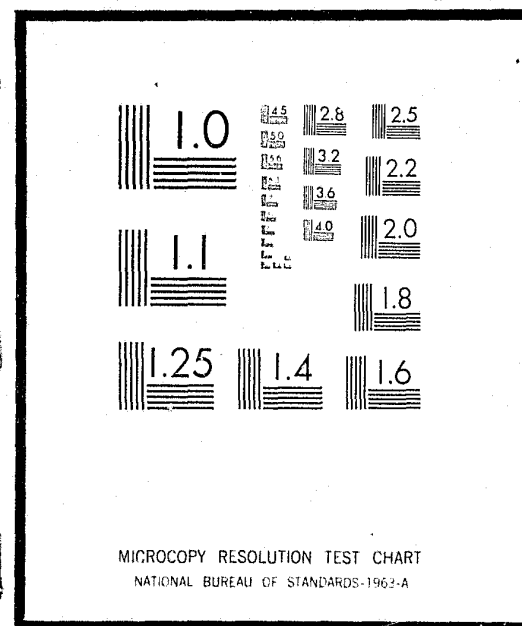


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

5/26/77

Date filmed

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the:

South Iowa Area Crime Commission
for
Des Moines County, Iowa

CITY OF BURLINGTON

October 2, 1973

NCJRS

NOV 7 0 1976

A 13

Prepared by:

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

141c

I. PRELIMINARY INFORMATION

A. Consultant Assigned:

David L. Norrgard
Assistant Executive Director
League of Minnesota Municipalities

B. Date Assignment Received:

July 11, 1973

C. Date of Contact with LEAA Regional Coordinator:

July 15, 1973

D. Dates of On-Site Consultation:

August 13-17, 1973

E. Individuals Contacted:

Theodore A. Behne
Assistant Chief of Police
Burlington

V. E. Eilers
Officer, Burlington Police Department

James Ewing
Inspector, Burlington Police Department

Walter Gearino
Instructor of Criminal Justice
Southeastern Community College
Member, South Iowa Crime Commission

Robert D. Glick
Sheriff
Des Moines County

Dale Gossage
Lieutenant, Burlington Police Department
Member, South Iowa Crime Commission

Charles Hahn
Superintendent of Schools
Burlington

Lester Hamilton
County Supervisor, Des Moines County
Member, South Iowa Crime Commission

Wayne Hogberg
Mayor
Burlington

Jay E. Holley
Lieutenant, Burlington Police Department

Russ Kreiger
Chief Deputy Sheriff
Des Moines County

Eugene E. Loose
Chief of Police
Burlington

Chester Mason
Mayor
West Burlington

William Mertons
Reporter, The Hawk Eye

E. Dean Metz
Assistant County Attorney
Des Moines County

Frank Noonan
Resident Agent
Federal Bureau of Investigation

Gordon Plepla
Director
South Iowa Crime Commission

Louis Robu
Mayor
Mediapolis

R. H. Sloan
Officer, Burlington Police Department

Irv Stein
President
Burlington Community School Board

Ken Vanderslice
City Manager
Burlington

William Woodruff
Information Services Manager
Iowa Army Ammunition Plant
Burlington Atomic Energy Commission Plant

II. STATEMENT OF THE PROBLEM

- A. Problem as per Request for Technical Assistance:
Develop a plan for unification of police services in Des Moines County, Iowa.
- B. Problem Actually Observed:
As stated.

III. FACTS BEARING ON THE PROBLEM

See attached consultant's report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached consultant's report.

V. RECOMMENDED COURSE OF ACTION

See attached consultant's report.

CONSULTANT'S REPORT

Introduction

The picturesque Mississippi River provides the backdrop for Des Moines County, Iowa, and its principal city, Burlington. The City grew west from the river and has spread over the adjacent bluffs for some two or three miles from the river edge. Approximately 32,366 people call Burlington home, with the total county population equaling 46,982. Four smaller municipalities are located in the County--West Burlington, Middletown, Danville, and Mediapolis--and together they total another 5,000 residents, leaving 7,000 people scattered about the County, primarily on farms.

Burlington is an old city in this part of the Midwest, founded in 1837 as the first incorporated city in Iowa. It was even the site of the first session of the Wisconsin Territorial Legislature. As a city, Burlington shows its age, and particularly its heritage as a river town. But it is a dynamic, commercial and employment center too, with some 267,000 people, many from Illinois, living in its trade area. The major area employer is the Iowa Army Ammunitions Plant and an assembly plant for the Atomic Energy Commission, together employing approximately 3,000 personnel. The recently announced closing of the AEC plant may lead to a loss of about 1,000 jobs, although an active industrial development program will likely offset that loss.

The population of Burlington and Des Moines County is remarkably stable with not much growth occurring over the past 20 years according to official census figures. Those same census figures show too that of the population total, about 15 percent are over age 62, a higher percentage of older residents than found in most cities. An active theater group, a civic music association, a large park system, and an annual city-wide festival add depth to the City and the County.

A few bits of factual data round off this brief picture of Des Moines County and Burlington. The County maintains roughly 625 miles of roads, mostly in the rural areas, while the City has about 220 miles of streets within its jurisdiction. West Burlington maintains slightly more than 16 miles of streets. In area, Des Moines County totals 409 square miles; Burlington, almost 14 square miles; and West Burlington, 3.5 square miles.

Population density figures are interesting too, especially as population concentration affects police service problems. Taking the County as a whole, roughly 115 people are found per square mile, while in the City the total is approximately 2,312 people per square mile. Density in West Burlington is in the neighborhood of 1,000 people per square mile. A more interesting figure emerges for the County, however, by subtracting urban population and square mile data. Fifteen people per square mile is the density figure when examining Des Moines County's rural population base.

Survey Method

The local information which serves as the basis of this report was gathered by the consultant through on-site conversations with the individuals identified in Section I-E of this report. All interviews were of a confidential nature and no individual is quoted or otherwise identified in this report.

The report itself is in three parts--an overview of the existing police system, a brief review of alternative unified approaches plus a recommendation for change and several generalized comments regarding observed police management problems.

