

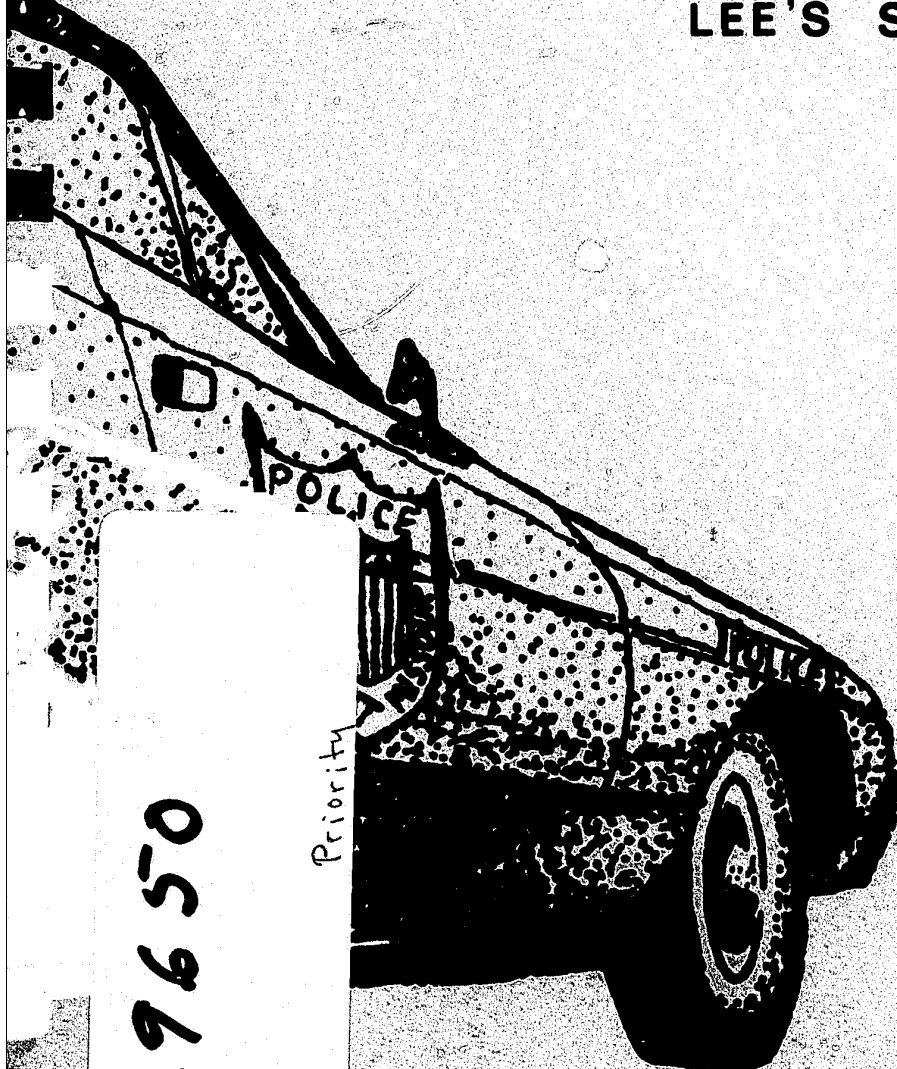
TECHNICAL ASSISTANCE REPORT

**LEE'S SUMMIT
POLICE DEPARTMENT**

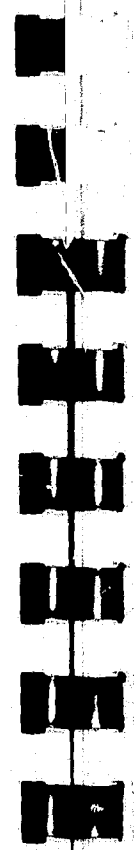
LEE'S SUMMIT, MISSOURI

Lyle D. Newton

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**Kansas City Regional Office
Law Enforcement Assistance Administration**



cover by adam newton

A
TECHNICAL ASSISTANCE
REPORT

to

The Lee's Summit Police Department
Lee's Summit, Missouri

by

Lyle D. Newton
and
Theodore L. Heim

for

The Kansas City, Kansas, Regional Office
Law Enforcement Assistance Administration
United States Department of Justice

October, 1975

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FOREWORD

The Kansas City, Kansas Regional Office of the Law Enforcement Assistance Administration, United States Department of Justice, was asked to provide technical assistance in identifying operational needs of the Police Department of the City of Lee's Summit, Missouri. Specifically, it was requested that the administration:

1. Make on-site evaluation of the organization and administration of the Lee's Summit Police Department. Recommend areas for improvement, especially in organizational structure.
2. Evaluate the workloads and manpower of the Administration, Criminal and Operations Bureau, recommend improvements.
3. Analyze the present beat configuration and recommend any improvements.
4. Develop general guidelines and methods for assisting the Chief of Police in implementing recommendations.

In response to the request, the administration designated a survey team consisting of Lyle D. Newton, Assistant Professor of Criminal Justice, and Theodore L. Heim, Assistant Professor of Criminal Justice and Chairman, both from the Department of Criminal Justice, Washburn University of Topeka, Kansas, to provide the technical assistance.

Members of the survey team made eleven (11) visits to the Police Department and to the community of Lee's Summit, Missouri, over a two-month period covering parts of July, August, and September, 1975. During those visits the members of the team interviewed approximately forty (40) persons representing the police department, the city government, the leadership of the community, numerous organizations within and near the community, and average citizens of the city.

This report contains the findings, conclusions, and recommendations resulting from the aforementioned survey, the review of recommendations by persons interviewed, and a consideration of the basic as well as recent literature in the law enforcement field.

At the outset, the survey team would like to indicate that the extensive interviews conducted within and near the community of Lee's Summit, Missouri, have revealed a climate of satisfaction with the Lee's Summit Police Department which would be envied by a majority of police departments. Virtually all of the interviewees, including those who identified themselves as in basic disagreement with some aspect or element of the Police Department's operations, reported that the Lee's Summit Police Department was basically a good organization staffed by competent, professionally oriented people. A community-sponsored air show in July, 1975 conducted for

the benefit of the Police Department illustrates a high degree of community support for the department.

Colonel O.C. Roberts, Chief of Police, the staff, the officers and the support personnel of the Lee's Summit Police Department were very cooperative and helpful during the visits of the survey team as was D. John Edwards, City Administrator, and other city personnel. Lengthy conversations were held with the Chief, the Executive Officer, and the Commanders of the two Line Bureaus. Even more time consuming discussions were conducted with the field supervisors and several of the officers during the estimated twenty-five hours the survey team spent in the patrol cars. The consultants acknowledge and express their appreciation for the sincere interest in and contributions to the work of the team by all of these people.

LOCATION AND SETTING

The City of Lee's Summit is located in the northwestern corner of the State of Missouri and is a major city and population center in the greater Kansas City metropolitan area. The city is located in the south-central section of Jackson County and it shares common boundaries with the cities of Kansas City, Independence, Unity Village, and Greenwood, Missouri, as well as with the unincorporated area of Jackson County.

The city consists of approximately sixty square miles on a thirteen mile long north/south axis and a two and one half to seven mile long east/west axis with a panhandle configuration to the north.

Population projections reflect growth for the City of Lee's Summit and the metropolitan area. The following table indicates the historical growth and the anticipated growth of the community for the remainder of the century. (City of Lee's Summit, Comprehensive Plan, Sheet 2, Socio-Economic Factors.)

<u>YEAR</u>	<u>POPULATION</u>	<u>PERCENTAGE INCREASE</u>
1930	2,035	
1940	2,263	11.2
1950	2,554	12.9
1960	8,267	223.7
1970	16,230	96.3
1980	30,075	85.3
1990	57,125	89.9
2000	101,169	77.1

Educational level, income levels, employment and age group distribution, along with other socio-economic data, are essential to the logical planning for any police department. Age grouping is a particularly important consideration because of the juvenile and youthful offender problem in today's society. The significance of this type of information is dramatized by 1970 census data for the city of Lee's Summit. At that time the distribution for the city was:

<u>AGE GROUP</u>	<u>PERCENT OF TOTAL</u>
Under 5 years	9.0
5 - 14	22.1
15 - 19	8.3
20 - 24	7.8
25 - 44	29.3
45 - 64	16.3
65 and over	6.9

(Comprehensive Plan, Sheet 2, Page 2.)

The significance of this data is that the community of Lee's Summit has approximately forty (40) percent of its population in the zero to twenty-year age bracket.

The survey team refers the reader to the section on juvenile crime in this report and to the reports of the National Advisory Commission on Criminal Justice Standards and Goals in particular to the discussion of Youth Services Bureaus, Chapter 3, p. 51f, in the Community Crime Prevention report and Standard 9.5, Juvenile Operations in the Commission's

report, Police, U.S. Government Printing Office, 1973.

(Hereafter references from the Commission will be cited: National Advisory Commission, Police.)

The physical shape of the City of Lee's Summit and the demography of the community, currently and as it is expected to develop, present a particularly unique problem for the chief of police and his personnel. Historically, the community has been a small, homogeneous, and compact island in the metropolitan area. Isolation, while relative, has existed, permitting the community to deal with its crime problems and its public safety service responsibilities in a climate of separatism. Now two trends are rapidly influencing the community and will force a re-examination of the traditional manner of offering services. First, the growth of the metropolitan community has been dramatic in the past decade. This has subjected smaller "bedroom" communities to external and transitory influences. Second, the aggressive development of programs in housing and new communities in two of the more remote areas of the incorporated area are beginning to cause problems for the police department.

The Lakewood development to the north of the city and the Raintree community to the south promise to provide an immediate escalation of the population of the City of Lee's Summit. These developments are creating "two additional communities" within the city which are physically removed from the traditional

area of concentrated police patrol.

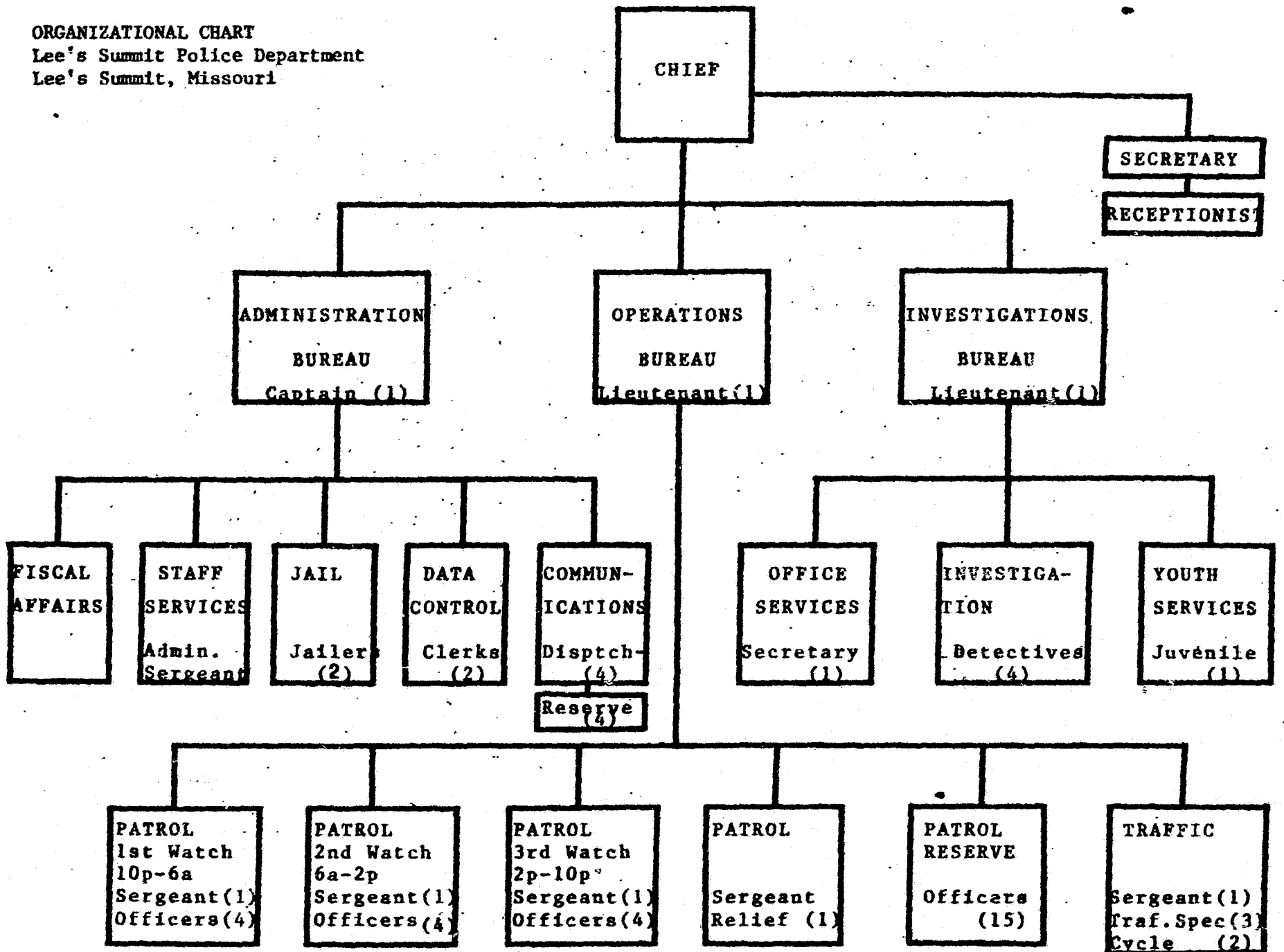
The Comprehensive Plan for the city forecasts that the two named areas will represent seventy-five to ninety percent of the population of the City of Lee's Summit by the year 2000.

