Should Be Relocated to the Information Technology Support Unit.

The primary roles and responsibilities of DTS are very similar to those functions found in the Information Technology Support Unit. In addition, to retrieving and editing video and audio files, staff are also responsible for the research and maintenance of technology in the field. With the intent of providing more support between sections DTS should be relocated in the Information Technology Support Unit. The colocation will help with increased collaboration between sections, and the possibility to share personnel when applicable. The skill sets of staff in Information Technology Support and Digital Technology are similar and this colocation will result in providing better service to Department staff and ultimately to the public.

9. Regional Criminalistics Division

The Regional Criminalistics Division is comprised of the Evidence Collection Unit and Forensic Laboratory. The main functions are to collect and process evidence for the Kansas City Police Department and also processing evidence for other jurisdictions in the

area. Criminalistics is predominately comprised of civilian personnel, with only two sworn personnel within the division.

(1) The Operations Sergeant Positions Should be Transitioned to an Assistant Director Position.

Currently, the Division is led by a Director that is supplemented by a Captain over Evidence Collection, an Operations Sergeant that performs mostly administrative duties, seven Lab Supervisors, and a Quality Assurance Manager. The Operations Sergeant is primarily responsible for performing administrative type duties that includes supervision of the Systems Administrator, Inventory Specialists, and the Administrative Assistant. While these duties are typical of an Operations Sergeant in most law enforcement agencies, this position would be best served if transitioned to an Assistant Director. The Assistant Director would be able to be an intermediary between the seven lab section supervisors, and work closely with the Quality Assurance Manager to maintain lab credentials. By instituting a civilian Assistant Director, it may allow for less transition in the position and the opportunity exist to fill the position someone that has trained or has more experience in the collection and processing of evidence, and allows for increased promotional opportunities within the Division.

Recommendation:

Transition the Operation Sergeant position to a civilian, Assistant Director position.

The Lab Supervisors will report directly to the Assistant Director.

(2) The Evidence Collection Unit Should Be Led by a Civilian Manager.

Currently the Evidence Collection Unit is led by a Captain. However, the Evidence Collection Unit is comprised only of civilian Crime Scene Technicians. In an effort to maintain similar roles and responsibilities throughout the Bureau, the Unit should be led

by a civilian Manager. Many agencies have taken a full civilianized approach to crime scene investigation and supervisions. The cities of Mesa, Arizona and Atlanta, Georgia, both of which are a similar size to Kansas City, has fully civilianized their evidence collection teams.

Recommendation:

Transition the Evidence Collection Unit from a Captain to a civilian Manager.

(3) Workload Data Was Analyzed for Crime Scene Investigations.

Kansas City employs civilian crime scene technicians that are responsible for responding to major crime scenes to collect evidence. In addition to collecting evidence, technicians are responsible for cataloging and inventorying the collected evidence along with producing a detailed report in conjunction with the evidence collected and processing. Similar to many law enforcement related functions, crime scene investigations are reactive in nature. Currently, technicians work 10 – hour shifts, with staggering start times to provide 24-hour coverage. There is a total of 14 technicians and four supervisor positions authorized.

In 2016, crime scene investigators responded to and completed 1,198 cases (crime scenes), responded to and performed 955 exams, and collected a total of 13,638 items. Of these 1,198 cases, 128 were homicide cases. When responding to cases, it is important to note that the amount of time spent on the scene by technicians vary based on a multitude of factors, however homicide cases tend to be the most time consuming for technicians and typically involves multiple technicians. To gauge the time dedicated to on-site crime scene investigation, the project team was provided sample data:

Average Time by Task

Task	Average Time (Mins)
Evidence Collection On-Scene (Non Homicide)	201
Evidence Collection On-Scene (Homicide)	1,416
Evidence Collection - Exams Performed	136
Evidence Processing and Inventorying (Per Item):	20

As seen in the chart, the average time spent completing specific tasks vary, especially in regard to homicide and non-homicide cases. The time parameters presented do not incorporate the amount of time that technicians spend completing their staff reports for responding to crime scene.

(4) A Total of Four Supervisors and 15 Technicians are Needed for the Crime Scene Investigation Section.

Based on the analysis of the 2016 workload data and the associated time with processing each crime scene, the project team was able to develop associated staffing needs. Also, in addition to processing crime scenes and inventorying evidence, technicians are required to write a report to correspond with the processing and cataloging of evidence. Report writing time varies by case type – it is assumed that report writing is a one-to-one correlation to the time for evidence collection.

Estimated Workload Hours and Associated Staffing (Crime Scene Techs)

Task	2016 Data	Process Time (Mins)	Total Time (Hours)
2016 Non-Homicide Cases	1,063	213,663	3,561
2016 Homicide Cases	128	181,248	3,021
2016 Exams Performed	955	129,880	2,165
Items Collected	13,638	272,760	4,546
Report Writing		524,791	8,747
Total FTE Hours			22,039
Number of FTEs Required			10.6
Staff Availability			75%
Total FTE's Required			14.1

Based on the 2016 workload data and associated process times, a total of 14.1 Crime Scene Technicians are required. Similar to other areas within this report, a total of 15 technicians are required when rounding. This is an increase in one authorized Crime Scene Technician when compared to current authorized staffing levels. In addition, to these 15 staff, it is recommended to maintain the four Supervisors assigned to the CSI Section. Based on the current deployment of staff based on a four-team approach, a total of four Supervisors are required to adequately manage and prioritize workload and response priority.

Recommendation:

A total of 15 Crime Scene Technicians are required, which is an increase of one authorized position.

Maintain the four Supervisors assigned to the Section.

(5) The Forensic Computer Crimes Section Should Report to the Evidence Collection Manager.

The Forensic Computer Crimes Section is made up of three detectives that are assigned to Federal Task Forces. Main duties and responsibilities include the collection and processing of digital evidence. Currently, the individuals assigned to this section only administratively report to the Criminalistics Division and work directly for federal agencies as part of a Federal Task Force. Since the detective's main role is the collection and processing of evidence, these duties are most similar to the duties in the Evidence Collection Unit, this is the most logical reporting structure. However, these positions are sworn, but only report to their superiors for administrative task (e.g. processing payroll, vacation, sick time, etc.). This reporting change will result in an additional three personnel reporting to the Evidence Collection Unit Manager, which is still within typical supervisory

span of control ranges.

Recommendation:

Relocate the Forensic Computer Crimes Section under the Evidence Collection Unit.

(6) Overview of Forensic Lab Organization and Analysis of the Workload Was Completed.

The Kansas City Police Department Forensic Lab is a nationally accredited lab by ANSI-ASQ. Which indicates that the lab follows strict administrative procedures to ensure the integrity of the process and subsequent results from analysis. The Forensic Lab is comprised of seven sections that includes: Biology; Chemistry; Firearms; Digital Evidence; Latent Print; Fingerprint ID; and Trace Evidence. Each section is very unique and typically requires staff who specialize in only one specific area. Considering that lab work is so specialized, there is limited cross training opportunities for staff in these areas. Currently, there is a total of seven supervisors, one assistant supervisor, and 35 Specialists assigned to Lab functions.

Data provided to the project team included 2015 and 2016 cases completed, along with the number of cases that were backlog as of January 1, 2017. This is shown below:

Forensic Lab Caseload by Section

Section	2015	2016	Total Items Examined	Backlog as of Jan 1, 2017
Chemistry	1,676	1,550	4,260	1,910
Digital Evidence	141	187	412	8
Biology	1,151	1,164	3,726	2,226
Firearms	905	1,367	6,367	586
Latent Fingerprints	639	775	2,868	1,606
Trace Evidence	108	80	540	91
Crime Scene Cases	806	804	13,638	91
Total	5,426	5,927	31,811	6,518

As seen in the table, all lab sections processed 5,426 cases in 2015 and 5,927 cases in 2016. A total of 31,811 items were examined in 2016. Even though there was an increase in the number of cases completed in 2016, there is still a backlog of 6,518 cases at the beginning of 2017, which is an increase of 17% from the previous year. It is clear that the number of cases and subsequent items being analyzed are continuing to grow each year, and current staffing levels cannot keep up with demand. The current number of backlog cases is greater than the number of cases completed in 2016, which indicates that number of backlog cases is exceptionally high.

In addition to the number of cases completed, the project team was provided information in respect to the turnaround time by case type. The following table presents the number of days from initial request to the time that the case was completed.

Turnaround Time by Section

Section	Turn Around Time in Days (Request to Completion)
Chemistry	326
Digital Evidence	52
Biology	255
Firearms	246
Latent Fingerprints	608
Trace Evidence	150
Crime Scene Investigations	42

As seen in the table, the turnaround time varies by section. Crime Scene Investigations averaged a 42 day turnaround time, while Latent Fingerprints averaged 608 days to complete a request. While there are no industry performance standards on turnaround time, there is a strong correlation between the average turnaround time and the number of cases that are backlog.

(7) To Address the Existing Backlog of Cases and to Meet Current Demand a Total of 54 Forensic Specialists Are Needed.

There are a variety of factors that go into determining the number of specialist needed to complete the processing of evidence in the lab. Consider the lab is accredited, it ensures the integrity of the process and results determined in the lab. While there are several national and international associations related to operations of forensic laboratories, there is limited data on workload standardization. However, for the past 10 years, the University of West Virginia College of Business and Economics has been compiling data related to forensic lab operations. In the industry, UWV has a strong reputation for research and training related to forensic science. As a result, UWA has created Project FORESIGHT. Project FORESIGHT is a voluntary project that agencies from around the world voluntarily provide data related to their forensic lab operations. Project FORESIGHT has become the benchmark tool for forensic labs. Project FORESIGHT data from 2013/14 is based on responses from 103 laboratories and along with 2016 caseload data from Kansas City was used as a basis for determining staffing levels.

Full Time Employees by Section

Section	Avg Cases Per FTE (FORESIGHT)	# of Cases (2016)	FTE Required
Chemistry	446	1,550	3.5
Digital Evidence	46	187	4.1
Biology (DNA)	89	1,164	13.1
Firearms	153	1,367	8.9
Latent Fingerprints	115	775	6.7
Finger Print ID	221	775	3.5
Trace Evidence	28	80	2.8
Total FTE			42.7

Based on the metrics from Project FORESIGHT, a total of 43 Specialists are needed to process the current workload. In total, this is an increase of eight specialists above current authorized levels. However, when assessing individual sections and due to rounding for full time equivalent, this results in an increase of nine specialists. These staffing recommendations only meet the current annually demand and does not take into account the current backlog of cases.

As discussed previously, at the beginning of 2017 there was a backlog of 6,518 cases awaiting to be processed. The backlog is greater than the number of cases processed in 2016. While the previous table identified the staffing requirement to process only the 2016 caseload, it is important to address the current backlog of cases. Considering the special skill set required for Forensic Specialists, the Lab cannot easily hire new staff member and the availability of part-time staff is limited. In addition, to the large backlog of cases, the number of items that are being collected by Crime Scene Investigators and Police Officers is steadily increasing (discussed more in respective section), thus continuing to strain the resources of the Lab. While it is not feasible to clear the backlog of cases within a short period of time, a completion goal should be set. For staffing resource allocation, the project team recommends clearing the backlog of cases within the next four years. With the staffing changes recommended in the previous table and the need associated with clearing the backlog, the following points summarizes the recommended changes as compared in respect to the current authorized staffing level:

- Chemistry Section – 6 Specialist, an increase of two authorized positions.
- Digital Evidence Section – 4 Specialist, an increase of two authorized positions.
- Biology Section – 17 Specialist, an increase in five authorized positions.

- Firearms Section – 11 Specialist, an increase in seven authorized positions.
- Latent Fingerprint Section – 9 Specialist, an increase in three authorized positions.
- Fingerprint ID Section – 4 Specialist, a decrease in one authorized positions.
- Trace Evidence Section – 3 Specialist, no change in authorized positions.

The recommended changes to meet the current demand and to complete the current case backlog in the next four years, will result in the need of 53 Forensic Specialist, which is an increase of 19 authorized positions.

Currently, each section has a Supervisor, while the Biology / DNA Section has a Supervisor and Assistant Supervisor. Based on best practice, the span of control for supervisors should range between one supervisor and six to 12 employees. Based on the uniqueness of each section and recommended staffing level, the current number of supervisors is adequate. Additionally, it is recommended to maintain the Assistant Supervisor position in the Biology Section considering the recommended staffing level is 17 Specialists.

Recommendation:

Increased current Forensic Specialist authorized staffing levels by 19, to a total of 54 authorized positions. Maintain current staffing levels of seven Section Supervisors and one Assistant Supervisor (Biology / DNA).

10. Property and Evidence Unit

The Property and Evidence Unit is responsible for the inventory and secure storage of all items that are collected as part of an investigation or articles that may have been turned into the Police Department. Staffing is comprised of a Captain, two Sergeants, and 10 Inventory Specialists. Staff work at two locations, one of which contains the public window, administrative offices, and high value articles (firearms,

money, and drugs), which is adjacent to the Forensic Lab, and the second location is a storage warehouse. A total of four Inventory Specialists work at the Warehouse and are responsible for inventorying, retrieving evidence for analysis, and disposition of articles when appropriate. At the main location, there is a total of six Inventory Specialists. One specialist is assigned as a courier responsible for retrieving articles at each district station and transporting to the main facility for input. Additionally, a specialist is assigned to perform the intake function of all articles that are collected. Secondly, a specialist is assigned respectively to firearms, money, and drug sections of the Unit. Thirdly, the sixth specialist is responsible for backing up each section and subsequently working the public counter and releasing articles to the public.

The number of items that have been collected by the Department and thus stored by the Property and Evidence Unit has increased over the past three years.

Items Entered by Year

Year	# of New Items	Annual % Change
2014	65,792	-
2015	72,711	10.5%
2016	80,084	10.1%

As seen in the table, the number of items entered into Property and Evidence has increased by 23% since 2014.

(1) The Property and Evidence Unit Should be Managed by a Civilian Manager.

Currently, the Unit is overseen by a Captain. Similar to other areas of the Police Department, the Unit should be led by a civilian Manager. A civilian Manager will allow for more consistency within the Unit, may reduce turnover, and will allow for increased promotional opportunities within the Unit. A civilian Manager is appropriate for this Unit as there are no law enforcement related duties associated with day-to-day operation.

Recommendation:

Convert the Captain position to a civilian Manager.

(2) The Two Sergeant Positions Should Be Converted to One Civilian Supervisor Position.

Currently, there are two Sergeant positions within the Property and Evidence Unit. Each Sergeant is assigned to the operations at each facility, but are both located in the Forensic Building. Based on the current size of the Property and Evidence Unit, there is the need for only one supervisor in conjunction with the Director. Additionally, considering that all Inventory Specialist are civilian employees, the Sergeant position should be converted to a civilian supervisor. A civilian Supervisor will allow for the entire unit to be civilian employees. Additionally, the Manager may provide administrative oversight of the day-to-day operation of the Unit. It was noted in discussions with staff, that the Sergeants occasionally respond to large drug bust and other crime scenes where high value evidence may be retrieved and provide armed transport to Property and Evidence for intake processing. When incorporating the recommended staffing changes in the Patrol Division as recommended elsewhere in this report, patrol officers will have adequate time and resources to escort civilian property and evidence (or crime scene technicians) to the appropriate facilities when necessary.

Recommendation:

Reduce the two Sergeant positions to one civilian Supervisor.

(3) An Inventory Specialist Should Be Dedicated to the Disposal of Property.

One of the many duties associated with inventory specialist, is not only the intake of property, but the disposal of articles after the disposition of the case. Since the disposition of cases varies for a multitude of reasons, it is important to have someone

dedicated to the verification and follow up process for disposing of articles. At the time of this project, the warehouse had over 1,000 cases in which the property could be released back to the owners or destroyed. However, due to staffing shortages, there is limited proactivity in the disposing of property. Staff currently only retrieves property for disposal from the facility, when the public call and specifically ask about their case. As the number of articles collected by Unit continue to increase, the proactive disposal of property is paramount to ensure adequate space in current facilities. In order to alleviate the backlog of cases ready for disposal, a staff member should be dedicated to the proactive disposal of articles.

Recommendation:

The position of Disposal Inventory Specialist should be created with the sole function of reviewing dismissed (or completed) cases and disposing of property.

(4) An Inventory Specialist Should be Assigned to Perform Auditing Duties.

In order to ensure the integrity of the Property and Evidence Unit, audits are conducted on a regular basis. Best practice prescribes performing random monthly and quarterly audits, and to perform a full audit of all items annually. Ideally, high value areas (firearms, narcotics, money) should be audited on a more frequent basis and a complete audit of these functions should be performed bi-annually. Based on current staffing levels and the dramatic increase in the number of articles inventoried, staff indicated that random and annual audits have not been completed in over a year. In order to perform audits based on best practice, it is important to have a person that is dedicated to perform auditing duties. For quality assurance purposes, it is important to have the auditing staff member rotate on a regular basis. Considering that it will take a significant effort to perform the first annual audit and subsequent random audits, auditing should not be a

full-time position. This position should also assist in the evidence retrieval and courier services along with assisting at the public counter to release articles to the public.

Recommendation:

Dedicate a position related to auditing functions that also supplements the courier and public window functions.

(5) A Total of 12 Inventory Specialist Are Recommended for the Property and Evidence Unit.

Based on the changes presented above, it is recommended that a total of 12 Inventory Specialists be assigned to the Property and Evidence Unit. As the number of items that are tracked by the Unit increases, it is imperative that staffing levels adjust to provide for cataloging new inventory, retrieving articles in a timely manner (two business days), and proactively disposing of items. Based on information received in staff interviews, inventory audits have not been performed in over a year, it takes two to three weeks to retrieve items before they are sent to the forensic lab, and disposal of items is only occurring when the public inquire to obtain their items. For best efficiency, it is recommended that 12 Inventory Specialists perform the following duties.

- One staff assigned to the disposal of property at the Warehouse.
- One position is responsible for auditing all inventory on an annual and random basis. This position assists with courier and intake duties.
- Four positions assigned to the Warehouse for the intake and retrieval of property.
- One position assigned to manage the firearms section.
- One position assigned to manage the narcotics section.
- One position assigned to manage the money and high valuable section.
- One position assigned to intake functions.
- One position is assigned to perform courier duties and collected items from all

department locations.

- One position is assigned to work the public counter and perform other administrative tasks, along with assisting with the intake process as needed.

Overall, a total of 12 Inventory Specialists are recommended in the Property and Evidence Unit. This is an increase in two inventory specialists when compared to current authorized positions. Additionally, the positions of Captain and Sergeant should be converted to Manager and Supervisor respectively. This results in the decrease of one supervisor position for the Unit, which results in a net increase of one position for the Property and Evidence Unit.

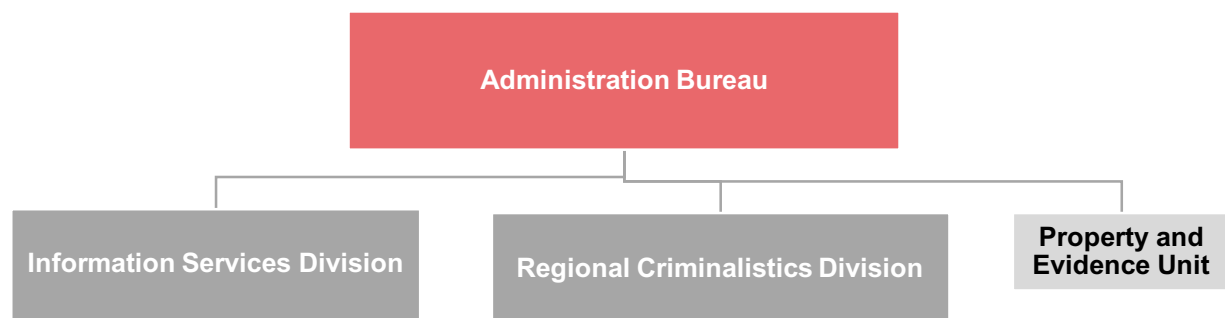
Recommendation:

A total of 12 Inventory Specialists is recommended for the Unit, which is an increase in two authorized positions.

