

SURVEY OF THE METROPOLITAN POLICE DEPARTMENT OF KANSAS CITY, MISSOURI
MADE FOR AND APPROVED BY THE CHAMBER OF COMMERCE OF KANSAS CITY
PREPARED BY THE KANSAS CITY PUBLIC SERVICE INSTITUTE

Under the direction of AUGUST VOLLMER MARCH, 1929 JUDGE H. F. McELROY

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March 1929

FOREWORD

Under date of December 28, 1928, Conrad H. Mann, President of the Chamber of Commerce addressed a communication to Lou E. Holland, Executive Manager and John M. Guild, General Secretary, asking that a thorough survey of the Police Department be made. Mr. Mann's letter follows:

"Hardly a day passes that the newspapers do not refer to the inefficient or ineffectiveness or both of the Police Department, only to find that those who apparently have intimate knowledge of the affairs of the Police Department claim that the Department, as far as it can go, taking into consideration limited man power, is very effective. In other words man power seems to be what is lacking.

"As President of the Chamber of Commerce, I, therefore, direct that you request the Police and Fire Committee make a full and complete investigation as to the Police Department, ascertain as to lack of man power, if any; lack of sufficient finances, if such, and concern itself with all other matters that have to do with an efficient and effective Police Department.

"I am not so much concerned having this report available at the earliest possible date as I am interested in having this work thorough and complete in order that the Chamber of Commerce might find itself in a position where it can advise the citizens of Kansas City as to just what the conditions are and where the weak spots, if any, are to be found.

"This committee should also concern itself with a careful investigation of the Fire Department in its every activity, and file a report with the Chamber of Commerce.

"It is the duty of the Chamber of Commerce to help straighten these departments and to cooperate to the fullest possible extent with the authorities who are in charge of these departments, and to, if possible, convey to the men engaged in those endeavors that the Chamber of Commerce is deeply interested."

The matter of the proposed survey was taken up by the Police and Fire Committee, of which Colonel Charles Edwards is Chairman, on January 7, 1929, and the Chairman was authorized, with the assistance of the Secretary, to work out a definite plan. On January 22, 1929, a plan was presented to and approved by the Board of Directors whereby the services of August Vollmer, Chief of the Police Department of Berkeley, California, would be obtained to act as consultant on the survey of the local department and the services of the Kansas City Public Institute employed to do the necessary research work and prepare a report under the direction of Chief Vollmer. The necessary amount to cover the cost of the survey was appropriated at this time.

Upon the completion of the report, on March 19, 1929, it was presented to the Police and Fire Committee which recommended approval and endorsement of the survey, and commended the report to the Board of Directors for its serious consideration and

recommended further that the committee as well as the entire Chamber get behind the recommendations contained in the report to the end that the findings will be put into actual practice.

On March 21, the Board of Directors unanimously endorsed the report as outlined and recommended the complete report for the serious consideration and adoption by the proper officials and further resolved that the Chamber of Commerce bring to bear all possible power to the end that the findings be put into, actual practice. Responsibility for following up the report was lodged in the Civic Department.

KANSAS CITY PUBLIC SERVICE INSTITUTE
1012 Baltimore Avenue Kansas City, Missouri
March 15, 1929
Mr. Conrad Mann, President,
Chamber of Commerce,
Kansas City, Missouri
Dear Sir:

Attached is the report on the survey of the Kansas City Police Department which the Chamber of Commerce requested us to make. This report was prepared under the direction of August Vollmer.

We believe that the adoption of the recommendations contained in this report will give Kansas City one of the best operated police departments in the United States with a resultant low crime rate and high degree of law observance. This can be accomplished at a cost not in excess of that of the police department in recent years, with a probability of a reduction in the future.

The attainment of these ends requires the continued active interest and support of the Chamber of Commerce, and of other civic organizations. The Public Service Institute will be glad to cooperate at all times.

Very truly yours,
WM RB
WALTER MATSCHECK Director.
March 15, 1929
The Chamber of Commerce,
Kansas City, Missouri,
Gentlemen:

The purpose of the survey was as stated to your consultant by Colonel Charles Edwards, chairman of the Police and Fire Committee of the Chamber of Commerce, "collect information concerning crime, vice, traffic and other police problems; study every phase of the organisation and administration of the local police department; estimate if possible whether or not the force is adequately manned, distributed, supervised and equipped to meet the problems presented- and to submit an opinion of actual requirements for the economical and efficient administration of the Kansas City Police Department".

Pursuant to this request statistics were obtained and analyzed; commanding police officers and subordinates interviewed; members of the Law Enforcement Association consulted; courts visited; police report, records and record systems examined; stations and equipment inspected;

beats and districts studied; personnel investigations instituted including present methods of selecting, training, distributing, supervising and disciplining; tests given to ascertain educational and intellectual qualifications of members; and finally all the data thus acquired was compared and evaluated, and reduced to simple tables, charts, graphs and recommendations.

Frequent changes of police executives has positively prevented the establishment of a year to year progressive policy program. Moreover the executives regardless of their honesty and ability never hold their positions long enough to become familiar with their duties or the police problems. Before executives can acquire knowledge concerning methods which may be successfully applied to promote efficiency and economy they are unceremoniously removed from office.

Politics plays an important role among the several demoralizing factors. Many policemen are of the opinion that advancement is easier to obtain through corrupt political channels and duty dodging than by faithful and meritorious service. Credit is due the loyal few who remain uninfluenced by these demoralizing contributories and who give to the city a superior quality of police service.

Hampered by lack of modern equipment, miserably compensated for arduous and dangerous duties, unprotected by pension provisions, unsupported by the press, pulpit and public, ridiculed and berated by other law enforcement officials, kicked around by unscrupulous politicians, it is remarkable, indeed, that the policemen have been able to maintain any semblance of law and order in this growing community. Incidentally, the foregoing demoralizing factors are not peculiar to Kansas City - they may be found in other large American cities.

Recommendations in the report include only such items as are fundamental to successful police organization and administration. Refinements have not been discussed or even suggested, because the plan submitted for the amelioration of local conditions, though elementary in nature, will require considerable time to put into operation.

Close cooperation between the Law Enforcement Association and the Police and Fire Committee of the Chamber of Commerce would assist in obstructing the baleful influence of the "militant minority" who thwart the will of the people and prevent honest administration of justice.

Just so long as these special privilege seekers retain control by operating through unprincipled politicians the law enforcement officials will be impotent and prevented from performing their sworn duties. Such an unity would hearten honest police officials and terrorize grafters and shirkers who may succeed in receiving police appointments. Further, united, these groups might profitably direct their attention to a study of the prosecuting and judicial branches of law enforcement machinery. Recent disclosures in other cities indicate that these respected institutions are not without unholy alliances.

Permit me to call your attention to and also to suggest that the Chamber of Commerce extend a vote of thanks to the following persons and organizations who have so generously and unselfishly assisted me in this survey:

Mr. Emil Koch, Mr. M. A. O'Donnell, former police commissioners; Mr. L. R. Toyne, ex-chief of police; officers and members of the Kansas City Police Department; Law Enforcement Association; Mr. Walter Matscheck and staff of the Public Service Institute; and Colonel Charles Edwards, chairman of the Police and Fire Committee.

There has been an enormous amount of material collected, which is safely deposited, but

for obvious reasons is not made a part of this survey. Therefore, it is recommended that either the Chamber of Commerce or police commission engage the services of the Public Service Institute to compile this data for the benefit of the police commission, and further to continue such additional studies as may be necessary to place the Kansas City Police Department on the highest efficiency plane.

In closing I desire to take this opportunity of publicly expressing my deep appreciation to the many good people in Kansas City who have made my brief visit so pleasant and happy.

Respectfully yours,

(signed) August Vollmer

AV KB August Vollmer

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SUMMARY OF PRINCIPAL FINDINGS

I. The Police Problem

1. There is too much major crime in Kansas City, but there is less than a few years ago
2. The police problem in Kansas City is no more difficult and no different than in other large cities

II. Organization and Distribution of Force

1. Organization is loose
2. Supervision is inadequate
3. The department lacks executives and specialists
4. The force is poorly distributed
5. The beat system has not been revised in years in spite of changed conditions
6. Chief reliance is placed on foot patrol
7. Automobile patrols are not properly organized or sufficiently used
8. The motorcycle squad is not used to best advantage
9. The traffic officers could be largely replaced by traffic lights
10. Reorganization of whole department, with new beat system, use of motor patrols, and adequate equipment would make unnecessary a force of the present size
11. Too many patrolmen are detailed to perform other than patrol duties

III. Personnel

1. Political considerations have been an important factor in selecting employes
2. Many employes have had inadequate education for police work
3. Some employes are not intellectually equipped for police work
4. Some employes of excellent education and intelligence are occupying minor positions
5. There is no machinery for testing applicants for positions
6. The police school program is far too short and superficial
7. There is no officers' training school
8. Many men and officers do not understand their duties
9. The salary schedule is low
10. There is no pension system, though a few men who should be pensioned are kept on part pay
11. Chauffeurs are required to perform duties of police officers for less pay and are required to work on twelve hour schedule. This injustice impairs morale.
12. Insufficient leisure time is allowed. Every member should be entitled to at least one day off in seven.

IV. Buildings and Equipment

1. The Gamewell signal system is obsolete and inadequate

2. There is no recall signal system
3. There is no system for rapid communication of orders and information between headquarters and district stations
4. Motor equipment is inadequate for modern methods
5. The headquarters building is entirely inadequate and unsuitable
6. District stations need renovation, reconstruction, and in some cases new buildings

V. Record system

1. The record system has the foundation for a good system
2. Records are not cumulated, tabulated or used for administrative purposes

VI. Finances

1. The finances of the department are adequate for all purposes, including current operation, new equipment and new buildings
2. A considerable savings can be made on past expenditures
3. There is no financial program covering a period of years.

SUMMARY OF PRINCIPAL RECOMMENDATIONS (in order of their importance in the respective groups)

The following summary gives the order of importance of principal recommendations under general headings. Suggestions under each of these should be in process of installation at the same time, For example, recommendation one made under each heading is of immediate importance and each is dependent on the other.

I. Equipment

1. New record forms and tabulating system
2. Red light signalling system
3. New telephone box system to take the place of the present obsolete Gamewell system
4. A sufficient number of new automobiles and patrol wagons to establish automobile patrol system
5. Traffic signal system
6. New headquarters station
7. Renovation and reconstruction of stations
8. New stations in certain districts and relocations in other districts

II. Personnel

1. Officers' training school
2. New entrance standards
3. New methods for selecting recruits
4. Training school and system
5. Promotion scheme

III. Organization

1. Chief made the executive officer
2. Appointment of assistant chiefs and their staffs
3. Redistribution of force - as soon as red light signal system is installed and automobiles purchased
4. Ten-year financial plan
5. Revision of rules and regulations
6. One day off each week

7. Better pay schedule

8. Pension plan

XIV

I. POLICE PROBLEMS

1. Crime

Fundamental to an understanding of the police situation in Kansas City is a knowledge of the number, kind and location of criminal and other types of police complaints. There are presented, therefore, in the following pages a number of tables and maps designed to show by police districts the number and kind of crimes reported to the police during the year 1928, For many of the tables and maps, this survey is indebted to the Law Enforcement Association of Kansas City, which kindly prepared and furnished them for this purpose.

Table I shows the number of criminal complaints by police districts for the year 1928 together with the number of arrests. The complaints do not include traffic complaints or minor offenses. The classification is that used by the Kansas City police department.

TABLE I.

Criminal Complaints for the year 1928* Shown by Police Districts

Stations	1	2	3	4	5	6	7	9	10 Total
Classifications									
Arson									
Assault, to kill	19			5		5			29
Assault, Criminal	7			1					8
Assault, Common	27			2	2	1			32
Assault, Felonious	3		1		2		2		8
Bogus Checks	60		3	15	11	8	4	13	114
Bomb explosions	1				2	1			4
(Residence	110		57	69	104	119	54	165	678
Burglary (Business	248	2	28	157	55	129	36	107	762
(Vacant	3		3	2	1	3		1	13
Burglary, Attempted	5		2	5	4	7	1	19	43
Crimes against children	2								2
Embezzlement	1			1	1				3
Forgery								1	1
(Street	171	2	39	123	43	89	27	83	577
(Banks	2			1					3
Highway (Bank Mess.									
Robbery (Pay Roll	1	1							2
(Business	167	2	14	92	64	131	22	84	1 577
(Residence	5		5	4	2		1	2	19
Larceny, Grand	300	5	30	117	63	84	18	47	664
Larceny, Petit	177	2	36	131	84	105	44	80	659
Larceny, From Dwelling	342		40	144	111	121	34	134	926
Larceny, From Business Bldg.	197	7	3	72	46	31	14	40	410
Larceny, of Auto	1382	74	74	1038	501	579	162	461	4 4275
Larceny (Pickpocket	88	1		15		11	2	3	120

from (Purse snatcher	50	1	11	2	13	2	6	85
Person (Strongarm	76		9		11	1	2	99
Manslaughter								
Murder	43	3	1	15	2	18	1	5
Obtaining money and goods by false pretense	24		3	12	1	5		49
Rape	1			1		2		1
Safe Blowing								5
	3512	99	340	2042	1097	1476	424	1260 5 10,255

Arrests, Detective(1)3994 21420 419 981 12384 1658 7515 1351 2095 182 51,999

(1) Includes arrests for all causes * Does not include traffic or minor offenses.

The police districts are shown in the following map A which gives for each district the total arrests and the total number of criminal complaints. It will be seen that District I has the largest number of both complaints and arrests. District IV comes second and District VI comes third. The other districts, with the exception of District II, are primarily residential districts and the number of crimes in these districts is relatively small.

The maps, B, C, D, E, F, G, H, which follow show for the principal complaints the number in each district, making it possible to visualize for each class of complaints, such as murder, assault, highway robbery, etc., the distribution throughout the city.

A study of these maps will show where police activity must be concentrated to have its greatest effect. By keeping such maps currently and accurately, a police department is enabled to determine the effectiveness of its work. The amount of crime in any city varies from year to year. Variation is due to many social and economic factors, and the degree and effectiveness of enforcement of law by the law enforcement officials.

In Kansas City there has been considerable variation. The following table, page 4, which was prepared from information furnished by the Law Enforcement Association, gives the record with regard to four major crimes for the nine years 1920 to 1928, inclusive. In two cases there has been a definite increase; in one, the totals at the beginning and the end are approximately the same, with intermediate variations; and in one there has been a definite decrease.

TABLE II.
Crime Complaints by Years 1920 to 1928

Total

Year	Highway		Burglary		of	
	Murder	Robberies	Business	Dwellings	Total	All
1920 42	726	799	1906	2,705	6,178	
1921 51	610	569	1138	1,707	4,075	
1922 64	919	523	1054	1,577	4,137	
1923 58	1,161	641	1146	1,787	4,793	
1924 62	1,287	944	1594	2,538	6,425	
1925 59	1,314	875	1252	2,127	5,627	
1926 89	1,037	862	1151	2,013	5,152	

1927	71	975	845	739	1,585	4,215
1928	88	1,178	762	678	1,440	4,146

The information given in the table is shown graphically in the following charts I and II which show first the percentage increase or decrease year by year for each of the crimes given, and the variation in the actual figures for each by months from 1920 to 1928, inclusive. The increases and decreases can readily be seen. Charts IA, IB, and IC show yearly variations per 10,000 population and per square mile of area.

It is interesting to note that certain months are usually high, while others are usually low. Similar tabulations, were they available, would show that complaints vary with the hours of the day. Unfortunately, the records in the department do not make easily available such information.

The U. S. Bureau of the Census, in order to encourage uniform crime statistics throughout the United States, has devised a crime classification scheme which may be used for comparative purposes. The criminal complaints recorded in the Kansas City- police department have been rearranged according to this Census Bureau classification, Table III, which follows, gives the distribution of such complaints by districts for 1927 and 1928 according to the Census Bureau classification.

TABLE III.

Crime Complaints by Police Districts 1927 and 1928 (U. S. Census Bureau Classification)

1927

Districts

Classification	2	3	4	5	6	7	9	Total
Homicides	1 29	2	12	2	21	4	2	72
Rape	2		2		2	1	3	10
Robbery	339	1	28	168	96	177	39	127
Assault	19		22	1	16		3	61
Burglary	435	5	97	362	133	247	90	288
Forgery	44		3	9	16	11	4	95
Larceny	2,472	58	132	1,307	638	890	263	580
Other	1					3		4
	3,341	66	260	1,882	886	1,367	401	1,011
								9,214

1928

Homicides	44	3	1	15	3	18	1	5	90
Rape	1			1		2		1	5
Robbery	346	5	58	220	109	220	50	169	1,177
Assault	58		1	8	2	8		2	79
Burglary	367	2	93	233	164	260	92	293	1,504
Forgery	60		3	15	11	8	4	14	115
Larceny	2,634	89	184	1,550	808	960	276	782	7,283
	3,510	99	340	2,042	1,097	1,476	423		10,25
								1,266	3

As shown in the previous table, there is a great variation in the number of complaints in the various districts, This is to be expected, since the character of the district will determine to a

considerable extent the manner and nature of complaints. The number of men assigned by the police department to a district is governed, in part, by the amount of crime in the district. Thus, District I would have the largest number of men, and District II the smallest number. When the number of felonies reported and the number of arrests made, however, are reduced to the number per man assigned to the districts, it is found that there is still a considerable variation. This is shown in the following table, which gives the number of felonies and number of arrests by districts, the number of men assigned to each district, and the number of felonies and number of arrests per commissioned officer in each district.

TABLE IV.

Number of Complaints and Arrests Year 1928 by Police Districts
and Number of Police Officers Working in Each District as of January 15, 1929

Police District	Number of Felonies*	Number of Arrests	Number of Men	Complaints		Arrests Per Commissioned Officer
				Per Commissioned Officer	Per	
1	3,510	21,420	86	41		250
2	99	419	22	5		19
3	340	981	26	13		38
4	2,042	12,384	60	34		206
5	1,097	1,658	39	28		42
6	1,476	7,515	59	25		127
7	423	1,351	37	11		37
9	1,266	2,277	50	25		45
	10,253	48,005	379	27		127

* No record of number of misdemeanors by districts

The residence of offenders may vary somewhat from the distribution of criminal complaints. Map I, which follows, shows by police beats the residences of persons accused or convicted of major crimes.

2. Vice

Under the heading of vice are included bootlegging, garbling, narcotics and prostitution. The data available on these are not very complete. Information available has been gathered by the Law Enforcement Association, and is presented in the following maps prepared by them. Map J shows by police districts the location of liquor violation complaints, Map K the vice complaints, Map L narcotic complaints, and Map M gambling complaints. It is apparent from a study of these maps that the number of complaints is not an indication of the amount of this class of violation which actually takes place. They may, however, show the general location of this type of violation.

In order to show a true picture of vice in Kansas City, it would have been necessary for the police department to have prepared maps showing location of arrests for each of the aforementioned violations for the past five years.

3. Traffic

The enforcement of traffic regulations is a type of work performed by the police department, which is entirely different and distinct from its crime prevention and detection

work. As discussed in later sections of this report, traffic work is handled in a different manner and is regulated by different conditions from other police work. It, however, is a function of the police department, and the traffic statistics are, therefore, included here. Map N, following, which was prepared from information furnished by the Kansas City Safety Council, shows the location of traffic accidents resulting in death for 1928.

Table VIII and Chart V, which follow, show the number of persons killed from various causes for the years 1924 to 1928. This information was furnished by the Kansas City Safety Council. All automobile accidents are not reported to the police department. However, a total of 3,982 were reported in 1928.

This total takes no account of the seriousness of the accidents, but in each accident sufficient damage was done to cause one or both of the participants to report the fact to the department. Maps and tables such as these show where traffic accidents which have been reported occur. They are the basis on which the police department and the Kansas City Safety Council direct their activities for the prevention of accidents.