<u>AREA:</u>	<u>ESTIMATED POPULATION IN 2000</u>
North of Colburn Road	35,650
South of Hook Road	39,230
Area south of County Line (but included in Comprehensive Plan)	<u>15,648</u>
Total estimated population in the Lakewood and Raintree areas for the year 2000	90,528
Total estimated population for the City of Lee's Summit for the year 2000	101,169

(Lee's Summit Comprehensive Plan, Sheet 2, Socio-economic
Factors, p 1.)

The implications for change and accomodation which the
above data suggest are massive.

ORGANIZATIONAL CHART
 Lee's Summit Police Department
 Lee's Summit, Missouri



7a

PLANNING

The authors of the Lee's Summit Comprehensive Plan rightly note that "the rapid growth of any municipality is often accompanied by responsibilities for additional services." (Comprehensive Plan, Sheet 5, Page 2.)

They continue by noting that fire protection is important and that "the city would be remiss if it permitted rural areas of the community to develop without first making provisions for the necessary fire equipment and personnel to protect these areas." The survey team agrees, but notes that the same premise holds true for the law enforcement services. It is especially true for the City of Lee's Summit because of the logistical problems noted in the preceding pages and because of the rapid growth of the community.

The criminal justice function should be integrated into the overall planning of the community, and the implementation of the Comprehensive Plan must consider the police function.

Because of the absence of reference to the Police Department and the law enforcement function in the city's Comprehensive Plan and since the Department does not appear to have a formalized long-range plan, the survey team is constrained to comment on the section entitled "Commitment to Planning," Standard 5.3 in the N.A.C. report, Police. In that section, it is noted that, "Every police agency should develop planning processes which will anticipate

short and long-term problems and suggest alternative solutions to them. Policy should be written to guide all employees toward effective administrative and operational planning decisions."

Written policy which clearly indicates specific goals and objectives of the Lee's Summit planning effort should be developed and where ever possible, these policies should include provisions for quantifying and measuring the progress of the planning effort. The Lee's Summit Police Department is not significantly different from most law enforcement organizations in that most of the effort is reactive rather than prescriptive in both the directive and remedial sense. There are few efforts and indeed little time, to predict the trends of the medium and long-range future and the best that the administration has been able to do is to "keep up" with immediate problems. There certainly has been little time to dedicate to the complex task of quantifying the long-range planning process. It is the judgment of the survey team, strongly reinforced by most contemporary authorities in criminal justice, that every police department and every city administration must have a "commitment to planning" and to the implementation of the plan. Without such a commitment, the law enforcement will continue to operate in the crisis-to-crisis manner which has been typical in the past.

The consultant recognizes that the comments above represent a major undertaking. In the abstract, most would acknowledge the planning function to be important, but it almost invariably takes on a low priority when the department is faced with heavy workloads and rising crime rates.

It is recommended, therefore, that the Lee's Summit Police Department Advisory Committee, in its recommended revised form (*See the Section on the Advisory Committee in this report) be given the task of surveying the literature, interviewing authorities in the field, and recommending to the chief and the city administration some preliminary proposals for establishment of the police planning function as a permanent and on-going program within the police department.

ADVISORY COMMITTEE

The Lee's Summit Police Department has an advisory committee consisting of ten members of the community with the chief of police and the city administrator sitting with the committee as ex officio members. The members of the committee represent various business and professional occupations as well as law enforcement and city government.

Interviews with members of the department and members of the committee indicate that the advisory committee has been used only for the purposes of assisting the chief in interviewing prospective candidates for employment. As noted in the Section on Personnel Administration, the survey team recommend a revision of some procedures in regard to the section process and that the advisory committee be used in a manner consistent with the concept of "advice-giver."

It is further recommended by the survey team that the advisory committee's activities be expanded and that certain revisions of the committee structure be made. Specifically, it is inconsistent with the philosophy of advice and further inconsistent with the philosophy of separation of policymaking and administration for a member of the city council to sit as a member of an advisory committee to an operations department. An advisory committee should consist of a cross-section of the community,

including business, commerce and industry and also representatives from the several socio-economic and interests which the police department is called upon to serve. These advisory members should consult with the executive and his staff on the matters of implementation of public policy which are established in another forum, that of city council, and to which other citizens have input in an advisory capacity. The presence of an elected official on an operational department's advisory committee risks the coordinating role of the city administrator who has the responsibility of transmitting his interpretation of council policy and translating them into operational mandates to department heads. Also, it is difficult to believe that an employer, i.e., the city councilman, would be treated as an equal in any deliberations of an advisory committee.

In summary, the presence of a city councilman on a police department advisory committee is totally inconsistent with any of the purposes for which an advisory committee is constructed to serve.

It is the consultants' recommendation that the city council appoint the members to the advisory committee based on logical guidelines of distribution across the community as previously stated and that no member of the city council or city staff sit with the advisory committee

as a member.

The second major recommendation in regard to the advisory committee has to do with the role and responsibilities of that committee. Interviews with various informed people indicated that the Lee's Summit Police Department advisory committee, as previously noted, has been interpreted to be a fairly restrictive kind of activity dealing primarily with interviews of prospective candidates. It is questionable that this is even a proper activity for an advisory committee. Personnel selection is more properly the task of the testing process as administered by the operational agency. The expertise which could be provided by an advisory committee in personnel selection escapes the awareness of the consultants, and it appears to be an improper use of citizen input to the law enforcement function. (See comments, Personnel.)

There are many things an advisory committee could and should be doing for a law enforcement agency to aid in improving the agency image and to improve the performance of the agency. Regularly scheduled meetings should be held with an advisory committee and those meetings should be frequent enough that a rapport is established between the chief and his committee. The advisory committee should, under no circumstances, have a veto power over the activities of the agency chief. However, they should have

unilateral power to recommend and to inquire into virtually any operation of the agency. A wide spectrum of subjects should be considered and reviewed on a periodic basis ranging from personnel policies to the community relations program to the crime clearance rate and procedures of informing the citizens of these activities. (See the recommendation in the Section, Planning.)

PERSONNEL

RECRUITING

The Lee's Summit Police Department has experienced relatively little turnover in recent years, and thus, there has been only minimum need for recruitment activities. However, if population trends have been projected accurately, police personnel needs will increase in future years, and recruitment will become an extremely important function.

As an organization of moderate size, the Lee's Summit Police Department lacks an adequate staff to develop and direct its own recruitment. Thus, to develop an aggressive and effective recruitment program, the Department should rely on assistance from the city's central personnel office as recommended in the National Advisory Commission Report on Police (p. 321.) In relying on the City Personnel officer for expertise in the implementation of the recruitment function -- and in other phases of the total police personnel program -- it is essential that specific responsibilities be defined in written policy statements. The consultants noted that in several areas there appeared to be confusion regarding the responsibility for specific personnel functions. For example, police personnel reported a belief that written psychological tests were being administered by the City Personnel Officer, yet this official

indicated that such tests were not given. Also, Police Department personnel indicated that vacancies were advertised in the official city paper, the Lee's Summit Journal, but a check of that paper's records and accounts indicated that the City had not paid for any advertisement regarding the filling of police vacancies during the past year. Examination of the City's financial records confirmed that no payment for newspaper advertising for police positions had been made. These discrepancies are cited to indicate the essential nature of clearly defining which agency -- the Central Personnel Office or the Police Department -- will perform which personnel function. Although the City Personnel Office can and should provide expert, technical assistance in the recruitment process, it is emphasized that the responsibility for the total administrative direction of the program should be vested in the Police Department. (See National Advisory Commission, Report on Police, p. 321.)

In regard to the recruitment process, it is emphasized that the total coordinated program that should be developed must be aggressive and that every effort must be made to recruit the best qualified candidates. Special attention should be given to the development of an effective Affirmative Action Program for the recruitment of college-educated personnel with women and minorities properly represented.

At present, there are no minority or female employees in the Department's uniformed, supervisory, or detective positions. It is noted, however, that the City's Affirmative Action Program adopted on March 18, 1975 requires that recruitment efforts be directed to attract minorities and women, including "advertising in publications and newspapers having a circulation of fundamentally minorities and women." Such recruitment could involve advertisement in Kansas City newspapers and utilization of public service announcements on metropolitan radio and television stations.

In the total recruitment effort, it may be found to be desirable for Lee's Summit to form a cooperative recruitment system with other cities in the area. Together these agencies could develop a pool of qualified candidates from which each agency can make its selections. It is noted that these departments have cooperated recently in conducting a basic training course for police reservists, thereby establishing a precedent for constructive cooperation in the personnel function.

Recruiting should be from the widest possible field of candidates. As the National Advisory Commission Report on Police, and almost all authorities on police administration indicate, pre-employment residency requirements unnecessarily and artificially "limit the number of applications from

which qualified candidates may be selected." (National Advisory Commission, Police, p. 323.)

The current Employee Handbook for the City contains Policy Statement #72-1, Personnel Policies, which states in part, "Each applicant must be a resident of Lee's Summit. In some cases, the applicant residing outside the City may be hired with the condition that he relocated within a reasonable period of time depending upon personal circumstances." Although the Police Department apparently accepts applications from Missouri residents who do not live in Lee's Summit, it is believed that the referenced ordinance should be repealed, if it has not already been, and that Policy Statement #72-1, limiting the field of qualified recruits, should be removed from the Employee Handbook. Additionally, it appears that Missouri law unnecessarily limits the field available for recruitment. The Chief of Police indicates that Missouri law now prohibits the transportation of persons into the state to perform police work. As interpreted, this provision prohibits the recruitment of police applicants from out of state. The Chief indicates that he believes that this law should be repealed and that the Missouri Association of Chiefs of Police has recommended repeal of the law in the past. It is recommended the city join in the efforts to repeal this limitation on recruitment, because of the ultimate benefits to be gained by the City.

SELECTION

As indicated in this report's recommendation for revision of the functions of the Police Advisory Board, the consultants believe that selection of police officers should be the responsibility of and by the authority of the Chief of Police, subject to approval by the City Administrator. The Advisory Board should not be involved in the process.

The City Personnel Officer should be involved in the screening and selection process, but the actual selection of employees for appointment should be the responsibility of the police chief. The Department currently does provide for a background investigation of applicants by the Department Staff and submission of fingerprints to the Federal Bureau of Investigation, as well as a polygraph examination and a physical examination. The consultants are impressed with the need for psychological screening examinations designed to identify candidates who are unprepared for the demands associated with law enforcement work. Models of rather elaborate screening techniques involving both written tests and clinical examinations are available. These are designed to identify persons who possess characteristics which generally are held by successful police personnel.