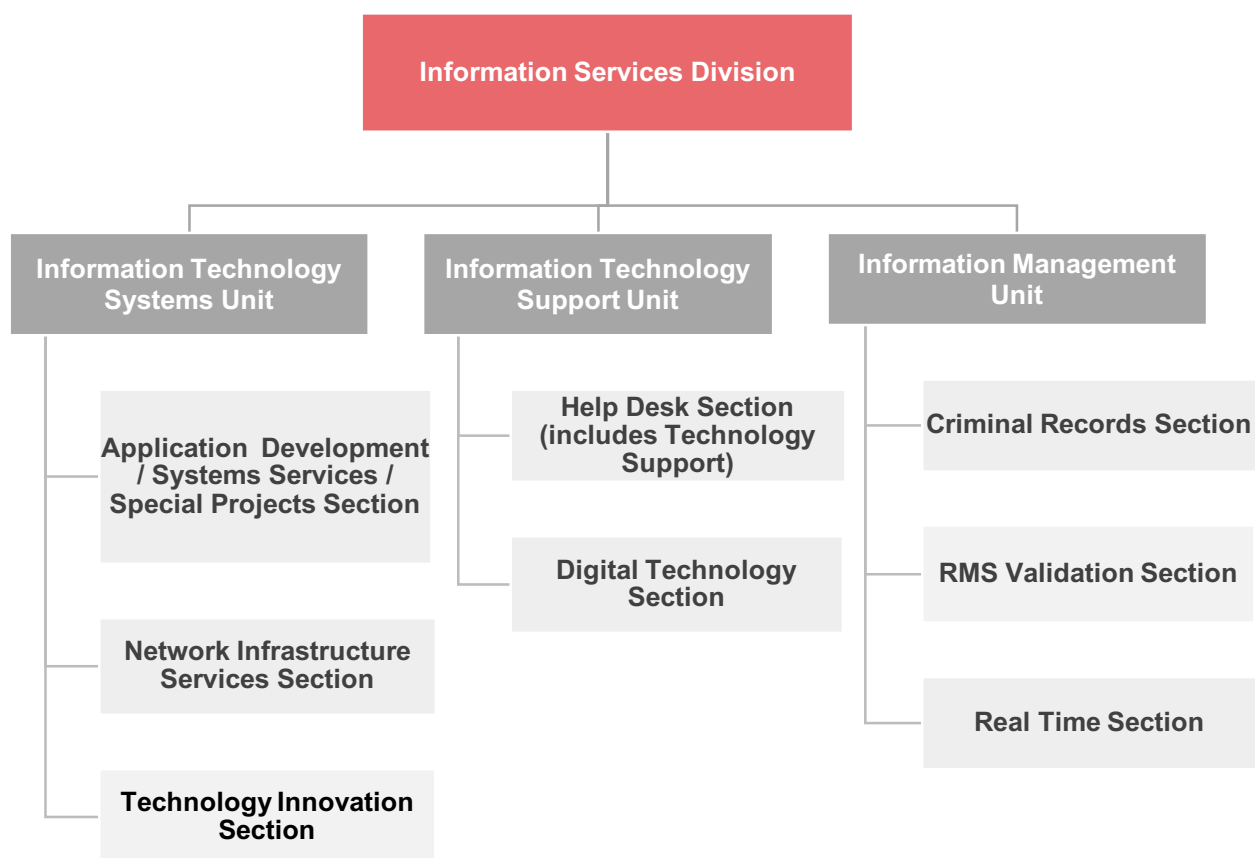
11. Administration Bureau Summary

This section of the chapter will serve as a summary of the recommended changes to the organizational structure and authorized staffing levels for the Administration Bureau. As noted throughout this chapter, there were several organizational and reporting recommendations discussed. Based on the changes recommended in this Chapter, the following charts details the recommended organization structure for the Administration Bureau:

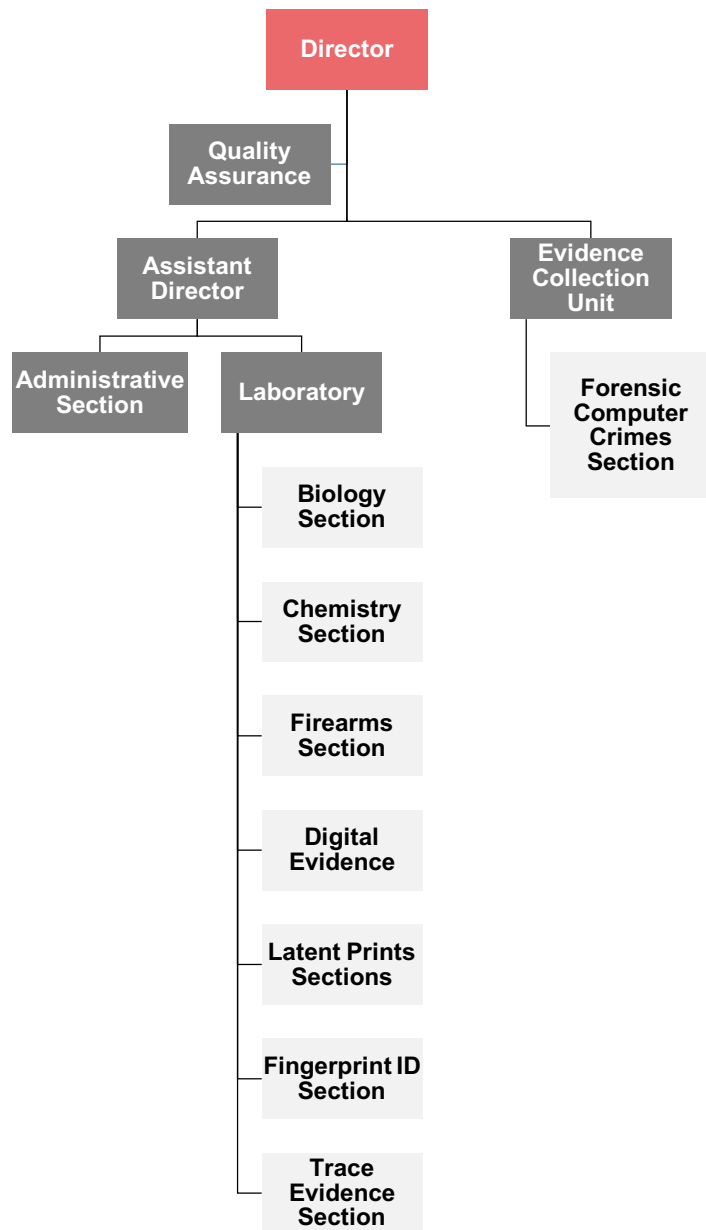
Overall Bureau Organizational Structure



Information Services Division



Regional Criminalistics Division



Additionally, there were numerous staffing recommendations that were presented. Recommendations included transitioning a total of 13 sworn positions to civilian staff. The following table summarizes the location of the sworn positions to civilian positions.

Recommended Sworn Positions Transitioned to Civilian

Functional Area	Rank	Number
Information Technology Systems Unit	Captain	1
Special Projects	Sergeant	1
	Police Officer	2
Information Management Unit	Captain	1
Digital Technology Section	Sergeant	1
	Police Officer	2
Regional Crime Lab	Captain	1
	Sergeant	1
Property and Evidence Unit	Captain	1
	Sergeant	2
Total		13

Overall, staffing related recommendations resulted in an increase in 29 authorized positions, with the majority of these positions (20) in the Regional Criminalistics Division. The following table provides a summary of current authorized staffing levels by division, unit, and section compared to the recommended changes.

Authorized Staffing Level Comparison

Functional Area	Current Authorized Staffing			Recommended Staffing			Staffing Change
	Sworn	Civilian	Total	Sworn	Civilian	Total	
Administration Bureau							
Bureau Administration	1	0	1	1	0	1	0
Information Services Division							
Division Administration	0	2	2	0	2	2	0
Information Technology Systems Unit							
Unit Administration	1	0	1	0	1	1	0
Application Development Section	0	6	6	014140			
System Services Section	0	5	5				
Special Projects Section	3	0	3				
Network Infrastructure Section	0	5	5	0	5	5	0
Information Technology Support Unit							
Unit Administration	0	1	1	0	1	1	0
Help Desk	0	9	9	016162			
Technology Support Section	0	5	5				
Digital Technology Section	3	2	5	0	7	7	2

KANSAS CITY, MISSOURI
Final Report on the Police Department Workload / Staffing Study

Functional Area	Current Authorized Staffing			Recommended Staffing			Staffing Change
	Sworn	Civilian	Total	Sworn	Civilian	Total	
Information Management Unit							
Unit Administration	1	0	1	0	1	1	0
Criminal Records Section	0	33	33	0	36	36	3
RMS Validation Section	0	13	13	0	13	13	0
Real Time Section	0	8	8	0	9	9	1
Regional Criminalistics Division							
Operations	1	6	7	0	7	7	0
Evidence Collection Unit	1	18	19	0	20	20	1
Forensic Computer Crimes Sec	3	0	3	3	0	3	0
Laboratory	0	43	43	0	62	62	19
Property and Evidence Unit							
Property and Evidence Unit	3	10	13	0	14	14	1
Administration Bureau Total:	24	165	183	4	208	212	29

5. Analysis of the Executive Services Bureau

The Executive Services Bureau is comprised of the Logistical Support Division, Fiscal Division, and the Building Operations Unit. The operations in this bureau, support many of the day to day operations of the department. Functional areas included in the bureau are fleet, emergency communications, radio, finance, and building security and maintenance. The Bureau is comprised of a combination of sworn and civilian personnel and is led by a Deputy Chief.

1. Logistical Support Division

The Logistical Support Division is made up of Fleet Operations, Communication, and Communication Support Units. Each of these functional areas provide critical support to the daily operation of the Police Department. The Division is led by a Major and supported by both sworn and civilian personnel.

(1) The Logistical Support Division Should Be Led by a Civilian Director.

As noted previously, the Logistical Support Division is led by a Major and provides the administrative daily oversight of the Division. Considering that all Units and Sections housed in this division provide operational support to law enforcement personnel and do not include the deployment of staff to respond in the field, the Division should be led by a civilian Director. Similar to other functions within both the Administration and Executive Services Bureaus, this position should be staffed by a Director versus sworn personnel. This will allow for increased promotional opportunities within the Division and potentially reduce turnover.

Recommendation:

Transition the management of the Logistical Support Division from a Major to a civilian Director.

2. Fleet Operations Unit

The Fleet Operations Unit (Fleet) is responsible for the procurement, preventive maintenance, and repairs to all motorized vehicles (greater than 950 vehicles) of the Police Department. Fleet is comprised of two operations: Service Station and Garage. The Service Station is staffed 7-days per week from 0700 to 1500 hours. The Service Station performs Type A service, which is general preventive maintenance that includes oil changes, tire rotation, filter and wiper replacement, etc. While the Garage may perform Type A service, their focus is on Type B service (e.g. fluid replacement and flushes, tire replacement, etc.) and all major repairs including operating a body shop. The Garage currently operates on a 24 / 7 basis. Fleet is led by a Captain and is supported by a total of three administrative staff, 28 staff at the Garage, and six staff at the Service Station.

(1) Fleet Should Be Managed by a Civilian Manager.

Similar to other non-law enforcement units discussed in this report, the Fleet Operations Unit should be led by a civilian Manager. Transitioning to a civilian Manager will more likely allow for the Unit to be led by an individual with a fleet background. This will lead to better knowledge of the fleet industry and best practices associated with its practice. Additionally, this will allow for more consistency within leadership of the Unit and allow for increased promotional opportunities from within the Unit.

Additionally, it is recommended to maintain the positions of Assistant Manager, which is already a civilian position, and the Administrative Assistant position.

Recommendation:

Transition the management of the Fleet Operation Unit to a civilian Manager.

(2) Fleet Should Continue to Operate the Garage and Service Station Locations.

The project team recommends that Fleet continue to operate both the Garage and Service Station locations. Based on conversation with multiple individuals from the Police Department and the project team's own observation, the Police Department has a wide range vehicle types and many that have high mileage and / or age. Considering that the Service Station serves as the fueling station for the Department and current size of the Garage, it is important to maintain both locations to serve the Police Department. By having a service station along with the fueling station it is easier for personnel to obtain Type A maintenance.

Recommendation:

Maintain the Garage and Service Station locations.

(3) A Total of 23 Technicians Are Required to Perform Maintenance and Repairs. While Two Technicians Assigned to Body Shop Functions.

In order to determine staffing levels for Technicians for Fleet operations, the size and age of the fleet determines the workload. Obviously, the older the fleet the greater number of repairs are typically required than compared to a newer fleet. In the absence of relevant work data for the Unit, the project team utilized the following general assumptions:

- Front line patrol vehicles average 50,000 miles per year.
- Supervisor and Manager assigned vehicles, average 25,000 miles per year.
- Miscellaneous, support, and under cover vehicles average 10,000 miles / year.
- Type A servicing, averages 45 minutes to complete.

- Type B servicing, averages six hours to complete.
- Front line patrol vehicles will average four major repair requests annually.
- Supervisor / Manager vehicles will average three major repair requests annually.
- Each major repair request, will average eight hours to complete.

Based on the parameters referenced above and a fleet that includes 872 vehicles the following table represents the staffing requirements to maintain the fleet.

Estimated Workload Hours and Full Time Equivalents Required

Type	Quantity	Type A Hours	Type B Hours	Repair Hours
Patrol Vehicles	412	3,090	4,120	13,184
Non Patrol Vehicles	291	1,091	1,455	6,984
Miscellaneous Vehicles	169	254	338	4,056
Total	872	4,435	5,913	24,224
Total FTE Hours				34,572
Number of FTE's Required				17
Staff Availability				75%
Total FTE's Required				22.2

A total of 22.2 Technicians is required to completed preventive maintenance and repairs to the Police Department's Fleet. When rounded, this results in a total of 23 positions. In addition to performing maintenance and repairs, Fleet operates a body shop that is responsible for repairing non-mechanical parts (e.g. frame, exterior body panels, interior, etc.). Individuals who work in a body shop have a different skill set than the technicians assigned to maintenance and repairs. Based on the size of the fleet and higher probability of police vehicles being involved in crashes than non-law enforcement vehicles, it is recommended to have two body shop technicians assigned to Fleet. This results in a total need of 25 Technicians. This results in no changes in current authorized staffing levels.

The 23 Technicians assigned to perform maintenance are split between both

locations. Based on the 7 day per week, 8-hour per day operation of the Service Station, the project team recommends a total of four Technicians at this location. The fifth authorized Technician position should be transferred to the Garage. A minimum of two Technicians should be on duty per shift, in order to maximize the two bays at the Service Station.

Recommendation:

Maintain the current authorized level of 25 Technicians. A total of 21 Technicians are assigned to the Garage, while a total of four Technicians are assigned to the Service Station.

(4) The Fleet Operations Unit Should Maintain All Six Supervisor Positions.

Between the Garage and Service Station locations, a total of six Supervisor positions are currently authorized. With the recommendation of the Garage being operated only five days per week, there is a need for only three shift supervisors. Additionally, a Supervisor is responsible for operating the parts desk. This Part Supervisor position should remain, resulting in the need of four Supervisors at the Garage. The fifth supervisor serves as the service advisor for the garage and reviews each maintenance request as they come in and prioritize the workload for each technician. This position is critical for properly distributing the workload for all service technicians. Additionally, there is a Supervisor assigned to the Service Station, and this position should remain.

Overall, a total of six Supervisors are recommended for the Fleet Operations Unit, which maintains current authorized levels.

Recommendation:

Maintain the current authorized level of six Supervisors for the Fleet Operations Unit, with one Supervisor at the Service Station and five Supervisors at the Garage.

(5) Maintain the Three Inventory Specialist Positions for the Fleet Operations Unit.

Currently, there is three Inventory Specialists assigned to the parts desk at the Garage. Based on the industry practice of between 1:8 to 1:10 inventory specialist per technician, a total of 2.5 to 3 specialists are required. The project team recommends no changes in the number of authorized Inventory Specialists.

Recommendation:

Maintain the three Inventory Specialists positions.

3. Communications Support Unit

The Communication Support Unit is responsible for installation and maintenance of all communication and emergency equipment for all vehicles owned by the City of Kansas City and the Police Department. Additionally, staff assigned to the Field Services Section are responsible for installation and maintenance of all mobile communication equipment located throughout the City.

(1) Technicians and Installers Should Be Cross-Trained.

Currently there are two classifications of employees within the Communication Support Section. Installers are responsible for physically installing the equipment in the vehicle, while technicians are responsible for programming and troubleshooting the equipment. As the type and complexity of the equipment being utilized by public safety entities now, it is important to have cross-trained staff who can both physical install the equipment and also troubleshoot the software issues. Similar to other technology support functions, there is no longer a hard line between hardware and software, thus requiring the need for technicians to have a broader skill set. The project team recommends that the Communication Support Section transition to combo Installer /Technician positions as

staffing changes permit. This will result in greater efficiency within the Section.

Recommendation:

Transition to a hybrid Installer / Technician position as staffing permits.

(2) The Communication Support Section Should Continue to Provide Services to Non-Police Related City Departments.

As previously referenced, the Communication Support Section is responsible for outfitting and maintaining all communication and emergency equipment for all City of Kansas City Department vehicles. Considering that the Police Department has the most vehicles, it is only logical for the Communication Support Section to continue serving these non-Police Department customers. This allows for greater efficiencies for facilities, equipment purchases, and personnel. Maintaining the current operational approach to supporting the entire City is recommended.

Recommendation:

Continue supporting all mobile communication and emergency equipment for all City vehicles.

(3) Communication Support Should Maintain a Total of 10 Technicians / Installers.

As discussed previously, Communication Support is responsible for outfitting, maintaining, and removal of all communication and emergency equipment for the entire City of Kansas City fleet. With limited data available for non-law enforcement vehicles, it was a challenge to develop specific workload indicators. However, it was noted that it takes approximately two Installers / Technicians, 10 days to properly outfit a new patrol vehicle. Additionally, it takes approximately 10 days for one Installer / Technician to properly remove all the equipment from a decommissioned vehicle. Based on the proposed fleet replacement plan in 2017 a total of 35 police vehicles were purchased and

34 vehicles were to be decommissioned. The following table shows the time commitment for outfitting police vehicles.

Estimated Workload Hours and Full Time Equivalents Required

Type	Vehicles	Staff Days	Total Hours
New - Police	35	20	5,600
Decommissioned - Police	34	10	2,720
Total FTE Hours			8,320
Number of FTE's Required			4
Staff Availability			75%
Total FTE's Required			5.3

When rounding for staffing, a total of 6 Installer / Technicians are required to properly outfit and decommission police vehicles. In addition to these duties, staff are also required to perform maintenance and repairs to the existing police vehicle fleet. Based on the current size of the fleet, a total of two Installer / Technicians are required to maintain the current fleet. Moreover, there is a need for one Installer / Technician to be assigned to maintaining and outfitting fire vehicles, and one additional staff member to provide support to all other City vehicles (e.g. Public Works). This results in a total need of 10 Installer / Technicians, which results in no changes to current authorized staffing level. It should be noted that while two Installer / Technicians are assigned to complete task for Fire and Public Works, all staff members supplement each other and work on a variety of vehicles as the time dedicated to non-Police Department vehicles is billed directly to the appropriate City department.

Recommendation:

Maintain the existing authorized staffing level of 10 Installer / Technicians.

- (4) The Field Services Section Should Transition to Three Specialists, but Report to the Communication Support Unit Manager.**

Currently, the Field Services Section is comprised of a Supervisor and two

Specialist. The Supervisor is responsible for the administrative oversight of the Section and administering the Radio Database. Considering that the Section contains only two staff, this is well below the standard threshold for supervisor span of control. Additionally, this supervisor is considered a working supervisor and works alongside the specialists assigned to this section. It is recommended that when the Supervisor position turns over, that it should be transitioned to a specialist position. This results in the reduction of the Supervisor position.

