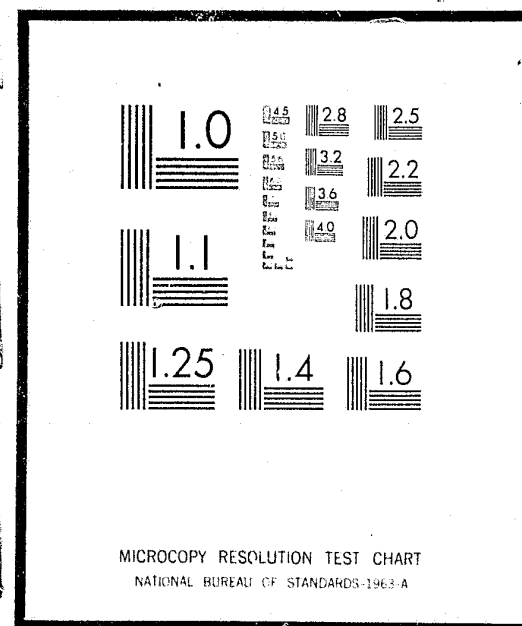


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

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 the
City of Ottumwa Police Department

October 10, 1973

NCJRS

NOV 30 1973

ACQUISITION

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

(Per Contract J-LEAA-015-72)

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I. PRELIMINARY INFORMATION

A. Consultant Assigned:

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Associate Professor
Criminal Justice
William Rainey Harper College
Palatine, Illinois

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 22, 23, 24, 1973

E. Individuals Contacted:

Joe Vance
Commissioner, Public Safety

Harry Capell
Chief of Police

Virgil Johnson
Commissioner, Finance

H. W. Byrum
Executive Director
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Samuel Erhardt
Wapello County Attorney

Max Ruschmeyer
Assistant Wapello County Attorney

Carl Quigley
Captain

Hugh McElroy
Captain

Gary Reeves
Patrolman

W. J. Smithart
Patrolman

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

Need to upgrade provision of police services in Ottumwa by developing general recommendations as to possible improvements in police management, manpower development and deployment, and intergovernmental relations.

B. Problems Actually Observed:

Urgent need for management guidance and data base for effective decision making of manpower development and deployment.

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

BRIEF DESCRIPTION OF OTTUMWA

The City of Ottumwa is an industrial community located in southeastern Iowa, between Des Moines and Davenport. Situated on the Des Moines River, it is the county seat of Wapello County and, because of its industry and location, is a center of commerce to a population of 200,000 from the contiguous areas of the county. It is served by two U.S. Highways, 63 and 34, four railroads, an airline, bus, and motor freight lines. Ottumwa's 1970 population was 29,610, a decrease of 12 percent from 1960.

Built on the former site of three Indian Villages, Ottumwa covers 12.2 square miles and has 84 miles of streets. The eastern portion of the City is rolling hills while the western portion is situated on a flood plain. The City was first settled after the 1842 Indian treaty with the Fox and Sac tribes. Its first government was created in 1851, and it received its state charter in 1857.

Ottumwa served primarily an agricultural community until 1877, when the John Morrell Company established in Ottumwa, the first meat packing concern in the United States. Several decades later, the John Deere Company purchased a local farm machine manufacturing company, and expanded the operation. Both plants are located in South Ottumwa, and have played important roles in the economy of the City.

Ottumwa's government is the Mayor-Commission form. Authority rests with the commissioners; the Mayor's role is more ceremonial than executive. The commissioners are elected for specific offices, such as Finance, Parks, Public Works, and Public Safety. The Public Safety Director heads the Police Department, Fire Department, and Traffic Engineering Department.

Presently, the City of Ottumwa is undergoing an economic set-back. The John Morrell Company closed earlier this year, upsetting the economic base. The company employed 2,601 men and women in 1970; almost 10 percent of the total city population. The immediate impact is yet to be felt, since unemployment compensation is still being provided. Meanwhile, the City and other organizations, such as the Chamber of Commerce and the Ottumwa Area Development Corporation, are attempting to attract new industry to the area.

The closing of the Morrell Company will greatly affect the tax base of the City. Ottumwa presently has one of the highest tax rates in Iowa and residents do not want an increase in order to maintain present services. The alternatives are to eliminate or reduce services and/or operate present city services more efficiently. The latter, while the best approach, requires time to accomplish.

The general public in Ottumwa does not hold its police force in high esteem. Poor quality service and indifferent attitudes of the police contribute to the feeling; however, the most critical comments are directed toward the scant police attention given to the driving practices and loitering of the young at night. Citizens do feel that serious crime, other than narcotics, is under control, but are concerned because there is little effort directed to solving crimes.

POLICING PROBLEMS AND CRIME TRENDS

The incidence of major crime in Ottumwa is modest compared with other areas. Its crime rate is below average. The Department does, however, have a policing problem, and this is because the management has been unable to identify the problem and allocate resources to achieve some form of resolution. The department personnel are complacent and departmental heads have no means of measuring police performance.

The Department must be managed differently if its personnel intend to repress crime and in particular, concentrate on youth problems, traffic control, and solving cases.

Ottumwa Youth

Many of Ottumwa's policing problems revolve around its young people, who are unoccupied, particularly during the summer, because jobs and recreational facilities are scarce. They roam the streets during the afternoon and night and engage at times in activities which run counter to the community social ethic and escalating hostility between the youth and the police.

