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76-195

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Springfield, Missouri; Departmental  
Reorganization and Salary Development  
Study

FOR: Springfield, Missouri, Police Department  
City Population: 143,000  
Police Strength (sworn): 176  
City Area: 63.2 square miles



NCJRS

JUN 9 1978

ACQUISITIONS

47594

CONTRACTOR: Westinghouse National Issues Center  
CONSULTANT: Ray V. Waymire  
CONTRACT NUMBER: J-LEAA-003-76  
DATE: August 1979

## FOREWORD

This request for Technical Assistance was made by the Springfield, Missouri, Police Department. The requested assistance was concerned with analyzing the Department's organizational structure and salary development procedures and as deemed necessary, providing recommendations for improvement. The basis for this request was a previously conducted general attitude survey of police personnel that was intended to evaluate job satisfaction and enable police management to increase manpower utilization and police productivity. That survey identified several areas of major concern, among which were an organizational structure that led to confusion and inefficiency and the patrol officers' pay levels.

Requesting Agency: Springfield Police Department  
Chief of Police Gordan Loveland

Approving Agency: Law Enforcement Assistance Administration  
Office of Criminal Justice Programs

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## 1. INTRODUCTION

Springfield is the third largest city in Missouri and the largest in its SMSA. The city has 143,000 residents and covers 63.2 square miles with 638.38 miles of streets. There are 52,000 family dwellings and 4,000 commercial establishments. The City of Springfield is a municipal corporation that operates with a Council-Manager form of government.

The Police Department has an authorized strength of 209, with 187 sworn and 22 nonsworn personnel. The headquarters is housed in an attractive, two-story, modern building constructed in 1969. Officers and equipment are neat and impressive in appearance.

The department has grown by 21 percent since 1972, but the crime index jumped over 150 percent during this same period. Police leadership has shown a willingness to try reasonable innovations to meet the growing problems of urbanization that Springfield is experiencing as it increasingly becomes the hub of activity in the SMSA.

One of these tactics was the adoption of an LEAA ICAP grant to: increase the apprehension of Part I offenders by patrol officers; to increase the capability of patrol officers to identify career criminals; and to increase retention of police officers, including those with undergraduate degrees. As a part of this ICAP grant, technical assistance was provided in conducting an evaluation of satisfaction within the Department. As a result of the evaluation, several areas of major concern were identified, and it was recommended that further technical assistance be provided to examine the organizational structure and salary levels of the Springfield Police Department. As a consequence, these two issues were the topics of examination and recommendations in this technical assistance assignment.

Conclusions and recommendations developed in this study were based on interviews with representatives of the City, the Police Department, and others having knowledge of the topics, as well as an inspection of the police facilities, review of departmental records and statistical data, and an analysis of the police staffing and organization in relation to current and anticipated needs.

Persons interviewed included:

- City Manager Don Busch.
- Chief Gordon Loveland.
- Assistant Chief Les Reynolds.
- Lieutenant Don Brown.

- Lieutenant Richard Moses.
- Lieutenant E. R. Harmon.
- Lieutenant William Hensley.
- Sergeant Ira Copeland.
- Sergeant Michael Strobe.
- Sergeant David Haun.
- Detective Dan Wilson.
- Corporal Charles Vaughan.
- Sergeant Jack Snodgrass.
- Sergeant Muri Austin.
- Officer Dan McGuire.
- Officer Jack Sifford, Director, Police Community Relations.
- Mr. Joe Robles.
- Officer Oren Sisco.
- Mr. Harold Roach.
- Detective F. Ray Adams.
- Sergeant Bobby Humphrey.
- Detective Raymond Crocker.
- Sergeant Raymond Hargrave.
- Officer Randall Wicks.
- Officer Coy Tindle.
- Sergeant Marmon Grover.

Data collected and reviewed by Consultant included:

- City Budget, Springfield, Missouri, 1977-1978.
- Offense Report Forms, Springfield Police Department.

- LEAA Police Technical Report, Springfield, Missouri, Police Department, Job Satisfaction Evaluation.
- Payroll Breakdown Sheet, July 1977.
- Monthly Activity Reports for year ending June 1977.
- FBI Uniform Crime Reports, 1972-1975.
- CID Work Assignments.
- Patrol Watch Assignment Sheets.
- Traffic Work Assignments and Statistical Summary.
- Longevity Sheet (Personnel), 1976-1977.
- Springfield, Missouri, Police Department Table of Organization.
- Base Bi-Weekly Rates, July 1977.
- Quarterly Progress Report, July 1, 1977 (ICAP-LEAA).
- Detective Division Activities - Juvenile Unit, April 1977.
- UCR Base Data for 1976, Springfield Police Department.
- Council Bill No. 77-310, Amending Section 2-29, Springfield City Code.
- Police Officer Salary Range Survey with 13 Cities Similar in Size to Springfield.
- Training Summary, June 1977.
- Police-Community Relations Summary of Programs and Activities.
- Computer Printout Summary of Crime Complaints from Districts, July 1977.
- Calls for Service Radio Prioritization Policy.

## 2. UNDERSTANDING OF THE PROBLEM

### 2.1 The Department

The Springfield Police Department falls under the direction of the City Manager. The Chief of Police is a 28-year veteran who progressively leads the department of 187 authorized sworn officers and 22 authorized non-sworn personnel. In addition, a 50-man Police Reserve Unit and 20-person Cadet Corps assists the regulars on a volunteer basis, and 19 temporary employees act as school crossing guards.

As the Department has grown over the years, custom and ad hoc arrangements became formalized to the extent that the current organizational structure impedes the flow of communications and understanding within the Department. Some units are overstaffed, others understaffed, and a lack of supervision is consistent overall. In the recent attitude survey, individual police officers reported these problems as paramount.

Second only to departmental organization was a feeling by the rank and file that salaries were not adequate in the Springfield Police Department. Of course, this complaint is almost universal; however, the Chief and City Manager being responsive to the feelings of their employees requested an analysis of the salary scales and recommendations for any methods of salary development that would appear to be more equitable.

The Department came to a crossroads where an old comfortable system acquired on a "make-do" or stop-gap basis had to be either formalized or more logically a new approach be followed in the salary structure plan. Numerous persons within the Department have either been sent to special schools, received special training or on-the-job training to obtain special assignments that pay these employees higher salaries than the basic police officer scale.

In fact, on first examination, it appears that the Department pays an officer to go to school (including his tuition, salary, and expenses) and then, in most cases, assigns him to work mostly days with weekends off and raises his salary over those who work the night shifts and weekends. Although this is not true in all cases, it certainly is so in sufficient numbers to give that appearance.

It was with this initial understanding of the two problems that the Consultant sought to further analyze the Springfield Police Department.

### 2.2 Department Organization

The Department's current manpower distribution is as follows: Eighteen percent in Traffic Division, 65 percent in Patrol Division, and

15 percent in Criminal Investigation Division, with the other 2 percent in the Chief's staff (see Figure 2-1).

#### 2.2.1 Patrol Division

The Patrol Division is divided into three watches of approximately the same number of officers and supervisors who report to the Watch Commander, a lieutenant who reports directly to the Assistant Chief or Chief of Police. The watch supervisor's role has never been fully defined and no unity of command (one man reporting to just one supervisor) seems to exist. Officers receive instructions from lieutenants, sergeants, or corporals as situations develop. Three dispatchers assigned in the radio room each receive 6.4 percent more in salary than regular outside patrol officers.

#### 2.2.2 Traffic Division

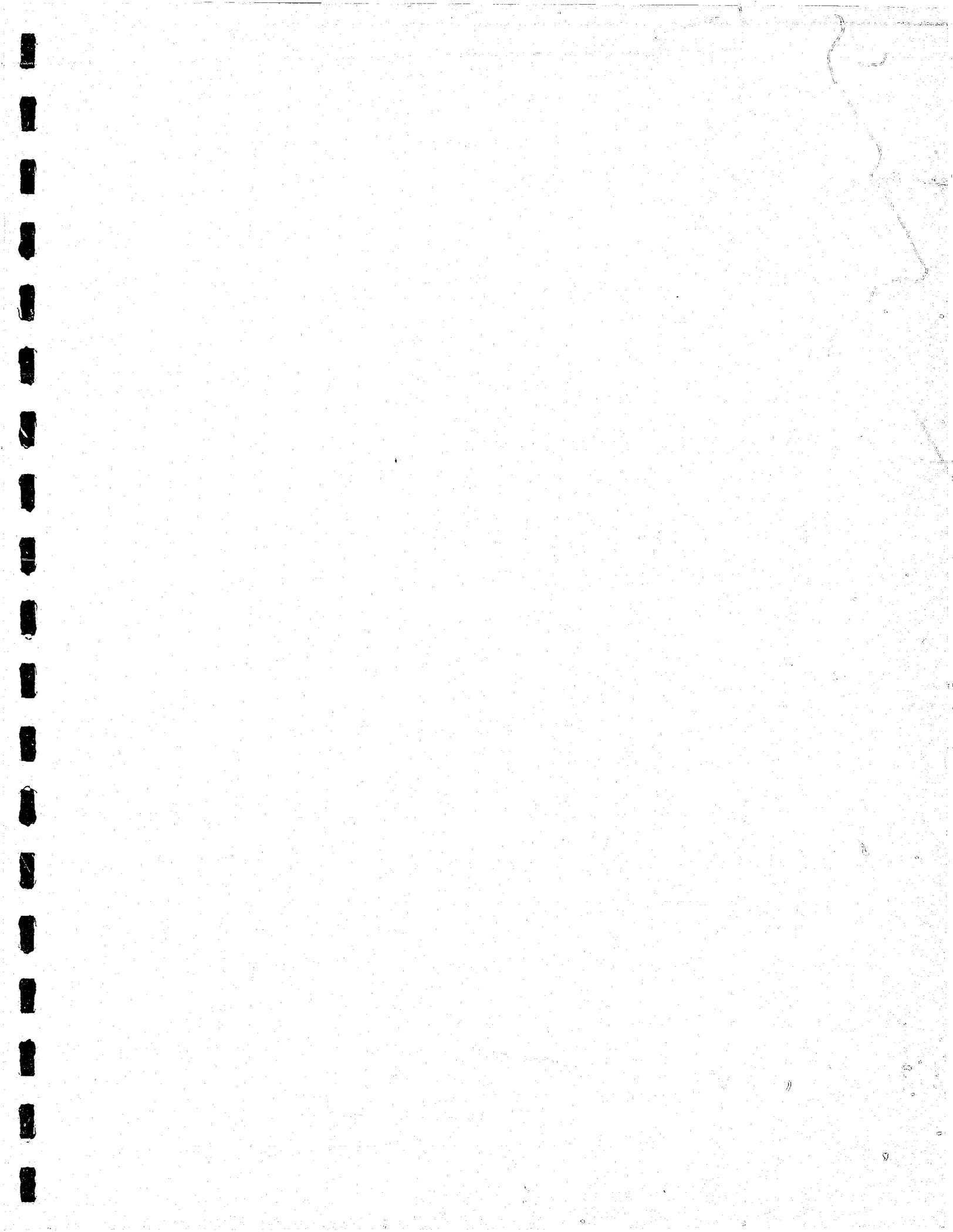
The Traffic Division is commanded by a lieutenant and divided into two units, days and evenings, of almost equal size, each with its own sergeant. An inside crew of two corporals and two officers handle the traffic information desk and hit-and-run followups, etc. In addition, there is a safety education officer and a parking control officer (although parking tickets are routinely handled by a unit separate from the Police Department). This division investigates approximately 75 percent of all the automobile accidents and issues approximately 65 percent of the moving violation summons. There are 11 cars, 7 two-wheeled and 2 three-wheeled motorcycles assigned to the Division. The two traffic dispatchers (who work in the radio room and transmit to traffic and detective personnel on one channel) and six accident investigators, plus the safety education officer all receive 6.4 percent more than regular patrol officers.

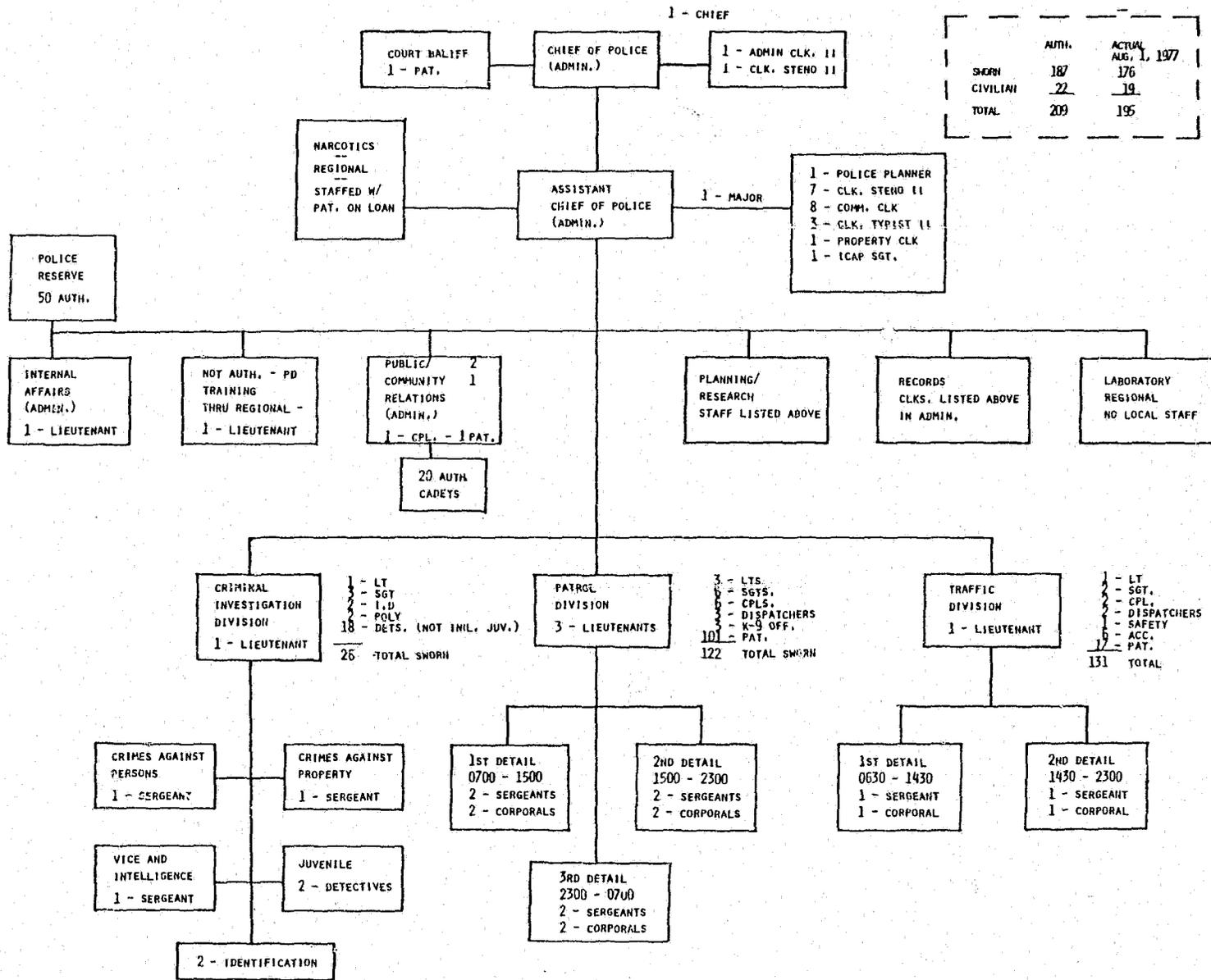
#### 2.2.3 Criminal Investigation Division

The Criminal Investigation Division, commanded by a lieutenant, has three sergeants: One for Crimes Against Property, one for Crimes Against Persons, and one for the Vice Squad. In addition, there is a two-man Juvenile Unit, a two-man Identification Unit, and one man assigned to the Control Desk (receptionist-type position) and the Department range officer is classified as a detective. All detectives receive 21.5 percent more pay than patrol officers.

