

Special Report
Kansas City, Missouri Police Department
Performance Measures
For Patrol and Investigations

April 1999

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City of Kansas City, Missouri

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Members of the Board of Police Commissioners and Members of the City Council:

This report on performance measures for the Kansas City, Missouri Police Department was conducted under the authority of Chapter 84, Section 350, Revised Statutes of Missouri, which authorizes the city auditor to audit the Police Department. We identified performance measurement as a priority in our June 1996 *Preliminary Review* of the Police Department.

Although we have recommended better performance measurement in city government and in several city departments, this is our first report recommending a specific set of performance measures for a particular department. Although this report specifically addresses activities of two of the Police Department's four bureaus – the Patrol Bureau and the Investigations Bureau – many of the proposed measures are affected by other department units and city government. These two bureaus provide the “front line” services that citizens most readily associate with their police department.

The Police Department and public safety merit such attention. Citizens rate police service as the most important city service and the department is the city's largest in terms of personnel and budget. This report is the third in a series of reports following our June 1996 *Preliminary Review* of the entire department. This report joins two previous 1998 reports, *Blackout Analysis* and *Opportunities for Civilianization*, supporting the department's efforts to further develop community policing and to provide quality service in all areas of the city.

We use the term “performance measurement” to include a range of information describing the use of public resources. The purpose of this report is to recommend measures that reflect activities, resource allocation, and effectiveness of the Police Department as an organization, not for monitoring individual performance. We address four questions in this report:

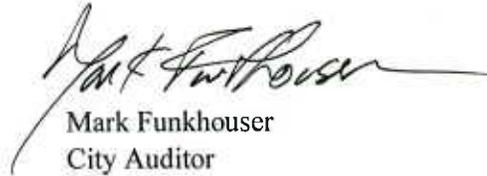
- What are the characteristics of good performance measures and of a good performance measurement system?
- What performance measures for patrol and investigations are used in other police departments and recommended by experts?
- What performance measures are meaningful to local stakeholders?
- What group of performance measures would provide a representative overview of patrol and investigation services to enhance oversight and public accountability?

Like other police departments, the Kansas City Police Department already compiles and reports a large amount of performance-related data. Our aim is to simplify and strengthen reporting. We recommend a group of 20 measures designed to provide a representative overview of patrol and investigation services. Some of these measures are used simply to monitor activities of the Investigations Bureau and the Patrol Bureau. Most of the measures are used to monitor the results of police activities. Results are expressed as measures of outcome and quality - such as prosecution rates, patrol response times, and citizen satisfaction with police service. The Police Department already reports some of the recommended measures, such as crime rates. Other recommended measures rely on information that is collected but not routinely reported to the board or the public. Several measures, such as response times and citizen attitudes, require information the Police Department currently does not track.

The list of 20 recommended measures is not exhaustive. As a group, these measures are intended to provide an overview of the efforts and accomplishments of patrol and investigative activities. To varying degrees, they are influenced by other city departments, agencies outside city government, and other factors as well. Information already available in the monthly "Police Board Book" and other sources provide additional insight into police department resources and activities.

We recommend that the chief of police adopt the recommended measures and make the results generally available to the Board of Police Commissioners, the City Council, police managers, and the public. Department managers and the board may find that the recommended measures can replace some of the routine reporting as it currently exists.

The chief of police received a draft of this report on January 22, 1999, and a revised draft on April 9, 1999. His response is included as an appendix. We appreciate the cooperation of the Kansas City Police Department and other police departments that provided information for this report. Martin Tennant was the lead auditor on this project. This project was supervised by Leslie Ward.



Mark Funkhouser
City Auditor

Special Report: Performance Measures for Patrol and Investigations

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Chapter 1: Introduction

Authority

This special report on the use of performance measures in the Kansas City, Missouri Police Department (KCPD) was conducted under the authority of Chapter 84, Section 350, Revised Statutes of Missouri, which authorizes the city auditor to audit the Police Department. This section provides that the city auditor determine which agencies or divisions of the Police Department would most benefit from performance auditing and notify the Board of Police Commissioners. We identified performance measurement as a priority in our June 1996 *Preliminary Review* of the Police Department.

The state statute also provides that the city auditor schedule such audits in conjunction with the Board of Police Commissioners “as to not disrupt or interfere with the conduct of police business, the public safety or the normal course of said auditors’ duties or responsibilities for such city.” We discussed this report with the board and subsequently initiated it in accordance with these provisions.

City Auditor’s Office. Article II, Section 13 of the Charter of Kansas City, Missouri, establishes the Office of the City Auditor and outlines the city auditor’s duties.

Purpose of the Report

We undertook this special report to recommend a group of measures to be reported at regular intervals to the Board of Police Commissioners, the City Council, and the public on the activities and effectiveness of police patrol, traffic, and investigation services. Taken together, the measures should provide a representative view of the level of resources used, activities performed, outcomes or results of these activities, and, in some cases, comparison of results to goals or targets.

We do not recommend performance goals and targets. Rather, the board and command staff of the Police Department should establish these where appropriate. It may be appropriate for the department to collect baseline data before establishing specific goals.

Definition of terms. We use the term “performance measurement” to include a range of information describing department activities, results of

activities, and allocation of public resources. We recognize that allocation decisions and factors that may be beyond the department's control will influence police activities and their outcomes.

Report Objectives

The report is designed to address the following objectives:

- Define criteria for good activity and performance measures.
- Identify performance measures relevant to patrol and investigation activities used by other police departments or recommended in professional literature.
- Identify activity and performance measures considered meaningful by local stakeholders.
- Recommend a set of activity and performance measures that provides a representative overview of patrol and investigation services to enhance management, oversight, and public accountability.

Scope and Methodology

We focused on identifying activity and performance measures for patrol and investigation services. Our review was not intended to collect and report data on the Police Department's performance, compare the department's performance to other police departments, or recommend measures for individual performance evaluation. This special report was completed in accordance with applicable government auditing standards for non-audit work and included the following procedures:

- Reviewing literature regarding the administration of activity and performance measures in general and in police departments.
- Interviewing personnel in the KCPD and in other police departments to identify sets of potential police activity and performance measures and the characteristics of effective measures.
- Reviewing our previous reports on Police Department operations.
- Reviewing recent Kansas City, Missouri, citizen survey results relevant to policing and public safety.

- Reviewing the “Board Book,” a volume of information provided to the Board of Police Commissioners prior to each monthly board meeting.
- Conducting four focus groups with members of neighborhood and business associations to identify types of information they use to evaluate police service.
- Presenting the focus group results to KCPD patrol commanders in order to incorporate their perspectives.

Background

Our June 1996 *Preliminary Review* of the KCPD identified several issues related to performance measurement: the need to measure outputs and outcomes, compare results to goals, look at measures of citizen satisfaction, and simplify reporting for the major law enforcement functions of the department. We identified recommending better measures, particularly for patrol and investigative functions, as a priority for additional work. The Board of Police Commissioners supported this priority.