Survey Purpose

The South Iowa Crime Commission has a strong interest in exploring alternative means of providing law enforcement services in what is essentially a rural environment. Specifically, the Commission desired an examination of the possibilities of unified police services, and Des Moines County was willing to be considered for such an effort. Financial support was made available through the Law Enforcement Assistance Administration of the U. S. Department of Justice for this brief management survey of the desirability of a unified approach.

Summary of Principal Recommendations

Three approaches to unified police service were briefly explored as they might apply to the governments found in Des Moines County. These were functional consolidation of particular police service elements, contractual agreements for full police services, and the creation of a single purpose police agency. It was concluded that, to achieve the greatest potential for benefit with the least potential for risk, the contractual approach with the County contracting for complete police service from the City of Burlington was most suitable of the methods considered for unified police services in Des Moines County.

Law Enforcement in Des Moines County

Four agencies have varying degrees of law enforcement responsibility in Des Moines County: the Des Moines County Sheriff's Department, the Police Department of the City of Burlington, the Police Department of the City of West Burlington, and the Iowa Highway Patrol. The first three of these will be considered in some detail below, while the fourth will be noted only in passing.

Police Services in Des Moines County

The Sheriff is an elected county official holding office for a four-year term. He serves as the chief police officer within Des Moines County and may discharge his duties throughout the County. His jurisdiction, while extending to the Cities of Burlington and West Burlington, seldom is exercised in these cities. The Sheriff's staff includes one chief deputy, one investigator, six patrol deputies, one civil deputy, one chief jailor and three assistant jailors, two part-time bailiffs, and three clerical personnel--a total staff of 18 full-time individuals, nine commissioned police officers, and the balance assigned essentially to duties which could be handled by civilian personnel even though some may be regarded as commissioned police officers by the Sheriff.

Equipment available to the Sheriff includes six vehicles, one unmarked and five standard police automobiles. Four of the automobiles are available for routine assignment and two are assigned to individuals on a permanent basis. The County has single radio base station with no repeaters. Some dead spots are found for radio services. Records and communications systems are reviewed elsewhere in this report.

The projected budget for the Sheriff's Department in 1974 is \$154,095.¹ This includes total salary costs of \$123,775, about \$69,000 for nine sworn police officers, \$54,000 for other employees, and the balance for equipment and supplies. Salaries are set by state law with the Sheriff's salary fixed at \$12,250 on an annual basis. The remainder of the Sheriff's staff have their salaries determined as a percentage of the Sheriff's. There is no local control over the salaries paid to the Sheriff or his staff--fiscal control relates only to the size and scope of the Sheriff's Department.

Sheriff's personnel normally have been selected by each Sheriff and seldom has there been any staff continuity when a new Sheriff takes office. For example, with the coming of a new Sheriff in January, 1973, a new staff was employed except for one or two individuals carried over from the previous Sheriff's administration. Effective August 15, 1973, a new state law went into effect granting civil service employee status to all employees of the Sheriff's office except for the Sheriff and his chief deputy; this will change this pattern. Appointments and promotions within the Sheriff's Department now will come under the domain of a newly established County Civil Service Commission, and the Sheriff in the future must select his personnel from a list prepared by this commission. Continuity and consistency in the quality of service provided could result from this shift. The civil service approach undoubtedly will have an impact too upon the selection procedures used by the Sheriff's Department. The procedures used now include only an employment interview and a limited background investigation. Civil service screening requirements likely will be more rigorous.

Three shifts are worked by personnel of the Sheriff's Department. One patrol officer is on duty from 8:00 a.m. to 5:00 p.m. in addition to the Sheriff and chief deputy who normally work those hours as well. Three patrol officers are scheduled to work from 4:00 p.m. to 1:00 a.m. and two patrol officers are scheduled from 11:00 p.m. to 8:00 a.m. Because of holidays, vacations, regular work period duty schedules and the like, most shifts will be short at least one assigned patrol officer at all times. Thus one man is on actual assignment from 8:00 a.m. to 5:00 p.m., two from 4:00 p.m. to 1:00 a.m., and one from 11:00 p.m. to 8:00 a.m. The overlap of duty periods works to the advantage of the Department because it increases the patrol force size available at certain times. One-man patrol units are used by the Department, but no patrol beats are laid out except for the person assigned to Mediapolis.

The Sheriff maintains two contractual law enforcement programs, one a very modest \$3,000 contract with Middletown to drive through town on a regular schedule. A more substantial contractual agreement is found with the community of Mediapolis where 80 percent of the salary for one deputy is paid by the community in exchange for full police services during the 4:00 p.m. to 1:00 a.m. shift of the Sheriff's Department. Mediapolis has depended on this arrangement for police services for the past three or four years with about

¹ A change in the official budget year by the State requires local governments to budget for an 18-month period in order to shift to a new budget cycle, but all figures used here will be for a 12-month period.

the same quality of service throughout. One problem is that no immediate assistance is available to the deputy sheriff assigned to Mediapolis, a 20-minute drive from Burlington. Nor is the deputy assigned to Mediapolis under the immediate supervision of any one individual from the Sheriff's Department. Indeed, this is an overall departmental problem, as no supervisory staff is on duty during either the second or third watch. This points up a significant management problem for the Sheriff's Department, the lack of a staff large enough to provide for continuous supervision. Obviously the Sheriff cannot provide continuous on-duty supervision, nor should he be expected to do so. One possible improvement would be to schedule the chief deputy for duty assignments at times other than when the Sheriff is on duty.

Limited emphasis is placed upon in-service or other types of training programs by the Sheriff's Department. The police personnel must, of course, attend the six-week Iowa Law Enforcement Academy, but that seems to be the extent of training available.

In addition to his police duties, the Sheriff is also the chief jailor for all police departments in Des Moines County. Detailed comments regarding the jail and its operations are offered elsewhere in this report. Additionally, the Sheriff is responsible for serving civil papers as an agent of the court and for providing bailiff services. Five full-time and two part-time personnel are involved in the performance of these tasks.