(See Better Police Personnel Selection, by Colonel Allen C.

Rush, Superintendent, Kansas Highway Patrol.) However, for a Department of the size of Lee's Summit it is believed that an adequate psychological screening procedure can be developed by identifying competent behavioral scientists (e.g. psychiatrists or psychologists) who are willing to invest sufficient time to such a task. It is suggested that the Department investigate the possibility of utilizing the City's contract with the Southeast Jackson County Mental Health Clinic to conduct such screening examinations. The consultants concur with the recommendation of the National Advisory Commission on Criminal Justice Standards and Goals that the selection of the psychological consultant to be involved in the screening process should be the responsibility of the Chief of Police. This, the Commission asserts, is necessary to be assured that the examiner demonstrates the qualifications and performance which meet the needs of the Department.

CLASSIFICATION PLAN

In November, 1973, the City of Lee's Summit signed a contract requesting technical assistance from the United States Civil Service Commission (U.S.C.S.C.) for the development of a classification plan and a pay structure based upon that plan. A consulting team from the U.S.C.S.C. conducted a comprehensive review and evaluation of all positions in city government, including those in the Police Department,

and, as a result of the study, the city adopted a comprehensive classification plan and pay schedule. The total plan, and in particular the job descriptions for the Police Department, provides what seems to be an accurate description of the duties of all positions.

It must be recognized, however, that duties now included in the Classification Plan will change as a result of new technological development, the assignment of additional duties to the Department, the reallocation of functions within the Department. Thus, it is important that a regular schedule for re-evaluation and possible re-classification of police positions by the Personnel Office, in cooperation with the Department, be established.

The consultants believe that two aspects of the current classification plan and pay schedule require comment. First, in regard to the qualifications required for police positions, the consultants note that the current descriptions are quite vague in that they describe only general skills or abilities that applicants should possess. It is believed that it is appropriate to identify specific educational and experiential qualifications that should constitute minimum and/or desirable qualifications for each position. Thus, in the job description for police positions, it is recommended that the general statement now employed "Any combination of education or experience providing the following skills..." be replaced with

a specific statement of the valid requirement for education and experience needed for the position. A separate paragraph regarding skills required for the position could be utilized to provide information regarding the functions of the job.

Secondly, the consultants also believe that the salary ranges now provided for police positions, particularly that of Police Officer, do not provide for salary increases over a sufficiently long period of time to make those positions attractive enough to retain career oriented officers and to reward officers who have increased their effectiveness by virtue of experience. For example, in the position of police officer, the incumbent employee can anticipate pay increases for only five years, after an initial increase after six months employment. Thus, the police officer who is not promoted to some other position will reach the maximum pay for his position after five and a half years. Such a limited opportunity for financial advancement within the basic position utilized by the Department fails to recognize the increased effectiveness that occurs with continued experience and does not encourage officers to consider the position as a career. The consultants refer the reader to the discussion on "enhancing the patrol officer's role" to be found later in this report, and the larger discussion of the concept in the report by the President's Commission on Law

Enforcement and Administration of Justice, Task Force Report, The Police. A broadly based merit pay schedule is essential to expanding the role of the line officer. The current pay schedule apparently assumes that all employees should be forced to leave the position of police officer after five and one half years and seek promotion to sergeant or detective. Thus, some persons who are effective as police officers may be encouraged to leave this rank for a position for which they are not as well qualified. It is recommended that a revised pay plan be adopted to allow annual merit increases for patrol officers for their entire career. Such a schedule would recognize that it is possible for officers to pursue a career development pattern as police officers, without moving into supervisory positions if they do not possess the aptitude and/or motivation to develop supervisory talents. The consultants again concur with the comment of the report on Police of the National Advisory Commission which states that "Adherence to the principle of a wide salary range within a classification is essential to the establishment of nonmanagerial career paths." (National Advisory Commission, Police, p. 364.)

EDUCATION

In interviews, Departmental officials indicate that officers are allowed to attend college if they desire and those who want to attend may be assigned to a work schedule

that permits them to do so. Although City policy is to reimburse general employees for tuition expenditures for courses related to occupational improvements, police personnel are reimbursed for tuition expenses from the Law Enforcement Education Program (L.E.E.P.) funds. Since L.E.E.P. funds are becoming increasingly scarce -- due to a relatively consistent level of appropriations and an increased number of qualified applicants who desire a college education -- it is recommended that the City fund tuition expenses of police personnel as these expenses are funded for other city employees engaged in occupationally related educational programs. Such funding would be essential if L.E.E.P. funds are reduced or discontinued. Direct payment by the City also indicates that the employing agency considers education part of a developmental program that is of equal value to both the employee and the City.

Currently, participation in and completion of related college courses is not recorded in the personnel records maintained by the Department. The consultants recommend that a continuing and up-to-date record of progress toward relevant educational goals be maintained for each Departmental employee. It is indicated that in promotional decisions, an employee's record, including his educational accomplishments, is considered along with the results of a promotional examination and the rating by an oral interview board. If educational

progress is to be given an accurate rating and appropriate credit, it is essential that a complete record be maintained for each employee.

If the recommendations of the National Advisory Commission that all new officers have four-year college degrees by 1982 and that salary incentives be given to those officers already employed who attain specified levels of academic achievement are justified, and the consultants believe that they are, then the City should establish a series of pay incentives for officers who possess or complete either a sixty-two hour Associate of Arts degree program or the Bachelor's Degree in a relevant field. Such an incentive program, applied for each position classification in addition to regular merit increases, does convey the message that education is important to the City and will be rewarded because it constitutes an essential element in an employee's career development program.

These suggestions, along with the later recommendations regarding "enlarging the role of the patrol officer" are considered by the consultants to be the major recommendation of this report. These two suggestions, if fully developed, will provide the most meaningful and lasting change for the City and the Police Department.

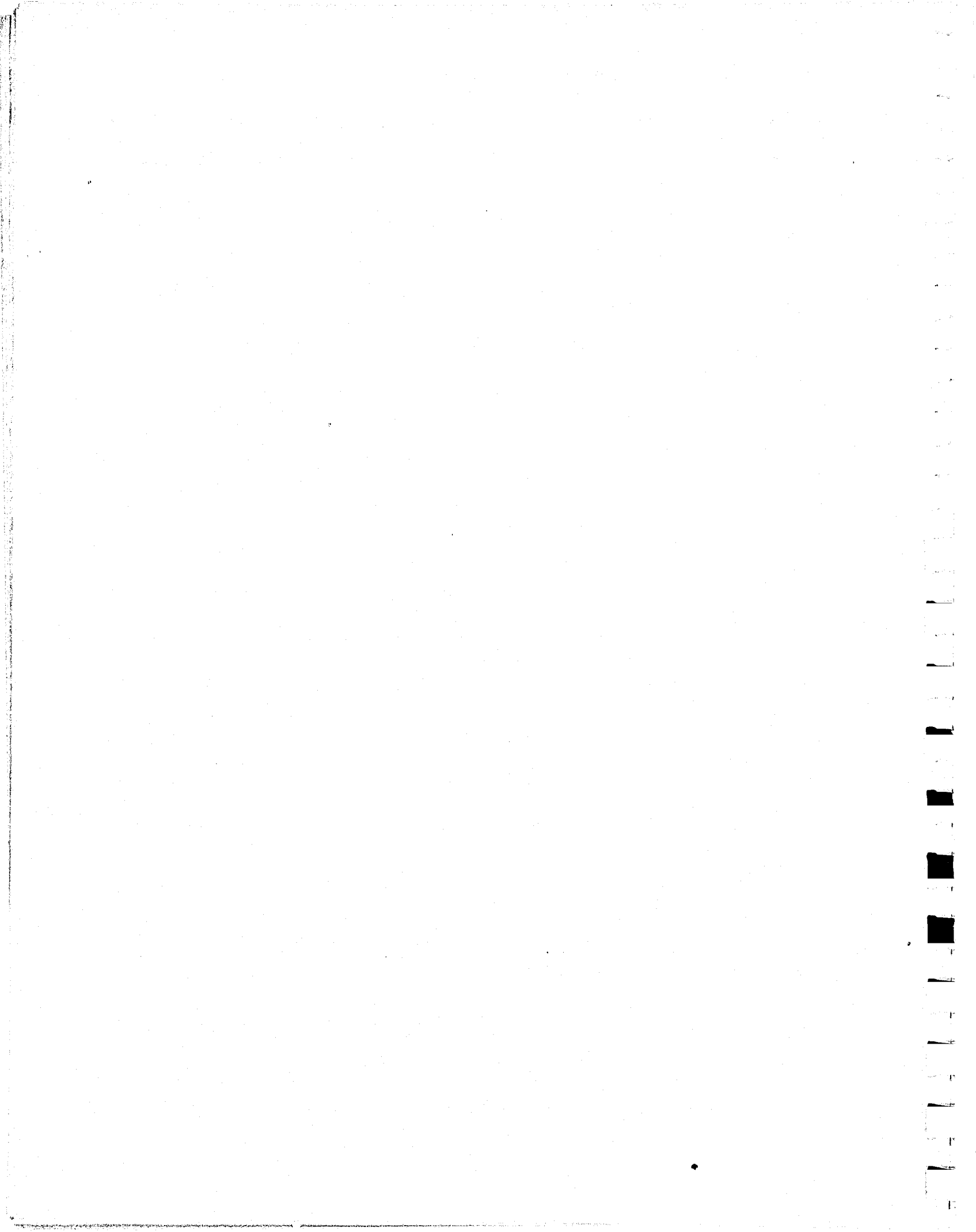
The City of Lee's Summit is fortunate in having access to an Associate of Arts Program in Criminal Justice at Longview

Community College and bachelor and graduate programs in the Administration of Justice at Warrensburg. The availability of these resources should be exploited by the Department in developing a total educational program that both encourages and rewards active participation and achievement by employees.

SUMMARY OF THE PERSONNEL FUNCTION

The consultants believe that an aggressive personnel program which provides for recruitment from the widest possible market of qualified candidates, established clear cut responsibility for the thorough screening and selection of applicants, rewards employees fairly for performance, and encourages and encourages and rewards academic and training accomplishments is essential for effective operation of a modern police department. In the administration of the personnel function it is vital that the responsibilities of the various city operations such as the city administrator, the personnel officer, and the chief of police be spelled out clearly in an organizational manual or personnel policy statement. Such a guiding statement will prevent overlapping of functions and will avoid the failure to perform essential activities, such as the providing for the widespread circulation of information regarding vacancies needed for an effective and fair recruitment program. The consultants reiterate their conclusion that the responsibility for appointment of personnel is administrative and that should be vested in the

**Chief of Police, subject to approval by the city administrator,
and need not involve ratings developed by an advisory board.**



TRAINING

BASIC TRAINING

As indicated in the reports on Police of both the President's Commission on Law Enforcement and the Administration of Justice and the National Advisory Commission on Criminal Justice Standards and Goals, training -- particularly formal in-service training --traditionally has been neglected by most police agencies.

The Lee's Summit Police Department is providing six hundred hours of basic training through the Regional Center for Criminal Justice in Independence during the first year of an officer's employment. This exceeds the minimum standard for formal recruit training of four hundred hours recommended by the National Advisory Commission. A probationary period of one year is utilized and it is reported that new officers are rated at thirty-day intervals by the various patrol sergeants who have an opportunity to supervise the recruits through rotational assignments.

INSERVICE TRAINING

It is in the area of in-service training that more attention and resources need to be directed. Despite provision of special courses in areas such as suicide identification and prevention, the in-service training program of the Department can best be described as informal. It is reported that the requirement that personnel in the rank of

sergeant and below be paid overtime for time served over forty hours a week has put severe limitations on the in-service training program that primarily was conducted on an officer's off-duty time. The Chief indicated that he supports the concept of conducting a minimum of forty hours in-service training every year on on-duty time, as recommended by the National Advisory Commission's Report on Police. (p. 382.)