The Police Department discussed activity and performance measurement as part of its 1994-1995 strategic planning process. Participants recommended that the department identify critical measures and discontinue unnecessary reporting. Command staff members recommended that the department “identify essential statistics and discontinue unnecessary reporting,” and “identify critical KCPD macro measures and ensure each element of the department contributes to these measures.”¹

While the department collects extensive amounts of data, the information has generally been limited to a tabulation of workload activities and crime statistics. Each month, KCPD provides reports to the board that include the number of reported crimes, number of arrests, number of traffic citations, and number of accidents. For the past year, the department has also provided a *Community Oriented Policing* quarterly summary containing narrative descriptions of problem-solving projects undertaken by patrol officers. Most of the activity and performance information reported to the board measures workloads (such as calls for service) and activities performed (such as citations written).

¹ *Preliminary Review, Kansas City, Missouri Police Department*, Office of the City Auditor, Kansas City, Missouri, June 1996, p. 37.

Effectiveness of service and outcomes of service quality is not easily assessed by these measures. Appendix A provides a summary of the activity and performance-related information provided monthly to the Board of Police Commissioners.

Organization of the Kansas City Police Department

The department is composed of four bureaus under the command of the chief of police, who is appointed by and organizationally responsible to the governor-appointed Board of Police Commissioners. This report examines the two bureaus that are “front line” from the perspective of most people the department serves – the Patrol Bureau and the Investigations Bureau.

The Patrol Bureau includes about 940 sworn personnel and about 105 civilians for a total of about 1,045. About 71 percent of the department’s authorized law enforcement positions are assigned to the Patrol Bureau, with the remainder assigned to investigative, administrative, and support units.

The bureau is composed of five patrol divisions (Central, Metro, East, South, and North), the neighborhood service centers (officers assigned to community action network or CAN Centers), and the Special Operations Division. The Special Operations Division includes the traffic unit and the patrol support unit. The helicopter section and the canine section comprise patrol support.

The Investigations Bureau includes about 260 sworn personnel and about 130 civilians for a total of about 390. The bureau is composed of the Violent Crimes Division, the Property Crimes Division, the Narcotics and Vice Division, and the Investigations Support Division. The Investigations Support Division consists of the juvenile section, the detention unit, the fugitive apprehension and arraignment section, the property and evidence section, and the regional crime laboratory.

Chapter 2: Effective Performance Measures

Summary

Performance measurement encourages accountability by providing information regarding the use of public resources. Different types of measures describe activities, the resources devoted to those activities, and their results. Performance measures are most effective when they are useful, relevant, verifiable, and economical. A group of related measures provides a more representative overview of the service being measured than any single measure.

Our aim is to simplify and strengthen the department's reporting on activities and performance. To develop measures, we reviewed performance and activity measures recommended in professional literature and used by other police departments. We evaluated measures by identifying characteristics of effective performance measures. In addition, we considered stakeholder concerns by conducting four focus groups with members of neighborhood and business associations, reviewing the Patrol Bureau's mission statement, and talking to commanders in the Patrol and Investigations bureaus.

Performance measures help clarify an organization's priorities and expectations; what gets measured and reported will influence what and how things get done. In chapter 3 we recommend a set of 20 performance measures designed to provide a representative overview of patrol and investigation services. However, we recognize that some aspects of these measures are not entirely under the control of the department; performance measures should be interpreted with care.

Types of Performance Measures

Performance measurement provides useful, reliable information regarding public services and assists public officials to fulfill their obligation to use tax dollars well, provide quality services at a reasonable cost, and account to the public for results.² Different types of measures are used to describe activities performed, the level of resources devoted to those activities, and their results. A combination of different types of

² *Service Efforts and Accomplishments: 1996-97*, Office of the City Auditor, Portland, Oregon, April 1998, p. 1.

measures is most useful. The Governmental Accounting Standards Board describes five types of performance measures:

Input Measures - measure of resources that go into providing the service efforts. Examples include funds, time, personnel, and equipment.

Output Measures – measure the quantity of services delivered. Examples of police outputs include numbers of arrests made, number of citizens contacted, hours of patrol provided, and number of calls for service answered.

Outcome Measures – measures of the final result; sometimes referred to as *effectiveness measures* or *quality of service measures*; often expressed as the degree to which preset objectives have been met. Outcomes for police could include levels of crime, percent of arrests successfully prosecuted, percent of citizens reporting “good” or “very good” satisfaction with police services, percent change in crime-related deaths and injuries, and percent of emergency calls for service responded to within *x* minutes.

Efficiency Measures - a special type of outcome measure-ratios of outputs to inputs and of outcomes to inputs. These are helpful to managers who need measures that are useful in decision-making. Efficiency measures for police could include arrests per officer, cost per case cleared or solved, and crime levels compared to hours of police patrol provided. None of the measures we recommend in this report are efficiency measures.

Explanatory Variables - an assorted menu of data that help explain results. Explanatory variables are useful for explaining the level of service that has been delivered (outputs) or the extent to which expected outcomes (objectives) have been met. In some cases, a few of the recommended measures might serve as explanatory measures.

Explanatory variables often describe conditions outside the immediate influence of the police department, such as:

- The need for police services (demand measures such as the number of calls for service received).
- The amount of work required compared to available resources (*workload measures* such as number of cases referred to the Investigations Unit compared to *inputs* such as the number of detectives on staff).

- Influences outside the department's control (changes in the population's average age, weather conditions, economic conditions, the activities of other public service agencies).

Activity and performance measures express expectations and priorities. An organization's performance measures establish priorities and influence performance because they define organizational norms and targets. Effective measures provide a common language to identify and evaluate methods used to set targets in pursuit of the organization's goals.

Accountability Enhanced

The GASB (Governmental Accounting Standards Board) believes that service efforts and accomplishments (SEA) reporting will become a major element of governmental financial reporting, assisting in fulfilling government's duty to be publicly accountable and in enabling citizens, elected officials, and other users of financial reports to assess that accountability.

Source: Harry P. Hatry et al, eds., *Service Efforts and Accomplishments Reporting: Its Time Has Come, An Overview*, Governmental Accounting Standards Board (GASB), 1990, p. iii.

Limits of measures. Each type of measure has its limitations. In combination, a balanced group of measures can tell a more complete story than any individual measure. Different types of measures are used to monitor different aspects of an organization. Some measures are used to monitor resources put into an organization - such as money or time. Other measures monitor activities of the organization - such as hours of patrol provided or number of investigations conducted. Still other measures monitor the presumed result of those activities - such as changes in vehicular accident rates or changes in crime rates.

The different types of measures imply trade-offs. For example, the level of resources, such as the number of officers on-duty, affects the level of activity such as hours of patrol and an outcome of patrol such as response time. More resources devoted to car patrol and improved response times may affect other outcomes, such as the number of officers on foot and perceived presence of officers on the street.

The measures we recommend emphasize inputs, outputs, and outcomes. We do not recommend specific efficiency measures or explanatory variables to be regularly reported. The department may wish to report explanatory variables to provide additional context for interpretation.