Overall, it is recommended to transition to three Specialists that report directly to the Communication Support Unit Manager.

Recommendation:

As staffing turnover allows, transition the Supervisor position to a Specialist and have the section report to the Communication Support Unit Manager. This results in zero changes in the number of authorized positions for the Section.

4. Communications Unit and Interoperability

The Communication Section serves as the Public Safety Answering Point (PSAP) for all Emergency 911 calls for Kansas City. In addition, to these answering services, staff are responsible for dispatching Police and Animal Health Services personnel. The Communication Unit is the backbone for emergency call taking and dispatching efforts of the Police Department.

(1) Calculating 911 Center Dispatcher Staff Requirements Using APCO Model.

Developing an appropriate staffing model for a dispatch operation is not only critical to ensuring effective service to callers, but for the public safety agency being serviced. Our project team calculates dispatcher staffing needs through a models-based approach, using data obtained from KCPD 911. Our team has reviewed and used a

variety of dispatcher staffing models over the last several years. Indeed, as new information becomes available, these models are further modified to enhance their ability to assess the necessary staffing in a dispatch environment.

Development of a staffing model begins with understanding and, as data are available, calculating several variables. The sub-section below deals with staff availability—a critical factor in all staffing models.

(1.1) Net Dispatcher Availability Information.

A critical workload element to determine staffing requirements is the amount of annual time available for dispatch personnel to perform their work. This is defined as net availability and it is the number of hours that a dispatcher is available to perform his key dispatcher roles and responsibilities after the impact of leave/unavailable time has been subtracted from his gross annual scheduled hours of work. Leave includes sick, vacation, compensatory time off, etc. Unavailable time is time lost to breaks and meals, training, and other scheduled workday interruptions. The addition of leave and unavailable time is subtracted from base annual work hours and results in net availability per year. Such data was not supplied by KCPD but the average of 1,600 available hours per year is an appropriate national benchmark for available hours

(1.2) Turnover Characteristics Can Impact Authorized Staffing Requirements.

Turnover characteristics for staff modeling should be included, particularly for a profession that suffers from significant staff turnover. For comparative purposes, dispatcher turnover nationally averages 17% to 19%¹⁶. KCPD currently has a dispatch

¹⁶ <http://www.iaedjournal.org/content/turnover-factor>

operation turnover rate of 8%. The model will show the turnover rate's impact on staffing requirements.

(1.3) Overview of the APCO Approach.

In order to accurately model the workload and staff resources of dispatch operations, a number of important factors must be considered. It is not sufficient to base the staffing needs of the 911 Center on workload alone, as many key variables, such as average leave time and turnover rate as discussed above, are vastly different among agencies throughout the nation. In the last few years, the Association of Public Communication Officials (APCO) has published a staffing model as part of its Project RETAINS efforts, developed by the University of Denver Research Institute. There are three key drivers in the model:

These include:

- **Net (actual) Annual Staffing Availability** as shown earlier.
- **Average Processing Time:** A combination of average radio time and average task completion time per incident. These numbers, as available, are calculated from agency Computer-aided Dispatch (CAD) data and other sources covering a period of one year. If these times are not calculable (due to either issues with the data, unknown variables, or other reasons) a normative value is used based on the experience of the project team in working with other similarly sized dispatch agencies. This normative value is used in the KCPD calculation and is estimated at 2.5 minutes for each CAD transaction.
- **Agent Occupancy Rate:** Even after accounting for the net availability of dispatchers, the resulting number still does not represent an accurate picture of their ability to complete workload. It would be impossible for a dispatcher to spend 100% of his available time going from call to call without a break. Today, utilization targets are often set by agencies from around 50% to 65%-- the former will be used for the KCPD model.

In brief, the APCO project RETAINS staffing model is a generally good methodology with a few notable exceptions, but it is data intensive to the extent that many

agencies do not possess the level of detail required to thoroughly complete the model. The Matrix Consulting Group, using the APCO model as a baseline, has made some slight revisions to the model and has developed some operational assumptions regarding particular types of work. These are discussed in the following sub-sections.

(1.4) Results of the APCO RETAINS Dispatcher Staffing Analysis.

Using the calculation process outlined in the sections above, dispatcher staffing needs based on core dispatch workload can be modeled. The table below sequentially displays this process:

APCO Staffing Calculations for Dispatchers

Category	KCPD
<i>Workload</i>	
Average Processing Time (APT) for EACH CAD Incident (in minutes)	2.5
Avg. Hourly Processing Capability (HPC)	24
Total CAD Incidents	719,237
Workload Hours for Dispatchers	29,968
<i>Net Availability</i>	
Net Annual Available Work Hours	1600
Agent Occupancy Rate (AOR)	50.0%
True Annual Availability (After AOR)	800
<i>FTE Needed</i>	
Turnover Rate – Current KCPD Dispatch	8%
FTE Required to Also Accommodate Turnover @ 50% Occupancy Rate	40.6

In summary, based upon the CAD-related workload and other variables noted, the KCPD 911 needs 40.6 (41) full-time equivalent (FTE) dispatcher positions to perform floor work. The following points are clarified with regard to the APCO model information above.

- **Average Processing Time** for a CAD incident is a normative value based on our national experience. We have yet to identify times exceeding this metric as it provides 2.5 minutes processing for each CAD incident on average. Clearly some incident can take seconds while other several minutes.

- **Agent Occupancy Rate** is focused on the lower agency occupancy rate of 50% as the 65% figure—making dispatchers overall busier—has yet to gain widespread approval.

The next step is to calculate call-taker requirements.

(2) Overview of the Approach on Developing Call-taker Staffing Based on the Erlang Model.

Call taker staffing needs are not determined using the APCO RETAINS model, and are instead calculated with a different process. The Erlang-C formula provides an effective approach to modeling call staffing needs by considering actual inbound telephone call inputs and measuring these inputs against performance standards. In this case, the inbound call performance target being used is an updated performance metric originally based on National Emergency Number Association (NENA) requirements. The standard now is that 911 Centers should meet or exceed the minimum standard of **95%** of emergency calls being answered within **fifteen** seconds.

The Erlang formula is able to project the level of fixed post staffing necessary to meet these important performance benchmarks. It can provide an overall average requirement as well as an hour-to-hour requirement. The method, which has received support from APCO, is used for determining call-taker only positions.

(2.1) Inbound Telephone Call Workload Helps Drives Call-taker Requirements.

Receiving calls occupies a notable portion of dispatcher/call taker workload, and as a result represents an important step in analyzing the staffing needs of a dispatch agency. Emergency and non-emergency calls can be handled differently, both in terms of the performance requirements for responding, as well as the staff members assigned to the complete the task. Data suggest the KCPD handled 1,202,589 inbound 911 emergency and seven-digit calls in 2016. For purposes of modeling, our project team

takes a conservative approach whereby all inbound telephone calls, regardless of origin, are subject to call pick-up under the noted NENA emergency standard. Obviously most seven-digit lines do not need to be picked up as quickly as 911; nevertheless, employing this standard for all calls helps ensure an appropriate contingent of call-taker staff.

(2.2) Fixed-Post Call Staffing Calculation.

The following table details the results of the Erlang-C formula calculations for answering inbound calls, and is in part used to calculate the fixed-post staffing needs of KCPD 911 based on the performance standards provided:

Inbound Call Workload Calculation Based on Erlang-C

Category	Combined
Avg. Incoming call rate –calls (per ½ hour)	68.65
Avg. Call Duration (sec.)	60
Target Answer Time (sec.)	15
Service Level Required	95.0%
Average # of Fixed Post Call-takers Required for Incoming Calls	5
% chance call is answered in target time of 95% calls answered within 15 seconds	95.11%

The Erlang-C modeling summary table shown above indicates 5 fixed posts positions (on average) are required over a 24-hour period to address inbound call workload at the noted standard.

(2.4) Result of Call-taker Fixed Post Calculations.

The results of the fixed-post staffing calculations in the section are then used to determine the actual number of full-time staff needed to staff those call-taker positions, given the net availability and turnover rate calculated previously:

FTEs Needed for Fixed-Post Call Processing Requirements

Category	Call Takers
Total # of Required Fixed-Post Positions	5
Net Annual Available Work Hours	1,600
Turnover Rate – Current KCPD Dispatch	8%
FTE Required for Call-taker Fixed Post Positions	29.6

In summary based upon the telephone-related workload data, the 911 Center needs 29.6 (30) full-time equivalent call-taker positions to perform floor work based on the NENA performance metrics.

(2.5) The KCPD 911 Can Have Fully Civilianized Management Oversight.

Currently a Captain provides direct oversight of KCPD 911. This organizational structure is inconsistent with best-practice. According to APCO's most recent survey, 59% of dispatch managers/directors are civilian.¹⁷ Furthermore, there is a significantly greater likelihood of finding a technically competent and potentially long-term civilian dispatch professional directors (someone who is a career professional and intends to stay in the profession) than sworn staff who are directly employed by one public safety agency and are typically rotated through the position on an impermanent assignment. Full civilianization of dispatch is a best practice. Consequently, the Captain position should be removed from this assignment.

Recommendations:

Eliminate the Captain position in KCPD 911 and hire a civilian dispatch manager/director.

Based on workload metrics for dispatch staff, reduced authorized dispatcher positions from 42 to 41 positions – a reduction of one (1) authorized staff.

¹⁷ <https://www.apcointl.org/resources/retains.html>

Based on performance and workload metrics for call-taker staff, increase authorized call-taker (includes switchboard) positions from 22 to 30 positions—an increase of eight (8) authorized staff.

Retain supervision and support authorized staffing levels in KCPD 911.

(3) Interoperability Should be Incorporated into the Communications Unit.

The Interoperability Manager is responsible for administering the Computer Aided Dispatch (CAD) system for the Police Department and is responsible for regional training efforts. While this position currently reports directly to the Logistical Services Major, the administration of the CAD system is an integral part of the Communication Unit. With an emphasis on consolidation and reorganization of like duties, the project team recommends moving Interoperability to the Communications Unit. This will result in no service level change and will result in a more streamlined organizational structure for the Division.

Recommendation:

Relocated Interoperability to the Communication Unit.

5. Fiscal Division

The Fiscal Division is comprised of the Financial Services and Budget Units. The Financial Services Unit is responsible for accounting, payroll, purchasing, and supply duties of the Police Department. The Budget unit is responsible for the annual budget preparation and auditing. Additionally, the Private Alarms section is under the Budget Unit and is responsible for issuing alarm permits and subsequent notices for false alarms, as well as conducting False Alarm User Awareness classes. The Fiscal Division is led by a Major.

Currently, the Fiscal Division is led by a Major. As with other Division within the

Executive Services Bureau, the division should be led a civilian Director. This is particularly important for the Fiscal Division as oversight of these functions requires extensive knowledge of financial and accounting practices. These principles are not typical taught at the detail needed to effectively and efficiently led these function in traditional law enforcement curriculum. Especially, considering the fact that the Police Department is a stand-alone agency, that receives minimal support from the City of Kansas City's Finance Department, it is important to have a thorough understanding of accounting principles. Based on these facts, the Fiscal Division should be led by a civilian Director, with a strong accounting and budgeting background.

However, it should be noted that the civilian Director should have in-depth work sessions with each of Bureau Commander to discuss and ultimately prepare the budget needs for all functional areas. Subsequently, it is prudent for each Bureau Commander to have intimate knowledge of their budget appropriations for their respective operations. While the Fiscal Director will ultimately prepare and present the budget annually, it is important for each Bureau Commander to support the Fiscal Director during budget related hearings and subsequent negotiations. This revised approach will provide greater law enforcement input into the budgeting process.

Recommendation:

Transition the leadership of the Fiscal Division to a civilian Director.

Involve all Bureau Commanders in budget preparation and subsequent public hearings.

6. Financial Services Unit

The Financial Services Unit is comprised of the Purchasing, Supply, and Accounting and Payroll Sections. The Unit is led by a Captain and supplemented by a

total of three sworn and 21 civilian staff. These sections perform a variety of task that focus on the purchasing and inventorying of supplies and equipment, accounting and payroll functions, assist with grant management functions, and coordinate the asset forfeiture program for the Police Department.

(1) The Financial Services Unit Should be Led by a Civilian Manager.

The Financial Services Unit is currently led by a Captain. Comparable to other functions in the Executive Services and Administration Bureaus, the Unit should be led by a civilian Manager. Similar to the responsibilities of the Fiscal Division leadership, the skill set and education needed to provide adequate supervision of these functions, is best served by someone with an extensive background in accounting and business management. Thus, resulting in the need for a civilian Manager for the Financial Services Unit. Additionally, this will provide increased promotional opportunities for staff within the Unit.

Recommendation:

Transition the management of the Financial Services Unit from a Captain to a civilian Manager.

(2) The Purchasing Section Should Maintain Six Authorized Positions, and the Supply Section Should Include Five Authorized Staff.

The Purchasing Section is responsible for the procurement of supplies, materials, equipment, and administering all contractual services for the Police Department. Currently, there is a total of five Fiscal Administrators and one Supervisor authorized for the section. The Supply Section is responsible for the inventorying and distribution of all equipment, uniforms, and office supplies for the Department. Additionally, the Supply Sergeant serves as the quartermaster for the Department and is tasked with maintaining

and repairing firearms or coordinating repairs with the manufacturer. The Supply Section is comprised of one Sergeant, and four Inventory Specialist.

Currently there are no industry standards for the ratio of procurement and inventory staff compared to the agency's size. However, a recent study by the Library of Congress - Office of General Inspector Office of Contracts does provide relevant insight and benchmarking¹⁸. Based on the benchmarks presented in this study, the agencies included had a ratio of one purchasing and inventory specialist and supervisors per 205 agency employees. It should be noted that this ratio included both purchasing and inventory staff combined. Based on the current authorized staffing level of 1,952 for the Police Department, this results in a need of 9.5 personnel. When rounding up, this results in a total of 10 purchasing and inventory staff. Based on this ratio of purchasing and inventory staff to total Department size, this results in no changes in authorized staffing levels, with the exception of the Sergeant assigned to Supply.

The Sergeant position should remain in the Supply Section and continue to serve as the Supervisor for the Section and the armor. It is important to maintain a sworn position that is responsible for all firearm distribution and maintenance in the department.

Overall, there are not changes recommended to the personnel levels in the Purchasing and Supply Sections. Staffing levels shall be one Supervisor and five Fiscal Administrators in the Purchasing Section. The Supply Section will consist of one Sergeant and four Inventory Specialist.

¹⁸ Library of Congress, Office of Inspector General, Office of Contract and Grants Management, *Comparative Analysis of the Contracts Office Workload and Staffing Levels*, Special Project Report No. 2011-SP-105, January 2012.

Recommendation:

A total of six authorized positions are required in the Purchasing Section.

The Supply Section shall have one Sergeant and four Inventory Specialists.

(3) The Accounting and Payroll Section Should Maintain the Current Authorized Level of 11 Employees. Additionally, Grants Management Requires Two Fiscal Administrators.

The Accounting and Payroll Section is responsible for all accounting and payroll duties for the Police Department. The Section is led by a Supervisor with support from two Assistant Supervisors which are assigned to Grants / Payroll and Accounts Payable / Receiving subsections. When incorporating the Grant Administration staff into the section a total of seven Fiscal Administrators are authorized along with a Computer Systems Administrator.

The staffing workload remains fairly consistent throughout the year, as payroll is completed every two weeks and staff process account receivables and payments on a consistent scheduled. Based on the industry accepted standard of one fiscal administrator per approximately every 250 employees, a total of 8 staff are required. Considering that the Supervisor and Assistant Supervisors are considered “working” supervisors and are cross trained in all functions and complete tasks when subordinate staff are on leave, then current staffing levels are adequate.

Additionally, the operations of Grants Management report to an Assistant Supervisor in this section. Grants Management is responsible for providing management and oversight of active grants and ensuring compliance with the grant. This service is a valuable resource to the Department, considering that most law enforcement grants are by a Federal agency and have strict financial requirements. Best practice is to have all

grant administration centralized and under the supervision of Finance. Staffing level requirements for Grants Management is dependent on the number of active grants, and staffing levels should be reevaluated annually.

Recommendation:

Maintain the existing authorized staffing level of one Supervisor, two Assistant Supervisors, seven Fiscal Administrators (including Grants Management), and One Computer Systems Administrator.

(4) Efficiencies May Be Achieved Through Consolidation with the City's Finance Department.

While the Police Department primarily functions as an independent agency outside the governance structure of the City of Kansas City, there are opportunities for increased efficiencies between the two entities. The project team did not interview or review the existing operations or staffing levels of the City's Finance Department and thus there is not sufficient information for the project team to make specific staff recommendations on a consolidated Finance operation. The opportunity does exist for potential cost savings associated with infrastructure and technology. Similar to the recommendations made in respect to Information Technology, cost savings may be achieved through the following:

- Consolidated accounting and payroll software and hardware systems.
- Efficiencies through economy of scale purchasing agreements.
- Space savings for inventory storage and transportation.
- Cross training of staff to provide additional support.

Overall, there are several potential cost saving benefits from having a consolidate effort in respect to purchasing, accounting, and payroll areas. It is recommended that the City and Police Department explore cost sharing opportunities and associated potential cost savings associated with a consolidated operation.

Recommendation:

Explore efficiencies that may be achieved through a consolidated Finance Department between the City and Police Department.

(5) Asset Forfeiture Staff Should Remain Two Law Enforcement Staff, but Reevaluated Annually.

Currently, two Detectives are assigned to the Asset Forfeiture program for the Police Department. Considering the size of the Police Department, current crime trends, and the current direction from Administration, two staff assigned to this function is adequate. Due to the investigative requirements and the constant legal proceedings associated with asset forfeiture it is important to have staff who are well versed in investigations and ability to develop a compelling case to present to the judicial system. The project team recommends keeping the current staffing level of two and that these two positions classified as Detectives.

However, it is important to reassess this staff allocation in the future as there are several national legislative bills pending along with numerous judicial cases that may impact the asset forfeiture program in the future. These changes to the program may impact the staffing requirements and should be evaluated once new legislation or judicial precedence is set.

Recommendation:

Maintain the current staffing of two Detectives to perform asset forfeiture duties.

7. Budget Unit

The Budget Unit is responsible for preparing the annual budget and tracking all expenditures of the Police Department. The Unit is made up of the Budget Preparation and Control Section and Private Alarms. The Budget Unit is led by a civilian Manager,

and the Budget Preparation and Control Section is comprised of two Fiscal Administrators II and one Fiscal Administrator II. Private Alarms includes a Supervisor and four Administrative Assistants.

(1) The Budget Preparation and Control Section Staffing Shall Remain Civilian and Will Include Three Staff.

Currently, the Section is comprised of three staff which are cross-trained but primarily focus on specific functional areas. One staff member is primarily responsible for budget preparation and audit oversight. One staff member monitors expenditures and updating budget balances. Finally, the third staff member is responsible for reviewing payroll and position management for the Department. Based on the size of the department and little to no deviation in workload throughout the year, it is recommended to maintain current staffing levels.

Recommendation:

Maintain three Fiscal Administrator positions in the Budget Preparation and Control Section.

(2) The Private Alarm Section Should Retain Current Staffing Levels of One Supervisor and Four Administrative Assistants.

Private Alarms is responsible for the permitting of approximately 55,000 alarm permits annually, and updates the false alarm database daily. Currently, there is an average of 15,000 annual entries into the false alarm database. Additionally, staff provide instruction for the False Alarm User Awareness Class.

Based on the project team's work for other agencies, the typical workload range for staff assigned to alarm permitting ranges between 8,000 and 12,000 permits per staff member. Workload is dependent on the technology systems that the agency has in place. Kansas City would be considered an advanced agency based on the fact they utilize

online application submittals and have automatic renewals for most residential customers. Based on the standards presented here, a total of 4.5 staff are required to perform these functions. When incorporating the administrative responsibilities of the Supervisor, this results in no changes to current authorized staffing levels.

Recommendation:

Maintain the current authorized staffing level of one Supervisor and four Administrative Assistants for Private Alarms.