Police Services in West Burlington

West Burlington with its 3,000 or so residents is the smallest community in Des Moines County to seek to maintain a full array of municipal services, including police protection. One chief and three full-time patrolmen, supplemented by occasional part-time assistance, comprise the Police Department. Thus West Burlington comes close to the necessary five police officers needed to have one officer on duty every day throughout the year. Total cost for police services is about \$58,000 with commissioned officer costs equaling some \$30,000 of that total. The balance of the funds goes for the part-time personnel, dispatchers and clerical services, equipment and supplies.

The West Burlington Police Department has two radio-equipped patrol vehicles to cover its approximately 2½ square mile area. Dispatcher service is provided by the City through its own communications center, and one full-time dispatcher is employed for this purpose. Supplemental assistance comes through the clerical staff.

The City of West Burlington seeks to maintain services independent of the other, larger local governments in the County and has a great deal of community pride in its efforts. Because its boundaries are contiguous with those of Burlington, there exists a great deal of interchange between the two communities which poses joint policing problems. Ways should be found to strengthen and improve communications between the police departments in these two adjacent cities.

Police Services in Burlington

A large, well-equipped Police Department serves the City of Burlington. In total 35 commissioned police officers and a civilian staff of 10 provide full-time police service. Additionally, 18 school crossing guards come under the jurisdiction of the Police Department.

Assignments of personnel in the Burlington Police Department are arranged in the following manner. There are 11 command officers, a chief, an assistant chief, 1 inspector, 4 captains, and 4 lieutenants. The chief, assistant chief and inspector normally work the day shift with one captain and one lieutenant assigned to each watch as supervisors. On the 7:00 a.m. to 3:00 p.m. shift the complement consists of five patrol officers and two supervisors; on the 3:00 p.m. to 11:00 p.m. shift seven patrol officers and two supervisors are found; and, on the 11:00 p.m. to 7:00 a.m. shift, eight patrol officers and two supervisors are assigned. Because of the normal duty schedule, vacations, illness, and the like, usually two to three personnel are absent on each shift. For example, only on two or three days a week would both supervisors be scheduled for duty at the same time. The Department uses one-man police cars exclusively except when a new police officer might work with an experienced officer for training purposes. Four patrol beats are laid out, but assignments are flexible depending upon how many police officers are on duty during a particular shift.

The inspector is the principal command officer for all line operations, and the assistant chief is responsible for all supportive police activities (except investigations) and has a staff consisting of one captain and one lieutenant, plus all the Department's civilian personnel. This latter group includes 4 civilian dispatchers, 5 clerical employees, 1 animal control officer, and 18 school crossing guard employees. The inspector has assigned to his command 3 captains and 3 lieutenants, 3 investigators, and 20 police officers but spends most of his time supervising investigative activities.

The total Police Department budget for the fiscal year of 1972, the last year complete figures were available, was nearly \$489,000. Of the total, \$44,000 was for the school crossing guard program, another \$15,000 for the animal control operation, and \$77,000 for departmental supplies and equipment, leaving about \$360,000 for personal service costs. Projecting costs on the basis of the current salary schedule, it is estimated that the total cost of salaries for commissioned police officers is about \$241,000.

Departmental equipment includes 10 police vehicles, 7 standard police automobiles and 3 unmarked vehicles. No automobiles are assigned to personnel on a permanent basis although during the day at least one vehicle normally is available for use by the command officer of the Department. Communications and records systems are handled by civilian personnel. This operation is reviewed elsewhere in greater detail. Suffice it to say here that communications links are made through point-to-point with neighboring counties in Iowa and Illinois as well as with state police agencies in both states. Additionally, the Department maintains linkages with NCIC and TRACIS (Traffic, Records, and Criminal Information System), the latter being the Iowa information sharing system. The other Des Moines County police agencies, and those in two neighboring counties, use the Burlington Police Department's system to participate in the information sharing system.

Personnel considered for employment as police officers by the City are subject to careful screening by the Department and the City's civil service unit. A complete background examination is conducted for each police officer applicant. The screening process includes a review through NCIC and TRACIS information systems, interviews with spouses, neighbors and previous employers, a polygraph test, psychiatric and physical

examination and, of course, the written test required by the Civil Service Commission. Passage of the written test is the first step of the screening process, with the balance following in logical sequence.

Training has been more emphasized in the Burlington Police Department than in other departments in the area. Ten of the 11 supervising officers, for example, have attended the three-week supervisory course for police personnel at Northwestern University's Traffic Institute and plans are underway to send six additional personnel to the three-week traffic management school. Primarily, though, training consists of the one-day seminars on some type of specific police skill such as drug identification or the like.

The Police Department maintains a small eight-cell jail, six cells on the main floor and two on the second floor which serve as the separate facilities for juvenile or female prisoners. Most prisoners are held for less than 24 hours and then transferred to the County Jail three blocks away. The prime use is as a temporary holding facility until records and related information can be developed or processed.

General Comments on Police Services

When reviewing police services, it is appropriate to divide the overall work of the police agencies into two parts, those duties which could be called "crime-fighting" and those which might be called "peace-keeping." What is meant by "crime-fighting" is obvious, but the concept of "peace-keeping" is more elusive. Simply put, it is the day-in, day-out routine of quelling a family disturbance or a neighborhood street corner argument. It is assisting someone who is inebriated to his home--by taking him there, calling for a taxi, or having someone else take the person home--rather than arresting him. It is assisting someone who is locked out of his/her home in gaining access. It is finding the lost child, directing the lost motorist, investigating the auto accident, clearing the traffic jam, and so forth. None of these activities can be called "crime-fighting" but they are vital tasks of all police agencies in Des Moines County.

The "crime-fighting" aspects of police work in the Des Moines County area would appear to be well under control. Burlington ranks as one of the nation's five or six lowest crime rate cities in its population class. Problems of criminality, while obviously present, are not a major problem in the area. It is the problem of "peace-keeping" which occupies much of the police officer's day.

In no area of police management is the work "standard" more commonly used than in reference to manpower, and perhaps nowhere so inappropriately. Average ratios of police personnel to units of population have become the standard to those areas where the standard is not met. Obviously if this year all departments with below average ratios for their population groups raised their staff levels to match these ratios, next year there would be a higher ratio and, therefore, a higher standard.