It is recommended that the Department develop specific plans for implementing an annual forty-hour in-service training program as the minimum effort required. This forty hour program should be considered an absolute minimum! The Department should compute the personnel needs required for implementation of the training programs and present a specific plan for the training programs to be presented. It should be noted that the formal in-service training program recommended here is in addition to the cross or rotational training proposed in other sections of this report.

Since an absolute minimum of forty-hours formal in-service training annually is recommended, there should be no difficulty in filling this time period with relevant subjects needed by currently employed police officers. A review of the National Advisory Commission report on Police training serves to identify numerous topics needed in such a recurring program including interpersonal communications, human relations, prepromotional training, supervisory skill

training, role-playing in responding to critical incidents, crisis intervention, report-writing, new developments in criminal law, etc. A model for a successful in-service training program may be provided in the 250-hour course for police reservists conducted by the Lee's Summit Police Department in cooperation with the Raytown Police Department and the Jackson County Sheriff's Patrol from September, 1974 to February, 1975. It is believed that such an in-service course adapted for the more advanced training needs of full-time personnel and conducted on a cooperative basis with several other departments, would not only provide greater instructional resources but also would provide a more effective learning environment in which officers from a variety of agencies would have an opportunity to exchange experiences. Such a program could utilize resources such as prosecution staff, judges, and behavioral scientists from non-police sources on a cooperative basis. This type of interdepartmental program could be offered frequently to make it available to all departmental personnel.

Appendix A of this report is an example of a two and one-half day, twenty hour in-service training course which has been used with considerable success. The program represented on those pages was presented during September, and October, 1975 for all officers of a medium-sized police department in the region. Patrol officers, supervisors, middle management, and

staff (including the Chief of Police) participated in the refresher program without distinction as to rank or position. Preliminary evaluations of the program are very favorable, even from traditionalists who have generally resisted training programs.

The two and one half day format seems to work well and represents a realistic period of time to retain the interest and enthusiasm of officers. One-half of the Lee's Summit Department could attend class at the beginning of the week with the other half beginning its class at noon on Wednesday. This schedule could be repeated every six months to achieve the minimum forty hours of recommended in-service training.

Yet another police department in the region, which has virtually the same number of personnel as the Lee's Summit Department, recently conducted an eight hour in-service training program. Ten to twelve people were trained on each of five consecutive days. The result was that in one week all departmental personnel had been exposed to the same information. The advantages to such an approach as this and the preceding example are numerous, but the obvious are that the Chief has a way of evaluating the effectiveness of the training and of the skills of the individual officer. One could consider such a program to be a part of the internal communications process.

SPECIALIZED TRAINING

In addition to the establishment of a formal in-service training program, continuing attention should be directed to the specialized training needs of police specialist personnel. The use of the Northwestern University Traffic Institute for advanced training of field supervisors and the supervisory police traffic course at Central Missouri State University should be continued. In addition to the specialized training required in the area of communications, referred to in the section on communications, training programs in general supervision, jail supervision and security, administration and management, and juvenile delinquency prevention and control should be developed.

JAILERS

Training for jailers should be recognized as an area requiring special attention. At present on-the-job training is provided for personnel assigned to the jail. The small number of personnel assigned to the function makes it difficult to develop a highly-specialized program to meet the need for developing competent jailers. It is suggested that the Department explore the possibility of utilizing at least a portion of the basic training provided by the Missouri Department of Corrections for training jail personnel on an individual basis. Training materials for jailers also may be obtained from the U.S. Bureau of Prisons in the form of special pamphlets

and a comprehensive correspondence course.

LIBRARY

It also is recommended that the Department establish a staff library and encourage use of this facility of personnel. A considerable volume of relevant publications can and should be obtained without charge from the National Criminal Justice Reference Service. It is understood that the Training Sergeant intends to acquire publications from this service to institute a small staff library. Additional, regular expenditures also should be budgeted for acquisition and maintenance of this library.

DRIVING

There is no organized driving training program for the Department, nor is there any apparent remedial action taken when and if personnel demonstrate less than satisfactory driving habits. It is recommended that the traffic section examine the advisability of a driver training program emphasizing the peculiar and unique characteristics of police patrol and driving needs. Also in this regard, staff personnel should evaluate the preventive patrol driving habits of officers to determine if safe as well as productive habits are being followed. During the time the consultants rode with officers on patrol, it was observed that some basic patrol driving techniques were not being followed, and some minor safety rules were not being observed.

PHYSICAL FITNESS

Every police agency should establish physical fitness standards that will insure every officer's physical fitness and satisfactory job performance throughout his entire career. The National Advisory Commission on Criminal Justice Standards and Goals recommends that every agency should immediately establish realistic weight standards that take into account each officer's height, body, build and age.

In addition to the establishment and enforcement of standards, the City and the agency has the responsibility of assisting the officer in the task of maintaining health and physical ability. In this regard the agency should require and pay for physical examinations administered annually, or semi-annually to determine the officer's level of physical fitness, and the examinations should be constructed to reflect the demands of the police service and the particular job assignment of the officer examined. The frequency of the examinations should increase with the officer's age.

If an officer fails to meet the pre-determined standards, a program should be prescribed to improve his physical condition. In this regard the department and the City should provide or make available facilities and programs that enable every officer to maintain good physical condition, to monitor his condition, and to meet predetermined physical standards through program enforcement measures. Consideration should

be given to intramural athletics, exercise, weight, reduction, and other physical fitness programs. (National Advisory Commission, Police, p. 501.)

The consultants were advised that the Lee's Summit police officer receives no organized physical fitness training or self-defense training subsequent to his graduation from the recruit academy. It was noted that some physical fitness training equipment was available in the police department building but rather indiscriminately placed in a portion of the detention facility. Casual observation by the consultants, confirmed by comments of several officers, reveal that some personnel are overweight and need both a weight reduction and physical fitness program imposed upon them.

As noted it is recognized by most police authorities that physically fit personnel are vital to the effective operation of a police agency. In a public service that frequently prides itself on being "on the front line" and which is an exacting and strenuous service, it appears to be axiomatic that officers should be required to maintain a physical standard that would enable them to perform.

The executive and staff should immediately review the literature, part of which is referenced here, and identify the appropriate policy to be adopted for the Lee's Summit Police Department. This policy should be adopted and enforced.

SELF-DEFENSE

The consultants were advised that after initial training at the basic recruit academy no ongoing training in self-defense tactics is available as an official policy of the Department. It is recommended that all officers and personnel having the opportunity to engage in physical confrontation be required to participate in a monthly physical training and self-defense class.

RESIST ARREST (ASSAULTING AN OFFICER)

Somewhat related to the concept of physical fitness and ability to defend oneself, is the issue of resisting arrest and assaulting an officer. The consultants did not do an exhaustive study at the Lee's Summit Police Department on this issue, but did, through a cursory examination, find that the same names tend to appear as arresting officers when the charge of resisting arrest and assaulting an officer are made. There are three possible explanations why a few officers in a department tend to be those who consistently find it necessary to make these charges.

Number one, they are physically unable to defend themselves. Two, they tend to provoke or encourage a psychological climate resulting in the confrontation. Three, they are unlucky.

Without a detailed examination of the cases involved, it would be the guess of the consultant that alternative number two tends to be a most realistic reason for certain

officers consistently having to charge citizens with resist. This is not to suggest police brutality or measurable impropriety on the part of the individual officers, but rather an attitude and/or an inability to absorb abrasive remarks. It is recommended that the staff engage in an examination of this condition and to initiate a remedial training program, if found to be warranted. The literature is available and resources are present in Jackson County to develop a viable program to cope with this program. Failure to act on a suggested problem such as this may result in an officer's over-extending himself and resulting in actual physical harm to himself or others.

FIREARMS

Although relatively few officers ever have occasion to fire their firearms in the performance of duty, they must nevertheless always be prepared to do so; their lives or the lives of others may depend on their shooting proficiency. "It is therefore imperative that every agency require its officers to demonstrate their shooting proficiency at least monthly at a firearms practice course." (National Advisory Commission, Police, p 321, emphasis added.)

The Lee's Summit Police Department requires qualification or firearms proficiency demonstration only once per year. This standard is clearly too low and the examination of the proficiency of personnel too infrequent for the police

executive to have any assurance of the ability of his officers.

The City and the Department have the legal as well as moral obligation to demand and require the personnel of the city who utilize "life-taking" equipment to practice frequently and to prove their ability. Moreover, the City and the Department have the responsibility to be generous with the funds necessary for equipment and supplies to reach this goal.

It would seem to the survey team that the minimum acceptable standard for the Lee's Summit Police Department firearms qualification would be every three months with plans to increase the frequency of qualification to monthly.

In addition to the manual training associated with firearms, the officers of the police department should be given refresher training on a regular basis regarding when to shoot. A clear policy should be written and discussed with each officer regarding the changing climate and legal requirements for the use of the police weapon.

ROTATION

The officer rotation patterns of the Lee's Summit Police Department, with the practice of inserting street officers into the communications center and into other functional offices of the Department, provide an excellent training opportunity and should be expanded whenever possible. The

practice should include the Investigations Bureau and Juvenile Section whenever manpower permits because of reasons mentioned and discussed in the Investigations Section of this report. It would be the recommendation of the survey team that an organized program of rotation and inter-bureau exposure be established with a checklist for all officers established and records maintained concerning the exposure of each officer to all functions within the Department. Ideally, the training officer should develop this concept with training modules concerning the other bureaus, offices and functions and reinforce the exposure with examination of proficiency in these other areas.

ROLL CALL

It is the survey team's opinion that one of the least developed and most effective training techniques for law enforcement agencies is roll call training for virtually every section of the Department. Brief training modules of five, ten and fifteen minutes duration can serve immeasurably to inform and improve proficiencies of all personnel in an organization. The interbureau training previously mentioned could be more formalized in this mode as can training over a wide range of subjects for virtually all classes of personnel in the organization.

It is recommended that the executive officer designate

one person, ideally the training officer, to develop a department-wide roll call training program. Such a program should maintain individual records for all personnel with subjects examined and levels of proficiency and retention measured over a given period of time. The training officer could begin with a fairly simplified interbureau orientation and refresher program which could then develop into newer and more complicated areas as proficiency in such a program was gained. The availability of television equipment in the Department makes the capture of such programs more feasible and the use of training sessions realistic. An example of utilizing this equipment within this concept would be to have the city attorney make a five-minute refresher statement on some point of the law, and capture it on video tape to be played back at the roll call training session for officers.

This would require minimal effort on the part of all concerned and would provide an excellent means to refresh officers.

INTERAGENCY EXCHANGE

Traditionally, law enforcement agencies have been "inbred" to the point that it is a rare department that does not experience at least some degree of stagnation.

The City of Lee's Summit, because of its location and further because of the quality of the law enforcement agencies

in the immediate area, has the opportunity to offset this problem by the use of imagination and cooperation between one or more of the partners in Jackson County law enforcement. Specifically, the Chief could gain a great deal by trading both officers and field supervisors with one or more of the agencies in the immediate areas. A one-month trade of a patrol officer with another department, for example, would not diminish the manpower resources of either department. Eventually, both officers would gain a better appreciation for the techniques utilized in his home department as well as an understanding of the problems unique to the respective departments. The trading of personnel would further give the visiting officer an opportunity to learn new techniques or at the very least new perspectives from other professionals in the field and to gain insight into different techniques and managerial, supervisory and operational styles. This concept of trading personnel would be even more advantageous at the supervisory level, giving the field sergeant an opportunity to work with new people and to polish some of the supervisory skills without having the problem of familiarity with supervised personnel. Short duration trades between the sheriff's office and the City of Lee's Summit or some of the other municipalities in the area and the City would be accomplished with minimal training. The advantages to the Department, not to mention the advantages

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of new insights and perspectives gained by the supervisor and shared with his subordinates, could be immeasurable.

It is strongly recommended that the Chief and staff examine the possibilities of a trading program on a pilot basis and that an experiment be conducted for a short period of time to measure the benefits of this type of training program.

DEVELOPMENT

It is reported that the Regional Center for Criminal Justice in Independence will design a training program for any police chief executive in the area. (National Advisory Commission, Police, p. 380.) Such a service would, of course, be of great value to any department and the potential should be explored.