Activity and Performance Measurement Characteristics

Activity and performance measures are most effective when they are useful, relevant, verifiable, and economical. A group of related measures provides a more representative overview of the service being measured than any single measure. While activity and performance measures are useful for overseeing and managing police services, they are not ends in themselves and should be used with care.

Effective measures are useful. Performance measures are effective if management and the public can use them for oversight and decision-making. Measures should provide a means for assessing whether service efforts are accomplishing the expected results. KCPD command staff have told us that they do not always know what to make of the wealth of performance-related data the department produces.

Useful measures have a known purpose, provide information of value to identified users, and focus primarily on results (outputs and outcomes). Helpful questions for assessing the usefulness of the data are "Who cares?" and "Can I tell if this data represents good or bad news?" We used these questions to assess the measures we recommend in Chapter 3.

Fewer Measures May Be More Useful

Instead of the usual lengthy recitation of crime statistics, departments might select from a more modest menu of performance measures - ones that there is more reason to believe police work can influence.

Police organizations are awash in information that might be used to assess their performance, but much of it is underused. . . . By periodically reviewing performance reports and data files for their relevance and usefulness and modifying them to fit user needs, departments can help focus limited resources on things that matter most.

Source: William A Geller, *Local Government Police Management*, International City/County Management Association (ICMA), (Washington, D.C., 1991) p. 383.

Effective measures are relevant. Performance measures are effective when they are clearly related to the organization's mission, goals, objectives, and strategies. Relevant measures are important to stakeholders and measure things that the police can reasonably be expected to influence. However, due to the complex nature of police

work, many outcomes are not entirely under the control of the department; performance measures should be interpreted with care.

Performance Data Should Be Used With Care

A clearer understanding of the limitations of outcome data can reduce the tendency to blame public employees immediately when performance indicators show unfavorable outcomes.

Local governments need to do a good job, of explaining the nature of outcome data internally, to elected officials, and particularly to the media, so that agencies are not blamed prematurely and unfairly for negative outcomes

Source: Eleven Ways to Make Performance Measurement More Useful to Public Managers, ICMA Internet Site, (www.icma.org/abouticma/programs/performance), February 19, 1999.

Effective measures are reliable and verifiable. Consistent methods for collection, analysis, and reporting of data are necessary for reliable information. Methods for collecting, analyzing, and reporting data can be proven reliable when the results can be verified. Methods that produce reliable, verifiable information include: 1) sufficiently clear and complete procedures; 2) definitions of important terms; 3) wide circulation and availability of documents describing measurement procedures and their results; and 4) periodic auditing and updating to maintain the measurement system's usefulness.

Effective measures are economical. Effective measures are generated and used as cost-effectively as possible. They make use, where appropriate, of existing useful data that can be readily obtained. Measures are less effective if staff perceive that data collection and reporting increase their workload needlessly. Most of the measures we recommend are already reported or rely on information that the department routinely collects, or rely on information collected in the City Auditor's Office citizen surveys.

Activity and performance measures are useful tools, not ends in themselves. The goal of systematic measurement is to provide consistent information that helps decision-makers set appropriate goals, identify objectives that are most important for reaching those goals, and monitor the extent to which the department uses public resources to accomplish given objectives.

However, it is important not to expect too much of performance measures. Not all activities may be meaningfully quantified, and the relationships between resources, activities, and outcomes may be

difficult to interpret. Responsible users of performance measures recognize such limitations and avoid using measures to reach unreasonable conclusions.

Measures Important to Stakeholders

Stakeholders identified a number of measures they felt were important to describe and assess police services. They were particularly interested in outcome measures and discussed measures important to community-oriented policing.

We identified police performance measures that are important to stakeholders by: reviewing the Patrol Bureau's mission statement; conducting focus groups to ask citizens for their ideas about local police service; presenting these results to Patrol and Investigations commanders for their comments and questions; and meeting with command staff to discuss an early draft and recommended measures that address investigations most directly.

The Patrol Bureau recently established a new mission statement developed through a process incorporating the contributions of Patrol Bureau command. They used their familiarity with neighborhood concerns to develop a statement representing the interests of the community. The mission includes:

- The suppression of crime, fear, and disorder.
- The enhancement of quality of life in the neighborhoods.
- Dedication to excellence in police service.
- Partnership with a diverse community. (See Appendix B.)

We conducted four focus groups that included a total of 26 neighborhood and small business leaders from all parts of the city. Through guided discussion and a brief questionnaire completed at the end of the discussions, the groups identified measures of interest. (See Appendix F.) The focus groups supported themes consistent with the Patrol Bureau's mission statement and with measures we identified in other sources. Participants in the groups were consistently interested in participating with the police and with neighbors to enhance their quality of life. The focus groups emphasized a need for *outcome* measures. We discussed the meaning of focus group findings with KCPD patrol commanders. They agreed that our focus group results accurately reflect the bureau's mission and their perception of residents' concerns.

The focus groups emphasized particular outcomes. Participants in the groups expressed interest in outcome measures associated with quality of police service. A common theme of the groups was the participants' willingness to form a partnership with neighbors and the police to improve neighborhood conditions, which is crucial for successful community policing.

Many of these interests represent various aspects of *satisfaction with services*, which is often measured with information gathered through surveys:

- **Perceived visible presence of officers.** Focus group participants said they value the presence of officers in their neighborhoods. They especially notice officers on foot and on bikes in their neighborhoods.
- **Effective communications.** Effective communications within the department and with citizens - Focus group participants placed importance on how well police officers communicate with them about their individual concerns, and how well department staff coordinate with each other when matters are referred from one unit to another.
- **Useful information.** Focus group participants said they feel better equipped to cooperate with the department and with other neighbors when they have adequate information. They expect police officers to assist through their knowledge of city codes, neighborhood conditions, and other organizations that are able to help. The small business focus group wanted more information about conditions related specifically to businesses.
- **Professionalism.** Focus group participants expected to have their concerns treated in a respectful, responsive, and responsible manner by department employees. It is important to them that the department follows up as promised and that their cases are referred to other agencies when appropriate.
- **Employee satisfaction.** Focus group participants were concerned about police department employees' job satisfaction. They connect police officers' job satisfaction with the quality of service they provide.
- **Timely response to 911 calls.** Response times remain a concern to residents who participated in the focus groups. Response time is a topic of some controversy. While research has not shown a clear

relationship between response times and crime rates, citizens consider a rapid response to be an aspect of quality service.

- **Crime trends.** Focus group participants were mostly interested in crime happening nearby. The serious crimes of greatest interest are, in order of importance: burglary, illegal drug activity, and violent crime. These crimes and others are reported in the FBI's Uniform Crime Report. The department also reports the number of burglaries, violent crimes, and illegal drug activity in the city in the monthly Board Book.
- **Traffic safety and design.** Citizens in the focus groups expressed concern about the danger of inconsiderate drivers and the effect of traffic design on safety. Present KCPD reporting is not sensitive to traffic volume. Vehicular accident and injury rates should be calculated so that it is possible to compare the number of incidents to traffic volume at various locations. Areas with many accidents may be considered relatively safe if high traffic volume is also present; areas with fewer accidents may be considered relatively more dangerous if accidents occur despite low traffic volume.