Ottumwa has an unusually high number of juvenile arrests. It is double the national average. Adult arrests are 75 percent of total arrests, while juvenile arrests constitute the remaining 25 percent. Of a total of 846 arrests in 1972, 339 were juvenile arrests and 507 were adult arrests, making a ratio of 40 to 60 percent. Based on the assumption that adult arrest rate is stable and juvenile arrests are inflated, it is possible to compute a balanced arrest rate of 169 juvenile arrests, 170 less than recorded in 1972. The Department should strive for such a balance but not by noninvestigation of legitimate cases—the solution is more complex.

The juvenile problem substantially increases the work performed by the Captain of the Juvenile Division, by juvenile probation, and the juvenile court. The "light touch" used in disposing of juvenile cases is frequently the only response reasonably available which is acceptable to the community. The juvenile problem has seriously overloaded the criminal justice system of the community which is unable to function effectively. Relief can come only through community action after the police have researched and analyzed the kinds and nature of acts committed by juveniles. Thus, they can provide valuable information to support appropriate resource allocations for youth programs and activities.

Traffic

The Ottumwa police are particularly concerned about parking regulations and traffic control. However, parking regulations, involving timed or metered parking, is no longer considered a legitimate police function. Ottumwa needs traffic control at school crossings and enforcement of moving traffic laws in order to reduce damage and injury caused by accidents. Resumption of traffic accident investigation and a reallocation of resources are necessary to meet Ottumwa's present traffic needs.

Crime Trends

Ottumwa's Crime Profile is affected by a number of variable conditions. They are: density and size of the community, the economic status and composition of the population, the education, recreational and religious characteristics, and attitudes and standards of performance of the criminal justice system. Table 1 through 3 display data on serious crimes known to the Ottumwa Police Department.¹

Table 1 details Ottumwa's experience with Part I crimes from 1969 through 1972. A 12 percent increase occurred over that period and between 1971 and 1972 there was a decrease of one half of one percent. The number of violent crimes, that is murder and nonnegligent manslaughter, forcible rape, robbery and aggravated assault, is relatively small in Ottumwa. Because the crimes occur in a random fashion, it is difficult to identify particular trends. Crimes against property, which include burglary, larceny, and auto theft, are sufficiently numerous to indicate that burglary and larceny are under control, but auto theft increased by 60 percent between 1971 and 1972.

Table 2 compares the crime rate² for Part I Crimes of Ottumwa in 1972 to that of 481 United States cities in the 25,000 to 50,000 population range, other cities in Iowa, states in the West North Central group, and the United States. Ottumwa's auto theft rate is only lower than the rate of cities with populations of 25,000 to 50,000 and this is probably because the City's population is at the bottom of the scale. However, the rate is higher than other comparable areas shown in Table 2. It is almost twice as high as other Iowa cities' rates. Such an increase in auto theft, when the rest of the nation has experienced a decrease, bears examination. In general, the auto theft rate in the nation has decreased, partially because of the installation of warning buzzers and steering wheel locks. It is possible that older cars without such devices make up a larger portion of the City's vehicles than elsewhere in the nation, resulting in greater opportunities for theft. Beyond that, Ottumwa has an enviable crime rate.

Ottumwa's total crime clearance rate is low when compared to acceptable standards and other similar areas. Table 3 details this clearance rate. The rate of clearances for violent crimes is high and compares favorably with the nation. Clearances of property crimes, however, is low and does not compare favorably with other areas. Improvement is desirable in this area.

Burglary, theft, and auto theft do not command the serious attention of policemen as do violent crimes. Further, clues are more difficult to find since the suspects are seldom known or seen. When strong outside pressure is not exerted to solve the crime and there is little communication of information, the less important crimes become forgotten and efforts to apprehend the offenders diminish.

The quality of police work is reflected frequently in the clearance rate. High clearance rates usually are the result of good training, proper motivation, and effective direction and control; each of which is directly influenced by the foresight and quality of police management.

¹ A known crime is a crime reported to or observed by a police officer. There is an undeterminable amount of crime that, for one reason or another, does not come to the attention of the police.

² The crime rate is a ratio of crime to the population standard. The UCR uses 100,000 population as a comparative standard. The crime rate aids in comparing similar regions and varied populations.

Table 1
NUMBER OF PART I CRIMINAL OFFENSES
KNOWN TO THE OTTUMWA POLICE DEPARTMENT
OTTUMWA, IOWA
1969-1972^{a/}

Offense	Number of Actual Crimes Known To The Police			
	1969	1970	1971	1972
Murder and Nonnegligent Manslaughter	7	0	0	0
Rape	0	1	0	1
Robbery	5	4	2	5
Aggravated Assault	7	27	21	9
Burglary	123	131	149	149
Larceny Over \$50	133	137	162	131
Auto Theft	77	49	56	93
Total	<u>352</u>	<u>349</u>	<u>390</u>	<u>388</u>

^{a/} Ottumwa Police Department F.B.I. Annual Reports, 1969-1972.

Table 2
CRIMES RATES PER 100,000 POPULATION^{a/}
OTTUMWA, IOWA

Offense	United States	Northwest Central Area ^{b/}	Cities of Population of 25,000-50,000 ^{c/}	Iowa Cities	Ottumwa
Murder	8.9	4.2	7.8	0.9	0.0
Rape	22.3	16.6	15.0	7.4	3.8
Robbery	179.9	89.8	102.1	14.9	16.9
Aggravated Assault	186.6	105.8	145.1	64.6	30.4
Burglary	1,126.1	829.4	1,065.8	575.4	503.3
Larceny Over \$50	882.6	728.4	1,102.7	778.8	442.4
Auto Theft	243.1	306.2	389.1	161.9	314.1
Aggregate ^{d/}	2,829.5	2,080.3	2,824.9	1,671.4	1,310.4

^{a/} U.S. Department of Justice, Crime In The United States (U.S. Government Printing Office, Washington, D.C., and Ottumwa Police Department's Annual Report 1972).