Precise standards or formulas for determining the optimum police staff needs for a given county or city are not available. Variables which affect the size of a police department include the community tolerance level for problems of crime and peace-keeping, the willingness and ability of the community to provide financial support, the persuasiveness of the police department in serving as its own advocate for financial and community

support, whether the community is heavily populated or sparsely populated, the background and status of the population, general economic conditions of the community, and so forth. All these variables equal reasons why a particular police department is organized the way it is.

Within this context, then, the standard most commonly used in projecting the manpower needs of a police agency is 1.5 police officers per 1,000 population. In applying this standard to the jurisdictions in Des Moines County, one fact is evident--each Department in relative terms is about the same size. Treating Des Moines County as a whole, the Sheriff's Department has roughly 1 officer per 5,000 residents, but by excluding the urban residents from the calculation the ratio becomes 1 police officer per 1,000 or about two-thirds of the manpower suggested by this national standard. West Burlington has slightly more than 1 officer per 1,000 population, which would place that City about on a par with the rural areas of the County in terms of available police manpower. Burlington, too, averages slightly more than 1 officer per 1,000 population for its police agency.

This consistent level of manpower relates to the emphasis placed upon "peace-keeping" rather than "crime-fighting." It would suggest as well that sufficient police manpower is now available in the area if all were used effectively in police duties. More effective use of existing resources is the subject of the ensuing discussion.

Alternative Approaches to a Unified Service

The key question is not whether it is feasible to develop a unified law enforcement system in Des Moines County (or any other place, for that matter). That question almost consistently can be answered in the affirmative. The key question is whether or not the political climate shows a receptivity to a unified system, because first and foremost development of a unified law enforcement system is a political problem, not a technical one.

One test of the political climate is to examine existing local governmental services and ascertain if there is a willingness to alter the traditional method of doing things. Do unified approaches exist in other local service areas? Does one local government provide services for another even though both, or more, could potentially provide the same services? Are existing unified services stable politically? The answer to each of these important questions is "Yes" when looking at Des Moines County and the City of Burlington in terms of responses made in interviews with local officials.

A single assessor is found in Des Moines County, a unified system with no city assessors which has been in operation for several years. The county assessor provides his services countywide, resulting in a consistent standard and policies. The general view is that assessment practices have improved measurably since this approach was initiated.

A landfill operation owned by the County and operated by the City of Burlington on a contractual basis represents another method of intergovernmental cooperation. The remaining municipalities within the County use this unified service and, while some feel the service charges may be somewhat too high, no one complained of the quality of the service. A countywide ambulance service is operated in much the same manner, with the County owning some of the basic equipment and the City of Burlington operating the service. Joint purchasing for certain goods and supplies also is an existing practice. Plans are underway to develop a regional approach to sanitary sewer services, which may add still another joint venture to an already extensive list. One of the more interesting examples of intergovernmental cooperation, however, is germane directly to this study--the provision of law enforcement service to Mediapolis and Middletown by the Des Moines Sheriff's Department through a contractual arrangement.

Solid local evidence can be found in Des Moines County that the County and the principal city are willing to consider joint or unified programs when a sound case can be made for so altering the traditional service delivery system. Most of the smaller municipalities indicate a similar willingness to experiment although the City of West Burlington has postulated firmly, and repeatedly, its own belief in independent action.

Support for unified approaches to existing services provides a sound basis for additional experimentation. The community-at-large, through its elected officials, has endorsed such initiatives. So too have the news media and others. Thus the political climate would seem to be ripe for a new initiative, a unified police services program.

Given this local perspective, then, the governments in Des Moines County have three distinct alternatives, each with strengths and weaknesses, from which it is recommended they select a unified law enforcement approach. Obviously, no unified law

enforcement need be selected--radical change is not essential to provide adequate police protection. But if a unified approach is to be pursued, the suggested alternatives are:

1. A unified system merging functional components while preserving the separate identities of all participants.
2. A unified system with one jurisdiction contracting from another for complete law enforcement services.
3. A unified system through establishment of a new governmental entity to provide countywide law enforcement.

Each alternative will be discussed briefly below and a recommendation made for the Des Moines County area. General comments regarding overall management problems within the principal police agencies will be interwoven throughout the text. These comments should be considered as well as those pertaining more directly to the question of unified services.

Unified Services Through Functional Consolidation

The simplest and least disruptive approach to attaining a unified law enforcement system would be to combine certain separate elements of Burlington's Police Department and the Sheriff's Department. The focus would be on services which are supportive to the basic police mission, prevention and patrol, and which can be combined while preserving the identity of the individual police agencies. This is functional services consolidation and is a growing trend nationally. Indeed, a simple first step has been taken already by the two principal police agencies through setting up a "911" emergency telephone system. All calls for emergency police service come initially to the City's dispatcher, who notifies the Sheriff's Department by telephone of a request for emergency assistance so that the latter Department may alert its personnel. It would be a simple step to implement a single complaint reception and dispatch center for both police and sheriff personnel. This would greatly enhance the flow of emergency communications, now somewhat cumbersome, and would center accountability for successful performance in a single place.

An added benefit, and an essential aspect of any centralized communications system, would be a single records system. Records are the natural by-product of a request for assistance. If calls-for-assistance come to a central place, it makes sense to have that same place serve as the depository for all records. This is appropos, as the dispatcher would be in a position to generate a master record indicating each call for assistance and the name(s) of the police officer(s) responding. If a police officer were to initiate some action on his own, good working procedure would require that the dispatcher be notified before commencing the action if at all possible. This again would provide a master record control which is the necessary initial phase of a well-functioning records system. The two subsystems of records and communications, then, must be linked together to be effective. Maintained separately, little would be accomplished.

An investigative unit is another element of a police agency which lends itself to a unified approach. Investigations, like records and communications, serve a supportive role to the basic police activity of prevention and patrol, especially when viewing investigations in its two aspects, preliminary and continuing.