Concerns and suggested measures are consistent with community policing. Community policing emphasizes cooperative problem solving between the department and neighborhoods. As community policing develops, managers place more importance on the department's success in cooperating with the community to improve quality of life. Examples of quality-related outcome measures are: citizens' feelings of safety; satisfaction with attempts to communicate with the police department; perceived professionalism of officers at the scene; and the number of citizens attending community meetings with officers.

**Quality of Service is an Important Outcome
for Community Policing**

Community policing is not policing as usual and should not be assessed as such. . . . The development of quality of police service as an alternative evaluation measure is an important precedent...

Source: *Community Policing: Expanding Horizons in the Search for Alternatives*, Austin Police Department, Austin, Texas.

Other Sources of Activity and Performance Measures

We identified about 100 performance and activity measures recommended in professional literature, used by the KCPD, or used by other police departments. We used this list, in conjunction with the characteristics of effective performance measures and stakeholder concerns, to develop the measures we recommend in chapter 3.

We gathered information from the following sources:

- A review of literature identified about 100 police performance measures. Our review included previous reports by the City Auditor's Office;³ reports from KCPD and other police departments; citizen surveys conducted by other cities; and books and articles published by national organizations interested in police performance measurement.⁴
- Citizen surveys conducted in Kansas City, Missouri, by the city auditor in 1998 and by the city manager in 1996. These surveys asked questions about citizen satisfaction with a variety of city services. Five of the eighteen survey questions were related to police service and public safety. (See Appendix C.)
- The "Board Book" provided to the Board of Police Commissioners prior to each monthly meeting of the board. In the book each bureau reports data that primarily measure inputs, workloads, activities, and outputs. In addition, several measures are outcome related, such as crime rates, accident rates, and percent of cases filed compared to number of cases presented to the prosecutor. (See Appendix A.)

We also discussed activity and performance measurement issues with police administrators here and in other cities. Although we found some differences among the above sources, we also found consensus on several measures.

Some important measures involving KCPD are not recommended in this report. Effectiveness measures of the criminal justice system are influenced not only by the police department but also by the prosecutor's office, the judicial system, and the prison system. It is not clear which of

³ *Preliminary Review, Kansas City, Missouri Police Department*, Office of the City Auditor, Kansas City, Missouri, June 1996; and *Kansas City, Missouri, Police Department Patrol Deployment: Blackout Analysis*, Office of the City Auditor, Kansas City, Missouri, January 1998.

⁴ See references at the end of the report for a list of sources.

these players should carry the responsibility for reporting and explaining the results of some measures. For example, KCPD commanders agree that *prosecution rates* do measure the effectiveness of the criminal justice system, including the police department, and should be publicly reported. We do not recommend this measure as an indicator of police performance because the department is only partially responsible for the results of this important measure.

Exhibit 1 relates the areas that we emphasize for performance measurement in chapter 3 to major sources of information in our research.

Exhibit 1. Sources of Information for Recommended Measures

Areas of Emphasis	KCPD Perspectives	City Auditor Reports	Focus Groups	Policing Literature	Management Literature
Allocation of Patrol Staff Resources	Distribution of personnel and workload, especially in patrol, was a strategic planning priority. Allocation issues affect department-wide community policing.	The <i>Preliminary Review</i> of the KCPD identified resource allocation as a priority. The <i>Blackout</i> report further examined resource allocation.	Participants were concerned with equal distribution of police resources across all areas of the city and with community policing.	Resource limitations, rules, and regulations affect allocation decisions.	Staff allocation affects quality of service but does not measure quality directly.
Patrol and Investigation Activities	Reports on activities comprise a large portion of the information currently reported to the police board.	The <i>Blackout</i> report identified ways to reduce the number of calls requiring an emergency response as a key strategy for enabling community policing.	Participants linked police activities with desired outcomes such as writing traffic tickets to reduce irresponsible driving.	Activity measures alone do not indicate quality or effectiveness in police service.	Police departments and other governments organizations around the country commonly report activity measures.
Perceptions and Satisfaction of Citizens and Employees.	Command staff consider morale and citizen satisfaction to be important and consider citizen complaints to be an important indicator.	Citizen surveys have polled residents about satisfaction with police service, importance of police service, and feelings of safety.	The satisfaction of both citizens and of officers was a priority issue for participants.	The perceptions and satisfaction of citizens and employees are important to police effectiveness.	Perceptions and satisfaction of internal and external customers is important to program effectiveness.
Crime Rates	Crime rates are reported regularly to the board.	The <i>Preliminary Review</i> observed that crime statistics represent only reported crimes. Local citizen surveys and national studies also gauge victimization rates.	Participants use crime rates to judge quality of life and effectiveness of crime control.	Decreases in crime have been associated with effective community policing.	Crime rates are commonly associated with effectiveness of police service.
Other Effectiveness Measures	Commanders prefer effectiveness measures to statistical productivity measures.	The <i>Preliminary Review</i> and the <i>Blackout</i> report found a need for effectiveness measures at KCPD for patrol and investigations.	Effectiveness issues dominated focus group discussions in addition to crime rates and professional courtesy.	Effectiveness measures are central to gaining public support for police. Crime rates, however popular, are limited measures of police effectiveness.	Studies of performance measurement emphasize the need for effectiveness measures for community policing and investigations.

Chapter 3: Recommendations

Recommendations for Measures and Implementation

Our recommendations are written in two parts. First, we recommend a group of 20 measures intended to provide a balanced overview of patrol and investigations services. The measures are summarized in four tables showing recommended measures regarding patrol activities, traffic safety, survey measures, measures regarding investigation activities, and crime rates. The tables describe the definition and purpose of each measure and measurement issues the department may face. Second, we make recommendations for implementing the performance measures.

Recommended Performance Measures

Measures for patrol resources and activities. The following measures focus primarily on patrol resources and activities. Most of the information is not currently reported but can be derived from information available from dispatch records. Definitions of terms are vital to understanding what each measure actually measures. For example, it is necessary for KCPD to decide whether tactical response officers, sergeants and/or CAN officers should be included in calculations of “patrol officers on patrol”, “uncommitted patrol time” and “blackout time.” These measures will be more useful if broken down by each of the five patrol divisions.

Each measure is affected by a variety of factors - city government determines annual allocations for overall department funding, allocations to various activities within Patrol are decided at the bureau level, and patrol divisions decide how to allocate resources, including personnel, allotted to them. The measures also show the effects of other things outside the immediate influence of the Police Department such as weather, economic conditions, and the actions of other public and private organizations.

Traffic safety depends in part on enforcement of traffic law. Other influences are roadway design and weather, neither of which is under the control of the department. Methods for targeting enforcement activity help the Traffic Division to apply its valuable resources where they are expected to have the greatest benefit.