##### 2.2.3.1 Vice and Intelligence

The Vice and Intelligence squad has four detectives (one a polygraph operator) as well as the sergeant in charge. No statistics appear either in the monthly activity reports from the Chief's Office, the one-month printout of crime calls received by the Department, or the CID statistical summary to indicate the productivity of this unit.





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Figure 2-1. Springfield Police Department -- Table of Organization July 1977.

#### 2.2.3.2 Crimes Against Persons

Crimes Against Persons has a sergeant and five detectives assigned to investigate the crimes of murder, rape, robbery, and aggravated assault, which totaled 383 for the UCR in 1976. This would indicate a workload of about one case every third working day per detective in this squad. Overall case clearance in this category is approximately 58 percent, which is above the national average.

#### 2.2.3.3 Crimes Against Property

Crimes Against Property has a sergeant and eight detectives assigned to investigate burglary, larceny, and auto thefts, which totaled 9,871 in 1976. If the two monthly totals of the juvenile detectives furnished to the Consultant are consistent reflections of their case load, approximately 3,060 of these property crimes were handled by detectives of the Juvenile Unit, leaving about 6800 or 3.5 cases per day per detective to investigate. Overall case clearance in the property crimes category is 12 percent, well below national average. In fact, since property crimes account for approximately 93 percent of all crimes in Springfield, the overall case clearance of all Part I crimes in the fiscal year 1976-1977 is only 13.5 percent compared to the national average of 21 percent.

#### 2.2.3.4 Juvenile Unit

The Juvenile Unit has only two detectives assigned to handle all calls that involve, or even appear to involve, juveniles. In 1976, the two detectives handled over 5,000 calls (of which about 25 percent were crimes -- mostly property crimes) and made about 18 percent of the arrests attributed to the overall CID. Nationally, when only index crimes (Part I crimes) were considered, 17 percent of all persons arrested in 1975 were under age 15, and 43 percent were under 18 years of age.

#### 2.2.3.5 Identification Unit

The Identification Unit has two officers working in the basement with excellent equipment, but no statistics or monthly report of this group's activities were seen anywhere in the department or CID summaries. The senior identification officer is knowledgeable about his duties but seemed to have no particular work deadlines nor pressing workload to attend to or command his attention.

#### 2.2.4. Chief's Office

The Chief's Office has the court bailiff, Chief's secretary and the Assistant Chief. The Chief's secretary is titled an Administrative Clerk II and, as such, is responsible for the steno pool, typists, and communications clerks who work throughout the building. The Assistant Chief has about six one- or two-man units reporting directly to him in addition to the three line units of CID, Patrol, and Traffic.

### 2.3 The Pay Plan

The State of Missouri has no collective bargaining statute for government workers according to the Police Officers' Association president. However, there is a close working agreement in effect that seems to suit management and employees equally. Numerous benefits, usually items that are the result of hard fought battles at the bargaining table, are accepted in the Springfield Police Department as routine. Longevity pay of \$12.50 per month for each 5 years of employment, incentive pay for college credits of \$300 per year for 62 credit hours and \$500 per year for a bachelors degree, eight paid holidays, three floating days of the officer's choice, and a liberal vacation plan were just some of the benefits noted by the consultant. A 7.5 percent raise went into effect with the beginning of the July 1, 1977, fiscal year. All of these items indicate an effective association and a responsive management team.

The Department's pay plan is derived by comparing Springfield Police officers' salaries (base pay only without benefits) to 13 other cities of similar size (see Tables 2-1). Once agreement is reached on patrol officers' basic starting range, there is a 21.5 percent increase in five steps to top pay. From this point on, it appears that raises have been handed out to a favored few according to specific assignments as follows:

- Dispatchers and accident investigators receive 6.4 percent above top patrol officer.
- Corporals receive only 3.7 percent above dispatchers and accident investigators.
- The junior identification technician receives 21.5 percent more than the top-paid patrol officer.
- Detectives also receive 21.5 percent above the top patrol officer.
- Polygraph operators get 28 percent more than top patrol officers.
- A senior identification technician gets 34 percent more than top patrol officers. This rate is also the same as sergeants pay.

Overtime is not paid, but instead is granted back to the officers as compensatory time off at a 1 1/2 time rate. These days off are taken with approval granted beforehand.

TABLE Z-1

Salary Comparisons of Springfield Police Department  
With 13 Similar-Sized Jurisdictions

The survey showed that the following cities ranked in the following order for patrolman salaries:

<u>CITY</u>	<u>STARTING SALARY</u>	<u>TOP SALARY</u>
Peoria, IL	\$13,728	\$15,678
Springfield, IL	\$12,708	\$13,440
Hammond, IN	\$11,650	\$12,419
Rockford, IL	\$11,311	\$14,491
Evansville, IN	\$11,000	\$13,100
Souix, IA	\$10,434	\$12,006
Cedar Rapids, IA	\$10,270	\$13,108
Lincoln, NE	\$10,164	\$12,360
Lexington, KY	\$10,032	\$11,693
Southbend, IN	\$9,500	\$10,150
Amarillo, TX	\$9,348	\$11,604
Springfield, MO	\$9,314	\$11,319
Topoka, KS	\$9,012	\$11,556
Little Rock, AR	\$8,802	\$11,616

Springfield Missouri ranks 12th out of 14 cities in starting salary.

Springfield Missouri ranks 13th out of 14 cities in top salary.

The average of 13 cities surveyed for starting salary is \$10,612. Springfield starting salary is \$9,348 - \$1,298 below the average. The average starting salary for top salary is \$12,555. Springfield's top salary for patrolman is \$11,556 - \$1,236 below the average.

### 3. ANALYSIS OF THE PROBLEM

#### 3.1 Method of Analysis

The Consultant's analysis of the management and organization of the Springfield Police Department was made through interviews; personal observations; and careful interpretation of the records, manuals, and other data made available from the Police Department and the other agencies visited. Organizational restructuring is recommended only within the limits of present authorized strength but with future growth considered so as to minimize any instability created by constant reorganizations.

Specialization of units and ratios of supervisory personnel to line operations personnel are in accordance with current authorities in the profession:

- O. W. Wilson, Municipal Police Administration.
- National Advisory Commission on Standards and Goals.
- Massachusetts Institute of Technology, Municipal Detective Systems A Quantitative Report, McGraw-Hill.
- Herbert G. Hicks, The Management of Organizations, McGraw-Hill.

#### 3.2 Reorganization Problems

The present organization of the Police Department is the result of growth and stop-gap measures instituted without much thought toward the future. A general lack of supervision is a major fault of the Patrol Division. Promotions appear to be the only answer to that problem. The low clearance rate of the Criminal Investigation Division stems from a lack of accountability based on the overall inflexible structure of the Department. Transfers mean reductions in pay under the present system and, therefore, demotions. Inordinate assignment of manpower to the Traffic Division, minimizes the crime prevention and reduction emphasis of the Department but again, transfers in many instances are tied to salary levels.

#### 3.3 The Pay Plan

The development of a new system to determine salaries of patrol officers will result in increased costs to the Department, but will allow reorganization to take place. The reorganization is practically married to a new pay plan since little flexibility presently exists for management of the Department. Since the two are so closely dependent on each other, the promotions required by the recommended reorganization have been costed out by the Consultant to give the City management an approximate dollar amount including the tax levy required to pay for the plan if accepted. These dollar figures are taken from the most recent pay plan. Future methods of determining salary levels are explored in the Recommendations (Section 5) of this report.

#### 3.4 Vehicles and Equipment

A separate vehicle assignment plan has been developed to coincide with the recommendations for reorganization of the department.

In passing, the Consultant noted the location and physical layout of the radio room -- the "nerve center" of any police agency. The glassed enclosure located on the first floor appears highly vulnerable and might be better located in larger, more secure quarters. The Recommendations (Section 5) speak to this as well as the radio equipment and radio control system in use at this time.

#### 4. FINDING AND CONCLUSIONS

##### 4.1 The Department

- The present Departmental structure violates several principles of functional organization. These violations impede planning for the future and fail to provide some functions while over-emphasizing others.
- There is a general lack of supervision in some units and violations of the concept of unity of command in others.
- The present structure greatly restricts the flexibility of management to move personnel within the Department.
- There is no present capability of providing needed in-service training without depleting the Patrol force of necessary manpower.
- The Department's record system needs to be revised to reflect the emphasis upon crime analysis and solvability factors as well as more complete preliminary investigations by Patrol. These problems have already been identified by the Planning and Research officer.
- No up-to-date standard operating procedures manual exists, although again, the planners have started collecting data for this project.
- The pay plan endorses gross inequities between Patrol officers and Department specialists.
- There are not enough supervisors who provide guidance and discipline to employees. Some supervisors have no one reporting to them or are only on a one-to-one relationship with a subordinate; some merely perform tasks that could be handled by Patrol officers or civilians.

##### 4.2 Patrol Divison

- There is a lack of understanding of the role of corporals and sergeants. Unity of command is absent in most cases. Corporals and sergeants appear to perform identical tasks, but sergeants receive more money.

- The Patrol Division manpower is constantly drained for projects as though the Patrol function was not the most important of all Departmental services.
- There is a lack of unity of purpose between watches due partly to the lack of a Patrol Division commander.
- At present no directed patrol or imaginative deployment tactics take place on the Patrol watches due to lack of manpower and lack of coordination with the Detective Division.

#### 4.3 Traffic Division

- The Traffic Division is overstaffed compared to the Patrol force giving the appearance of a greater concern for traffic problems than crime prevention, criminal apprehension, or service to the public.
- A great number of statistics are compiled and pin maps maintained, but little seems to result as a product of this effort. No selective enforcement bulletins noting types of violations that cause the highest frequencies of accidents are routinely disseminated to the officers.
- More paperwork and effort are exerted in after-the-fact investigations of accidents than seems appropriate. Some progressive departments use less expensive civilian personnel to investigate accidents and even restrict those accidents to a minimum dollar amount (over \$100 damage) or to injury accidents with citizens making out any reports for accidents not covered under the policy.
- Two corporals are assigned duties to perform but no subordinates to supervise. These chores could be accomplished less expensively by either Patrol officers or civilians.

#### 4.4 Criminal Investigation Division

- Detectives are rotated between assignments within the Division and apparently lack the skills required as specialists. This is reflected in a poor clearance rate, especially in property crimes.

- Accountability is lacking throughout the Division due to the inability to transfer the nonproductive detectives.
- There appeared to be little interaction or exchange of information with Patrol officers who, at least nationally, make most of the arrests for felonies.
- The Vice Squad has more manpower than the productivity records indicate necessary.
- Upon review of the records, it did not appear that undercover narcotics officers exchange information daily with at least other vice detectives. This is necessary so that the vital information derived in their covert activities can be put to use in other crime investigations. No evidence that such information transfer occurs was seen by the Consultant among the records.

#### 4.5 Service Functions

- No unit exists to tie together the Department's service assignments, providing accountability and facilitating the budget process.

#### 4.6 Administration Division

- The Chief and Assistant Chief, along with a clerical staff handle all the administrative tasks. This reduces their time available for more pressing departmentwide problems and leaves little time for planning for future activities. The interdependency of units (new records affect crime analysis, crime analysis efforts affect patrol assignments, etc.) requires continuous day-to-day management of the administrative units to accomplish tasks of goal attainment. The Chief is highly respected by the community, the members of the Police Department, and the City Administration. He needs time to interact with other city department heads, other police agencies leaders, and community leaders.

## 5. RECOMMENDATIONS

As discussed in Section 1, the specific focus of this Technical Assistance assignment was to address the areas of:

- Reorganization of the Department.
- Development of salary level determinants.

The two areas of concern are intertwined so inextricably that the Consultant felt neither could be viewed independently although the two areas are addressed separately wherever possible.

### 5.1 Reorganization by Line and Staff Functions

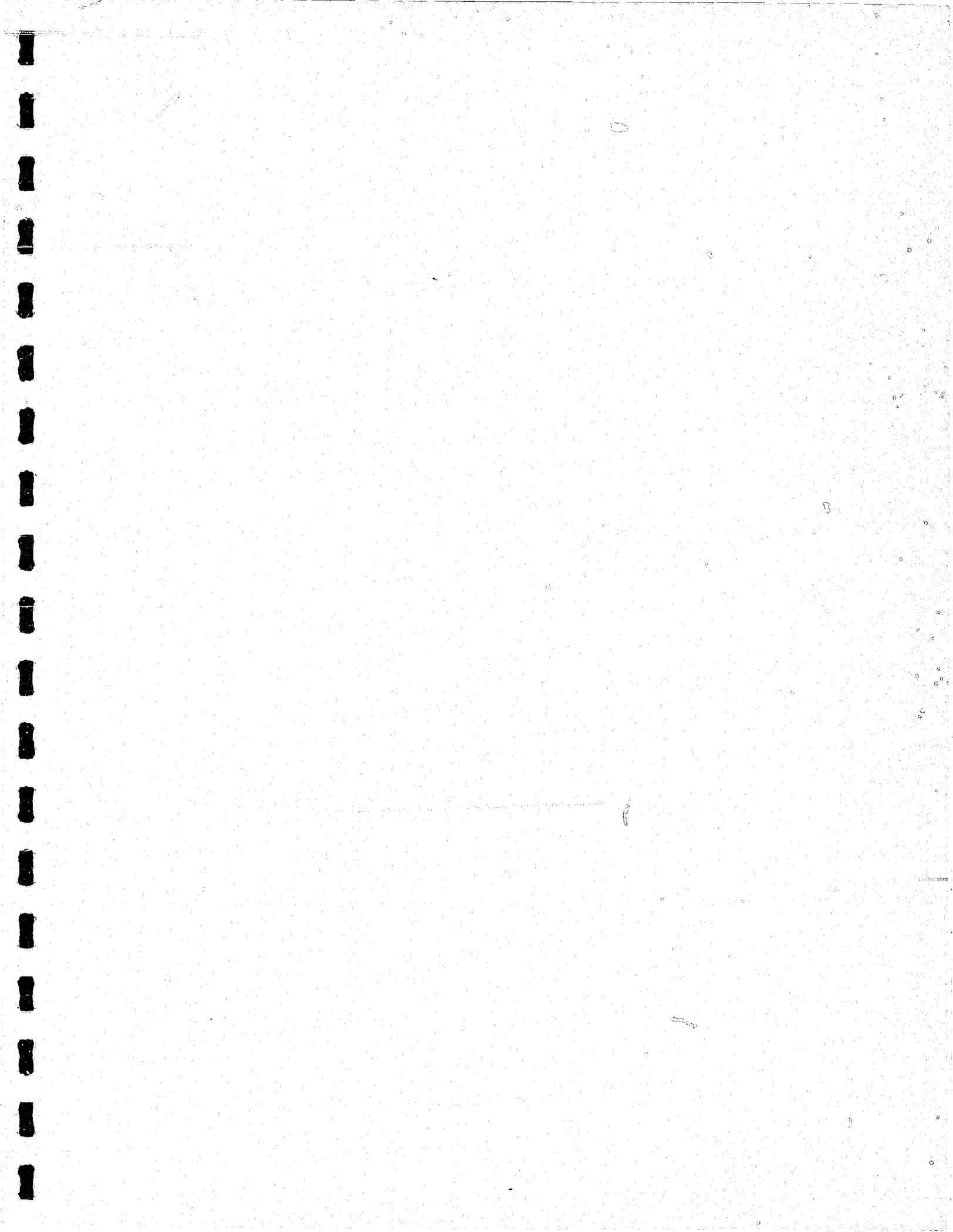
Most authorities agree that a police force should be organized according to line and staff assignments. Line functions are those that have direct responsibility of accomplishing the major objectives of the organization. Staff functions are those that have indirect responsibility for accomplishing the major objectives. They furnish services, not directly to the people, but to the line functions. Administration normally is classified as a staff function, since it facilitates and makes possible the effective accomplishment of the other two. The recommended reorganization of the Springfield Department is "pure" relative to line and staff with all operations personnel under the control of one person with staff services and administration reporting separately to the chief executive (see Figure 5-1).

