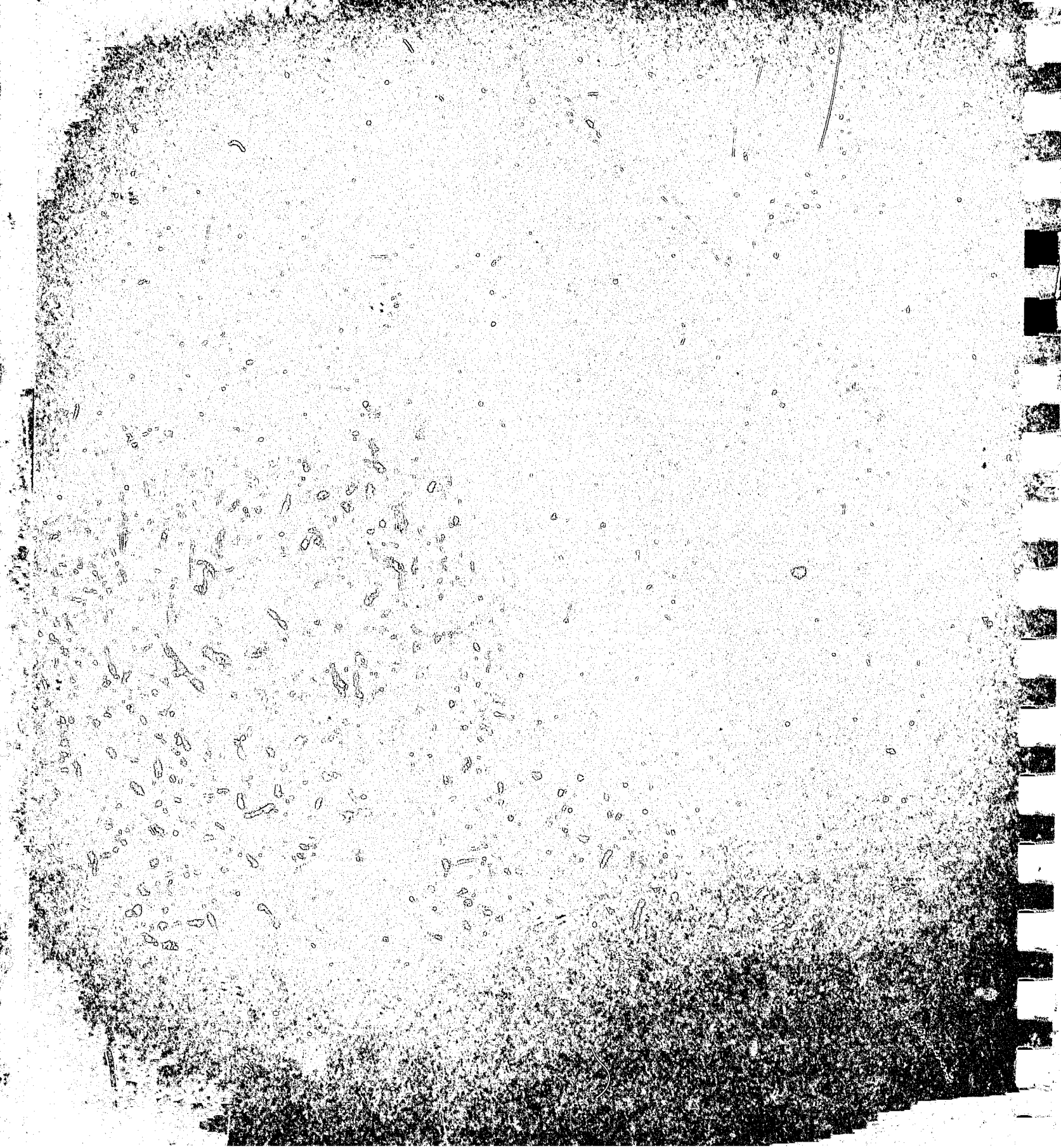


KENOSHA, WISCONSIN
POLICE DEPARTMENT

A PLAN OF ACTION FOR
UPGRADING AND REVITALIZING
THE POLICE DEPARTMENT

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KENOSHA, WISCONSIN
POLICE DEPARTMENT

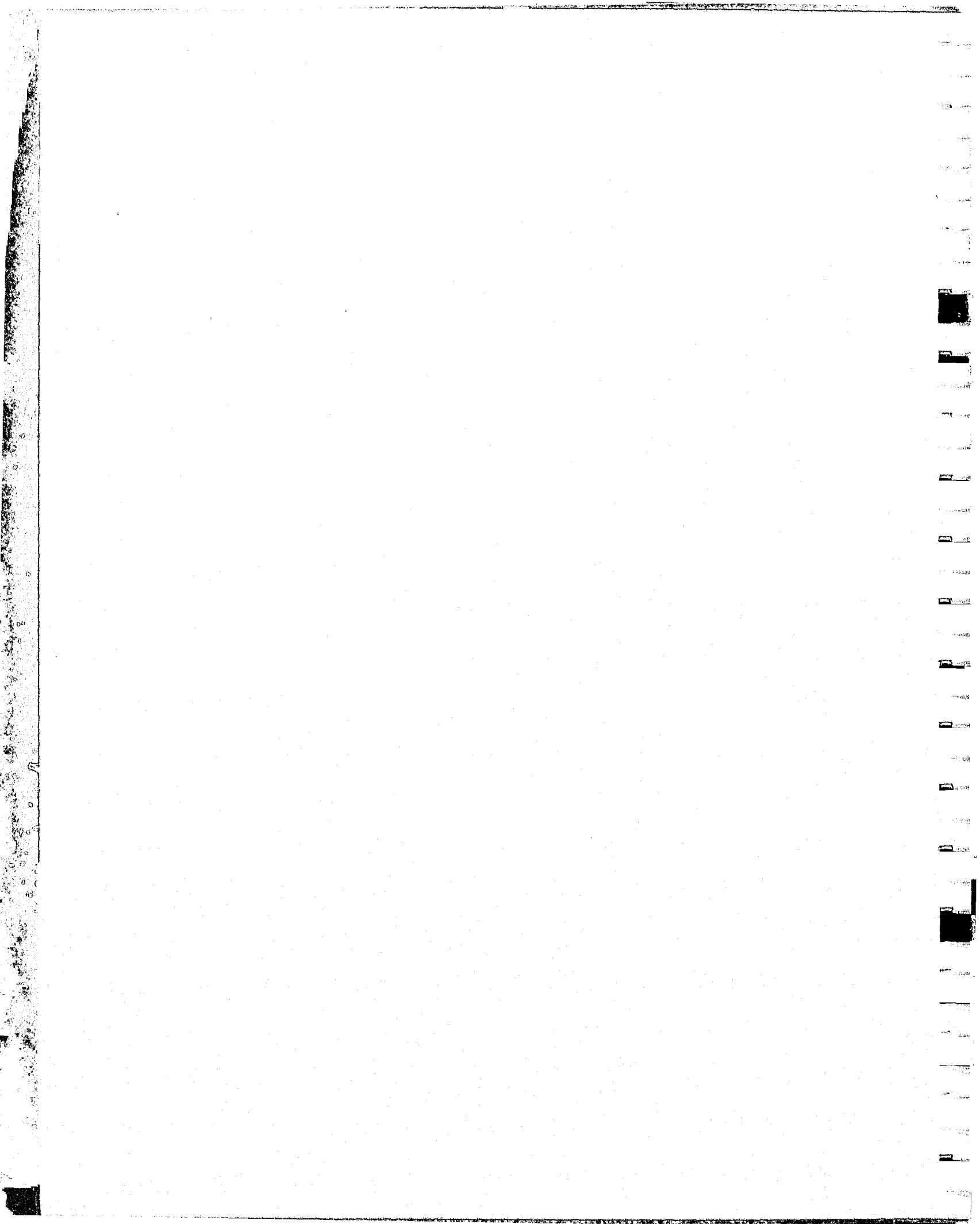
A PLAN OF ACTION FOR
UPGRADING AND REVITALIZING
THE POLICE DEPARTMENT

January 1976

NCJRS

JUL 20 1976

ACQUISITIONS



Cresap, McCormick and Paget Inc.
Management Consultants

1776 K STREET, N.W., WASHINGTON, D.C. 20006 • Telephone: (202) 833-8350 • Cable: Pubmincon Washington, D.C.

Washington • New York • Chicago • San Francisco
London • Melbourne • São Paulo

January 21, 1976

The Honorable Mayor
and Common Council
City of Kenosha
Kenosha, Wisconsin 53140

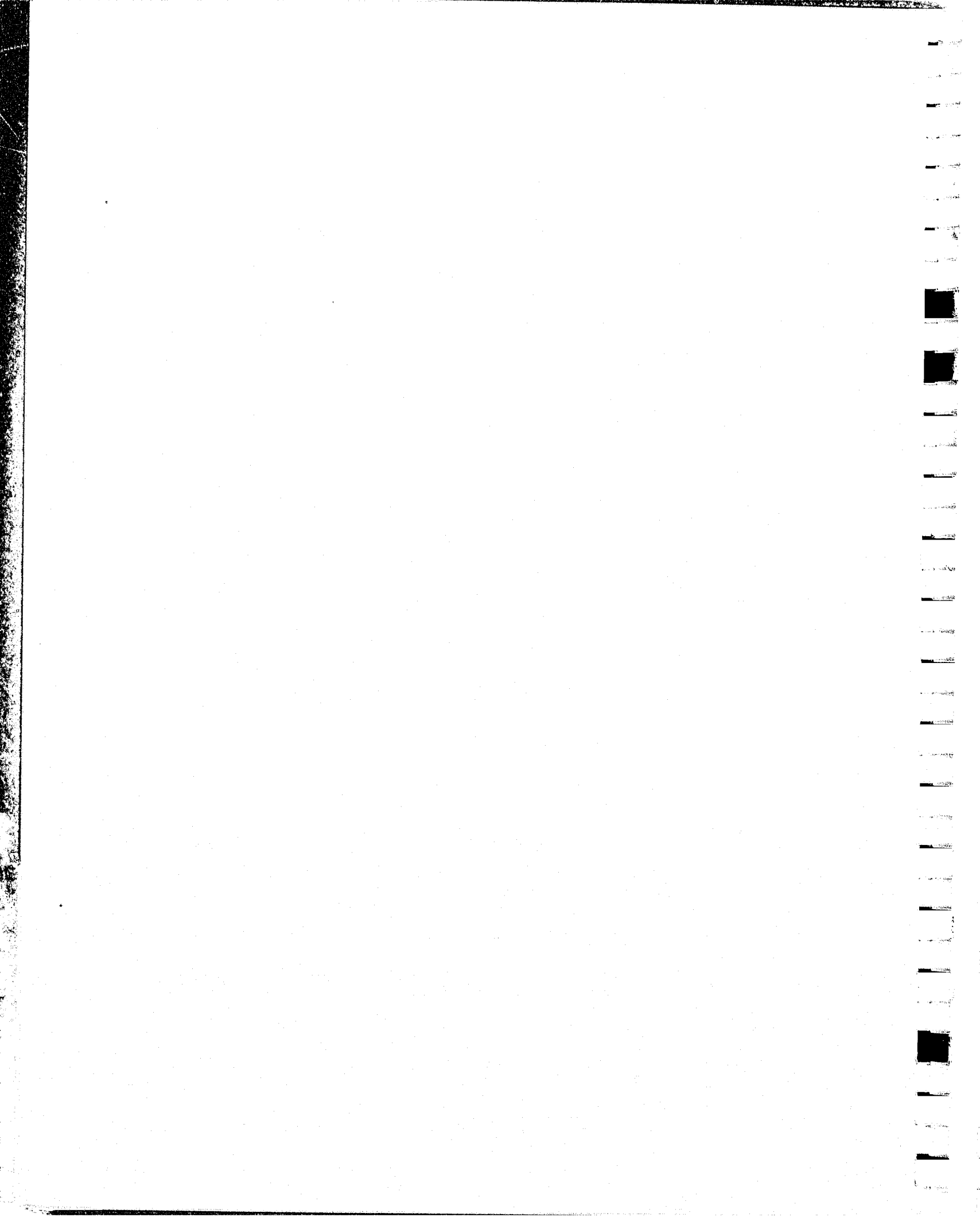
Gentlemen:

We are pleased to transmit herewith the final report of a comprehensive management study of the Kenosha Police Department. This report outlines the objectives of the study and analytical methods used in its performance; provides background information; presents observations and conclusions; and furnishes recommendations for improvement action. A schedule for phased implementation of these recommendations is then presented in a Management Improvement Plan which pinpoints implementation responsibilities and timing, and provides a mechanism by which implementation progress can be evaluated.

This report parallels the Executive Digest of the study presented to the City in November, 1975, incorporating much of the Digest's wording directly. It also presents the facts, rationale and data on which the conclusions and recommendations of that Digest were based.

The City of Kenosha and its police force face a series of difficult choices in the months ahead. The results of this study indicate that bold and decisive action by the City is sorely required if the Kenosha Police Department is to be revitalized so as to overcome its present internal limitations and a weak performance record. Such action is a prerequisite to the Department's provision of an acceptable level of services for the citizens of Kenosha, and to the maintenance of a professional working environment for Department employees.

This report has been prepared to highlight the need for such action, and to channel revitalization efforts in a positive way. We believe that the action of the City last November to budget funds for implementation of this study during 1976 establishes a most favorable basis for achieving this objective.



The Mayor and Common Council . -2-
City of Kenosha

January 21, 1976

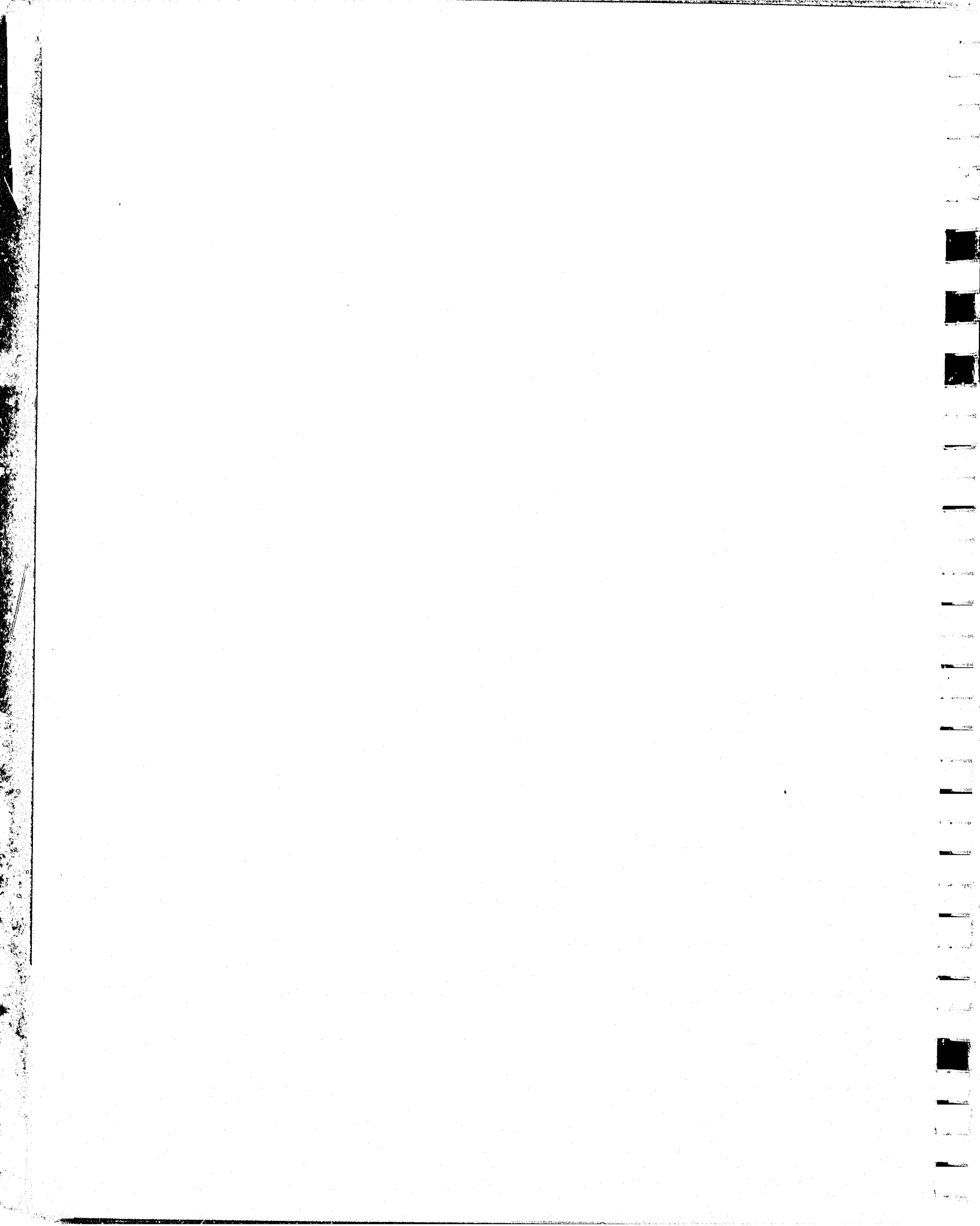
* * * * *

It has been a pleasure to work with members of the City government and the police force, as well as others with whom we have come in contact during the course of this analysis. Following your review of this report, we would be pleased to respond to any questions that may arise.

Very truly yours,

Cresap, McCormick and Paget, Inc.

Cresap, McCormick and Paget Inc.

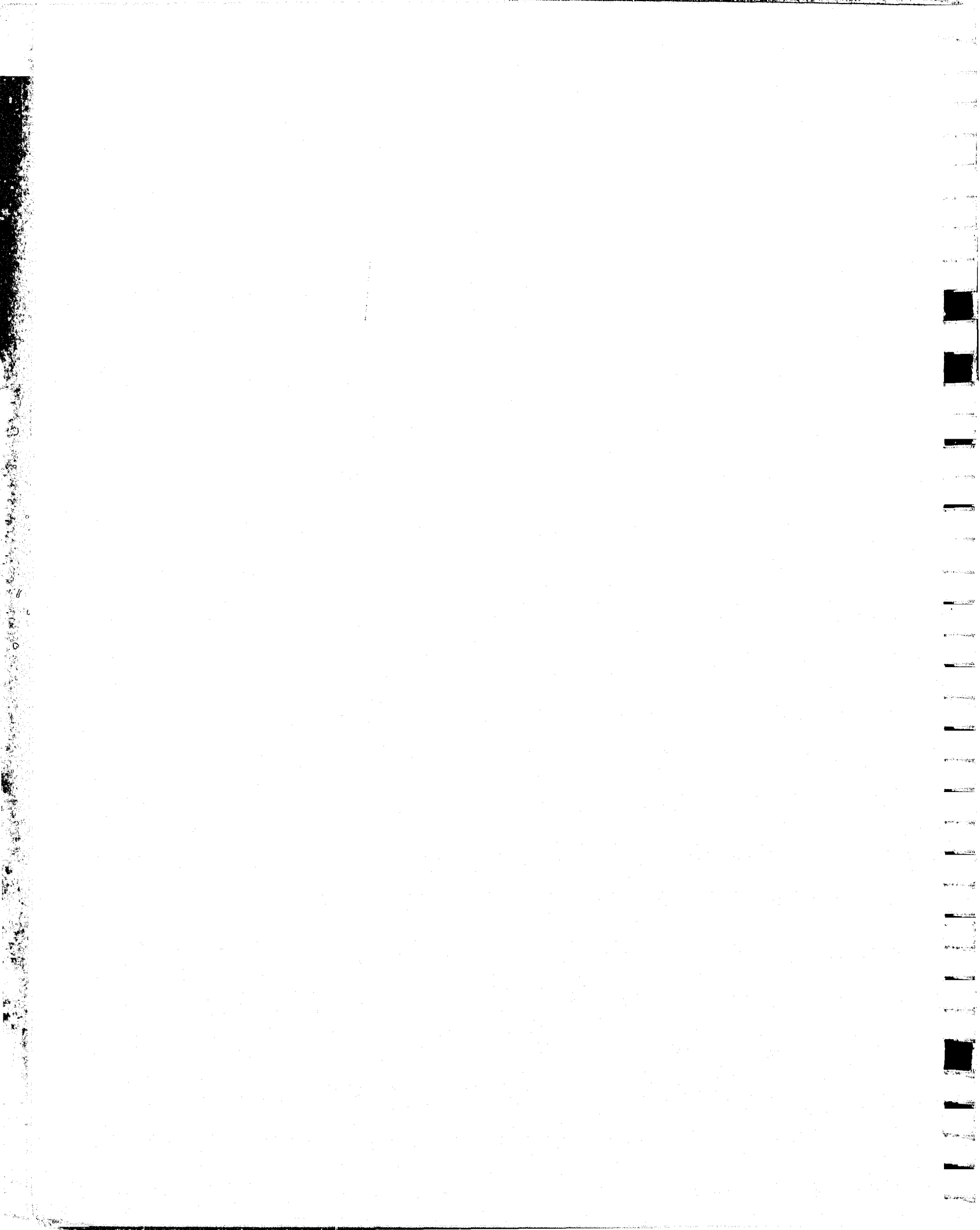


KENOSHA, WISCONSIN
POLICE DEPARTMENT

A PLAN OF ACTION FOR UPGRADING AND
REVITALIZING THE POLICE DEPARTMENT

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IMPROVEMENT PLAN

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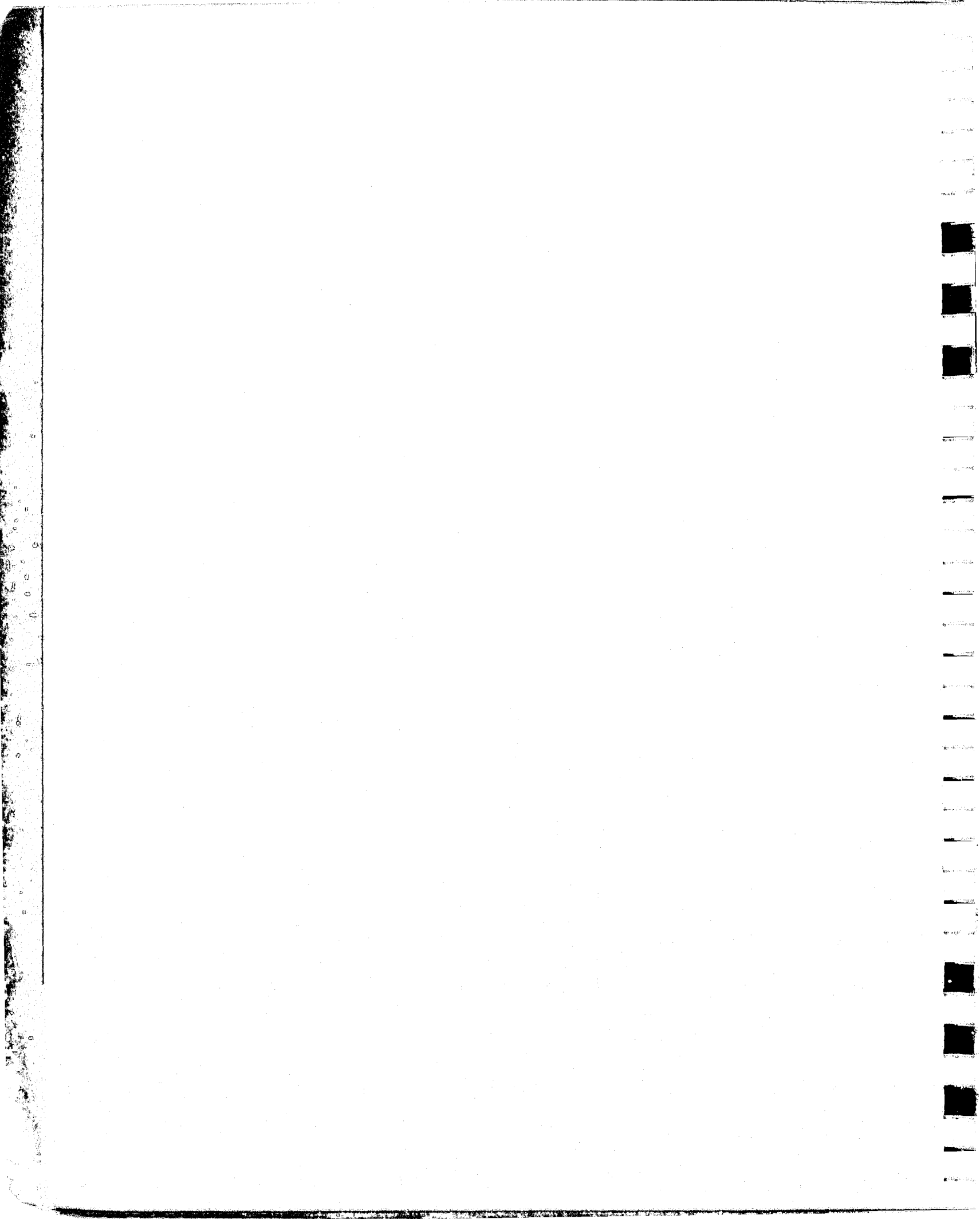
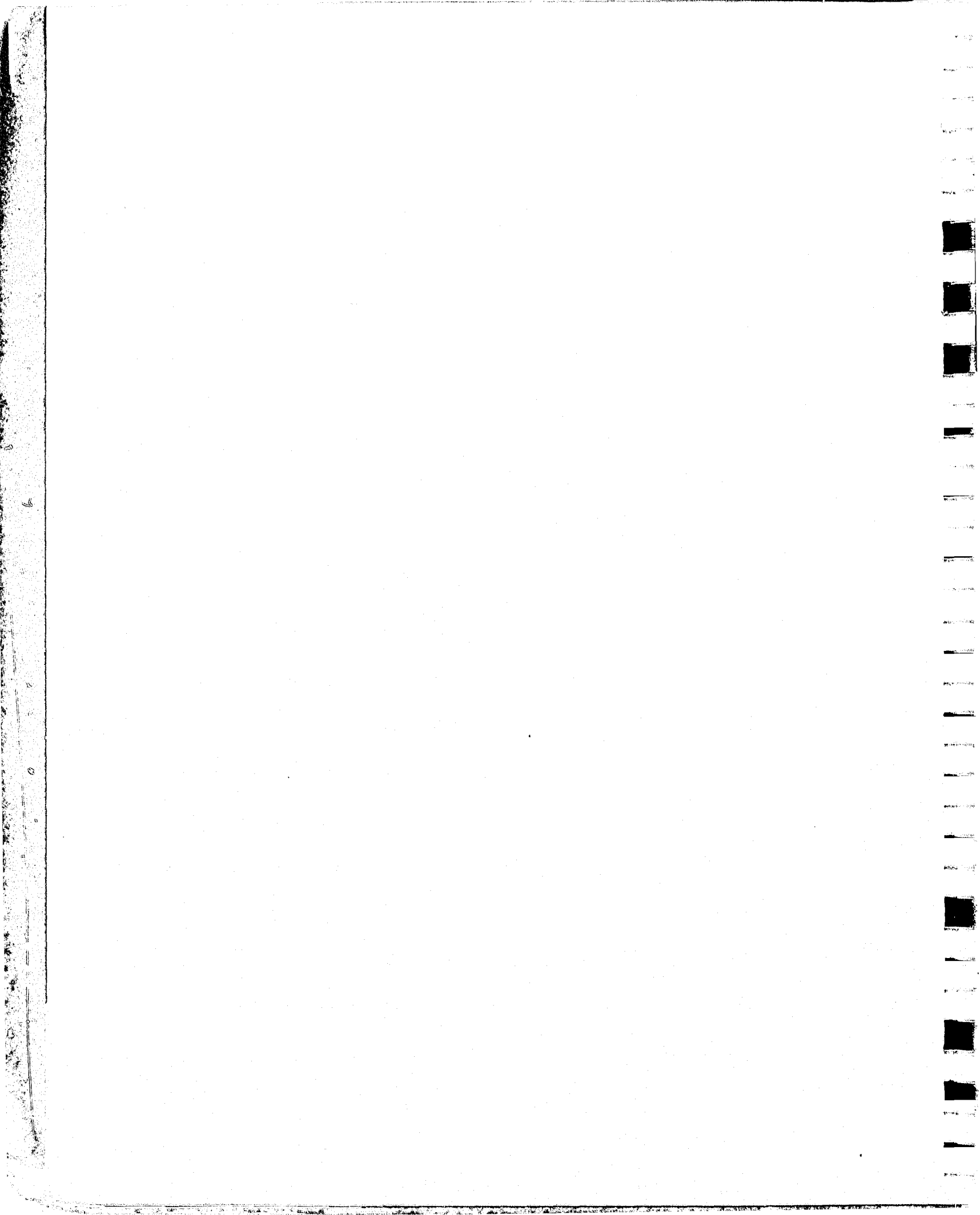
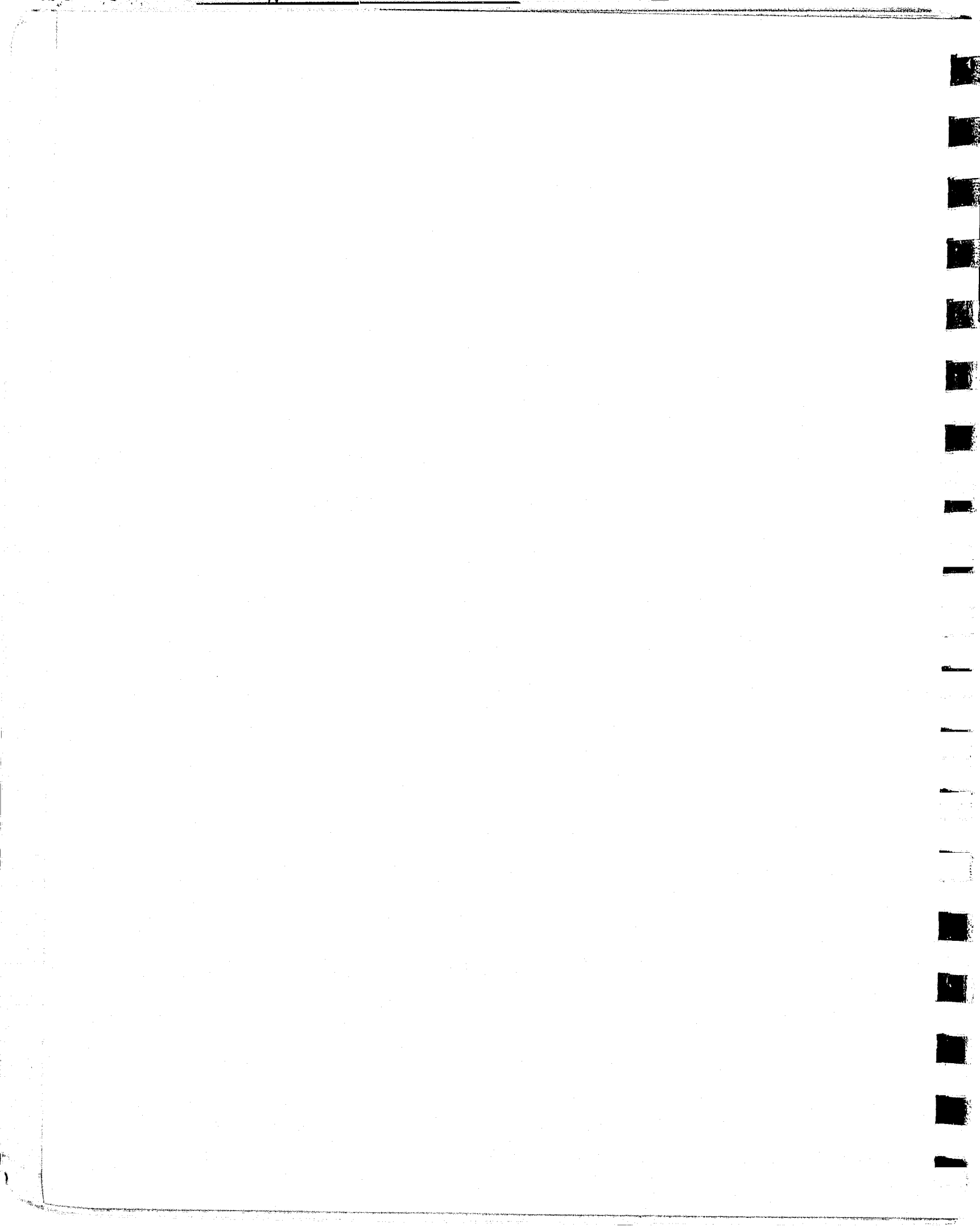


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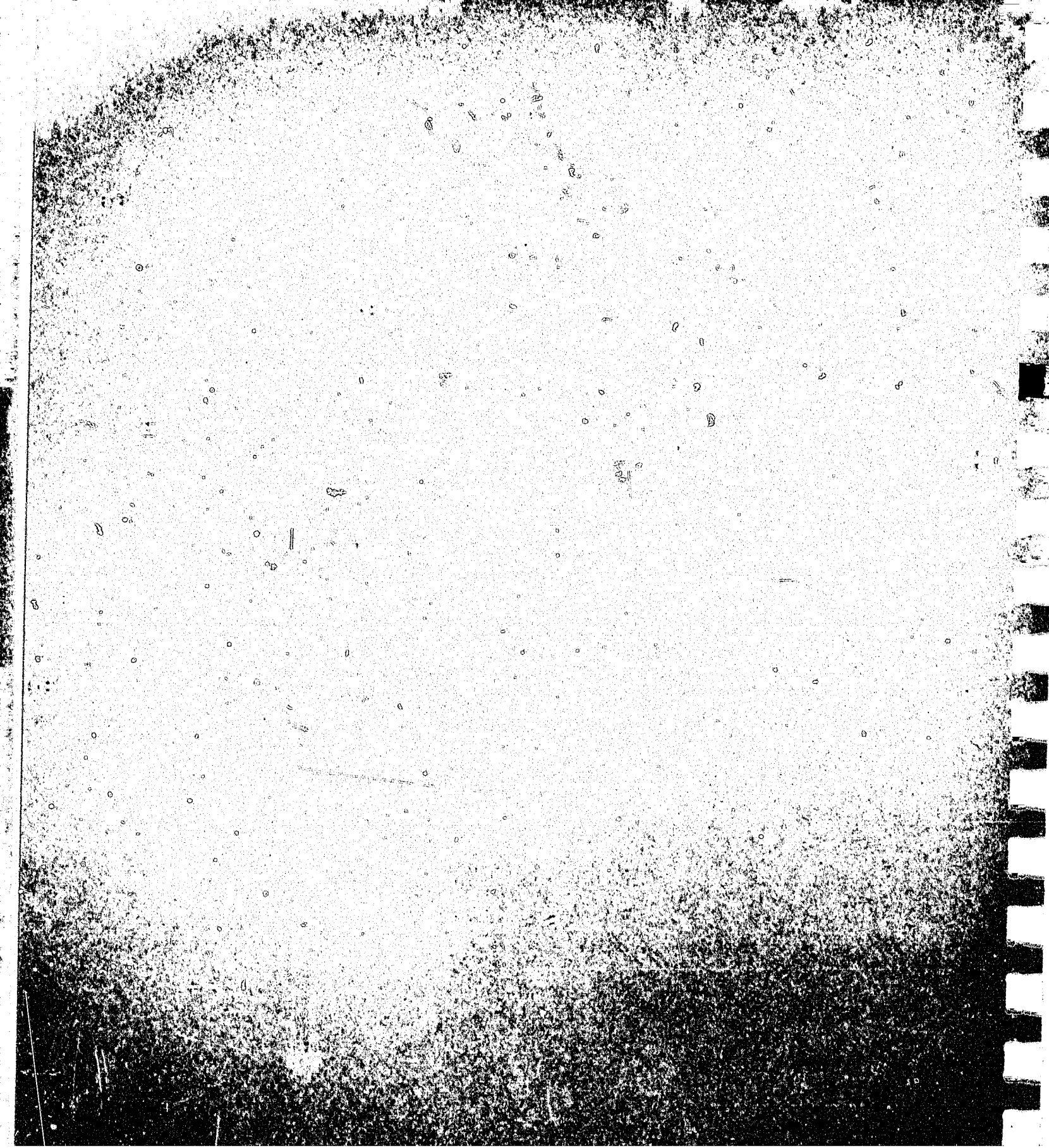


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I - INTRODUCTION

- Background Of The Study
- Study Objectives And Scope
- Methods Of Study
- Organization Of This Report



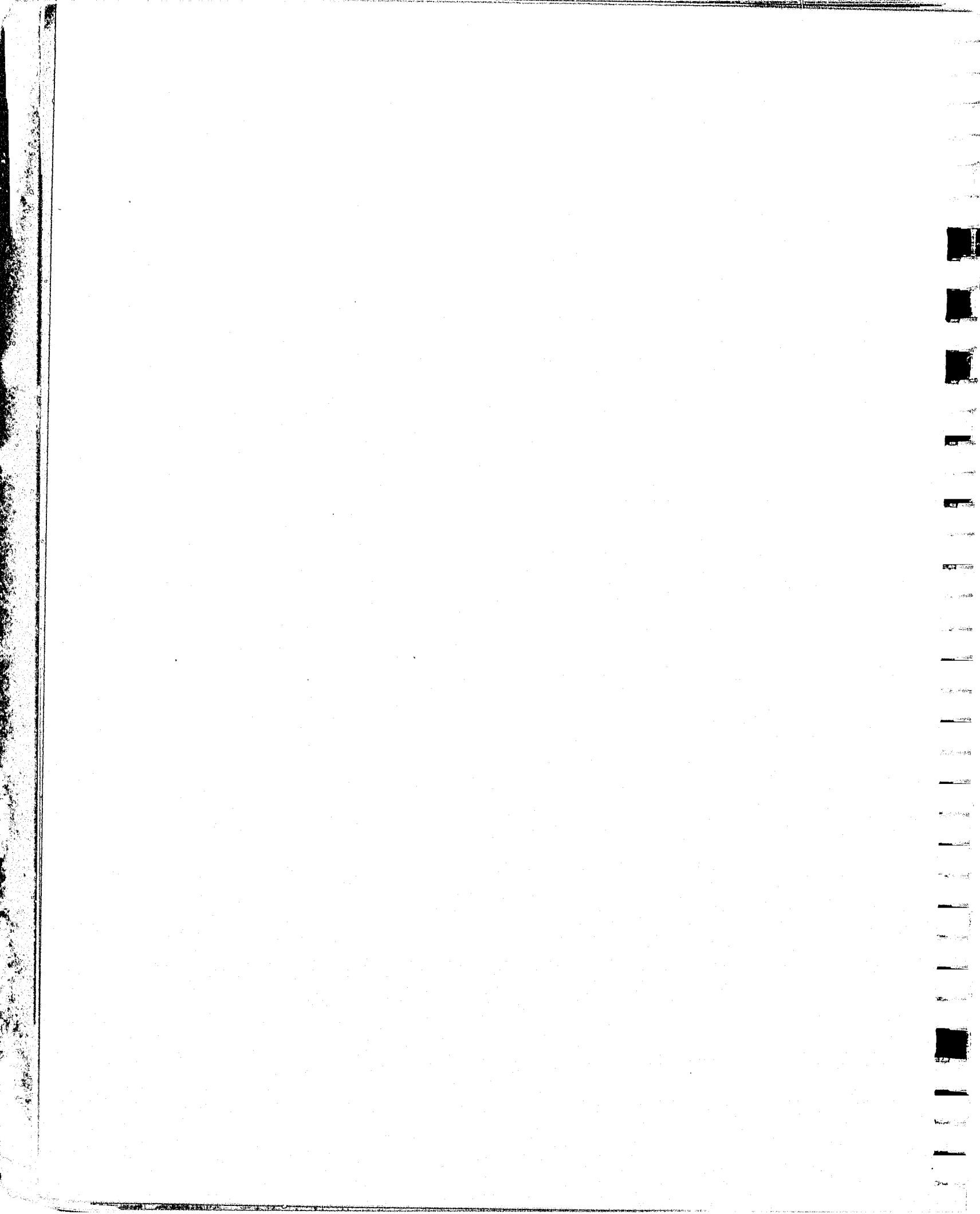
INTRODUCTION

This report presents the results of a comprehensive management study of the Kenosha, Wisconsin, Police Department. Observations on all facets of the Department's operations and functions are presented, opportunities for improvement are specified, and recommendations for improvement proposed in all key areas. A summary of all principal recommendations is presented in a Management Improvement Plan, which also sets forth a framework for their implementation. An overview of this report is presented as well, to highlight its major observations and recommendations.

This introductory chapter briefly summarizes the background of the study, its objectives and scope, and the study methods utilized; and explains the arrangement of the balance of the report.

BACKGROUND

- This management analysis was conducted at the request of the City of Kenosha, in response to growing concerns regarding police operations in the municipality.
 - In recent years, a rising crime rate and growing concerns over standards of public safety and security in the City have stimulated an increase of public and official interest in the affairs of the Kenosha Police Department (KPD).
 - Indeed, periodic controversy had been generated regarding such matters as police organization and management, operating procedures and overall performance, and the adequacy of municipal resources allocated for support of the KPD.
 - In response to these conditions, two studies of police service had previously been conducted in Kenosha:
 - o A 1970 study performed by an outside consulting firm
 - o A 1975 survey completed by the City Administrator and other municipal staff.
 - These limited efforts had served to sharpen the focus of municipal interest in this areas and had resulted in a few improvements, but had not yet led to a fully satisfactory resolution of principal municipal concerns.

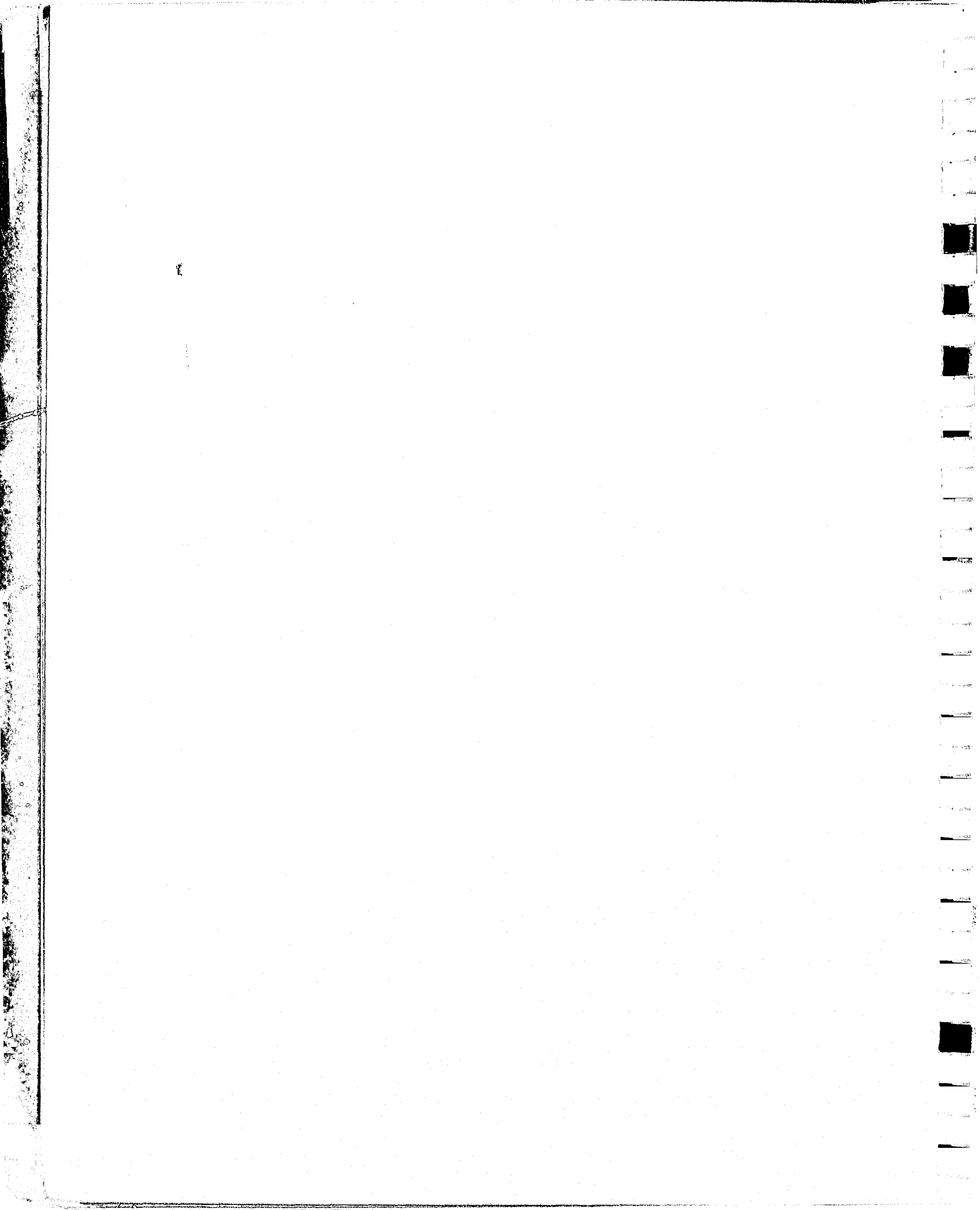


INTRODUCTION (Cont'd)

- Therefore, municipal officials determined to engage competent and objective consultants to conduct a more intensive survey of the KPD.
- In view of the particular sensitivity of the study, a particularly thorough process was utilized to select the consultants to undertake the work.
 - Qualifications and examples of previous work were solicited from a broad range of consulting organizations.
 - Following screening, a detailed request for proposals was sent to those deemed qualified.
 - Following further screening, several firms were invited to appear before an oral interview panel - the Mayor's Police Consultant Selection Committee.
 - Many City officials and other interested persons took part in the selection process, including:
 - The Mayor and City Administrator
 - Members of the Kenosha Common Council
 - Members of the Kenosha Police and Fire Commission
 - The Chief of Police and other members of the Kenosha Police Department.
- The study was supported in part by a grant made available through the auspices of the Southeastern Regional Council, Wisconsin Council on Criminal Justice, and the Law Enforcement Assistance Administration (LEAA), United States Department of Justice.

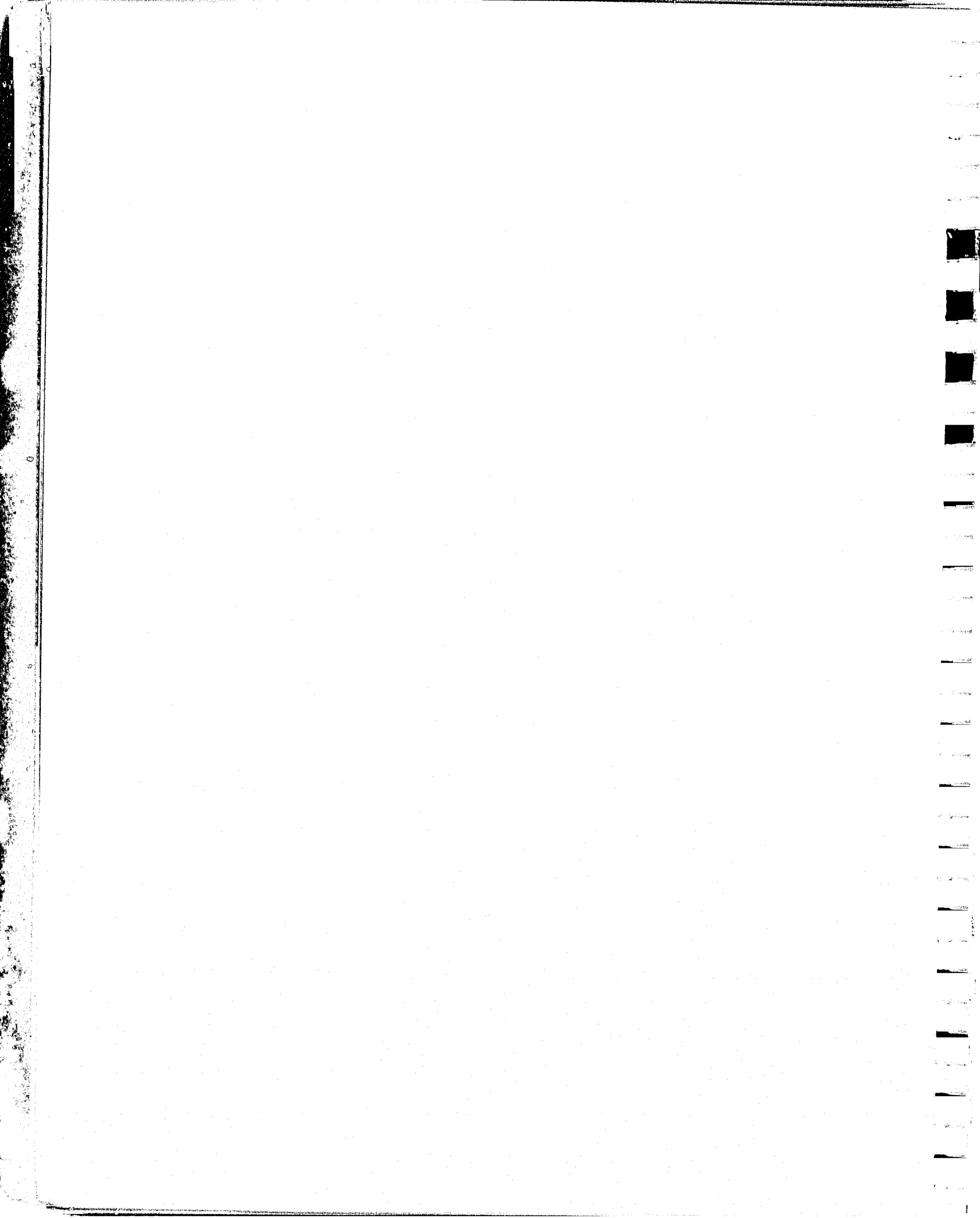
OBJECTIVES AND SCOPE

- The principal objectives of the study were to:
 - Examine the need for police services in the City of Kenosha at the present time, and project these needs for the foreseeable future



INTRODUCTION (Cont'd)

- Determine the extent to which responsibility for policy governance and direction of the Police Department has been clearly fixed; the extent to which the Department's mission has been defined and is uniformly understood; the degree to which objectives and goals have been established in furtherance of the mission; and the extent to which the Department's performance is consistent with the expectations set for it and the needs of the City as a whole
- Conduct a thorough analysis of the Department's organization, operations and administration, including its line and staff structure, management system, deployment and operational techniques, leadership, morale, personnel management, communications, information and records systems, property and equipment management, and other pertinent factors
- Determine, in particular, the specific levels of sworn and civilian police manpower required to provide adequate law enforcement services in the City
- Identify opportunities for increasing productivity by use of modern technology and management procedures; identify problem areas and other opportunities for improvement; and develop concrete recommendations to seize these opportunities and to solve problems that are found
- Document all study findings, conclusions and recommendations in a comprehensive written report, including a step-by-step Management Improvement Plan indicating what should be done, by whom, when and in what order of priority to achieve the improvements found possible - this Plan to be sufficiently detailed so as to permit its subsequent use as a framework for evaluation of Department progress in implementing study recommendations
- Make oral presentations of the results of the study to elected and appointed City officials, members of the Police Department, and others who may be designated, to assist in achieving full understanding of the results of the study and the implications of the recommendations.

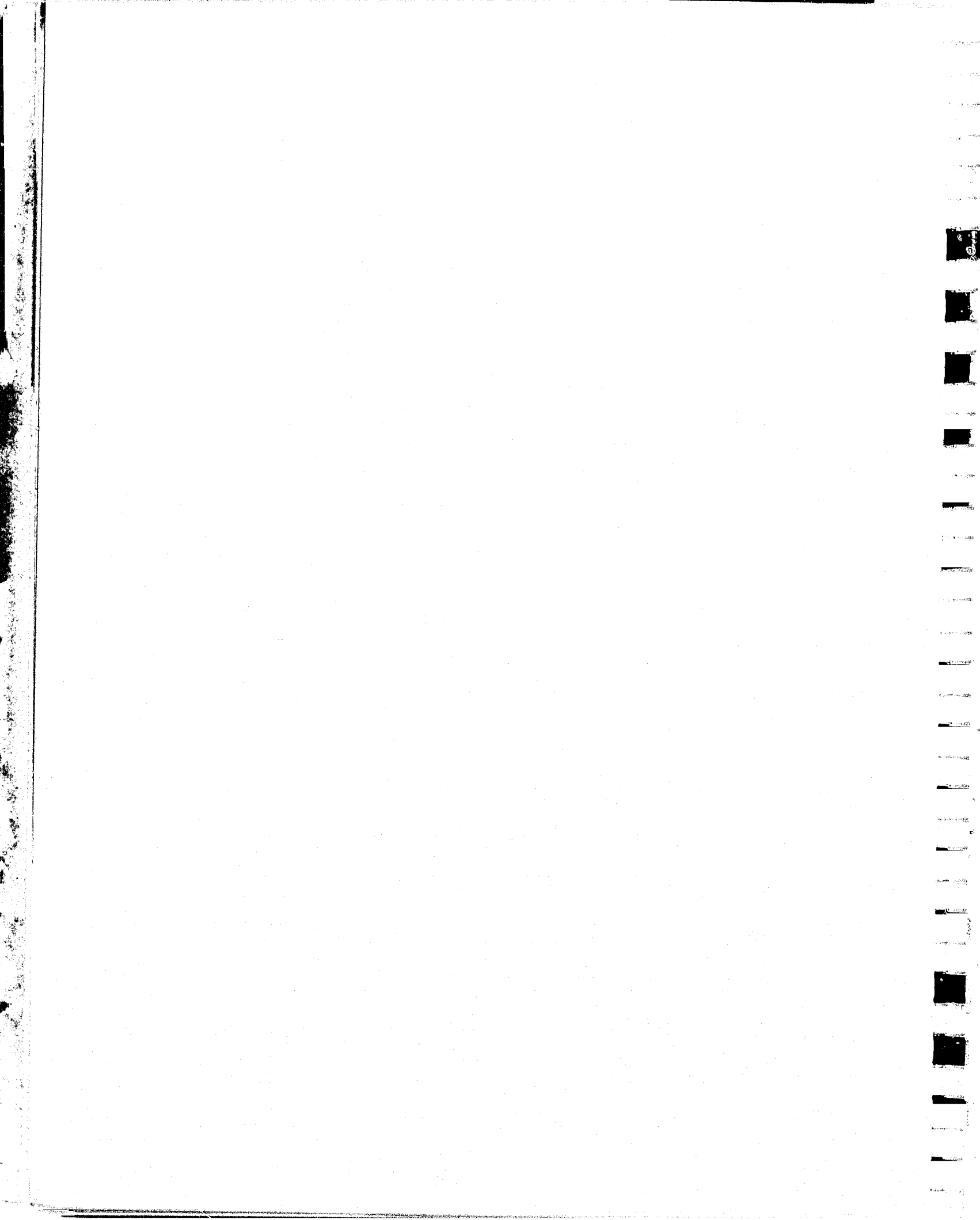


INTRODUCTION (Cont'd)

- The project was intended to be comprehensive in scope, but focused on matters of substantive concern to the City and the Department.
 - As such, it was intended to result in specific, concrete proposals for action.

METHODS OF STUDY

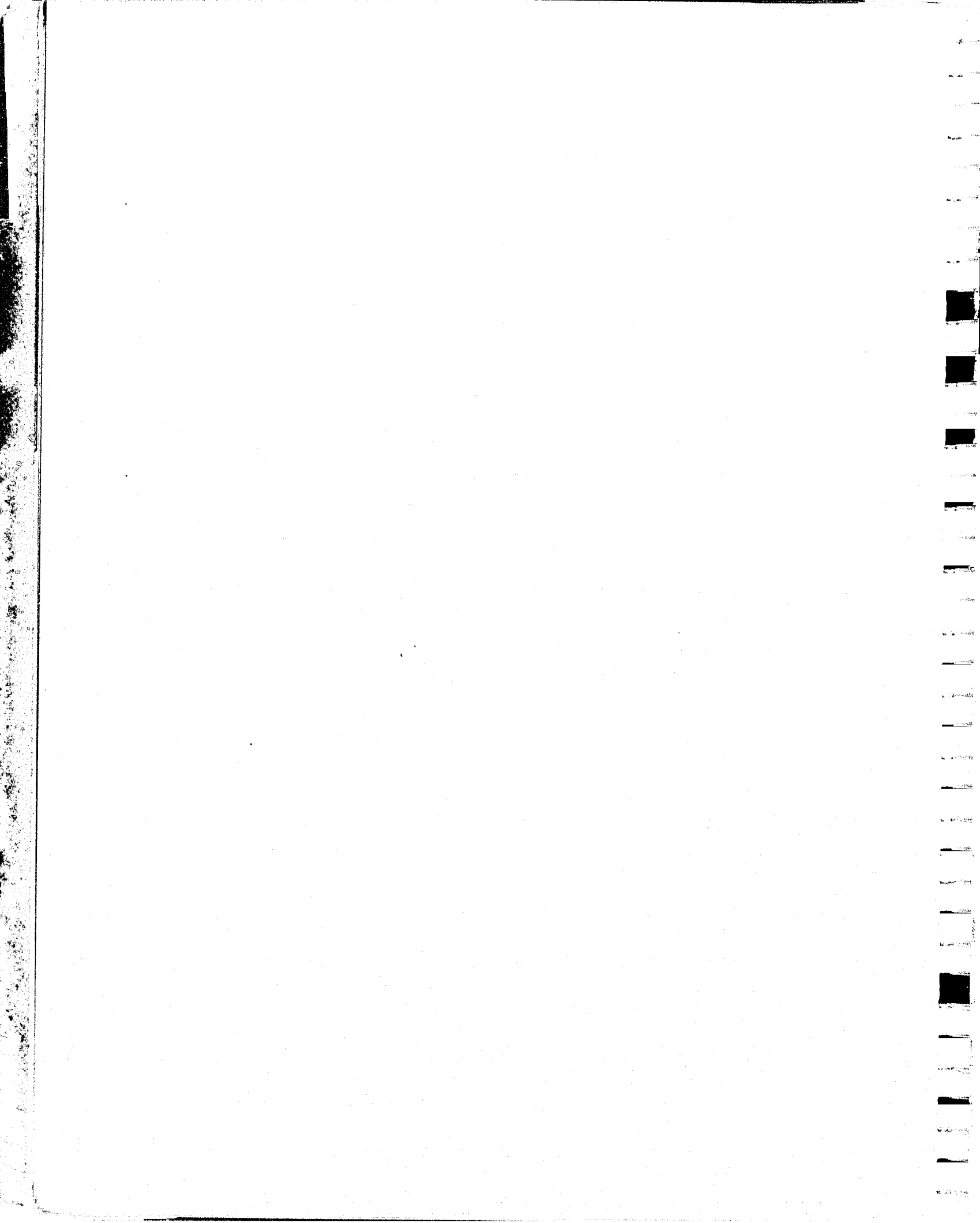
- A broad range of fact-finding and analytical procedures was utilized during the study; the most important of these are noted below.
- Basic data regarding the geographic, demographic, economic, and social characteristics of the City of Kenosha were reviewed, and past and projected trends in these characteristics were assessed.
- Initial and continuing reviews were made of background documents and materials pertaining to the conduct of the study.
 - Exhibit I-1 on the following page presents a selected list of those used.
- Initial and, in many cases, repeated, interviews were held with:
 - The Mayor of Kenosha
 - The City Administrator
 - Each of the 18 members of the Kenosha Common Council
 - Each of the five members of the Kenosha Police and Fire Commission
 - The Chief of Police
 - A preponderant majority of the command-rank officers of the KPD (lieutenants, captains, and the Inspector)
 - A broad cross-section of sworn officers and supervisors in all major organizational elements of the Department



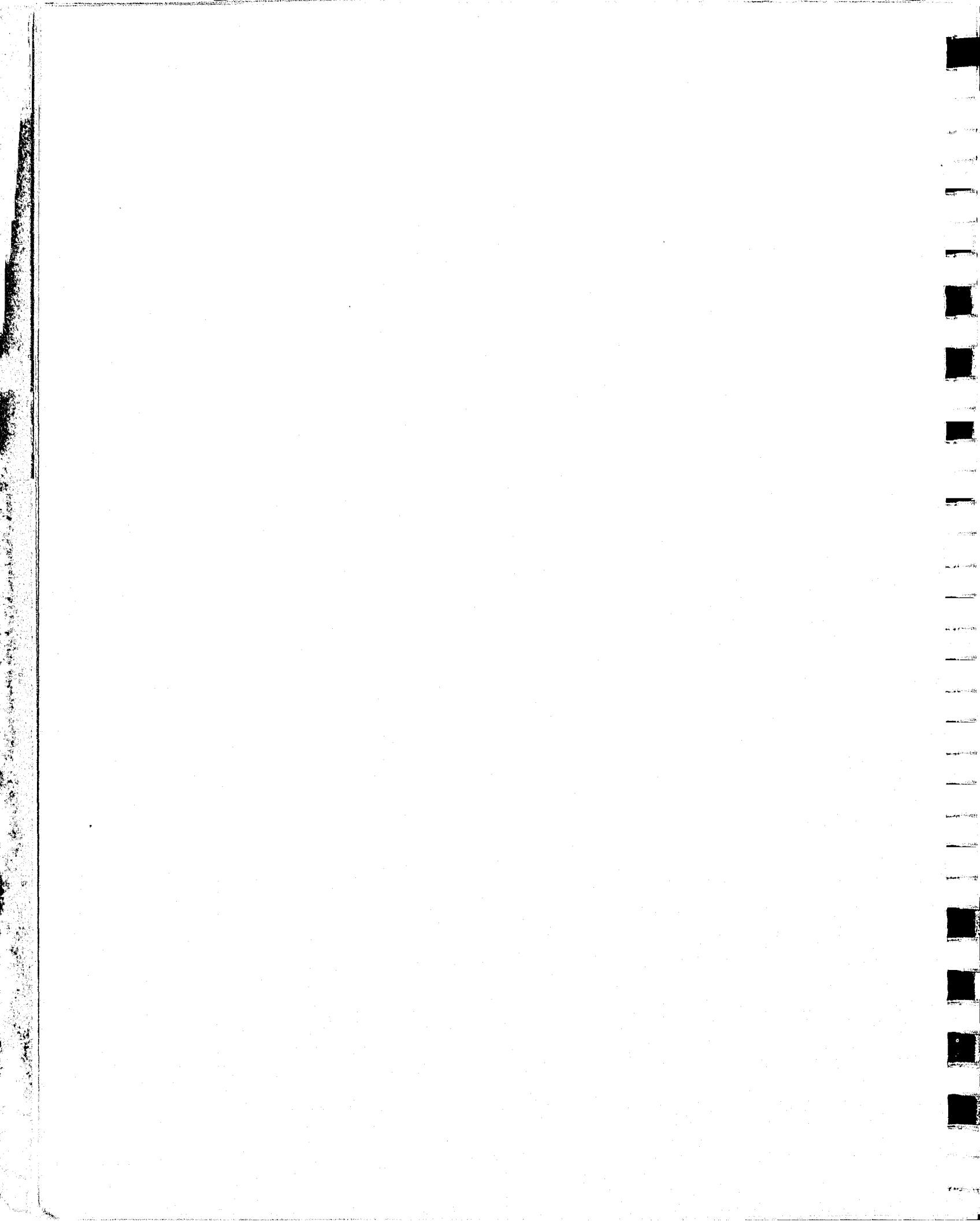
KENOSHA, WISCONSIN
POLICE DEPARTMENT

PARTIAL LIST OF REFERENCE MATERIALS
USED DURING THE STUDY

- KPD Annual Reports, 1969-1974
- KPD Internal Communications and Documents
 - General Orders
 - Written Policy
 - Proposed Policy
 - Daily Bulletins
 - Days-Off Schedules
 - Training Manuals and Programs
- Machine Reports
 - VCR Comparisons
 - Crime Pattern, by Grid
 - Summary of Calls for Service
 - Late Call Report
 - Late Complaint Response
 - Return of Offenses Known to Police
 - Stolen Property, by Type and Value
 - Traffic Arrest and Disposition
 - Officer Arrest and Leave Records
 - Monthly Activity Report
 - Police Overtime Report
 - Arrests, by Type of Offense
 - Tavern Complaints
 - Dispatch Reports
 - Parking Tickets
- City Administration Files
 - Annual Budgets
 - Police Officer Activity Files
 - Grant Applications
 - o Team Policing
 - o Revision to Team Policing
 - o Juvenile Officers

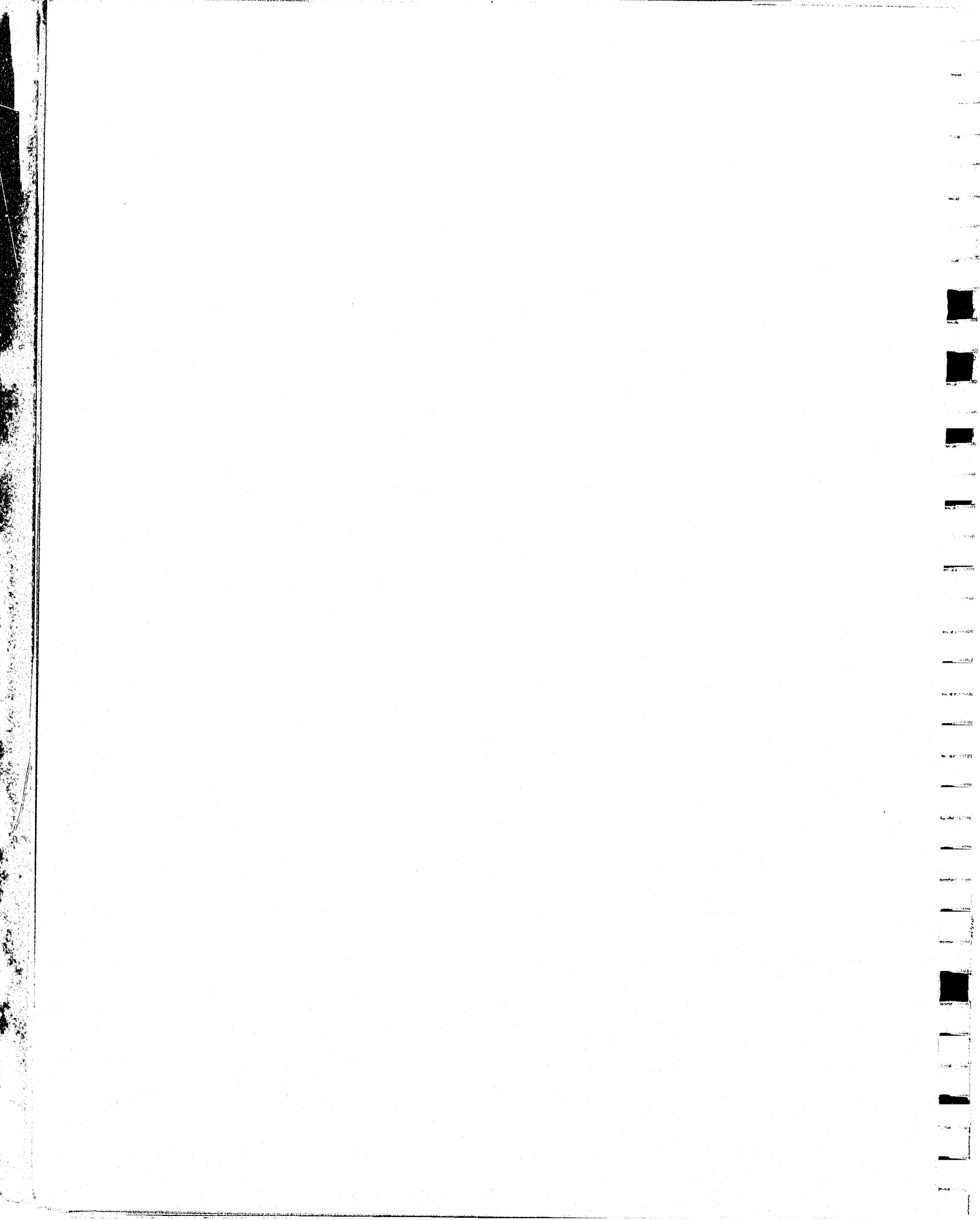


- Study Reports
 - Cost Effectiveness Analysis of KPD, 1970
 - KPD Report, City Administrator, 1975
 - County Jail Study, 1974
- Labor Contracts
 - Current Agreements
 - Proposed Agreements
 - Arbitration Judgments
- Wisconsin State Statutes
- Manual for Police and Fire Commissioners
- Wisconsin Law Enforcement: Basic Training Curriculum
- Wisconsin Crime Reports
- Police Standards: National Advisory Commission on Criminal Justice
- FBI Crime Reports
- U.S. Bureau of the Census Extracts, 1950-1980



INTRODUCTION (Cont'd)

- Several civilian employees of the Department
- Other municipal personnel including the City Personnel Director, the City Attorney, and representatives of the City Fire Department
- Representatives of a wide range of agencies and organizations which interact with the KPD, including:
 - o The Kenosha County Sheriff's Office
 - o The Kenosha County District Attorney's Office
 - o The Kenosha County Courts
 - o The Kenosha Fire Department
 - o The Kenosha Unified School District
 - o The Southeastern Regional Council, Wisconsin Council on Criminal Justice
 - o The Crime Information Bureau of the Wisconsin Department of Justice
 - o The Narcotics and Dangerous Drugs Bureau of the Wisconsin Department of Justice.
- Certain administrative data, such as personnel statistics, were compiled by the staff of the KPD and reviewed.
- A series of special studies of KPD budgetary support, workload and operational performance data was conducted.
 - Data sources such as those listed in Exhibit I-1 were used.
 - In addition, the consultants:
 - o Secured comparative activity and police budget data directly from other, comparable cities in Wisconsin and elsewhere
 - o Verified the accuracy of data utilized with the Wisconsin Crime Information Bureau



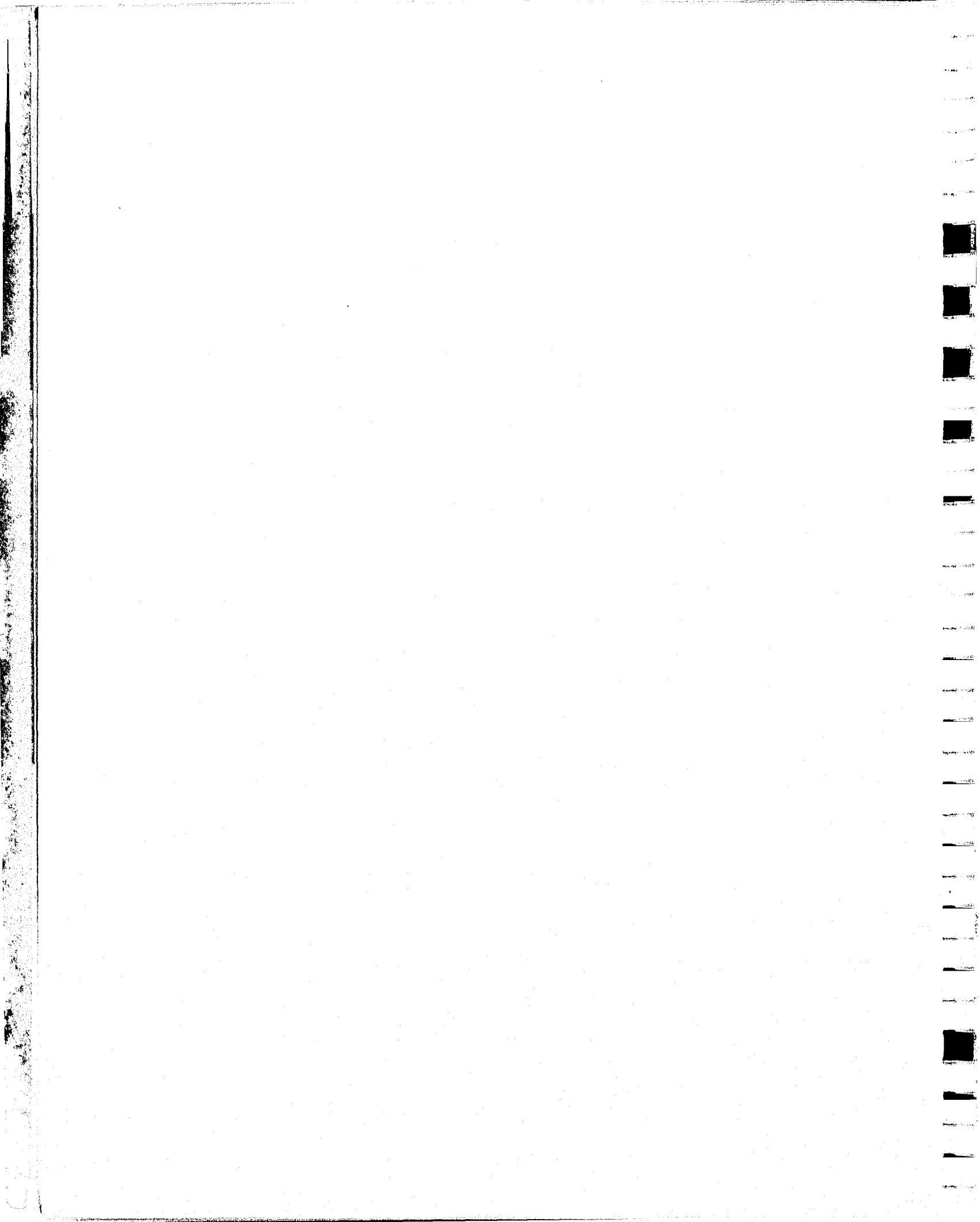
INTRODUCTION (Cont'd)

- o Rendered direct technical assistance to the KPD Records Section and the City's data processing center in the design of new systems to analyze data available in raw form within existing KPD files.
- Direct observation was made of day-to-day Police Department operations at headquarters and in the field, on all days of the week and all shifts of the day; and Department facilities and equipment were inspected.
- At the conclusion of this work, initial analysis was completed, conclusions were drawn, and overall recommendations for improvement formulated.
 - At that time, a general estimate of the first-year costs of implementing study recommendations was conveyed to the City, pursuant to the terms of the study proposal.
 - Because the Common Council then had under consideration two related matters of critical importance - the 1976 Police Department budget and final review of a major grant to implement the team-policing concept in Kenosha - it was requested that a special summary of overall study conclusions and recommendations be documented for Council review.
- Accordingly, an Executive Digest was prepared and conveyed to the Mayor and Council in early November, 1975.
 - At that time, this Digest was also presented to the Chief of Police, the City Administration, the officers and employees of the KPD, and the media.
- Following the presentation, this comprehensive study report and Plan of Action was developed.

ORGANIZATION OF THIS REPORT

- The remainder of this report is organized into five chapters:

II - Overview



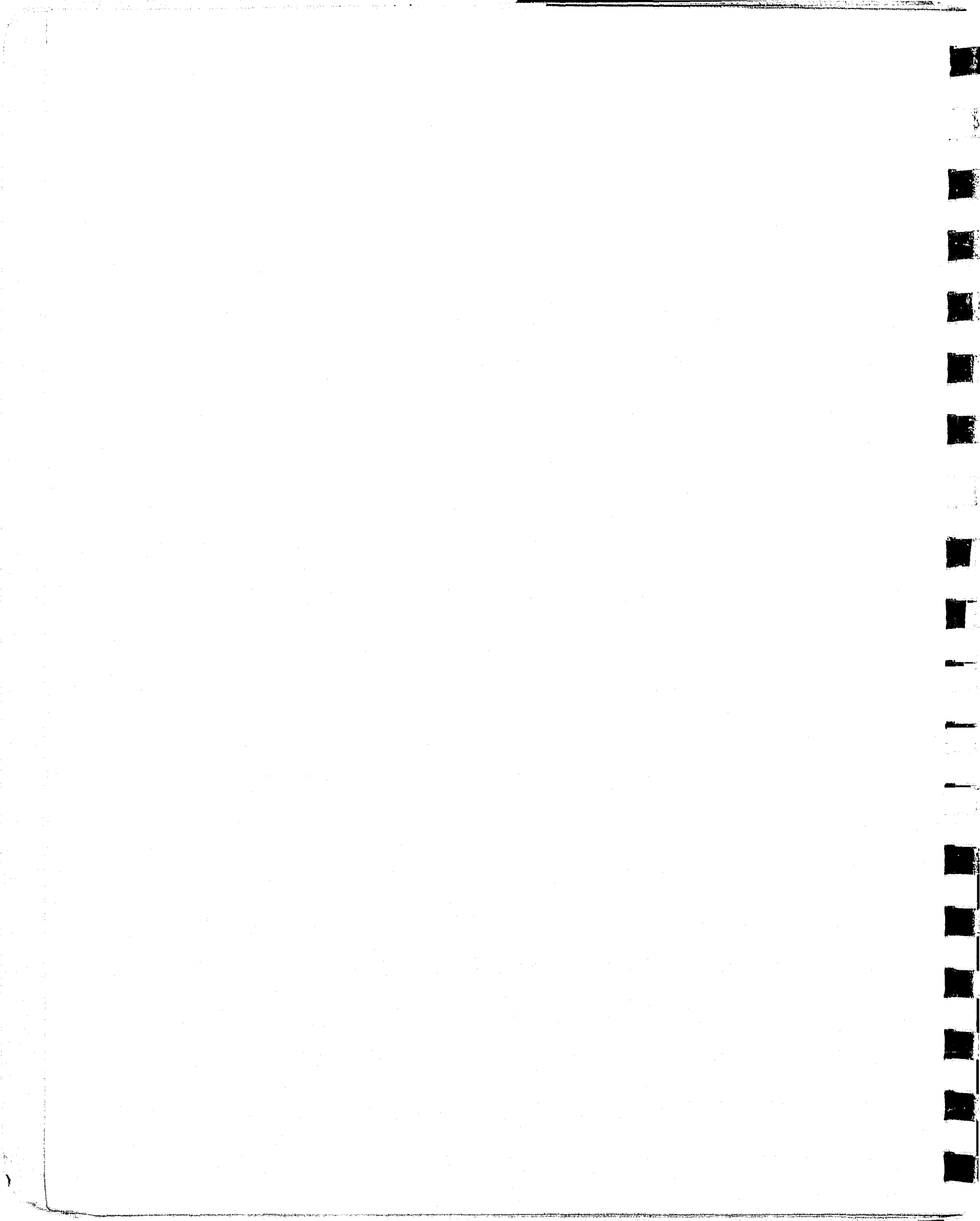
INTRODUCTION (Cont'd)

III - Background

IV - Observations

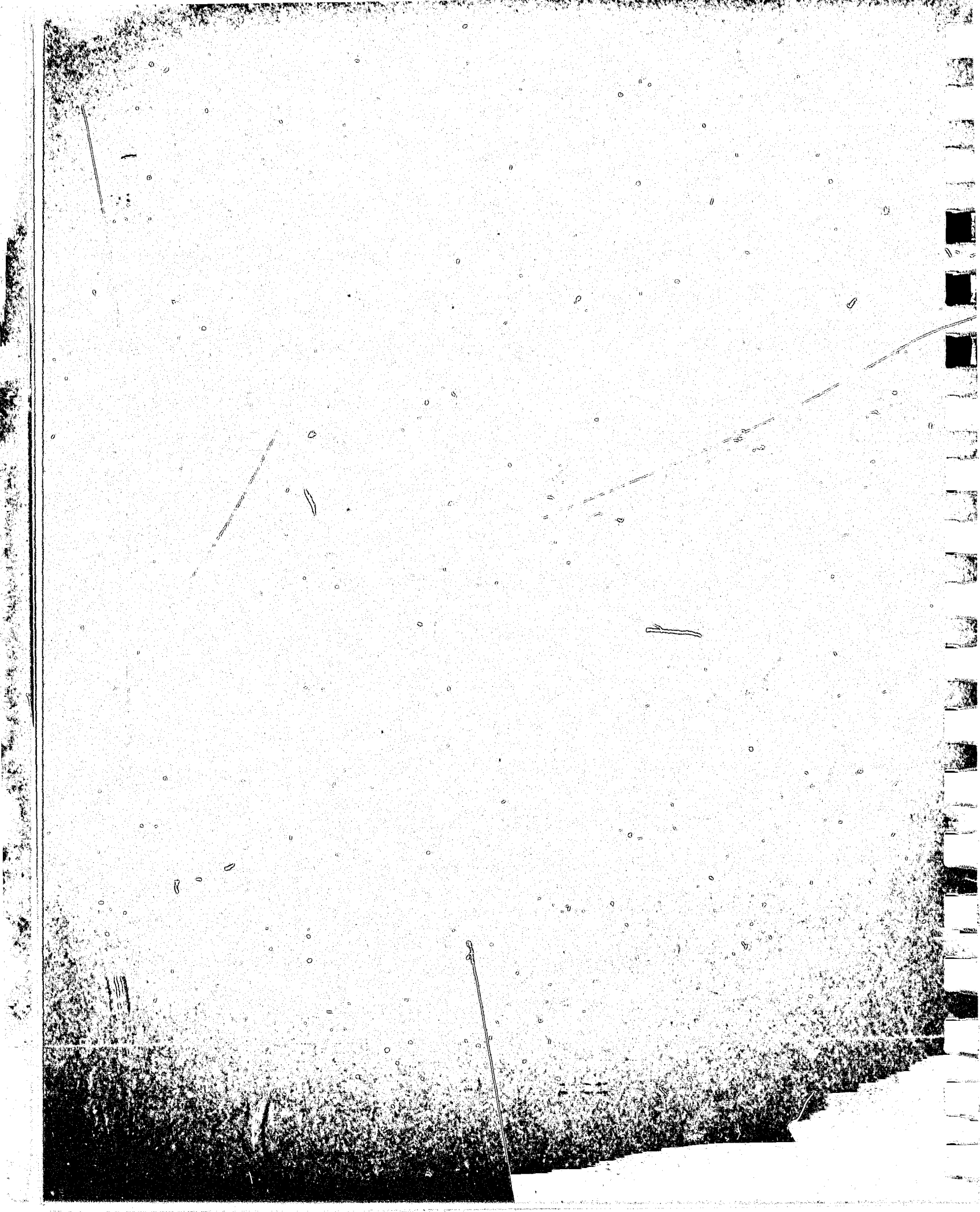
V - Recommendations

VI - Plan Of Action And Management Improvement Plan



II - OVERVIEW

- Strengths Of The
Kenosha Police Department
- Principal Observations
- Major Recommendations

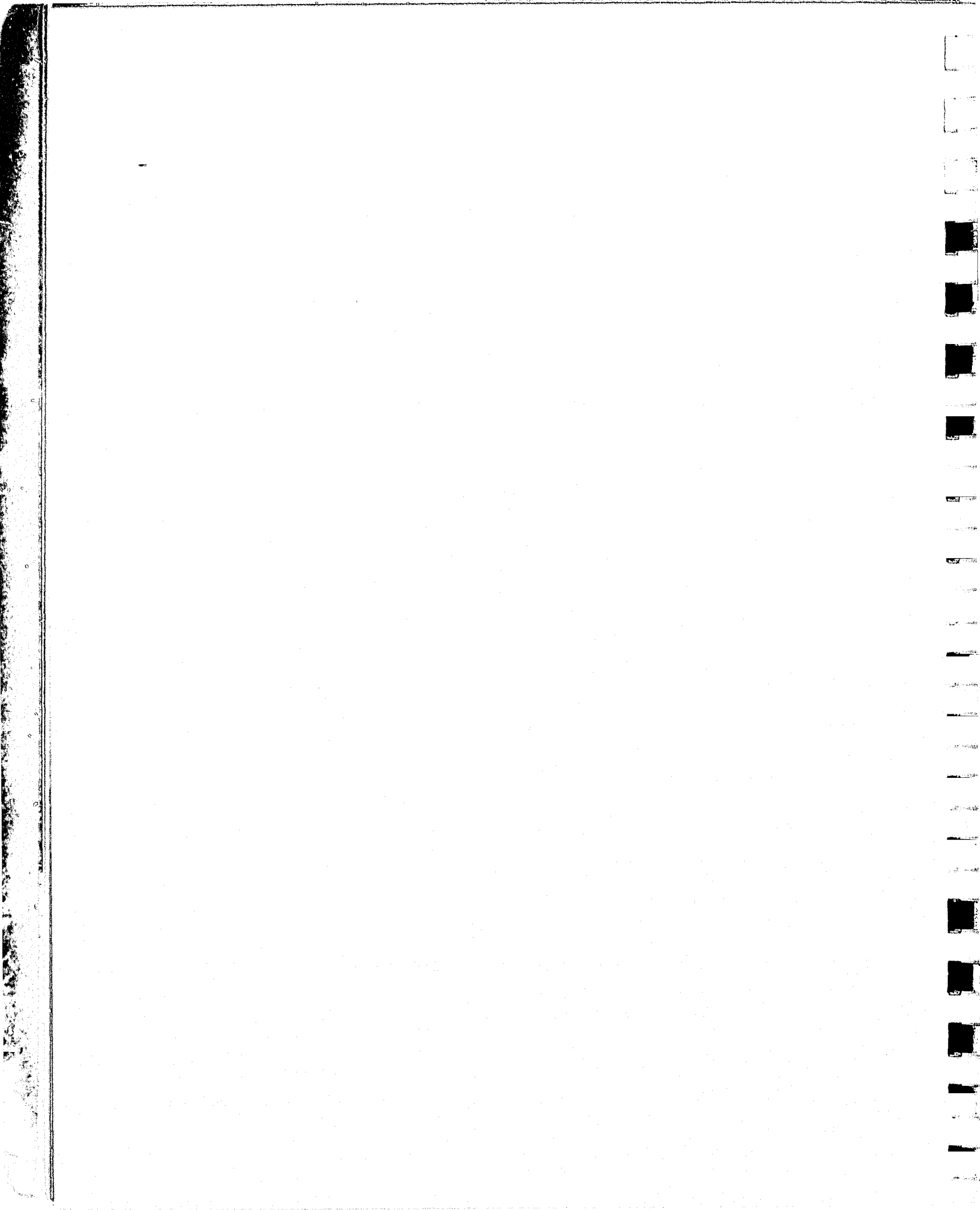


OVERVIEW

This chapter presents a brief overview of this report, summarizing its principal conclusions and recommendations, and noting the strengths of the Department.

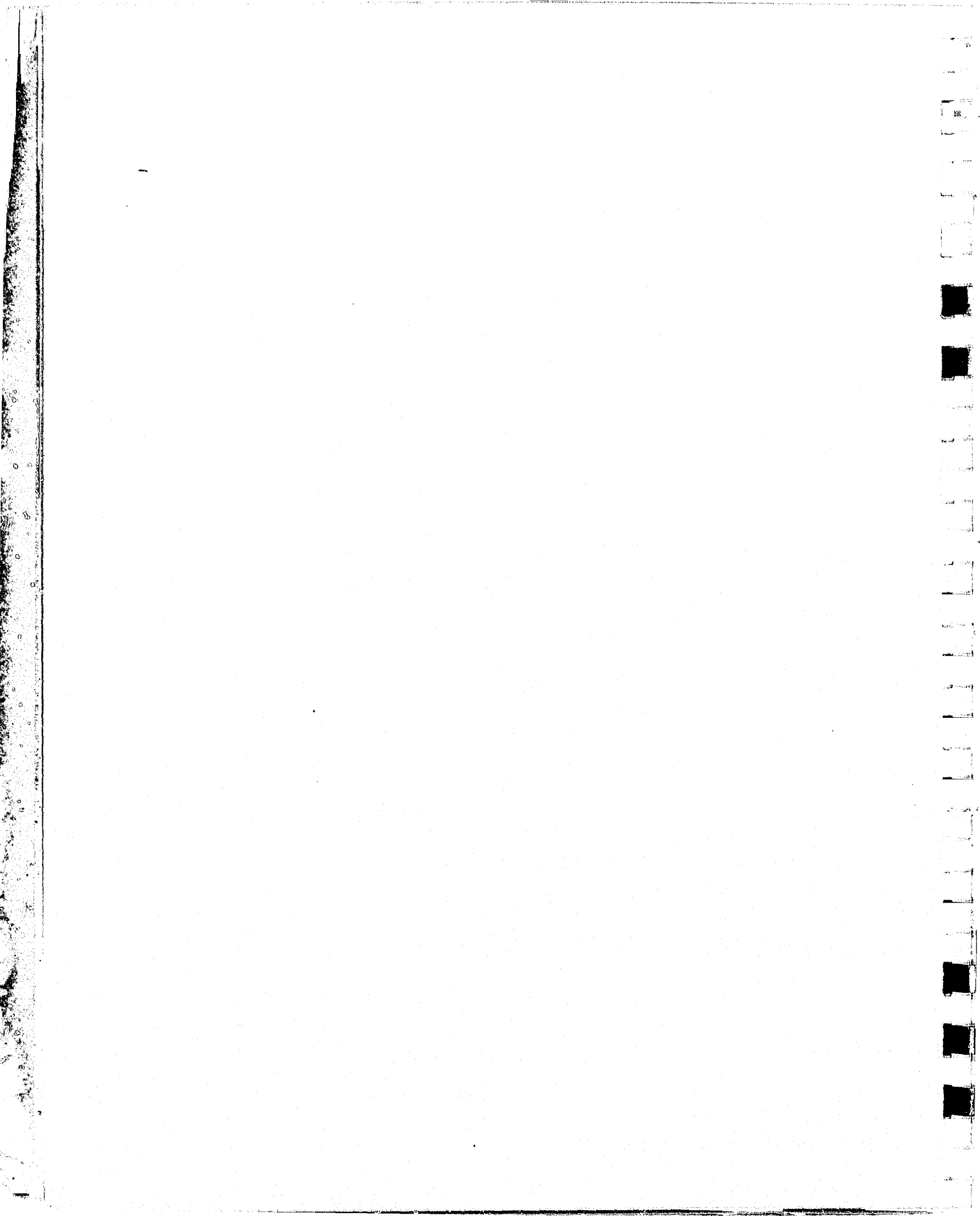
STRENGTHS OF THE KENOSHA POLICE DEPARTMENT

- Although this report is highly critical of the Department, the results of the study do indicate the existence of several strengths within the Kenosha police force.
- Despite generally low performance levels exhibited by the Department as a whole, the accomplishments of several elements of the Kenosha Police Department structure stand out, and offer strengths on which revitalization of the force can be based; for example:
 - The Inspector of Police has instituted a number of operational improvements and tightened discipline in those areas in which he has been given license to do so by direct orders from the Mayor
 - The Juvenile Bureau is a well-managed and highly productive component of the Department
 - The Records Section is highly efficient.
- Moreover, the Department has a number of dedicated and competent professional police officers, who express a high degree of frustration about the present state of affairs in the KPD, and give evidence of the capacity to provide exemplary police service to Kenosha if afforded the opportunity to do so.
 - Despite the existence of an atmosphere within the KPD not conducive to such behavior, many Kenosha officers have consistently displayed strong personal and professional discipline, as well as repeated dedication to the best interests of the citizens of the City.



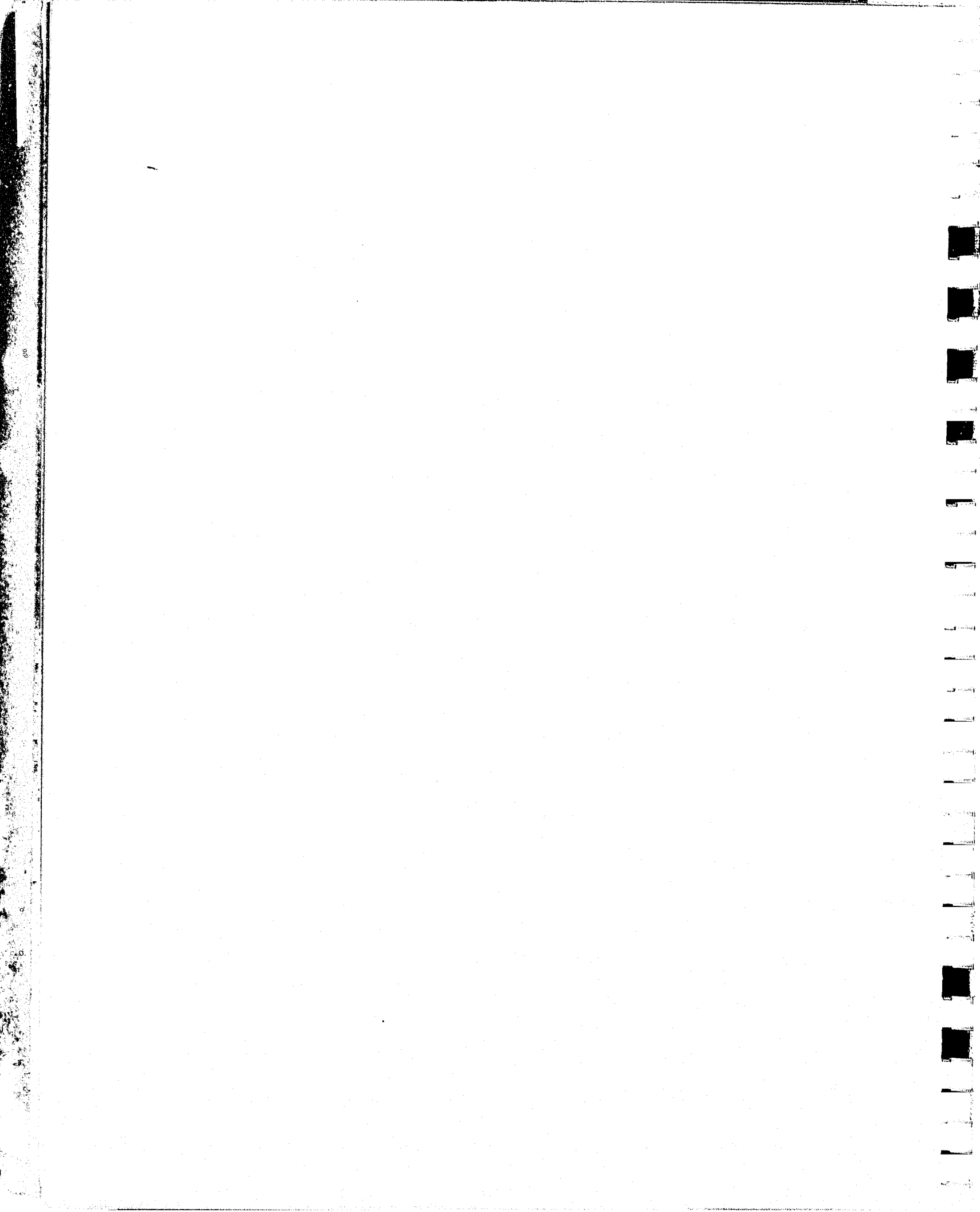
PRINCIPAL
OBSERVATIONS

- The deficiencies noted by this report principally concern a near breakdown in provisions for governance of the Department, poor operational performance, and a broad range of management and administrative weaknesses.
- Overall, the Kenosha Police Department is, at best, a poorly organized, poorly managed and relatively ineffective police organization, which makes poor use of the resources invested in it by the citizens and elected and appointed officials of the City.
- The Department's top leadership has sought, and in fact largely achieved, an undue degree of management autonomy, and an untoward degree of insulation from accountability to municipal officials for effective administration and sound performance of vital police functions.
 - City officials have been unduly hesitant to reestablish suitable municipal control, and have responded at times by depriving the Department of needed resources and equipment.
- Therefore, a schism has developed between the City administration and the Department in recent years that has adversely affected the Department's ability to meet the needs of the City.
 - There is every evidence that the actions of the Department's top management have widened rather than narrowed this schism.
- KPD performance levels - as measured in terms of response times when officers are summoned to aid citizens, and the solution rate of serious crime - compare most unfavorably with those exhibited by well-managed police forces elsewhere.
- The Department's leadership has continually attributed performance deficiencies to inadequate resource support by the City, especially shortages of sworn manpower.
 - As noted in this report, though, the Kenosha Police Department is only slightly undermanned.
 - It is, however, greatly undermanaged.



OVERVIEW (Cont'd)

- Examples of management and administrative weaknesses abound; among those identified in this report are:
 - A lack of focal points in the organization for coordination and supervision of key police functions
 - Extensive underutilization of sworn officers, many of whom are assigned to clerical or administrative tasks which can be performed more economically by civilian personnel, or which are duplicative
 - Failure of the Department to develop formal rules and regulations, though directed to do so by the City
 - Near breakdown, at times, of professional discipline and respect for the chain of command
 - Ineffectual provisions for internal communication
 - The virtual absence of effective field supervision of Kenosha police officers
 - Inefficient operations:
 - For example, in 1974 the patrol force spent only 36 per cent of its time patrolling, while 26 per cent of its time was devoted to "office duties"
 - Almost half the patrol force is currently assigned to special tasks, leaving few officers available for general service
 - Detectives almost always work in pairs, although one officer is usually sufficient for the majority of cases
 - Promotions appear to be based almost entirely on seniority, a particularly inappropriate criterion for executive selection
 - The Chief of Police does not effectively participate in labor negotiations, although their outcome has had a major impact on Department operations
 - There has been a scarcity of professional management training; an atmosphere exists within the Department which is even inimical to it

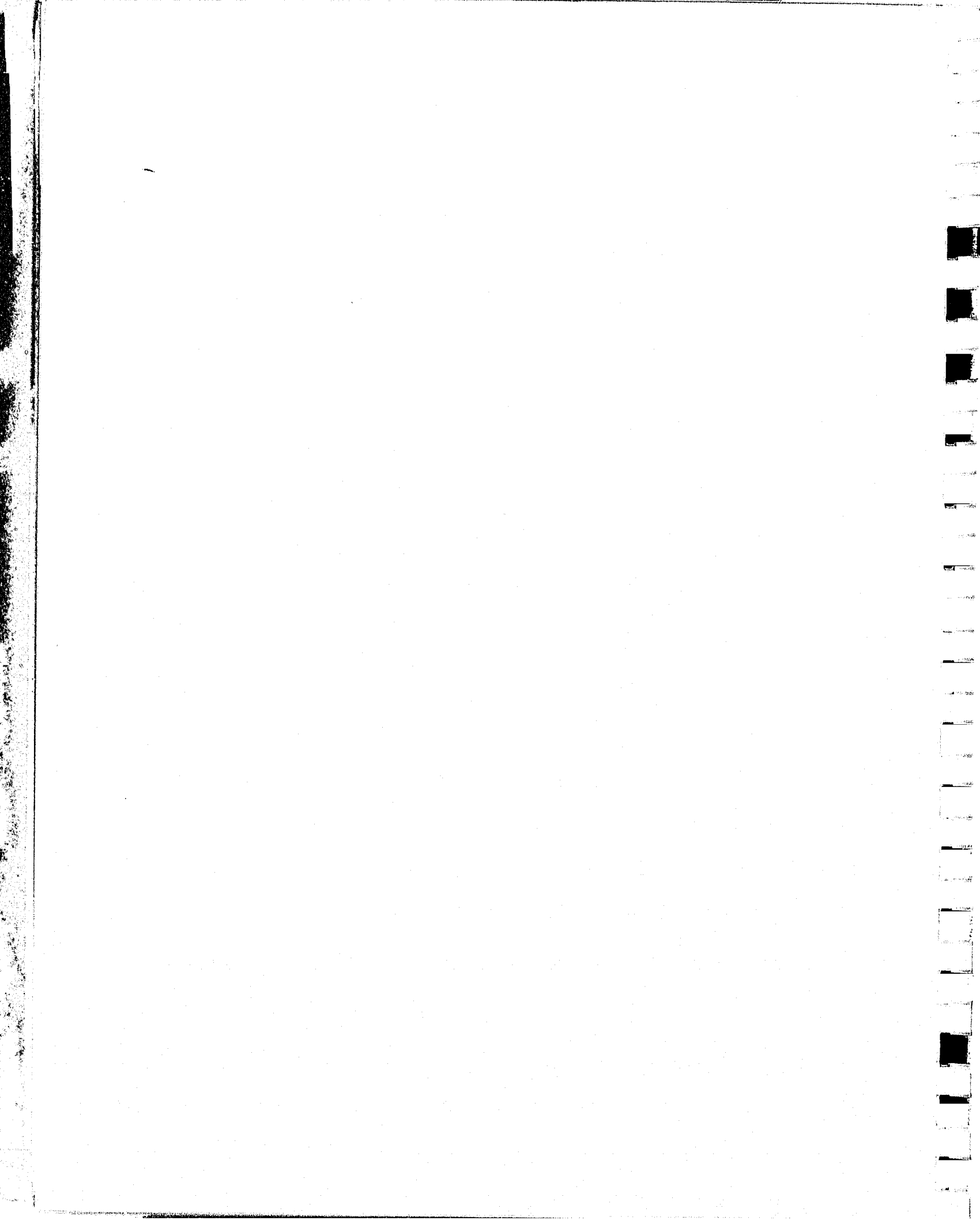


OVERVIEW (Cont'd)

- Provisions for control and custody of evidence in criminal cases are weak
- Virtually no plans have been developed to address these problems, beyond repeated requests for expansion of the Department, and formulation of a costly and inappropriate proposal to introduce "team policing" in Kenosha, principally to secure more manpower.
- While the causes of this situation are many and varied, their wide range and broad scope must of necessity be attributed largely to the Department's top management - the Chief of Police.
- Interviews with a broad range of City officials and members of the KPD indicated pronounced doubt that the Department's incumbent leadership could provide the stimulus and direction necessary to accomplish a sorely needed program of upgrading and revitalization of the police force.
- Such a plan of management improvement, to be successful, will require a fresh approach, as well as the application of advanced law enforcement leadership, management and training skills.
- Replacement of present leadership is therefore a necessary prerequisite to future betterment of police service in Kenosha.
- In the absence of such action, further investment of additional resources in the Department is likely to prove unwarranted.

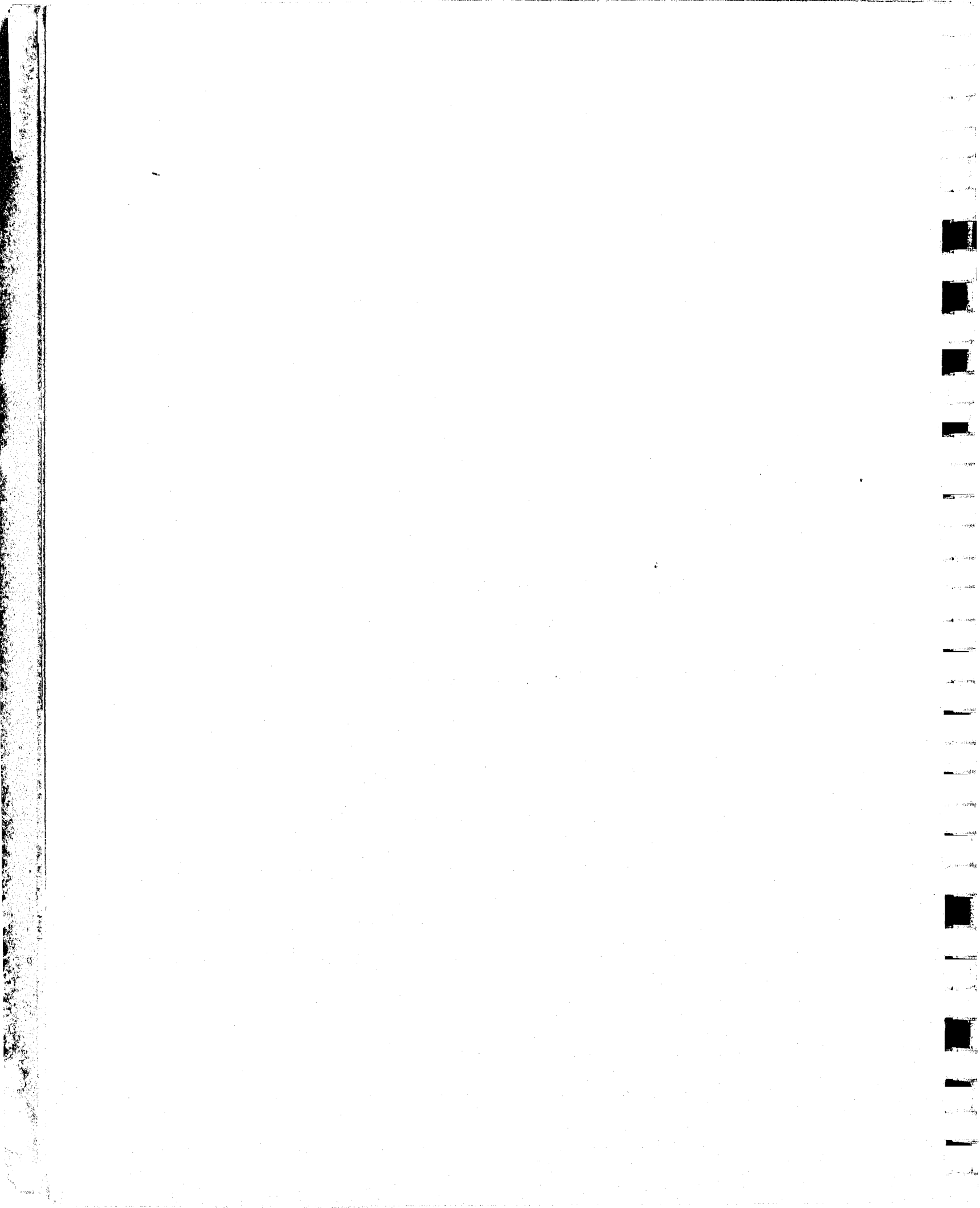
MAJOR RECOMMENDATIONS

- Provisions for municipal governance of the police force should be strengthened in a variety of ways.
- A new, professionally qualified Chief of Police should be recruited and appointed to lead the Kenosha Police Department in a period of extensive transition.
- Near-term priorities should be established to improve KPD response time and crime-solution performance, and systems should be established to monitor such performance.



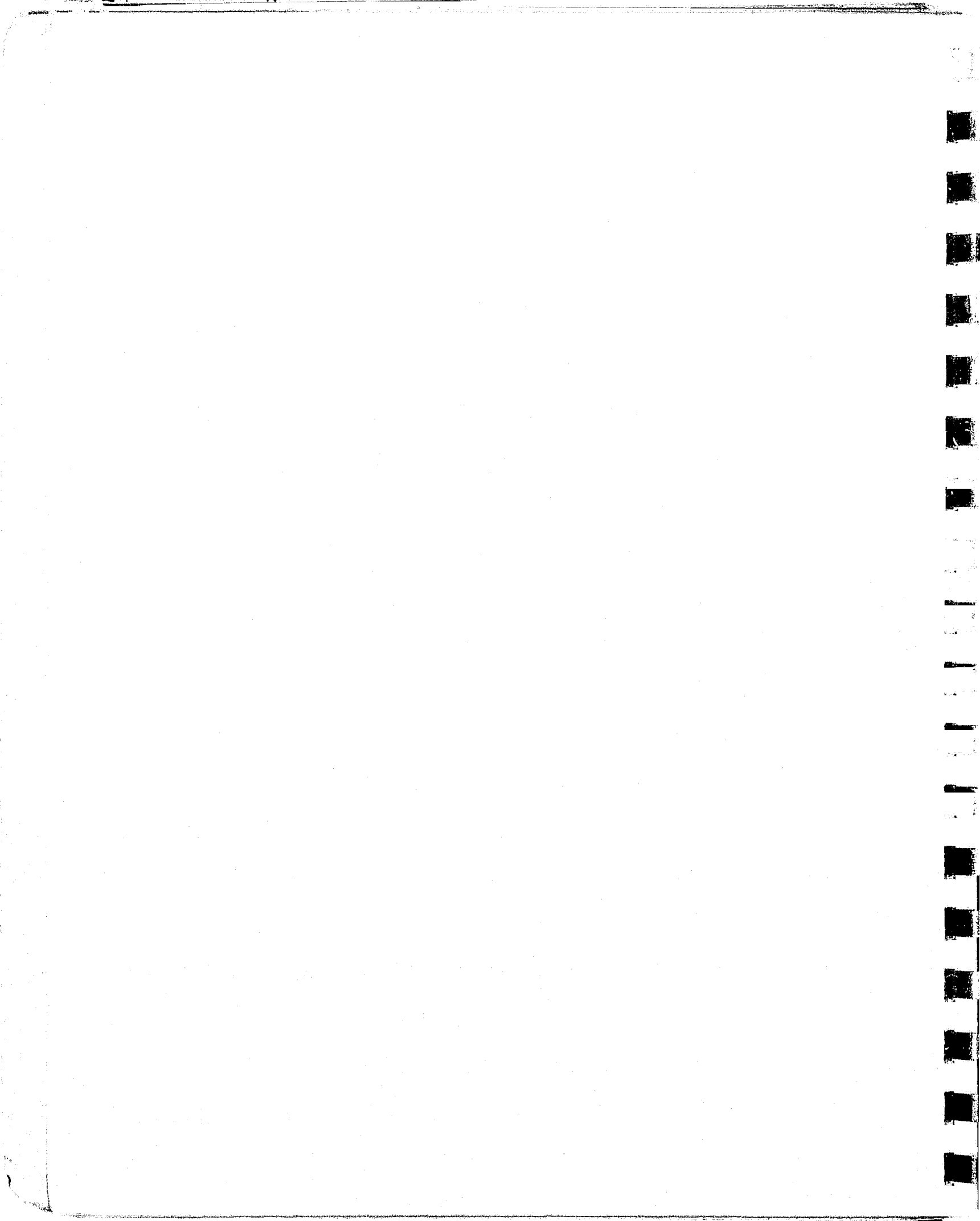
OVERVIEW (Cont'd)

- A wide range of management and administrative improvements should be implemented.
 - The Department's staff structure should be thoroughly reorganized.
 - Civilian personnel should replace sworn officers in a variety of tasks.
 - Field presence should be increased.
 - For example, the number of patrol units actually assigned to duty on the streets of the City should be increased by 17 per cent.
 - The patrol force should be despecialized.
 - Intensive field supervision should be provided at all times.
 - Numerous organizational and operational improvements should be instituted in the Detective Bureau.
 - The Department's motor vehicle fleet should be greatly expanded to provide cars for the greater number of officers that should be assigned to the field.
 - Formal rules, regulations and general orders should be issued to govern Department officers.
 - A climate of firm, fair, professional discipline should be restored.
 - The Chief of Police should participate actively in all related labor negotiations.
 - Management and professional training should be expanded and reemphasized.
 - A formal promotion system should be devised and set into place.
- The Department's overall staff strength should be increased from 175 to 183.
 - The number of civilian personnel should be increased from 24 to 43.



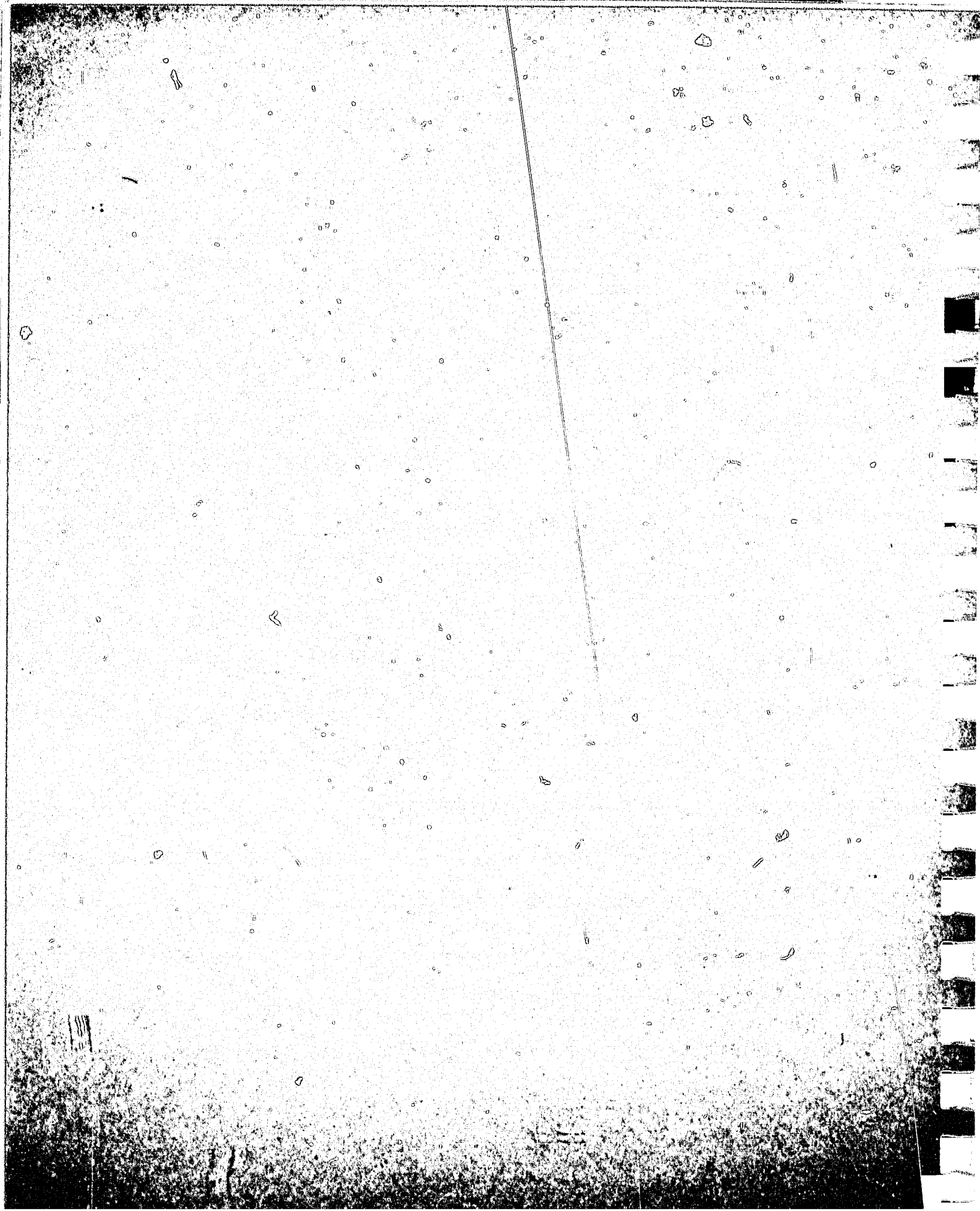
OVERVIEW (Cont'd)

- The number of sworn personnel should be reduced from 151 to 140.
 - To accomplish this without laying off personnel, the fact that police work is "a young person's business" should be recognized.
 - The City should therefore adopt a mandatory retirement age of 55 for police personnel, consistent with the enabling provisions of State law.
- Implementation of all recommendations in the report can be accomplished by an increase in the police budget of some \$107,000 - an amount substantially less than 5 per cent over current costs.