FACILITIES & EQUIPMENT

SPACE UTILIZATION

The use of the physical space available to the Lee's Summit Police Department in its current building does not appear to be particularly advantageous to any of the several operations of the Department. Reference has been made in other sections of this report to the need for coordination of various units and the desirability of various units to have close proximity to others to maximize the informal and sociometric constructs of the organization.

The Lee's Summit Police Department with its three major organizations, i.e., Operations Bureau, Investigations Bureau, Administration Services Bureau, does not seem to be housed and operating in accordance with this organizational structure. The job description and actual practice as observed in this survey of the Administrations Bureau calls for the bureau commander to be the Director of Staff Services and Assistant Chief of Police. This, of course, means the captain in charge of administrative services is the chief of police during the absence or unavailability of the chief.

The Operations Bureau Commander, on the other hand, is charged with the responsibility of coordinating the daily operations of the patrol and traffic divisions of that bureau and all administrative and policy-making and implementing functions attended thereto.

The Investigations Bureau commander similarly is a staff officer principally responsible for a line function.

The physical housing of the Administrative Bureau commander in the center of the Operations Bureau activities does not seem to be consistent with a concept of proximity of command and the responsibilities as second in charge of the entire operation. By the same token, the operations commander being physically removed and one floor away from the personnel under his command and located immediately adjacent to the Chief of Police does also seem to be inconsistent with the most desirable location.

It is the consultants' opinion that all administration and staff functions should be located on the second floor of the police station and that all line functions, i.e., Operations Bureau and Investigations Bureau should be on the lower level adjacent to the detention facility. The Records Section should be removed from the center of operations and moved one floor up to Administrative Services. Physical evidence should be similarly removed from the operations center and placed in this second floor level as a part of the staff services activities. The Operations Commander should be moved from his present location and officed in a close proximity to the personnel of his command as should the Investigations Commander when all of his personnel are moved from the second floor to the lower level of the police facility.

Various plans are obviously available for implementation including sketches which have been seen by the consultants which include the utilization of the underground pistol range as office space.

In summary, all line functions and personnel should be moved to the jail level of the police building, i.e., Operations Bureau Commander, the Investigations Bureau Commander and all of these operations and personnel. All administration and staff support functions currently located on the driveup level or lower level of the police department should be removed and placed on the second level or the administration level of the building.

When placing the Operation and Investigations Bureaus on the same level, great care should be taken to see that both units will have the opportunity to work effectively and that their autonomy will be maintained when necessary. At the same time, great care should be made to assure open interaction and cooperation between the respective units. The policy and plan of the Department should be at all times for the more experienced criminal investigator to work closely with the patrol officer with the idea of developing the younger officer in all ways to become a specialist-generalist in the law enforcement function. The physical separation of these two units clearly mitigates against such a philosophy, and in fact, by having the detective

section "upstairs" it does much to create a feeling of elitism which mitigates against the maximum use of the energies and resources of the patrol unit.

The aforementioned physical movement of personnel and officers at first estimate appears to be an expensive operation and not commendable to implementation because of expense. It appears to the consultants that this, along with other personnel considerations, has been the obstacle to experimenting with physical change of location to group the various sections of the Department in their logical and proper manner. The consultants were advised that various estimates of remodeling the building have been obtained through contractors and that in most instances they were prohibitive estimates. It strikes the consultants that most of the Lee's Summit Police Department personnel interviewed are intensely interested in their work and are the type of imaginative individuals who would not be adverse to performing some degree of skilled labor to improve the situation and facilities within which they work. There are undoubtedly several competent carpenters and craftsmen currently employed on the Police Department as is the case in most law enforcement agencies. These officers could remodel the pistol range into office space and create needed facilities such as an interview room for the Investigations Bureau. If such a project were launched it would be advisable, of course, to enlist the aid and support of the

construction unions.

PHYSICAL EVIDENCE

The present location of storage of physical evidence is far from being adequate and holds only a minimum amount of security for evidence and other important items. The walk-in safe currently located in the center of the squad-room is a mere facade inasmuch as a person could go over the top of the wall through the drop ceiling and into the safe at will. Also, the physical locker for evidence and property adjacent to the police garage is far from being secure, inasmuch as the separation by chain link fence can easily be penetrated as well as climbed over through an open crawlway at the top of a separating fence.

These facilities should be moved from the center of the lower floor activities.

Depending upon the ultimate course followed in the space utilization planning, the property and physical evidence should be moved to a more out-of-the way and physically secure portion of the first level or to the second floor along with the records and other support services.

AUTOMOBILES

At the time of the survey there was ample evidence of neglect in regard to the rolling stock of the Department. Of fourteen vehicles reported, it was indicated that no less than ten were in unsatisfactory condition. The Service,

Maintenance, Repair Procedures and Records utilized by the Department appear to be satisfactory in form. It was reported by several interviewees that the problem has been in not having an organized maintenance program properly staffed and operated with continuity. Several new vehicles have been ordered and the maintenance program, it is reported, will be such that the new vehicles will be maintained properly.

A condition such as this in which two-thirds of the rolling stock reached an "unsatisfactory" condition at the same time should be taken into consideration when one reads the comments relating to the Capital Budget, Planning, and the Revenue Sharing Fund.

OPERATIONS BUREAU

UNIFORM PATROL

One of the three major responsibilities of the consultants in the Law Enforcement Assistance Administration contract was to "evaluate the workloads and manpower of the Administration, Criminal and Operations Bureaus, and to recommend improvement." The manpower needs and some of the procedures in the patrol section of the Operations Bureau appear to the consultant to be deserving of comment.

It does not appear to the survey team that optimum utilization of the patrol force is made because of the excessive amount of time the officers on patrol have to spend on the report-writing process. Estimates were received from numerous departmental representatives, including officers, supervisors and staff, and the estimates of an officer's time consumed in the actual physical writing of his reports ranged from forty to sixty per cent of his on-duty time. Excessive time is obviously wasted in the manual writing of officer's reports.

The consultants strongly recommend that the City of Lee's Summit invest in dictating equipment for the patrol officers and the necessary clerical staff to type the patrol officers' reports. Various departments are currently using the miniature cassette tape recorder unit carried by each patrol car and the officers turn in the miniaturized cassette

at various times during and at the end of a tour of duty for the typing of reports. Other departments utilize telephone communications into a central recording bank from which the clerical staff extracts the recorded messages for typing. This latter method is probably too expensive for a police department the size of Lee's Summit, but certainly the former method would represent a minimal cost and would provide a significant increase in available manpower when officers are relieved from manually writing their respective reports.

BEAT OR DISTRICT CONFIGURATIONS

The Lee's Summit Police Department currently operates with four geographical beats. The consultants were advised that the present configuration of the beats was determined by pin map study maintained for one year (1973) identifying the frequency of calls for the community. Physical barriers such as cross streets were identified and the current beat boundaries were down. Consultants were advised that normally only three of the beats are filled with a supervisor-at-large and other support personnel, i.e., traffic, in the field. The consultants' observation found that this could be true, and in fact, on some occasions less than three beats were filled when the survey team was with the patrol. In a community such as Lee's Summit with its vast geographical areas to be covered, beat assignments are virtually meaningless.

At best, the Operations Bureau can hold an officer generally responsible for an area, but inasmuch as a high percentage of calls require a back-up vehicle, it is not realistic to consider a beat officer permanently fixed to a district such as those found in the community.

Within this context, also, the staff and administration of the Department as well as the City, are aware of the changing demographic picture as noted earlier in this report. It is only a short period of time before permanent and/or frequent assignments to the two developing sub-communities at either end of the City, will require more frequent police patrol and police service. This trend will require a major reexamination of beat and manpower requirements for the Department. The consultants discussed this phenomenon with several individuals in the community, and it is suggested that the city and department give some consideration to differential enforcement as a public policy because of the geography considerations. It is only a matter of time, according to some observers, that citizens of Lakewood and Raintree begin to insist upon more frequent police patrol and greater police services. A differential enforcement policy publicly stated and arrived at perhaps with the assistance of the Advisory Committee could offset this particular developing problem.

INTERNAL COMMUNICATIONS

The monthly meetings (initiated by the field sergeants) and including the Bureau Commander, represent a progressive vehicle for discussion of current and prospective problem areas. The consultants did not have the opportunity to attend any of these sessions and can only encourage the candor necessary for a good staff exchange of ideas. Within the context of a participatory management philosophy, it would be the consultants' recommendation that the bureau commander meet also with patrol officers for an open-ended discussion of current problems, and to examine the trend and programs of the Bureau. The consultants experienced a slight feeling of frustration by some officers which could be alleviated by techniques such as this.

SHIFT SCHEDULING

The Lee's Summit Police Department is currently experimenting with a rotating shift system which has some interesting features and advantages but would appear to have some liabilities as well. The rotation of officers in one direction on the clock and field sergeants in the other appears to be a progressive experiment enabling all four of the field supervisors to work with every officer on the Department. This gives the officers the opportunity to be supervised and evaluated by four supervisors during a performance-evaluation cycle. This system means that each shift has to be of equal size which, of course, does not accommodate the heavier

workload normally found in the evening and early night-time hours. The department advised that to accommodate this problem they normally have a minishift with only two officers on an 8 p.m. - 4 a.m. shift. This minishift has not, however, been maintained during the summer because of vacations and other drains on the manpower pool. It would be the consultants' view that every effort should be made to maintain the supplemental shift especially during the summer when the demand would be greater. It would appear that the reserve organization could assist in this regard.

PRELIMINARY CRIMINAL INVESTIGATION

The consultants were advised that the Lee's Summit Police Department is currently encouraging patrol officers to involve themselves in criminal investigation more intensely than ever before. Specifically, interviewees have indicated that officers are encouraged to dust for fingerprints and to conduct neighborhood interrogations whenever possible. Notwithstanding this reported encouragement for the patrol section to engage in more intensive field investigation, it was the consultants' observation that on several felony cases officers did a minimal amount of secondary work. Officers reported to the survey team the second phase of investigation is always handled by the Investigation Bureau. On one felony arrest observed, no

interrogation was conducted and all work subsequent to arrest was left for the Investigation Bureau to handle.

Standard 9 - 7 of the Police Report (Standards and Goals) states that, "Every police agency should recognize that patrol officers are preliminary investigators and that they should conduct thorough preliminary investigations". (Page 233.) The Commission indicates earlier in its discussion of Standard 8.2, Enhancing The Role of The Patrol Officer that, "The patrol officer's investigative role also should be enlarged. Too often his involvement in a criminal investigation is limited to taking reports. He is expected to interview victims and witnesses, conduct preliminary investigation, formulate a report and return to service all within thirty minutes". The result is usually a hastily prepared report, a cursory preliminary investigation, and an unsolved crime.

Allowing patrol officers to conduct follow-up investigations on some minor incidents relieves the burden on investigators, who usually have time only for major incidents. When no further investigation is possible, the patrol officer should close the case. When necessary, such closed cases can be reopened by the investigative branch of the agency. (Page 197.)

The survey team has the distinct impression that these comments could have been specifically written by the

Commission with the Lee's Summit Police Department in mind. These impressions are derived from numerous interviews with both patrol officers, members of the investigations staff and with informed observers of the Department. It is the recommendation of the Commission, and of the survey team, that an aggressive program be developed which allows the patrol officer, indeed encourages and rewards the patrol officer, for initiative shown in the aforementioned classes of cases. The Lee's Summit Police Department should adopt policies and procedures that allow and encourage the patrol officer to conduct the complete investigation of crimes which do not require extensive follow-up investigation and allow him to close the investigation of those crimes and to represent the department in subsequent matters related to the individual case. Also, it is strongly encouraged that when specialized investigations personnel do enter a case and carry it forward, it be made a standard operating procedure to advise and inform the preliminary investigator, the patrol officer, of the progress and disposition of the case. This latter procedure will enhance the stature and interest of the patrol and will serve inevitably to increase the input of the patrol to the total crime investigation process.