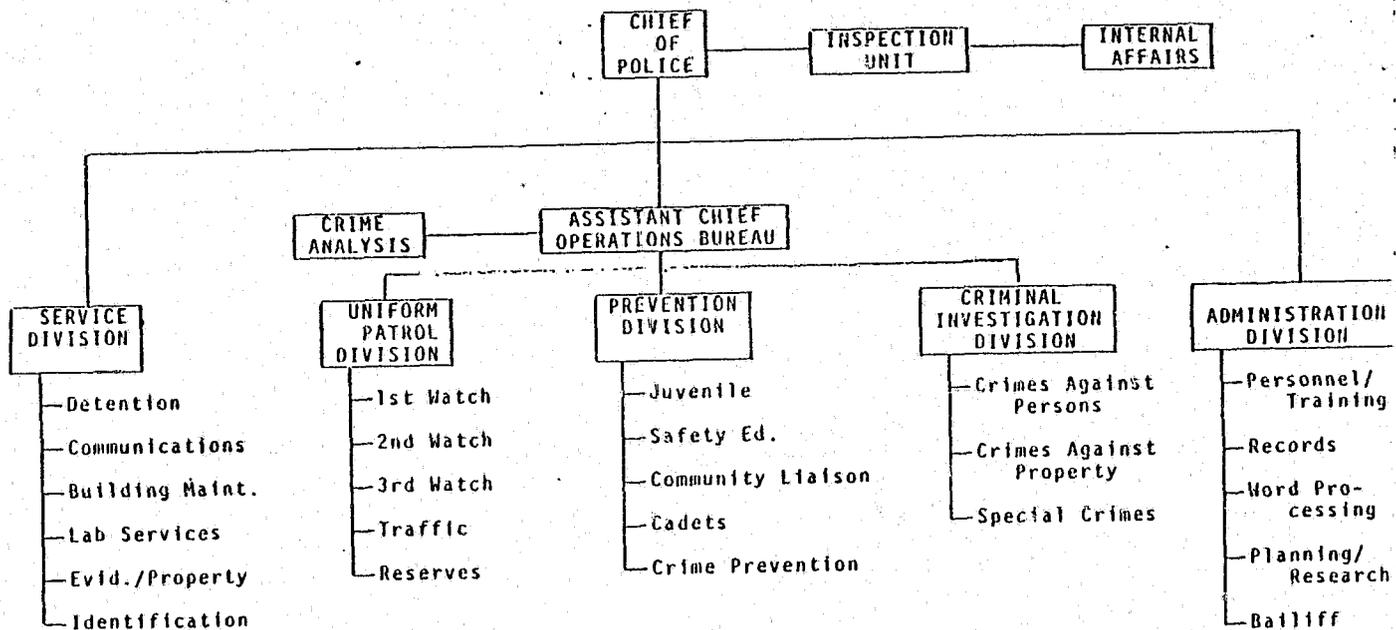
#### 5.1.1 Operations Bureau

Although the staff functions of the Springfield Police Department need reinforcement, the primary objectives of the Department are met by the line units. Special emphasis has been appropriately placed on the development of line units by the ICAP program. The proposed restructuring would place the Assistant Chief in the role of Operations Bureau Commander with a captain of the Patrol Division, a lieutenant of the Detective Division, and a sergeant of the Prevention Division reporting to the Assistant Chief. A sergeant in charge of the Crime Analysis Unit would act as an aide to the Assistant Chief to provide timely data on criminal activities to assist these Division commanders in dealing effectively with day-to-day line operations.

##### 5.1.1.1 Patrol Division

The Patrol Division presently answers to the Assistant Chief along with two other line divisions, Criminal Investigation and Traffic. Patrol is authorized 122 sworn officers, but since it is the largest unit of manpower on the force, it often finds men drained from patrol duties on





5-2

Chief : 1  
 Major : 1  
 Captain : 1  
 Lieutenants : 8  
 Sergeants : 19  
 Police Officers: 157

TOTAL SWORN 187

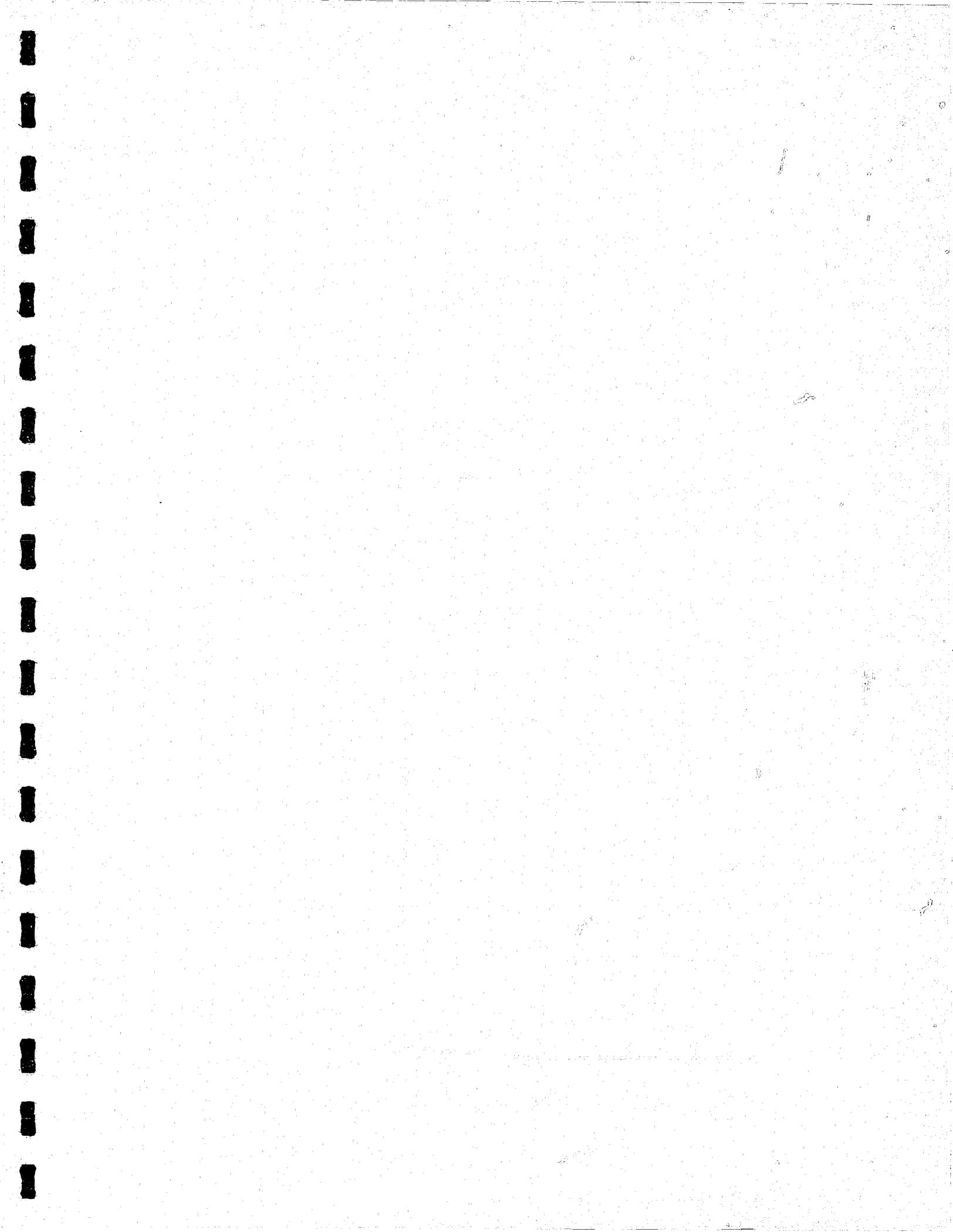
Figure 5-1. Springfield Police Department -- Proposed Table of Organization

temporary assignments in other units. While this is a common practice in other police departments, it nonetheless reduces the overall effectiveness of the Department's most important unit.

Training of patrol officers after their initial police academy attendance remains difficult for all departments and usually is deficient. Although Springfield is no exception, it recognized the need for additional in-service training and provided approximately \$60,000 in its LEAA ICAP grant for this training. Difficulties in assignment of men from patrol duties to a training period, however, remain a paramount problem. Thus, it would seem that a rescheduling of Patrol units to place the optimum number of sworn personnel on duty while providing time blocks for training without taking the officers away from their regular assigned duties would answer two problems at once.

The proposed new patrol schedule (see Figure 5-2 and Tables 5-1 through 5-3) provides the following:

- A permanent complement of officers assigned to each watch commander's shift.
- Each officer assigned specifically to his street supervisor (sergeant) for unity of command.
- Each officer remains on his same beat assignment from one watch to another thereby becoming totally aware of the people and characteristics of his beat.
- Additional squads are assigned to work during the hours when additional calls for service and additional crimes occur. The percentage of officers working conforms to the percentage of demands for police activity. The day watch receives 6 percent more service demands than the midnight watch and, therefore, has 6 percent more officers. The evening watch has 16 percent more requests than midnights, hence 16 percent more officers. This is accomplished, without sacrificing the unity of command concept, by adding five men to a permanent day shift that is supervised by the sergeant. The sergeant is responsible for the area in which the officers work as determined by the individual watch commander in charge. The three K-9 officers and an additional nine-man squad work permanent evenings under a similar supervision arrangement. This means a basic watch unit of 1 lieutenant, 3 sergeants, and 22 patrol officers rotate watches every 28 days with 5 days on and 2 days off each week.



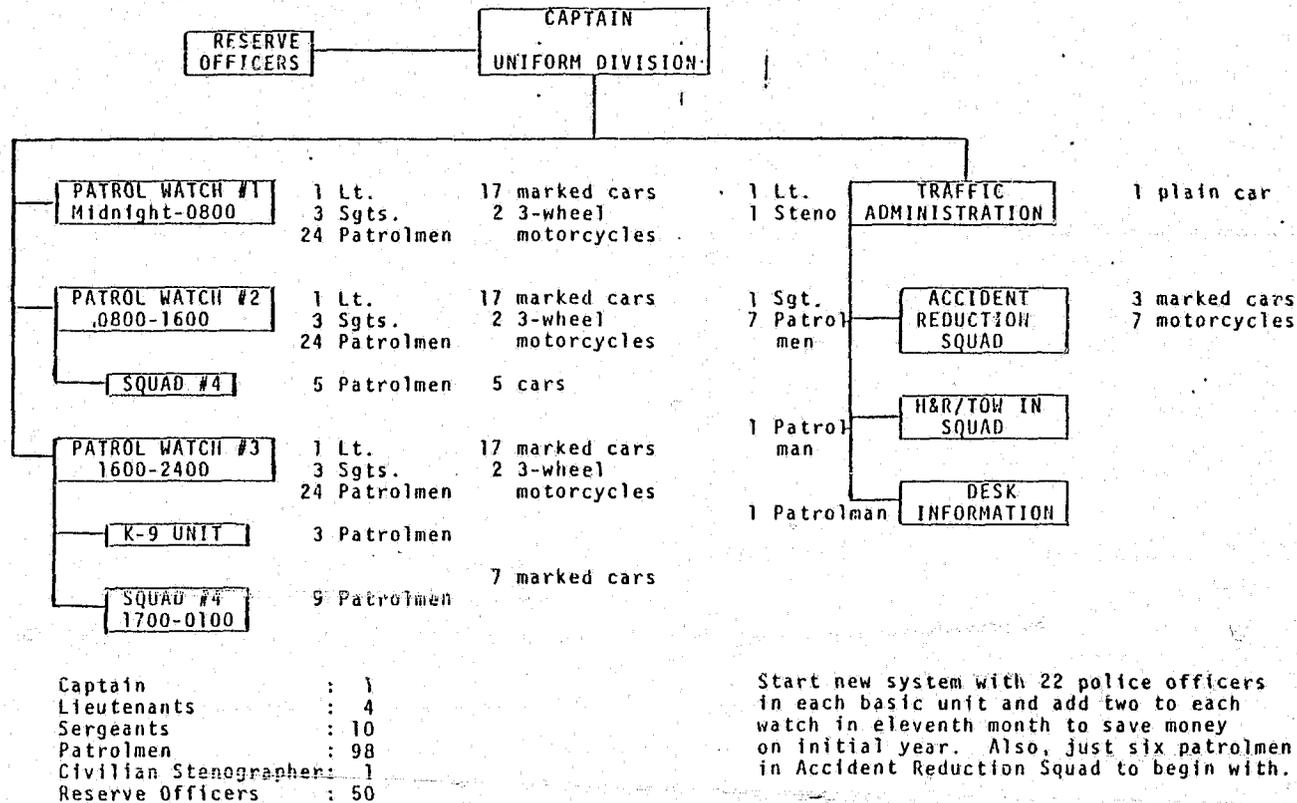


Figure 5-2. Patrol Division -- Proposed Table of Organization

TABLE 5-1

Patrol Division

First Watch: Midnight-0800

Lieutenant in Charge

			<u>Days Off</u>
<u>Squad 1</u>	Supervisor	Sgt. _____	Wed/Thur
	P.C.	Officer _____	"
	P.C.	Officer _____	"
	District 1	Officer _____	"
	District 2	Officer _____	"
	District 3	Officer _____	"
	District 4	Officer _____	"
	District 5	Officer _____	"
	District 6	Officer _____	"
<u>Squad 2</u>	Supervisor	Sgt. _____	Sat/Sun
	District 7	Officer _____	"
	District 8	Officer _____	"
	District 9	Officer _____	"
	District 10	Officer _____	"
	District 11	Officer _____	"
	District 12	Officer _____	"
	Roving Patrol	Officer _____	"
	Roving Patrol	Officer _____	"
<u>Squad 3</u> (Relief)	Supervisor	Sgt. _____	Mon/Tues
	Districts 1 7	Officer _____	"
	Districts 2 8	Officer _____	"
	Districts 3 9	Officer _____	"
	Districts 4 10	Officer _____	"
	Districts 5 11	Officer _____	"
	Districts 6 12	Officer _____	"
	P.C. R.P.	Officer _____	"
	P.C. R.P.	Officer _____	"