Exhibit 2. Measures for Patrol Resources and Activities

Measure and Definition	Rationale, Purpose	Measurement Issues
<p>Number of on-duty patrol officers – Average full-time equivalents (FTEs) on patrol per shift.</p>	<p>This measures capacity for providing basic police service. Professional literature and focus group participants consider patrol as one of the most important police services.</p>	<p>This information is available from dispatch records, but will require programming to extract the data. Percent of authorized FTEs on patrol would be an informative supplement to this measure. Vacancies or use of leave could be useful explanatory variables.</p>
<p>Percent of uncommitted patrol time – The portion of patrol officers' time not committed to 911 calls and other duties.</p>	<p>Community policing requires problem-solving strategies. This is an indirect measure of available time for problem-solving in the neighborhoods.</p>	<p>This information is available from dispatch records, but will require programming to extract the data. It is appropriate for this percent to vary among officers, units, patrol districts, and times of day.</p>
<p>Percent of blackout time – The portion of total patrol time in which patrol officers assigned to respond to calls are committed and cannot respond to an additional call.</p>	<p>Blackout means demands for service are straining the department's capacity to deliver service. When blackout occurs too frequently, community policing is not possible. When it occurs more in one area than in another, service should probably be more evenly distributed.</p>	<p>The department calculates blackout but does not routinely provide this information to the board. We recommended in the <i>Blackout</i> report that the calculation should include only those patrol officers whose primary duty is to respond to calls for service.</p>
<p>Number of responses to calls for service – The number of priority calls responded to by patrol officers.</p>	<p>This measures the workload for patrol represented by demands for service through 911 calls.</p>	<p>Dispatch records can provide this information, broken down by the level of priority.</p>
<p>Number of citations issued for moving traffic violations at select problem intersections</p>	<p>This measures a police activity assumed by the police department and by focus group participants to be associated with the control of dangerous drivers and the maintenance of traffic safety. Citation activity is commonly targeted on problem intersections.</p>	<p>KCPD reports monthly arrests and citations for more than 15 types of offenses. Citation activity should be compared with accident and injury records at select problem intersections to test the association between traffic safety and traffic enforcement strategies. Highway design might provide explanatory information.</p>

Measures of citizen and employee perceptions and satisfaction. Some perception measures can be derived from citizen surveys already done by the City Auditor's Office. Others require surveys not yet done. Surveys provide a way to gain knowledge about people's experiences and the environment in which the department operates. KCPD's methods can be improved for monitoring the needs and opinions of those inside and outside the department.

Exhibit 3. Measures of Citizen and Employee Perceptions and Satisfaction

Measure and Definition	Rationale, Purpose	Measurement Issues
Adequacy of perceived patrol presence – Survey questions to assess citizen perceptions of whether the amount of patrol service matches neighborhood needs.	Focus groups considered visible patrol presence as an important measure of police service. Perceived levels of patrol may be different from actual levels of patrol provided.	Questions for this measure could be included in the <i>Kansas City Citizen Survey</i> .
Feelings of safety – A survey of citizens' perceived levels of safety in their neighborhoods and in other areas of the city.	Perceived levels of safety are a common measure helpful for judging success in providing a sense of security and for judging citizens' quality of life.	The City Auditor's <i>Kansas City Citizen Survey</i> includes questions on feelings of safety. (See Appendix C, question 1.)
KCPD employee satisfaction with work – employees' evaluations of department effectiveness and morale.	KCPD supervisors and focus group participants considered police service quality to be dependent, in part, on employee satisfaction. Successful community policing tends to improve employee satisfaction; therefore satisfaction is useful for gauging success in improving service quality and in instituting community policing.	This measure could be collected scientifically in an employee survey. The City of Austin provides one example of a citywide employee satisfaction survey. It is administered annually and anonymously. Austin employees rate work quality, work processes, the units' responsiveness to citizens, and managers' effectiveness.
Victim service level – Percent of crime victims reporting a crime who feel they have been treated fairly and courteously by police personnel.	This measures the reported satisfaction of victims with police service. This is a quality measure that helps determine how well the Patrol and Investigations bureaus are serving victims.	The department could periodically survey persons filing reports with the police. The information may be most useful categorized by type of report filed.
Regular complaints and other feedback – Complaints and other feedback provided through citizen-initiated calls to the police board's Office of Citizen Complaints (OCC) and through OCC's analysis of the Patrol Bureau's <i>Citizen's Comment Forms</i> .	Patrol Bureau commanders consider citizen feedback already reported by OCC as an informative indicator of citizen satisfaction with police service.	OCC's feedback system is not scientific; most complaints come through phone calls or comment forms handed to citizens by officers at the point of contact. Increases and decreases in complaints can result from either desirable or undesirable conditions. An increase can result from more ambitious surveying efforts, higher citizen response rates, and/or a decline in service quality. Reporting rates could aid interpretation of citizens' attitudes. (See reporting rates, below.)
Victimization rates; Reporting rates – Ratios used to estimate actual crime rates	Actual crime rates are higher than officially reported crime rates. The victimization rate is	The department's reports do not use these rates to interpret the city's crime rates. The City

based on officially reported crime rates.	used to estimate the actual rate of crime by asking a controlled sample of citizens whether they were victims of crime. By comparing the <i>victimization rate</i> to the number of crimes officially reported, a <i>reporting rate</i> (the rate at which crimes get reported to police) is calculated. Changes in reporting rates might indicate changes in the level of trust and cooperation between citizens and the criminal justice system.	Auditor's <i>Kansas City Citizen Survey</i> measures reporting rates citywide every two years. (See Appendix C, question 2.) Because victimization rates always carry a degree of uncertainty, year-to-year trends in victimization rates should be used to balance the evaluation of single-year results.
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Measures for crime rates. Crime rates are used widely to measure a community's quality of life and to determine success in controlling illegal activity. Local crime rates are usually compared with rates in other cities. Like other measures associated with police service, crime rates vary with changes in demographics, weather, economic climate, and other variables outside a police department's control. For burglary rates and violent crime rates, we recommend that they be reported per 100,000 residents, the same way these rates are reported in the UCR.

Exhibit 4. Measures for Crime Rates

Measure and Definition	Rationale, Purpose	Measurement Issues
Burglary rates –Number of burglaries per 100,000 inhabitants.	The UCR reports burglaries and other crimes per 100,000 inhabitants. Burglary rates were considered by focus group participants to be the most important measure of police effectiveness and of their quality of life related to security.	All of KCPD's five patrol divisions report the number of burglaries compared to the previous year. Citywide trends are charted over three years. This information would be more informative in comparison with the size of the population.
Violent crime rates –Number of violent crimes per 100,000 inhabitants.	The UCR reports crimes involving force or the threat of force per 100,000 inhabitants. Violent crime rates were considered by focus group participants to be the second most important measure of police effectiveness and of their quality of life related to security. Most of these crimes are called Part I Offenses by law enforcers.	The department reports violent crimes by patrol division and also charts citywide trends. This information would be more informative in comparison with the size of the population.
Illegal drug activity –Number of drug-related arrests, seizures, drug houses closed by the Drug Awareness Response Team (DART).	Illegal drug activity is a national concern and was considered by focus group participants to be the third most important measure of police effectiveness and of their quality of life related to	The Investigations Bureau reports nine measures related to their drug enforcement activity and compares them with the previous two years. Arrests and seizures are included but house

	security.	closings by DART are not. This activity is different from offenses such as burglary that are often reported by victims to the police. Narcotics and Vice measures are less a measure of offenses and more a product of the division's initiative; therefore it is less meaningful to associate such measures with population.
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Other effectiveness measures. Some of the measures in Exhibit 5 relate to activities associated most with the Investigations Bureau. Responsibility for the outcome of these activities is shared with the Patrol Bureau and other elements in the criminal justice system.