III - BACKGROUND

- Governance Of The Department
- Mission, Responsibilities
And Resources
- Organization And Staffing
- Deployment Strategy
And Operational Techniques
- Personnel Management
- Supportive, Administrative
And Logistical Services
- Pending Developments

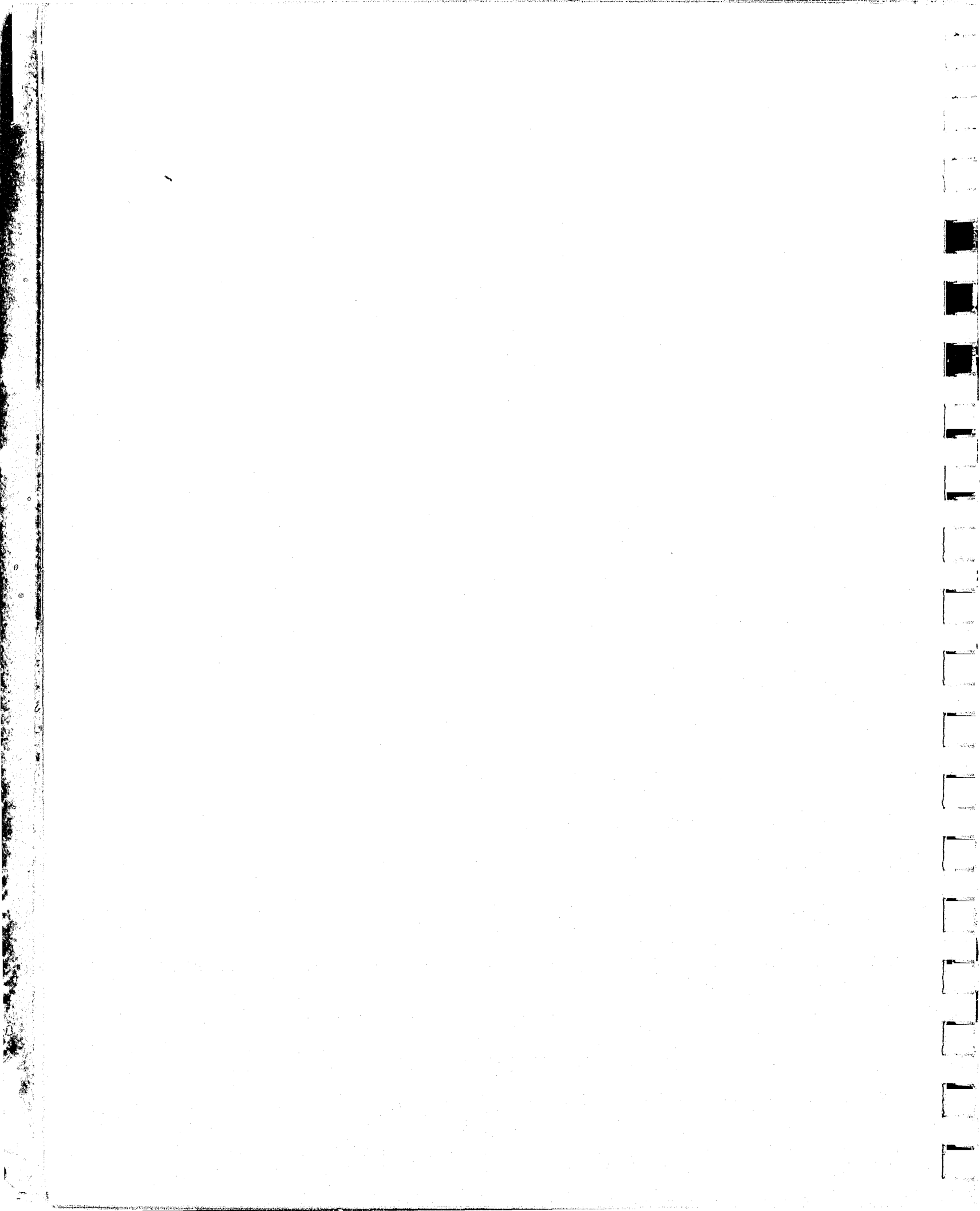


BACKGROUND

This chapter presents background information regarding the Kenosha Police Department - included are sections pertaining to the Police Department's governance, mission, responsibilities and resources; organization and staffing; deployment strategy and operational techniques; personnel management; and supportive, administrative and logistical services. Also included is a brief section describing two major developments regarding the KPD which were pending at the inception of the study.

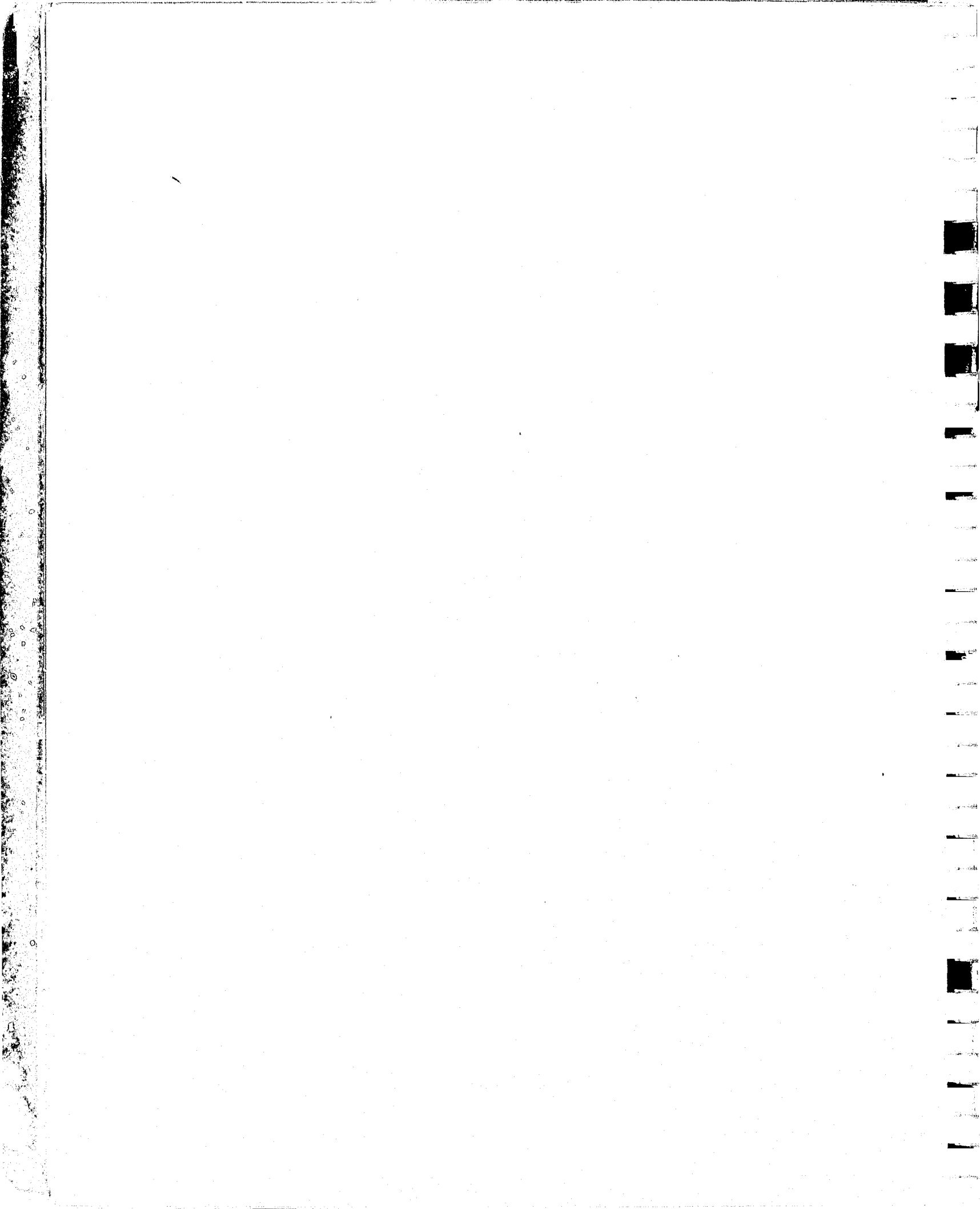
GOVERNANCE OF THE DEPARTMENT

- Governance of city police departments in the State of Wisconsin is prescribed by Wisconsin State Statute 62.13, which provides for the adoption of either of two basic forms of directorship (each including a Police and Fire Commission) by cities in the State.
- In the first form, the commission operates essentially as a civil service board, with authority as follows:
 - To conduct original entrance examinations for those seeking employment in the police and fire departments at the lowest ranks; and to prepare a list of eligibles from among the applicants successful in the examinations, including establishment of requirements for their eligibility to serve as auxiliary policemen or volunteer firemen
 - To conduct examinations for specialized or supervisory positions in the two departments when such positions cannot be filled to advantage by promotion, and to throw open such examinations to anyone in the community, the State, and the entire nation; as to the lowest ranks, actual appointments are made by the chief from an eligibles list of those who succeeded in the examinations
 - To approve or disapprove the appointments made by the chief
 - To appoint the chief of each department
 - To conduct hearings on discharge or disciplinary actions within the police and fire departments.



BACKGROUND (Cont'd)

- Under this form, the basic directorship of the department is vested in the mayor and city council; the statute specifically designates the mayor as "head of the police department."
- In the second form, the Commission has full responsibility and authority for governing the operations of the Department in addition to the authority listed above.
- The first form of directorship is automatically prescribed for all communities which have a population of 4,000 or larger, unless the community adopts the second form by referendum election.
 - Kenosha has not made that election.
 - Therefore, the Mayor is the designated statutory head of the Kenosha Police Department.
- The Statute further prescribes that, under this form of directorship, the Chief of Police is subject to the written orders of both the Mayor and the City Council.
 - Verbal orders are not discussed by the Statute; however, all instructions from the Mayor are presumed binding, since they may be followed in writing at his personal discretion.
- In the City of Kenosha, the City Administrator is responsible for the day-to-day operations of City agencies and departments.
 - A centralized budget system is in effect under the supervision of the Comptroller.
 - A centralized personnel system for all City employees is supervised by the City Personnel Officer
 - Labor agreements involving policemen are negotiated with the non-union Kenosha Professional Policemen's Association (KPPA) by the City staff.
 - KPD management does not participate in these negotiations.
 - Other City agencies affecting or associated with the Police Department include the Maintenance Department, Fire Department, and City Attorney.



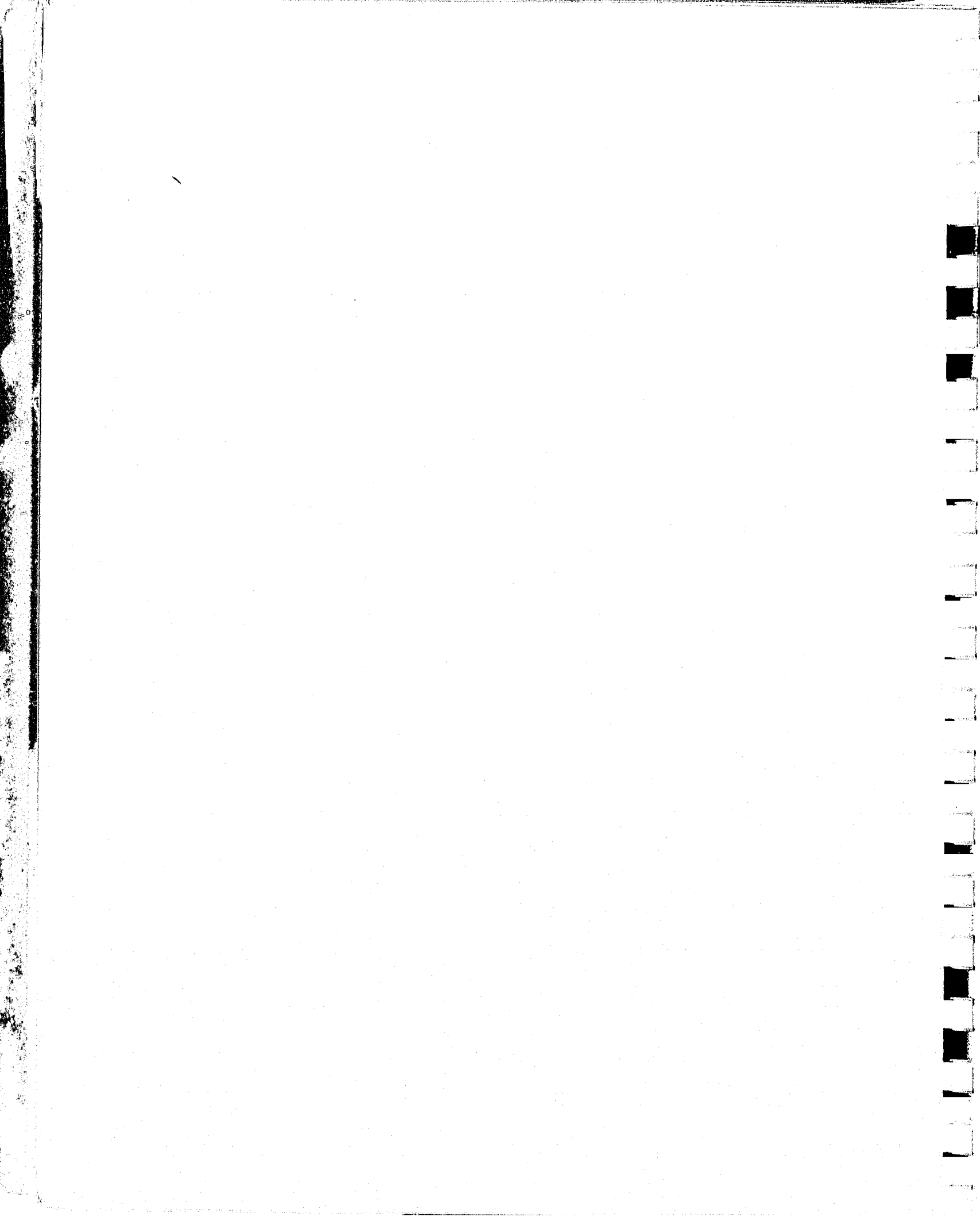
BACKGROUND (Cont'd)

- In the exercise of his duties, the City Manager and his staff frequently have occasion to communicate with the KPD on administrative matters pertaining to personnel actions, purchasing and contracting, technical schools and training sessions, federal grant applications and other supportive administrative matters.
 - On occasion, he also communications with the Department on operational matters of a minor nature.
 - Communication with the Police Department on major operational matters is limited to informational inquiries necessary in the preparation of recommendations for the Mayor.
- Overall, governance of the KPD involves the normal range of supervisory and administrative functions and complexities common to a community the size of Kenosha.

MISSION, RESPONSIBILITIES AND RESOURCES

General

- The basic mission of the Police Department, as a key unit of municipal government, is to furnish uniform, fair, and effective law enforcement to the public through performance of three major interrelated service functions, which are:
 - Public protection functions, including such activities as protective patrol, traffic enforcement, criminal investigation, and detection and apprehension of criminal offenders
 - Community service functions, including a wide array of police-related duties, such as care of the ill or injured, removal and disposition of abandoned automobiles, and location of missing persons
 - Long-term preventive functions, including such responsibilities as traffic-safety education, youth education, public and community relations, intelligence, and planning.

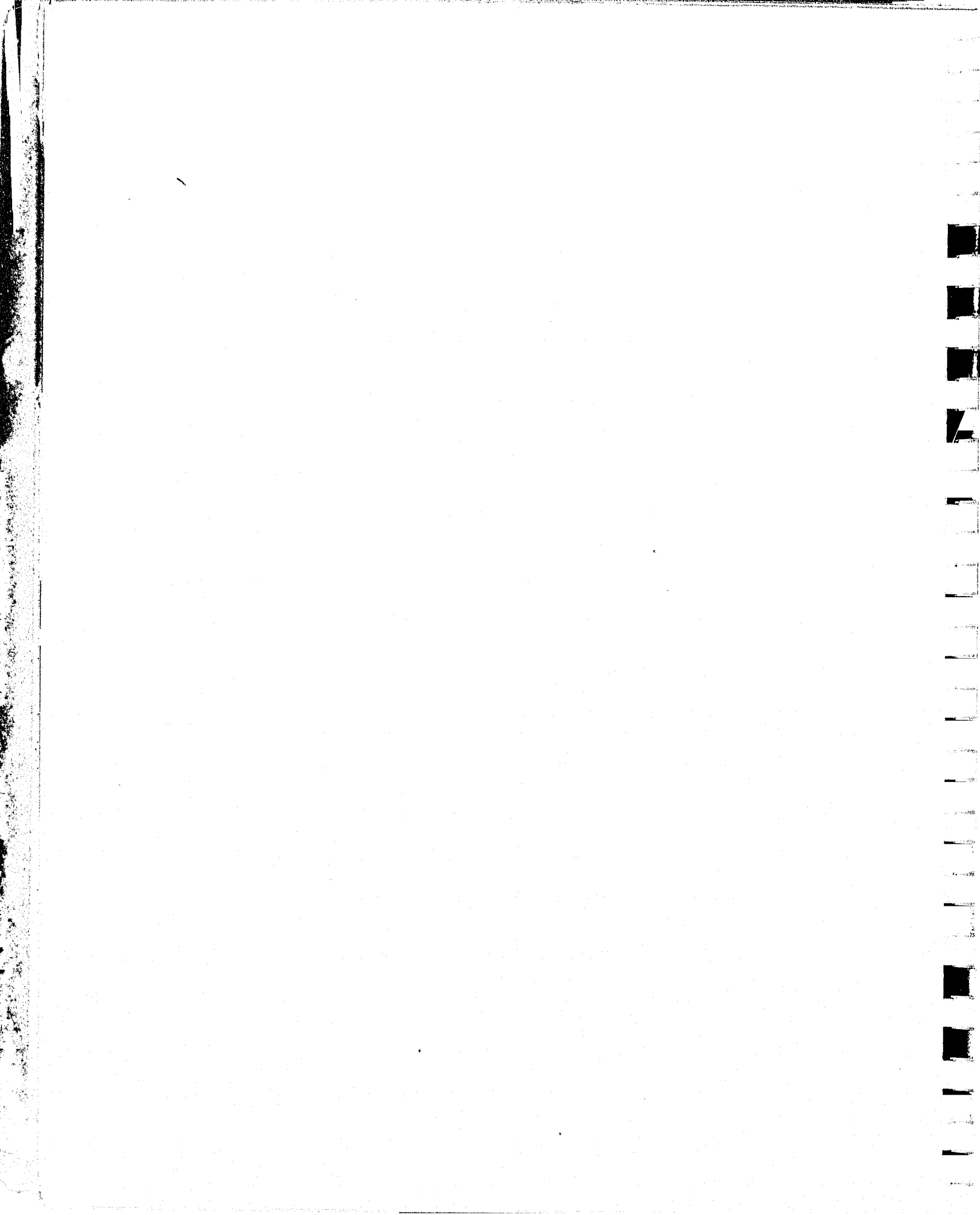


BACKGROUND (Cont'd)

- Standards of performance maintained, levels of service provided, and specific responsibilities assumed by the Police Department in each functional area are influenced by several critical factors, among which are:
 - The overall nature of the community
 - The expectations of the public for protective, community-oriented, and preventive police service; and public awareness of the needs for each
 - The scope of the criminal challenge and other indices of workload confronting the department
 - The financial and human resources furnished for support of police functions.
- The effect of each of these factors on the Kenosha Police Department is discussed below.

Community Characteristics

- Located approximately mid-way between Chicago and Milwaukee, adjacent to both State and Interstate highways between the two cities, Kenosha is the home of the major manufacturing plants of American Motors Corporation (AMC).
 - Though widely described as a "union town," it is not, in fact, controlled by either labor organizations or big business.
 - The Mayor and Common Council form of government represents all walks of life, and is responsible for direction of all City departments.
- The City is relatively self-contained, with a full range of industrial, commercial, and educational and cultural institutions.
 - It is, however, subject to significant influences occasioned by shifts in the economic prospects of AMC.



BACKGROUND (Cont'd)

- The City's population has been growing at an annual rate of 1.3 per cent, but the rate has been slowly declining.

The following table provides detailed population statistics:

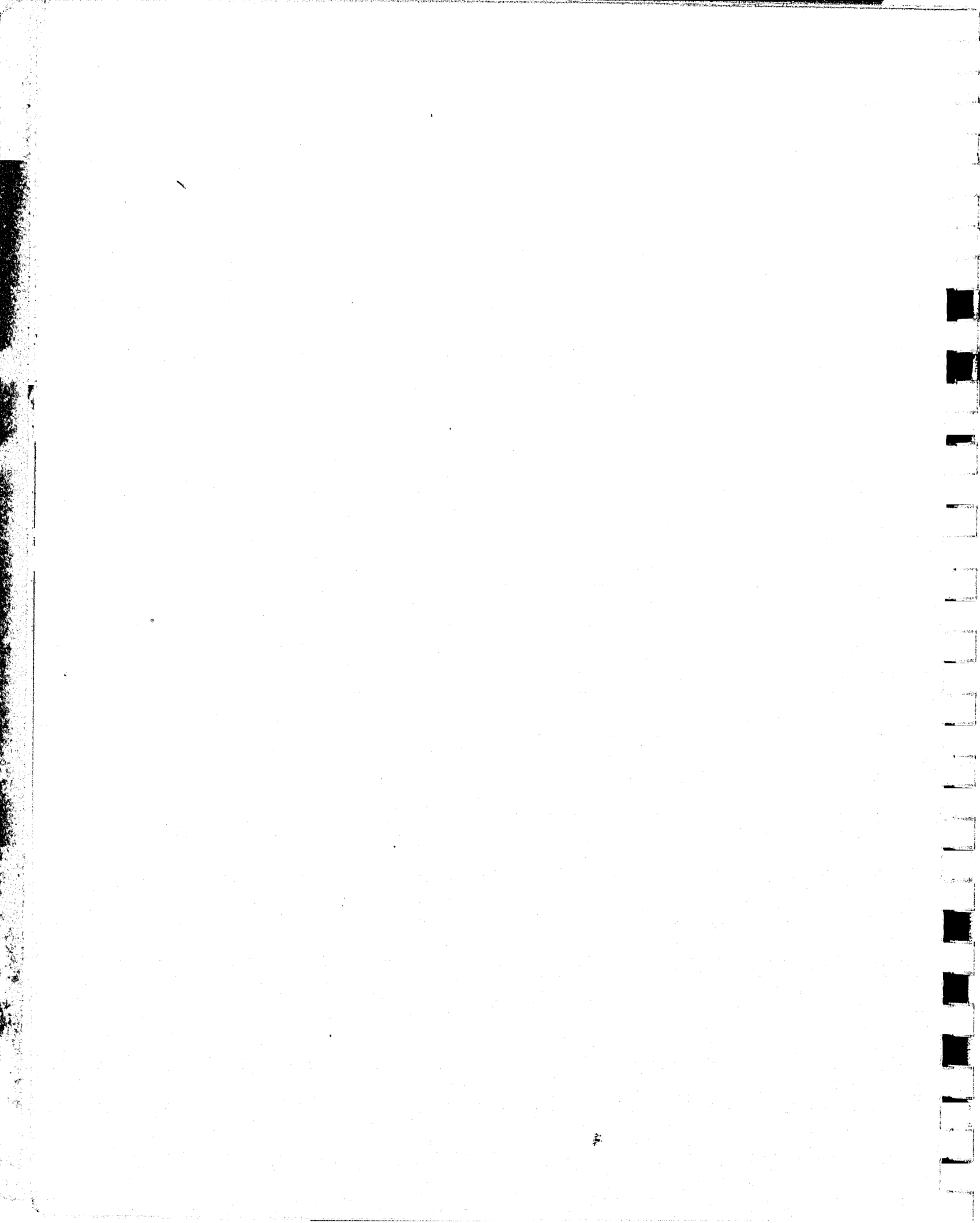
<u>Year</u>	<u>Total Population</u>	<u>Families</u>	<u>Spanish- Speaking</u>	<u>Black</u>	<u>Total Work Force</u>	<u>Students</u>
1970	78,053	19,732	1,453	1,933	31,933	24,450
1975 (a)	83,128	21,027	1,548	2,060	34,029	26,055

(a) Projected using established overall population increase percentage.

- The median education in Kenosha in 1970 was 11.9 years, as compared to the national median of 12.1 years.
- Unemployment in Kenosha currently runs at 5.9 per cent; however, this is subject to relatively large variations related to the operating level at AMC and supporting industries.
- These data and the results of interviews conducted during the study indicate relatively little ongoing change in the demographic characteristics of the community, although the black percentage of the total population has begun to increase.
- Furthermore, there are no major anticipated annexations, construction or private development projects which would materially impact on the need for police services in the next decade.

Public Expectations

- Background interviews with public officials and others in Kenosha indicate that the public expects a very broad range of services from the Police Department.
 - There is a widespread agreement that the primary responsibility of the Department is the immediate protection of life, limb and property through vigorous enforcement of the law.
 - As noted in the next chapter of this report, though, the Department currently engages in a wide variety of other public service tasks.

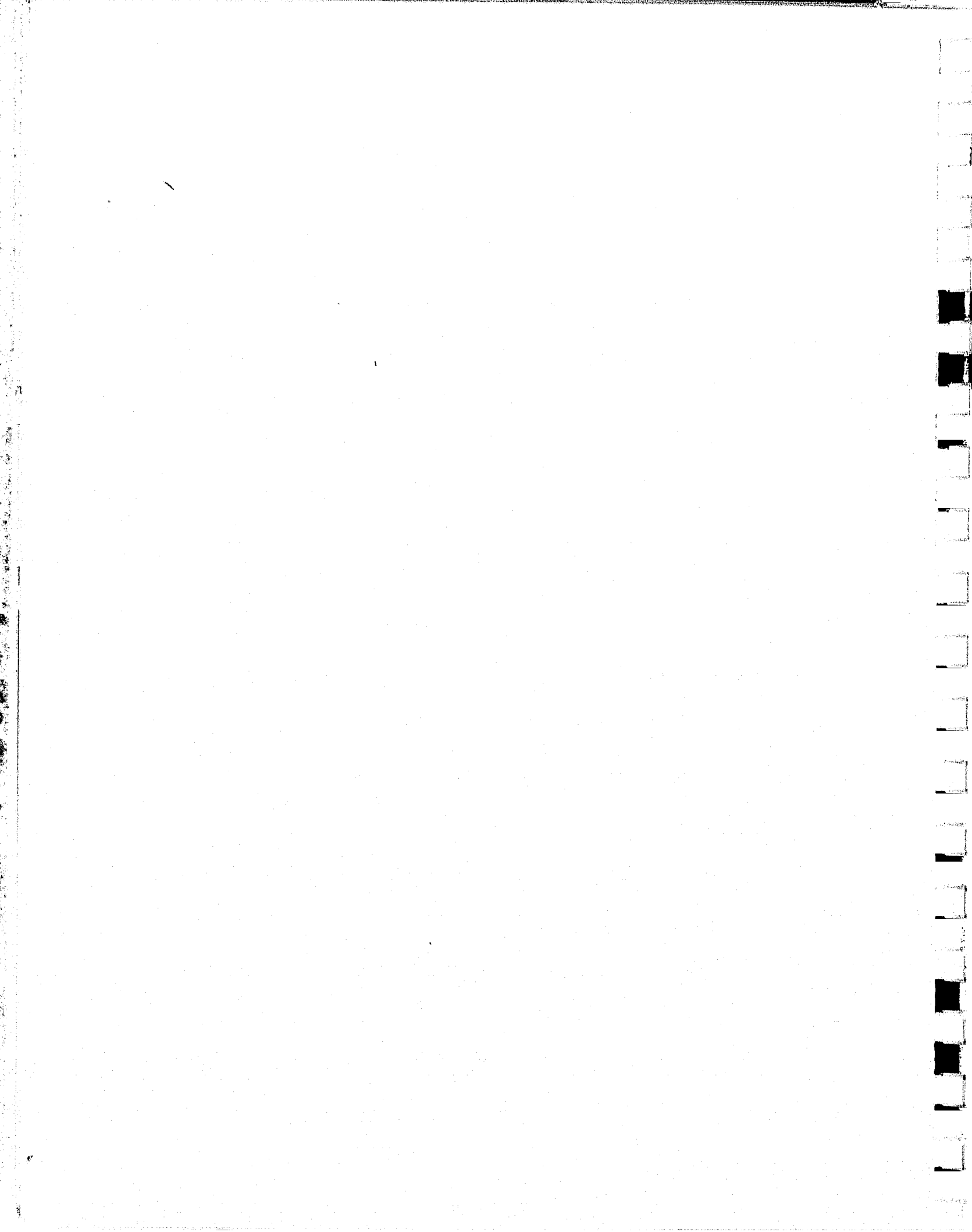


—BACKGROUND (Cont'd)—

- These interviews also reveal general concern regarding expanded criminal activity in the City, but very limited public knowledge of the exact dimensions of the threat to the community.
 - Records maintained by the Police Department and the Wisconsin Crime Information Bureau justify this concern, showing an increasing pattern of crime and workload for the Police Department.

Crime Rates And Trends

- Paralleling and, unfortunately, even exceeding national trends, the rate of serious crime reported in Kenosha has increased markedly in recent years.
- As indicated in Exhibit III-1, Part I crimes (homicide, forcible rape, robbery, aggravated assault, burglary, theft, and motor vehicle theft) have increased by some 263 per cent between 1970 and the rate evident early in 1975.
 - This depicts an alarming compound annual rate of increase of some 32.4 per cent.
 - It should be noted that a part of this increase is attributable to a change in reporting standards for thefts between 1972 and 1973.
 - o This change affected all police organizations, though - thus still permitting accurate comparisons.
- Exhibit III-2 compares the experience of Kenosha with comparable cities elsewhere in the nation, the State of Wisconsin, and the Kenosha Standard Metropolitan Statistical Area.
 - In interpreting the data in this exhibit, it should be noted that:
 - o Crimes against persons (such as homicide, forcible rape, and aggravated assault) are most often characterized as subject to impulses of the moment; trends in such crimes are, therefore, most closely related to community demographic characteristics, and largely beyond the control of the police.

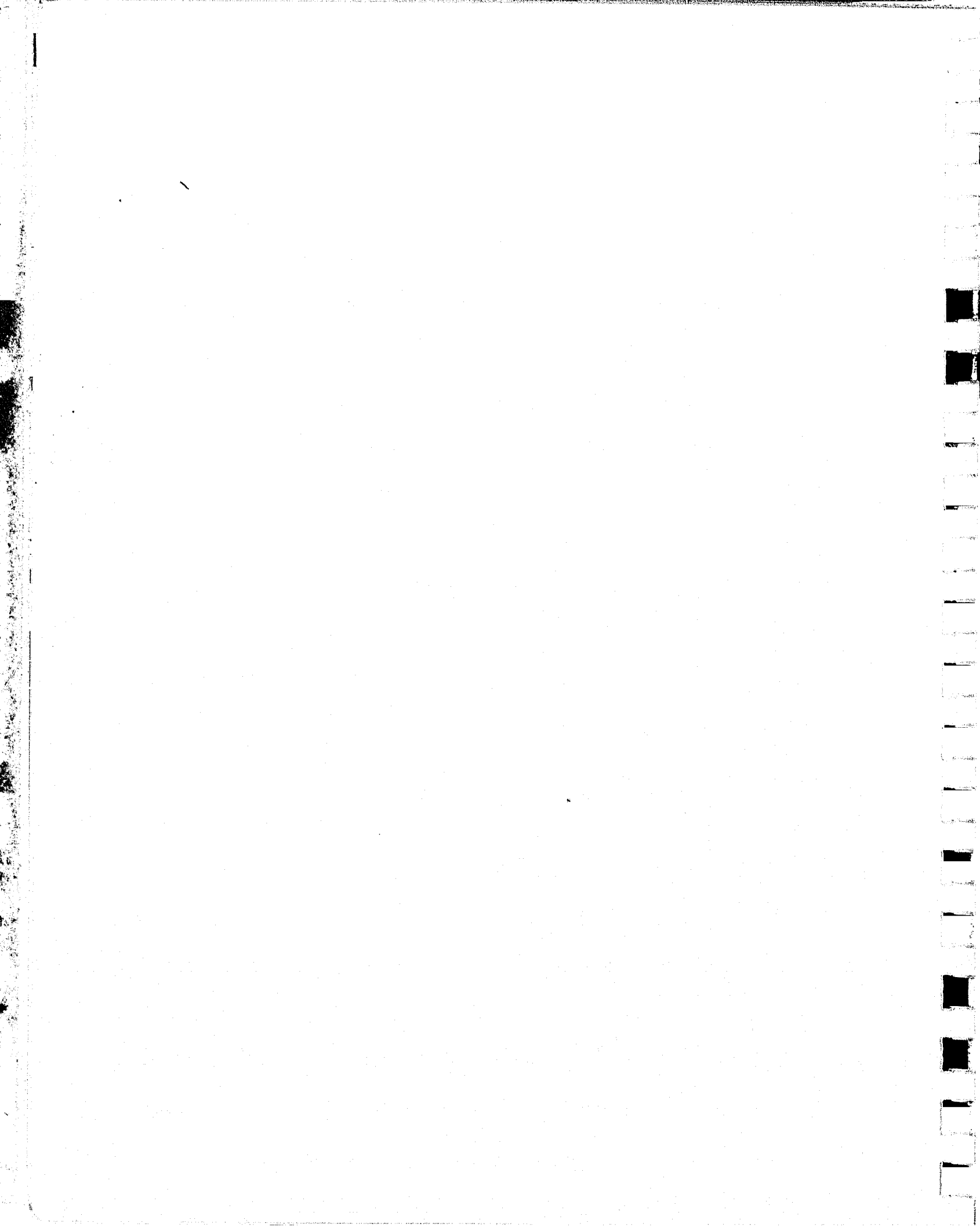


KENOSHA, WISCONSIN
POLICE DEPARTMENT

GROWTH IN REPORTED PART I FELONY CRIMES
1970 Through First Six Months Of 1975

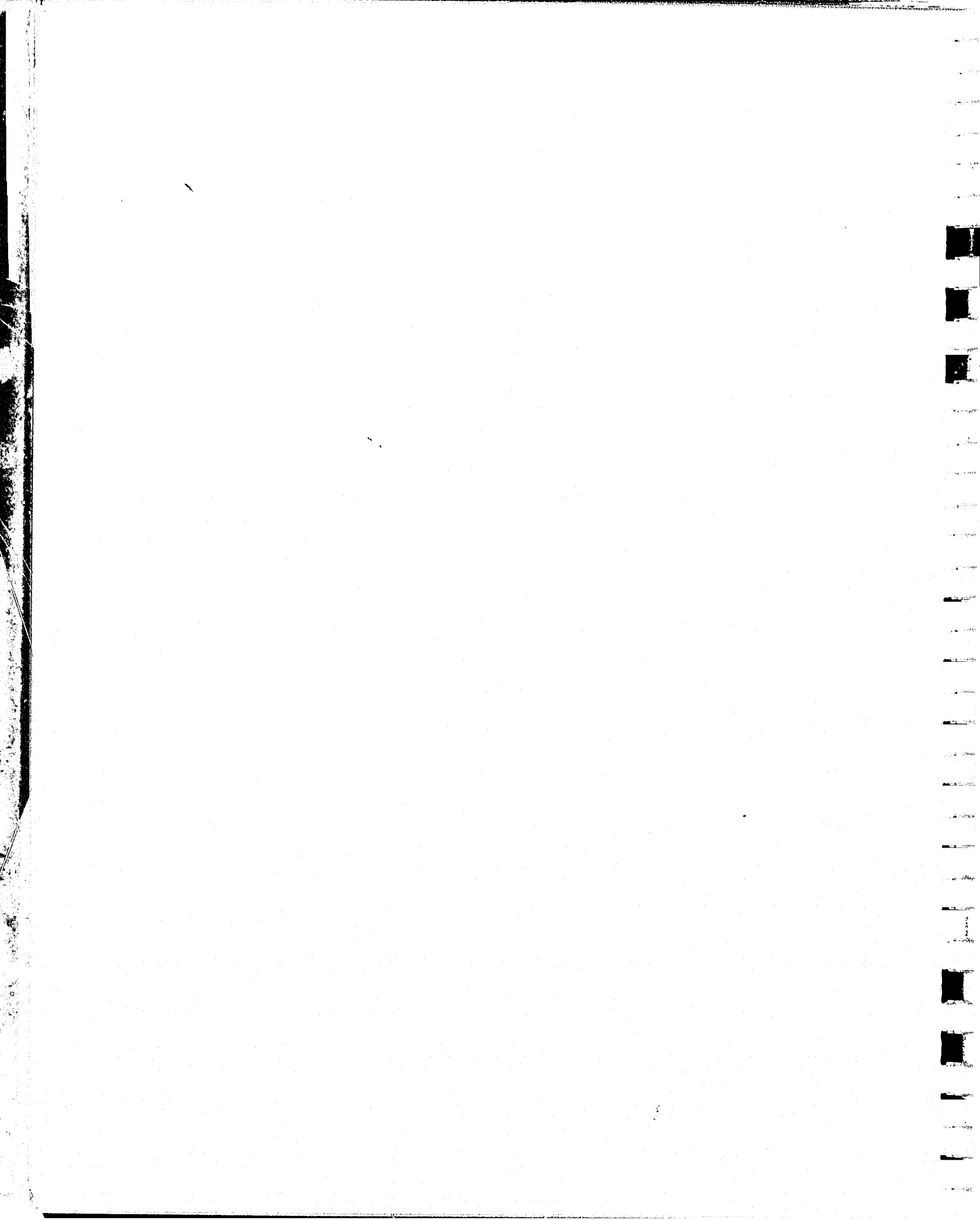
<u>Type Of Offense</u>	<u>Actual Reported Part I Felony Offenses</u>						<u>Per Cent Increase Since 1970 (a)</u>
	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	
Homicide	2	6	2	3	6	3	200.0%
Forcible Rape	2	15	13	7	7	7	600.0
Robbery	97	92	105	153	129	84	73.2
Aggravated Assault	47	111	39	61	65	32	36.2
Burglary	547	764	900	745	1,018	611	123.4
Larceny - Theft	664	782	1,145	2,803	3,542	1,893	470.2
Motor Vehicle Theft	<u>362</u>	<u>478</u>	<u>723</u>	<u>562</u>	<u>808</u>	<u>495</u>	173.5
Total	1,721	2,248	2,927	4,334	5,575	3,125	263.2%

(a) 1970 compared to 1975 at annual rate.



COMPARISON OF CRIME RATES PER 100,000 POPULATION
IN KENOSHA AND OTHER JURISDICTIONS
1970 Through 1974

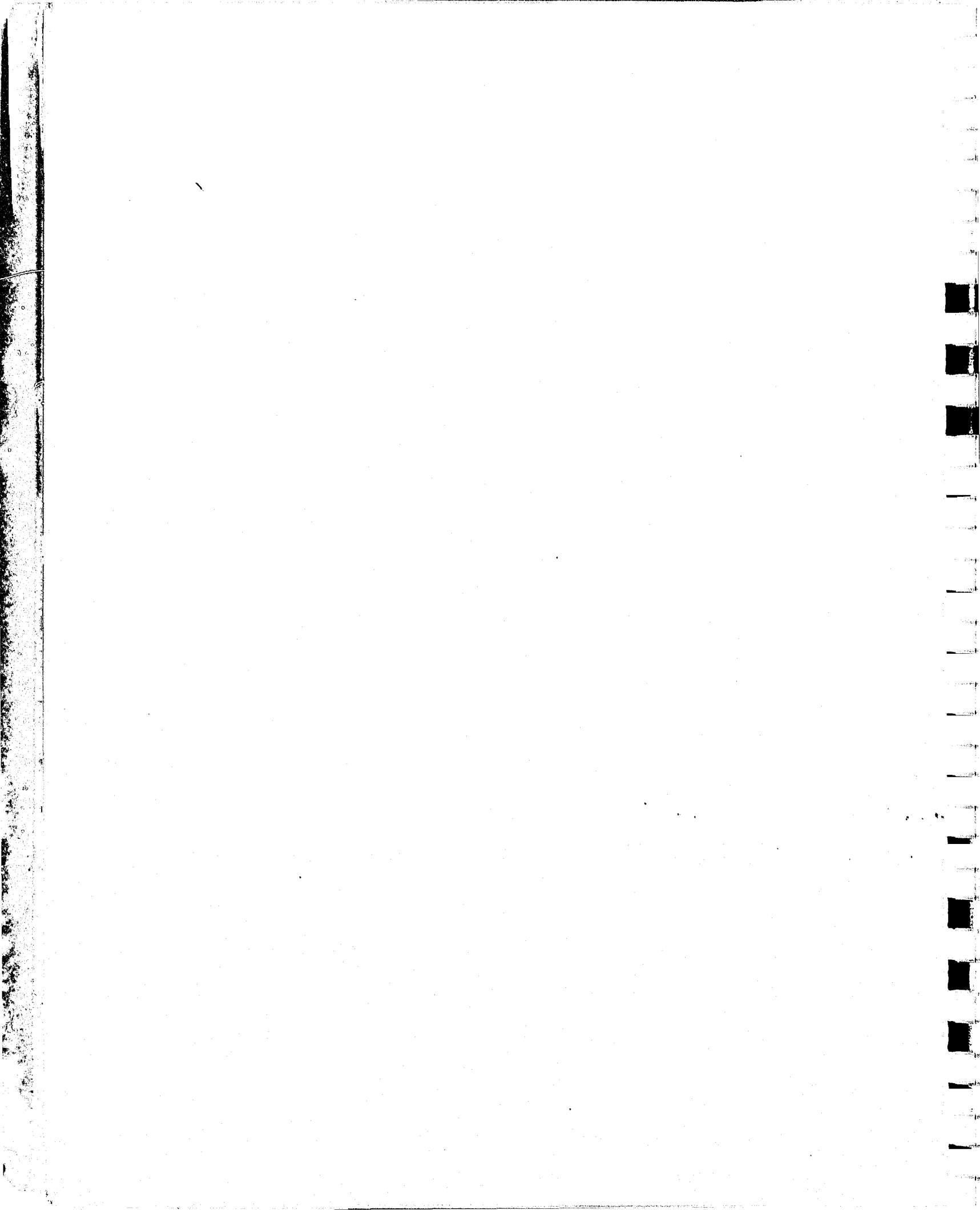
<u>Type Of Crime</u>	<u>All U.S. Cities (a)</u>	<u>U. S. Cities Of 50,000 To 100,000 (b)</u>	<u>State Of Wisconsin</u>	<u>Kenosha County SMSA (c)</u>	<u>City Of Kenosha</u>
<u>A - 1970</u>					
Homicide	13.0	8.4	2.0	1.7	2.5
Forcible Rape	22.4	15.3	6.7	5.1	2.5
Robbery	264.4	110.2	33.1	91.6	123.1
Aggravated Assault	205.1	142.8	44.0	71.2	59.6
Burglary	1,348.4	1,114.5	538.5	865.9	684.1
Larceny-Theft (d)	1,091.6	1,094.0	672.5	930.3	842.6
Auto Theft	647.6	477.0	217.6	378.2	459.4
Violent Crime (e)	501.2	273.5	85.8	169.6	187.8
Property Crime (f)	3,087.6	2,685.5	1,428.6	2,124.4	1,986.1
Total Crime Index (g)	3,588.8	2,959.0	1,514.4	2,344.0	2,183.9
<u>B - 1971</u>					
Homicide	13.9	8.8	2.8	6.7	7.5
Forcible Rape	25.1	16.9	7.6	22.6	18.8
Robbery	284.1	126.1	31.5	94.6	115.2
Aggravated Assault	219.7	150.8	46.4	123.0	139.0
Burglary	1,432.2	1,243.2	629.4	1,158.0	956.9
Larceny-Theft (d)	1,127.6	1,180.3	793.3	1,008.7	979.5
Auto Theft	643.6	499.4	240.6	483.8	598.7
Vio					
Violent Crime (e)	538.6	299.8	88.4	246.9	280.6
Property Crime (f)	3,203.5	2,922.9	1,663.3	2,648.5	2,535.1
Total Crime Index (g)	3,742.1	3,222.7	1,751.7	2,895.4	2,815.7
<u>C - 1972</u>					
Homicide	14.3	9.3	2.8	2.5	2.5
Forcible Rape	27.3	19.4	8.3	19.0	16.1
Robbery	271.7	131.8	36.7	114.9	130.0
Aggravated Assault	228.7	165.1	48.6	79.3	48.3
Burglary	1,389.9	1,252.8	638.5	1,189.9	1,114.3
Larceny-Theft (d)	1,082.0	1,162.9	815.4	1,312.2	1,417.7
Auto Theft	593.9	480.4	232.7	706.5	895.2
Violent Crime (e)	538.3	322.5	96.4	215.7	196.9
Property Crime (f)	3,065.8	2,896.2	1,686.7	3,208.6	3,427.1
Total Crime Index (g)	3,604.1	3,218.6	1,783.1	3,424.3	3,624.0
<u>D - 1973</u>					
Homicide	14.5	9.2	2.6	3.2	3.7
Forcible Rape	29.7	22.8	10.8	17.0	8.6
Robbery	270.2	145.2	48.7	150.2	188.9
Aggravated Assault	241.4	197.2	53.3	84.4	75.3
Burglary	1,457.1	1,342.4	710.6	1,014.5	919.6
Larceny-Theft (d)	2,598.1	2,797.6	2,122.0	3,086.7	3,459.9
Auto Theft	597.3	495.9	228.9	547.0	693.7
Violent Crime (e)	552.4	371.5	115.4	254.9	276.5
Property Crime (f)	4,652.5	4,653.9	3,061.4	4,648.2	5,073.2
Total Crime Index (g)	5,204.9	5,007.2	3,176.9	4,903.1	5,348.7



Type Of Crime	All U.S. Cities (a)	U.S. Cities Of 50,000 To 100,000 (b)	State Of Wisconsin	Kenosha County SMSA (c)	City Of Kenosha
<u>E - 1974</u>					
Homicide	14.7	9.3	3.0	8.0	7.3
Forcible Rape	31.5	23.1	11.3	12.0	8.5
Robbery	303.3	167.6	66.3	130.7	156.4
Aggravated Assault	256.7	208.4	59.9	113.2	78.8
Burglary	1,680.1	1,568.3	836.9	1,283.2	1,234.3
Larceny-Theft (d)	3,074.9	3,255.6	2,417.8	3,902.1	4,294.5
Auto Theft	607.7	517.7	246.1	776.3	979.7
Violent Crime (e)	602.9	405.8	140.4	263.8	251.0
Property Crime (f)	5,362.6	5,341.6	3,500.7	5,961.5	6,508.5
Total Crime Index (g)	5,965.5	5,747.4	3,641.1	6,225.3	6,759.5

- (a) 5,868 reporting cities in the United States with a combined population of 130,096,000 in 1974.
 (b) 254 cities in a population range between 50,000 and 100,000, with a total population of 17,771,000 in 1974.
 (c) The Standard Metropolitan Statistical Area consists of Kenosha County, with a population of 123,164.
 (d) Larceny-theft includes larceny of \$50 and over for 1970 through 1972 and total larceny for 1973 and 1974.
 (e) Violent crime consists of murder, forcible rape, robbery, and aggravated assault.
 (f) Property crime consists of burglary, total larceny-theft and auto theft for 1973 and 1974; and burglary, larceny-theft of over \$50, and auto theft for 1970 to 1972.
 (g) The crime index is the sum of reported property crime plus violent crime plus manslaughter by negligence.

Sources: Federal Bureau of Investigation Uniform Crime Reports, and Wisconsin Uniform Crime Reports.



BACKGROUND (Cont'd)

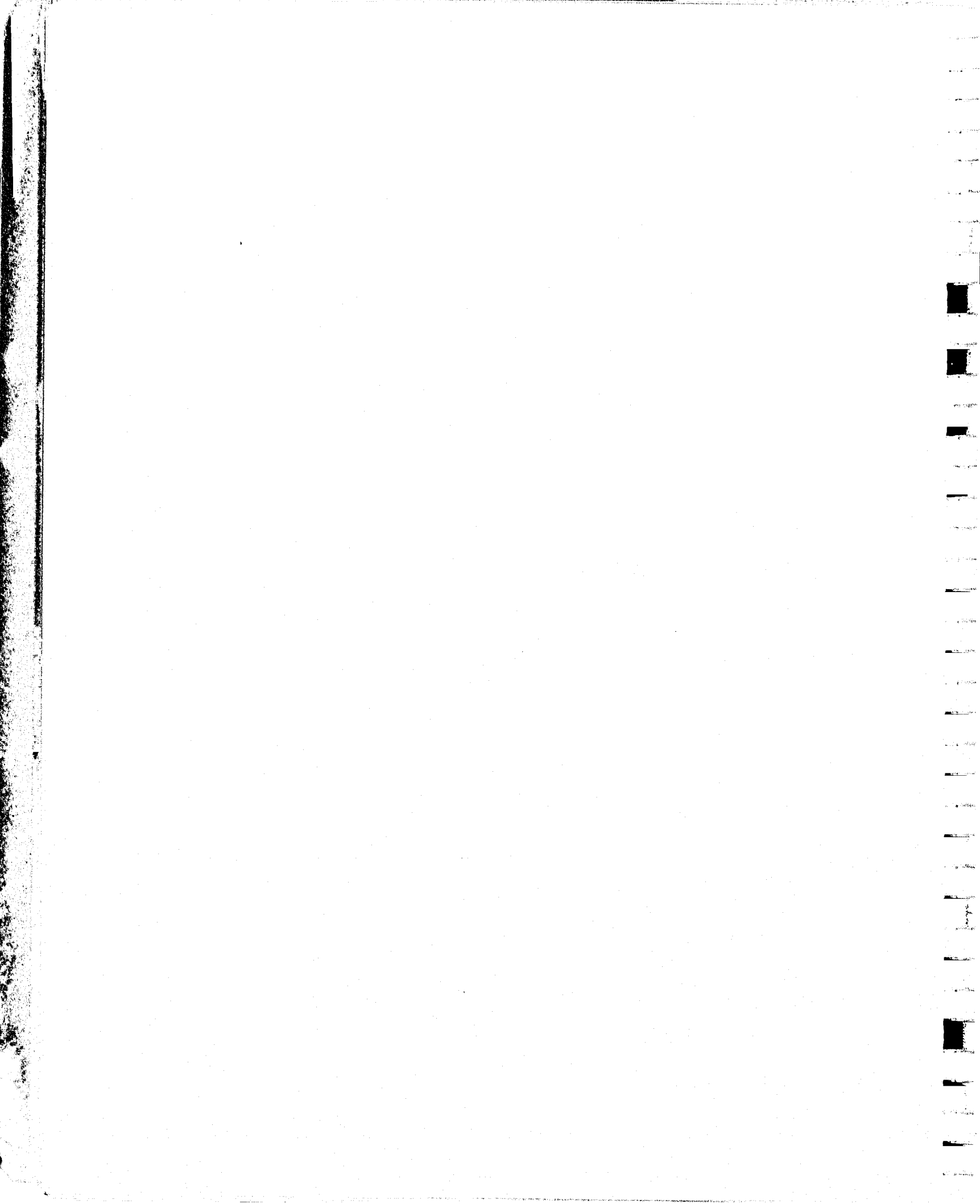
- o Economically based crimes (such as burglary and theft), while also reflecting community demographics, are more likely also to reflect calculated acts of criminal depredation, and are thus more subject to control through effective and productive police action.

Crime In Kenosha

- During the period 1970 to 1974, crime in Kenosha increased in all seven Part I categories.
 - The largest measurable increase (excluding thefts, for the reason cited above) was in burglaries, which increased from 547 to 1,018.
- The bulk of reported offenses in 1974 and the first half of 1975 consisted of thefts and burglaries.
 - The 5,345 thefts accounted for 62 per cent of the total Part I crimes.
 - The 1,629 burglaries accounted for 18 per cent of the total.
 - During the same period a total of 333 crimes against persons was reported, including nine murders and 14 rapes.
- Furthermore, minor crime, known as Part II offenses, has increased in early 1975 by 31 per cent over early 1974.

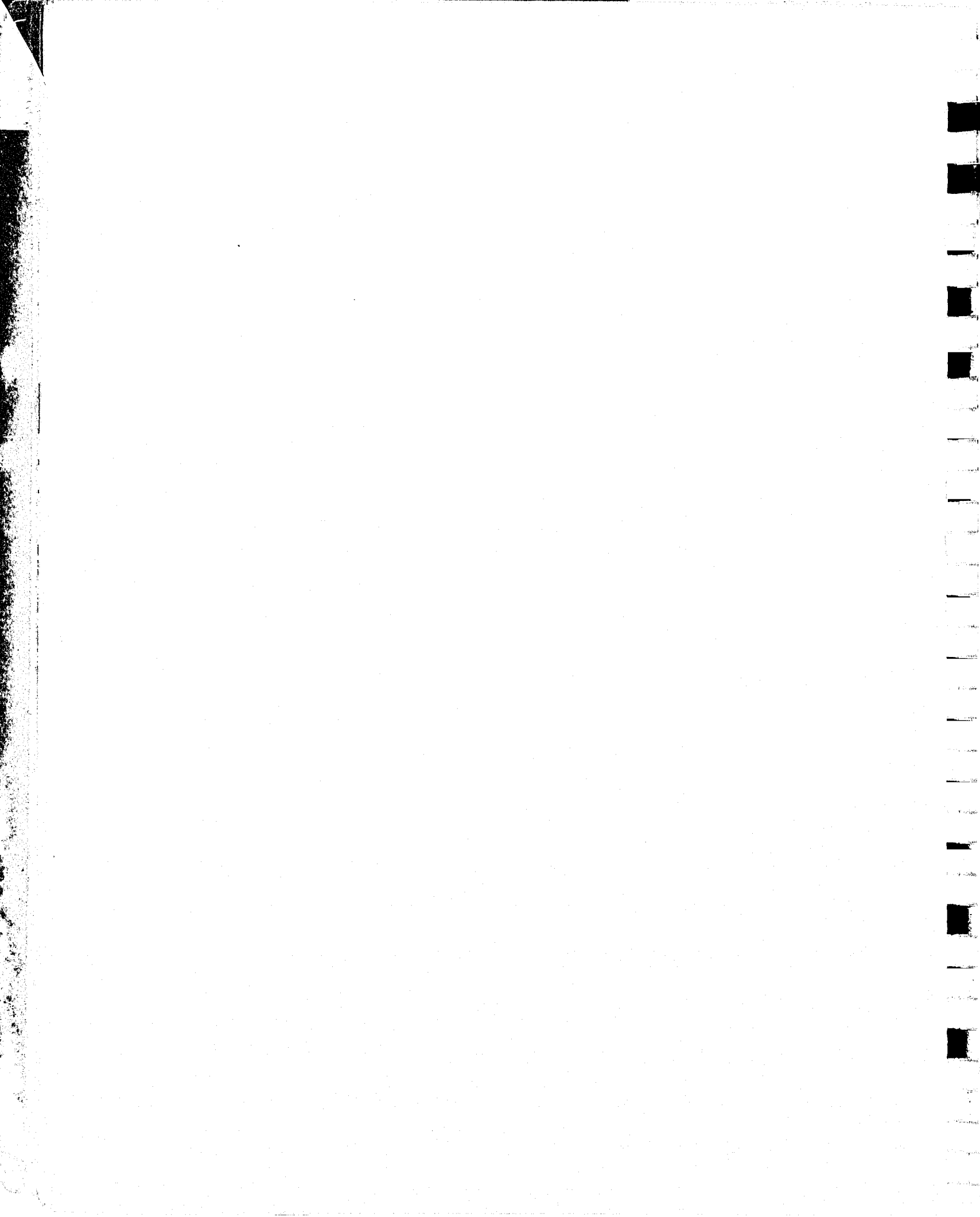
Crime Rate Comparisons

- As indicated in Exhibit III-2, Kenosha has a relatively high crime rate compared to national and State experience.
- However, there are significant differences in the composition of this crime.
 - Generally, Kenosha has a lower rate of crimes against persons, and a much higher rate of crimes against property.



BACKGROUND (Cont'd)

- For example, Kenosha has a higher overall crime rate than U.S. cities as a whole.
 - In 1974, all U.S. cities averaged a total crime index of 5,965.5, while Kenosha's index was 6,759.5, or 13 per cent higher.
 - In five of the seven component categories of crime, the average crime rate in all U.S. cities was significantly higher than in Kenosha; however, the larceny and auto theft rates were considerably lower than in Kenosha.
 - The overall higher crime rate in Kenosha than in U.S. cities as a whole or the State of Wisconsin is the result of significantly higher rates of larceny and auto theft.
- Kenosha also has a significantly higher crime rate compared to other U.S. cities in the 50,000 to 100,000 population class.
 - The total crime index of these cities in 1974 was 5,747.4, or 15 per cent lower than Kenosha's rate of 6,759.5.
 - The violent crime rate for such cities, however, was 405.8, 39 per cent higher than Kenosha's rate of 251.0.
 - However, the City's violent crime rate of 251.0 was much lower than the average crime rate per 100,000 of 602.9 for all cities, or 59 per cent less.
 - For all U.S. cities, the property crime rate was 5,362.2; in Kenosha, it was 6,508.5, or 21 per cent higher.
 - The property crime rate of 5,341.6 in these cities was 18 per cent lower than Kenosha's rate of 6,508.5.
 - Again, Kenosha's crime rate for the first five categories was lower than that in cities of equal size, but significantly higher in larcenies and auto thefts.
- Kenosha experienced a slightly higher crime rate than did the Kenosha Standard Metropolitan Statistical Area and nearly double the rate of the State of Wisconsin overall.

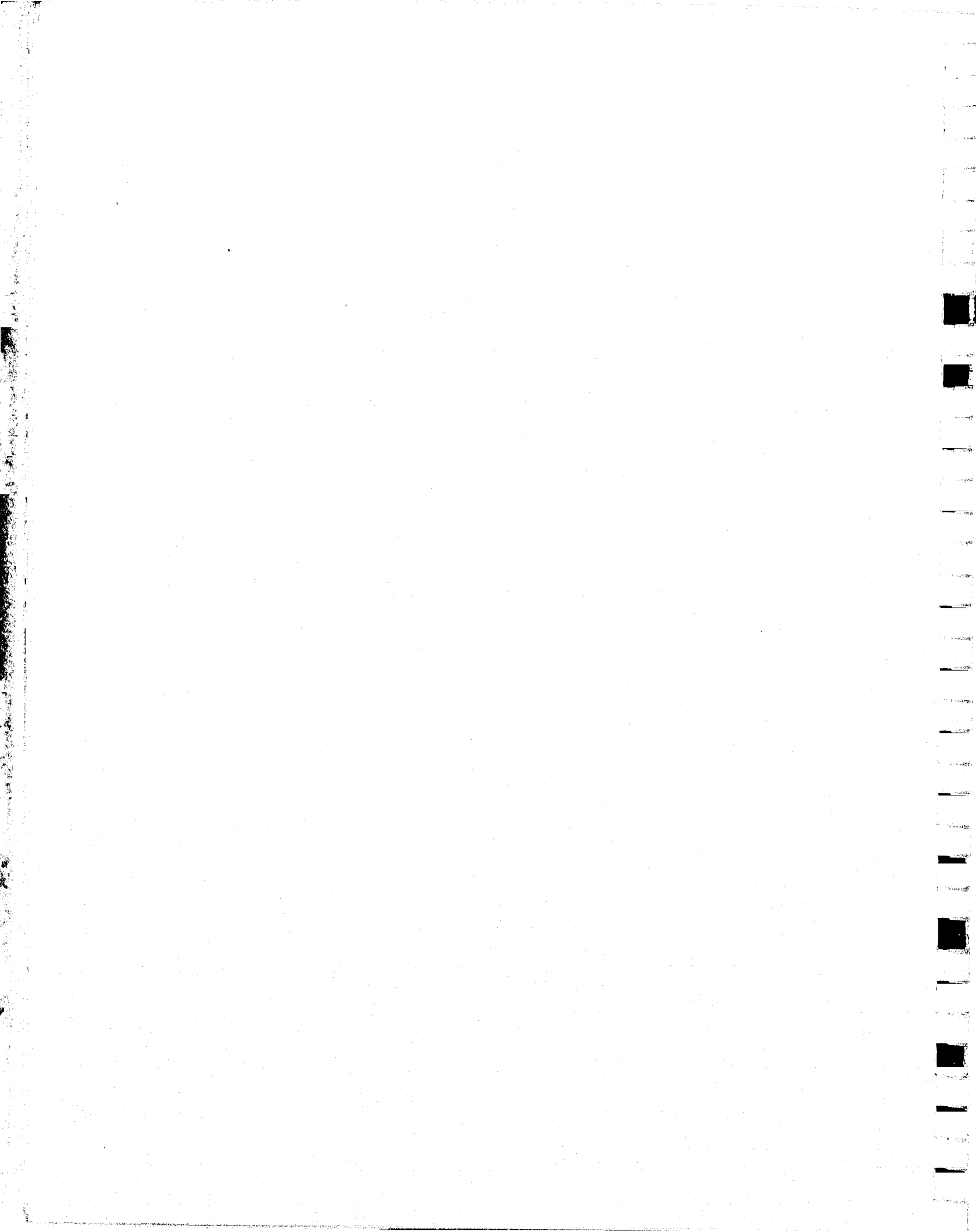


Motor Vehicle Accidents

- The number of personal-injury and fatal traffic accidents has been increasing yearly, while arrests for moving traffic violations have remained relatively stable.
 - During 1974, there were 4,040 accidents, including seven fatal and 779 personal-injury accidents.
 - During the same period 4,135 moving traffic citations were issued.
 - However, traffic citations associated with accidents numbered 436, or 55 per cent of personal-injury/fatal accidents and 10 per cent of all accidents.
- Exhibit III-3 indicates trends in traffic citations issued and revenues received for moving and nonmoving violations, and Exhibit III-4 delineates trends in motor vehicle accidents.
 - Motor vehicle accidents have increased 38 per cent between 1970 and 1974, while moving traffic citations have increased 4 per cent.
 - The number killed and injured as the result of motor vehicle accidents has increased by 15 per cent.

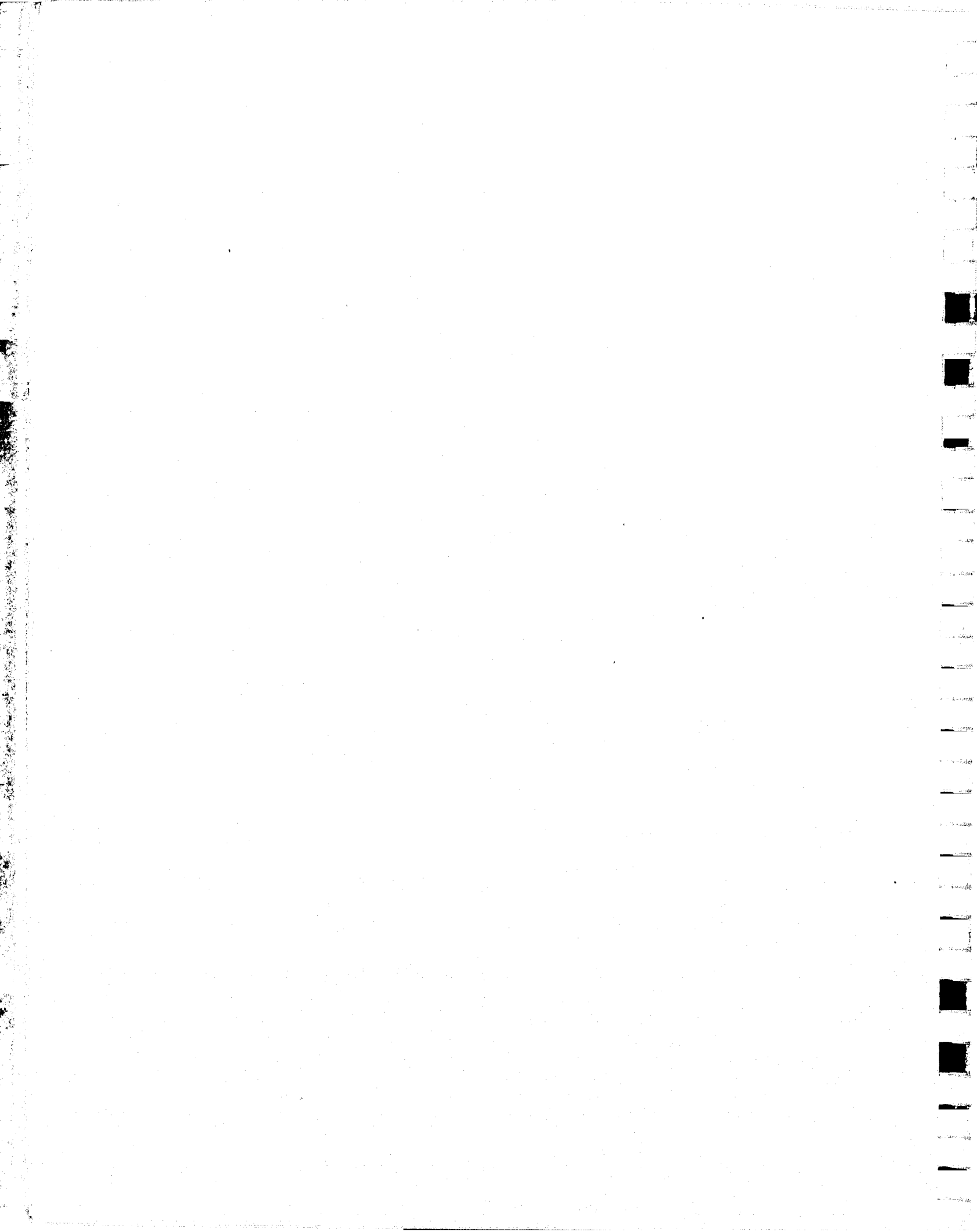
Other Police Transactions

- Police calls for service have also increased in recent years.
 - Although changes in internal reporting procedures preclude exact comparison, it is estimated that calls for service increased approximately 60 per cent between 1969 and 1975.
 - In 1974, for example, the Police Department responded to over 27,719 such requests for service, or 3.16 calls per hour.



TRENDS IN MOTOR VEHICLE ACCIDENTS
1970-1974

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Number Of Accidents					
Fatal	3	3	7	4	7
Injury (Non-fatal)	640	584	679	664	779
Property Damage	<u>2,269</u>	<u>2,238</u>	<u>3,828</u>	<u>2,961</u>	<u>3,254</u>
Total	2,912	2,825	3,513	3,629	4,040
Number of Persons					
Killed	3	3	9	4	7
Injured	915	853	968	929	1,149

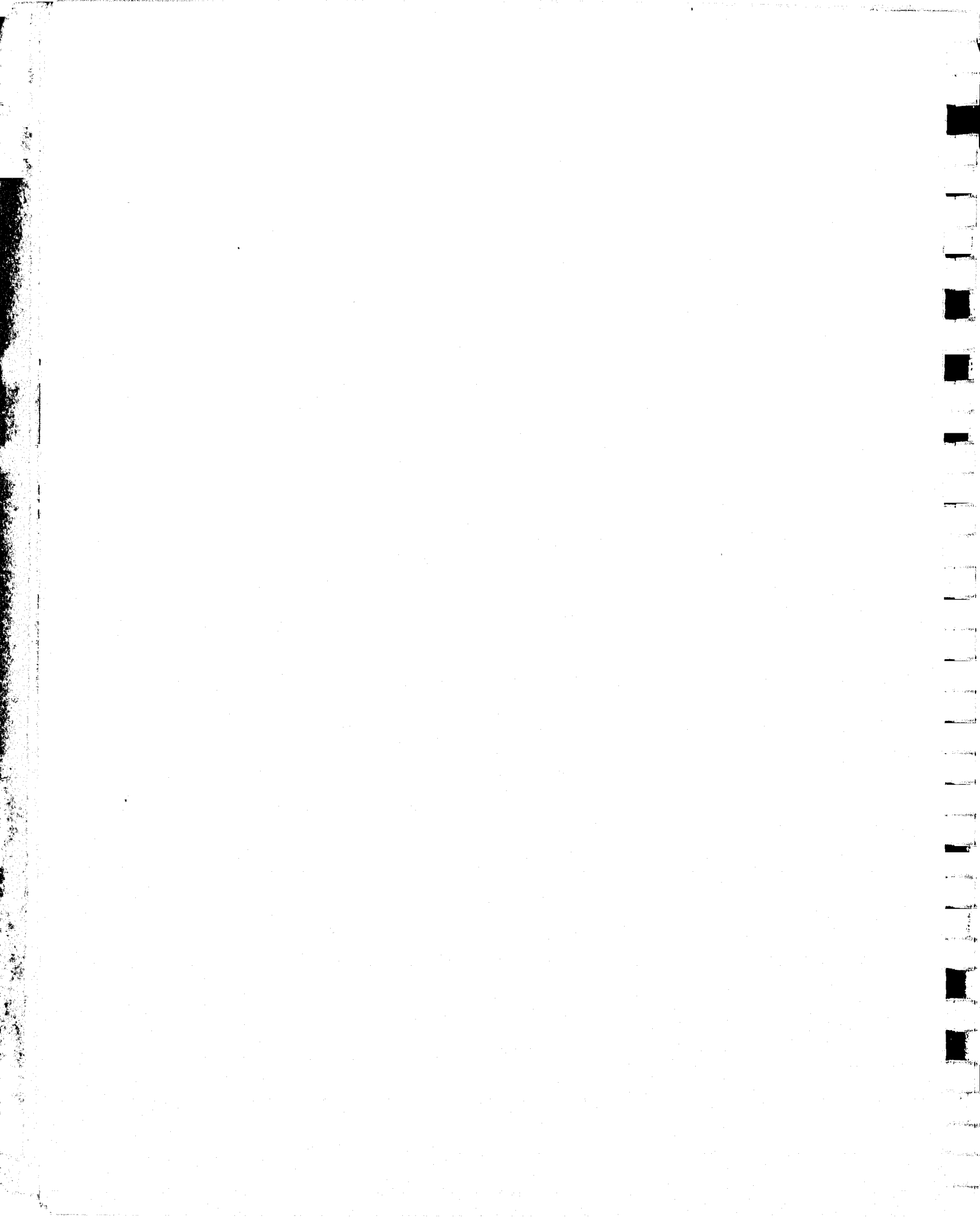


TRENDS IN TRAFFIC CITATIONS
1970-1974

<u>Citation</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Tickets Issued					
Moving violation	4,303	4,145	4,385	5,546	4,135
Nonmoving violation	<u>33,130</u>	<u>32,357</u>	<u>34,239</u>	<u>37,223</u>	<u>45,448</u>
Total	37,433	36,502	38,624	42,769	49,583
Revenues					
Moving violation court fines	\$ 78,605	\$110,802	\$118,856	\$158,359	\$128,005
Nonmoving violation	<u>38,982</u>	<u>17,368</u>	<u>21,153</u>	<u>41,799</u>	<u>50,552</u>
Total	\$117,587	\$128,170	\$140,009	\$200,158	\$178,557
Unpaid Nonmoving Violation Tickets	6,399	5,074	n. a.	n. a.	n. a.

n. a. - Not available.

Source: KPD annual reports.

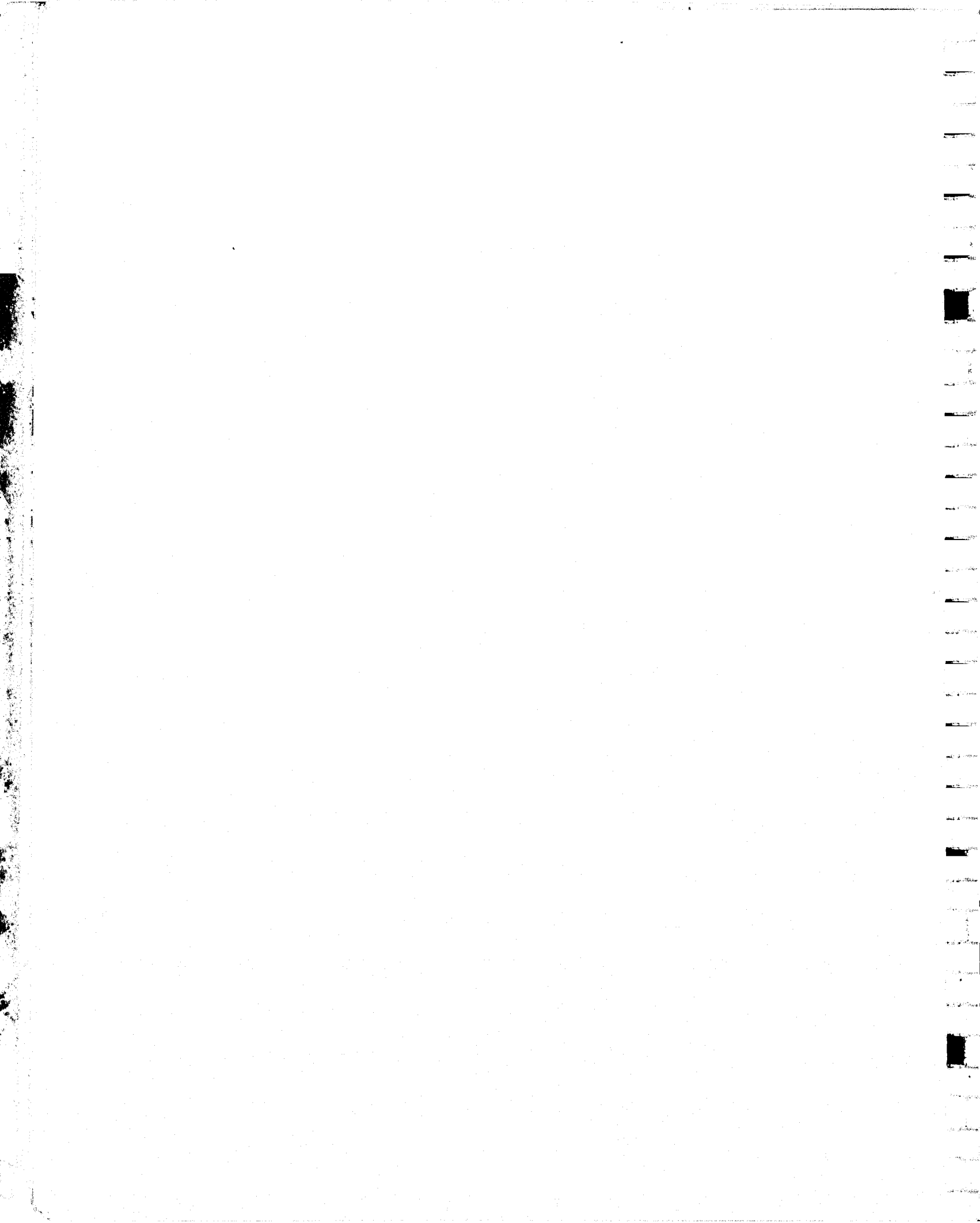


BACKGROUND (Cont'd)

- This included response to numerous incidents not always identified as police responsibilities in KPD's jurisdiction, such as requests for repairs to electrical and gas appliances, transfer of blood, delivery of mail to Aldermen, finding lost dogs, opening locked cars, checking homes of people away on vacation, subduing unruly mental patients in hospitals, transporting citizens from the hospital to their homes, removing animals from the home, and investigating accidents on private property.

Resource Support

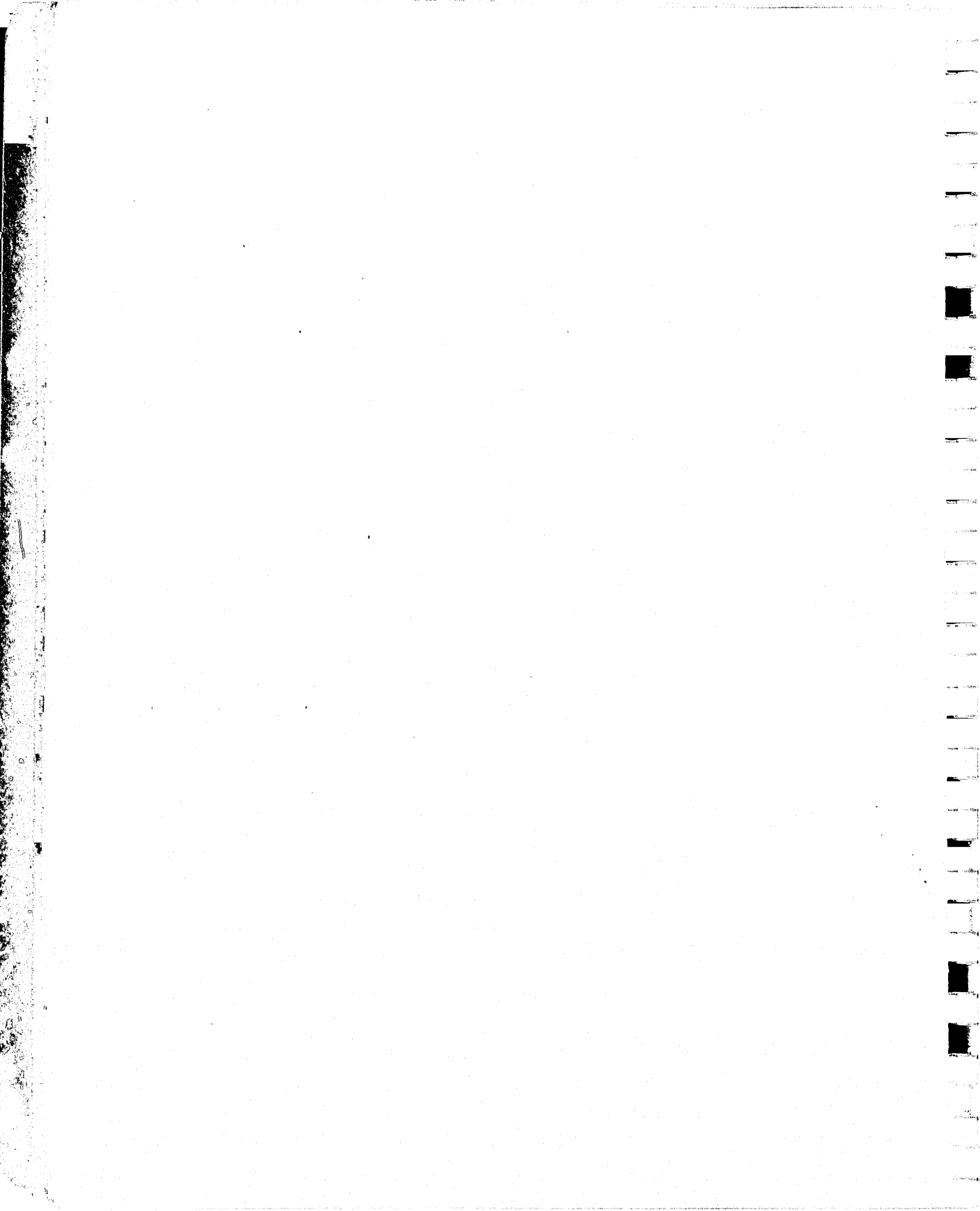
- In response to the increases in Department workload noted above, the City has substantially increased budgetary support for the KPD.
- The Department budget increased 57 per cent between 1970 and 1975.
 - Exhibit III-5 outlines total budget data for these years.
 - The Department submits its budget to the City Administrator annually for incorporation in the City budget.
- Between 1970 and 1975:
 - The population of Kenosha grew by 6.5 per cent, from 78,053 to 83,128
 - The per capita direct cost of the Police Department increased 47.5 per cent, from \$20.46 to \$30.19 (excluding fringe benefits)
 - The total number of police personnel increased by 15.1 per cent from 152 to 175
 - The number of sworn personnel rose 11.9 per cent, from 135 to 151
 - The number of full-time civilians increased 41.2 per cent, from 17 to 24.
- In 1975, City appropriations were further increased to \$2,509,958 and the sworn and civilian staff further increased to 151 and 24, respectively; this further increased per capita costs.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

BUDGET APPROPRIATIONS AND EXPENDITURES
1970-1975

<u>Budget Item</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Appropriations						
Personal Services	\$1,433,854	\$1,580,719	\$1,692,400	\$1,873,357	\$1,970,602	\$2,202,688
Contractual Services	55,616	52,000	65,000	74,255	87,630	100,898
Materials and Supplies	51,704	62,890	74,570	87,741	90,349	96,065
Capital Outlay	<u>56,271</u>	<u>71,478</u>	<u>118,804</u>	<u>136,602</u>	<u>117,950</u>	<u>110,307</u>
Total	\$1,597,445	\$1,767,087	\$1,950,774	\$2,171,955	\$2,266,531	\$2,509,958
Expenditures						
Personal Services	\$1,435,475	\$1,576,916	\$1,690,788	\$1,860,308	\$1,978,827	\$2,202,688
Contractual Services	57,682	57,546	62,249	66,069	84,183	100,898
Materials and Supplies	68,150	85,802	75,899	80,709	104,571	96,065
Capital Outlay	<u>49,541</u>	<u>62,797</u>	<u>115,646</u>	<u>66,536</u>	<u>112,137</u>	<u>110,307</u>
Total	\$1,610,847	\$1,783,061	\$1,944,584	\$2,073,622	\$2,279,718	\$2,509,958

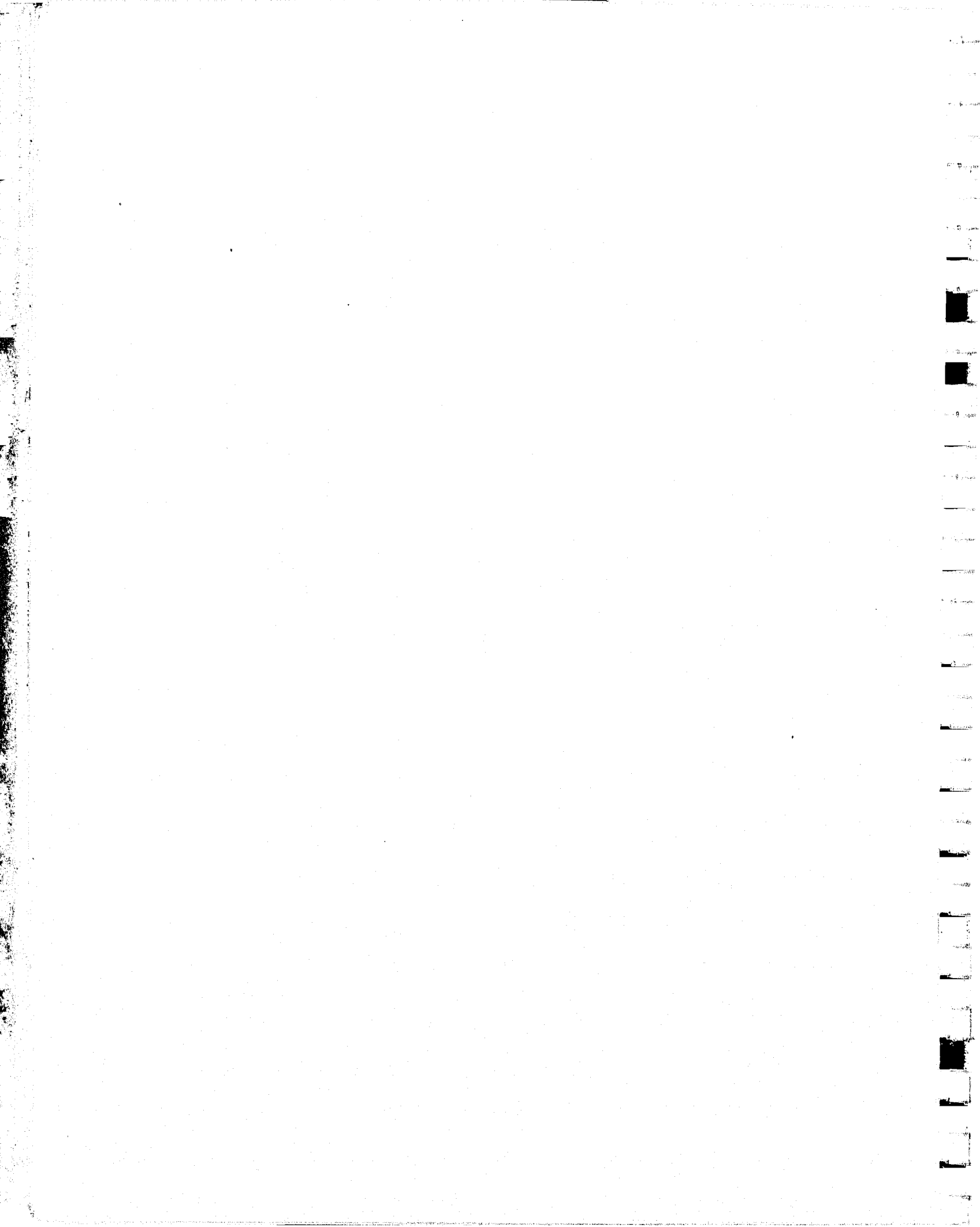


BACKGROUND (Cont'd)

- Exhibit III-6 indicates resulting 1970-1975 trends in per capita costs for police service, and the ratios of police personnel to population.
- In addition to City resources, the Department has periodically benefited from LEAA grant assistance.

ORGANIZATION AND STAFFING

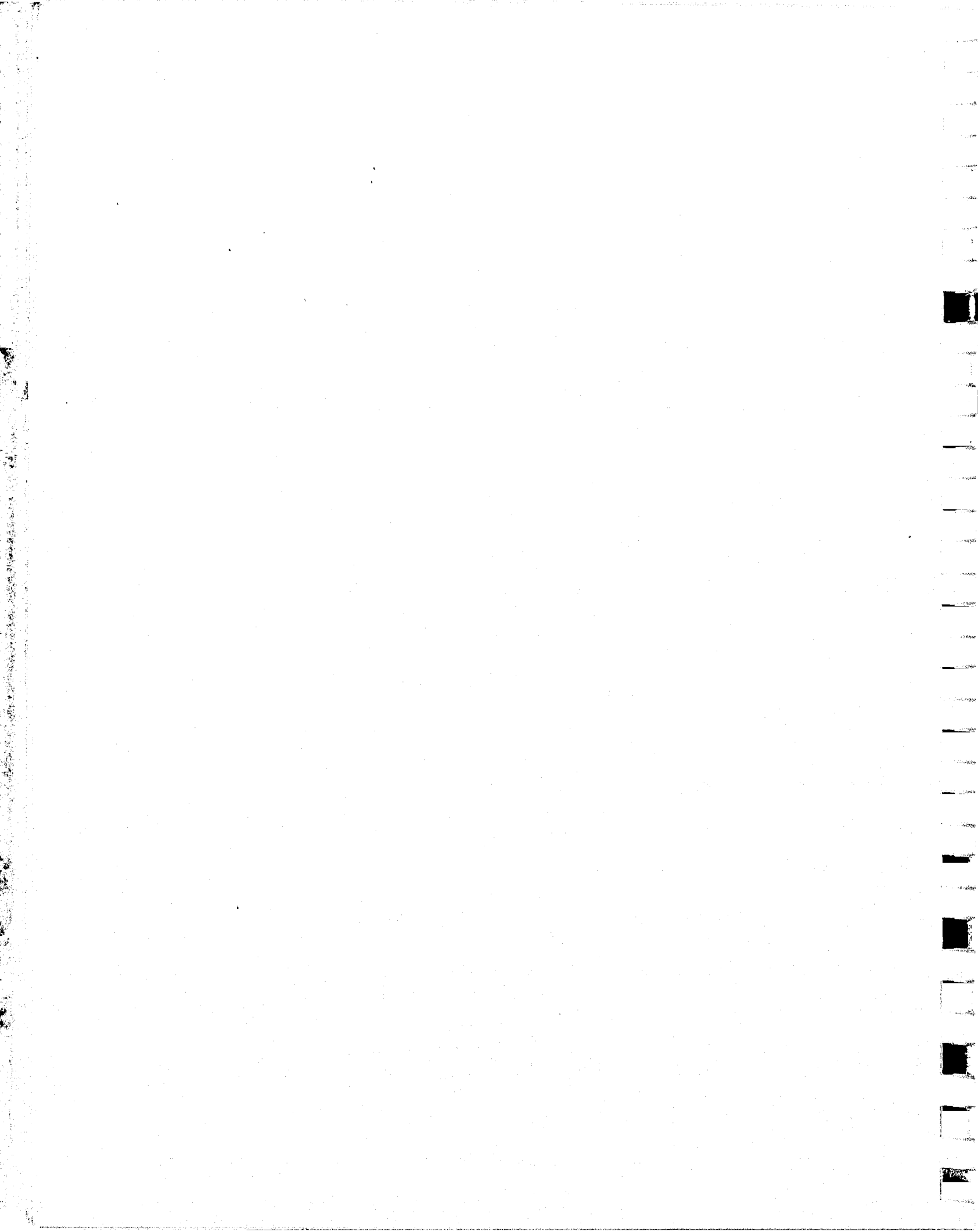
- Exhibit III-7 depicts the organization structure and staffing of the Kenosha Police Department in effect in mid-1975.
- The principal features of this organization structure are outlined below.
- The top management team consists of the Chief of Police and an Inspector.
- Within the Administrative Services group, responsibilities are divided among the four organizational elements displayed in the exhibit.
 - Within the Safety and Training Section, a sergeant serves as range officer and a patrolman serves as safety officer, maintaining liaison with and conducting safety programs in local grade schools.
- The Juvenile Bureau has recently been expanded by the addition of two sworn personnel under the terms of a federal grant.
- The Detective Bureau consists of the following staffing:
 - Three lieutenants, one of whom serves as the Department's polygraph operator and acts as relief supervisor
 - A two-man Fraud Detail
 - Four personnel ostensibly concentrating on narcotics enforcement
 - An investigator serving as full-time court sergeant, providing liaison with the County Court and the District Attorney's office



KENOSHA, WISCONSIN
POLICE DEPARTMENT

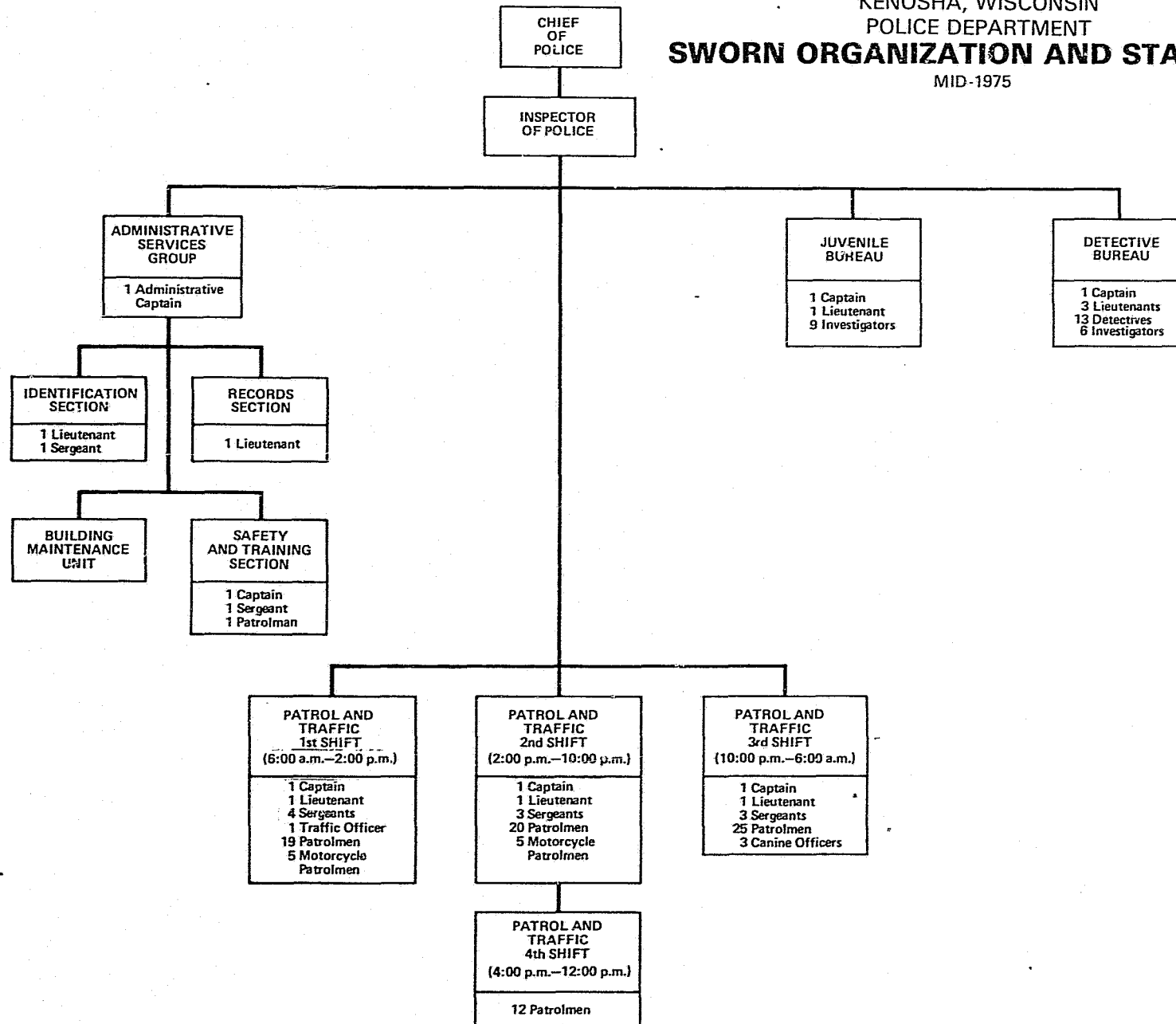
TRENDS IN PER CAPITA COSTS FOR POLICE SERVICE,
AND POLICE PERSONNEL PER CAPITA

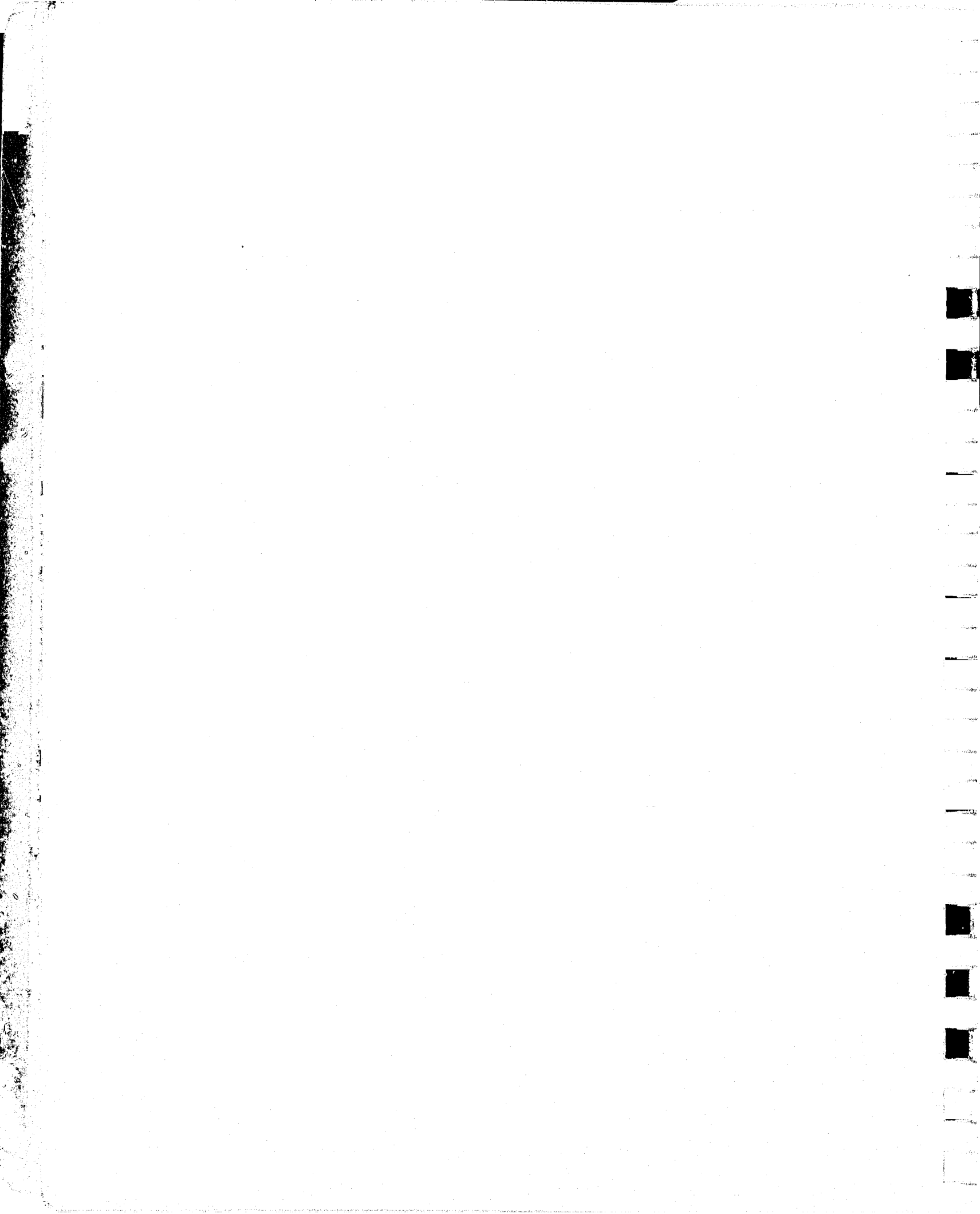
<u>Item</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>Per Cent Increase, : 1975 Over 1970</u>
Population of Kenosha	78,053	79,068	80,083	81,098	82,113	83,128	6.5%
Per Capita Cost for Police Department	\$20.46	\$22.34	\$24.35	\$26.78	\$27.60	\$30.19	47.5%
Number of Full-Time Police Personnel							
Sworn	135	137	138	144	145	151	11.9%
Civilian	<u>17</u>	<u>19</u>	<u>21</u>	<u>23</u>	<u>23</u>	<u>24</u>	41.2
Total	152	156	159	167	168	175	15.1%
Police Personnel Per 1,000 Population	1.95	1.97	1.98	2.06	2.05	2.11	8.2%



KENOSHA, WISCONSIN
 POLICE DEPARTMENT
SWORN ORGANIZATION AND STAFFING

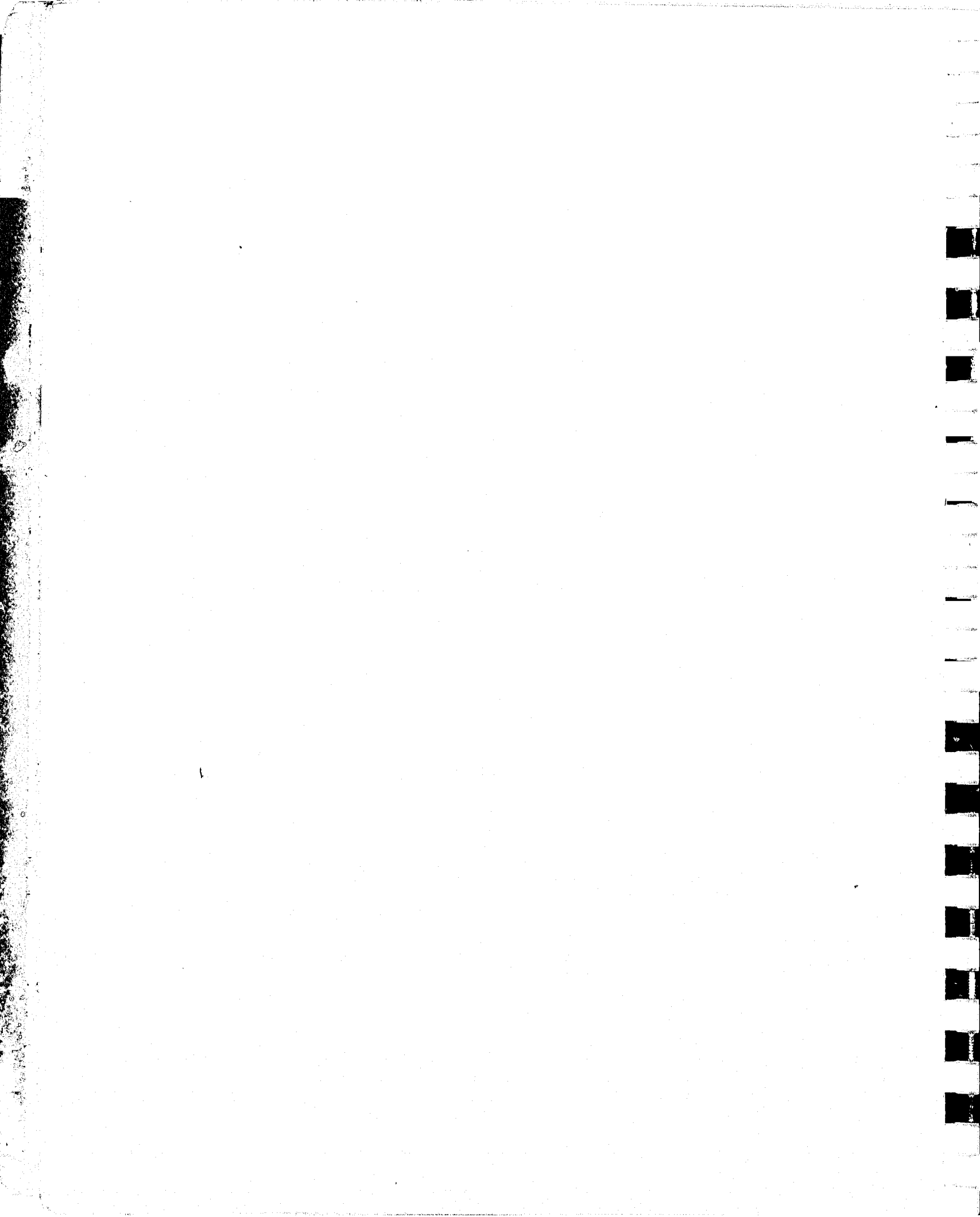
MID-1975





BACKGROUND (Cont'd)

- The resulting assignment of only 12 of the 19 field personnel full time to the pursuit of investigative cases.
- The first patrol shift is staffed by:
 - A captain, who also serves as KPD's traffic supervisor
 - A traffic officer (equivalent in rank to a sergeant) who assists the Captain in this effort
 - A sergeant who serves as court officer, maintaining liaison with the Municipal Court and the City Attorney's office
 - Several patrolmen who specialize in accident investigation
 - Several motorcycle patrolmen who specialize in patrolling the City's parks
 - Park-ettes and civilian crossing guards (as further noted below).
- The second patrol shift has a similar basic structure, though with fewer specialists.
 - This shift is also responsible for the activities of 12 officers assigned to the fourth shift.
- The third patrol shift also has a similar basic structure, but includes three patrolling canine officers and no motorcycle officers.
- In addition to the foregoing, the Department's staff complement includes the following civilian personnel:
 - The Chief's secretary
 - The Inspector's clerk-typist
 - A secretary to the Administrative Captain
 - A records coordinator and five clerk-matrons in the Records Section



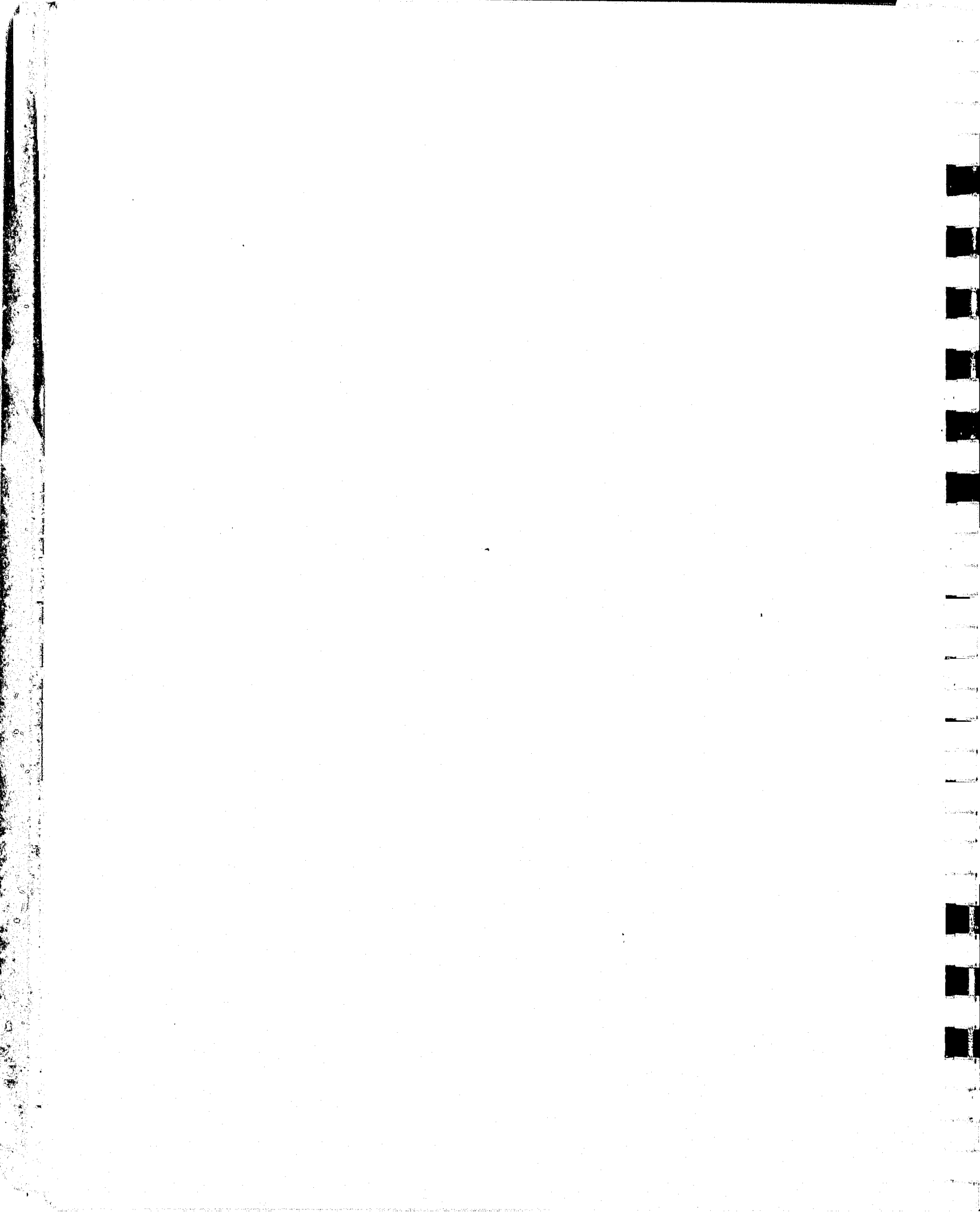
BACKGROUND (Cont'd)

- Nine booking clerks
- Two custodial workers
- One secretary each in the Juvenile and Detective bureaus
- Two Park-ettes and 30 part-time crossing guards in the first shift.

DEPLOYMENT STRATEGY
AND OPERATIONAL TECHNIQUES

Patrol Operations

- KPD patrol operations are highly complex, and are subject to a number of variables and controlling factors.
 - Shift hours and strength differentials have been established by Department management, subject in part to provisions of the City's contract with the KPPA.
- Generally, supervision is provided to patrol operations as follows:
 - At least one shift commander, or his lieutenant, is on duty, normally at the Department headquarters
 - One sergeant performs complaint receipt and dispatch functions, and supervises counter personnel on duty
 - Other sergeants, when and if available, may be assigned to other administrative duties or to patrol supervision in the field.
- In establishing field assignments, first priority is normally accorded to:
 - Assigning patrol units to five beat zones encompassing the entire area of the City
 - Assigning patrolmen to two foot beats, including:
 - o A "downtown" beat customarily manned at all times
 - o An "uptown" beat manned at most times, especially on peak-activity days.

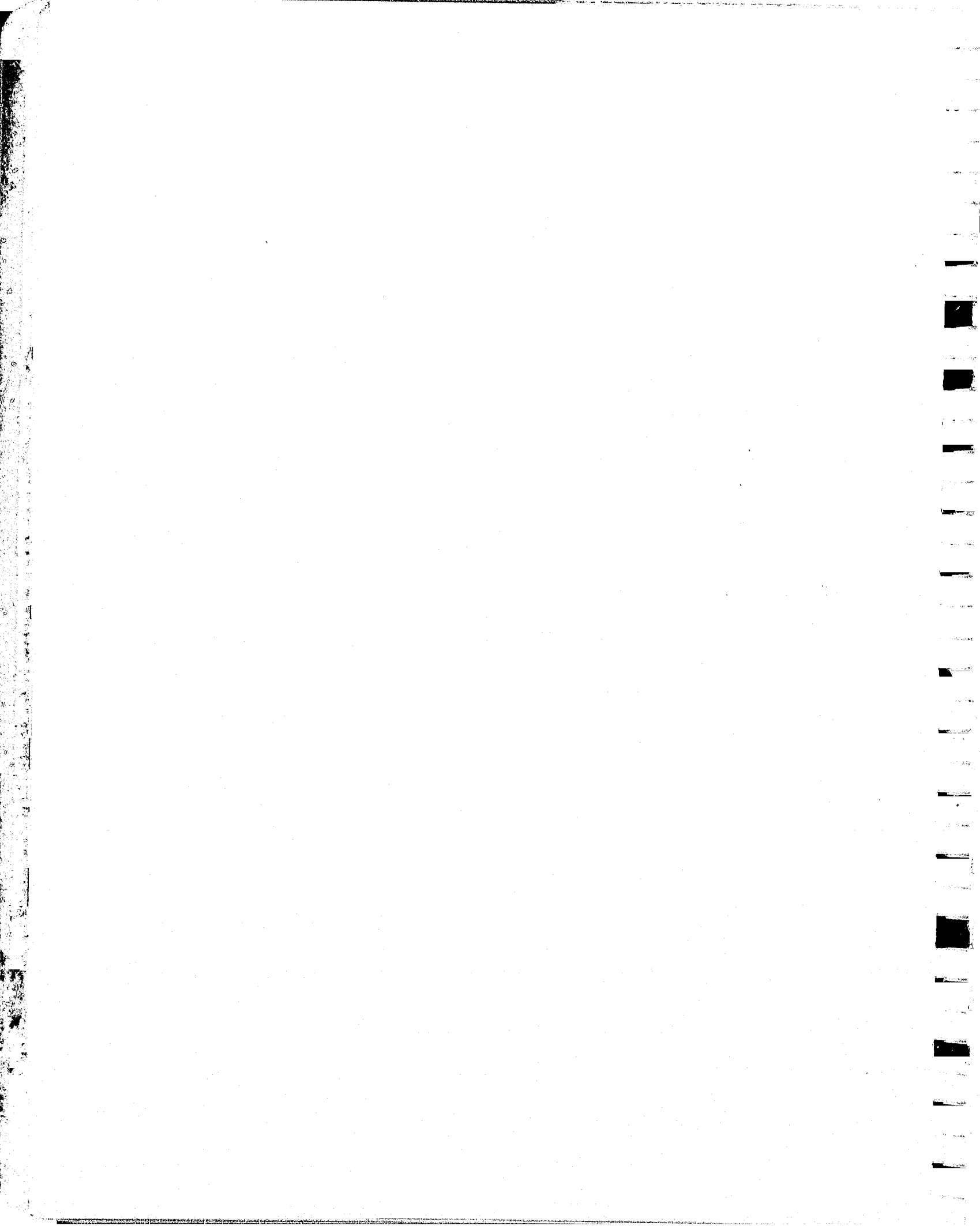


BACKGROUND (Cont'd)

- In addition, though, officers are frequently assigned to a broad range of ancillary or specialized assignments, as described below.
 - As previously noted, motorcycle officers concentrate on patrolling City parks, except during the coldest winter months.
 - Within the first shift:
 - One patrolman serves principally to assist and back up the Municipal Court sergeant and the traffic officer
 - One concentrates on hit-and-run investigation, and on revocation of expired or suspended driver's licenses or vehicle registrations
 - One concentrates on removal of abandoned vehicles from City streets.
 - Canine officers of the third shift may be assigned to a specific beat zone, but often patrol at random.
 - Fourth shift officers may also be assigned to a zone or to random patrol, but have frequently been assigned to concentrate on special details, such as:
 - Suppression of vice activities in the City
 - Serving warrants throughout Kenosha, especially when backlogs develop.
 - Once officer from each shift is assigned as booking officer, = responsible for:
 - Booking prisoners into the jail
 - Completing required periodic inspections of confined persons
 - Assisting in dispatch and counter operations.

CONTINUED

1 OF 4

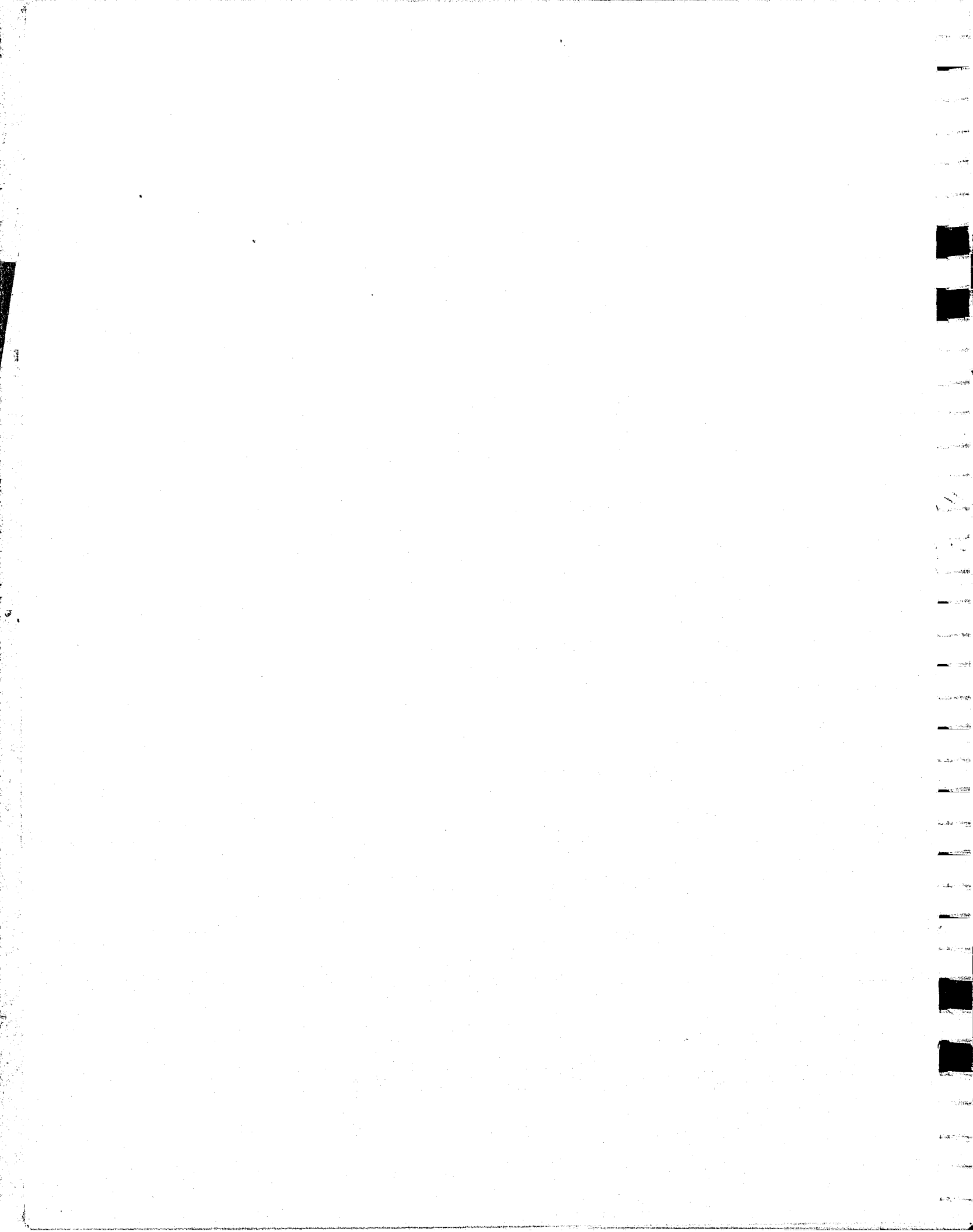


BACKGROUND (Cont'd)

- Customarily, the first shift relies primarily on one-man patrol units; the second shift utilizes mostly one-man units, with a few two-man units; and the third and fourth shifts utilize two-man units almost exclusively.
- Exhibit III-8 summarizes the Department's typical patrol operations configuration, by shift.
 - The exhibit is based on sample data regarding personnel and unit availability compiled by the Department at the inception of the study at the request of the consultants.
- Allowing for assignment of sworn personnel to dispatching duty, booking officer responsibilities and special details, the Department fields approximately 35 patrol units on all shifts on most days.
- A detailed analysis of patrol workload and deployment is presented in the succeeding chapters of this reports.