TABLE 5-2

Patrol Division

Second Watch: 0800-1600

Lieutenant in Charge

			<u>Days Off</u>
<u>Squad 1</u>	Supervisor	Sergeant _____	Mon/Tues
	P.C.	Officer _____	"
	P.C.	Officer _____	"
	District 1	Officer _____	"
	District 2	Officer _____	"
	District 3	Officer _____	"
	District 4	Officer _____	"
	District 5	Officer _____	"
District 6	Officer _____	"	
<u>Squad 2</u>	Supervisor	Sergeant _____	Wed/Thurs
	District 7	Officer _____	"
	District 8	Officer _____	"
	District 9	Officer _____	"
	District 10	Officer _____	"
	District 11	Officer _____	"
	District 12	Officer _____	"
	Roving Patrol 1	Officer _____	"
Roving Patrol 2	Officer _____	"	
<u>Squad 3</u> (Relief)	Supervisor	Sergeant _____	Sat/Sun
	Districts 1 7	Officer _____	"
	Districts 2 8	Officer _____	"
	Districts 3 9	Officer _____	"
	Districts 4 10	Officer _____	"
	District 5 11	Officer _____	"
	Districts 6 12	Officer _____	"
	P.C. R.P. 1	Officer _____	"
P.C. R.P. 2	Officer _____	"	
<u>Squad 4</u>	Supervised by area	Sergeant _____	Sat/Sun
	District 5A	Officer _____	"
	District 6A	Officer _____	"
	District 8A	Officer _____	"
	District 10A	Officer _____	"
	District 11A	Officer _____	"

TABLE 5-3

Patrol Division

Third Watch: 1600-2400

			<u>Days Off</u>
<u>Squad 1</u>	Supervisor	Sergeant _____	Sat/Sun
	P.C.	Officer _____	"
	P.C.	Officer _____	"
	District 1	Officer _____	"
	District 2	Officer _____	"
	District 3	Officer _____	"
	District 4	Officer _____	"
	District 5	Officer _____	"
	District 6	Officer _____	"
<u>Squad 2</u>	Supervisor	Sergeant _____	Mon/Tues
	District 7	Officer _____	"
	District 8	Officer _____	"
	District 9	Officer _____	"
	District 10	Officer _____	"
	District 11	Officer _____	"
	District 12	Officer _____	"
	Roving Patrol 1	Officer _____	"
	Roving Patrol 2	Officer _____	"
<u>Squad 3</u> (Relief)	Supervisor	Sergeant _____	Wed/Thur
	Districts 1 7	Officer _____	"
	Districts 2 8	Officer _____	"
	Districts 3 9	Officer _____	"
	Districts 4 10	Officer _____	"
	District 5 11	Officer _____	"
	Districts 6 12	Officer _____	"
	P.C. R.P. 1	Officer _____	"
P.C. R.P. 2	Officer _____	"	
<u>K-9 Unit</u>	Unit 1	Officer _____	Sat/Sun
	Unit 2	Officer _____	Mon/Tues
	Unit 3	Officer _____	Wed/Thur
<u>Squad 4</u>	Supervised by area	Sergeant _____	
	District 2A	Officer _____	Sat/Sun
	District 5A	Officer _____	"
	District 6A	Officer _____	"
	District 8A	Officer _____	Mon/Tues
	District 10A	Officer _____	"
	District 11A	Officer _____	"
	Districts 2A/8A	Officer _____	Wed/Thur
	Districts 5A/10A	Officer _____	"
	Districts 6A/11A	Officer _____	"

Assignment of additional patrol units to the above districts is predicated upon the increased numbers of calls for services overall (64.5% of all CFS occur in the listed 6 districts) and upon the increased numbers of Part I crimes (murder, rape, assault, robbery,

TABLE 5-3 (Continued)

burglary, larceny and auto theft), 62%, that occur in these same 6 districts.

Two of the three K-9 units will be available every night of the week with all three available on Fridays. Of the special Squad #4 personnel (9 officers), six will be available every night except Friday when all 9 will be available for assignment.

If the day off schedules are not satisfactory on a permanent arrangement, the men in K-9 and Squad #4 can rotate each shift change so that all received equal treatment on the days off as do the regular rotating patrol officers including the long weekend once every three months. This also makes these men available to the training officer according to his schedule and will guarantee that the same men will be working with the same rotating units when the rotating officers are on the evening watch.

Every 3 months, the days off on one watch will be a weekend (Saturday-Sunday); on that specific watch, rotation will coincide with Monday-Tuesday days off on the new watch to provide a 4-day-off period (a mini-vacation for each man in the Patrol Division) four times a year.

To provide the time block necessary for training, all officers under this schedule work on Fridays (identified as the busiest day). This means that one-third of the Patrol force is available for training or special assignment every Friday. Since long periods of in-class lecture become counter-productive, a 4-hour block of training combined with a 4-hour special assignment has proven to be the best arrangement. In a 3-month period under this schedule, every Patrol officer will receive 16 hours, or if exigencies of the situation dictate, 32 hours of training by having 8-hour blocks of training each Friday. Trainers can schedule the hours to suite the situation, and Department staff can also plan special assignments when training time frames are not urgent. An example of special assignments is a complete crime prevention security inspection of all commercial buildings in the city to reduce robberies and commercial burglaries. Stakeouts by patrol officers in old clothes can be effective against many street crimes or burglaries in areas identified as excellent probable targets by crime analysis personnel. Assistance can be provided in serious case investigations by the CID by having Patrol officers canvass neighborhoods where a serious crime occurred to locate witnesses or possible suspects. Assignments will be limited only by the imaginations of trainers and the decisionmaking staff. Training is thus more productive when coupled with operational situations.

To accomplish the manning of the Patrol Division thus outlined, additional officers and supervisors need be provided. This can be done with a minimum of cost as outlined in Table 5-4. After this reorganization is accomplished, thought should be given to revamping the present beat boundaries. (See Tables 5-5 and 5-6 for more information on CFS disparities.)

#### 5.1.1.2 Traffic Section

The traffic problems of Springfield do not appear to be unique in any respect. The division seems fairly well managed and the record system is above average. The Division, however, has 16 percent of the Department's manpower. The enforcement of traffic laws is no more difficult nor complex than any other enforcement duties. It is directed primarily to prevent the occurrence of automobile accidents that kill or injure people. Accident investigation is an after-the-fact investigation requiring similar skills as robbery, burglary, or assault investigations. To isolate Patrol officers for this one specific duty fails the test of policy-decision consistency unless a great amount of time is required after the initial investigation at the scene of the accident.

TABLE 5-4

Personnel Promotion Costs  
Under Reorganization

MINIMUM

1 Lieutenant to Captain	\$ -0-	(If highest paid present Lieutenant is promoted)
2 Sergeants to Lieutenant	1,692.	(From level 8 step 5 to level 10 step 4)
9 Corporals to Sergeant	5,895.	(From level 4 step 5 to level 8 step 3)
1 Detective to Sergeant	-0-	(If polygraph operator the one promoted)
1 Patrolman to Sergeant	-0-	(If Senior Identification Officer at present is promoted)
	<hr/>	
TOTAL	\$ 7,587.	

MAXIMUM

1 Lieutenant to Captain	\$ 900.	(From level 10 step 4 to level 12 step 4)
2 Sergeants to Lieutenant	1,692.	(From level 8 step 5 to level 10 step 4)
9 Corporals to Sergeant	5,895.	(From level 4 step 5 to level 8 step 3)
2 Patrolmen to Sergeant	5,238.	(From level 2 step 5 to level 8 step 3)
1 Dispatcher to Sergeant	1,842.	(From level 3 step 5 to level 8 step 3)
	<hr/>	
TOTAL	\$15,567.	

TABLE 5-5

Index Crimes By District -- January - December 1976

SPRINGFIELD, MISSOURI  
 PREPARED BY: RESEARCH AND PLANNING  
 JANUARY 24, 1977

PERIOD: January-December, 1976

5-11

District	1	2	3	4	5	6	7	8	9	10	11	12	UNK	TOTAL
CRIMES AGAINST PERSONS														
Murder						1		4		1				6
Manlaughter	1	1	2	1	4	1				1		1		12
Rape		2	1			2		4		3	1	1	1	15
Robbery	6	5	6	3	10	15	12	11	6	14	16	6	2	112
Assault (Aggravated)	1	23	1	7	23	22	18	45	10	23	24	16	36	249
TOTAL CRIMES AGAINST PERSONS	8	31	10	11	37	41	30	64	16	42	41	24	39	394
CRIMES AGAINST PROPERTY														
Burglary - Commercial	71	82	44	114	127	104	63	124	104	112	86	78		1,114
Residential	86	107	111	127	159	170	155	134	113	162	175	135	1	1,635
Motor Vehicle Theft	6	37	8	19	51	25	25	31	20	24	26	19	25	316
Larceny: Pocket Picking										1	2			3
Purse Snatching		2			2	5		2	1	2	4			13
Shoplifting	157	216	26	31	42	165	50	99	24	62	103	13	1	994
From Mtr. Vehicles	49	98	70	55	113	106	58	117	46	103	92	70	63	1,040
Mtr. Veh. Pts. & Acc.	187	343	201	180	262	212	146	199	104	202	212	92	136	2,478
Bicycles	38	50	50	31	96	64	52	26	32	50	58	19	11	577
From Buildings	15	33	16	22	45	49	9	52	30	42	27	9	22	371
From Machines	3	6	5	4	5	6	2	1	1	9	9	5	1	57
All Others	65	90	54	98	136	130	101	99	62	137	127	65	90	1,274
Total Larcenies	514	838	422	421	701	737	418	595	300	603	639	293	326	6,812
TOTAL CRIMES AGAINST PROP.	677	1,064	585	681	1,039	1,036	666	884	537	906	926	525	352	9,877
TOTAL CRIMES - PART I	685	1,095	595	692	1,075	1,077	696	948	553	948	967	549	391	10,271

TABLE 5-6

Activity By District

1976

District	Tally	Percent of Total	Ranking
1	3,004	5.4	#10
2	4,112	7.4	# 7
3	2,865	5.2	#12
4	3,209	5.8	# 9
5	5,997	10.8	# 4
6	6,519	11.7	# 2
7	4,319	7.9	# 6
8	7,116	12.8	# 1
9	3,322	6.0	# 8
10	5,988	10.8	# 5
11	6,133	11.0	# 3
12	<u>2,959</u>	<u>5.3</u>	#11
TOTAL	55,623	100.0%	

The Traffic Division presently investigates from 75 percent to 83 percent of all Department-reported accidents indicating that even with special officers assigned, accidents are investigated by patrol watch officers from 17 to 25 percent of the time.

Prevention of accidents, however, leads to a human savings in injuries or death and needs constant direction and coordination. Selective enforcement directed at those violations that cause serious accidents can justify a small, separate unit to concentrate all their efforts towards this life-saving goal.

The recommendation for organization of the Traffic Division is a reduction in manpower (and vehicles) into a close-knit Accident-Reduction squad augmented by a one-man Hit-and-Run/Tow-In Unit and a weekday, day-time desk operation for information to motorists on accident reports. The Section would be the responsibility of a lieutenant who would continue most of his present duties (see Appendix A). This means the transfer of one sergeant, two corporals, two dispatchers, six accident investigators, and nine patrol officers to the Patrol Division and the Safety Education Officer to the Prevention Division. The Patrol Division personnel will assume the responsibility for investigation of accidents although this would not preclude assignment of Traffic officers to occasionally investigate accidents as done by Patrol officers under the present system. The Traffic Section would retain seven motorcycles now in use by them and three marked cars for inclement weather use in addition to an unmarked car for the Division Commanding Officer. Traffic cars should be made available to other units on request when not in use for enforcement. (For vehicle assignments, see Table 5-7).

#### 5.1.1.3 Criminal Investigation Division

A reorganization of the Detective Division entails increasing its size while reducing the actual units reporting to the CID commanding officer. Over the years, this unit, like others, has had additional units tacked onto it, which fail to have the same function -- investigation of crimes, which requires more than cursory examination. It is recommended to move the Identification Unit and Juvenile Unit to other division of the Department. At present, a range officer is assigned to the CID without any apparent logic. In the proposed organization, this range officer would be eliminated and Department Training would assume responsibility along with supervisors in all divisions for the officers' weapon proficiency.

The proposed organization (see Figure 5-3) is for 1 lieutenant, 3 sergeants, and 26 detectives. The lieutenant (with a secretary) remains responsible for administration of the Division. The sergeants will be responsible for case assignment, personnel records relative to accountability within the Division and with Patrol. Until such time as a new records system is devised to include solvability factors rating by the

TABLE 5-7

Police Vehicle Assignments  
Under Reorganization

The re-organization of the Springfield Police Department will require certain vehicle assignments be changed so that personnel transfers will be effective. The consultant used the vehicle availabilities as told to him by the Division Commanding Officers. In some instances, there will be more vehicles assigned to a unit than is necessary under most conditions to provide transportation. Other units will feel that sufficient vehicles were not assigned to provide the necessary demands of day by day preparations. These adjustments are expected to be handled by the administration as they develop and nothing is intended on this vehicle assignment sheet to be binding on the re-organization. It is nothing more than recognition that where persons are moved to another unit, that vehicles also be transferred to provide sufficient cruisers to accomplish the Division goals.

NEEDS	PLAIN CARS	MARKED CARS	TRUCK	MOTORCYCLES
Administration	1		1 range	
Criminal Investigation Division	12			2*
Prevention	2		2 vans	
Service	1			
Uniform-Traffic	1	3		7
Uniform-Patrol		23***		2 (three wheelers)**
Chief/Assistant Chief	2			
<b>TOTAL</b>	<b>19</b>	<b>26</b>	<b>3</b>	<b>11*</b>

\* Choppers - Special Assignment

\*\* Three wheelers for use on Park Central Beats

\*\*\* When solo motorcycles used by evening traffic men, traffic cars can be used by patrol if necessary.

Patrol officer who conducts the preliminary investigation, case screening will continue to be a sergeant's duty. Two sergeants will be responsible for Crimes Against Persons and Crimes Against Property. One would work days, the other evenings.

The Vice Squad should conduct all special investigations requiring covert personnel and might better be renamed Special Investigations. The sergeant of this unit should work according to the demands of his operation, mostly evenings. Prostitution, gambling, narcotics, and sex deviation crimes all fall within their purview. At this time, until growth demands separation, the Department's intelligence operations can best be conducted by this squad also.