TABLE VIII.

Deaths from Accidents in Kansas City - 1924-1928

Cause	1924	1925	1926	1927	1928	Total
Motor Vehicle	76	77	75	69	83	380
Public	35	44	31	30	36	176
Home Accidents	74	46	63	61	57	300
Industrial Accidents	33	35	34	29	29	<u>160</u>
Total	218	202	202	189	205	1,016

The traffic work of the police department includes the traffic policemen on street corners, the motor cycle patrolmen and the patrolmen at schools. If the department were properly equipped, as suggested elsewhere in this report, the city would have over 200 men assisting in reducing traffic accidents. The traffic situation in Kansas City, both from the standpoint of congestion and the standpoint of accidents, is such as to require a thorough and intensive study of the whole situation. Such a study is being planned by the Chamber of Commerce under the direction of Mr. Miller McClintock, an outstanding traffic authority. However, there is need for an immediate traffic count at man-controlled intersections in order to determine whether the traffic officer is placed to the best advantage. Undoubtedly, a man power saving can be effected in the traffic division if this is done.

4. General

Each district station should keep maps showing crime, vice, and traffic conditions in the district, location of major and juvenile offenders, and residences of bootleggers, narcotic users, prostitutes and gamblers.

In addition to these major activities of crime and vice prevention and detection, and the control of traffic and prevention of traffic accidents, there are numerous other activities which have been placed upon the department. These activities have not been investigated in the course of this survey and are listed here merely to make complete the statement of the police problem. Among these activities are:

Missing and found persons Missing and found property Dead bodies found Aid to injured
Enforcement of city ordinances Investigating suspicious characters and places Investigating
miscellaneous public complaints Assistance given to other municipal departments Investigation

of anti-government activities Miscellaneous misdemeanors Investigating suicides Investigating cases of insanity

II. ORGANIZATION AND CONTROL

1. Legal Basis

The Metropolitan Police Department of Kansas City is created and controlled by the state legislature. Article XIX, R. S. 1919, with an amendment by the 1921 session of the legislature contains the acts which govern the department. These laws provide that there shall be in cities having between 200,000 and 500,000 inhabitants a board of police commissioners of three members, consisting of the mayor, who is ex-officio president of the board, and two members appointed by the governor with the approval of the senate. The commissioners hold office for terms of three years. Commissioners may be removed by the governor upon his being satisfied that any commissioner is guilty of misconduct.

The duties of the commissioners are defined as follows:

"Section 8919. They shall at all times of the day and night, within the boundaries of the city, as well on water as on land, preserve the public peace; prevent crimes and arrest offenders; protect the rights of persons and property; guard the public health; preserve order at every public election and at all public meetings and places, and on all public occasions; prevent and remove nuisances on all streets, alleys, highways, waters and other places; provide proper police force at every fire for the protection of firemen and property; protect emigrants and travelers at steamboat landings and railroad stations; and see that all laws relating to elections, lotteries and lottery policies, and to the observance of Sunday, and relating to pawnbrokers, intemperance, vagrants, disorderly persons, gambling and "bawdy houses, and every other kind and manner of disorder and offense against the public health and good order of society are enforced, and shall enforce all laws and ordinances which may be properly enforceable by such police force."

The powers, of the commissioners and members of the force to make arrests are defined. The board is authorized to employ a permanent force and to equip it as may be necessary. The board is authorized to estimate the sum of money necessary to operate the department and to certify the same to the council of the city, which it required to appropriate the amount asked for.

The qualifications of officers and policemen who may be employed are fixed in Section 8931: "No person shall be appointed policeman or officer of police who shall have been convicted of any offense, the punishment of which may be confinement in the state penitentiary; nor shall any person be appointed who is not proven to be of good character, or who is not proven to be a citizen of the United States, or who cannot read and write the English language and who does not possess ordinary physical strength and courage. The board shall from time to time hold an examination for determining the qualifications and fitness of all applicants for appointment to positions on the police force who have not been previously examined in pursuance of the provisions hereof, and such examinations shall be conducted in pursuance of such rules and regulations as may be prescribed by the board and the board shall cause the names of all persons who are so examined and found to be suitable and fit persons for the kind of police duty for which they are applicants, to be entered in a book to be provided by the board for that purpose, and whenever a vacancy occurs in any grade of officers, except the chief, and cannot be filled from the next grade lower, it shall be filled from the list of

persons so examined and found to be fit and suitable to fill the office in which such vacancy occurs."

The first employment of every police officer is required to be for a probationary term of six months. Thereafter every such officer is appointed for a term of three years and may be removed only for cause and upon complaint or charges and hearing before the board. The chief of police is authorized to suspend any police officer, except the secretary of the board and the surgeon, pending hearing by the board.

The maximum number of employees of each class or grade and the salaries which each such class of policemen shall receive are fixed by section 8935, as amended. Other provisions of these statutes include: Requiring of bonds; filling of vacancies; authorization to the board to make rules and regulations; police relief association; uniforms, and authority to divide the city into districts.

2. Organization

Under those provisions of the statutes, the department has set up the organization shown on chart VI on the following page.

The board of police commissioners is the active administrative head of the department. It has charge of all financial operations, rules and regulations and employs the chief of police and all other members of the department. Actual appointments are in the hands of the commission as well as prescribing methods of appointment, methods of training, promotions, removals, etc.

The chief of police is the active operating officer under the board but has no part in the employment of men. This subject is discussed more fully in the section of this report relating to selection and training of employees. The detail of present organization is also discussed later in this report.

Chart VII, following, shows the suggested reorganization of the department. The commissioners and chief hold the same position as under the present organization plan. Below this, however, there is suggested a complete reorganization of activities. It is suggested, also; that the functions of the commission be strictly defined to govern the following points:

- A. As a legislative and judicial body to
 1. Prepare rules and regulations governing the force.
The present rules and regulations of the department have not been revised since 1911.
 2. Amplify, modify or amend such rules and regulations.
 3. Initiate inquiries concerning the efficiency of the operation of the department or any part thereof.
 4. Cause to be investigated charges made of inadequacy of any branch of the organization.
 5. Fix standards for entry into the department as an employee of any kind.
 6. Establish standards for training of employees both old and new.
 7. Arrange a system of promotion based upon merit and especially designed to secure the right men for advanced positions.
 8. Arrange a schedule of fines and penalties for minor infractions of rules and regulations, and provide for the imposition of the fines and penalties where the offender enters a plea of guilty and waives the right to trial. The system now used by the traffic violation bureau of automatic fines would serve as a guide in preparing such a scheme.
 9. Conduct trials of all members of the force who refuse to waive trial or who are charged with serious infractions of the rules.

10. Insist upon rigid discipline.
 11. Prepare an organization chart for the department and permit no change to be made in such organization without its consent.
 12. Prepare a plan for monthly, semi-annual and annual reports. In this connection, the forms and classifications of the United States Bureau of the Census and tentative annual report form prepared by the Record Committee of the International Association of Chiefs of Police, and the forms of the National Safety Council should be considered. This question of forms and records is more fully discussed in the section of this report on record systems.
 13. Plan a program of present and future activities of the force.
 14. Recommend suitable municipal and state legislation wherever this is desirable or necessary for the protection of the community.
 15. Make careful studies of obstacles that prevent the department from functioning efficiently, including lack of authority or inadequate legislation, delays in prosecution, interference of politics and other forces destructive of morale.
 16. Conduct a study to determine the feasibility of creating a crime prevention division composed of policewomen.
- B. As an administrative body to direct the policy of the department through the chief of police in writing with reference to
1. Enforcement of laws and control of traffic and vice.
 2. Attitude of the department toward the public.
 3. Attitude of the department toward other officials.
 4. Attitude of the department toward the press.
 5. Attitude of the department toward professional bondsmen.
 6. Treatment of prisoners.
 7. Political activity of members of the department.
 8. Detaching police officials from the department to perform other than prescribed police duties.
 9. Supplying Information to official or unofficial organizations.

- C. As the body to prepare the budget and direct control of expenditures, to
1. Set up a tentative ten-year comprehensive plan providing for all needs of this period whether for capital expenditure or operating purposes, including housing,

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equipment, personnel, etc. This ten-year budget should be so carefully drawn that it can be adhered to quite closely and rearranged annually as finances and circumstances require.

2. Arrange for monthly budget control sheets and allow no expenditures in excess of the allocated amount for the month. Permit no person to incur obligations without proper requisition.
 3. Conduct survey of physical equipment and salvage discarded or impaired equipment.
- D. In relation to the department to
1. Issue no orders to any members of the force unless it is done through the chief of police.
 2. Hold the chief of police to account for violations of the commissioners' policy or rules and regulations by any member of the force. The chief of police should be given free rein and be the chief executive of the department in fact as well as in name.

The present department is loosely organized and inadequately directed and supervised

throughout. There is, in many places, a lack of supervision and control over officers and men, which results in low morale and in very poor police work. The purpose of the reorganization plan is to fix definitely responsibility, to set up a logical organization of all divisions of the work of the department, to provide thorough supervision of every phase of the work and to tie all activities of the department together under the chief of police and through the chief under the commissioners. In this program the chief of police must be the chief executive officer charged with complete responsibility for the entire department and responsible only to the board. The commissioners should not issue orders except through the chief. The chief should be relieved of all detail work and should be given time to study the needs of the community, the effectiveness of police activity and the results obtained. Certain principals must be recognized in attacking police problems. For example, the police force should be concentrated where it is most needed. The force must be large enough to overcome opposition. Each unit of the force must be properly supervised since in any organization men will not work at their highest efficiency unless there is someone checking their activity and seeing that they are doing their work thoroughly. There is a tendency among police officers as among other men to assume no more responsibility than necessary.

In the reorganization plan set forth in the chart, the duties of the chief would be as outlined in the statutes and as previously discussed. He would be the chief executive officer of the department with all the authority and responsibility that such a position carries with it.

The first and second assistant chiefs would be the immediate advisors and aids to the chief. The first assistant would have immediate charge of problems relating to crime, vice, traffic, etc., and the second would have charge of the personnel, recruitment, training, etc. The general duties of the first assistant chief would be the prevention of crime, prevention of breaches of the peace, protection of life and property, enforcement of laws, arrangements for prosecution of violation of traffic rules and regulations, suppression of vice, employment of under-cover agents for the purpose of keeping informed of the activities of the so-called "under world", honesty of pawnbrokers and suspected fences, identity of persons lending support to or harboring criminals, conducting surveys to determine traffic needs.

The first assistant should be an especially capable police executive, one who is thoroughly acquainted with the many police problems. He should be required to keep informed regarding the police situation and look at the police force as one body constituted to protect the life and property of the people of the community. He should be able to call upon any officer or member of the force at any time, knowing that any such officer or member of the force may at any time be placed on day or night duty for any period of time, temporary or permanent, and also that such officer may be placed anywhere within the organization without regard to district, division or detail to which he is regularly assigned. The first assistant should lay out the divisions and beats and in doing this he should use maps, graphs, charts, etc., and should consider all the various factors which determine the probable boundaries of any district or beat. These factors are discussed later in this report. Suffice it to say here that there is need for immediate revision of the boundary lines of beats and stations.

There should be under the immediate command of the first assistant four inspectors as shown in the organization chart, who should be immediately responsible to him. These inspectors would serve as a board of strategy and assist the first assistant chief in outlining plans for combatting the activities of antisocial elements in the community.

In order to illustrate the manner in which the hoard of strategy and the first assistant chief would function, the following example is cited:

Information is obtained through under-cover agents concerning the operation of a large bootlegging place located in the business district. The captain of the district is supplied with a report regarding operation of this illegal establishment. No action is taken by the captain. The commander of the vice division is next called upon to arrest the operator and he, too, fails to get action, and then a few selected men are taken from the reserve division and in a few hours the place may be closed and the offender prosecuted. Similarly, many of the problems of the police can be quickly solved and graft promptly eliminated by chief executives who are honest and efficient. These inspectors have as their particular duties keeping fully informed of the conditions in their respective fields and of cooperating with the first assistant chief in seeing that the various divisions and districts function properly; and, finally, using the reserve division to supplement the work of other divisions.

The second assistant chief, as stated, has general charge over the selection, training, inspection, etc., of the personnel. His general duties should be:

Selecting and training recruits

Assigning and transferring members of the force

Investigating complaints made against members of the force

Conducting promotional examinations Inspecting uniforms and equipment Keeping personnel files Promoting morals.

The second assistant chief and the inspectors under his command should constitute the morale hoard. This hoard should consider all problems relating to employment, promotion, training, recruitment, and should determine what methods may be employed to promote the morale and to energize the department.

More specifically, the duties of the second assistant chief may be set forth, as follows:

In the first place, he should be designated as the personnel officer and as such he should investigate the characters, references, statements and previous employment record of all persons who file applications for examinations.

He should examine, or cause to be examined, all applicants who, upon investigation, seem desirable candidates for examination.

He should furnish examination results to the chief of police, as well as recommendations for appointment or certification to the eligible list of those persons whose examinations are satisfactory. He should keep an eligibility list of those persons certified by the chief of police to the eligible list.

He should bring before the chief of police any eligible person whom the chief of police wishes to interview.

He should keep a record of the progress of all probationary officers and furnish to the chief of police reports of the aptitude of such probationary officers.

He should issue all equipment furnished by the department to each new member appointed, taking his receipt in duplicate, forwarding the duplicate to the property custodian, and retaining the original for the now member's personnel file.

He should establish and maintain a personnel record file of each member of the department in the prescribed manner.

He should receive and investigate all charges against members of the department.

The second assistant chief should also be designated as educational officer and as such should be in charge of police training school and the officers' training school.

He should provide the members of the faculty and have direct supervision and control over them, as well as members of the department assigned to the school.

He should specify the hours of attendance of all members assigned to this school.

He should keep an accurate and complete record on file of the progress and attendance of the school, in order that the chief of police may be in touch with the affairs of the school at all times.

At the completion of each course, he should examine, or cause to be examined, each member who has completed the course, and furnish a report to the chief of police, which sets forth results obtained by each member in his examination.

Subject to the approval of the chief of police, he should provide and maintain a picked group of officers trained to serve as a special drill unit, this being for the purpose of heading parades, acting as funeral escorts, etc., provided, however, that these men should not be relieved from the performance of regular patrol duties.

The second assistant chief should also be designated as inspection officer, and as such should inspect police headquarters and police stations and all other buildings and property under the control of the department. He should be responsible for and see that they are kept clean and properly cared for and that all regulations in respect to them are strictly adhered to.

He should, at least once a month, inspect uniforms and equipment of the uniformed force and see that they are clean, in good condition, properly kept and conforming to departmental specifications. He should have the authority to condemn any uniform or other piece of equipment that in his judgment is not fit for service.

He should inspect new equipment of all members of the department before using and reject any not in accord with specifications.

He should present his equipment and himself before the chief of police for quarterly inspection.

He should file a quarterly written report regarding the military appearance and bearing, condition of uniforms and other equipment, discipline and general proficiency of members of the uniformed force.

He should make such constructive written recommendations to the chief of police as he may deem necessary and appropriate, with the idea of developing cooperation and coordination.

The discussion of the balance of the reorganization plan will be given under the sections of this report entitled "Distribution of Force", "Equipment", and "Record system".

3. Distribution of Force.

The organization of the department under the chief of police at the present time consists of an inspector of police and drill- master who is in charge of the police school and investigations; detective bureau including the general detective work, bureau of identification and auto theft bureau; the vice squad; raiding squad; bureau of records; property room; police matrons; police signal division; and division of transportation and shops. In addition to this there are the eight police districts.

The rearrangement of these divisions as suggested is shown on the Chart VII showing the

proposed general organization.

Traffic division. The first division shown on this chart is the traffic division. This includes primarily the traffic police who take care of traffic at intersections. There are few traffic signal lights in Kansas City and the lack of signal lights requires traffic patrolmen where they would not be needed if lights were installed. Many cities take care of traffic with lights where conditions are much more difficult than those at any corners in Kansas City now controlled by traffic policemen. Undoubtedly a large saving in man power can be affected immediately if the city will either contract with the Kansas City Power and Light Co. to install the traffic signals at most of the corners now controlled by traffic police or purchase the signals outright and pay for maintenance. The argument that the police department does not have the funds available for this purpose is not sound since the saving in traffic policemen alone would more than pay for the cost of installing and operating the lights or the cost of rental from the Power and Light Company,

There are very few, if any, intersections in Kansas City where traffic officers are now needed for traffic control, which cannot be more efficiently handled by traffic signal devices. The department should make a thorough study of this and determine the cost of a complete system, whether such system can be secured through the Power and Light Company, and at what rental cost and saving in traffic police.

The mounted unit of the traffic division should also receive careful analysis. There are many experts who believe that the work performed by these men can be much better accomplished by foot men aided by one or two motorcycle men on streets where parking is prohibited. A systematic study should be made to determine the amount of territory that can be covered by a patrolman on foot as compared with a mounted officer in order that a true estimate may be made of the value of mounted men and the sizes of the beats which they cover.

The principal duty of these mounted police is to enforce parking ordinances. Even a casual observation of the parking situation indicates that parking ordinances are inadequately enforced. It is said that they are not enforced because political or personal influences nullify the work of a traffic officer who is too active in tagging parked cars. The truth or falsity of this statement was not determined.

Vice division. The second division on the proposed reorganization chart is the vice division. This would take the place of the present vice and raiding squads. This division should be strengthened by the addition of six men. The commanding officer should be empowered to employ under-cover men in sufficient number to combat the activities of persons engaging in bootlegging, prostitution, gambling and narcotic peddling. The men employed in this division must be constantly checked by under-cover agents from the office of the first assistant chief since they are particularly tempted to overlook violations which they were employed to prevent. The duties of this division are so obvious that they need no further discussion excepting to say that their activities should cover the entire city.

Detective division. The third division is the detective division, including the same functions as the present division, except that the bureau of identification is transferred to the division of records. Time was not available for a thorough investigation of this division either as to its internal organization or the efficiency with which it does its work.

The detectives are supposed to be selected, under the present plan, from the police force, taking only those men who have made the best records on the regular force and who are

particularly fitted for detective work.

Studies which have been made indicate that there are a number of men in the division who probably are not the best men available in the police department.

No changes can be recommended in this division without a more intensive survey. Such a survey should include a study of the actual time consumed in conducting the various types of investigations made by the members of this division, their effectiveness as measured by results obtained, number of complaints assigned for investigation and the number of men that are required for team work.

In this connection it is necessary to state that one man is frequently more effective than a team. The old practice of using two men on all types of assignments is gradually being discarded.

Political appointees, unless they have proved their efficiency, and other incompetent or lazy employes must be eliminated since they destroy the morale and interfere with the efficiency of the division. It is suggested that this group be more thoroughly supervised.

Record division. The record division in the reorganization plan includes the present bureau of identification, a complaint division of a division of statistics, and would keep all records of the department and make all the reports called for in the discussion of record systems which comes a little later in this report. The bureau of printing may also be included as part of this division.

The work of the record bureau and of the identification bureau are so closely connected that it is considered advisable to bring them together under the direction of one competent man. A tabulating machine and operator are necessary complements of this division. Without knowledge of the facts regarding crime and criminals and personnel efficiency the executive heads are helpless. Data regarding the nature of offenses, location and time of occurrence are readily available and the force may be utilized to the best advantage only when the record system is complete and thorough and can produce any information wanted on a moment's notice. Such a system is described in a later section of this report dealing with the record system.

Property division. The property division may remain a separate and distinct unit as it is at present. No intimate study of the operation of this division has been made. It is apparent, however, that this unit is woefully handicapped for want of space and equipment.