^{b/} Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota.

^{c/} Figures based on 481 cities.

^{d/} These figures do not represent the sum of the column.

Table 3
PERCENTAGE OF
SERIOUS CRIMES CLEARED BY ARREST ^{a/}
OTTUMWA, IOWA

Offense	United States	West North Central States	U.S. Cities 25,000 to 50,000	Ottumwa
Murder	82.2	81.4	85.7	—
Rape	56.6	60.5	54.2	100
Robbery	30.0	27.6	27.9	20
Aggravated Assault	66.3	86.6	62.1	100
Burglary	18.9	20.6	16.6	10.7
Larceny Over \$50	12.3	11.8	10.4	7.6
Auto Theft	16.6	20.1	15.8	10.8
Aggregate ^{b/}	22.0	22.7	17.1	12.1

^{a/} Ottumwa figures are from the Police Department's Annual Report to the F.B.I. Figures for the United States, West North Central States, and cities of 25,000 to 50,000 population are from Crime In The United States (U.S. Government Printing Office, Washington, D.C., August 1973).

^{b/} These figures do not represent the sum of the column.

ORGANIZATION

The present organization of the Department is unstructured and loosely controlled. Its operations rely heavily on informal arrangements and agreements. There is no organizational chart or formal description of positions which outline responsibilities, relationships, and duties and from which an organizational chart could be made. Assistance was needed to accomplish this task and some of which came from sources outside the Department.

The positions allocated to the Department are reflected in the municipal budget. These do not, however, conform to the City Ordinance which specifies the ranks and to some extent, the number of positions per rank.

The Department is presently staffed by 33 sworn members. Its authorized strength, according to the budget, is 37 but there are 4 vacancies. There are no positions for nonsworn personnel. The City Ordinance covering police management, Section 28-2, states that the Department will "consist of the Chief of Police, Assistant Chief of Police, Captains, Sergeants, Patrolmen, and Police Matrons." The City's present budget calls for:

Chief of Police	1
Assistant Chiefs of Police	2
Captains	5
Sergeants	4
Patrolmen	25

The Department's present staffing arrangement is as follows:

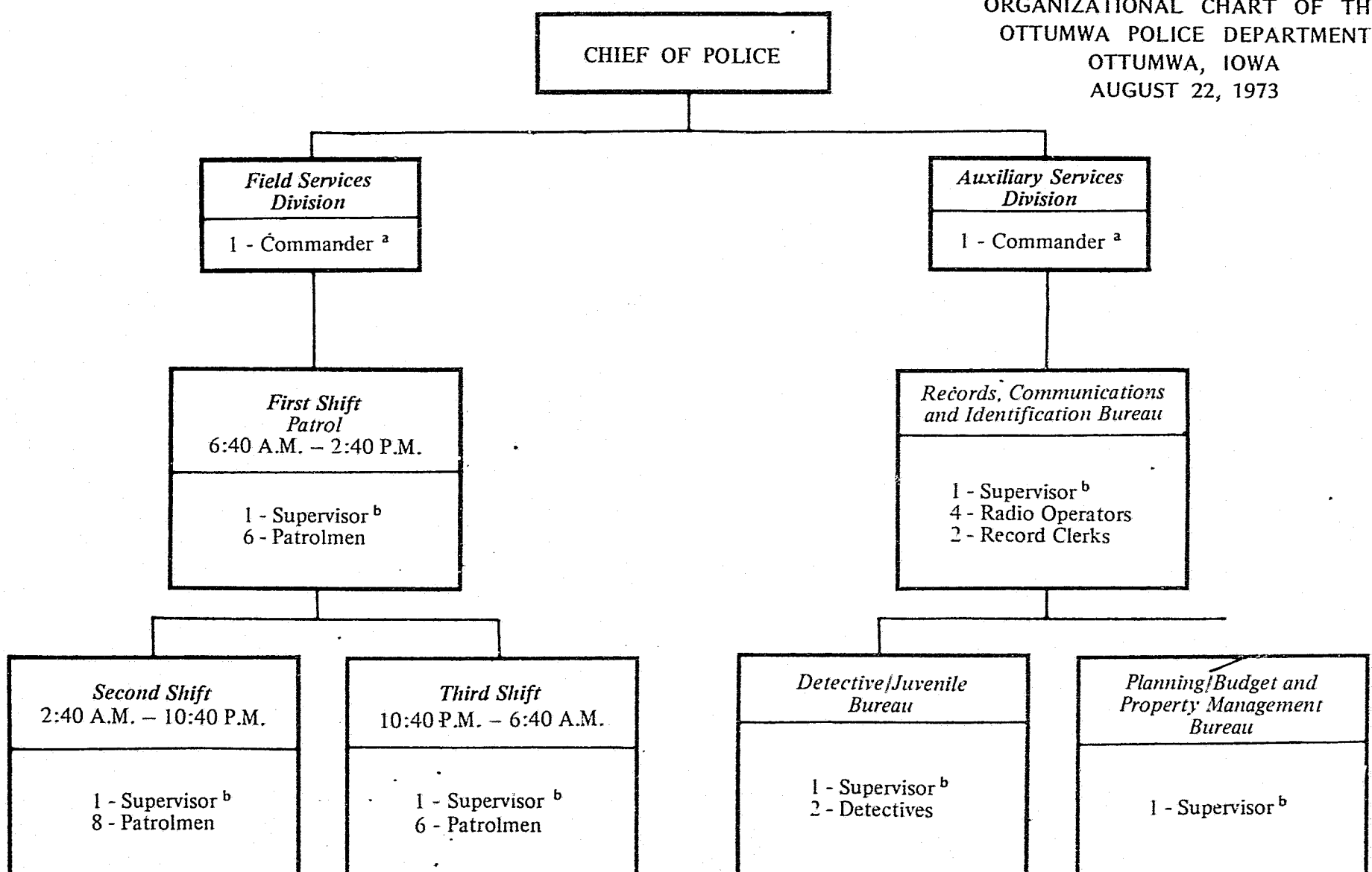
Chief of Police	1
Assistant Chief of Police	1
Captains	8
Sergeants	0
Patrolmen	23