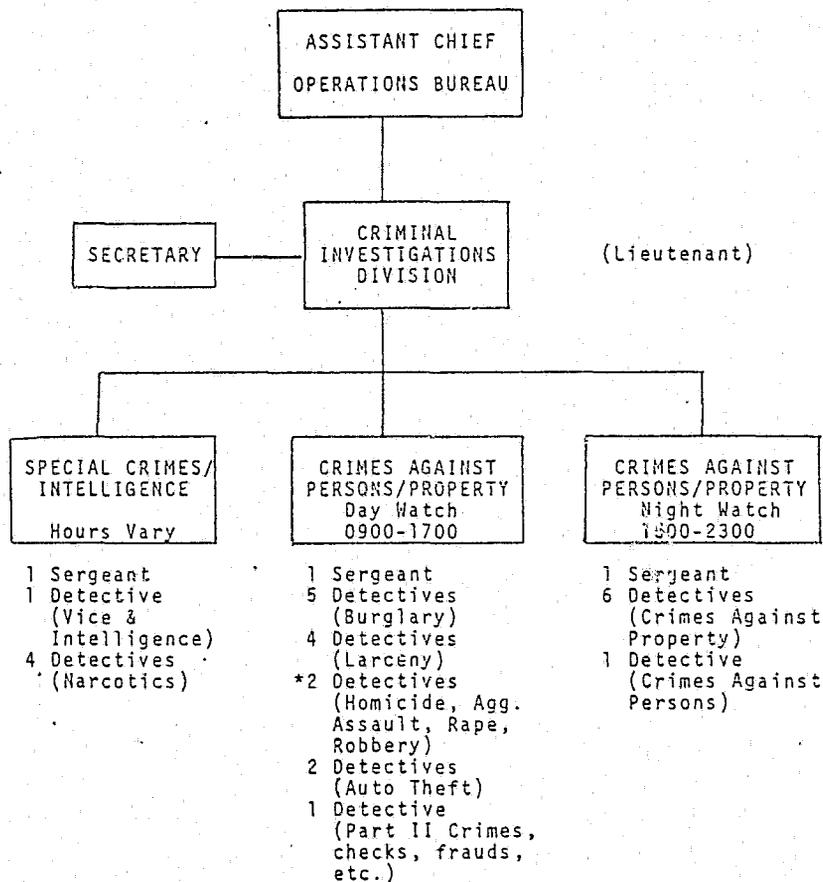
The detectives assignments should be made according to frequencies of crimes. In addition, detectives should become specialists in a particular crime category since that is the justification for their separate classification as detectives.

The present work load (see Tables 5-8 and 5-9) indicates only two detectives at most be assigned to the crimes against person category (homicide, aggravated assault, rape, and robbery). When all Departmental vacancies are filled, one additional detective could be assigned to help during periods when several very serious violent crimes occur and need followup work. Of the remaining 18 detectives proposed, their assignments should be as follows:

- 8 Burglary
- 7 Larceny
- 2 Auto Theft
- 1 Part II Crimes (Checks, Frauds)

Of these, 12 should work days and 6 should work evenings. Although day time is best for investigating crimes of commercial nature, many victims are only available in the evenings. The difficult responsibility of coordinating day and night detectives belong to the two sergeants to ensure productivity. The present system has juvenile officers investigating crimes where there is any indication of a youth involved. This practice should be discontinued and all Part I crimes determined solvable should be assigned to CID. If a suspect is arrested and determined a juvenile, his special handling can be a task of juvenile officers, but not the investigation of the crime.

Finally, all detectives should be evaluated periodically as to effectiveness in closing cases since the present case clearances are extremely low in those crime categories where the offender is normally not at the scene when police officers arrive (see Table 5-10). When a detective is not able to maintain a high clearance rate, he should be retrained or transferred to some other assignment where he can produce



Lieutenant: 1  
Sergeants: 3  
Detectives: 26  
Secretary: 1

\* Start new system with one detective less on Crimes Against Persons on day watch. Add 1 detective after new personnel hired in eleventh month of initial year. Same with Crimes Against Property on night watch.

Figure 5-3. Criminal Investigation Division -- Proposed Table of Organization

TABLE 5-8

Criminal Investigation Division Workload  
Index Crimes: 1974-76

SPRINGFIELD POLICE DEPARTMENT  
UNIFORM CRIME REPORT COMPARISON

NUMBER OF OFFENSES

OFFENSE	1974	1975	1976	75-76 % Change
Murder	6	5	6	+20.0%
Rape	18	14	15	+71.4%
Robbery	127	123	111	-9.8%
Assault	189	224	251	+12.0%
Burglary	2,943	2,523	2,746	+8.8%
Total Larceny	6,641	7,193	6,815	-5.3%
Auto Theft	443	318	310	-2.5%
Crime Index	10,367	10,400	10,254	-1.4%

\*1976 UCR are unofficial figures

POLICE DEPARTMENT REVIEW  
INDEX CRIMES 1976\*

Index Crimes for 1976 (Total of murders, rapes, robberies, assaults, burglaries, larcenies and auto thefts), prepared in accordance with F.B.I. Crime Statistics format, decreased 1.4 percent over 1975. Of the total index crimes reported in 1976, murder, rape, aggravated assault and burglary increased while robbery, larceny and auto theft decreased.

Crimes against persons (Murder, rape, robbery, assault) increased by 4.6 percent over 1975 or 17 more reported this year. Crimes-against property (burglary, larceny and auto theft) recorded a 1.6 percent decrease over 1975. Crimes against persons represent only 3.7 percent of all index crimes while 96.3 percent are crimes against property.

\*Unofficial statistics for 1976

TABLE 5-9

Crime Rates

Crime Rates relate the incident of reported crime to population. A crime rate may be viewed as a victim risk rate. Crime rates used are based on Crime Index offenses. The Crime Index rate of the United States in 1975 was 5,282 per 100,000 inhabitants.

	INDEX CRIME	VIOLENT CRIME	PROPERTY CRIME	MURDER	RAPE	ROBBERY	ASSAULT	BURG- LARY	LAR- CENY	AUTO THEFT
SPRINGFIELD	7272	256	7017	3.5	9.8	86	156	1764	5030	222
NATIONALLY	5282	482	4800	9.6	51	218	227	1526	2805	469
SPRINGFIELD SMSA	6082	224	5858	3.8	10.3	70.1	140.3	1553	4122	182
MISSOURI	5397	493	4904	10.6	25.2	244	213	1512	2924	466

TABLE 5-10

Clearances

Law enforcement agencies clear a crime when they have identified the offender, have sufficient evidence to charge him and actually take him into custody. Crime solutions are also recorded in exceptional instances when some element beyond police control precludes the placing of formal charges against the offender, such as the victim's refusal to prosecute after the offender is identified or local prosecution is declined because the subject is being prosecuted elsewhere for a crime committed in another jurisdiction. The arrest of one person can clear several crimes or several persons may be arrested in the process of clearing one crime.

The nationwide clearance information as reported by law enforcement agencies shows that 21% of the Index Crimes were cleared during 1975.

CASE CLEARANCES: SPRINGFIELD, MISSOURI

Overall Clearance Rate - 13.5%

	NUMBER REPORTED	CLOSED	PERCENT CLOSED
Murder/Negl. Manslaughter	15	14	93
Forcible Rape	26	8	31
Aggravated Assault	236	181	77
Robbery	120	28	23
Burglary	2961	165	6
Larceny	6863	992	14
Motor Vehicle Theft	393	47	12

CASE CLEARANCES: NATIONAL AVERAGE

Overall Clearance Rate - 21%

	PERCENT CLOSED
Murder/Negl. Manslaughter	78
Forcible Rape	51
Aggravated Assault	64
Robbery	27
Burglary	18
Larceny	20
Motor Vehicle	14

Nationally, when only Index Crimes were considered, 17% of all persons arrested in 1975 were under the age of 15 and 43% were under 18 years of age.

results. Supervisors often develop checklists for individual crime investigations to assist detectives to improve performance skills. This should be considered by the supervisors as soon as possible to maximize the Division's productivity.

#### 5.1.1.4 Prevention Division

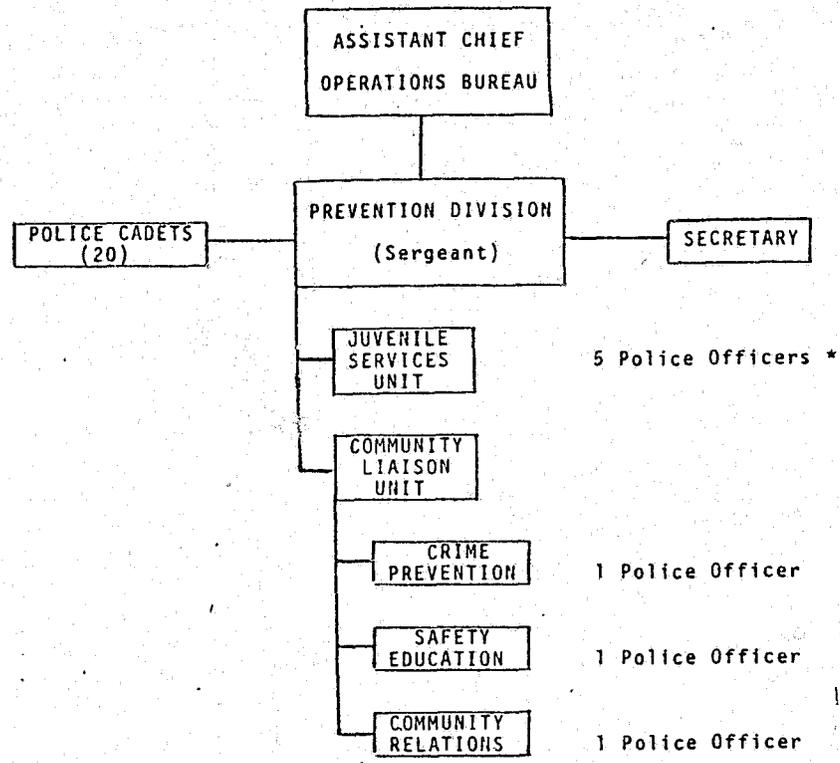
A new unit is proposed to include all the officers who now are located in separate divisions but provide prevention-type programs or services directly to the community. The new division commander would be a sergeant with responsibility for coordination and administration of the Juvenile Unit, the Community Liaison Unit, and the Police Cadets. (See Figure 5-4.)

The Juvenile Unit would be composed of five juvenile officers working mostly in plain clothes, but all having at least one complete uniform. They would investigate all juvenile offenses, except crimes, which will reduce the present workload by 25 percent. The current workload is totally out of line with other units and obviously affects the results of this extremely important unit. Adequately staffed juvenile units can develop valuable information for other units (e.g., Patrol or CID) to prevent or assist in the clearances of crimes. Figure 5-5 shows the present workload and Figure 5-6 indicates the reduction by having detectives handle all criminal investigations.

The Community Liaison Unit is proposed to include the present safety education officer and the present community relations officer as well as a crime prevention specialist. This officer will make numerous public contacts and can be effective when supported by a departmentwide crime prevention campaign. Presentations at schools (often coordinated with appearances of the safety education officer) to teach youngsters how to prevent the loss of their bicycles can reduce significantly the crime of bike theft. Many schools have provided a locked fenced area for bikes as a direct result of such interaction.

The police cadets should be utilized to the fullest by Prevention Division personnel. Cadet programs can be much more than just a pool of potential officers. Properly trained, they can provide manpower for numerous programs with amazing reactions by the public.

Space obviously is of a premium under present conditions, but with a reduction in the size of the Traffic Unit, it seems logical to assign the large traffic squad room to the increased Juvenile Section and maintain the present offices of Safety Education and Community Relations offices for their continued use.



Sergeant : 1  
Police Officers: 8  
Secretary : 1  
Cadets : 21

\* Start new Division with four police officers in Juvenile and add one more in eleventh month to save money in initial year of re-organization.

Figure 5-4. Prevention Division -- Proposed Table of Organization

SPRINGFIELD MISSOURI POLICE DEPARTMENT  
GORDON LOVELAND, CHIEF OF POLICE

<u>DATE</u>	<u>ITEM</u>	<u>TYPE OF CALL</u>	<u>ADDRESS</u>	<u>P/C</u>
3-26-77	13842	Alarm Sounding	601 N. National	C
3-26-77	14086	Juvenile Situation	810 N. Warren	C
3-25-77	13576	School Burglary (Nichols)	436 Westgate	P
3-25-77	13650	Juvenile Situation	645 S. New	C
3-26-77	13945	Theft of Money	2122 N. Benton	P
3-26-77	13931	Theft from Vehicle	2521 Collinson	C
3-26-77	Letter	Rec. Information/Possible Molesting	1732 Caravan	C
3-28-77	Request	Check Welfare	Subject in Colorado	C
3-27-77	14027	Theft from Vehicle	727 S. National	C
3-27-77	14042	Juvenile Situation	2929 S. Knights Court	C
3-26-77	13812	Business Burglary	601 N. National	C
3-31-77	14795	Larceny	1422 N. Brown	C
3-31-77	14765	Larceny	1347 N. Brown	C
3-31-77	14794	Theft	2211 N. Lewis	C
3-31-77	14701	Business Burglary	1832 W. Kearney	P
3-31-77	14751	SLF (Consumer's)	639 W. Chestnut Exp.	C
4-1-77	14896	Rec. Info/Theft	800 St. Louis	C
4-2-77	15232	sLF (Osco)	Battlefield Mall	C
4-2-77	15198	SLF (Osco)	Battlefield Mall	C
4-4-77	14947	Juvenile Situation	Grand/Jefferson	C
4-1-77	14956	SLF(Consumer's)	936 W. Chestnut Exp.	C
4-3-77	15382	Juvenile Situation	Barataria/Luster	C
4-2-77	15247	School Burglary (Mark Twain)	2352 S. Weaver	P
4-3-77	15378	Disturbance	2533 W. High	C
4-4-77	15458	Business Burglary (Hoke Construction)	1825 N. Fremont	C
4-4-77	15523	Juvenile Situation	2168 E. Monroe	C
4-1-77	15024	Juvenile Situation	3310 Amidon	C
4-4-77	15544	Juvenile Situation	499 N. Fulbright, Lqt #13	C
4-4-77	15464	School Burglary (Sequiota)	3414 S. Mentor	P
4-4-77	15472	School Burglary (Eugene Fields)	2120 Barataria	P
4-4-77	15469	School Burglary (Hickory Hills)	3429 E. Trafficway	P
4-1-77	15024	Juvenile Situation	3310 Amidon	C
4-2-77	15199	Possible Abuse	930 W. Downing Place	C
4-2-77	15214	Rec. Information/Theft	2100 S. Barcliff	C
4-3-77	15320	Vandalism	8-6 N. Lone Pine	C
4-5-77	15692	SLF(Montgomery Wards)	300 Battlefield Mall	C
4-5-77	15703	Juvenile Situation	1200 N. Hillcrest	C
4-5-77	15731	Gas Theft	2848 N. Broadway	C
4-5-77	15728	SLF (Venture)	3101 S. Glenstone	C
4-5-77	15637	Business Burglary (Funland)	1614 S. Glenstone	P
4-5-77	15681	Larceny/Money	1911 S. National	P
4-5-77	15662	Larceny	2119 S. Glenstone	P
3-28-77	Letter	School Burglary (Fremont)	2814 N. Fremont	P
4-6-77	15797	Business Burglary	1316 E. Sunshine	P
4-6-77	15801	Business Burglary	433 W. Sunshine	P

Juvenile calls with crimes included

Crimes represent over 55% of call assigned to Juvenile Unit.

