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Virginia, Eveleth and Gilbert Police Study
An Approach to Law Enforcement Cooperation
Missabe Intergovernmental Project

Arrowhead Regional Development Commission, Virginia, MN

Prepared for

Department of Housing and Urban Development, Washington, DC

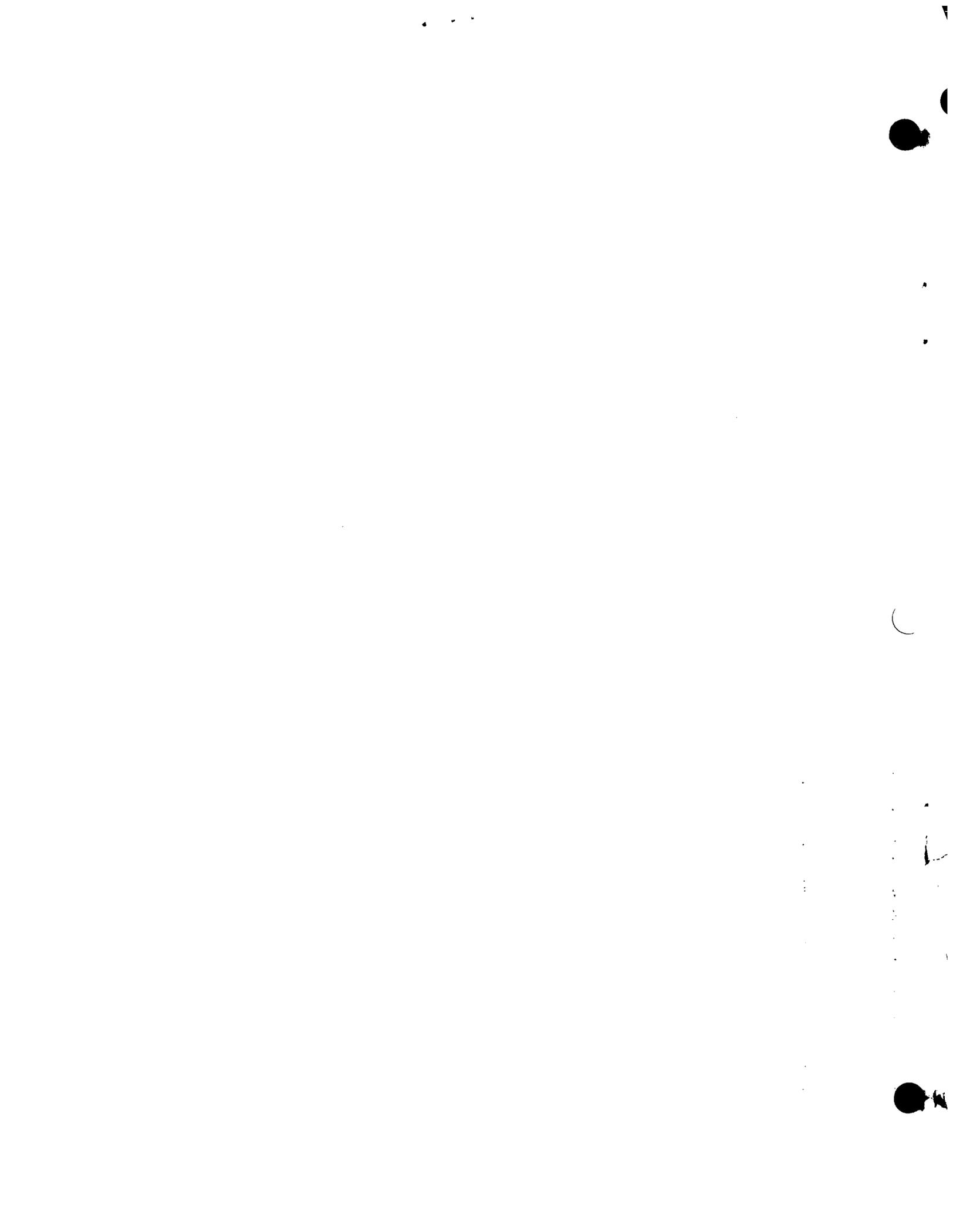
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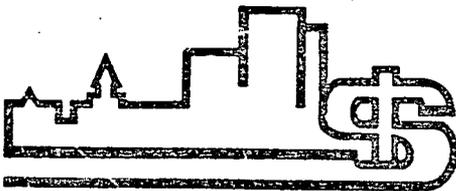


**GOVERNMENT
CAPACITY
SHARING
PROGRAM**

Department of Housing
and Urban Development
Office of Policy Development
and Research