The present organization does not include sergeants or police matrons and has one Assistant Chief of Police. This latter position conforms to the ordinance which identified one Assistant Police Chief. The clerical and dispatching functions are performed by sworn officers and all sergeants have been promoted to captain, despite the fact that the four budgeted positions for captain are filled. Some captains are performing secondary line duties and have no subordinates. Others are performing supervisory and coordinating functions.

An organization chart of the present structure was developed with the aid of the Chief of Police and others and is depicted in Chart I. The Chief of Police is shown to have a span of control of six persons—the assistant chief of police, and five captains. Only two other person have so much authority—the second and third shift patrol captains. Lines of authority and areas of responsibility overlap, and managerial control is ineffective.

Chart I

ORGANIZATIONAL CHART OF THE
OTTUMWA POLICE DEPARTMENT
OTTUMWA, IOWA
AUGUST 22, 1973



^a Commanders should be Lieutenants if the position of "Commander" is not adopted.

^b Supervisors should be Sergeants if the position of "Unit Supervisor" is not adopted.

The Department operates three 8-hour shifts which change at 6:40 a.m., 2:40 p.m., and 10:40 p.m. A day-off schedule is in use which permits every officer alternate weekends off or two single days off during the week.

A department directive dated March 1, 1969, established the present departmental organization. It states, in part:

Patrol Division	
First Shift	Captain
Second Shift	Assistant Chief of Police and Captain
Third Shift	Captain and Captain
Detective Division	Captain
Juvenile Division	Captain
Records Division	Captain
Training Division	Captain

The Patrol Division is headed by the Chief of Police who has an Assistant Chief of Police and two captains reporting to him, rather than having the division under one head. The captain of records and the day shift patrol captain are one and the same person. Further a detective captain had been assigned to the night shift. He operates independently of the day shift detective captain, and reports to the Assistant Chief of Police only as a matter of formality. Since the evening shift detective captain has chosen to investigate narcotics cases, the Chief of Police had given him complete freedom to conduct his investigations without reporting to anyone. The detective captain does, however, as a matter of courtesy, inform the Chief of Police of his progress. On the third shift (10:40 p.m. to 6:40 a.m.) one captain is in command and all personnel report to him. The purpose of this arrangement, according to the Chief, is to provide continuity of supervision on those nights when either of the captains is off duty.

On the day shift there are juvenile and detective captains. Neither has a subordinate and both investigate. The juvenile captain has a fairly heavy work load, as noted previously, and must deal with the majority of the cases in which juveniles are involved. The detective captain follows up on cases left incomplete by the patrol division personnel. A third captain is on detached duty from the Department and for present purposes is assigned to the training division. He performs the training functions for the Department whenever patrolmen are sent to the Indian Hills Community College. He is presently the head of the police science program which is integrated with the Iowa Police Training Program. He does not report to the Chief of Police. Indian Hills Community College pays his police salary so that he can maintain police status for retirement purposes.

The Assistant Chief of Police is the chief administrator of operations during the evening hours. A patrol captain, a patrolman radio operator, and the detective captain report to him. The evening detective captain cannot be fully appreciated without additional information regarding his role in the Department. He is the Department's narcotic officer. He is independently wealthy and is a policeman by choice. He is well known in Ottumwa and his wearing of a service revolver conspicuously with his civilian attire is accepted by the public. He provides his own police vehicle, a Chrysler Newport, which has a full array of

radios and police equipment. He recently purchased a rescue boat for the Police Department and has financed and equipped an outstanding photographic and chemical testing laboratory for the Department. He uses the basement of City Hall for his office and laboratory. He is particularly interested in narcotics investigations and has complete freedom to work as he sees fit. According to the chief, the captain is not required to report to anyone when a narcotics investigation is initiated. He states that this was arranged because of recommendations of the county attorney and that he agrees with the arrangement. The county attorney, however, reported that he has never made such a recommendation and does not participate in the management of the Ottumwa Police Department.

MANPOWER ALLOCATION AND DEPLOYMENT

Patrol

Manpower is distributed throughout the Department in three shifts. Assignments are fixed and based on seniority. Officers with the least experience work the night shift and those with the most experience have the choice of the day shift.

Two officers are required for station positions of records clerk and dispatcher during the day shift, while one dispatcher is needed on the evening and night shifts.

Districts

The City's 12.2 square miles are divided into three radio patrol beats. One beat is located southwest of the Des Moines River and two are located on the northeast side, where the major business areas and generally older sections of the City are.

Three walking beats have been established, two in the downtown area and one along Church Street, across the river. The latter beat is filled only when manpower is available. Filling the downtown beats during the evening shift is considered a priority and occasionally they are filled at the expense of motorized patrol. Selection of officers assigned to walking beats is occasionally based on the intent to punish. Walking beat officers do not have radio communications with the station or fellow officers, although the Department acquired three new portable radios for this purpose. The Chief of Police and the Commissioner of Public Safety have two of the radios. The third is kept at the police station, but orders have been issued that it is not to be used by the patrolmen. It is reserved for use by the night detective captain.