8. Building Operations Unit

The Building Operations Unit is made up of the Building Security Section and the Building Maintenance Section. The Security Section is responsible for staffing security post located at the Police Department Headquarters and performing CJIS related security review and verification. The Building Maintenance Section is responsible for janitorial services for all Police Department facilities along with performing a variety of facility maintenance repairs.

(1) A Total of Nine Security Guards Are Required at Police Headquarters.

Currently, Security Guards staff a total of three locations at Police Headquarters. Of these three posts, only the garage post is staffed 24 / 7. Additionally, the main entrance to Headquarters and the parking lot are staffed during Watch II and only during weekdays. Moreover, a security guard serves as the CJIS coordinator and provides break and meal relief for the other three security guard posts. When incorporating staffing availability into the total number of hours required of each post, a total of eight security guards are required. The following table shows the staffing requirements.

Security Guard Staffing Requirement

Position	Hours Per Year
Garage	8,760
Main Entrance	2,080
Parking Lot	2,080
CJIS Coordinator	2,080
Total FTE Hours	15,000
Number of FTE's Required	7.2
Staff Availability	80%
Total FTE's Required	9.0

Recommendation:

A total of nine Security Guards are recommended for the Police Department, this is an increase in one authorized position.

(2) Building Maintenance Staff Shall Provide Janitorial and General Maintenance Service. Trades Shall Be Performed by Third-Party Vendors.

The position of Technician is utilized to provide janitorial and maintenance services. This employee classification is comprised of individuals with a wide array of skill sets. Some individuals have strong technical skills and are utilized to perform technical maintenance (e.g. electrical, plumbing, HVAC, etc.). While others only perform janitorial related duties. This creates many issues when attempting to efficiently and effectively deploy staff. In order to efficiently operate, the Unit should transition to providing janitorial services only as staffing turnover permits. Janitorial services would include the general maintenance of buildings, which require no specialize training or education (e.g. light bulb replacement, maintaining the grounds, waxing floor, painting, replacing furnishings, carpet, etc.). This change will result in a streamlining of duties and delineation of duties for janitorial technicians and maintenance technicians.

As a by-product of transitioning to only janitorial technicians assigned to the Police Department, this will transition facility maintenance duties to third party contractors and /

or vendors. When utilizing third party vendors, the Police Department may be able to tap into existing service contracts to reduce financial burdens associated with contracted services. There are several advantages when utilizing contract trade services:

- Contractor provides the individual with the proper skill set.
- Services and repairs may be completed more quickly due to on call nature of services, versus waiting for internal staff to be on shift.
- Eases the burden of hiring properly trained and licenses technicians by the PD.
- Reduced burden of maintaining staff's training and licensing requirements.
- Police Department can maintain their desire level of maintenance and upkeep, as there are multiple contract types (e.g. full preventive maintenance companies, specialized trade repair companies such as HVAC, electrical, etc.).

In summary, it is recommended that the Police Department transition to performing only janitorial and basic maintenance services internally, while outsourcing to a third party vendor preventive and reactive trade maintenance. Depending on the contract type, this should result in less financial obligation to the Police Department while improving the efficiency of completing repairs to Police facilities.

Recommendations:

Transitions Technicians to janitorial and general maintenance duties only, as staffing turnover allows.

Transition all preventive and reactive maintenance duties to third party service providers.

(4) A Total of 20 Janitorial Technicians Are Needed for the Police Department.

When determining the total need of janitorial Technicians for properly maintain the police facilities, the number and size of the facilities and primary use is important. For an example, a building that houses mostly office type functions will require different service levels versus a facility which has more field staff assigned. The following table shows the

number of staff that should be assigned to each major police facility.

Janitorial Technician Allocation by Facility

Facility	Staff
Headquarters	6
Headquarters Annex	2
Central	1
Metro	1
East	1
North	1
South	1
Shoal Creek	1
Forensic Lab	1
Fleet	1
Police Academy	1
Miscellaneous	3
Total	20

Overall, a total of 20 janitorial Technicians are required to properly maintain the cleanliness of Police Department facilities. This is a decrease of 10 authorized technicians, as facility maintenance should be transitioned to the City's General Services Department and staffing levels for maintenance Technicians will be determined based on the General Service Department's policies and staff's skill set, which was not evaluated as part of this project.

Recommendation:

A total of 20 janitorial Technicians are required, which is a decrease in 10 authorized positions.

(5) The Construction Division (Section) Should Be Relocated Under the Building Operations Unit.

The Construction Division should be transitioned from Patrol to the Building Operations Unit. The Construction Section and Building Operations have more similar operational areas than Construction does with Patrol. Additionally, this reorganization goes back to the original placement of the Construction Section when it was first created.

The management of the Division is currently a Major, largely through promotion of the person who has held the position throughout the construction management for major Patrol facilities. This building program is largely complete. There will always be capital improvement projects and major remodels. Police facilities require specialized expertise which could be provided through a civilian staff person or under contract.

Recommendations:

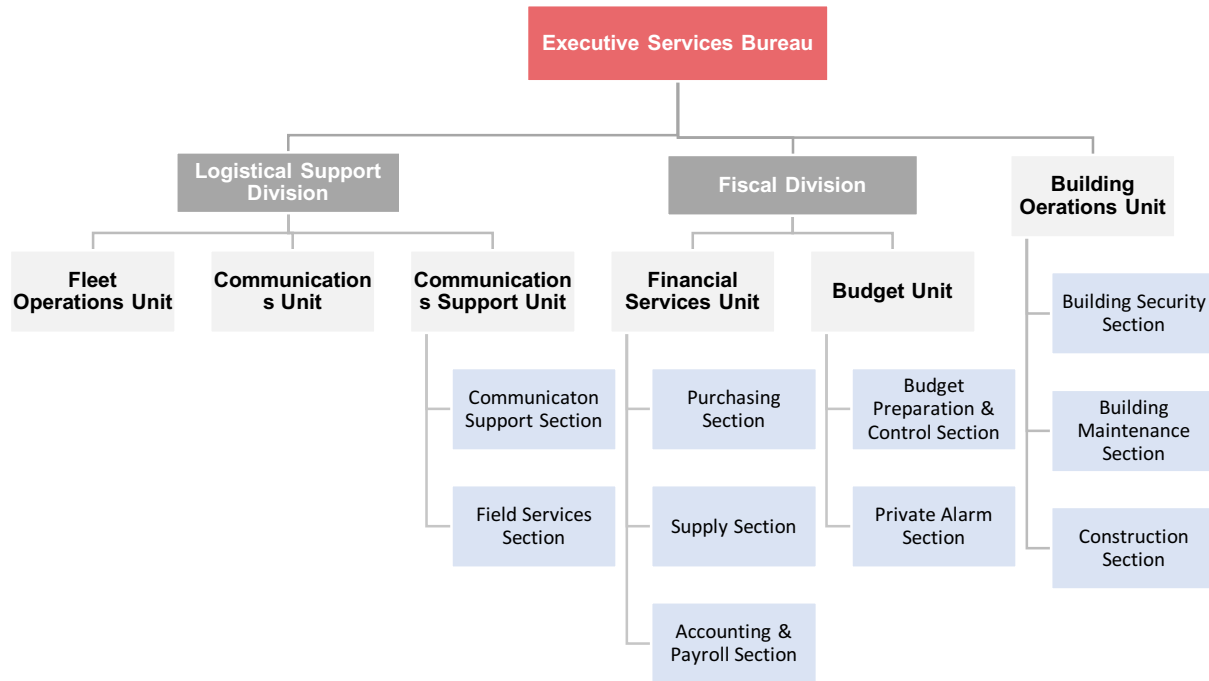
Locate the Construction Division, which would become a section in the Building Operations Unit.

On the vacancy of the position, contract out construction planning and management.

9. Executive Services Bureau Summary

This section of the chapter will serve as a summary of the recommended changes to the organizational structure and authorized staffing levels for the Executive Services Bureau. As noted throughout this chapter, there were several organizational and reporting changes discussed. Based on the changes recommended in this Chapter, the following charts details the recommended organization structure for the Bureau:

Recommended Organization Structure



Additionally, there were numerous staffing recommendations that were made. Recommendations included transitioning a total of 5 sworn positions to civilian staff. The following table summarizes the location of the sworn positions to civilian positions.

Recommended Sworn Positions Transitioned to Civilian

Functional Area	Rank	Number
Logistical Support Division	Major	1
Fleet Operations Unit	Captain	1
Communications Unit	Captain	1
Fiscal Division	Major	1
Financial Services Unit	Captain	1
Total		5

Overall, staffing related recommendations resulted in a decrease of 5 authorized positions. The following table provides a summary of current authorized staffing levels by division, unit, and section compared to the recommended changes.

Authorized Staffing Level Comparison

Functional Area	Current Authorized Staffing			Recommended Staffing			Staffing Change
	Sworn	Civilian	Total	Sworn	Civilian	Total	
Executive Services Bureau							
Bureau Administration	2	0	2	2	0	2	0
Logistical Support Division							
Division Administration	1	1	2	0	2	2	0
Fleet Operations							
Fleet Operations - Garage	1	30	31	0	32	32	1
Fleet Operations - Service Station	0	6	6	0	5	5	-1
Communications Unit	1	86	87	0	94	94	7
Communications Support Unit							
Communication Support Section	0	14	14	0	14	14	0
Field Services Section	0	3	3	0	3	3	0
Fiscal Division							
Division Administration	1	1	2	0	2	2	0
Financial Services Unit							
Administration	1	0	1	0	1	1	0
Purchasing Section	0	6	6	0	6	6	0
Supply Section	1	4	5	1	4	5	0
Accounting & Payroll Section	0	9	9	0	9	9	0
Grants Management	0	2	2	0	2	2	0
Asset Forfeiture	2	0	2	2	0	2	0
Budget Unit							
Budget Preparation Section	0	4	4	0	4	4	0
Private Alarms	0	5	5	0	5	5	0
Building Operations Unit							
Unit Management	0	3	3	0	4	4	1
Building Maintenance Section	0	31	31	0	20	20	-11
Building Security	0	8	8	0	9	9	1
Construction Division	3	0	3	1	0	1	-3
Executive Services Bureau	13	213	226	7	215	221	-5

6. Analysis of the Professional Development Bureau

1. Training Division

Effective selection and initial training, coupled with ongoing in-service training is vital to the ability of police officers to maintain the skills necessary to serve the community while reducing risks. The Training Division is tasked with this responsibility and in the case of KCPD, with supervision of a number of non-training related units. KCPD recruits received 1069 hours of recruit training, and 24 hours of POST mandated in-service training in 2016. Both standards are slightly above the industry average but certainly not unreasonable in light of the meaningful syllabus of training courses.

The staffing complement of the Training Division is illustrated below:

Function	Staff Position	Number
Training Division	Major	1
Youth Services Unit	Captain	1
Youth Program Section	Sergeant	1
	Officer	4
Police Athletic Club	Sergeant	1
	Officer	5
Training Unit	Captain	1
	Sergeant	1
Academic Section	Sergeant	1
	Officer Instructor	6
Physical Training & Defensive Tactics	Sergeant	1
	Officer	3
Professional Training Section	Sergeant	1
	Officer	8
Firearms Training & Tactical Section	Sergeant	1
	Officers	3
	Instructor	3
Total		42

(1) KCPD Should Evaluate Academy Training Duration to Ensure Efficiency.

Academy training varies across police jurisdictions and it is important for organizations to ensure they are utilizing training time effectively. There is no industry “best practice” relative to academy training because much of it is state specific. As a result, it would be useful to compare one academy to another, without examining differing external requirements and jurisdictional regulations that impact police training. In light of this, some general comparisons can be made to determine if an organization’s practices are reasonable in the general scale.

Training ranges from approximately 500 hours to almost 1400 hours, with the “reasonable” standard coming in at approximately 1040 hours. At 1069 hours in 2016, KCPD recruit training is slightly above the average, but not unreasonable.

Continuous review and improvement should be the norm and KCPD is encouraged to evaluate its training to ensure they are training to current needs in the most time effective manner possible.

Recommendation:

KCPD should evaluate its training to ensure efficiency and relevancy of instruction.

(2) In-Service Training Should Be Continued at Current Levels.

KCPD’s mandated in-service training is robust and targets areas which are increasing threat to organizational legitimacy and wellness. Those include:

- 2 hours in Legal Studies
- 2 hours in Technical Studies
- 2 hours in Interpersonal Perspectives
- 2 hours of Skill Development in the area of Firearms

- 2 hours on Officer well-being, including mental health awareness
- 2 hours on Fair and impartial policing practices including implicit bias recognition
- 2 hour on Handling persons with mental health and cognitive impairment issues
- 2 hours on Tactical training to include de-escalation techniques, crisis management, critical thinking and social intelligence

In addition to the above, KCPD members undergo 4 hours of firearms instruction twice per year and must complete a 1 hour refresher course on Racial Profiling training within the framework of the 16 hour electives. (16 hours is in addition to two four hour blocks of firearms for a total of 24 hours which falls in line with our standard).

The in-service training agenda of KCPD is well intentioned and should enable the organization to provide quality service to its citizens while mitigating organizational risks inherent with insular policing.

Recommendation:

KCPD should continue its in-service training agenda.

2. Research and Development Division

The Research and Development Division is comprised of the Policy and Procedures Section and the Research section whose responsibilities are as follows:

- **Policy and Procedure Section** – Staff in this section draft, implement, and update the Department’s policies and procedures. They are also involved in monitoring policy and procedure compliance with all local, state, and federal laws. Staff include a Sergeant, 4 Officers and an HR Specialist.
- **Research Section** – Staff in this section provide research and analysis on a variety of business process improvement, procedures and work methods topics for all functional areas of the department, including:
 - Documenting performance data (e.g., patrol allocation and deployment).
 - Conducting research on police best practices and comparisons.

- Preparing racial profiling data for local and State purposes.
- Provides form control and developments departmental graphics.

Staff include a Sergeant, 2 Officers and 3 civilian analysts.

The Division is headed by a Major and a Captain.

The project team believes that a Section such as Research provides a career development opportunity for targeted staff who show promise but need a management assignment to hone certain skills needed for management promotion. These skills include:

- Ability to organize thoughts, write and analyze.
- Program monitoring and evaluation.
- Management of staff, including civilians.

However, because sworn personnel rotate to other assignments or promote civilian stability is needed in a special project area which is analytical in nature. Moreover, civilian analysts need opportunities for promotion too. As a result, the project team recommends a hybrid approach such as the one below:

Unit	Current #	Current Classification	Rec. #	Rec Classification
Management	1	Major	1	Major
	1	Captain	1	Managing Analyst
Policies	1	Sergeant	1	Sergeant
	4	Officer	4	Officer
	1	HR Specialist	1	HR Specialist
Research	1	Sergeant	1	Supervising Analyst
	2	Officer	1	Officer
	3	Analyst (civilian)	5	Analyst

As described in the Organizational Chapter which concludes this project report, there are great needs to expand the Department's ability to measure and monitor performance. The Research Section has a role in this – the development and support for a Strategic Plan as well as a Performance Measurement and Management system. Additional civilian staff are needed to develop and support these critical functions in the Kansas City Police Department.

Recommendations:

Develop a hybrid approach to staffing the Research Section of the Department with a core of civilian analysts working together with sworn officers where the skills associated with that training and experience are valuable. A civilian Supervising Analyst should replace a sergeant; a civilian Management Analyst position should replace the Captain.

Two additional civilian positions should be authorized to support the Strategic Plan and Performance Management processes in the Department.

3. Professional Development and Research Bureau Summary

This section of the chapter will serve as a summary of the recommended changes to the organizational structure and authorized staffing levels for the Professional Development and Research Bureau. Based on the changes recommended in this Chapter, the following charts details the recommended organization structure for the Bureau:

Function	Current Staffing			Recommended Staffing		
	Sworn	Civilian	Total	Sworn	Civilian	Total
Training Division						
Major	1	0	1	1	0	1
Training Unit	2	0	2	2	0	2
Academic Section	7	0	7	7	0	7
Physical Training and Defensive	4	0	4	4	0	4
Professional Training	9	0	9	9	0	9
Firearms	7	0	7	7	0	7
Youth Services	12	0	12	12	0	12
Sub Total	42	0	42	42	0	42
Research and Development Division						
Management	2	0	2	1	1	2
Policies	5	1	6	5	1	6
Research	3	3	6	2	6	8
Sub Totals	10	4	14	8	8	16
Total	52	4	56	50	8	58

7. Analysis of the Office of the Chief

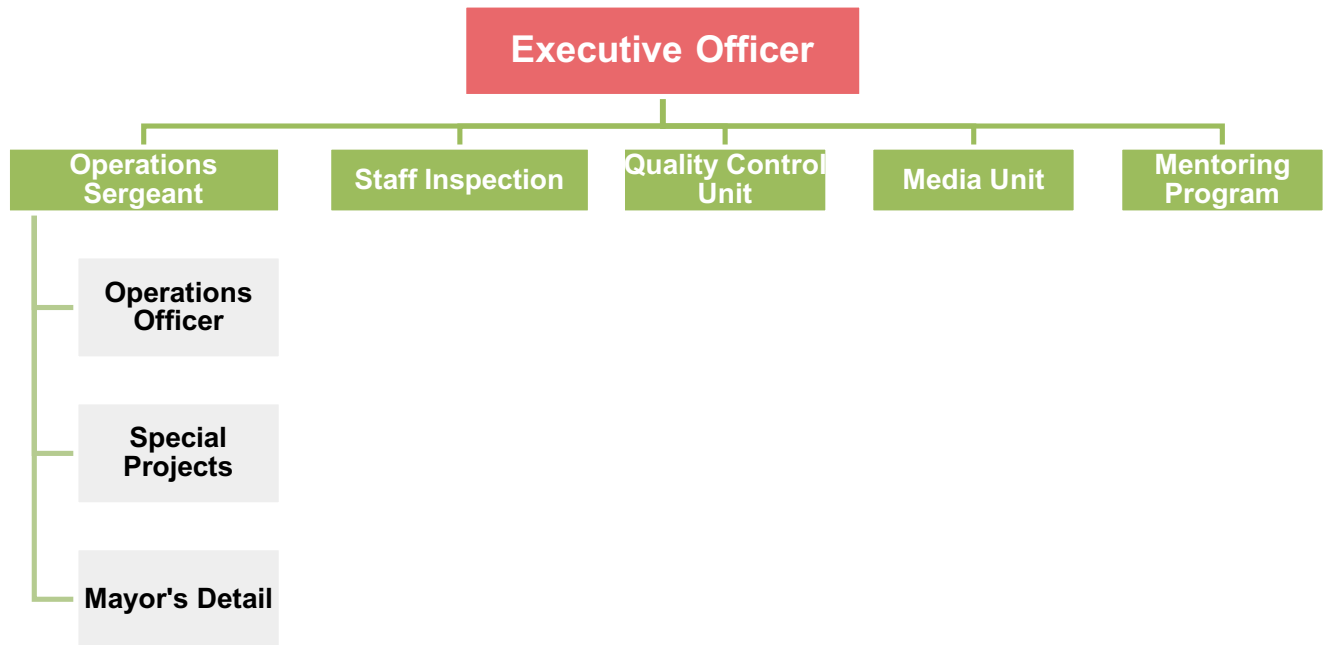
This chapter is focused on the Chief's office and several critical support functions including, Executive Officer and associated direct reports (Staff Inspections, Quality Control, Operations Sergeant), and Professional Standards.

The global policing community is going through significant evolutionary change. Leaders recognize that the status quo will not take policing and community safety into the future and many grapple with how to effectively lead and implement change. It is critical that leaders at all levels, but in particular, Chiefs, take the lead and begin to foster the environment for change in their organizations. KCPD is poised to be an organization of transformational change within the region. It is therefore imperative that the Office of the Chief of Police examine its operations and take the lead in implementing change in KCPD.