Figure 5-5. Workload for Juvenile Officers (page 1 of 2)

DATE	ITEM	TYPE OF CALL	ADDRESS	P/C
-77	15942	Juvenile Situation	College/Warren	C
1-7-77	16000	Child not Breathing	535 W. Kerr	C
1-22-77	Complaint	School Trespassing	Parkview High School	C
1-28-77	Complaint	School Trespassing	Parkview High School	C
1-7-77	15998	Missing Person	Charles E. Stewart	C
1-7-77	16075	Assault	Glendale High School	C
1-7-77	16076	Juvenile Situation	Dollison/Morningside	C
1-8-77	16398	Juvenile Situation	Grant/Kearney	C
1-9-77	16425	Prowler	1536 S. Plaza	C
1-9-77	16498	Church Burglary	2441 S. Lone Pine	P
1-8-77	16355	Business Burglary	1608 S. Hillcrest	P
1-10-77	16689	Larceny	921 N. Rogers	P
1-10-77	16717	Business Burglary	1876 N. Glenstone	P
1-11-77	16821	Possible Abuse	2622 W. Elm	C
1-9-77	16524	SIF (K Mart)	644 K. Sunshine	C
1-13-77	17197	School Burglary (Westport)	415 S. Golden	P
1-13-77	17182	Larceny	1131 E. Brower	C
1-13-77	17282	Found Article	1818 N. Rogers	P
1-16-77	17924	House Burglary	1516 E. North	P
1-15-77	17659	C&I Driving Complaint/Vandalism	1025 St. Louis	C
1-16-77	17841	Burglary(Prestressed Casting Co.)	2601 W. Sunshine	P
1-17-77	18032	Larceny	2101 E. Elm	P
1-18-77	18257	School Burglary (Sequiota)	3414 S. Mentor	P
1-18-77	18278	Residential Burglary	3228 N. Wildan	C
1-16-77	17911	Found Article	1225 E. Stanford	C
1-19-77	18477	Residence Breakin	2845 W. Chestnut Exp.	P
1-20-77	18628	Burglary	1932 S. Glenstone	P
1-20-77	18779	Harassing Calls	3204 W. State	C
1-20-77	18638	Burglary	1940 S. Stewart	P
1-20-77	R/C	James L. Moad	Statutory Rape	C
1-20-77	18741	Miscellaneous	3204 W. State	C
1-20-77	Arrest	Gary L. Applegate	Pettit Theft	C
1-20-77	Complaint	Possible Molestation	Glendale School	C
1-24-77	19401	Property Destruction	1400 W. Kearney	P
1-23-77	19245	House Burglary	4124 W. Church	P
1-22-77	19122	Possible Mental Subject	1619 N. Waverly	C
1-22-77	19094	Theft	1825 W. McGee	P
1-22-77	19065	House Burglary	1518 S. Fairway	P
1-25-77	19595	Possible Fraud	2811 W. Chestnut Exp.	C
1-25-77	19541	Larceny	640 E. Brower	P
1-25-77	19542	Business Burglary	1929 E. Bennett	P
1-25-77	19572	House Burglary	813 W. Poplar	P
1-25-77	19632	Theft	2430 E. Republic	P
1-26-77	19826	Possible Abuse	Brookline, MO	C
1-26-77	19776	House Burglary	1904 Lake Shore	P
1-27-77	19863	Theft	Glendale School	P
1-27-77	19851	Larceny from Vehicle	723 S. Scenic	P
1-27-77	19878	Missing Child	4411 W. Chestnut Exp.	C
1-25-77	Letters	School Burglary (Westport)	415 S. Golden	P

*Ray Adams*  
Detective Ray Adams  
Juvenile Division  
April 28, 1977

Juvenile calls with crimes included.  
Crimes represent over 55% of calls assigned to Juvenile Unit.

Figure 5-5. Workload for Juvenile Officers. (page 2 of 2)

SPRINGFIELD MISSOURI POLICE DEPARTMENT  
GORDON LOVELAND, CHIEF OF POLICE

DATE	ITEM	TYPE OF CALL	ADDRESS	P/C
3-26-77	13842	Alarm Sounding	601 N. National	C
3-26-77	14086	Juvenile Situation	810 N. Warren	C
<del>3-25-77</del>	<del>13676</del>	<del>School Burglary (Niche)</del>	<del>436 Madison</del>	<del>P</del>
3-25-77	13650	Juvenile Situation	645 S. New	C
<del>3-26-77</del>	<del>13945</del>	<del>Theft of Money</del>	<del>2132 N. Benton</del>	<del>P</del>
<del>3-26-77</del>	<del>13931</del>	<del>Theft from Vehicle</del>	<del>2521 Robinson</del>	<del>P</del>
3-26-77	Letter	Rec. Information/Possible Molesting	1732 Caravan	C
3-28-77	Request	Check Welfare	Subject in Colorado	C
<del>3-27-77</del>	<del>14027</del>	<del>Theft from Vehicle</del>	<del>727 S. National</del>	<del>C</del>
3-27-77	14042	Juvenile Situation	2929 S. Knights Court	C
<del>3-26-77</del>	<del>13912</del>	<del>Business Burglary</del>	<del>601 N. National</del>	<del>P</del>
<del>3-31-77</del>	<del>14725</del>	<del>Larceny</del>	<del>1422 N. Beaman</del>	<del>P</del>
<del>3-31-77</del>	<del>14765</del>	<del>Larceny</del>	<del>1347 N. Beaman</del>	<del>P</del>
<del>3-31-77</del>	<del>14794</del>	<del>Theft</del>	<del>2211 N. Davis</del>	<del>P</del>
<del>3-31-77</del>	<del>14701</del>	<del>Business Burglary</del>	<del>1832 W. Kennedy</del>	<del>P</del>
<del>3-31-77</del>	<del>14751</del>	<del>SLP (Consumers)</del>	<del>628 W. Chestnut Exp.</del>	<del>P</del>
4-1-77	14896	Rec. Info/Theft	800 St. Louis	C
<del>4-2-77</del>	<del>15232</del>	<del>SLP (Seco)</del>	<del>844 Lafayette Hall</del>	<del>P</del>
<del>4-2-77</del>	<del>15198</del>	<del>SLP (Seco)</del>	<del>844 Lafayette Hall</del>	<del>P</del>
4-4-77	14947	Juvenile Situation	Grand/Jefferson	C
<del>4-1-77</del>	<del>14956</del>	<del>SLP (Consumers)</del>	<del>628 W. Chestnut Exp.</del>	<del>P</del>
4-3-77	15382	Juvenile Situation	Barataria/Luster	C
<del>4-2-77</del>	<del>15247</del>	<del>School Burglary (Wash. Train)</del>	<del>2332 S. Weber</del>	<del>P</del>
4-3-77	15378	Disturbance	2533 W. High	C
<del>4-4-77</del>	<del>15458</del>	<del>Business Burglary (Home Construction)</del>	<del>1825 N. Fremont</del>	<del>P</del>
4-4-77	15523	Juvenile Situation	2168 E. Monroe	C
4-1-77	15024	Juvenile Situation	3310 Amidon	C
4-4-77	15544	Juvenile Situation	499 N. Fulbright, Lot #13	C
<del>4-4-77</del>	<del>15464</del>	<del>School Burglary (Coke)</del>	<del>2424 S. Weber</del>	<del>P</del>
<del>4-4-77</del>	<del>15472</del>	<del>School Burglary (Eugene Fields)</del>	<del>2120 Farrington</del>	<del>P</del>
<del>4-4-77</del>	<del>15469</del>	<del>School Burglary (Hickory Hills)</del>	<del>3420 E. Trafficway</del>	<del>P</del>
4-1-77	15024	Juvenile Situation	3310 Amidon	C
4-2-77	15199	Possible Abuse	930 W. Downing Place	C
4-2-77	15214	Rec. Information/Theft	2100 S. Barcliff	C
4-3-77	15320	Vandalism	8-6 N. Lone Pine	C
<del>4-5-77</del>	<del>15692</del>	<del>SLP (Montgomery Ward)</del>	<del>260 Lafayette Hall</del>	<del>P</del>
4-5-77	15703	Juvenile Situation	1200 W. Hillcrest	C
<del>4-5-77</del>	<del>15731</del>	<del>Gas Theft</del>	<del>2042 N. Beaman</del>	<del>P</del>
<del>4-5-77</del>	<del>15720</del>	<del>SLP (Walmart)</del>	<del>2141 E. Glendale</del>	<del>P</del>
<del>4-5-77</del>	<del>15637</del>	<del>Business Burglary (Farland)</del>	<del>1624 S. Glendale</del>	<del>P</del>
<del>4-5-77</del>	<del>15641</del>	<del>Larceny/Money</del>	<del>1011 S. National</del>	<del>P</del>
<del>4-5-77</del>	<del>15682</del>	<del>Larceny</del>	<del>2112 S. Glendale</del>	<del>P</del>
<del>4-6-77</del>	<del>15727</del>	<del>School Burglary (Fremont)</del>	<del>2014 N. Fremont</del>	<del>P</del>
<del>4-6-77</del>	<del>15727</del>	<del>Business Burglary</del>	<del>1226 E. Swanton</del>	<del>P</del>
<del>4-6-77</del>	<del>15801</del>	<del>Business Burglary</del>	<del>422 W. Swanton</del>	<del>P</del>

Juvenile calls with crimes blocked out

Blocked out calls should be assigned to Criminal Investigation Division.

Many juveniles involved in these crimes will still be processed after the investigation by C.I.D.

Figure 5-6. Potential Workload for Juvenile Officers (page 1 of 2)

DATE	ITEM	TYPE OF CALL	ADDRESS	P/C
1-7-77	15942	Juvenile Situation	College/Warren	C
1-7-77	16000	Child not Breathing	535 W. Keck	C
1-22-77	Complaint	School Trespassing	Parkview High School	C
1-28-77	Complaint	School Trespassing	Parkview High School	C
1-7-77	15998	Missing Person	Charles E. Stewart	C
1-7-77	16075	Assault	Glendale High School	C
1-7-77	16076	Juvenile Situation	Dollison/Morningside	C
1-8-77	16398	Juvenile Situation	Grant/Kearney	C
1-9-77	16425	Prowler..	1536 S. Plaza	C
1-9-77	16400	Church Burglary	244 E. Home Ave	P
1-9-77	16555	Business Burglary	1628 S. Milwaukee	P
1-10-77	16669	Burglary	921 W. Rogers	P
1-13-77	16717	Business Burglary	1876 W. Glenside	P
1-11-77	16821	Possible Abuse	2622 W. Elm	C
1-9-77	16824	Car (W. Harts)	244 W. Sandstone	C
1-13-77	17107	School Burglary (Westport)	415 S. Golden	P
1-13-77	17180	Burglary	1132 W. Rogers	P
1-13-77	17282	Found Article	1818 N. Rogers	P
1-16-77	17924	House Burglary	1515 W. Wash	P
1-15-77	17659	C&I Driving Complaint/Vandalism	1025 St. Louis	C
1-16-77	17841	Burglary (Possessed Casting Co.)	2621 W. Sandstone	P
1-7-77	16852	Burglary	2101 W. Elm	P
1-8-77	17257	School Burglary (Sequoias)	2414 E. Harbor	P
1-18-77	18270	Residential Burglary	3223 W. Wildon	P
1-16-77	17911	Found Article	1225 E. Stanford	C
1-19-77	18477	Residence Breakin	2645 W. Chestnut Exp.	P
1-29-77	18626	Burglary	1932 W. Glenstone	P
1-20-77	18779	Harassing Calls	3204 W. State	C
1-29-77	18536	Burglary	1940 S. Summit	P
1-20-77	1878	James B. Wood	Centursey Paper	P
1-20-77	18741	Miscellaneous	3204 W. State	C
1-20-77	Arrest	Gary L. Applegate	Pettit Theft	C
1-20-77	Complaint	Possible Molestation	Glendale School	C
1-24-77	19401	Property Destruction	1400 W. Kearney	P
1-23-77	19245	House Burglary	4224 N. Orchard	P
1-22-77	19122	Possible Mental Subject	1619 N. Waverly	C
1-22-77	19094	Theft	1225 W. H. St.	P
1-22-77	19089	House Burglary	1518 S. Parkway	P
1-23-77	19595	Possible Fraud	2811 W. Chestnut Exp.	C
1-23-77	19541	Burglary	649 W. Rogers	P
1-23-77	19512	Business Burglary	1929 E. Bennett	P
1-23-77	19572	House Burglary	213 W. Poplar	P
1-23-77	19552	Theft	2130 W. Poplar	P
1-26-77	19826	Possible Abuse	Brookline NO	C
1-26-77	19776	House Burglary	1904 W. Shore	P
1-27-77	19805	Theft	Glendale School	P
1-27-77	19891	Burglary from Vehicle	773 S. Summit	P
1-27-77	19878	Missing Child	4411 W. Chestnut Exp.	C
1-27-77	19881	School Burglary (Westport)	415 S. Golden	P

Juvenile calls with crimes blocked out.  
Blocked out calls should be assigned to Criminal Investigation Division. Many juveniles involved in these crimes will still be processed after the investigation by C.I.D.

*Ray Adams*  
Detective Ray Adams  
Juvenile Division  
April 28, 1977

Figure 5-6. Potential Workload for Juvenile Officers (page 2 of 2)

### 5.1.2 Service Division

The proposed division would bring together some existing units of similar tasks to provide accountability, ensuring the performance of important services that if neglected could adversely affect the ability of the line units to attain their goals.

The new division would have two sections reporting to its commanding officer, a lieutenant (See Figure 5-7).

#### 5.1.2.1 Communications Section

The Communications Section, supervised by a sergeant, includes the radio room, PBX, NCIC, and the Desk operations and personnel. Nine police officers are assigned as dispatchers and eight civilians as PBX operators. Three police officers are assigned as desk officers, and their relief can be provided by the relief dispatchers over and above their radio assignments without overtime being accrued.

The physical location of the radio room is not only cramped and leaves little room for anticipated growth, but would be highly vulnerable should an emergency exist in the physical plant. The former indoor firing range is located in the basement, not too far from present radio room wiring. Consideration should be given immediately to moving the radio room into the storage room area of former range.

Included in the recommendations is that management consider the adoption of a straight portable radio system. The benefits of a portable system include:

- Improved overall contacts with uniform and detective personnel.
- Safety of individual officers since they have communications capability even without their vehicles.
- Additional flexibility for command officers in the deployment of officers on special assignments.
- Accountability of officers since they take radios on calls and can always be in contact with headquarters.

The traditional disadvantages of lesser quality and reduced reception have been corrected by recent technical improvements in equipment and systems.