Beat areas have been based on the equalization of the three geographical areas rather than on the work load experienced in any geographical area. There have been no studies performed to determine the work load either by frequency or by location in terms of calls for police services and on-site handling of police matters. In a one week review of calls for police service, August 12 through 18, 1973, a work load pattern became evident. Table 4 shows that an evenly balanced work load exists on all three shifts. This is unusual since most departments handle 50 percent of their calls during the evening hours. The data indicates that the Department responds to 30.4 calls per day, which averages to 9.3 on the day shift, 11.5 on the evening shift, and 9.2 on the night shift.

One-man patrol is generally used, however, two-man patrols are evident, particularly in the event of a car shortage or when a walking beat man is picked up for one reason or another. The Department has seven police cars—two for detectives and five for patrolmen.

Scheduling

The Department has a unique method of scheduling days off. Each shift is divided in half and all officers are given alternative weekends off with two single days assigned

Table 4
 HOURLY DISTRIBUTION OF POLICE CALLS
 OTTUMWA POLICE DEPARTMENT^{a/}
 OTTUMWA, IOWA

12:00 Mid.	-	1:00 A.M.	15
1:00 A.M.	-	2:00 A.M.	9
2:00 A.M.	-	3:00 A.M.	10
3:00 A.M.	-	4:00 A.M.	9
4:00 A.M.	-	5:00 A.M.	2
5:00 A.M.	-	6:00 A.M.	3
6:00 A.M.	-	7:00 A.M.	1
7:00 A.M.	-	8:00 A.M.	8
8:00 A.M.	-	9:00 A.M.	9
9:00 A.M.	-	10:00 A.M.	6
10:00 A.M.	-	11:00 A.M.	12
11:00 A.M.	-	12:00 Noon	7
12:00 Noon	-	1:00 P.M.	11
1:00 P.M.	-	2:00 P.M.	9
2:00 P.M.	-	3:00 P.M.	6
3:00 P.M.	-	4:00 P.M.	10
4:00 P.M.	-	5:00 P.M.	7
5:00 P.M.	-	6:00 P.M.	10
6:00 P.M.	-	7:00 P.M.	7
7:00 P.M.	-	8:00 P.M.	13
8:00 P.M.	-	9:00 P.M.	7
9:00 P.M.	-	10:00 P.M.	16
10:00 P.M.	-	11:00 P.M.	10
11:00 P.M.	-	12:00 Mid.	16

Total	<u>213</u>
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Average calls per day	30.4
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Average calls First Shift 6:40 A.M. - 2:40 P.M.	9.71
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Average calls Second Shift 2:40 P.M. - 10:40 P.M.	11.42
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Average calls Third Shift 10:40 P.M. - 6:40 P.M.	9.28
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^{a/} Based on a one-week survey.

midweek. Although well liked, this type of scheduling does not allow adequate manpower for weekends, leaving the Department shorthanded on Saturdays when there are heavy police demands. Sick days, vacation, and casual days off further complicate the scheduling because casual days off are five days which are given to employees in excess of vacation and sick leave, and which may be taken on short notice for any personal reason.

Supervision

The present organization provides adequate supervision, but it is insufficiently utilized. In some cases the ratio of supervisors to subordinates is two to one. The person who receives most orders is the records clerk, who besides performing his own duties, handles the jobs of the juvenile captain and the records captain, who were on military leave and vacation respectively, and relieves the radio operator.

PERSONNEL ADMINISTRATION

Training

The handling of personnel affairs in the Ottumwa Police Department is decentralized and not coordinated. Training is conducted by the Indian Hills Community College under the direction of the training captain. In-service training has diminished in recent years, since the captain has moved from the Police Department to the college. The captain formerly provided periodic in-service training which included most members of the Department. This practice was described by the assistant county attorney as very beneficial. The lack of it has been reflected in the poorer quality of police cases presented to him recently. There is no prescribed method for determining in-service training needs and little has been done to upgrade police performance through the training process.

Personnel Selection

The Police Department does not have any means of keeping a list of qualified applicants for filling vacancies. Neither does it have liaison with the Civil Service Commission for implementing such a plan. The Civil Service Commission is responsible for personnel selection for the City. Persons interested in jobs with the city government are required to take written examinations which are given one day each year. Those passing the examinations are placed on eligibility lists and the Department chooses policemen from this list. The Department performs physical examinations after the list is provided to them. Training needs become evident after a recruit is selected and put to work.

Selection of the Chief of Police is prescribed in the City Ordinance. It specified, among other things, that the Chief of Police must have served five years in the Ottumwa Police Department and have been an active member at time of appointment.

JOB DESCRIPTIONS

Job descriptions, policy, and procedures are inadequate for the effective administration of the Department. A policy manual called the *Police Officer's Manual* which describes prohibited behavior, outlines responsibilities, and sets out precise procedures for performing certain functions, has been distributed to departmental personnel. The manual, in itself, is a good start; however, its inconsistency makes it difficult, if not impossible, to use. It does provide an excellent starting point for outlining organization structure, responsibilities, duties, and relationships within the Department.

Heads of various divisions are not rotated. This inhibits the redundancy factor which is necessary for job succession. The Chief has declined to rotate because he feels that some of his captains lack the required qualifications to perform some jobs while others are indispensable in their present positions. Inflexibility occurs in the organization and prevents the Department from responding adequately.

TECHNICAL SERVICES

Records Management

The Ottumwa Police Department has a centrally located records bureau which includes the communications area, case records, and identification packets. The identification portion of the Department has a basically sound structure. All identification packets are housed in a Diebold Rotating File which is capable of serving a major metropolitan area. The cross-indexed file is in a smaller file.

The police communications system is modern and the present facility is designed reasonably for security. The system can be expanded and needs only minor modification if change is desired.