Exhibit 5. Other Effectiveness Measures

Measure and Definition	Rationale, Purpose	Measurement Issues
PATROL		
Percent of calls for service handled without requiring patrol response.	This measures the success with which call-takers manage calls so that calls not requiring emergency service are handled in an appropriate manner.	Call-taking records can provide this information.
Response time – The average time that elapses between the moment an emergency call requiring rapid response is received at the police department until an officer arrives at the scene.	This remains one of the most popular measures of police patrol effectiveness nationwide. Response time was a high priority for focus group participants. There is not a strong connection between response time and crime deterrence or effective resolution of many reported incidents.	The department will need to record arrival times in order to calculate response times. The department will also need to define the types of calls for which rapid response is a high priority and for which response time is to be reported.
TRAFFIC		
Vehicular accident and injury exposure rates – Ratios of traffic incidents compared to traffic volume expressed as incidents per million vehicles entering an intersection.	The absolute number of traffic incidents is not a comprehensive measure of traffic safety. Busy roads with high numbers of incidents may not be as dangerous to individual drivers as low volume roads with frequent accidents. By comparing the frequency of incidents to traffic volume, traffic safety is more thoroughly measured and traffic control strategies are better informed.	KCPD presents a monthly Traffic Summary to the Police Board. The report identifies high crash intersections, but does not consider traffic volume. KCPD should develop a strategy in cooperation with the city's Street and Traffic Division's traffic engineers to incorporate traffic counts in its monthly Traffic Summaries. Calculation of exposure rates should be reserved for select problem intersections. An exposure rate above five is considered high.

INVESTIGATIONS		
<p>Follow-up rate - Percent of all cases reported to police that survive initial review by the Investigations Bureau and then are assigned for a follow-up investigation.</p>	<p>This measures the likelihood that violations of the law will be pursued by the criminal justice system. An increased rate may result from better information obtained by officers and detectives, increased staffing, or changes in prosecutor's priorities that make prosecution - and therefore follow-up of "lesser" cases - more likely.</p>	<p>A variety of factors influence follow-up rates and may be reported as explanatory variables. This rate should use categories that report the reasons for no follow-up by type of crime. For this measure to be useful, screening procedures must be standardized and not subject to frequent changes. Rates are expected to be different for different types of crime.</p>
<p>Clearance by arrest; Exceptional clearances – the percent of cases resolved either because a suspect has been arrested or because conditions merit closure of the case for other exceptional reasons.</p>	<p>The UCR clearance rate includes cases closed without arrest. The inclusion of exceptional clearances makes clearance rates much more useful.</p>	<p>Non-cooperation of victims/witnesses and insufficient evidence are among the explanations for non-arrest clearances. Clearances should be broken down by arrests, insufficient evidence, refused by prosecutor, suspect dead, etc. (See Appendix F, question 10 for a list of exceptional clearances.)</p>
<p>Percent of cases returned for further investigation – Percent of cases referred to the prosecutor that are returned for more work by Investigations.</p>	<p>This measures the effectiveness with which Investigations develops cases that the prosecutor will accept. When cases are returned for further work, it indicates that more and/or better evidence is still needed.</p>	<p>When a case is refused by the prosecutor, KCPD receives a "yellow sheet" that reports the reason for refusal. One of these reasons is that the case requires further work by Investigations.</p>

Recommendations for Implementation

Performance measurement is a work in progress for any organization. Targets and goals are very useful tools for increasing the usefulness of measures but they take time to develop and refine. KCPD should first use the recommended measures for a reasonable amount of time to develop a base line from which targets and goals can then be set.

1. The Board of Police Commissioners should adopt the recommended activity and performance measures for regular reporting to the board, the City Council, and the public.
2. The chief of police should develop a plan for implementing the recommended activity and performance measures. The plan should be presented to the Board of Police Commissioners and progress reports should be provided at each monthly board meeting while the plan is under development. The plan should include the following elements:
 - An implementation timetable.
 - A statement of each measure's purpose.
 - The measurement system's definitions of terms.
 - Methods for regularly collecting, analyzing, reporting, and auditing data.
3. The chief of police should develop a plan for regularly communicating the results of performance measurement. Information about the purpose for the measurement system, methods for generating the measures, and the measures themselves should be widely available.

Appendix A

Measures Reported to the Board of Police Commissioners

Performance measures reported to the Board of Police Commissioners at each monthly meeting by police divisions are public documents and are potentially a valuable source of information to those concerned about the value of police service to the community. These measures have changed little in recent years, and some board members have expressed interest in simplifying the reports, which fill about 40 pages. The following is a summary of the measures reported in the book of information provided at each monthly board meeting:

Personnel Summary and Personnel Trend Table

Department-wide changes in staffing for each of the latest 12 months - transfer, leave, resignation, retirement, death, etc.

Department Strength

- Law enforcement, police officer candidates, career civilians, contract employees, part-time employees, summer employees, board employees, reserve officers, auxiliary service volunteers, chaplains.
- Law Enforcement Distribution by rank/title, ethnic group, including female category.
- Commendations and Disciplinary Actions, current month and year-to-date.

Quarterly Summary Report for the Community-Oriented Policing Activities - activities by patrol division, mostly in narrative form. The summary does not capture all community policing activities.

Summary of Traffic Enforcement Activity - charts showing current month and year-to-date compared to same month last year and same period last year - enforcement actions by type, hazardous violations by type, age of violators, type of vehicle, sex and residence of violator, frequency distribution of violations by hour of each day of the week, enforcement action by division (Traffic Unit, Parking Unit, Other Traffic, Patrol).

Investigations Bureau Summary

Adult arrests year-to-date compared to previous two years for total arrests, cases presented to prosecutor, cases filed, percentage of cases

filed to cases presented, arrest charged from number of cases filed, insufficient evidence/additional work, administrative yellow sheets by prosecutor, juvenile apprehensions processed, juveniles referred to juvenile court, juveniles handled by juvenile section.

Narcotics and Vice Division – activities, latest month and year-to-date, compared to previous year. Possession of narcotics arrests, narcotic purchases, sale of narcotics cases, cocaine seized by weight and total dollar value, methamphetamine seized by weight and total dollar value, total dollar value of narcotics seized, search warrants served, narcotics arrests from search warrants, meth lab responses, firearms recovered by type, division prostitution arrests, decoy operations, patrol initiated arrests, tavern checks, tavern violations.