Reserve division. Under the proposed scheme for equipping the department with automobiles for heat patrolling, which is discussed in the immediately following paragraphs, there will be no necessity for maintaining a motorcycle unit as an exclusive traffic enforcement body. Their services will be required to control traffic at times, but there will be considerable less for them to do if the automobile patrolmen are compelled to give attention to all traffic violations observed by them. It is suggested that the motorcycle squad be made the reserve force. This includes the motorcycle men now assigned to duty in outlying banks.

The reserve division should always act as a single unit.

This force is a very vital branch of a police department and should be so organized as to supplement the work of all police divisions. Their duties are varied and may be changed from day to day, depending entirely upon where their services are required. They serve as an effective check against grafting in the department. Gamblers, prostitutes and bootleggers may fix the policeman on the beat, or even the division commander. They may also purchase

protection from the vice division, but it would be next to impossible to bribe all the members of the reserves, any one of whom might be detailed to investigate vice conditions. Bunco-men, pick-pockets, and stolen property receivers may pay certain officers for protection, but such protection would not save them from arrest by members of the reserves. The strength of the reserve division lies not only in its mobility and ability to concentrate the entire personnel on a given problem, but also in the secrecy that should surround their movements. Operating against pick-pockets in the downtown section one day, secreted in residential sections on the lookout for house burglars the following day, raiding vice resorts at night, stationed in banks during the day to protect these institutions from attacks by bandits, no orders issued to any members of the reserve until they are ready to move, they constitute a dangerous menace to the anti-social at all times, in every part of the community.

Division of construction and maintenance. The division of construction and maintenance should take care of all repairs and construction. All such work for a department as large as the police department of Kansas City should be under the command of one individual, thus eliminating the annoyances caused by the heads of many small bureaus disturbing the chief with reports and consultations during his busy hours. This will also help to prevent friction that is constantly occurring between these many small bureaus. Obviously it is important that the commander of this division be a skilled mechanic rather than a trained policeman. No study has been made of the detailed operation of the present shop mechanical work.

Included in this division of construction and maintenance, also, there is placed in the reorganization plan the signal system. Briefly, there is need for a complete new system of signallying devices for the department. Such a system is essential if the department is to function properly. This is discussed later in the section on equipment.

Uniformed Force. Underlying all the work of the police department is the uniformed force - the men who patrol the heats.

At the present time there are eight police districts. Formerly there were nine but district VIII was consolidated with district

I. These districts are patrolled partly by foot patrolmen, partly by auto patrol and partly by mounted police. In addition the motorcycle squad covers almost the entire city.

Under the heat system as originally laid out, which has not been materially changed except by consolidation of heats, since 1914, the whole city was covered by foot patrol. This was the plan, but whether it was ever actually fully put into effect was not determined. There has been a gradual decrease in the number of men available for foot patrol until now only a portion of the city is covered by foot patrol. Map O shows the present foot patrol heats. The designations on the map indicate which of the heats are covered on all three shifts, which on two, and which on one. The areas on the map which are not covered by foot patrolmen are supposed to be covered by auto patrol.

Map P shows the motorcycle heats or districts. Mounted policemen are used only in police district III, where there are four mounted police, and for traffic work in the downtown district.

The men in each station are assigned monthly by the chief of police. The captain in charge of the station has charge of the organization of the work within the district. The accompanying organization charts VIA to VIM show the organization and number of men in each district and division of the police force. From these organization charts and from an analysis of the conditions in each district the accompanying proposed organization plan for heats was

prepared.

It is suggested that foot patrolmen be abolished in all except district I, which is the downtown district, and that there be substituted automobile patrols day and night on all shifts with only one patrolmen without a chauffeur in each car.

It has been the experience in many cities that only in the most congested districts is there any use for foot patrolmen.

Even in the most congested districts in New York City foot patrolmen are supplemented by automobile patrol and it is suggested that the foot patrolmen in district I supplement the auto patrol during the crime peak hours.

A foot patrolman will walk on the average nine miles in an eight hour shift. It has been determined by actual experience that if a patrolman is given an automobile he will drive approximately 30 miles on his beat and in addition will walk the nine miles which he walks as a foot patrolman. There is thus secured in addition to the nine miles ordinarily walked by foot patrol, 30 miles by automobile patrol without an increase in force and with a vast increase in efficiency.

Two patrolmen in a car, or a patrolman and a chauffeur, have been found to be unsatisfactory in many cities. There is too much opportunity for discussion between the men and a considerable lack of observation of what is going on on the beat. Putting two men in a car tends to make them careless, inefficient and lazy. One man in a car can observe thoroughly all that is going on while driving slowly, he will have plenty to do and will do the work much better than two if adequately supervised and directed.

The plan contemplates that the horse mounted patrolmen be eliminated in district III, It contemplates, also, that the motorcycle squad shall be used as a reserve squad as previously discussed. The plan further contemplates that district II be abolished as a separate district and combined with district I, District II is a district with but slight hazards and a relatively small amount of crime. This district can very easily be patrolled by one automobile in each of the shifts. Station X, which is a small substation in Leeds, should be abolished and be patrolled by an auto patrolman working out of district IX.

The beat is the fundamental unit in a police organization and unless this fundamental unit is properly constructed the whole organization plan is faulty.

Knowing the nature and extent of crime, vice, traffic accidents and miscellaneous information subsequently outlined a police executive is able to construct the beats in a given territory. The first thing to consider in constructing a beat is how can the executive give the maximum protection with the personnel under his direction. This may be accomplished by,

- (A) Equalizing work of men on each platoon
- (B) Considering hazards in various sections of city
- (C) Knowing the number of reports of crimes, vice and traffic accidents
- (D) Considering the time most crimes, etc., are committed.

In the first instance equalizing the work of the men will be dependent upon findings of B, C and D plus the study of special duties.

Considering B there may be listed here, for example, a few major hazards:

1. Racial groups in given area
2. Industrial organizations
3. Vice suspects (bootleggers) (gamblers) (prostitutes) (narcotic addicts)

4. Vagrants hanging out on streets
5. Investment brokers and real estate operators operating under false pretenses
6. Public places conspicuous because of jewelry worn by patrons
7. Unlighted or inadequately lighted areas
8. Boarding and lodging houses
9. Delapidated or vacated buildings as encouragement for crime among juveniles
10. Apartment house greater hazard than dwelling
11. Second class hotels and apartment hotels
12. Temporary hazard by apartment or flat undergoing repairs
13. Amusement parks
14. Pawnbrokers, second hand shops, soft drink parlors, etc.
15. Stores are more hazardous than dwellings
16. Personal and fire hazards of every description
17. Percentage of people in district who own their own homes
18. Number of reports received from each district classified into felonies and misdemeanors
19. Place or residence of criminals, juvenile delinquents, potential delinquents
20. Industrial accidents require services of an officer. More hazardous the occupation of persons and more persons engaged in that type of occupation the greater amount of time that will be required
21. Height of buildings is to be considered
22. Problem varies with hour of the day
23. Volume of routine duties which must be performed
24. Places of business which police and insurance records show are more hazardous than others.

These create problems which must receive attention from the police. Therefore the section of city with the most numerous and the more serious of above hazards will necessarily be divided into smaller beats or posts.

After careful analysis of time consumed in investigating all kinds of complaints it has been found that one patrolman can during his tour of duty handle a given number of complaints. Knowing the number of reports of crime, vice and traffic accidents which are received from a given area it can be determined how many men will be required. Taking complaints as a whole, including all types, the average time consumed by the officer in conducting an investigation of each complaint amounts to approximately forty-five minutes. An arrest will take approximately the same amount of time.

Charts showing time and place where crimes are committed also aid in determining the size of beats. For example, there may be a section in the city from which a great number of complaints are received during the hours from 6:PM to 2:AM. Ordinarily the area would require the same amount of protection as any other section of the city but during this period the hazards increase and so the section or beat patrolled by one man in day time must be made smaller and patrolled by more officers during these peak hours, 6:PM to 2:AM.

The table following shows the number of beats, automobiles, and men needed to patrol the entire city. This is based upon analysis of the various factors just cited.

TABLE IX.

Proposed Beat System for All Police Districts

Police Stations

	No. 1	No. 3	No. 4	No. 5	No. 6	No. 7	No. 9	Total
Motor Patrol Beats								
From 8 A.M. to 4 P.M.	12	4	5	4	5	4	4	38
4 P.M. to 12 M.	12	4	10	8	10	4	8	56
" 12 M. to 8 A. M.	12	4	5	4	5	4	4	38
Foot Patrol Beats	12	0	0	0	0	0	0	12
Patrol Automobiles								
For patrolmen	12	4	10	8	10	4	8	56
For sergeants	2	1	1	1	1	1	1	8
Foot Patrolmen								
From 4 P.M. to 12 M.	12	0	0	0	0	0	0	12
Relief patrolmen	2	0	0	0	0	0	0	2
Auto Patrolmen								
From 8 A.M. to 4 P.M.	12	4	5	4	5	4	4	38
" 4 P.M. to 12 M.	12	4	10	8	10	4	8	56
" 12 M. to 8 A.M.	12	4	5	4	5	4	4	38
Relief patrolmen	7	3	4	4	4	3	4	29
Sergeants								
From 8 A.M. to 4 P.M.	4	2	2	2	2	2	2	16
" 4 P.M. to 12 M.	4	2	2	2	2	2	2	16
" 12 M. to 8 A.M.	4	2	2	2	2	2	2	16
Relief sergeants	2	1	1	1	1	1	1	8
Patrol Wagon Drivers								
From 8 A.M. to 4 P.M.	2	2	2	2	2	2	2	14
" 4 P.M. to 12 M.	2	2	2	2	2	2	2	14
" 12 M. to 8 A.M.	2	2	2	2	2	2	2	14
Relief Drivers	1	1	1	1	1	1	1	7
Patrol Wagons Required	1	1	1	1	1	1	1	7
Plain Clothes Men	4	2	4	3	4	2	3	22

This set up does not require any additions to the present police force. On the other hand it will require a smaller number than are now assigned. The personnel requirements of the above plan are as follows:

Patrolmen automobile 161

Patrolmen foot 14

Wagon drivers 49

Plain Clothes men 22

246

The total now in service in these districts is 323. This leaves 77 men in excess of number actually needed for this service. In addition there will be needed 56 sergeants and there are now 37 in service, making necessary an increase of 19 sergeants. The plan requires 64 automobiles. There are now 34 available for this service, which requires 30 more. Seven patrol wagons will be needed, there are now three in service.

This plan assumes that a modern signal and alarm system will be installed. With such a modern system the preceding distribution which, of course, is tentative will be found ample for the immediate police needs of the city. Curtailments may be made later.

As stated horse patrols may be abolished and all station cars put into active patrol service with the exception of the patrol wagons. A patrol wagon may be used for the emergency runs that are now made by the so called "hot-shot" or station cars.

Chauffeurs in this scheme will rate the same as patrolmen and work the same hours, receive the same pay and be assigned as chauffeurs for the patrol wagons. In addition to driving the wagons the chauffeurs should be required to perform the duties of the jailor and all of the clerical work in their respective stations. Ample time should be given chauffeurs to prepare themselves for the performance of these additional duties and at the end of a given period they should be required to pass an examination to determine their ability to do the work.

It has been said that this is a tentative distribution. There is not sufficient data available at this time to make an entirely equitable distribution. The record forms and tabulation system recommended in this report will, if approved and adopted, supply this deficiency. Thereafter there should be an annual revision of beats based upon intelligent and accurate studies of beat requirements.

School Patrols. The preceding discussion has not included consideration of the work of furnishing policemen for duty at school crossings during the hours when children are coming to and leaving schools. At present sixty men are assigned to this duty and there is complaint that this number is insufficient.

Taking sixty men from the day patrol shift practically depletes the force in some districts so that there is no police protection during these hours. In many cities this work is done entirely by school children. At some schools this is true in Kansas City. If school patrols of children were properly organized under the direction of a competent police officer there would be no need for assigning patrolmen to schools. Not only can the work be done as effectively and safely by older school boys but there is a considerable educational value which should be considered. Study should be given to the methods used in other cities and plans made for working out a plan for Kansas City. Until such a plan is worked out and established it is suggested that the older men of the department - pensioners and semi-pensioners - be assigned to school duty, leaving the younger, active men for regular police duty. While this distribution of the uniformed force by territorial divisions is tentative it is based upon analysis of various factors where information was available. The accompanying maps and tables show some of the information which was used in preparing this tentative distribution. This information was supplemented by careful study of the districts themselves from actual observation over the entire city. The experience of other cities with various types of patrolmen and with experiments as to the amount of work which can be effectively done per man was also considered. Particular attention was given to the experience of other cities where beats are patrolled by a single officer in an automobile as suggested here.

Map Q is the zoning map of the City Plan Commission. This shows in a general way the type of structures and use of property in all parts of the city. This is an important factor in determining the size and location of beats. Racial characteristics of the various districts was secured from the district captains.

Map I following page 6 of this report shows the approximate number and residence of

persons accused or convicted of crimes in 1928.

Map N following page 12 gives the location and number of deaths from traffic accidents as reported by the Safety Council.

Map K shows the location of vice complaints. The number and location of cheap boarding and lodging houses and hotels, and the character of apartment houses were observed by personal inspection.

Table X gives the estimate population and area of the city by police districts.

TABLE X.

Population and Area of Police Districts

Districts	Population 1920 Census	Population 1928 Estimate	Area <u>Square Mile</u>
1	76,500	75,000	8.5
2	2,400	500	.8
3	7,500	25,000	6.5
4	42,500	40,000	3.2
5	43,500	60,000	3.9
6	70,500	77,000	5.4
7	29,000	35,500	10.7
9	52,500	82,000	20.0
Total city	324,400	395,000	59.0

The present distribution of the force was carefully worked out on a basis of the number of men assigned to each district, the number of men actually working in each district and the number on the payroll of each district.

The number of felony complaints and arrests in each district shown in Table XI following. The complaints are classified by character for districts in Table XII.

TABLE XI.

Criminal Complaints by Districts 1927 and 1928

District	Complaints		Arrests	
	1927	1928	1927	1928
1	3,341	3,510	21,033	21,839
2	66	99		
3	260	340	511	981
4	1,882	2,042	9,799	12,384
5	886	1,097	1,620	1,658
6	1,367	1,476	7,371	7,515
7	401	423	1,660	1,351
9	1,011	1,266	2,130	2,277
	9,214	10,253	44,124	48,005

TABLE XII.

Complaints and Arrests by Character and Districts 1928

Character								
Homicides	44	3	1	15	3	18	1	5
Rape	1			1		2	1	5
Robbery	346	5	58	220	109	220	50	169
Assault	58		1	8	2	8	2	79
Burglary	367	2	93	233	164	260	92	293
Forgery	60		3	15	11	8	4	14
Larceny	2,634	89	184	1,550	808	960	276	782
	3,510		99	340	2,042	1,097	1,476	423
Number per								
sq. mile	414		124	52	640	281	273	39
Number per								
1,000 pop.	470	20	136	510	183	192	119	154
								260

Table XIII shows the number of felony complaints and arrests and the number of personnel and motor equipment for each district. This is a consolidation of previous tables.

TABLE XIII.

Number of Complaints and Arrests Year 1928 by Police Districts and Number of Police Personnel and Motor Equipment in Each District as of January 15, 1929

Police District	Number of Felonies	Number of Arrests	Number of Commissioned	Personnel	Pieces of Motor Equipment
				Non-Commissioned	
1	3,510	21,420	86	22	4
2	99	419	22	1	1
3	340	981	26	1	3
4	2,042	12,384	60	6	4
5	1,097	1,658	39	2	3
6	1,476	7,515	59	4	5
7	423	1,351	37	1	2
9	1,266	2,277	50	2	4
	10,253	48,005	379	39	26

Table XIV gives the number of police officers now working in the districts rearranged on the basis of the average number of complaints and arrests per police officer during 1928.

TABLE XIV.

Number of Police Officers Required in Each Police District Based on the average number of complaints and arrests during 1928 per police officer assigned to districts as of January 15, 1929

District	Based on Average Complaints		Weighted Requirements*
	Per Police Officer	Per Police Officer	
1	130	170	143
2	4	3	4
3	12	8	11
4	75	97	82
5	41	13	32
6	54	59	56

7	16	11	14
9	47	18	37
Total	379	379	379

* Requirements based on complaints given twice as much weight as the requirements based on arrests.

Table XV distributes the number suggested for the redistribution plan on a basis of the number of complaints and arrests and compares this with the actual distribution by districts shown on the suggested redistribution plan. The theoretical distribution based on the complaints and arrests statistics as shown in the first column of Table XV does not harmonize with the actual distribution under the suggested redistribution plan in the second column. This difference is, of course, accounted for by the various other factors which must be considered and especially in the case of district III, for example, the large and wealthy residential area in proportion to the number of arrests and complaints.

TABLE XV.

Distribution of 302 Police Officers

Theoretical Distribution Based Weighted Complaint Number and Arrest Statistics

Actual

Distribution under Reorganization Plan

1	117	82
3	9	31
4	65	42
5	26	37
6	45	42
7	11	31
9	29	37
	302	302

As previously and repeatedly stated the distribution plan suggested is a tentative plan and can be made more accurate only when more complete data on all the points mentioned is obtained.

III. PERSONNEL

1. Size of Force

The number of men required on a police force for a city must be determined by several factors. Included in these are gross population, area, character of the city (that is, whether industrial, residential, etc.), racial characteristics of the population, number and nature of police hazards, training and efficiency of the police officers, amount and character of equipment available for the department, topographical conditions, and various others. Hence, population and area are only two of the factors to be considered. This statement is made because it is common to say that the police department of Kansas City has not an adequate force, and to cite as proof the size of the forces in other cities or the size of the force in Kansas City a number of years ago. The size of the force that Kansas City needs today can only be determined by taking into consideration all of the factors now existent which determine the kind of a police job that needs to be done and extent to which it is planned to do this job. The discussion in the preceding section indicates the size of the patrol force needed for Kansas City.

In view of the discussion, however, of the relative size of the force in Kansas City and other cities, and in Kansas City today as compared with other years, there follows some comparisons on these points. Table XVI gives the number of employes in the police departments in nine cities of approximately the same size as Kansas City. These are for March, 1927, and were gathered by the Municipal Administration Bureau of the University of Wisconsin. There has been added to the information given the number of employes per thousand population, the salary expenditures and the per capita salary expenditures. This table shows that the number of employes in the Kansas City department in proportion to population is not the lowest. Land area is not of great importance in determining the number of policemen.

The area of these cities, however, is also given in the following Table XVI.

TABLE XVI.

Police Personnel, Police Salary Expenditure and Land Area, Certain Cities - 1927

City	Population	No. on Police		Salary Expenditure	Per Capita Expend.	Land (Acres)
		Department	March, 1927			
Washington	534,000	1,347	2.5	\$2,873,000	\$5.38	39,680
Newark	466,700	1,188	2.5	--	--	14,913
Milwaukee	531,100	981	1.8	2,027,000	3.81	20,714
Cincinnati	412,200	767	1.9	1,016,000	2.46	45,598
New Orleans	424,400	724	1.7	1,136,000	2.67	113,920
KANSAS CITY	377,600	661	1.7	1,117,000	2.96	37,395
Minneapolis	447,700	534	1.2	1,084,000	2.42	31,834
Indianapolis	374,300	532	1.4	—	--	29,879
Rochester	324,500	451	1.4	—	—	20,565

It has frequently been said that the Kansas City police department of 1910 was practically the same size in point of number of employes as it is today. Table XVII, following, gives the number of employes in the various divisions of the department by five-year periods. The date in each year is as of December 31 and dating back from December 31, 1928. The year 1909 is taken instead of 1908, since it was in 1909 that the last extension of the city limits was made.

TABLE XVII.