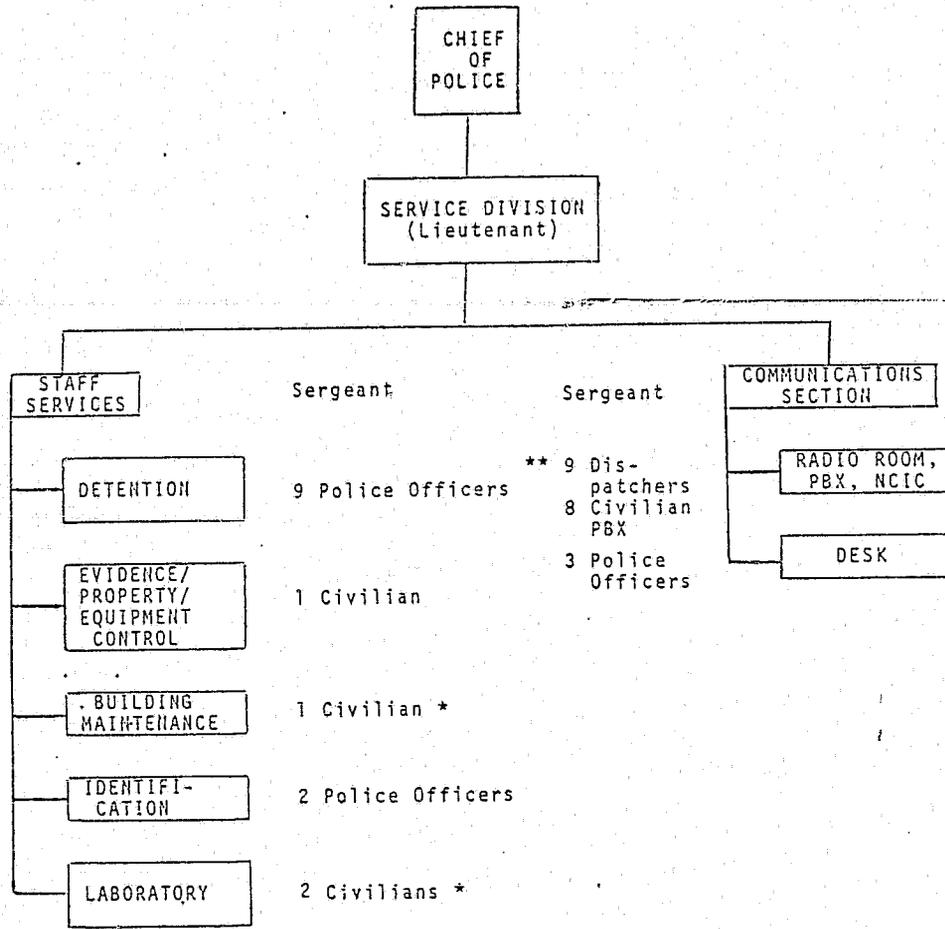
One additional recommendation is made concerning the radio operation without encroachment into the technical aspects of its operations. The

squad system proposed for the Patrol Division most logically will result in a North/South division of beat assignments. Also, the current system of Traffic and Detective units responding over one channel and patrol over another is an important consideration. Many departments have experienced a loss of coordination due to separations of operations onto different channels. As such, officers from one side of town do not know what officers on the other side of town are working. In addition, detectives could often assist patrol officers, but aren't aware of the problem since they use a separate channel. It is recommended that a Master Control Channel be used for all members of the department (excepting covert units) to call in or respond to a call initially. Any additional information can be relayed either way on other channels as required (this notification of a channel switch is done with just one code number). Radio discipline must be developed and retained at all times to ensure all calls getting through, but the coordination effect produced by this system should be worth the effort.

#### 5.1.2.2 Services Section

The Services Section provides the Detention, Evidence/Property/Equipment Control, Building Maintenance, Identification, and Laboratory Services for the Department. All of these units are in-house created to facilitate the problems of line units. It is recommended that nine police officers (under present system -- later civilian personnel may be chosen to provide detention duties) be assigned to Detention, one civilian is currently authorized by the budget as a property clerk. His duties should include evidence handling procedures and equipment control (e.g., inventories, repairs, appraisals for replacement). The building maintenance at present does an admirable job but apparently the Department has one assigned to permanently coordinate activity with this city employee. The section sergeant can provide this service. The two identification officers have excellent equipment for a department the size of Springfield, but seem to have little, if any, supervision to ensure productive results.

The justification for a separate unit of specialists to examine evidence is predicated upon the premise that this unit will provide scientific proof to identify suspects and present such evidence in a court of law during prosecution after the suspect is arrested. The senior technician (also the President of the Police Officers' Association) discussed the organizational problems with the Consultant and appeared to be competent in his knowledge of identification skills, but no where was there any appearance of accountability of his unit, either in the form of production reports (e.g., number of cases under examination, fingerprints compared, identifications made, photographs developed) or in his observations of wandering about the headquarters building. If the administration allows latitudes for Association business during work hours, it should provide supervision to reduce abuses and maximize productivity of assigned duties.



\* Not carried in Police Budget.

\*\* Start new Division with 8 police officers as dispatchers and add one more in 11th month to save money in initial year of re-organization.

Lieutenant : 1  
 Sergeants : 2  
 Police Officers : 23  
 Communication Clerks : 8  
 Property Clerk : 1

Figure 5-7. Service Division -- Proposed Table of Organization

The lab is regionally financed, but needs to be coordinated and have someone to provide liaison formally with the rest of the Department. It, therefore, is proposed to be an integral unit of the Services Section in this Division.

The sergeant selected for Communications Section should have special technical knowledge of the equipment since his duties not only call for assignment schedules, a knowledge of general police duties, but also require sufficient technical skills to determine equipment maintenance schedules to keep this vital service in peak condition. It was apparent to the Consultant that at least one of the dispatchers has this ability. Whether selection is done by special promotional exam or within the general system should not be the issue but rather top performance is necessary.

No secretarial assistance is noted in the table of organization for this unit as it seems the word processing center is ideal for such clerical tasks that will be required.

### 5.1.3 Administration Division

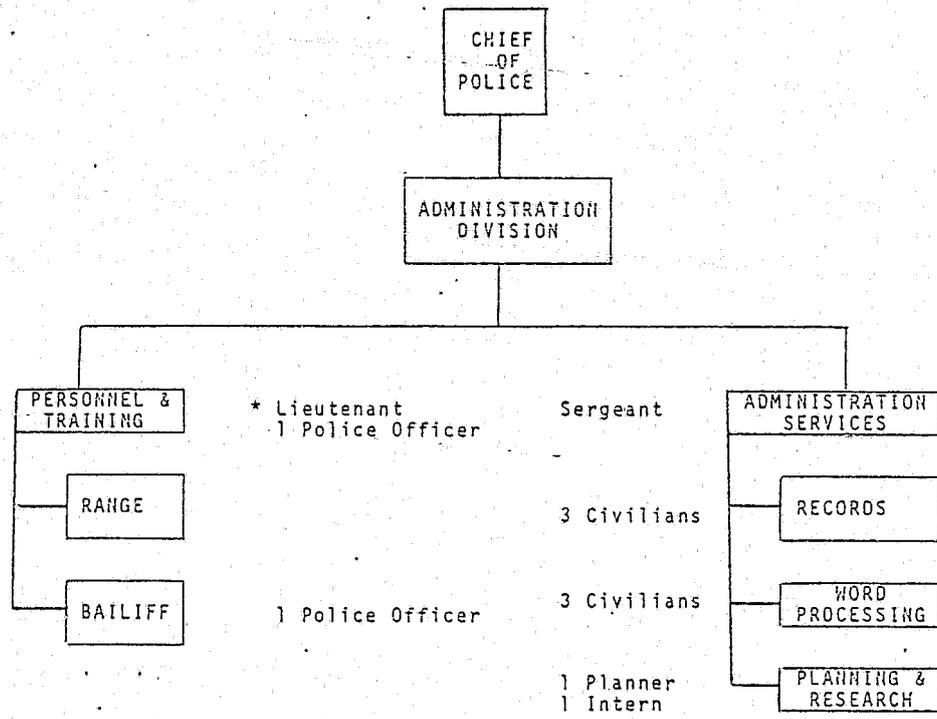
The Department's administrative matters are conducted primarily by the Chief's office personnel, which includes the Assistant Chief and the Administrative Clerk II. However, the Chief has responsibility for not only administration but the physical plant as well as the operations of the entire Department. In order for the Chief to devote sufficient time to all facets of the police agency, he must delegate many of the day-to-day administrative tasks to others.

It is recommended that an Administration Division be formed reporting to the Chief (See Figure 5-8). The commanding officer of this Division should be a lieutenant with a sergeant for supervision of the various units, even though these units are initially one-man operations. The Department Training Section (staffed by a lieutenant at present, but not carried under City budget) should also have the responsibility of the police pistol range. Personnel responsibilities are so closely aligned with the training aspects of a Department that it is proposed to include personnel functions into one unit with training, a Training/Personnel Section with one police officer assigned to assist the regional personnel and sergeant.

The Records Unit and Word Processing, composed of three clerk stenographer IIs and three clerk typists IIs will be units of Administration Division, supervised by the sergeant.

Planning/Budget/Research, staffed with the current Police Planner and an intern, also belong in this Division.

The court bailiff need not report directly to the Chief, but functionally belongs in the administration Division as well. Since the bailiff is



\* Under Regional Budget

Lieutenant	: 1
Sergeant	: 1
Police Officers	: 2
Planner	: 1
Stenographers	: 3
Typists	: 3
Intern	: 1

Figure 5-8. Administration Division -- Proposed Table of Organization

a liaison officer between the Courts and the Department, but has no actual personnel supervision to perform, a police officer should be able to adequately handle this position.

#### 5.1.4 The Chief's Office

With the Assistant Chief of Operations, the lieutenant of Service Division and the lieutenant of Administration already recommended to report directly to the Chief, his own office staff should be kept to a minimum (see Figure 5-9 and 5-10). In addition to his secretary (Administrative Clerk II) and a Clerk Steno II, the Internal Affairs Officer (a sergeant) should work closely with an Inspections lieutenant who reports to the Chief personally.

The inspections officer not only acts as an aide to the Chief, but more importantly provides the day-to-day inspections to ensure that the Chief's policies and directions are being carried out according to his intent. The Inspector need not have the highest rank since his authority is derived from representing the Chief rather than from his own, personal authority. This position requires objective observation, and many Department innovations and progress are a direct result of inspection officer recommendations. The staff officers can rotate through this position on a semi-annual basis or it can be a relatively permanent assignment for several years.

#### 5.2 Pay Plan Recommendations

Both the management of the Personnel Administration Unit of the City and the Police Officers' Association appear to be satisfied with the 14 city survey of pay ranges being used at present to establish comparisons of starting salaries and top salaries. The list given to the Consultant was reported to be the most recent but apparently did not reflect any raises for the 1977 calendar or fiscal years. It must be assumed that the salaries listed would be raised in many instances in the other cities since there was a 7.5 percent raise in Springfield in the fiscal year starting in July 1977. With the newest raise, the salaries still reflect Springfield to be listed 10th in starting pay and 8th in top salary. With the possibility that the other cities received equal 7.5 percent raises, Springfield would not move from the position of 12th in starting salary and 13th in top salary.

The City requested that the Consultant discuss variations of determining equitable pay ranges rather than placing any dollar figures in the recommendations. Ordinarily, police salaries are determined by collective bargaining between the City administration and the labor unit of the employee groups. Salary levels are usually arrived at with the comparisons of other police agencies in the immediate area. Since Springfield is the largest city in the SMSA by far, the comparison would not be a fair appraisal.

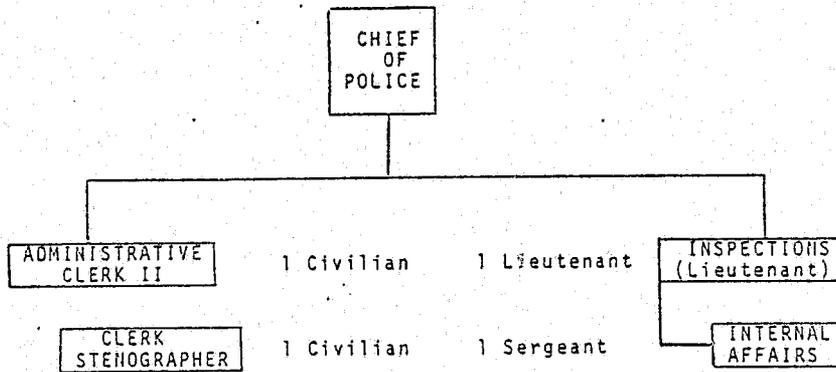
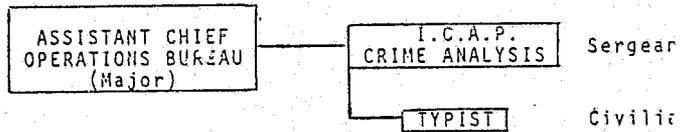


Figure 5-9. Office of the Chief -- Proposed Table of Organization



Chief	:	1
Major	:	1
Lieutenant	:	1
Sergeants	:	2
Administrative Clerk	:	1
Stenographer	:	1
Typist	:	1

Figure 5-10. Office of the Assistant Chief -- Proposed Table of Organization

However, the current practice has little to do with the recruitment or with the retention of police officers in the Springfield area when the comparisons are made over a seven-State area.

A class-level relationship chart of government and private industry in the Springfield SMSA (starting with the lowest paid employee, listing his tasks and responsibilities and showing the percentage increase up to the next highest level within the same organization until the top management is reached and then comparing the qualifications and kinds of assignments to those of the police agency) would tend to give a more accurate portrayal of the manpower recruitment pool, as well as the salary comparisons for the first-line foremen, first-step management levels, and top management. Where benefits can be costed out or compared on a one-for-one basis, this should be done after the initial dollar figures are compared. Such a system would ensure that officers will not be lost from the Department after a couple years to better paying jobs in the private sector.

Until such a comparison can be made by the personnel section of the City, the present salary range schedule can be adapted to present a much better picture to the Patrol officers. The present UPF Schedule shows the police officer starting at Grade 2 and working up to Step 5 within that Grade. Without a promotion or a transfer to one of the higher paying assignments (the Consultant has proposed that the system of paying more money for assignments be discontinued), the police officer has nothing left to look forward to in the way of salary increases after the completion of his fourth year. By doing away with the pay differential for assignments, the present schedule could be used to add five additional steps within the range of Patrol officers. To accomplish this, officers would have to be fitted into the proper pay grade and step according to their time in service. With the seniority list furnished, it would appear this can be done without any officer losing pay, but it would mean that many officers now working Patrol assignments on the Patrol watches would be slotted in at a higher rate of pay. The total cost of this would be \$129,915; however, it would improve the position of the Springfield Police Department ranking on the list of 14 cities surveyed by increasing them to second on the list in top pay even though they remained near the bottom on starting pay. Since the current problem appears to be retention as opposed to recruitment, this would alleviate the problem until the personnel section of the city could work out the previously discussed alternative. (See Appendix B).

#### 5.2.1 Required Personnel Adjustments to Accomplish Recommendations

To accomplish the reorganization of the Springfield Police Department, the following personnel changes must be made:

- Eliminate the rank of Corporal.

- Reclassify the following:

- Identification Officers to Police Officer.
- Polygraph Officer to Police Officer.
- Dispatcher to Police Officer.
- Accident Investigator to Police Officer.
- Detective to Police Officer.

These reclassifications are for purposes of improving the pay system within the Department. They do not mean the above assignments will be discontinued, only that no differential pay can be justified for such assignments. All officers in the above listed assignments should have their pay steps frozen until they are in the proper pay step according to their years on the Department as outlined in Section 5.2

- Promote the following:

- 1 Lieutenant to Captain.
- 2 Sergeants to Lieutenant.
- 9 Corporals to Sergeant.
- 1 Dispatcher to Sergeant.
- 1 Detective Patrolman to Sergeant.
- 1 Patrolman to Sergeant.

These promotions are for the purpose of accomplishing a reorganization of the Department as outlined in the previous sections.

- Hire the following personnel already authorized in the 1977-1978 budget:

- 1 Patrolman for Dispatcher Assignment.
- 1 Patrolman for Crimes Against Persons Assignment.
- 1 Patrolman for Juvenile Assignment.
- 7 Patrolmen for Traffic (1) and Patrol (6) Assignment.
- 1 Patrolman for Crime Prevention Assignment.

All of the above hirings can be delayed until the eleventh month of the fiscal year in order to save considerable money to offset promotion and pay plan costs for the first year of reorganization (see Table S-11).