The records bureau has received the least consideration of these three functions. Cases and police reports, if prepared, are kept in a conventional filing cabinet. The reports serve little use since the dispatcher's log provides most of the information usually needed. The log is a well-maintained document resembling a Navy Log. It is frequently more detailed than the written offense reports.

Offense reports are only cross-indexed by a master card and a property card. No cross-indexing is based on location, complaint, fugitive, or serial number. A location file was once started, but because of resistance within the Department was discontinued. The policy manual prescribes the type of indexing which is to be performed for each report. Officers were once required to prepare index cards. They resisted doing it and in order to avoid the work they discontinued writing detailed reports. This fact, and the mistakes created by their lack of skill, convinced the records officer that it was easier and more accurate to do the work himself.

The records bureau as it is presently used does not generate sufficient raw data for research and planning. The records bureau simply is not a central repository of information for the management of criminal investigations and police affairs and fails to meet its prime obligation. Presently, the primary use of records bureau information only satisfies the needs of the uniform crime report and an annual report.

HOUSING

The Ottumwa Police Department is located in City Hall, a building designed in 1910 for a U. S. Post Office. It has a pleasant outside appearance and is consistent with the buildings located in the same general area. Age, however, is beginning to take its toll; i.e., concrete steps of an outside entrance have crumbled and should be repaired. The facility is centrally located downtown. Parking is limited for use by citizens and employees and other public buildings are located nearby. The Police Department rents a garage one block away from City Hall which it uses to repair police and fire vehicles. The police parking area consists of 300 square feet of space sufficient for five diagonal parking spaces. There are two additional spaces available—one for a private car and the other for a detective vehicle.

The Department obtains gasoline for its cars at the Fire Department fuel pump. The mechanic at the garage performs minor maintenance and major repairs at the garage. He is not a civilian employee of the Department; however, half of his salary comes from the police budget and the other half comes from the fire budget.

The Police Department is situated on the main floor of the building. The Police Department also has access to a large portion of the basement. On weekends and nights the doors to City Hall are locked and traffic must pass through the Police Department entrance.

In order to make the area usable, walls have been constructed to create office space and privacy. Where necessary, the Department has had to adjust its needs to conform to the existing structure. Although the building is kept clean and neat, it requires plumbing and electrical repairs. New air-conditioning was installed recently and the heating is adequate. Lighting is inadequate in some offices. Toilets, lavatories, and showers are clean; however, no plumbing appears to have been replaced since the original construction. Water resulting from leaking pipes is on the basement floor.

The Department has adequate room for storage; however, it lacks shelving and compartments. Officers have adequate locker space, but security is poor. There should be better security measures to protect personal property and the evidence from crimes which personnel store in the lockers.

There is adequate space for interviewing and questioning people. The desks are old, but adequate. Tables are scarce. The chairs should be repaired. The Department's only blackboard is not available for use because it is locked in the photo and chemistry laboratory. The full-length mirror should be placed in the officer's briefing room.

The Ottumwa police lodge their prisoners in the County Jail; however, there is a prisoner holding area in the basement. This should not be used. Security is poor and the cells do not have lavatory and toilet facilities.

The office area surrounding the Chief of Police is clean, neat, and private. Office equipment is arranged efficiently.

SUMMARY

1. The Department lacks direction. Goals and objectives are not defined. No research or planning is performed in order to identify immediate needs and the means for meeting them.
2. The Department is not structured along functional lines. Spans of control are inequitable. The principles of unity of command and chain of command are either unknown or ignored. Responsibilities are neither clearly established nor equally assigned and authority is poorly allocated.
3. The use of manpower is ineffective. Sworn officers perform duties better done by civilians. The Department is top heavy with captains, some of whom are not used effectively. Walking beats limit the usefulness of the men and the scheduling of days-off prohibits effective manpower deployment.
4. The physical facilities housing the Department are old and deteriorating. The design forces the Department to waste space. Good security is not possible because of the variety of activities occurring in the building. There is inadequate parking space available.
5. The records capability of the Department lacks data necessary for proper administrative work and crime investigations.
6. The Department's ability to respond to the changes which will be required of it are impeded by some sections of the municipal code and by the present form of government.

RECOMMENDATIONS

Establishing Goals and Priorities

It is recommended that the Department conduct research to re-establish its goals and priorities. The Department should identify, eliminate, or transfer those activities which the police should no longer perform and new areas of concentration which will increase crime control.

The Department should immediately review its traffic enforcement practices, clearance rates, and juvenile problem. These are listed in the order of the ease with which they can be accomplished.

Enforcement of overtime parking regulations should be transferred to the finance department. The three-wheel motorcycles should also be transferred with the duties. The police officers presently used for this function can then be assigned to patrol districts and perform more useful services for which they have been trained.

The Department should explore the feasibility of hiring part-time school crossing guards to provide adult supervision at hazardous crossings. The cost should be included in the police budget, though each of the schools may be induced to share the cost. Personnel can be women and/or elderly men. The Department will supervise and train them.

Using women and elderly men would relieve patrolmen of important but routine tasks.

The Department should resume accident investigations. A study of present police activities does not indicate any work overload by personnel. Records indicate that the accident rate can be reduced by selective enforcement, corrective traffic engineering, and education.

The Department can reduce crimes by intensifying its efforts to apprehend offenders. The Department's clearance rate is so low that it indicates a need for in-service training in criminal investigation and allied subjects. The Department needs to establish a means of accounting for investigative work performed by personnel. This can be accomplished by proper coordination, which is directly related to a new organization of the Department. The responsibility for follow-up investigations can be assigned to a special unit or to individual officers who are assigned to certain geographical areas. Assignment of responsibility must be clear and equitable, and accountability must be closely controlled for maximum benefit.