Police Personnel

Classified (as of Dec. 31 of each year) Five-Year Periods, 1909-1928

	1909*	1913	1,918	1923	1928
Administrative	10	11	11	14	24
Detective Bureau	21	22	31	31	48
Uniformed Force	433	289	441	503	553
Signal System	26	28	31	27	28
Garage and Shops	—	--	6	11	11
Supt. Bureau of Records	—	—	1	1	1
Supt. Property Room	1	--	1	1	1
Matrons	1	3	--	4	4
Painters	--		--	—	7

Clerks	17	31	32	39	44
Special Duty - Active	—	—	—	11	4
Special Duty - Inactive	--	—	--	25	21
Laborers	—	--	--		3
Total	509	384	554	667	749

*1909 taken, since city limits were extended after Jan. 1, 1909

This table shows that on December 31, 1909 there were 509 employes in the department. This number increased very materially within the six months following that time, so that by July 1 there were approximately 660 employes in the department. This, however, was a high point and apparently a temporary expansion. By December 31, 1913, the number was down to 384; by 1918 it was 554; by 1923 it was 667; and by 1928 it was 749. The percentage increase in the number of employes is shown in the following Table XVIII. The percentage of increase since 1913 is also shown;

TABLE XVIII.

Percentage Increase in Number of Police Employes

Per Cent Increase over 1909	Per Cent Increase over 1913
--------------------------------	--------------------------------

Year	Uniformed		Uniformed	
	Force	Total	Force	Total
1913	-33	-28		
1918	2	9	53	45
1923	22	36	83	81
1928	28	47	91	95

- Means decrease

There evidently has been a very substantial increase in the number of employes in the police department of Kansas City over this period, particularly if the year 1913 is taken as a basis instead of the high point, 1909 or 1910. Seduced to the number of commissioned force and number of employes per thousand population in those years, the increases are as follows, using the same date, December 31, of each year,

TABLE XIX.

Police Personnel in Proportion to Population and Area 1909-1928

Year	Uniformed		Uniformed	
	Force per 1,000	Total Employes per 1,000	Force per Sq. Mi.	Total Employes per Square Mile
Population	Population	of Area	Mile	
1909 1,74	2.05	7.4	8.7	
1913 1.04	1.38	4.9	4.6	
1918 1.40	1.76	7.5	9.5	
1923 1.50	1.95	9.1	11.9	
1928 1.41	1.91	9.5	12.7	

This preceding table shows that the total force and the number of uniformed men has declined somewhat in proportion to population. If, however, area is considered, there has been a rapid increase in the number of employes and of uniformed force per square mile of area.

2. Present Force by Ranks

The police force of Kansas City, as of January 15, 1929, consisted of 736 employes, of whom 123 were civilian employes, 588 commissioned force and detective division, and 25 special duty men. The special duty men are chiefly old employes who are kept on part time and part pay because there is no pension system on which to retire them. These employes were distributed as shown in Table XX.

TABLE XX.

Police Department Employes Classified as Civilian and Commissioned Officers

Civilian	123
Commissioned	588
Pensioners	25
Total	736

The active employes were classified according to the following ranks and positions:

TABLE XXI

Banks and Positions of Police Employees

Bank or Position	Number
Commissioned Force:	
Chief of Police	1
Chief of Detectives	1
Sec'y to Chief of Detectives	1
Detectives	44
Captains	12
Lieutenants	2
Sergeants	43
Patrolmen Class A	30
" " B	372
" " C	8
Chauffeurs	62
Matrons	4
Turnkey	4
Investigator	1
Drill Master	1
Court Bailiff	1
Supt. Chauffeurs & Motor Equipment	1
Total	588
Civilian Force:	
Clerks	65
Secretary	2
Commissioner	2
Superintendent	5
Inspector of Insane	1

Printers	2
Surgeon	1
Assistant Surgeon	2
Photographer	1
Linemen	4
Mechanics	9
Electricians	1
Hostlers*	19
Watchmen	2
Foremen	1
Plumbers and Carpenters	2
Band Master 2 Engineer 1	
Tailor	1
Total	123

*18 of these are Janitors

3. Distribution of Force

Employees of the department, as of January 15, 1929, were distributed between the various divisions and districts, as shown in Table XXII.

TABLE XXII.

Police Department Employees Classified by Districts and Divisions

	Civilian Employees	Uniformed and Detective Employees	Total Police Employees
Headquarters	25	2	27
Detective		65	75
Department	10		
Traffic Department	2	61	63
Police Garage	20	28	48
Motor Cycle Division	0	50	50
Police Signal	27	0	27
Police District #1	22	87	109
" " #2	1	22	23
" " #3	1	25	26
" " #4	6	61	67
" " #5	2	39	41
" " #6	4	61	65
" " #7	1	38	39
" " #9	2	49	51
	123	588	711
Special Duty (Pensioners)			25
			736

4. Age and Length of Service

The police force of Kansas City is a relatively young force. Of the 588 men in the uniformed ranks, all except less than 70 are 40 years of age or under, and 435 are 35 years of age or under. This is shown in Table XXIII, which gives the number of members of the police force at or under various ages.

TABLE XXIII

Number of Police Personnel at or Under a Given Age

Uniformed Force Civilian Force

Under 20	—	1
21 or under	5	4
22 or under	16	
23 " "	31	5
24 " "	53	8
25 " "	93	9
26 " "	146	14
27 " "	190	15
28 " "	230	18
29 " "	258	27
30 " "	282	32
31 " "	304	35
32 " "	340	41
33 " "	373	44
34 " "	406	47
35 " "	439	54
36 " "	467	59
37 " "	484	61
38 " "	497	67
39 " "	514	71
40 " "	524	75
41 " "	530	76
42 " "	541	78
43 " "	552	81
44 " "	561	83
45 " "	569	84
46 " "	575	85
47 " "	577	90
48 " "	—	92
49 " "	578	93
50 " "		96
51 " "	—	—
52 " "	580	98
53 " "		99
54 " "	581	101
55 " "	584	4
56 " "	—	104

57 "	585	—
58 "	586	105
59 "	—	106
60 "	—	
61 "	—	
62 "	—	108
63 "		109
64 "	—	
65 "		111
74 "	587	—
78 "	588 (no age)	13 123

The next table shows the age of employes at the time of first appointment. This shows that a large number of employes have been appointed when they were beyond the maximum ago which should be established for first entrance on a police force.

Such a maximum should be 30 years, but of the force of 588 commissioned men, only 280 were 30 years of ago or under at the time of first appointment, leaving 300 who were over that age,

TABLE XXIV.

Age of Employes at Time of First Appointment

Age Uniformed Force Civilian Force

19	1	
21	5	3
22	11	
23	15	1
24	22	3
25	40	1
26	53	5
27	44	1
28	40	3
29	28	9
30	24	5
31	22	3
32	36	6
33	33	3
34	33	3
35	33	7
36	28	5
37	17	2
38	13	6
39	17	4
40	10	4
41	6	1
42	11	2
43	11	3
44	9	2

45	8	1
46	6	1
47	2	5
48		2
49	1	1
50		3
51		
52	2	2
53		1
54	1	2
55	3	
56		3
57	1	
58	1	
59		1
60		
61		
62		1
63		1
64		
65		2
74	1	
78	1 (age not give)	13
	588	123

Farther analysis of the ages of patrolmen shows:

3	from	20	to	24	years
45	"	25	"	29	"
104	"	30	"	34	"
88	"	35	"	39	"
70	"	40	"	44	"
34	"	45	"	49	"
26	"	50	"	54	"
15		55	"	59	"
11	"	60	"	64	"
11	"	65	"	69	"
3	"	70	"	73	"

The average ages of employes in the various divisions and districts are as follows:

The length of service in the department is of considerable importance. Employment on the police force should be a permanent employment in order to develop competent police officers and to retain on the force those who are efficient and have learned to give good service. Records show, however, that employment in Kansas City has not been a stable one. Of the 588 members of the uniformed force, only 85 were appointed previous to 1921. The appointments by years follow:

Detective department	40 years
Traffic	34
Garage	35
Motorcycle	32
District 1	40
2	47
3	40
4	40
5	43
6	44
7	42
9	44

TABLE XXV

Number of Employes on Police Department as of January 15, 1929, Appointed in Each Year

Year	Uniformed Force		Civilian Force	
	Number Appointed	Cumulative Total	* Number Appointed	Cumulative Total
1890	2	2		
1891	1	3		
1892	—	—		
1893				
1894				
1895	1	4		
1896		—		
1897				
1898	1	5		
1899				
1900				
1901		—		
1902	1	6		
1903	1	7		
1904	—			
1905	2	9		
1906	—	—		
1907	1	10		
1908	1	11	1	1
1909	1	12		
1910	2	14	—	—
1911	2	16	1	2
1912	3	19		
1913	10	29		
1914	13	42		

1915	3	45	1	3
1916	8	53		—
1917	10	63	1	4
1918	6	69	1	5
1919	5	74		
1920	11	85	2	7
1921	88	173	18	25
1922	53	227	8	33
1923	34	261	12	45
1924	55	317	9	54
1925	30	348	11	65
1926	68	417	12	77
1927	73	491	12	89 (and 13)
1928	97	588	21	110 no date)

The preceding table indicates a rapid turnover on the force. The number of appointments by years is even larger than that given in the preceding table, since apparently a considerable number of employes do not serve even one year . The number of appointments was 77 in 1928, 108 in 1927, and 117 in 1926,

No record was made of the reasons for termination of services of employes unless on discharge after hearing before the board. Such information should be kept, as it is of great importance in study of the personnel problems of the department.

5. Education

Table XXVI shows the grade attained in school by 540 employes of the department. Information is not available for the balance. It will be noticed that 70% of these did not go beyond the eighth grade. Of the 378 with eighth grade education or less, ten did not go beyond the third grade. The majority, however, did not go beyond the sixth grade. The balance had seventh or eighth grade education. 138 of these employes had some high school training, 33 having completed high school. Twenty-four had some college training, three having had four years of college work.

If the standard of eighth grade graduation as a requirement for entrance in the force, as suggested elsewhere in this report, is adopted a future tabulation of this kind would show a much better educated force of employes.

TABLE XXVI.

School Grade Attained by Employes of Police Department

	Grade School								High School					College						
	1	2	3	4	5	6	7	8	Total	1	2	3	4	Total	1	2	3	4	Total	
Captains						1	2	2	7	1	1			2	1				1	
Lieutenants			1			2	1	1	5					1	1			1	1	
Sergeants			3	4	2	10	12	31		2				2	1	1			2	
Detectives			1		6	11	5	23	2	2	2	3	9			1			1	
Patolmen, acting detectives					2	3	5	10		1		1	2							
Traffic Patrolmen	1	7			3	6	18	37	5	4	4	3	16							
Motorcycle Patrolmen					3	6	12	25	1	5	1	2	9			1	1		2	
Other Patrolmen	1	1	4	20	24	28	31	57	166	13	16	11	10	50	1	5	2	3	11	
Sec'ys. & Stenographers						1	1	2		1		2	3	1					1	
Telephone Opr., Gamewell		1					7	12	2	2	1	3	8	2					2	
Matrons						2	2	1			1	2								
Clerks	1				1	6	4	12	1	4	3	3	11		2			2		
Chauffeurs		1	3	5	7	11	8	35	2	8	3	4	17							
Carpenters, Mechanics			2	1	1	4	3	11	1	4	1		6					1		
Total	2	2	6	37	41	57	96	138	378	29	50	26	33	138	9	8	4	3	24	
Cumulative Totals	2	4	10	47	88	145	241	378	378	407	45	483	516		525	533	537	540	540	

6. Previous Occupation

The occupation of chauffeur seems to be the principal avenue of entrance to the uniformed force of the police department. Eighty-eight of the 588 employes in this class were chauffeurs previous to their appointment on the force. Machinists and mechanics rank next with 48, and clerks next with 47. The previous occupations of civilian employes are somewhat different. The complete record of previous occupations of all employes of the department follows:

TABLE XXVII-A.

Classification of Police Uniformed Force According to Previous Occupation

Chauffeur	88
Machinist and Mechanic	48
Clerk	47
Laborer	34
Detective, Secret Service, Special Officer, Guard,	
State Police, U. S. Marshal, Prohibition Agent	33
Farmers	31
Carpenter	28
Switchman, Brakeman, Fireman, Conductor (Ry)	26
Salesman	24
Motorman	19
Painter	15
Kansas City Fire Department	10
Iron, Steel and Metalworker	10
Conductor	9
Porter and Janitor	8
Foreman	8
U. S. Navy and Army	7
Pipe Fitter	7
Blacksmith	7
Office work	8
Business for self	6
Electrician	5
Stone mason	5
Barber	6
Teamster	4
Bartender	3
Miscellaneous Occupations	87
None given	7
	588

TABLE XXVII-B.

Classification of Police Civilian Force According to Previous Occupation

Office Work	17
Clerk	13

Mechanic	12
Janitor and porter	12
Chauffeur	6
Printer	4
Salesman	4
Tailor and Tailoress	3
Physician	3
Electrician	2
Lineman	2
Painter	2
Carpenter	1
Engineer	1
Photographer	1
Plumber	1
Miscellaneous	
Occupations	21
None given	18
	123

The large number of unskilled persons who comprise the force should be noted. While it is not known what previous occupations best fit men for police service, yet the general statement that the higher the class of previous employment of the applicant for police appointment, the better policeman he is likely to be.

7. Salary Schedule

The salary schedule of the department in Kansas City is low compared to other cities*. The complete schedule is as follows:

TABLE XXVIII.

Salary Schedule Kansas City Police Department	
	Monthly Salary
Commissioners	\$300
Chief of Police	416
Chief of Detectives	300
Secretary to Board	\$250
" to Chief of Police	175
" to Chief of Detectives	225
Supt. of Chauffeurs and Motor Equip.	225
Supt. of Bureau of Records	200
Supt. of Bureau of Identification	225
Supt. of Print Shop	160
Supt. of Property Room	200
Supt. of Police Signal	208
Police Surgeon	200
Assistant Police Surgeon	75
Drill Master	200

Band Master	50
Assistant Bank Master	25
Investigator	200
Inspector of Insane	150
Plumber	160
Foreman Garage #2	175
Engineer	125
Printers	152
Tailor	140
Court Bailiff	100
Watchman	125
Turnkeys	100
Matrons	100
Electrician	182
Head Lineman	140
Lineman	125
Mechanics	140
Captain	250
Lieutenants	200
Sergeants	175
Detectives	175
Class A Patrol	150
" B "	140
" C "	125
Chauffeurs	125
Hostlers	90
Clerks	200
"	175
"	150
"	140
II	130
II	125
"	115
"	110
"	100

The salary rate for captains, lieutenants, sergeants and patrolmen in a number of other cities of similar size to Kansas City is given for comparative purposes in the following table.

TABLE XXIX.

Salaries of Captains, Lieutenants, Sergeants and Patrolmen - Cities 300,000 to 600,000
Population

City	Captains	Lieutenants	Sergeants	Patrolmen
San Francisco	\$3,600	\$3,000	\$2,640	\$2,400- 2,580
Buffalo	2,540-2,780	2,240-2,300	2,000-	1,700-2,000

			2,780	
Washington	3,000	2,700	2,400	1,800-2,100
Milwaukee	2,820	2,670	2,160	1,920-2,040
			2,600-	
Newark	3,400-4,000	3,100-3,200	3,000	2,100-2,500
Minneapolis	2,400	2,280	2,160	1,800-2,040
New Orleans	2,250	—	1,725	1,500
Cincinnati	3,300	2,400	2,200	1,500-1,860
			2,100-	
KANSAS CITY	3,000	2,400	2,400	1,500-1,800
Seattle	3,000	2,640	2,400	1,920-2,160
Indianapolis	2,582.50	2,382.50	2,182.50	1,916.25
Rochester	2,835	2,625	2,415	2,100
Jersey City	4,100	3,200		2,100-2,500

8. Recruitment and Appointment

Employees of the Kansas City police department are selected without any civil service or mental examination. An application blank with references, a physical examination, an investigation and an interview constitute the selection machinery. The application form in use is given in Appendix A. The procedure is as follows: A person desiring appointment on the police force applies at the office of the secretary of the board for an application blank. He is asked if he is a registered voter. If not, there is no use for him to apply. If he is, he is given the application blank, which he is required to fill out and have signed by persons who have known the applicant not less than two years. In practice, these signers must include the precinct and ward officials of his political party. This means that the applicant must have proper political endorsement. The application form itself includes questions which are important, but is not sufficiently complete to give all the information which should be secured from persons who are to be appointed.

After the application blank is properly filled in, it is filed in the office of the secretary of the board of police commissioners until the board desires to employ men to fill vacancies or expand the force. The secretary of the board then examines all applications on file and selects a number which he believes are best suited for the positions to be filled. These he sends to the board, which selects from this list the names of the men to be called before the board for a personal interview. From this personal interview, the board selects the men it considers most satisfactory. The applications of these men are then investigated by the police investigator or by the drill master. This investigation includes the correctness of the answers given on the application blank, the applicant's family, his habits, training, and business associations, etc.

The results of this investigation are reported back to the board, and, if satisfactory, the applicant is notified to appear before the police surgeon for a physical examination. He must also submit to a physical examination by the medical examiner for the Police Belief Association. If he satisfactorily passes the two physical examinations, he is notified to report for duty and is sent to the police school for a two weeks training period.

In this procedure, the commissioners are the recruiting and appointing officers. The chief of police may be consulted and may make his recommendations, but in practice the selections are actually made by the board of commissioners. This places the responsibility for the personnel of

the force upon the police commissioners and not on the chief.

Political considerations play an important part in the selection of men. As stated, the applicant must have the recommendations of the ward and precinct officials of his party. The history of the force in Kansas City is one of rapid change in personnel with each change in the political affiliation of the police commissioners. Nearly the entire present force are now members of the Republican party, since the police commissioners have been Republicans since 1921. This explains in large part the fact previously stated that of 588 members of the uniformed force, only 85 were appointed previous to 1921. There are a few men on the force who have been carried through by both Republican and Democratic administrations, but generally speaking it is true that the appointee must first of all be a member of the party in power and receive the endorsement of ward politicians. This, combined with the fact that there are no qualifying examinations of any kind, is responsible for the present rather low standard of personnel of the department.

Police work is an exacting work. The qualities that candidates for police duties should possess have been outlined by Dr. Hans Gross in his work entitled "Criminal Investigation", as follows:

"The services of the investigating officer are great, and his labors are full of interest, but rarely, even among specialists, is full credit given to the difficulties of the position. An investigating officer must possess vigor of youth, energy, alertness, robust health, and extensive acquaintance with all branches of the law. He ought to know men, proceed skillfully, and possess liveliness and vigilance. Tact is indispensable. True courage is required in many stations, and he must be always ready in an emergency to risk health and life, as when dangerous criminals are to be dealt with, fatiguing duties to be performed, contagious diseases to be examined, or dangerous post-mortems to be attended. He must be able, moreover, to solve problems relating to every conceivable branch of human knowledge. He should know what medical men can tell him, and what he should ask the medical men. He must be conversant with the wiles of the stocks broker, as well acquainted with the fabricating of a will as with the cause of a railroad accident. He must know the tricks of card-sharpers, why boilers explode, how a horse-thief can turn an old crow-bait into a young hunter. He should be able to pick his way through account books, understand criminal slang, read ciphers, and be familiar with the processes and tools of all classes of workmen."

Dr. Gross has only partially described the qualities of a successful modern policeman. Today a very superior quality of intelligence is an absolute necessity. A policeman's perceptions must be very keen indeed. Nothing must escape his attention, and a lively imagination, excellent memory, and the very best reasoning and judgment are demanded at all times,

His fidelity and loyalty to the department must be great enough to resist the constant temptations that beset him. Truthfulness, honesty, and definiteness of purpose are demanded in all of his dealings with the public. No matter how tantalizing or abusive the individual or crowd may be, the policeman under all circumstances must have complete control of his emotions and never lose his temper. Experience has shown that the cheerful, sympathetic, kind-hearted, gentle but firm policeman who makes friends easily, cultivates the love of the children, is helpful to the aged, infirm, dependent and delinquent, who treats everyone with the same courtesy and respect accorded to his superior officers, is much more valuable to the department than the grouchy, sullen or brutal type of yesterday.