The preliminary investigatory phase could be (and often is) handled by a police officer responding to a request for assistance. He must quickly check out the crime scene, ascertain what occurred, preserve evidence, and note any potential witnesses. Once these initial tasks are completed, the investigation should be turned over to the full-time investigators for continuation and follow-through unless, of course, a solution is readily apparent. The continuing investigation may require a few hours, a few days, or an indefinite period of time--but the commitment would be more than a patrol officer could provide given his basic responsibilities. A single investigative unit serving both the City and the County would be sufficient to provide continuing investigative services.

Two interrelated factors are essential in order to ensure that a unified investigative unit will achieve its fullest potential. First, all police officers should receive sound training in preliminary investigation. If an untrained police officer responds to a crime scene, his actions may cause great difficulties for any follow-up investigation. An adequate training program must give each patrol officer an understanding of his responsibilities when arriving first at a crime scene. The second factor is how this training may be achieved. The Burlington Police Department does not make permanent assignments to the investigative unit. Rather, it rotates patrol personnel through the investigative unit, usually for six-month assignments. This is a sound practice which should be continued. It is supportive to the training each police officer should receive in the recruit phase, provides the officer with an on-the-job learning experience and, when the officer returns to the patrol force, will augment his skills when called upon to perform preliminary investigations. The officer's ability in report writing also should be strengthened because, while serving as an investigator, he would have been dependent upon reports submitted by others to assist in investigative activities and will understand a report's value.

Success, or at least the speed of success, in a continuing investigation is contingent upon the quality of work performed during a preliminary investigation. Care must be taken in a functional approach that both police and sheriff personnel are rotated through the investigation element in order that the quality of preliminary investigation will be strengthened as well.

Training is another activity which can be conducted through a joint venture. All new police officers must attend the Iowa Law Enforcement Academy for a six-week recruit training program in the first year subsequent to employment.² Other than an occasional one-day "skill" training seminar on weapons use, drug control, fingerprinting, and the like, not much emphasis is placed upon training, especially for supervisory personnel. A new curriculum needs to be developed, one that seeks to assist an individual in strengthening his

² The wisdom of sending an untrained police officer out on a patrol duty assignment prior to his attending the recruit training school should be questioned. If at all possible, actual employment of a new officer should be timed to coincide with the start of the recruit school. Perhaps even actual employment and the beginning of a probationary period could be delayed until successful completion of the basic training program. This would give an additional few months or so of evaluation time.

management and supervisory skills. This program need not focus on the Police Department or the Sheriff's Department alone. Indeed, there may be some benefits in a supervisory management program that cuts across the several different city and county agencies. One awareness that seems to be absent among police personnel is a recognition that the police agency is just one of several agencies that comprise the total government service. Needed is a better understanding of interrelationships of the various departments in a city and county government, and some agreed-upon joint objectives and methods of accomplishment.

Another management problem observed was that supervisors are not sitting down with their subordinates, on an individual basis, and discussing what is expected of each other. That is, there was no clear understanding of goals and objectives. It is not sufficient to say "We will prevent crime!" There must be a well-defined approach to accomplishing the task, one that is understood by supervisor and subordinate alike. There is no substitute for each supervisor's discussing with each subordinate what he expects of the latter and vice versa. This type of frank interchange can only occur if there is a strong emphasis upon supervisory and management skills.

An effective supervisor is not the person who makes "good" arrests. Neither is an effective supervisor the individual who scores well on a civil service test. Promotion in rank should not hinge solely on such factors nor should length of service be a strong factor. Far different skills are required to be a supervisor and not enough emphasis has been placed upon developing such skills in either the Police Department or the Sheriff's Department.

Specifically, then, it is recommended that if a unified services approach is sought through functional consolidation, the Burlington Police Department should provide unified records and communications services, a countywide investigative unit, and serve as the focal point for in-service training. Special emphasis should be given to a development program for supervisors leading to some objective setting for the Department and the City/County. Cost should be shared on an equitable basis by the participants with the City responsible for successful performance of the joint programs.

The chief advantage of this approach is that certain vital elements of both police agencies would be unified, but their overall separate identities would be preserved. This approach poses the least number of legal or political obstacles, provides some of the benefits of economies of scale, and strengthens the two departments in their weakest areas. It has the principal drawback of being a piecemeal approach requiring a great deal of time and effort to coordinate successfully. It would not be difficult to implement a single communications system, a single investigative unit, or even a single training unit. But a single records system serving the needs of two separate Departments may be difficult to attain, although possible. Special care must be taken to ensure that full coordination of activities continues at all times.

Unified Services through a Contractual Agreement

Unified law enforcement services could be achieved through contractual means, a method already in use in Des Moines County. Currently the Sheriff provides police protection to Mediapolis and Middletown through a contract--a legal agreement that the Sheriff will provide certain specified services for those cities in exchange for a fee. This is

perhaps the most common type of a unified law enforcement system found today throughout the country. Most frequently, a county agrees to provide police services to a city, although from time to time the opposite situation is found. If a contractual approach to a unified system were to be sought in Des Moines County, it is recommended here that the County contract for police services from the City of Burlington. Several points are in support of this suggestion.

Burlington has a large, well-equipped police force while the Sheriff in contrast has a small, limited crew at his disposal. Moreover, the Sheriff's Department taken on the whole is "young" in experience, while the City's Department could be characterized as "seasoned." So too with the supervisory and management personnel of both departments. Indeed, as noted elsewhere in this report, the selection procedures utilized by the City's Police Department are more carefully drawn than those of the Sheriff's Department, which has the potential for expanding upon this difference.

Burlington's communication center and its investigative unit are assets not found in the Sheriff's Department, especially because the working procedures in these units seems sound whereas the county efforts in these areas need development. Through a contractual program the County could gain access to these skills, as with the functional consolidation method, but without the problems of coordination entailed in that arrangement. Assimilation of Sheriff's personnel into the Burlington Department should be sought, but any individuals seeking to transfer should meet Burlington's standards for employment. Some problems may emerge here because of the sharp contrast in recruitment and selection practices. The County should be prepared to offer alternative employment opportunities to Sheriff's personnel who would wish to pursue that direction.