Juvenile Bureau Operations

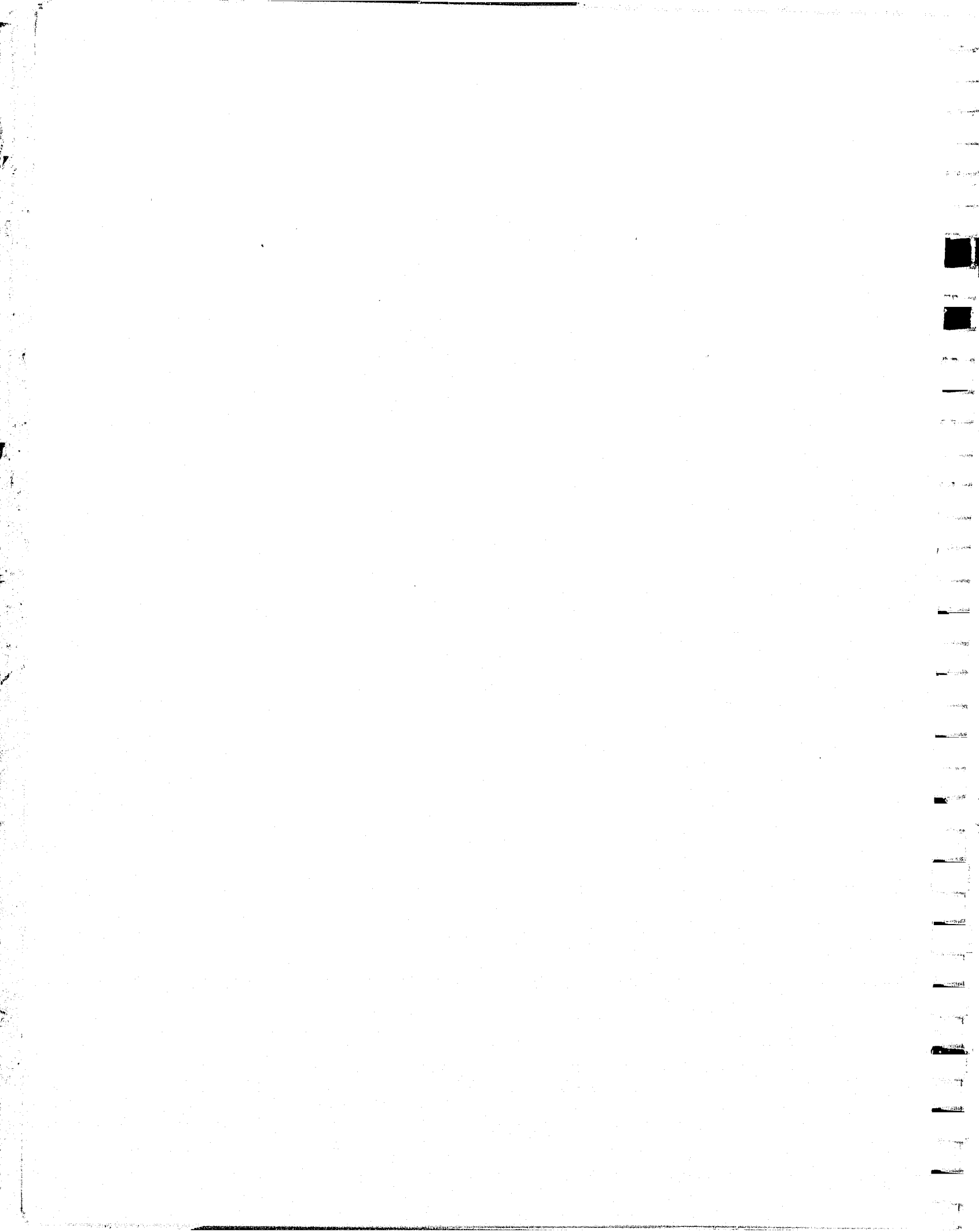
- The Juvenile Bureau operates as a separate function similar to the Detective Bureau, normally with six officers working during the day shift and three at night.
 - For special situations, additional Juvenile personnel operate evenings.
 - The functions of initial investigation, follow-up investigations, outside agency referral, court coordination and juvenile rehabilitation practices are all carried out by the Juvenile Bureau.
- Exhibit III-9 depicts juvenile crime and Bureau workload for the 1970-1974 period.
 - The number of serious crimes committed by juveniles has increased slightly in 1974, to 400, as compared with 377 in 1970.
 - However, the number of juvenile offenses decreased to 2,598 in 1974, as compared with 2,820 in 1970.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

TYPICAL PATROL OPERATIONS MANNING

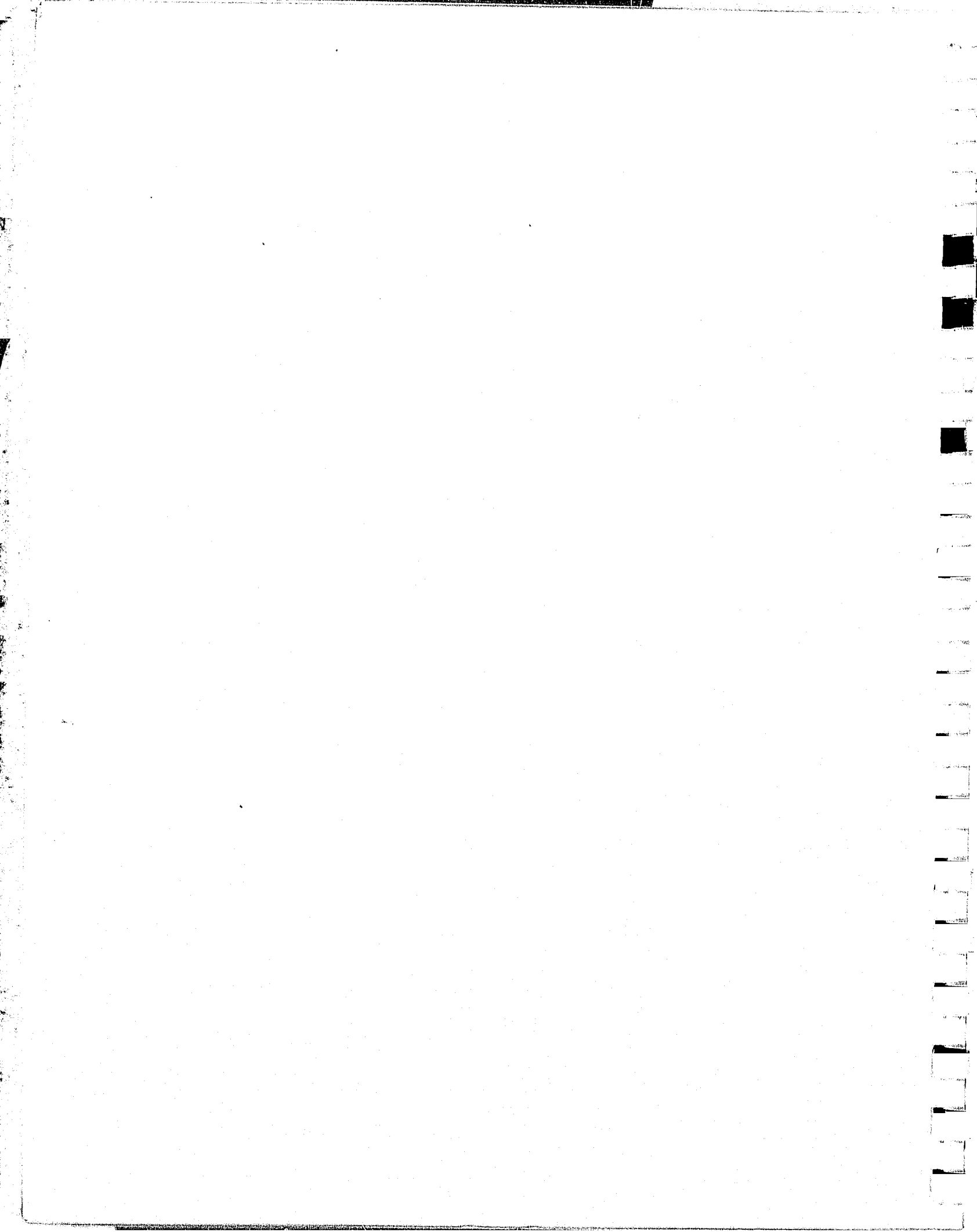
	Shift			
	First (6:00 a.m. - 2:00 p.m.)	Second (2:00 p.m. - 10:00 p.m.)	Fourth (4:00 p.m. - 12:00 p.m.)	Third (10:00 p.m. - 6:00 a.m.)
<u>Manning</u>				
Patrol Force				
Assigned/Average Present for Duty				
Commander	1/1	1/1	-	1/1
Supervisors	4/ 2.5	4/ 2.5	-	4/ 2.5
Patrolmen	23/12.5	25/14	12/7.5	25/13
Total	28/16	30/17.5	12/7.5	30/16.5
Patrol Units				
Normally Available				
Field supervisors	0.3	0.3	-	0.7
One-man patrols	6.0	3.0	-	-
Two-man patrols	-	6.0	4.0	5.0
Foot beats	2.0	2.0	-	1.0
Motorcycle units	<u>2.0</u>	<u>3.0</u>	<u>-</u>	<u>-</u>
Total	10.3	14.3	4.0	6.7



KENOSHA, WISCONSIN,
POLICE DEPARTMENT

TRENDS IN JUVENILE OFFENSES, BY TYPE
1970-1974

Type Of Offense	1970		1971		1972		1973		1974	
	Number Of Complaints	Number Of Apprehensions	Number Of Complaints	Number Of Apprehensions	Number Of Complaints	Number Of Apprehensions	Number Of Complaints	Number Of Apprehensions	Number Of Complaints	Number Of Apprehensions
Part I										
Homicide	-	-	1	1	1	1	-	-	1	1
Rape	-	-	-	-	2	2	1	-	1	1
Robbery	8	5	7	4	18	11	17	17	8	6
Assault	6	4	23	21	33	23	42	30	45	33
Burglary	61	60	50	47	103	96	72	55	117	75
Theft, Including										
Auto Theft	302	189	223	171	204	141	207	145	228	131
Subtotal	377	258	304	244	361	274	338	247	400	247
Part II										
Child Abuse	5	-	1	-	2	-	10	2	6	1
Apprehension Request	29	26	22	17	16	13	25	20	15	12
Arson	3	1	8	8	9	7	13	13	23	13
Bomb Threat	-	-	-	-	-	-	4	3	7	7
Passing Bad Checks	12	7	1	1	4	2	8	5	4	3
Curfew Violation	155	122	122	90	159	105	127	88	118	67
Delinquent	49	25	49	27	68	41	88	51	86	39
Disorderly Conduct	396	86	375	92	291	64	227	35	245	71
Drinking	36	17	46	31	61	37	30	19	38	28
Driving Violation	87	13	57	25	64	27	61	33	62	43
Extortion	2	1	4	1	15	10	8	4	11	2
Firearms	11	4	21	5	6	2	27	15	18	11
Firebug	21	2	11	8	8	-	6	-	6	-
Fireworks	16	6	13	10	37	11	30	26	20	12
Fraud	3	1	-	-	2	1	6	4	2	1
Investigation	534	18	341	39	219	16	180	12	138	32
Liquor Law	14	9	35	25	48	45	17	11	40	27
Loitering	13	11	21	21	2	2	19	19	29	27
Narcotics	67	49	32	26	35	27	73	55	121	91
Operating Vehicle										
Without Owner Consent	22	21	38	35	166	159	146	65	131	101
Overdose	2	-	5	-	1	-	1	-	11	-
Party To Crime	79	52	55	32	21	17	33	20	38	30
Possession Of Stolen										
Property	16	8	16	14	11	7	11	7	7	1
Runaway	164	134	144	122	158	122	175	150	216	178
Sex Offense	25	11	14	10	17	9	17	10	20	11
Shoplifting	231	186	215	191	252	218	243	223	230	204
Throwing Missiles	13	5	11	4	23	4	8	-	15	4
Trespassing	51	14	40	5	54	10	93	39	90	52
Truancy	124	63	92	48	193	153	156	132	103	54
Vandalism	131	69	144	56	220	97	220	98	294	127
Violation Of Court										
Order	15	12	15	12	26	15	13	7	6	4
Weapons	21	16	22	15	24	14	11	5	20	12
Other	96	23	75	24	65	14	77	35	28	6
Subtotal	2,347	989	1,970	970	2,212	1,235	2,086	1,171	2,170	1,265
Total	2,820	1,270	2,349	1,238	2,368	1,523	2,501	1,453	2,598	1,518

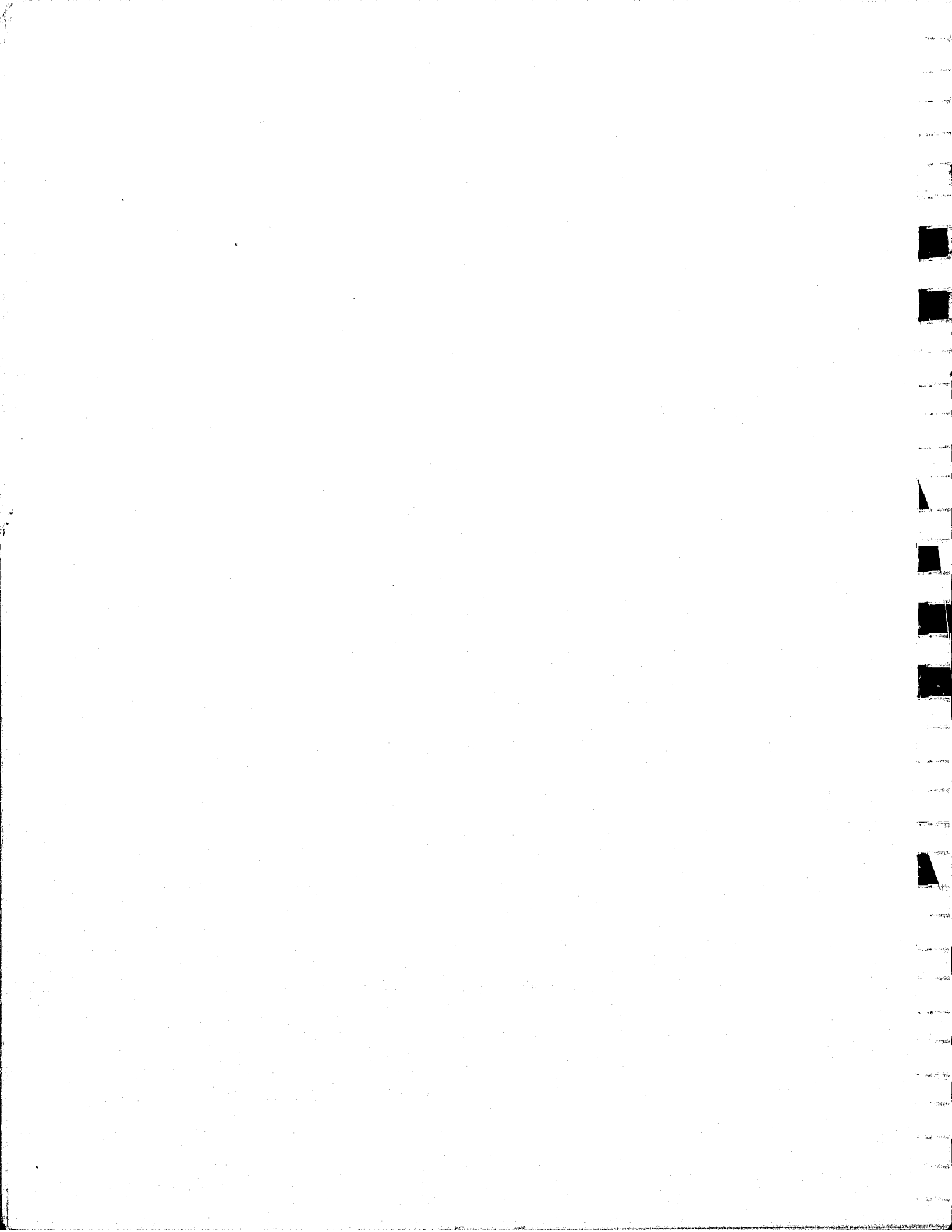


— BACKGROUND (Cont'd) —

- The number of juveniles processed by the Bureau is also shown in Exhibit III-9.
 - In 1974, the Juvenile Bureau apprehended or processed 1,518 juveniles, compared with 2,598 offenses, or 58 per cent; this percentage varies very little in previous years, excepting 1972, when it was 64 per cent, and 1970, when it was 45 per cent.
 - For serious crime, the percentage of apprehension has been steadily declining since 1971 (when it was 80 per cent), to 61 per cent in 1974.
- In addition to its direct enforcement responsibilities, the Juvenile Bureau coordinates referral services, in collaboration with welfare case workers.
 - The City has recently established a major referral agency for the processing of juveniles, and several private referral agencies are also in operations.

Detective Bureau Operations

- One lieutenant and seven of the Bureau's available detectives are assigned to a day shift starting at 8:00 a. m. , while another lieutenant and five personnel are assigned to an evening shift ending at 2:00 a. m. ; in addition:
 - The two officers assigned to the Fraud Detail work the day shift
 - Two of the officers customarily assigned to narcotics enforcement work the day shift, and two the night shift.
- When not otherwise engaged, detectives patrol in two-man teams.
- Night shift detectives are on call for Patrol Division assistance, and otherwise patrol "at large" under separate detective dispatch control.
 - The Detective Bureau operates its own dispatch over the same frequency as that used for all operations dispatch.



BACKGROUND (Cont'd)

- Detective lieutenants are directed to devote the bulk of their time to duty in the police building, on order to answer telephone calls and maintain this separate dispatch capability.
- Exhibit III-10 presents limited Detective Bureau workload data.
 - As further noted in the next chapter, specific data on Detective Bureau average caseload, individual solution rates and size of active case files were not available during this study.

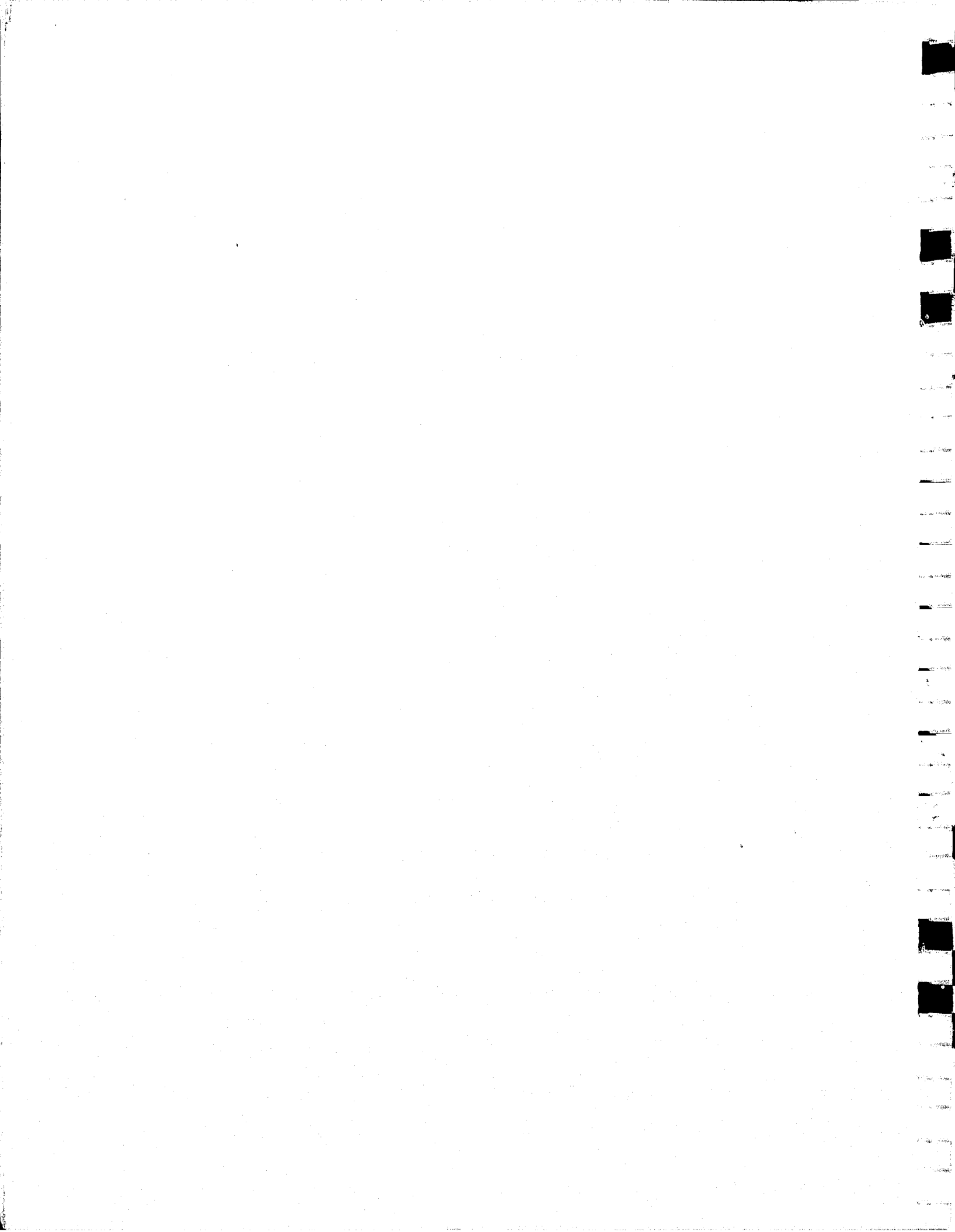
PERSONNEL MANAGEMENT

Personnel Profile

- Exhibit III-11 presents a profile of the sworn personnel of the KPD.
 - This information was compiled by KPD staff at the request of the consultants.
- Exhibit III-12 presents information regarding the Department's turnover among sworn personnel.

Role Of The Police And Fire Commission

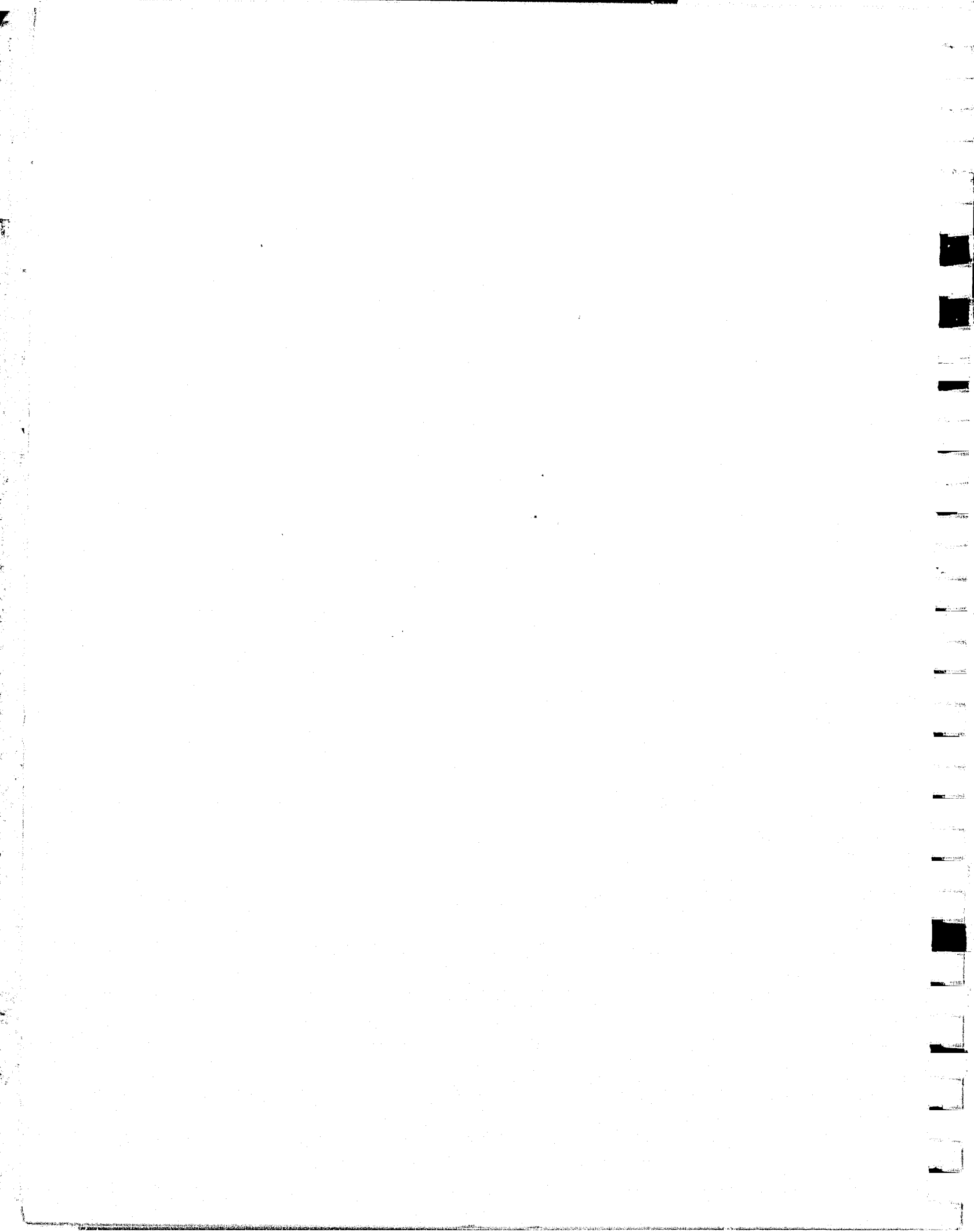
- The overall affirmative role of the Police and Fire Commission in Departmental governance was outlined in a previous section of this report.
- In the field of personnel management and administration, the Police and Fire Commission serves as a personnel action monitor, and is also responsible for certain basic functions, including:
 - The screening and appointment of new police officers
 - The appointment of chiefs of police
 - Approving all recommendations for promotion
 - Hearing appeals of disciplinary action imposed by the Chief.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

TRENDS IN WORKLOAD DATA
REPORTED BY THE DETECTIVE BUREAU
1970-1974

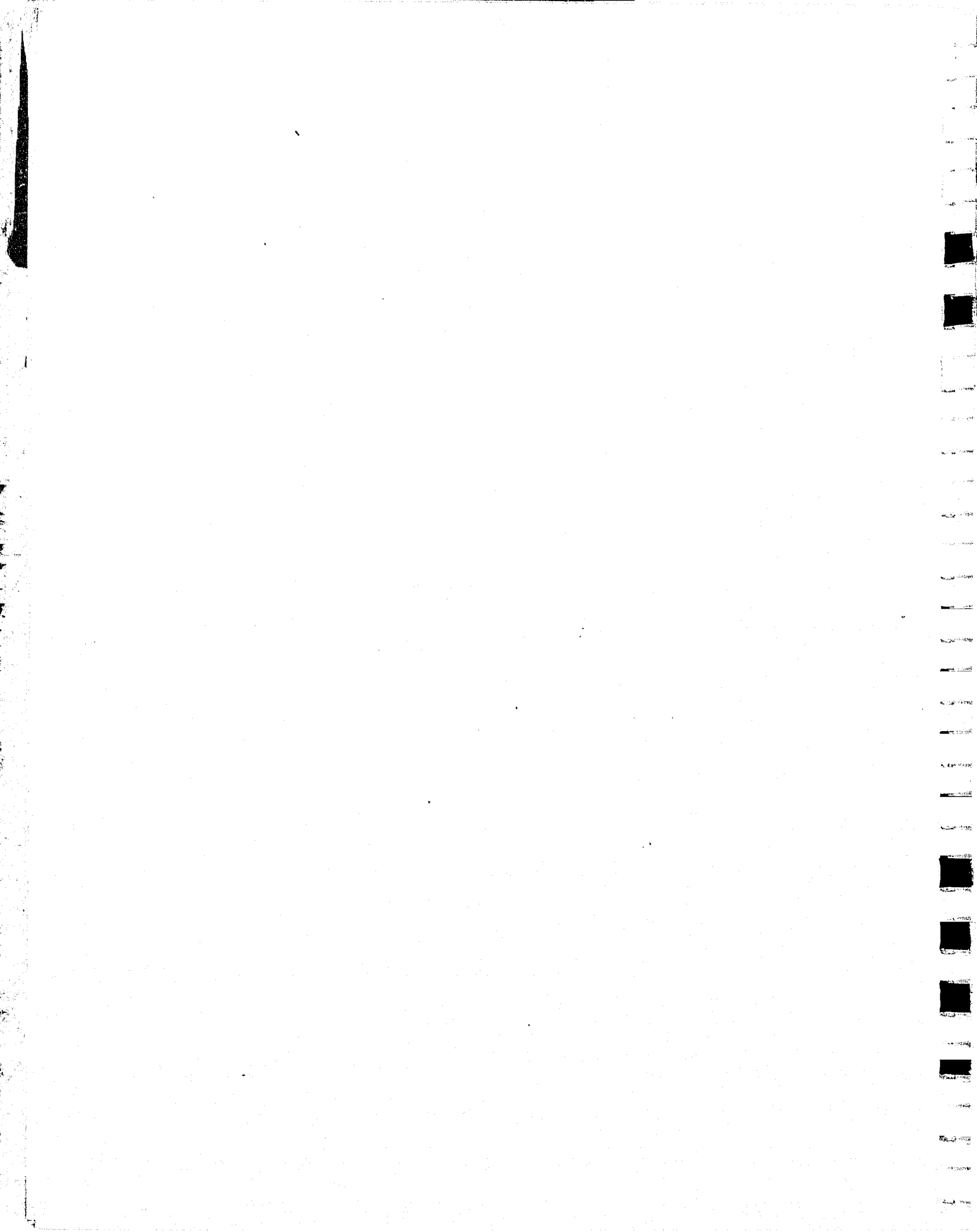
<u>Activity</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Adult Arrests	1,348	1,263	1,368	1,461	1,169
Warrants	509	526	520	411	375
Court Referrals	399	481	502	444	419
Polygraph Tests	129	133	106	124	108



KENOSHA, WISCONSIN
POLICE DEPARTMENT

PROFILE OF SWORN PERSONNEL

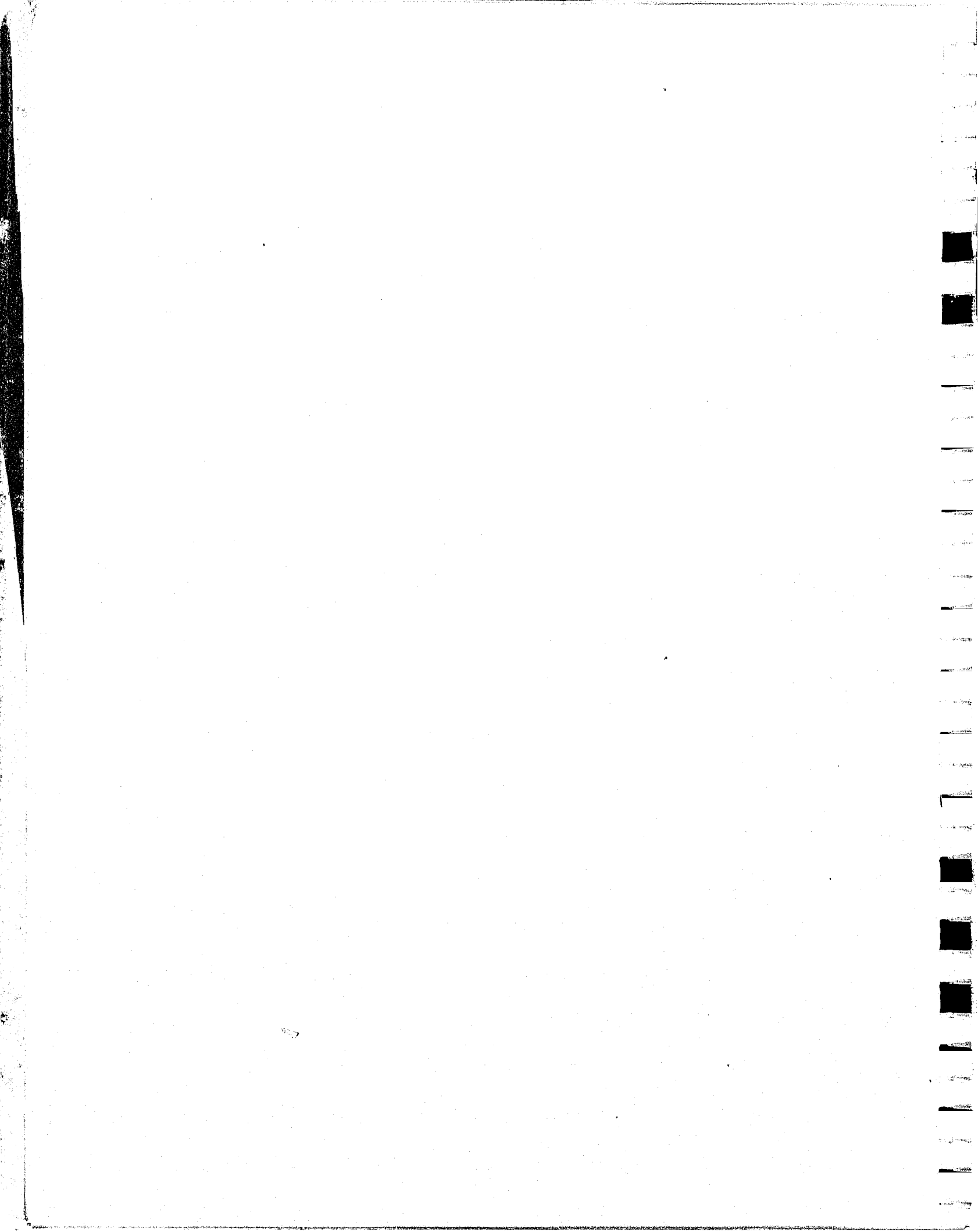
<u>Characteristic</u>	<u>Number Of Officers</u>	<u>Per Cent Of Total</u>
Age		
Less than 21	2	1.3%
21 to 30	40	26.5
31 to 40	46	30.4
41 to 50	33	21.9
Over 50	<u>30</u>	<u>19.9</u>
Total	151	100.0%
Education		
Less than high school	0	-
High school or GED	104	68.9%
Some college	14	9.3
A.A. degree	28	18.5
B.A. degree	5	3.3
Graduate degree	<u>0</u>	<u>-</u>
Total	151	100.0%
Years Of Service		
Fewer than 2	15	9.9%
2 to 5	12	7.9
5 to 10	37	24.5
10 to 20	47	31.2
20 to 30	38	25.2
Over 30	<u>2</u>	<u>1.3</u>
Total	151	100.0%
Special Training		
FBI Academy	0	-
Northwestern University		
Short course	3	60.0%
Long course	0	-
Southern Pacific Institute	0	-
Juvenile Justice Management	<u>2</u>	<u>40.0</u>
Total	5	100.0%



KENOSHA, WISCONSIN
POLICE DEPARTMENT

TURNOVER IN SWORN PERSONNEL
1969 Through First Eight Months Of 1975

<u>Indicator</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Recruitments	19	6	3	3	8	3	12
Terminations							
Retirement	-	1	2	2	1	1	2
Voluntary resignation	5	2	-	-	1	1	4
Termination on probation	-	-	-	-	-	-	-
Other involuntary termination	-	-	-	-	-	-	-
Total	5	3	2	2	2	2	6
Deceased	1	1	-	-	1	-	-



- However, actual personnel records are maintained by the secretary to the Chief of Police, and are intended to provide an ongoing account of all personnel action taken on behalf of policemen.

Labor Relations

- Until recently, most members of the KPD were members of the KPPA, which engages in collective bargaining on behalf of its members regarding wages, hours, working conditions, and the like.
- A recent arbitration decision has excluded all captains and all lieutenants but two from this bargaining unit.
- The KPPA has bargained with the City administration; the Chief of Police has had only nominal, technical participation in this process.

Recruitment And Selection

- Both the Department and the Police and Fire Commission participate in the selection process, many elements of which are controlled by State law.
- The steps required to complete the State of Wisconsin's selection process as implemented by the Kenosha Police and Fire Commission are carried out in the following order:
 - Applicants fill out applications
 - Written examinations are given
 - Medical examinations are given
 - Physical agility tests are conducted
 - Character investigation is accomplished
 - Oral interviews are conducted before the Police and Fire Commission
 - List of eligibles is established
 - Anyone on the eligibles list may be selected for hiring.



— BACKGROUND (Cont'd) —

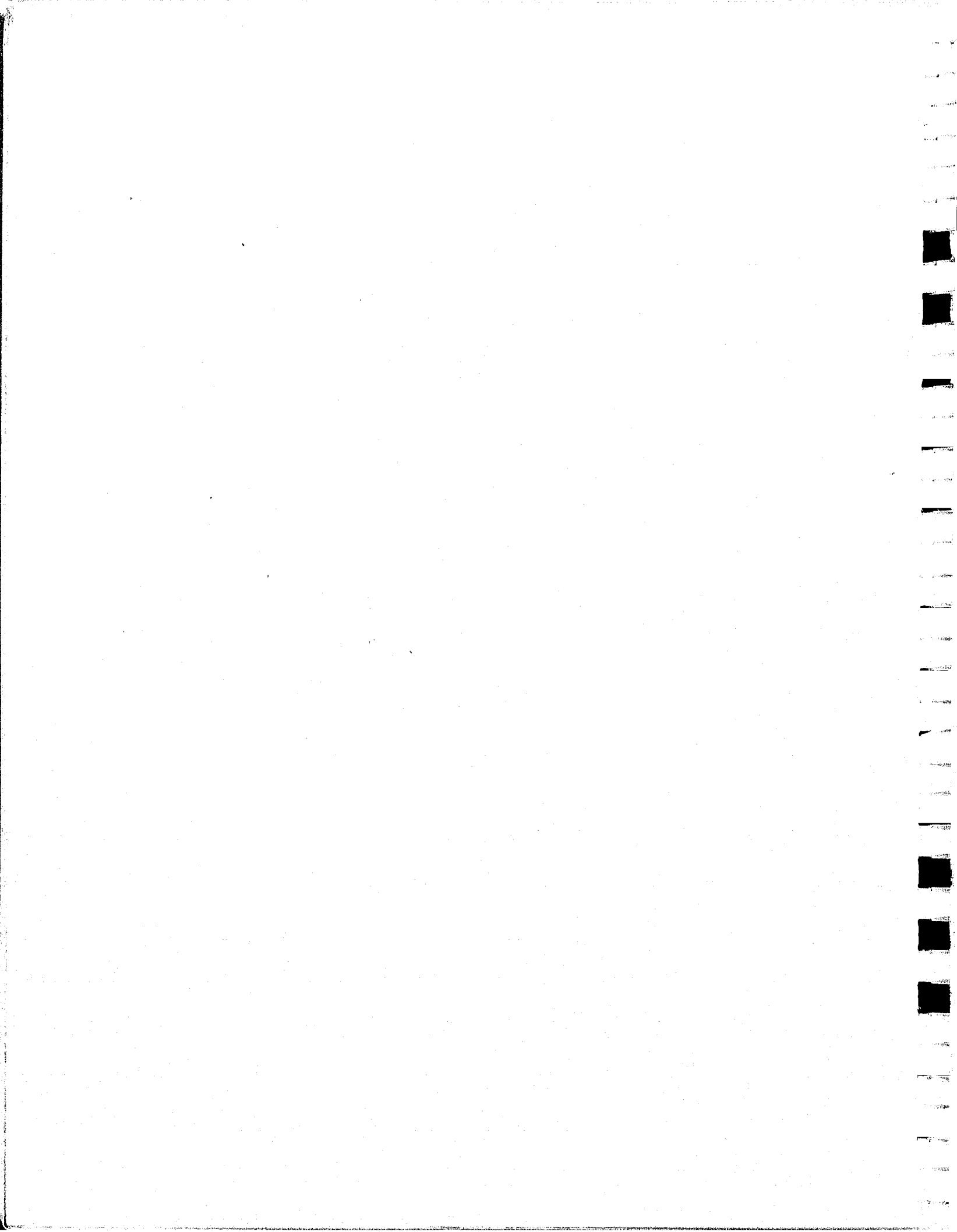
- o Before 1975, however, only those highest on the eligibles list were hired to fill vacancies.
- o This change was effected as a key step to promote an affirmative action equal employment opportunity policy by the City and the Police and Fire Commission.
- Grading of applications for positions on the list is accomplished in the following manner:

<u>Elements Of Selection</u>	<u>Weight</u>
Written Examination	50%
Medical Examination	Pass/Fail
Physical Agility	20%
Character	Pass/Fail
Oral Interview	<u>30%</u>
Total	100%

- New officers are appointed to a probationary period of one year, during which their performance is closely reviewed by supervisors.

Promotion

- The Chief of Police makes all nominations for promotion to the Police and Fire Commission.
- The Commission may accept or reject the Chief's nomination; however, there are currently no regulatory provisions to guide the promotion process.
- During this study, legislation reportedly passed the State Legislature permitting the promotion process to become subject to collective bargaining.
 - The ultimate disposition of this legislation was unclear at the time of preparation of this report.



Rank Structure

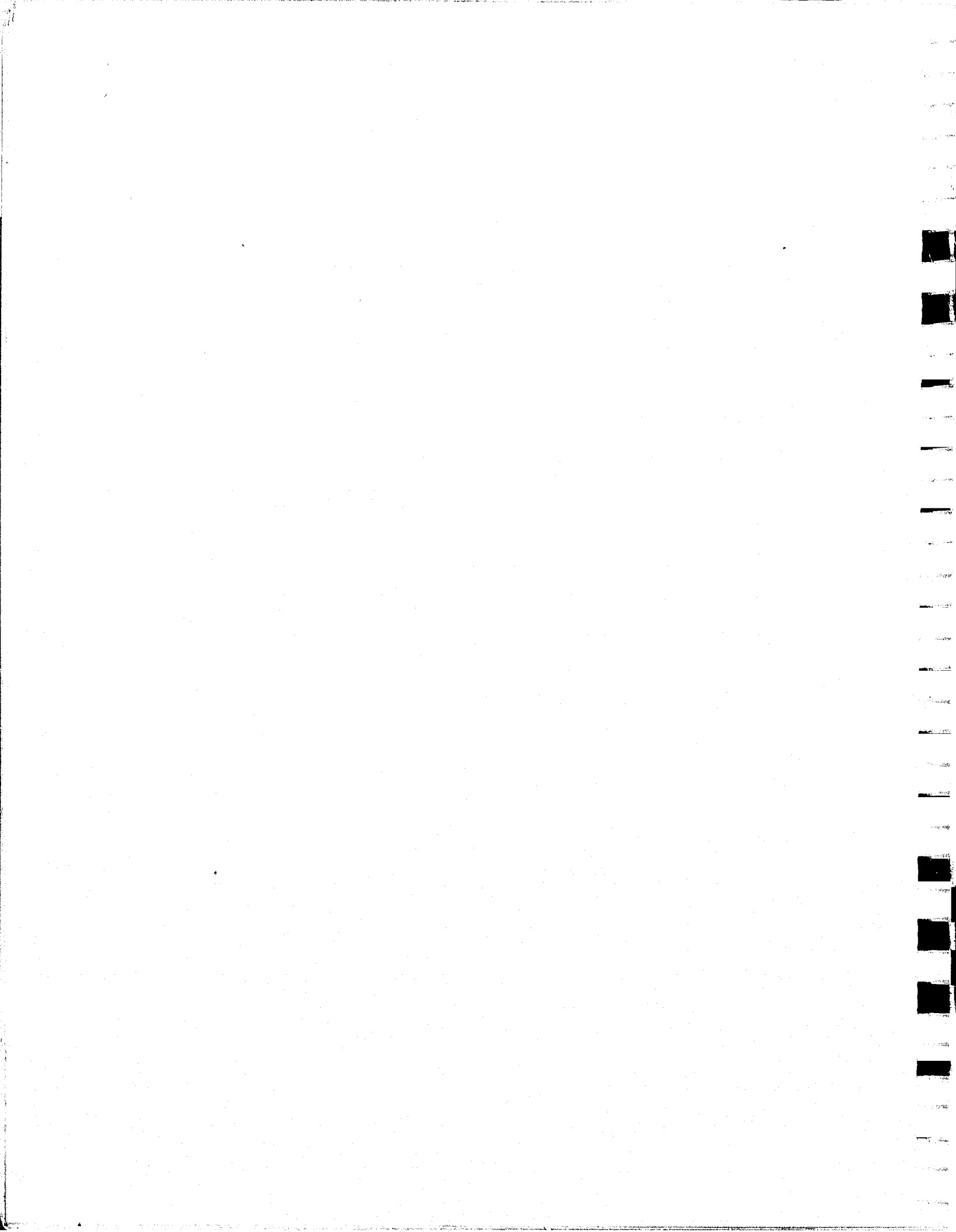
- Within the present rank structure, detectives are of the same grade as uniformed sergeants.
 - Investigators are also of the same grade.
 - The traffic officer is also of the same grade.
- Canine officers rank between patrolmen and sergeants.
- The position of Administrative Captain ranks between a line captain's and the Inspector's.

Training

- Basic training for police officers is regulated by the State of Wisconsin.
 - Basic training is accomplished in a six-week course conducted either in Kenosha or in other southeastern Wisconsin communities on a cooperative basis.
 - Successful completion of this course is mandatory.
 - The basic training curriculum is established and controlled by the State of Wisconsin.
- Periodic in-service training programs are offered by the KPD, often with the assistance of federal grants.
- Department members periodically attend advanced technical training courses offered outside the KPD.

Compensation And Fringe Benefits

- As previously noted, pay scales have in the past been established through a bargaining process between the KPPA and the City.



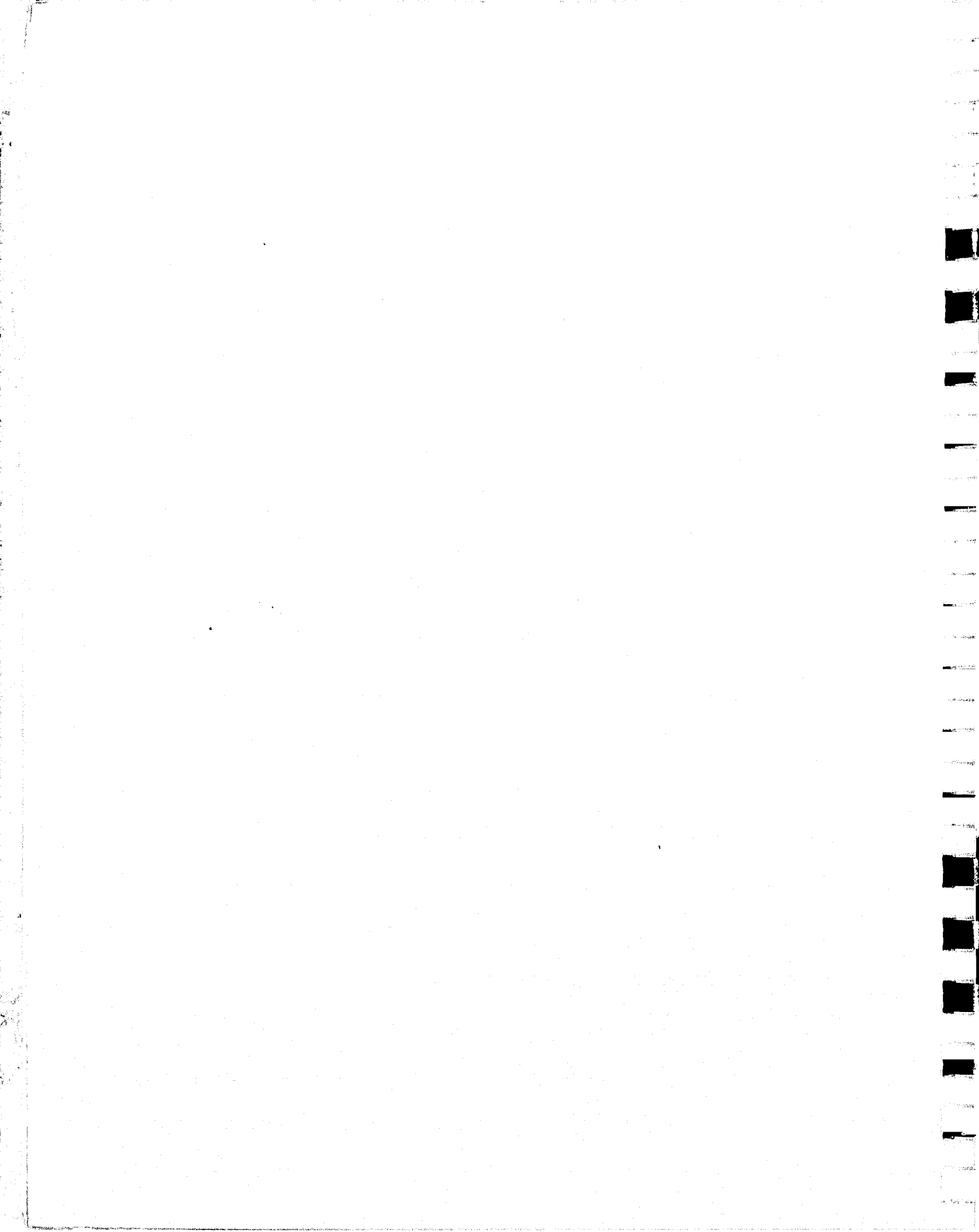
BACKGROUND (Cont'd)

- The following table presents the basic salary plan in effect in 1975:

<u>Classification</u>	<u>Monthly Salary</u>		
	<u>Step I</u>	<u>Step II</u>	<u>Step III</u>
Chief	-	-	\$1,685
Inspector	-	-	1,449
Administrative Captain	-	-	1,289
Captain	1,158	-	1,188
Lieutenant	1,093	-	1,123
Detective/Investigator and Sergeant	1,0381	-	1,063
Canine Specialist	1,003	-	1,003
Patrolman	908	948	988

Note: Upon promotion, officers go to Step I of the higher scale for a 90-day probation period. Upon satisfactory completion of the probation they are advanced to Step III.

- Special increments in pay are authorized for:
 - o Evening and night-shift differential
 - o Attainment of selected levels of formal education in police-related skills and disciplines
 - o Motorcycle duty.
- Retirement for police officers is governed by State Statute, and provides for retirement at the age of 55, or on completion of 25 years of service; however, such retirement is not mandatory.
 - A clause in the Statute permits local governments to extend the retirement age to 60 for personnel recruited under Statute 66-70 (now renamed Chapter 41); Kenosha has adopted this option.
 - o The State Legislature is reportedly considering legislation to remove this option, and to mandate a retirement age of 55 for police officers throughout Wisconsin.
 - A few officers were recruited at the time a previous retirement statute (62-13) was in effect, and may retire as late as age 65.



BACKGROUND (Cont'd)

- The total cost of fringe benefits for police officers, including retirement costs, is estimated at 29 per cent of direct salary costs.

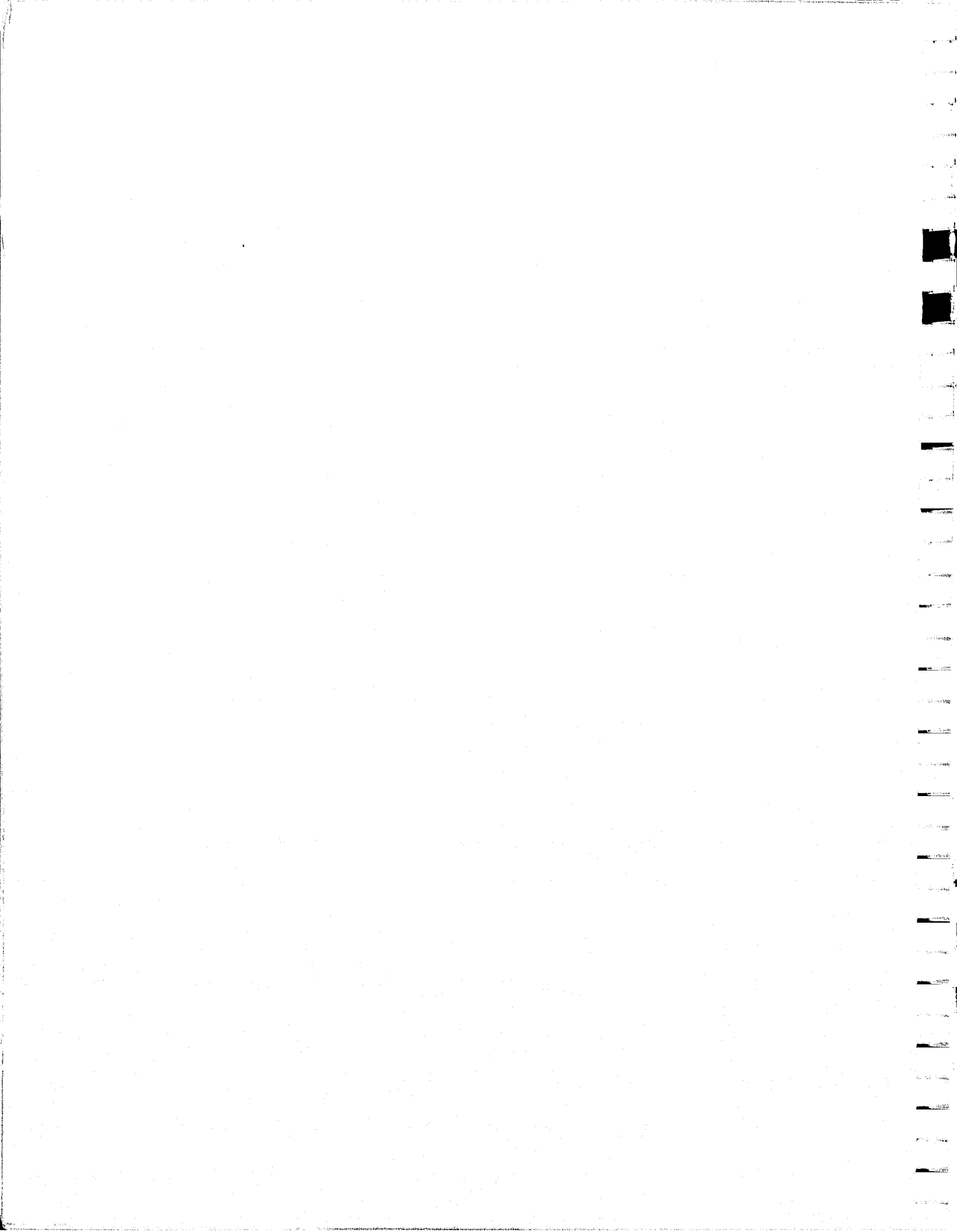
SUPPORTIVE, ADMINISTRATIVE AND LOGISTICAL SERVICES

Communications Counter And Dispatch

- The Department operates its own radio and telephone communication facility.
 - The facility includes an extensive alarm alert system for banks and several major businesses,
 - A new radio system is currently being installed.
- As previously noted, patrol shift sergeants have principal responsibility for manning the dispatch center; they are assisted by:
 - Civilian counter clerks on the day and evening shifts
 - A uniformed booking officer
 - Other sworn personnel periodically assigned to dispatch duties.

Identification Services

- Although the Detective Bureau provides polygraph services, the Identification Bureau is a self-contained functional and administrative unit responsible for all identification activity and selected crime scene work; its specific functions include:
 - Photography and fingerprinting of all arrestees
 - Crime-scene photography and fingerprint-taking
 - Operating a complete photography laboratory
 - Maintaining all files connected with identification.



BACKGROUND (Cont'd)

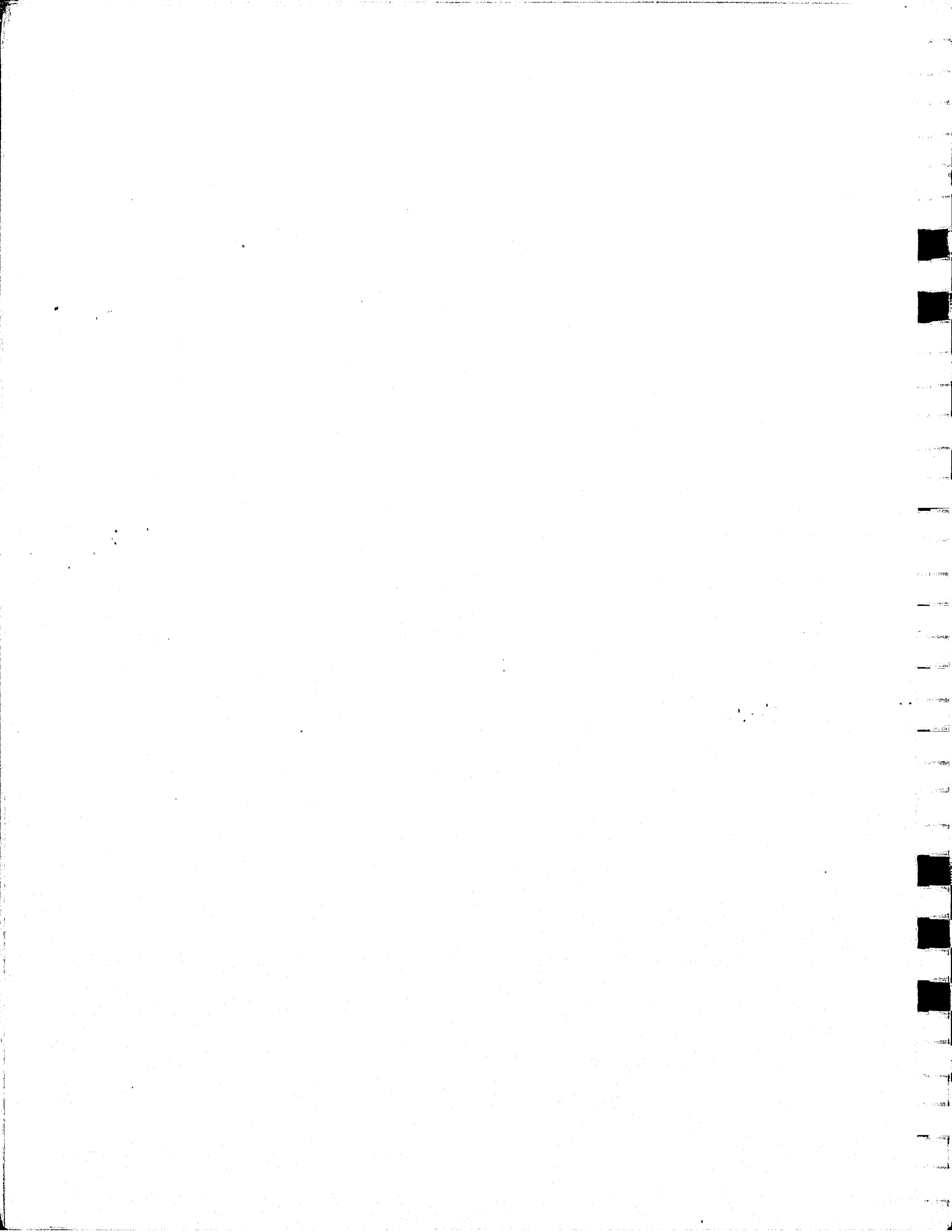
- During the 1970-1974 period, the number of persons processed by the Identification Bureau sharply increased; the following table lists the number of individuals newly processed for each year (processing of repeated identifications is currently running at a rate of approximately 400 per year).

<u>Year</u>	<u>Number Of New Identifications</u>
1970	662
1971	768
1972	1,144
1973	1,235
1974	1,039

- The identification process requires the preparation of several forms for forwarding to the State and federal (FBI) identification centers.
- The Bureau currently has sworn personnel who perform all its functional and clerical duties.

Records Systems

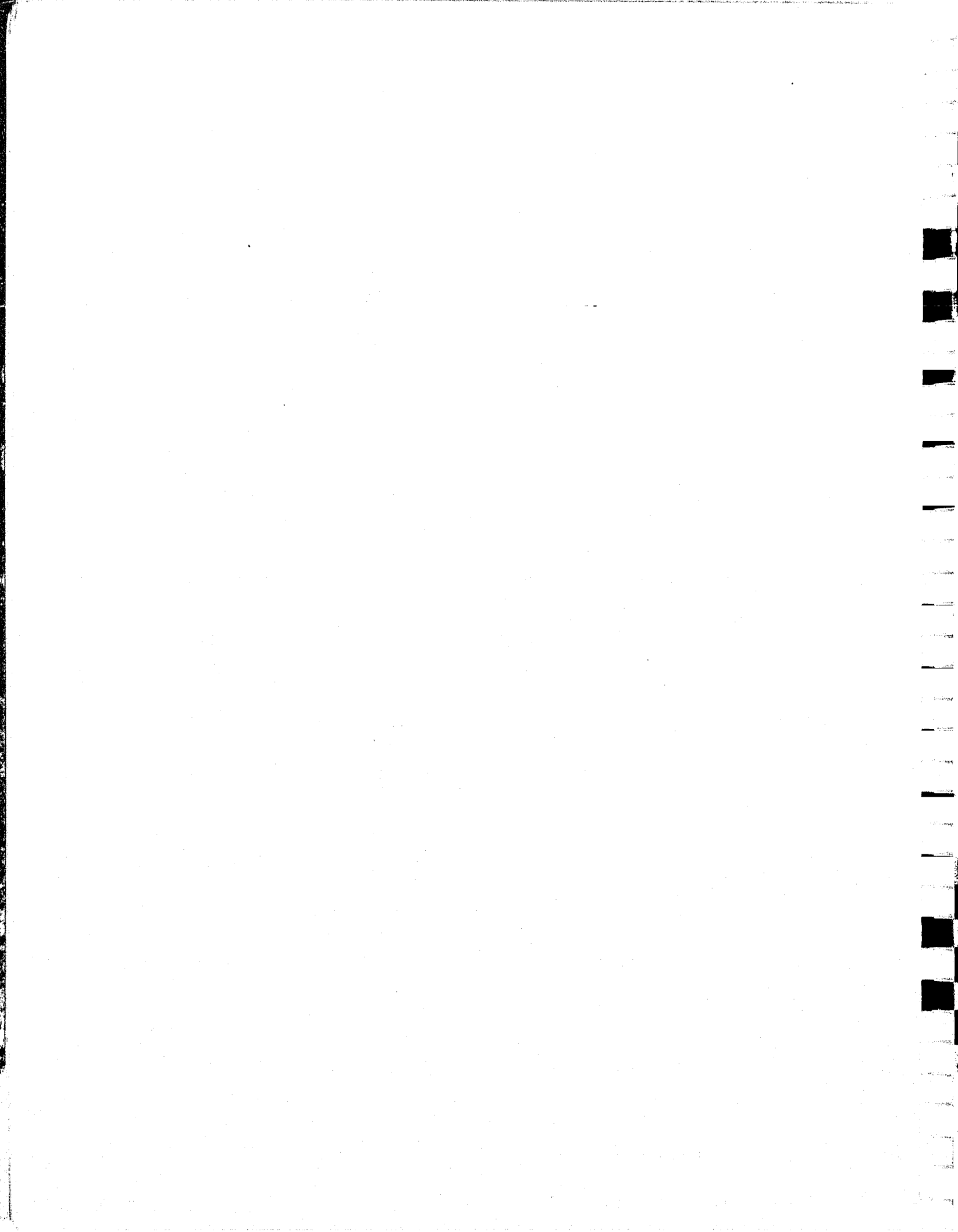
- The Records Section maintains a detailed records system designed by an outside consultant several years ago; this system features such key elements as:
 - Daily activity cards, completed by all sworn personnel
 - Use of a time-stamped incident card for all calls for service
 - Use of a geographically coded reporting area system.
- The Records Section processes and files all operational reports, activity reports from Department members, and all cases reported; information for all records other than case reports are keypunched, sorted and files for later use by the City data processing office.
- Other Bureau records are maintained in the Chief's office and in the offices of several other organizational elements.



BACKGROUND (Cont'd)

- Personnel-related and certain other confidential records are maintained in the Chief's office.
- Juvenile records are maintained in the Juvenile Bureau.
- The Identification Section maintains a number of records and files, including:
 - o Approximately 40,000 fingerprint files clarified and filed according to Henry and FBI systems
 - o Index files
 - o Kardex files
 - o Negative files
 - o Record transcript file
 - o Photo files of accidents, cases, and year of birth for arrestees.
 - o Warrant file
 - o Single-fingerprint file prepared for computerization.
- The range officer maintains property records.
- The Department operates a fleet of marked and unmarked cars which are City-owned.
- The following table shows the quantity and type of vehicles maintained by the Department.

<u>Type</u>	<u>Number Of Vehicles</u>	
	<u>Marked</u>	<u>Unmarked</u>
Sedans	16	10
Station wagons	3	-
Trucks	1	-
Motorcycles	5	-



BACKGROUND (Cont'd)

- Squads are equipped with portable and mobile radios, riot equipment and shotguns.
- All other weapons, tear gas and related equipment are stored in the police building.
- Vehicles and radios are maintained by firms under contract (currently in the City of Racine).

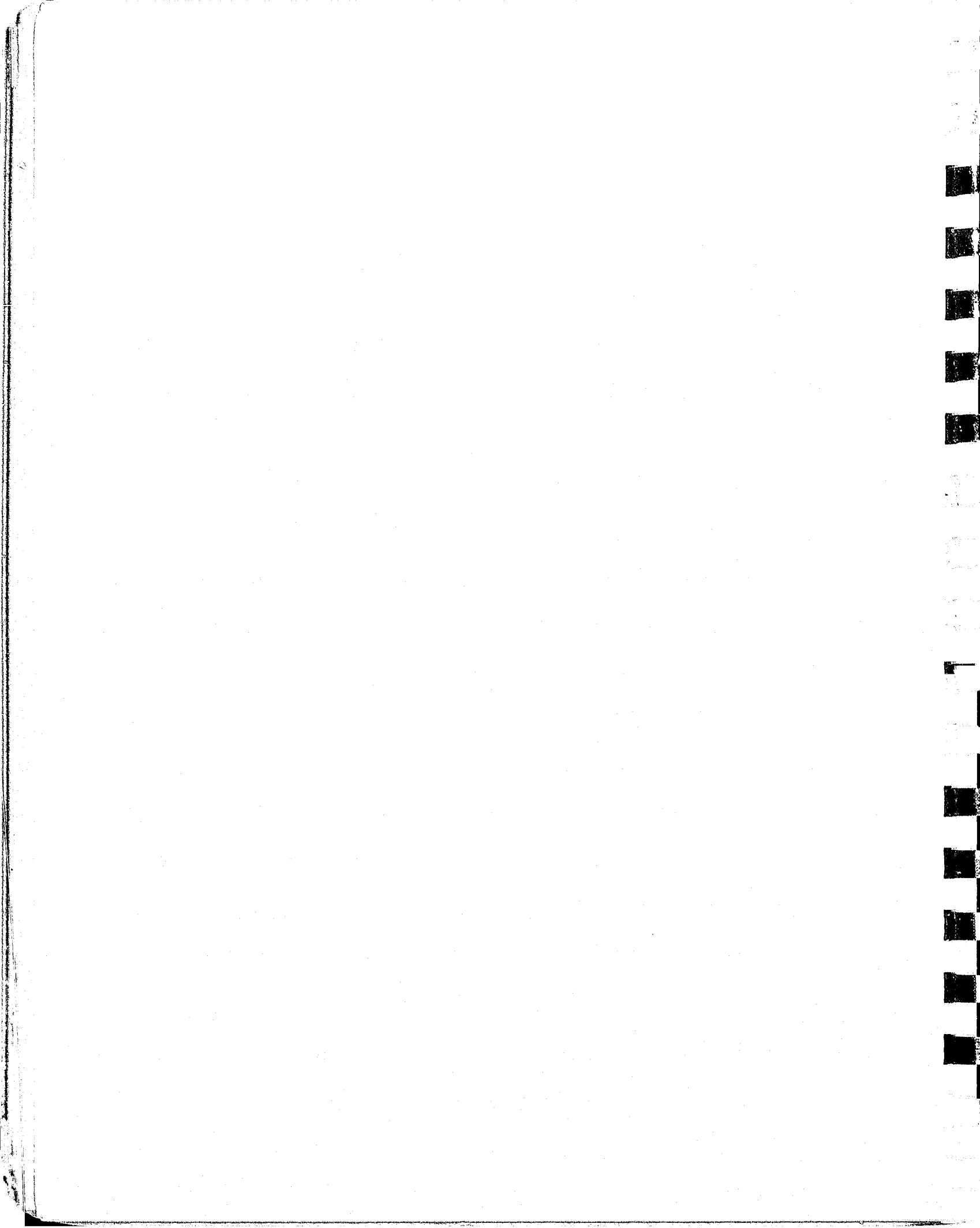
Physical Facilities

- The Department is housed in its own building constructed in 1964-1965.
 - Part of this building is designated for Civil Defense use.
 - The firing range is located in the basement of the police building.
 - A garage facility is also located in the basement, and can accommodate up to 13 cars.
 - The building also houses 33 jail cells for confinement of persons awaiting arraignment.

PENDING

DEVELOPMENTS

- During the course of the study, two developments of particular importance were under way.
- The City and the Department had under consideration a potential grant application for a major new experiment - the introduction of the team-policing concept in Kenosha.
- The City and the County also had under consideration a potential study of the feasibility of consolidating certain administrative and logistical support functions now performed separately by both the Kenosha Police Department and the Kenosha County Sheriff's Office.



IV - OBSERVATIONS

- Governance, Priorities And Operational Performance
- Departmental Administration
- Major Implications

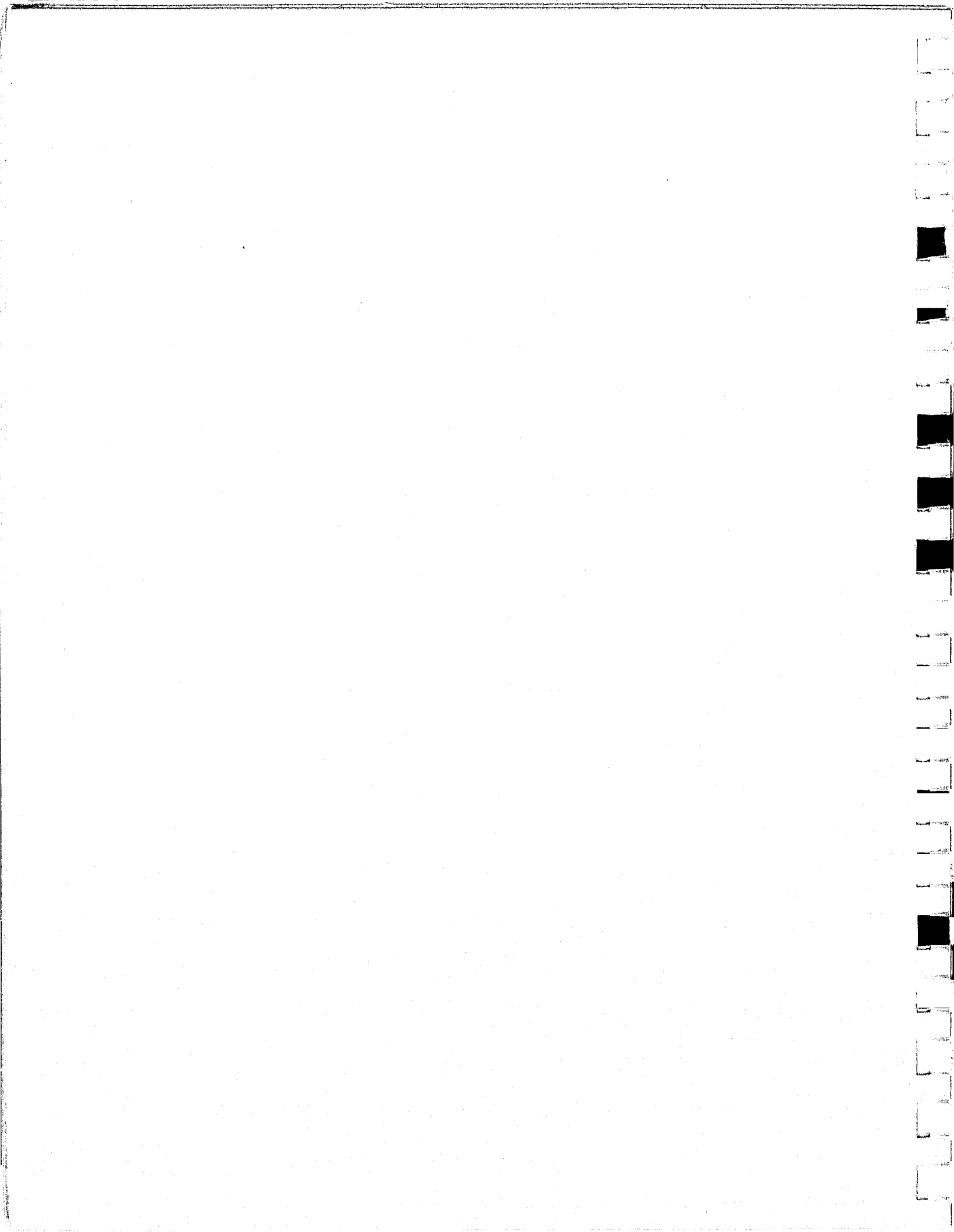


GOVERNANCE, PRIORITIES AND OPERATIONAL PERFORMANCE

This chapter presents observations and identifies opportunities for improvement regarding the Kenosha Police Department. Included are major sections pertaining to: the governance, priorities, and operational performance of the KPD (this section); administration of the Department; and major implications of this analysis for the future of both the City and the Department.

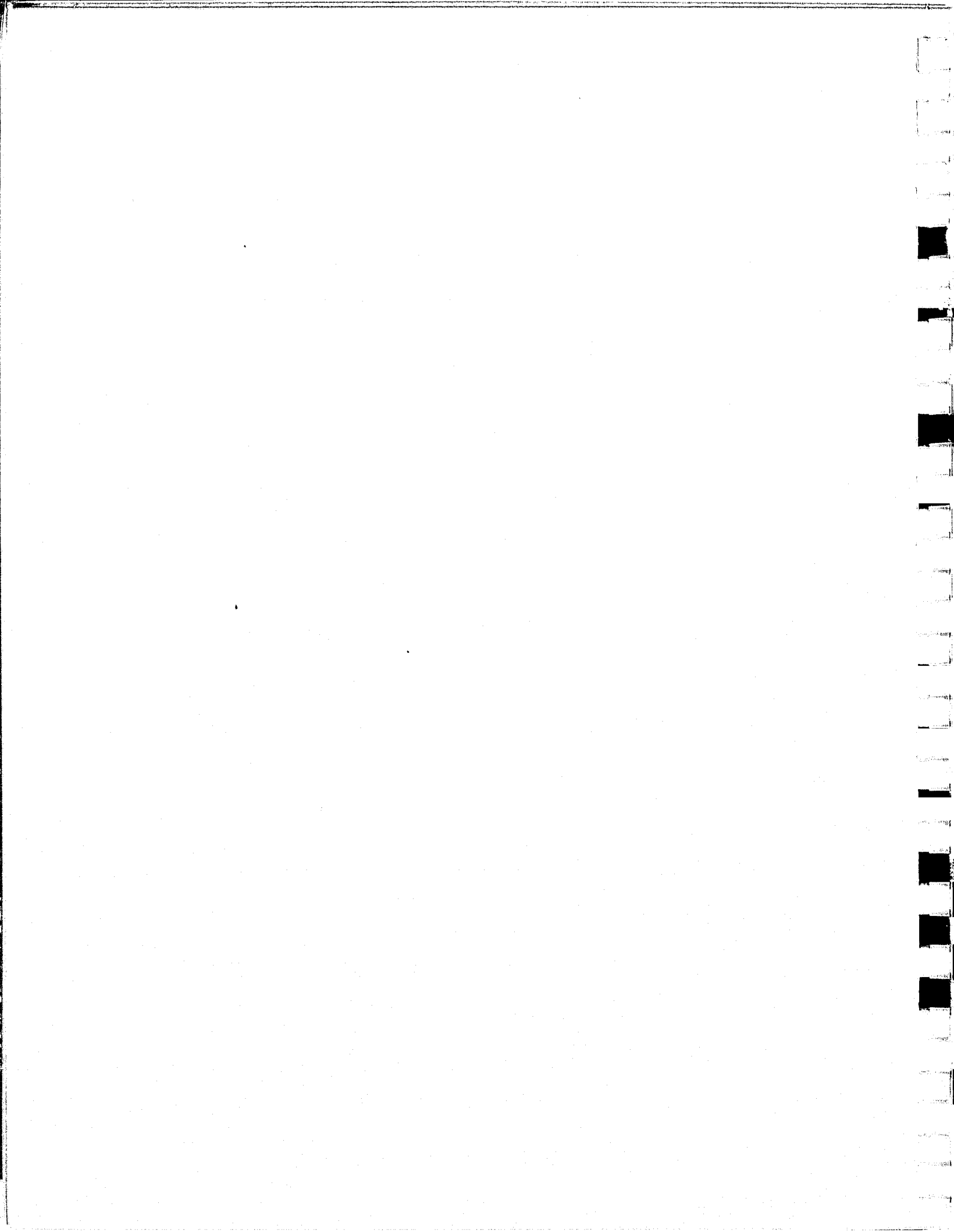
GOVERNANCE OF THE POLICE DEPARTMENT

- Existing mechanisms for the provision of sound policy governance over the affairs of the Kenosha Police Department appear to be nearing a breakdown; and, based on the evidence of recent experience, these mechanisms poorly serve the needs of Kenosha citizens, the municipal government, and the Department itself.
- Interviews with a wide range of municipal officials clearly indicate that a situation has evolved in which most responsible members of City government are dissatisfied with the operations of the Kenosha Police Department; and identify the need to achieve substantive improvement as a matter of pressing priority for the City.
- This dissatisfaction has evidently existed for a number of years, continuing in large measure because of an evident, but apparently inaccurate, view that viable means to correct the situation were not available.
- Some members of City government appear to lack familiarity with Wisconsin State statutes pertaining to the operation of the police departments.
 - However, they must rely on the City staff almost exclusively for legal interpretations, as well as fiscal guidance, counsel on their role in governance and authority to take actions.
 - The City staff has sometimes been hesitant to point out the full range of authority enjoyed by the Common Council and the Police and Fire Commission.



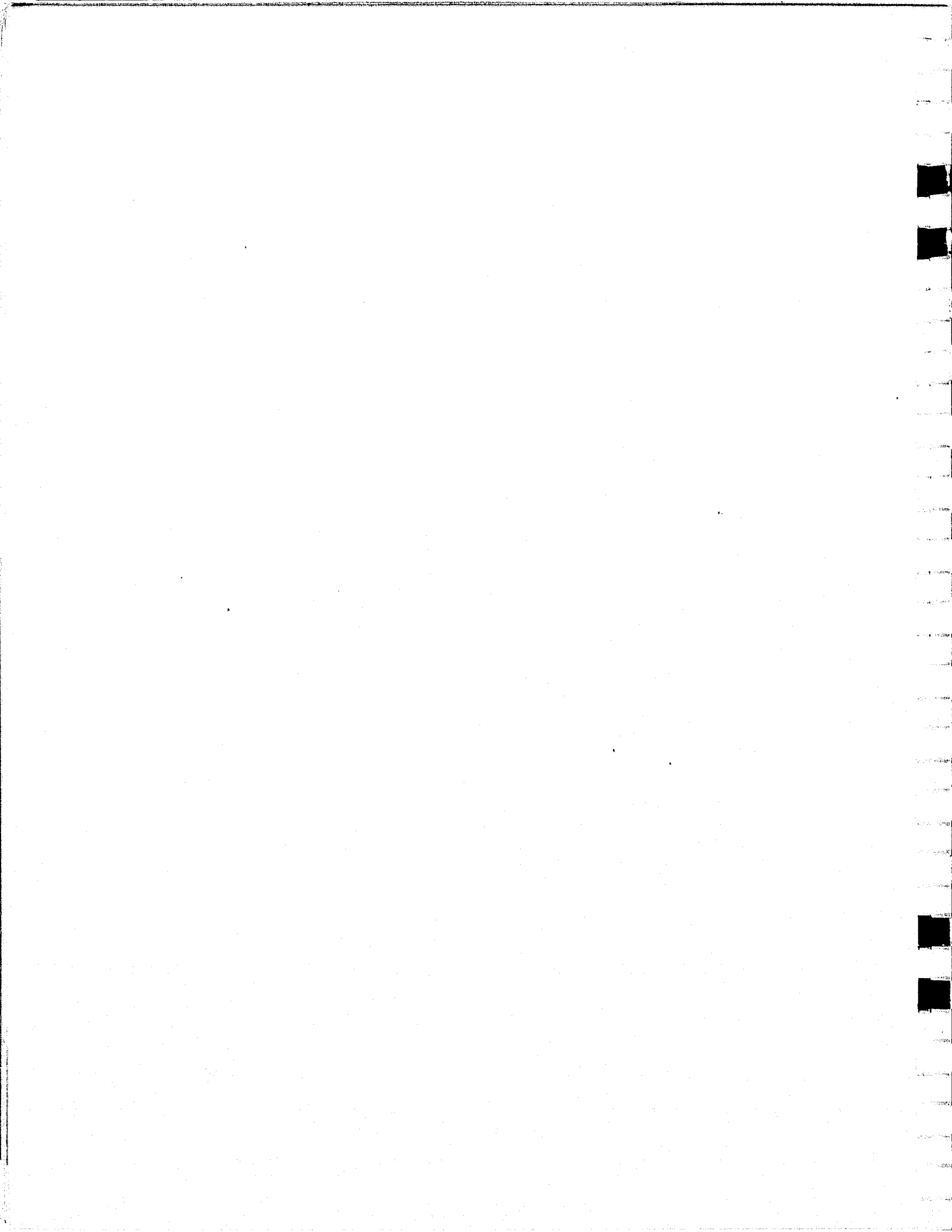
GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- While staff guidance has been provided on a number of occasions, follow-up was not affected to ensure full understanding of the law, the urgency of a given situation demanding attention, or both.
- Several key members of City government appear to believe that the leadership of the Police Department functions in a virtually autonomous capacity, and that it is subject to censure or removal only on grounds of malfeasance or the commission of a crime in office.
 - Mismanagement, lack of leadership, failure to enforce discipline, and like deficiencies noted by these officials have not been perceived as grounds for corrective action, despite their impact on citizens of the City.
 - Rendering of legal opinions exceeds the scope and competence of this study; nevertheless, a review of annotated State statutes, and interviews with qualified counsel, suggest the strong possibility that such is not the case and that means of redress are, in fact, available.
- As a result of these widespread beliefs, no record has been compiled concerning individual events which have contributed to the dissatisfaction of City government with the operation of the Police Department; therefore, positive governing action is difficult, at best.
 - In effect, members of the Common Council and the Police and Fire Commission have in the past relinquished, on a de facto basis, much of their authority and responsibility for governance of the Department.
 - Attempts have been made in the past to restore some degree of suitable direction and control to the Department; unfortunately, many of these have been characterized by a lack of common understanding of intentions and unity of purpose on the part of elements of City government.
 - Many past attempts have been made at resolution of immediate and, occasionally, peripheral matters (such as police coverage of particular sections of the City, or increasing the volume of traffic and parking violations issued).



GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- More recently, substantive attempts to improve governance of the Department have been stimulated by growing concern over its responsiveness; however, these steps - including directions to prepare a Departmental manual of rules and regulations, and reassignment of some personnel - have not yet proven fully effective.
- Consequently, the Department's top leadership has sought and, in fact largely attained, an undue degree of management autonomy and an untoward degree of insulation from accountability to municipal officials for effective administration and sound performance of vital police functions.
- As a result, a schism has developed between the City administration and the Department, which has adversely affected the ability of the Department to meet the needs of the City: moreover there is substantial evidence that the actions of the Department's top management have exacerbated, rather than ameliorated, this schism.
 - For example, many members of the police force express concern that the fiscal policies of a "parsimonious" City have deprived the Department of the capacity to perform its mission.
 - Few are evidently aware of the 57 per cent increase in fiscal support allocated to the Department in the past five years.
 - Extreme doubt was voiced that the fiscal recommendations incorporated in the November 1975, Executive Digest of this report would be approved, although the City rapidly took favorable action in this regard.
 - This "internalization" and suspicion of municipal intentions has been fostered in many ways by the Department's leadership, which has constantly attributed KPD limitations to lack of resource support (especially insufficient numbers of sworn personnel).



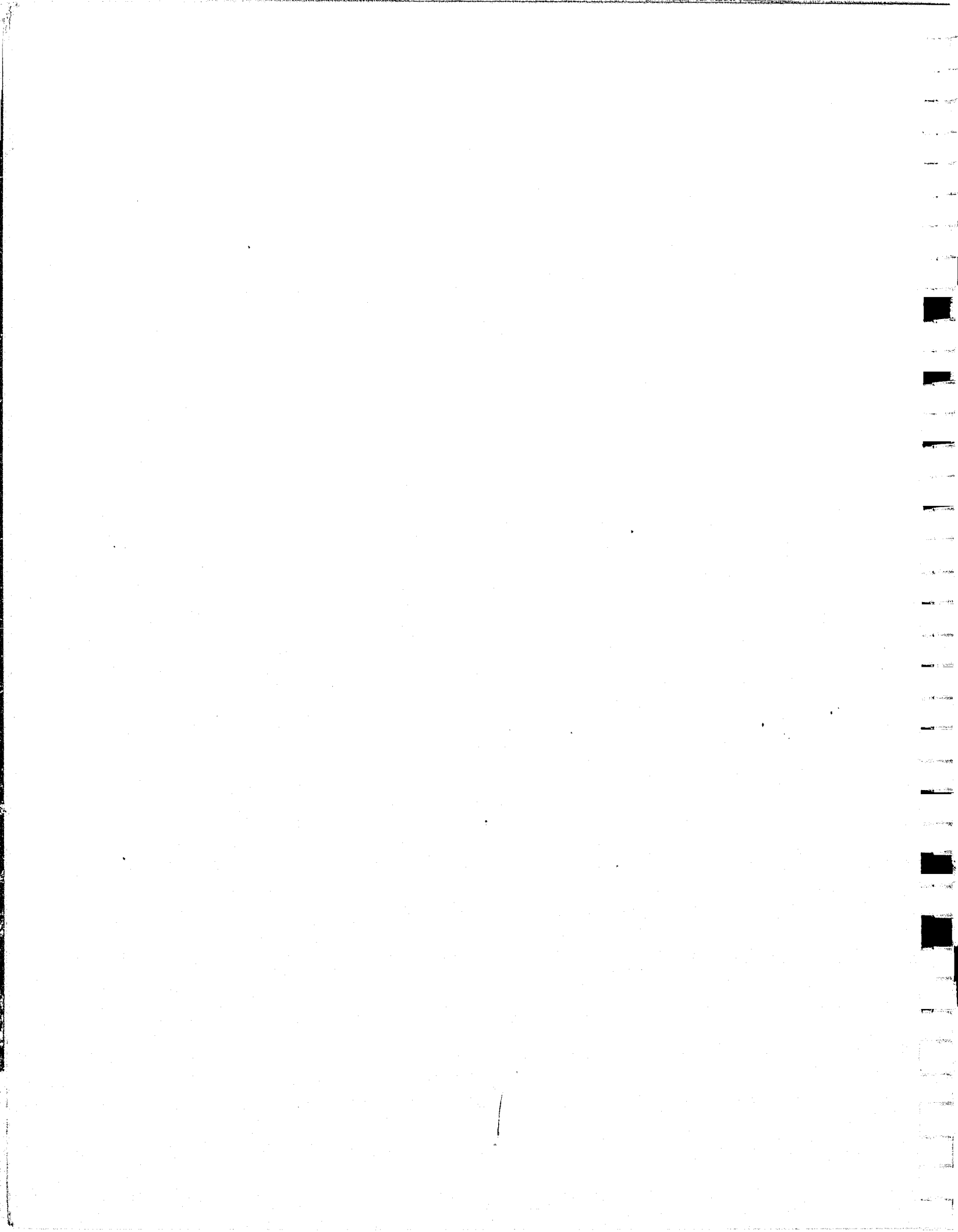
GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- The distribution of proper governing channels and the growing polarization between the City and the Department has been characterized by:
 - Open expression in the public media of conflicting views
 - Deterioration of morale and professional attitude on the part of many capable members of the Department
 - Lack of City support for some resource requirements of the KPD
 - A pervasive sense of frustration among all concerned parties
 - A growing belief that there is little hope for action to correct the numerous problems which beset the Department.

MISSION,
RESPONSIBILITIES
AND RESOURCES

Mission And Priorities

- The Kenosha Police Department functions without a central and clearly defined sense of mission, purpose or management priorities.
- The Department appears to be constantly responding and reacting to a broad range of external stimuli (such as complaints about service in particular areas of the City from local officials), rather than firmly charting a positive, professional course of action.
- Mission statements have not been issued, operating guidance is infrequently given, and Departmental priorities are often unclear to members of the KPD.
- Together with subsequently discussed administrative deficiencies - such as the absence of firm policy guidelines, a fragmented organization structure, and absence of suitable levels of supervision - this has resulted in a situation in which determination of KPD mission and priorities often appear to devolve to the street police officer, who often lacks the training and experience to approach decisions more properly placed at higher levels in the organization.

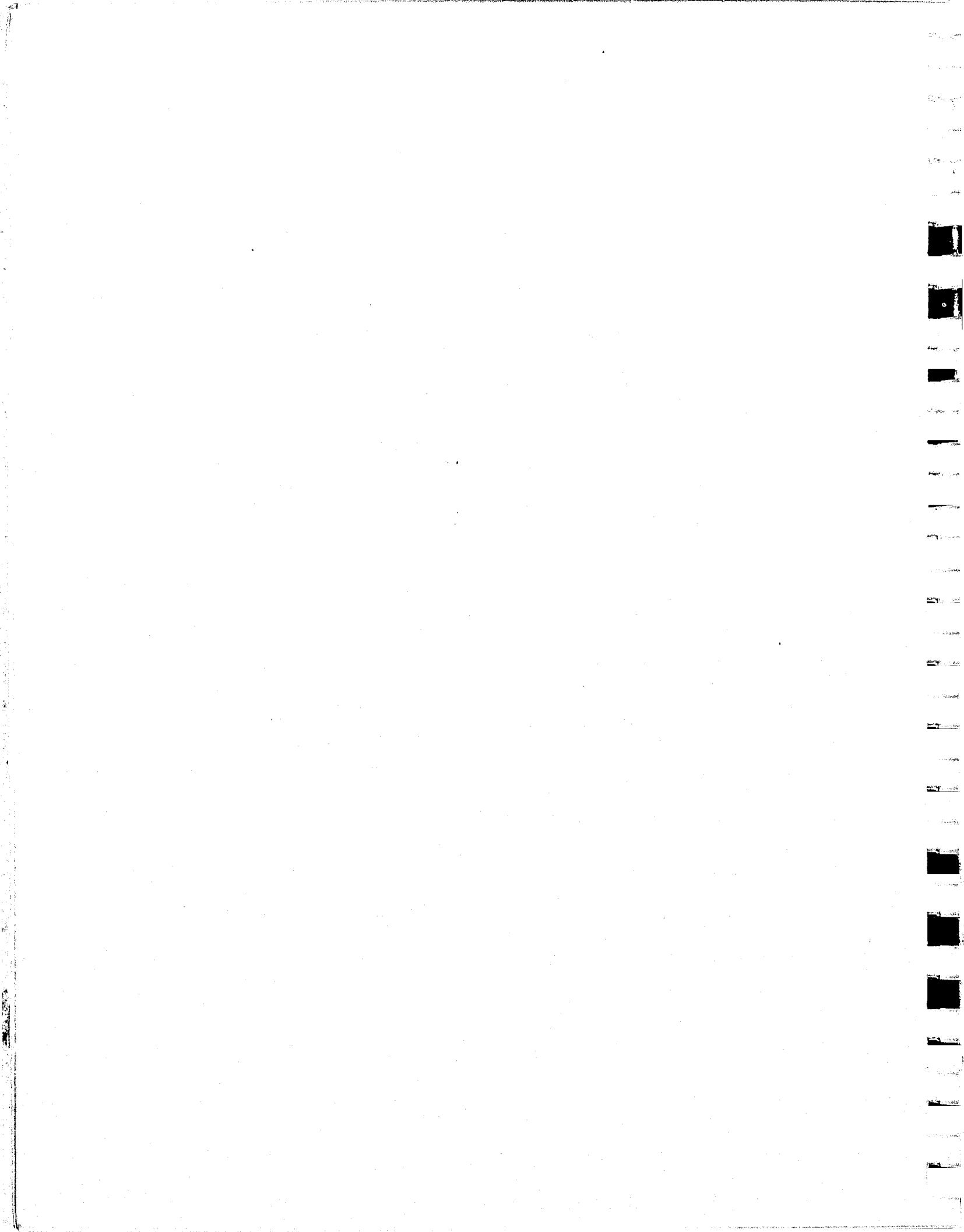


GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- To the extent that City and Department actions have determined KPD's de facto mission, high priority has evidently been placed on performance of a broad range of peripheral public service functions and specialized tasks which include:
 - Effecting utility repair for individual citizens
 - Transporting citizens from the hospitals to their homes
 - Removing animals from homes
 - Opening locked cars for persons who have left their keys inside
 - Conducting investigations of minor traffic accidents occurring on private property
 - Assisting hospital employees in subduing unruly mental patients.
- Though partially useful, diversion of Departmental resources into the performance of such duties has served to impede the KPD's performance of its most critical public safety responsibilities - deterring crime (where possible) and apprehending criminals.
- Moreover, with the exception of the efforts of one safety officer, no organized, ongoing, and Department-directed preventive programs are currently under way.

Resource Support

- As further noted in succeeding sections of this chapter, the KPD does suffer from certain resource support limitations.
- This shortfall, however, is modest and principally evident in terms of civilian personnel and professional equipment, the availability of which would free sworn personnel to perform police duties and enable KPD officers to become more productive.
- Conversely, the actions and public pronouncements of the Department's top leadership have served to exaggerate public perception of the extent of this shortfall.



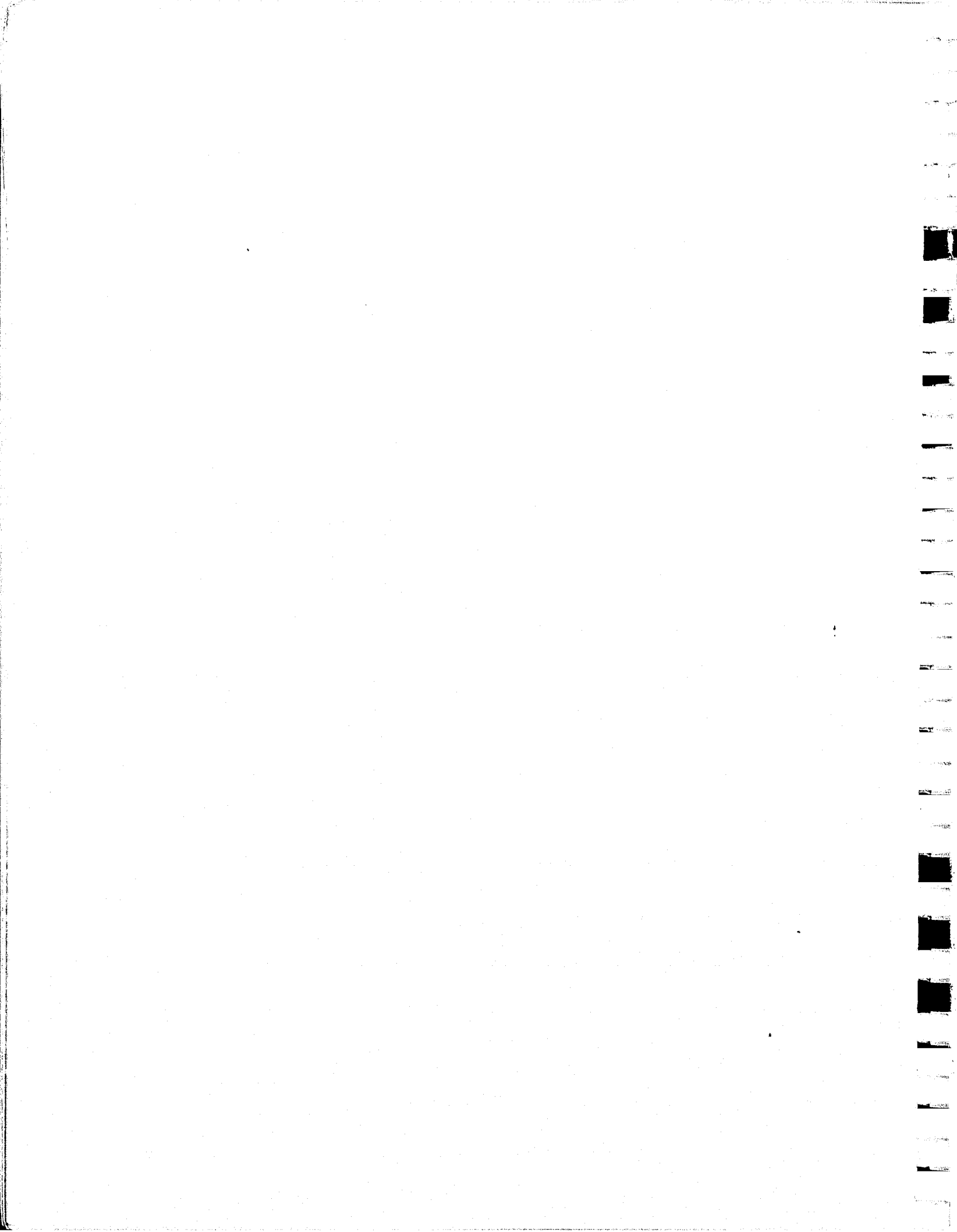
GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- Furthermore, these promouncements have had the effect - through constant reiteration - of misleading public officials and others into concern that virtually the only way to strengthen police effectiveness in Kenosha is the initiation of a major expansion of the Department's sworn work force.
- Indeed, interviews conducted during the study indicated to some degree that pursuit of more manpower had, in fact, become an end in itself within the Department.
 - While numerous observations were made by KPD commanders regarding overall manpower needs, few concrete suggestions were made, or plans found to exist, regarding the manner in which significant manpower increments would be deployed, the rationale on which such action would be based, or the results which might be attained from this investment.
 - One notable exception was a plan formulated to introduce team policing in Kenosha, as further discussed elsewhere in this chapter.
- On balance, the results of this analysis indicate that the Kenosha Police Department is only slightly undermanned.
- It is, however, greatly undermanaged and underproductive, to a degree indicating that substantial investment of additional municipal funds - in the absence of a thorough overhaul of the KPD - would be unwarranted; and in all likelihood would lead to inefficient use of a greater pool of resources rather than contribute to the correction of present weaknesses.

OPERATIONAL
PERFORMANCE

Overview

- Municipal citizens and officials should recognize that a community's police force has, at best, a marginal impact on the level of crime which does occur in the City; this level is the product of a complex range of factors including population density, economic conditions, social mores, and judicial and correctional philosophies in the State and the region as a whole, not solely in Kenosha itself.

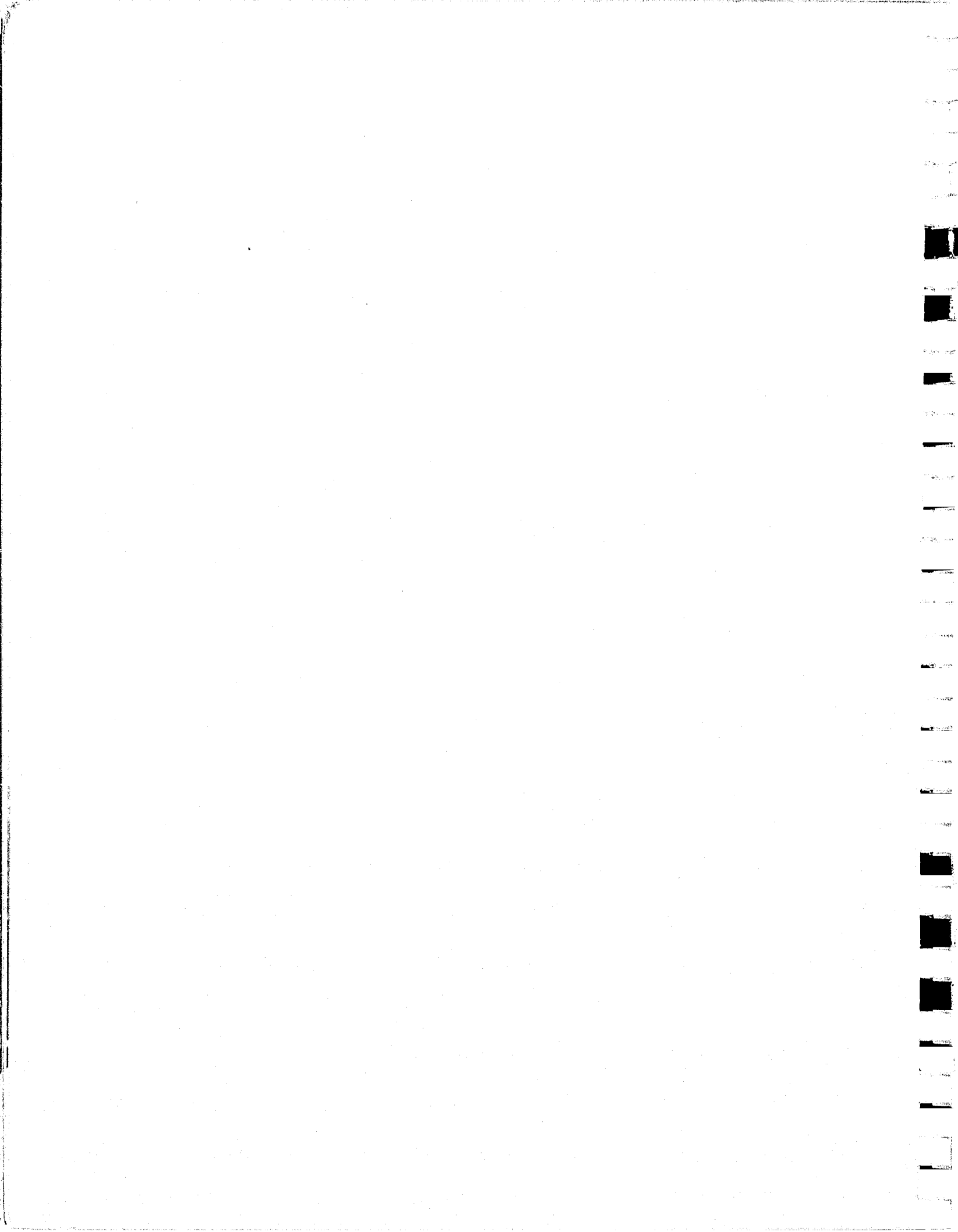


GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- To the extent that police effectiveness and efficiency can influence the level of crime, this is most likely to be achieved by the deterrent effect offered by achievement of a high probability that offenders will be apprehended and convicted.
- Key factors underlying such probabilities are:
 - Aggressive and visible patrol in configurations leading to the shortest possible time for police response to an incident, or to preclude its occurrence
 - Effective follow-up investigation, leading to a high solution rate of incidents in which offenders were not apprehended at the scene.
- Valid indices of police performance are not, therefore, the rate of crime in the community, but rather:
 - Police response time when summoned
 - "Clearance," or solution rates - the proportion of criminal acts which are actually solved.
- Using these as yardsticks, the following sections present information regarding severe deficiencies in the operational performance of the Kenosha Police Department, incorporating a comparative analysis of available data regarding experience in Kenosha and elsewhere, and the relationship between this experience and manpower levels in other police forces in the State.

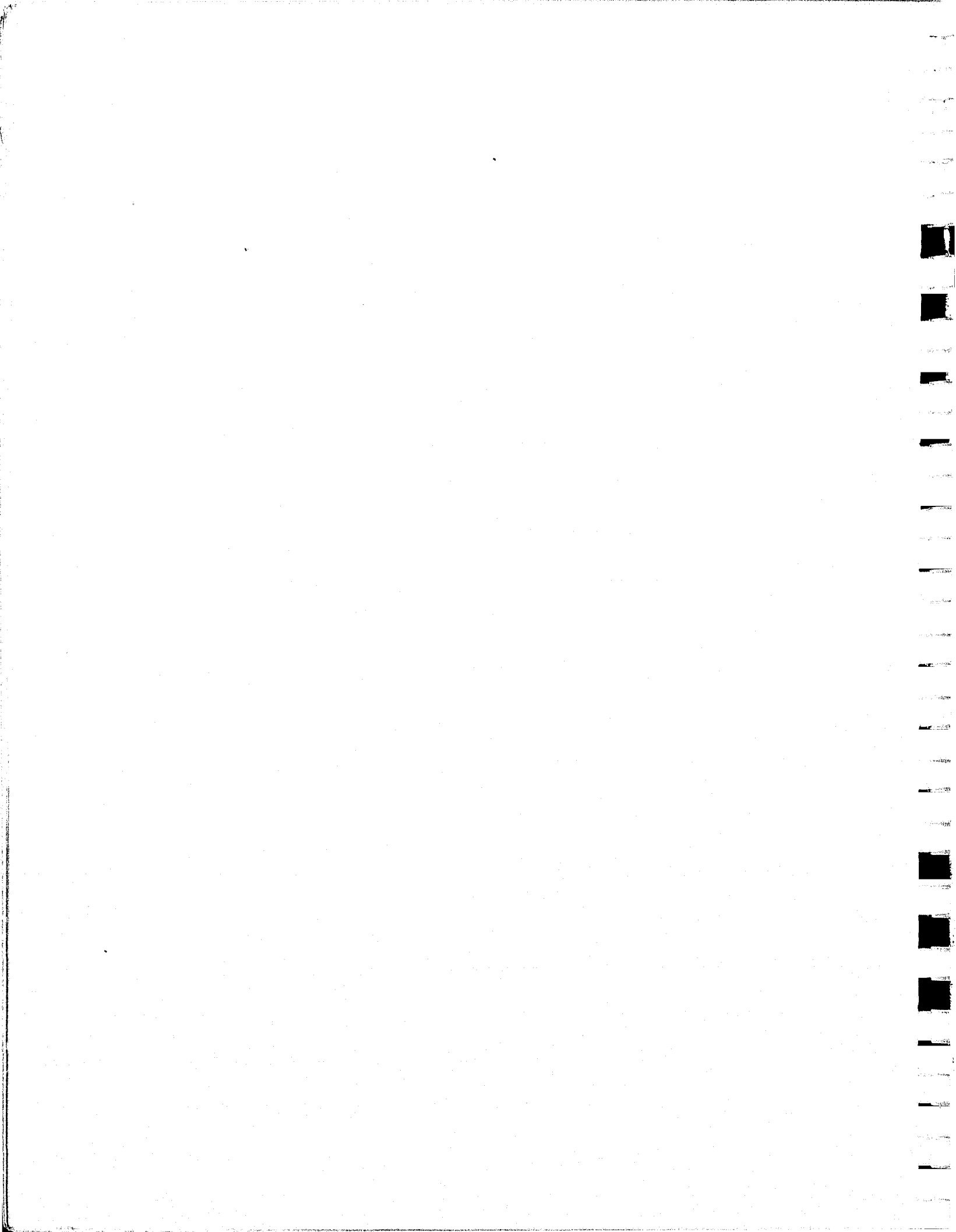
Response Times

- The response time of the Kenosha Police Department, when summoned by citizens, is almost universally described as wholly unsatisfactory.
- In recent years, public attention has been focused on a few incidents in which a delayed response by the Department resulted in severe consequences to citizens.
- However, it is the continued pattern of delayed response, rather than circumstances surrounding a few isolated incidents, which should be the subject of concern.



GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

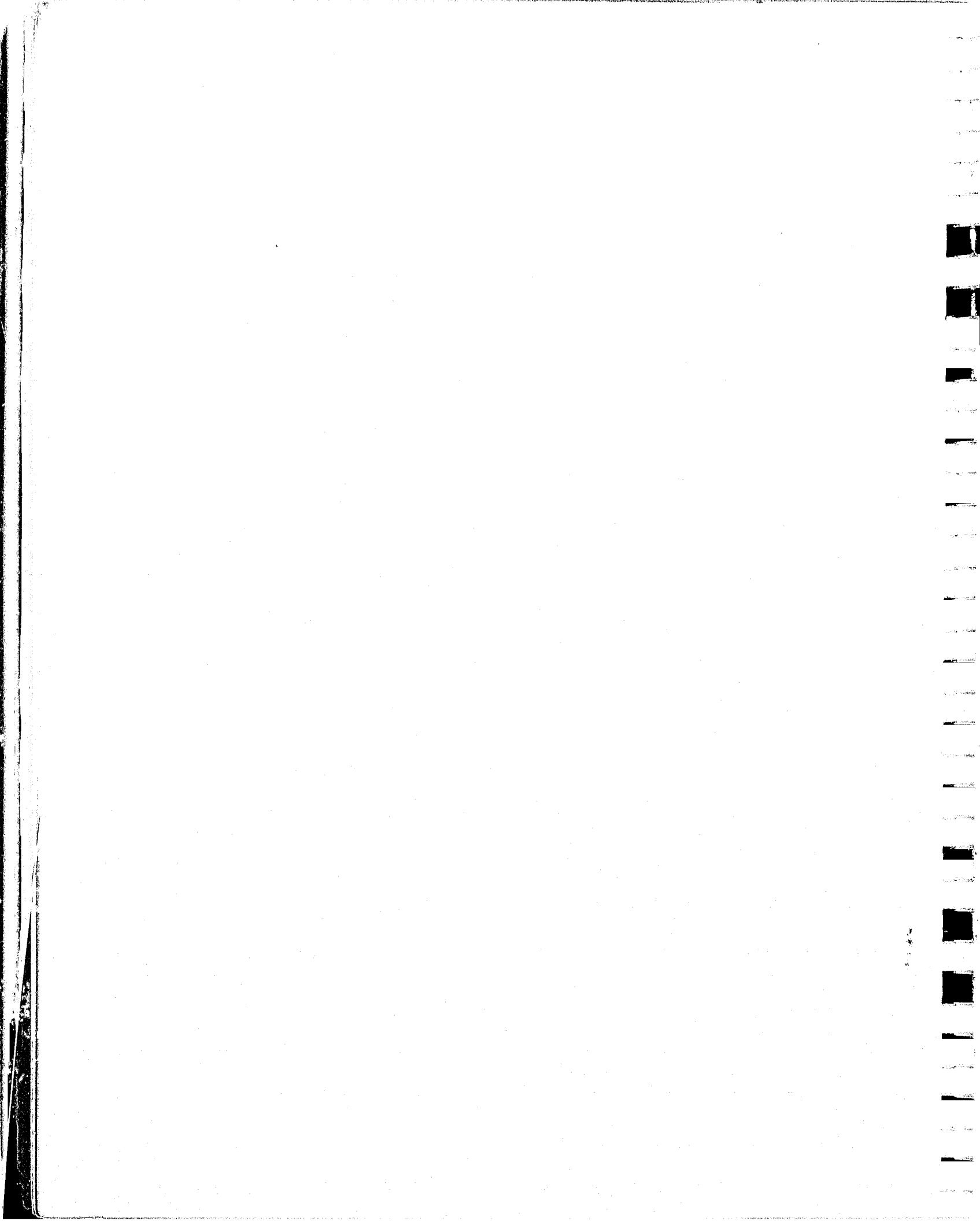
- Unlike clearance rates discussed below, precise nationwide data are not maintained on police response time performance.
 - However, in identifying the close relationship between response times and felony clearance rates, the National Advisory Commission on Criminal Justice Standards and Goals report - Police - notes that "FBI studies indicate that the clearance rate of crime goes up as response time of patrol units is reduced. The figures show that police solve two-thirds of the crimes they respond to in less than two minutes, but only one of five when response time is five minutes or longer."
 - Previous studies of police departments elsewhere indicate that average response times of three to six minutes for adequately staffed and well-managed municipal police forces are frequently achieved, and response times of 10 minutes are highly unusual.
- In Kenosha, however, response times substantially exceed these figures, as determined in a special analysis performed during the study using KPD operational data processed by the City's data processing office and computer programs designed for this purpose by the consultants.
- Exhibit IV-1 indicates actual KPD response time to all action dispatches for four selected months in calendar year 1975; as can be seen in the exhibit:
 - The proportion of calls responded to within five minutes is a disappointingly low 25.7 per cent of the total
 - The proportion of calls in which response time of over 10 minutes occurred is 46.8 per cent, and the total proportion in which response time exceeded five minutes was 74.3 per cent
 - These proportions are exceptionally high for a relatively compact municipality with relatively few major geographic or structural barriers to police mobility; they even compare unfavorably with the performance achieved elsewhere by county sheriffs or police departments serving more sparsely settled suburban or rural areas.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

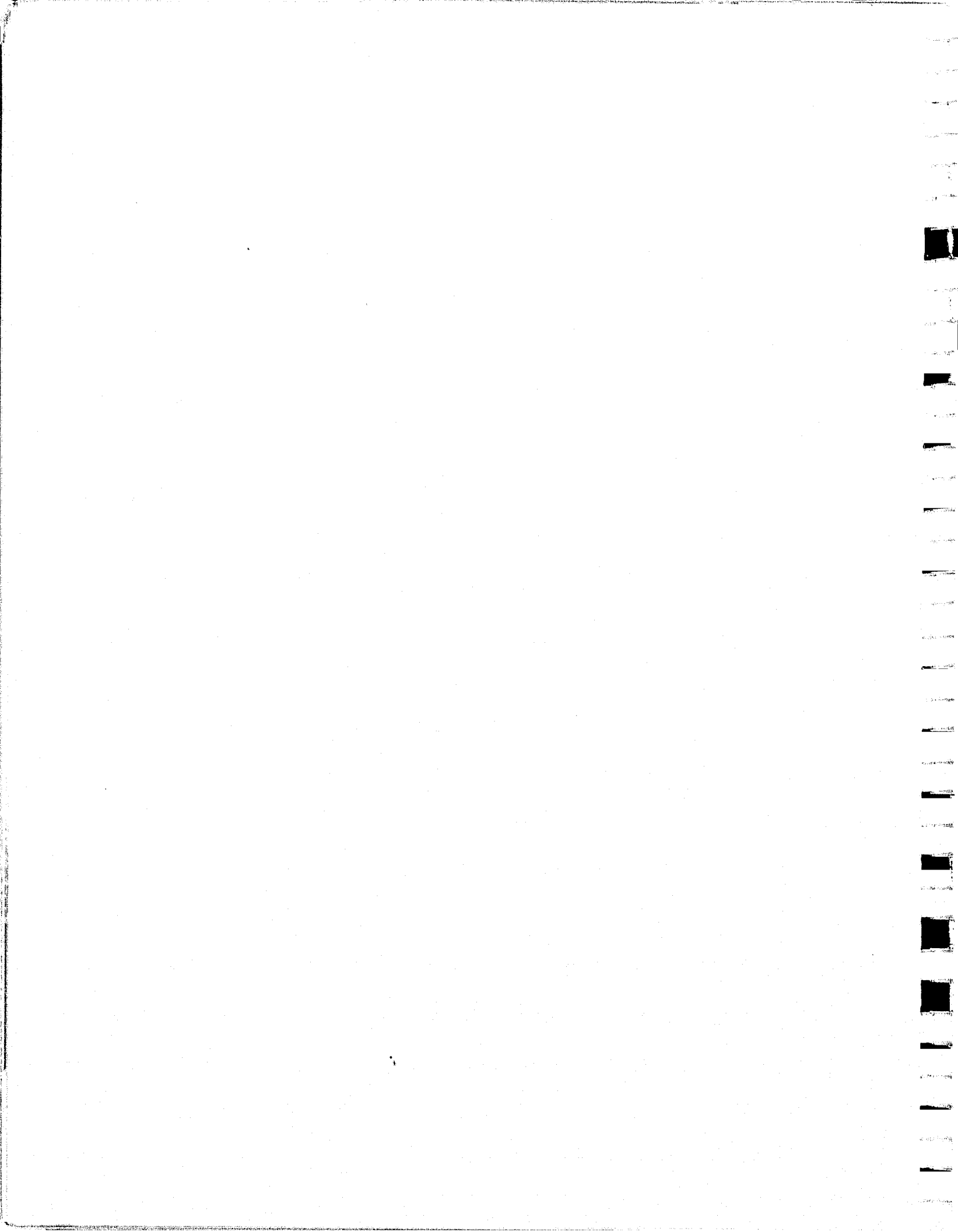
RESPONSE TIME IN FIVE-MINUTE INTERVALS
Four Selected Months Of 1975

<u>Month</u>	Calls Responded To							
	<u>Under</u>		<u>Between</u>		<u>Over</u>		<u>Total</u>	
	<u>5 Minutes</u>		<u>5 And 10 Minutes</u>		<u>10 Minutes</u>			
	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>
March	492	22.0%	685	30.6%	1,062	47.4%	2,239	100.0%
July	740	24.0	850	27.6	1,489	48.4	3,079	100.0
September	835	26.7	844	27.0	1,443	46.3	3,122	100.0
October	<u>988</u>	28.4	<u>903</u>	25.9	<u>1,589</u>	45.7	<u>3,480</u>	100.0
Total	3,055	25.7%	3,282	27.5%	5,583	46.8%	11,920	100.0%



GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

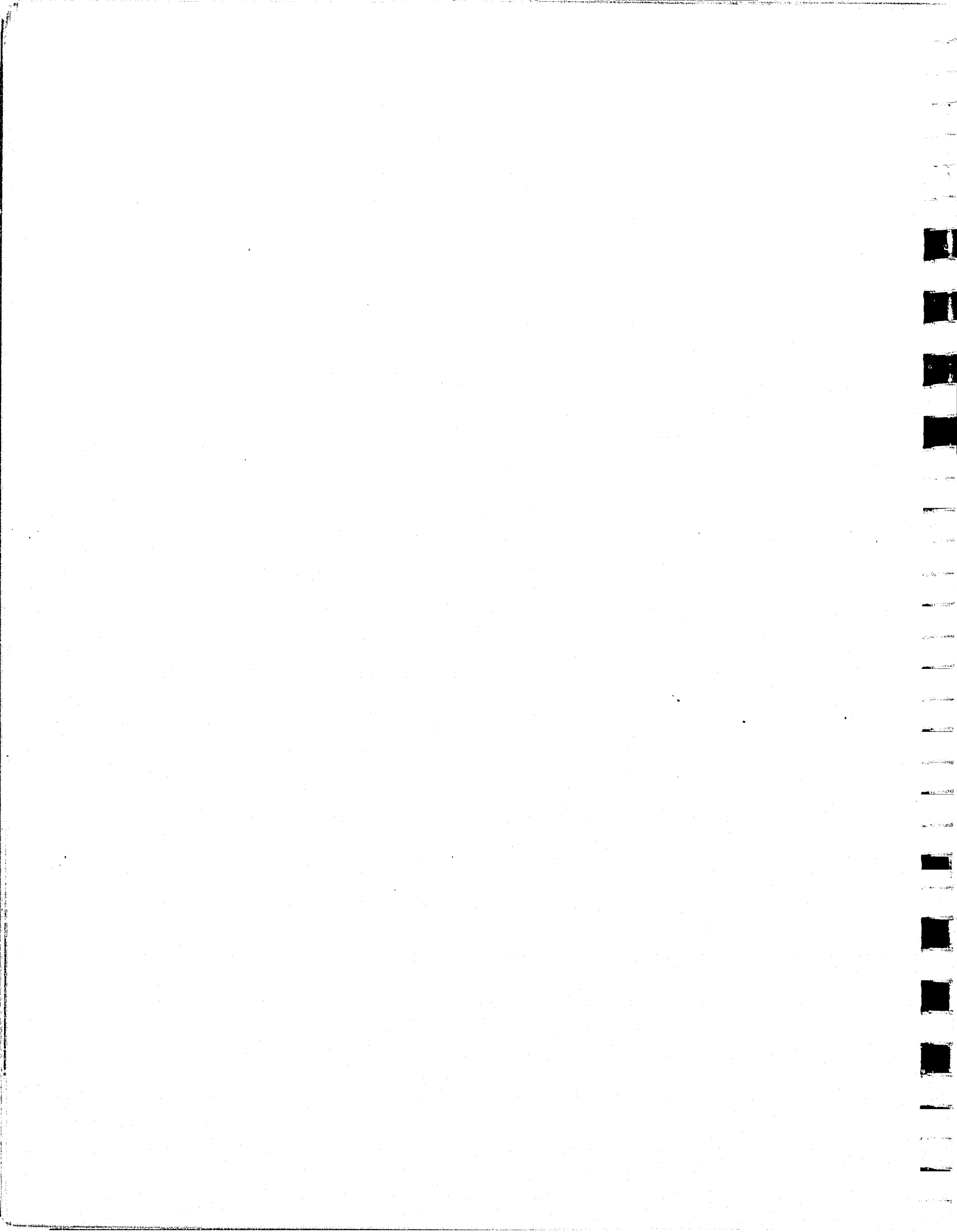
- It should be noted that some extended response times may include routine service calls; nevertheless, as further noted below, much of the response delay occurs during the peak-activity evening hours, when the nature of calls tends to be most severe.
- Moreover, of particular interest, the overall pattern of unacceptably slow response times appear to remain consistent throughout the year, regardless of differences in workload volume.
 - o In fact, a somewhat higher percentage of call response under five minutes was achieved in October than in March, although the workload volume in October - reflecting typical seasonal patterns - was some 55 per cent higher.
- These poor response times appear to reflect a variety of management and operational weaknesses discussed elsewhere in this chapter, including (among others) poor scheduling practices, inefficient utilization of manpower, overspecialization, and insufficient field supervision, as well as the previously identified diversion of police resources to peripheral tasks.
- Further analysis, however, indicates that the overall pattern of performance varies substantially within the force.
 - For example, Exhibit IV-2 depicts the differences in response time patterns found to exist during the duty hours of the three basic patrol shifts in September 1975 - a pattern reflecting the experience of other months.
 - The performance of elements of the Department assigned to duty on the third shift hours substantially exceeds that of the first and second shifts.
 - o The third shift answers almost half its calls (46.3 per cent) in under five minutes, while the first and second shifts answer almost half their calls (46.9 per cent and 49.2 per cent respectively) in over 10 minutes.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

RESPONSE DELAY, BY HOUR OF THE DAY
September, 1975

<u>Time Of Day</u>	<u>Calls Responded To</u>							
	<u>Under</u>		<u>Between</u>		<u>Over</u>		<u>Total</u>	
	<u>5 Minutes</u>		<u>5 And 10 Minutes</u>		<u>10 Minutes</u>		<u>Number</u>	<u>Per Cent</u>
	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>		
6:00 a.m. - 2:00 p.m. (First Shift)	159	24.2%	189	28.9%	307	46.9%	655	100.0%
2:00 p.m. - 10:00 p.m. (Second Shift)	395	24.4	427	26.4	796	49.2	1,618	100.0
10:00 p.m. - 6:00 a.m. (Third Shift)	393	46.3	228	26.9	228	26.8	849	100.0

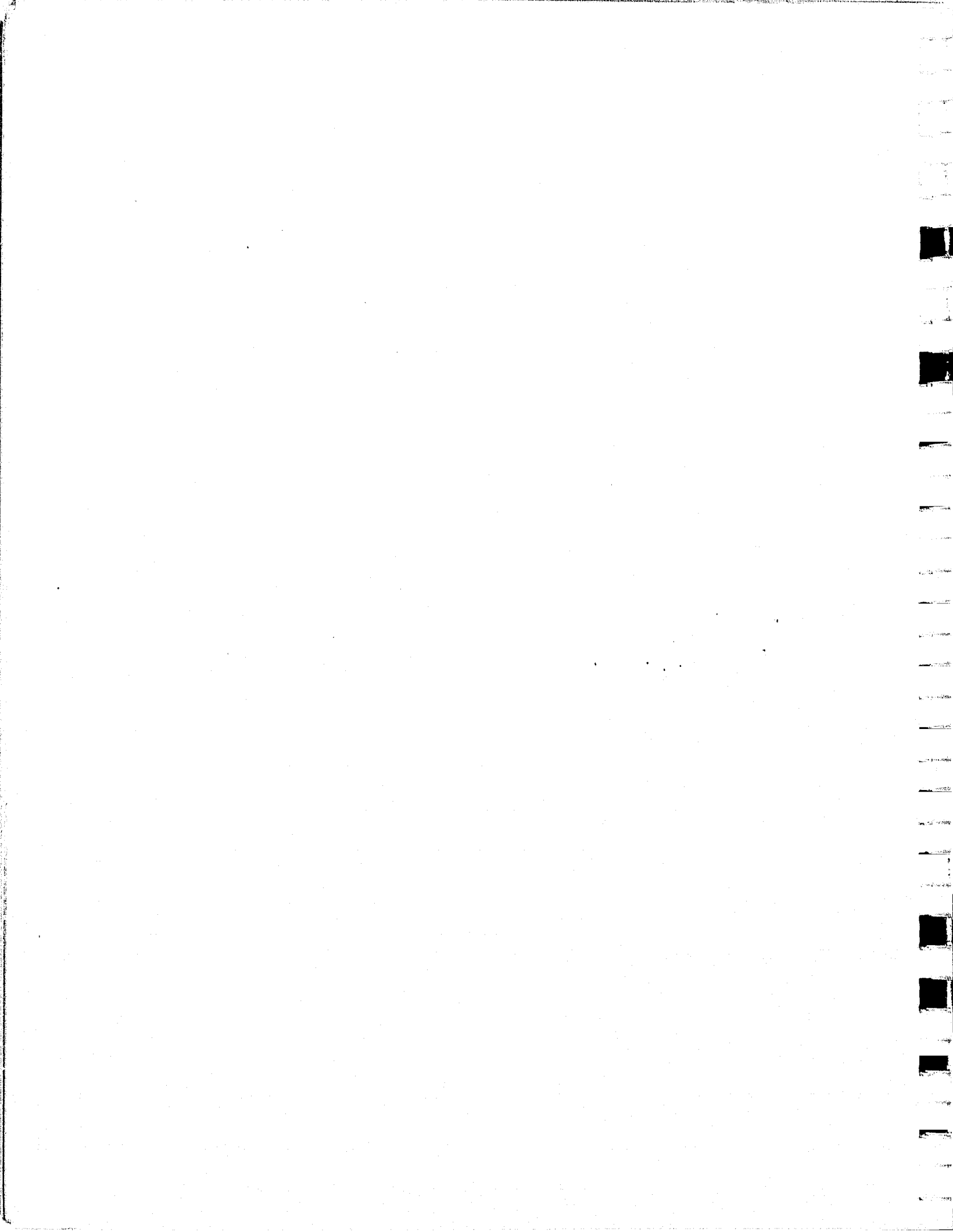


GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- Although a variety of factors contributes to this result, this study indicates that major reasons underlying the third shift's superior performance are the lesser degree of specialization evident on this shift, more intensive field supervision, firmer dispatch and operational discipline, and the presence of numbers of younger and more aggressive officers within its complement.
 - As further noted in the succeeding section of this chapter, manpower resources of the uniformed forces are deployed in approximate proportion to weighted patrol workload on all shifts.
 - Therefore, a more abundant supply of manpower does not appear to underly this kind of performance by the third shift; instead it appears to reflect differences in management orientation and the exercise of better supervisory practices.

Clearance Performance

- The deterrent effect of a high clearance rate is believed by many knowledgeable observers to be an important determinant of a community's vulnerability to crime.
- Unfortunately, the performance of the Kenosha Police Department in solving serious crime in recent years has also been relatively poor.
 - Exhibit IV-3 presents a comparison of KPD clearance performance with that of other jurisdictions in the City's population range for the period 1970 through 1974.
 - Exhibit IV-4 graphically compares Kenosha's 1974 performance with that for the State of Wisconsin overall and several other communities in the State.
- Examination of these data indicates that:
 - After improving somewhat in the early 1970s, it has fallen from 15.3 per cent in 1973 to 13.4 per cent in 1974



KENOSHA, WISCONSIN
POLICE DEPARTMENT

COMPARATIVE CLEARANCE PERFORMANCE
1970 Through 1974

Type Of Crime	Clearance Rate														
	All U.S.A. Cities (a)					U.S.A. Cities With A Population Between 50,00 And 100,000 (b)					City Of Kenosha				
	1970	1971	1972	1973	1974	1970	1971	1972	1973	1974	1970	1971	1972	1973	1974
Murder	86.5%	83.9%	82.2%	78.7%	78.8%	84.9%	87.8%	86.4%	80.7%	84.8%	50.0%	100.0%	100.0%	100.0%	66.7%
Forcible Rape	56.4	54.9	56.6	51.3	51.1	53.1	54.7	54.9	47.4	49.8	50.0	46.7	53.8	57.1	57.1
Robbery	29.1	27.5	30.0	27.2	27.3	27.3	28.8	30.1	28.7	29.6	17.5	30.4	17.1	15.7	13.2
Aggravated Assault	64.9	65.8	66.3	63.5	63.4	66.1	66.1	65.4	62.4	62.1	21.3	29.7	33.3	34.4	29.2
Burglary	19.4	18.8	18.9	17.6	17.6	17.5	17.6	18.1	17.4	17.8	11.2	7.9	8.1	8.3	11.7
All Theft	18.4	18.6	19.8	19.3	19.8	17.8	18.6	20.8	19.6	20.1	5.1	4.0	4.3	n.a.	14.1
\$50 And Over	11.7	11.4	12.3	11.1	n.a.	11.2	11.9	11.6	11.5	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Auto Theft	16.9	16.3	16.6	15.6	14.6	15.9	16.5	15.3	15.9	16.5	11.3	10.3	14.8	16.0	9.8
Violent Crime (c)	47.6%	46.5%	82.2%	45.2%	45.2%	50.5%	50.6%	51.0%	48.7%	49.1%	19.6%	33.0%	25.2%	23.2%	21.0%
Property Crime (d)	16.1	15.7	82.4	18.3	18.5	14.6	15.1	14.9	18.6	19.0	8.6	6.9	8.3	n.a.	13.0
Crime Index Total (e)	20.1	19.7	20.6	21.2	21.3	18.0	18.4	18.5	20.8	21.3	9.6	9.5	9.2	n.a.	13.4

n.a. - not available

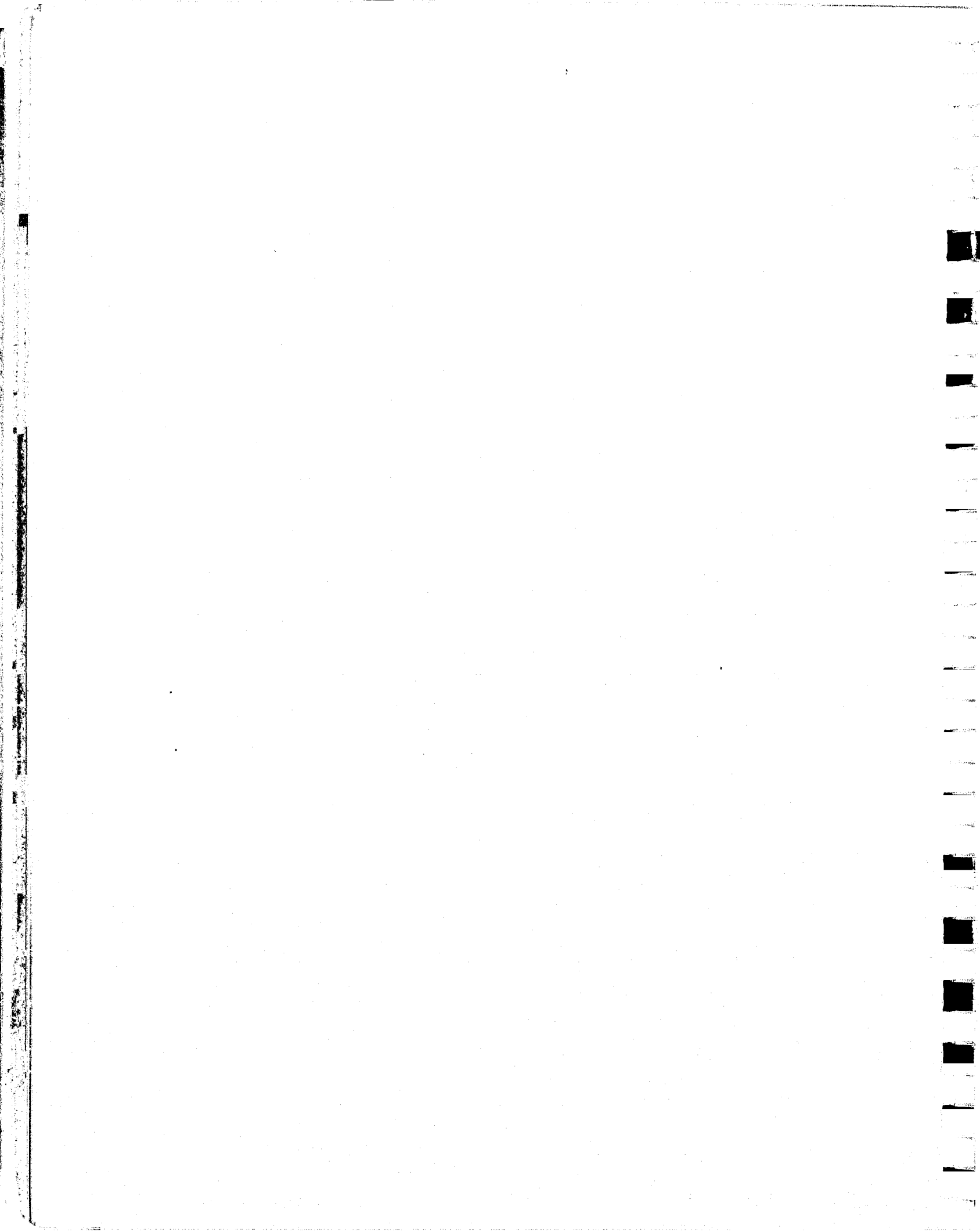
(a) 5,868 reporting cities in the United States with a combined population of 130,096,000 in 1974.

(b) 254 cities with populations between 50,000 and 100,000, for a total population of 17,771,000 in 1974.

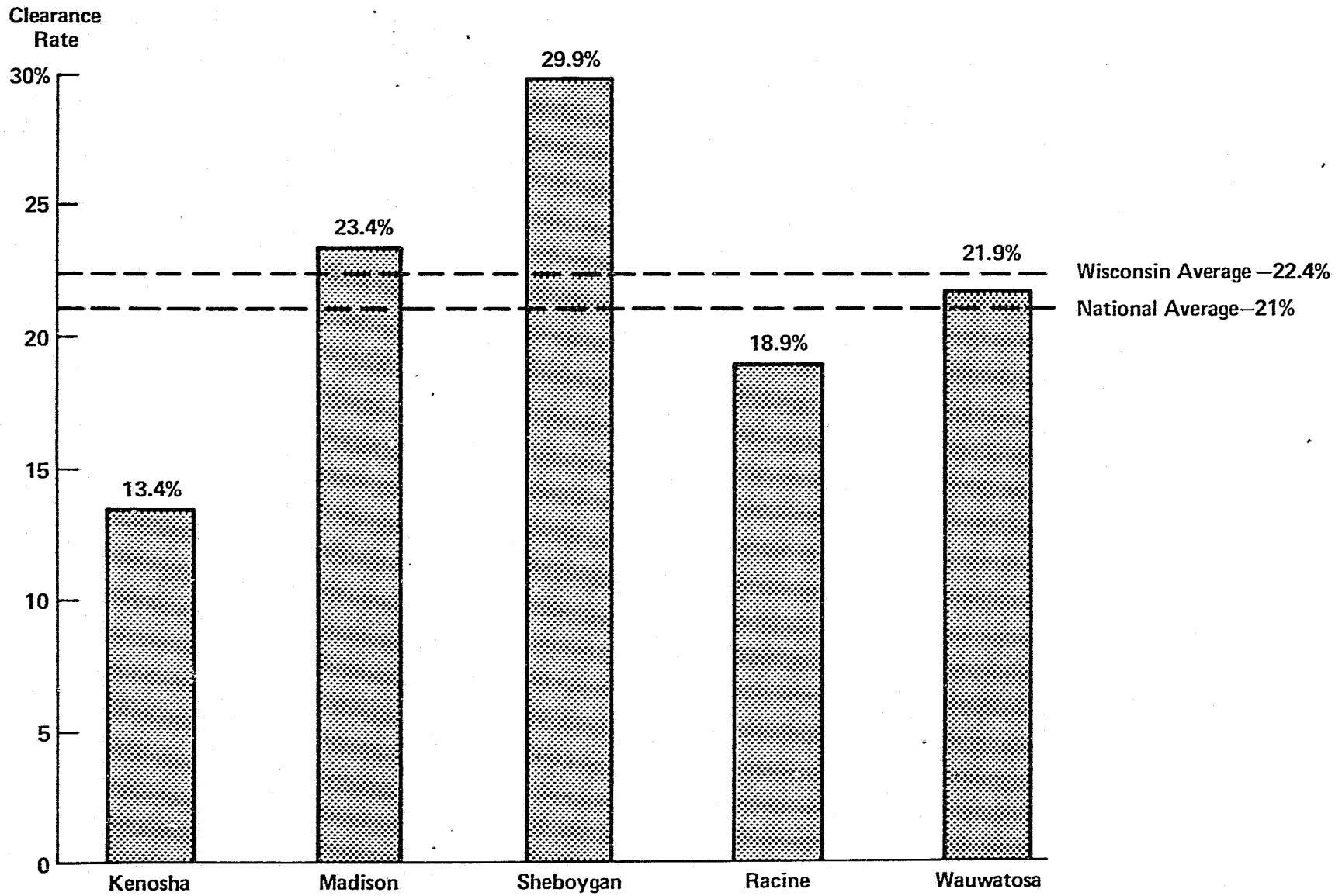
(c) Murder, forcible rape, robbery and aggravated assault.

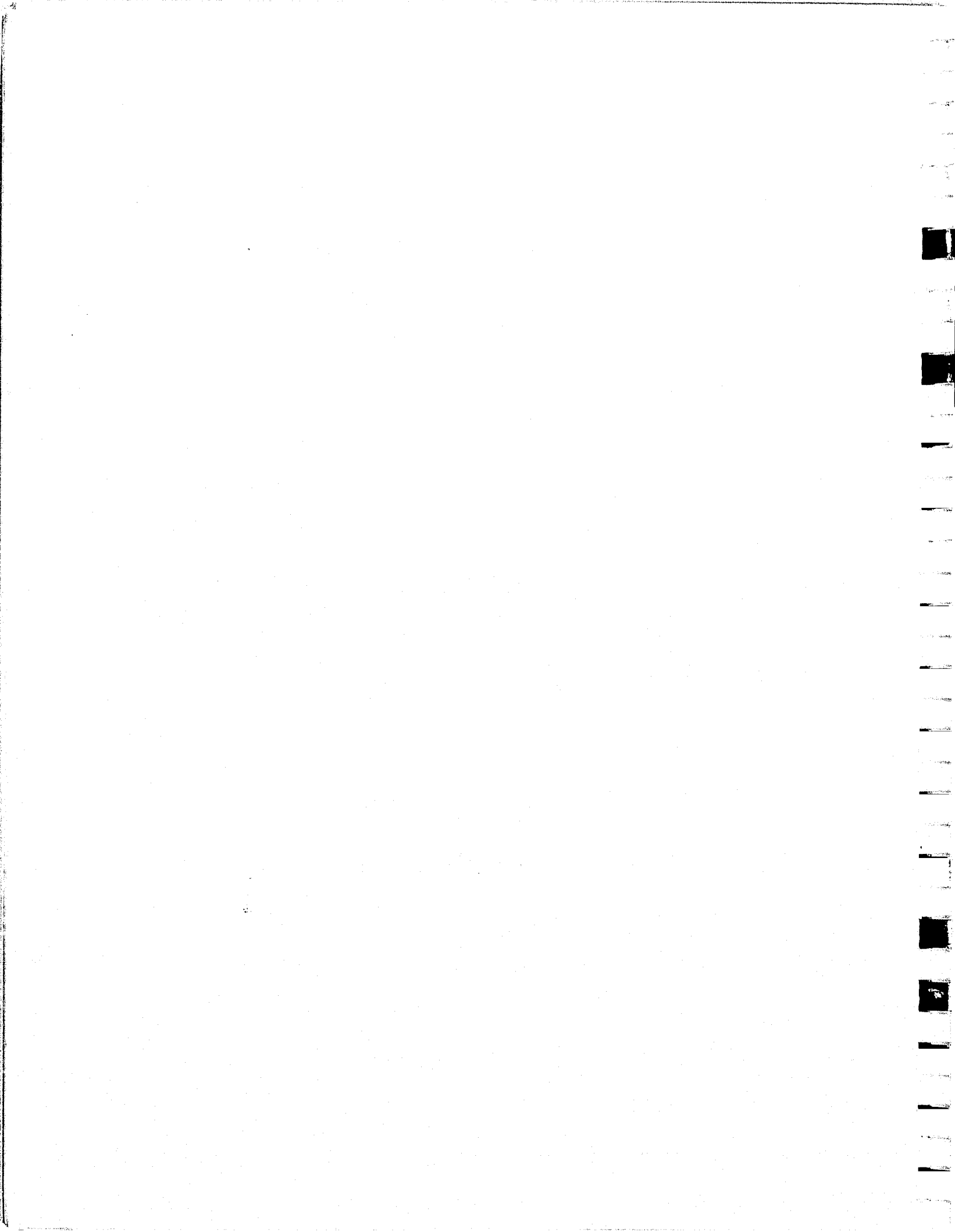
(d) Burglary, all theft and auto theft for 1973 and 1974, and burglary, theft of \$50 and over and auto theft for 1970 through 1972.

(e) Sum of reported property crime plus violent crime plus manslaughter by negligence.



CLEARANCE RATES FOR KENOSHA, OTHER WISCONSIN CITIES,
THE STATE AND THE NATION
1974



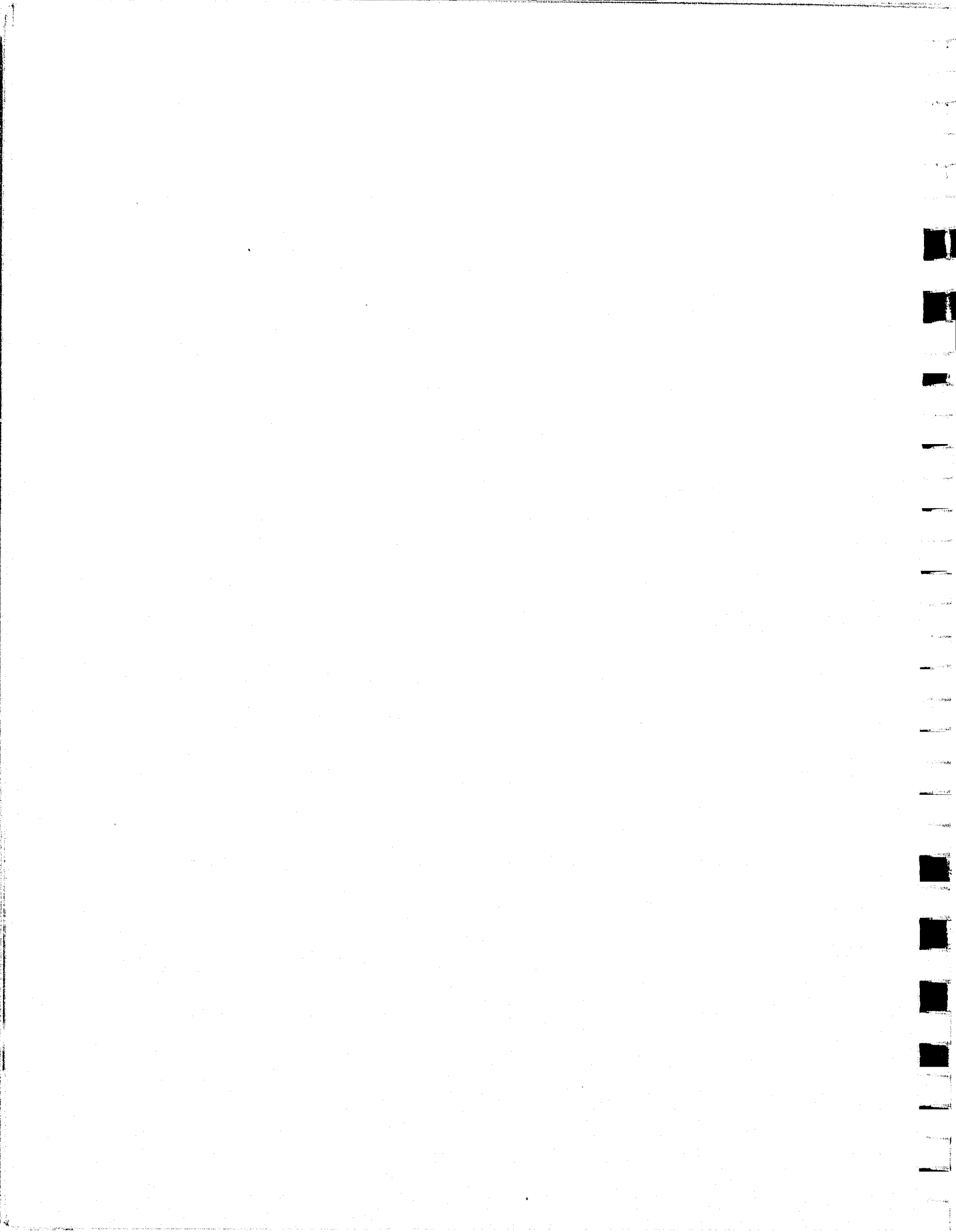


GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- o A review of preliminary uniform crime report (UCR) data for the first six months of 1975 shows a further reduction of clearance rates in this period, to some 13.2 per cent.
- The Department's clearance rate has consistently been well below prevailing national and Statewide averages.
- Using 1974 as an example, Kenosha's clearance rates for Part I crime were lower than the average for all U.S. cities, as well as those with a population between 50,000 and 100,000.
 - o In that year, Kenosha cleared 13.4 per cent of all Part I crimes, while the average clearance rate for all U.S. cities and for cities in the 50,000 to 100,000 population range was 21.3 per cent.
- On a comparative basis, the Department has proven less effective in solving violent crime than in solving property crime.
 - o For example, the following table compares the clearance rates of Kenosha and other U.S. cities in its population range for all Part I crime, violent crime, and property crime:

<u>Type Of Crime</u>	<u>Comparable Clearance Rates</u>		
	<u>Kenosha</u>	<u>U. S. Cities</u>	<u>Kenosha As A Per Cent Of U. S. Cities</u>
All Part I	13.4%	21.3%	63%
Violent Crime	21.0	49.1	43
Property Crime	13.0	19.0	68

- o Expressed another way, the probability that a serious crime committed in Kenosha will be successfully resolved by the police is 37 per cent lower than the average for other cities, 32 per cent lower for property crime and 57 per cent lower for violent crime.



GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

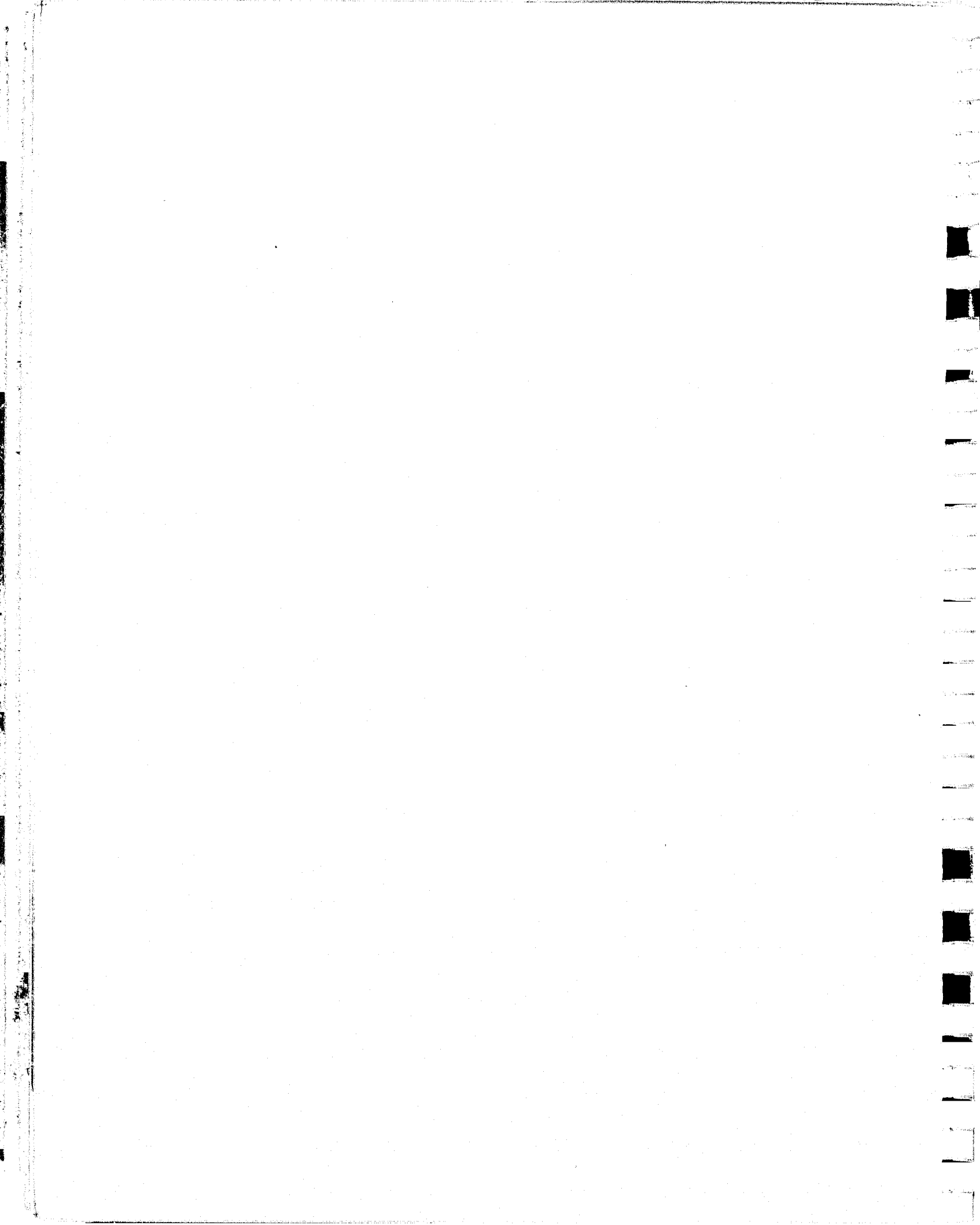
- It should be carefully noted that these figures compare Kenosha with the average for U.S. cities in its size range.
- In fact, well-led and well-managed police forces elsewhere often exceed this average, sometimes substantially.
 - Utilizing straightforward reporting techniques and systems, a few departments previously studied have been able to consistently achieve clearance rates in excess of 30 per cent, more than twice the rate prevailing in Kenosha.

Clearance Rates And Police Resources

- As previously noted, the Department's leadership has continually expressed the view that the principal factor underlying weak performance is a lack of manpower; however, comparative analysis tends not to support this view.
- For example, the following table compares relative crime rates, per-capita police staffing, and Part I clearance rates for Kenosha and U.S. cities in its size range for 1974:

<u>Item</u>	<u>Index Crime Rate</u>	<u>Police Personnel Per 1,000 Population</u>	<u>Clearance Rate</u>
Kenosha	6,759.5	2.1	13.4%
U.S. Cities	5,747.7	1.9	21.3
Kenosha as a per cent of U.S. Cities	117.6%	110.5%	62.9%

- While the crime rate in Kenosha is 17.6 per cent higher than the national average, this is almost offset by the maintenance of a police force 10 per cent larger than average.
- However, as previously noted, performance as measured by clearance rates is 37 per cent lower.

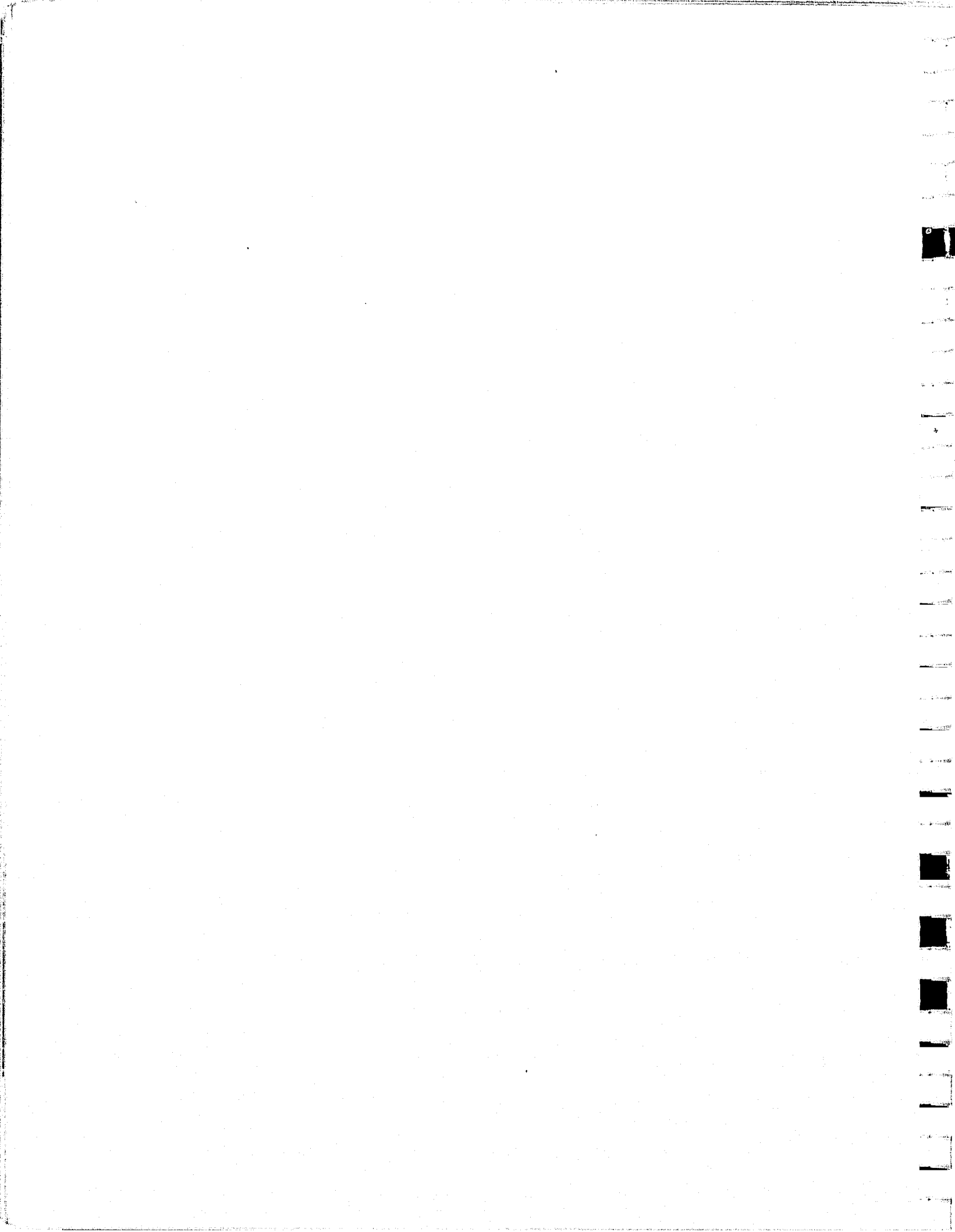


GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- Furthermore, comparison with those of other communities in Wisconsin (depicted in Exhibit IV-5 on the following page) does not tend to support the contention that the KPD is severely undermanned.
 - For convenience, the level of staffing proposed in the following chapter for the Kenosha Police Department is also indicated.

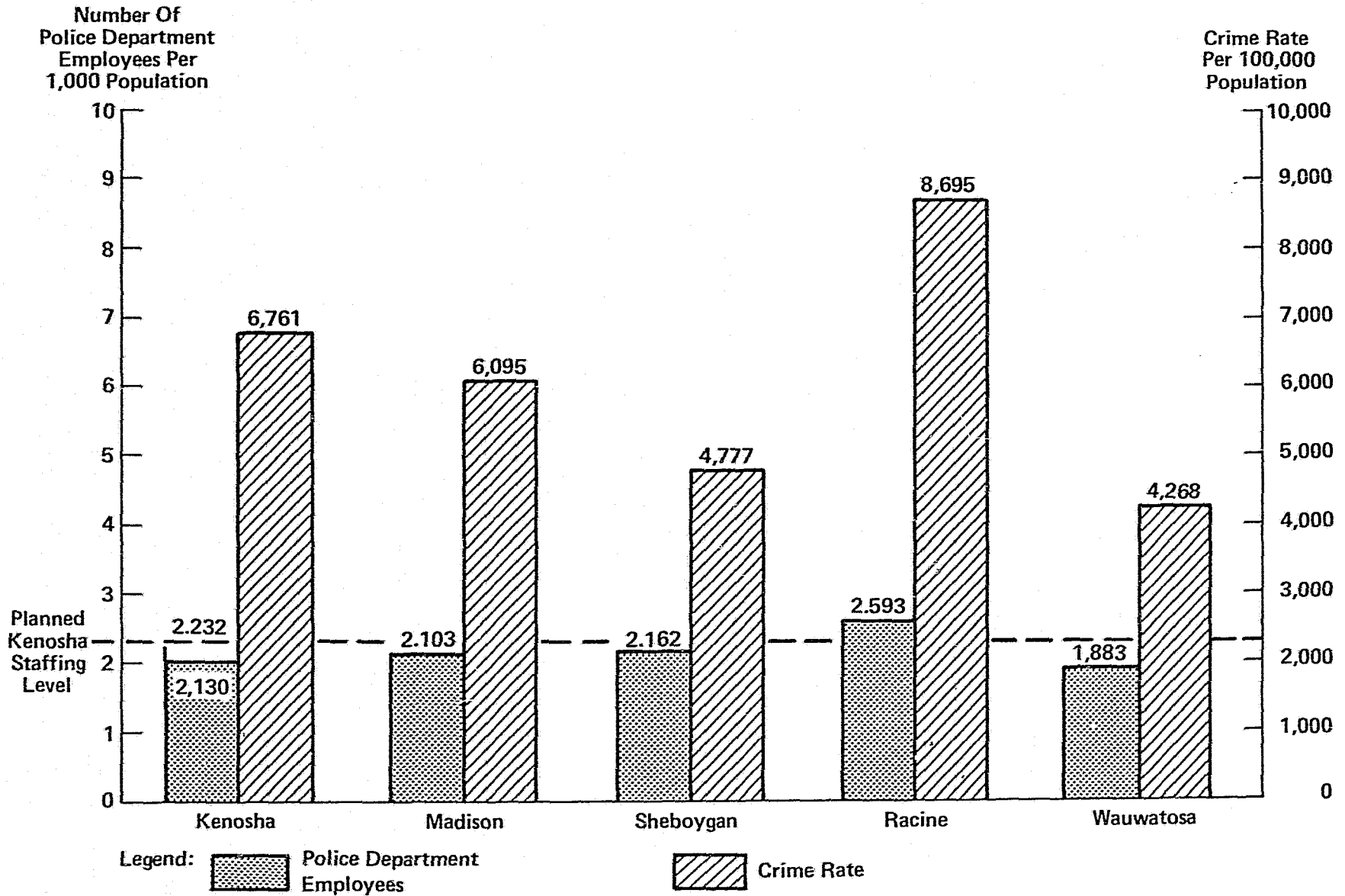
SUMMARY

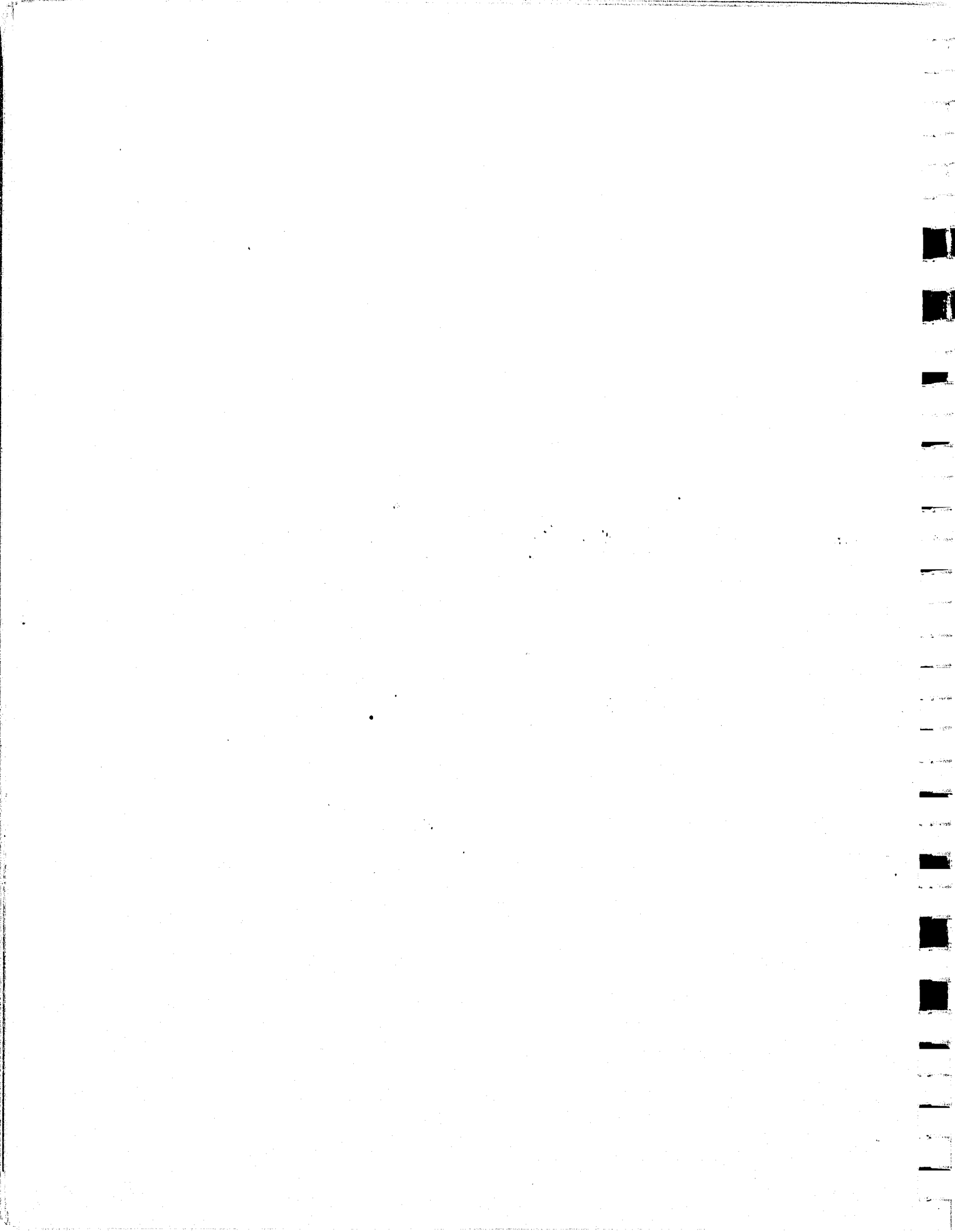
- The foregoing analysis indicates that the performance deficiencies of the Kenosha Police Department are not, in the main, attributable to lack of suitable resource support, but must in fact be traced to weaknesses already noted in the structure of the Department's governance; and to organizational, operational, and other management problems outlined in the succeeding sections of this chapter.



POLICE EMPLOYMENT AND CRIME RATE FOR KENOSHA AND OTHER WISCONSIN CITIES

1974





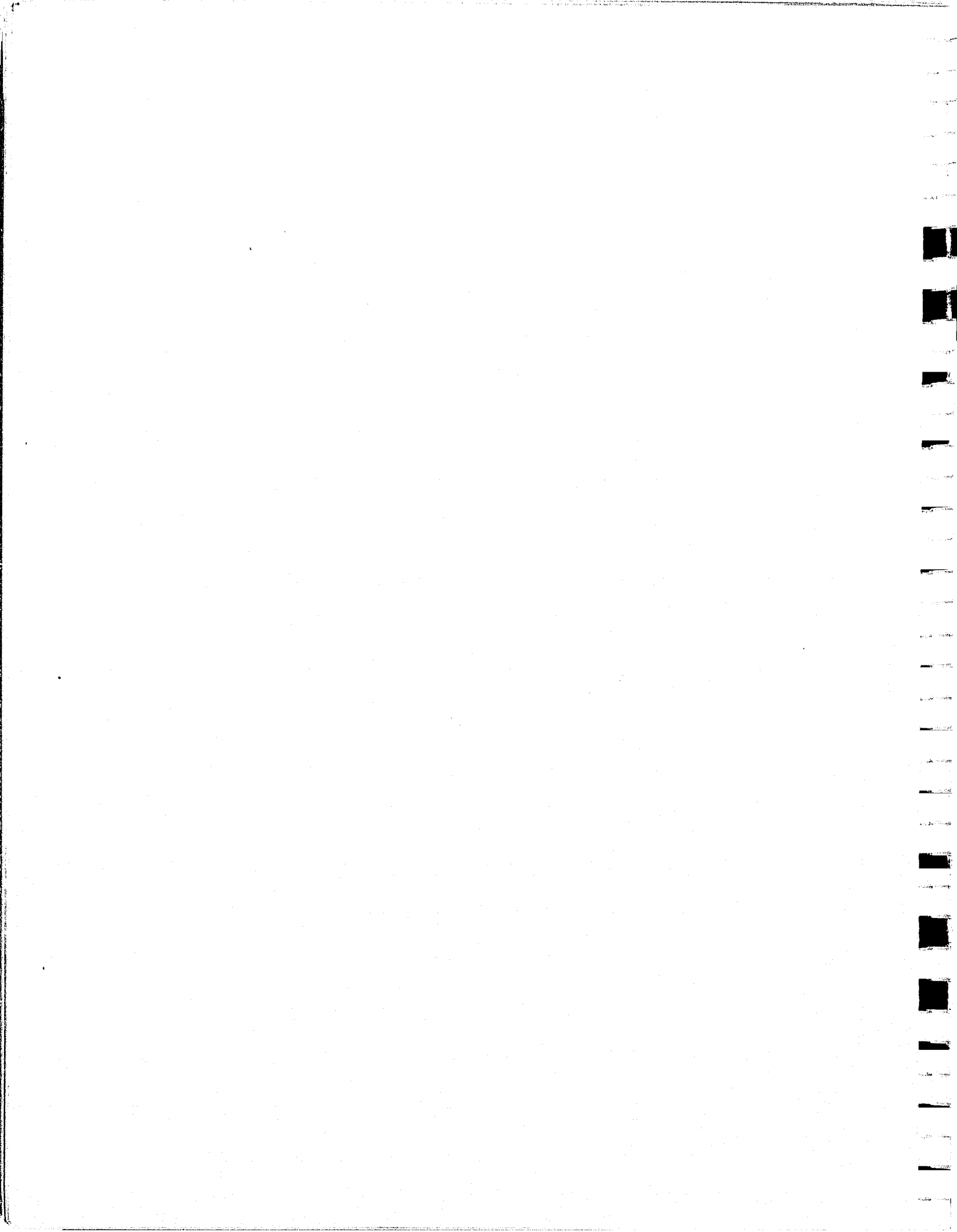
DEPARTMENTAL ADMINISTRATION

This section presents observations concerning the administration of the Kenosha Police Department.

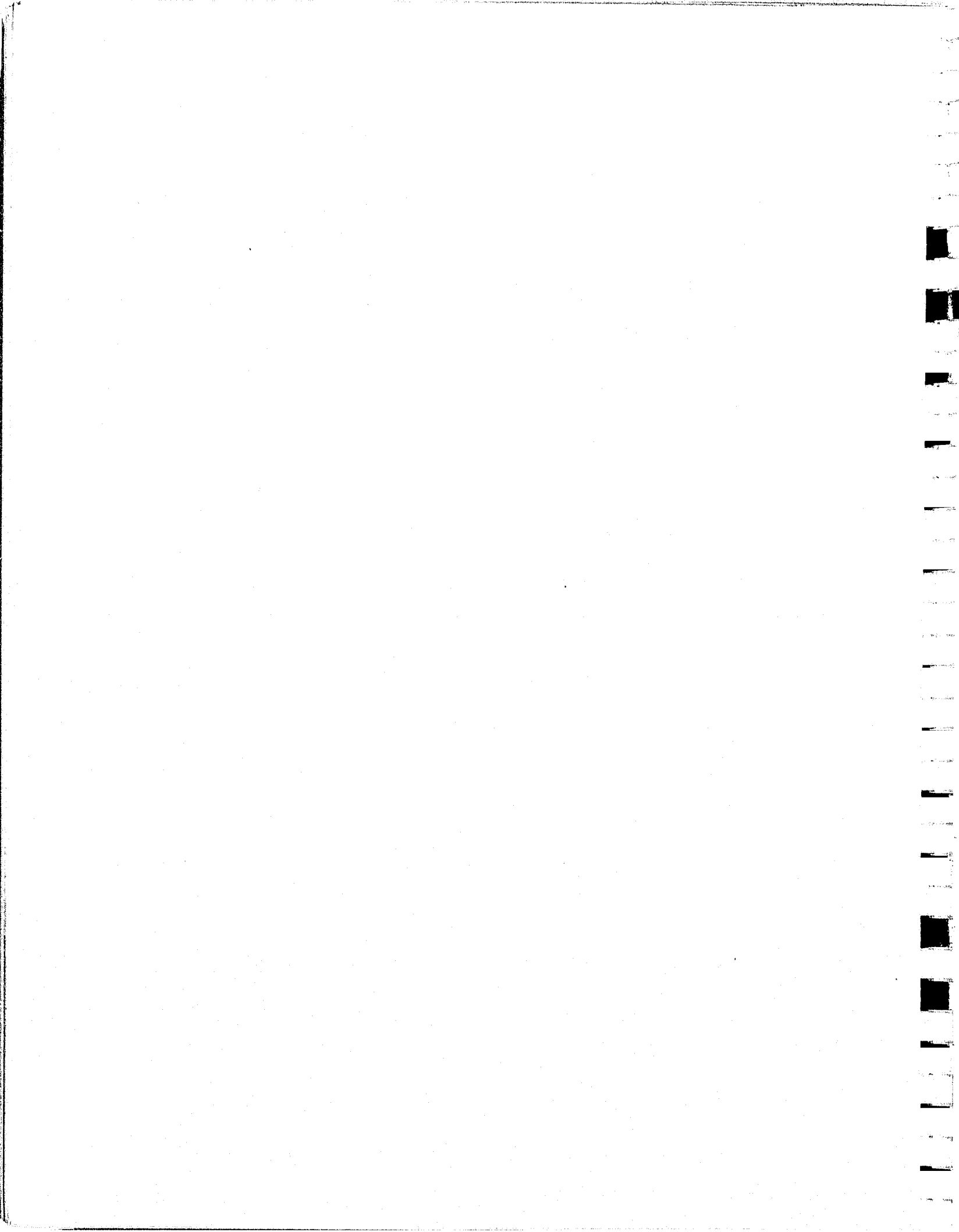
ORGANIZATION STRUCTURE

General Observations

- The Kenosha Police Department is afflicted with a weak organization structure, the impact of which is compounded by leadership and management systems deficiencies noted elsewhere in this report.
- There is an insufficiency - even absence - of organizational provisions for the performance of vital management functions, including:
 - Planning and research in important police-related areas, such as development of crime prevention programs; operational changes to prepare for known or expected crime activity; assessment of training deficiencies apparent in police performance, or as related to new crime problems.
 - Personnel management, especially as it relates to the career development of police officers in a programmed and orderly manner designed to produce highly qualified technicians, strong supervisors and effective managers.
 - Internal affairs of the Department, especially the investigation of complaints against policemen and evaluation of questionable police practices.
- A crucial weakness is the absence of coordination and supervision at key points in the organization.
 - Below the Chief and the Inspector, there is no focal point for intensive direction of the four closely related patrol shifts; or investigative functions.

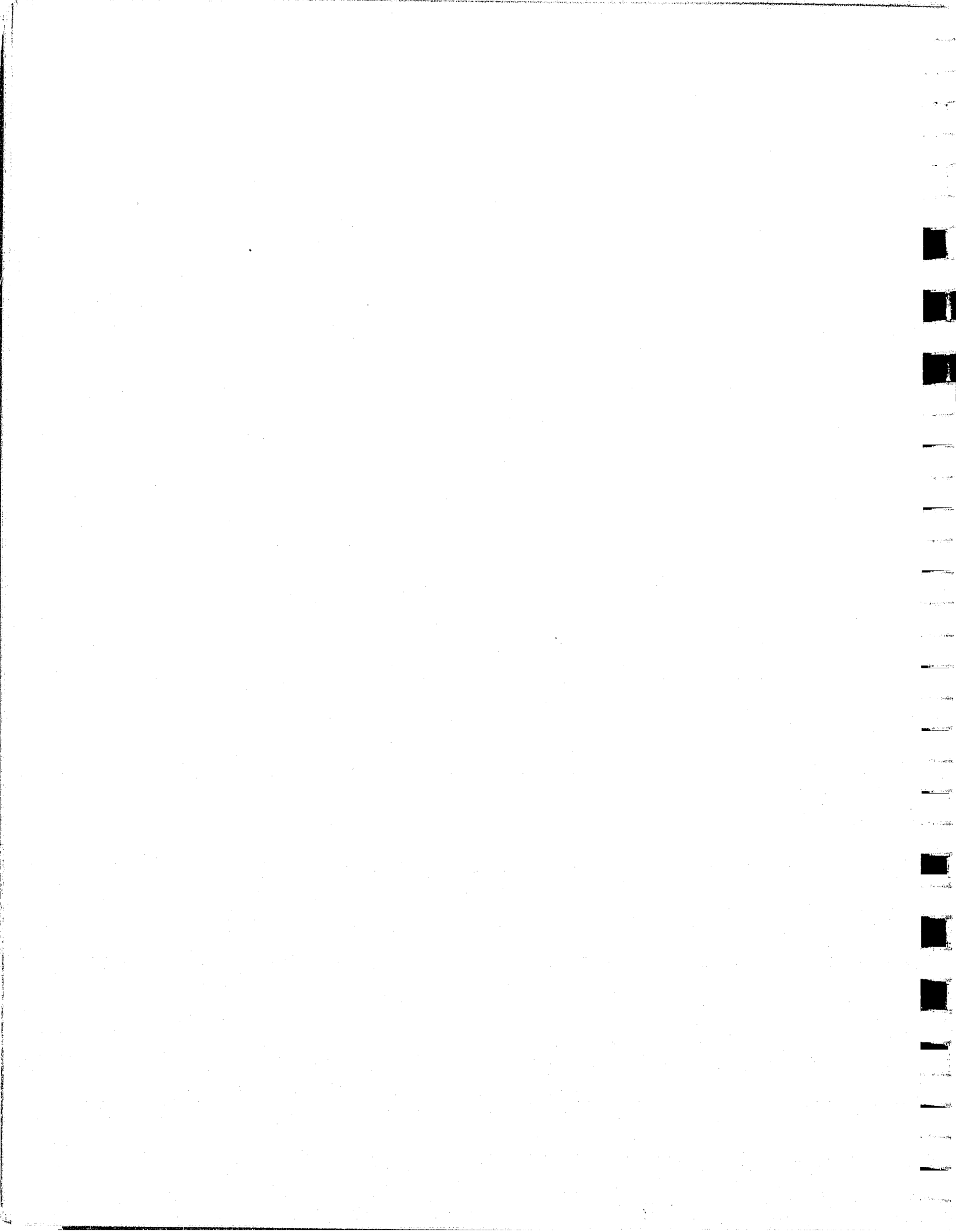


- There is insufficient provision for full-time supervision of key operational units.
 - o For example, the first shift captain is also required to direct the Department's traffic enforcement operations, in itself a time consuming job; as he must, therefore, adhere to a different work schedule than does his shift, he can provide only minimal first-hand guidance.
 - o There is no formal supervisor for the fourth shift, and no provision for additional second shift supervisory staff to assume the management workload created by fourth shift presence.
- Compounding this deficiency, many existing supervisor's positions are not fully used in a supervisory capacity; for example, as further detailed in a succeeding section:
 - Detective lieutenants are directed to spend the bulk of their time at their desks in the headquarters building
 - Patrol sergeants devote the bulk of their time to dispatching duties and other administrative tasks, spend only modest amounts of time on field supervision, and exercise few substantive command responsibilities.
 - o This analysis was confirmed by a recent arbitration decision which left sergeants in the Department's bargaining unit for these reasons.
- Moreover, as also noted below, the Department's work force is characterized by overspecialization in the patrol shifts and underspecialization in the Detective Bureau.
- Overall, the Kenosha Police Department appears to function as six loosely associated cells - the Chief's office and some administrative components, the Detective Bureau, the Juvenile Bureau and the three main patrol shifts - rather than as a single organizational entity.



Team Policing

- At the inception of the study, the Department and the City had developed a plan to adopt the "team policing" concept in Kenosha in the near future, relying on federal grant support for its introduction.
- However, as conveyed to the City by the interim Executive Digest, the probability of successful implementation of this concept in Kenosha in the near future appears dim.
 - Much of the support for this concept was based on the benefit it would ostensibly contribute in the form of additional police manpower, rather than on the merits of its applicability to the Kenosha environment.
 - Many team policing experiments elsewhere have proven only marginally successful, beyond short-term suppression of crime in one area and its "export" to another.
 - Previous research has indicated that, among the circumstances necessary for team policing to have a reasonable opportunity for success, are:
 - Broad public support for the concept
 - Abundant manpower resources
 - High-quality leadership throughout the organization
 - Close working relationships between the police and municipal administrators
 - A high degree of management flexibility in setting assignments, hours and other working conditions
 - A strong record of adoption and implementation of advanced police management and operations concepts.



- Many of these conditions do not prevail in Kenosha.
- Moreover, as evidenced by the outcome of this study, the most pressing needs of the Kenosha Police Department are for improved application of basic police services and functions, rather than for experimentation with concepts with which other, more advanced police forces have encountered considerable difficulty.
- Following review of these findings by the City, the request for this federal grant program was withdrawn.

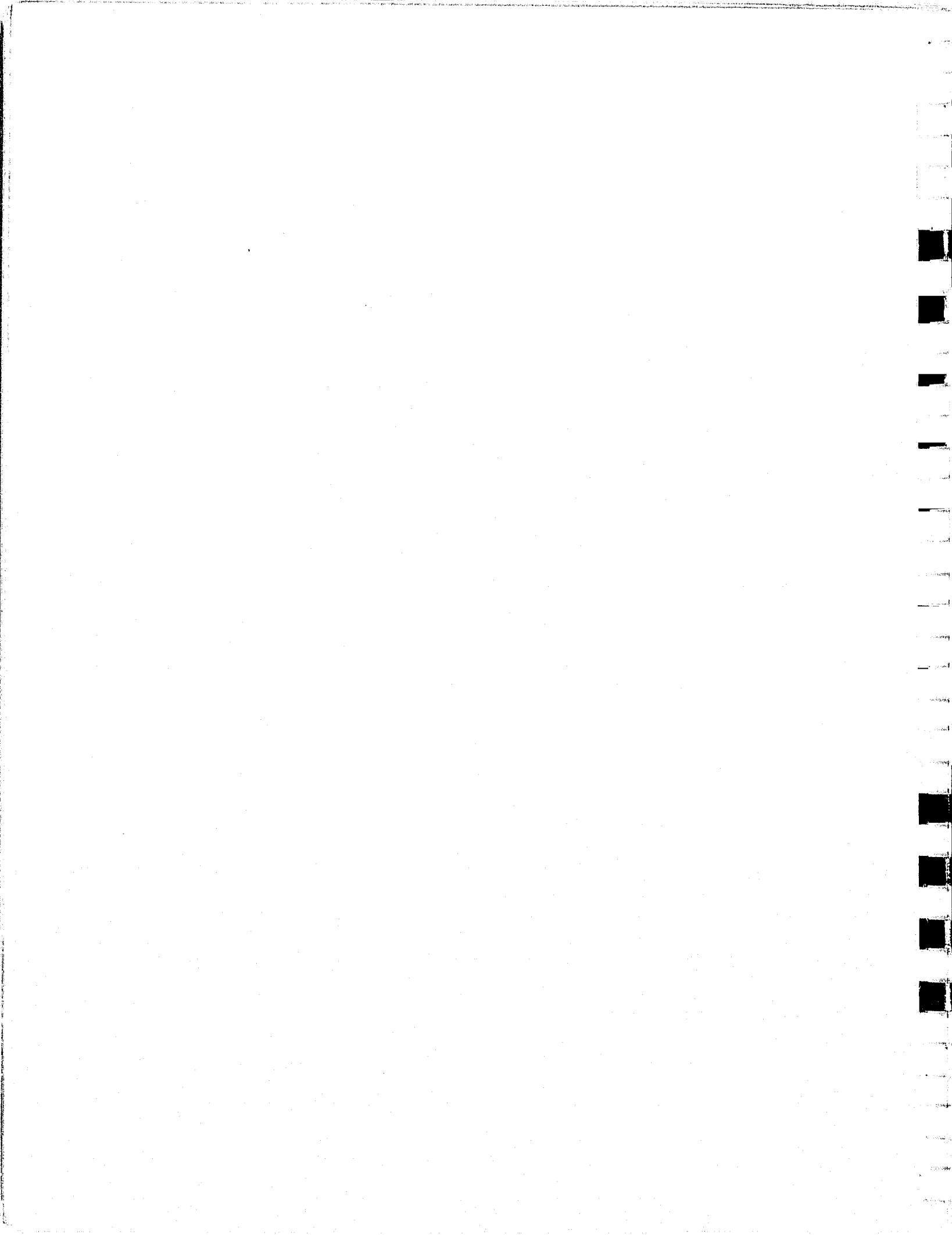
Related Observations

- Although this study indicated that team policing was not a viable near-term program, it should be noted that important opportunities do exist to capitalize on the availability of federal funding, in order to undertake new initiatives in areas revealed by the study to be of great concern in Kenosha; these include:
 - Narcotics enforcement, preferably on a regional basis
 - Preventive programs oriented to the reduction of juvenile delinquency
 - Training programs for development of police management capabilities.

MANAGEMENT PHILOSOPHY AND MANAGEMENT SYSTEMS

Management Philosophy

- The results of this study clearly indicate that Department management has, in most cases, reacted to external stimuli or pressures for action of various types, rather than provided positive leadership, direction and guidance to Department officers.

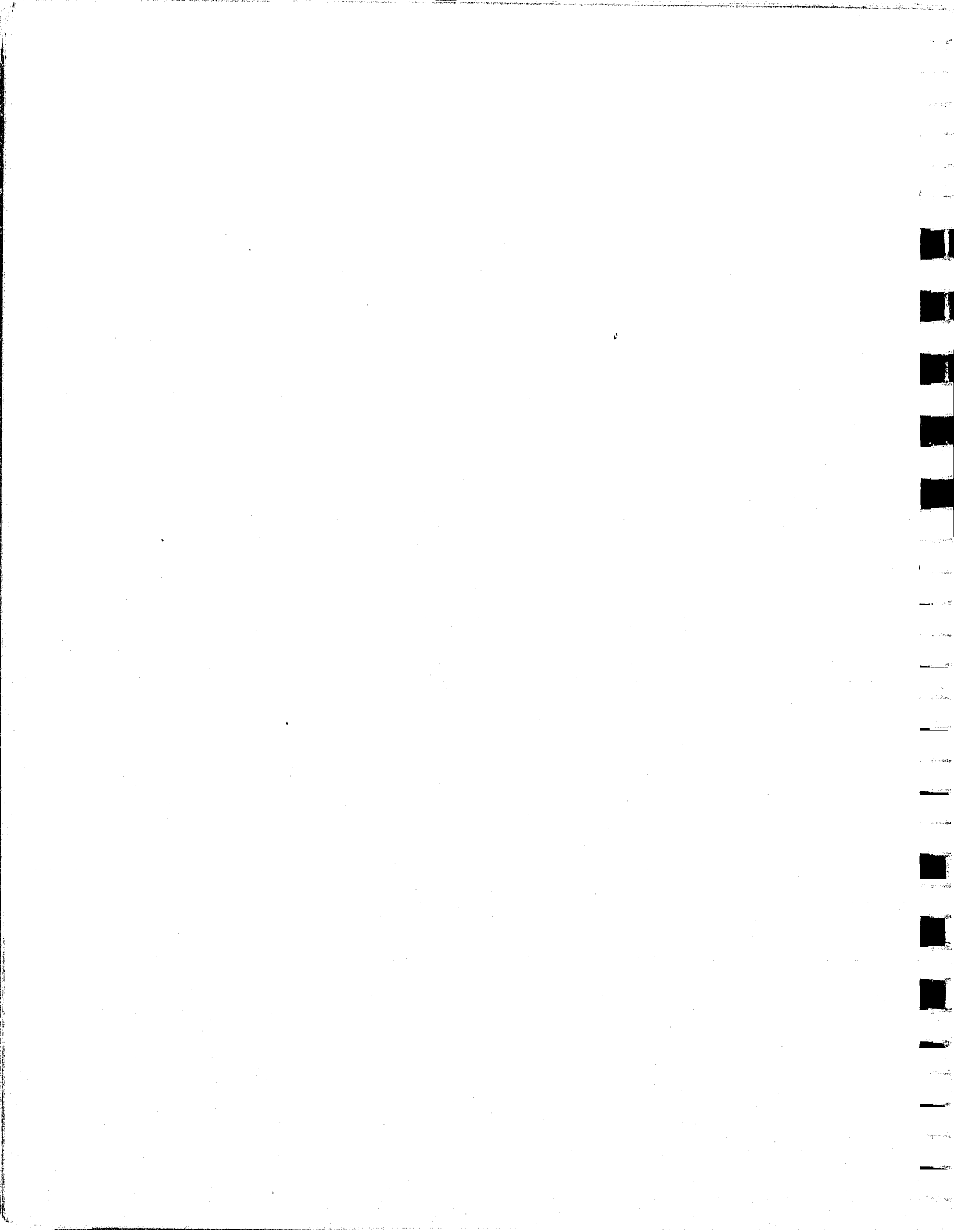


DEPARTMENTAL ADMINISTRATION (Cont'd)

- The management philosophy of the organization is, therefore, characterized as one of acquiescence, of avoidance of painful decisions and professional discipline required for the good of the KPD, at the expense of the type of leadership, direction and control vital in a quasi-military organization.
- Reflecting this orientation, the Kenosha Police Department functions with few of the formal management systems regarded as mandatory for successful direction of an organization of its size.

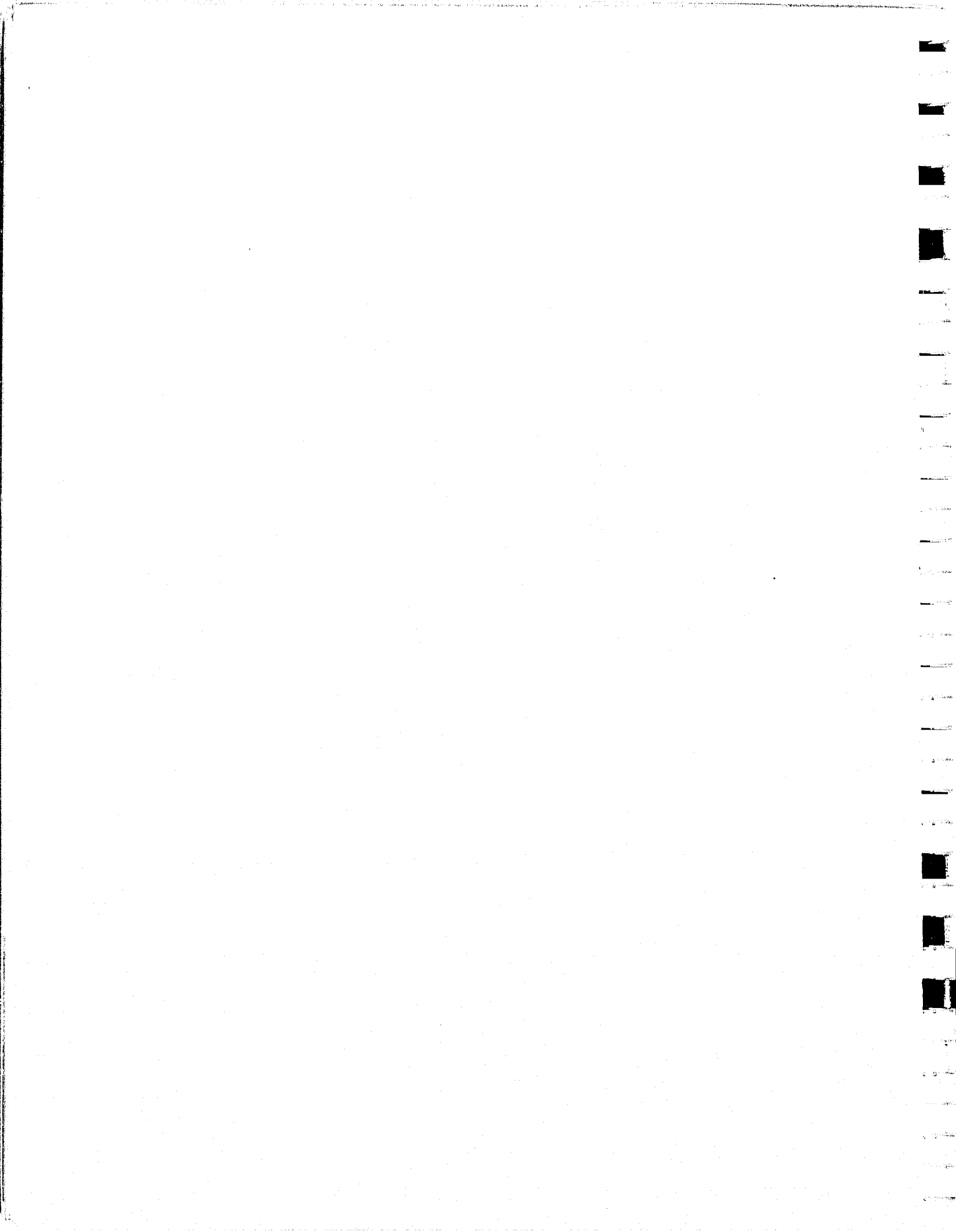
Policy Formulation And Enforcement

- Provisions for formal development and enforcement of Kenosha Police Department policy are wholly unsatisfactory for a comparatively large police organization.
- Although directed to do so by the City early in 1975, the Department has yet to develop a formal set of rules and regulations.
 - Department leadership correctly notes that the incumbent to whom they talked has since retired.
 - However, numerous other personnel would have been available - many assigned to tasks of only marginal importance - if sufficient priority had been assigned to this project.
- Certain written directives and generally understood policies do exist within the Department, however:
 - Department members interviewed during the study indicated that those policy statements which were issued were rarely enforced if "unpopular."
- The absence of formal policy directives is particularly acute, for example, in four especially sensitive areas described below, including:
 - Evidence custody
 - Use of deadly force



DEPARTMENTAL ADMINISTRATION (Cont'd)

- Undertaking of "hot pursuit"
- Disciplinary policies and procedures.
- Provisions for preserving and maintaining custody of evidence are overly informal, and vary within the Department.
- Specific guidelines have not been established within the Department regarding use of deadly force; confusion appears to exist among some members of the Department as to circumstances under which they are authorized to use their sidearms.
 - Similarly, formal policy statements have not been formulated and disseminated regarding circumstances under which high-speed "hot pursuit" of fleeing vehicles is authorized.
 - Because these two types of situations present officers, alleged offenders, and possible bystanders with a degree of risk to life and limb, clear delineation of police policies in these areas is characterized as a hallmark of sound police administration.
- Reflecting the general management environment of the Department, one of the most serious management weaknesses of the KPD observed during the study was the absence of firm well-defined and uniformly applied standards of professional discipline in the organization.
 - Although discipline is evident among selected policemen who adhere to high standards on their own initiative, professional conduct appears at times to be a voluntary rather than requisite element of performance for Kenosha police officers.
 - In many cases, the chain of command does not have the respect of subordinates, nor does it enforce compliance with basic operating procedures.
 - In some instances the level of mutual respect within the Department has fallen to remarkably low levels.

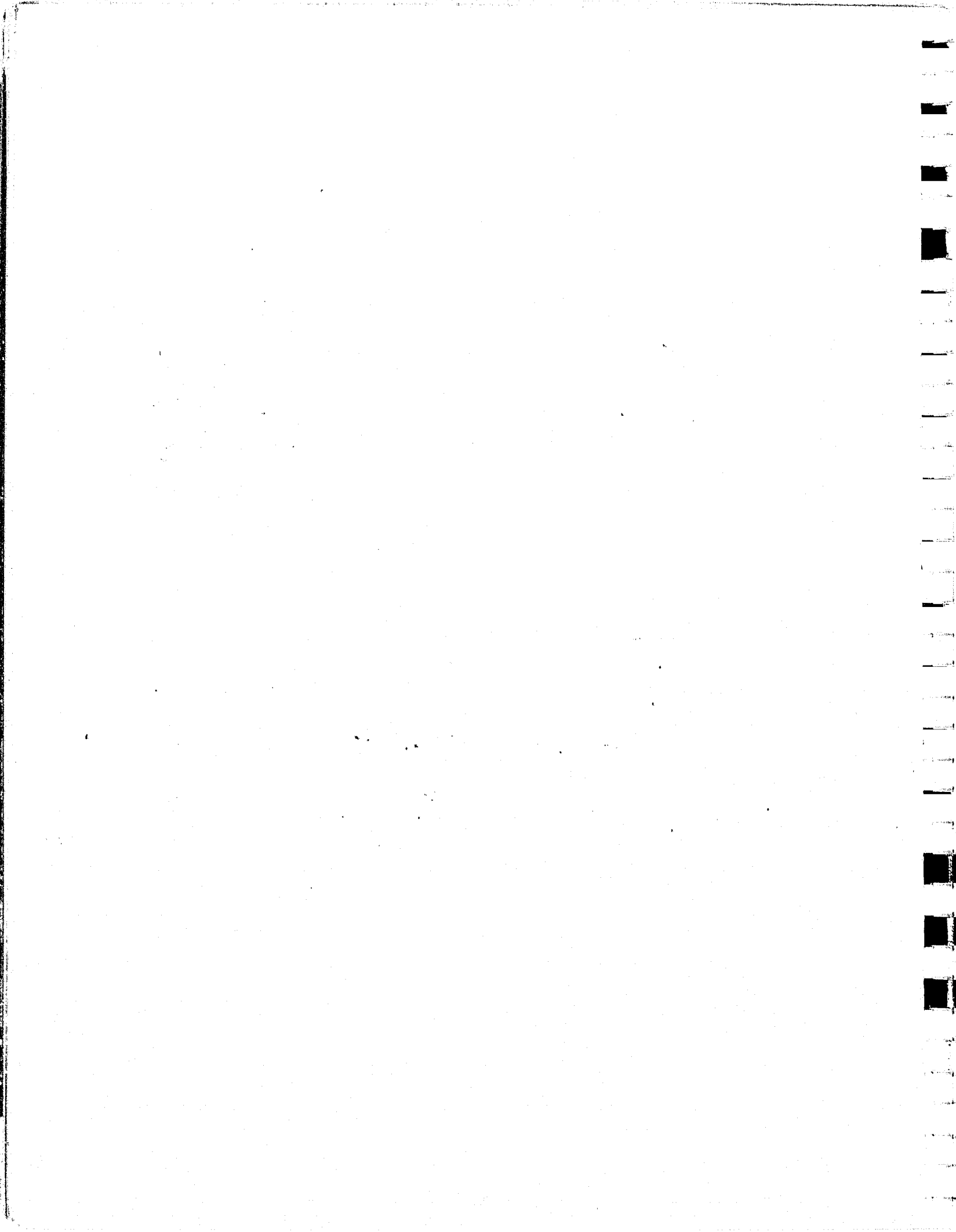


DEPARTMENTAL ADMINISTRATION (Cont'd)

- During the study, it was noted that open friction was displayed between officers and supervisors; and situations were observed in which patrolmen were openly insubordinate to supervisors at roll call and no corrective action was taken.
- When discipline is exercised, there is no formal framework to govern its execution, or within which disciplinary authority can be readily delegated to command personnel; as a result, most disciplinary matters are handled personally by the Chief.
 - In addition to the severity of the offense, one factor reportedly considered in determining punishment is the punishment acceptance threshold of the offending officer - a criterion of particularly dubious merit.
- Occasionally, disciplinary action resulting in suspension has been taken; however, the punitive impact of suspensions has been ameliorated by permitting offenders to work on their days off rather than lose pay for suspended days - thus undermining the credibility of the disciplinary process and limiting its usefulness as a tool to secure adherence to Department policy.

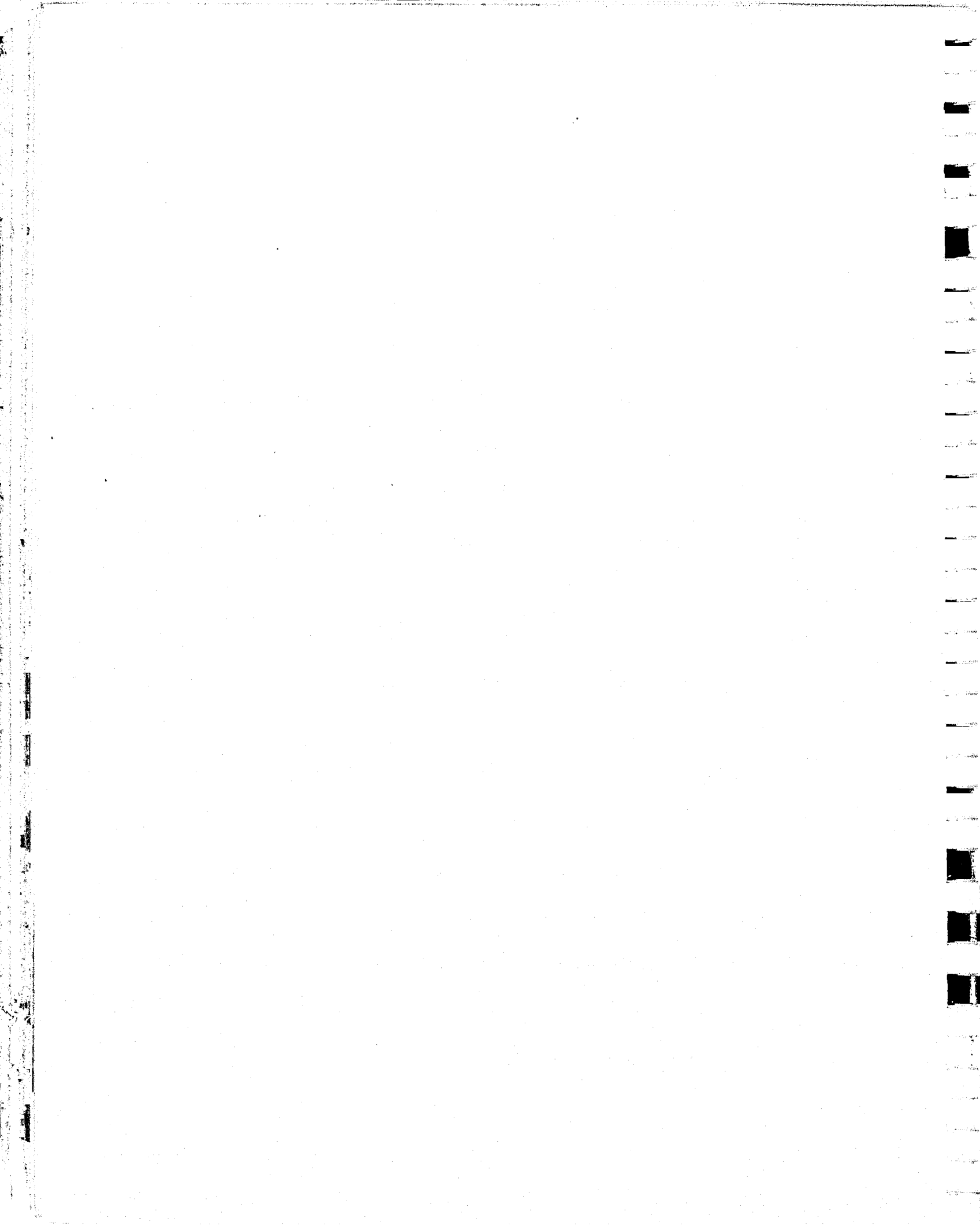
Management Systems

- No well-defined long-term goals have been established for future betterment of the Department; neither - despite evident operational limitations - has any visible effort been made to establish higher near-term performance standards, or short-term objectives for their attainment.
- With the exception of the team policing scheme, no formal Department-wide crime pattern analysis or preventive programs have been undertaken.
- Although a wealth of useful data and management information are available from the Department's records system, and were utilized during the study, there is little evidence to suggest that appropriate use has been made of these data in such important decisions as manpower allocation.



DEPARTMENTAL ADMINISTRATION (Cont'd)

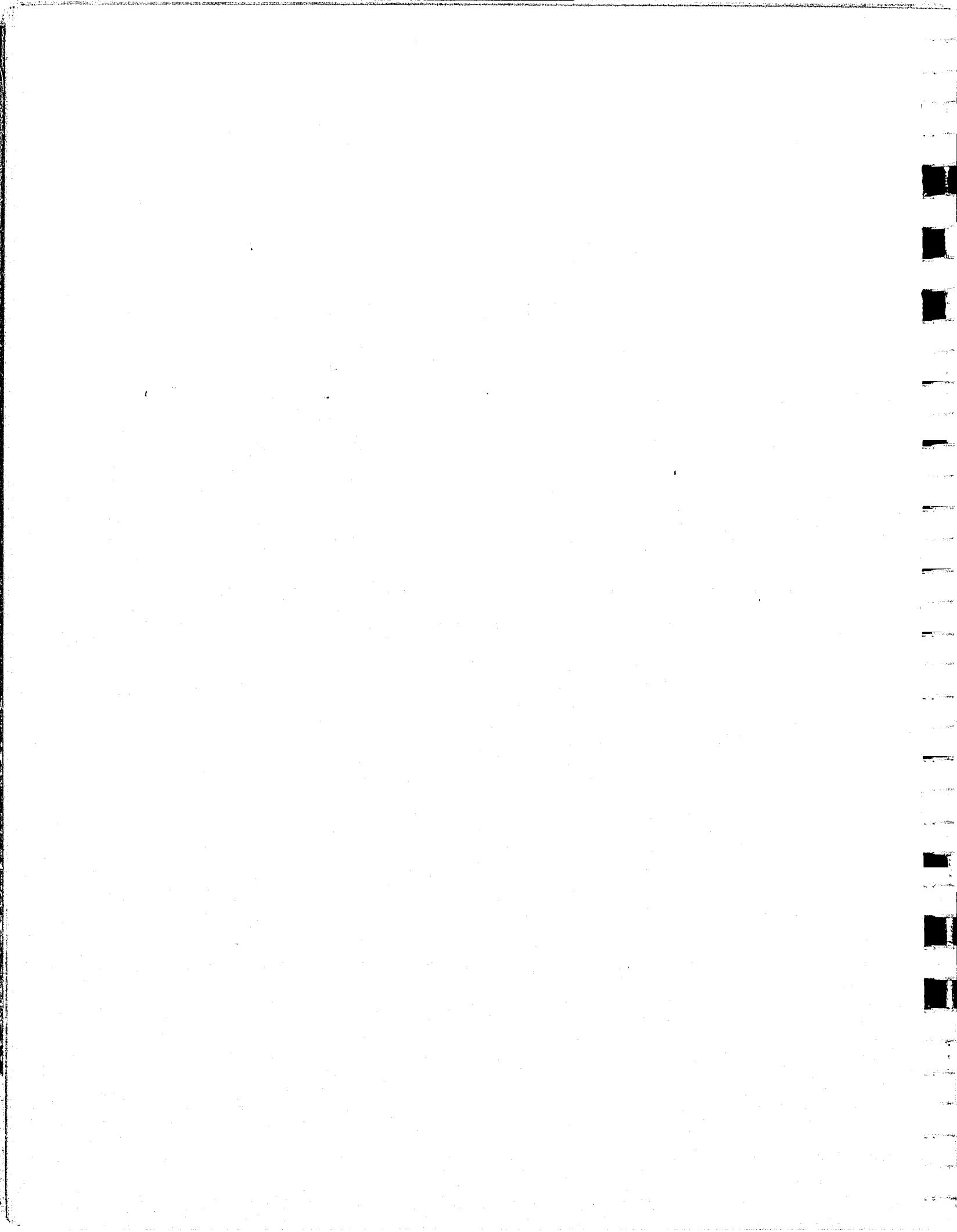
- There has thus been little substantive analysis of the police service needs of the City or means by which the Department could improve its response to these needs.
- Such analysis would be difficult, in any case, as the present records system is based on geographically coded incident reporting areas which do not correspond to census tracts, beat zones, or other determinable boundaries.
- The Department's internal communications are relatively ineffectual.
 - Members of the Department indicate a pronounced lack of knowledge concerning developments in organizational elements outside their own units which might affect their work, although most would prefer to have such information available.
 - Few staff meetings of key personnel, such as shift commanders, are held ostensibly because of restrictions on use of paid overtime; this contributes to lack of coordination among the various elements of the Department.
 - Evidently, alternatives to payment of overtime (such as intermittent one-day adjustments to work schedules), have not been explored.
 - Moreover, in many other police forces responsible command personnel are viewed as professionals, and are expected to perform such functions as attendance at staff meetings outside normal duty hours without direct compensation.
 - The daily bulletin is published for the sole purpose of providing on-duty policemen with the pertinent details of recent crimes or other police-related activity in a thorough and comprehensive manner, and thereby reduce the time for roll calls and eliminate error in hand-copying information.



- The Bulletin seldom contains more than a listing of these crimes and activities and, as such, necessitates that policemen seek out and take notes on the details.
- This situation in effect negates the primary purpose for establishing a daily bulletin, i. e., maintaining an effective flow of pertinent information Departmentwide.

OPERATING CONCEPTS
AND PROCEDURES

- In many cases sworn personnel are ineffectively utilized, performing such tasks as manual conversion of accident report data, complaint receipt and dispatch, reception and counter duties, collection of fines, telephone-answering in the Detective Bureau, and the like.
- Numerous opportunities exist to strengthen the effectiveness of Department operations; most are noted in the specific functional areas discussed below.
 - The combined effect of these conditions contribute heavily to the delayed response time and low clearance rates previously noted.
- One of particular importance, though, concerns the prevailing practice within the Department of authorizing members of the KPD to take vacation time during periods which coincide with peak police workload.
 - The desirability of allowing officers to take vacation at times convenient for them and their families is, of course, well recognized.
 - o However, many Departments take steps to regulate the time at which vacation is taken by all ranks
 - o Such controls exist to a degree in Kenosha, but apply principally to the patrol shifts.



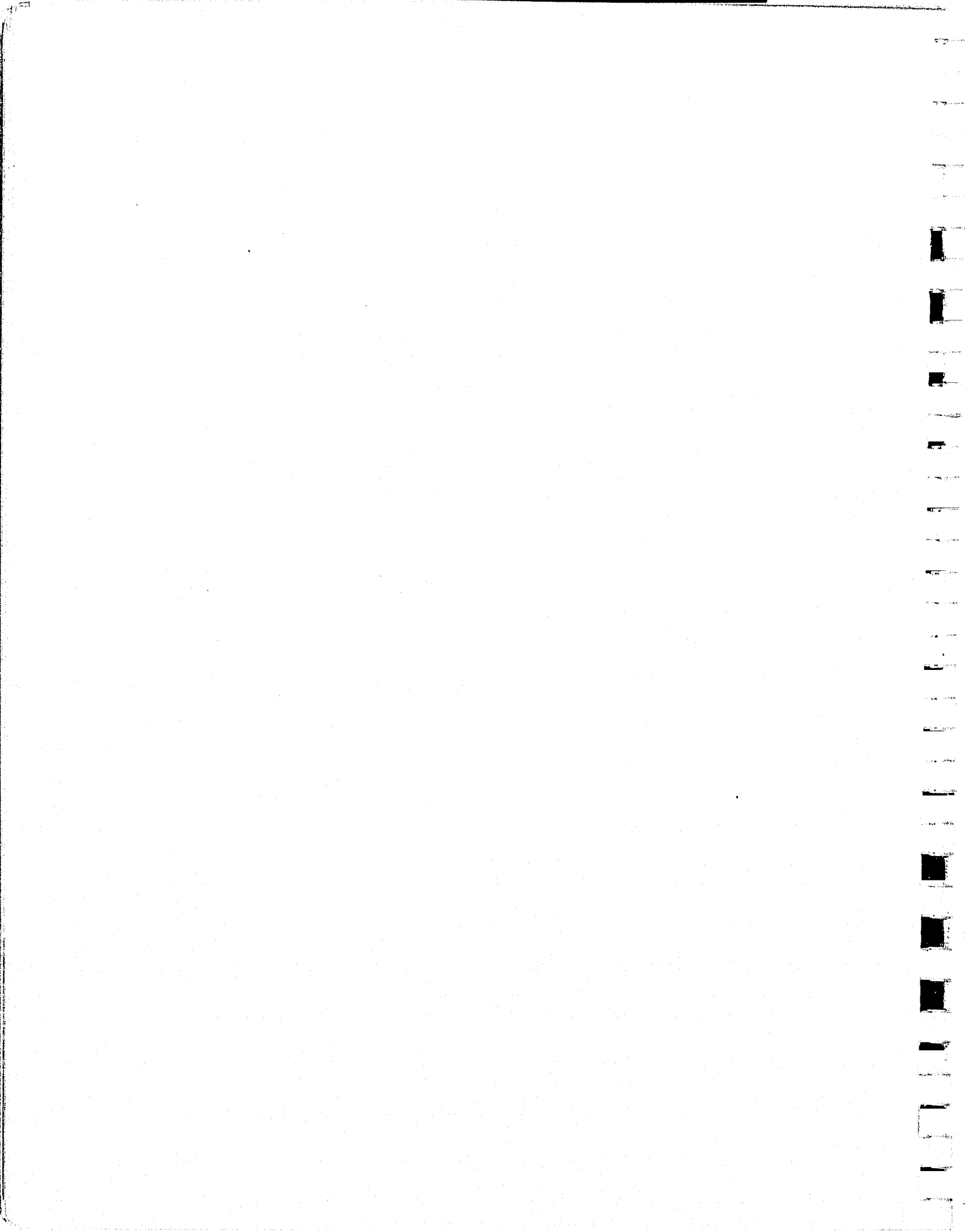
DEPARTMENTAL ADMINISTRATION (Cont'd)

- These controls do not now appear to be sufficient.
- For example, as indicated in Exhibit IV-6 there are two offsetting seasonal peaks:
 - o Between January and April, when police workload is low, little vacation is normally taken
 - o Conversely, when police workload peaks (normally in July and August) police vacation time also peaks
 - o As a result, fewer personnel are available to meet an increased workload in these particular months.
- Another matter of Departmentwide importance concerns the absence of well-thought-out and carefully fashioned plans to respond to extraordinary events such as sniper incidents or major robberies.
 - At present, response to such incidents is haphazard.

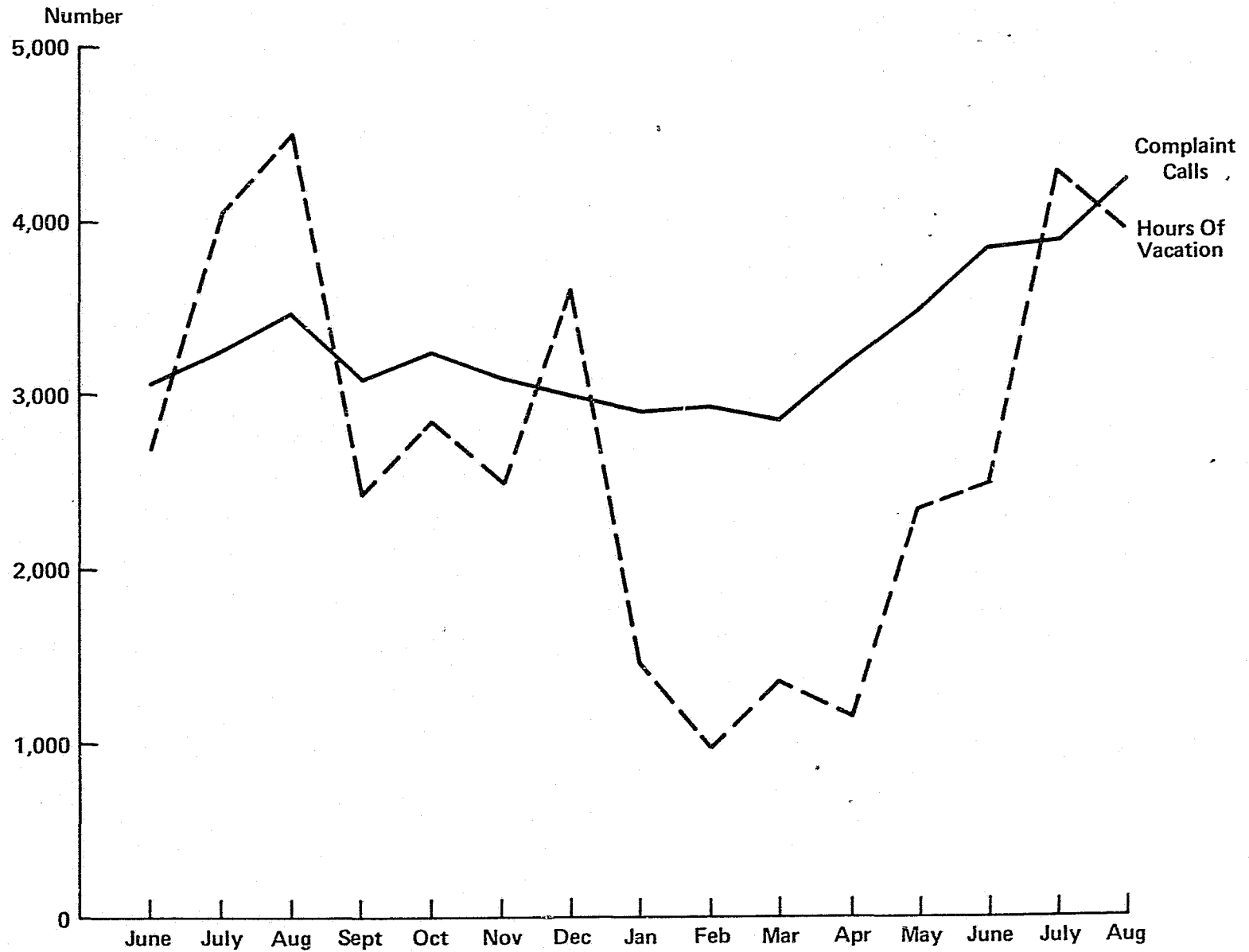
PATROL
OPERATIONS

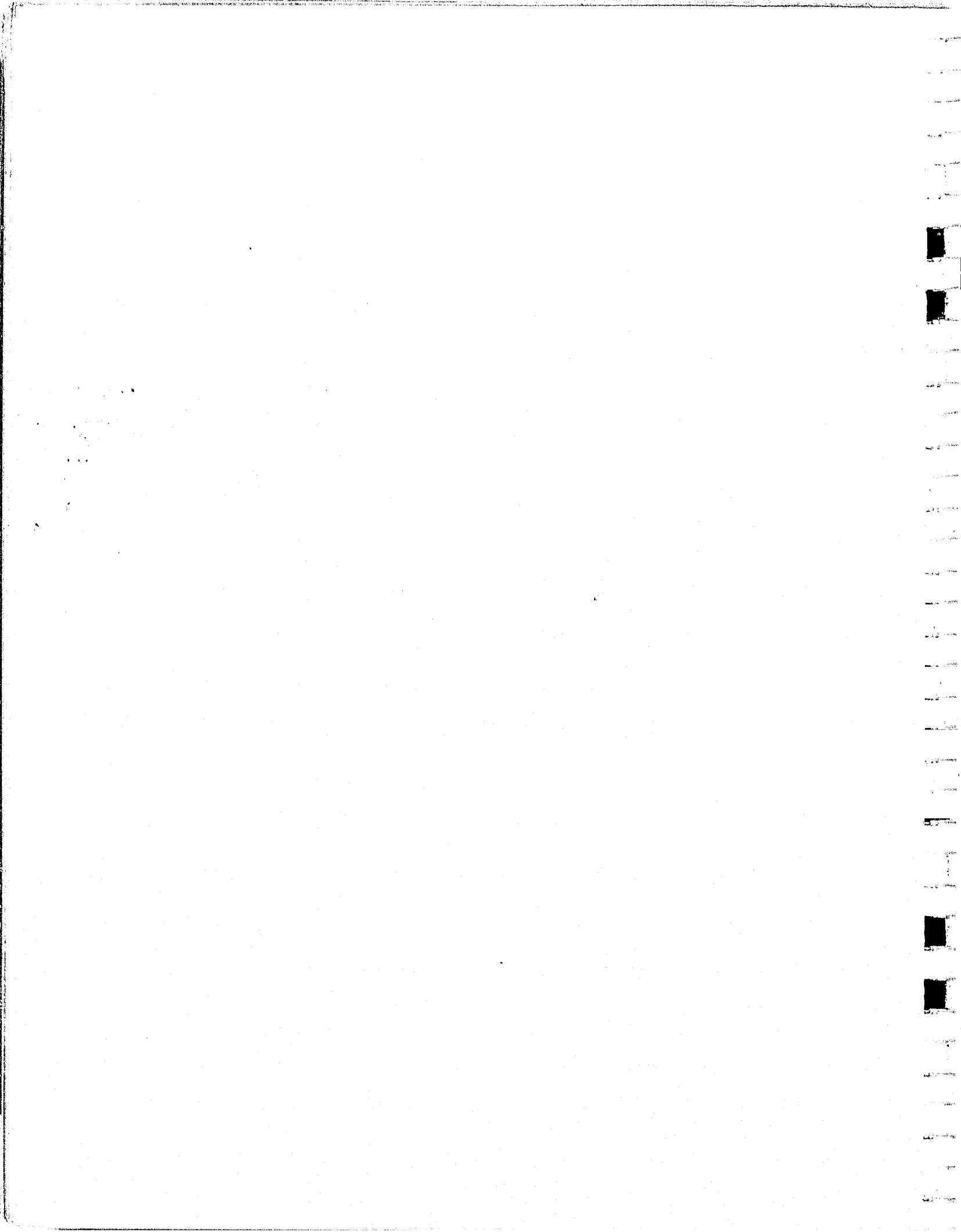
General Observations

- Although the Department's response time is generally poor, the actual workload placed on the patrol force is not normally unduly burdensome; overall, the Department averages only 4.19 calls per hour at current rates, and has an average of 10 patrolmen on duty to respond to them.
 - Even though peak-hour call rates may range as high as 10 per hour (sometimes higher) these can be - and, to a large extent, are - offset by scheduling adjustments.
- The Department patrol forces do suffer from an unusually low availability rate, though.
 - The availability rate is the number of officers actually available for duty, after deducting from the total work force assigned at a shift the number of officers off duty because of vacation, days off, illness, and the like.



KENOSHA, WISCONSIN POLICE DEPARTMENT
COMPLAINT CALLS AND HOURS OF VACATION
JUNE 1974 THROUGH AUGUST 1975



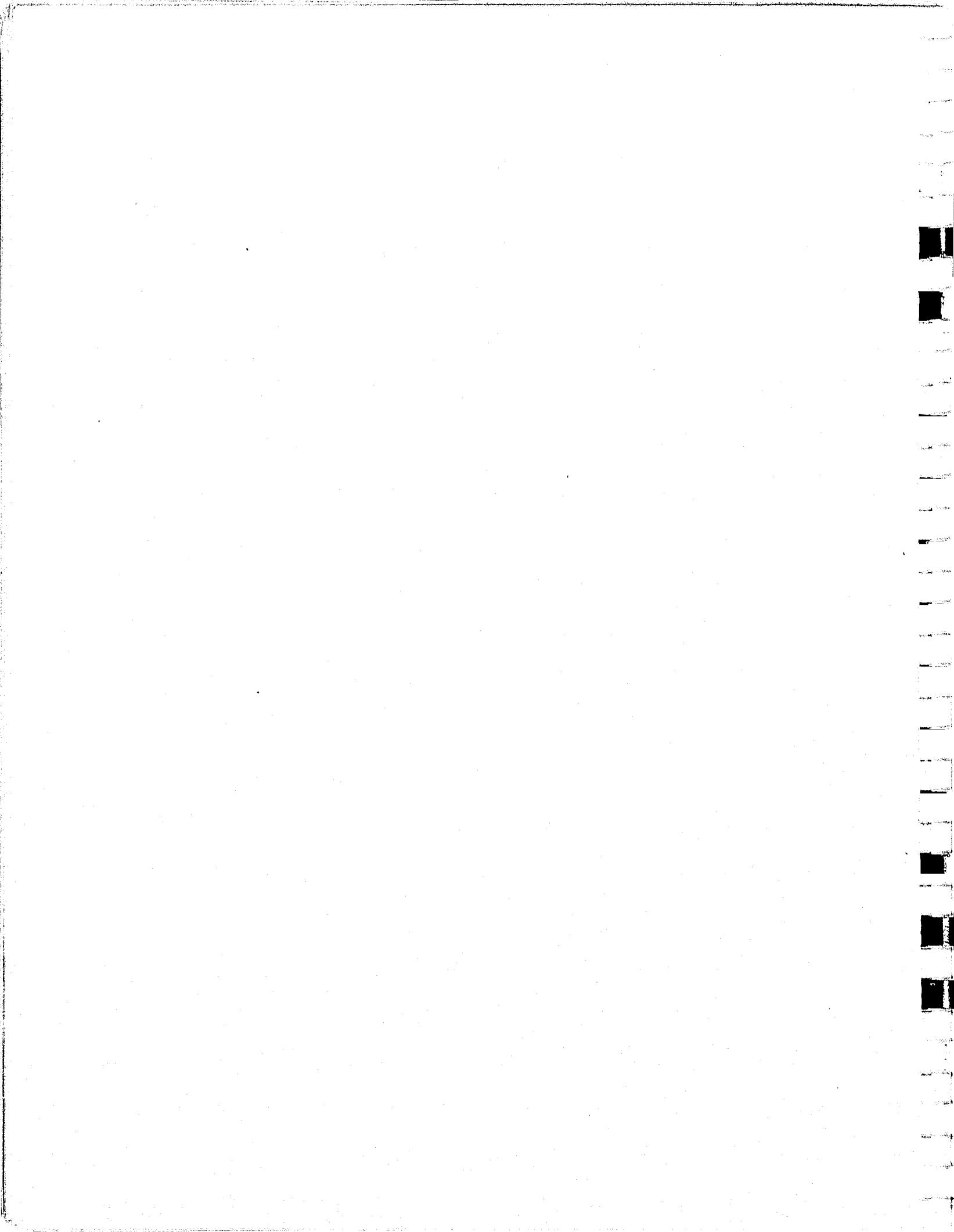


DEPARTMENTAL ADMINISTRATION (Cont'd)

- The availability rate determines the staffing ratio, i. e., the number of officers that it is necessary to assign, to ensure that, after deducting for these factors, one officer will be available for duty.
 - The staffing ratio in many police forces ranges between 1.50 and 1.60.
 - In Kenosha, the Department has utilized a ratio of 1.67 for operational planning purposes, and, for example, in its team policing grant application.
 - As indicated in Exhibit IV-7 though, the actual experience of the KPD, on an annual basis, requires a staffing ratio of 1.88.
 - In effect, 1.88 police officers must be assigned to a shift to ensure that one officer will always be available; the operational efficiency of the KPD is between 17.5 and 25 per cent less efficient than the experience of other forces indicates is attainable.
 - The principal reason for this is the City's present labor agreement, which results in a standard work week for most KPD officers substantially less than the customary 40-hour week.
- Despite this, a patrolman must respond to an average of only 2.12 calls per day.

Time Utilization

- Two major factors contributing to the apparently contrasting situation of extended response times and a relatively low frequency of calls per officer per day are poor manpower utilization resulting from overspecialization of patrol assignments, and the occupation of much patrol officer time by other, lower-priority tasks.



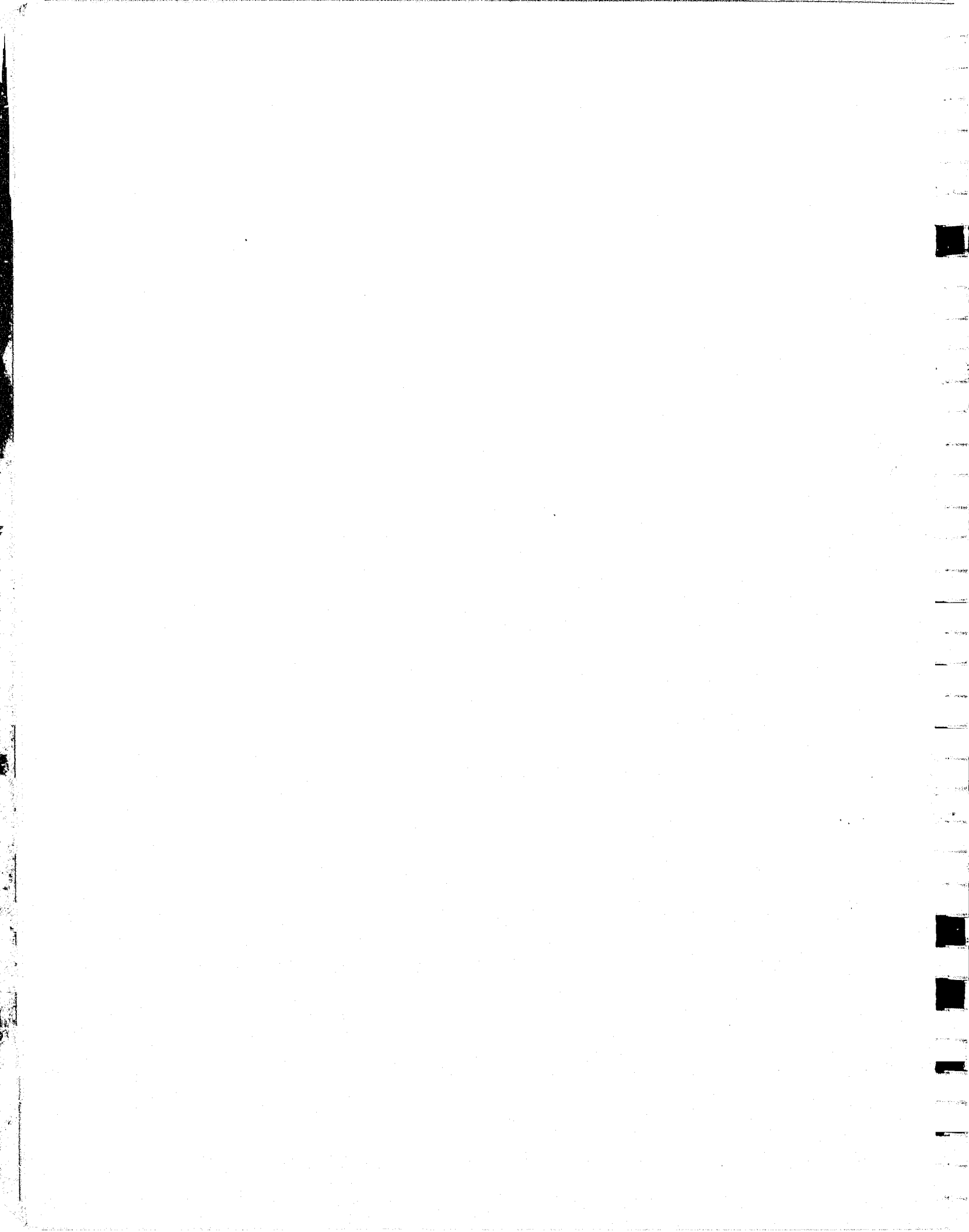
KENOSHA, WISCONSIN
POLICE DEPARTMENT

PATROL SHIFT AVAILABILITY AND WORKLOAD
1975

Month/Shift	Number Of Patrolmen		Availability	Staffing Ratio	Average Calls Per Day Per Patrolman
	Assigned Per Shift	Average Actually On Duty			
January					
First Shift	24	12.86	54%	-	-
Second Shift	25	14.86	59	-	-
Third Shift	28	13.00	46	-	-
Fourth Shift	<u>12</u>	<u>7.86</u>	66	-	-
Total	89	48.58	55%	1.83	1.95
March					
First Shift	24	12.43	52%	-	-
Second Shift	25	13.79	55	-	-
Third Shift	28	13.86	50	-	-
Fourth Shift	<u>12</u>	<u>6.86</u>	57	-	-
Total	89	46.94	53%	1.90	2.00
May					
First Shift	23	13.00	57%	-	-
Second Shift	25	14.14	57	-	-
Third Shift	28	13.00	46	-	-
Fourth Shift	<u>12</u>	<u>8.71</u>	73	-	-
Total	88	48.85	56%	1.80	2.34
July					
First Shift	24	11.86	49%	-	-
Second Shift	25	13.14	53	-	-
Third Shift	28	13.00	46	-	-
Fourth Shift	<u>12</u>	<u>6.86</u>	57	-	-
Total	89	44.86	50%	1.98	2.79
Annual Average	89	47.31	53%	1.88	2.12

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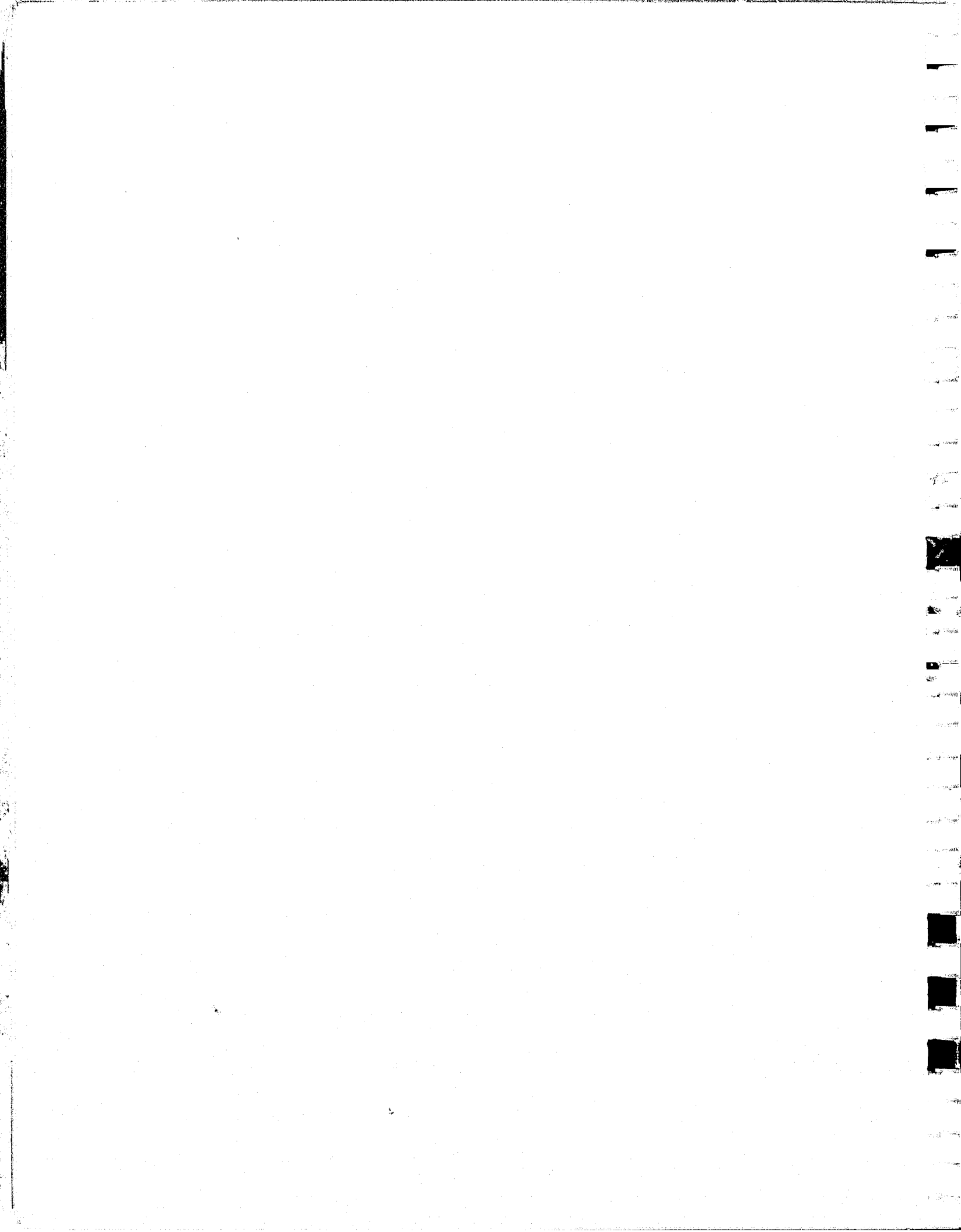
2 OF 4



- It should be noted that a total of 33 per cent of the time was spent on office duties, report writing and "other" duties; almost as much as that spent on patrolling.