Monthly Statistical Report from the Office of Citizen Complaints (OCC) – nine categories of complaints and their dispositions, latest month and year-to-date, compared to previous year.

- Monthly Crime Summary, City-Wide and by Patrol Division.
- Incidence of Part I violent crimes.
- Homicide, non-negligent manslaughter, rape, robbery, and aggravated assault.

Incidence of Part I Property Crimes

Burglary, stealing over and under \$200, auto theft, and arson. Each category is represented by past year-to-date and previous month comparisons.

Three-Year Comparative Crime Charts of All Part I Offenses, Nonaggravated Assault (Part II), and Vandalism (Part II) - eleven line graphs showing murder, forcible rape, robbery, aggravated assault, burglary, larceny theft, motor vehicle theft, nonaggravated assault, arson, vandalism, assaults on law enforcement officers.

Bias Crime Incident Report - recent month and year-to-date providing comparisons of ten violent and property crimes by victim type (race, religion, and sexual orientation).

Analysis of Drive-By Shootings -- total incidents for the month. Chart using twelve categories to characterize incidents and bar graph comparing total number of incidents in current year's months with months in previous two years.

Traffic Summary - numerous charts display the following: fatal, injury, and damage accidents by current and previous year-to-date and by current month versus month of previous year.

Fatal, injury, and property damage accidents by current and previous year-to-date and by current month versus month of previous year.

Fatal Accidents by Classification - driver, passengers, pedestrians, bicyclists, motorcyclists; current and previous year-to-date and current month versus month of previous year.

- Fatal Accidents & Seat Belt Use.
- Monthly Traffic Fatality Comparison - three consecutive years are presented on the same twelve-month line graph.
- Three-year Comparison of Crashes by Month bar graph.
- Arrest for Driving Under the Influence (DUI) by month compared to previous year.

High Crash Intersections with periods of greatest frequency, number of crashes, contributing factors.

Crash Recap

- Fatal, injury, and property crashes, persons killed, persons injured, and total crashes by previous month and year-to-date.
- Seat Belt Compliance Statistics, previous month and year-to-date.
- Hazardous Moving Conviction Rate, year-to-date and previous year.

Appendix B

Patrol Bureau Mission Statement

PATROL BUREAU MISSION:

We, the members of the Patrol Bureau, are dedicated to excellence in police service; safeguarding life and property, suppressing crime, fear, and disorder. We are committed to a partnership with our diverse community to solve problems and enhance the quality of life in our neighborhoods.

PATROL BUREAU VALUES:

We are individually accountable for upholding these values in our professional and personal lives:

- Respect for human life above all else.
- Reverence for the fundamental rights guaranteed to all persons by the U.S. Constitution.
- Equal service and protection for all, delivered in a fair and impartial manner.
- Appreciation for the diversity among individuals of our community and within our department.
- Effective, honest, open communication with all citizens, department elements and government agencies.
- Cooperation among members to achieve team effectiveness.
- Commitment to personal and professional growth.
- Progress through initiative, creativity, and an openness to new ideas.



Appendix C

The Kansas City Citizen Survey: Police – Related Questions

The Kansas City Citizen Survey was conducted in the fall of 1996 by the City of Kansas City, Missouri's city manager, with the assistance of the city auditor. The city auditor conducted a very similar survey in the fall of 1998. Surveys will continue to be done every two years. Of the survey's eighteen questions addressing a variety of city services, the following five questions addressing police service and public safety were repeated in both surveys.

Question 1: Feeling of Safety

How safe do you feel walking alone during the day: In your neighborhood? In the park closest to you? Downtown? How safe do you feel walking alone at night: In your neighborhood? In the park closest to you? Downtown? (five-point scale ranging from "very safe" to "very unsafe")

Question 2: Victimization and Crime Reporting

Were you or anyone in your household the victim of any crime in Kansas City during the last 12 months? If YES, did you or a member of your household report the crime(s) to the police?

Question 3: Rating of Contact

Have you had any contact with Kansas City's Police Department in the last 12 months? If YES, how do you rate the way the contact was handled by the police? (five-point scale ranging from "excellent" to "very poor")

Question 13: Rating of Police Overall

OVERALL, how do you rate the quality of each of the following Kansas City services? ("Police" was one of thirteen services individually rated on a five-point scale ranging from "excellent" to "very poor.")

Question 18: Importance of Police Service Overall

OVERALL, how important to you is each of the following services? ("Police" was one of thirteen services individually rated on a five-point scale ranging from "most important" to "least important.")

Appendix D

Focus Group Recruitment and Format

Background

We conducted one pilot focus group, three citizen focus groups, and one small business group in order to incorporate Kansas City, Missouri residents' views into a recommended set of performance measures for the KCPD. The purpose of the focus group process was to get a better idea what services citizens expect from their police department and what they want to know about their department. The same auditors using the same protocol facilitated all of the groups. Each session was recorded using audiotape and hand-written notes.

After the focus group process was tested using a pilot group of city hall employees, the process was refined and used to conduct four citizen sessions over a period of one month. Each of the three citizen groups represented residents from widely dispersed areas within particular parts of the city: north of the Missouri River (Northland); south of the river to Brush Creek (Midtown); and south of Brush Creek to the southern limits of the city (South Kansas City). The fourth group represented small business groups throughout the city.

Recruitment of Participants

Participants were recruited with assistance from the Mayor's Office on Disabilities and the Neighborhood and Community Services Department. Many participants were selected from a list of identified neighborhood volunteers found in the Neighborhood and Community Services Department's *Geographic – Based Groups* list.

Twenty-five citizens participated in the focus group process, excluding the pilot group. Men and women were about equally represented. Each session took place between 3:00 and 5:00 PM on dates and locations shown in Exhibit 6.

Exhibit 6. Focus Group Schedule

Date	Area	Size	Location
09/08/98	Northland	6	North Kansas City Community Center
09/10/98	Midtown	6	Swope Parkway Health Center
09/29/98	Small businesses city-wide	5	Swope Parkway Health Center
10/01/98	South Kansas City	8	Southeast Branch Public Library

Discussion Format

The focus group moderator used a semi-structured format to direct discussion so that the discussions addressed pre-selected issues. We selected issues that arose from our review of professional literature and our discussions with experts.

Each of the one-time focus group sessions had two parts. The first part was designed to facilitate discussion. Each participant had the opportunity to express his or her opinions within a structured format. Contributions to the discussion were not subject to judgement because the purpose of the discussion was only to make their views known, not to reach agreement.

The second part of the process was the post-discussion questionnaire. The purpose of the questionnaire was to get participants' opinions on specific types of measures. Most participants were not familiar with the variety of measures used to monitor police performance. The questionnaire results provide a clearer understanding of the importance they place on specific types of measures.

Appendix E

Focus Group Discussion Guide

The Police Department's Perceived Mission

Q1: What do you think should be the main purpose of the KCMO Police Department?

Q2: What one or two police services in particular are most important to you?