Because the contractual program will affect only the police duties of the Sheriff, the other responsibilities of that position will continue. In short, the Sheriff will concentrate on serving as the court's agent in civil matters, providing bailiff assistance, and operating the County Jail.

A contractual approach to unified law enforcement does not come without disadvantages. If the County were to contract from the City for police service, the County would, in large measure, forgo control over that service function. The County's freedom of action would be limited by the terms of the contract in that the City would have operational control over police services. Indeed, the County would have to negotiate with the City in order to alter the service in some manner. An ameliorating factor is that the City is capable now of providing more sophisticated services than is the Sheriff, and the County likely could obtain these services for less cost than seeking to strengthen the latter agency. Potential cost savings then must be weighed against the assured loss of control resulting from a unified police program through the use of a contractual agreement.

One key responsibility for the City under the contract, a responsibility previously reserved to the County, will be to set the minimum level of police service for the county area. The County would be free to exceed that level but not to request a lesser degree of service. The reason is that the City will be assuming the principal police responsibility and therefore should make its own determination of minimum needs.

Costs should be developed on a per unit basis with a unit referring to one patrol car fully equipped and staffed day-in, day-out through the year. To provide this type of coverage requires five police officers. Supervision and supportive services such as records and communications, investigations, training, and the like would need to be built into the cost per unit equation. Just for salaries of five patrol officers alone the cost of one unit would approximate \$48,000. Not calculated are the costs of employee benefits, equipment, supportive services and the like. Careful attention would need to be paid to deriving this cost figure so that all concerned were satisfied it was equitable.

Unified Services Through a New Agency

The most precise way to provide unified law enforcement in Des Moines County would be to create an entirely new agency through a joint powers action of Des Moines County and the City of Burlington. Others could join as well, but these two likely would be the principals. The legal authorization for this step is clear, Chapter 28E of the 1973 Iowa law. Indeed, it is the same as the legal base for the other two alternatives--the general statutory permission for one local government to join with another and provide any service they desire together through some agreed-upon means.

Creating a new governmental entity for police service has as its principal advantage the fact that inherent in its creation is the demise of both the City Police Department and the Sheriff's Department, which avoids the problem of coordination present in the first alternative and the problem of assimilation present in the second. There would be limited areas of ambiguity as to the authority of a new agency, save what a Sheriff potentially might claim through his constitutional and elected official status. (But this same risk applies to the recommended contractual approach as well.) The power of the purse is a strong weapon which the Board of Supervisors could use to control the size and scope of the Sheriff's Department. The fact remains nonetheless that the Sheriff is a constitutional office and cannot be arbitrarily eliminated without his willing participation in this or any other realignment. Suffice it to say that the cooperation of the Sheriff is vital to any unified law enforcement system outlined here because of the particular status of the office.

If a new police agency were created through joint powers action, the resulting unit could be characterized as a single purpose special district whose sole responsibility would be to provide countywide police protection. A governing body consisting of a representative from each of the participating local governments, likely elected officials, could be established to set overall policy for the new unit, select the chief administrator, and related duties. Other types of representational plans also could be devised.³ Upon its creation the two principal agencies would fade out of existence for law enforcement purposes. The Sheriff, because of the nature of the office, would continue to be elected until that too could be changed. As with the suggested contractual approach, the Sheriff's duties could be confined to court assistance in civil process and bailiff services, and with operation of the county correctional facility. A small budget and staff could carry out these tasks. Eventually, too, these services could be assigned elsewhere. The balance of the staff could be assimilated, perhaps, into the new agency along with Police Department personnel.

³ Such a group could be elected separately by the electorate, for example, although that would be difficult to establish and legislation no doubt would be necessary.

The chief difficulty of this approach is that a new, distinct governmental unit would be created to perform a single task while the trend nationally is in the opposite direction, i.e., to assign functions to an existing general unit of local government rather than establish new, single-purpose ones. The rationale is that for a local governing unit to be responsive to a community, it must be elected directly by the community. A system whereby the governing body consists of elected officials once removed raises more potential for silence than responsiveness to citizen concerns. The reason simply is that the constituency is not well defined. Is the constituency of the separate police agency the general citizen or the legislative body that selected the particular individual who serves on the police agency governing unit? The situation would not be too much unlike a council of governments which had operating authority with no one clearly in charge. This ambiguity has a direct bearing on any policy outcome. As the President's Commission on Law Enforcement and Administration of Justice stated: "The nature of law enforcement makes empathy with the public desirable, and such a relationship normally cannot be developed through a special district."⁴

This approach seems to pose difficulties which are philosophical, not administrative, but the difficulties may be administrative as well. For example, how would a budget be determined? Where would support dollars come from? In what ratio? How will service levels be set? These are not difficult questions to answer nor do they apply solely to this particular approach. The significant difference is that upon creation of a new governmental entity, the existing units of general local government will lose effective control over these questions because authority for operations will be vested in a source independent from them. The impact of existing units will be less than through either of the other approaches.

Recommended Action for Unified Services

Three approaches to achieve unified police services, or at least some of the benefits of a unified service, have been presented. Each approach has some advantages and disadvantages, and each requires the existing local governments to take some risks in seeking alternative ways to improve service levels.

In viewing the three approaches simultaneously, the functional consolidation approach would be the least disruptive to the current service approach because both the Sheriff's Department and the Burlington Police Department would maintain their separate identities for all but a few activities. The alternative approach of establishing a new agency, on the other hand, would be the most disruptive to the current service method because both the Sheriff's Department and the Burlington Police Department would be eliminated and a new, independent unit created. A middle view is the contractual agreement technique where it is suggested that Burlington's Police Department provide law enforcement countywide and only the Sheriff's Department be eliminated in its current form. Contractual agreements are found elsewhere today in Des Moines County for developing unified services so it is a well-tested local tool. Thus in measuring "degree of change" as a criteria, the contractual approach must be viewed as the least disruptive of the three suggested alternatives.

⁴ Task Force Report: The Police, 1967, p. 109.