TABLE 5-11

Costs of Proposed Pay Plan  
and Reorganization

Cost of adjusting all police officers on force (which includes detectives, polygraph operators, identification technicians, dispatchers and accident investigators, as well as patrol officers) into the new 10 step pay plan will cost approximately \$129,915. according to the seniority plan which lists present employee anniversary dates.

MINIMUM COST

\$129,915.	Pay Adjustments
7,587.	Personnel Changes (Promotions, transfers, etc.)

\$137,502. TOTAL

.0368 Tax Levy Required to Fund

MAXIMUM COST

\$129,915.	Pay Adjustments
15,567.	Personnel Changes

\$145,482. TOTAL

.039 Tax Levy Required to Fund

### 5.3 Summary of Recommendations

#### 5.3.1 Reorganization

##### 5.3.1.1 Increase Patrol Division

- Captain promoted to command Patrol Division.
- Realign schedule to provide unity of command and training time.
- Assign men to Patrol from Traffic and have accidents investigated by Patrol officers.
- Transfer extra vehicles from Traffic as well as extra men to Patrol.
- Promote additional sergeants to provide adequate supervision on all Patrol watches.
- Eliminate rank of corporal
- Hire additional men authorized in 1977-1978 budget.
- Traffic Section to report to Patrol Division captain.
- Reduce size of unit.
- Direct priorities toward reduction of accidents.
- Minimize office personnel.

##### 5.3.1.2 Reorganize Criminal Investigation Division

- Realign squads to better allocate detectives to Crimes Against Property assignments.
- Assign sergeants on both days and evenings with 2-hour overlap to coordinate activities for maximum productivity.
- Establish accountability for case clearances using National Clearance Rates as a guideline. Transfer out those who fail to produce results.

- Coordinate specific crime investigations with Patrol to increase arrests.
- Investigate all Part I and Part II crimes, regardless of whether juvenile involved or not.
- Narcotics investigations (covert) coordinated with other detectives through Special Crimes supervisor.
- Provide additional men on permanent basis to Narcotics. When changes required, transfer men in or out of unit as necessary.
- Make detective assignments more permanent to increase skills.

#### 5.3.1.3 Service Division

- Establish a formal Service Division.
- Provide supervision for staff services now handled by Patrol commanders and Chief's office personnel.
- Add Identification to this unit from Detective Division.
- Assist in coordination of Regional Lab activities.
- Establish formal Evidence/Property unit and procedures.
- Provide supervision for Detention officers.

#### 5.3.1.4 Administration Division

- Establish formal Division.
- Coordinate activities of word processing and records.
- Provide formal in-service training based upon personnel records and performance.
- Provide planned, timely training to Patrol Division on weekly basis in keeping with their schedules.
- Provide ICAP training in conjunction with the project manager.
- Supervise and coordinate bailiff's duties with other units of Department.

#### 5.3.1.5 Prevention Division

- Establish formal division by grouping activities already performed as a prevention function.
- Restrict juvenile activities to those of services and assign crime investigations to the Criminal Investigation Division. Juveniles still handled as special cases once detained by police officers.
- Coordinate all community activities such as Safety Education Officer and Community Relations with the juvenile officers and Crime Prevention.
- Establish a Crime Prevention officer to coordinate activities of Patrol, Detectives, and Training towards prevention techniques.
- Provide supervision, training, and assignments to the 20 cadets authorized on the department especially in work with Prevention.

#### 5.3.2 Pay Plan

- Cooperate with the City Personnel Officer in developing a Class-Level Relationship Chart for comparison of the Springfield Police Department officers with other municipal departments, with other government departments, and with private industry within the Springfield SMSA, keeping in mind the purpose of competing in the marketplace for recruitment and retention of personnel of similar qualifications to those desired by the Police Department.
- Study proposal of 10-step pay plan to be used in conjunction with the departmentwide reorganization.
- Study proposal for elimination of all present differential pay scales in favor of increasing the flexibility of Department management to transfer personnel to increase productivity with it budgeting for additional manpower over existing plans. If officers are slotted into new 10-step plan in accordance with time in grade, no personnel morale decrease should be expected and increased promotional opportunities should act as an incentive for retention and higher levels of effort by all officers.

- Total costs should be kept to a minimum comparable to the last pay increase to the Department.

### 5.3.3 Reorganization Costs and Tax Levy Support Plan

To accomplish the reorganization of the Springfield, Missouri, Police Department, the following personnel promotions, transfers, and hirings must transpire:

<u>HIRINGS (AUTHORIZED IN 1977-1978 BUDGET)</u>	<u>COST</u>
1 patrolman for vacancy authorized in dispatcher category	@ \$10,013. per year
1 patrolman for vacancy authorized in Crimes Against Persons	
1 patrolman for vacancy authorized in Juvenile Section	
1 patrolman for vacancy authorized in Crime Prevention Section	
7 patrolmen for vacancies authorized in Traffic and Patrol (6)	
11 TOTAL	\$110,143. for 11 patrolmen for first year salaries

#### PROMOTIONS (NOT AUTHORIZED IN CURRENT BUDGET)

- 1 Lieutenant to Captain
- 2 Sergeants to Lieutenant
- 9 Corporals to Sergeant
- 2 Patrolmen to Sergeant
- 1 Dispatcher to Sergeant

#### PAY PLAN ADJUSTMENTS

The cost of adjusting all police officers on the force (which includes detectives, polygraph detective, identification officers, dispatchers and accident investigators) as well as patrol officers into the new 10-Step Pay Plan will cost approximately \$129,915 according to the seniority plan that lists employee anniversary dates.

The Promotions and Pay Plan Adjustments that were not planned for in the current budget would total a minimum of \$137,502 or a maximum of \$145,482 if approved and put into effect within the next year. The authorized positions listed in the budget document totaled \$110,143 and are necessary to the reorganization, but could be the final step in the eleventh month of the fiscal year. This would result in a savings of approximately \$100,964 in the current budget expenditures to help offset the cost of the reorganization and pay plan adjustments. However, all costs are recurring even though they amount to approximately the same amount as the raises granted this fiscal year to the police personnel.

#### TAX LEVY

If the reorganization and pay plan are approved, the funding of this package would be a minimum of \$137,502 or .0368 tax levy with a maximum tax levy of .039 based on the present millage as expressed in the 1977-1978 Annual Budget for Springfield.

APPENDIX A

Duties of Traffic Division Commander

### DUTIES OF TRAFFIC DIVISION COMMANDER

Purchases, maintenance inspection of traffic equipment such as moving radars, motorcycles, patrol cars, stationary radars, cameras, etc.

The hiring, training, placement of school crossing guards.

Parades, escorts, events such as the Blue Angels, Air Force Thunderbirds requiring preliminary planning and prior meetings that must be attended.

Citizen complaints regarding the manner an accident was handled by an officer or officers.

The planning of, the participation in, the reporting of the accident review board.

Attending the Traffic Advisory Board, the studying of material, reports and problems that come before the board.

The liaison and frequent contacts between the Police Department and the Traffic Engineer on a daily working basis and the mutual problems that arise.

Liaison with Municipal Court on problems, case dispositions, new court decisions, etc., City Prosecutor; Liaison with State Highway Department and their traffic engineer, on problems pertaining to their department and the Police Department.

Supervision of fatal accident investigations and follow-up investigation, and the coordination and consultation with the Greene County prosecutors office on those cases where manslaughter charges are probable.

Problems and complaints both from citizens and the owners of towing companies and body shops about towed vehicles - the inspection of those who want to be added to our tow lists and the arbitration of complaints around the body shops representatives and independent tow services.

The preparation for, and the attendance of, meetings reference bicycle safety and bicycle paths.

Driving and parking problems on Park Central Square and the Battlefield Mall.

Attendance of meetings with the Missouri Division of Highway Safety. The coordination of programs and the administration of grants and contracts directed to the Police Department by the Missouri Division of Highway Safety.

Activities and correspondence concerning S.T.A.R.S. Statewide Traffic Accident Records System which is located at Missouri State Highway Patrol Headquarters.

Activities regarding the Department of Revenues Safety Responsibility Bureau, regarding suspensions and revocations, and other correspondence.

Interviews and statements to the news media on traffic programs and traffic situations which require preparation and compilation of traffic statistics and evaluations of conditions, etc.

Traffic enforcement by the Police Reserve organization and its ramifications.

Safety education problems and special equipment connected with this activity; the trips made by this Unit.

Taxi cabs, the enforcement of the ordinance and inspection of the vehicles and issuing of driver's permits and all the communication and inquiries from persons involved such as cab drivers, City attorney, cab owners, and complaints.

The review of, and the disposition of, citizens' complaints on traffic summons they have received, or complaints that the other party did not receive a summons when an accident was involved.

Follow-up on police vehicle accidents when it's probable, or possible, the officer will be cited on a traffic ordinance violation.

APPENDIX B

Current 5-Step and Proposed 10-Step Schedules

July 1977

LEGEND:  
 Rate Per Pay Period ÷ 10 = daily rate  
 Rate per pay period ÷ 80 = hourly rate  
 Annual rate:  
 365 days/year ÷ 14 (days in pay period) = 26.071428  
 Rate per pay period X 26.0714 = avg. annual salary

UPF SCHEDULE  
 BASE BI-WEEKLY RATES

	Grade	STEP 1				STEP 2				STEP 3				STEP 4				STEP 5				Grade
		Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year	
	1	4.76	30.09	380.99	9933	5.00	40.00	400.04	10430	5.25	42.00	420.03	10951	5.51	44.10	441.02	11498	5.79	46.30	463.08	12073	1
Patrolman	2	4.80	38.40	384.05	10013	5.15	41.23	412.33	10750	5.41	43.29	432.95	11288	5.67	45.35	453.55	11825	5.93	46.67	466.72	12168	2
Dispatcher	3	5.11	40.84	408.49	10650	5.36	42.89	428.90	11182	5.63	45.03	450.34	11741	5.91	47.28	472.83	12329	6.21	49.55	496.52	12945	3
corporal	4	5.28	42.27	422.78	11022	5.56	44.47	444.75	11595	5.83	46.67	466.72	12168	6.12	48.97	489.75	12768	6.44	51.48	514.87	13423	4
	5	5.56	44.47	444.75	11595	5.83	46.67	466.72	12168	6.12	48.97	489.75	12768	6.44	51.48	514.87	13423	6.75	53.99	539.98	14078	5
Sgt. 1st class	6	5.83	46.67	466.72	12168	6.12	48.97	489.75	12768	6.44	51.48	514.87	13423	6.75	53.99	539.98	14078	7.08	56.71	567.19	14787	6
Sgt. 2nd class	7	6.12	48.97	489.75	12768	6.44	51.48	514.87	13423	6.75	53.99	539.98	14078	7.08	56.71	567.19	14787	7.46	59.65	596.50	15552	7
Sgt. 3rd class	8	6.44	51.43	514.87	13423	6.75	53.99	539.98	14078	7.09	56.71	567.19	14787	7.46	59.65	596.50	15552	7.81	62.47	624.76	16288	8
	9	6.75	53.99	539.98	14078	7.09	56.71	567.19	14787	7.46	59.65	596.50	15552	7.81	62.47	624.76	16288	8.21	65.71	657.19	17134	9
Lieutenant	10	7.09	56.71	567.19	14787	7.46	59.65	596.50	15552	7.81	62.47	624.76	16288	8.21	65.71	657.19	17134	8.62	68.96	689.63	17980	10
	11	7.46	59.65	596.50	15552	7.81	62.47	624.76	16288	8.21	65.71	657.19	17134	8.62	68.96	689.63	17980	9.05	72.41	724.16	18880	11
	12	7.81	62.47	624.76	16288	8.21	65.71	657.19	17134	8.62	68.96	689.63	17980	9.05	72.41	724.16	18880	9.51	76.08	760.80	19835	12
Asst. Chief	13	8.32	66.54	665.46	17345	8.73	69.87	698.73	18217	9.17	73.36	733.66	19128	9.63	77.03	770.35	20084	10.11	80.84	808.86	21088	13
	14	8.62	68.96	689.63	17980	9.05	72.41	724.16	18880	9.51	76.08	760.80	19935	9.98	79.84	798.47	20817	10.42	83.82	838.23	21854	14
	15	9.28	74.21	742.15	19349	9.74	77.92	779.26	20316	10.23	81.82	818.21	21332	10.74	85.91	859.12	22308	11.21	90.23	902.09	23519	15
Chief	16	9.74	77.91	779.17	20314	10.23	81.81	818.14	21330	10.74	85.90	859.04	22396	11.28	90.20	902.07	23516	11.84	94.71	947.12	24693	16

OLD SCHEDULE WITH DIFFERENTIAL BASED ON ASSIGNMENTS  
 ONLY 5 STEPS FOR POLICE OFFICER UNLESS HE HAS SPECIAL ASSIGNMENT

LEGEND:  
 Rate Per Pay Period ÷ 10 = daily rate  
 Rate per pay period ÷ 80 = hourly rate  
 Annual rate:  
 365 days/year ÷ 14 (days in pay period) = 26.071428  
 Rate per pay period X 26.0714 = avg. annual salary

UPF SCHEDULE  
 BASE BI-WEEKLY RATES

Grade	STEP 1				STEP 2				STEP 3				STEP 4				STEP 5				Grade				
	Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year	Hour	Day	Pay Period	Year					
1	4.76	38.09	380.99	9933	5.00	40.00	400.04	10430	5.25	42.00	420.03	10951	5.51	44.10	441.02	11499	5.76	46.20	462.08	12073	1				
2	4.80	38.40	384.05	10013	5.15	41.23	412.33	10750	5.41	43.29	432.95	11288	5.67	45.35	453.55	11825	5.92	46.67	466.72	12463	2				
3	MERIT STEPS FOR 6 <sup>th</sup> + 7 <sup>th</sup> YEAR OFFICERS →												5.91	47.28	472.89	12329	6.21	49.65	496.52	12945	6				
4																	6.44	51.48	514.87	13527	4				
5																	6.75	53.99	539.98	14073	5				
6													10 <sup>th</sup> YEAR + OVER OFFICERS →				7.09	56.71	567.19	14787	6				
7																					7				
8	SGTS - 8 PAY STEPS →												7.09	56.71	567.19	14787	7.46	59.65	596.50	15552	7.81	62.47	624.76	16288	8
9	6.75	53.99	539.98	14073	7.09	56.71	567.19	14787	7.46	59.65	596.50	15552	7.81	62.47	624.76	16288	8.21	65.71	657.19	17134	9				
10	LTS - 7 PAY STEPS →												8.21	65.71	657.19	17134	8.62	68.95	689.63	17980	10				
11	7.46	59.65	596.50	15552	7.81	62.47	624.76	16288	8.21	65.71	657.19	17134	8.62	68.95	689.63	17980	9.05	72.41	724.16	18830	11				
12	CAPT. - 4 PAY STEPS →												9.05	72.41	724.16	18830	9.51	76.08	760.60	19835	12				
13																					13				
14	8.62	68.95	689.63	17980	9.05	72.41	724.16	18830	9.51	76.08	760.60	19835	9.98	79.84	798.44	20817	10.48	83.82	838.23	21854	14				
15	9.28	74.21	742.15	19349	9.74	77.92	779.25	20316	10.23	81.82	818.21	21332	10.74	85.91	859.14	22398	11.29	90.20	902.09	23519	15				
16																					16				

ASST. CHIEF { 14, 15  
 CHIEF - 16

PROPOSED PAY SCHEDULE  
 WITH 10 STEPS FOR POLICE OFFICERS



**END**