1. Executive Officer

In a paramilitary organization like KCPD, the services of an Executive Officer (E.O) are operationally beneficial to the Chief. The E.O. can be a valuable liaison with the rank and file, assist the Chief manage intra and interdepartmental relationships, and serve as a general trouble shooter, allowing the Chief to focus on critical management matters. In order for the E.O. to be effective, responsibilities should be strategic and limited to those requiring Executive attention. However, as a primary resource to the Chief, the E.O. in the KCPD has too many direct reports and significant ongoing, non-executive responsibilities.

The following shows the Executive Officer's direct reports:



The following sections explore solutions to this issue.

(1) KCPD Should Ensure the Executive Officer Has a Manageable Span of Control.

This span of control in terms of staff reports is too large to enable the E.O. to effectively respond to the Chief's emerging issues, while adequately supervising and meeting the needs of his direct reports. The changes recommended in the following sections are made to enhance the depth of management attention the E.O. can commit to his direct reports.

(2) Staff Inspections Should Be Organized in the Human Resources Division and Its Functionality Better Aligned with the Goals of the Department.

The continuous development and professionalism of any organization is laudable and KCPD has a number of varied entities targeted with this responsibility. Staff Inspections was established by the Chief as his direct link to the front lines to address emerging issues with a focus on the professional development and conduct of members by ensuring his message is communicated directly to them. Staff Inspections is also

tasked with developing tools to foster mentorship and leadership development within the organization.

The mandate of this unit is worthy. However, there is significant overlap with the mandate of several other areas such as Human Resources Division. At the time of this review, there was no formal job description for the Staff Inspections role. Due to the important nature of the work being conducted and its ability to develop leaders which ultimately mitigates risks, it is imperative that a formal set of objectives be developed and the function strategically aligned within the Human Resources Division.

Recommendation:

Develop formal set of objectives for Staff Inspections and organize the function in the Human Resources Division.

(3) Quality Control Should Be Enhanced and Strategically Aligned in the Professional Development and Research Bureau in the long term.

Quality Control was established as a response to significant risks identified relative to a lack of accountability in relation to criminal investigations. KCPD recognized an emerging issue with investigations beginning with poor report writing and ineffective case management. A lack of proper investigative protocols resulted in fragmented investigations where one case was at times parceled out to two or more different investigative units. This led to cases not being fully investigated and closed off improperly with the ultimate jeopardy being lack of successful prosecution.

One of the highest levels of risk faced by police agencies are those associated with the quality of criminal investigations leading to valued outcome for the community. If cases are lost because of poor investigations or lack of adherence to investigative standards, a police agency will lose public trust, which is difficult to regain. KCPD is wise

in instituting the Quality Control function to ensure compliance with the best investigative standards and outcome for the community.

Quality Control developed report writing classes and educated KCPD members on the need for change in how investigations were carried out. They developed an investigative hierarchy clearly defining which cases are investigated by which units. Policy with clear guidelines were developed and disseminated with Operations Sergeants now tasked with ensuring adherence to policy. Quality Control conducts regular audits to ensure investigations are followed up and completed. They further liaise with prosecutors to ensure files are complete for court processes.

The Quality Control function now serves as an effective tool of organizational professionalism and accountability. It should not be a discipline tool but rather an enhancement of professionalism and excellence. Quality Control has proven to be an effective tool in the overall risk management and operational excellence of KCPD. As Quality Control is still in its infancy, it would benefit from the attention and authority inherent with direct reporting to the Chief's Office, through the Executive Officer. Long term, Quality Control would benefit from alignment within the Professional Development and Research Bureau, which would assist in data collection and analysis, thereby enhancing its effectiveness in the pursuit of organizational professionalism and excellence.

Recommendations:

Continue and enhance Quality Control function.

Conduct a workload assessment to ensure Quality Control is properly resourced as it is an important risk management tool.

Maintain Quality Control as a function within the Chief's Office in the short term, with a view to strategically transitioning to the Professional Development and Research Bureau as the unit matures.

(4) Operations Sergeant

A general review should be made of the number of operations sergeant positions to determine their necessity. The review team recognizes there are intangibles and career development opportunities associated with assignments in the Chief's Office. Organizations must balance the need for career development with effective deployment of resources in the overall management strategy. The purpose of this review was to find operational efficiencies bearing in mind the overall operational effectiveness of KCPD.

Though there are intrinsic developmental opportunities associated with this role, the major portion of duties of the operations sergeant reporting to the E.O. are primarily administrative and there is no formal job description for the role. The Operations Sergeant handles matters such as:

- Sorting and reading incoming mail
- Note taking at weekly meetings
- Answering phones
- General trouble shooter
- Some liaison work with deputies
- General office management

The review team is of the opinion that there are ample opportunities for meaningful development of sergeants and that civilianization of this position will not adversely impact KCPD's ability to effectively develop sergeants, particularly in light of the leadership

development recommendations associated with HR. Bearing this in mind, the review team concludes that the Operations Sergeant position can be filled by a trained civilian.

Recommendation:

Civilianize the operations sergeant position in the Chief's office.

(5) The Special Projects Officer Position Should be Civilianized.

The Special Projects position under the Operations Sergeant is currently staffed by a sworn officer. The position's primary responsibilities are the following:

- Monitoring and reporting on Chief's Strategic Objectives
- Monitoring and reporting on Hot Spots Policing Project
- Assisting NOVA with tracking persons of interest on parole/probation

The duties assigned to this position are of importance to both front line police officers and the Chief's office. The foundational component of these tasks is the monitoring, collection, analysis and dissemination of data and interpretive information. In the evolving world of intelligence led policing, these roles are increasingly assigned to qualified civilian analyst, improving the quality of actionable information and enhancing the effectiveness of front line officers. KCPD would be well positioned by converting this position to a train analyst.

Recommendation: Convert the Special Projects position under the Operations Sergeant to that of a civilian analyst.

2. Human Resources Division

An effective Human Resources Division is critical to any organization, especially one the size and complexity of the KCPD. HR is tasked with ensuring the right practices, procedures, policies and programs are in place to ensure the health and well-being of its membership, ensuring hiring and retention of the quality employees, ensuring their

professional development and continuing ability to serve effectively. The relevancy and importance of effective HR management and leadership has been historically overlooked in organizations and especially in paramilitary institutions such as policing. It is advantageous that organizations now recognized the vital role played by a well-rounded HR department.

The staffing complement of the Human Resources Division in KCPD is illustrated below:

Position	Position	Number
Human Resources Division	Director	1
Employee Wellness Unit	Captain	1
	Sergeant	1
Employee Benefit Unit	Captain	1
Benefit Section	Supervisor	1
	Specialist	3
Personnel Records Section	Supervisor	1
	Specialist	6
Employment Unit	Captain	1
Employment Section	Sergeant	1
	Specialist	2
	Recruiter	1
	Background investigator	3
Off Duty Employment	Sergeant	1
	Officer	1
Polygraph Section	Administrative Assistant	1
	Polygraph Examiner	2
Total		28

(1) KCPD Should Civilianize Several Positions Within the Human Resources Division.

As noted earlier regarding assignments in the Chief's Office, it is important to ensure HR has the number and types of personnel to ensure its ongoing operational effectiveness. The area of Human Resource management and leadership has become increasingly specialized and is an area of emerging risks for organizations.

To mitigate potential risks, it is imperative that Human Resource functions are staffed by individuals trained in the current and evolving Human Resource practices. The practice of having sworn officers serving Human Resource roles is one that actually presents greater liability for organizations because of the need for continual transfer of training and expertise. Today, there is an industry of civilian human resources professionals, even for organizations such as law enforcement ones.

Where possible, police organizations should look to civilianize Human Resource positions – human resource professionals have the subject matter expertise and they do not rotate periodically to other assignments. KCPD should therefore examine personnel assignments in Human Resources Division to ensure required expertise and deployment of sworn versus civilian. A number of positions can readily be civilianized without compromising workforce integrity. These include:

- Employee Wellness Unit - Captain
- Employee Benefit Unit – Captain

The Employee Wellness Unit is a new entity staffed by a Captain and one Sergeant focused on developing an early intervention system for member support and coordination access to psychological assistant. This unit is tackling a rapidly emerging area of concern in police organizations. Police culture is beginning to accept the fact that psychological trauma requires professional help to overcome. At the same time, it's known that sworn members are more apt to speaking with another officer, than to a civilian at the onset. KCPD has an opportunity to create a unit having the professional expertise of a train civilian, while incorporating the police experience of a sworn member. This hybrid is seen as the industry best practice. To position itself as a leader in employee wellness, KCPD

should civilianize the Captain's position in the Employee Wellness Unit and maintain the Sergeant position as sworn.

The Employee Benefit Unit is comprised of the Benefits Section and the Personnel Records Section. The unit is led by a Captain. The Benefits Sections is staffed by 4 civilians and handles issues such as:

- Family medical leave, limited duty
- Disability accommodations
- Workers compensation
- Department insurance plan administration

The Personnel Records Section is staffed by 7 civilians and handles issues such as:

- Compensation
- Promotional processes
- Member separation from service
- Sworn and non-sworn selection process support
- Administration of disciplinary action
- Member timekeeping

The highly specialized and administrative nature of the work conducted in these areas left the review team to conclude there is no reason the Captain's position could not be civilianized.

Recommendations:

Civilianize the Captain's position in the Employee Wellness Unit.

Civilianize the Captain's position in the Employment Benefit Unit.

(2) Assessing Staffing in the Human Resource Division.

It was noted during this review that City Administration tabled a consolidation analysis report which contrasted the staffing in KCPD Human Resources Division with that of the City's Human Resource Division. There was great concern over the fact that although the City's Human Resource function oversees staffing that is almost twice the size of KCPD's, both had similar number of employees.

Organizations should always explore measures to create efficiencies and make the best use of financial resources. However, it is also important to ensure fair and accurate comparisons are being made. The type of work required to hire within a police agency is far more intensive and time consuming than general support for municipal entities, making a one-to-one comparison difficult. One of those options is the shared services approach which the City and the Police Department are evaluating. As an administrative function which in most jurisdictions is a shared service between a police department and municipality, the feasibility of this should be further evaluated.

Recommendation:

Conduct a full workload and staffing analysis within the Human Resources Division in the context of the administrative shared services review with the City.

(3) Recruitment and Retention Should Be Continually Evaluated.

Across the country, police organizations are experiencing a common phenomenon in recruiting challenges. A number of sociological factors are contributing to this phenomenon including:

- Aging population and increasing retirement of baby boomers
- Declining public perception of policing
- Competitive job markets in a full employment situation.

It was not uncommon in the past to have 1000+ applicants to fill 25 positions. That is a ratio of 40 applicants for each position. Today, organizations struggle to find 300 applicants to fill 40 positions, a ratio of 7.5 to 1. In this highly competitive environment, organizations must do everything they can to ensure they are making themselves the employer of choice and not miss out on qualified candidates.

There have been concerns that the recruitment process at KCPD did not occur in a timely manner. To assess this concern, the review team examined KCPD's recruiting process and compared that with notable recruiting processes within the policing community. The following steps summarize the KCPD recruitment process:

1. Submission of a Substance Abuse form
2. Written Examination
3. Physical Abilities Test
4. Turning in of Application and documents
5. Polygraph Examination
6. Background Investigation
7. Oral Interview
8. Physical and Psychological Examination

Though the time can vary depending on a number of variables, the average time for a recruitment process in KCPD is approximately six (6) months in duration. The review team did not find this time frame to be out of the norm nor unreasonable. In similar size organizations, recruitment can take up to nine (9) months. The selection of a recruit or any employee within a police organization is the first line of defense against organizational risks. In the battle to secure recruits, organizations should not lower the necessary

standards needed to protect organizational integrity and professionalism, while providing the best possible service to citizens.

The Human Resources Division is aware of these issues and continually strives for process improvements to reduce recruitment and selection times in the Police Department.

Recommendations:

The newly appointed HR Director should continue to implement measures to ensure a maximum six month (6) hiring guideline for new recruits.

KCPD should conduct a work flow analysis of the recruiting process to ensure its achieving the desired outcome in the most efficient way.

KCPD should develop a robust recruitment and retention strategy.

(4) KCPD Should Examine Its Use of the Polygraph in Hiring.

KCPD currently polygraphs each hire, civilian or sworn. The polygraph component is lengthy and due to restricted access to qualified polygraphers, slows down the recruitment process. The HR Director is committed to exploring options to mitigate this problem and reduce the exorbitant amount of time it adds to the recruiting process. Although the use of polygraphs is still practiced by many police organizations, it is important to note that world-wide, leading police organizations have abandoned this measure without jeopardizing their ability to select candidates of the highest moral character to serve as police officers. KCPD should examine the necessity of having every position subjected to this test.

Recommendation:

KCPD should examine the necessity of polygraph use and the need to have every hire, police and civilian, polygraphed.

(5) Leadership Development Should Be Coordinated.

Ongoing leadership development was a theme repeated in many of the interviews undertaken in this review. Several different entities appeared tasked with this responsibility. They include:

- Mentoring Program
- Staff Inspections
- Human Resources Division
- Training Division

A strategically coordinated leadership development program is important to organizational effectiveness, succession planning, and the overall wellness of an organization such as KCPD. Gone are the days of the passive adage “the cream rises to the top.” Organizations must ensure their members are continually growing and preparing for next level leadership. A lack of preparation in this area is preparing to fail in an increasingly complex policing environment. The Mentoring Program overseen by the Executive Officer provides Captains valuable insights and opportunities to experience diverse areas of leadership in preparation for career advancement. This is a unique component of leadership development in KCPD which should be complimented by additional HR directed programs. KCPD would benefit from an enhanced leadership development program overseen by the Human Resources Division with instructional support from the Training Division.

Recommendations:

The Human Resources Division should coordinate next level leadership development programs for KCPD in partnership with the Training Division.

Move Staff Inspections to Human Resources Division.

Maintain the Mentoring Program under the direction of the Executive Officer.

(6) KCPD Should Develop Human Resources Strategic and Business Plans.

Emergency Services are accustomed to responding to crises and adjusting to conditions in achieving the best possible outcome. The emerging crisis for many such organizations today is that of personnel management/leadership and wellness. This is an area historically overlooked which today harbors paralyzing risks to organizations. Organizations cannot afford to respond to the HR crisis but instead, must plan to avoid and mitigate them.

One of the best ways for organizations and work areas to stay on track and avoid emerging risks, is to development and implement sound strategic and business plans. The strategic plan is the three to five year road map for the organization or area, and the annual business plan lays out specific targets for achieving goals. Human Resource management will be critical for police organizations going forward due to competitive marketplace and declining applications for police positions. Organizations must develop targeted approaches to both recruiting and retaining quality candidates. Another key component of the plan will be methods of addressing ongoing employee wellness, dealing proactively with issues of mental health, and creating healthy, respectful work environments, where gender issues are addressed in a productive fashion.

Without strategic and business plans, organizations will find themselves in a state of constant reaction, always trying to catch up. KCPD can protect itself by ensuring development of sound Human Resource strategic and business plans.

Recommendations:

Develop a Human Resources Strategic plan for KCPD.

Develop accompanying business plan.

Review strategic and business plans annually to ensure implementation.

Develop a recruitment and staff retention policy

3. Professional Standards

An effective Professional Standards functions is essential to the professionalism and legitimacy of a police agency. In an increasingly difficult policing climate, public trust in the ability of an agency to conduct fair and impartial investigations into allegations of member misconduct is paramount. The Professional Standards Division in KCPD handles much of the internal investigations arising in KCPD, but does not oversee police shootings which is consistent with industry best practice.

The staffing complement of the Professional Standards Division is illustrated below:

Position	Position	Number
Professional Standards Division	Major	1
Internal Affairs Unit	Sergeant	4
	Detectives	9
Private Officers Licensing Unit	Manager	1
	Administrative Assistant	5
Community Support Section	Sergeant	1
	Police Officer	4
	Victim Assistant Specialist	1
Office of Diversity Affairs	Captain	1
Technology Innovation Section	Sergeant	1
Total		28

The following table shows the number of cases handled by the Professional Standards Division in 2016, and the number of cases per Internal Affairs Unit member:

Total Cases	177
# of Internal Affairs Unit staff	14
# of cases/IAU staff	12.6

In keeping with the mandate of this review to assess the workload and staffing allocation within the KCPD, the review team found the staffing in Professional Standards Division to be consistent with similar size organizations serving comparative cities. Of the 177 investigations, 144 were initiated outside the Department and 33 internally initiated.

An effective Professional Standards function plays a critical role in ensuring public trust by responding to public complaints and dealing with them integrally. In the employee survey, 85.5% of employees agreed that KCPD has positive relationships with citizens. The role of an effectively staffed and operating Professional Standards Division is critical in maintaining and enhancing these positive relationships.

Recommendation:

KCPD should continue staffing the Internal Affairs Unit at current staffing levels.

Organizational effectiveness is greatly enhanced by the proper alignment and coordination of work units and personnel. The review discovered a common occurrence of misaligned work units in many areas of KCPD, including the Professional Standards Division.

The Professional Standards Division should be solely focused on matters of internal investigations, and segregated from operational matters focused on the day to day external duties of KCPD. The review team could find no credible reason for inclusion of the following sections within the Professional Standards Division:

- Office of Diversity Affairs
- Community Support Section

The Community Support Section is mandated to provide service to victims of crime who undoubtedly come into contact with police officers through the Patrol or Investigations Bureau. It is plausible that the Section be housed in either of these Bureaus to create operational efficiency.

The Office of Diversity Affairs fulfills much of the mandate accorded to the Human Resources Division and would be better aligned within that division. The Human Resources Division recently formed the Employee Wellness Unit to address early intervention and employee psychological health. The issues surrounding mentoring and diversity inclusion are holistic organizational wellness issues that belong under the umbrella of an overarching Human Resource strategy. Every facet of the Officer of Diversity Affairs speaks to human resource management and clearly belongs in the Human Resource Division and not Professional Standards.

Recommendations:

Realign Office of Diversity Affairs in the Human Resources Division.

Realign Community Support Section within Patrol or Investigations Bureau.

4. Office of the General Counsel

The Office of the General Counsel provides a legal support services for the Department in addition to providing oversight for human resources services to the Department. This office has a variety of roles, including:

- Advises the Chief and command staff on all legal issues.
- Reviews contracts.
- Reviews and processes open records requests.
- Reviews insurance for assets and workers' compensation (self-insured).
- Reviews grant applications and reports.
- Assists in risk management and special projects.
- Reviews and assembles agenda items before the Police Commission.
- Liaison to the Municipal Court.

The Office's staffing of seven (7) includes:

- General Counsel
- Associate General Counsel
- Sergeant
- Detective
- Two (2) Paralegals (one for vehicle claims adjusting)
- Police Board Assistant / Secretary

The Office is impacted in litigation by the fact that these are mostly handled by the State Attorney General's Office. This often results in delays due to conflicting workloads and the different workloads presented by a municipal police department. The Police Board should evaluate the feasibility of getting the Statute changed to bring the responsibility for litigation in house.

Recommendation:

Evaluate the feasibility of revising the State Statute to bring the responsibility for litigation within the Police Department.