Two additional factors must be weighed, the "degree of autonomy" lost to another agency and the "degree of responsiveness" to citizen concerns. In measuring the amount of local control or autonomy lost by one unit of government to another, the functional approach poses the least problems because the basic police agencies remain. But the creation of an entirely new unit of government represents the greatest loss of control or autonomy to the existing general units of government because nothing would be left standing. Again, the contractual method seems to strike a middle ground because, although a measure of control would be lost by the county, a well-drafted contract should preserve some prerogatives as well. Furthermore, a contract can be cancelled, but it would be more difficult to tear down a new unit of government.

The "degree of responsiveness" criteria paints a similar picture. What is meant here is responsiveness to citizen inputs on policy and related questions. Little change likely would be noticed by most citizens through a functional consolidation approach because the areas recommended for unification—records and communications, training, and investigation—are supportive to patrol activities which typically is of greater long run interest to the citizen. Patrol activities would remain independent of the unified activities and thus familiar citizen communication patterns would remain largely unchecked.

Quite the opposite pattern would emerge through the creation of a new agency because existing channels of communication and response would not be continued—an entirely new approach would develop with no firm assessment available on how long this might take. The middle range again would be the contractual technique whereby accustomed channels of communication would remain intact in Burlington—where the vast bulk of the population lies—and only residents outside Burlington would need to develop new avenues of communication on policy questions.

Taking the County as a whole, the final test to consider is which, if any, approach would lead to an improved police services program. Earlier a distinction was made between "crime-fighter" and "peace-keeper" in describing local crime patterns. There is little statistical evidence showing a crime rate level in Des Moines County to warrant abandonment of the "peace-keeping" emphasis of today, a likely consequence of the special district approach. At the same time, modest changes inherent in the functional consolidation technique may not produce sufficient tangible benefits in police effectiveness to merit a switch either. Weighing all these factors together, then, it is recommended that Des Moines County and the City of Burlington consider the three alternatives to a unified approach in the following manner:

- Most desirable, contractual approach.
- Least desirable, creation of a new agency.
- Minimal change, function consolidation.

The contractual approach is recommended as the most suitable course of action for a unified police service program in Des Moines County.

Some General Observations

A natural by-product of an overview of a police agency and its activities is an impression of how it operates coupled with some suggestions as to how those operations might be strengthened. The following comments are offered in that light--observations of some activities which could be changed independently of any decision regarding a unified law enforcement system.

Des Moines County Jail

The Des Moines County Sheriff operates a minimally adequate jail. There is a drunk tank area; a large common area for meals, television, and so forth, with individual cells located to the sides; it is painted in ubiquitous battleship gray; the jailor and his family live in quarters within the jail area; the meals are prepared by the jailor or his wife; there are limited prisoner recreation facilities; and minimum segregation of prisoners. The jail does qualify, however, as a holding facility for prisoners of the United States Government.

Security within the fourth floor jail area seems sound. Attention should be given, however, to the outside entry area on the ground floor. A television monitoring system provides jail personnel an opportunity to screen individuals seeking entry through the prisoner reception area, with entry controlled through electronic door devices. Inside this passage is a wide, open corridor leading to various points in the courthouse. Security could be a problem here and steps should be taken to ensure that such risks are minimized. The elevator used to transport prisoners is controlled through the use of keys, but it may stop on each floor. It is suggested here that stops be permitted only on the ground and fourth floor and that exits at other locations be prevented. Routine passenger traffic should be discontinued.

There is limited justification for providing living quarters inside the jail for the jailor and his/her family. Indeed, liabilities far outweigh the advantages. The presence of a family may present a potential security problem in the event of a disturbance within the jail. It is even possible that custody personnel would assume a more restrictive stance towards prisoners than otherwise warranted because of the presence of the jailor's family.

Often the justification for such living quarters is the need to provide for personnel on duty or available in the jail at all times. A more consistent approach would be to retain sufficient personnel--five likely would be enough--to maintain one person on duty at all times. An increase of one position on the full-time staff would meet this need and provide sufficient flexibility for around-the-clock service. Special arrangements would need to be made for female prisoners.

Living quarters presently found in the jail should be converted into a detention area for individuals sentenced to the County Jail for misdemeanors and for those awaiting trial on charges such as the use of marijuana. The existing jail provides for limited segregation of prisoners. Juveniles and females can for the most part be held in separate locations, but all other prisoners are housed together. Current penology standards call for separation so that an individual charged with, say, armed robbery is not placed together with the individual charged with smoking pot. A jail often has been regarded as an excellent

"educational" institution because individuals held for lesser offenses frequently have an opportunity to learn from others held in the institution. Contacts of this type should be discouraged and segregation of prisoners is an easy means to accomplish this task. Indeed, incarceration may not be necessary for some types of offenses and alternative arrangements could be developed within the community.

Consistent with today's trends in jail management, recreational opportunities should be afforded individual prisoners. Television watching is only one of a range of leisure time activities which could be made available. Space in the current living quarters could be made available for this purpose. Even some fresh paint in pleasant colors would be a welcome change from the battleship gray now found in abundance. The County should be commended for installing air conditioning equipment in the jail area. Other needed improvements include a larger booking area near the elevator access point, space large enough to enable photographic and other equipment to the left or set up for quick use. Also needed is a confidential work area where attorneys and clients may confer.

One final change in the jail area should be considered. It is suggested that the County discontinue meal preparation and turn instead to an outside caterer for prisoner meals. The average daily population of the jail is about eight, not a sufficient number to maintain a full-time cook. Menu and meal preparation now is the responsibility of the jailor or his wife. An investment has been made, as well, in cooking equipment and supplies. Costs likely are higher than warranted using the current method. Menu selections and nutrition quality likely would improve through a catered program as well. Equipment not needed as warming ovens for catered meals could be used in other county facilities.

It is also recommended that use of the Burlington Police Department jail be discontinued, that all prisoners be brought immediately to the County Jail for detention. Appropriate records could be developed regardless of any decision about unified services. There is simply no warranted use for two jails in the County.