It is the consultants' belief that the greatest resource any police department has is an aggressive, enthusiastic and energetic patrol force. If patrol officers are not encouraged

to conduct exhaustive investigations, and further if patrol officers are not informed of disposition of the cases they initially handle, they will tend to become less aggressive and less productive in the work they do. This results in a heavier load for the Investigator. Admittedly, field officers have not had a great amount of time to do neighborhood interrogations and follow-ups on such crimes as burglaries, but as pointed out earlier, it is largely due to the fact that sixty per cent of their time is spent in exercising their penmanship. It is strongly recommended that the increased duty time that can be anticipated by putting the officers onto a dictaphone be used to do follow-up interrogations, investigations, and, if nothing else, simple call-backs to victims of burglaries and other crimes to see if additional information is available and to reassure the citizen.

This will do much to improve citizen awareness and appreciation of the police department, especially when the detective section is unable to make contacts as is sometimes the case today.

STANDARD OPERATION PROCEDURE MANUAL

The Operations Bureau has provided a rather comprehensive procedure manual for the guidance of the members of the Uniform Patrol Division. The Operational Procedure Plan reflected in this manual is appropriate and should be included in the personnel equipment of every officer.

The information within this manual would provide an excellent outline for the in-service refresher training program recommended in an earlier section.

The manual could be improved considerably by adding a Table of Contents and an Index for the entire volume and by arranging the final two-thirds (115 pages) in subject matter format with dividers between subjects rather than in the chronological order now used.

CRIMINAL INVESTIGATION BUREAU

GENERAL

The Lee's Summit Police Department Criminal Investigation Bureau is divided into five investigative sections; crimes against property, crimes against person, general assignment, narcotics, and internal affairs. A juvenile section also functions within the Bureau.

"The principal purpose of the Criminal Investigation Bureau is to investigate all crimes defined by statute as felonies or serious misdemeanors, arrest the offenders, recover stolen property and present the case to the prosecutor for further disposition." The Criminal Investigations Bureau of the Lee's Summit Police Department appears to operate in a manner similar to the majority of moderate size law enforcement agencies. The Bureau is characterized by an excessive and increasing crime rate resulting in a spiraling workload. The Bureau compiled a prospective expansion program during the recent past for the 1974-1975 period, in which it was reported that an increase in the Bureau's table of organization of approximately fifty per cent would be necessary to adequately cope with the workload of the 1973 calendar year. These expansions in personnel were predicated upon a formula provided by the International Association of Chiefs of Police and applied to the Lee's Summit situation. (Proposed Expansion Program, p 11 and 12.)

It is the opinion of the consultants, as stated in other sections of this report, that overspecialization of the Lee's Summit Police Department contributes significantly to the apparent backlog of work in the Investigations Division. Specifically, the reluctance to permit uniform officers to do secondary criminal investigation and to do follow-up work on his and other cases increases the load on the Investigations Bureau. The consultants were advised that it had been many months since the Investigations Bureau has had the opportunity to do any follow-up investigation on minor burglaries and larcenies. Uniform officers could be utilized in this role very effectively. The uniform patrol does not make a practice of pursuing an investigation in spite of the announced policy of the bureau that the officer should exercise his discretion and investigatory abilities in this area.

The consultants were advised that patrol officers have been rotated into the Investigation Bureau in the past. Such a practice provides assistance to the Investigation Bureau and, more importantly, trains the officer in the needs and procedures of the Investigation Bureau. At the time of this survey, this rotation was not in operation for various reasons. It would be the team's recommendation that the practice be continued at all costs and that relief

for the officer on loan to the Investigations Bureau be obtained some place even if a heavy reserve unit commitment were employed to fill this need.

While on loan to the Investigations section, the officer should be given a wide range of assignments and his progress carefully monitored and measured. The rotation plan should become a formalized part of the officer's in-service training program, and as such, the training officer should be a partner in the teaching process.

NARCOTICS

It is not the mission nor the area of competence for the consultant to do a background investigation of the drug problem in Lee's Summit or surrounding areas. However, on several occasions the consultants were advised that there was a significant drug problem in the schools and rest of the community. It is, of course, no news to any law enforcement agency or informed citizen that drugs are a problem and that they are present in virtually all communities. However, some citizens interviewed tended to indicate that the drug problem in Lee's Summit is greater than the official announced levels and more of a problem than publically acknowledged by officials of the community. The consultant team did not go further into the investigation of this other than numerous interviews which all tended to substantiate this opinion as reinforced by comments

in various official documents and from the law enforcement agency.

Interviews with the staff of the Department indicate that approximately three years have passed since the concept of a Jackson County Narcotics Squad were first raised, and interviewees further indicate that nothing has transpired beyond the talking stage. Various comments were made, such as those indicating that several chiefs of police in the area could not get together on a basic concept of how to implement an M-Squad type of unit dealing primarily with narcotics.

The absence of an ongoing and formalized group of investigators assigned to this specific problem area forces the smaller departments like Lee's Summit to do without good narcotics investigations or to abdicate their local responsibility to other agencies such as the federal bureau. Some departments are attempting to overcome the visibility factor by loaning officers between departments, although surreptitiously to attempt to cope with the drug problem.

It would be desirable that a seminar or a weekend workshop be called to discuss and formalize plans for such a unit.

SECRETARIAL ASSISTANCE

At the time of the several visits of the consultants the Investigations Bureau was without a secretary and had been for several months. As noted in other portions of this

report, it is the opinion of the consultants that no modern police department can function effectively without good secretarial and clerical assistance in all of its bureaus, including investigations and operations. It is foolish to assume that criminal investigators can adequately record the volume of data they are gathering without stenographic assistance, and to expect an Investigations Bureau to operate one-third of a year without any formalized typing assistance is to effectively hamstring the operations of that bureau. It appears that this problem has been resolved; however, as volume increases it will probably be necessary to obtain additional clerical support to keep the typing moving and reports current. The consultants observe that there was some misunderstanding regarding the availability of federally financed and assisted personnel (work-study) and that there was fear that the police department would not be able to control the selection and security of its operations if work-study personnel were hired. It appears now that normal selection processes will be adhered to regardless of the source of funds for hiring and that the problem has been resolved. The only recommendation to be offered here is that it is important that the police department be able to investigate thoroughly and make final selection of personnel offered to the personnel office

because of the sensitive and confidential nature of many police functions and records.

MONTHLY ACTIVITY REPORT

The investigations bureau is currently using a monthly activity report based on a twenty-eight day cycle which, it is reported, was recently created to coincide with pay periods. This system, it would appear, makes it impossible to establish comparative data between preceding years and comparable months on crime rates and crime data and should be terminated immediately. With a changing cycle there would be no basis for comparison of crime activity, and the advantages of coinciding with pay periods will be far outweighed by the worthlessness of data for other purposes.

INTERNAL AFFAIRS

The Lee's Summit Police Department, it is reported, currently uses members of the Investigations Bureau to conduct internal affairs investigations in the majority of cases. The consultants were advised that outside agencies are utilized only in the case of traffic accidents and that appears to be rare occurrence unless the accident is major or on a highway. In a department the size of Lee's Summit where most individuals know each other well, it would seem to be an advisable policy for the chief and staff to identify all the possible contingencies which might require an internal investigation and to establish standard operating

procedures for those investigations. Further, the Department would be well advised to call in third-party investigators for the vast majority of incidents to avoid the appearance, if not in fact of actual practice, of inadequate investigation, because of friendships and/or obligations to other co-workers.

It is recognized that internal affairs means "internal" to the organization and that the chief and his staff generally are the only individuals privy to information obtained, it must be recognized that in regard to law enforcement agencies, there is a thin line between the propriety of an investigation and the image of impropriety or covering-up. This is a difficult thing for most law enforcement officials and many citizens to accept. However, it is a necessary ingredient to democracy and a free society that a law enforcement agency does not, under any circumstances, become - or appear to become - guilty of breaking or bending the law. For these and other reasons, it is strongly recommended that the Lee's Summit Police Department develop a policy of impartial investigations of all potential improper incidents or occurrences, and this be facilitated by a policy of employing impartial third-party investigators whenever appropriate. This could be accomplished in a number of ways in a state that does not have a state-wide criminal investigations bureau. It could

be done by a cooperative agreement with another department, or other agencies, or the resources at the University of Missouri.

In conjunction with the policy of investigating improper actions on the part of officers, the Chief should develop a formal policy statement in cooperation and assistance with his staff which clearly defines the remedial and punitive measures to be taken against officers for the several kinds of actions heretofore suggested. These remedial and punitive measures should further be a part of the policy manual and known to all parties, including the administration of the city on the one hand, and officers and other employees on the other. Nothing can be more detrimental to rapport with a community than to have an officer accused of an incident and to get three days off with pay when some would feel that dismissal or filing of charges would be more appropriate. The recommendation is simply that in this area, a clear understanding be had before an incident occurs to offset misunderstandings of actions taken at later times.

JUVENILE SECTION

The Juvenile Bureau is staffed by one full-time officer who investigates all reports in which the suspect is a juvenile as well as those involving abuse of children. One female reserve officer also provides some degree of assistance to the Youth Officer.

In addition to investigation of acts of delinquency, the Youth Officer also determines which cases should be referred to the Juvenile Court, provides follow-up in less serious cases which are handled informally without reference to the court, and engages in delinquency prevention activities.

The Youth Officer indicated that a major problem is that of keeping up with the volume of cases and providing adequate follow-up in cases that require continuing departmental attention.

ROTATION AND CROSS-TRAINING

It is recommended that the Department consider adopting a policy that requires that all officers be rotated through the Youth Bureau, both during their orientation training and on a recurring basis at subsequent intervals. Such initial and recurring cross-training should provide needed assistance to the Youth Bureau and also increase the understanding of the new officer of the operation of the Youth Bureau and the procedures used in the investigation and referral of juveniles who come to their attention. It is believed that a period of at least one week should be devoted to an on-the-job training assignment in the Youth Bureau.

YOUTH ADVISORY COUNCIL

In recent years, the Department has attempted to provide constructive activities for Lee's Summit youth

through sponsorship of activities such as a youth center. Such activities are commendable and could, in addition to providing constructive activities, provide closer communications between police and the community youth. However, since the Police Department cannot, by itself, provide a well-rounded and coordinated program for youth activities, it is recommended that the City Council consider establishing a Youth Advisory Council (consisting of adult and youthful members) that would serve to assess needs of the community's youth, plan and coordinate youth activities, and serve as a channel for communication between the youth and the adult communities.

Because the need for youth programs is so well evident as noted in the opening comments of this section, the Youth Advisory Council should be expeditiously implemented. Perhaps the first task of the Youth Advisory Council should be to plan for establishment of a Youth Services Bureau as a long-term goal. A Youth Services Bureau, as described in Chapter 3, of the report, Community Crime Prevention, by the National Advisory Commission on Criminal Justice Standards and Goals, would have as its goals such worthwhile objectives as diversion of juveniles from the justice system; provision of a wide range of services to youth through advocacy and brokerage, offering crisis intervention as needed; modification of the system through program coordination and advocacy;

and youth development. (p. 70)

All forecasts indicate that youth crime will continue to rise. It is important for all communities, including Lee's Summit, to take aggressive crime prevention action for this particular age group. It may be that the Youth Services Bureau has some promise for the future and the community should explore the potentialities.

COMMUNICATIONS

POOLING

The major issue in regard to the communication center seems to be whether to pool the police communications facility with the fire department communications facility currently under construction. It may be that the issue has been resolved or decisions have been made which are now irreversible. Nevertheless, the consultants would observe that, if two obstacles could be resolved, then a pooling of these two public service facilities communications could perhaps be undertaken.

1. The question of criminal justice computer system security has been raised in numerous quarters. The opinion of the prosecuting attorney for Jackson County (Ralph L. Martin, June 9, 1975) suggests that the relocation of the police computer terminal to the fire department headquarters would make the "information contained in the computer readily accessible to non-criminal justice employees of the city." This appears to the consultants to be an oversimplified reaction to a situation which could be solved simply by requiring personnel in control of the communications facility

to be criminal justice employees subject to all of the restrictions attendant thereto and that all non-criminal justice employees be physically barred from the communications center. This may require sending fire personnel to the law enforcement training center to qualify them as criminal justice employees, but that does not appear to be an insurmountable obstacle.