5. Office of the Chief Summary

This section of the chapter will serve as a summary of the recommended changes to the organizational structure and authorized staffing levels for the Office of the Chief. Based on the changes recommended in this Chapter, the following charts details the recommended changes:

Functional Area	Current Authorized Staffing			Recommended Staffing			Staffing Change
	Sworn	Civilian	Total	Sworn	Civilian	Total	
Chief of Police							
Chief's Office	5	1	6	1	5	6	0
Exec. Officer	1	0	1	1	0	1	0
General Counsel	2	5	7	2	5	7	0
Staff Inspections	2	0	2	1	1	2	0
Quality Control	2	0	2	2	0	2	0
Totals	12	6	18	7	11	18	0
Human Resources Division							
Director	0	1	1	0	1	1	0
Empl. Wellness	2	0	2	1	1	2	0
Empl. Benefits	1	0	1	0	1	1	0
Benefit Section	0	4	4	0	4	4	0
Pers. Records	0	7	7	0	7	7	0
Employment U.	1	0	1	1	0	1	0
Employment Sct.	6	1	7	6	1	7	0
Off Duty	2	0	2	2	0	2	0
Polygraph	0	3	3	0	3	3	0
Totals	12	16	28	10	18	28	0
Professional Standards Division							
Major	1	0	1	0	1	1	0
Internal Affairs	13	0	13	13	0	13	0
Private Officers	0	6	6	0	6	6	0
Comm. Support	5	1	6	5	1	6	6
Diversity Affairs	1	0	1	1	0	1	0
Tech. Innovation	1	0	1	0	1	1	0
Totals	21	7	28	19	9	28	0
OVERALL TOTAL	45	29	74	36	38	74	0

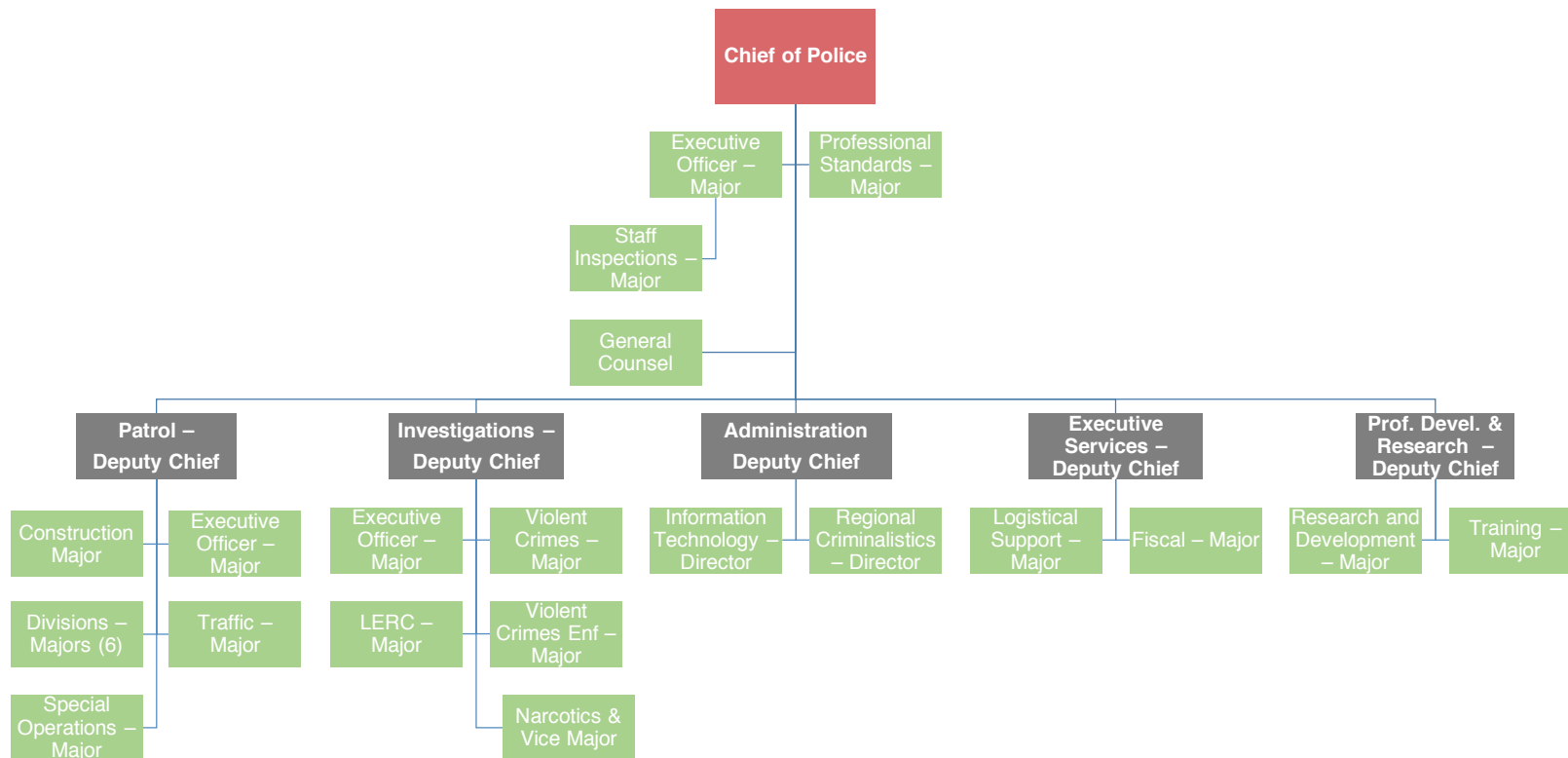
8. Analysis of the Department's Organization

This chapter of the report describes, evaluates and makes recommendations regarding the organizational structure of the Kansas City Police Department as well as its management staffing levels. This chapter also evaluates the roles of the Police Board and suggests opportunities to improve the oversight and governance roles it plays for the Department and the City.

1. The Organization of the Department Partially Depends on State Statute.

The authorization, organization and size of the force, and governance of the Kansas City Police Department is in State enabling legislation – Missouri Revised Statutes, Chapter 84. The Police Department operates under a four (4) person Police Board which is appointed by the Governor and also includes the Mayor of Kansas City as its fifth member. While other aspects of these statutes will be evaluated in later sections, the number of top managers in the Department are authorized as six (6) – one Chief (a Colonel) and five (5) Deputy Chiefs (authorized as Lieutenant Colonels). As a result of this five (5) bureaus are created around these management staff. The statutes do not delineate the actual structure or organizational content of each of these bureaus.

The current overall structure of the Kansas City Police Department is shown in the following organizational chart at the major function and top manager level (i.e., Major and above). Following the organization chart is a generalized summary of the organization of the Department (more organizational detail can be found in the *Descriptive Profile of the Kansas City Police Department* developed in this study).



- The **Office of the Chief** – the Chief of Police reports to the Police Board and is responsible for the overall functioning of the Department and meeting community service goals. The Chief reports to the Police Board. Within the Office of the Chief are several functions, including:
 - The **Executive Officer**, a Major, serves as a staff assistant to the Chief with internal and external responsibilities and manages several functional areas, including:
 - Mayor's detail
 - Staff Inspection
 - Quality control
 - Media
 - Mentoring program
 - FOP liaison
 - **Professional Standards Division**, headed by a Major, which includes:
 - Internal Affairs
 - Private Officers Licensing
 - Diversity Affairs
 - Technology Innovation
 - **Office of the General Counsel**, the legal counsel for the Department also including responsibility for:
 - Human Resources
 - Municipal Court liaison
- **Patrol Bureau**, headed by a Deputy Chief (or Colonel) which is organized, as follows:
 - Six **Patrol Divisions** responsible for different areas of the City – Central, Metro, East, North, South, Shoal Creek. Each Division is headed by a Major. Each Division has various proactive enforcement units and programs as well as follow-up investigations of property and other crimes. The Patrol Bureau also has organized within it the following:
 - **Construction Division**, headed by a Major, responsible for facility planning
 - **Traffic Division**, headed by a Major, is dedicated to enforcement, investigation and education on traffic matters.
 - **Special Operations**, headed by a Major, responsible for several field support functions – Tactical Response (3 Teams), Helicopter, Canine, Mounted, Bomb and Arson.

- **Investigations Bureau**, headed by a Deputy Chief (or Colonel) which is organized, as follows:
 - The **Law Enforcement Resource Center (LERC)**, headed by a Major, which includes several crime analysis and intelligence units as well as the Real Time Crime Center.
 - **Violent Crimes Division**, headed by a Major, performs follow-up investigations on violent crimes as well as economic crimes (major frauds).
 - **Violent Crimes Enforcement Division**, headed by a Major, provides investigative, enforcement and supporting services surrounding the Non-Violence Alliance (NOVA) philosophy of focused deterrence. These include intelligence, suppression, career criminal surveillance, firearms investigations, fugitive apprehension, and community partnerships.
 - **Narcotics and Vice Division**, headed by a Major, is composed of a variety of squads including HIDTA (High Intensity Drug Trafficking Area), various local drug enforcement efforts, vice and cybercrimes (principally with a vice nexus).
- **Administration Bureau**, headed by a Deputy Chief (or Colonel) which is organized, as follows:
 - **Information Technology Division**, headed by a civilian Director, responsible for all information systems in the Department, help desk, applications development, etc. The Division also has 'records' functions for the Department.
 - **Regional Criminalistics Division**, headed by a civilian Director, the Division is responsible for field evidence collection, processing evidence and computer forensics.
 - **Property and Evidence Unit**, headed by a Captain, the Unit maintains the Department's inventory of evidence and property.
- **Executive Services Bureau**, headed by a Deputy Chief (a Colonel), this Bureau is comprised of the following functions:
 - **Logistical Support Division**, headed by a Major, this Division is responsible for fleet management and communications.
 - **Fiscal Division**, headed by a Major, is comprised of financial services (payables, accounting, asset forfeiture, grants and purchasing / supply) and budget. This unit also has the alarm section.

- **Building Operations Unit**, headed by a civilian Manager, this Unit is responsible for building maintenance and security.
- **Professional Development and Research Bureau**, headed by a Deputy Chief (a Colonel) is organized with two sets of functions:
 - **Training Division**, headed by a Major, this Division is responsible for Academy and in service training. It also is responsible for Youth Services.
 - **Research and Development**, headed by a Major, this Division is responsible for policy and procedure updates, analysis of internal business processes and methods improvement, research on ‘best practices’, and tracking certain aspects of performance (e.g., profiling).

As a law enforcement organization, the overall structure of the Kansas City Police Department has evolved over time. This evolution leads to practices which benefit the agency through familiarity, but other which can impact organizational and cost effectiveness. These advantages and disadvantages are described in the next section of the report.

2. The Organizational Structure and Management Staffing of the Police Department Has Strengths as Well as Issues.

There are many strengths as well as issues in the KCPD organizational structure and its management staffing as identified by the project team as part of this assessment.

(1) Strengths of the Organization

The organizational structure of the Kansas City Police Department has several strengths associated with it, including the following:

- In general, at its highest organizational level, it has clear functional groupings – allocating field, investigative and administrative functions together.
- Several administrative functions are managed by civilians – for example, information technology and forensics.
- Unlike many large law enforcement organizations, the Kansas City Police Department has consolidated most of its operations analytical functions. Crime analysis and operational intelligence are organized in the Law Enforcement

Resource Center (LERC).

- Organizing several high risk functions within the Office of the Chief has significant advantages of keeping areas of public and internal concern closely managed (e.g., internal affairs, human resources). The Office of the General Counsel underscores the importance of risk management to the Department.
- Quality assurance / control as well as operational effectiveness is important to the Department. There are several units dedicated to continuous improvement, including the Quality Control Unit, the Research and Development Division, and several special projects units within Bureaus.
- Willingness to try new ideas in law enforcement – the Violent Crime Enforcement Division’s emphasis on focused deterrence, including programmatic / support incentives to individuals who try to turn their lives around in addition to focused enforcement as necessary is an example of this willingness to innovate.
- Employees matter to the Department as evidenced in the Wellness, Mentoring, and Diversity. The results of this emphasis were demonstrated in the employee survey with many indicators of employee satisfaction relating to community service and the value of their work efforts.
- The Kansas City Police Department is a State organization with a Governor-appointed Police Board which is its governing body providing oversight. The Chief and command staff support the Board in its decisions much as a city manager and department heads support a city council.

These are important organizational advantages in a large agency.

(2) However, There Are Also Significant Issues in the Organizational Structure and Management Staffing Levels.

As a large police department which has gone decades without external organizational review there are several issues which have been identified by the project team that will be the subject of alternative assessment. Several of these issues are significant issues either because of the impacts on organizational cohesion or cost effectiveness. These issues include the following:

- ***There are vast disparities in spans of control*** in the organization with the Patrol Bureau with 880 authorized positions, over 75% of the authorized positions in the Department while there are three ‘administrative’ or support bureaus (Administration and Executive Services) with half as many staff in aggregate,

though with admittedly more functions. In spite of this, coordination between patrol and special enforcement functions were identified as a major issue in the employee survey. Finally, this disparity in spans of control extends to divisions, sections and units throughout the Department.

- ***While it is important for high risk functions to be organized with the Chief, there are also many ancillary functions organized in the Office of the Chief.*** While the Chief has only three (3) direct reports in the Office of the Chief, the Chief is responsible for the entire organization, including the oversight for the five (5) Bureaus, reporting to the Police Board, interfacing with the City and the community. This is excessive. Moreover, there are seven (7) major functional areas under the Executive Officer in addition to functional responsibilities for legislative and other matters.
- ***The functional grouping of many functions in the organization result in duplications and/or fragmentations in overall responsibility in the Department.*** There are many functions in the Department, the organization of which are illogical for the overall effort involved, including for example:
 - Diversity Affairs could be better functionally aligned with Human Resources than with Professional Standards.
 - Staff Inspections is also organized in the Executive Officer's Office instead of with Professional Standards or other better functional fit.
 - Similarly, the Quality Control unit is also in the Executive Officer's Office instead of Research and Development.
 - There are 'special projects' units in numerous locations throughout the organization, including Human Resources, the Executive Officer's Office, Patrol and Information Services. While each of these have had unique reasons for their creation, these units generally focus on new systems and approaches to law enforcement.
 - The Construction Division is in the Patrol Bureau because to coordinate the new facility program in recent years. This program is now largely complete. As a result, maintenance projects are most of the responsibilities to be handled resulting in the need for more coordination with Building Operations and less with Patrol.
 - Fleet is organized in one Division with emergency communications, property and evidence.
 - Communications responsibility are organized in the Logistical Support Division, however, in three separate units – Communications, Communications Support and Interoperability.

- ***There are many opportunities for a 'shared services' approach with the City to minimize duplication and maximize cost effectiveness.*** These opportunities have been examined in several places within this report as well as in separate evaluations conducted by the City and the Police Department. However, these opportunities include both administrative and maintenance functions such as the following:
 - Human Resources
 - Information Technology
 - Purchasing and accounting functions
 - Building Maintenance
 - Fleet Maintenance

In addition to their evaluation in this report, several of these functions are being evaluated for a more shared services approach on a cooperative basis between the City and the Police Department.

- ***There are many functional areas in which sworn personnel are authorized, either in performing those functions or managing civilians within those functions.*** In recent years, an industry of civilian managers and functional staff have developed throughout the country. This is in response to several factors:
 - The relative cost of civilians versus sworn personnel.
 - The technical abilities of sworn personnel in various technical areas.
 - The fact that sworn personnel rotate frequently from one function to another.
 - The ability of some sworn personnel to effectively manage and supervise civilian personnel.

The evolution of civilian staff as functional personnel or managers has in many areas not been embraced in Kansas City. While civilian managers exist in some areas (e.g., Human Resources, Private Licensing, Information Services, Regional Criminalistics and Building Operations), in other areas they are lacking:

Potential for Civilian Staffing	Potential for Civilian Supervision
Office of the General Counsel (Sergeant)	Media (Captain, Sgt., Detective and/or Officer)
Employee Wellness (Captain and Sergeant)	Employee Benefits (Captain)
Off Duty Employment (Sergeant or Officer)	Employment (Captain and Sergeants)
Diversity Affairs (Captain)	LERC (several supervisory and analyst positions)
Technology Innovation (Sergeant)	Information Services (several supervisors)
Construction (Major and 2 Captains)	Crime Scenes (Captain)
Fleet (Captain)	Property and Evidence (Captain and Sergeant)
Special Projects (various)	Communications (Captain)
	Fiscal (Major and Captain)
	Research and Development (various)

This is a significant list of opportunities for civilianization in addition to potential civilian field roles.

- ***The Kansas City Police Department has an issue with the number of sworn management positions in Bureau and Divisional management.*** All organizations, police departments included, have their own unique evolutions of organizational structure and management staffing levels. These result from specific organizational needs in the past, the specific needs of individual managers in the past and other considerations resulting from promotions and other factors. Without oversight and scrutiny these historical factors can collectively evolve into situations in which an organization can have too few or too many managers.

The issue of management staffing levels was clearly identified in the employee survey – about 75% of the respondents either disagreed or strongly disagree that management staffing levels were appropriate for an agency the size and complexity of Kansas City. Open-ended comments were more strident on this issue.

These are significant issues for an agency – both because of cost effectiveness but for the ability to effectively allocate resources in direct service to the community rather than to management and administration.

The next section evaluates this issue in a comparative context which sheds light on how other larger agencies have handled these issues.

3. The Organization of the Police Department in a Comparative Context.

The project team developed a comparative survey of ‘similarly sized’ (in population) police departments around the country. The purpose of the survey was not extensive but focusing on organizational structure and management staffing levels. We

selected a mix of agencies larger and smaller than Kansas City – the source for police department employment levels was the 2015 UCR for consistency purposes. The agencies included in the survey, their cities’ population and staffing levels are shown in the following table:

Surveyed Agencies and Size of the Population Served and Department Staffing¹⁹

City	Population	Total Police Employees	Total Officers	Total Civilians
Austin	938,728	2,290	1,750	540
Charlotte-Meck.	877,817	2,329	1,840	489
Indianapolis	863,675	1,776	1,578	198
Milwaukee	600,400	2,518	1,886	632
Albuquerque	559,000	1,301	864	437
Tucson	532,000	1,222	932	290
Kansas City	475,000	1,824	1,360	464
Long Beach	474,000	1,123	771	352
Mesa	472,000	1,192	789	403
Atlanta	464,000	2,218	1,781	437
St Louis	317,095	1,757	1,230	527

Next, we went to the websites of each jurisdiction to obtain organization charts and budgets to determine the organizational structure for each police department and details on management staffing. The table, below, provides calculations of the number of managers in each police department as a function of the size in staffing expressed as a percent and a ratio of sworn staffing (for agencies for which complete data was available):

¹⁹ Source, FBI Uniform Crime Report 2015.

Management Staffing as a Percent and Ratio of Staffing²⁰

City	Population	Managers / 100 Sworn	Mgrs as a % of Staffing
Indianapolis	863,675	8.37	7.43%
Kansas City	475,000	7.43	5.54%
St Louis	317,095	7.15	5.01%
Tucson	532,000	6.76	5.16%
Long Beach	474,000	6.36	4.36%
Albuquerque	559,000	6.02	4.00%
Mesa	472,000	5.96	3.94%
Charlotte-Mecklenburg	877,817	5.71	4.51%
Milwaukee	600,400	4.67	3.49%
Austin	938,728	3.94	3.01%

The following points summarize this information:

- The Kansas City Police Department is among the highest ratios to staff in terms of both managers per sworn and as a percent of total employees.
- On the basis of managers per sworn employees only Indianapolis is higher.
- On the basis of managers as a percent of the workforce only Indianapolis is higher.

Examining other aspects of the comparative organization of police departments which provide perspective on the issues described in the previous section include the following:

- In addition to Kansas City, only Mesa has an organizational structure in which, with the exception of the chief of police, top and mid managers have adjutants or executive officers.
- Other agencies vary with respect to the burdening of their chiefs of police with a large number of direct administrative management functions. Apart from direct functional management reports (e.g., bureau commanders) the agencies are divided as follows:

²⁰ Source city budgets for each jurisdiction. "Manager" is defined as Lieutenant and above for each agency surveyed.

Agencies with Few Direct Functional Reports to the Chief of Police	Agencies with Many Direct Functional Reports to the Chief of Police
Albuquerque (1)	Kansas City (10)
Atlanta (1)	Charlotte-Mecklenburg (10)
Austin (1)	Mesa (5)
Long Beach (2)	Milwaukee (4)
Tucson (0)	St. Louis (7)

As the table demonstrates, Kansas City's functional responsibilities under the Chief of Police is shared by few agencies. Among these agencies Kansas City and Charlotte-Mecklenburg (a much larger and more complex agency) have the greatest number of functional responsibilities under the Chief. Five (5) other departments surveys organizationally place virtually all support functions under divisional / bureau commands.