Shift Rotation

Police patrol work, as with other types of work, falls into predictable routines. Care is taken, especially by the Burlington Police Department, to avoid fixed patterns for patrol activity but, nonetheless, such patterns can and do emerge. This occurs because individuals assigned day-in, day-out to the same shift tend to approach each day and each assignment in about the same manner. Several years ago a rotating shift assignment was attempted but later abandoned, primarily because individual patrolmen always would work the same sequence throughout the year. That is, the patrolman assigned to the 3:00 p.m. to 11:00 p.m. shift in a January to April sequence in one year would receive the same sequence the following year. The plan was abandoned because the affected personnel desired alternative work periods. Personnel now serve fixed shift periods. How the present approach responds to the articulated reason for change is elusive, but in any event, a rotating shift may produce some desirable benefits.

Elsewhere in this report it is suggested that a 28-day record-keeping system be established. It is suggested here that a 28-day duty cycle also be established. Three patrol shifts would be used with specific manning requirements set after analysis of crime and

service data. Each patrol grouping would serve three consecutive 28-day periods on one shift and then rotate to another shift. Supervisors would also rotate, in the direction opposite the patrol grouping whose activities they oversaw. Details of the proposed rotation plan are outlined in Table 1.

Two objectives would be attained through this approach. First, fixed patterns of patrol activity would be altered on a systematic basis, both because of a shift in patrol officers and because of a shift in supervisors. This latter aspect should not be overlooked because supervisors set the enforcement policy for a given shift, and benefits can be attained by shifting personnel in two directions to avoid set routines. A second objective is that three years would pass before an exact shift schedule would be duplicated, thus affording assigned personnel diversity in seasonal work and off-duty periods. An ancillary benefit of this type of shift rotation system is that the police officers would receive performance ratings from different personnel throughout a one-year cycle. Such ratings, in sum, are less subject to personal bias through this method.

One final admonition should be made. At major shift change periods, that is, at 7:00 a.m., 3:00 p.m., and 11:00 p.m., few, if any city police personnel, are on patrol. The personnel about to go off duty and the personnel about to embark on their duty shift are most often all in the station house at the same time, leaving no one on actual patrol duty assignment. Care should be taken to avoid this type of scheduling problem, perhaps by phasing in the new shift and phasing out the old shift on a car-by-car basis.

Selection of Police Administrators

An election is not necessarily the best means available to select a chief law enforcement official. Neither is a state-mandated civil service procedure which requires that the key police administrator come from among the police personnel already found in the Department. Both the City and the County have competent, dedicated key administrators heading up their respective departments. But the process used for selecting them may not always prove so fortunate. Indeed, there is some evidence to suggest that the existing methods--civil service testing for the police chief and election for the sheriff--have not always been effective.

Flexibility must be introduced in order that both the County and the City have the reasonable expectation that qualified individuals will emerge continuously as top contenders for the respective posts. Legislative, and perhaps constitutional change, will be necessary to achieve such an objective. The appointing authorities--and both positions should be appointed--should have the opportunity to select the key administrators from a broad list of candidates. Any legal delimits which force selection from a narrow list of candidates (e.g., those already present in the Department) guarantee that not all the otherwise available alternative candidates may be considered. The goal should not be to provide a promotional opportunity to all members of the Department but rather to select the best available candidate for the position. State civil service law intrudes on this possibility.

Table 1

Recommended Shift Rotation Plan
Using Twenty-Eight Day Periods

<u>Periods</u>	<u>7:00 a.m. - 3:00 p.m. shift</u>	<u>3:00 p.m. - 11:00 p.m. shift</u>	<u>11:00 p.m. - 7:00 a.m. shift</u>
1,2,3	A, G	B, F	C, E
4,5,6	C, F	A, E	B, G
7,8,9	B, E	C, G	A, F
10, 11, 12	A, G	B, F	C, E
13,1,2	C, F	A, E	B, G
3,4,5	B, E	C, G	A, F
6,7,8	A, G	B, F	C, E
9,10,11	C, F	A, E	B, G
12,13,1	B, E	C, G	A, F
2,3,4	A, G	B, F	C, E
5,6,7	C, F	A, E	B, G
8,9,10	B, E	C, G	A, F
11,12,13	A, G	B, F	C, E

A, B and C refer to patrol shifts

E, F, and G refer to patrol supervisors

If it seems unlikely that the civil service provisions will be changed, it is recommended that a new position of Director of Public Safety for the City of Burlington be created--a position with jurisdiction over the Police and perhaps the Fire Department. Such a restructuring would place the key administrative position outside the application of current statutory requirements and give the City essentially a free hand in considering all qualified candidates. Change in the method available for selecting the Sheriff will be more difficult to attain, however, because of the constitutional nature of the office, and no recommendation is being offered other than examining the possibility.

Police Records and Communications

Regardless of what steps, if any, might be taken towards a unified law enforcement system, certain changes should be considered in existing police records/communications systems. These suggestions are intended to apply both to the City Police Department and the County Sheriff's Department. Specific improvements needed in communication include:

1. Eliminating dead spots if possible.
2. Providing transistorized, portable two-way radios for each working patrol vehicle plus a number sufficient for investigative and management personnel.
3. Providing multiple channel radios for all police vehicles, units which have car-to-car capabilities. (This is especially important if more than one police agency serves a given area--they must have the ability to communicate with each other.)

Several changes are also suggested in the records-keeping activities of both Police and Sheriff's Departments. First of all, it is recommended that a 28-day record-keeping cycle be established. That is, that the year be divided into 13 twenty-eight day periods and that all monthly and yearly reports be calculated on that basis. In the 13 "month" system, each week would begin on a Thursday and end the following Wednesday. Obviously, this represents a departure from the normal cycle of record-keeping periods, but some benefits will accrue to the departments adopting this method. First, the record keeping periods will be uniform from year to year for comparison purposes. Crime fluctuates in part with seasonal, weekend, and holiday variations. Records maintained to reflect constant periods of equal length with the weekend always in the same time sequence will be a sound vehicle for analysis of crime and related trends, making personnel assignments and the like. Second, the system blends well with shift rotation as pointed out elsewhere.

One admonition to the 28 day record-keeping schedule: it should be confined to internal record-keeping activities, and the Department should correspond to other systems (e.g., the data needed for the Uniform Crime Report of the FBI) when reporting outside the Department.

END