2. Also, the consultants have been advised that the legal provisions for the construction of the fire department facility include a provision requiring the communications center to be in the new fire building to satisfy civil defense requirements. If this in fact is the case, and the actual physical location of the communications personnel would have to be in the fire building as opposed to establishing a remote terminal in the police building, there would be the necessity of additional personnel to perform the other collateral functions of the communications officer. Specifically, detention personnel would have to be hired to cover the detention facility on a twenty-four hour basis. Also, some provision would have to be made to provide a receptionist for walk-in inquiries

after the Police Department has closed for normal working hours. These considerations will be discussed also under the section regarding Detention Facilities, Personnel.

The more difficult issue it seems, is the question of physical location of the communications console and the desirability of multi-purpose communication center personnel. Specifically, at the present time, a dispatcher serves not only as a communications officer for the Lee's Summit Police Department, but in many respects, is the receptionist for the police station, the jailer for the detention area, and by actual practice, the station commander at certain times and until the field commander or other staff personnel can be contacted.

FACILITIES

The communications center, while located in a position where the dispatcher can serve as receptionist and observe most of the activity in the area, leaves a great deal to be desired in terms of a functional unit. The physical location of the console makes half of the room worthless. The dispatcher's chair is physically separated from the reception area, forcing the operator to leave his or her chair to respond to a citizen's inquiry, and the filing system is not constructed in a manner where it is readily available to the operator. Further, as observed in the communications

unit manual, the room does not lend itself to good audio qualities because of its construction, and without carpeting, the room is an echo chamber.

SECURITY

The physical security of the Lee's Summit Police station and in particular the communications center, is minimal by virtually any standard. The reception window is open to the general public and there is nothing to prevent an individual from immobilizing the entire Police Department by thrusting a weapon through the window at the dispatcher. This condition would seem to be particularly acute at night time when frequently the dispatcher is the only person on duty in the building. There would be virtually no opportunity for a dispatcher to defend himself or herself. It would seem to be a minimal requirement for the police department to provide a bullet-proof drive-up bank window at the present reception area and to bullet-proof or otherwise reinforce walls facing the reception area. All doors leading into the police station should be locked, especially during the night time hours, and opened only upon recognition of the entering party. This creates a particular problem because of the present location of the door to the Operations Bureau area which is not visible to the dispatcher. However, this could be handled with some type of communications system.

The survey team was also advised that the dispatchers do not have firearms at their disposal because "they have not been qualified." It would seem obvious that the Police Department should take immediate steps to "qualify" the communications personnel and to immediately equip them with appropriate defensive equipment, including firearms and chemical weaponry.

It would seem obvious that if the communications center is to remain in its present location, first a secure front has to be provided into the reception area. Secondly, the operator should be in a location close enough to where he or she does not have to leave the console to visit with a citizen. Finally, the room should be carpeted and the walls should be finished with a sound-absorbing material such as accoustical tile or carpeting, all of which can be obtained for nominal cost in scrap "or remnant" to solve an immediate problem of accoustical distortions. (Manual, p 16.)

MANUAL

The Communications Unit Manual appears to be a comprehensive compendium of information for the communications officer and upon careful examination does give the reader an understanding of the facility and its operational procedures. It would, however, provide a better service to the

communications personnel if the materials therein were re-arranged in a more logical order. There does not seem to be any natural progression of information in its present form. A general information opening, followed by specific guidelines, concluding with appendices and report forms would tend to be more of a natural flow of information. In its present form these general headings are interspersed. Also, the table of contents might be better if more detailed and the manual should be supplemented with a comprehensive index which could direct the reader to specific items of concern. Occasionally, the reader finds in the manual first person references to situations which may or may not be present at all times, i.e., "we have become somewhat lax about..." which should be included on a daily memo, and not a part of a manual.

Federal Communications Commission requirements for identification of transmission station (Manual p 10 and 11) does not appear to be an operational part of the dispatcher's activity. The consultants have listened to the Lee's Summit police radio for quite a number of hours and never heard the required FCC identification and time requirement as indicated in these regulations.

PROCEDURES

In regard to the procedures indicated as appropriate in

the communications manual (p 31) it is emphasized that "the dispatcher will not broadcast further information pertaining to the 10-31 record check until the assisting car(s) is at the scene of the check."

While in most instances this would be an ideal procedure if interpreted literally in all situations, there could be the instance where it might unduly endanger the officer when minor modifications might improve the situation. In a community as geographically wide-spread as Lee's Summit, it is conceivable that a back-up car might be several minutes from the 10-22 while all the time the dispatcher has information about a potentially dangerous situation. If it is not a common practice, the dispatcher should advise the requesting officer of his 10-31 situation or the potential of that situation and not wait until a back-up unit is present until that information is distributed. If necessary to protect the officer further, a coded situation such as used in other instances could be employed. It is suggested by some, failure to warn an officer immediately of a potentially dangerous situation could possibly place the city in a liability situation making the planning all the more important.

DISPATCHING

In the communications unit manual (page 36) it is indicated that a field unit is required to contact the dis-

patcher every fifteen minutes while he is on foot patrol. There appears to be no requirement than an officer in a vehicle is similarly required to check in with the dispatcher and the dispatcher does not maintain a check-list of officers on duty.

Admittedly, the few number of officers on the street at any given time in the City of Lee's Summit might not require or demand as careful and formalized vigilance as in a larger community. It does, however, seem risky for the dispatcher not to have a check-list or check-in list for all units by shift. As commonly practiced, it would seem that the dispatcher could check-off all officers on duty every thirty minutes or in the same frequency that their identification of the communications center is to be made. In most communities this might be more relevant for traffic officers and detective units because of the less frequent contact with the communications center. Nevertheless, the procedure should be evaluated by the administration and staff if it appears that any officer is out of contact in excess of thirty minutes.

RECORDING

The most progressive law enforcement agencies have found it desirable to have an audio recording of all information transmitted over their communication system and also to have the telephone information into the communications

center available for recall via automatic tapes. While worthless most of the time, recordings are indispensable when needed. It is particularly advantageous as is obvious in armed robbery situations and bomb threats.

The staff should investigate methods of capturing information transmitted in the communications center. Contact should be made with the telephone company regarding the rental of equipment for this purpose. It is reported that the Bell System has such equipment for a nominal charge. At the very least, a cassette tape recorder should be available to the dispatcher for capturing information which may be needed later.

PROCEDURE VIOLATIONS

The communications unit manual (page 93 - 96) discusses the procedures of dispatchers in reporting minor infractions of radio procedure. While a progressive step and a realistic set of instructions to the dispatcher to help improve radio procedure, it is in the consultants' opinion, reinforced by actual observation of radio procedure infractions taking place while observing the Department, that a dispatcher would not feel free to make the kind of complaint that these procedures dictate, and in fact, the consultant found that the dispatchers did not make the reports of officers and their improper actions on the radio for the aforementioned reasons. In summary, this should be a field

supervisor's responsibility when observed personally or called to the sergeant's attention by a dispatcher or any other person. Upon failure of the sergeant to act, the dispatcher should report the incident and the sergeants failure to the dispatcher's supervisor, the Administrative Bureau Commander. This procedure is a necessity if the department is to avoid the danger of losing its radio license.

TRAINING

The training program recently completed by the Administration Bureau for the dispatchers and as evidenced by the communications manual appears to be more comprehensive than most training programs for civilian dispatchers and is to be commended in that regard. Further, it is admirable that the Jackson County Mental Health and Kansas City, Missouri psychiatrists were involved in the training program and should be continued and evaluated for further development. Finally, the ride-along of approximately twenty hours for each dispatcher is a good element, however, would appear to the consultant to be quite inadequate to the task of familiarization of the field and the needs of a street officer.

As noted in the manual, the conflict between sworn officers and civilians has been very real in some communities and it would appear to the consultants that this "street-wise" feeling of the commissioned officer could be shared

by civilian dispatchers. If the Department would expand the ride-along program extensively, it would perhaps develop a greater degree of rapport between these "partners in law enforcement."

Also, if the female dispatchers are used as matrons for the Department, they should be trained and commissioned. If these conditions are met, they could, of course, be used for road patrol to replace an officer who could dispatch but not go out on the road. This step might also help satisfy federal equal opportunity requirements which the Department has apparently not addressed.

MISCELLANEOUS OBSERVATIONS

Among the miscellaneous observations the consultants would call to the Department's attention are the following which are only suggestive of areas that might deserve some further attention.

The dispatcher was observed to advise a citizen complainant that they, the Department, would like to have the complainant's name saying, "It's only for my records; no one will ever know." This obviously is an incorrect statement or one which would be exceedingly difficult for the Department to back up the dispatcher, inasmuch as the information does become public record and could be extracted in most instances. It is the kind of promise that cannot be easily kept, and dispatchers should be cautioned against

making those kinds of statements to the public.

The consultant observed also some warrants that were improperly filed in an office drawer and lost to the operation of the Department because of the accidental placement. Specific locations for items should be designated, particularly when they are of such importance as a new warrant needing action by the dispatcher, computer or other officer.

The Department might find it advisable to inquire into the feasibility of free telephone service into the police department. Some communities have the arrangements made with local phone companies that coins would be returned upon placement if a call to the station and have found that much of the on-air communications can be handled at pay telephones by patrol officers. If this were available it might aid in cutting down the extraneous information flow over the radio such as case numbers and time of call, time of arrival and time of completion information which is currently dispatched as opposed to handled via telephone communication.

JAIL

The jail, although small in its average daily population, receives considerable use as a confinement facility for persons waiting trial and those sentenced to terms of confinement under ninety-days. In calendar year 1974, 1486 inmates were booked into the jail for at least short terms.

As a relatively new facility, the physical plant of the jail appears to be in good condition. Perhaps the major problems identified in regard to the operation of the jail is the lack of adequate personnel with the appropriate training to provide supervision of prisoners in the confinement area. Only two jailers are employed, and as a consequence, for considerable periods the jail is supervised, as additional duty, by the dispatchers. To provide round-the-clock coverage of the jail and its prisoners, three additional jailers should be employed. Supervision of the jail also should be supplemented by providing closed-circuit television coverage in the confinement area that can be monitored by both the jailer and the dispatcher. The initial expenditure for the purchase and installation of this monitoring equipment might well be financed through a grant from the Law Enforcement Assistance Administration. At least, an attempt could be made to obtain such funding for the purpose of providing more effective supervision and control of the jail.

Security measures within the detention facility should be examined and evaluated. In particular, procedures which weaken the security chain should be identified and corrected where possible. Transporting prisoners across the open reception area to enter the jail is not desirable, but would require extensive remodeling to correct. On the

other hand, taking prisoners into the squad room area to use the telephone is extremely dangerous and can be corrected by the inexpensive installation of a telephone extension in the booking room area. Immediate steps should be taken to obtain such an installation.

As recommended in the section on training, steps should be taken to provide both orientation and continuing in-service training for staff assigned to the jail.

In a number of respects, the jail as it is operated, represents a commendable utilization of community resources. For example, an alcoholic counselor visits the jail on a regular basis. Also, the jail benefits from the close proximity of the para-medical personnel located in the nearby fire station. The para-medics are called upon when inmates have physical complaints and are used to screen complaints and refer inmates requiring the attention of a physician to the Jackson County Hospital. Also, a policy exists that calls for the referral to the hospital of any prisoners who exhibit obvious symptoms of emotional disturbance or behave in a manner that would suggest that they are suicidal risks.

It is believed that the use of community resources in the jail can be extended further through the effective use of volunteers who are recruited, screened, and trained for this purpose. Although most prisoners are confined in

the jail for only relatively short periods, every attempt should be made to utilize confinement of this nature in a constructive manner. Although the cost of a major rehabilitative program conducted by full-time staff would be prohibitive, volunteers could be used to provide important correctional services at little or no expense to the city. Depending on their interests and skills, volunteers could be utilized in functions such as group counseling, checking out books from the local library for prisoners, pre-release planning -- including helping find jobs for inmates upon release, writing letters for illiterate inmates, providing individual instruction for inmates in educational subjects necessary for preparation for the G.E.D. examinations. Perhaps the main function to be performed by volunteers would be the expression of the community's interest in individual prisoners on a one-to-one basis. Since many jails and probations services now utilize volunteers successfully, it would be relatively easy for the Department to obtain information necessary to set up and operate a volunteer program that would provide for adequate training and supervision of the volunteer staff.