Patrol Supervision

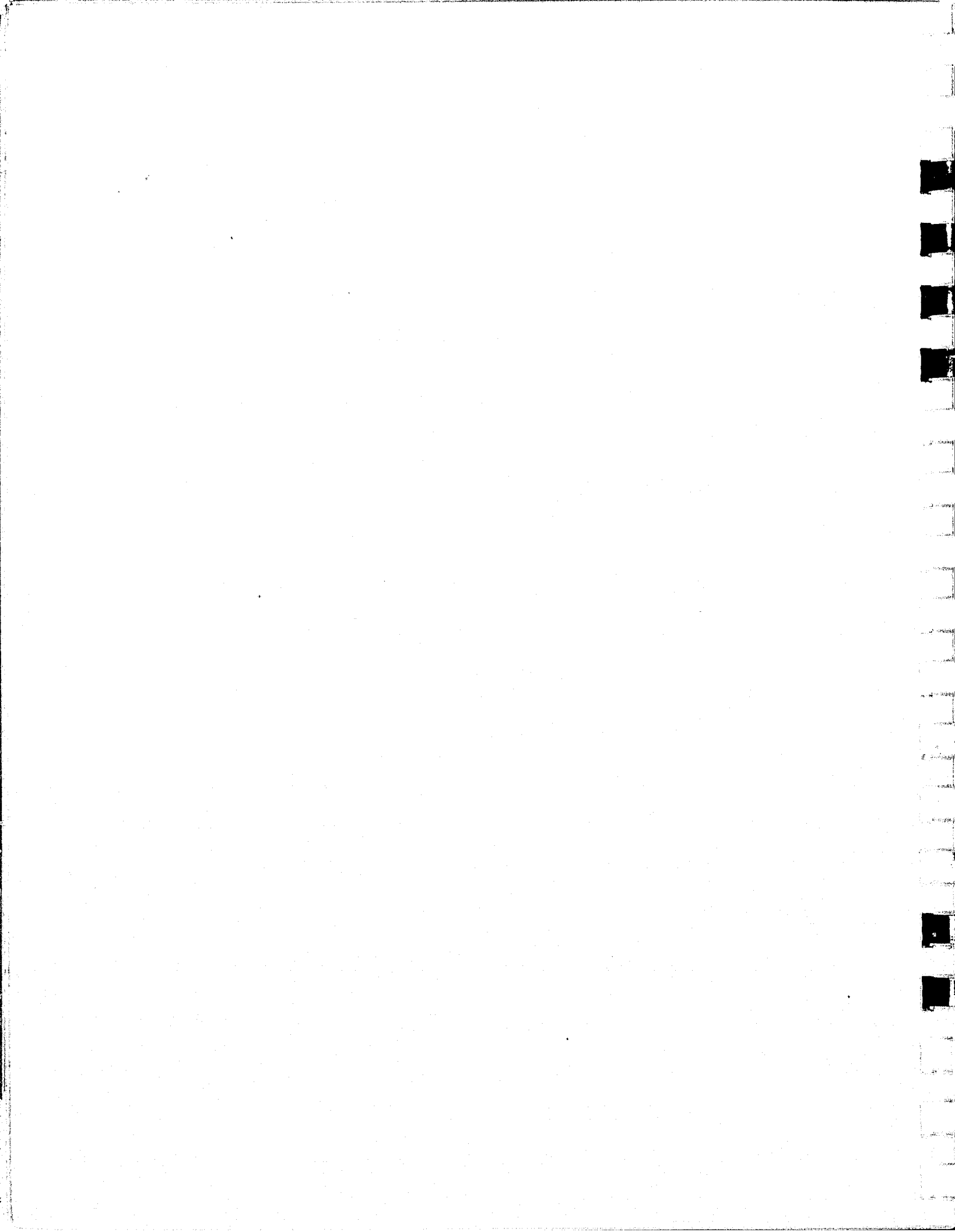
- An even more pressing problem evident in Department patrol operations is the absence of firm, effective and continuous field supervision, leading to:
 - A lack of supervisory support and guidance for conscientious officers in difficult situations, as a result of which they must turn to their fellow officers for such assistance.
 - An absence of suitable controls to prevent other, less well-motivated officers from abusing this situation.
- Shift captains and lieutenants spend the preponderant amount of their time on administrative and other office duties.
 - Sergeants are used primarily for dispatch duties, designated as field supervisors only if more than enough are present for duty to meet office requirements - reflecting questionable management priorities.
- When assigned to field supervisory duties, sergeants customarily patrol at random, responding to nearby or serious calls.
 - The specific role they are to perform has not been clarified
 - Seldom do they engage in the functions (commonly assigned to sergeants in major police organizations) of:
 - Taking command of police activity at the scene of action
 - Assessing and recording the quality of police effort



- o Recommending specific action to the patrolmen on site
- o Critiquing the actions of patrolmen to including making recommendations for improved police work after the effort is completed, or for overall training.
- Substantial differences in supervisory presence exist from shift to shift, as indicated in Exhibit IV-8.
 - Of particular interest, field supervision has been most extensive on the third shift, which, as previously noted, has compiled significantly superior response time performance, without proportionately greater manpower resources.
- As indicated in the exhibit:
 - Captains spent 812 hours supervising, out of an available 5,319, or 15.27 per cent
 - Lieutenants spent 922 hours out of the same available time, for 17.33 per cent
 - Sergeants supervised during a total of 3,700 hours of a total 15,957 available, or 23.19 per cent.
- Due to the increasing level of responsibility with increasing rank, less supervisory effort should be expected by the higher ranks: however, ratios of 15.27 per cent, 17.33 per cent and 23.19 per cent are far below desirable levels.

Chronological Deployment And Shift Hours

- Overall, a few imbalances do exist between evident workload patterns and present patrol scheduling.

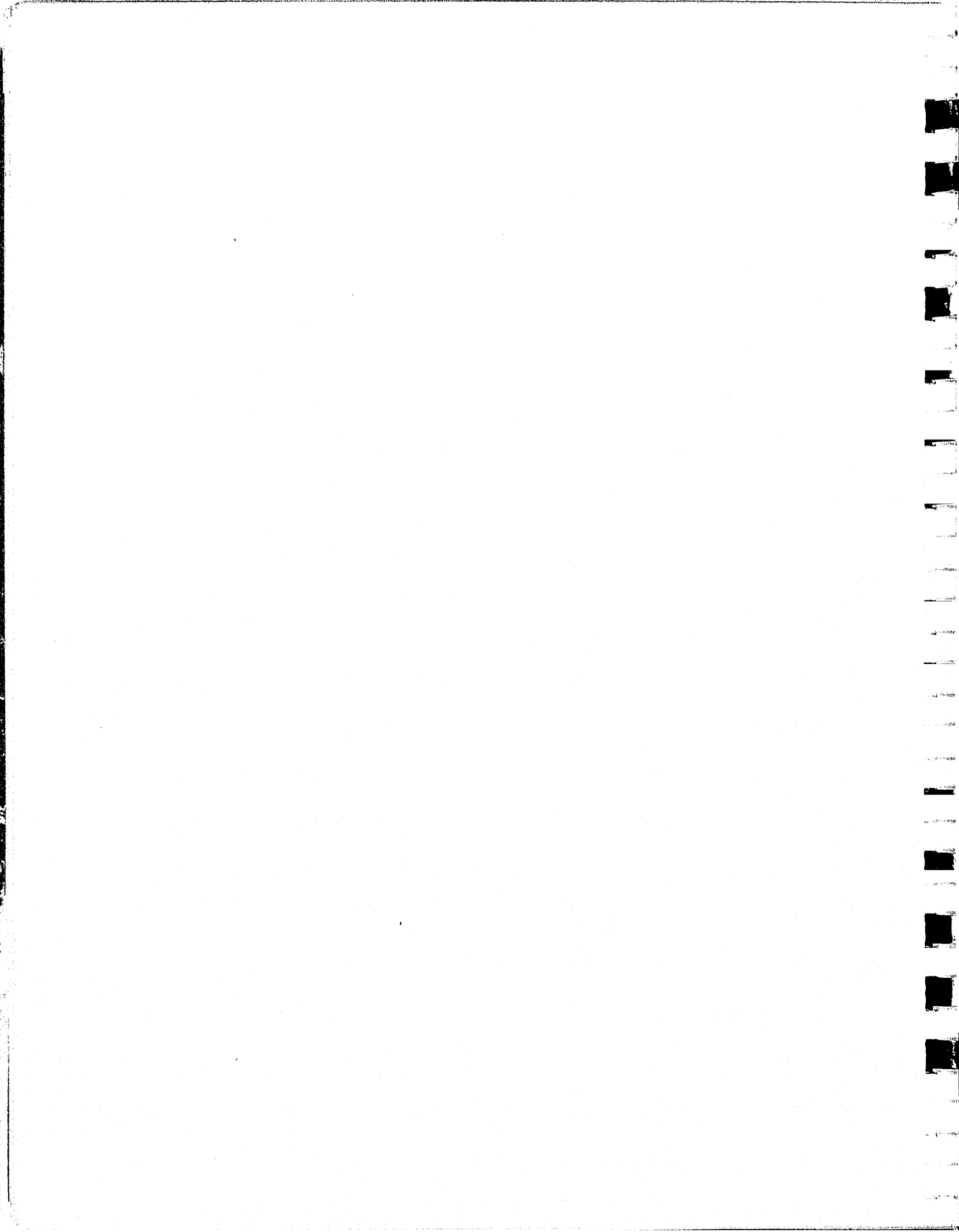


KENOSHA, WISCONSIN
POLICE DEPARTMENT

COMPARISON OF SUPERVISORY EFFORT
OF THE THREE BASIC PATROL SHIFTS
1974

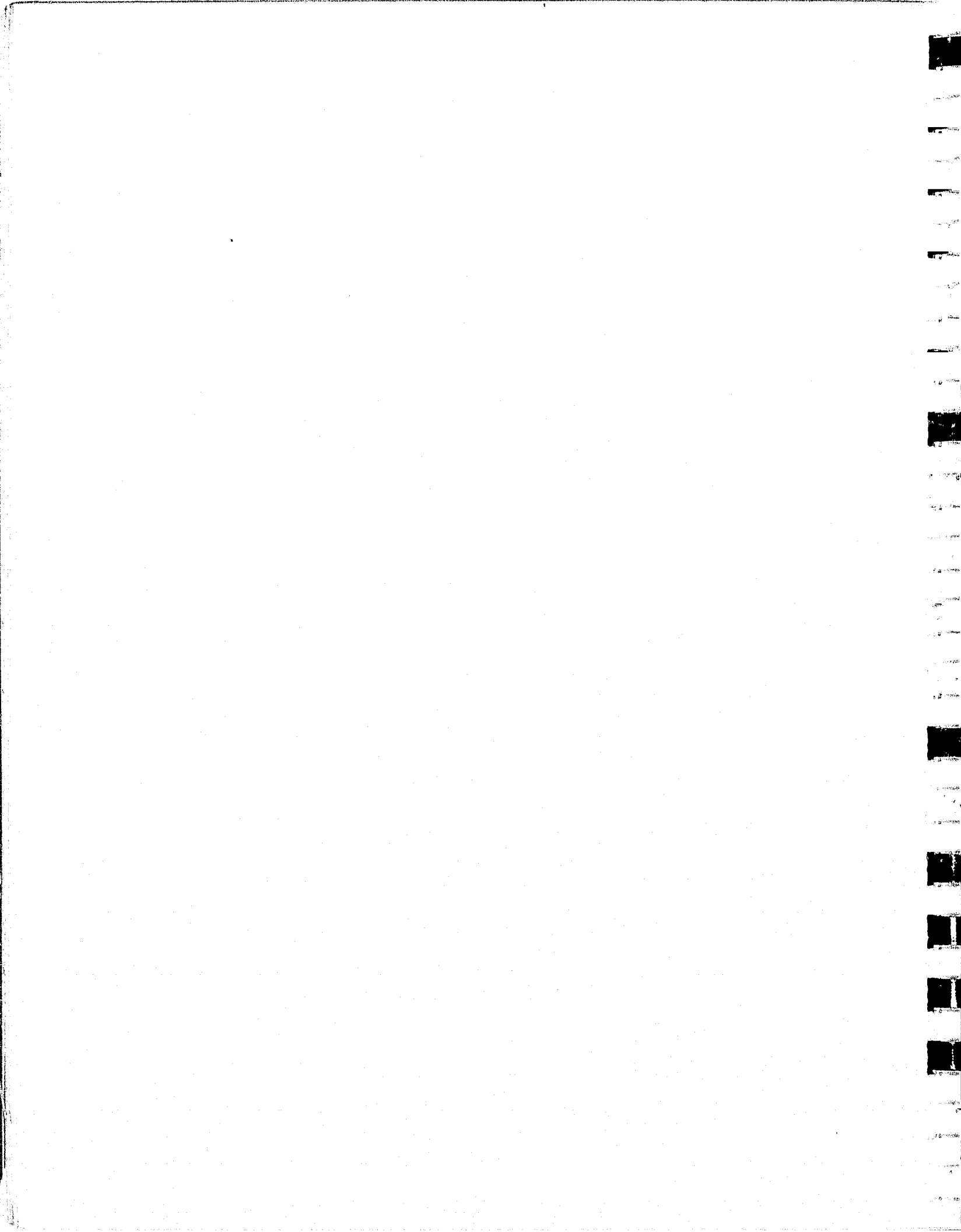
<u>Shift</u>	<u>Hours Of Supervision</u>			<u>Individual Man-Hours Available Per Year (a)</u>	<u>Per Cent Of Supervision Time Spent Supervising</u>
	<u>By Captains</u>	<u>By Lieutenants</u>	<u>By Sergeants</u>		
First	116	99	1,098	8,865	14.81%
Second	-	498	1,107	8,865	18.10%
Third	<u>696</u>	<u>325</u>	<u>1,495</u>	<u>8,865</u>	28.38%
Total	812	922	3,700	26,595	20.43%

(a) Total work hours per year on the 5-2-4-2 scheduling arrangement, less vacations and ten holidays, multiplied by five supervisors (one captain, one lieutenant, and three sergeants).



DEPARTMENTAL ADMINISTRATION (Cont'd)

- The scheduled hours for the three basic shifts appear to be satisfactory; however, those for the fourth shift are not.
 - The fourth shift was appropriately established to overlap the second and third shifts and to provide intensified field coverage during peak-activity evening hours.
 - However, its present 4:00 p.m. -to-midnight schedule does not permit optimum deployment to meet evident workload conditions.
 - As indicated in Exhibit IV-9, police workload tends to remain high in Kenosha until 2:00 or 3:00 a.m. in the morning.
- The need for improved scheduling of the fourth shift has been recognized by both the City and the Department; and one previous study of the KPD called for its hours to be set from 7:00 p.m. to 3:00 a.m., an evidently sound conclusion.
 - Despite this recognition, though, disagreements over shift, premium-pay provisions of the KPD's current labor agreement, and the breakdown of communications between the Department and the City as a result of previously identified deficiencies in governance, have effectively served to forestall well-justified corrective action.
 - Similarly, a lack of systematic shift change provisions results in under-coverage of the City at certain times.
 - Because of the programmed work shifts being limited to eight hours including roll call, breaks, lunch and report preparation, patrol units seldom arrive in their patrol areas sooner than ten minutes after the shift starts and leave ten minutes before the shift ends.

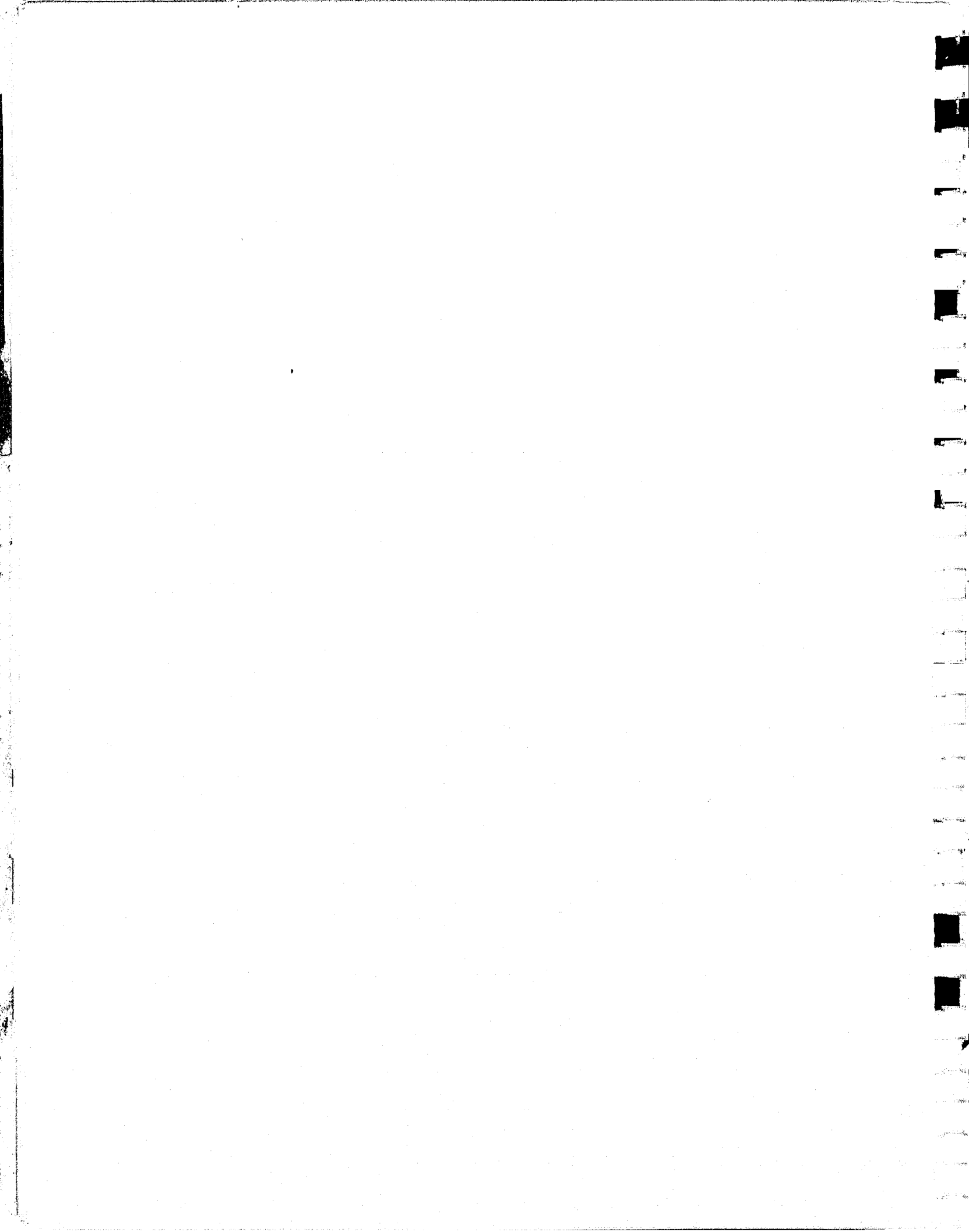


KENOSHA, WISCONSIN
POLICE DEPARTMENT

PATROL WORKLOAD AND MANPOWER DEPLOYMENT

<u>Time</u>	<u>Patrol Workload</u>			<u>Patrol Deployment</u>		
	<u>Per Cent Of Action Dispatches</u>	<u>Per Cent Of Serious Crime</u>	<u>Weighted Average (a)</u>	<u>Per Cent Of Manpower Assigned</u>		
				<u>Basic Shifts</u>	<u>Fourth Shift</u>	<u>Total</u>
6:00 a.m. - 10:00 a.m.	9%	14%	11.5%	15%	-	15%
10:00 a.m. - 2:00 p.m.	12	13	12.5	15	-	15
2:00 p.m. - 6:00 p.m.	25	13	19.0	14	3%	17
6:00 p.m. - 10:00 p.m.	27	17	22.0	14	6	20
10:00 p.m. - 2:00 a.m.	18	23	20.5	15	3	18
2:00 a.m. - 6:00 a.m.	9	20	14.5	15	-	15

(a) Based on 50 per cent weighting each of action dispatches and serious crime.



- While one or more patrol squads is usually designated as an "early" or "late" patrol to fill this gap, there are often not enough of such designations to prevent the patrol coverage deficiency noted above.
- Foot patrols are not relieved on station; rather, they come in to the police station before the end of the shift, and the replacement does not go out until it or after the next shift starts.
- Because of previously noted weaknesses in KPD discipline and field supervision, patrolmen appear hesitant to accept calls which may be time-consuming near the end of a shift, preferring to leave these to the oncoming shift.
 - o Reflecting this, the previously described study of call response time indicated a build-up of response delays at shift change hours.

Geographic Deployment

- The Department's beat zone system is overly informal and is obsolete.
- Moreover, beat zone maps are not readily available in the Department, leaving zone control to verbal description of zone boundaries.
 - Most patrolmen know the limits of each beat zone, however; even considering the prescribed beat zone overlap, few patrolmen confine themselves to assigned zones; and those that do, do so only occasionally.
- Only five basic patrol zones are maintained, regardless of the number of patrol units assigned to duty in the field.
 - These zones generally receive first priority in manpower assignment, though, and most complaint calls are first assigned to the zone unit.



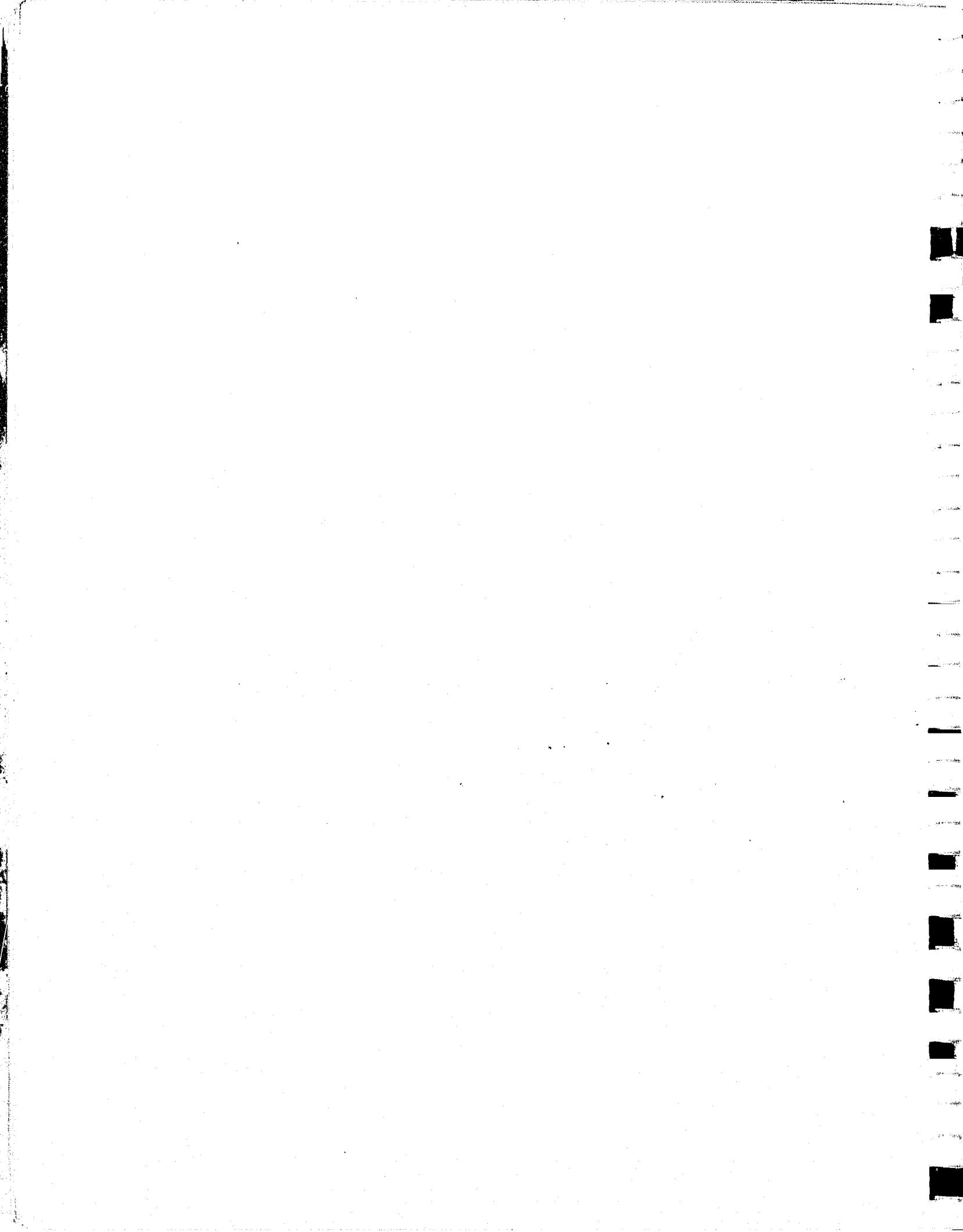
- As further noted elsewhere in this chapter, when additional units are assigned to the field, they are customarily assigned to a variety of specialized tasks; though they may be assigned responsibility for initial call response, this is regarded by some as an "intrusion."

Patrol Officer Role And Responsibilities

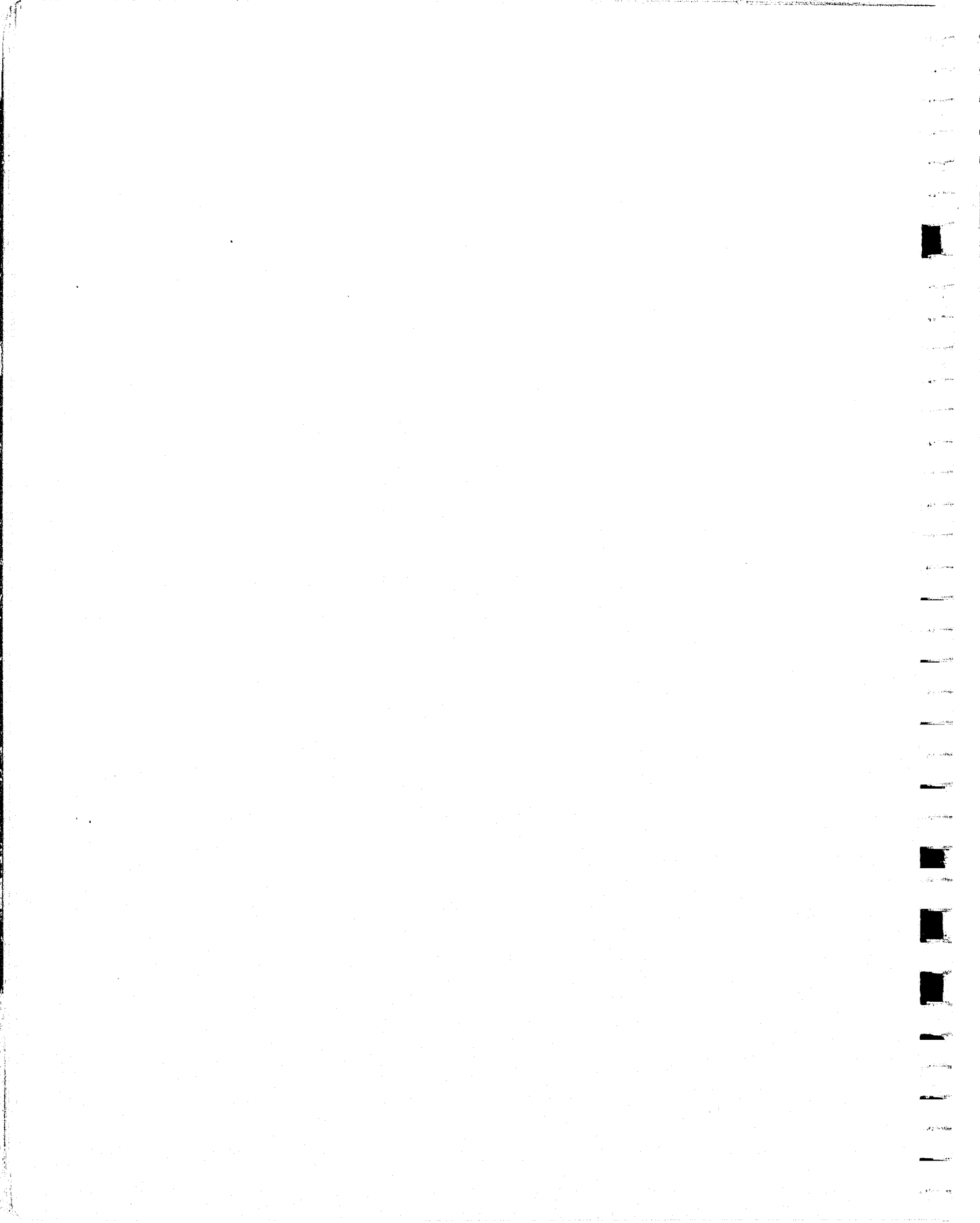
- KPD patrol officers, especially those not detailed to one of the various specialized duties, are expected to perform very limited tasks.
- Because of the concentration of call assignments for these units, they are under pressure to rapidly complete their initial response, and are thus unable to perform thorough preliminary investigations at the scene.
- Moreover, the prevailing view within the Department appears to be that patrolmen should properly be assigned very limited responsibilities, and not engage in "more advanced" police work.
- When confronted with a serious crime scene or a situation involving juveniles, the general tendency of many patrolmen is to automatically call in the Detective or Juvenile Bureaus (when their personnel are on duty) rather than conduct the preliminary investigation themselves.
 - As a result, delays are encompassed in completing preliminary investigations, and requirements are generated for Detective and Juvenile personnel to be available to respond to field calls rather than concentrate on follow-up investigation of criminal cases.

Patrol Configuration

- Existing KPD patrol configuration practices appear to be based mainly on guesswork, tradition, and response to external pressures, rather than on calculated assessment of need and logical tactical plans.



- For example, a substantial proportion of the Department's patrol manpower is lost to full-time or nearly full-time intensive coverage of limited areas by Department motorcycle and foot patrol officers; on some occasions almost half the effective patrol strength is so assigned.
 - Except during the winter months, motorcycle officers devote the majority of their time to full-time patrol of the City's park network.
 - However, much of their effective time appears to be lost in travelling from park to park, or "planning" park coverage.
 - Similarly, foot beats appear to have been established in response to pressures of the moment, rather than on calculated assessment of needs and priorities.
 - Foot beats operating in September and October were generally unproductive, and resulted in relegating sworn officers to duties as watchmen.
 - Insufficient analysis has evidently been made of alternatives to full-time assignment of motorcycle and foot beat officers, such as random tactical patrolling or periodic, rather than continual, intensification of coverage in troublesome areas.
- Similarly, the Department's rationale for use of two-man patrol units is dubious; though not clearly delineated, it appears to be based on the supposition that police officers assigned to duty after dark should work in pairs.
- Exclusive, rather than selective, reliance on two-man units "after dark appears to be based on less detailed analysis of service requirements than on two interrelated factors, as follows:
 - Field officers are concerned over the lack of field supervisory support afforded patrolmen and the lack of coverage, teamwork, and mutual support in the field evident in the KPD; thus the assured presence of a second officer at the scene of incidents is perceived to be a safeguard for these personnel

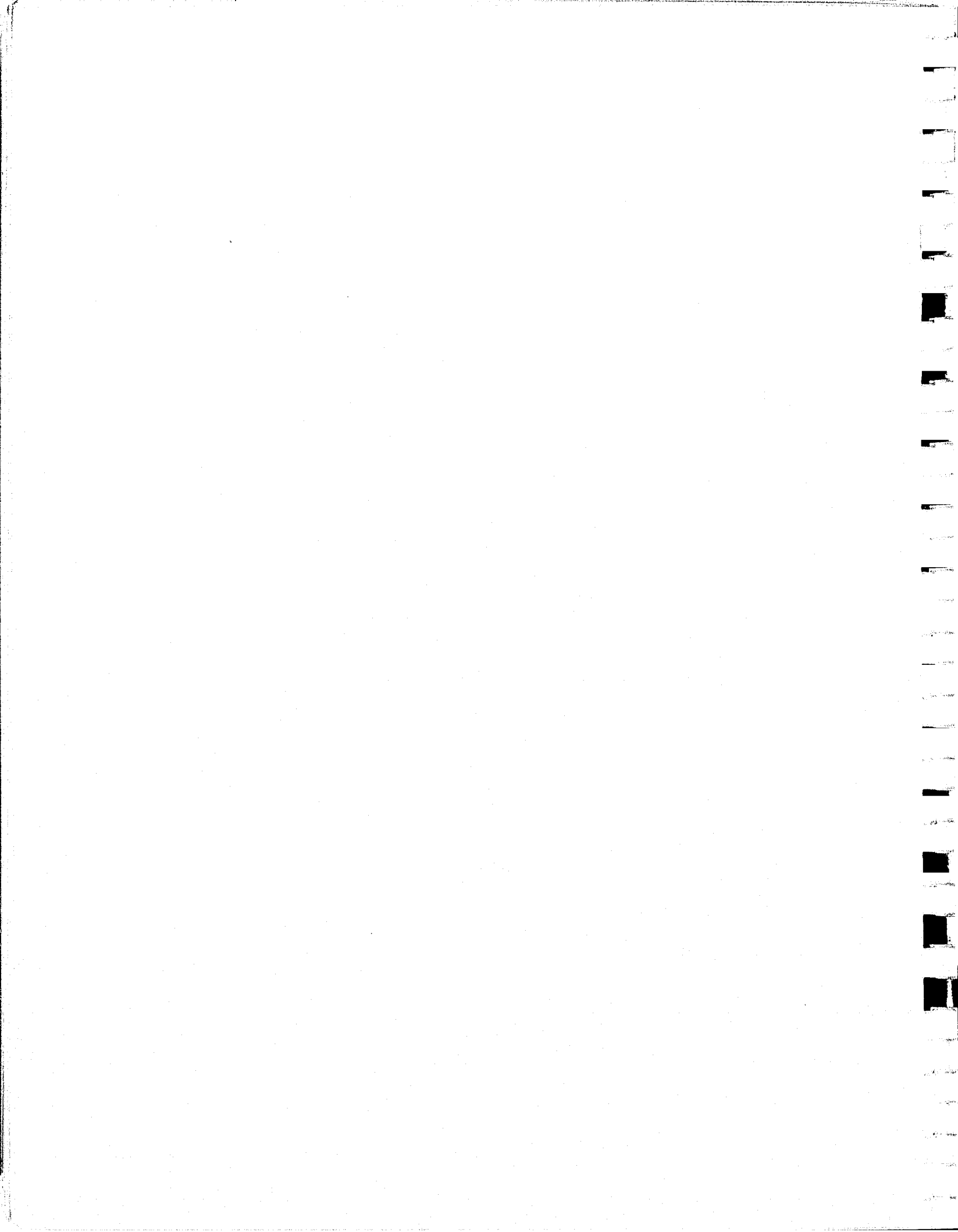


- Concerns are expressed for officer safety if sole reliance is placed on one-man units during the hours of darkness.
- While the results of this study indicate that these concerns are valid in part, current reliance on two-man units between 4:00 p. m. and 6:00 a. m. does not appear to take into account the prevailing pattern of incidents of assaults on police officers.
 - For example, 10-years' data on such incidents, reported in the FBI uniform crime report for 1973, indicate that 51.4 per cent of all law enforcement officers killed in the line of duty suffered such assaults during the hours of 7:00 p. m. to 3:00 a. m.
 - These data indicate that more than twice as many officers were assaulted in the line of duty during the hours of 7:00 p. m. to 10:00 p. m. (a period during which the Department makes heavy use of one-man cars on the second shift) as were assaulted during the hours of 3:00 a. m. to 6:00 a. m. (a period in which the Department generally relies totally on two-man cars).

INVESTIGATIVE OPERATIONS

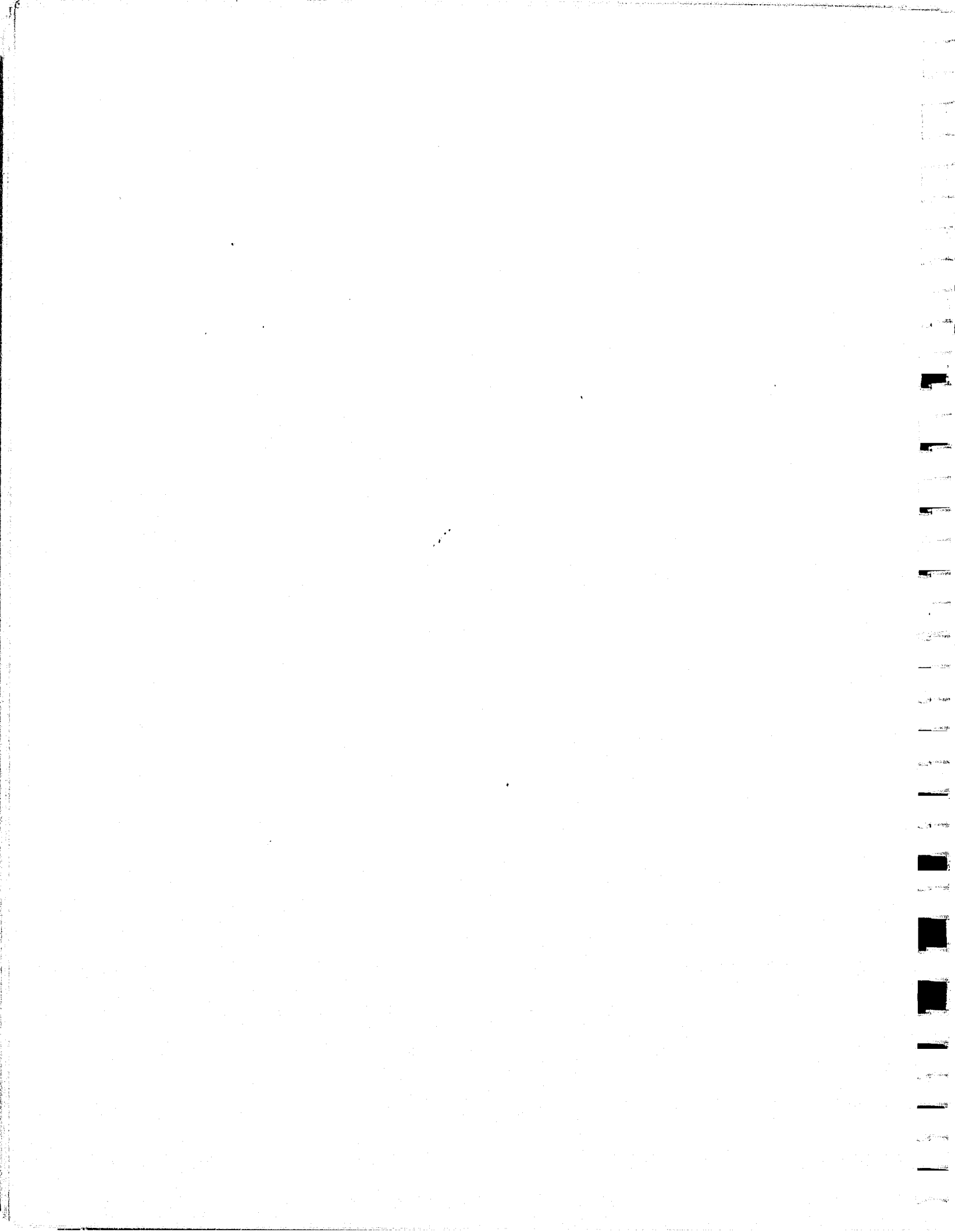
Detective Bureau Operations

- Detective Bureau operations appear to be unproductive and governed by-tradition rather than by analysis of the City's needs; in contrast to the overspecialization in the patrol force, there is insufficient specialization in the Detective Bureau.
- Comparing unfavorably with such systems in the Juvenile Bureau (discussed below), few formal management and case-load records systems are maintained by the Detective Bureau, thus precluding definitive analysis.
- However, numerous general deficiencies are readily evident.



DEPARTMENTAL ADMINISTRATION (Cont'd)

- Some detective supervisory personnel provide little direct leadership in the field, and devote the bulk of their time to duties in the office, at management direction.
 - There is insufficient screening of cases to establish investigative priorities; and, with the exception of major or "notorious" cases, there is only minimal review and evaluation of investigative performance.
 - o In fact, systems are not currently in place to permit such evaluation on a regular basis.
 - o It is, therefore, difficult to assess past performance or to set goals for future improvement: there are few indications that such steps have been taken.
 - Detectives almost always investigate cases in pairs, regardless of the severity or complexity of the case.
 - Detectives are required to be available at most times to respond to preliminary investigations in the field, thus disrupting follow-up investigation.
 - Detectives are periodically assigned to patrol at random rather than to pursue a large backlog of open cases; thus, they duplicate rather than support patrol operations by performing such functions as responding to calls and performing security checks.
 - Acting on a general assignment basis, detectives have few opportunities to develop specialized expertise in solving particular types of cases.
- That specialization which has been developed within the Bureau is of only marginal utility.
 - The establishment of a specialized narcotics enforcement capability represents a positive response to an evidently pressing problem in Kenosha; however, the effectiveness of personnel assigned to this function is stymied by a variety of problems.

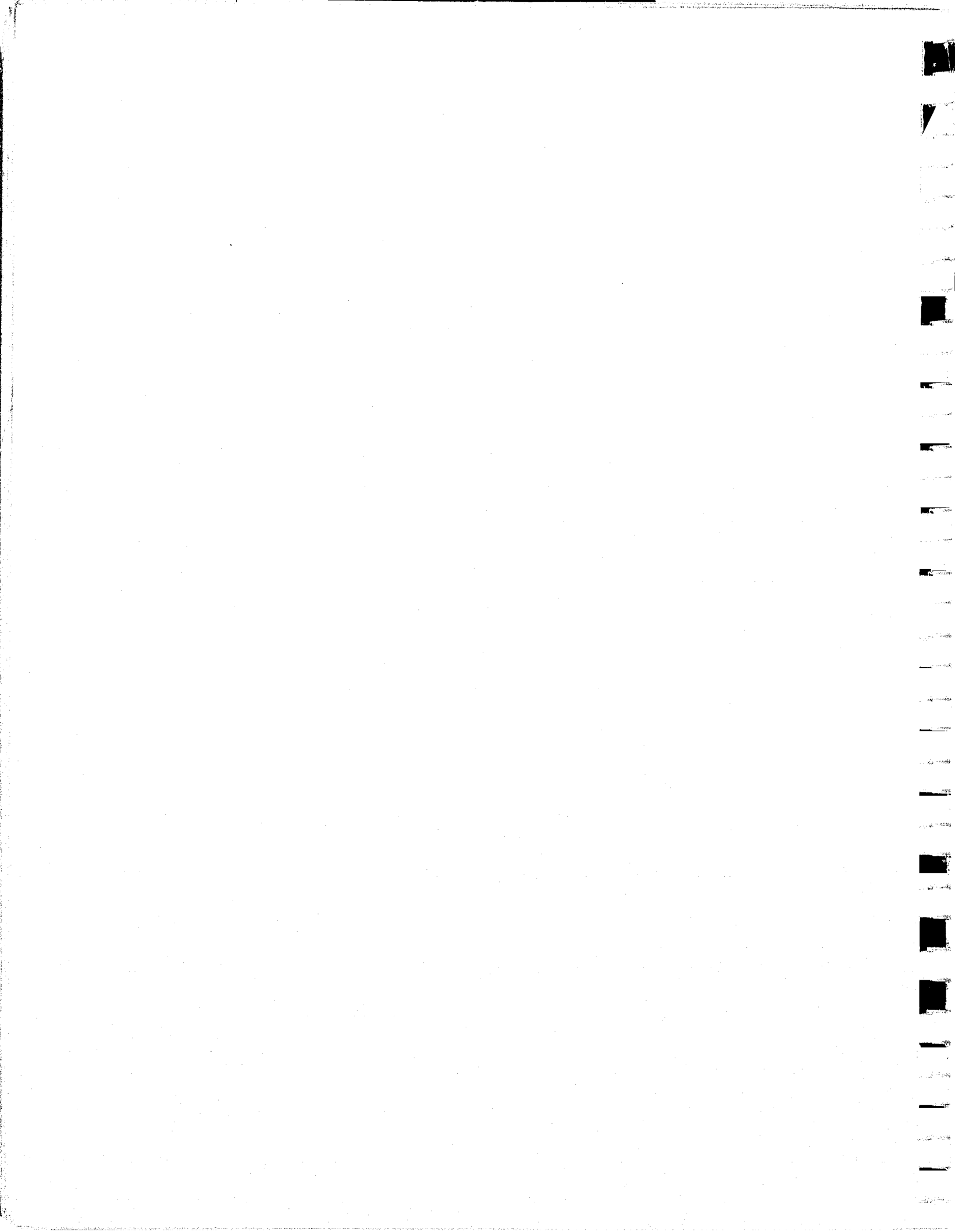


DEPARTMENTAL ADMINISTRATION (Cont'd)

- Separate day and night detectives are designated for this purpose.
 - o Narcotics enforcement does not lend itself to regular shift work: flexible work hours are required.
- Although one officer has been assigned to lead this effort, he has no formal supervisory standing.
 - o Close supervision and teamwork are vital for such sensitive operations.
- Narcotics detectives are frequently diverted to general investigative functions.
 - o These officers handled more general investigative cases than narcotics cases in 1974.
- Finally, these officers lack ready and continuous access to two key enforcement tools regarded as prerequisites to successful narcotics enforcement:
 - o Numbers of capable, well-trained undercover personnel whose identity is unknown in the community
 - o Substantial amounts of cash funds to use in the development of confidential informants, and with which to make controlled purchases of illicit narcotics.
- The two-man fraud squad does provide a useful service, and provides some deterrent effect.
 - It has a substantial workload, as indicated by the following table:

Year	Workload			Restitution	Dollar Value Recovered
	Complaints Received	Warrants Issued	Summons And Complaints		
1970	693	170	32	26	n. a.
1971	517	72	61	97	n. a.
1972	225	41	51	51	\$7,378.43
1973	465	52	66	60	3,671.38
1974	459	49	95	141	4,995.26

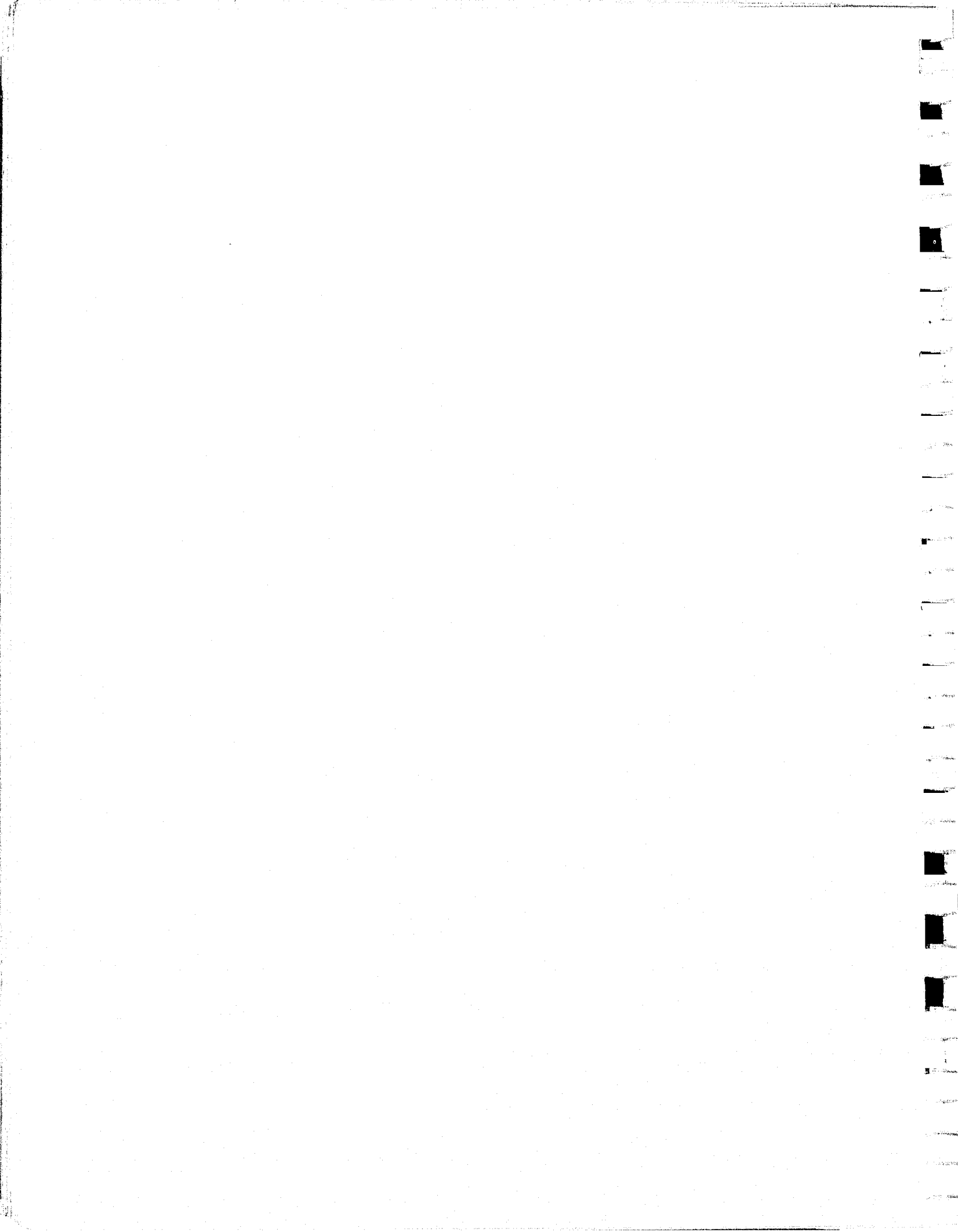
n. a. - Not available.



- However, the annual cost of squad operation - over \$25,000 for salaries alone - appears to outweigh its direct economic benefit.
- Moreover, the commitment of two detectives to this function full time reflects a questionable definition of KPD priorities when the Department's overall clearance of more serious crime is kept in mind.

Juvenile Bureau Operations

- By contrast, the operations of the KPD Juvenile Bureau reflect one of the Department's principal strengths.
 - Case workload in the Bureau is well managed, effectively supervised and productive.
 - For example, although the Bureau's complement currently comprises only some 31 per cent of the KPD's detective and investigator staff, in 1974 it was responsible for more than 50 per cent of the Department's Part I clearances.
- The Bureau does suffer from several limitations, though.
 - The Bureau is understaffed when considered in relation to its present workload, especially when its personnel are required to respond to calls that more appropriately could be handled by the patrol force or other elements of the KPD.
 - As noted previously, there is a tendency for many patrolmen to call for the Juvenile Bureau in any situation involving juveniles, regardless of the circumstances.
 - The Detective Bureau also, has reportedly passed on to the Juvenile Bureau cases, mostly adults, involving rather than retaining the case and request support from the Juvenile Bureau.

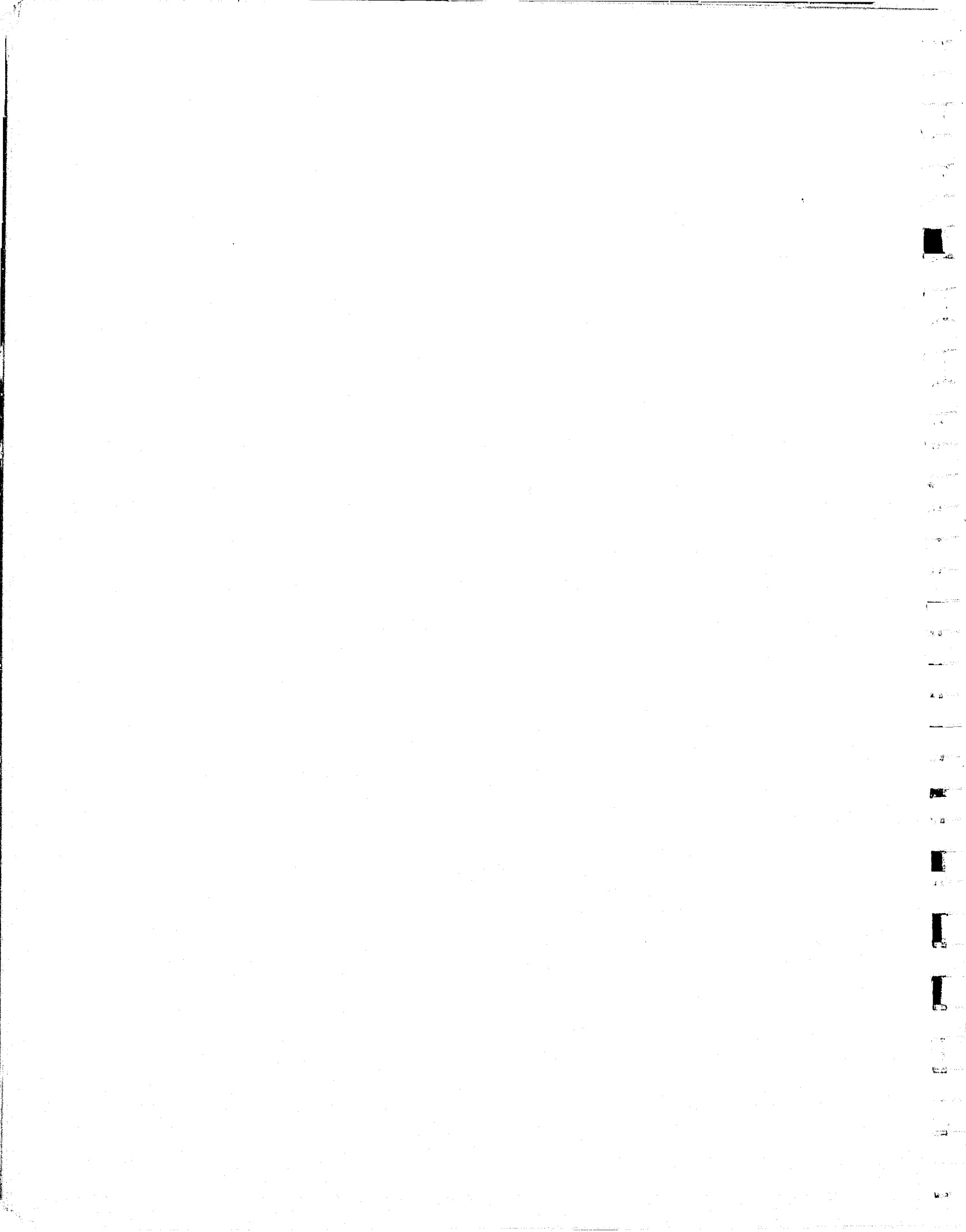


- A formal position does not exist to coordinate referral services or to plan and direct preventive programs.
- The Bureau and the City are handicapped by an inadequate capability to confine delinquent juveniles and conduct meaningful rehabilitation.
 - o This has been viewed by thoughtful observers as an urgent need which, nonetheless, will require State action to correct.

PERSONNEL
MANAGEMENT

Role Of The Police And Fire Commission

- Members of the Police and Fire Commission serve part time, and lack opportunity to develop extensive expertise; moreover, they have few sources of assistance.
 - During the study, arrangements were made to distribute a newly developed Manual for Commissioners to current members.
 - The Commission currently relies on the services of the City Attorney for legal counsel, although that office may also represent the City in cases brought before the Commission.
- As a consequence, the Commission appears to have been unduly hesitant in stimulating Department leadership to adopt improvements in Department personnel systems, especially selection, promotion, and disciplinary systems - improvements now in effect in other Wisconsin municipalities and previously used in Kenosha.

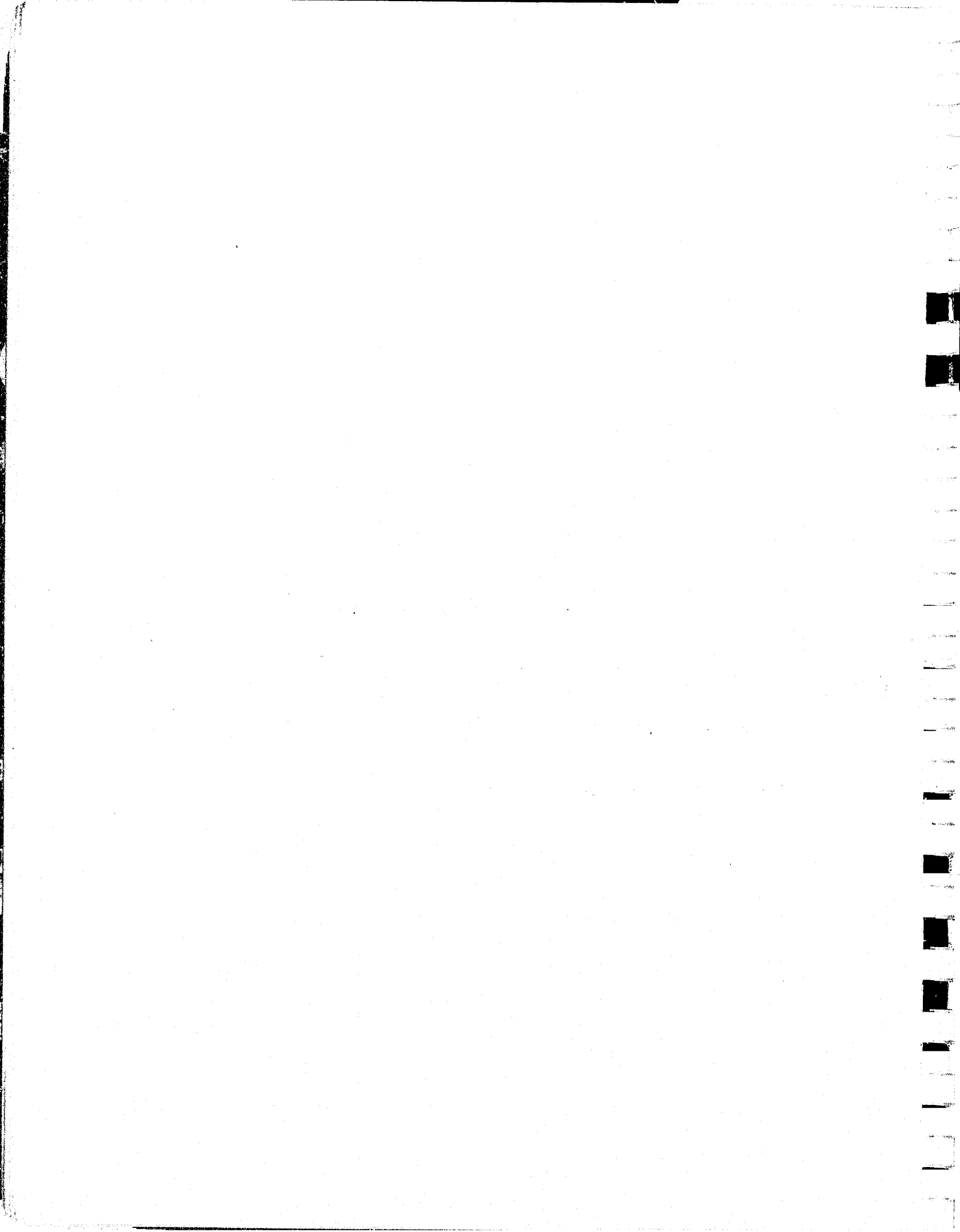


Labor Negotiations

- The failure of Department leadership to participate fully and aggressively in KPD labor negotiations is a major management deficiency, as the bargaining process has in the past involved matters of vital concern to Department management (working hours, shift hours and the like).
 - The present contract prescribes the hours of the day in which shifts can be scheduled, the number of shifts, and the total length of the shift regardless of breaks or a lunch period.
 - These agreements impact directly on the operational capability of the Department, and can have an adverse effect if the number of shifts does not provide enough flexibility to meet the actual crime threat in the most efficient manner.
- Furthermore, no strategy has been formulated by KPD leadership to cope with the recent decision removing most commissioned officers (lieutenants and captains) from the bargaining unit, although this decision was widely expected and although it offers important opportunities for the Department to improve its management capabilities.
 - Thus, a response to this important opportunity has become the responsibility of the City Administration, which must render decisions without technically knowledgeable advice and counsel from the Department's chief executive.

Recruitment And Selection

- Suitable psychological testing procedures are not used to screen applicants for membership in the KPD, although use of such tests has proven exceptionally valuable elsewhere in screening out individuals whose temperament or whose motivation for seeking police employment may be dubious, or those who may present long-term disciplinary difficulties.

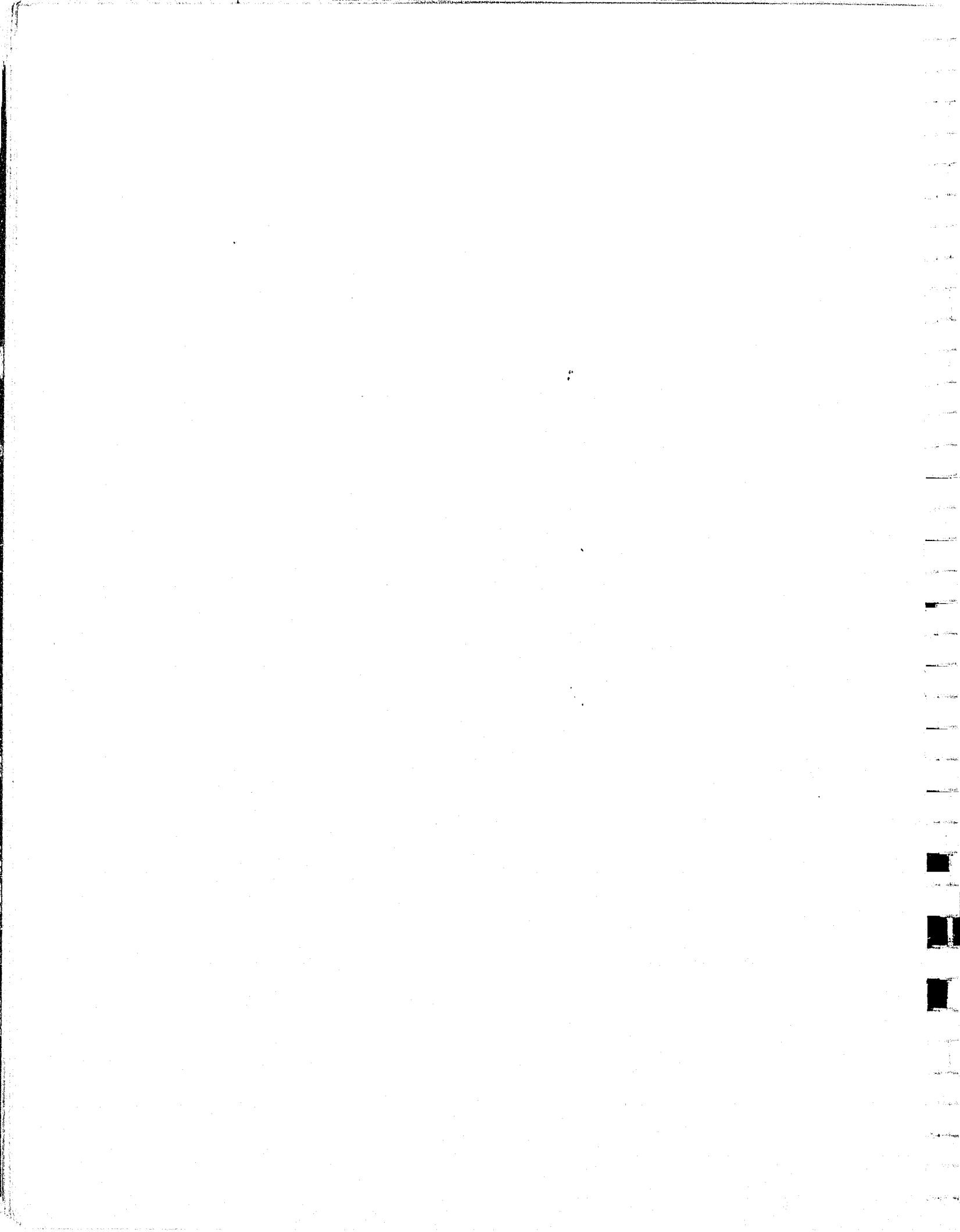


DEPARTMENTAL ADMINISTRATION (Cont'd)

- Considerable controversy has surrounded the Department's approach to equal employment opportunity programs.
 - In particular, the Department's leadership has resisted the employment of female police officers.
 - The effectiveness of female officers, particularly in uniformed patrol assignments, is a subject of considerable debate, currently undergoing nationwide scrutiny.
 - However, women officers have an extended history of capable service in numerous police functions; in Kenosha, for example, such an officer commands KPD's effective Juvenile Bureau.
 - The recent adoption by the Police and Fire Commission of the "rule of all" represents a constructive interim approach to this issue.
 - However, current KPD management attitudes, along with provisions of the KPPA contract have served to preclude utilization of newly appointed female officers in Departmental operations (especially investigative assignments) where, interviews indicate, their unique capacities could best be applied.

Training

- The Department's basic and in-service training programs have generally proven effective, although the latter have been intermittent and are overly dependent on the availability of federal funding.
- Professional training through attendance at courses conducted by police institutions has been relatively limited, with the emphasis on attendance at the shorter (one - to two-week) courses; however, at least one member of the Department has attended more than half a dozen such courses, and longer ones as well.
- The Department has suffered from a scarcity of intensive, long-term management training.

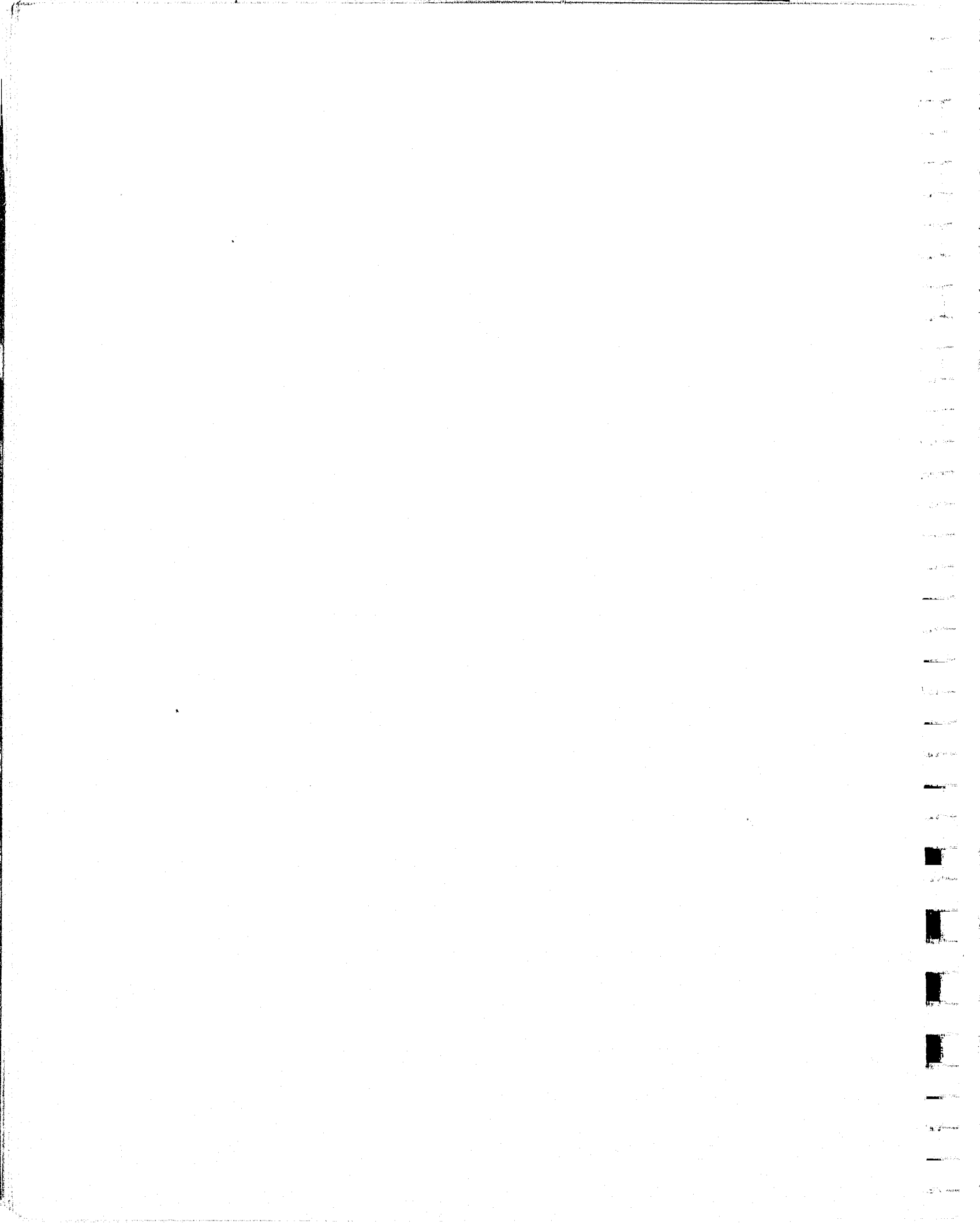


DEPARTMENTAL ADMINISTRATION (Cont'd)

- For example, no current member of the police force has been given an opportunity to attend long-term management training courses at such highly regarded institutions as the FBI National Academy, Northwestern University, or the Southern Police Institute; departments of comparable size elsewhere often number several graduates of such courses in their active staff complement.
- The reason usually cited for this condition is lack of funds.
- However, direct out-of-pocket costs for attendance at such schools are often low, or can be offset by Federal grants.
- Moreover, interviews with members of the Department indicate the general perception that advanced professional education is not regarded as a highly desirable attribute, and is unlikely to contribute to career advancement within the KPD.

Evaluation And Promotion

- The performance appraisal system though precise and systematically exercised, appears to serve no useful purpose, in that it:
 - Does not provide a valid basis for categorizing the relative qualities and performance of policemen
 - So far as can be determined, is little used in key personnel decisions.
- No formal promotion system exists, and varying views are expressed about means by which candidates for promotion are assessed.
 - Heavy emphasis is evidently given to seniority, a factor of only minimal importance in selecting personnel for executive positions.
 - The viewpoint is widely held within the Department that open expression of constructive criticism of current policies and practices is likely to prove a major barrier to opportunities for promotion.



DEPARTMENTAL ADMINISTRATION (Cont'd)

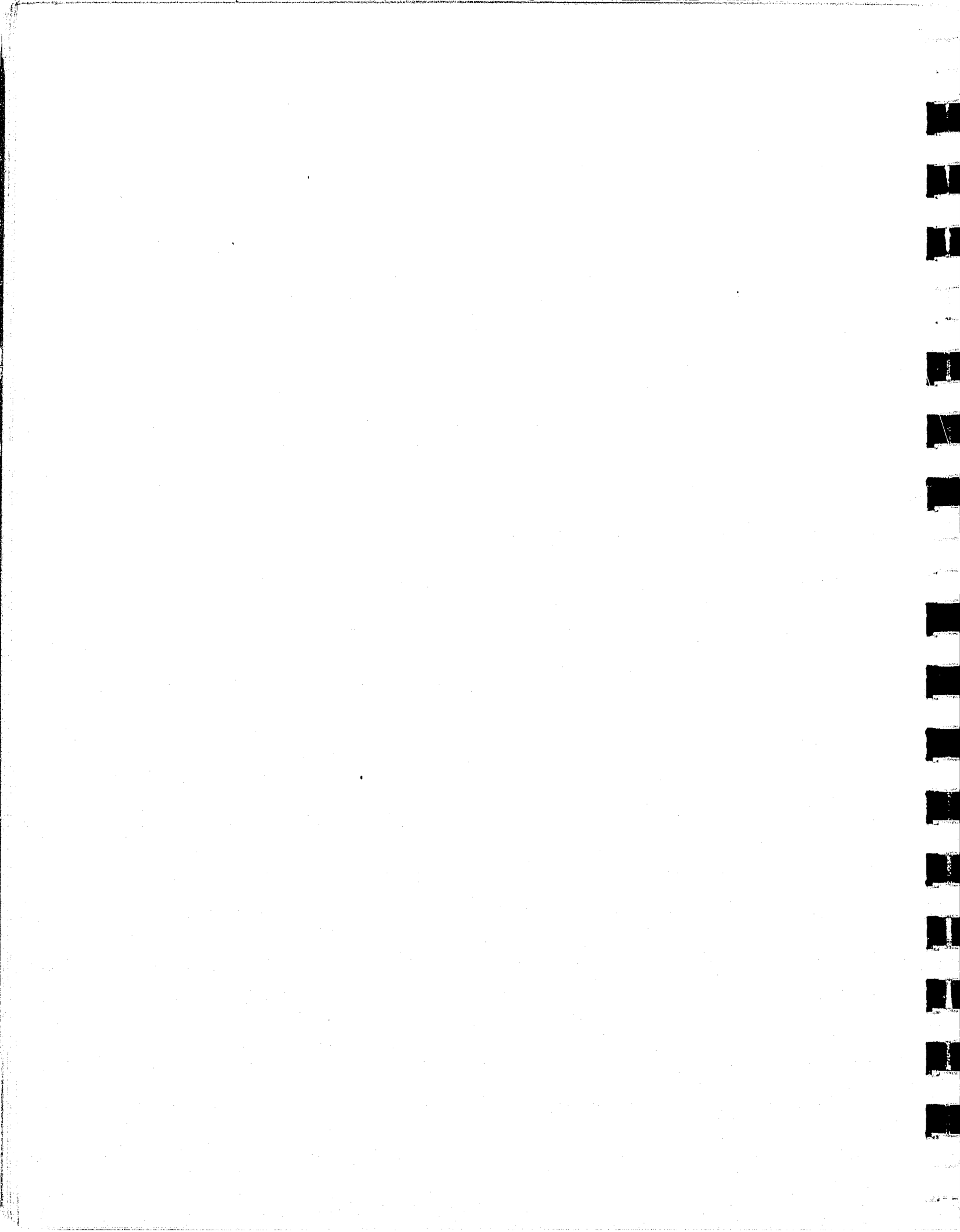
Rank Structure

- The present rank structure, especially at the middle levels, is unduly complex and overly elaborate for an organization the size of KPD.
 - For example, the traffic officer, investigators, detectives and sergeants are all essentially of the same grade and receive the same pay.
- The practice of formally designating personnel as investigators or detectives - and, in effect, "freezing" them into investigative assignments - impedes operational flexibility and limits opportunities to assign the most qualified personnel to these tasks.
 - This creates an environment in which continued incentives for high performance are minimal, and it is exceptionally difficult to reassign officers whose performance fails to meet expectations.
- For example, current practices preclude the assignment of younger officers to the Juvenile Bureau - a need recognized by many thoughtful officers in the Department.

Compensation

- There are insufficient incentives, in the form of compensation increments, for officers promoted to higher ranks; this is particularly true of KPD's middle management levels.
- For example, the following table shows the percentage increase between each rank; it should be noted that the total increase from patrolman to captain - which requires three promotions and generally occurs after more than fifteen years' service - is only 20 per cent.

Base Rank	Current Salary Increments	
	Salary	Per Cent Increase
Patrolman	\$ 988	
Sergeant, Detective and Investigator	1,063	7.6%
Lieutenant	1,123	5.6
Captain	1,188	5.8
Administrative Captain	1,289	8.5
Inspector	1,449	12.4
Chief	1,685	16.3



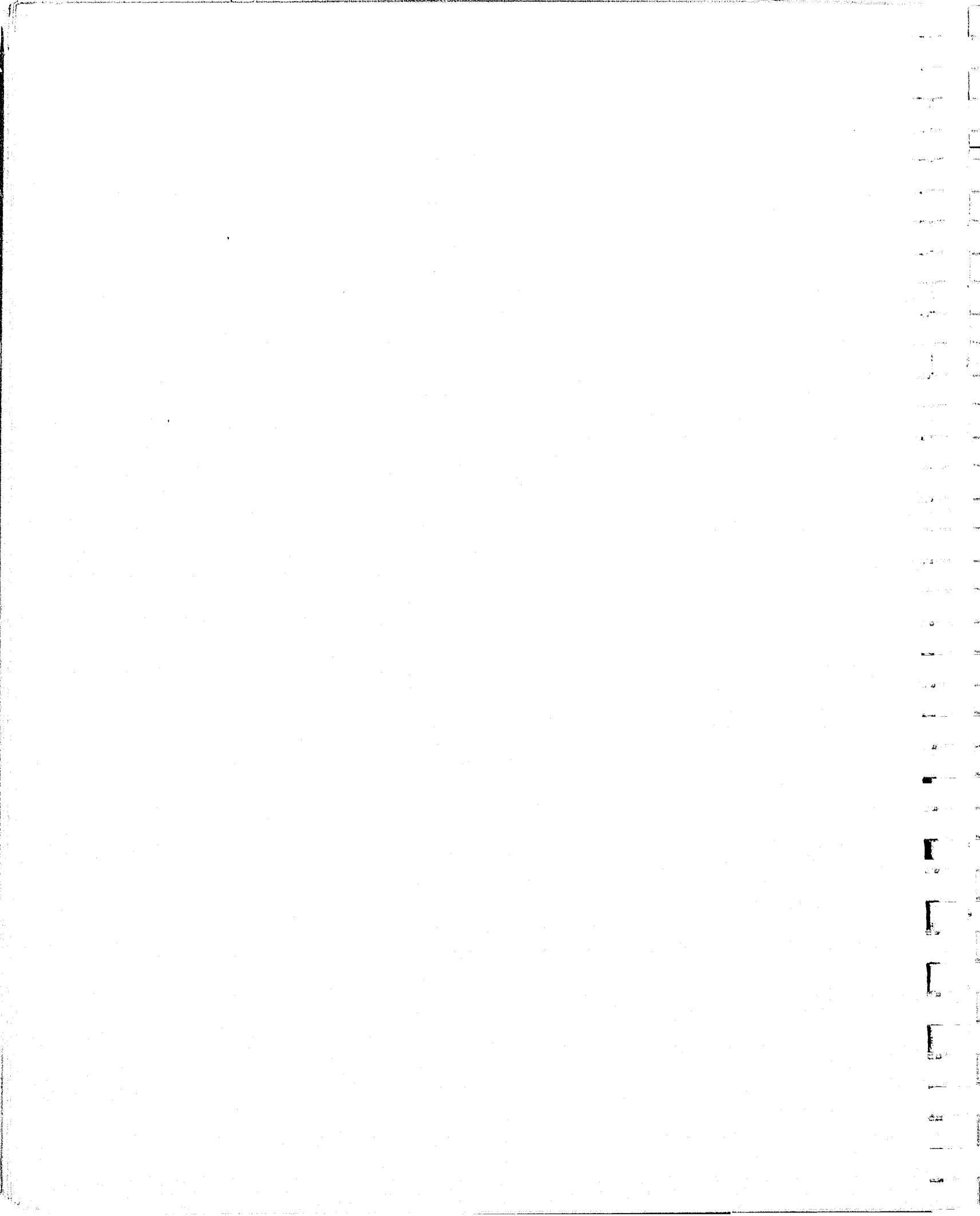
Other Observations

- Sick leave is unlimited up to 12 months, at which time a review by the administration and the KPPA is provided for.
 - There is no guidance concerning the legal steps that may then be taken.
 - Use of sick leave for unauthorized purposes, especially short periods of it, is virtually unpreventable.
- Some officers have been retained in service whose capacity to physically perform demanding police tasks is permanently impeded.
 - The Department has displayed reluctance in these circumstances to take advantage of available disability benefits - thus precluding opportunities to augment the force with physically able officers.
- As previously noted, vacation scheduling is not arranged compatibly with seasonal changes in the need for police officers.
 - Reflecting the overall philosophy of the Department, action to correct this widely recognized problem has not been taken.
 - This yields the conclusion that individual preferences have been permitted to override operational necessity - a unique situation for an emergency services organization.

ADMINISTRATIVE,
SUPPORTIVE AND
LOGISTICAL SERVICES

Dispatch And Counter Operations

- The Department currently maintains duplicative Patrol, Detective and Juvenile dispatching capabilities at most times of day.

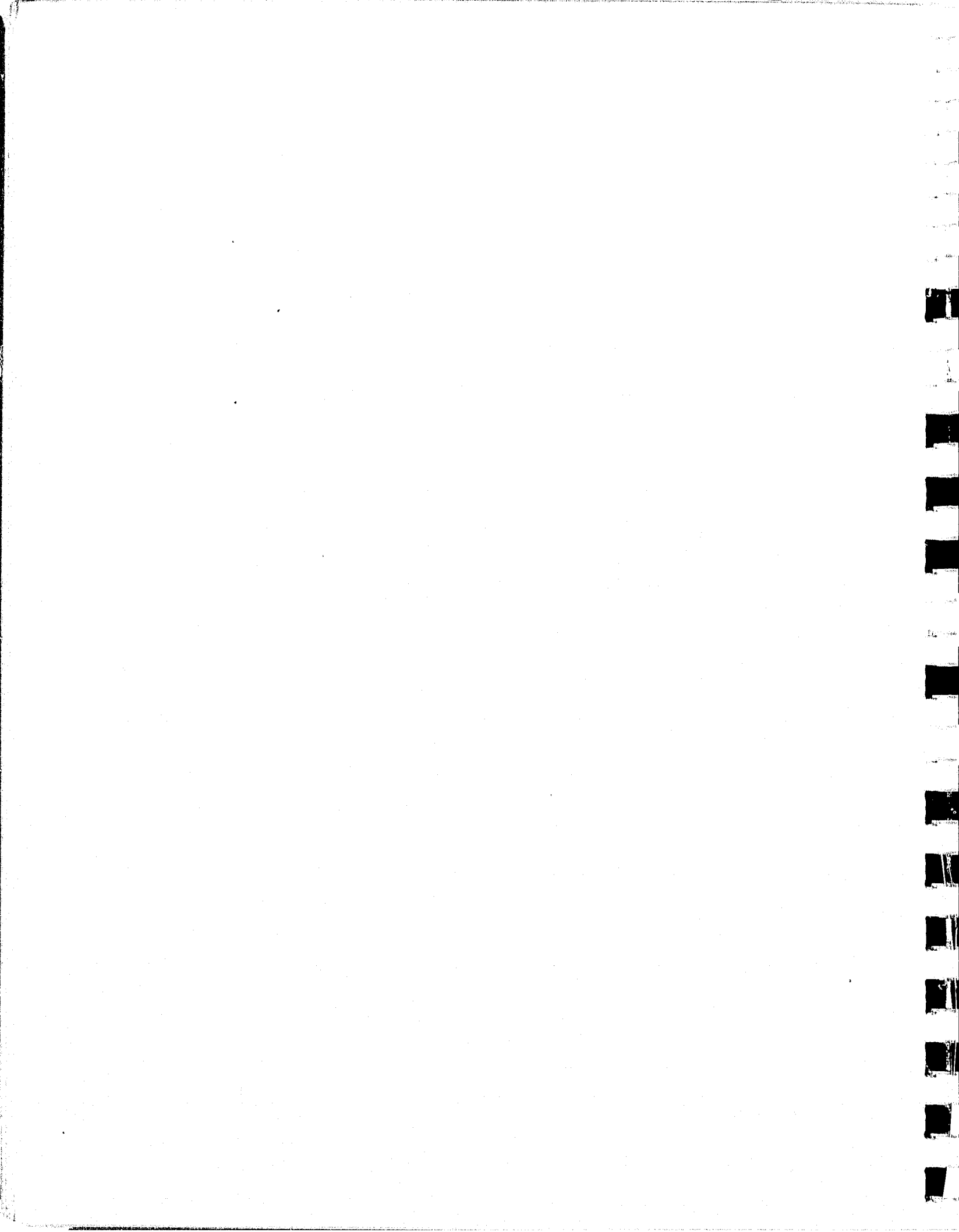


DEPARTMENTAL ADMINISTRATION (Cont'd)

- Moreover, the dispatching function is usually performed by supervisory sworn personnel, including detective lieutenants and patrol sergeants, despite evident shortages in field supervision (discussed elsewhere in this report).
- Conversely, counter and switchboard functions are now performed by civilian personnel who receive very limited training and conflicting guidance.
 - At present, counter and switchboard personnel are trained to pass all calls and inquiries on to the office within the Department most likely to handle the problem, as quickly as possible; this emphasis on speed degrades the quality of information taking.
 - Dispatchers expect the counter and switchboard personnel to take down all important information before transferring the call.
 - Therefore, confusion is built in between what the administrative leader directs and what the operational leader needs.
- Present facility layout and disciplinary problems also impede the effectiveness of KPD dispatch operations.
 - As many as six police personnel have assembly in the dispatch room at one time; this has resulted in noise levels and distraction which hamper the dispatchers' ability to concentrate on dispatch duties.
 - This situation has not materially improved, even though the Inspector has issued orders and posted a notice that the dispatch room is off limits to personnel not directly assigned to dispatch duty.

Booking

- Booking operations for the City Jail are carried out by designated patrolmen on each shift; often, these patrolmen are appointed for six-month periods.



DEPARTMENTAL ADMINISTRATION (Cont'd)

- Booking officers remain in the police building at most times, even when there are no prisoners.
 - o Although useful jail occupancy records were not available during this study, direct observation indicated that the jail population is generally two or fewer, and rarely exceeds five.
 - o On over half the occasions, there were no prisoners in the jail.
- Furthermore, Records Section clerk-matrons lose valuable time attending to women prisoners.
- The rationale underlying this approach, which diverts uniformed personnel from field patrol duty, is to keep prisoners close at hand for ready accessibility by investigators; however:
 - An alternative booking site, the County Jail, is quite close and easily accessible
 - In any event, prisoners are transferred to the County Jail after arraignment, usually not more than 24 hours after booking.

Technical Services

- A lieutenant is assigned to the Polygraph Section, having responsibility for all polygraph interrogation.
 - The Department has only one polygraph machine; therefore, when it needs repair there is no lie detector capability.
 - o The machine has been out of service for periods in excess of three months.
 - Considering that some departments do not even use sworn personnel for this purpose - but rather, employ civilian operators - the rank of lieutenant appears to be excessive for this KPD position.

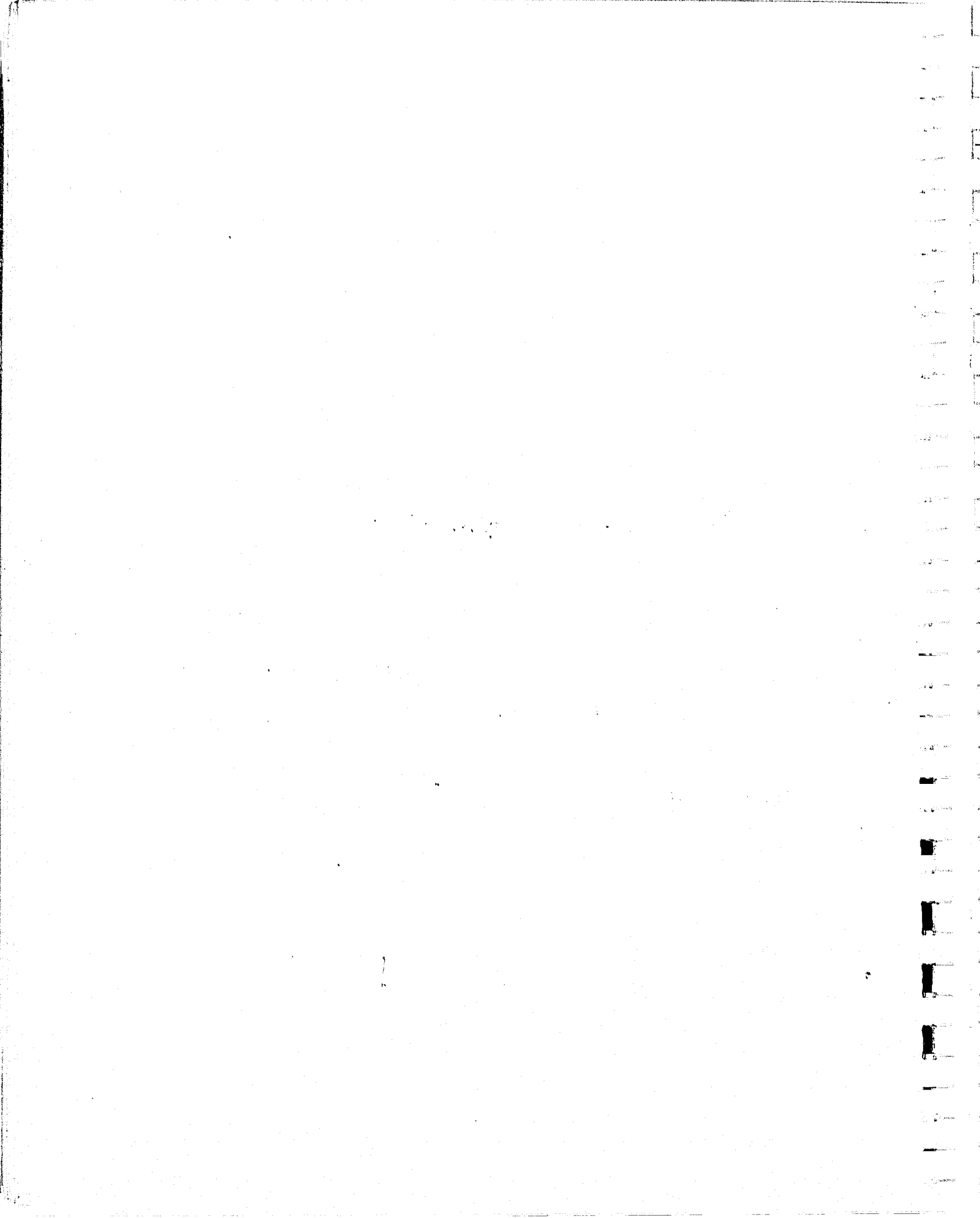


DEPARTMENTAL ADMINISTRATION (Cont'd)

- Moreover, much of the polygraph work is done for other agencies, for purposes not directly related to law enforcement.
- The Identification Section is staffed with one lieutenant and one sergeant to handle full time fingerprinting, photography for identification purposes and crime scene work, as well as to operate a room and maintain the entire identification records file.
 - Two men are insufficient to perform this function on a 24-hour-per-day basis.
 - Therefore, other members of the Department must do the minimum essential identification work during those periods the section is not manned.
- Finally, there is insufficient cross-training of technical service personnel, a situation which adversely affects operations during vacation periods and the like.

Records Administration

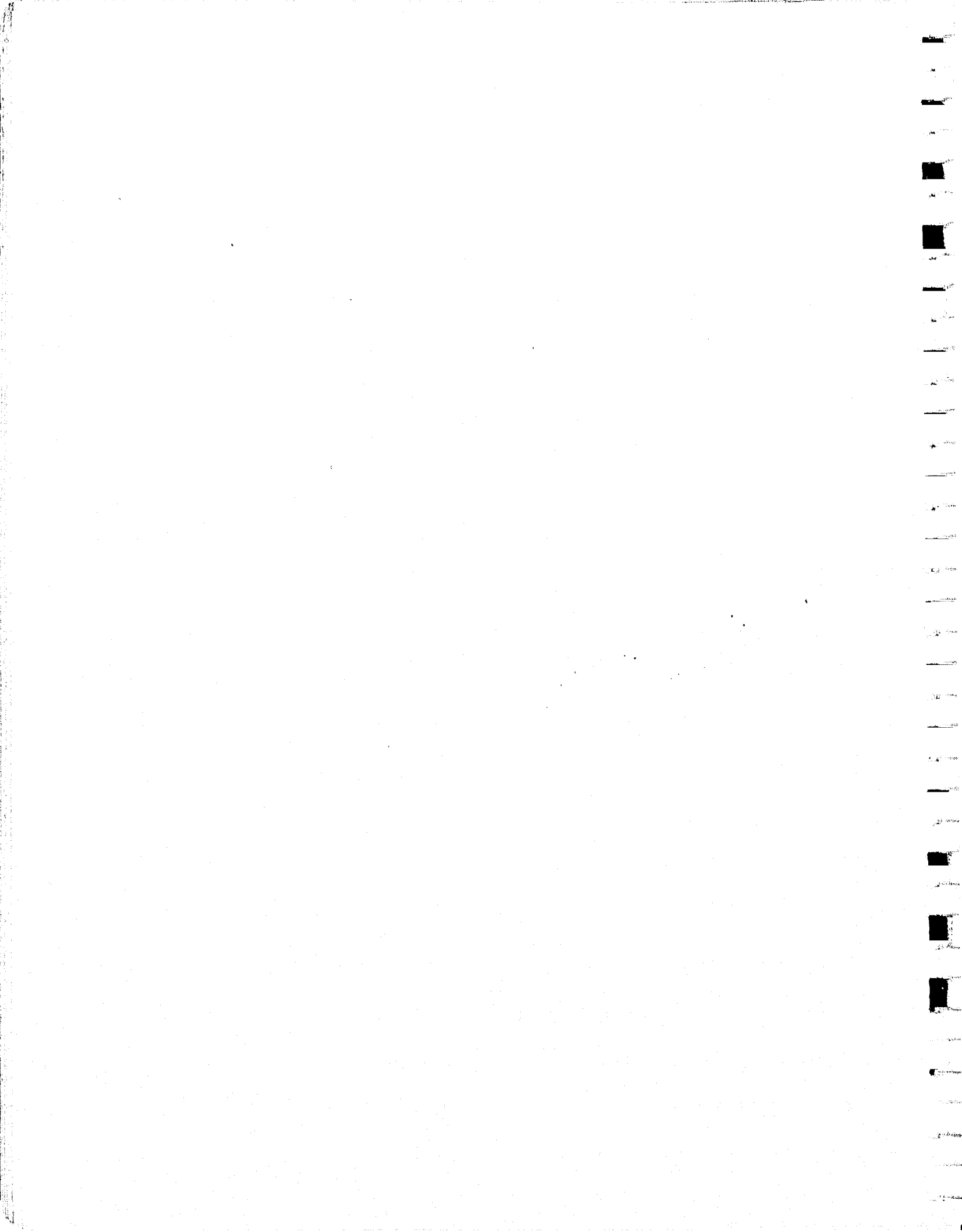
- The Department has a well-conceived records system administered by a proficient Records Section.
 - The Department has automated all crime and related report records, and all processing, keypunching and storage of cards is being carried out in the Records Bureau; data processing is done by the City data processing center.
 - Records flow is well designed and efficiently handled.
 - Records maintenance and storage is well organized and effectively handled, so that needed information is easily retrieved.
- However, only minimal benefit is currently gained from this advanced administrative capability.



- Programs to translate raw data into useful information have not been fully developed, due evidently to a lack of appropriate KPD management recognition of the benefit which could be derived from analysis and operational planning.
- During the study, four analysis programs were recommended to the City; these were accepted and are now in use by the KPD.
- A number of additional useful programs are possible as programming time becomes available and management definition of information requirements is formulated.

Physical Facilities

- The Department is located in a relatively new building of adequate size, designed especially for police activities.
 - However, interior partitioning and allocation of space does not provide for the optimum use of the building.
 - The dispatch station is located adjacent to the counter section, and is open to it - thereby depriving the station of any structural security.
 - Offices for the various elements of the patrol force are widely separated.
 - The Juvenile Bureau has insufficient space to properly organize its office activities.
 - There are insufficient facilities and space for the storage and care of evidence and for the storage of basic supplies.
- However, this facility has 33 jail cells, several of which are used for storage and three of which are inadequately heated and cannot be used in the winter months.

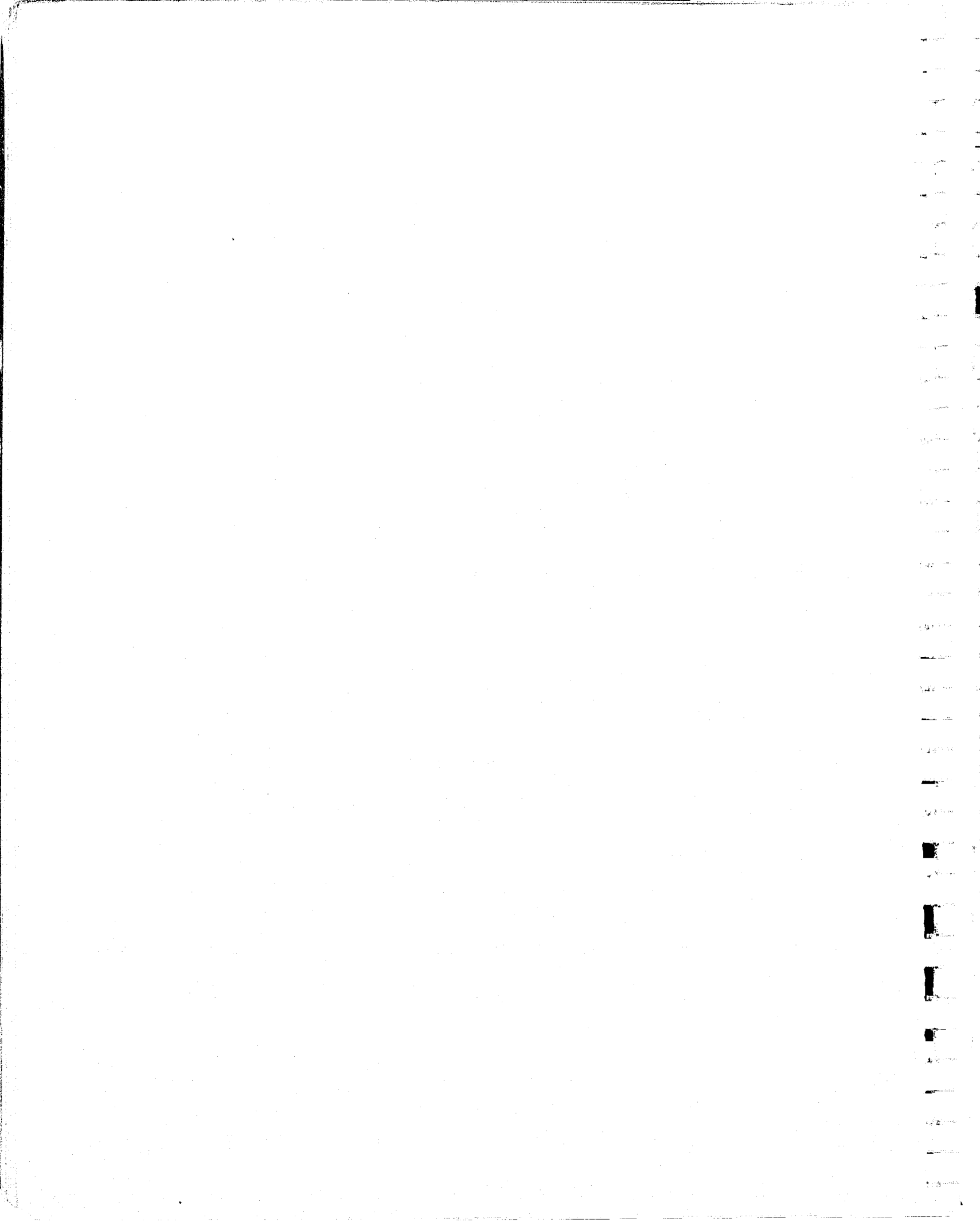


DEPARTMENTAL ADMINISTRATION (Cont'd)

- The Department has very little need for a jail facility, since its use is limited to confining persons not yet arraigned (a process which, by law, must normally take place within 24 hours of apprehension).
- There is insufficient parking space around the building for employee vehicles, and insufficient garage space for KPD vehicles.
 - Space available in the basement, designated for Civil Defense use, is often used to store vehicles but is inadequate for this purpose.

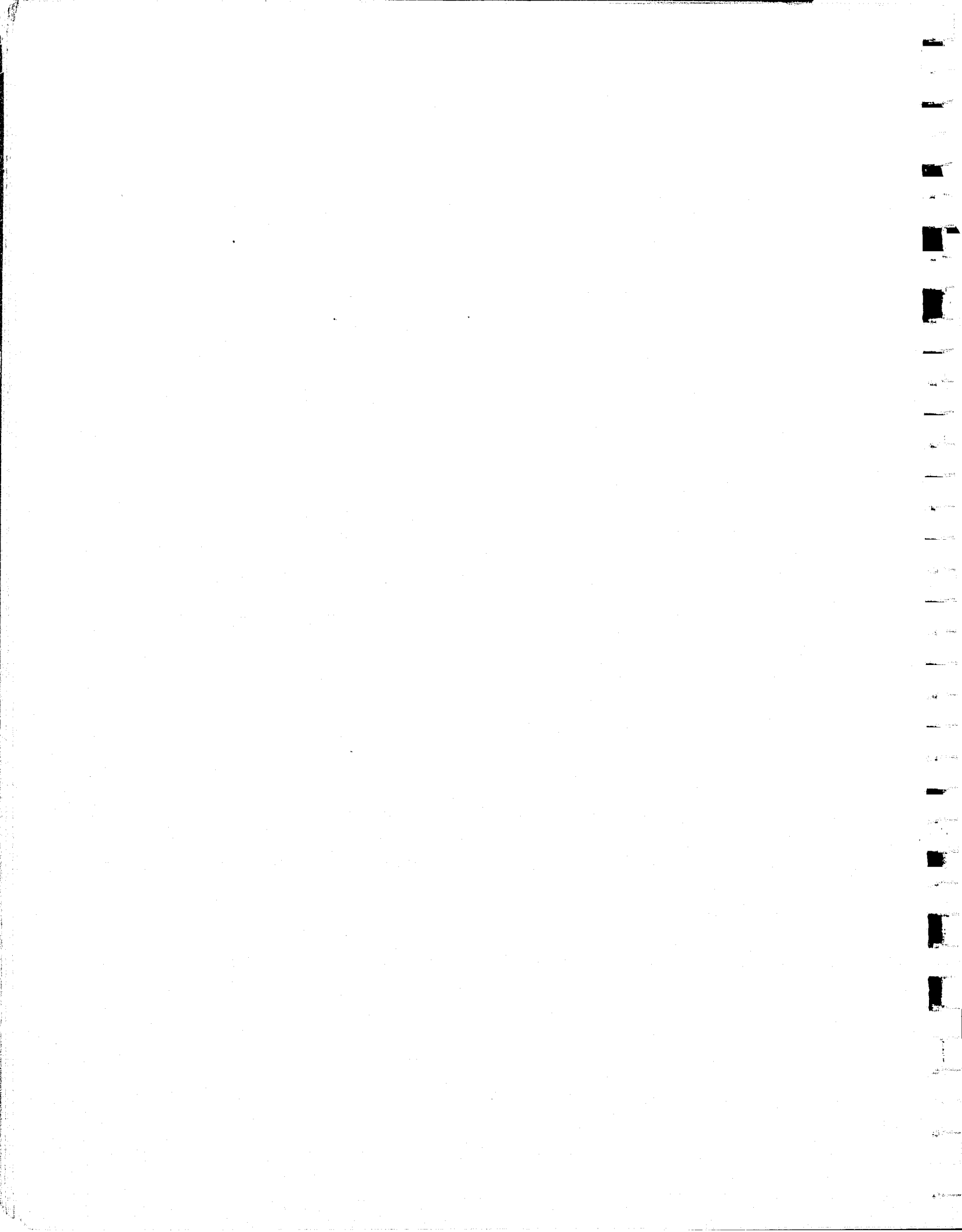
Equipment

- Equipment furnished for use by Kenosha police officers is generally excellent.
- However, two major logistical deficiencies do exist.
 - Severe difficulties have been encountered in making a recently installed communications system fully operable, although the system is sound in concept.
 - The portable "in and out" units require continuous maintenance and there has been insufficient spares to cover the down time.
 - The operating frequency is frequently overridden by stronger stations on the same frequency in Michigan, Illinois and upstate Wisconsin, thereby periodically rendering the communications system ineffective.
 - The number of patrol cars and plainclothes officer cars is insufficient to permit productive use of present field forces, much less their expansion.



DEPARTMENTAL ADMINISTRATION (Cont'd)

- o Moreover, the proportion of time the vehicles are out of service because of vehicle and radio maintenance difficulties is excessive; no aggressive management action has been taken to correct this problem.
- Other, less significant equipment limitations include the following:
 - The KPD squad cars are not equipped with prisoner shields or remote rear-door lock controls
 - There is no equipment for recording reports phoned in from the field; consequently, officers either hand-write their reports while on shift - which often leads to confusion when other personnel try to read them - or they come in during or after their shift and personally type them.
 - o Phone recording equipment, such as that used in the Kenosha Sheriff's Department, would facilitate report preparation.
 - o Records, counter and telephone personnel could be trained to type these reports as well as to use the Department's existing secretarial services, thereby making unnecessary the hiring of additional clerical personnel.

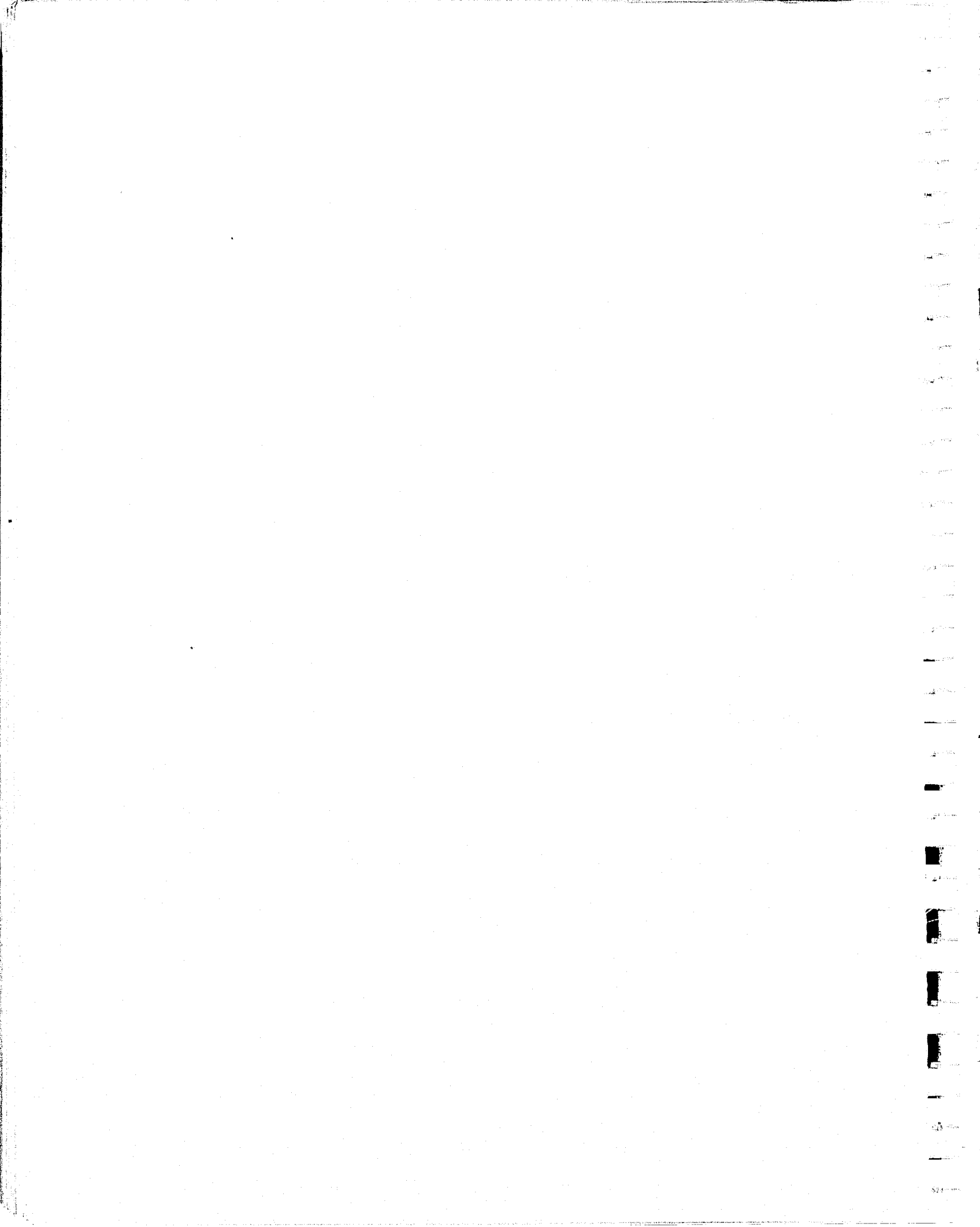


MAJOR IMPLICATIONS

This section outlines the implications for the Department and the City of the observations made in the preceding two sections, as well as the import of failure to take action based on the observations and their resultant recommendations.

IMPLICATIONS FOR DEPARTMENT MANAGEMENT

- The wide range of management deficiencies noted during this study must of necessity be attributed principally to the Department's top management level - the Chief of Police - although the incumbent Chief is almost universally regarded as an individual of unquestioned honesty and personal integrity who has exhibited dedication to the KPD.
- Though the existence of these fundamental problems should be of concern to the City, of even greater concern are:
 - An evident lack of awareness or recognition of the scope of these problems and their significance to the Department and the City; and the virtual absence of concrete plans to deal with them through any means other than an extensive and costly expansion of the Department's sworn complement
 - The previously noted sparsity of Department-instituted goals, objectives, plans and standards of performance
 - The evolution of a "laissez-faire" mode of operation, in which:
 - Few problems are dealt with until they become crises
 - Initiative on most matters of importance to the majority of the police force appears to rest with lower-level personnel rather than with the Chief
 - The reaction to virtually all criticisms of the KPD - no matter what the source or how constructively offered - is defensive and accusatory.

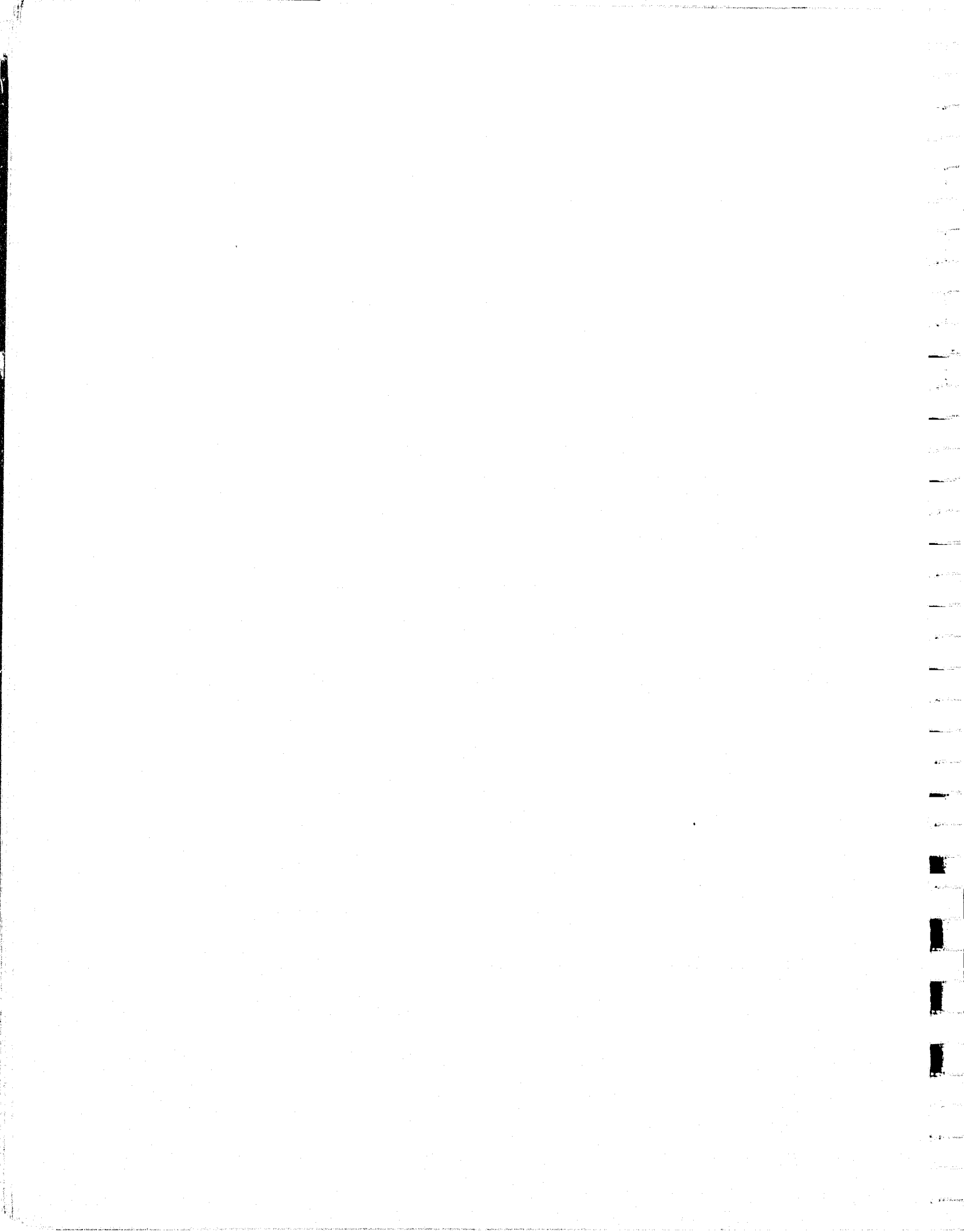


IMPLICATIONS
FOR THE CITY

- Correction of the deficiencies noted in this report will require the implementation of a difficult and complex program of management improvement, along with a fresh approach and the application of advanced leadership, management and training skills.
- The likelihood of successful execution of the improvements required to bring the KPD to an acceptable level of effectiveness under present leadership appears to be extremely remote.
- The necessary approach and skills can only be secured through the replacement of present Department leadership, and the appointment of a new, professionally qualified Chief of Police.
- Afterward, implementation of the comprehensive program of improvement presented in a following chapter of this report should result in significant improvement in police service in Kenosha over a period of time.