- Other agencies also vary with respect to how field services functions are organized with half organizing field support functions (e.g., proactive units, traffic, air, canine, etc.) in the same bureau or division as field commands and half in a separate bureau or division. This is shown in the following table:

Agencies with Separate Field and Operations Support	Agencies with Combined Field and Operations Support
Albuquerque	Kansas City
Atlanta	Austin
Mesa	Long Beach
St. Louis	Milwaukee
Charlotte-Mecklenburg	Tucson

- Finally, the organization of administrative and support services also varies among the other agencies as shown in the table below:

Number of Bureaus / Divisions for Admin. / Support Functions
Albuquerque – 2
Atlanta – 2
Austin – 3

**Number of Bureaus / Divisions for Admin. /
Support Functions**

Charlotte Mecklenburg – 2

Kansas City – 2

Long Beach – 3

Mesa – 2

Milwaukee – 1

St. Louis – 1 (but all in the Chief's Office)

Tucson – 1

The conclusions to be drawn from this survey are, as follows:

- **Most larger police departments have fewer managers than does Kansas City.** There are no agencies in our survey or in this project team's experience with the extensive executive officer / operational support system that Kansas City has. This is a major issue for this study and one that was recognized by employees in the survey conducted as part of this assessment.
- **Most larger departments have fewer direct reports and functional responsibilities placed under the chief of police.** Today, the attention of the Chief on community affairs, interface with the governing body and regional law enforcement partners are greater than ever. Even with subsidiary commanders having responsibility, these functions are increasingly placed within bureau or divisional commands. Even internal affairs is increasingly organized in this way.
- **Most agencies have more civilian managers over administrative functions.** For reasons cited earlier in this Chapter of the report, police departments around the country, including larger agencies, are staffing administrative and technical functions with civilians and civilian managers rather than with sworn personnel. These reasons include technical background requirements, the service disruptions that can result from rotational assignments, and to enhance career opportunities for civilians.
- **While approaches to organizing major field and administrative functions vary, Kansas City should consider reorganizing these functions to achieve organizational effectiveness and coordination.** Appropriate spans of control and the effectiveness of inter-relationships among functions are important organizational principles for any organization. By organizing too many functions in a division or bureau important service priorities can be lost; by dividing complementary functions in different divisions or bureaus efficiencies can be lost.

A reorganization of the Kansas City Police Department's structure of functions and its management staffing levels should be considered.

4. Organizational Principles

Prior to developing a recommended re-organization, the principles on which such an organization should be based need to be laid as a foundation for this. The project team is suggesting the following ten (10) organizational principles:

- (1) Functional interactions should drive organizational structure.
- (2) While there is no uniform organizational span of control ratio, excessively narrow (1 – 2) and broad (over 10) spans of control should be avoided. This, however, should not preclude the practice of placing managers and supervisors in 'career development' or operational / administrative support functions in the Department.
- (3) Similarly, one-over-one reporting relationships created to maintain a chain of command should be avoided.
- (4) Support functions for which there is an established industry of trained technical specialists should be civilianized.
- (5) Supervision and management over civilian functions should be civilianized.
- (6) Responsibility should be pushed as low in an organization as is practical.
- (7) There should be methods to make managers accountable for their assigned functions just as much as there are for line personnel.
- (8) The number and percent of managers in an organization should grow more slowly than the number of employees overall.
- (9) The highest priority for the Chief should be community and regional interactions and leadership and not functional management.
- (10) Shared services should be sought with the City to reduce duplication in service and costs while also ensuring that the special needs of a public safety organization are met.

These guiding principles will be utilized in the organizational alternatives' analysis in the following sections.

5. Reorganization of the Kansas City Police Department

The project team has evaluated the organizational issues identified earlier in this chapter and elsewhere in the report and has developed the following recommended approaches.

(1) Many of the Recommendations to Address Identified Organizational Issues Can Be Found in Bureau Analytical Chapters of This Report.

In the Bureau chapters of this report can be found many of the recommendations to address and resolve issues identified in this Organizational Chapter of the report. Specifically, these areas include:

- Opportunities to make spans of control more consistent in the Department and appropriate to the functional area and level of the organization.
- Opportunities to address the functional and management span of control of the Chief to allow the next Chief to devote more time and attention to community and regional issues.
- Opportunities to address specific functional groupings to make them more logical in terms of operations and service delivery.
- Opportunities for 'shared service' delivery with the City in administrative and maintenance areas of the Department.
- Opportunities for civilianization in administrative and support areas in which there is an industry that supports civilianization, including the management of civilianized functions.

There are several organizational issues which need to be the focus in this Chapter dealing with Department-level organizational structure and top management staffing. These issues are discussed in the following sections of the report.

(2) Create a Special Operations Bureau by Dividing the Patrol Bureau into Field Commands and Field Support Functions.

The project team believes that the span of management and functional control for the Patrol Bureau Deputy Chief is excessive with six (6) field divisions as well as a Traffic

Division and a Special Operations Division – in all 8 operational Majors in addition to the Executive Officer (another Major) and currently, the Construction Division (a tenth Major). The Patrol Bureau is a critical and the most visible part of the Department with respect to the community. The focus of this Bureau needs to be on direct service delivery – including maintenance of a proactive yet responsive force that is engaged with the community. The Deputy Chief has the lead role in ensuring that this is achieved and maintained.

Creating a separate organizational Bureau in the Department, a Special Operations Bureau would include the functions currently in the Traffic Division and the Special Operations Division, including:

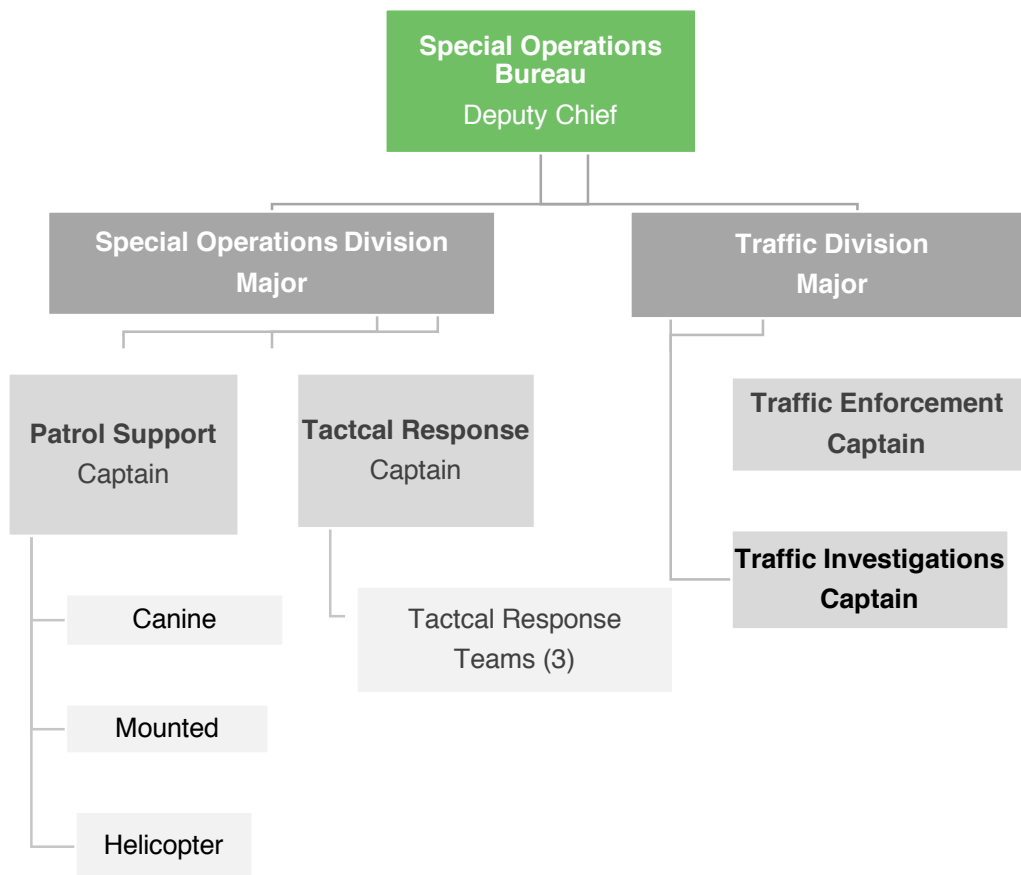
- All traffic enforcement, investigative, parking, DUI and educational functions.
- Tactical response teams.
- Canine.
- Mounted.
- Helicopter Section.
- Bomb and arson.

As described earlier in this Chapter as well as in the Patrol Bureau Chapter of this report and in the results of the employee survey, there are significant opportunities to better coordinate specialized and field services in the City. Creating a new Bureau could exacerbate that issue – it would be critical for the Special Operations Bureau Deputy Chief to develop a service model with the Patrol Bureau to avoid that.

The police industry for larger agencies is split on this issue – in the survey described above, an equal number of agencies have separated field and field support functions. There are advantages and disadvantages to each – by separating: spans of

control are improved; by combining: coordination can be an issue. The project team and staff themselves have concluded that coordination is an issue now because the leadership for coordination happens among middle managers. By placing responsibility for field and field support functions at top command levels, the coordination objective is stronger.

The following chart depicts how the Special Operations Bureau would be organized and managed:



It is important to note that the creation of a new Bureau creates a new position on the authority of the State Legislature (in RSMO Chapter 84). As a result, this recommendation is tied to the recommendation in the next section to combine two other Bureaus – Administration and Executive Services.

Recommendations:

Create the Special Operations Bureau, grouping together traffic and field services support functions.

Transfer a Deputy Chief (Colonel) position from merged Administrative and Executive Services Bureaus (as described in the next Section of the report).

(3) The Administration and Executive Services Bureau Should Be Consolidated and Be Named the Support Services Bureau.

As discussed here and in a previous chapter, the Administration and Executive Services Bureau provided support services to the Police Department. The services provided vary greatly, but primarily include services that are performed by civilian personnel. Additionally, the bulk of these functional areas are not deployed on the streets, with the exception of Crime Scene Investigators. Considering that these functions support law enforcement and investigative functions and are comprised primarily of civilian personnel, the two bureaus should be combined into one bureau. Additionally, considering the support nature of these operations, the bureau should be named the Support Services Bureau. As traditional with each Bureau of the Police Department, the Support Services Bureau will be managed by the position of Deputy Chief and augmented by a civilian Deputy Director, and an Administrative Assistant.

Additionally, by combining the Administration and Executive Services Bureau into a Support Services Bureau, this will allow for one of the Deputy Chief positions to be transitioned to the Deputy Chief position in the newly created Tactical Operations Bureau. This serves two purposes: one of which does not result in a net increase in the number of Deputy Chief, and secondly maintain six Deputy Chief positions in the Police Department as defined by state statute.

Overall, the combination of the Administration and Executive Services Bureau will allow for a more efficient operational approach to critical support operations and maintain compliance of state statutes. By transferring a Deputy Chief position to the Tactical Operations Bureau and transferring the Operation Sergeant to a Deputy Director role, it results no net changes in staffing number for the oversight of the two Bureaus.

Recommendation:

Combine the Administration and Executive Services Bureau into a Support Services Bureau.

Transition one Deputy Chief position to the Special Operations Bureau.

(4) Over the Long Term, Management Staffing Levels Need to Be Reduced.

This Chapter has shown that there is an issue in the Kansas City Police Department regarding its management staffing levels. In addition, this issue was raised in each of the Bureau analytical chapters. This issue was demonstrated by the following points:

- The Department has developed an approach to management support in which a senior manager (a Major) provides back up and administrative support to other senior managers (Deputy Chiefs) in each Bureau. In many organizations, a rank level is skipped for management support.
- In selected bureaus and divisions and other functions, this practice continues deeper into the organization with sergeants providing support to Captains or other positions.
- In many several support areas the top manager is a very senior position (e.g., a Major).
- In many of these functional support areas the sworn positions' roles are primarily the kinds of administrative assistance that a civilian could provide (e.g., scheduling, interface with vendors, etc.).
- Overall management staffing levels have been shown to be higher in number and proportion in Kansas City, not only to comparably-sized departments but also to much bigger ones. In fact, in comparison to the agencies for which data could be

compiled, the Kansas City Police Department has the highest ratio of managers to organizational size.

- Employees of the Police Department recognize this issue too – managers, supervisors and line staff in both interviews as well as in the employee survey strongly stated that management staffing levels were an issue.

The Department has not evolved to this approach overnight. Moreover, being essentially a unique State agency has resulted in a different kind of oversight than exists in a municipal department. It is clear that current approaches to management staffing levels in support of top managers in the Kansas City Police Department are uncommon in the police industry, even for larger departments, do not tie roles to an appropriate staff position or type and are not cost effective.

Many recommendations have been made in this report to reduce and/or civilianize sworn management staffing. As a long term goal, the Department should continually strive to push organizational responsibility lower into the organization and its rank structure. Over time, this will reduce management staffing and costs relative to the entire Police Department.

Recommendation:

Continually evaluate additional opportunities for civilianization and placing administrative responsibilities as low in the organization as is practical.

6. MISSOURI REVISED STATUTES CHAPTER 84 PROVIDE GUIDANCE ON RELATIONSHIP BETWEEN THE POLICE DEPARTMENT AND THE POLICE BOARD AS WELL AS THE BASIS FOR GREATER ACCOUNTABILITY.

The Police Department in Kansas City is unique – it is the only municipal police department remaining in the country that exists through the authority of state government. The existence and authority of the Police Department in Kansas City is defined under Missouri Revised Statutes Chapter 84. The Statute provides for the existence of a

governing body over the Police Department, the Police Board, whose members are appointed by the Governor in addition to the City Manager. When a Chief of Police is appointed to head the police force, he or she is directly responsible for the day-to-day operation of the Police Department and report to the Police Board:

- Administer and enforce rules and regulations and special emergency directives for the disposition and discipline of the force and its officers and other personnel;
- Have, exercise, and discharge the functions, powers and duties of the police force in the City;
- Prescribe the duties and assignments of all subordinates and other personnel;
- Delegate authority as deemed necessary for the efficient operation of the force;
- Report to the Police Board at their regular meetings in a manner that is not prescribed in the Statute.

The Police Board cannot direct the day-to-day operations of the Police Department and cannot directly supervise the performance of law enforcement activities. However, the State's Statute does provide the basis for professionally accountable relationship between the Police Chief, the Department and the Police Board. Ultimately, this provides added transparency and accountability to the public. The project team found during its time on site that while the Department has a Strategic Plan it lays out very general goals relating to community service and there is no performance measurement system or performance management plan to monitor this and other enforcement goals. Moreover, this Plan is not on the Department's web site and available to the public.

As a result, there are several key defining features of a Police Department which are missing in Kansas City, including:

- Development of specific and goals for each service area in the Police Department.
- Development of linked objectives, strategies, measurements or methods to make

the Chief and other staff to be accountable for developing anything concrete out of this process.

- Development of methods to measure achievement of agreed upon objectives. There are no Department metrics in place to monitor achievement of any service goal or service target. There is a distinct lack of any performance metrics at all in the Department for either internal or external use.

As part of its reporting to the Board and the community, the Police Department needs to enhance the approaches it takes to communicate to both. Review of previous presentations to the Police Board and the public have led the project team to conclude that these are general, not comprehensive, and where specific are principally output and not outcome measures.

Recommendations:

The next Police Chief needs to work with his or her management team in the next year to develop suggested performance measures within a more comprehensive Strategic Plan. The Research and Development Division should take the lead in organizing this effort.

In the development of a Strategic Plan obtain input from throughout the organization as well as from the community.

A key outcome of the Strategic Plan should be the assignment of accountability to each manager of attainable objectives relating to delivery and monitoring of service to the community as well as addressing internal Departmental improvement needs. The Research and Development Division should take the lead in monitoring results.

The Department needs to report to the Police Board and the public at least on a quarterly basis. A real time 'dash board' of performance should be developed by the Research and Development Division.

Appendix – Analysis of Employee Survey

INTRODUCTION TO THE SURVEY

As part of the Police Department Staffing Study, the Matrix Consulting Group is conducting, an anonymous survey was distributed electronically to all current personnel within the Department, allowing for employees to add input to the study. The survey was conducted online through the SurveyMonkey tool and was anonymous. In total, 1,012 respondents completed the survey. This resulted in a response rate of 59%.

Several types of questions were asked to respondents in the survey:

- **Background questions:** Primarily located at the start of the survey, questions were asked to better understand who responded, as well as to enable the survey to direct employees to questions that are tailored to their unique assignment (e.g., sworn personnel in patrol roles, investigators).
- **Multiple choice questions:** Respondents were given statements on a wide range of topics and asked to select an answer – Strongly Agree, Agree, Disagree, Strongly Disagree, or Not Applicable. Respondents could also opt against providing an answer to each question. It is worth noting that for the purposes of tabulating survey results, those selecting Not Applicable or making no selection are considered the same, and excluded from the tabulation.
- **Open-ended response questions:** Text boxes were included at certain points in order provide the opportunity for commentary on specific topics, as well as on any of the areas covered in the survey. The input received through these questions is covered within the sections for each topic.

The following sections present an analysis of key findings from the employee survey, organized by subject area. Given that the majority of multiple choice questions were only asked to specific groups, the headlines for each topic area specify identify which divisions or bureaus the response data includes.

The analysis does not cover all of the questions that respondents were asked, and instead focuses on presenting only the most relevant and important findings. However, the complete survey responses are provided as an attachment to this summary.

SUMMARY OF RESPONDENT BACKGROUND DATA

At the beginning of the survey respondents were asked a number of background questions to better identify response patterns by bureau and other criteria:

Which Bureau Are You Assigned?

Bureau	% Response
Office of the Chief (incl. Prof. Standards)	4.5%
Administration Bureau	9.7%
Patrol Bureau	51.5%
Investigations Bureau	19.9%
Executive Services Bureau	10.0%
Professional Development Bureau	4.4%

Classification in Administrative Support Functions?

Rank	% Response
Captain or Higher	7.3%
Sergeant	8.3%
Police Officer/Detective	16.0%
Civilian Manager or Manager	5.9%
Civilian Employee	62.5%

Classification in Patrol Bureau?

Rank	% Response
Captain or Higher	6.1%
Sergeant	22.2%
Police Officer/Detective	63.2%
Civilian Manager or Manager	0.0%
Civilian Employee	8.4%

Classification in Investigation Bureau?

Rank	% Response
Captain or Higher	5.0%
Sergeant	17.9%
Police Officer/Detective	61.7%
Civilian Manager or Manager	1.0%
Civilian Employee	14.4%

Responses to General Questions Answered by All Staff

In the first section of the survey all employees were asked a series of questions about their views toward service to the community and about the Police Department overall.

Abbreviations are used in the summary narrative of multiple choice question

results, as follows:

- SA** Strongly Agree
- A** Agree
- D** Disagree
- SD** Strongly Disagree

KEY FINDINGS: KCPD and the Community

Respondents generally feel they provide high levels of services to the community.

All employees were asked their opinions about the service level the Department provides to the community.

Statement	SA	A	D	SD
1. The KCPD provides high levels of law enforcement service to the City.	16.1%	53.0%	22.0%	8.8%
2. The Department improves the quality of life in Kansas City.	15.4%	60.0%	19.0%	5.6%
3. We have the support of the community.	5.1%	66.9%	22.7%	5.2%
5. Our Department has positive relationships with City residents.	7.9%	73.6%	15.7%	2.9%

It is clear that the vast majority of respondents agree or strongly agree that the Police Department provides high levels of law enforcement services to the City, improves the quality of life of residents, has the support of the community, and has positive relationships with residents.

KEY FINDINGS: Staffing Levels and Organizational Structure

Attitudes toward personnel levels and organizational structure were negative.

All personnel were asked their opinion about overall Police Department staffing levels and organizational structure:

Statement	SA	A	D	SD
6. In general, staffing levels have kept up with needs of the City.	0.4%	4.2%	20.6%	74.8%
11. Our organizational structure is appropriate for an agency our size.	2.9%	30.7%	29.6%	36.8%
12. Command staffing levels are appropriate for an agency our size.	2.4%	20.4%	24.4%	52.7%

General staffing levels (#6) is rated very low with over 94% selecting either Strongly Disagree and Disagree. These responses were consistent across all of the Bureaus.