To command the respect of others, he must be mentally, morally and physically clean at all times, neat in his dress and general appearance, with an inherent love for what is right, good, true and commendable, abhorring everything that he would resent in an accusation made by another, never tolerating for a moment in his own inner consciousness what he would fear or blush to have known by friends or foes, adding dignity to his profession by the pride he takes in doing his work without hope of reward other than the satisfaction of doing his duty whenever and wherever demanded.

Many discouragements are met with in the attempts of policemen to settle the differences between people, the constant interference by ignorant or misguided citizens with their plans for public betterment, and the numerous failures attending their efforts to solve all kinds of problems and surmount obstacles of every description, indicate the need for a vast amount of perseverance and patience. Without these virtues, a policeman is a vocational misfit.

Such qualifications cannot be obtained without thorough methods of selection, which will include not only interviews but various forms of mental and physical tests, as well as a thorough training after selection and continued during service. When the principal qualification for a position on the police department is the ability to deliver votes, the securing of men competent to do police duties is likely to be the exception. A police force made up of men selected because of political affiliation or personal favoritism cannot satisfactorily protect the lives and property and preserve the peace of a community. A police department made up of men selected because of their fitness for duty gives courage to law-abiding citizens and furnishes a nucleus around which they may rally to control the lawless element. A comparatively small body of trained men is a strong deterrent against lawlessness, and curtails the activities of anti-social individuals who have a distorted concept of their responsibility to the group. Weakness of a police organization improperly recruited contributes greatly to the indifference and apathy of the public, and frequently encourages potential offenders to become habitual criminals. Higher standards of physical and mental entrance requirements for policemen should be established. Whatever may be achieved in remedying polite defects must be done through enlisting the services of intelligent men of excellent character, who are educated to perform the duties of a policeman.

As a first step in any plan to strengthen the department, it is necessary to keep out, rather than weed out, of the service undesirable persons. Preventive measures are vastly cheaper and more effective than the installation of complicated machinery to correct personnel defects. Besides, an unfit policeman weakens the moral fibre of his associates, and destroys public confidence in the police. The organization suffers, and society pays the bill when policemen are dishonest, brutal, stupid, physically or temperamentally unsuited. Arbitrariness, unnecessary exercise of police powers, harshness and cruelty, produce crime, anarchy and kindred social and political ills.

Each individual differs from his neighbor in mental makeup and training. Capitalization of these variations of human qualities is essential in order that men may be placed where they will find pleasure in their work, and be afforded an opportunity to give to the community the best that is in them.

Obviously, no mental measuring method is perfect. Nevertheless, the results obtained in the United States army and in educational and industrial institutions, justifies the use of mental tests to determine whether or not applicants are mentally endowed to discharge their duties

adequately and in an intelligent manner.

When we consider that there are many unintelligent and uneducated men employed in occupations involving no risk of reputation or life, with less arduous and more regular hours of employment, receiving nearly twice as much compensation, and enjoying many more opportunities for advancement, when we further take into consideration the hypercritical, unsympathetic and unreason- able attitude of the public toward policemen and the widespread unwillingness on the part of the citizen to cooperate with them or lend a willing hand in their endeavors to enforce the laws, we can see some of the reasons why men hesitate to enter the police service. Supposing that an equitable basis of pay is agreed upon and other obstacles overcome, the present method of selecting a policeman is not conducive to the efficient administration of police affairs, and Just as long as candidates are thus selected, the police department will be open to criticism and the members will continue to he criticized, for no chain is stronger than its weakest link.

A definite, regular and fixed procedure should be set up in the Kansas City department for selection, appointment and training of members of the force. The suggestions which follow are based upon methods which experience in other cities has shown to be successful. The application form recommended for use will be found in Appendix B.

9. Entrance Qualifications

The recommended qualifications for applicants for examination in the Metropolitan Police Department of Kansas City are as follows:

The applicant must be a citizen of the United States of .America; he must have graduated from the elementary schools, or have had education or training comparable thereto, or he must possess some special ability which particularly qualifies him for police service; he must not be less than 5 feet 9 inches in height in stocking feet, unless the chief of police lowers the height standard in cases of applicants for technical or special assistant positions; he must weigh not less than 150 pounds stripped - weight in proportion to height as laid down by the United States Army Regulations; he must be not less than 21 years of age nor more than thirty years of age, provided, however, that an applicant under the age of thirty-six who has had at least five years previous police experience may, at the discretion of the chief of police, be declared eligible for examination, as well as the applicant for technical positions or as special assistant; he must be able to read fluently, interpret reading matter correctly, have some interest in the police profession, have perfect health, average strength and courage, be even-tempered, present a neat appearance, be of good habits, of excellent character and not given to excesses; possess all the senses and be free from color blindness. A person who has been convicted of any crime shall not be accepted as an applicant.

It is believed that the requirement of graduation from elementary schools or its equivalent is a minimum which should be expected of appointees on the police department. This standard is being accepted in many cities, and some cities have even gone to the extent of requiring high school graduation. With Kansas City's present salary schedule, it is probably impracticable to require more than eighth grade graduation. This, however, should be the minimum.

Experience is not included as a qualification because adequate studies to determine what type of previous experience best qualifies a mail for police service have not yet been made. The department must, therefore, depend on other means for proper selection. Certain physical standards sure necessary for a good police officer. Those given are considered reasonable.

With reference to age limits, there is some disagreement. The maximum ago is fixed at 30 years. The minimum is fixed at 21. Some cities in recent years have raised the minimum age. Chicago, for example, recently raised this limit from 21 to 23.

In Kansas City at present it is stated that 25 is the minimum ago. The same is true in Philadelphia. Some police officials believe that a man does not reach the "age of reason" until he is 25, and that a man younger than 25 is more or less "an adventurer and a sport" and would, therefore, not be reliable as a policeman.

"Nevertheless, insistence upon youth in recruiting policemen is generally found wherever effective police departments are maintained. In New York City, Boston, St. Paul, and Berkeley, California, the minimum age is 21, and in Chicago and Detroit 23. In London the minimum age is 20 and the maximum 27; in Liverpool, 21 and 25, respectively. The minimum for the New York State police force is 21. Lieutenant John Murray, executive officer of the New York Police Academy, is of the opinion that men between 21 and 25 make the best material for policemen. They learn quicker and make better records in the Academy than do the men who are past 25. It is his belief, also, that the younger man after a few years of experience is a far better policeman than an older man with the same amount of experience. Young men are more readily trained and molded than are men of 30 or over. Furthermore, failure to take police action has been found to be due not so much to lack of maturity as to lack of experience in handling similar situations. It is experience in the exercise of the type of judgment required of policemen in the daily round that counts for most and not the general maturity attaching to age." —Quoted from report on "The Selection of Patrolmen" by the Municipal Research Commission, Syracuse, New York.

10. Method of Selection

After applicants have filed satisfactory application forms and have proved that they meet the minimum standards set forth, the next step is to give the preliminary tests which determine their fitness to enter the police school. These preliminary tests should consist of a number of examinations. The first test should be an elimination test similar to the intelligence test given to the members of the Kansas City police department during the course of this study. The order in which the tests should be given is:

Intelligence test Aptitude test Will and temperament test Medical examination Character investigation Personal interview

The intelligence test is given first, because it is believed that this is a better, quicker and cheaper means of making the first eliminations than are the medical or other tests.

The purpose of the aptitude test is to find out whether the candidate has such mental qualifications that he will be likely to do his work efficiently after having learned his duties in police school and by actual experience.

The will and temperament test is designed to determine whether a man is temperamentally fitted to be a policeman.

The medical examination, of course, is to see whether a man is physically fit.

The purpose of the character investigation is obvious, and the final interview is to enable the appointing officers to form personal judgment of qualifications or characteristics which do not appear in the other tests. The suggested procedure, then, for selection may be set forth as follows:

Examination of applicants for appointment to the Metropolitan Police Department of

Kansas City should he held at such times as the needs of the department require and he conducted by, or at the direction of the chief of police. No person should he examined unless he has filed an application as required by the rules and regulations and has been approved by the chief of police or officer designated by him as personnel officer.

All examination material must he approved by the chief of police prior to the date set for examination and may only he changed, added to, or eliminated, by, or with, his permission.

The mental and written examinations will he of the following nature:

Elimination test

Intelligence test

Special police test

Special ability test

Will and temperament test

Such other tests as may seem applicable

Each of these tests will he scored by the examiner and will he graded by letter;

A

B plus

B

B minus

C plus

C

C minus

D plus

D

Any examinee failing to receive a grade of C+ or above, should he eliminated from further examination. Any examinee who fails once to pass the written examinations shall not he permitted to he reexamined.

The physical test shall he conducted by the police surgeon. The police surgeon shall also examine the candidate from a psychological, psychiatric and neurological standpoint. The results of these examinations, graded according to the scale used by the United States Army Medical Corps, will be submitted to the personnel officer.

Any examinee receiving a mark less than the average (9) in the physical examination will not be accepted.

Upon receipt of reports from the police surgeon, the personnel officer should furnish the chief of police with detailed reports giving names of examinees and scores and grades made in each test, together with grade received from the police surgeon. The chief of police, after reviewing reports of examination should direct the personnel officer to make a personality study of all examinees receiving a final grade of C plus or better. The personnel officer will then send a letter notifying all examinees receiving those grades to appear at a later date for personality study,

The personnel officer shall require two sets of fingerprints and photographs of the applicant to be taken. Upon receipt of fingerprints and two copies of photograph, the personnel officer shall cause to be mailed to the National Bureau of Criminal Identification at Washington, D. C., one photograph and one set of fingerprints, for the purpose of learning from this bureau if the examinee has ever been arrested for any crime. The second set shall be searched in the Kansas

City police department identification bureau, and a report of findings shall be filed with application blank and examination papers of examinee.

If a record is found in either of these bureaus, the examinee shall not be allowed to proceed.

The examinee's references will then be checked and investigated by the personnel officer, or officer detailed by him, and a final report rendered to the chief of police, who may call for any additional investigation that may seem necessary before approving of examinee's name for the eligible list,

The personnel officer will file, in the order of grades received and under the name of examinee, all examination papers, reports and communications in connection with each candidate. This file will be known as the eligible list file and will be kept active for one year from date of certification, provided, however, that the chief of police may extend the life of the eligible list if he deems it advisable.

Before recommendation for appointment, the examinee must take a final laboratory examination in which the following tests will be made:

Blood test Blood count Wasserman test Kidney function test Urinalysis

The police surgeon shall furnish the personnel officer with a report on each of the above tests, and only those who receive satisfactory reports will be considered for appointment. If a period of three months has elapsed since the examinee was examined physically, it shall be necessary for him to be reexamined.

11. Eligibility

No person shall be considered eligible for appointment to the regular police force of the City of Kansas City unless he shall have qualified for and passed all police service entrance examinations and has been certified by the chief of police, after interview, to the eligible list.

12. Appointments

All recommendations for appointments to the police force shall be made from the eligible list, excepting those employees not specifically classified, such as special investigators, special assistants, persons employed part time or for short periods, etc. Appointments shall be made by the Board of Police Commissioners on the recommendation of the chief of police.

Candidates for appointment will be taken from the eligible list in the order of their passing marks. Candidates need not reside within the City of Kansas City at the time of their appointment, but must establish a residence in this city within thirty days after date of appointment.

The personnel officer will submit to the chief of police a list of candidates who have passed all tests, together with all reports, communications and examination papers in connection with the candidates. The chief of police, after reviewing the papers and recommendations, will, if he approves of the candidates, order the personnel officer to have the candidates brought before him at his office at a given time for personal interview. After satisfactory interview, the chief of police shall place the names of the candidates on the eligible list. When appointments are to be made, the chief shall certify to the commissioners names on the eligible list in order of their rank in the tests. The commissioners shall then proceed to interview the candidates and make the appointments. A form for the interview is given in Appendix C.

13. Oath

All persons regularly appointed for service with the regularly authorized police force of the

City of Kansas City shall take the oath of office before entering upon their duties, it being the duty of the personnel officer to see that this oath is administered before permitting the new appointee to carry out any police function.

14. Probation

Each person appointed to the regular police force of Kansas City shall be on probation for a period of six months after appointment, during which time he shall be given training in the training school and on the force in the manner hereinafter recommended. If, at the end of six months, he has given satisfactory service and has passed the test described later in this report, his appointment shall be made permanent.

15. Intelligence Tests

Police work requires of the police officer a standard of intelligence which is considerably above the average. It requires a variety of ability and information which is greater than that in almost any other occupation of a similar grade. The police officer must be able to read, understand, interpret and apply complex laws, ordinances and regulations. He has to prevent crime, apprehend law-breakers and give evidence in court.

In the work of selecting policemen many attempts have been made to devise a system of examinations which would effectively select men qualified to become police officers. In recent years there has been a tendency, not only in police work but in other public work and in industrial corporations, to use some form of intelligence test, at least as an elimination test and afterwards as a means of finding men in the organization who are particularly able and to place all men in positions which their ability best fits them to fill.

In a few cities, for example, Los Angeles, Detroit, and Berkeley, intelligence tests are used as part of the machinery of selecting police employes. There are a considerable number of different tests which are used both in police work and in other activities.

There is as yet no single test or group of tests that will infallibly measure every capacity of the human mind. The methods described in this report are standard methods, in use today, and are the result of years of experiment and research. The practical application of these tests has been in progress for a number of years, until, at present, certain tests have been standardized. "The scientific method of mental measurement has passed the theoretical stage. It has been demonstrated in a wide range of business and industrial applications, in education, and in its use in determining the qualities and fitness of officers and men in the Army and Navy. What it offers is the shortest, simplest and most accurate means available in determining human capacities and qualities."

It is interesting to check some of the advantages of the scientific method of testing intelligence:

1st. It gives us a universal standard of comparison.

The result is absolutely uninfluenced by the general intellectual level of the group with which the subject to be rated happens to be associated.

2nd. It multiplies enormously the significance of mental performances. It does this by making fine distinctions which would be overlooked by the method of off-hand judgment.

3rd. The test is objective, that is, free from the influence of personal bias. It gives approximately the same verdict today, next week, or next year. It does not change its opinion.

4th. The test method probes beneath the veneer of education and gives an index of raw brain power."

—Quoted from an unpublished article by Dr. Jau Don Ball.

It must be noted here that the results of mental intelligence tests may vary at different times, but this is usually due to some abnormal nervous or mental condition, and not the fault of the test.

Intelligence tests usually measure a certain mental quality, one person may receive a very excellent grade in an intelligence test and yet make a very poor police officer. On the other hand, a man may pass a rather poor intelligence test and make a good police officer.

Intelligence tests must be used with other tests in the selection of officers or in the placing of officers.

With these qualifications fully in mind, it was decided to give for the purpose of this survey an intelligence test to all members of the department. It was explained to all persons who took the test that there was no intention in giving it to eliminate any one from the department, but rather that the purpose was to secure a cross section of the department as it would be shown by an intelligence test, and also to see if the test would point out persons of outstanding ability in the department

who might not at present be serving in positions to which they are best fitted.

Of the 733 employes in the department, excluding the commissioners and the chief of police, 623 took the test. 52 commissioned men did not take the test for the following reasons:

Sick, in hospital, death in family	12
Excused, old age, various reasons	20
Suspended or resigned	12
Did not report	4
Reason not given	4

52

Fifty-eight non-commissioned men did not take the test for the following reasons:

Excused - hostlers	19
Excused - pensioners	25
Excused - secretaries, etc.	8
Excused, clerk, printer, tailor	3
In hospital	1
Refused	1
Reason not given	1

110

The results of the test as given to the 623 employes are given in the following tables and explanation. The test used was the Army Alpha Test, Form 9. The Army Alpha test was devised by the army and used on over 2,000,000 men during the war. It has since been revised and improved. Form No. 9 is the latest improved form.

The Alpha test consists of eight parts. The following tabulation will illustrate what each part is intended to show.

Test No.	Significance
----------	--------------

1	12	Ability to follow directions Auditory memory Ability to concentrate on oral instructions
2	20	Arithmetical reasoning
3	16	Practical judgment Ability to weigh facts and arrive at correct conclusions
4	40	Vocabulary Ability to handle language
5	24	Ability to recognize the relationship of easily recognizable parts to a given whole and interpret the concept Grasp of ideas Assembling ability General ability to systematize work
6	20	Mathematical capacity Ability to handle statistics
7	40	Discrimination Adaptability Concentration Freedom from suggestibility Continuity of mental effort
8	40	Range of interest Range of information Powers of observation Ability to acquire, retain and recall dissociated facts

The method used in scoring is one point given for each question correctly answered, with the exception of tests #4 and #5, where the score is the number right less the number wrong.

The total score possible is 212. Any person whose grade is over 200 on this test would have an exceptional mental ability. It is on very rare occasions that anyone grades over 200. The rating classification is usually made by groups according to the following scale:

Rating	Score
A	135 to 212
B	105 to 134
C plus	75 to 104
C	45 to 74
C minus	25 to 44
D	15 to 24
D minus	0 to 14

A grade of A is considered very superior, B—superior, C plus—high average, C—average, C minus—low average, D—inferior, D minus—very inferior.

Table XXX following gives the ratings for the 623 employes who took the test.

TABLE XXX.

Ratings of 623 Employes of the Kansas City Police Department on the Army Alpha Tests, Form 9.

Ratings	Number
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A	29
B	81
C plus	147
C	206
C minus	96
D	39
D minus	25
	<hr/>
	623

In the discussion in this report on entrance standards, it is suggested that intelligence tests be used in selecting employes, and it is suggested further that no person be employed whose rating on this scale is below C plus. Using this standard, 366 of the 623 employes, or 58%, fall below the minumum standard. Twenty-five, or 4%, are in the very inferior class. Thirty-nine, or 6%, are in the inferior class and 96, or 15%, are in the low average. On the other hand, 81, or 13\$, are in the superior class and 29, or 5%, are in the very superior class. It would be to the advantage of the department to make further investigation of those individuals whose tests indicate that they are in the superior or very superior class.

The following tables, XXXI and XXXII, give by number and per cent the ratings of employes according to rank or position held.

TABLE XXXI

Distribution of Army Alpha Scores of Police Department Employes by Banks and Positions

Number of Employes Scoring

Rank	C		C		D		Minu Total	
	Plus	C	Minu	D	Minu			
Captains	1	3	1	2	2	1	0	10
Lieutenants	1	3	3	0	1	0	0	8
Sergeant s	1	5	9	14	7	4	2	42
Detectives	4	4	11	14	4	1	1	39
Patrolmen*	0	1	5	7	1	0	0	14
Traffic patrolmen	1	8	18	16	8	4	2	57
Motorcycle "	2	6	12	16	3	0	0	39
Other "	9	25	48	92	57	23	17	271
Sec'ys. & Stenos.	3	1	2	0	0	0	0	6
Gamewell operators	3	6	5	4	3	1	0	22
Matrons	0	0	2	2	0	0	0	4
Clerks	2	7	10	7	3	3	1	33
Chauffeurs	2	7	14	26	4	2	1	56
Mechanics, carpenters,	0		7	6		0	1	22

etc.

Totals 29 81 147 206 96 39 25 623

*Acting Detectives

TABLE XXXII.