The Department's most difficult task will be to reduce the incidence of juvenile crime. The problem is a community one and will ultimately be solved through community action rather than police action. The police role will be to provide useful data regarding the nature of juvenile offenders in order to assist in formulating community action plans which are designed to eliminate the problems contributing to juvenile crime.

The Department's own research efforts should identify other problem areas and the most economical means for achieving a solution to them.

DEPARTMENTAL ORGANIZATION

The Department should be reorganized along more functional lines (refer to Chart II). An appropriate division of labor should be made to separate primary line functions. Each division should be headed by commanders holding equal status. A Field Services Division should consist of three patrol shifts in order to provide around-the-clock police service. Each shift should be headed by a first line supervisor and be staffed with adequate manpower to respond effectively to demands for police service. A relief sergeant should be provided to the Field Services Division so that leadership is available during the evening and night shifts when the regular supervisor is off.

The Auxiliary Services Division embraces the remaining functions of the Police Department. It includes the records bureau; communications and identification bureau; the detective and juvenile bureau; and a planning, budget, and property management section. The planning, budget, and property management section is new and provides necessary services for implementing change. At the discretion of the Chief of Police, this section could be handled by one man who had the option of appointing a task force. The activities of the records, communications, and identification bureaus should be put under one first line supervisor who would administer and coordinate the operations of the three functions. One supervisor should direct the detective and juvenile bureaus. Following standard criteria for plain-clothes operations, he should have two detectives in the organization and each detective should be competent in both juvenile and adult investigations. The detective bureau should operate during business hours and be sufficiently flexible to operate when needed.

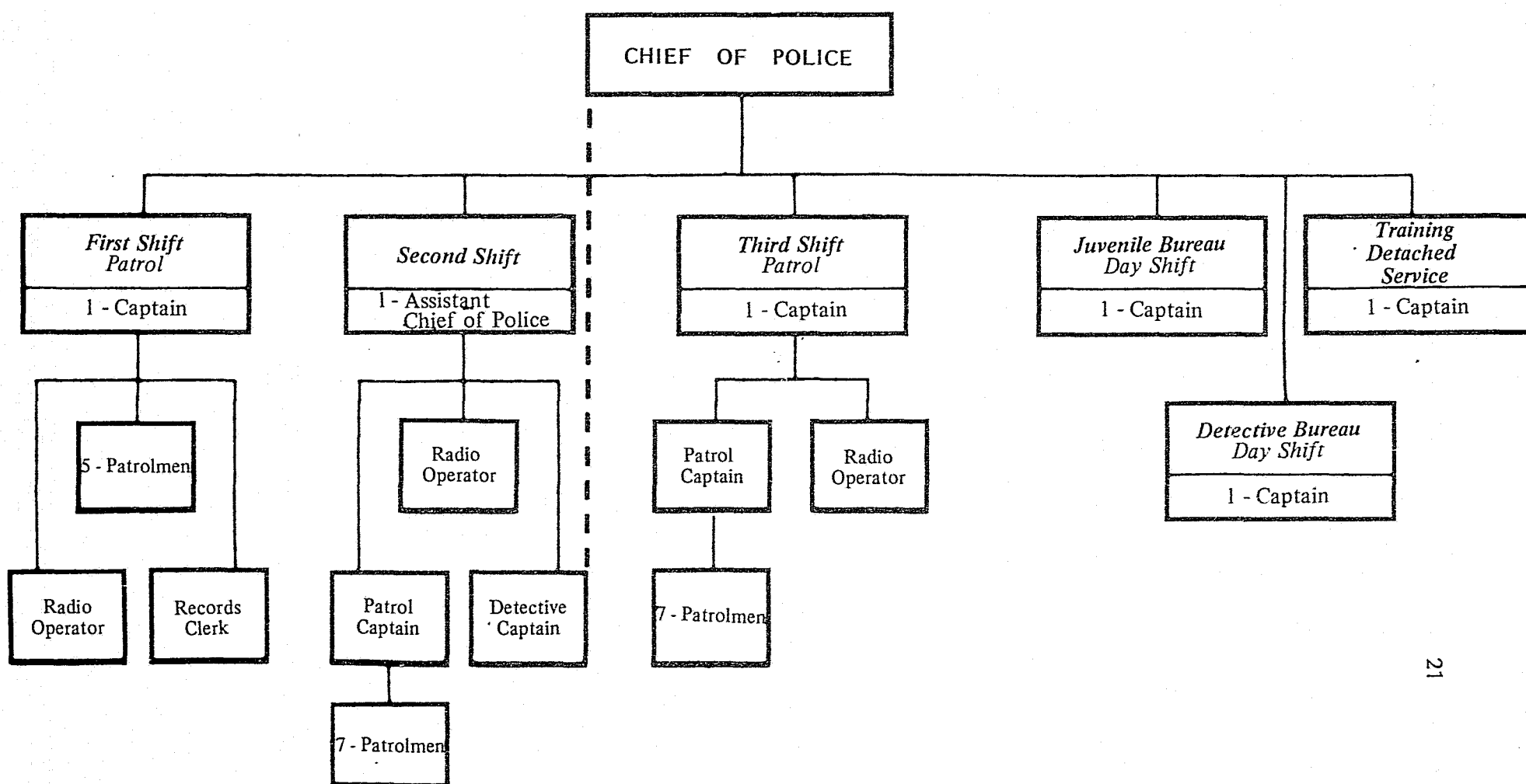
This type of organization permits expansion, brings spans of control into balance, and permits lines of authority to be clearly and unequivocally identified. When changing the present organization of the Department, members presently holding rank should not be deprived of earned basic pay, but should be assigned to positions on the basis of competence. The Department would do well to discontinue the use of military titles since it inhibits rather than assists police management.