To eliminate the need for using jail confinement unnecessarily, it is recommended that the appropriate judicial offices explore the possibility of establishing a system of

Release On Recognizance (R.O.R.) Such a system, as pioneered by the Vera Foundation in New York City and now utilized successfully in over two hundred cities, including Des Moines, Iowa and Topeka, Kansas, allows for the pre-trial release of persons accused of offenses without payment of money bail. An effective R.O.R. system does require a brief investigation, often capable of being conducted by telephone, to determine if a person is a "good risk" and thus eligible for pre-trial release without money bail. Although probation departments often conduct such checks in large cities, it is believed that the Police Department could provide this service for the Court in Lee's Summit. A R.O.R. program not only would save the City money in reducing confinement expense, but also has the humanitarian value of allowing persons not requiring pre-trial detention to remain on their jobs and in the community pending trial, without increasing the risks that they will not appear for trial.

REPORTING

Upon examination of some of the reports of the officers of the Lee's Summit Police Department, the survey team arrives at the conclusion that the officers of this Department do not differ from the officers of most police Departments in that they need more training in report writing. Undoubtedly, the staff is well aware of the incomplete

sentences, misspellings and other deficiencies in the reports, and that nothing will correct these practices other than more training, supplemented by day-to-day instruction from supervisors.

Again, the consultants encourage the City and the Department to invest in the equipment and personnel to mechanize the report-writing process which will, in turn, aid in the improvement of the quality of the reports submitted. The consultants are aware of the limited experimental use of the portable tape recorders by patrol personnel during the summer, 1975, and that the responses to their use was evenly divided between favorable and unfavorable. It is the opinion of the team that after training and practice in the use of this equipment, the Department will become aware of the many benefits noted here and in other sections of this report.

RECORDS

The most fundamental component of any police information system is the reportable incident file. This file consists of an assortment of field unit activity reports, traffic incident reports, criminal and non-criminal investigative reports and other information.

Comments have been made in several preceding sections regarding report-writing and the informational systems of the Lee's Summit Police Department as well as the physical

location of the records facility. The survey team has noted the procedures and processes of the records system and observes that they are fairly traditional.

The Reporting Manual impresses the observer as a well-written and organized document which, if followed, would serve the officer well. The manual should be issued to each officer, as a personnel equipment item. The report forms are a significant improvement over the form or lack thereof in most departments, and would represent a major step in recording and transmitting information if the officer did not have to hand write them. The Department should, however, compare the quality of reports after the dictation system is initiated and also compare the costs of using the prepared report form.

Members of the survey team spent a limited amount of time in the Records Section, but were able to gain an impression of the operation of that section. The computer-based information and procedures were not questioned on the assumption that the guidelines and procedures for that facility are prescribed by contractual arrangements for the use of the computer. Other operations of the Records Section appeared to be functional for the size of the department, although not always consistent with those recommended in textbooks on records management. At no time were the personnel of the section unable to provide

information requested although efforts were made to make the task difficult. The consultants also witnessed requests by officer personnel which were promptly filled in spite of cryptic instructions.

In addition to the recommendation to move the records section from the center of activity, it is the consultants' recommendation that a careful examination be made of the security and control of documents within the manual records system. By way of illustration, the consultants observed and commented upon the fact that an officer could request a file or even a document from a file and receive it without a record made as to who had the file or the file's location. It was the consultants' recommendation at that time that no file leave the records section except in the instance that the original file is required, such as for a court appearance. Under no circumstances should it be left to memory as to who has a file. Also, separate documents in the file jacket should never be detached from the jacket, but a copy made for the officer who needs the information. The officer should sign for this information as well. It is reported that these recommendations have been implemented.

The photocopy machine should be replaced with a machine which is capable of all of the tasks demanded of it. Records personnel should not have to go to the city building to

perform photocopy work.

In summary, the consultants had a favorable impression of the records section. There was some indication that the trained personnel of that section found it necessary to perform some relatively easy but time-consuming tasks which could be done by less trained and expensive clerical personnel. It is recommended that an evaluation of the time devoted by personnel to repetitive jobs be undertaken and some consideration given to seeking assistance from such sources as work-study personnel to assist in the paper flow of the organization.

ANNUAL BUDGET

The Federal Revenue Act of 1972 provides fiscal assistance to state and local governments in the form of General Revenue Sharing Funds. During the 1974-1975 budget period of the City of Lee's Summit, the annual budget projects the use of \$85,897 of the \$166,948 anticipated city share for law enforcement salaries.

It is recommended that the practice of drawing upon increasingly larger amounts from the Revenue Sharing Fund for the budgetary line item, salaries, be reexamined. It could seem more fiscally responsible for the City to pay the necessary salaries for the law enforcement function from the General Fund and to use the Revenue Sharing monies for the enrichment and improvement of the law enforcement

function. Dependence upon the Revenue Sharing Fund for salary expenditure may cause a traumatic readjustment when the Federal law changes.

CAPITAL BUDGET

Related to the comments above, is the need for any department to prepare in advance for future needs. The City and the Department should, if not now doing so, develop and maintain a three to five year capital budget.

CONTINUED

2 OF 3

MISCELLANEOUS

OBLIGATED TIME

In an effort to measure the activity and performance of line personnel, the Administration Bureau compiles data on individual officers regarding their work volume. A formula is employed which translates the numerical values assigned to the several tasks of an individual officer, resulting in percentage of available time which is obligated. The survey team was advised that the use of these data is relatively new but that when a comparative base is established the administration should be able to identify the hard-working versus less-hard-working officer. If these data do identify the "successful" officer, it is hoped that the base information would be used as the foundation for the implementation of some of the recommendations in the previous section on training.

The consultants have been advised that the Kansas City Computer Center has a software program which is used by some of the departments in the region which reports the actual committed time of personnel. If the department has not investigated this service, it should do so as a possible supplement to the information now being assembled within the Department.

GRANTS-IN-AID

The City of Lee's Summit has applied for and received some assistance through several grants-in-aid programs such

as the Highway Safety Act and the Omnibus Crime Control and Safe Streets Act. For example, some portable radios have been added to the Department's equipment inventory and the two-wheel motorcycles and personnel are funded from such sources. Notwithstanding the successes in obtaining outside monies, the Department should increase its efforts in this direction.

One staff member should be assigned the responsibility of identifying needs, locating potential outside resources, and initiating the processes necessary for the acquisition of such monies. The consultants observe in another section of this report, that the Department should take the leadership in providing new social programs for the City, particularly in the area of youth services.

The literature is filled with ideas for such projects and programs, and fortunately, the funding agencies seem to be particularly interested in this area.

At a time when resources are limited and the tasks are so endless, the Department should aggressively seek all of the assistance possible.

SOCIAL PROBLEMS

The survey team noted several activities within the Lee's Summit Police Department which are constructive and contribute to good police community relations. It was pleasing to note that the Department sponsored a

Explorer Post and that numerous youth of the community were participating in the program. As the program grows and successes are experienced, it would be desirable to increase the size of the program from the present 35-40 Explorers to a size that would expose more of the youth of the community to the officers of the Department.

The team was also advised that some groups in the community had, on occasion, participated in a ride-along program with the Department. The surveyors commend the Department for development of this program and would encourage its expansion. The more frequent the person-to-person contact between the progressive police officer, such as those on the Lee's Summit Police Department, and all citizens, the more relations with the public will be improved.

Within the context of the above, contact with citizens, the Department should work with all of its officers in developing their public relations skills. At no time during the several tours of duty in which the survey team accompanied officers, did any officer conduct himself in an improper manner. No officer committed any act or said anything which could be criticized as improper. At the same time, however, the same officers had numerous opportunities to practice their interpersonal skills and to make friends for the Department but frequently failed to do so. Failure to

waive at a citizen on the curb is negligence. Failure to return a wave is rude. Such errors of omission were observed several times. Impartial interviewing is necessary, but disinterest can frequently be inferred if the interviewer is not careful. It is recommended that all officers be given some in-service training in this area and that the video-tape machine be employed as a training aid. Officers should role-play interviews and should immediately view themselves. This technique has been used by the consultants in several training programs recently, and the benefits are well worth the effort.

In summary, the Lee's Summit Police Department enjoys a healthy relationship with its community. The Air Show sponsored by the businessmen of the City to raise funds to purchase protective vests for police officers during the summer, 1975, is evidence of a good rapport. The Department should take advantage of that relationship by developing it further. It should work with the officers so that each becomes a salesman for the Department and for the community. The Department, as an organization, should experiment with a wide variety of police-community relations programs. The Police Advisory Committee would be invaluable in this task, and this should be one of the first assignments given to the Committee.

SEPTEMBER - OCTOBER 1975

IN-SERVICE TRAINING SCHEDULE

I. REPORTS

4 Hours

Scope:

A. Forms - Booklet with completed reports

B. Procedures - Why's and What

1. Case Numbers

2. Use of Social Security Numbers

(Film presentation also)

C. Interviewing - Obtaining Details

(5W's and H)

D. Body of the Report

1. Narration from Time Call is received to
it's completion.

(a) Sequence of events in proper order

2. Use of Proper Names instead of V's, S's,
and W's

3. Omitting use of short cut of referring to
a certain Report Box number - Spell it out
completely.

E. Transcribing of Reports

IBM

1 Hour

II. COMMUNICATIONS

Scope:

Review of Proper Radio Procedures

III. INTERVIEWING AND INTERROGATIONS 3 Hours

Scope:

- A. Techniques
 - 1. Officers' Demeanor, Mannerism and Procedures
 - (a) Victims - Complainants
 - (b) Witness
 - (c) Violator

IV. REVIEW OF ELEMENTS OF LAWS 7 Hours

Scope:

- A. New Supreme Court Rulings
- B. Search and Seizure Procedures
 - 1. Car Stops
 - 2. Lawful Arrests
 - 3. Reasonable and Probable Cause
- C. Pertinent State Statues and City Ordinances
 - 1. Ticket
- D. Crimes - Elements Pertaining to (UCR)

V. CRIME SCENES - Review of Policies 2 Hours

Scope:

- A. Who is in Charge
- B. Duty of First Officer and Supervisor on the Scene

C. Processing Crime Scene and Handling of Evidence

D. New Property and/or Evidence Receipt Forms

VI. SPECIAL REPORT - Revamping

3 Hours

Scope:

A. Administrative and/or Departmental Rules and Regulations

B. Evaluation System - Standardized

	0800	0850	0900	0950	1000	1050	1100	1150	1300	1350	1400	1450	1500	1550	1600	1650
MON.	REPORTS A. Forms B. Procedures C. Interviewing						D. Body of the Report E. Transcribing		LUNCH	CRIME SCENES Review of Policies			ELEMENTS OF LAWS Pertinent State Statues and City Ordinances Use of Ticket			
TUES.	UCR Elements of Crimes	INTERVIEWING AND INTERROGATIONS Techniques						LUNCH	COMMUNI- CATIONS	SPECIAL REPORT Revamping of Rules and Regulations and Evaluation System						
WED.	SEARCH AND SEIZURE Review of Techniques and Procedures SUPREME COURT RULINGS						REPORTS A. Forms B. Procedures C. Interviewing		D. Body of the Report E. Transcribing							
THUR.	UCR Elements of Crimes	INTERVIEWING AND INTERROGATIONS Techniques						LUNCH	COMMUNI- CATIONS	SPECIAL REPORT Revamping of Rules and Regulations and Evaluation System						
FRI.	SEARCH AND SEIZURE Review of Techniques and Procedures SUPREME COURT RULINGS						LUNCH	CRIME SCENES Review of Policies			ELEMENTS OF LAWS Pertinent State Statues and City Ordinances Use of Ticket					

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