Percentage Distribution of Army Alpha Scores of Police Department Employes By Ranks and Positions

Percentage of Employes Scoring

	A	B	C Plus	C	C Minus	D	D Minus	Total
Captains	10	30	10	20	20	10	0	100
Lieutenants	13	37	37	0	13	0	0	100
Sergeants	2	12	22	33	16	10	5	100
Detectives	10	10	28	36	10	3	3	100
Patrolmen*	0	7	36	50	7	0	0	100
Traffic patrolmen	2	14	31	28	14	7	4	100
Motorcycle "	5	15	31	41	8	0	0	100
Other "	3	9	18	34	21	9	6	100
Secy's. & Stenos.	50	17	33	0	0	0	0	100
Gamewell operators	14	27	22	18	14	5	0	100
Matrons	0	0	50	50	0	0	0	100
Clerks	6	21	31	21	9	9	3	100
Chauffeurs	3	13	25	47	7	3	2	100
Mechanics, Carpenters, etc.	2	22	32	27	JL4	2	4	100
All Employes	5	13	24	33	15	6	4	100

"Acting Detectives

Chart VIII, on the following page, shows graphically the percentage of employes by rank or position receiving C plus or above, and below C plus. It will be noticed that only one group, that which includes secretaries, chief clerks, etc., were all in the C plus class grade or better.

Lieutenants and superintendents of divisions ranked next best with only 6% below the C plus

grade.

The detective division which is supposed to be the cream of the department had 53% below the minimum of C plus.

The distribution of the department by ages and scores in the Alpha test is given in Table XXXIII below.

TABLE XXXIII.

Ages of Employes of Kansas City Police Department According to Scores of Army Alpha Test Scores

Age	A	B	C Plus	C	C minus	D	D minus
23-29	5	9	27	22	6	2	1
30-34	6	24	38	62	13	2	0
35-39	12	25	28	35	25	5	4
40-44	5	9	24	36	20	6	4
45-49	1	7	16	19	10	6	1
50-54	0	4	4	15	11	7	8
55-59	0	3	4	6	11	4	1
60-71	0	2	5	0		7	
	29	83	146	205	96	39	25

some very men

It can be seen from this that young scored

very low, as did some very old men. That old men do not necessarily score low is shown by the fact that some very old men scored as high as B. Comparison shows that while young men scored better than old men, this is no more than might be expected from normal deterioration and mental inelasticity due to age.

The condition shown by these tables, and charts based on intelligence tests is not peculiar to Kansas City. Chart IX, on the following page, shows the ratings from this test in Kansas City compared with the ratings on the same test in Los Angeles and Cleveland. In both of these cities, this test was given several years ago. There is a slightly higher portion of above average scores in the other two cities, but in general the scores are very much alike.

There is, however, a very distinct tendency in these cities as in other cities throughout the country towards securing a higher grade of applicants for positions in the department and for a definite tightening up of the entrance requirements so that there is coming in many departments an appreciable improvement in quality of the police force. Moreover, police problems are more complex than in yesteryears, and a higher order of intelligence and character is imperative in order that the force may cope with the situation.

It is customary in some cities for employes of the police department to be rated periodically by superior officers. A rating form used in Detroit is given in Appendix D. An effort was made to have Kansas City employes rated for the purpose of this survey, but due to lack of adequate instruction of the captains rating the men, the results were not satisfactory. A rating according to the Detroit form or according to the army form should be made at least once a year. Ratings should be made by at least three separate officers and compared with one another and any great differences harmonized. Such ratings serve to keep a check on the efficiency of the employe and on his development as a police officer. They also serve to inform the chief and

other superior officers as to the efficiency of the force. It is, therefore, suggested that the form be adopted for Kansas City, and that officers be instructed in the method of rating, and that such ratings be made for all employes at least once a year. The average policeman should score 50 on the Detroit form and any person receiving a score above that figure should be recognized as having above average police ability.

The term of service of any police officer should be contingent solely on good service. As previously stated, all except 85 of the 588 commissioned officers now on the force have been appointed since 1921. There are from 75 to 100 new appointments in the department each year. For the past three years, the actual numbers have been:

1926 117

1927 108

1928 77

In 1928 there were eleven discharges. Resignations frequently are forced resignations or resignations under charges.

This rapid turnover in the force, which has meant almost an entirely new force within the last eight years, is not for the best interests of the police service. The most rapid turnover at any one time, of course, follows the change in the political makeup of the board. Under present conditions, if the present Republican board were replaced by a Democratic board, there would be a very heavy change in the personnel of the force. It takes nearly ten years for an officer to become thoroughly acquainted with his duties and to become a thoroughly efficient officer. When almost the entire force is new within ten years, there is not on the force an adequate amount of experience.

Charges of intoxication are the most frequent causes for trial of officers before the board of police commissioners.

Of 23 cases tried by the board in 1928, 13 were for intoxication.

The complete list of cases tried during the year and the charges follow. These are all cases of charges, and not in all cases were the charges sustained.

Intoxication 13

Fighting 1

Visiting while on duty

Refusal to turn over property 1

without reward. 1

Drinking on duty 1

Charged with taking funds
from arrested person, 1

Conduct unbecoming an officer 1 Interfered with another officer
making arrest 1

Cursing superior officer,. 1

Striking person without
provocation, 1

Neglect of duty 1

23

It is not unusual for a police employe to be dismissed from the force and later reappointed.

The following table shows for all men now on the force the number who have been dismissed and reappointed one, two, three or four times.

TABLE XXXIV.

Number of Employees Now on Force Who have been Dismissed and Reappointed One or More Times

Number of Times

Removed and Reinstated

	<u>Number of Employees</u>
1	109
2	24
3	13
4	3
	<hr/>
	149

IV. Training of Policemen

No amount of selection machinery will result in a trained force of policemen. More than that, it is being quite generally recognized by police departments throughout the country that a man cannot become an efficient policeman merely by being given a night stick and put on a beat. More and more departments are establishing training schools for police recruits, and in some cases for men already on the force and for officers.

Kansas City has recognized in a limited way the necessity for training new appointees. Whenever a considerable number of new men are appointed to the department, they are put through the police school. This consists of a two weeks' course, covering such subjects as city ordinances, state laws which the police enforce, shooting, calisthenics, department rules and regulations and police duties. The students in the school are graded according to the following schedule:

Bathing attained

Written examination covering rules and regulations of Police

Department - General study 50%

General appearance of applicant 10%

Practice in the making out of
all written reports 15%

Pistol shooting, practice in 5%

Application and willingness 5%

Intelligence and education. 10%

Drilling and discipline, 5%

Total 100% Total

In addition to this instruction, various lectures on subjects of importance are given by persons particularly trained in the work. For example, an assistant prosecutor would give a lecture on preparing evidence; the superintendent of the bureau of records would lecture on preparing reports and the value of records; the chief of detectives would lecture on detective technique, such as recognizing criminals; the superintendent of the police signal system would lecture on the use of alarm boxes and the system in general; other officials of the police department would lecture on the methods of patrolling beats, making arrests, etc.

During the course of this school, or immediately after, the aspirant for appointment

accompanies a regular patrolman on his beat to become acquainted with actual duties. This constitutes the police training of Kansas City.

Other cities, such as New York, Detroit, St. Louis, Los Angeles, Louisville, and Berkeley, have a much more complete

and thorough system of training of men. The Los Angeles school, for example, is a three months school. The outline of courses in the Los Angeles School is as follows:

SUGGESTIONS FOR INSTRUCTIONS FOR POLICE OFFICERS ELEMENTARY SCHOOL

12 weeks Total 576 hours

1st Week. Instructions Police Procedure

Police rules and regulations (using police manual and written orders issued by chief), one period each day for first week

Instructions 5 hrs. Examination 1 hr.

1st Two Weeks

Duties, Observation How to patrol post, use of patrol box, fire alarm box both on street and in public buildings, how to try doors, front and rear, instructions on how thieves work, house, room, store, office and loft burglars, how to use notebook

Instructions 11 hrs. Examination 1 hr.

1st Two Weeks

When and How to Act To establish police and fire lines, parades, traffic congestion, accidents, riots, strikes, or meet other emergencies that may arise.

Instructions 11 hrs. Examination 1 hr.

1st & 2nd Weeks

Functional Duties of each branch of the police department, how to cooperate with traffic experts, traffic, record division, and other police stations; also how to assist all other law enforcement branches of national and city government.

Instructions 11 hrs. Examination 1 hr,

1st & 2nd Weeks

How to Meet the public, how to care for schools and children, kindness and tact in approach, child welfare work, preventive measures with children, how to enter a house on investigations.

Instructions 11 hrs. Examination 1 hr.

1st to 12 weeks

How to overpower a man, all tricks of the wrestler, how to handcuff, use of firearms, revolver, shotgun, rifle, tear bombs, water; how to disarm a prisoner, weak points in different guns, use of coat, hat or other object as a shield, how to handle an insane person, give demonstration, practice with members of class, target practice.

Instructions 70 hrs. Examination 2 hrs.

1st to 12 weeks

1st to 12 weeks

3rd to 12 Week

3rd to 12th Week

First aids. Use Red Cross Text Book furnished by them, demonstrate work. Poisons, evidence of same as used in court, give how administered, how detected, instructions on taking charge of an accident when many people are injured.

City ordinances. Traffic, license, vice, etc. Methods of enforcement, how to prepare case and present in court.

Penal Code. First section of penal code, crimes and their punishment, preservation of evidence in investigations.

Evidence and general laws of state that apply to police work.

Court procedure, law of arrest, service of warrants, subpoenas, search warrant, jurisdiction of courts.

Instructions 16 hrs. Examination 2 hrs.

Instructions 50 hrs. Examination 2 hrs.

Instructions 66 hrs. Examination 6 hrs.

Instructions 54 hrs. Examination 6 hrs.

Instructions 52 hrs. Examination 8 hrs.

1 to 12th Week

Instructions on how to assume command and direct others, how to restore order where there is confusion and how to make investigations, observation, reports, modus operandi of criminals, how to make, what evidence to preserve, reports necessary, value of reports, statistics - how used, place a statement of facts on black board and have each officer write report, how to make notes, diagrams, statements of witnesses, etc.

Instructions 60 hrs. Examination 12 hrs.

8 to 12th Week

Identification of persons. Fingerprint rolling, classifying, Henry system, latent, how to locate, preserve and develop, marks, scars, build, complexion, handwriting, modus operandi of criminals, indexing, filing.

3 to 12th Weeks

Identification of property. How to identify personal property, write descriptions of automobile, clothing jewelry, tools, furniture, etc.

Instructions 48 hrs. Examination 6 hrs.

Lectures by experts. Attorneys, judges of criminal and police courts, criminologists, and police officials.

60 hrs.

Copies of the courses in St. Louis, Louisville, and Berkeley can be secured. These four courses illustrate the four principal types of courses. They should be studied for suggestions for a more complete police school in Kansas City. It is suggested that the police school of Kansas City be reorganized with at least a three months' course, covering subjects such as outlined in these other courses. There should be more complete equipment for training, and the personnel of the training faculty should be carefully selected from the existing force, from other persons in the city who have particular qualifications, and a person thoroughly trained in educational work should be employed to serve under the second assistant chief and have direct charge of the operation of the school. Such a person might work with some specially qualified police officer now on the force in the preparation and conduct of the courses. The men taking the course should give their full time to this work during the three months, and during that period should be classed as probationary patrolmen.

After the three months of school, there should be a second period of training, also lasting three months. This should be divided into four periods, as follows:

1. Assignment as under-cover agent for the vice detail, 1 month. During this assignment, the trainee should work in connection with the vice detail, so as to learn the location of gambling, prostitution, bootlegging, and narcotic places or suspected places, the method of getting information, method of dealing with such places, etc.
2. Assignment to detective division as undercover agent, one month. During this assignment, the trainee should work with various divisions, such as the auto theft bureau, holdup squad, burglary squad, and pawn shop squad, in order to become generally familiar with the work of the detective division and its relation to patrol duty.
3. Assignment to the record and identification bureau, one week. During this assignment, the trainees should be given clerical and filing duties to familiarize himself with the record system, its requirements, and the duty of the officer with reference to reports.
4. Assignment to street duty with selected patrolmen or sergeants, three weeks. This assignment is for the purpose of acquainting the trainee with actual patrol duty under particularly competent men.

At the end of this three months' second period of training, the new man is ready for assignment as a full-fledged police officer. His training, however, should not cease, but provision should be made for continued training and for periodic rating of his efficiency and accomplishments, as previously suggested.

In addition to the training school for new men, there should be established immediately a training school for officers, to which existing officers should be sent for advanced training in the duties of officers, methods of criminals, methods of using records, supervision methods, planning beats, laying out work, etc. There is a very definite lack of adequate training apparent in the case of many officers in the department. There are some very competent men in some districts. In other cases, it is obvious that the men have been advanced to their present positions without an adequate knowledge of what the positions require.

This suggestion for an officers' training school is to give an opportunity to existing officers to become more fully acquainted with their duties. If in their school they show themselves unable to assimilate what they must know to become efficient officers, they should be demoted and replaced by men who possess the necessary qualifications.

Along with the proposed system of selection and appointment in the police department, there should go a definite line of promotion from one rank or grade to another. The first appointment should be as probationary patrolman, as at present. Probationary patrolmen should be assigned for the period of training, as previously outlined. The first assignment as a full-fledged patrolman should be on night duty on the 12 midnight to 8 A.M. shift. Promotion from this should be to the 4 P.M. to midnight shift, and from this to the 8 A.M. to 4 P.M. shift. By the time a patrolman reaches this third shift, he should be ready for Grade A rank. Promotion to sergeants should be from Grade A. A sergeant should be promoted to lieutenant and lieutenant to captain. Promotion to sergeants or higher rank should be based also on promotional examinations after completion of certain courses in a school for advanced training.

All this should be worked out on a carefully graduated plan, with tenure of office, ratings on the rating forms, special reports, etc., given full consideration. Any employe who cannot show a satisfactory rate of progress probably is not a man qualified to continue in the police service.

It needs only to be added that a sound pension plan, built upon actuarial principles, should

be established so that after a period of service reaching until old age, or upon disability, faithful employes may be retired with sufficient pay to take care of them and their dependents for the remainder of their lives or until they reach the age of self-support.

XV. RECORD SYSTEM

The record system of the Kansas City police department is in some respects good and in some respects weak. Fundamentally, much of the essential information needed is gathered in the reports from police officers and on reports of offenses committed. The principal weakness is that the information secured is not sufficiently used for administrative purposes.

The record system includes: The original report made on a complaint. When a complaint is made, someone is assigned to investigate it. The report returned contains the general information about the offense. This original report is recorded in the general complaint ledger, which gives the general description of the offense and gives the report a file number. It is also recorded in the cross index ledger, which is a chronological record, and there the offense is given a code number and description in addition to the file number previously given. This cross index ledger is tabulated daily by nature of complaints. For each person arrested a card is made out, which is the arrest card. At the present time, all of the crimes for which an individual is accused are recorded on one card. Formerly, a separate card was made out for each. A duplicate card is made out for all criminal offenses, giving the names, offenses, time, etc., and the disposition of the case, where there is disposition. This is used for preparing the annual report of the Bureau of Records. In addition to these records, there is an arrest blotter in which is recorded the name of every person arrested, with the offense, time, place, sex and disposition.

As stated, the principal weakness is that the information collected is not summarized, analyzed and tabulated for administrative use. The number of records is not adequate to permit separate forms for different types of crimes and separate forms for recording other pertinent information.

The record bureau is, in a sense, the nerve center of a police department, as is the record bureau of most other large organizations. The proper accumulation and use of records is fundamental to a thorough understanding of the police problems of any city and to a sound attack on those problems.

Criminal statistics have been compiled in Europe for many years, but the statistics collected were the number of commitments and not the actual number of crimes committed. While it is true that there is some relation between the number of crimes committed and the number of commitments, it is not a scientific method of collecting facts regarding crime. In some European countries and to a considerable extent in this country, arrests are used as an index to crime. This, too, is a false measure of the extent of crime. The extent of crime in any community can only be obtained by recording accurately the actual number of all types of offenses committed. If officials charged with the responsibility of collecting criminal records are honest, the data acquired will throw considerable light upon the crime problem and will assist in initiating studies which may ultimately assist in reducing the number of crimes that are committed. Every competent student of the crime problem here and abroad, has always insisted that an efficient police system is the best defense of organized society against crime.

Primarily, the number of crimes reported to the police each year should be known; secondly, it should be known how many arrests are made, and what happens at each stage of

the proceedings until the man is finally released by the court or from prison or declared incurable and fit for perpetual confinement. The police record is the accumulation of personal and property descriptions and reports which assists in detecting, apprehending and identifying offenders, and guides the police administrator in his effort to give the community maximum protection at minimum cost. The record bureau is a clearing house for police information. As a compass serves the mariner, so the record system points the way to efficient administration and is the instrument which centralizes all police activities and brings order and coherence from the complex mass of police detail. A statistical bureau in the police department will show:

- (1) Total of records filed under each type of report
- (2) Ratio of convictions against crimes committed
- (3) Ratio of convictions against arrests
- (4) Ratio of different crimes committed in city
- (5) Ratio of increase or decrease of crime in general
- (6) Ratio of increase or decrease of particular crimes
- (7) Ratio of ex-convicts arrested against first offenders
- (8) Ratio of male or female complained of or arrested
- (9) Ratio of race and color complained of or arrested
- (10) Ratio of adults or juveniles complained of or arrested
- (11) Ratio of loss by automobile theft
- (12) Ratio of loss by burglaries
- (13) Ratio of loss by check operation
- (14) Ratio of loss by swindling operations
- (15) Ratio of loss by safe blowing operations
- (16) Ratio of loss by bank robberies
- (17) Ratio of loss by highway robberies
- (18) Ratio of recoveries against stolen - different crimes
- (19) Ratio of arrested persons identified
- (20) Ratio of identified and unidentified dead
- (21) Ratio of identification against cost of trials
- (22) Cost of operations of bureau against results
- (23) Who commits crimes, what, where, when and why crimes are committed

Other purposes for which records and reports are kept are as follows: they should bring "before the administrator of the department such information relative to crime conditions and the activities of the police as will enable him to direct the men at his disposal to the best advantage; second, they should give the public the information necessary to enable it to judge intelligently what the needs of the department are and the efficiency with which it is doing its work. This information will not be available unless records are kept from day to day and finally summarized in the yearly report. It is also desirable to know the number of offenses committed as an aid to national and state efforts to combat crime.

The police record is the newest development of police work. It is the phase of the work upon which police officers are focusing their studies in an effort to improve and utilize the material as a guide for efficient administration. Among experts there is now general agreement that record keeping, in contrast to line administration, should be centralized as far as possible.

The ordinary individual has but a hazy conception of police record system and no doubt

considers it a matter of simple bookkeeping; but it is by no means a simple matter and its significance is far broader than the term "bookkeeping" indicates to the average mind.

A centralized record bureau makes possible better coordination of the necessarily separate divisions of a record system and at the same time affords a means whereby the chief can place responsibility for all records of the department upon a single subordinate executive. Another advantage is that all information concerning police records, such as complaints, reports, etc., can be obtained from one source, obviating the necessity of applying to the various branches of the police service in order to get the desired information.

The police record has its origin in the record of arrests, which, as the name, implies, was simply a written statement of arrests, in the order of their occurrence, showing the name of the arrested person and the offense charged against him. No other details were recorded. The record of arrests still occupies an important place in the police record system, but in its present form is a far more comprehensive and useful record than was the form in which it first appeared.

Following the "record of arrests" came the development of the "blotter system." The police blotter is a book used for registering all the events which come to the attention of the police department, including assignments and activities of the force, and though it is more comprehensive than the record of arrests, it is still not very systematical for the reason that the activities of the police are kept chronologically and are not classified according to character. This defect causes a great deal of trouble in tracing individual cases.

Modern police records serve as an aid to police organizations and administration in the following manner.