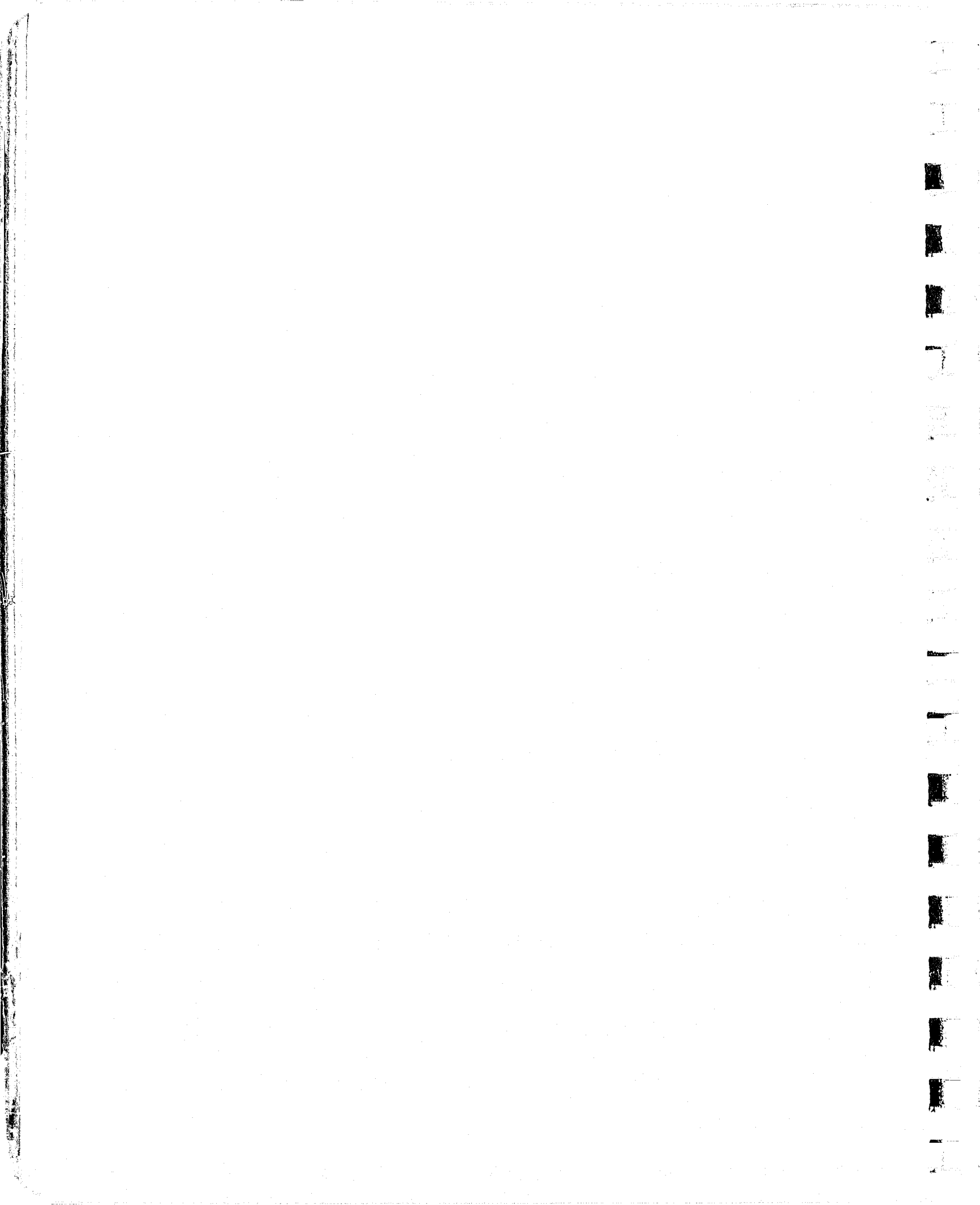
IMPLICATIONS
OF INACTION

- It should be recognized that relations between the Department and the City, and the course of development of the Kenosha police force, have reached a critical juncture.
 - The positive reaction of the City to the recommendations presented in the Executive Digest - including action to set aside full funding for implementation of proposals presented in the next chapter of this report - establish a most favorable climate for bringing first-class police protection to Kenosha's citizens.
- However, the single most critical step in securing this goal must be regarded as the change in KPD leadership proposed above.



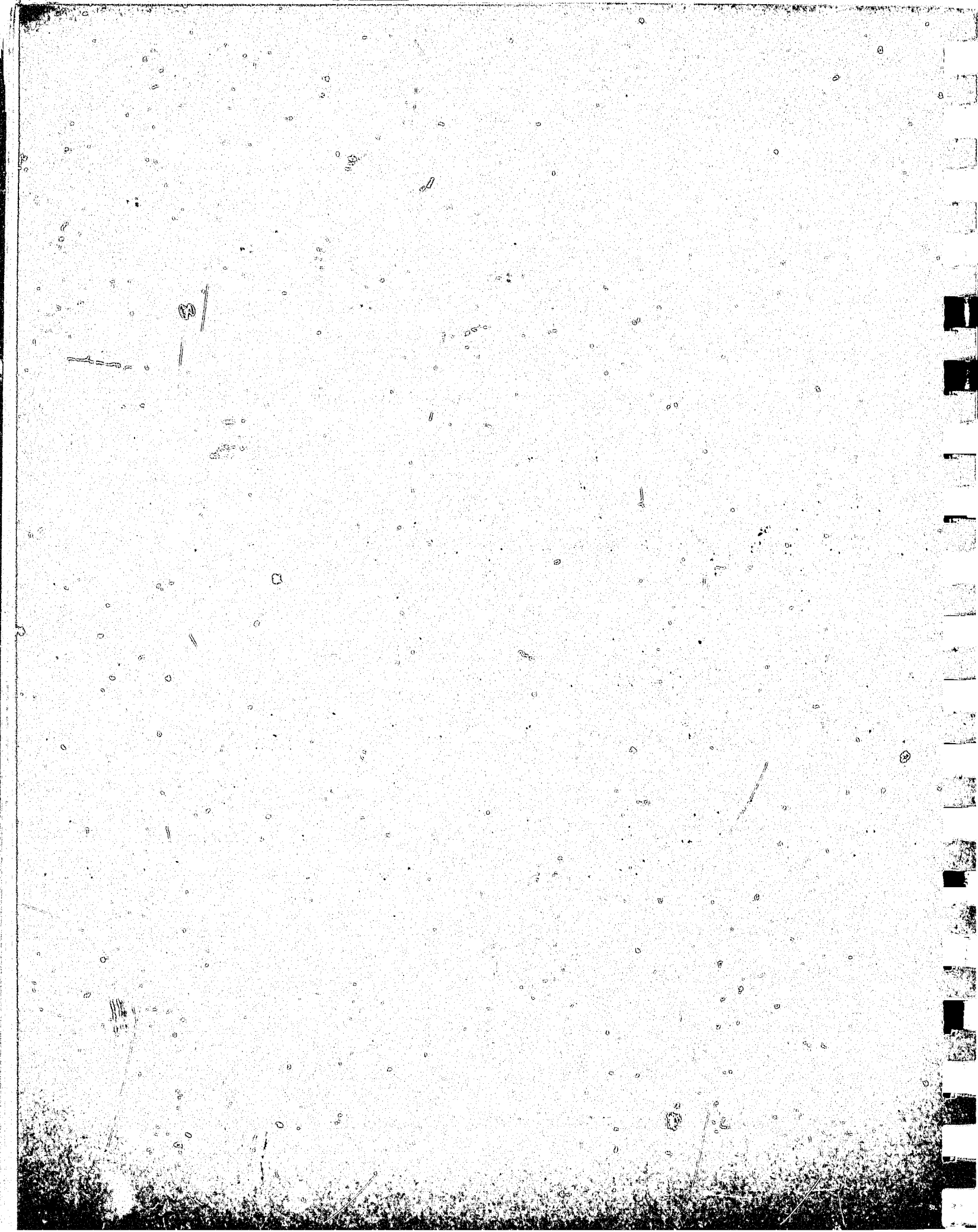
MAJOR IMPLICATIONS (Cont'd)

- If this action is not taken, the schism between the City and the Department, and the present atmosphere of mutual hostility, is likely to continue unabated, to the further detriment of both.
- Moreover, implementation of the recommendations presented in this report, if any, would likely prove cosmetic, rather than substantive.
- In such an event, further investment by the City in the KPD is likely to prove, at best, unproductive and therefore unwarranted.
 - Monies set aside for implementation of this study would, in this case, be better spent elsewhere.



V - RECOMMENDATIONS

- Governance, Priorities
And Operational Performance
- Departmental Administration
- Cost Implications

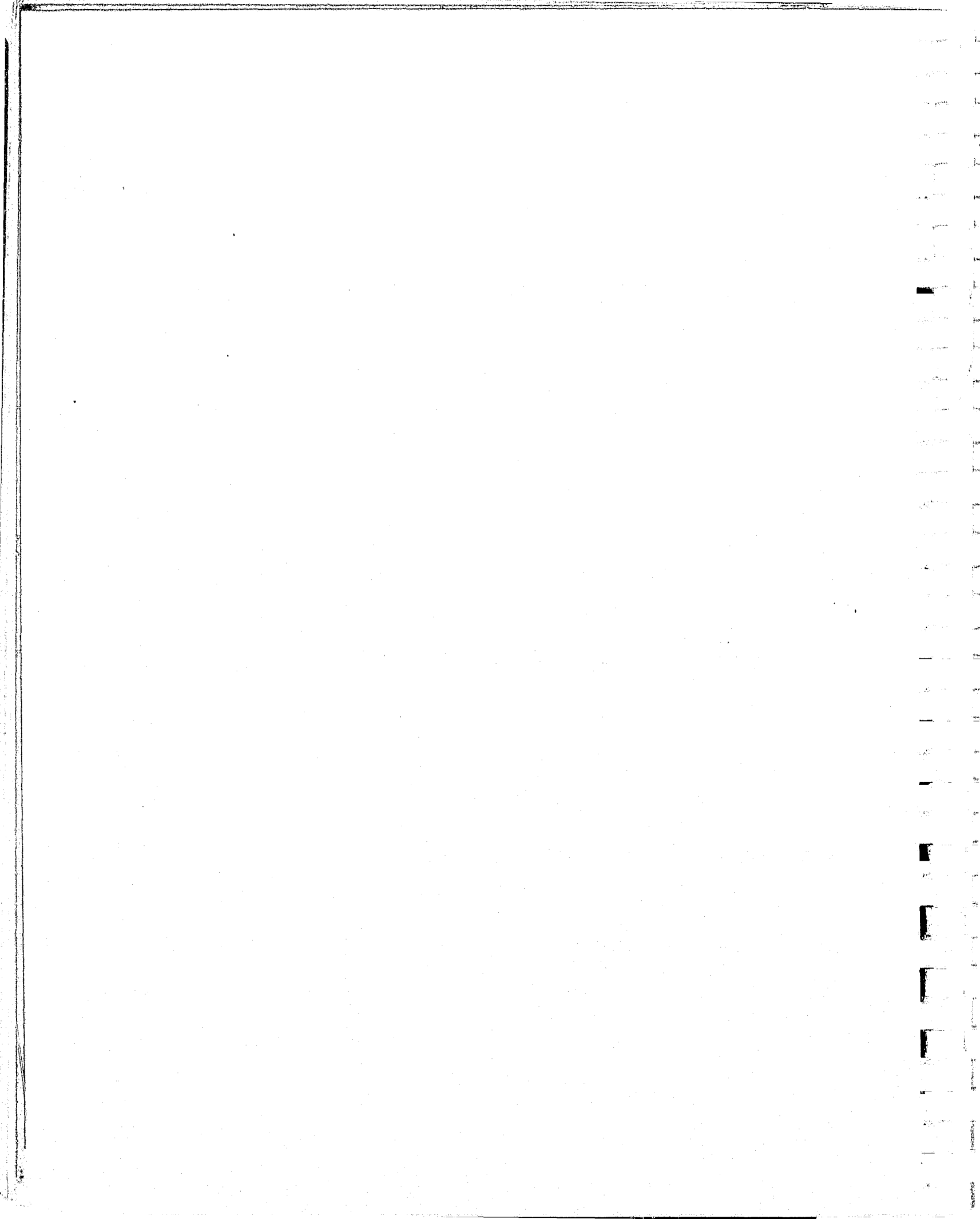


GOVERNANCE, PRIORITIES AND OPERATIONAL PERFORMANCE

This chapter presents recommendations for improvement in all key facets of Kenosha Police Department operations. Included are major sections pertaining to: the governance, priorities and operational performance of the KPD (this section); the administration of the Department; and the cost implications of implementing study recommendations for 1976.

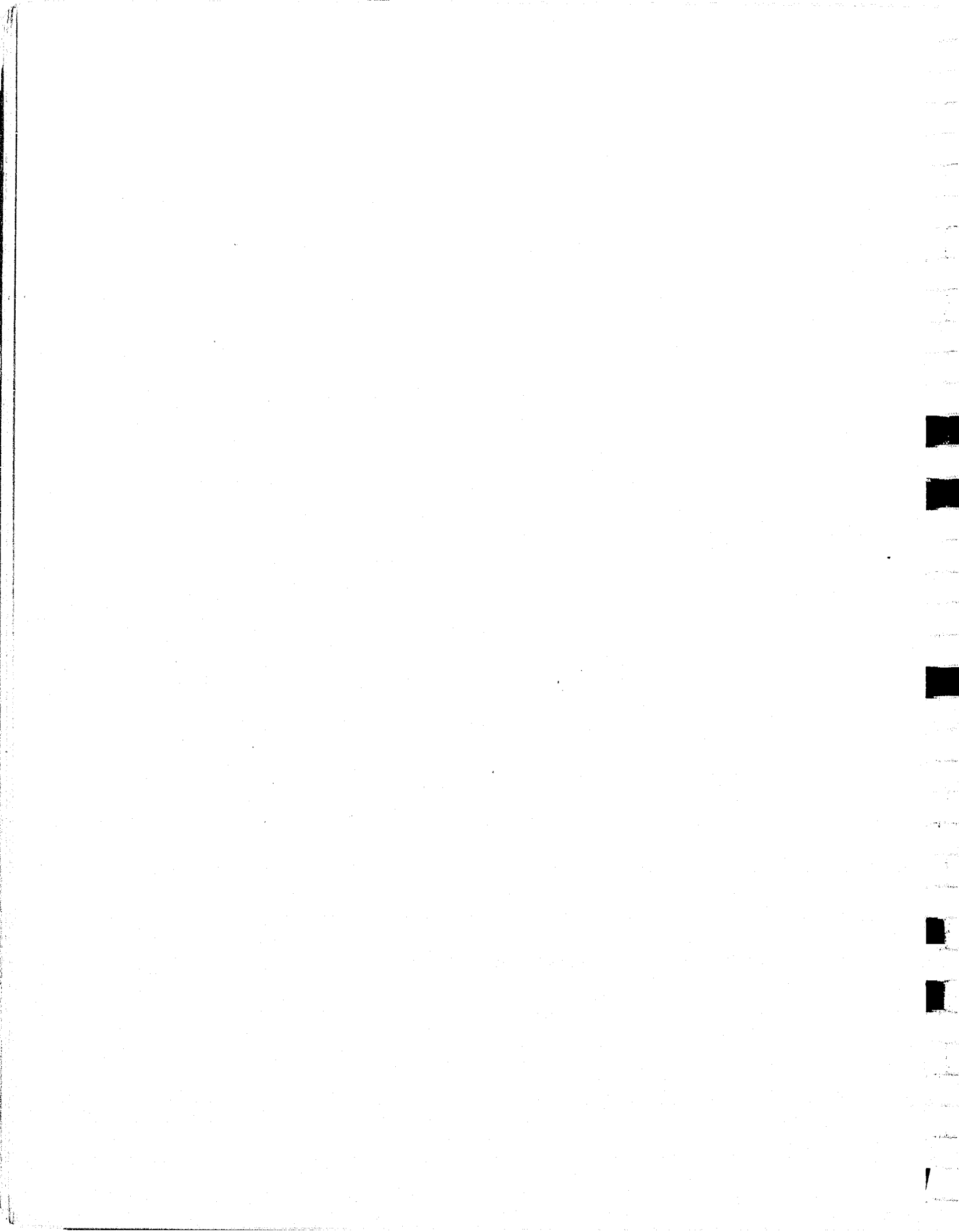
GOVERNANCE OF THE POLICE DEPARTMENT

- The City of Kenosha should no longer tolerate deficient service by the Kenosha Police Department; the Mayor and Common Council should demand, rather than request, accountability for performance and results from the Department and its leadership.
- The Mayor and Council should mandate implementation by the Department of a comprehensive, long-term program of management and operational improvement, and closely monitor its actual success.
- As the first step in this program, the Kenosha Police and Fire Commission should recruit and appoint a new Chief of Police, who should meet the following specifications, as a minimum:
 - Sound professional credentials, including at least 10 years of successful executive experience in large-scale police organizations
 - Outstanding education and training, including at least a bachelor's degree in police science, public administration, or business administration; and graduation from at least one leading long-term police management course, such as those offered by the FBI National Academy, Northwestern University, or the Southern Police Institute
 - Demonstrated leadership characteristics, including the ability to:
 - o Command the respect and loyalty of sworn and civilian personnel at all ranks
 - o Rapidly develop the management capacities of subordinate commanders



GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- o Serve as an articulate spokesman for the needs and interests of the police force
 - The motivation and dedication required to lead a police organization to excellence
 - Unquestioned personal integrity.
- The City government should charge the Chief with:
 - Restoration of a climate of firm professional leadership, direction and discipline for the Police Department
 - Development of the skills and abilities present in the majority of the Kenosha police force
 - Implementation of a broad range of organizational, operational and management improvements presented in this report.
- The City, the Chief of Police; and the Kenosha Police and Fire Commission should collaborate on an approach to implementation of major improvements and refinements in the KPD's personnel management system as proposed herein.
- To provide a framework for monitoring this implementation program, the Mayor of the City should direct the Chief of Police to provide the City Administrator, Common Council, and the Police and Fire Commission with quarterly and annual reports on Department operations, encompassing the following information as a minimum:
 - Progress achieved in implementing the recommendations of this report, utilizing the step-by-step framework of the Management Improvement Plan (presented in the following chapter)
 - Patterns and trends of calls for police service, including their distribution by time of day, day of week, and area of the City; and data regarding the Department's response performance
 - Patterns and trends in the rate of serious crime in the community, and the Department's clearance performance in solving such crime



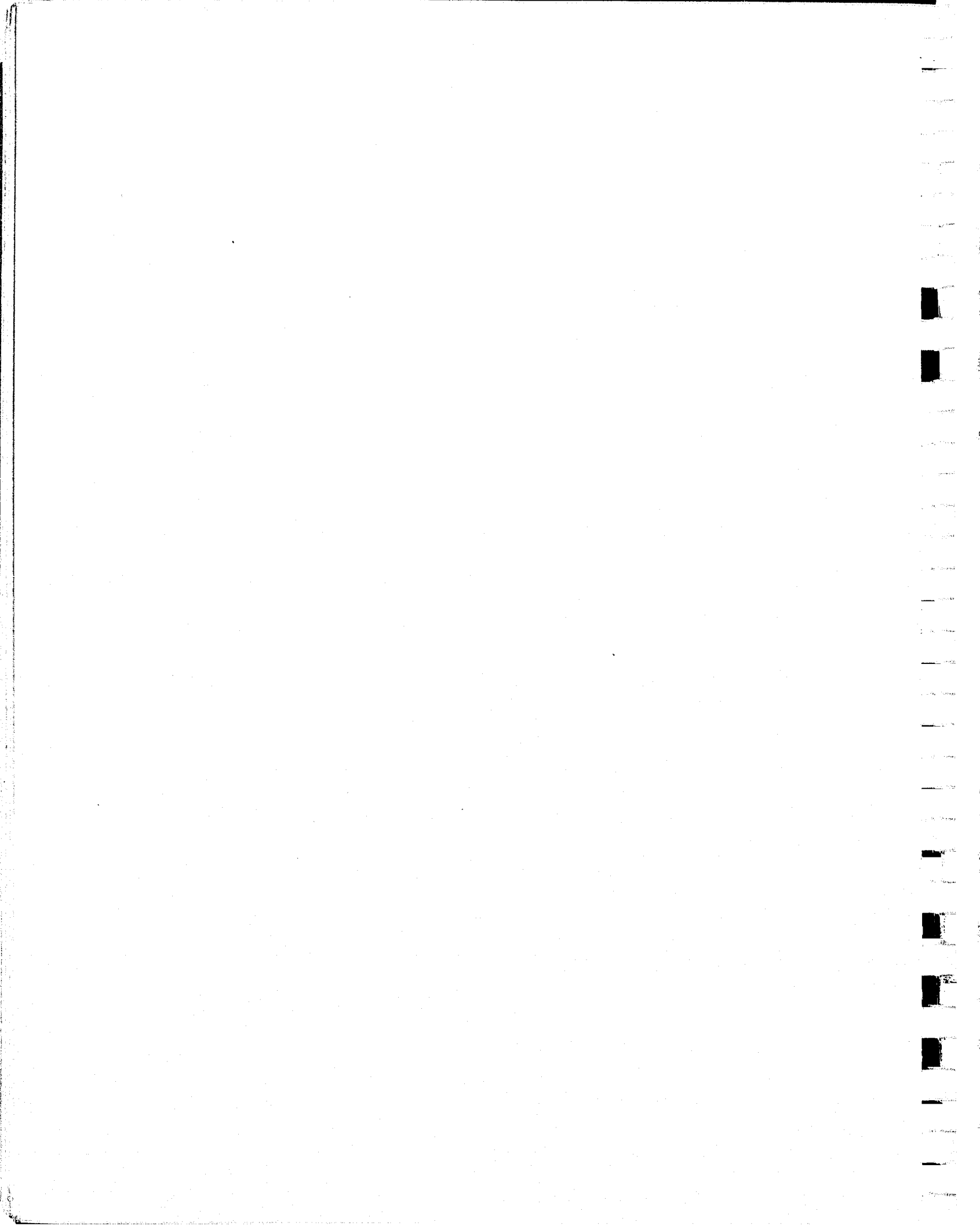
GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- Definition of objectives for operational improvement in the coming period, defined in specific, quantitative terms
- Major internal administrative policy amendments or actions, specifically including all personnel actions affecting sworn personnel, the outcome of any disciplinary actions, and the number and disposition of any complaints received against the Department.
- Subsequently, the Chief should personally appear before the Council and the Commission to expand on this written report and answer questions which they may raise.
- Finally, the new Chief should open positive channels of communication with all elements of City government, the Common Council, and the Police and Fire Commission.
 - Communications should be characterized by a friendly, honest and open approach to Department problems, and based on a firm commitment to working cooperation.
 - The role of the Police Department in relation to the City government should be that of a team members rather than an adversary.

MISSION,
RESPONSIBILITIES
AND RESOURCES

Police Department Mission

- The new Chief of Police should establish a clear sense of mission and priorities in the Kenosha Police Department.
 - In particular, he should direct the Department to focus its efforts and energies on basic protective and preventive police functions, and reduce attention given to peripheral service functions.
 - He should solicit the support of the Mayor and Common Council in resisting future pressures to sidetrack the Department into such peripheral functions.

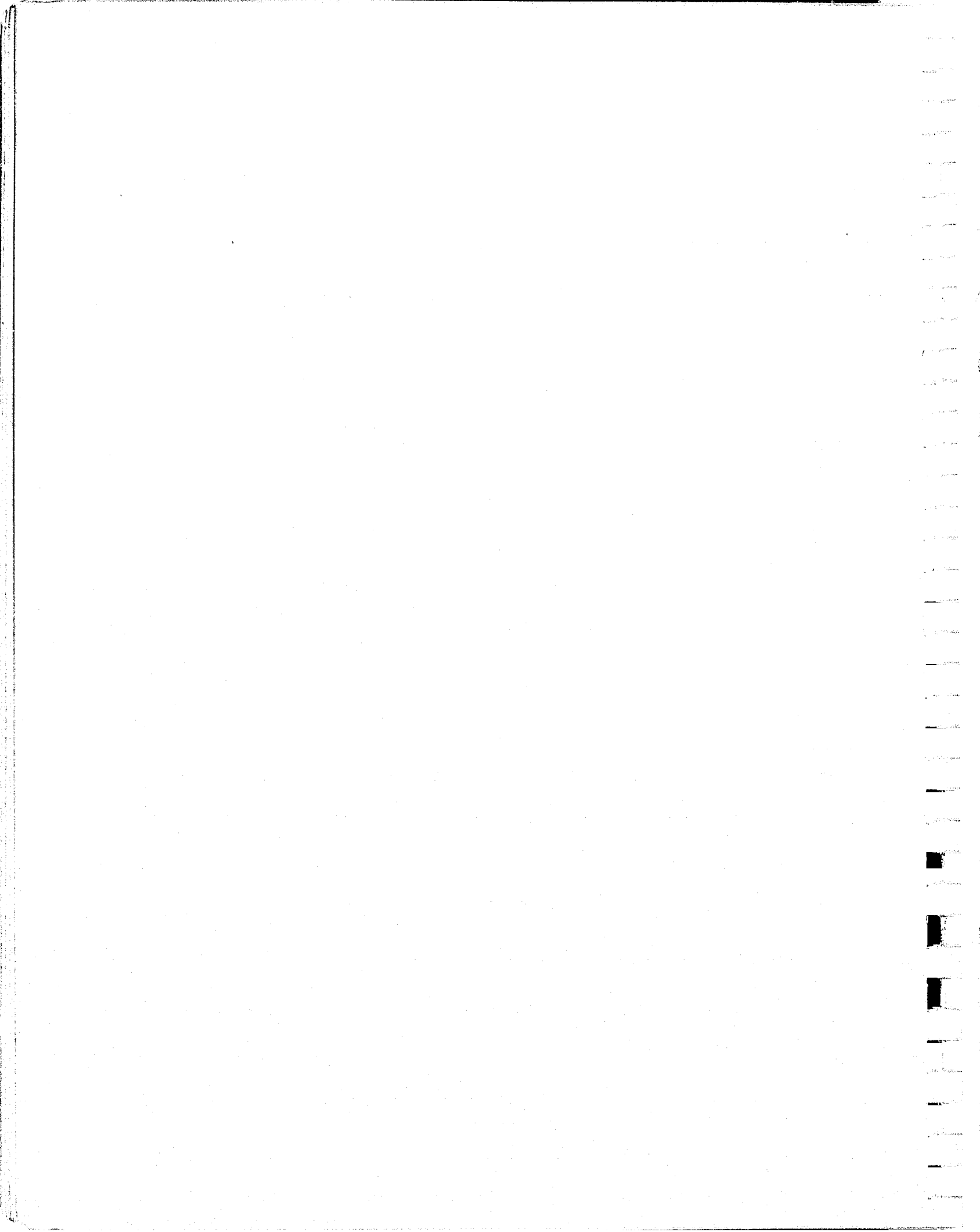


GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

- Specifically, the Chief of Police should formulate:
 - An overall statement of the KPD's basic mission
 - A statement of goals and objectives toward fulfillment of this mission, and establishing specific targets for performance improvement (as further specified below).
- The Chief should present this mission statement and set of goals to the Mayor and Council for their review and endorsement.
 - Once endorsed, this policy framework should be utilized to guide overall KPD operations and the activities of its individual organizational elements.
- It should be specifically recognized that, at that juncture, the KPD - in order to provide more effective and proficient police service to the City as a whole - will be required to cease responding to many types of non law enforcement-related calls (such as those for utility service and appliance repair).
 - As this may cause disgruntlement on the part of a few citizens, firm resolve will therefore be required by the Department and the City.
 - Moreover, this disgruntlement should be more than offset by more productive concentration of effort on matters of higher priority to the vast majority of Kenosha citizens.

Resources Support

- Following a change in Department top management, the City should provide the Department with the human, material and financial resources necessary to develop a first-class police force.
- As indicated in the Executive Digest and proposed in greater detail in this report, the resource requirements for near-term improvement are modest, amounting to well under five per cent of the Department's current budget.
 - Favorable action by the Council in setting aside these funds for fiscal 1976 bodes well for the future of the Department.



GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

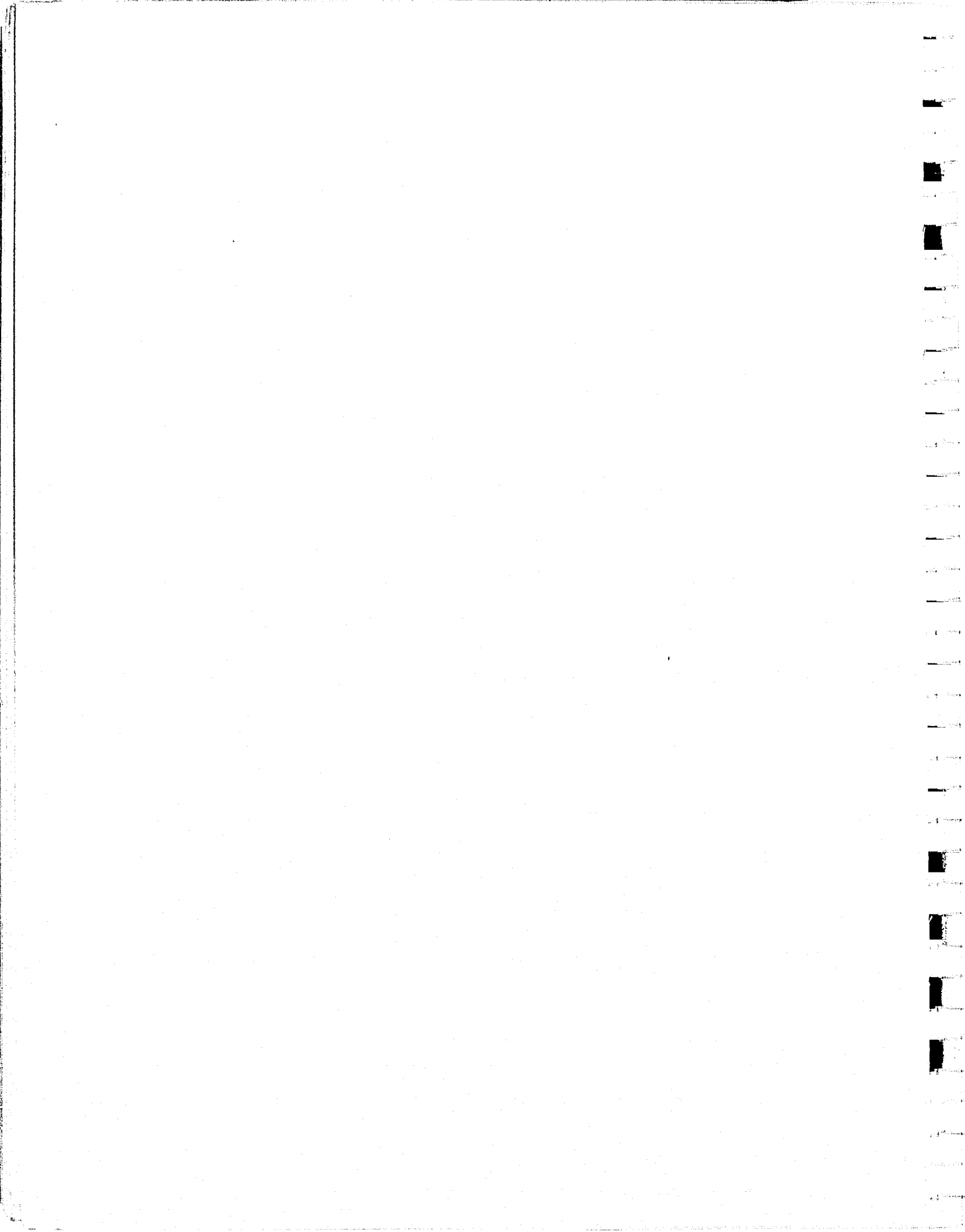
- However, as previously noted, establishment of firm municipal governance of the Police Department and selection of new KPD leadership should be regarded as vital prerequisites to the commitment of these resources.

OPERATIONAL
PERFORMANCE

- KPD leadership should give highest priority to achieving both short- and long-term improvement in the Department's operational performance, especially in terms of:
 - Response times when police officers are summoned to assist citizens
 - Solution rates of serious crime, as measured in terms of clearance performance.
- The organizational and operational proposals of this report have been specifically fashioned to achieve these purposes.

Response Times

- Following clarification of the KPD mission and identification of "service-type" calls to which the Department will no longer respond, the Department should formally designate all calls for service into two categories: Priority 1 and Priority 2.
 - Priority 1 calls should be all calls requiring response to the scene of a serious crime, or those involving a direct threat to life or property (for example, a personal injury accident or dispute between two subjects which might erupt into an assault).
- The Department should establish long-term goals for:
 - Responding to at least half of Priority 1 calls within three minutes of receipt and 95 per cent of Priority 1 calls within five minutes
 - Responding to at least half of Priority 2 calls within 5 minutes and 95 per cent within 10 minutes.



GOVERNANCE, PRIORITIES
AND OPERATIONAL PERFORMANCE (Cont'd)

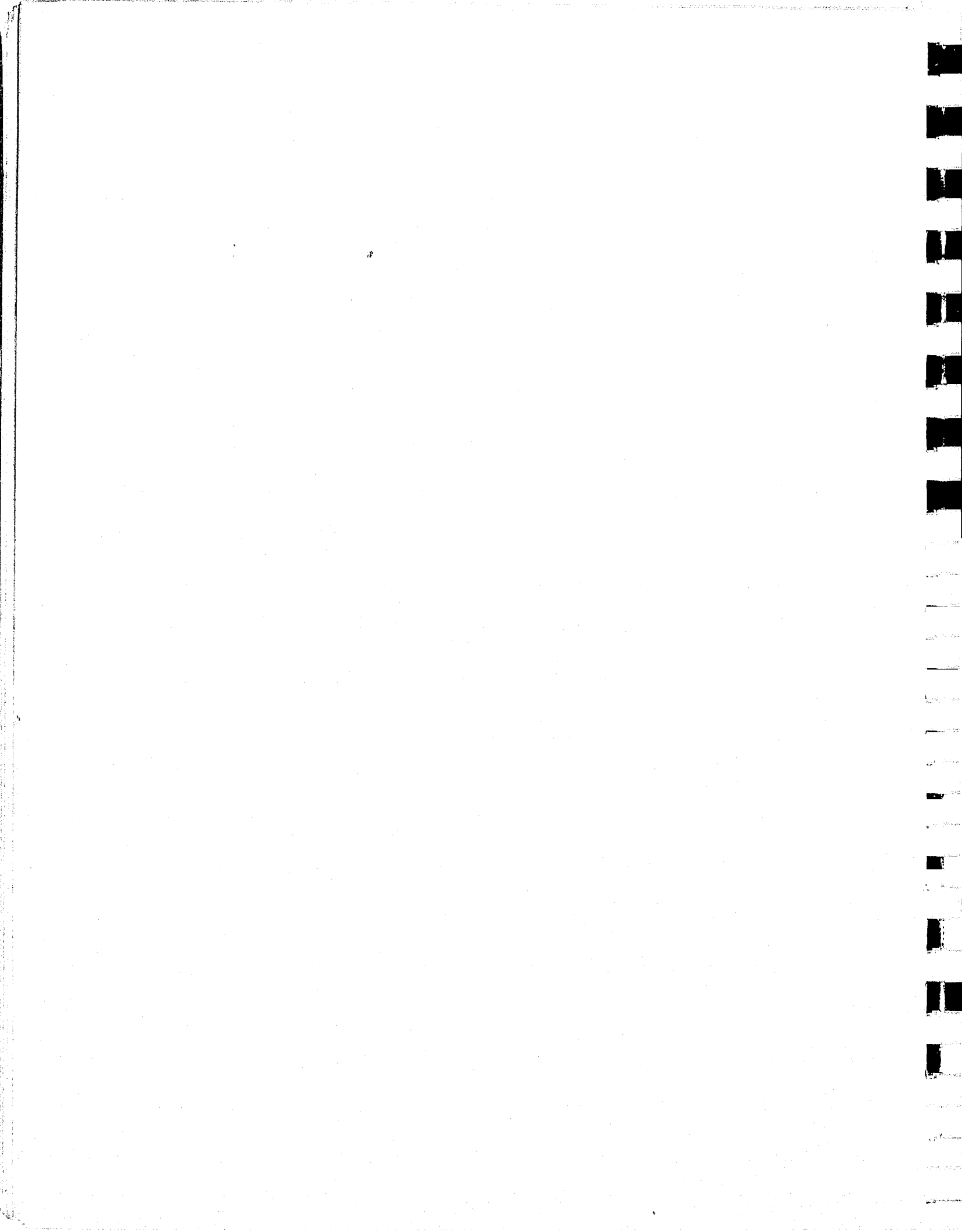
- Interim improvement objectives should be set forth as proposed above, and progress in improving response times regularly reported to City officials and the public at large.

Clearance Rates

- Similarly, the KPD should establish as a major goal the significant improvement of consistently measured clearance rates.
- As a long-term goal, the Department should seek a clearance rate of 30 per cent of serious (Part I) crime.
- As an interim objective, the KPD should set as a key operational objective the attainment of clearance rates at least equal to the average attained by police forces serving cities in Kenosha's population range - or some 21 per cent - compared to current levels of 13.4 per cent.
- First priority should, of course, be given to improving investigation and solution of violent crimes against persons, the area in which the KPD's performance now suffers most by comparison.

SUMMARY

- The deterrent effect afforded by more rapid response times and higher clearance rates should, when attained, limit further growth of criminal activity in Kenosha.
- It should be carefully noted, however, that some further year-to-year growth in crime is almost inevitable unless, for example, fundamental changes in the law and public, judicial and correctional philosophies take place.
 - As noted in the preceding chapter, overall rates of criminal activity are largely beyond the control of the police.
- The Department should, therefore, be held accountable principally for the effectiveness of its response to that crime which does occur.



DEPARTMENTAL ADMINISTRATION

This section presents recommendations concerning the administration of the Kenosha Police Department.

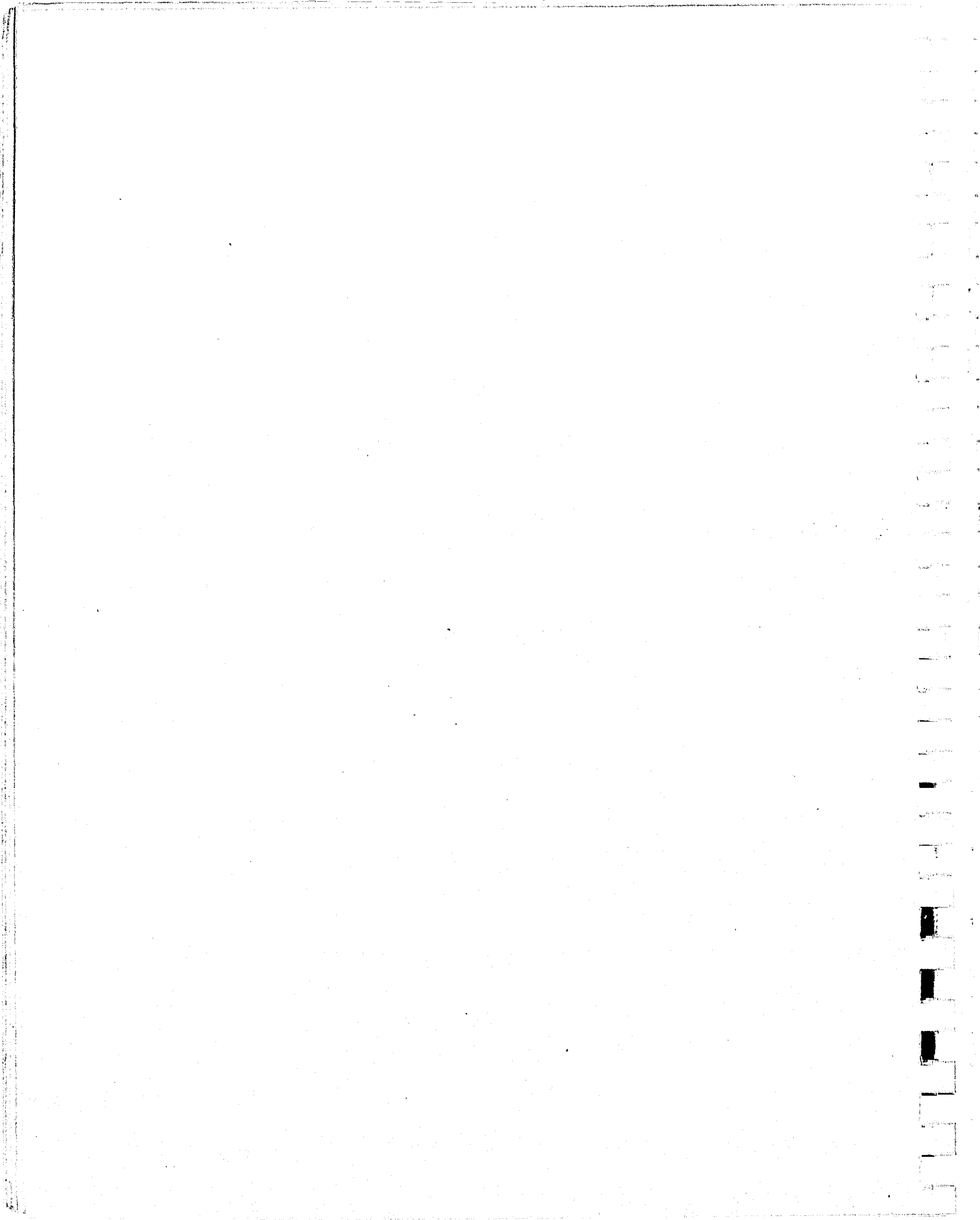
ORGANIZATION AND STAFFING

General Recommendations

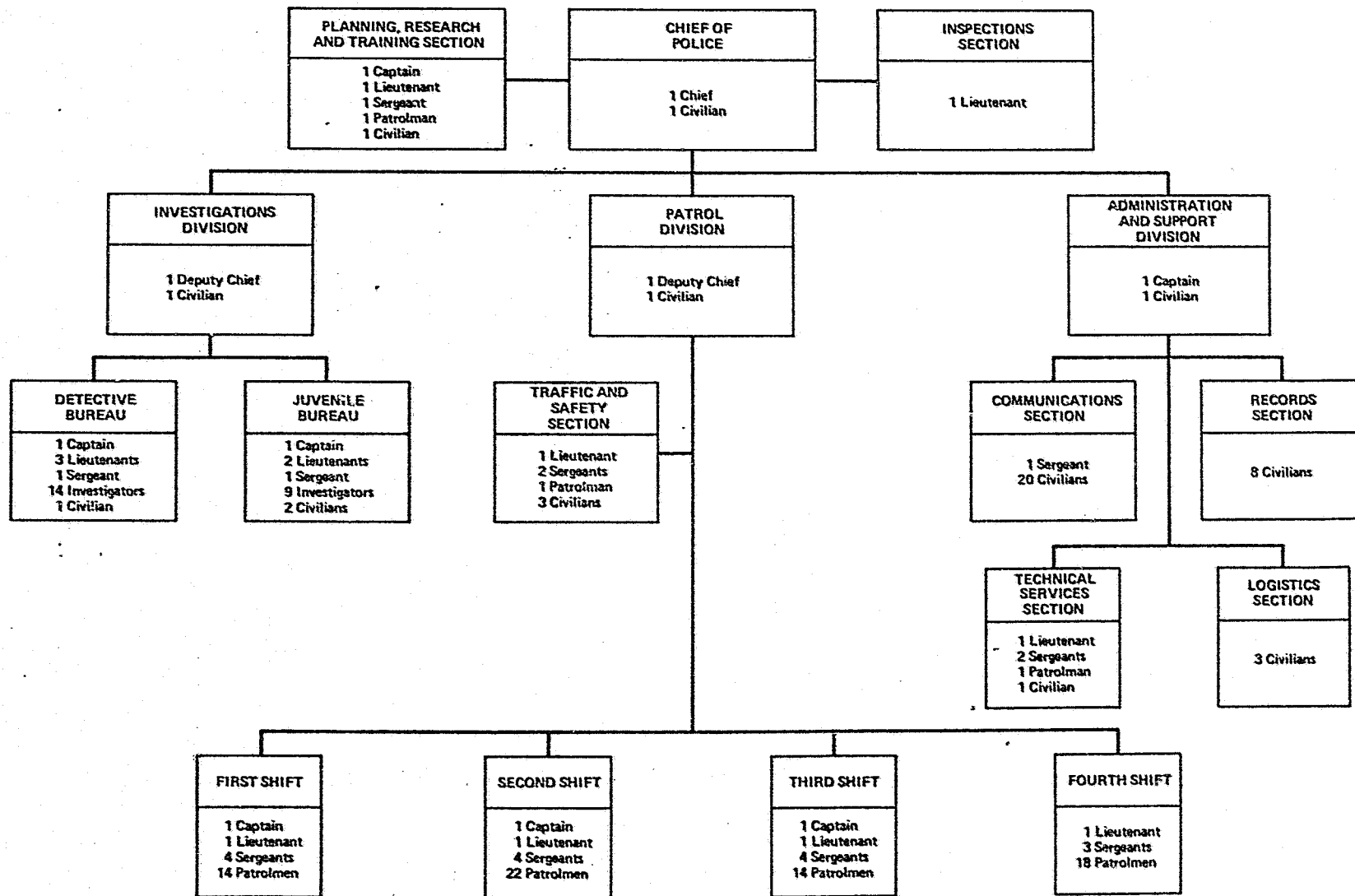
- Under the direction of the new Chief of Police, the Kenosha Police Department should be thoroughly reorganized, in order to:
 - Increase management control, direction and supervision, both in the headquarters and in the field
 - Make better use of existing and proposed resource support, especially through the elimination of duplicative functions and substitution of civilian for sworn personnel where feasible and appropriate
 - Enhance internal control of closely related functions
 - Increase field coverage, visibility and effectiveness by permitting introduction of improved operational concepts and techniques further delineated in remaining sections of this chapter.
- Exhibit V-1 depicts the proposed organization structure and sworn and civilian staffing of the Kenosha Police Department.
 - Details of the proposed organization are discussed below.

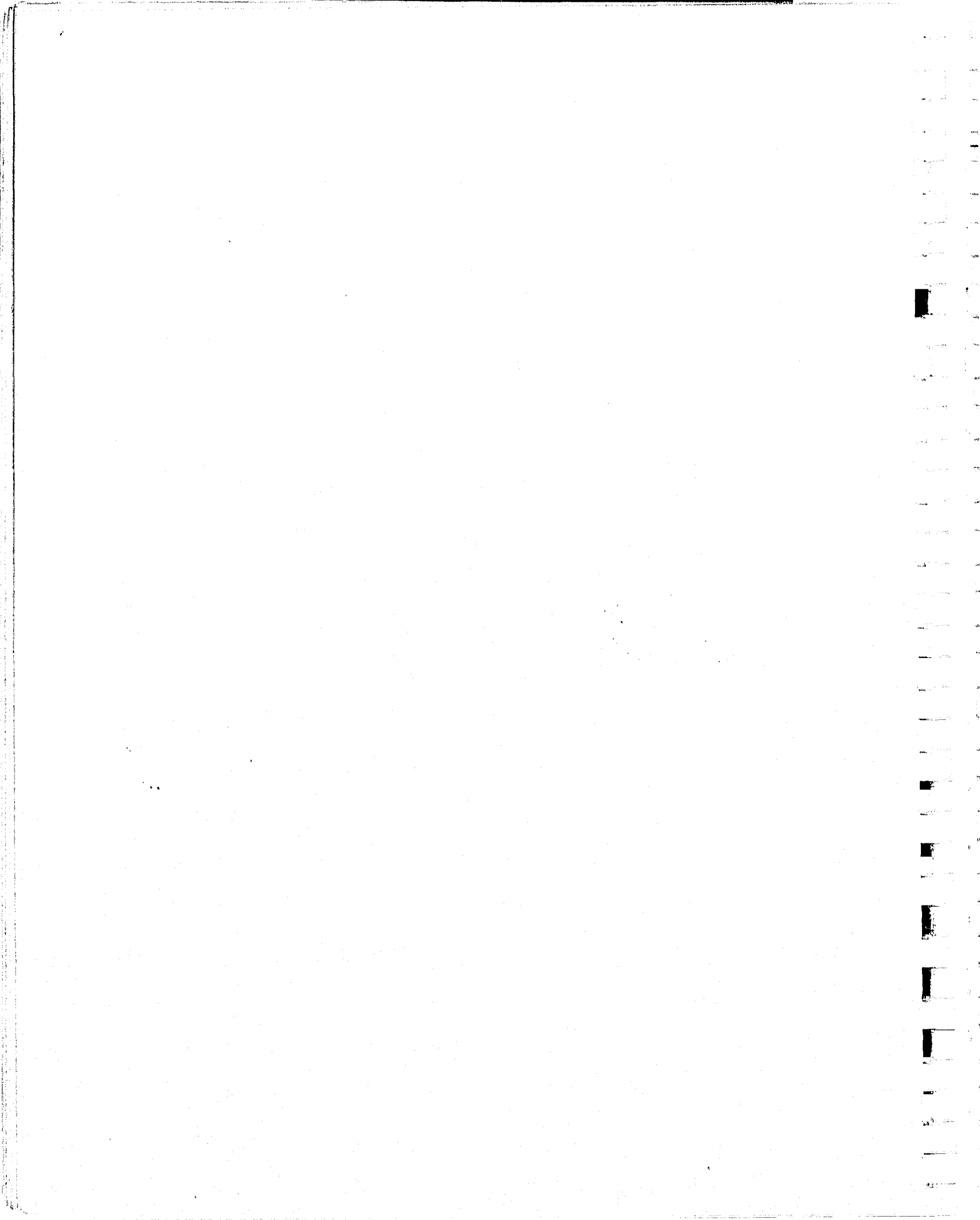
Top Management And Executive Staff

- The position of Chief of Police should be utilized to provide overall executive direction to the Kenosha Police Department.
 - The Chief should be assisted by two key staff units and three principal line commanders, as follows.
- The Planning, Research and Training Section should serve as the Chief's principal staff arm.



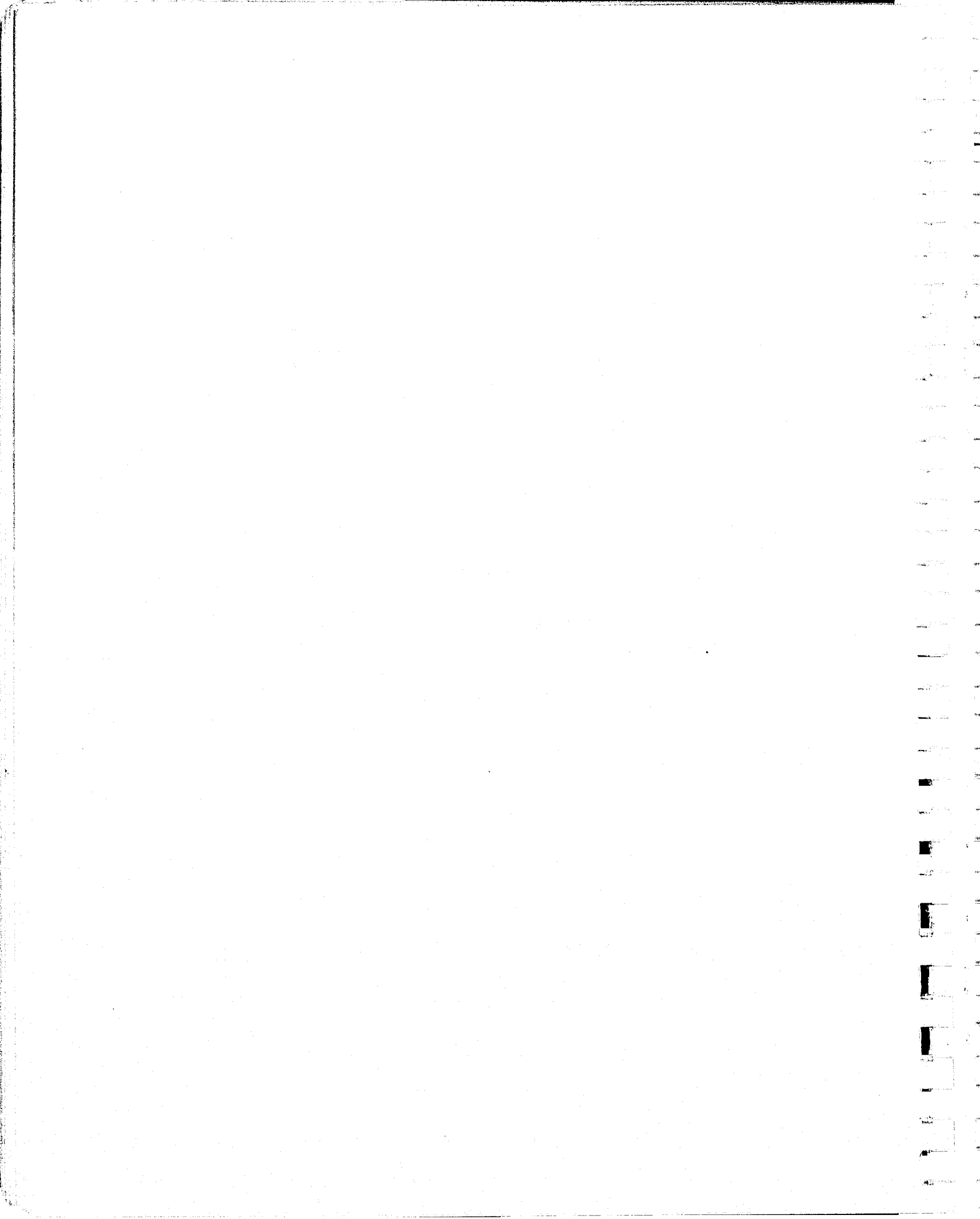
**KENOSHA, WISCONSIN
POLICE DEPARTMENT
PROPOSED ORGANIZATION AND STAFFING**





DEPARTMENTAL ADMINISTRATION (Cont'd)

- It should be assigned responsibility for short- and long-term organizational planning, budget development, formulation of KPD policies and procedures on a Department-wide basis, the conduct of workload analysis and resource deployment studies, development of beat zone and other operational plans in support of line elements of the KPD, and other tasks proposed in this report.
 - o In addition, it should serve as the focal point for Department-wide personnel management policy formulation and administration.
- The Section should be commanded by a captain, who should actively participate in all phases of Section operations.
- The Section should have the following staff:
 - o A sergeant overseeing planning, research and budget development functions
 - o A lieutenant supervising all personnel and training matters, including range training
 - o A patrolman assisting with personnel and training tasks, and serving as range officer
 - o A clerk-typist.
- The Lieutenant of the Inspections Section should be assigned particular responsibility for:
 - Conducting Departmental internal affairs investigations
 - Conducting periodic management audits and inspections of various Department divisions and sections
 - Collaborating with the Planning, Research and Training Section in the development of KPD policies, procedures and training programs.

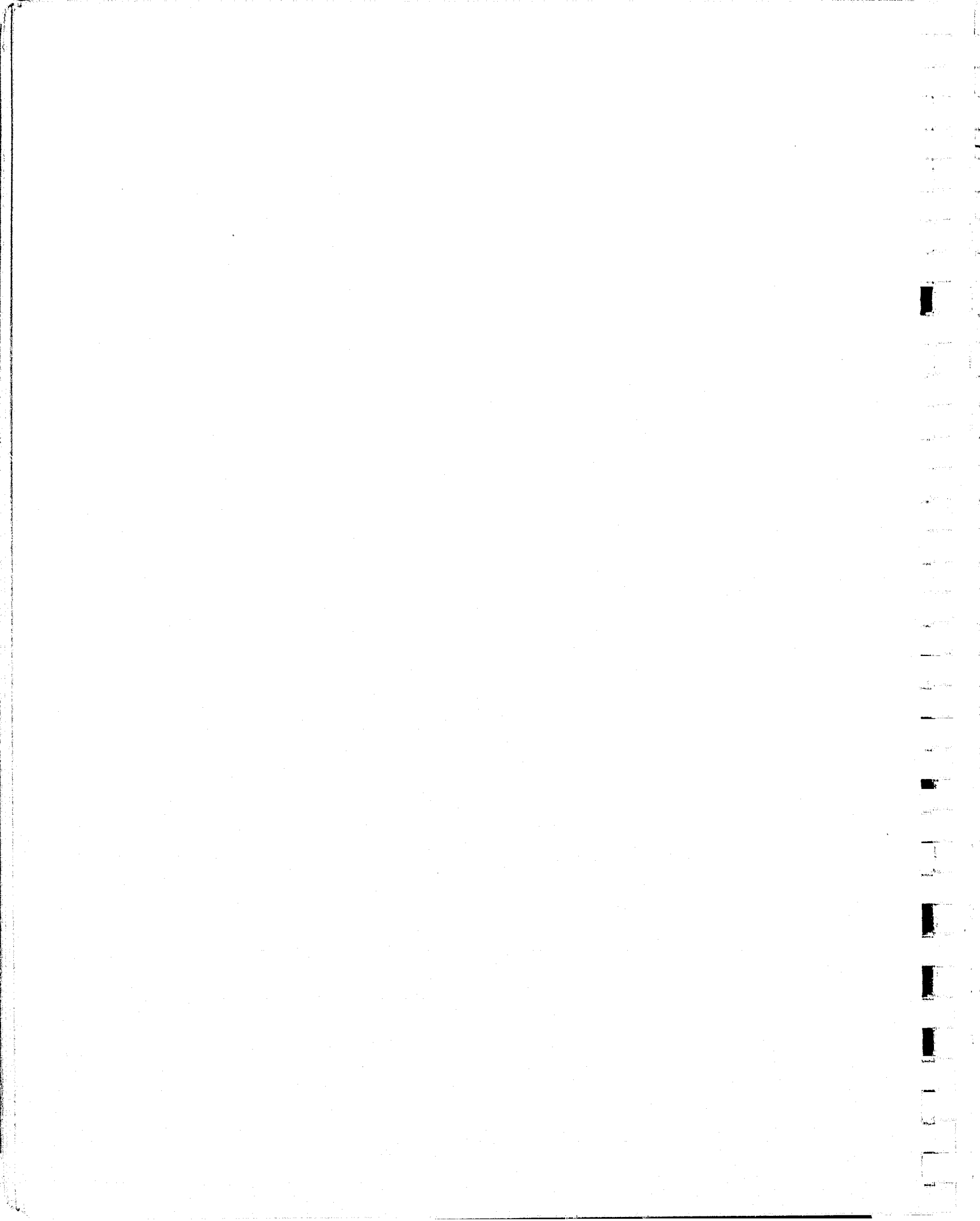


DEPARTMENTAL ADMINISTRATION (Cont'd)

- Within this new organization, the former ranks of Inspector and Administrative Captain should be abolished.
- Instead, the principal line subordinates of the Chief of Police should be:
 - A deputy chief in charge of the Patrol Division, responsible for coordination and direction of all uniformed patrol and traffic functions
 - A deputy chief in charge of the Investigations Division, responsible for supervision of closely related Detective and Juvenile Bureaus
 - A captain in charge of the Administration and Support Division.
- To ensure adequate responsiveness to the policies of the Chief of Police, the position of deputy chief should be "exempt"; that is, deputy chiefs should be members of the Department assigned to this rank at the discretion of the Chief.
 - Officers assigned to this rank would also continue to hold their permanent rank.
 - The highest regular grade within the Department would, therefore, be the rank of captain.

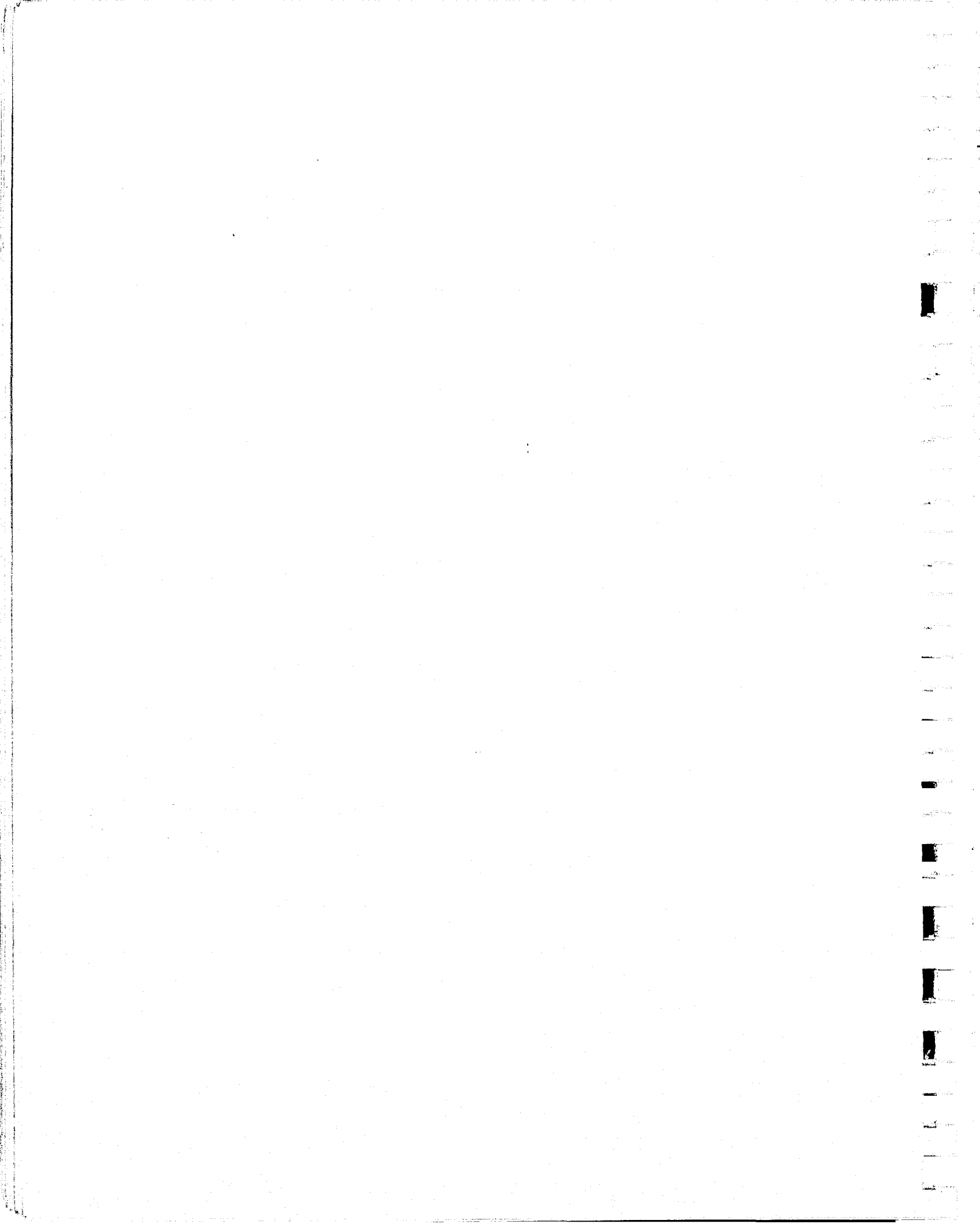
Patrol Division Organization And Staffing

- The Deputy Chief for the Patrol Division should command a small Traffic and Safety Section and four patrol shifts; in this capacity his responsibilities should include:
 - Determination of patrol policy, with the concurrence of the Chief
 - Overall coordination and supervision of the patrol services of the Kenosha Police Department, so that those services are used as effectively as possible in meeting public calls for assistance and in responding to criminal incidents
 - Routine supervision of patrol as exercised through the shift captains and lieutenant



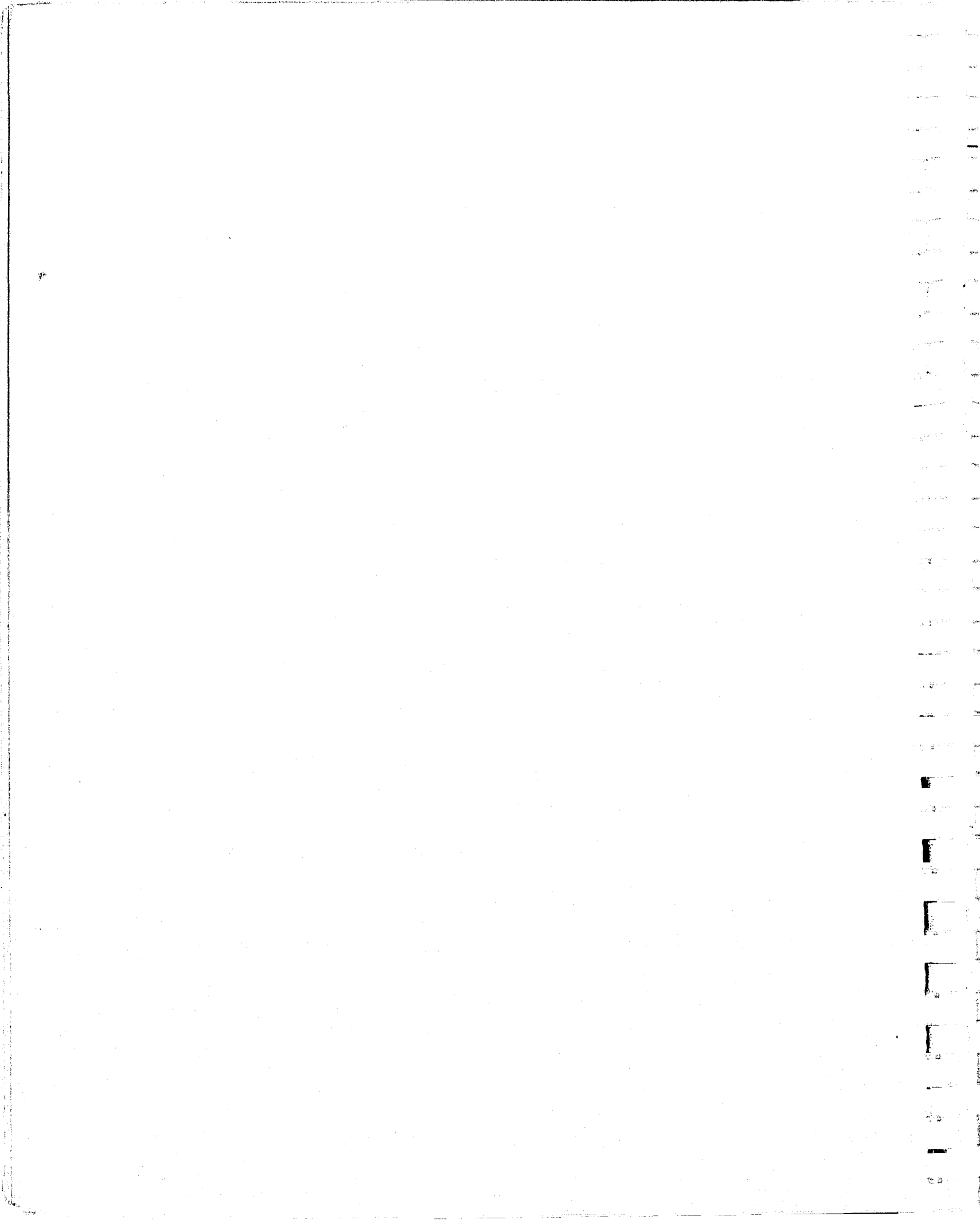
DEPARTMENTAL ADMINISTRATION (Cont'd)

- Review of scheduling and deployment of patrol personnel (with the assistance of the Planning, Research and Training Section), to ensure that deployment meets the actual police service needs of Kenosha by day and by shift, as determined through regular analysis of the Department's workload
- Review of all aspects of the patrol operations, with the purpose of making operational improvements and increasing the effectiveness of patrol personnel.
- Under the Deputy Chief's direction, several major improvements and refinements should be implemented; these changes are outlined below, focusing on changes to the present KPD structure.
- A small Traffic and Safety Section should be created.
 - The lieutenant commanding this Section should be freed from line command, and should concentrate his energies on direction of his subordinates and on overall traffic analysis and planning functions, including development of selective enforcement and selective assignment programs and liaison with the Traffic Engineer's Office.
 - He should be assisted by:
 - One sergeant assigned to maintain liaison and scheduling coordination with the Municipal Court
 - One sergeant assigned to perform safety promotion duties formerly accomplished by the Safety Officer; this reflects an upgrading of this position to a more suitable rank level
 - One patrolman, assigned to the field full time, to perform such duties as delivery of driver's license and motor vehicle registration revocation orders, supervising removal of abandoned cars, and the like
 - A clerk-typist to assist in records maintenance, completion of accident reports and filing.



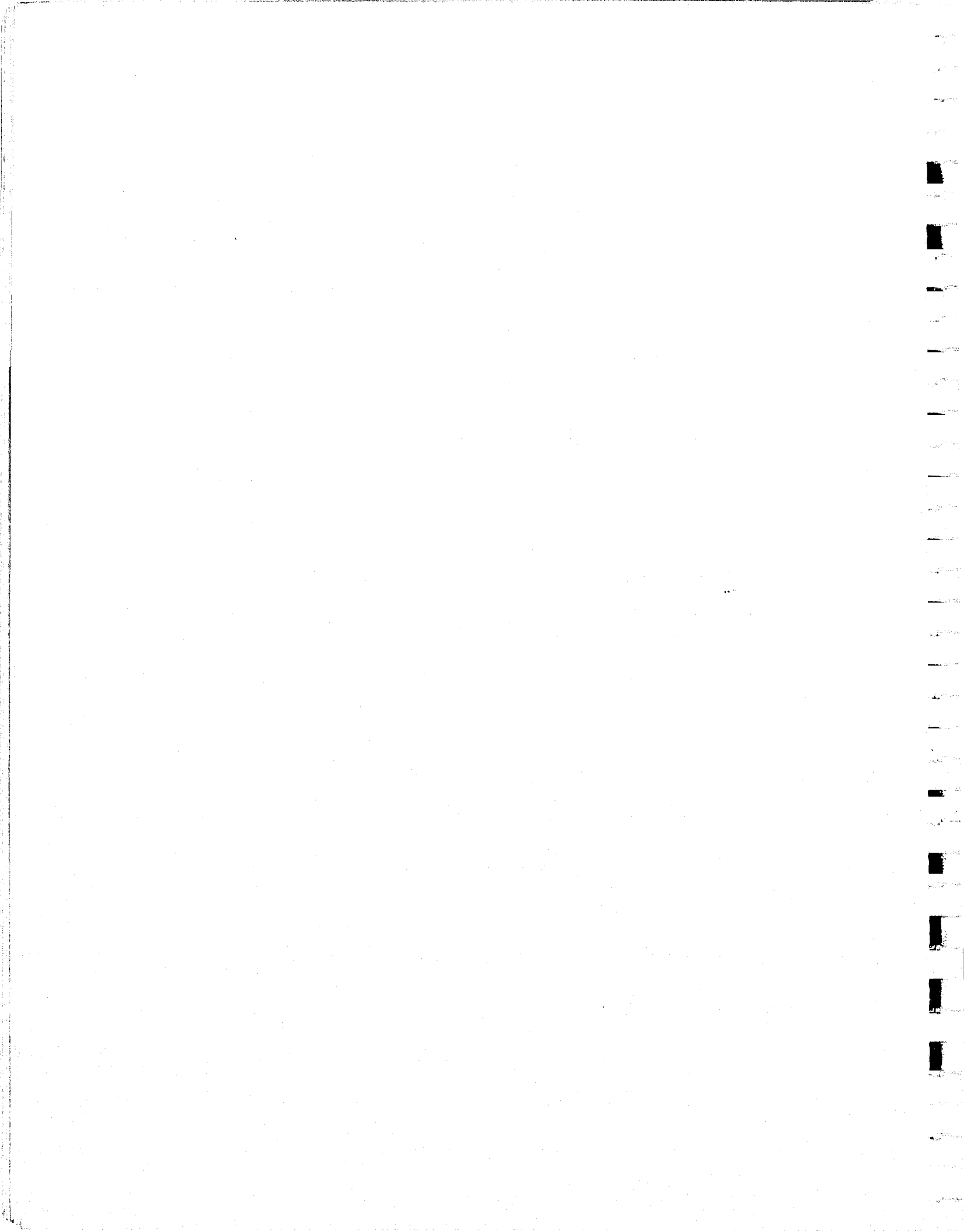
DEPARTMENTAL ADMINISTRATION (Cont'd)

- The top command structure of the three main patrol shifts should remain as at present (one captain and one lieutenant for each); however, several other changes should be implemented, as follows:
 - The number of sergeants on each of these shifts should be increased to four, to provide intensive and continual field supervision
 - A command structure should be created for the fourth shift, to include a lieutenant and three sergeants to supervise the members of this unit.
 - The strength of the various shifts should be adjusted to those shown in Exhibit V-1.
- Of crucial importance, the roles and responsibilities of captains, lieutenants and sergeants should be clarified and redirected to ensure that the bulk of their time is devoted to field leadership and supervision rather than to headquarters administration.
- The shift captain should serve as the commanding officer of the shift to which he is assigned, and should be responsible for the conduct and performance of the patrol personnel, whom he will supervise on a daily basis.
 - His responsibilities should consist of:
 - o Overall supervision of the shift, including the scheduling and deployment of personnel
 - o Routine matters, including requests for vacation and sick leave, and disciplinary problems
 - o Serving as the shift's principal liaison with the KPD command structure.
- The shift lieutenant should serve as the shift's "executive officer"; his duty schedule should overlap the captain's, so that a command-rank officer is on duty at virtually all times.



DEPARTMENTAL ADMINISTRATION (Cont'd)

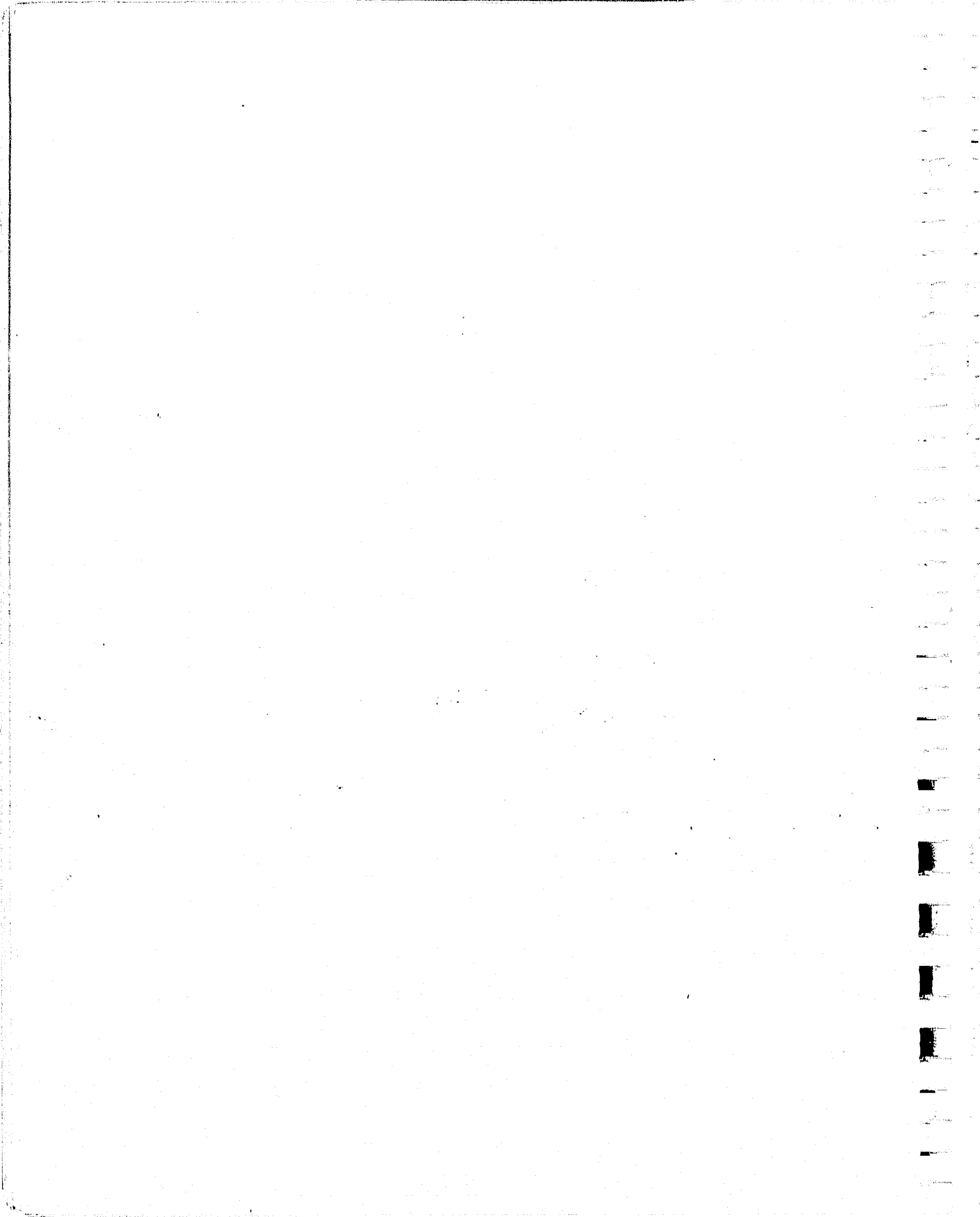
- The patrol shift captain or lieutenant on duty should act as the Department's "watch commander," responsible for command of all KPD resources (specifically including detective, juvenile and administrative personnel):
 - At any time when senior Department commanders are off duty
 - In any field emergency.
- In the exercise of these responsibilities, captains and lieutenants should devote a significantly greater proportion of their time to vigorous supervision of their subordinates in the field.
 - Captains should be expected to devote a minimum of 25 per cent of their time to duty in the field.
 - Lieutenants should be assigned to duty in the field at least 50 per cent of the time.
 - Means exist within the present records system to monitor and verify such management-directed allocation of effort.
- The role of sergeants should be thoroughly revamped.
 - Sergeants should be relieved of all administrative duties, such as dispatching.
 - Each should instead be designated as a field supervisor, be assigned a supervisory zone encompassing several patrol or beat zones, and be given direct responsibility for:
 - Observing the performance of patrolmen on duty in his sector
 - Backing up patrolmen on serious calls
 - Responding to calls when needed
 - Evaluating the performance of patrolmen assigned to him
 - Recommending disciplinary action, or commendation for meritorious action, where found to be warranted.



- Sergeants should be directed to allocate a minimum of 90 per cent of their time to active duty in the field.
- The role of field patrolman should also be substantially revised, as further proposed in a succeeding section of this chapter.

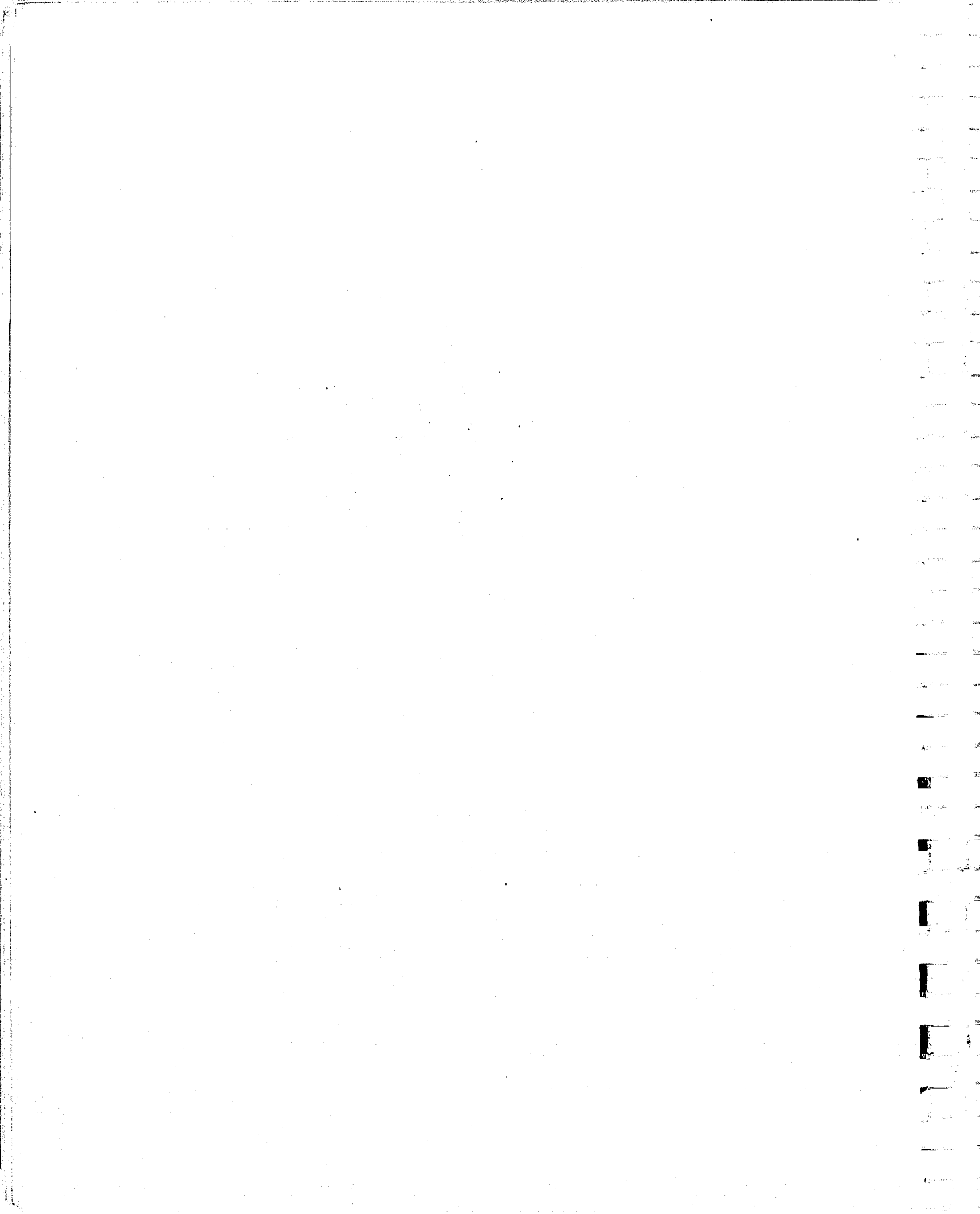
Investigations Division Organization And Staffing

- The Deputy Chief for the Investigations Division should command all KPD investigative forces, including restructured Detective and Juvenile bureaus.
- Under his direction, the Detective Bureau should be thoroughly restructured.
 - The current separate day and night shifts should be abolished.
- Instead, the Captain of Detectives should restructure his forces as described below.
 - A sergeant should continue to serve as Court Officer, maintaining liaison with the District Attorney and higher courts.
 - The Fraud Unit should be retained, but reduced to one officer serving on a Monday-through-Friday work schedule.
 - A Crimes Against Persons Section should be established, under the command of a lieutenant and consisting of five investigators.
 - A Crimes Against Property Section should be created, under the command of a lieutenant and consisting of seven investigators.
 - A Special Operations Section should be established, consisting of a lieutenant and one investigator.
 - This Section should continue the work formerly performed by narcotics investigators, including maintenance of continued cooperation with federal and State authorities.
 - It should also be assigned responsibility for investigation of vice and other similar offenses.



DEPARTMENTAL ADMINISTRATION (Cont'd)

- o Personnel assigned to the Section should have flexible work hours to meet the unique needs of their responsibilities.
- The role of the Captain and section lieutenants in the Bureau should be substantially upgraded.
 - These supervisory personnel should have primary responsibility for implementing a range of operational improvements presented in a succeeding section of this chapter.
 - They should also participate actively in case work, becoming involved especially in the most serious cases.
 - They should be relieved of dispatching responsibilities.
 - o Especially in view of proposed operational improvements, detective dispatching requirements should be minimal.
- Certain structural refinements should also be adopted in the Juvenile Bureau.
- The Bureau should continue to be commanded by a captain; under that captain, the Bureau's work force should be organized as follows:
 - A sergeant should continue to serve as Court Officer
 - The bulk of the Bureau's personnel should be organized under an Operations Section, commanded by a lieutenant and staffed by nine investigators
 - A Community Affairs Section should also be established, consisting of a lieutenant and a civilian aide.
 - o This Section should be responsible for conducting ongoing school liaison and delinquency prevention programs; for coordination with other municipal, State and private bodies concerned with delinquent youth; and for continued follow-up with those organizations to which the Bureau makes referrals, in order to assess their effectiveness and institute changes where warranted.

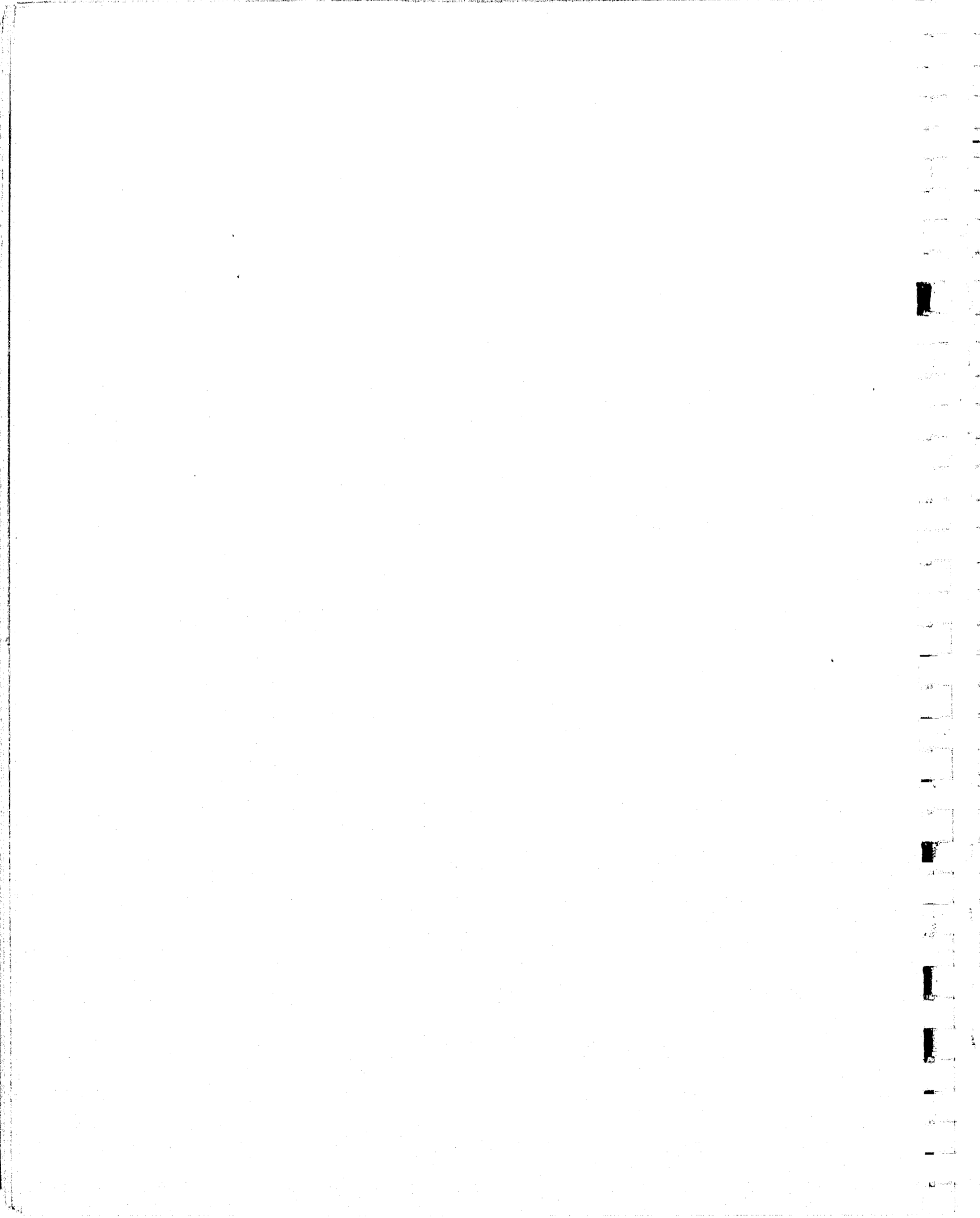


DEPARTMENTAL ADMINISTRATION (Cont'd)

- As in the case of the Detective Bureau, the Captain and the Lieutenant of the Operations Section should participate heavily in active case investigations as a critical aspect of their supervisory responsibilities.

Administration And Support Division Organization And Staffing

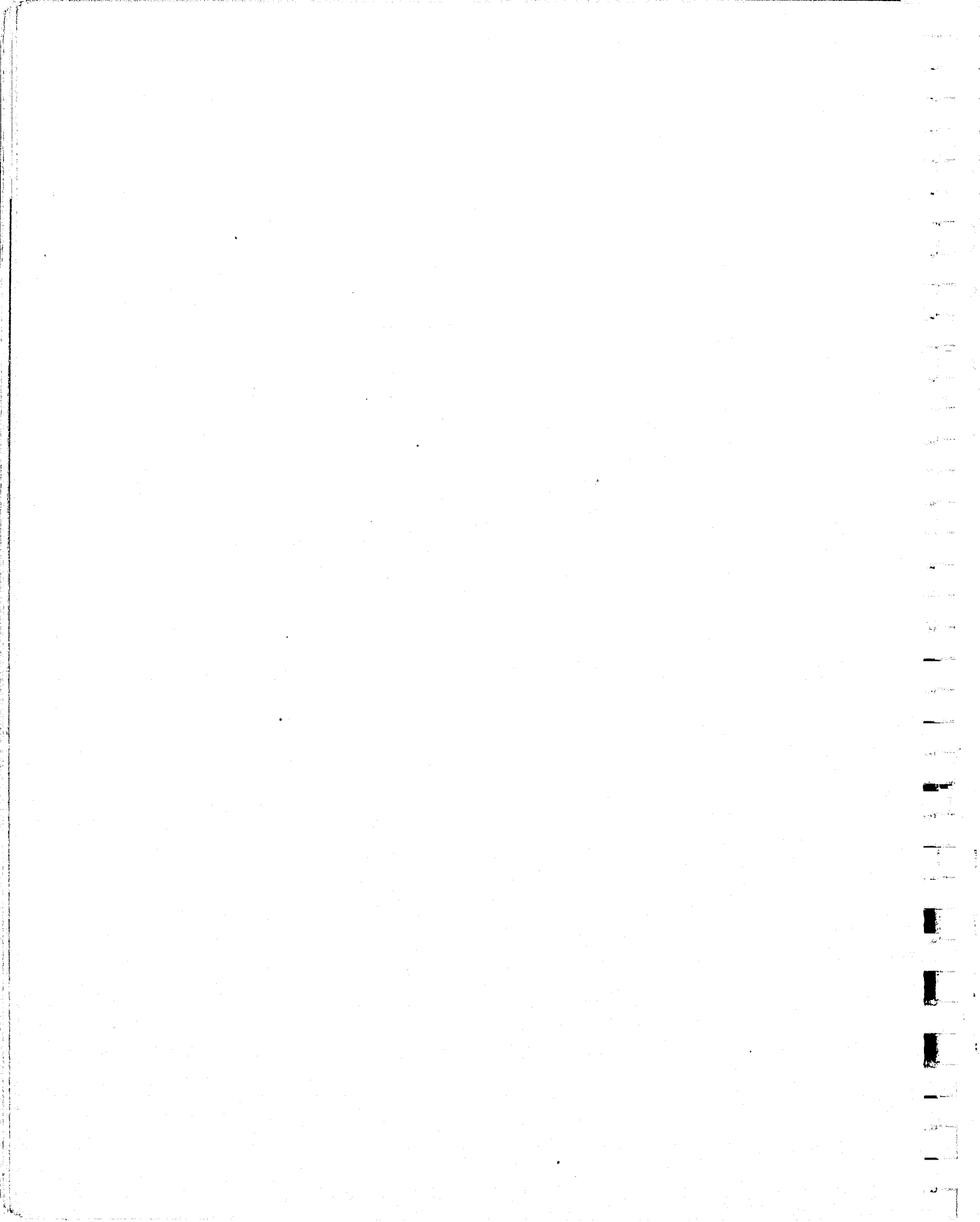
- Responsibility for supervision of most administrative and support functions should be consolidated under the captain commanding the Division.
- A new Communications Section should be created, under the command of a sergeant.
 - Under his direction, communications, complaint receipt and dispatch functions should be performed by well-trained civilian personnel, thus freeing sworn supervisors and patrolmen for street duty.
 - Twenty civilian dispatchers should be employed for this activity, several of whom should be designated as supervising dispatchers.
- The KPD's Records Section should also become a civilian function, with sworn officer supervision replaced through the appointment of a civilian Supervisor of Records.
 - Sworn officer supervision over records systems design would henceforth be assumed by the Planning, Research and Training Section.
- A civilian supervisor of the Logistics Section should also be appointed, and assigned responsibilities for all logistical support functions, such as acquisition and maintenance of vehicles, radios, weapons, and the like.
- The former Identification Section and the Detective Bureau's polygraph functions should be consolidated under a new Technical Services Section.



- The responsibilities of this Section should include:
 - Provision of crime scene search services in major criminal cases
 - Maintenance of the KPD's photographic and polygraph capabilities
 - Performance of all identification and related records maintenance functions
 - Maintenance of a centralized evidence custody and processing system.
- To perform these services, the Section should be commanded by a lieutenant, supported by two sergeants, a patrolman and a file clerk.
 - To ensure responsive service, personnel assigned to this Section should gradually be cross-trained, to ensure that vital technical services can be provided at all times, regardless of vacation schedules and the like.

Staffing Implications

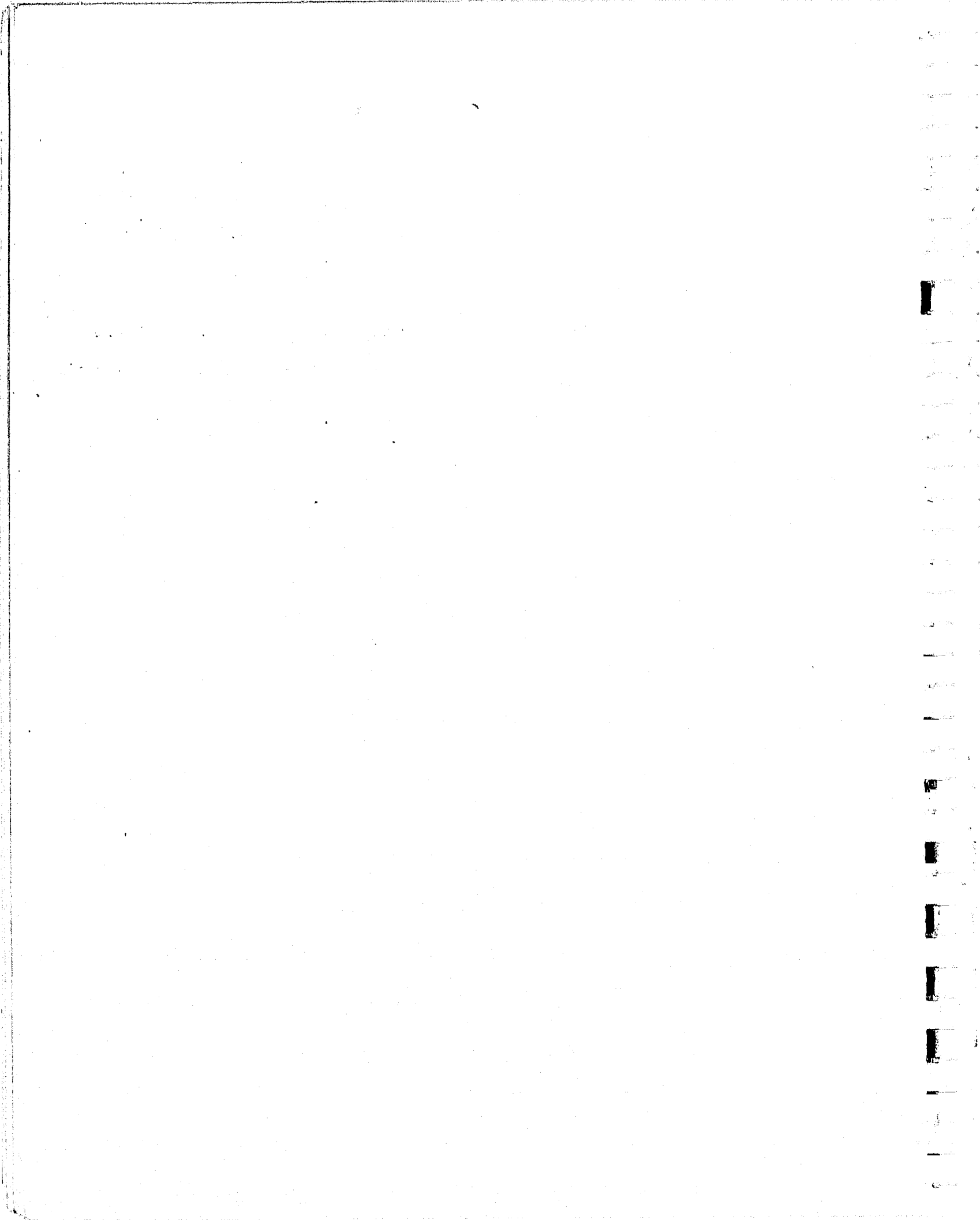
- As indicated in a succeeding section of this chapter, these and other changes proposed herein would result in increased levels of police coverage in Kenosha.
- Implementation of this plan of reorganization would, however, require a net addition of eight personnel to the Police Department, reflecting a reduction of sworn personnel from 151 to 140 and an increase in civilian personnel from 24 to 43, as shown in Exhibit V-2.
 - The recommended changes entail the appointment of middle-management positions necessary to ensure adequate field supervision in the Kenosha Police Department.
 - Although the number of officers designated as patrolmen in the Department would be reduced, the number of patrols assigned to duty in the field (including supervisory and other units) would, in fact, be increased.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

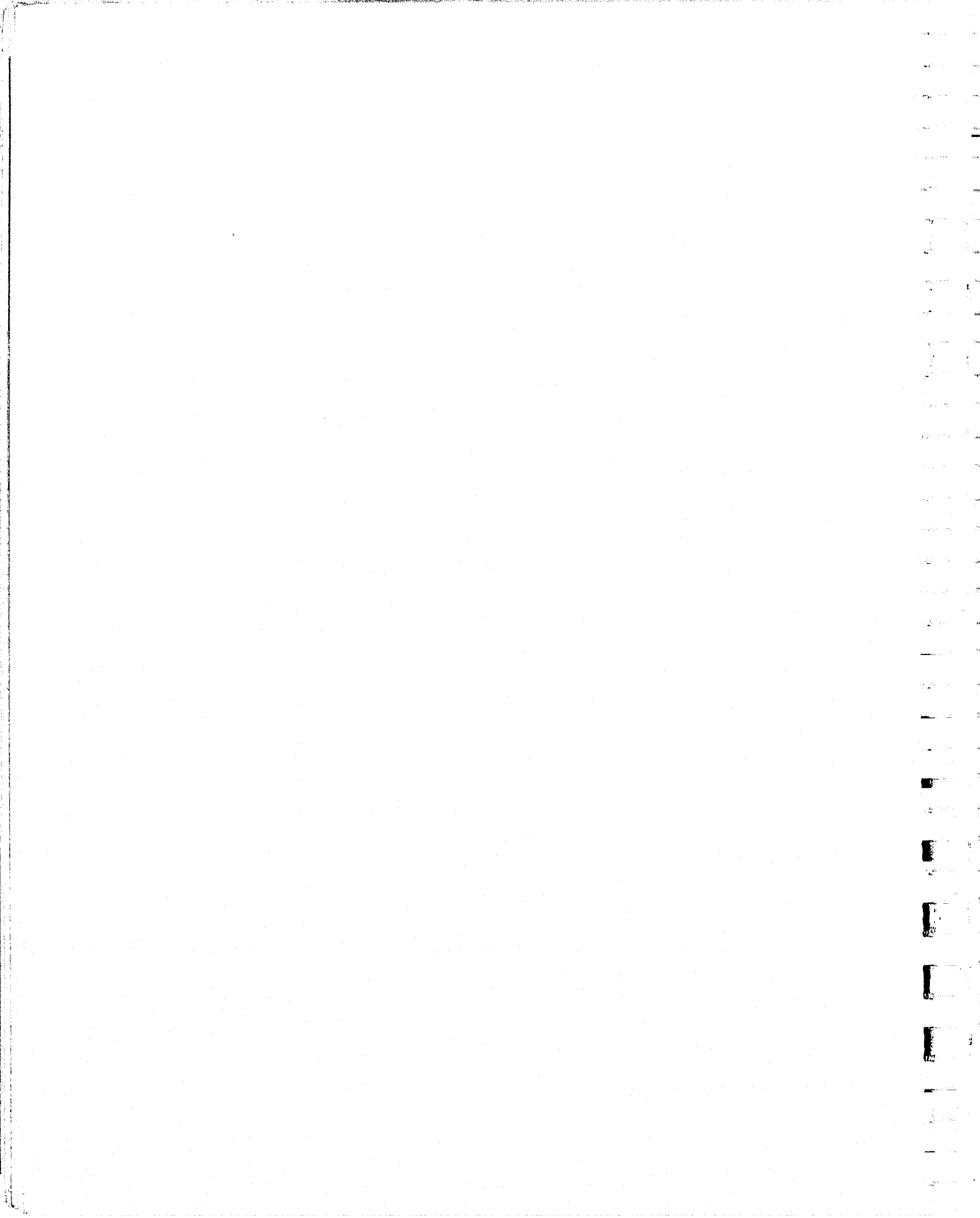
STAFFING IMPLICATIONS
OF PROPOSED ORGANIZATION

<u>Position</u>	<u>Number Of Personnel</u>			<u>Increase Or (Decrease)</u>
	<u>Present Organization Authorized</u>	<u>Actual</u>	<u>Proposed Organization</u>	
Chief	1	1	1	-
Deputy Chief	0	0	2	2
Inspector	1	1	0	(1)
Administrative Captain	1	0	0	(1)
Captain	6	6	7	1
Lieutenant	9	9	13	4
Sergeant	13	13	23	10
Investigator/Detective	25	25	23	(2)
Patrolman	95	96	71	(24)
Subtotal	<u>151</u>	<u>151</u>	<u>140</u>	<u>(11)</u>
Civilian	<u>24</u>	<u>24</u>	<u>43</u>	<u>19</u>
Total	<u>175</u>	<u>175</u>	<u>183</u>	<u>8</u>



DEPARTMENTAL ADMINISTRATION (Cont'd)

- This would be accomplished by transferring routine clerical dispatching functions to civilian personnel, as proposed in this report.
- This plan of reorganization is based on the concept that the City would employ fewer police officers but improve their productivity by employing them principally for tasks that require professional police skills, experience and judgment; and on the concept of using civilian personnel in several administrative and support capacities.
- To achieve this goal, it would be necessary to reduce the present police force by some 11 officers.
- In considering means to implement this reduction in force, the City should be mindful that:
 - Most aspects of field police work require outstanding mental and physical fitness; police work is therefore a "young person's business"
 - The plan of organization assigns new and more strenuous duties to most supervisory and command positions, leaving little room for "light duty" positions.
- A reduction in force requiring layoff of the most recently hired officers would be costly to the City in terms of the investment that has been made in their training, and their potential for present and future service to the City and the Department.
- Moreover, the City has available an option that would permit this reduction to take place at more appropriate levels of the Department, through adoption of the Statewide provision for retirement of police officers at age 55; this course of action was recently adopted by one other large Wisconsin city, and may become mandatory (rather than optional) through action by the State Legislature.
- To achieve the reduction, therefore, the City should adopt a mandatory retirement age of 55, and schedule this provision to go into effect early in 1976.
- This would result in the following benefits for the City:



DEPARTMENTAL ADMINISTRATION (Cont'd)

- The bulk of the reduction in force (10 of the 11 positions) would be accomplished by attrition through retirement rather than layoff
 - o Normal attrition should account for the remaining position
- Those leaving the Department would, at least, have the benefit of their retirement, rather than losing their means of livelihood
- The City would preserve its investment in younger police officers, who in most cases are better prepared to meet the future needs of the City and the Department
- Opportunities would simultaneously be created for promotion of deserving junior officers, thus further contributing to an atmosphere of change and progress in the Department.

MANAGEMENT PHILOSOPHY
AND MANAGEMENT SYSTEMS

Management Philosophy

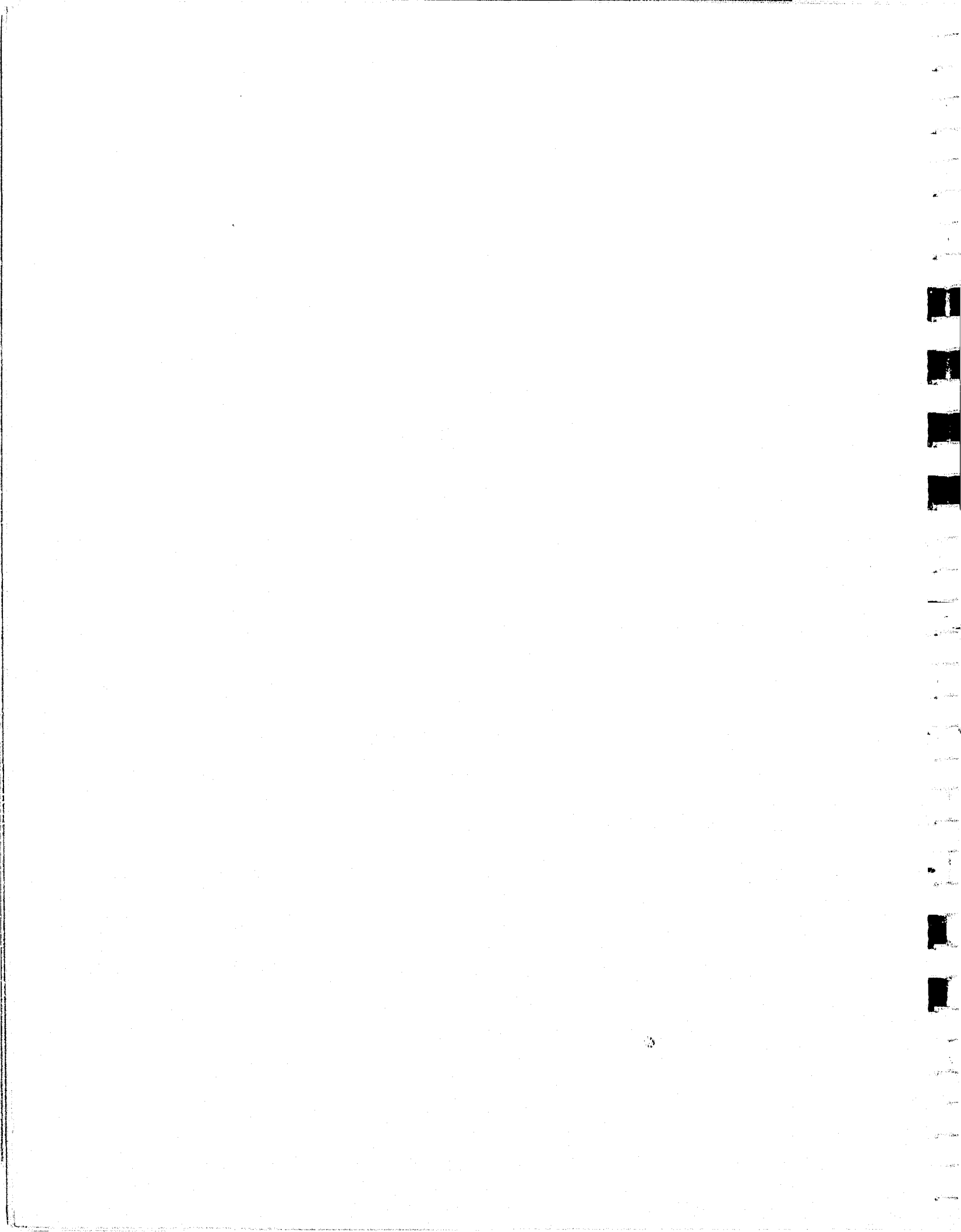
- The new Chief of Police should establish a positive, goal-oriented management philosophy for the Department, and require that all subordinate commanders adhere to this philosophy.
- Within this framework, the needs of the City and the Department should be given priority over the individual preferences of members of the Department work force.

Policy Formulation And Enforcement

- Under the direction of the Chief of Police, the Planning, Research and Training Section should give early priority to formulation of a concise set of Rules and Regulations for the Department, establishing its overall practices and procedures.
- This administrative system should be supplemented by a formal General Order system, providing specific operational guidance on matters of Department-wide importance.

CONTINUED

3 OF 4

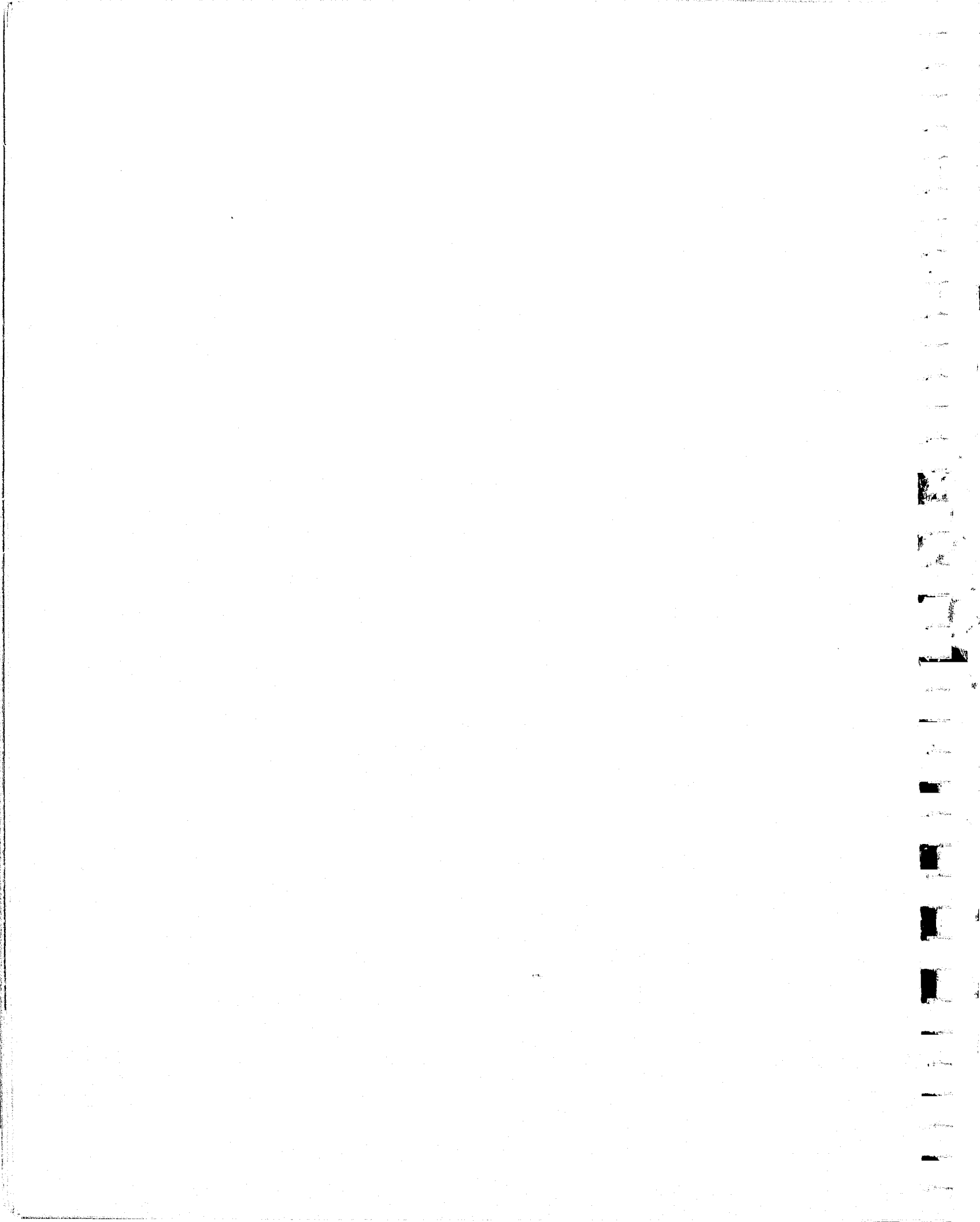


DEPARTMENTAL ADMINISTRATION (Cont'd)

- Among the first General Orders issued should be those clarifying KPD policy on the use of deadly force and "hot pursuit".
- The new Chief of Police should establish and enforce firm but fair standards of discipline for all Kenosha Police Department officers; tolerance of disrespect to the chain of command and of poor performance by some members of the Department should cease immediately.
 - Disciplinary action should be based on general standards understood by all members.
 - The purpose and effect of disciplinary action should be to correct errors, enforce adherence to policy and censure violations.
 - Such censure must represent an appropriate level of "discomfort" to the recipient - action which will be difficult to undertake, in view of experience, and will require a strong and confident leadership capacity.
 - Shift commanders and other key personnel should be delegated authority to impose minimal levels of discipline, subject to appeal to the Chief.
- As a key element of the Department's Rules and Regulations, the general guidelines should be established by the Chief regarding the exercise of discipline within the Kenosha Police Department.
 - While each disciplinary situation should be judged on its own merits, the Rules and Regulations should provide some degree of consistency in punishment meted out; the appearance that disciplinary penalties are "negotiated" should be done away with.
 - Provision should also be made for delegation of disciplinary authority within the chain of command, subject, of course, to suitable post-facto review by the Chief of Police.