Further, the Department should hire six persons in nonsworn capacity to perform the work of radio operators and record clerks. This would release the equivalent of five trained officers for active street service. The extra nonsworn person would provide assistance in doing records or dispatching when necessary.

The following table lists the recommended changes and additions:

Chart II

PROPOSED ORGANIZATIONAL CHART
OF THE OTTUMWA POLICE DEPARTMENT
OTTUMWA, IOWA



<i>Present</i>		<i>Proposed</i>		<i>Change</i>
Chief of Police	1	Chief of Police	1	0
Assistant Chief of Police	1	Division Commander	2	+1
Captain	7	Captain	0	- 7
Sergeant	0	Unit Supervisor	7	+7
Detective	0	Detective	2	+2
Patrolmen	23	Patrolmen	20	- 3
Detached Duty (Captain)	1	Detached Duty	1	0
Radio Operators	0	Radio Operators	4	+4
Record Clerks	0	Record Clerks	2	+2
Total	33		39	+6
		Sworn	33	
		Nonsworn	6	
		Total	39	

MANPOWER ALLOCATION

The allocation of patrolmen to each shift should be based on demonstrated need. For example, during the week of August 12 through 18, 1973, the Police Department responded to 213 calls for service—an average of 30.4 calls per day. An hourly distribution of calls (see Table 4) can be used to determine the proper percentage of manpower necessary for each shift. Staffing the present shifts with twenty patrolmen could be done in the following manner:

	<i>Number of Calls Per Week</i>	<i>Percent of Total</i>	<i>Computed Manpower</i>	<i>Actual Manpower</i>
First Shift	68	32	6.384	6
Second Shift	80	38	7.51	8
Third Shift	65	30	6.102	6
Total	213	100	19.996	20

The time of the shifts can also be changed to 8:00 a.m., 4:00 p.m., and 12:00 midnight. The distribution of manpower remains the same.

By allocating six men to the day and night shifts, four beats can be manned regularly with two man-days remaining. With eight men assigned to the evening shift, five beats can be manned regularly with five man-days remaining.

Based on calls for services which normally would be handled by a maximum crew of 14 men daily, each officer can be expected to handle an average of 2.25 calls daily. Assuming that he spends an average of 45 minutes per call, the average daily time would equal 1 hour and 40 minutes. This is hardly an overload of work and leaves officers with an average of six hours daily for patrol, to investigate problems, and to engage in traffic enforcement. This is more than adequate for providing the community with excellent police service. The extra manpower also provides personnel with time for vacations, training, and sick leave.

Walking beats should be eliminated and replaced with motorized patrol. Two-man car patrol should be avoided because it restricts the coverage which the Department can provide and there is no compelling reason for using it. Foot patrol can be satisfactorily performed by motorized patrolmen who should be required to get out of their cars frequently and conduct close physical inspections of property or situations in order to personally contact members of the community. This practice can be facilitated by providing each motorized patrolman with a lightweight two-way radio which keeps him in contact with headquarters and fellow officers.

The day-off schedule in use may be desirable from an employee point of view, but it deprives the community of a coordinated and balanced service, and increases the operation cost of the Department. An analysis of the daily distribution of police calls will provide the best information for scheduling days off.

FACILITIES

It is recommended that the City of Ottumwa provide better facilities for the police operation. The Department's present site is physically undesirable. Its facilities are scattered over two floors. The building design inhibits security, logical arrangement of activities, and efficient use of space. The lighting is poor in some areas. Leaky plumbing is a continuing problem causing inconvenience and damaging property. The prisoner holding cells located in the basement are completely unusable and temporary detention facilities are necessary for prisoners.

The nature of the business conducted by the Department necessitates more extensive parking facilities than are available at the present site. The police building should include temporary detention facilities, court offices, courtroom space, and offices for judges and prosecuting attorneys.

City officials should explore the feasibility of obtaining grant monies for at least partial funding of a new structure.

It is recommended that the Department take steps to upgrade its records-keeping capabilities. The Department needs a data base to carry on its law enforcement and administrative activities. The records function should be coordinated with the communications and identification functions in order to provide continuity and usefulness of the system.

For records to be useful to the police, a cross-reference filing system must be developed and carefully maintained. All offense reports must be recorded according to a case number, nature of crime, location, complainant, fugitive, property description, and serial numbers. Cross-indexing basic data of all reports increases the source of information through which desired information can be extracted.

There are several means by which the Department can improve its records system. Technical assistance can be obtained from specialists familiar with records systems, or the Department can review the appropriate literature and create its own. Several good texts are available on police records, i.e., *Police Records: Their Installation and Use* by O. W. Wilson which is published by the Public Administration Service. The Federal Bureau of Investigation also has a publication which provides excellent instructions for designing a records system. The future effectiveness of the Ottumwa Police Department will be based on the quality of the records it keeps.

The foregoing recommendations are presented with the assumption that the environment for such changes will be favorable. Many of the changes can be made with minimum effort and without an overall institutional change.

It may be beyond the scope of this study to recommend a change in the municipal government; nonetheless, it must be pointed out that without professional administrative leadership, some needed changes can never be implemented. This affects more than merely the Police Department—it affects the ability of the entire city government to respond to community needs and wants.

It is recommended, then, that appropriate officials review the city code, particularly Section 28, and introduce amendments to eliminate restrictive language which inhibits selection of a Chief of Police from the most qualified applicants in the nation. Those sections which restrict the Chief of Police from freely exercising good management principles should also be eliminated.

END

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