1. As an aid to determine the number of men that are required.

In this connection, study of the districts patrolled by each officer shows how many major and minor crimes are committed. The time of day is an important factor in determining the reason for more or less crime on any one beat. The relation of officers to the population of a given area, together with a comparison of the number of crimes which have occurred in this area in previous years supplemented by data regarding time consumed by the officers in performing routine duties, gives a basis upon which to estimate the number of men required.

2. As an aid to determine means of distributing the force. Comparative tables show the number and kind of crimes in each district of the city, the major crimes creating a more hazardous element and requiring more concentrated effort to suppress. The increase in population and building activities may or may not indicate the need for distribution of the force. Record of complaints of offenses by day of offense, by day of week, time of day and place of occurrence are of great assistance in distributing the police force and increasing its efficiency.

3. As a means of initiating information useful to concentrating the force upon given problems.

Certain crimes may be concentrated upon by the study of charts showing the time and location of offenses. Investigation of modus operandi will often lead to the identity of the offender. As an illustration of this, charts should show the exact location of automobiles when stolen and when recovered. Concentration of the force on districts thus affected aids in the detection and arrest of the offender in many instances. Bringing together in chart form a series of offenses gives a graphic illustration of the need for the study of certain problems,

4. As a means of selecting the best material suitable for promotion. The best human

material for police work may partly be determined through the study of an officer's record. The number of cases cleared and arrests made by each officer is an index to his interest and capability to handle police problems.

5. As means of assigning men to positions they are best qualified to fill. The reports showing the number and kind of cases disposed of by each officer indicates their capabilities in the detection and suppression of crime and vice and the solution of traffic problems. This enables the officials in charge to assign them to positions they are best qualified to fill.

6. As an aid to ascertain the cause of crime. The crime prevention branch of the service, assisted by competent experts should conduct intimate studies of the individuals who are handled in this division. The physical, mental and sociological factors responsible for the individual's delinquency should be set forth in the form of regular reports. These factors may then be coded and tabulated and subsequently compiled in table form where they may be interpreted and evaluated by experts.

7. As an aid to ascertain the identity of criminals.

(a) Through method of operation.

Furnish the personal description of persons wanted for offenses from a study of the manner in which they operate. This refers to persons with prior criminal records.

(b) Connect reports of crimes through similarity of operation. The statistical bureau aids the detective by furnishing him information regarding offenses that have been committed by the same person. Crimes committed in other years and forgotten

"by investigators are quickly brought together by the sorting machine. An offender arrested today for a crime may be connected through this means with offenses committed several years ago.

8. As means to determine the location and causes of accidents.

(a) Traffic.

A thorough investigation of every accident should be made by an officer at which time the exact location, cause of accident and many other factors should be determined. These should be included in his report. The information contained in this report should be transferred to a code card and the material contained thereon may be utilized for compiling information required in monthly and annual reports and at the same time be available for any special studies that may be desired. Thus accidents on a particular street or to a particular vehicle or person or any other type of data that may be required for special surveys may be obtained by running the cards through the sorter and tabulator.

(b) Non-traffic accidents.

An officer should be detailed to the scene of all accidents other than traffic and the relevant facts obtained and recorded. Any information desired concerning such accidents, in addition to that contained in regular monthly and annual reports, would be readily available.

9. As a means of determining the nature and amount of equipment necessary for the protection of the community.

An intensive local study of any particular part of the criminal problem can be made without a great expenditure of time or money. Complaints may be shown, geographically, by month, by day of week, by hour of day, by officer and by type of crime.

From the above a minimum can be established under which police departments can operate. On a basis of personnel, the amount of physical equipment necessary can be estimated. It can

be shown very quickly whether more lights or more alarm boxes are needed in a given area. Also, whether additional motor vehicles or men are required to give the particular problem more attention. These records also show the tendency of the crime curve and the arrest curve and indicate very clearly the adequacy of jail and transportation facilities. From these records it is very easy to project a curve to indicate what the future needs of the department will be.

10. As a means of bringing cooperation between different peace organizations.

Much benefit is derived from the exchange of records and information. Furnishing names and descriptions of criminals to other departments where these departments are seeking the identity of persons wanted by them for major or minor offenses is always welcome by police officials and these officials in turn seek to aid the department that contributes to their success.

11. As a means of preventing and detecting crime. Detailed analysis of the manner in which each crime was committed is made possible by the code cards. These details often throw considerable light upon the subject and aid the police executive in preparing plans for combatting the various types of offenses. For example, from the study of 1,000 burglaries it may be ascertained that the majority of store burglars entered through the rear door and in most of these instances the doors were unprotected by bolts or efficient locks. This single item, alone, is of value to the officers. It points out the necessity for better protection for the rear end of stores. Other information concerning burglaries and all other crimes is available on demand. Fortified with facts, uniformed officers, should be required to do everything they can to remove the opportunity for crime. Information concerning the human factors involved may be transmitted to the crime prevention unit. That branch of the police department cooperating with other agencies in the community can then develop an intelligent program to reduce the desire to commit crimes.

Briefly, criminal statistics involves the study of methods employed in collecting, compiling, and distributing (1) facts relating to offenses, i. e., criminal complaints, etc., and (2) facts relating to persons taken into custody; (3) facts relating to causes of crime and vice, and (4) facts relating to traffic.

The keeping of such records would be a difficult job if it were not for certain mechanical aids. In arranging a set of records forms, consideration should be given to the tentative annual report form prepared by the Record Committee of the International Association of Chiefs of Police, the forms suggested by the United States Bureau of the Census, and accident forms of the National Safety Council. A set of forms adopted by the International Association of Chiefs of Police in 1922 for reporting crimes and similar information is on file with the Public Service Institute, and will be furnished to the department to assist it in preparing such forms as may be needed at any time.

For the keeping of police statistics, a number of cities have found tabulating machines essential for securing the greatest amount of good from the records kept.

The first step in the operation of machine tabulation is the collection of data. This is effected by gathering from the original sources the records of the entire department. From each individual record the most important facts are transferred by means of a specialized code to a tabulating card which is 7-3/8 x 3-1/4". This card contains from 45 to 80 columns and is so arranged that in each of the columns there are 10 numbers. The information having thus been coded from the original report, the tabulating card is punched accordingly and the material is ready to be interpreted.

The machine used for punching the above mentioned cards is known as the key punch. It is equipped with 12 keys - ten of which correspond to the 10 positions in the column on the card, the other two being the skip and trip keys. All of these keys are operated in the same manner as typewriter keys, the operator using the touch system. After making a complete set up, by striking the proper keys, the operator depresses the trip key which causes the machine automatically to perforate the entire card, to eject and stack it in a receiving magazine in the rear of the machine in the same order as punched and to insert another card into the machine ready for performance. The capacity of this machine on a forty-five column card under normal conditions with an average operator is between 2,500 and 3,000 cards per day.

By simple mechanical adjustments of the sorting and counting machine, such information as is desired may be had from these cards in a very short space of time, as the machine sorts at the rate of 255 cards a minute. These adjustments are made as follows: The perforated cards are fed into this machine horizontally from a magazine and are mechanically arranged into any desired relationship. There are eleven pockets in the machine, ten of which are for the corresponding positions in each column on the card. Any desired cards may automatically be selected from a group and placed in their corresponding pockets while the remaining cards will be placed in the extra pocket without disturbing their original relationship. The machine is operated at an average speed of 19,000 cards per hour. Each pocket has a capacity of approximately 450 cards. An operator may run more than one machine. In addition, the counting sorter will count the number of cards which represent classified items, that are run through it. There are thirteen counting dials, ten of which register the cards deposited in each pocket, the remaining dials being one subtotal and one grand total counter. If more than one hole has been punched in any column, the card will be placed in the pocket corresponding to the perforation nearest the top of the card and counted under the receiving pocket,

A complete code for use in preparing police data for tabulation is on file with the Public Service Institute and is available for the use of the department in preparing a code, if it decides to use a tabulating machine. Preparation of such a code is an extensive piece of work, and the code on file would make much easier the establishment of the system in Kansas City. The method of preparing cards and operation of the machines is not one of great difficulty, and trained machine operators can be employed to do the work.

With a detailed, accurate card record of every report that is recorded in the department for a given period, it is possible to secure on a moment's notice any kind of a report on any subject carried in the records. It would be possible, for example, to tell how many white people, 45 years of age, were held up by colored bandits at the corner of 15th and McGee Streets between 10:00 and 12:00 P.M. in any day or week or year. This is, of course, an extreme case, but shows the detail in which information can be secured.

In general, the information that can be secured may be classified as follows:

1. Number and kind of crimes committed Location of offenses

Time of occurrence

Method of operation (in stolen property reports)

Value of stolen or lost and found property

2. Number and kind of crimes cleared Nature of disposition

Officer responsible for completion of case In stolen property and lost and found cases, the agency responsible for recovery; also officer responsible and the exact disposition of recovered

property, together with valuation

3. Analysis of traffic accidents, including:

Vehicles, persons or objects involved Time, location as to street and district bad condition, safety devices, weather conditions and zone

Condition of driver or pedestrian, condition of vehicle

Traffic violations, driving experience Miscellaneous factors, direction of travel and age and sex of driver or pedestrian Number injured and killed

4. Number of offenders arrested

Number and kind of offenses for which persons were arrested

Location of offenses as to district Time of arrest

Officers responsible for arrests History of offender Ago and sex Race

Birthplace

Occupation

Time in county, state and United States Court disposition of offender

This is, briefly, a partial summary of information to be obtained from tabulating cards used in a police department. It may be added that this tabulating machine is very flexible in its application to police work. A combination of any of the facts enumerated above may be obtained by sorting out the desired information and tabulating it in many ways.

V. BUILDINGS AND EQUIPMENT

1.

In general the buildings which house the police department are either in poor physical or sanitary condition or are entirely inadequate for the needs of the department. The station houses are reasonably clean and are in fair sanitary condition so far as sanitary equipment has been made available. Ordinary repairs have been fairly well taken care of.

Station 1, which is the headquarters station is located in the City Hall. This includes the general offices, offices for district 1 and the principal holdover. It contains about fifteen thousand square feet of area. These quarters are very poorly adapted for their use. In the first place they are entirely inadequate in size. The arrangement is very poor, the offices being scattered on three floors and access to the various rooms on the floors being in large part through narrow corridors and semitunnels. The rooms have been remodeled and repartitioned many times in an effort to make them fit the needs better. Sanitary conditions are poor though so far as possible the quarters are maintained in a cleanly manner.

The administrative offices are crowded, poorly arranged with reference to each other and do not provide space for proper handling of the work.

The detective division is particularly handicapped for want of room. There are no private interview rooms for detectives. The show-up room is arranged by curtaining off the main office of the division. The chief of detectives' office is a very small room. Other officers have no private offices. In fact there is no possible chance for privacy in this division.

The holdover is a disgrace. The principal part is in the basement, but additions have been made on two other floors. Some of the cells have water and sewer connections but these are unfit for human habitation and inadequate, there being only fourteen cells for male prisoners. The women's holdover is as bad except that there has been provided a small separate room, which is in charge of a matron for a few inexperienced women offenders.

Division number one of the municipal court is housed in the basement adjoining the holdover space. The room is reasonably large but cannot help but destroy respect for law and law enforcing officials.

A new police headquarters building either as a separate building or as a part of the new city hall is badly needed. Adequate space should be provided at headquarters for the training school, shooting gallery, gymnasium and drill room.

Station II is in the Central Industrial District at 8th and Hickory. This station will not be discussed here since it has been previously suggested that it be abandoned and the district consolidated with district 1. This property could be sold and the money used to purchase other needed equipment for the department.

Station III is at 63rd and Baltimore. This is a relatively new station and is for the present adequate and comfortable for its purpose. The building is shared with the fire department.

Station IV is at 19th and Baltimore. In amount of work performed this station ranks next to headquarters station. The building and structure are in good physical condition. There is need for more cell space and modern cell facilities. Division number two of the municipal court is housed at this station. The traffic violation bureau is also located here. Some rearrangement, installation of more sanitary conveniences, and a general improvement to make it more attractive and up-to-date are the present needs of this station.

Station V is at 40th and Mill Creek Parkway. This station is located in the old Westport city hall and is shared with the fire department. In size it is entirely adequate. The building is old but in good condition. Sanitary conveniences and cell equipment should be improved, and a new heating plant should be installed. The layout could be rearranged to advantage. The station is well located in practically the center of the district.

Station VI is at 20th and Flora. This is a good structure, well kept and in good condition. The building space is ample and the arrangement appears to be good. There is a lack of proper sanitary connections in the cell rooms and modern equipment in other places. On the second floor a large room is set aside for the police training school.

The station is located in the extreme western part of the district and below the level of the Paseo viaduct over the terminal railroad tracks. It is not properly located. Temporarily this station should be rehabilitated with better cell facilities and at some future time a new station in a better location should be provided.

Station VII is at Independence and Bennington. This is a joint police and fire station and the police section is entirely too small. There is a serious lack of adequate cell space and of sanitary equipment. The building itself is in fair condition and could be enlarged without great difficulty, The second floor is used only for storage purposes. The station itself is well located.

Station IX is at 37th and Woodland. From the standpoint of size and arrangement this is the worst of the district stations. The building, which is a combination police and fire station, is in poor structural condition, the brick work is loose, floors are weakened, windows are loose in their frames. The space is entirely inadequate. There are only two cells with no curtain wall between. There is a small corridor four or five feet wide in front of the cells where officers wait for calls. It is heated by a stove. Modern sanitary equipment is lacking.

The station is located in the extreme northwestern part of the district, which is the largest in the city covering the large southeast area. Some portions of the district can be reached quicker by a car from other districts than from this station. There is immediate need for new

cell facilities here and ultimately for a new station at a new location more nearly in the center of the district, perhaps somewhere around 39th and Prospect.

The whole subject of stations and station equipment should be gone into thoroughly and the building of new stations and equipping of old should be laid out as a part of the ten-year financial plan suggested earlier in this report. The rehabilitation and construction can be taken care of gradually from the police budget, except perhaps the police headquarters station which must be considered in connection with the plans for a new city hall. It is also suggested that the plans of modern stations be carefully studied, more particularly of stations recently erected in St. Louis, Detroit, and Los Angeles.

In considering the relocation of stations or changing beat lines several factors should be taken into consideration.

Territorial units should never be too large in area or population for the reason that commanding officers, to serve their sections effectively, must be intimately acquainted with, and responsible for crime, vice, and traffic conditions existing within the district assigned to them for protection. Moreover, they must establish friendly relationships with the respectable and law-abiding members of the community and also have an inmate acquaintance with the criminal element and potential offenders residing within the boundaries of their police division. Responsibility cannot be fixed where the territory or the police problem is too large for the station commander to control. When the numerical strength of a police division becomes unwieldy, discipline is impossible, morale declines, corruption flourishes, crime gains a strong foothold, and police efficiency is impossible. Again, in police units that are too large, the time lost in transmitting emergency calls to policemen on beats increases in proportion to the number of officers that are on duty, and available for service. Since speed is essential if criminals are to be apprehended and crime reduced, the department's ability to render help is reduced in proportion to the time and distance that station-houses are removed from the people they serve. Station and beat division lines may of necessity be irregular. This, in some cases is largely due to local conditions, such, for example, as differences in congestion, industrial and rural conditions.

Certain neighborhoods have peculiar problems which require men of special ability and training, and sometimes a life-long acquaintance with the people residing in these sections. It is better to continue in command of such a beat or station the patrolman or commander who has an intimate knowledge of the police methods that have been employed successfully in keeping the peace and protecting the inhabitants' lives and property.

While no fixed rule can be established for breaking up a city into police units, it is generally considered that when a section of a city contains 50,000 or more inhabitants, it taxes the ability of the best station commanders to either keep informed regarding the character of the people in the section or to render to the law-abiding the police protection they are entitled to receive.

2. Equipment

To serve a community effectively, the policemen must be fully equipped with the tools of their profession. This important item has been overlooked by treasury-watchdogs, who, in their eagerness to make a record for economy have compelled the police to fight criminals without the aid of modern and necessary devices and appliances. As a result of this penny wise policy the pay roll in this city has been enormously increased and efficiency decreased.

3. Signal equipment

First in importance for efficient service is the alarm and signal systems used by the more up-to-date cities. There should be scattered about at equi-distant points about a quarter of a mile apart in residential districts, and at every street corner in congested areas alarm boxes, signal lights and horns which will furnish the police with the means of responding rapidly to calls for assistance. Speed is essential in these days of rapid transportation, and a minute lost in responding to an alarm may mean that the police are a mile behind the crook in his race for liberty. Emergency calls must have immediate attention, or a life may be lost, or valuable property irretrievably gone.

Modern signal systems provide the means whereby police stations may keep in constant touch with policemen on the streets. Signalling devices are so constructed that it is possible at any hour of the day or night to call one man, a group, or every man on duty. When policemen observe signal lights flashing, or hear signal horns blowing their number, they will repair to the nearest alarm box and make known their presence by pulling down the receiver in the box, and thus signal to the desk sergeant that they are ready to receive orders.

The present signal equipment consists only of a Gamewell system originally installed over 20 years ago, which with the exception of some additional boxes is the same as it was at that time. The system includes 192 boxes. Due to age the system is in rather poor condition and causes an undue amount of trouble.

The entire system is owned by the department except fifty-one miles of cable which is rented from the telephone company at a fixed rental of \$153 per month.

A police signal system must perform several duties; (1) it must enable the officer on the beat to report to the captain of his district or to talk with him at any time; (2) it must enable the captain or headquarters to reach any man or men on any beat or beats either singly or in groups or the whole force at any time without delay; (3) it must make it possible for the headquarters to communicate orders or information to any station or stations, singly or simultaneously and instantly.

Of all these requirements the present signal system meets only one. That is it has a number of boxes where officers on a beat can call in to the headquarters station. Even this does not conform exactly to the requirement since the present plan provides that all reports from officers go to the headquarters station instead of direct to the district captain. It is, of course, possible under the present telephone system for districts and headquarters to get in touch with each other by telephone.

This survey has made inquiry of the Southwestern Bell Telephone Company concerning its ability to provide for the police department a complete signal system. The information asked was the approximate cost of installing signal boxes as needed over the entire city to replace present signal boxes, with a separate line to each box instead of having a large number of boxes on a single circuit as at present, each box reporting to its own district station with adequate connections between stations and headquarters. Considering the fact that there are some boxes so located that they are not used and not necessary and can therefore be eliminated such a system can be installed by the telephone company and the police department can contract for its use at a cost but little if any in excess of the present cost of maintaining and operating the Gamewell system. The service given would be vastly improved.

Not only would the system be new and modern but the main tendency would be enormously better. Difficulty in one line would only throw out one box, which could be repaired

very quickly, instead of a whole circuit as at present. The reports would come in direct to districts and the boxes could be relocated to meet existing conditions. Additional boxes needed to cover a portion of the city not now taken care of could be added at small cost.

There is now no recall system worthy of the name. When a policeman leaves his station he is lost to the department until he returns or calls in from a box. There is no way to reach him except by the bell system, which is worthless. Under a modern recall system and particularly with the automobile patrol plan previously suggested, Holophane signal lights properly located about four blocks apart in residential areas and at nearly every corner in the downtown district, would make it possible to reach any patrolman anywhere in the city normally within two or three minutes at the maximum or to reach all the patrolmen in any district or all the patrolmen in the entire city within a few moments. General instructions could be sent out calling in all men or directing all of them or any part of them to any place desired or giving any other instructions.

This is fundamental to police work, A system of this kind can also be installed by the telephone company and rented to the department at small cost.

Chicago, Portland, San Francisco, St. Louis and Los Angeles have recently installed the Teletype system for inter-departmental communication. The Teletype installation is a marked improvement in the communication work of the police department. When an alarm is to be dispatched to the different police stations, the operator at headquarters will type the message on a transmitter. Automatically, in each station, or sub-station, this information will appear on the receiving sets as the operator types it, word for word. At present it is necessary in Kansas City for head quarters to call up each division station by telephone. Ten to thirty minutes is required to do this, whereas the same work can be accomplished with the Teletype in less than a minute in most cases. The local telephone company can offer immediate installation on a moderate rental basis.