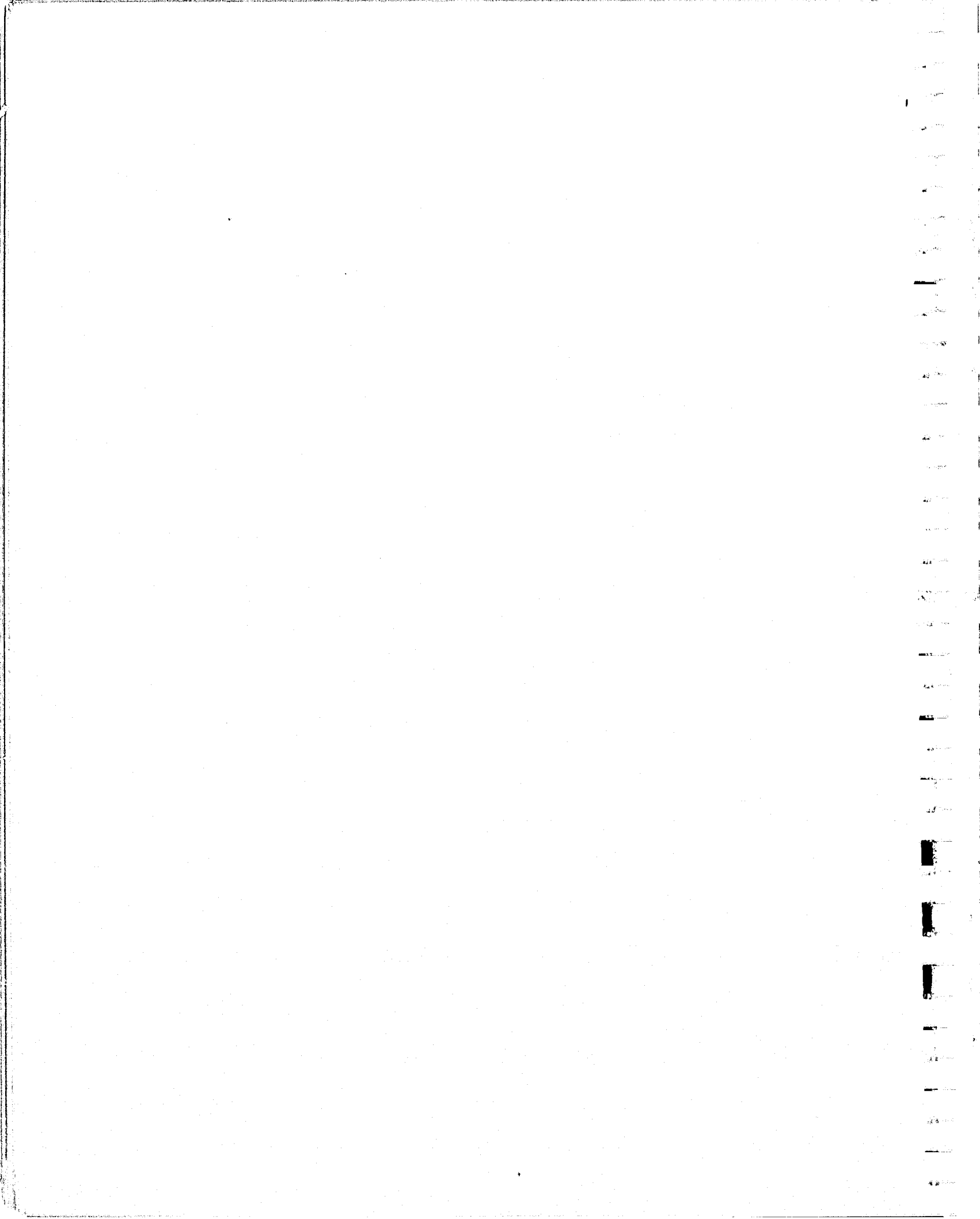
Management Systems

- The Chief of Police should direct the Planning, Research and Training Section to develop a series of management systems consistent with the needs of a large police organization.



DEPARTMENTAL ADMINISTRATION (Cont'd)

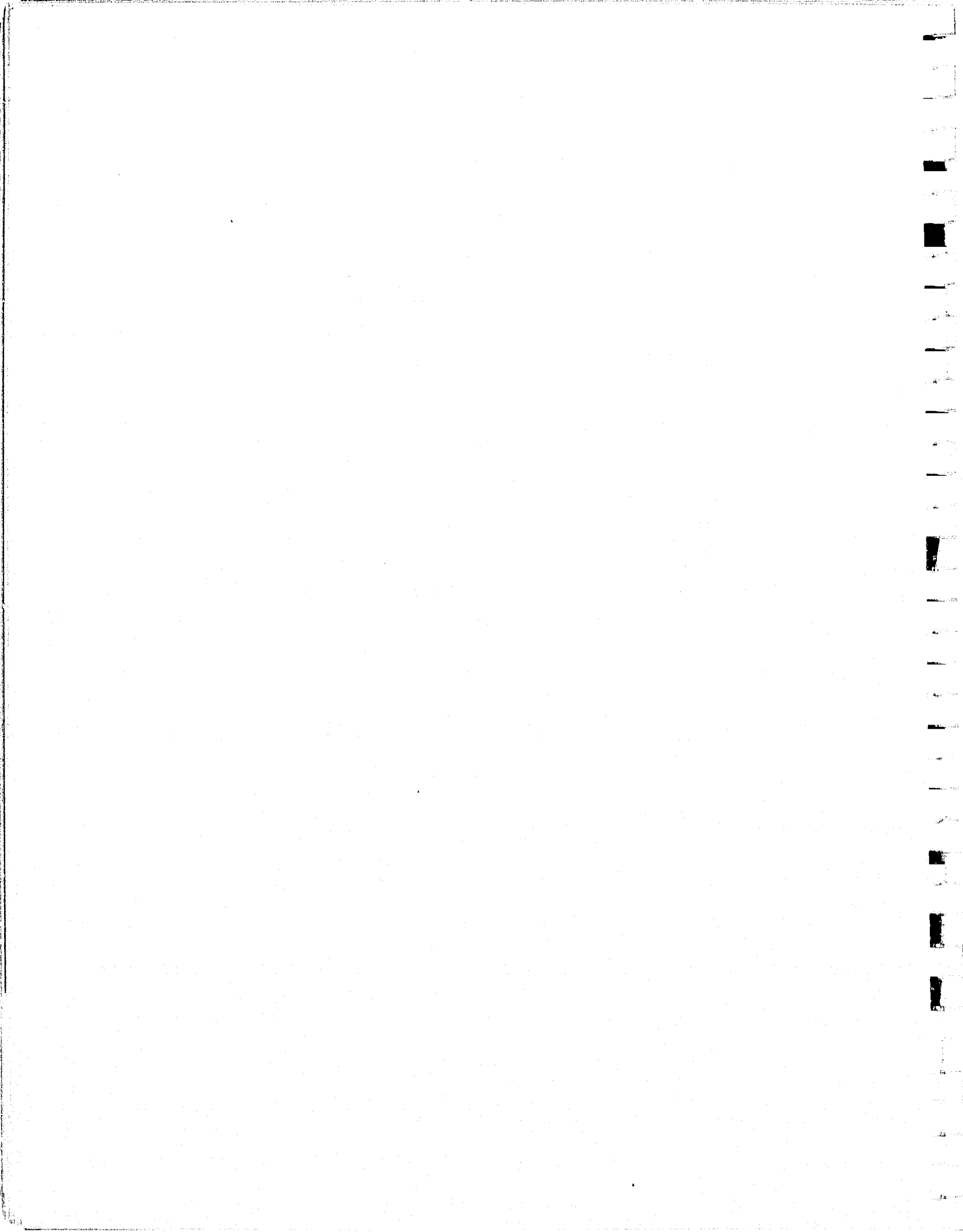
- These should include, at minimum:
 - A crime pattern analysis system designed to highlight trends in key types of crime, characteristics of offenses and suspected offender, and the like; and, of equal importance, to convey this information throughout the Department to ensure its effective use
 - Systems to formally monitor the level, trend, and chronological and geographic distribution of calls for police service (according to priority, as previously proposed); and KPD clearance performance rates.
- To permit the introduction and subsequent use of such systems in Department operational planning, the Department's present data base grid system should be replaced with one that relates directly to census tracts and, subsequently, beat zones.
- Several steps should be taken to improve internal communications within the Department.
 - Periodic staff conferences should be held to keep members of the KPD management team abreast of Department-wide developments and to generate greater awareness of the activities of the force as a whole.
 - Command-rank personnel should realign their duty schedules to permit attendance at these meetings.
 - Supplementing this, the Chief of Police, on his own initiative, should periodically meet with individual shifts or sections, appear at roll call to respond openly to questions of Department-wide importance, and occasionally join personnel on duty in the field.
- Responsibility for issuance of the Daily Bulletin should be assigned to the Planning, Research and Training Section; its contents should be upgraded to include:
 - Information pertaining to the outcome of crime pattern studies



- Capsule descriptions of administrative or other changes affecting the Department
- Identification of training, promotional, or other career development opportunities; and of any personnel changes within the force.

OPERATING CONCEPTS
AND PROCEDURES

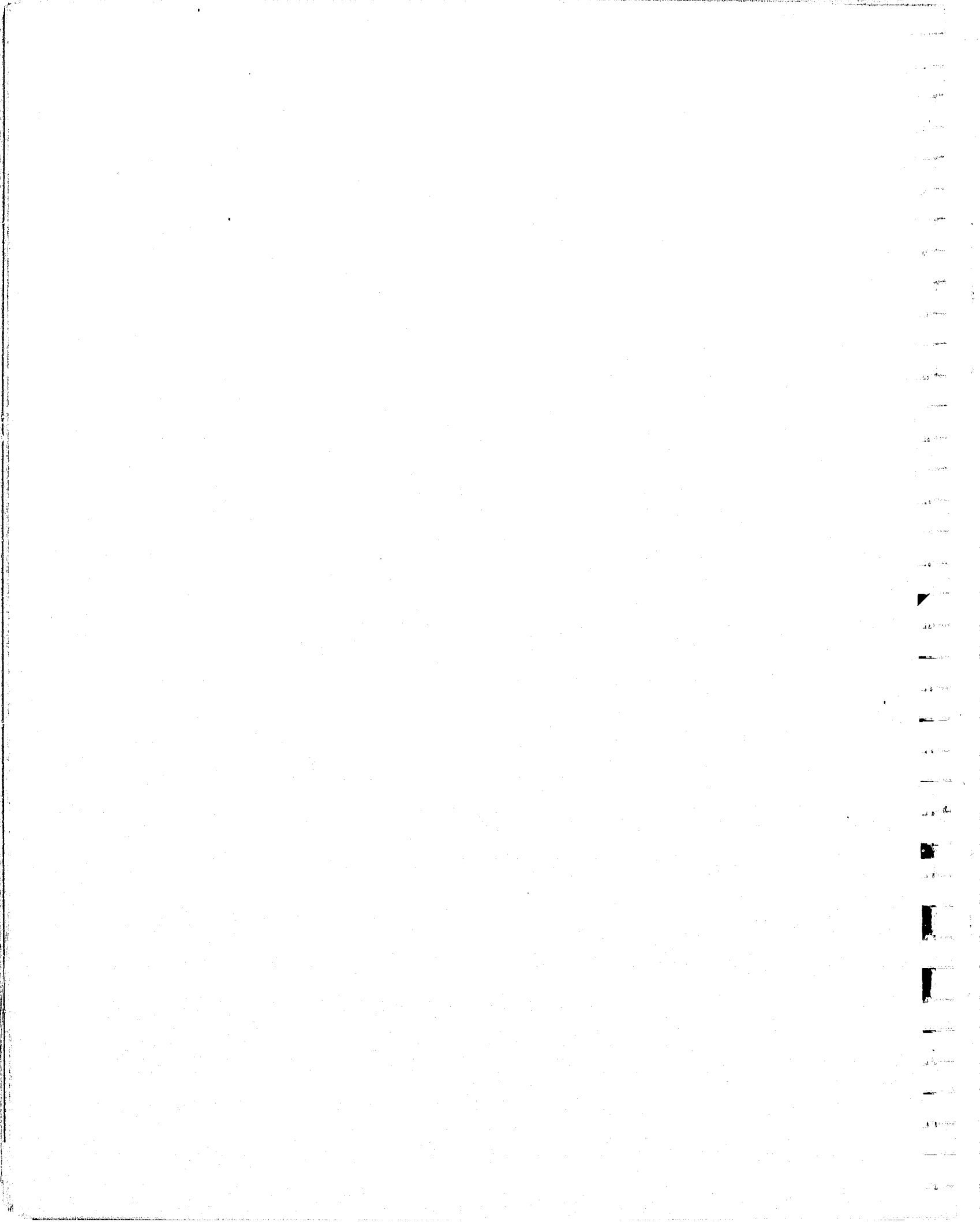
- Consistent with the overall strategy underlying the recommendations of this report, a broad range of operational improvements should be instituted by elements of the new organization structure.
- Especially as sworn personnel are freed from administrative and support duties (such as record-keeping, dispatching, booking-officer duty and the like), the principal focus of the Department's operations should be to contribute to the attainment of the fundamental operational goals presented above, i. e., reducing KPD response time and improving crime clearance rates.
- Specific uniformed service and investigative recommendations of this report are presented in a succeeding section of this chapter.
- On a more general basis, though, the new Chief of Police and his key subordinates should take steps to correct two major Department-wide deficiencies noted in the preceding chapter.
- First, the Chief and the two Deputy Chiefs should take steps to reduce (though not completely eliminate) imbalances between workload peaks and KPD vacation schedules.
- Second, these three commanders should direct the preparation of carefully defined contingency plans to govern response to incidents requiring major police response.
 - These plans should be developed by the Planning, Research and Training Section, subject to review and approval by the Deputy Chiefs and, in particular, by the shift personnel likely to be required to execute them while holding watch commander responsibilities.



PATROL
OPERATIONS

General Recommendations

- The field strength and visibility of KPD uniformed patrol operations should be substantially upgraded.
- Exhibit V-3 (which reflects several subsequent proposals) indicates the overall pattern of field patrol deployment which should be adhered to in the near term.
 - It should be carefully noted that this deployment pattern is readily attainable, and has been developed based on the proposed organization structure and the actual Kenosha Police Department personnel availability rates and staffing ratios as presented in the preceding chapter.
 - Therefore, despite the proposed reduction in the number of personnel classified as "patrolmen," the actual on-duty patrol force assigned to duty in Kenosha would effectively increase.
 - The average number of patrol units fielded daily would increase from the present level of 35 to approximately 41, for an increase in field coverage of some 17 per cent.
- Concurrently, the degree of specialization currently evident in KPD patrol operations should be sharply reduced.
 - Regularly designated foot beats, accident investigation units, motorcycle officer concentration in City parks, and the like, should be phased out as full-time assignments.
 - Instead, such assignments should be made periodically, based on actual indices of police operational requirements.
 - Patrol shift commanders should be given latitude to adjust their "tactical mix" to concentrate on particular trouble spots; however, first priority should be given to maintaining adequately staffed general patrol and supervisory zones as proposed below.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

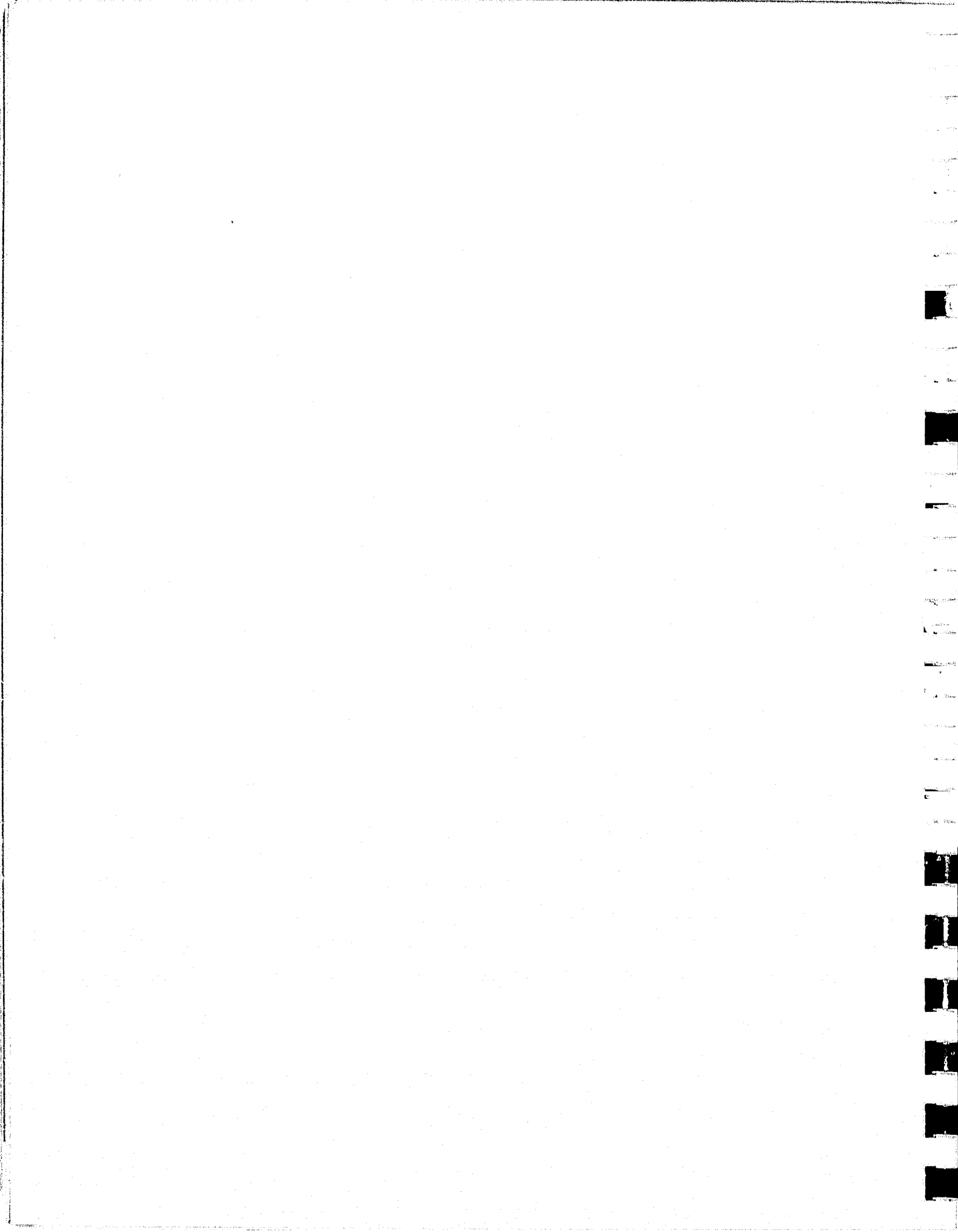
PROPOSED PATROL DEPLOYMENT, BY HOUR AND SHIFT

<u>Personnel</u>	<u>Number Deployed</u>							
	<u>1st Hour Of Shift</u>	<u>2nd Hour Of Shift</u>	<u>3rd Hour Of Shift</u>	<u>4th Hour Of Shift</u>	<u>5th Hour Of Shift</u>	<u>6th Hour Of Shift</u>	<u>7th Hour Of Shift</u>	<u>8th Hour Of Shift</u>
	<u>A - First Shift</u> (6:00 a.m. - 2:00 p.m.)							
Commanders	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25
Supervisors	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
One-Man Patrol (a)	8.00	8.00	8.00	8.00	8.00	8.00	8.00	8.00
Two-Man Patrol (b)	-	-	-	-	-	-	-	-
Total	10.25	10.25	10.25	10.25	10.25	10.25	10.25	10.25
	<u>B - Second Shift</u> (2:00 p.m. - 10:00 p.m.)							
Commanders	0.25	0.25	0.25	0.25	0.25	0.35	0.35	0.35
Supervisors	2.00	2.00	2.00	2.00	2.00	3.00	3.00	3.00
One-Man Patrol (a)	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00
Two-Man Patrol (b)	-	-	-	-	-	5.00	5.00	5.00
Total	14.25	14.25	14.25	14.25	14.25	20.35	20.35	20.35
	<u>C - Third Shift</u> (10:00 p.m. - 6:00 a.m.)							
Commanders	0.35	0.35	0.35	0.35	0.35	0.25	0.25	0.25
Supervisors	3.00	3.00	3.00	3.00	3.00	2.00	2.00	2.00
One-Man Patrol (a)	8.00	8.00	8.00	8.00	8.00	8.00	8.00	8.00
Two-Man Patrol (b)	5.00	5.00	5.00	5.00	5.00	-	-	-
Total	16.35	16.35	16.35	16.35	16.35	10.25	10.25	10.25
Total Patrol Units Deployed Per Average Day	41.00 (c)							

(a) Includes patrol squads, motorcycle beats, foot beats and K-9 units.

(b) Fourth Shift.

(c) Includes supervisors and command units, based on proposed per cent time requirements.



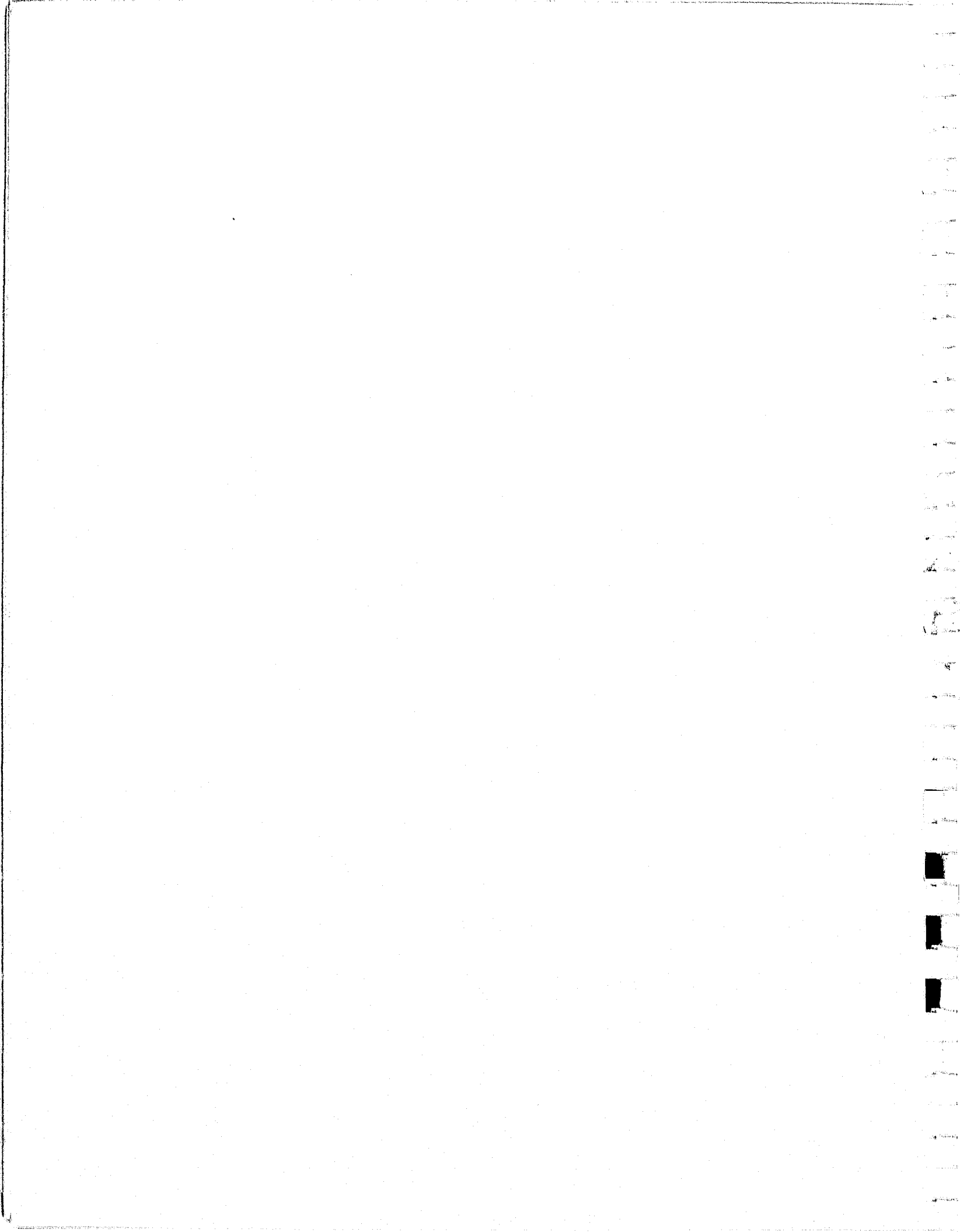
- The proportion of time actually devoted to patrolling and field investigation should rise sharply, reflecting a major management-directed reduction in the large proportion of time now devoted to office and other activities at the headquarters building.

Chronological Deployment And Shift Hours

- Concurrent with augmentation of its strength and establishment of full-time supervision of its officers, the hours of the fourth patrol shift should be revised.
- Reflecting evident patterns of need in Kenosha, fourth-shift hours should be established from 7:00 p.m. to 3:00 a.m.
- Moreover, in order to maintain adequate levels of field coverage at all times, shift change hours for the three regular shifts should be staggered, so that 50 per cent of the field force is on duty at all times; to accomplish this, shift commencement and completion times should be advanced by 30 minutes.
 - For example, at the change from first to second shift, one supervisor and four patrol units should be relieved at 1:30 p.m., with the remainder relieved at 2:00 p.m.
 - In this manner, the force actually assigned to field patrol and call response duty should rarely be reduced below five units - a supervisor and four units.

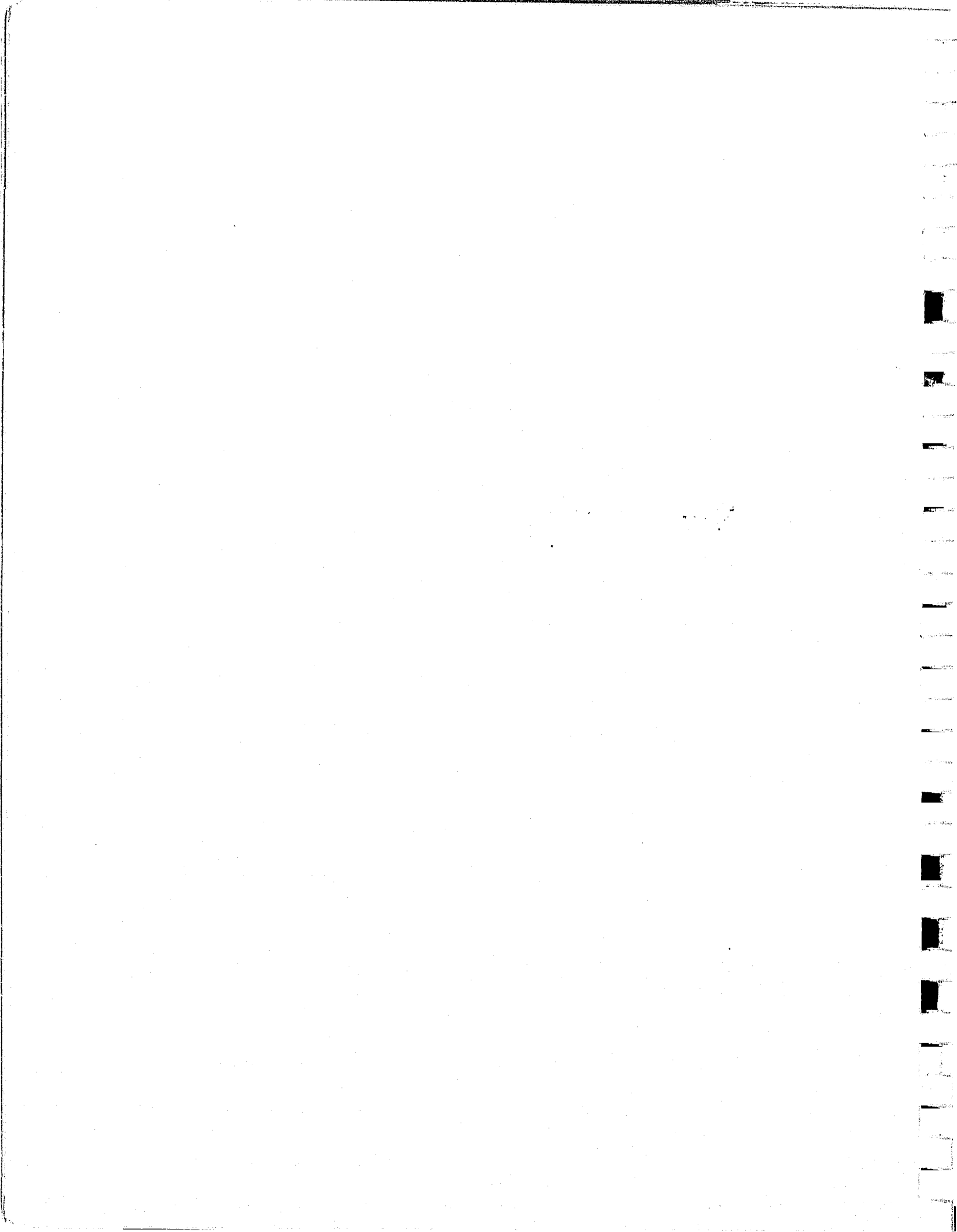
Geographic Deployment

- With the assistance of the Planning, Research and Training Section, the Deputy Chief for the Patrol Division should establish a formal program of patrol and supervisory beat assignments.
 - This program should seek to ensure reasonable balance between zones, in terms of calls for service, crime, and supervisory workload.
- During the interim, the Deputy Chief should implement the following beat zone system, formulated on the basis of crime data reflected in the KPD'd present grid system.

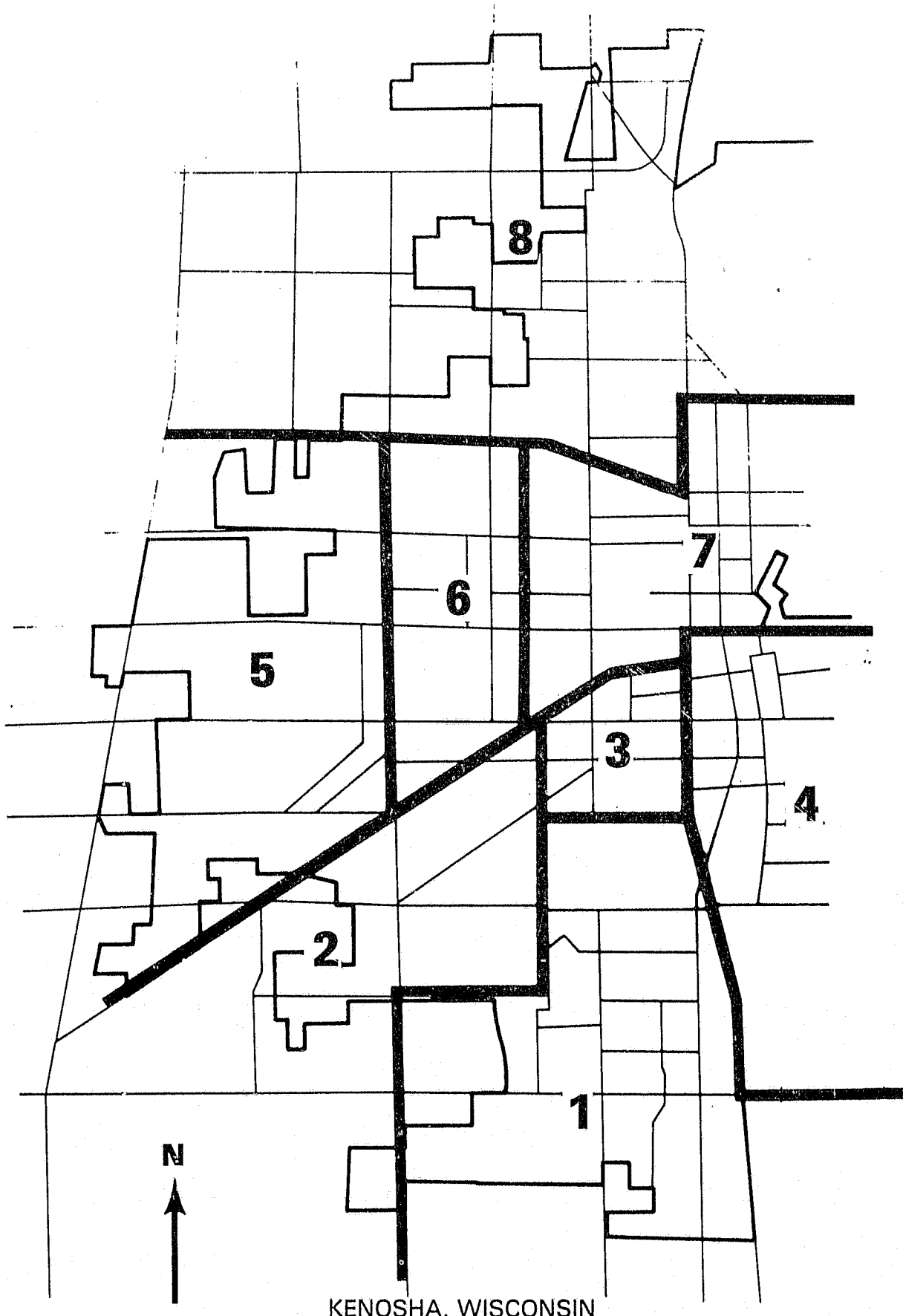


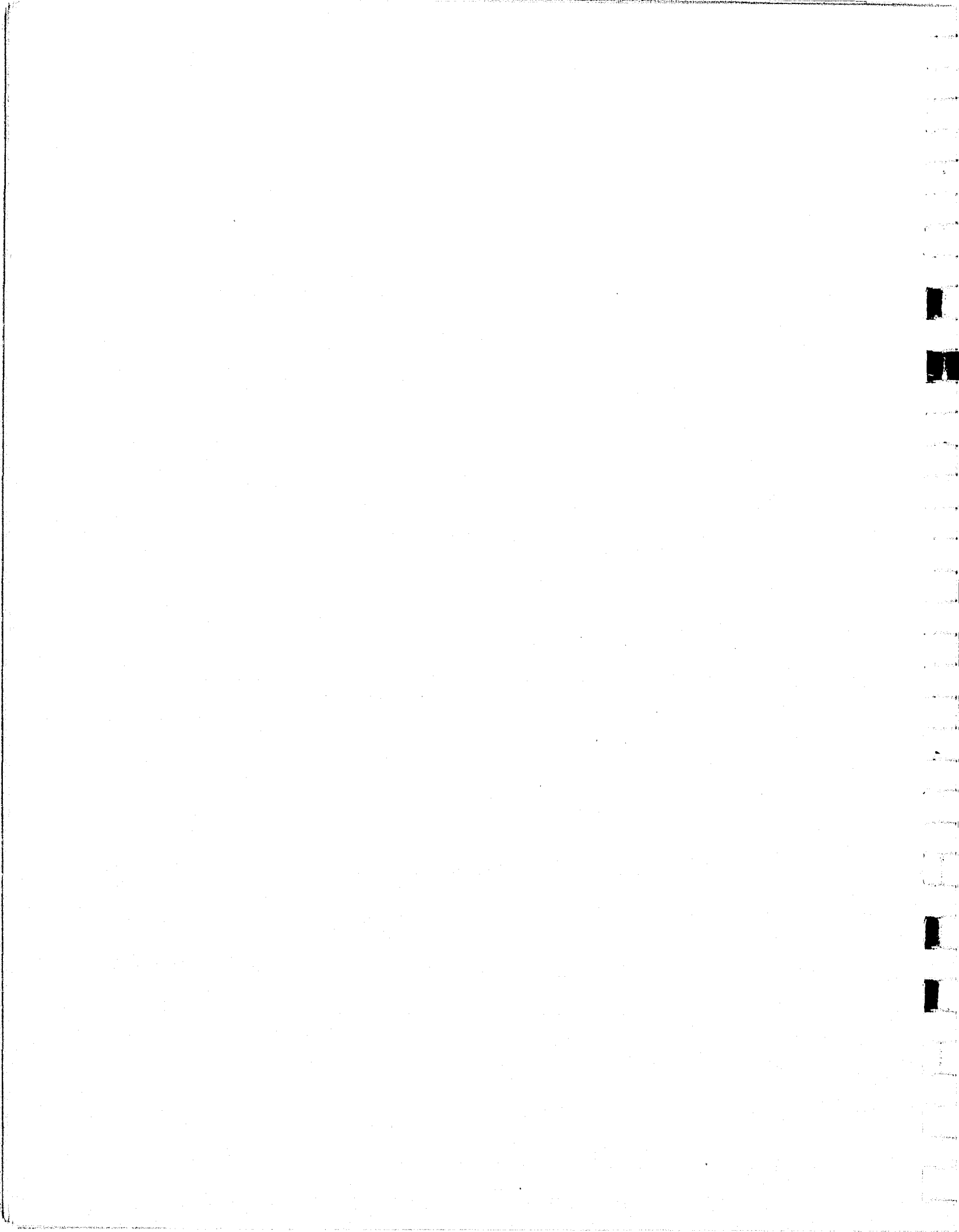
DEPARTMENTAL ADMINISTRATION (Cont'd)

- Eight basic patrol zones, to be manned at all times, should be established as indicated in Exhibit V-4.
 - Officers assigned to these zones should remain in them unless directed otherwise by supervisors or dispatched elsewhere.
- During higher-activity hours, the City should be divided on a north-south basis into supervisory zones "A" and "B," as indicated in Exhibit V-5.
- During the hours when the fourth shift is one duty, the City should be divided into three supervisory zones, with a "C" zone encompassing the downtown area.
- Exhibit V-6 summarizes, by shift, the proposed geographic deployment of patrolmen and supervisors.
- It should be carefully noted that this plan of assignment:
 - Can be implemented within the proposed staff structure and existing KPD personnel availability rates, as previously indicated
 - Ensures that adequate basic coverage of all zones would be maintained at all times
 - Provides tactical flexibility to watch commanders in the form of multiple coverage of high-activity zones, and the designation of special-assignment units at peak-activity hours.
 - o These units could be assigned on an intermittent basis to foot beats, concentrated coverage of trouble spots, stake-out duties, and the like, as deemed suitable by patrol commanders.
- Under this plan, patrol officers should respond immediately to any assigned calls within or outside their zone.
 - Field supervisors should be alert to identify officer reluctance to accept certain types of calls or those occurring near the end of a shift, and propose firm disciplinary action, if necessary, to correct previous deficiencies.

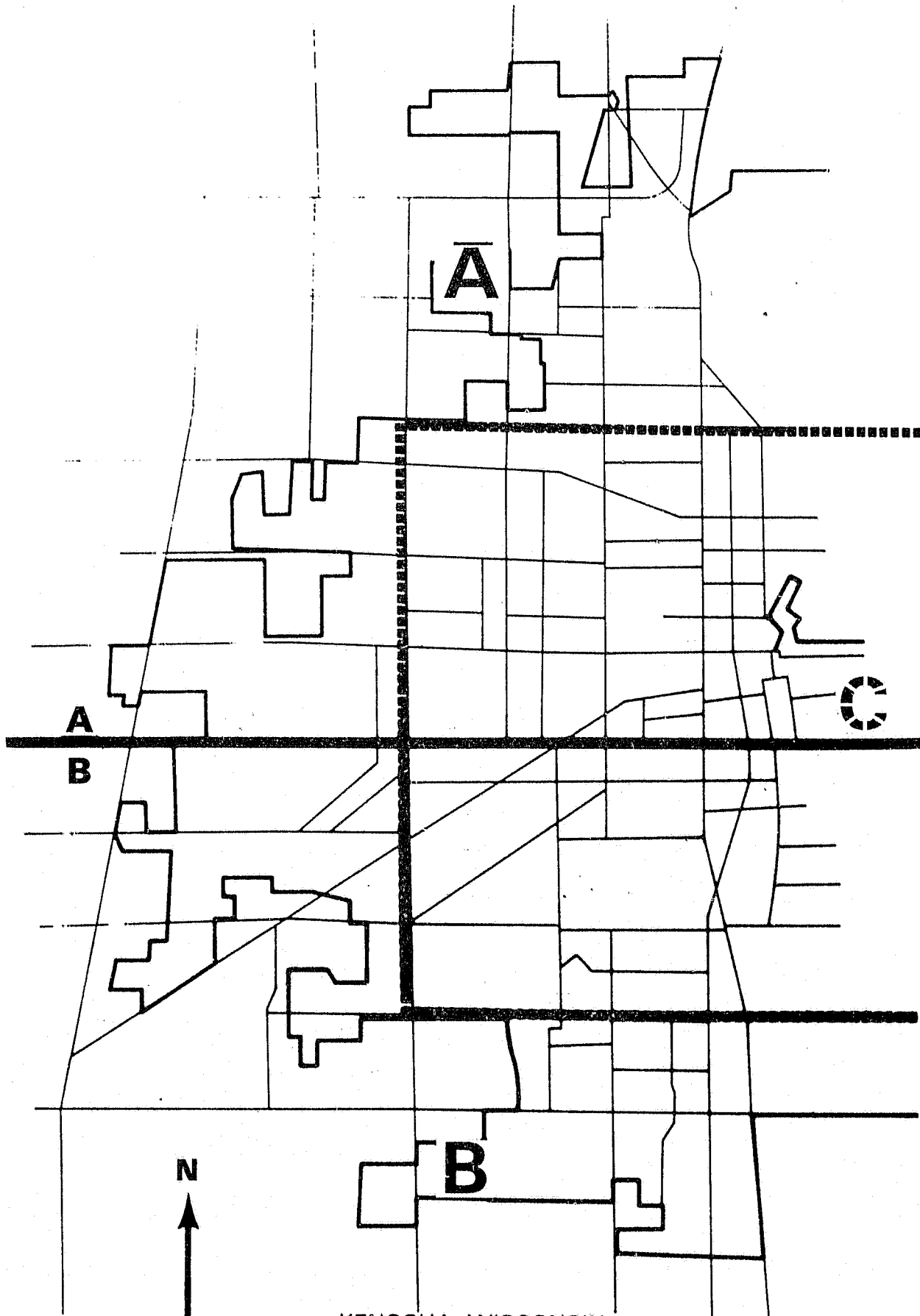


KENOSHA POLICE DEPARTMENT
PROPOSED INTERIM PATROL ZONES

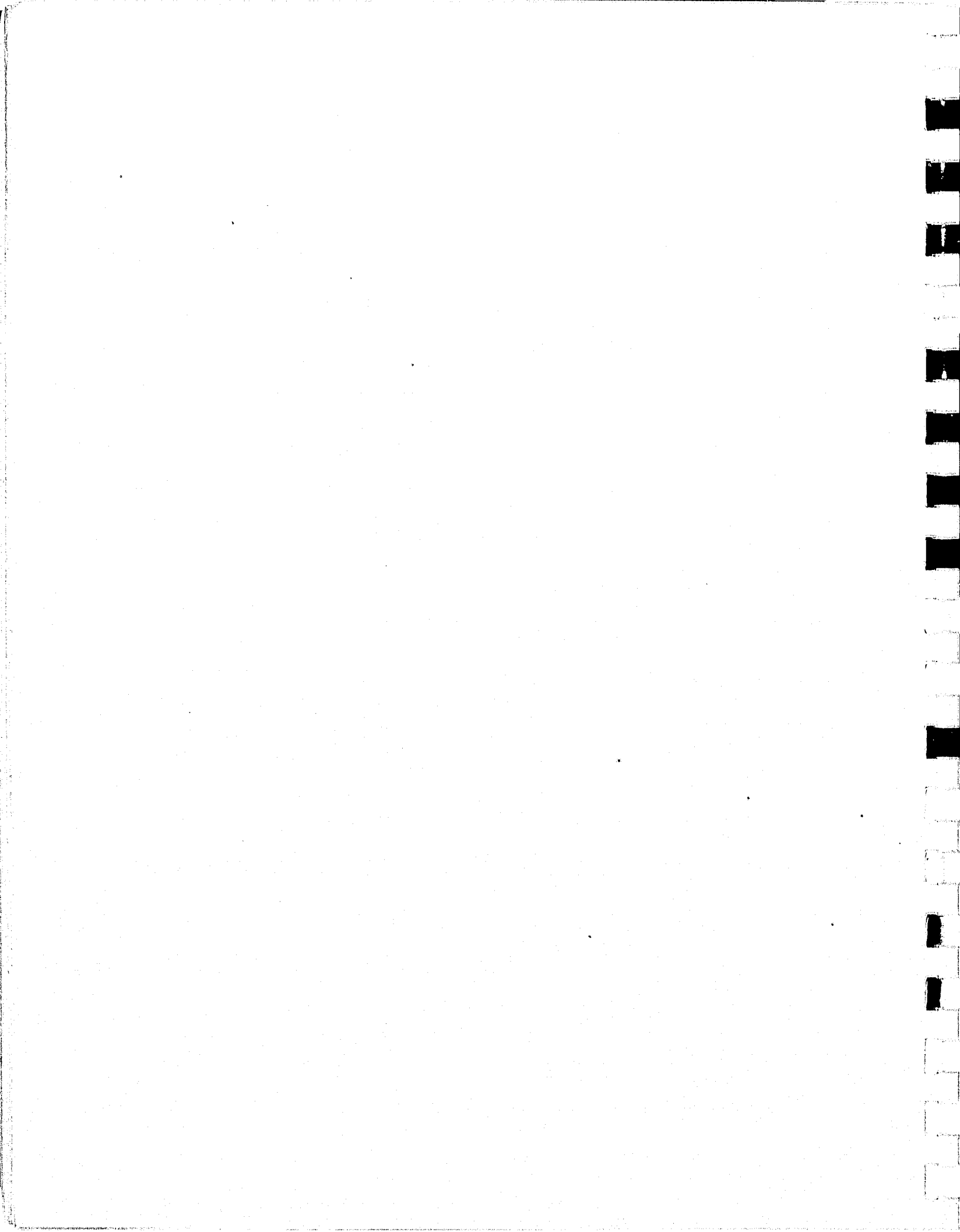




KENOSHA POLICE DEPARTMENT
PROPOSED SUPERVISORY ZONES



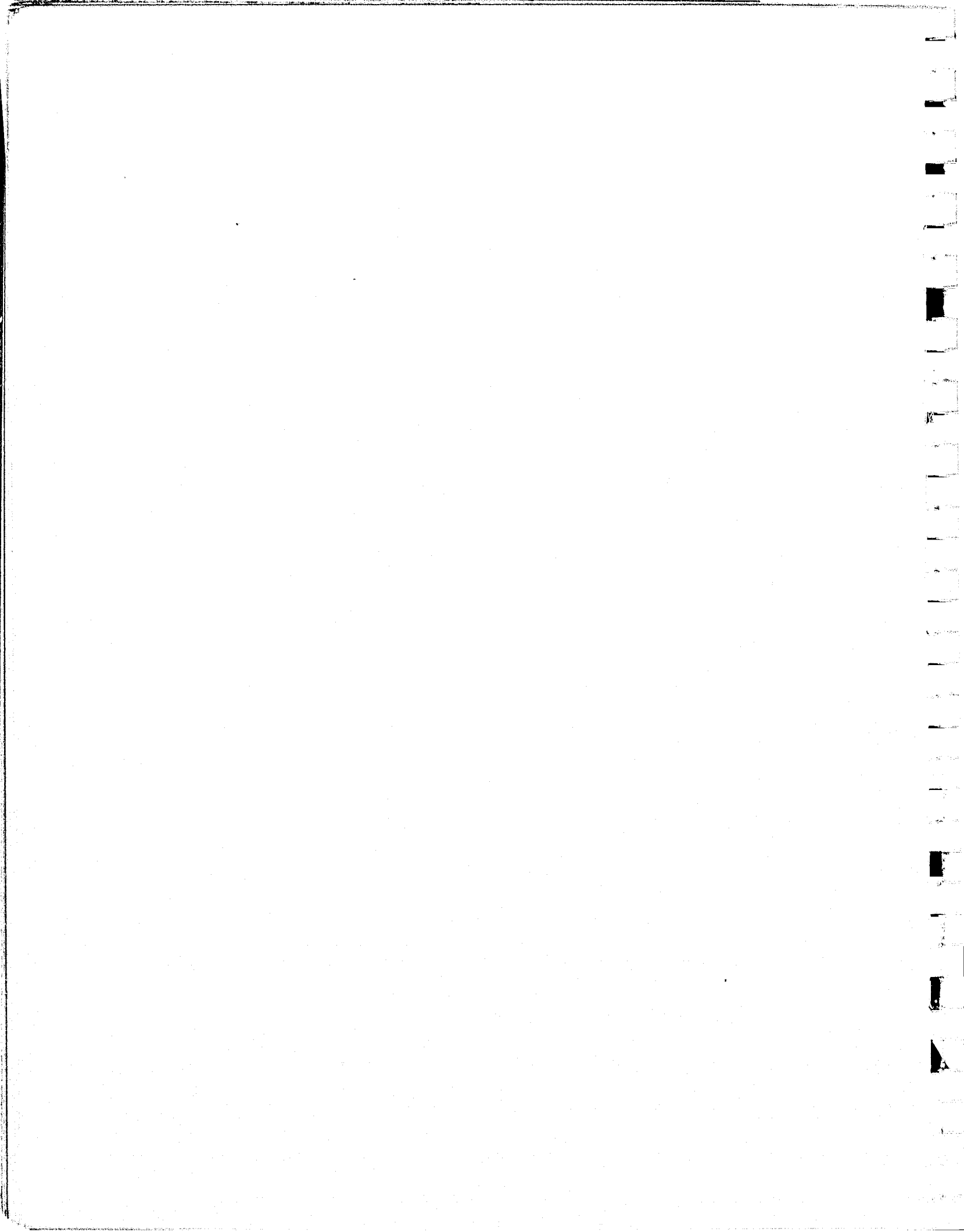
KENOSHA, WISCONSIN



KENOSHA, WISCONSIN
POLICE DEPARTMENT

PROPOSED ZONE ASSIGNMENTS

<u>Zone</u>	<u>Number Of Assignments</u>			
	<u>First Shift</u>	<u>Second Shift</u>	<u>Third Shift</u>	<u>Fourth Shift</u>
Patrol				
1	1	1	1	-
2	1	1	1	1
3	1	2	1	1
4	1	2	1	1
5	1	1	1	-
6	1	1	1	-
7	1	2	1	-
8	1	1	1	1
Cover / Special Assignment	-	<u>1</u>	-	<u>1</u>
Total Squad Cars	8	12	8	5
Supervisory				
A	1	1	1	-
B	1	1	1	-
C	-	-	-	<u>1</u>
Total Supervisory	2	2	2	1

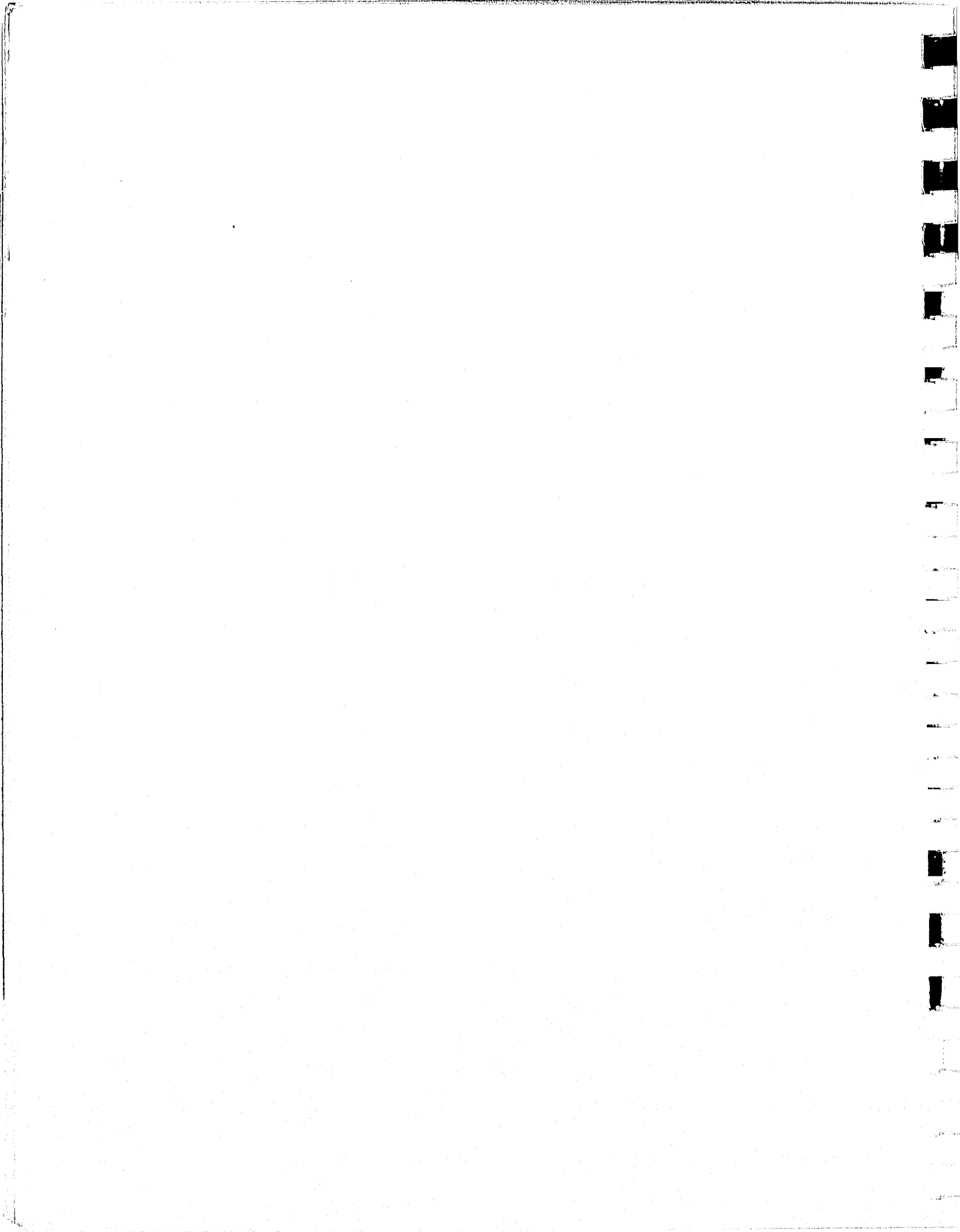


Patrol Officer Role And Responsibilities

- In the future, KPD patrol officers should be developed as accomplished generalists, responsible for all phases of police patrol and traffic enforcement responsibilities in their assigned zones, including service of outstanding warrants.
- In particular, patrolmen should be assigned responsibility for completing preliminary investigations at the scene of most crimes (unless directed otherwise by a supervisor) and for handling calls requiring contact with juveniles.
- Detective and Juvenile units should be called only to the most serious incidents, and only on approval of a field supervisor.

Patrol Configuration

- The basic configuration for the three main shifts should be based on the one-man patrol unit.
- However, the expanded fourth shift, serving at peak crime hours and in high crime-density zones, should be assigned to duty in two-man patrol units.
 - Dispatch procedures should be established to ensure that those units are the first dispatched to serious calls, whenever possible.
- During times when on-duty patrol and supervisory manpower exceeds levels necessary to staff the patrol plan presented in Exhibit V-6, watch commanders should be free to utilize these resources to establish two-man units on the regular shifts, or to assign additional cover cars or make special assignments.
- Reliance on permanent foot beats and motorcycle patrols should be rapidly phased out; as previously noted, use of these patrol configurations should be made selectively by the shift commanders.
- The Department should experiment in densely populated or commercial areas, though, with such techniques as the ride-walk team, under which:

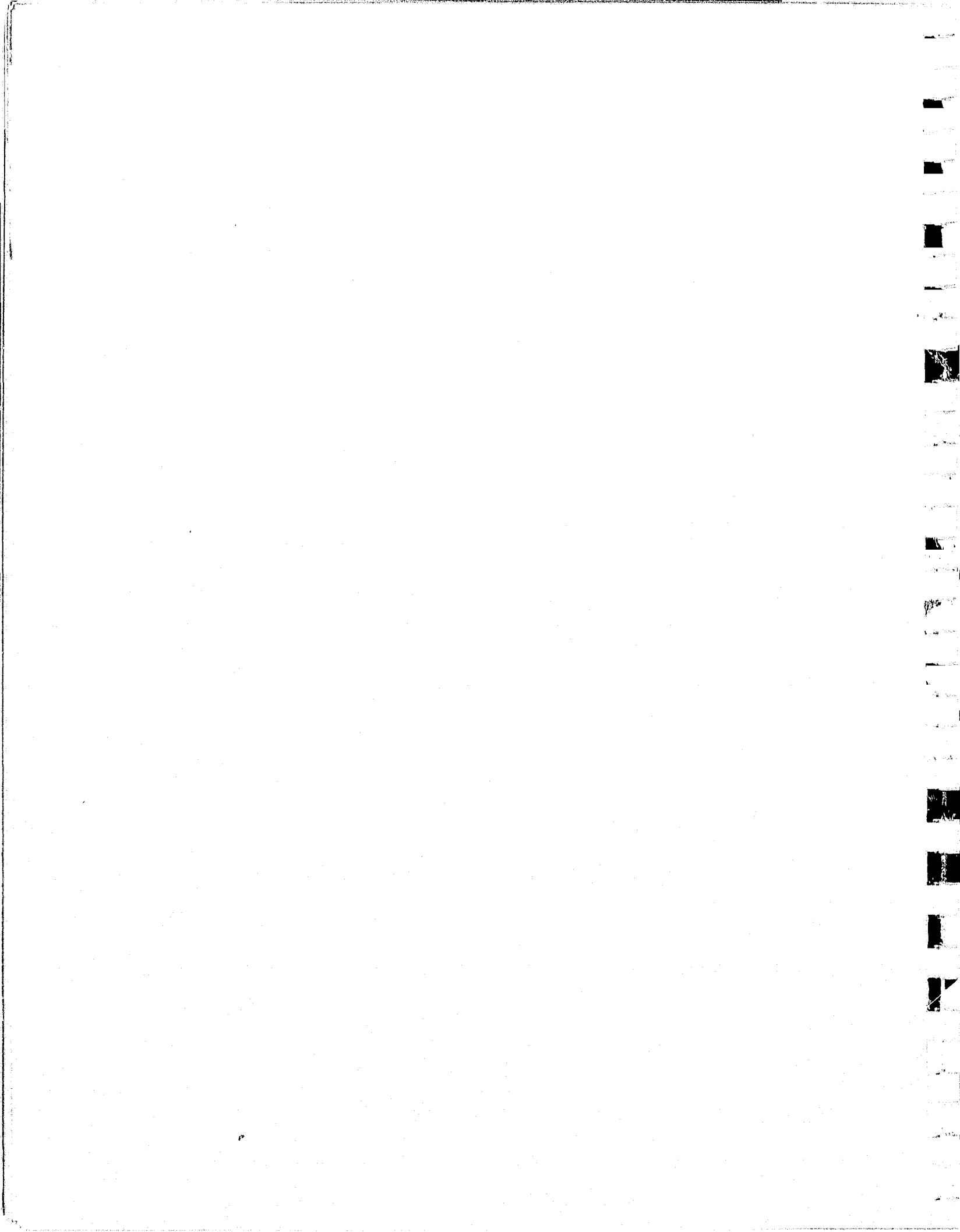


- One officer patrols an area in a car while his partner, equipped with a portable radio, engages in foot patrol of selected areas
- Officers rotate riding and walking responsibilities two or three times per shift.

INVESTIGATIVE OPERATIONS

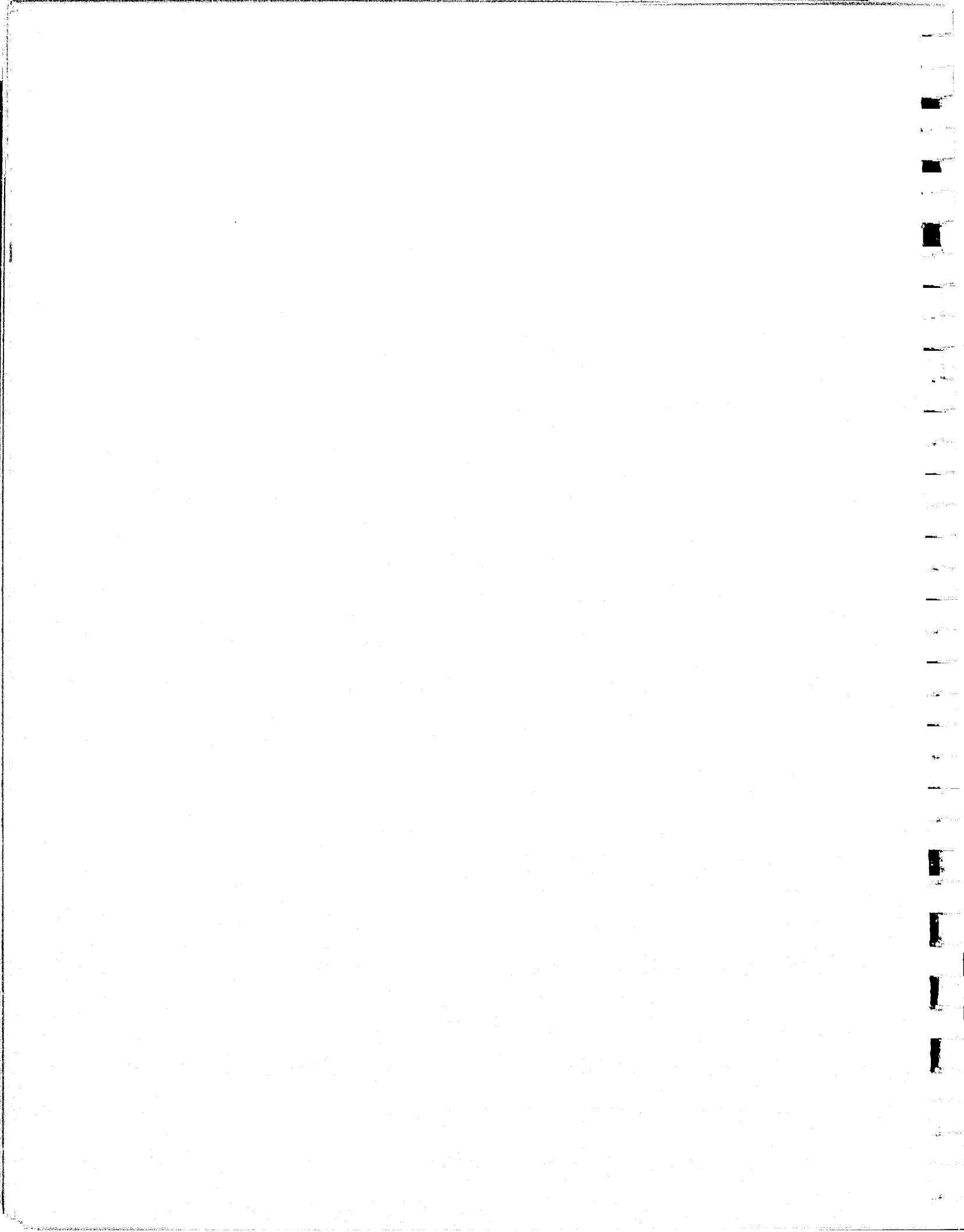
General Recommendations

- A broad range of operational improvements should be instituted by the Deputy Chief of the Investigations Division, especially in KPD Detective Bureau operations.
- The role of the Bureau should be revised.
 - As previously proposed, the need for Bureau response to complete preliminary crime scene investigations should be sharply reduced.
 - The general patrol performed by detectives should be reduced from its current intermittent level to none at all.
 - Detectives should, instead, focus their energies on follow-up investigation of open cases (those not closed by the patrol forces).
- To maximize investigative productivity, important scheduling and workload assignment changes should be undertaken.
- Detectives should generally be assigned to duties during the day shift, when victims, witnesses and others can be more readily contacted.
 - Flexibility in work hours should be authorized; however, no regular detective personnel should be assigned to late evening shifts.
 - If required to respond to a unique situation, detectives should then be called out by the watch commander.



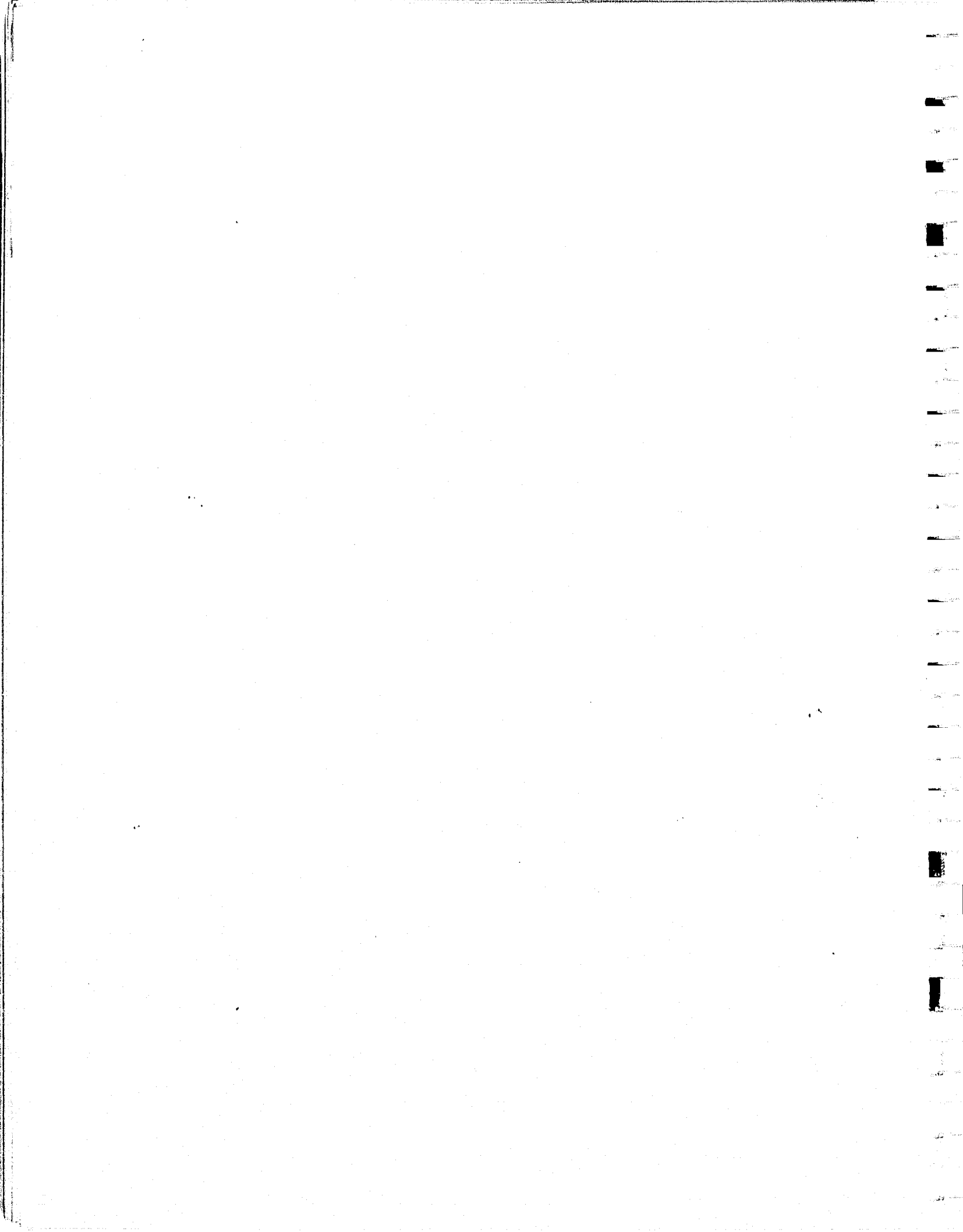
DEPARTMENTAL ADMINISTRATION (Cont'd)

- Cases should be assigned to particular detectives for investigation, and individual case solution performance should be closely monitored.
 - Generally, cases should be pursued by investigators acting individually in the field.
 - In this manner, more cases can be effectively pursued.
 - Teams or pairs of detectives should be assigned only in particularly hazardous situations (such as service of a warrant on a known criminal) or unusually sensitive situations (such as interviews of persons associated with sexual offenses).
 - Therefore, the need for use of detectives in pairs should be minimal in the Crimes Against Property Section, but may be more extensive in the Crimes Against Persons Section.
- As previously proposed, section lieutenants should participate actively in the investigative process.
 - The revised role of the Detective Bureau, and other improvements suggested in this report, should eliminate the need for separate and distinct Detective (as well as Juvenile) dispatching.
- With the assistance of the Planning, Research and Training Section and the Detective and Juvenile Bureau captains, the Deputy Chief should develop and implement a modern case screening, assignment, review and evaluation system for use in both Bureaus; this system should provide for:
 - Thorough screening of incoming cases, to ensure that preliminary field investigation has been properly performed
 - Incomplete cases should be returned to the Patrol Division for corrective action
 - Formal establishment of case priorities, based on overall Department policies, the severity of the crime involved, and the probability of successful investigation, considering previous performance in cases of similar type and circumstance



DEPARTMENTAL ADMINISTRATION (Cont'd)

- o For example, highest priority should be afforded to cases in which specific leads exist, such as physical evidence or knowledgeable witnesses
- Provision for very limited, telephone follow-up of cases without leads, in which routine investigative techniques are unlikely to prove successful (for example, thefts of citizens band radios and similar gear from parked cars) and in which the principal value of follow-up is to gain information for a crime patterns analysis system that may eventually lead the Department to the perpetrators
- Review of case progress and termination of effort after fixed periods of time, varying by type of case, unless a successful conclusion is imminent
 - o This should be accomplished through biweekly review of the status of each investigator's caseload by the lieutenants commanding the Crimes Against Persons and Crimes Against Property sections
- Notification of the originating patrol officer, of the investigator to whom the case is assigned, and eventual disposition, through use of a status card form indicating:
 - o The name of the complainant
 - o The date and nature of the offense
 - o The investigator assigned
 - o The disposition of the case, whether by arrest, exceptional clearance, or unsuccessful termination of the investigation
- Compilation of detailed Bureau and Section performance reports, focusing on the trend of Departmental investigative clearance rates, by type of offense
 - o These reports, also indicating the results of Patrol Division preliminary investigations, should be used to gauge investigative performance against past KPD experience, and comparable State and national data as reported through the Uniform Crime Report system



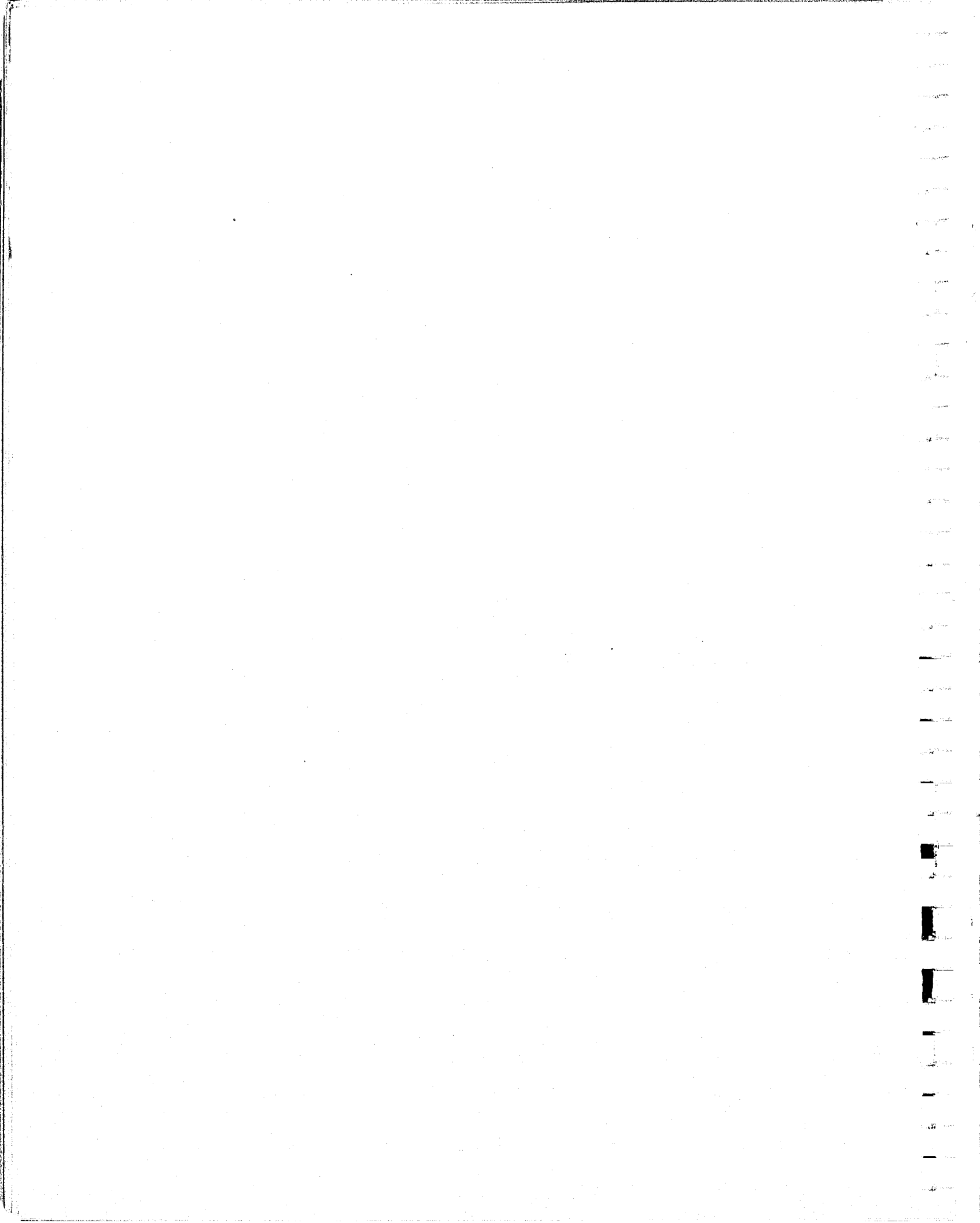
DEPARTMENTAL ADMINISTRATION (Cont'd)

- o This would provide a sound basis for assessing progress toward the goal of increased clearance rates, as well as a means for isolating areas in which particular evidence exists of the need for further improvement or changes in management approach.
- Under the direction of the Deputy Chief and the Captain of the Detective Bureau, the lieutenant commanding the Special Operations Section should seek to further strengthen currently sound working relationships with other departments in the field of narcotics enforcement.
 - In particular, he should explore the feasibility of, and interest of other police forces in, establishing a Metropolitan Enforcement Group (MEG) to provide concentrated enforcement effort in the southeastern Wisconsin area.
- The proposed Community Affairs Section lieutenant in the Juvenile Bureau should, as previously proposed, undertake an intensified program to develop contacts in, and coordinate efforts with, local school administrators, and with such closely aligned groups as PTAs.
 - In this effort he should enlist the participation of Patrol Division field patrolmen and supervisors assigned to school zones as well, to promote greater public comprehension of police activities in these areas, and to stimulate more effective communication between the police and the citizens of Kenosha.
- The lieutenant should also represent the Department's interest in stimulating improvement of juvenile rehabilitation and detention services in the greater Kenosha area.

PERSONNEL
MANAGEMENT

Role Of The Police And Fire Commission

- The Police and Fire Commission should adopt a more positive and aggressive stance in monitoring the personnel practices of the KPD.

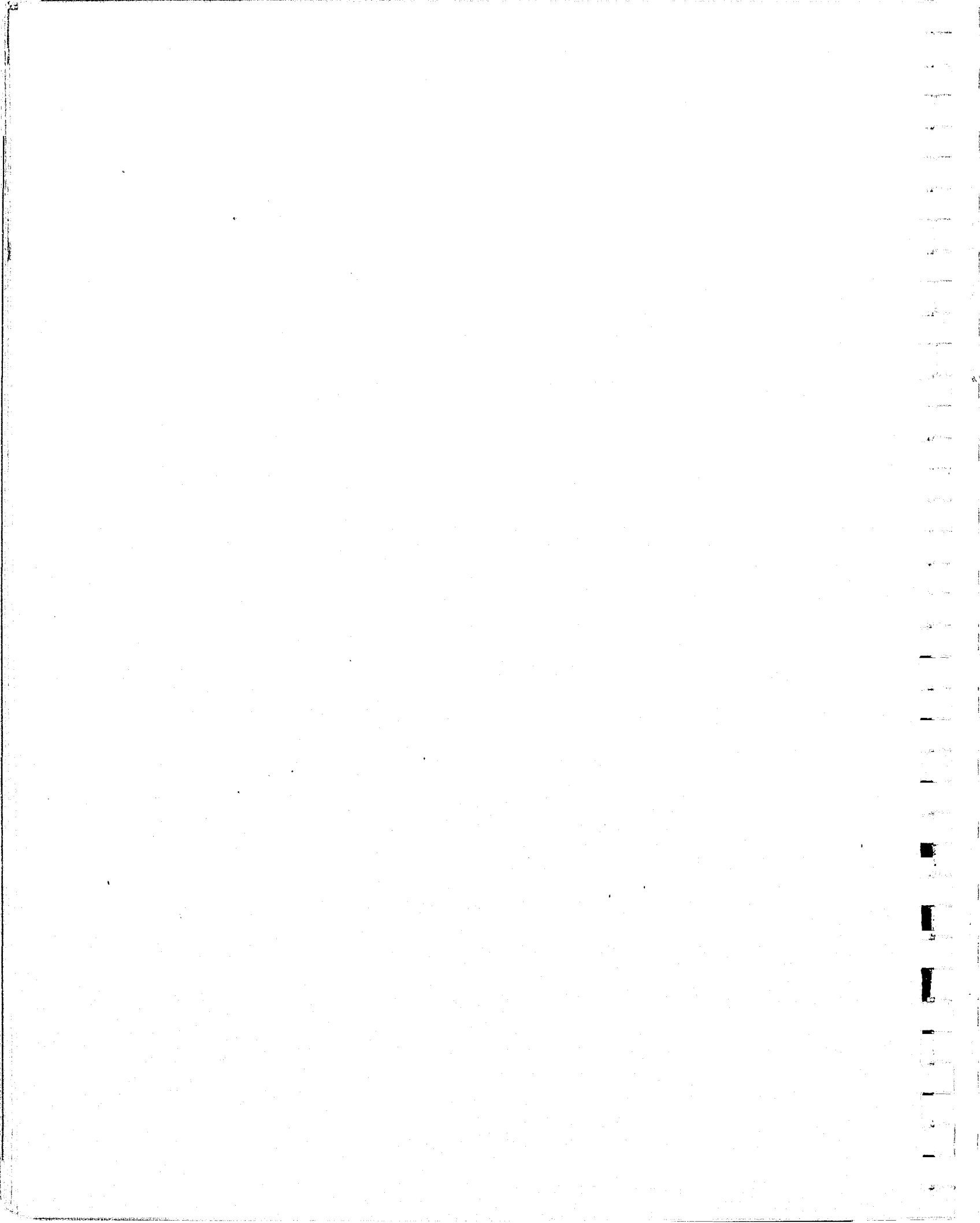


DEPARTMENTAL ADMINISTRATION (Cont'd)

- After recruiting and selecting a new Chief of Police, the Commission should join with the Chief in implementing numerous improvements in personnel systems and procedures, as outlined below.
- Supplementing these efforts, the Commission should:
 - Request the State to provide more explicit guidance and assistance to Commission members (through, for example, issuance of detailed operating manuals and the provision of training courses for Commission members)
 - Such assistance might be supported through LEAA grants to a State or regional agency, as has been done in at least one neighboring state
 - Request funds from the City in succeeding fiscal years to employ independent legal counsel for the Board.

Labor Negotiations

- The new Chief of Police should represent the interests of the Department by actively participating in all labor negotiations affecting the Kenosha Police Department.
- He should play a leading role in providing technical guidance in these negotiations, and in assessing the management implications of proposals set forth during the bargaining process.
- In consultation with his staff, he should also develop Department-sponsored proposals to set forth during negotiations, when these would improve the effectiveness and productivity of the KPD.
 - For example, he should seek to enlist the support of the KPPA in implementing the recommendations of this report designed to improve the overall effectiveness and stature of the Department.
- In a related matter, the Chief and the City should adopt a positive strategy in reacting to the recent arbitration decision regarding the makeup of the KPD's bargaining unit.



DEPARTMENTAL ADMINISTRATION (Cont'd)

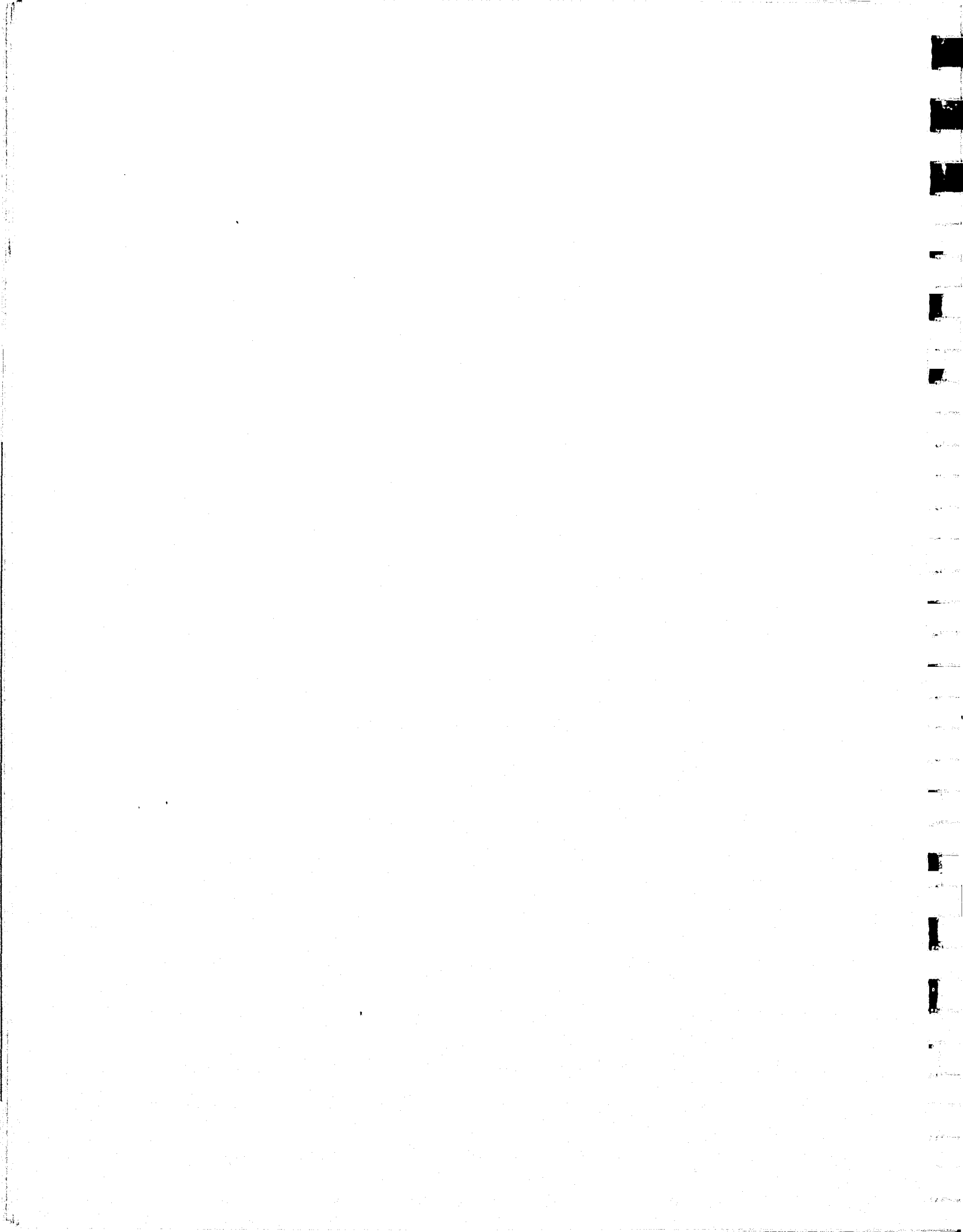
- First, the Department's lieutenants and captains should be more effectively integrated into the KPD management team.
 - o These officers should be expected to perform duties as required on a salary basis.
 - o They should be included in the consideration of all policy development.
- Second, they should be compensated more equitably for their responsibilities, as further outlined below.

Recruitment And Selection

- The Police and Fire Commission should immediately institute the use of psychological screening tests in the examination of applicants.
 - Results of these tests should be advisory to the Commission, on a pass/fail basis.
- For the present, the Commission should continue to use the "rule of all" in establishing eligibility tests.
- However, the Commission should closely monitor cases now before the United States Supreme Court which challenge such deviations from traditional merit principles - the outcome of which may have a profound effect on law enforcement personnel selection systems.

Training

- The new Chief of Police should strive to reestablish a management environment for the Department, in which advanced professional and technical training are recognized, rewarded and encouraged.
- As an initial step in this effort, the Chief should accord high priority to securing intensive management training for Department supervisory personnel.
 - For the foreseeable future at least, two supervisory officers per year should be assigned to a nationally recognized police leadership institution, such as those identified in the preceding chapter.

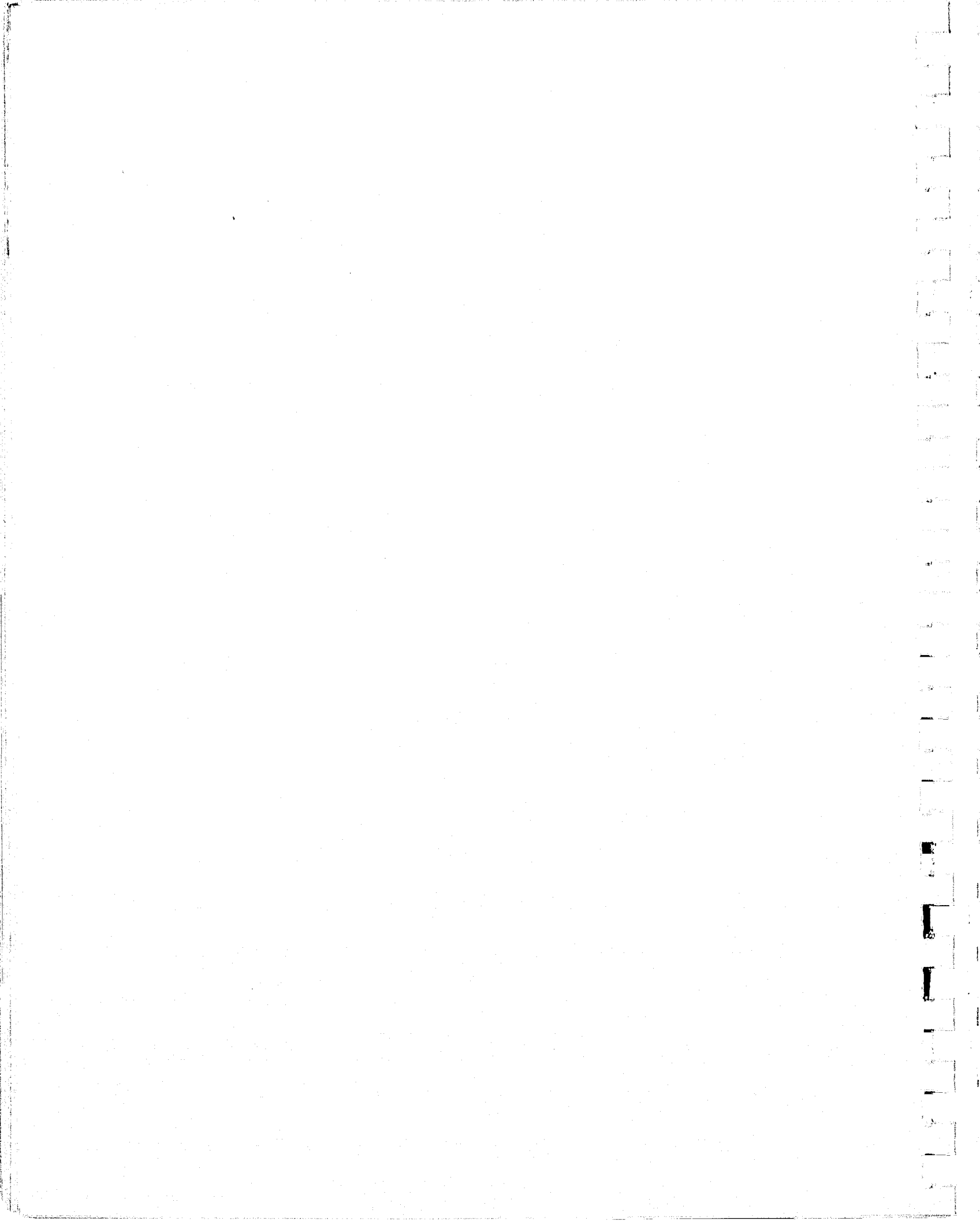


DEPARTMENTAL ADMINISTRATION (Cont'd)

- Arrangements should also be made for all current supervisory personnel to attend a minimum 40-hour leadership training program over the next two years.
- In the future, all newly appointed supervisors should immediately be assigned to an 80-hour supervisory training course, such as those now mandatory in several other states.
- Specialized training should also be afforded to all newly appointed technical or specialist personnel, especially investigators.
- Furthermore, a regular 40-hour in-service training program should be instituted for all KPD personnel, including supervisors as well as patrolmen and investigators.
 - To minimize operational impact, the bulk of such training should be scheduled for off-peak activity months (usually early in the year, as noted elsewhere in this report).
- Finally, an intensive professional training program should be developed and implemented for the proposed complement of civilian dispatchers.
 - Exhibit V-7 on the following pages presents an outline of such a course, adapted from those used elsewhere, to meet the particular needs of Kenosha.

Development, Evaluation And Promotion

- In addition to those outlined above, the Chief of Police should take steps to encourage broader professional development within the organization; in particular, he should:
 - Establish a policy requiring each patrolman to be assigned to at least one of the specialized or investigative arms of the Department during a three-month period of the patrolman's first five years of membership in the KPD.
 - Establish a clear-cut policy of executive rotation, requiring reassignment of lieutenants and captains to different commands at maximum three-year intervals, to broaden their base of experience and better qualify them for eventual succession to the command of the Department.



KENOSHA, WISCONSIN
POLICE DEPARTMENT

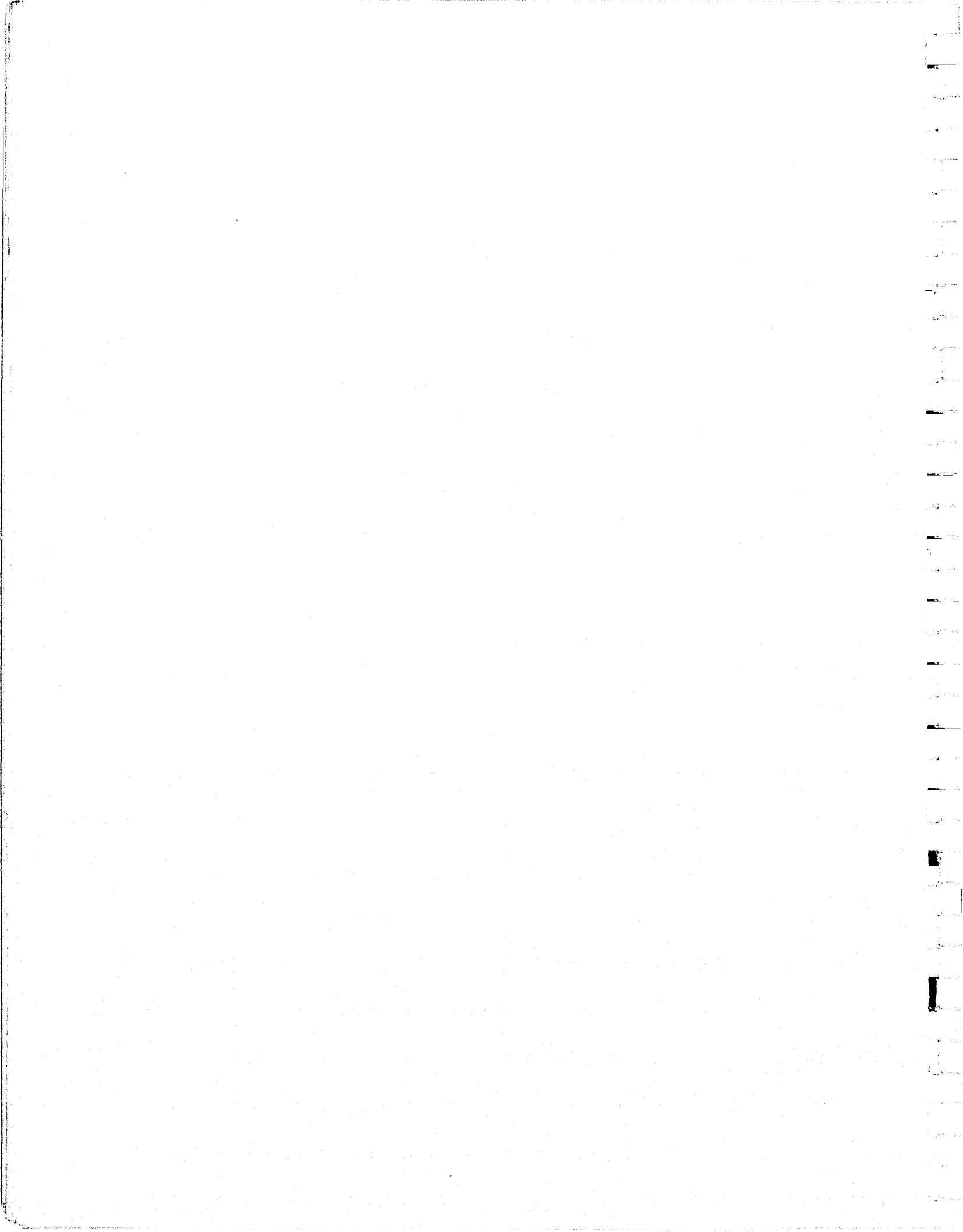
PROPOSED
DISPATCHER TRAINING PROGRAM

GENERAL
PROGRAM

- The recommended program requires 160 hours and consists of classroom training as well as practical application, specifically providing for:
 - Forty (40) hours of basic curriculum
 - Forty (40) hours of dispatch and radio procedure
 - Eighty (80) hours of practical application on the job.

Basic Curriculum

- The purpose of the basic curriculum is to provide dispatchers with general knowledge of police operations, procedures, rules and policies; this training will familiarize them with the policeman's "language," as well as with the environment of police activity.
 - This phase of the training is adopted from the Wisconsin Law Enforcement Basic Training Curriculum for policemen.
 - Program of instruction:
 - o Orientation 1 hour
 - o Wisconsin Law Enforcement Standards Act 1 hour
 - o History and philosophy of law enforcement 1 hour
 - o Wisconsin criminal justice system 1 hour
 - o Jurisdiction and coordination of law enforcement agencies 1 hour



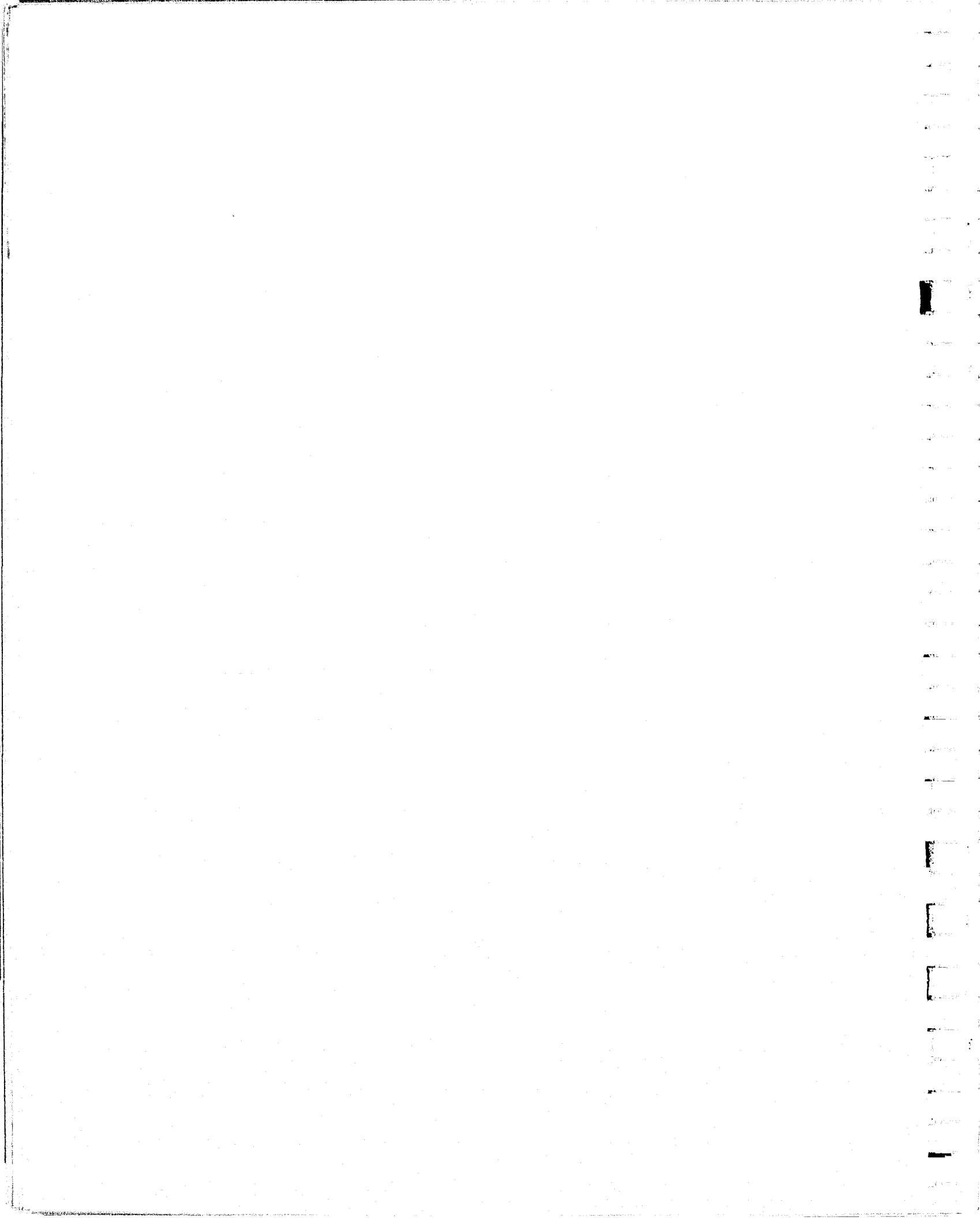
o Human relations	2 hours
o Effective communications	2 hours
o Police public relations	2 hours
o Social agencies services	1 hour
o Children's Code	2 hours
o Statutory authority of sheriffs, chiefs of police and peace officers	1 hour
o State Criminal Code	6 hours
o Relevant sections of Wisconsin Motor Vehicle Code	3 hours
o Uniform traffic citation	2 hours
o Department policies, rules and regulations and local ordinances	<u>14 hours</u>
Total	40 hours

Dispatch And Radio Procedure

- The purpose of dispatch and radio procedure training is to familiarize dispatchers with the techniques of radio operations, logging and management of dispatched assignments.

- Program of instruction:

o Orientation on the radio system used by the KPD	1 hour
o Organization of the KPD, working relation- ships and functions of major elements, and duties of key personnel	1 hour
o Call codes used by the KPD and the Kenosha County Sheriff; practical exercises in their use are a part of this unit of training	4 hours



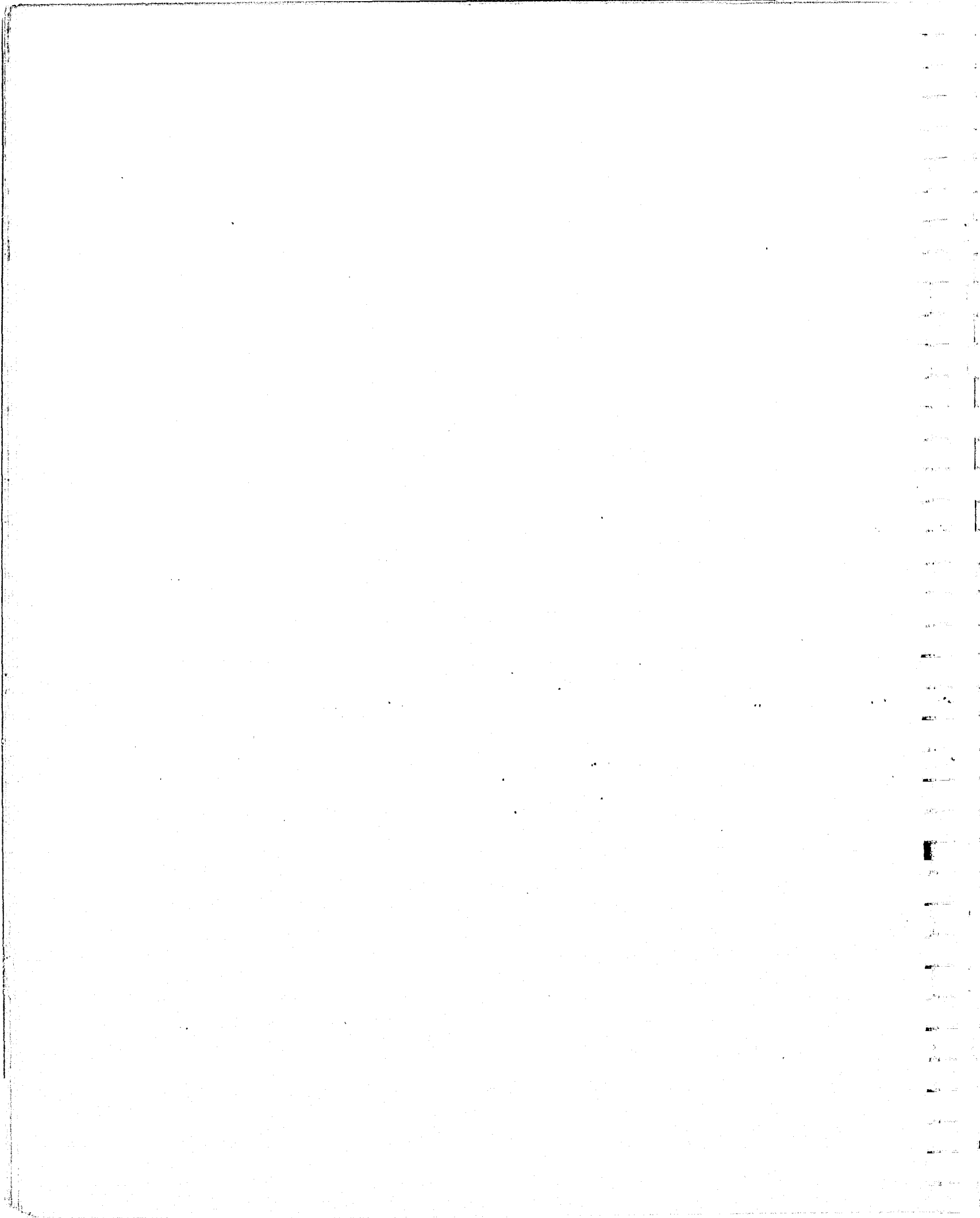
o Radio procedure, including emphasis on voice procedure and call formats; this unit includes the major practical exercise intended to provide extensive radio operation practice	16 hours
o Essential elements of information required for effective response to each type of police call; emphasis on the need for speed and the elimination of unnecessary and time-consuming information is included	6 hours
o Log control techniques for maintaining continuing, positive awareness of the status of the patrol force	2 hours
o Dispatch control of the patrol force, including techniques for the most efficient distribution of call assignments	4 hours
o Summary practical exercise incorporating an artificially high traffic density and call frequency; these exercises will escalate to an operational level well beyond actual anticipated operations	<u>6 hours</u>
Total	40 hours

On-The-Job Training

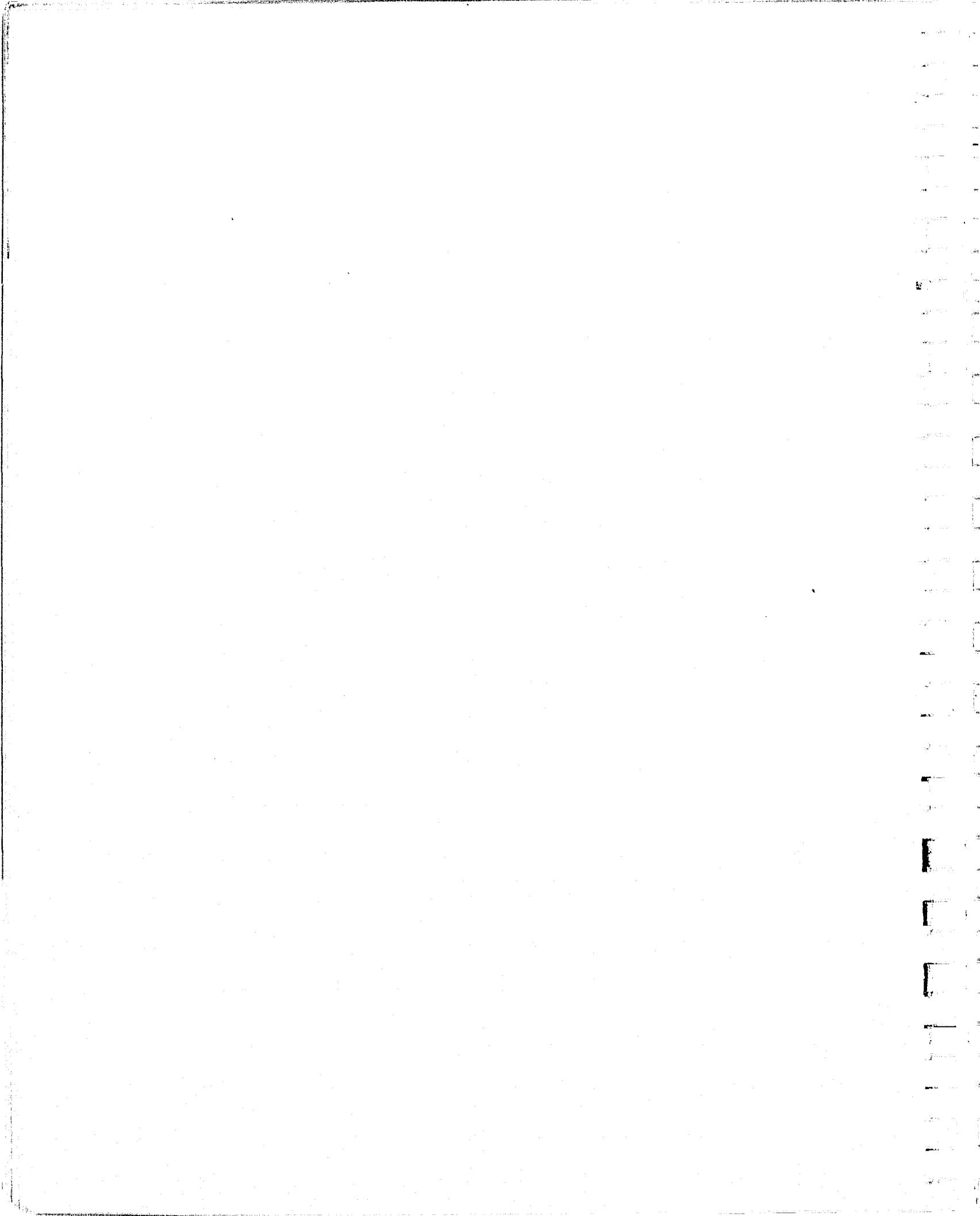
- The two weeks (80 hours) of on-the-job training with one of the current dispatchers is intended to provide each new dispatcher an opportunity to assume dispatch responsibilities gradually, and to provide ample opportunity to cope with varying dispatch problems, and ask questions, without jeopardizing field operations.

SCHEDULING OF TRAINING

- Dispatcher training will normally be conducted for a small number of trainees; this is necessitated by the requirement for extensive on-the-job training.
 - Not more than three trainees (one for each shift) should be scheduled for on-the-job training on any one day.



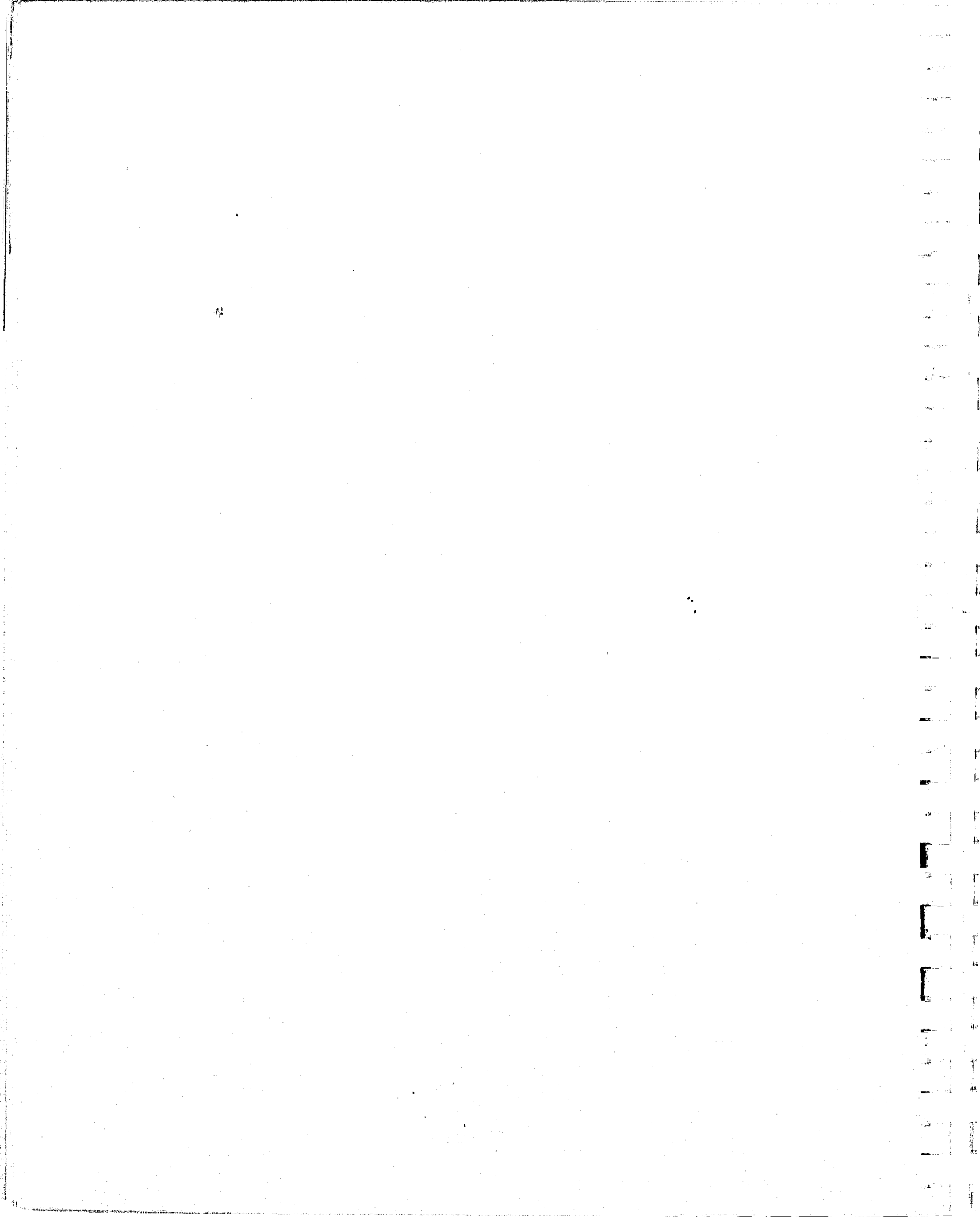
- Initially, the Department should conduct several consecutive programs, with the goal of completing training for all new dispatchers within six months; thereafter, training should be scheduled on an as-required basis.
- New dispatchers should be familiarized with the duties of counter and phone operator personnel early in their assignments, to ensure flexibility in job assignment.
 - Optimally, all personnel assigned to the Communications Section will be dispatcher-trained, and able to perform duties in any of the communications functions.



DEPARTMENTAL ADMINISTRATION (Cont'd)

- The Chief and the Police and Fire Commission should collaborate in installing a formal promotion system for the Department.
- Elements of the promotion process should include:
 - Written examinations pertaining to police leadership and administrative skills
 - The results of the Department's performance evaluation system
 - Oral interviews conducted by the Police and Fire Commission
 - To assist in the conduct of these interviews, the Police and Fire Commission should employ seasoned police executives from outside the Kenosha area, on a part-time, as-needed basis
 - Modest credit for seniority
 - Compilation of lists of eligibles for each permanent higher rank (sergeant, lieutenant and captain)
 - Final selection from the list of eligibles by the Chief of Police, using the "rule of three."
- The Chief and the Police and Fire Commission should establish a formal weighting process for each of the first four elements.
 - Weights to be used in the next few years are suggested below.