Personal Criteria for Evaluating Police Performance

Our opinions about the police department and its employees are affected by information coming from several sources such as news accounts, personal experiences, and stories we hear from others.

Q3: How do *you* decide whether the police department is doing a good job?

Express Safety Concerns and Safety Criteria

Q4: How safe do you feel in KCMO? Do you think your *personal safety* has been improving, getting worse, or has safety been staying about the same over the past few years? In what ways?

Q5: How safe do you think your *property* is? Do you think the safety of your property has been improving, getting worse, or has property safety been staying about the same over the past few years? In what ways?

Q6: How safe do you feel driving in city *traffic*? Over the past few years, have you experienced traffic conditions getting better, worse, or staying about the same? In what ways?

Express Level of Interest in Crime Control and Adequacy of Information Needed to Assess the Need for Crime Control

Some citizens pay close attention to police activities and crime levels while others aren't as interested as long as crime doesn't affect them directly. Each of the questions in the next section are intended to find

out how interested you are in knowing about a particular situation, what information about that situation is most useful to you, and where you get that information now. Therefore, each question has three parts: 1) How interested are you? 2) What information do you need? 3) Where do you get that information now?

Q7: How interested are you in knowing about:

- a. What the police are doing in your neighborhood (place of business)?

What information do you need to know what the police are doing around your neighborhood (place of business)?

Where do you get that information now?

- b. How our police department compares to other cities' police departments?

What information is needed for you to know how our police department compares with police departments in other cities?

Where do you get that information now?

- c. How the amount of crime or the type of crime in your neighborhood compares to other neighborhoods around the city?

What information do you need to know how crime in your neighborhood (business area) compares with crime in other parts of the city?

Where do you get that information now?

- d. How crime in Kansas City compares with crime in other cities?

What information do you need to know how crime here compares with crime in other cities?

Where do you get that information now?

Appendix F

Focus Group Exit Questionnaire

Please make one response on each of the following scales as you indicate how important it is for you to know how the police department measures up in the following areas.

Please circle one number on each of the following scales:

EXAMPLE

Very important	Somewhat important	Not important at all		
1	2	3	4	5

Note: Individual participants answered questions 1-15 using the above five-point scale. The average scores for all respondents are in parentheses.

- 1) How important is it for you to know the size of the KCMO Police Department's budget:
 - a. compared to previous years within Kansas City, Missouri? (2.4)
 - b. compared to police departments in other cities? (2.7)

- 2) How important is it for you to know the number of KCMO police officers per 1,000 population:
 - a. compared to previous years within Kansas City, Missouri? (2.0)
 - b. compared to police departments in other cities? (2.2)

- 3) How important is it for you to know the number of serious crimes reported:
 - a. per police officer in Kansas City, Missouri? (2.2)
 - b. this figure compared to the same figure in other cities? (3.1)
 - c. per resident in Kansas City, Missouri? (2.1)

- d. this figure compared to the same figure in other cities?
(3.0)
- 4) How important is it for you to know the number of 911 calls responded to:
 - a. per Kansas City, Missouri, police officer? (2.5)
 - b. this figure compared to the same figure in other cities?
(3.2)
 - c. per Kansas City, Missouri, resident? (2.5)
 - d. this figure compared to the same figure in other cities?
(3.2)
- 5) How important is it for you to know the amount of time officers have available for planning and problem-solving in their assigned neighborhoods, as opposed to time they must use responding to 911 calls? (2.1)
- 6) How important is it for you to know the amount of time it takes for a patrol car to arrive in response to an emergency phone call to our police department? (1.7)
- 7) How important is it for you to know how many arrests made by our police officers actually lead to conviction for a crime? (2.2)
- 8) How important is it for you to know how many of our police department's criminal cases are strong enough that they get assigned to police detectives for further investigation? (2.5)
- 9) How important is it for you to know the percent of cases assigned to our police detectives that eventually lead to conviction for a crime? (2.3)
- 10) "Clearances by Arrest" is a performance measure popular in many police departments. It is usually reported as a single number showing the total of all serious criminal cases that are considered closed. A case may be considered closed for *any* of the following reasons:
 - One suspect is arrested and turned over to the court for prosecution
 - or
 - the suspect is dead
 - or
 - the suspect confessed on his/her death bed

or
the suspect could not be brought to justice
or
the case involved one suspect who was charged in a
different case
or
because evidence is considered insufficient for
prosecution
or
the victim refused to cooperate in prosecution of the
suspect
or
because the suspect is a juvenile

Using the above definition, how important is it for you to know how many of our police department's criminal cases result in "Clearances by Arrest", also referred to as "Cases Closed"? (2.6)

- 11) How important is it for you to know how many adult residents know their community police officer by name? (2.4)
- 12) How important is it for you to know how satisfied our police officers are with their working conditions? (1.8)
- 13) How important is it for you to know how satisfied our residents are with the results of their personal encounters with the police? (1.6)
- 14) How important is it for you to know the number and types of traffic accidents occurring in our city? (2.7)
- 15) How important is it for you to know the number and types of traffic violations drivers are cited for in our city? (3.1)
- 16) In just a few words, what sort of information would be the *most* helpful to you in deciding whether the police department is doing a good job? (The following were the three most often cited responses.)
 - Crime Rates – 9 responses
 - Personal encounters with police department employees – 6 responses
 - Response time – 4 responses

- 17) In order of importance with 1) being the most important, what are the two or three crime/security issues that concern you most as a resident of Kansas City, Missouri? (The following exhibit shows the order of the most often cited responses and their ranking.)

Exhibit 7. Most Often Cited Crime/Security Issues

Issue	Ranking		
	1	2	3
Burglary	8	0	3
Illegal Drugs	5	4	0
Violent Crime	0	7	3
Community Policing	0	0	3

Please provide the following information so we can have a basic idea what kinds of people participated in your group. Please do *not* include your name.

Address (nearest intersection) _____

Age (circle one) 0-25 26-35 36-45 46-55 56-65 65+

Gender (circle one) M F

Present occupation _____

Number of years you have lived in Kansas City _____

If you have any additional comments, please use this sheet.

We know your time is valuable. Thank you very much for your help!

Appendix G

Police Chief's Response

Special Report: Performance Measures for Patrol and Investigations

Police

KC/MO

Richard D. Easley
Chief of Police

Chief's Office
1125 Locust Street
Kansas City, Missouri 64106
Office (816) 234-5010
Fax (816) 234-5013

April 14, 1999

RECEIVED
APR 16 1999
CITY AUDITOR'S
OFFICE

Mr. Mark Funkhouser
City Auditor
City Hall, 21st Floor
Kansas City, Missouri 64106

Dear Mr. Funkhouser:

Thank you for an advance copy of your Special Report on Performance Measures for the Patrol and Investigations Bureaus of our Department.

Copies of the report have been given to the commanders of the above-mentioned Bureaus for their review. They and I will then discuss your audit in preparation of our response.

Should we have questions, we will call your office for clarification.

Yours truly,

Richard D. Easley
Richard D. Easley
Chief of Police

RDE/fb

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