Command staffing levels (#12) is also viewed negatively, with three-fourths of the respondents selecting either Disagree or Strongly Disagree. It should be noted that this response could include views of both over and under staffing at command levels. However, on review of open-ended comments, many respondents stated that command staffing levels are 'robust' for an agency the size of KC Police Department.

Organizational structure (#11) is viewed to be not appropriate for an agency the size of the Police Department, with two-thirds selecting either Disagree or Disagree.

It is clear from this responses that staffing levels are an issue, one of the strongest issues for employees. For line personnel, it is clear that perceptions are that there are too few staff; at command levels too many and are poorly structured.

KEY FINDINGS: Workload Levels

The majority of respondents indicated they are often busy, but can generally keep up.

All respondents were asked to describe their current workload:

Statement	% Response
I am always busy and can never catch up.	29.1%
I am often busy but can generally keep up.	57.8%
I have the right balance of work and time available.	12.2%
I am often not very busy.	0.9%

The results of this question were nearly identical for line staff and management, with all responses within 1% of the aggregate average for all employees.

Responses to Questions Answered by Staff in Each Bureau

KEY FINDINGS: Patrol Bureau

Attitudes toward current patrol staffing resources and service levels are overwhelmingly negative.

Several questions were asked to patrol personnel on current staffing levels, as

well as on service level issues that may potentially relate to staffing issues:

Statement	SA	A	D	SD
1. Patrol staff resources are adequate to meet the needs in the City.	1.1%	4.7%	13.6%	80.5%
2. The distribution of patrol staff among the six divisions is appropriate.	0.9%	16.8%	28.1%	54.2%
3. Our approach to geographical policing is right for the community.	2.5%	44.9%	27.8%	24.8%
4. We have the proactive time needed to be engaged with the community on identified problems.	0.4%	3.1%	24.5%	71.9%
5. Geographic policing goals are an important part of how my sector or watch coordinates on issues.	4.5%	48.4%	27.8%	19.3%
6. A consistent level of focus is given to geographic policing across my division.	0.7%	32.4%	40.6%	26.3%
7. Patrol beats have relatively the same amount of workload as one another.	0.9%	19.4%	37.2%	42.5%
8. Back-up is timely, when needed.	1.1%	22.1%	40.2%	36.5%

A number of key conclusions can be made from the result to these questions, with decisive response patterns emerging on most topics:

Patrol staffing (#1) – it is clear that attitude is consistent that more patrol officers are needed.

Proactive time (#4) is rated very low, with 96% selecting Disagree or Strongly Disagree. This level of response is consistent with the responses received in Question #1.

Staffing resource distribution (#2, #3, and #5 - #7) opinions were generally in disagreement about geographic policing. Low responses rates were received on the current geographic configuration of divisions and consistency of focusing on providing services.

Back up (#8) most employees stated that back up on calls requiring multiple officers to respond is not timely.

Overall, clear themes emerge from these responses, reflecting that patrol personnel do not view current staffing resources as being adequate. Further analysis will be made using data from the City's computer aided dispatch system to determine the extent to which current patrol staffing levels as well as geographic imbalances exist.

Two questions were also asked of patrol personnel on current response times:

Statement	SA	A	D	SD
10. Our response times to lower and medium priority calls are appropriate.	0.9%	19.5%	42.8%	36.8%
11. Our response times to high priority calls are appropriate.	1.8%	32.1%	41.4%	24.7%

Overwhelmingly, patrol thought that response times for all calls types was not appropriate.

Overall, clear themes emerge from these responses, reflecting patrol personnel do not view that staff levels are adequate and thus proactivity and response times are not appropriate.

Respondents also had the opportunity to provide additional input into patrol staffing operations in narrative responses. The majority of the comments received reinforce views on staffing levels and the distribution of patrol officers in the City. Clearly, respondents from the Patrol Bureau are concerned with current personnel levels and how they are geographically deployed.

KEY FINDINGS: Patrol Bureau

Opinions in respect to information that crime analysis provides to patrol is beneficial.

Two questions were asked of the Patrol Bureau relating to the information received from crime analysts:

Statement	SA	A	D	SD
19. The crime analysis information provided to me by division assigned analysts is useful.	14.5%	63.8%	15.2%	6.5%
20. The crime analysis information provided to me by the Real Time Crime Center is useful.	9.1%	57.4%	22.3%	11.3%

It is clear that respondents believe that information received from both crime analysis units is useful. Information received from their division analysis is perceived as moderately more useful than the information from the Real Time Crime Center (78% versus 66% respectively).

KEY FINDINGS: Patrol Bureau

Attitudes toward specialized units were mixed.

Respondents were asked to provide their agreement levels with four specialized units in their patrol division:

Statement	SA	A	D	SD
CAT / CAN	7.3%	38.2%	31.2%	23.2%
Crime Free Multi Housing	11.1%	54.1%	19.4%	15.4%
SROs, if in your division	10.1%	51.4%	20.6%	17.8%
Bikes / Footbeats, if in division	6.3%	33.2%	27.8%	32.7%

Responses varied, but it was clear that a majority agreed that Crime Free Multi Housing (65% agreement) and School Resource Officers (62% agreement) were effective in targeting issues in their area.

However, CAT / CAN and Bike / Footbeats were perceived as less effective with 54% and 61% disagreement rates respectively. This sentiment was discussed in several open-ended responses provided as the respondents thought that specialized units (and others) took away from other resources within Patrol.

KEY FINDINGS: Investigations Bureau

Staffing levels for investigative functions are widely viewed as being inadequate but views on case management are mixed.

Investigation Bureau staff were asked several questions about current staffing levels and their approaches to case management:

Statement	SA	A	D	SD
1. We have the investigative staff we need to follow up on cases which have the potential to be solved.	4.5%	16.6%	33.8%	45.2%
2. Our approaches to investigating crime are effective in addressing the problems in the City.	6.5%	45.2%	32.3%	16.1%
3. Our approach to case management is effective in prioritizing our caseloads.	5.4%	45.3%	33.1%	16.2%
4. Assignments are long enough in investigations to allow us to be proficient in our work.	10.5%	68.6%	16.3%	4.6%
5. The allocation of Detective staff among investigative units is appropriate.	1.3%	15.0%	36.6%	47.1%

Current staffing for investigative functions is generally viewed as inadequate, with 79% selecting Disagree or Strongly Disagree in Question #1. Additionally Question #5 shows that nearly 84% of respondents Disagree or Strongly Disagree that the allocation of staff among the different units is appropriate. These views were additionally backed by a number of open-ended responses citing a need for additional investigative staff.

However, respondents were mixed on the effectiveness of the current approaches to investigating crimes (#2), including the approaches to case management and

prioritization (#4). Several comments in the open-ended section discussed the effectiveness (or ineffectiveness) of their unit and the desire to being more proactive on clearing cases.

However, statement #4 had the highest agreement rate of any investigative questions, with 79% of respondents selecting Agree or Strongly Agree when it comes to the length of assignments allow staff to be proficient in their work. This indicates that staff feel they are assigned to Investigations long enough to be able to be effective in their work.

KEY FINDINGS: Investigations Bureau

Attitudes toward initial and on-going training are generally positive.

Investigative respondents were asked their views on training:

Statement	SA	A	D	SD
13. When I was assigned to investigations I received the training I needed to be effective.	15.4%	55.7%	20.1%	8.7%
14. I receive the training necessary to be an effective investigator.	13.8%	59.3%	19.3%	7.6%

When asked about training, respondents strongly indicated (between 71 and 73% agreement) that they received the necessary training to be an effective investigator. This perception results in staff feeling more confident in their ability to solve cases, provide better service to the community, and higher overall morale for the Bureau. Based on the responses received, it appears training efforts are not only provided when staff first are assigned to Investigations, but continue throughout staff's tenure.

KEY FINDINGS: Investigations Bureau

Investigation respondents feel that information received from crime analysts is beneficial.

Investigation Bureau respondents were asked about their attitudes toward crime analysis information received from various sources:

Statement	SA	A	D	SD
Civilian crime analysts	21.3%	60.7%	15.3%	2.7%
Detective crime analysts	21.5%	61.5%	14.8%	2.2%
Real Time Crime Center	15.9%	51.7%	23.4%	9.0%
Intelligence Units	14.9%	51.4%	21.6%	12.2%

An overwhelming majority (81%) agree that the information received from civilian and detective crime analysts is useful. However, moderately fewer respondents agreed that the crime analysis received from the Real Time Crime Center and Intelligence Units

was useful. Regardless, the results received in this section indicate that investigation personnel view crime analysis information as beneficial.

KEY FINDINGS: All Other Bureaus

Attitudes toward staffing levels of support functions was negative.

Employees in the Chief's Office, Administration, Executive Services, and Professional Development Bureaus were asked about the roles and personnel levels of the functions they provide:

Statement	SA	A	D	SD
3. We have the right employee classifications in support roles.	2.4%	44.7%	37.0%	15.9%
4. We have the right number of employees in support functions in the Department.	0.8%	12.3%	45.2%	41.8%
5. Administrative support functions are appropriately organized.	4.0%	44.6%	34.9%	16.5%

Statement #4 indicated that the overwhelming majority of respondents did not feel that staffing levels were appropriate in these support functions. Additionally, attitudes were almost evenly split in respect to the job classifications and organizational structure of support functions.

KEY FINDINGS: Communications Unit

Communication staff felt they provide a high level of service, but feel that staffing levels are not adequate.

As with other major operational functions of the Department, Communications Unit personnel were asked questions about current staffing and workload:

Statement	SA	A	D	SD
1. We provide a high level of service to the officers we serve.	44.4%	46.3%	5.6%	3.7%
2. We provide a high level of service to the public.	31.4%	49.0%	13.7%	5.9%
3. Our current staffing levels are sufficient to cover employee leaves.	0.0%	1.9%	17.0%	81.1%
4. I personally do not work too much mandated overtime.	6.1%	26.5%	26.5%	40.8%

Level of service provided (#1 and #2), over 80% of respondents selected Strongly Agree or Agree, which indicates that communication personnel feel that they provide a high level of service internally and to the community.

Staffing Levels (#3) the vast majority provided Disagree or Strongly Disagree responses, that staffing levels are not adequate to provide effective coverage.

Mandated Overtime (#4) The project team asked this question in the survey knowing that mandatory overtime occurs in the Center. Nearly two-thirds selected Disagree or Strongly Disagree that they do not work too much mandated overtime.

Overall, clear themes emerged in Communications, that while personnel feel that they are not adequately staffed to cover their and their colleague's absences, they still feel that they provide a high level of service. Communication Unit workload and staffing levels will be analyzed and addressed in the final report.

Responses to Narrative Questions

KEY FINDINGS: Open-Ended Responses

Open-ended response themes were focused on staffing resources, command staff, and service to the community.

At the end of the survey all respondents were provide an open-ended response to provide additional information about specific questions or to freely express their thoughts. A total of 289 responses were received. The following key themes were present in the responses received:

STAFFING LEVELS

Many of the responses focused on staffing and subsequent deployment of staff resources. Most comments focused on the lack of patrol officers deployed in the field, particularly for routine patrol operations. Attitudes focused on the need for more patrol officers in the field and many feel that specialty assignments take much needed officers away from the patrol functions. Responses received in respect to specialty units generally focused on the perception that they would be more beneficial to the community if patrol and detectives had adequate staffing and these units supplemented patrol and investigative operations.

Additionally, staffing related comments focused on excessive command personnel levels. If a response discussed command personnel, the respondent had a negative attitude in respect to the current number of command staff.

There were several comments in regard to support personnel levels. As similar to the other staffing related comments, respondents felt that support personnel levels were low. Support areas that were specifically mentioned in numerous responses included Information Technology and Communications. Comments were focused on the need for increased staffing to provide better service both to line officers and the community.

Overall, the responses received in the open-ended section with respect to staffing, echoed the negative attitudes presented in the multiple-choice questions.

INTERNAL COMMUNICATIONS

Respondents indicated the desire for command staff to be more receptive to hearing from patrol officers. A few comments discussed how respondents felt that many of their commanding officers (or supervisors) do not allow for open dialogue which they feel has created barriers between line staff and their commanders and resulting in the perception that command staff are disconnected from the happenings on the street.

Multiple responses were received in regard for the desire to have increased communication between Patrol and Investigations. Furthermore, patrol staff indicated the need for increased communication from specialty units with the intent to being more proactive while on patrol.

SERVING THE COMMUNITY

In spite of often quite negative views on staffing levels and some operational issues, support to the community was quite positive. These comments indicated that staff feel they have the support of the community and that the Police Department provides a strong level of service.

Many respondents want to increase the level of community service provided by the Department. There were several comments that low staffing levels limit the ability of officers to be proactive in the community and to implement “community policing” philosophies.

CONCLUSIONS

Based on the responses received from this survey, it is clear that the majority of those individuals who responded feel that line staff need additional personnel resources.

While the majority of the survey indicated negative attitudes about staffing levels, it was clear that many of the officers feel that with limited resources, the Police Department still provides a high level of service to the City.

Additionally, respondents think that with increased patrol officers and detectives, the level of service would increase, and that this will further build the already strong perception of support from community.

FULL RESPONSE DATA FOR MULTIPLE CHOICE QUESTIONS

The subsequent pages present the full response data for each of the multiple-choice questions, separated by Bureau or function.

As previously, the response categories are abbreviated as follows:

- SA** Strongly Agree
- A** Agree
- D** Disagree
- SD** Strongly Disagree
- #** Number of Responses

QUESTIONS DIRECTED TO **PATROL BUREAU** PERSONNEL ONLY:

Statement	SA	A	D	SD
1. Patrol staff resources are adequate to meet the needs in the City.	1.1%	4.7%	13.6%	80.5%
2. The distribution of patrol staff among the six divisions is appropriate.	0.9%	16.8%	28.1%	54.2%
3. Our approach to geographical policing is right for the community.	2.5%	44.9%	27.8%	24.8%
4. We have the proactive time needed to be engaged with the community on identified problems.	0.4%	3.1%	24.5%	71.9%
5. Geographic policing goals are an important part of how my sector or watch coordinates on issues.	4.5%	48.4%	27.8%	19.3%
6. A consistent level of focus is given to geographic policing across my division.	0.7%	32.4%	40.6%	26.3%
7. Patrol beats have relatively the same amount of workload as one another.	0.9%	19.4%	37.2%	42.5%
8. Back-up is timely, when needed.	1.1%	22.1%	40.2%	36.5%
9. Civilians could handle some of the work currently handled by patrol officers.	31.7%	45.0%	16.7%	6.7%
10. Our response times to lower and medium priority calls are appropriate.	0.9%	19.5%	42.8%	36.8%
11. Our response times to high priority calls are appropriate.	1.8%	32.1%	41.4%	24.7%
12. There is an appropriate level of attention given to traffic in the City.	4.4%	43.8%	33.3%	18.4%
13. Patrol and Traffic units coordinate well to address traffic safety problems in the City.	4.2%	31.5%	40.9%	23.4%

14. Division detectives allow us to better support the community in following up on crimes.	6.2%	39.8%	36.8%	17.3%
15. Detectives keep Patrol appropriately informed of investigations.	2.8%	19.9%	38.2%	39.1%
16. Violent crime enforcement (i.e., NOVA) provides an effective dedicated effort to impact long term crime control.	0.5%	9.0%	28.4%	62.1%
17. Support from Crime Scene Technicians in the field meets our needs.	7.5%	53.7%	27.1%	11.7%
18. Field personnel have the ability to cover many of the requests for forensic evidence collection.	1.0%	28.0%	47.5%	23.6%
19. The crime analysis information provided to me by division assigned analysts is useful.	14.5%	63.8%	15.2%	6.5%
20. The crime analysis information provided to me by the Real Time Crime Center is useful.	9.1%	57.4%	22.3%	11.3%
21. Our fleet is in good condition.	0.5%	11.9%	25.5%	62.2%

QUESTIONS DIRECTED TO INVESTIGATION BUREAU PERSONNEL ONLY:

Statement	SA	A	D	SD
1. We have the investigative staff we need to follow up on cases which have the potential to be solved.	4.5%	16.6%	33.8%	45.2%
2. Our approaches to investigating crime are effective in addressing the problems in the City.	6.5%	45.2%	32.3%	16.1%
3. Our approach to case management is effective in prioritizing our caseloads.	5.4%	45.3%	33.1%	16.2%
4. Assignments are long enough in investigations to allow us to be proficient in our work.	10.5%	68.6%	16.3%	4.6%
5. The allocation of Detective staff among investigative units is appropriate.	1.3%	15.0%	36.6%	47.1%
6. Investigator call-outs are not at unreasonable levels.	6.9%	63.4%	22.8%	6.9%
7. Coordination among investigative units is effective.	4.5%	30.5%	42.9%	22.1%
8. We are effectively addressing proactive investigations (e.g., narcotics).	3.0%	31.9%	38.5%	26.7%
9. Violent crime enforcement (i.e., NOVA) provides an effective dedicated effort to impact long term crime control.	3.3%	12.6%	24.5%	59.6%
10. Coordination of investigations and patrol is effective.	1.3%	32.7%	45.8%	20.3%
11. We are only screening out cases with low solvability potential.	3.9%	41.1%	38.0%	17.1%

12. I work a caseload which is reasonable given the type of investigations I handle.	8.3%	47.0%	27.3%	17.4%
13. I was assigned to investigations I received the training I needed to be effective.	15.4%	55.7%	20.1%	8.7%
14. I receive the training necessary to be an effective investigator.	13.8%	59.3%	19.3%	7.6%

QUESTIONS DIRECTED TO OFFICE OF THE CHIEF, ADMINISTRATION BUREAU, EXECUTIVE SERVICES BUREAU, AND PROFESSIONAL DEVELOPMENT PERSONNEL ONLY:

Statement	SA	A	D	SD
1. Sworn and civilian staff work well together.	19.5%	62.8%	14.6%	3.1%
2. Civilian staff have adequate opportunity for career advancement in the KCPD.	3.5%	31.1%	36.2%	29.2%
3. We have the right employee classifications in support roles.	2.4%	44.7%	37.0%	15.9%
4. We have the right number of employees in support functions in the Department	0.8%	12.3%	45.2%	41.8%
5. Administrative support functions are appropriately organized.	4.0%	44.6%	34.9%	16.5%
6. We provide a high level of administrative support to employees in the KCPD.	9.9%	47.4%	31.2%	11.5%
7. We provide high quality training to sworn and civilian personnel.	12.9%	45.7%	25.0%	16.4%

QUESTIONS DIRECTED TO ALL PERSONNEL:

Statement	SA	A	D	SD
1. The KCPD provides high levels of law enforcement service to the City.	16.1%	53.0%	22.0%	8.8%
2. The Department improves the quality of life in Kansas City.	15.4%	60.0%	19.0%	5.6%
3. We have the support of the community.	5.1%	66.9%	22.7%	5.2%
4. Our approach to providing 'community policing' is effective for Kansas City.	5.9%	43.4%	38.4%	12.2%
5. Our Department has positive relationships with City residents.	7.9%	73.6%	15.7%	2.9%
6. In general, staffing levels have kept up with needs of the City.	0.4%	4.2%	20.6%	74.8%
7. My immediate supervisor is effective at setting expectations of my performance.	29.9%	57.4%	7.6%	5.0%
8. We do a good job finding qualified officers in the KCPD.	2.4%	39.7%	33.3%	24.6%
9. We do a good job of preparing employees for career advancement.	1.7%	32.9%	41.9%	23.5%
10. I was given the support needed to be effective for my current assignment.	13.3%	62.5%	16.5%	7.7%

Statement	SA	A	D	SD
11. Our organizational structure is appropriate for an agency our size.	2.9%	30.7%	29.6%	36.8%
12. Command staffing levels are appropriate for an agency our size.	2.4%	20.4%	24.4%	52.7%
13. I plan on making a career at the Kansas City Police Department.	46.3%	46.6%	5.1%	2.0%