<u>Factor</u>	<u>Weight</u>
Written Examination	40 %
Departmental Evaluation	30
Oral Interview	25
Seniority in Grade	5
Total	100%

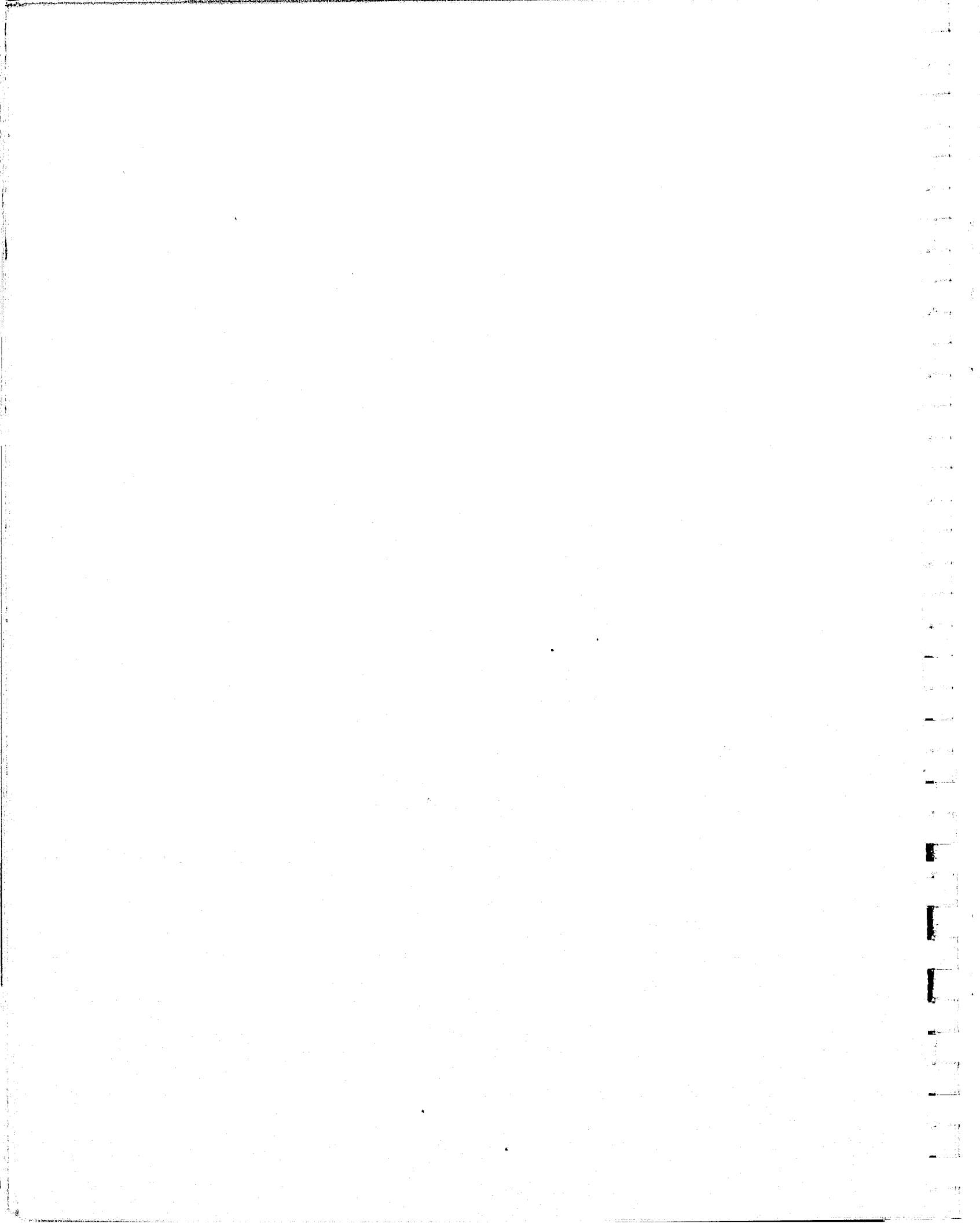


Rank Structure

- The KPD's rank structure should be overhauled.
- In the future, officers assigned to specialized tasks - such as the former Traffic Officer - should be designated as sergeants or other ranks commensurate with the responsibilities of the position.
- Reflecting a major improvement, as well as a departure from past practices, the permanent ranks of detective and investigator should be phased out.
 - Incumbents remaining in the force should continue to hold their rank, or eventually be transferred to the rank of sergeant.
- Henceforth, all operational Detective and Juvenile Bureau personnel should be designated as investigators.
 - However, service as an investigator should be an administrative assignment rather than a permanent rank.
 - Investigators should be assigned, hold their position, and be subject to reassignment solely at the discretion of the Chief of Police.
 - They should, as further proposed below, receive an increment in compensation, but not at a level equivalent to that for sergeants, as is currently the case.
 - Under this concept, the Chief should be free to rotate investigative personnel and, for example, assign younger personnel to such units as the Juvenile Bureau.

Compensation

- Two significant changes in the KPD compensation system should be introduced.
- First, the pay differential between the various ranks should be expanded to the percentages shown in the following table; these should be considered the minimum percentages.



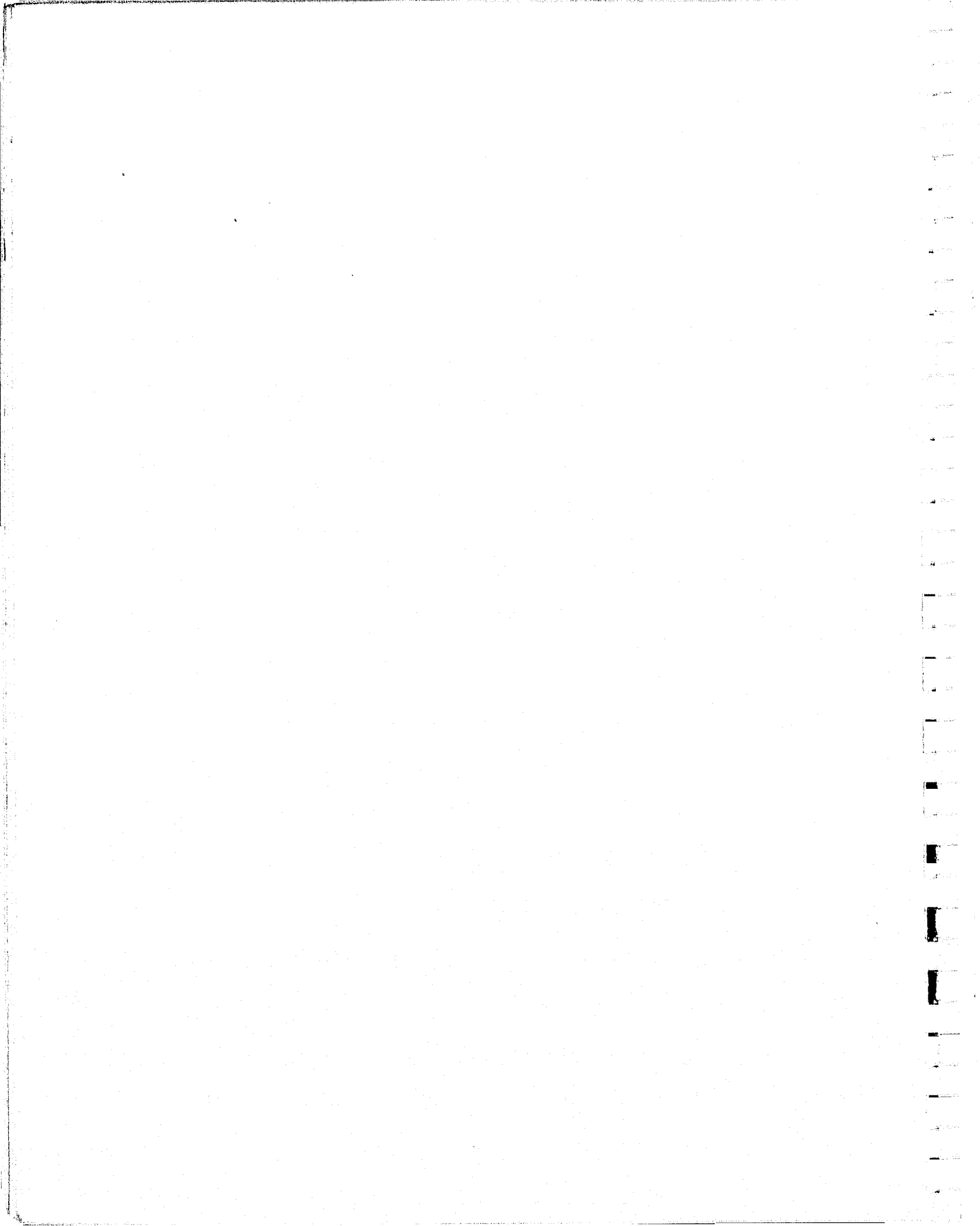
DEPARTMENTAL ADMINISTRATION (Cont'd)

<u>Rank</u>	<u>Increase Over Next Lower Rank</u>
Sergeant	10%
Lieutenant	10
Captain	10
Deputy Chief	15
Chief	20

- The increments needed to achieve this salary schedule should be granted in two years.
 - During the first year (1976), one-half of the increment should be granted, in addition to increases proportional to those negotiated for patrolmen.
 - During the second year (1977), the remaining proportion of the increment should be granted, if the Department has demonstrated tangible evidence of improved management effectiveness and overall operational performance.
- Second, a differential should be established for personnel assigned as detectives and investigators.
 - It is suggested that the present differential of some 7.6 per cent between patrolmen and detectives/investigators be retained.
 - Thus, incentives would be provided for detectives and investigators to seek promotion to the rank of sergeant.

Other Recommendations

- The Chief of Police should direct the Planning, Research and Training Section and the Inspections Section to conduct a special study of patterns of sick leave in the KPD over the past four years and to formulate recommendations for change in current policies and practices, where warranted, to prevent abuse of sick-leave provisions.
- As previously noted, the proposed plan of revitalization of the Department leaves few, if any, "light duty" positions within the KPD staff structure.



- The Chief of Police should, therefore, carefully review the case of any officer who is unable to meet the physical demands of field enforcement work and should take such steps - including referral to disability retirement procedures - as are necessary to ensure that the full complement of KPD officers is able to meet workload requirements.
- Moreover, also as previously proposed, the City should adopt a mandatory retirement age of 55 for Department members, phasing the policy in over a six-month period of 1976.

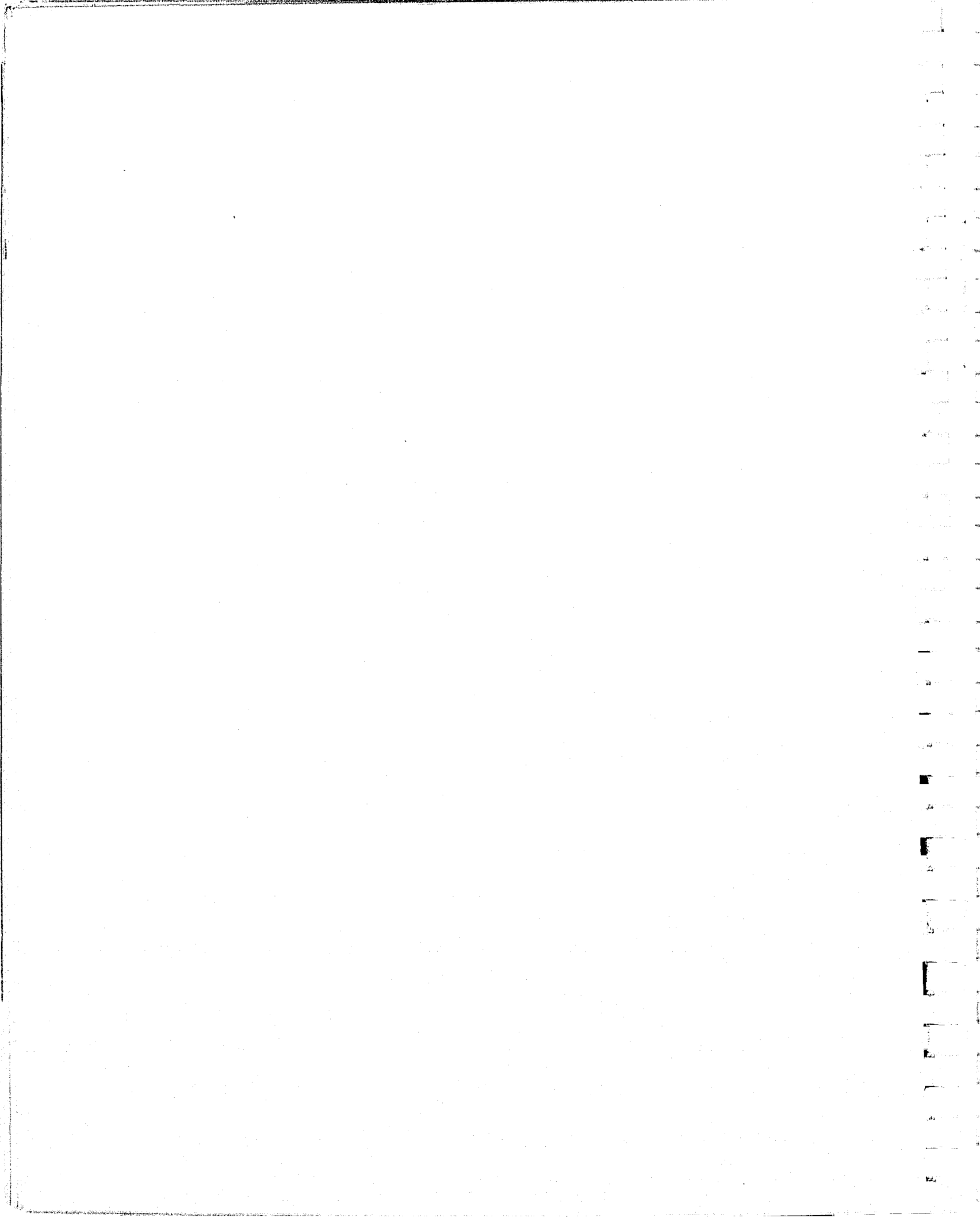
ADMINISTRATIVE,
SUPPORTIVE AND
LOGISTICAL SERVICES

General Recommendations

- During the course of this study, City and Kenosha County officials determined to explore means by which the two jurisdictions could achieve operational improvements or cost savings through consolidated performance of certain ancillary law enforcement services and functions.
- The results of this analysis indicate that such an approach may indeed be highly beneficial, and that some related steps can be taken immediately, with constructive results; others will await the results of a currently planned systems study.
- The following recommendations have been formulated with this potential in mind, but designed to meet the practical operating needs of the KPD in any eventuality.

Dispatch And Counter Operations

- As previously proposed, all dispatch and counter operations should henceforth be performed by well-trained civilian personnel.
- Under the direction of the proposed Communications Section sergeant, these civilian personnel should be phased in to replace current sworn and supervisory personnel over a six-month period.

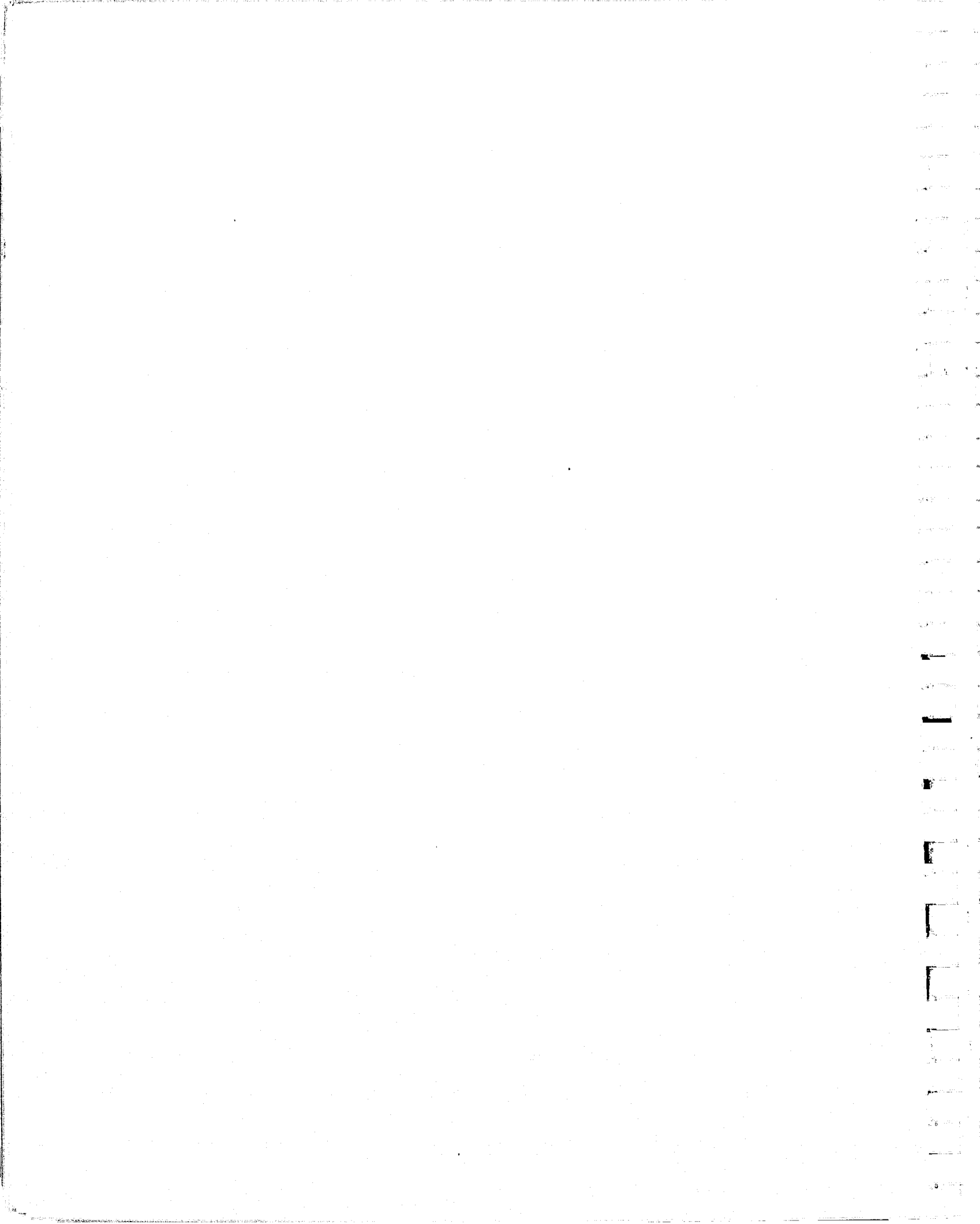


DEPARTMENTAL ADMINISTRATION (Cont'd)

- As other operational recommendations are phased in, the dispatch center should assume responsibility for all call receipt and dispatch functions, including those of the Detective and Juvenile bureaus.
- To meet evident patterns of workload in the KPD, Communications Section personnel should be scheduled for duty as described below.
 - The supervising sergeant should normally work an 8:00 a.m. - to-4:00 p.m. schedule, but should periodically work on weekends and other shifts, to inspect operations at those times.
 - Dispatcher shifts should overlap patrol shifts to further ensure continuity at shift change.
 - Personnel should be assigned to counter, telephone switchboard and complaint receipt, and dispatching responsibilities, as indicated further on.
 - However, all personnel should be cross-trained, and should perform all functions as needed.
 - The following table indicates proposed shift hours, functional assignments, and target on-duty staffing levels for the dispatcher complement.

<u>Assignment</u>	<u>Shift</u>		
	<u>12:01 a.m. - 8:00 a.m.</u>	<u>8:01 a.m. - 4:00 p.m.</u>	<u>4:01 p.m. - 12:00 p.m.</u>
Counter	1	2	1
Telephones	1	2	2
Dispatch	1	1	1

- In order to promote efficient dispatch operations, the Deputy Chief for the Patrol Division and the Captain of the Administration and Support Division should take steps to rigorously enforce orders previously issued by the Inspector to minimize unnecessary police presence in the counter and dispatch area.



DEPARTMENTAL ADMINISTRATION (Cont'd)

Records Administration

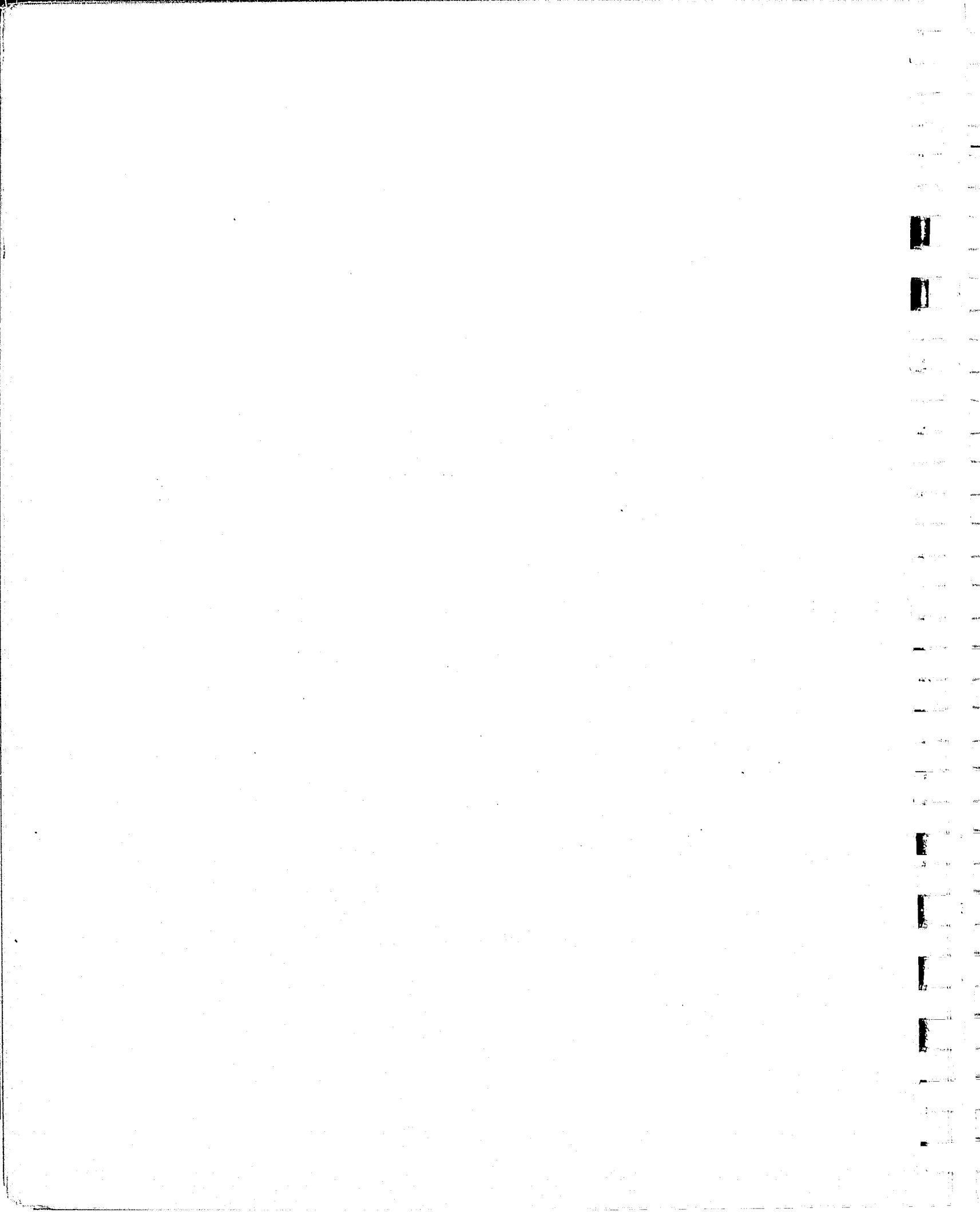
- Under the direction of a new civilian records supervisor, and with a modestly expanded staff, Records Section operation should be expanded to provide 24-hour operation, availability of information to officers in the field, and rapid processing of field reports.
- To further promote operational effectiveness, Communications Section dispatchers and Records Section personnel should gradually be cross-trained.
 - Thus, a minimum of four trained personnel would be on hand at all times in the headquarters building to respond to calls, to dispatch units, and to assist in records processing.
- The workload of the Records Section should also be reduced by the changes in booking procedures outlined below.

Booking

- The Chief of Police should issue a General Order in the near term directing the KPD officers to book their prisoners directly into the County Jail.
- In addition to reducing duplicative paperwork, freeing space in the building and relieving Records Section personnel of matron duties, this change would eliminate the need for a sworn booking officer on each shift, and for sworn officer presence at headquarters to conduct periodic prisoner inspections and to protect civilian personnel against the possibility of prisoner escape.

Technical Services

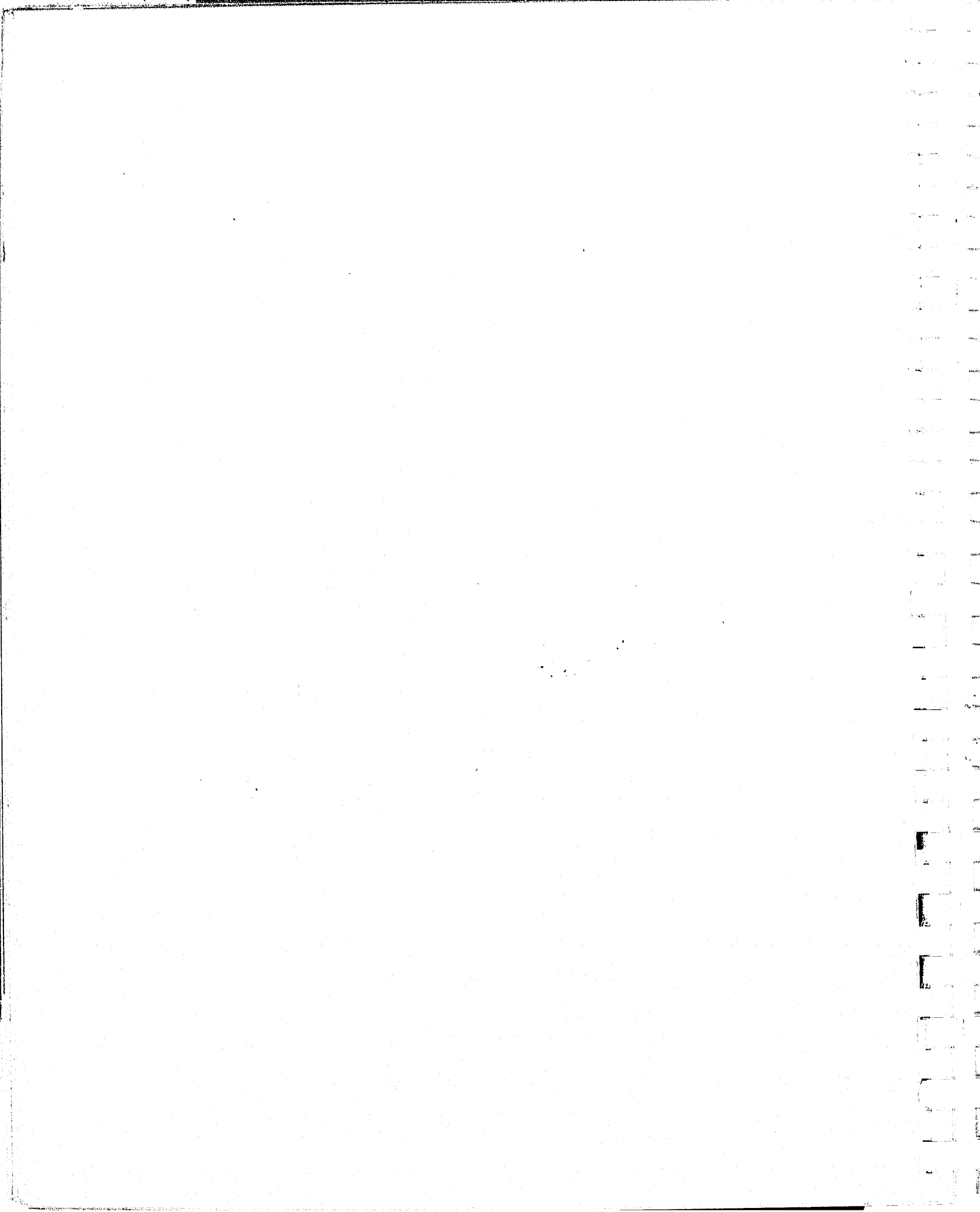
- Under the direction of the Administration and Support Division's captain the lieutenant commanding the Technical Services Section should institute several related operational improvements.
- Reasons underlying the continued breakdown of the Department's polygraph machine should be explored and corrective action taken.



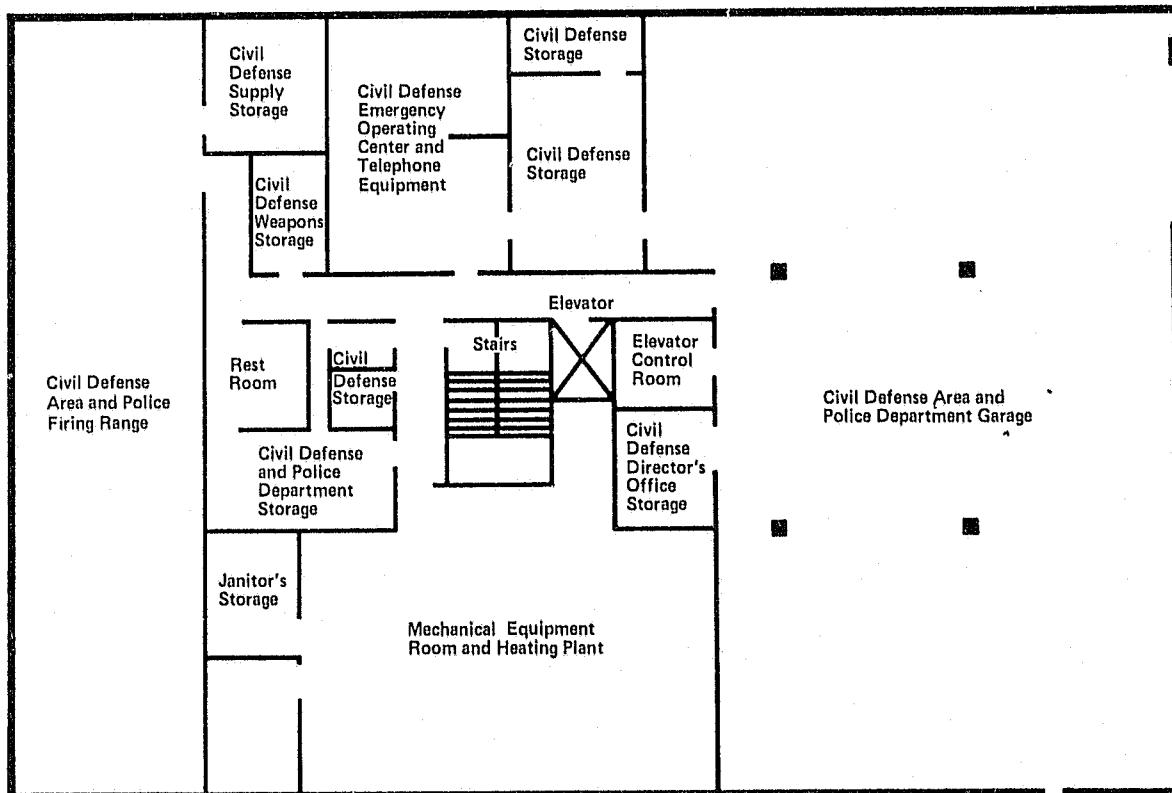
- Polygraph service policies should be changed.
 - Polygraph examinations should be given only to subjects involved in criminal cases under investigation by the Department or by closely aligned law enforcement agencies.
- Early priority should be given to the establishment of a formal evidence custody system to be made mandatory on a Department-wide basis, and implementation of this system by General Order.

Physical Facilities

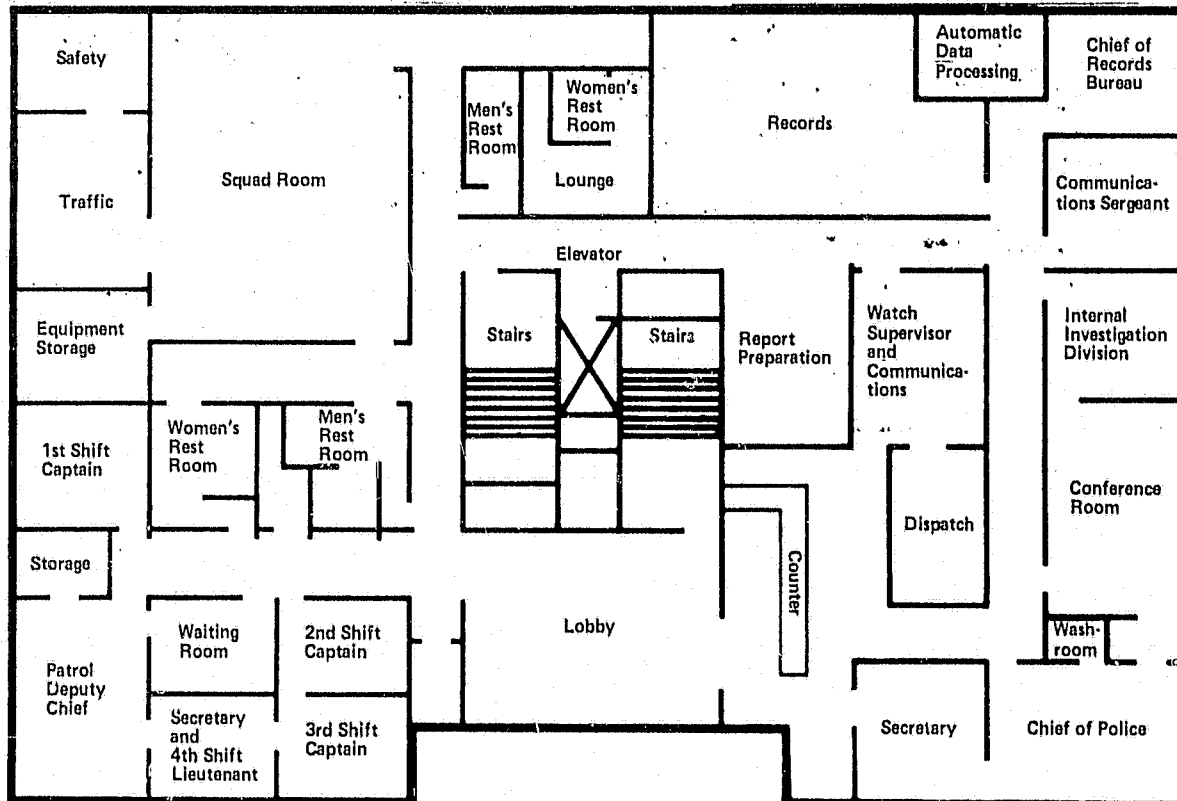
- Plans should be implemented for a reorganization of the police building to consolidate like operations and to provide for the collocation of all subelements of the major divisions and the bureaus.
 - The recommended plan for reorganization is based on agreement by the Kenosha County Sheriff's Department to handle all incarcerations; such concurrence was tentatively given during the course of the study.
 - Future consolidation (if any) of police and Sheriff's Department activities will not be adversely affected by the recommended plan for reorganization of the police building.
 - It is likely, though, that the City will eventually close down its jail and be able to remove the cells from the police building.
 - Therefore, Exhibit V-8 depicts a recommended floor plan with the cells remaining (for interim KPD use), and Exhibit V-9 presents a floor plan designed to more effectively utilize space currently taken up by cells.
- Supplementing revisions in the floor plan, the City should also:
 - Make arrangements for on-duty policemen to park their private vehicles close to the police building
 - Coordinate with the Civil Defense (CD) Office in determining the actual requirements for CD space and the availability of such space for other purposes when not in CD use



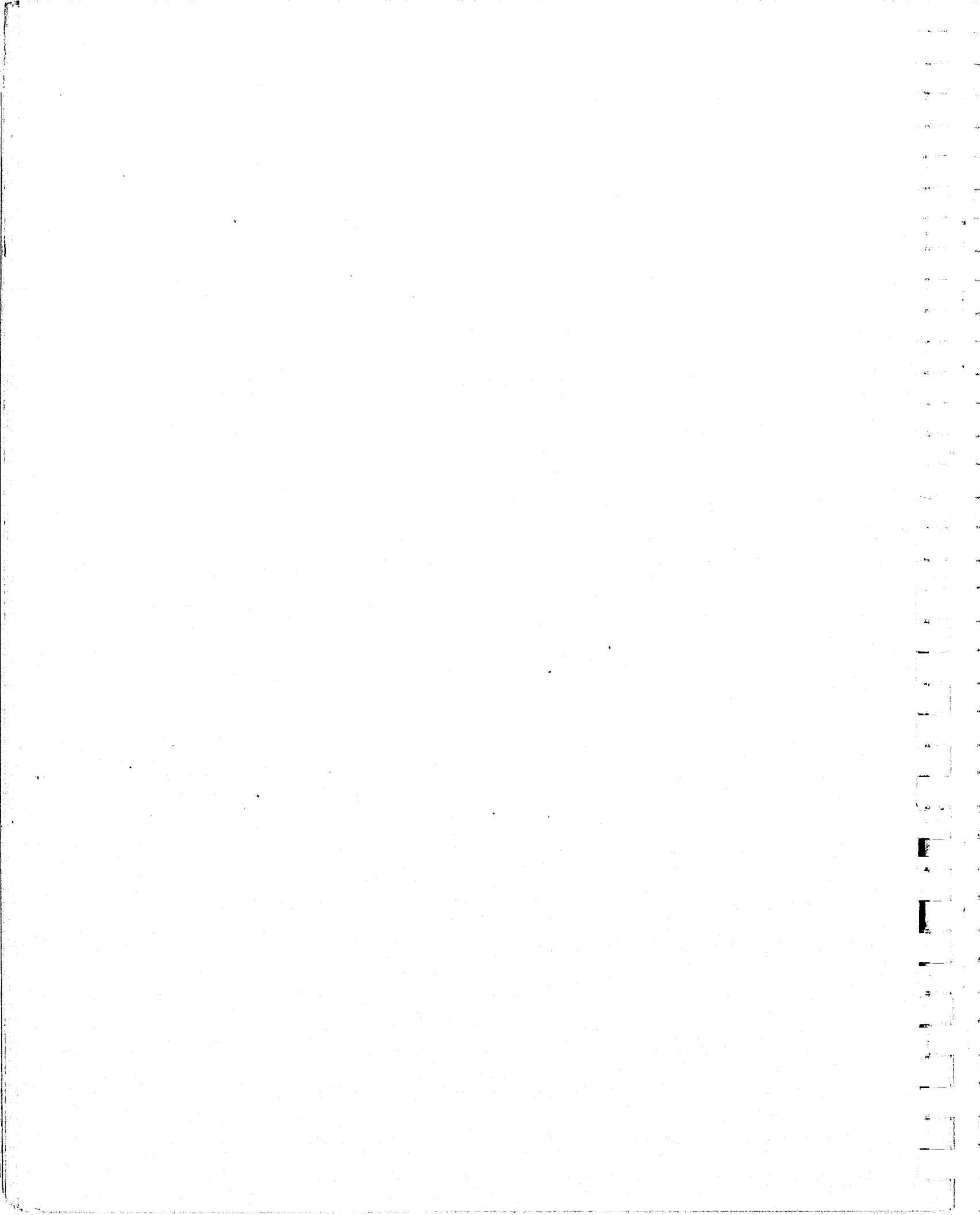
KENOSHA POLICE DEPARTMENT RECOMMENDED FLOOR PLAN ALTERNATIVE 1

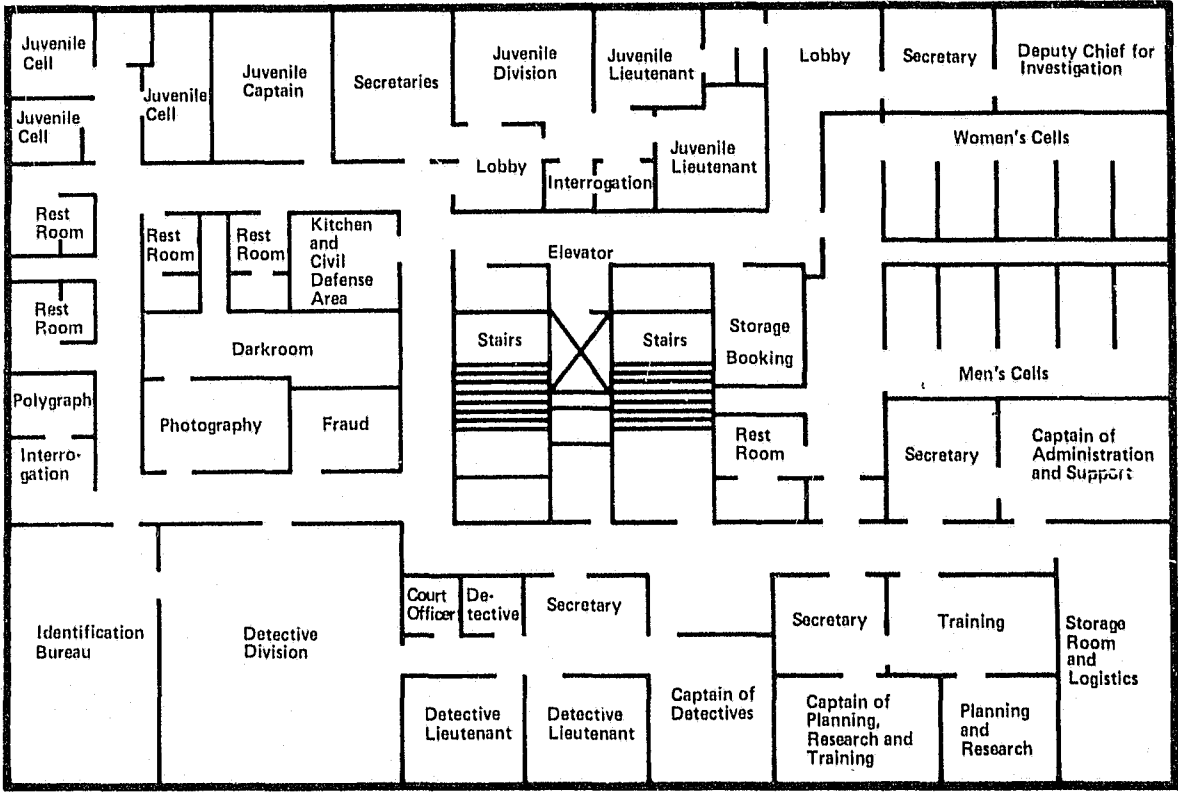


BASEMENT

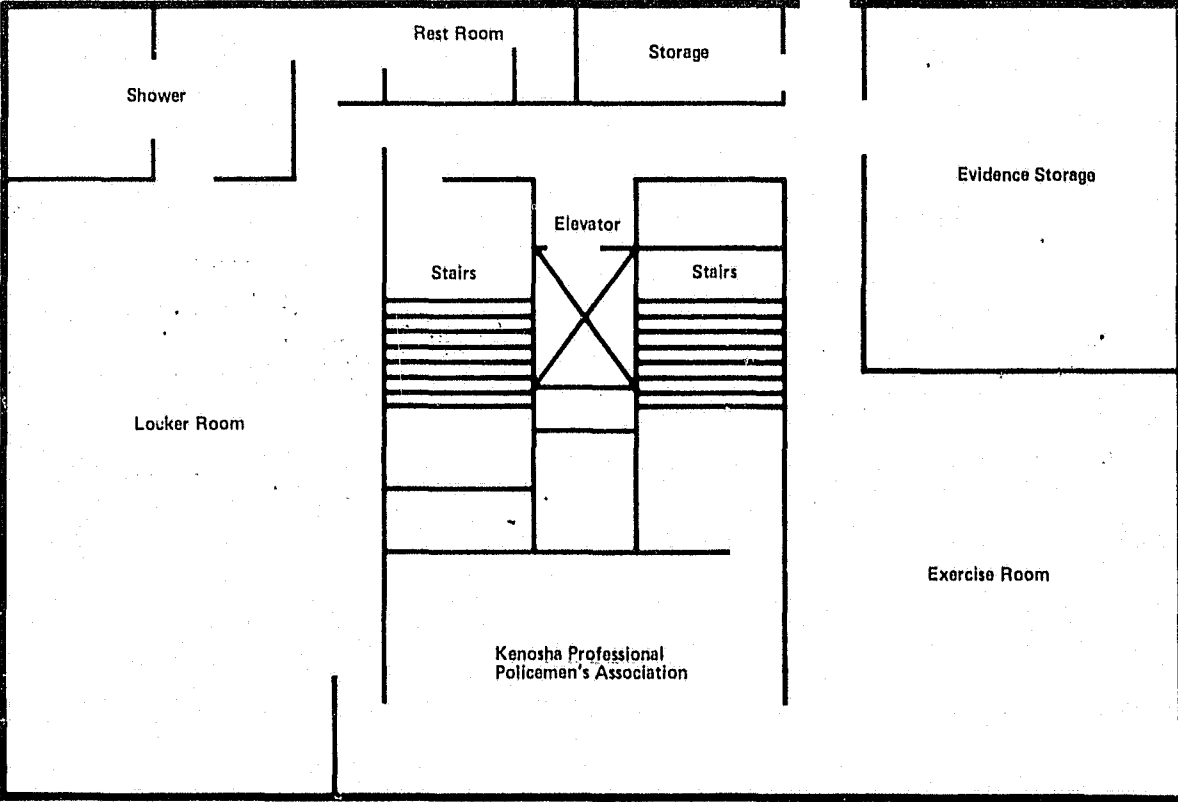


FIRST FLOOR



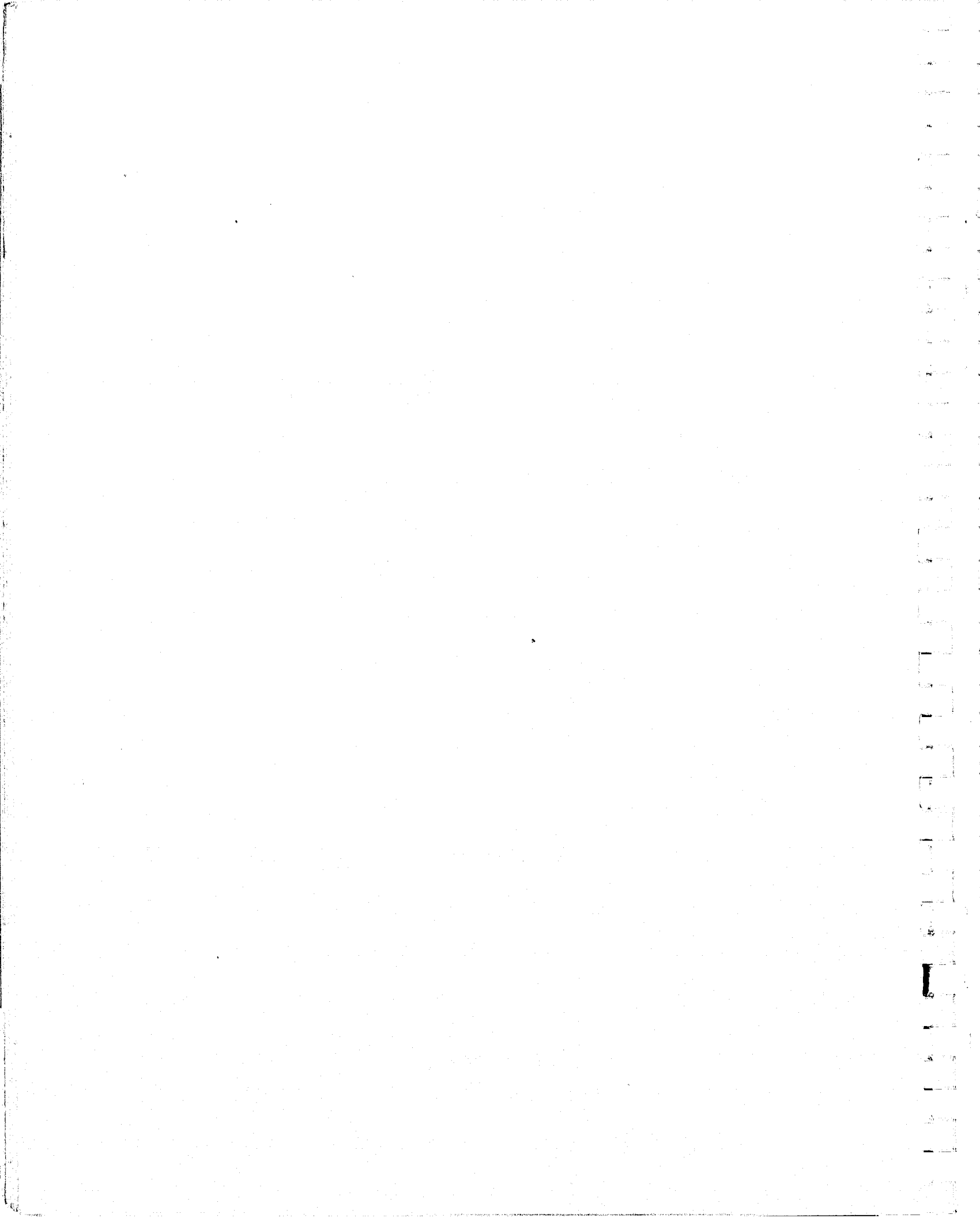


SECOND FLOOR

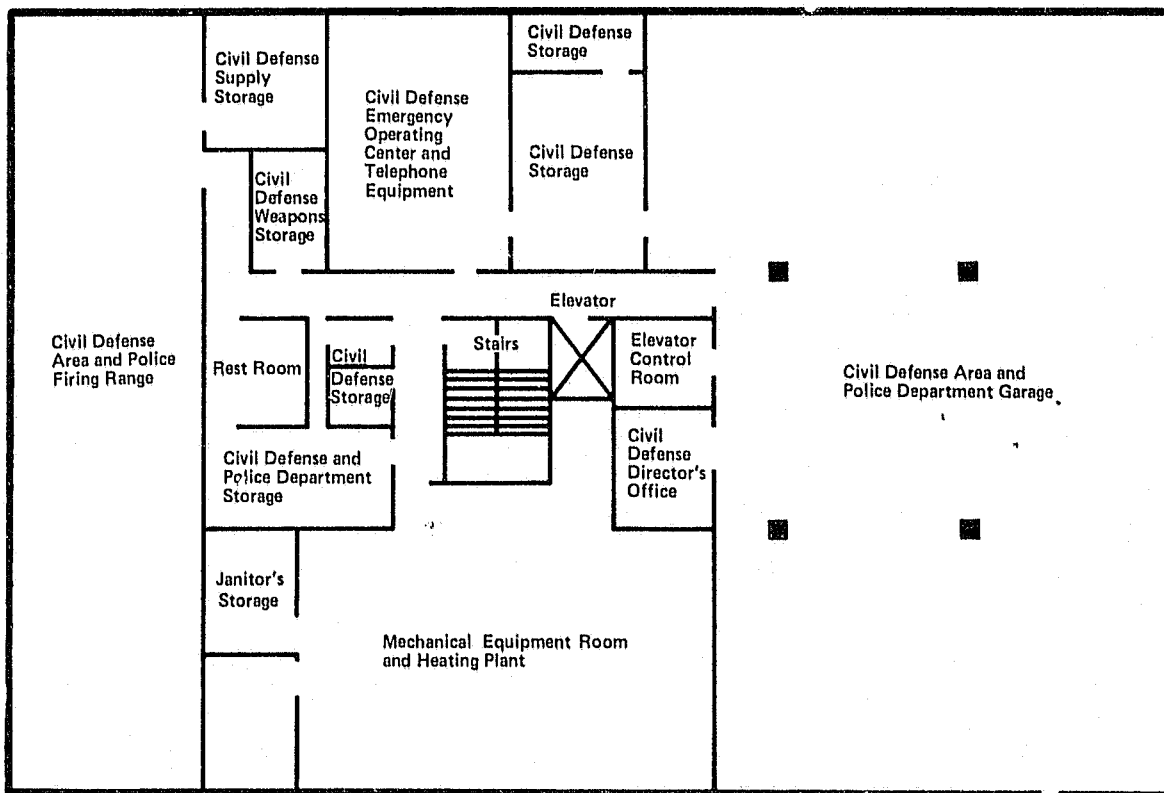


THIRD FLOOR

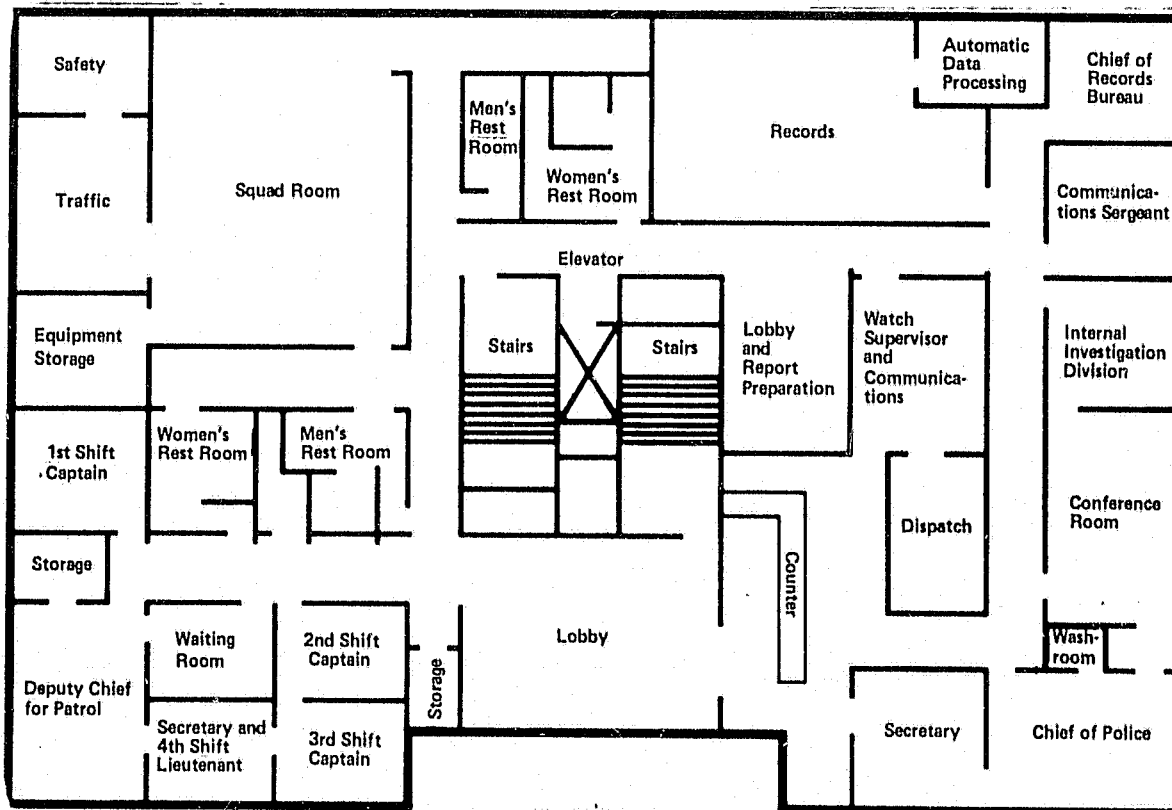
Note: Floor plans are not drawn to scale.



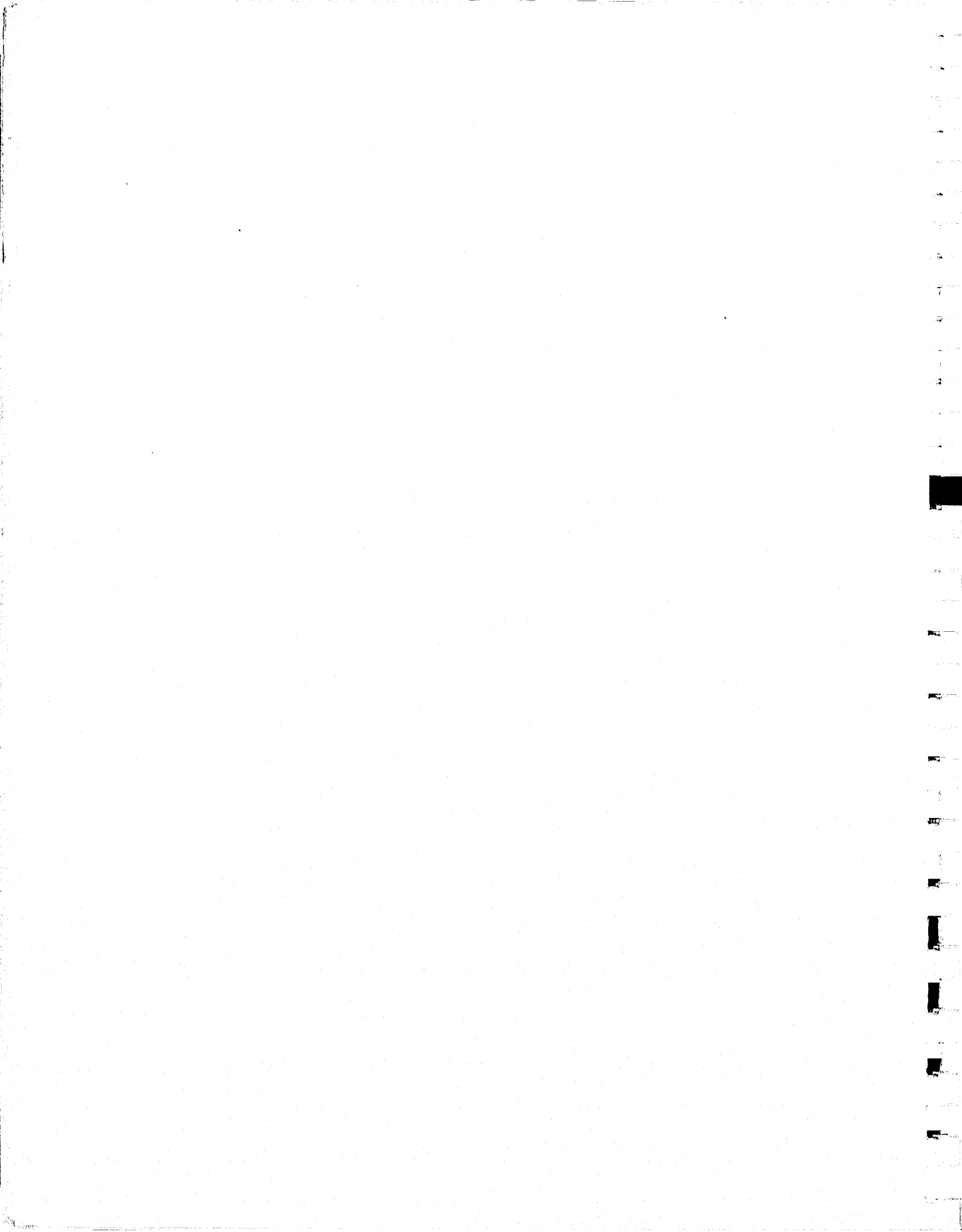
KENOSHA POLICE DEPARTMENT RECOMMENDED FLOOR PLAN ALTERNATIVE 2

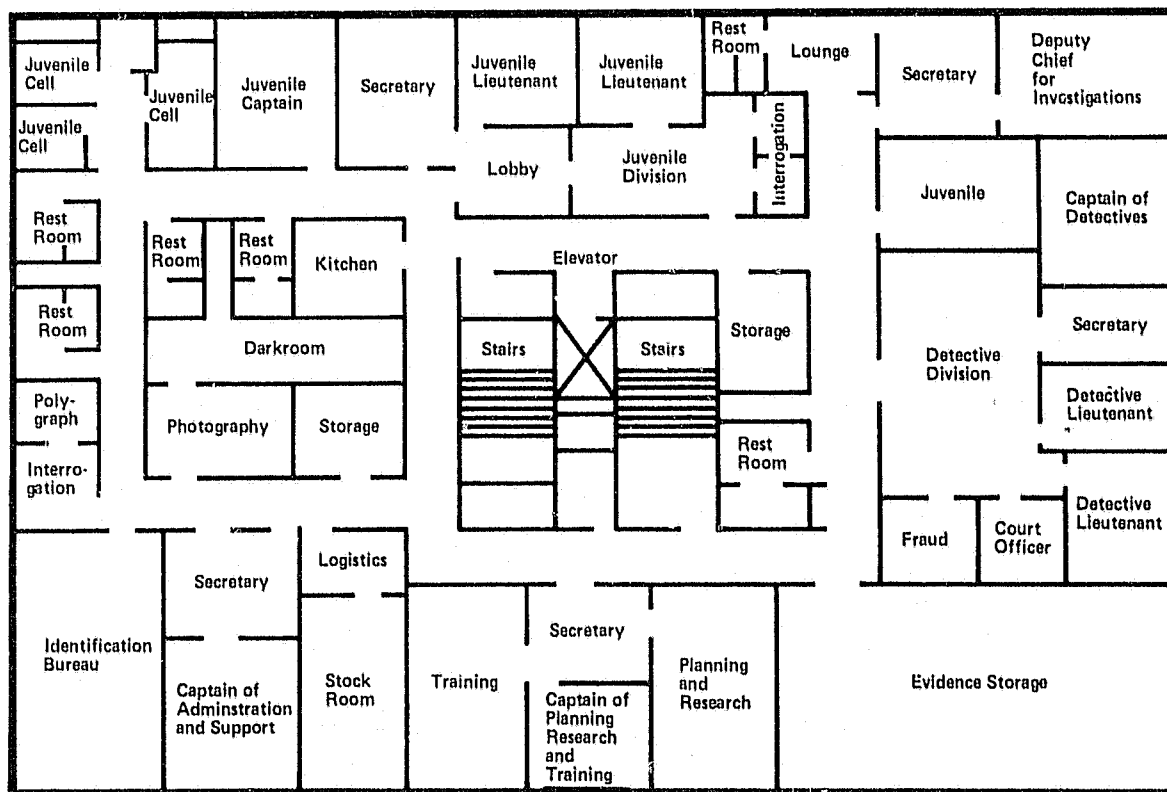


BASEMENT

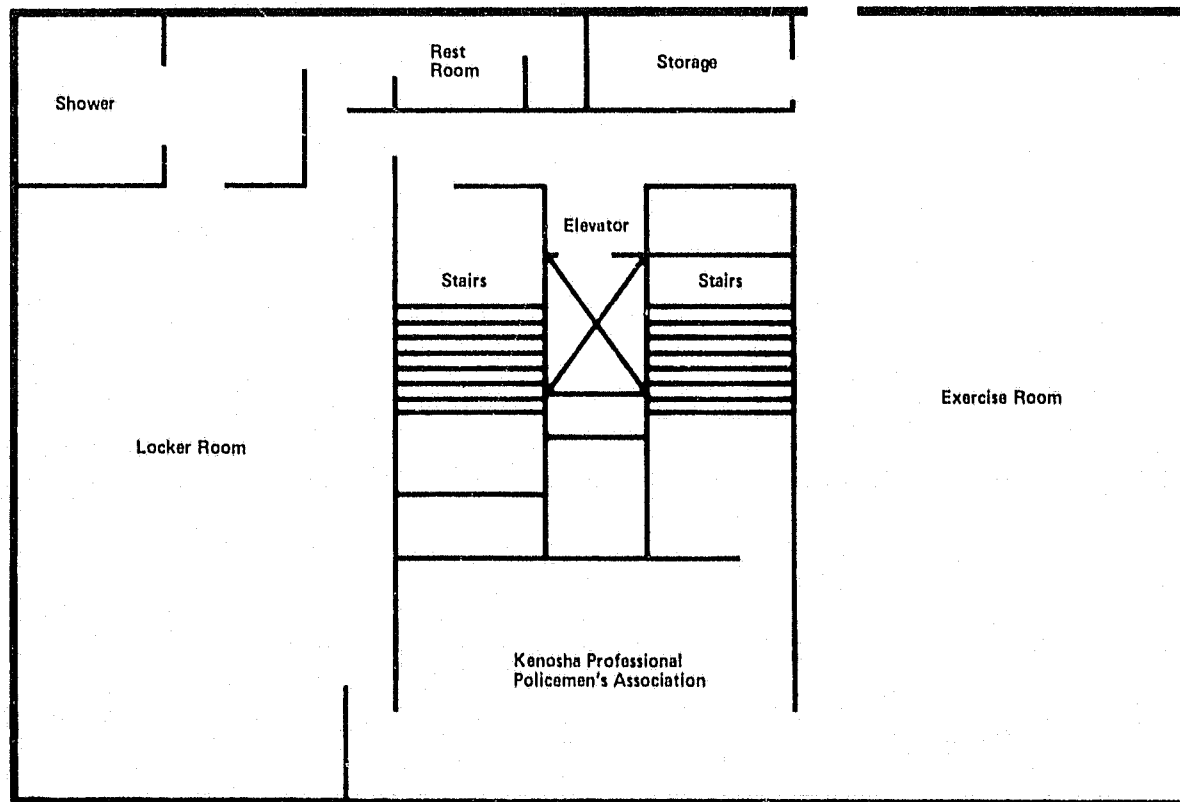


FIRST FLOOR



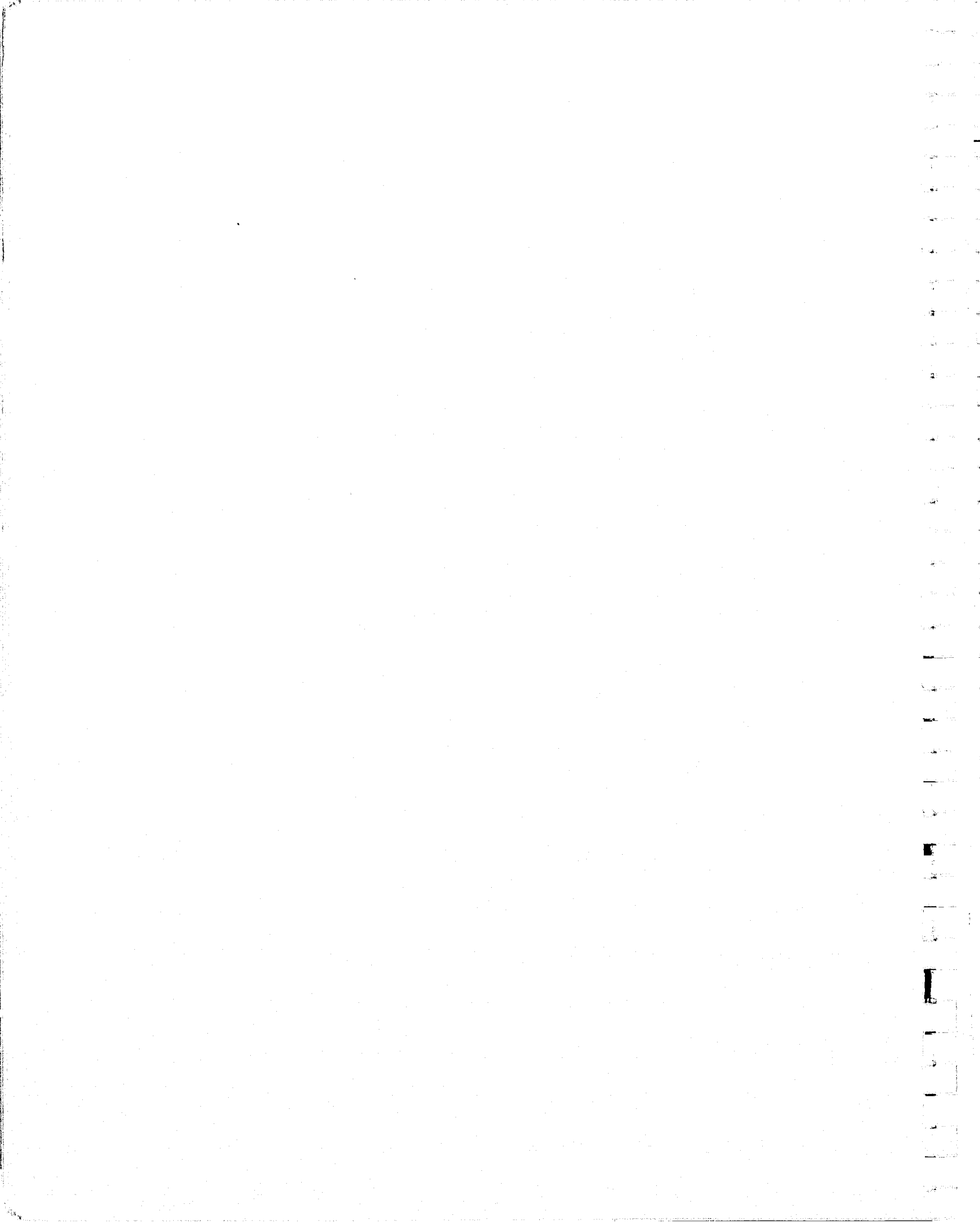


SECOND FLOOR



THIRD FLOOR

Note: Floor plans are not drawn to scale.



DEPARTMENTAL ADMINISTRATION (Cont'd)

- Make plans for construction of a covered garage to house Police Department vehicles; the garage would be best located immediately behind the police building.

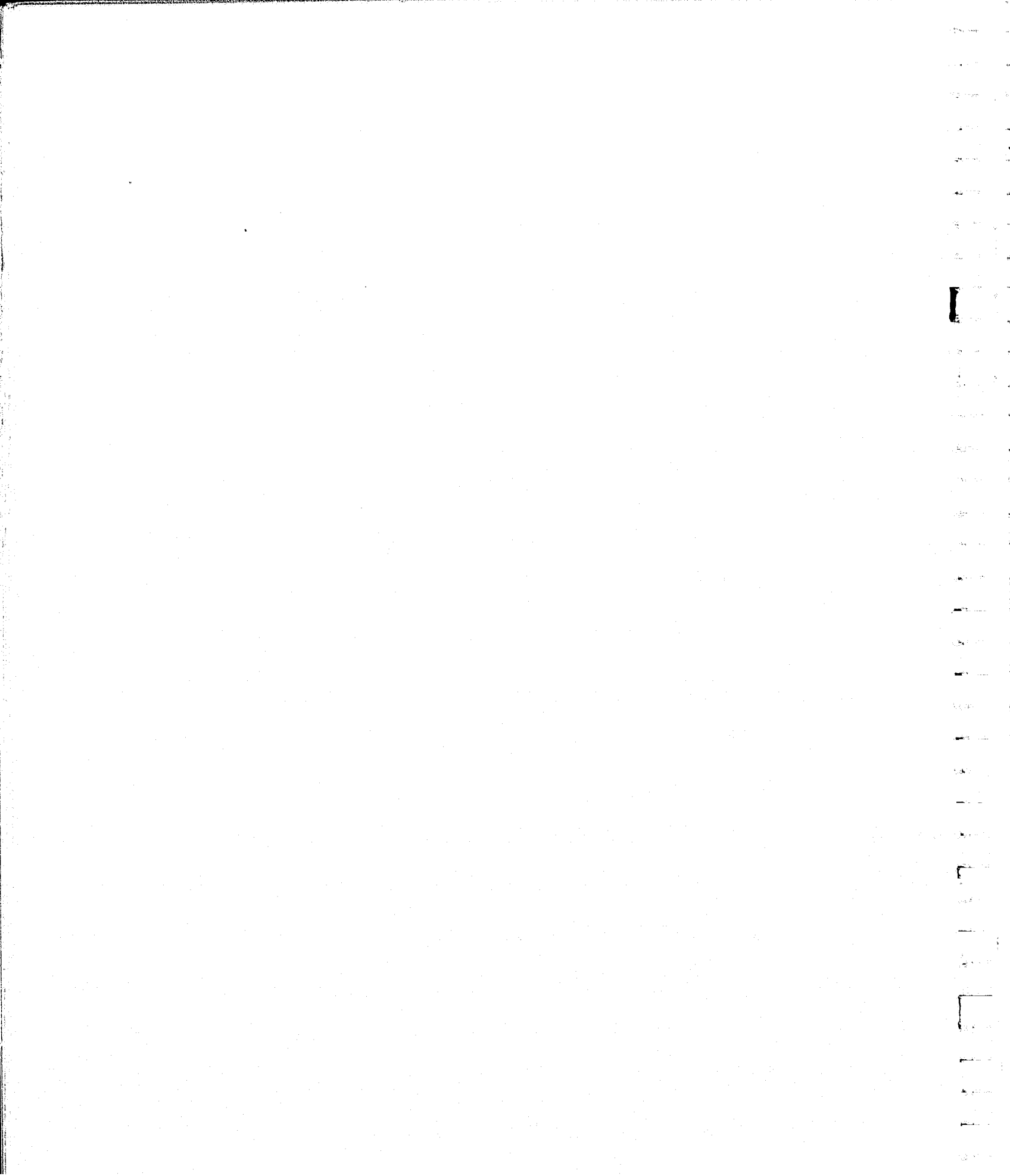
Equipment

- Under the proposed civilian supervisor of the Logistics Section, a comprehensive Department property management, inventory, issuance and control system should be placed into effect.
- At the direction of the Administration and Support Division's captain the Department's motor vehicle fleet should be significantly expanded in order to support the operational deployment proposals of this report.

- The following table indicates the number of vehicles, by type, which should be secured in addition to replacements.

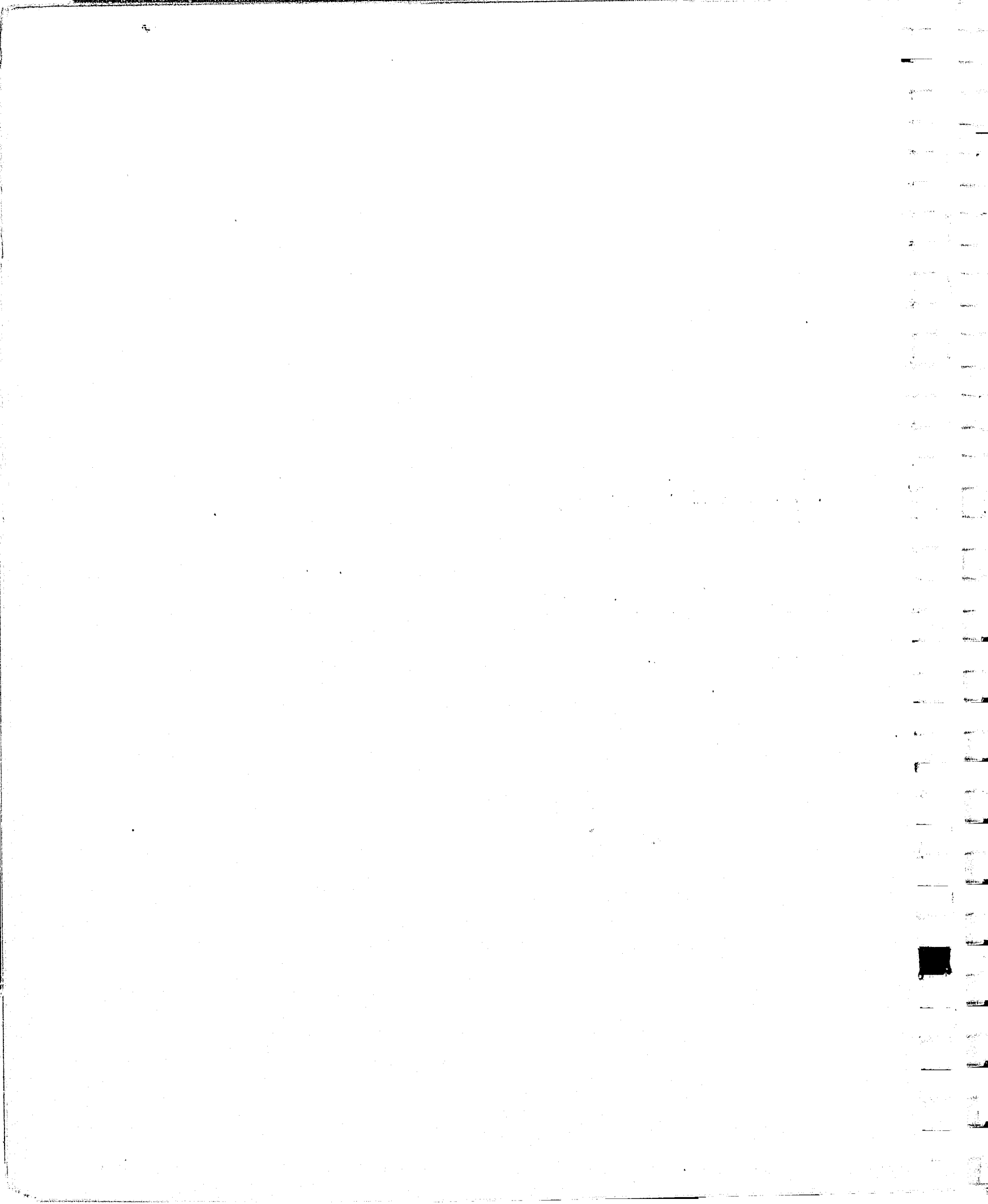
<u>Type</u>	<u>Number Now In Fleet</u>	<u>Required In Fleet</u>	<u>Increase Or (Decrease)</u>
Marked Sedan	16	22	6
Unmarked Sedan	10	18	8
Station Wagon	4	4	-
Police Truck	1	1	-
Motorcycles	5	3	(2)

- The Captain should be authorized to engage the services of a competent, independent communications engineer to explore technical difficulties with the new communications system, as well as equipment downtime attributable to radio maintenance problems, and to make recommendations for a corrective course of action.
- Concurrently, improvements in vehicle maintenance practices should be implemented to reduce automobile downtime.
 - Out-of-warranty service should be performed in Kenosha rather than in Racine.
 - The feasibility of a joint motor pool and police mechanic system with the Sheriff's Department should be explored during the study identified above.



DEPARTMENTAL ADMINISTRATION (Cont'd)

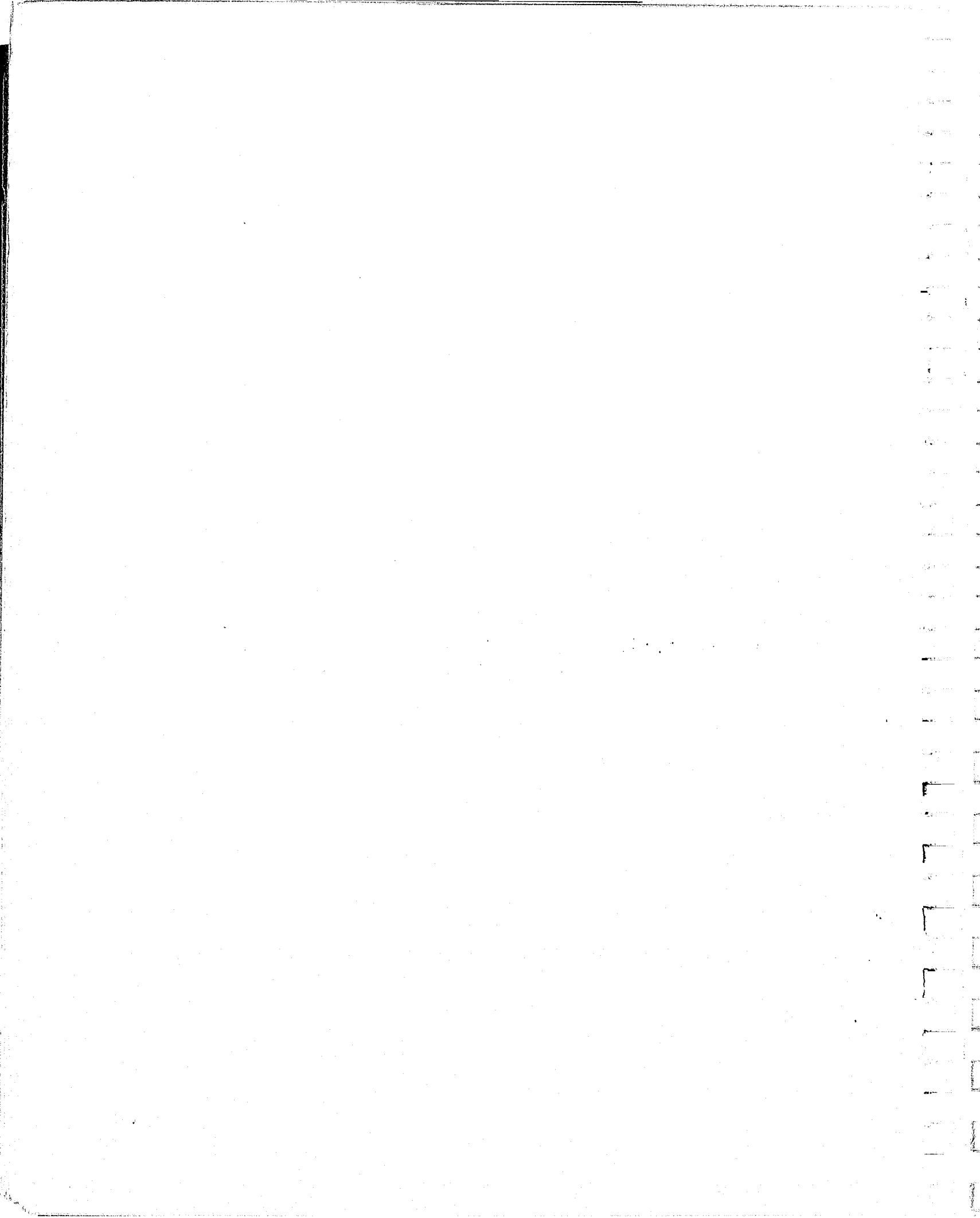
- Finally, two other steps to improve equipment should be taken.
 - Squad cars should be equipped with prisoner screens and remote rear-door lock controls.
 - The City should consider installing a phone recording device, similar to the one in the Sheriff's Department, to assist patrolmen in preparing reports.



COST IMPLICATIONS

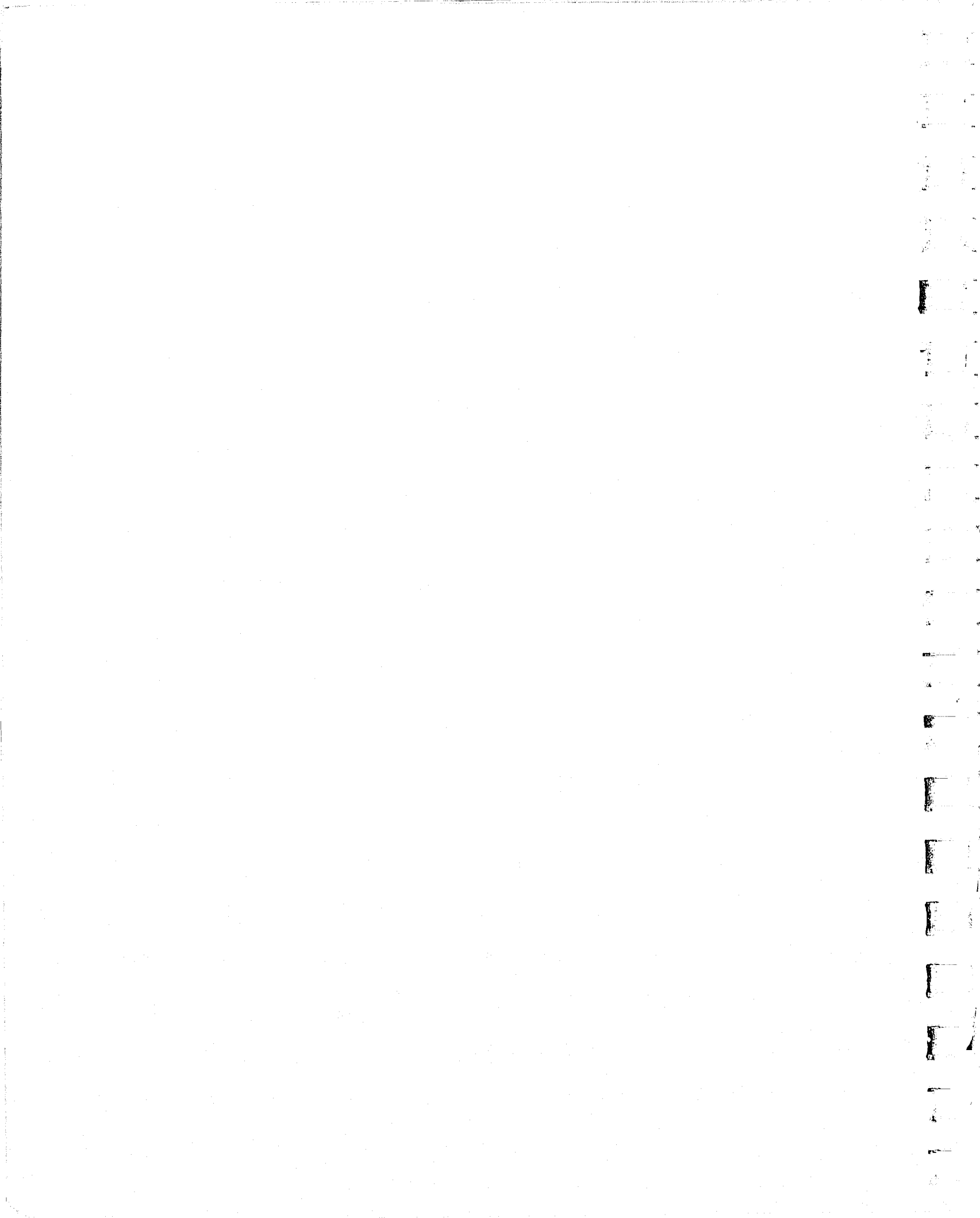
This section outlines the cost of putting into effect the recommendations detailed in the preceding two sections of this chapter.

- Exhibit V-10 summarizes the budgetary impact of implementing the recommendations of this report in 1976.
 - These recommendations were presented in the November, 1975, Executive Digest and tentatively adopted by the City.
- Salary data include the annual cost of fringe benefits.
 - The full costs would not be incurred in the first year, since a phased implementation program is envisioned.
- Vehicle costs, though large, are vital to the assignment of increased numbers of patrol and detective units to the streets of Kenosha.
 - Moreover, these are capital costs, which would recur in the future only as replacement vehicles are needed, rather than annually.



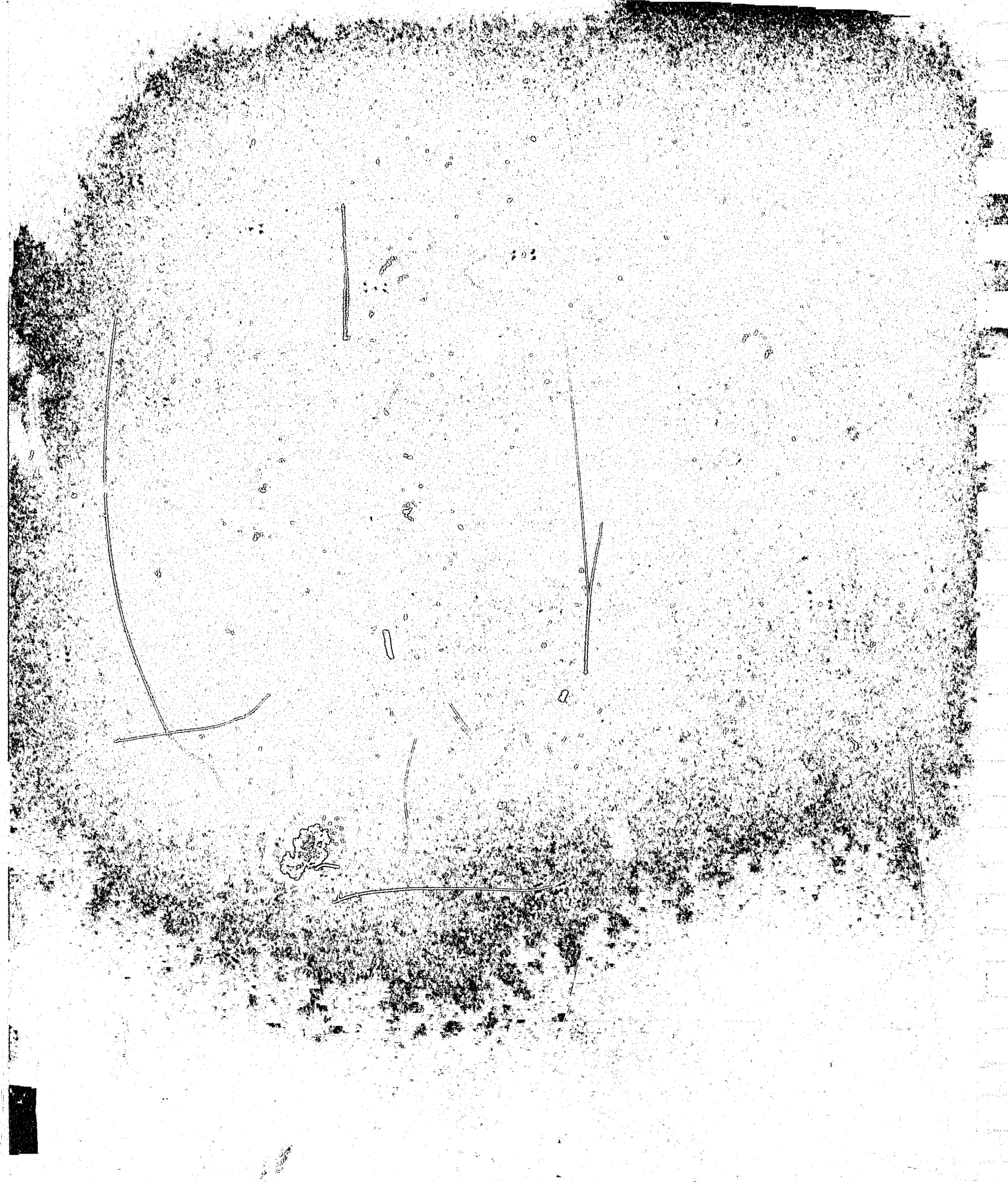
KENOSHA, WISCONSIN
POLICE DEPARTMENTBUDGET IMPLICATIONS OF
IMPLEMENTING THE MANAGEMENT STUDY
FY 1976

<u>Item</u>	<u>Increase Or (Decrease).</u>
Personnel	
Reduction of sworn personnel	\$(145,945)
Addition of civilian personnel	191,936
Expansion of pay scale differential	23,909
Subtotal	<u>\$ 69,895</u>
Equipment	
Addition of 14 cars and radios	\$ 88,200
Increase in fleet operating cost	5,000
Less Mayor's 1976 budget increase	(55,750)
Subtotal	<u>\$ 37,450</u>
Total	<u><u>\$ 107,345</u></u>



VI - PLAN OF ACTION
AND
MANAGEMENT IMPROVEMENT PLAN

- Plan Of Action
- Management Improvement Plan

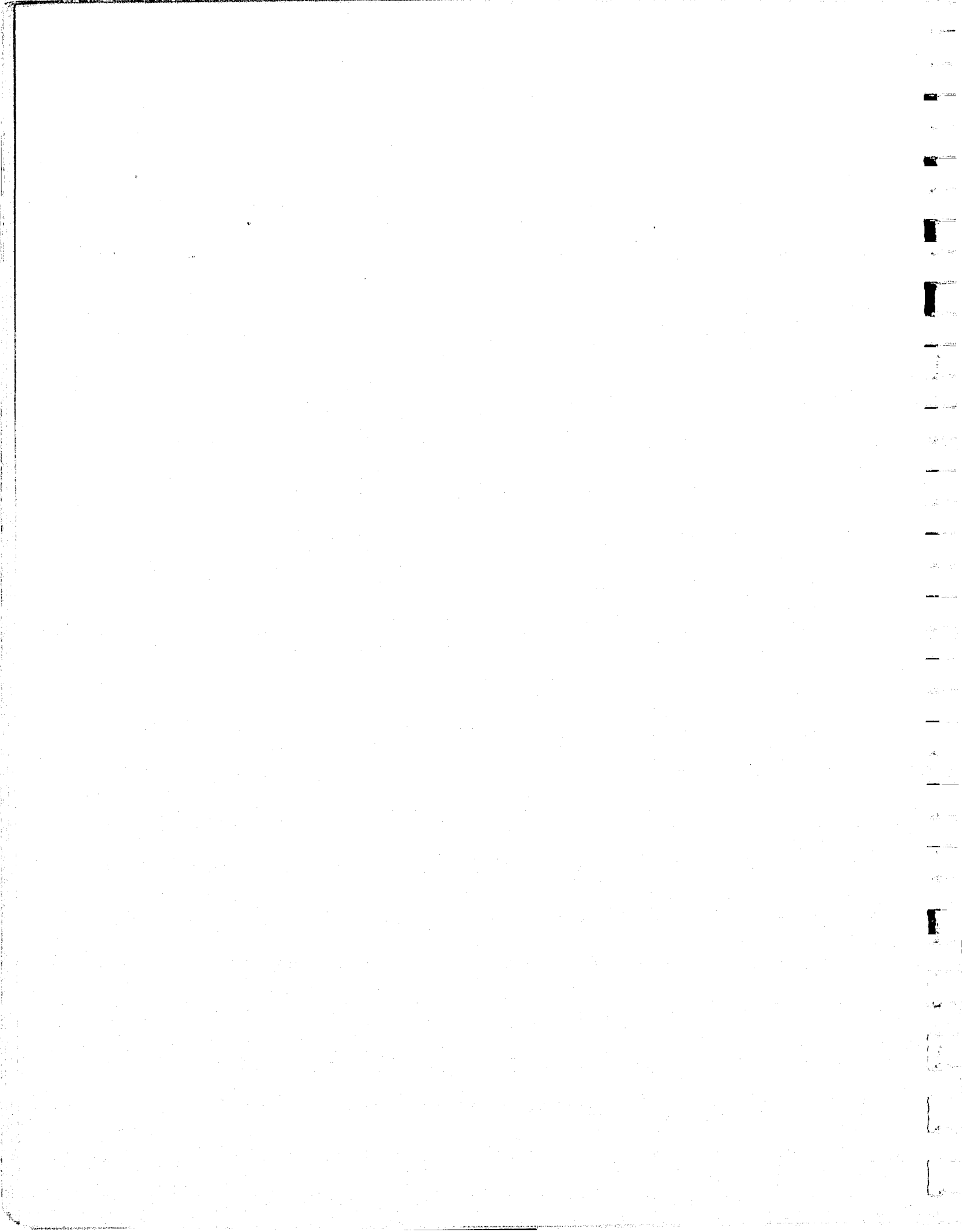


PLAN OF ACTION AND MANAGEMENT IMPROVEMENT PLAN

This chapter presents an overall plan of action and a detailed Management Improvement Plan setting forth priorities, responsibilities, and commencement and completion times for implementation of the recommendations made in the preceding chapter.

PLAN OF ACTION

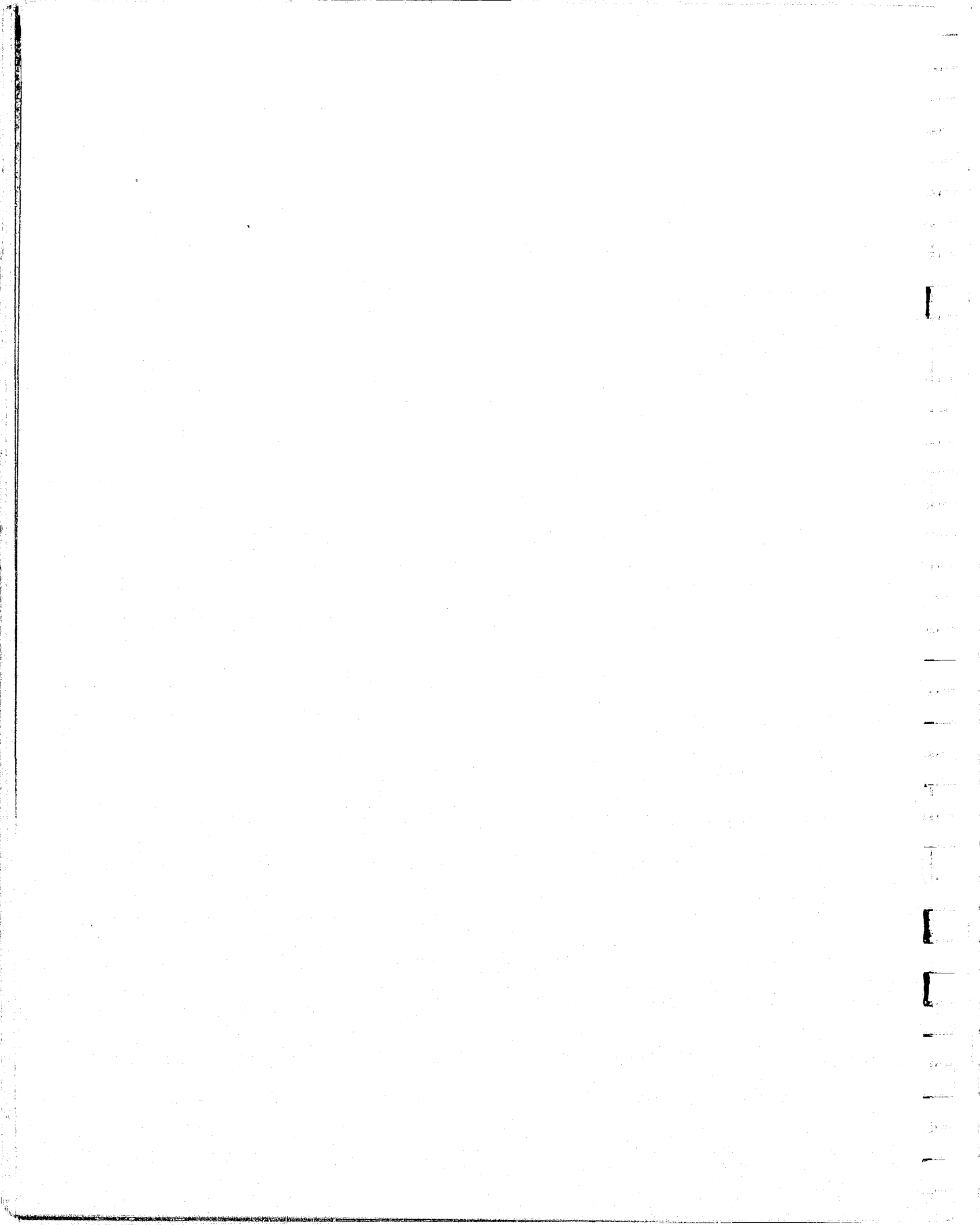
- Following receipt of this report, the Mayor and Council should:
 - Distribute copies to the Police Department, members of the Police and Fire Commission, and the media
 - Arrange for the consultants to present the results of the study to the Police Department, press, and interested citizen groups
 - Schedule a special meeting of the Common Council for the purpose of discussing the details of the report with the consultants, with the objective of adopting the report in principle.
- Thereafter, the Mayor and Common Council should:
 - Adopt the report for implementation
 - Take steps to replace the Chief of Police, formally requesting the Police and Fire Commission to recruit and appoint a new Chief who has the extensive qualifications proposed in this report
 - Pass and approve other necessary legislation, such as that providing for phased introduction of the mandatory retirement age of 55 for sworn personnel.
- The Mayor and Council should then direct the City Administrator and the Police Department to begin implementation in accordance with the Management Improvement Plan.
- They should instruct the City Administrator and the Chief of Police to report publicly to the Mayor and Council at 30-, 60-, 90-, 120- and 180-day intervals regarding the extent of progress achieved.



PLAN OF ACTION AND
MANAGEMENT IMPROVEMENT PLAN (Cont'd)

MANAGEMENT
IMPROVEMENT PLAN

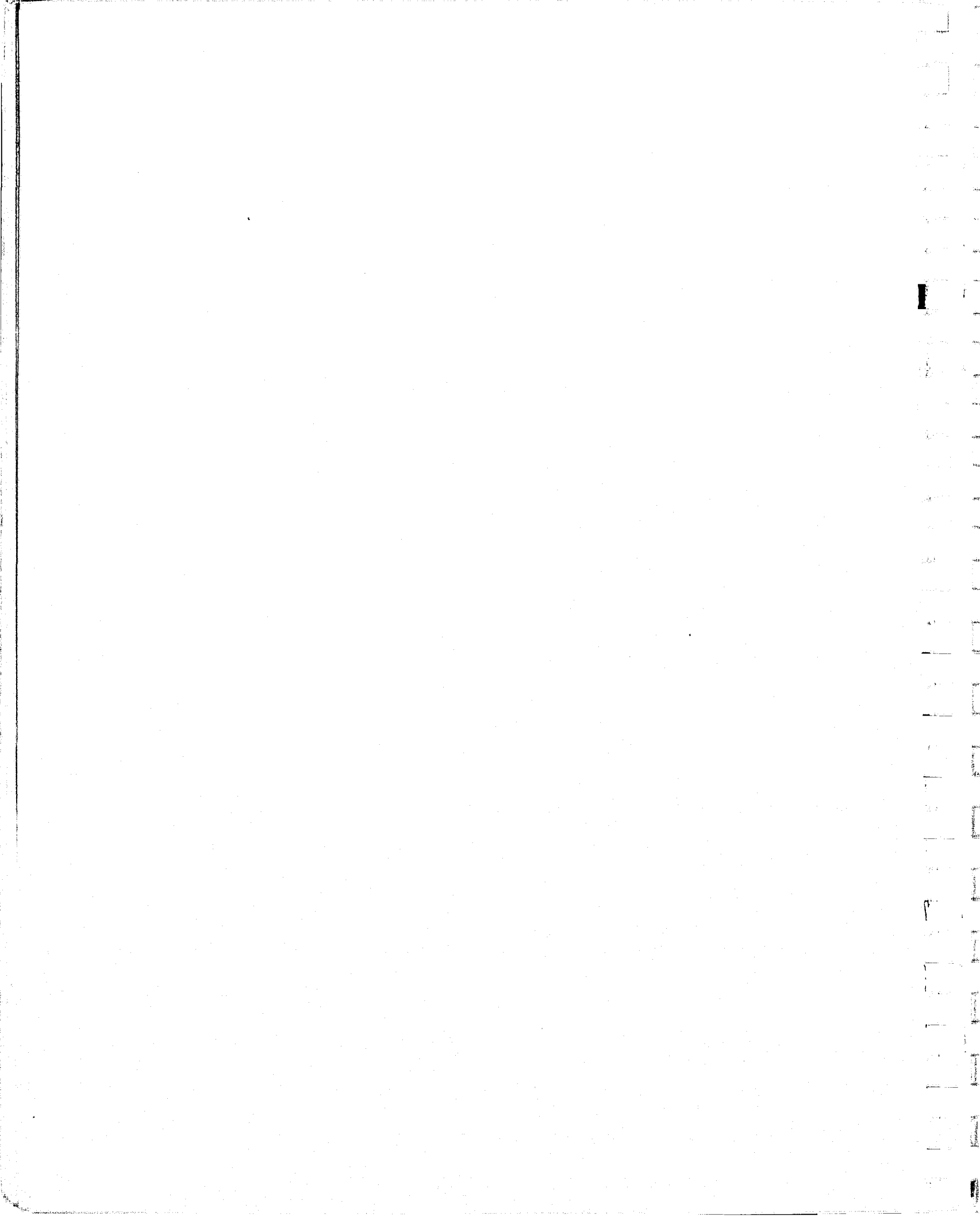
- Exhibit VI-1 summarizes the important recommendations of the report, by priority; assigns primary action responsibilities; and establishes timetables for execution.
 - This plan should be used as the basis for timing implementation of adopted recommendations and for measuring progress.
- Each recommendation in the Management Improvement Plan is in summary form only; full details of the recommendation, as well as associated recommendations, are presented in Chapter V of this report.
 - A number of separate minor recommendations are not listed in the Management Improvement Plan, but are included in Chapter V.
- Commencement and completion dates shown in the plan are based on elapsed time from the date of appointment of a new Chief of Police.



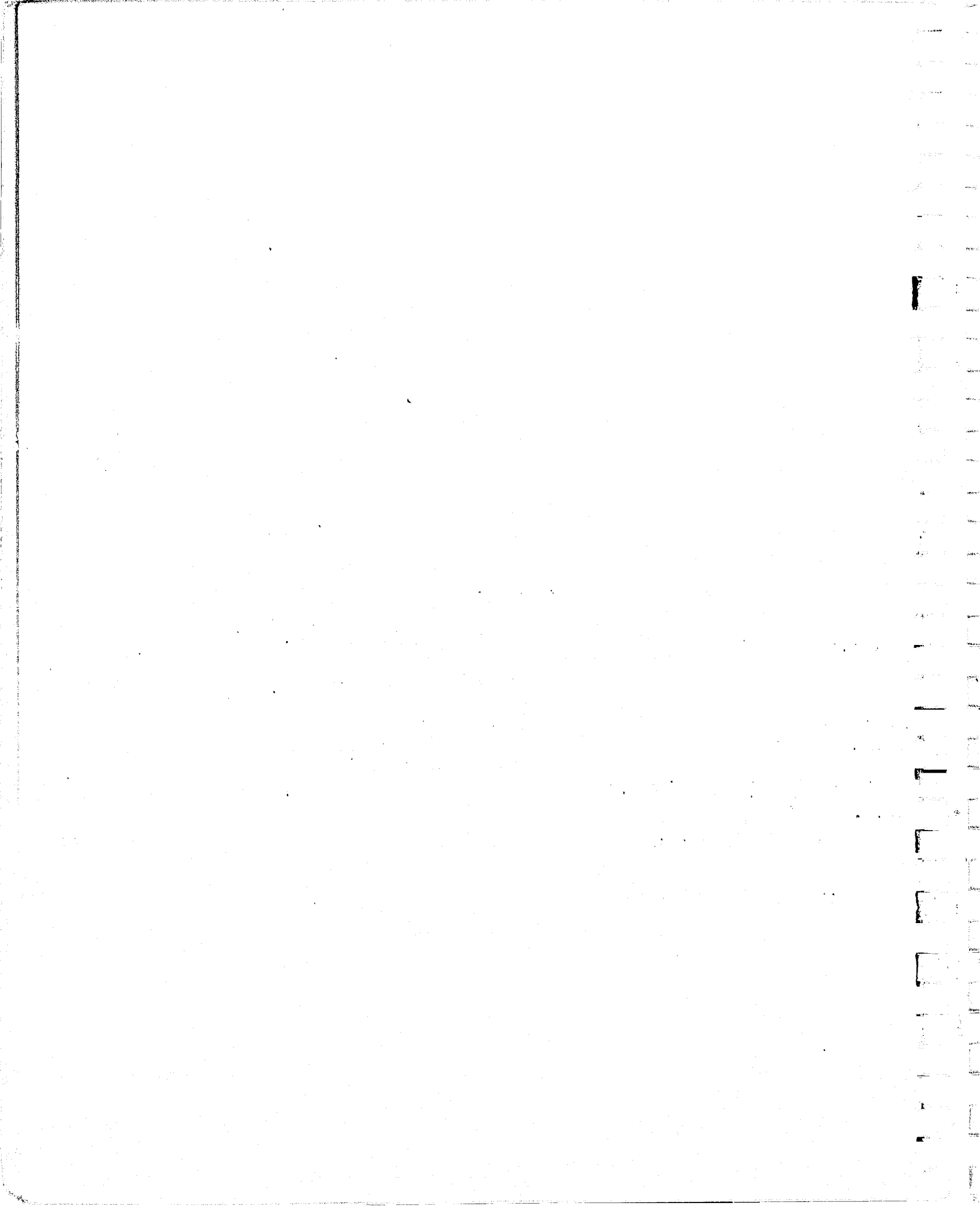
KENOSHA, WISCONSIN
POLICE DEPARTMENT

MANAGEMENT IMPROVEMENT PLAN

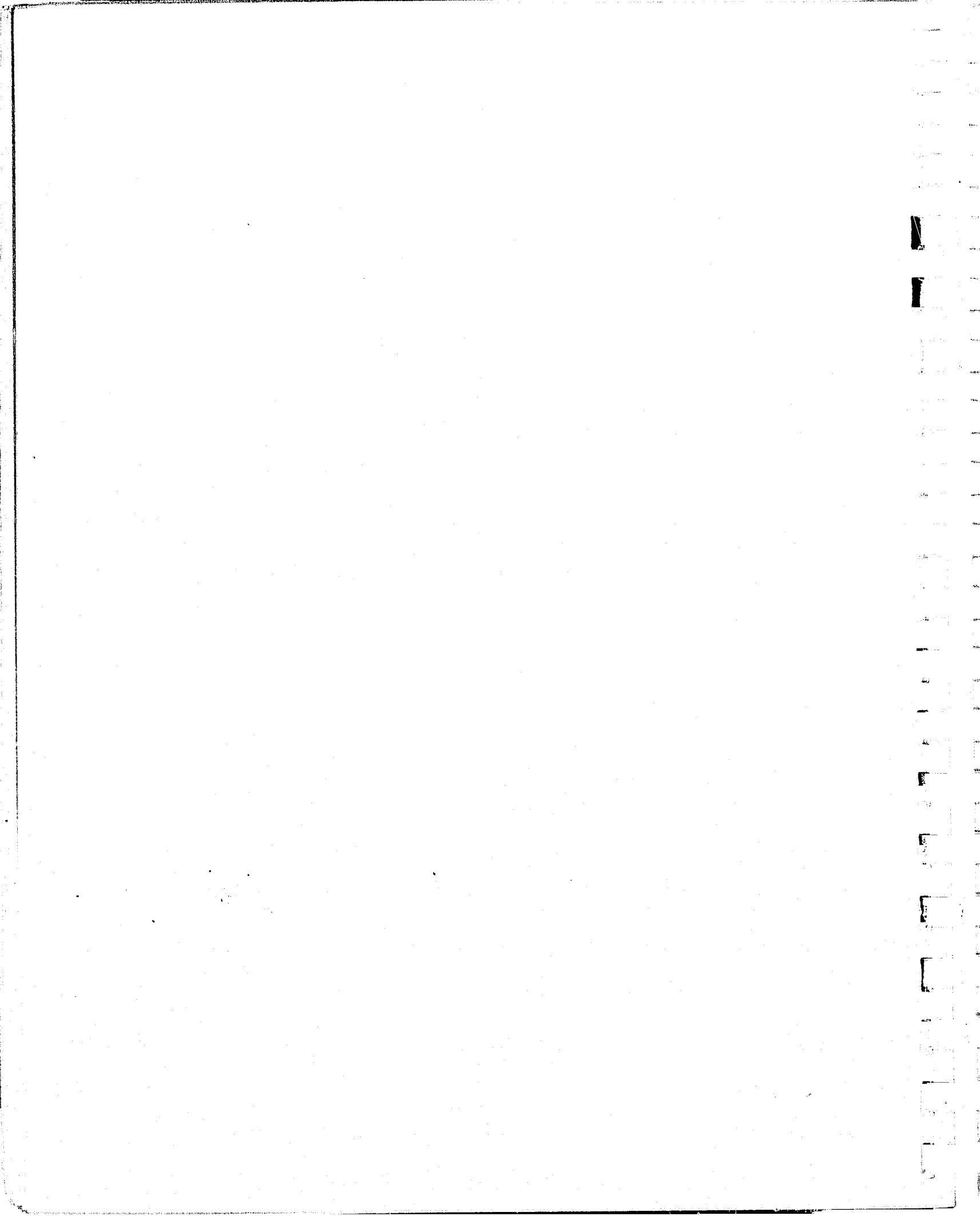
<u>Priority</u>	<u>Action Step</u>	<u>Primary Action Responsibility</u>	<u>Timing (a)</u>	
			<u>Commencement</u>	<u>Completion</u>
1	Develop and issue a KPD mission statement, placing principal priority on public protection and preventive police functions.	Chief of Police	Immediately	2 Months
2	Establish specific goals and objectives for near-term improvement in response time and crime-clearance performance.	Chief of Police	Immediately	2 Months
3	Establish and fill the exempt positions of Deputy Chief.	Chief of Police	2 Weeks	2 Months
4	Adopt the proposed organization plan, accomplishing a phased reduction of sworn personnel, increase of civilian personnel, and reassignment of personnel to new positions.	Chief of Police	2 Weeks	6 Months
5	Establish a climate of firm, fair, professional discipline in the KPD.	Chief of Police	Immediately	Continuing
6	Establish positive channels of communication with the KPPA to facilitate implementation of study recommendations.	Chief of Police	2 Weeks	Continuing
7	Participate actively in all labor negotiations affecting the KPD.	Chief of Police	Immediately	Continuing
8	Expand motor vehicle fleet.	Chief of Police, Captain of Administration and Support Division	2 Weeks	6 Months
9	Assign a broader role to KPD patrolmen, and provide related training.	Chief of Police, Deputy Chief for Patrol Division	3 Months	1 Year
10	Convert all dispatching operations to performance by well-trained civilian personnel.	Captain of Administration and Support Division	2 Months	8 Months
11	Restructure patrol shifts, adding command and supervisory personnel and adjusting shift strength.	Chief of Police, Deputy Chief for Patrol Division	2 Months	4 Months
12	Phase out specialized assignments in the patrol shifts.	Deputy Chief for Patrol Division	2 Months	6 Months
13	Revise duty hours of fourth shift to 7:00 p.m. - 3:00 a.m.	Chief of Police, Deputy Chief for Patrol Division	2 Months	4 Months



Priority	Action Step	Primary Action Responsibility	Timing (a)	
			Commencement	Completion
14	Stagger shift change hours.	Chief of Police, Deputy Chief for Patrol Division	4 Months	6 Months
15	Implement proposed patrol and supervisory beat zone plans; initiate research on longer-term improvements.	Deputy Chief for Patrol Division, Captain of Planning, Research and Training Division	3 Months	6 Months
16	Direct patrol captains, lieutenants and sergeants to allocate 25, 50 and 96 per cent of their time, respectively, to field duty.	Deputy Chief for Patrol Division	3 Months	6 Months
17	Direct Detective and Juvenile Bureau personnel to engage principally in follow-up investigation of open cases.	Deputy Chief for Investigations Division	2 Months	6 Months
18	Restructure the Detective Bureau into Crimes against Persons, Crimes against Property, and Special Operations sections.	Deputy Chief for Investigations Division	2 Months	6 Months
19	Direct Detective Bureau supervisors to actively participate in case investigations.	Deputy Chief for Investigations Division	2 Months	4 Months
20	Adopt individual case assignment for investigative personnel.	Deputy Chief for Investigations Division	2 Months	6 Months
21	Establish a formal case screening, assignment, review and evaluation system for the Detective and Juvenile bureaus.	Deputy Chief for Investigations Division, Captain of Planning, Research and Training Division	3 Months	8 Months
22	Establish the position of investigator as a functional assignment rather than a permanent rank.	Chief of Police	2 Months	Continuing
23	Establish formal internal affairs policies.	Chief of Police, Lieutenant of Inspections Section	3 Months	6 Months
24	Establish the "watch commander" concept by General Order.	Chief of Police	2 Months	4 Months
25	Implement an intensive management training program for all supervisory personnel.	Chief of Police, Captain of Planning, Research and Training Division	2 Months	Continuing
26	Establish a policy of periodic rotation of police executives.	Chief of Police	2 Months	Continuing



Priority	Action Step	Primary Action Responsibility	Timing (a)	
			Commencement	Completion
27	Establish a formal promotion system.	Chief of Police, Police and Fire Commission	6 Months	Continuing
28	Expand differentials in supervisory compensation as Departmental performance improves.	Chief of Police, City Administrator	Immediately	2 Years
29	Institute use of psychological screening tests for police applicants.	Chief of Police, Police and Fire Commission	Immediately	6 Months
30	Establish a formal evidence custody system.	Chief of Police, Lieutenant of Technical Services Section	2 Weeks	3 Months
31	Direct KPD officers to book prisoners into the County Jail; reassign booking officers to patrol duties.	Chief of Police	2 Weeks	2 Months
32	Develop format for quarterly and annual performance reports to the City Administration, Common Council, and the Police and Fire Commission.	Chief of Police	Immediately	2 Months
33	Develop KPD Rules and Regulations and a formal General Order system, specifically including guidelines on use of deadly force and hot pursuit.	Chief of Police, Captain of Planning, Research and Training Division	2 Months	6 Months
34	Institute a Crime Patterns Analysis system, and systems to monitor KPD response time and clearance performance.	Captain of Planning, Research and Training Division	3 Months	8 Months
35	Engage a communications engineer to evaluate the new radio system.	Captain of Administration and Support Division	1 Month	6 Months
36	Improve vehicle maintenance practices.	Captain of Administration and Support Division	2 Months	Continuing
37	Upgrade the content of the Daily Bulletin.	Captain of Planning, Research and Training Division	3 Months	8 Months
38	Reduce imbalances between seasonal workload and vacation schedules.	Chief of Police	3 Months	8 Months
39	Develop contingency plans for response to major police incidents in the City.	Chief of Police, Deputy Chiefs, Captain of Planning, Research and Training Division	3 Months	1 Year



<u>Priority</u>	<u>Action Step</u>	<u>Primary Action Responsibility</u>	<u>Timing (a)</u>	
			<u>Commencement</u>	<u>Completion</u>
40	Install prisoner shields and remote rear-door lock controls on all patrol vehicles.	Captain of Administration and Support Division	3 Months	8 Months
41	Revise polygraph service policies.	Chief of Police, Lieutenant of Technical Services Section	2 Months	6 Months
42	Explore the feasibility of the Metropolitan Enforcement Group concept in Southeastern Wisconsin.	Deputy Chief for Investigations Division Lieutenant of Special Operations Section	2 Months	Continuing

(a) From the date of appointment of a new Chief of Police.

END

7. 11/11/11