These three features of a signal and communication system are fundamental to police work. No department can function effectively without such modern equipment. Without the signal and communication system here outlined the automobile patrol plan will not work as satisfactorily as it will with such a system, Neither will any other patrol plan, The police department must be modernly equipped in order to serve efficiently and economically.

4. Motor Equipment

Foot patrolmen have difficulty in responding promptly to alarms in residential sections, even when they do observe or hear the signals intended for them. Patrol beats are large, and by the time the policeman reaches the box in response to the signal, he is usually too fatigued to do effective service. Hence, the automobile patrol is rapidly displacing foot patrol in residential and semi-residential sections, and supplementing the work of the foot patrolmen in business districts. Experience with automobiles has proved that one man in an automobile can do as effective routine work as two or more foot patrolmen, and in emergencies he is worth a dozen foot patrolmen. Gradually, officials charged with management and control of police department are recognizing the economic value of automobiles in police work, with the result that a few cities are now completely motorized, and nearly all of them have one or more for emergency work. This statement is repeated here since it fits in with the suggestion for a modern signal system.

TABLE XXXV.

Motor Equipment of the Police Department

Number Make Kind Condition Assigned to

1	Chrysler	Touring	1926	Good	Detective hot shot
1	Studebaker	Phaeton		Good	Secretary to Chief 1926
3	Buicks	Sedans		"	2 for commissioners, 1 chief of police
1	Essex	Coach		"	Secretary to hoard
1	Essex	Sedan		"	Superintendent of garage
3	Essex	Touring		"	1 night riders H - 1 auto theft bureau - 1 #9 station car
2	Yellow cab	Patrol wagons		"	1 #4 - 1 #6
1	Reo	Patrol wagons		"	1 #1
6	Dodge	Touring		"	1 H raiding squad - 2 H night riders - 1 #1 hot shot - 1 #1 station car - 1 #6 station car
2	Dodge	Trucks		Poor	1 G tow car - 1 Junk heap
1	Hudson	Coach		"	1 Junk heap
2	Ford	Touring		Good	1 auto theft bureau - 1 #7 station car
3	Ford	Roadsters		"	1 signal system - 1 traffic bureau. 1 #9 patrol car
5	Ford	Trucks		"	1 signal system - 4 paint gang
4	Overland	Roadsters		"	1 auto theft bureau - 1 traffic viola - bureau - 1 #3 station car - 1 #5 patrol car
25	Overland	Touring		"	3 H raiding squad - 1 H drillmaster - 3 auto theft - 3 G relief - 1 #1 patrol car - 1 #2 station car - 2 #3 patrol car - 1 #4 station car - 2 #4 patrol car 1 #5 station car - 1 #5 patrol car - 3 #6 patrol car - 1 #7 patrol car - 1 #9 patrol car - 1 #9 night riders
2	Overland	Sedan		"	1 H investigator - 1 H chief of detectives
1	Overland	Truck		"	1 carpenter shop

64

Motorcycle a 54 Harley Davidsons 2 Indians 56

5. Other Equipment

Other equipment now considered necessary professional tools in a modern police station, are cameras for photographing criminals and preserving evidence; a compound microscope for general and microscopic investigations; a "binocular microscope for

examining fingerprints and questioned documents; modus oporandi, handwriting, fingerprint and record files; also files for complaints and criminal histories; map racks for hanging maps used to study traffic, vice and crime conditions; police school equipment and library; and in the larger department, tabulators for compiling police statistics.

VI. FINANCES

The police department spends approximately a million and quarter dollars a year for all purposes. The actual expenses divided between salaries and other expenditures from 1918 through to the fiscal year ending April 30, 1928 are given in the following Table XXXVI.

TABLE XXXVI.

Expenditures of Police Department 1918 to 1927

Year	Salaries	Other Expenses	Total
1918	\$ 572,643	\$ 83,022	\$ 655,665
1919	802,615	134,849	937,464
1920	916,429	226,586	1,143,015
1921	1,126,136	167,132	1,293,268
1922	1,096,468	114,628	1,211,096
1923	1,158,241	110,518	1,268,759
1924	1,163,637	126,914	1,290,552
1925	1,149,778	148,104	1,297,882
1926	1,151,756	185,378	1,337,134
1927	1,186,454	169,647	1,356,101

Further analysis has been made of "other expenses" but it would serve no useful purpose to include such detail here.

The amount of money now supplied to the department would, under the proposed plan of reorganization, be entirely ample to operate efficiently, provide some increase in salaries, and take care of all the needed new equipment and buildings. In other words under the reorganization plan there is no need for additional funds for the department.

The board of police commissioners should prepare a ten-year financial program as previously suggested. This should set forth for each year the probable current operating expenses and what changes and improvements the department desires to make in structures, equipment, etc.

APPENDIX A

FORM A

METROPOLITAN POLICE DEPARTMENT

KANSAS CITY, MISSOURI

This application must be properly filled in and returned to the Secretary of the Board of Police Commissioners. APPLICANT MUST HAVE RESIDED IN KANSAS CITY, MISSOURI, ONE YEAR. Application must be signed by five citizens of Kansas City, Missouri, who have known the applicant not less than two years.

To the Board of Police Commissioners,

Kansas City, Missouri.

The undersigned respectfully request you to appoint as a on the Metropolitan Police Department of Kansas City, Missouri, and individually and each for himself, states and represents that he knows the said applicant is a man of good moral character, correct and

orderly in his deportment, and not in any respect a violator of the law or good order; that he is a man of sober, temperate and industrious habits, and not addicted to the habitual use of intoxicating drink or other hurtful excess. The undersigned, each for himself, further represents that he has never seen the applicant drunk, or known of his having been drunk, nor of his having been guilty of, or arrested for any criminal or disorderly conduct or act. Each signer represents as aforesaid that the said applicant is a man of truth and integrity, of sound mind, good understanding, and of a temper and manners fit for a police officer. Each signer also represents as aforesaid, that he is willing and ready at any time to appear before you and make oath or affidavit to the truth of the matters herein stated?

Signers Must Have Known the Applicant Not Less Than Two Years.

NAME	BUSINESS	ADDRESS AND PHONE
1.		
2.		
3.		
4.		
5.		
6.		

Signers Must Have Known the Applicant Not Less Than Two Years.

Application for Appointment

ON THE

METROPOLITAN POLICE DEPARTMENT

Kansas City, Mo.192—

BOARD OF POLICE COMMISSIONERS,

Kansas City, Missouri.

I,.residing at Street,

hereby make application for appointment as on the Metropolitan Police Department.

I was born in the year 18 , and am between years of age.

My birthplace was

City or Town County State

QUESTIONS TO BE ANSWERED BY APPLICANT (In Applicant's Own Handwriting)

How long have you been a resident of Missouri?.

How long have you been a resident of Kansas City, Missouri?

Are you a registered voter?

Where and when did you last vote? Place Date

What ward do you live in?. Precinct?

Married or Single? (state which)

What family have you? (Give ages of children)

Nativity

What is your religious belief? (Specify denomination)

Your father's name His address

Business of father

Have you anyone dependent upon you for support

If so, whom, and to what extent?

Are you employed at present? If so, with whom?

Why are you contemplating a change?

Are your habits sober and temperate?

Have you any other income other than contemplated in position applied for? —

If so, give details

Do you own any property? If so, state

Do you own an automobile ? If so, give make and value

If married, is your wife employed?

If so, what is her salary?

Have you ever been arrested or convicted of any crime or misdemeanor?.

If so, what?

Give details

Have you ever had any Police or Military experience?. If so, state complete record

(Applicant born in the United States will not answer questions enclosed in bracket)

1. In what year did you arrive in the United States?

2. What was your age at the time you arrived in the U. S.?

3. Are you a citizen of the United States?

4. When and where did you declare your intention to become a citizen?

5. When and where did you receive your final papers?

STATE PREVIOUS POSITIONS HELD IN THE PAST TEN YEARS, OR SINCE FIRST EMPLOYED

From Month and Year	To Month and Year	Name of Employer	Present Address of Employer	Position Held	Reason for Leaving
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					

(Signed)

Applicant.

NOTE: Any untrue or fraudulent statement made in this application, or to the medical examiner; or any concealment of facts, intentional or otherwise, will be cause for dismissal from the service. All applicants are made subject to physical examination by the Police Surgeon.

APPLICATION

FOR

APPOINTMENT

ON THE

METROPOLITAN POLICE DEPARTMENT

KANSAS CITY, MISSOURI

Name

Residence .

Telephone No.

Position Wanted —

Age Height.

Weight. Nativity

Former Occupation —

Prior Police or Military Service

(Answer "yes" or "no.")

Date Filed

Date Approved

Sec'y. Board of Police Commissioners.

Below, give names and addresses of persons to whom you can former employers. These names also should be other than those who have signed application on Page 1.

name	Business	Address	Telephone

Applicant must give not less than five names as references in above spaces, which should

preferably include those of his family physician, his grocer, or other merchant, or banker.

APPENDIX B

A. Application Form

APPLICATION BOR APPOINTMENT TO THE METROPOLITAN POLICE DEPARTMENT, KANSAS CITY, MO.

Application blanks shall be furnished only to those persons who, by personal interview, satisfy the chief of police or personnel officer that they possess the qualifications described below.

Applications must be filled out in the applicant's own handwriting on the prescribed application blank. All questions set forth in the application must be answered in detail and any application submitted in which the questions are not so answered may be rejected. No application blank shall be accepted unless it is signed in applicant's own handwriting and sworn to or affirmed before a notary public or other person competent to administer oaths. All applications, when returned to the personnel officer, are subject to review and investigation. If found satisfactory, each application will be given a number and filed.

All applicants who are considered favorably will be notified by letter at least ten days prior to date set for examination, this letter advising them when and where to appear.

The following form is the prescribed application blank of the Metropolitan Police Department of Kansas City, Mo.:

APPLICATION QUESTIONNAIRE

Under the provisions of the statutes of Missouri, responsibility and authority for selecting and appointing persons for positions on the police department are vested in the Board of Police Commissioners. The Board of Police Commissioners, however, delegates this authority to the chief of police and personnel officer. It will confirm recommendations for appointments made by the chief of police.

It is not necessary, or desirable, for you to see endorsement or support of officials or the endorsement of any politician or political organization. If officials of the city know you well enough to express a definite opinion as to your character, ability, experience and peculiar fitness for the position you seek, you may refer to them in the space provided for such reference. All the persons to whom you refer will be asked to appraise your character and/or ability and experience; and a decision will be reached by the chief of police and personnel officer after weighing all the evidence in the case.

Board of Police Commissioners.

Instructions

This application must be filled out with indelible pencil in applicant's own handwriting. All questions must be answered fully and in detail. If there is not sufficient space in which to answer each question, you may append an extra sheet of paper to this questionnaire, placing the number of the question at the top of the page. This is not an examination. If your application is considered favorably, you will be notified by mail at a later date when and where to appear for examination. Applicants must be citizens of the United States; between the ages of 21 and 30; at least five feet, nine inches in height (in stocking feet) and weigh at least 150 pounds stripped. Before appointment they must pass satisfactory mental, physical, medical, and such other examinations as may be deemed necessary under such rules and regulations as

may he prescribed.

All persons appointed to the police department must give their undivided attention to police work and cannot engage in any other business or calling while a member of the organization.

1. FULL NAME

2. ADDRESS

3. How long at this address Yrs. . . . Mos.

4. Give addresses for past ten years:

5. Are you a citizen of the United States? .

6. Age Height Weight

7. When and where born Place

8. Are you single, married, divorced, widowed or estranged? . . .

9. How many persons are dependent on you for support?

10. Is your life insured?

11. Have you a savings bank account?

12. Do you own your own home?

13. Are you in perfect health?

14. What illnesses have you had in the past 10 years?

15. Is any member of your family in poor health?

16. Are your parents living? If dead, give

age at demise and cause of death

17. What part have you taken in athletics; what branch and in what capacity?

18. Can you play a musical instrument? 19. What gambling games are you familiar with?.

20. Were you ever in the U. S. Army, Wavy or Marine Corps?

21. If so, give date of enlistment, date of discharge, what rank or ranks attained and whether or not you saw active service

22. Can you speak, read or write any foreign language?

If so, which and to what degree?

23. Do you smoke?

24. Do you chew tobacco?

25. Do you drink intoxicating liquors? In excess . . .

Moderately

26. Have your employers usually treated you right?

27. Do you know of anyone who may try to injure you in any way? :

28. Does the sight of blood nauseate you?

29. Can you stand disgusting smells?

B. Can you stand pain quietly?

30. Do you carry on any extensive charge accounts?

Give the names of three firms with whom you have had charge accounts

31. Have you ever been arrested? . . . If so, what for, and what was the disposition of the case?

32. What positions have you ever held which required executive ability, the exercise of authority and the ability to lead other men? . . .

33. Do you object to wearing a uniform? .

34. Do you object to working nights?
35. Do you read much? . . What books, type of literature, fiction and authors do you prefer?
36. Can you operate an automobile?
Motorcycle? . . Typewriter? .
touch or sight? . Wireless? .
Telephone switchboard? Write shorthand?
37. What experience have you had with firearms?
38. What are your hobbies?
39. What experience in horsemanship?
40. Of all positions you have held, which one do you think you are most proficient in?
41. Which one did you like best?
42. Have you any trades? . Name them
43. What has been your main occupation?
44. What has been your next main occupation? .
45. What has been your next main occupation? . .
46. What is the largest salary you have ever received?
Describe in detail what position you held and what work you did to secure this salary
On a separate sheet, give details of employment for the past ten years, specifying
- A. Name of firm employed by
 - B. Address of firm
 - C. Kind of business carried on
 - D. Branch of service employed in
 - E. Capacity in which employed
 - F. Salary received and advancement in same
 - G. Advancements in position, if any.
- On a separate sheet, give the following information as to your education:
- A. Age when started grammar school
 - B. Number of years in grammar school
 - C. Year graduated and age at time D. Number of years in high school
 - E. Age at graduation and course taken
 - F. Number of years in university
 - G. Age at graduation and courses taken
 - H. Number of years in business college
 - I. Subjects taken
 - J. Any other education, such as extension courses, correspondence courses, etc.
- Do you know of anything that would disqualify you for appointment to the police department or prevent your full discharge of the official duties of such a position?
50. What prompts you to make application for appointment to the police department? .
51. Have you any special interest in police work?.

After having answered all of the foregoing questions, have three persons not related to you fill in the attached vouchers, and the same sworn to before a notary public.

This application, with attached vouchers, should be mailed to the chief of police of Kansas City, Missouri, Voucher #1

The undersigned hereby certifies that he has known this applicant for years, and knows him to be of good moral character, that he is honest, sober and industrious.

I have read the answers made by him in the foregoing application and believe they are true and correct.

Signed Address, Phone .

Business, occupation or profession

Voucher #2

Same form as Voucher #1 Voucher #3

Same form as Vouchers #1 and #2.

STATE OF MISSOURI)

) S. S.

COUNTY OF JACKSON)

being first duly sworn (or

affirmed) deposes and says that each of the several foregoing statements subscribed by him is true, except such as are made upon information and belief, and that as to those he verily believes the same to be true.

(Signature of applicant)

Subscribed and sworn to before

me, this day of 19 .

NOTARY PUBLIC

APPENDIX C

PATROLMAN

PERSONAL INTERVIEW (for use by the commissioners)

I. Courage: (a)

What experience with firearms?

None of us like to talk about ourselves, but have you ever had occasion to display an act of heroism?

As a boy, were you good at diving, climbing poles or trees?

Self-Confidence: (b)

Why do you think you are particularly fitted to be a policeman? Did you rather dread the examination, or were you sure you could pass it?

II. Energy? (a)

Do you prefer outdoor or indoor sports?

Which ones?

What regular exercise, if any, do you engage in?

Note fluency of speech and speed in ordinary actions. Initiative: (b)

In your family circle or group of friends, how much are you responsible for inaugurating or starting things?

Active in any organization?

III. Cooperativeness, Tact:

Do you prefer to work with others or alone?

Do you strike up acquaintanceships very easily?

Are you unaffected or easily angered when unpleasant remarks are passed concerning you?

Are you considered hot-headed at times?

How many times during the past year have you engaged in an argument that ended in a fight, or nearly so?

General cast of mood-estimate from responses given.

IV. Ethics:

What do you consider the most serious offense, to set fire to a building with people in it, or to get a nice girl into a family way and then leave her?

If you were a policeman, would you consider it proper to accept an apple or other fruit every morning from a fruit peddler whom you had helped at one time?

A salesgirl in a store was ordered to tell customers that garments were all wool when they were really half cotton. The girl being afraid to lose her job, did as ordered. Would you condemn her action?

These questions are from a report on "The Selection of Patrolmen" by the Municipal Research Commission of Syracuse,

N. Y. The report says: "These questions are adapted from a similar list used in Cincinnati. It is suggested that these questions be used in the interview for the purpose of 'drawing out' the candidate. The questions should be asked in an informal manner. The examiners can make notes in the margin as to the applicants response to the various questions."

APPENDIX D

THE DETROIT RATING FORM

1. Physical Condition (10)

Does he keep in training ("in the pink of condition"), or is he fat and lazy?

Is he physically alert and aggressive?.

2. Neatness of Bearing (10)

Has he a military bearing?

Is he neat and clean in his person and dress?

3. Intelligence (10)

Does he write clear and complete reports, or is it necessary to interview him in order to get all the facts?

Does he understand the meaning of orders easily, or does he require lots of explaining?

Does he act with excellent, good or poor judgment when he has no instructions to guide him?

4. Discipline (10)

Is he truthful?

Is he punctual?

Is he respectful to superiors?

Does he, in his work, get along well with fellow officers?

5. Attitude toward his duty (10)

Does he take his work seriously and appreciate its importance?

Is he courteous and good natured in the performance of his duties? (Or is he argumentative or grouchy?)

Does he keep well posted on current orders and show eagerness to learn?

Does he know the laws and ordinances?

6. General ability (10)

Has he natural ability for police work?

Is he a hard worker, or lazy?

Is he thorough in his work or careless?

Is he reliable in carrying out orders?

7. Exercise of authority (10)

Does he exercise authority with judgment and due respect or tend to abuse his power?

Does he stand behind his actions or shirk responsibility? (Pass the buck)

Does he notice and report ordinance violations?

Does he keep cool in emergencies?

8. Preservation of order (10)

Is his beat well looked after?

Does he keep his beat in good condition by working with the residents, or "raising hell" with them?

Does he handle a crowd good naturedly, or does he bully and quarrel with it?

Is he helpful to the public?

9. Handling arrests (10)

Does he exercise good judgment in disposing of minor cases? Does he make unwarranted arrests?

Does he note and follow up suspicious characters? Has he ability to handle trouble makers and fighters?

10. Getting and presenting evidence in court (10)

Does he preserve evidence?

Is he familiar with court procedure?

Can he prepare a case for court?

Does he present proper evidence clearly?

THE POEM:

POLICE DEPARTMENT

Service rating Covering period from to

Name Hank

Badge No. Kind of duty Precinct

(Mark on scale of 10; excellent, 10; good, 8; fairly good, 6; poor, 4; very poor, 2)

I. Appearance:

II. Intelligence:

III. Discipline: IV. Efficiency:

1. Physical condition (10).

2. Neatness and bearing (10).

3. Intelligence (10).

4. Discipline (10).

5. Attitude towards his duty (10).

6. General ability (10).

7. Exercise of authority (10).

8. Preservation of order (10).

9. Handling arrests (10).

10. Getting and presenting
evidence in court (10).

Signed by: Rank