**VIRGINIA, EVELETH AND GILBERT
POLICE STUDY: AN APPROACH TO
LAW ENFORCEMENT COOPERATION**

by [✓]Arrowhead Regional Development
Commission

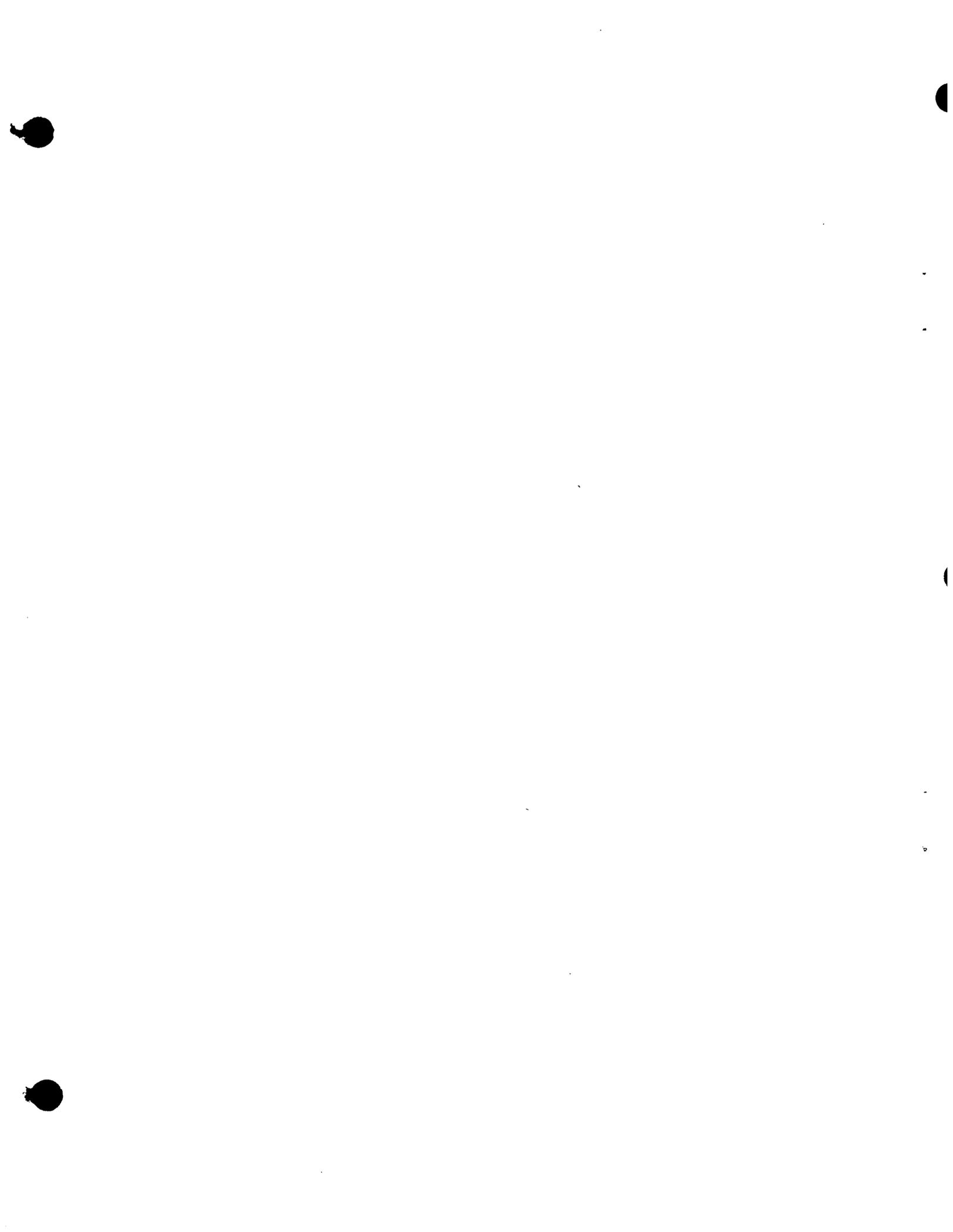


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Results are reported of a feasibility study for law enforcement cooperation among three small cities in northeastern Minnesota -- Gilbert (population 2,700 with 8 officers), Eveleth (population 4,400 with 11 officers), and Virginia (population 12,700 with 27 officers). Part of the Missabe Intergovernmental Project, this report encompasses studies of joint efforts in many municipal services. The efforts of the Police Study Committee, which reviewed data, examined alternatives, and reported recommendations to the three city councils, are of principal concern. The alternatives considered were (1) continuing police operations as currently conducted, (2) additional cooperation in some but not all police functions and programs, and (3) complete consolidation into one new police department. Data on personnel, operations, and costs of the three police departments are reported, and deliberations on alternative courses of action are discussed. Complete consolidation of the three departments was recommended to the city councils in the interests of improving and expanding pol,....

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FOREWORD

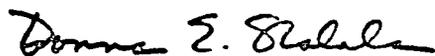
In recent years, the Office of Policy Development and Research of the U.S. Department of Housing and Urban Development, in partnership with state and local governments, has been concerned with improving the delivery of public services. Four related programs have been sponsored since early 1974:

- *Capacity-Building Demonstration Program* — Strengthening the capabilities of local officials to fulfill their overall policy development, resource allocation, and management responsibilities. (1974-1976)
- *Capacity-Building Energy Conservation Program* — Promoting the practical application of technology and management to conserve energy. (1975-1977)
- *Capacity-Sharing Productivity Improvement Program* — Promoting the transfer and implementation of practical approaches to improve state and local government productivity. (1976-1979)
- *Financial Management Capacity-Sharing Program* — Collaboratively responding to the increasing problems facing local governments in their financial management practices. (1978-1980)

The products and practical tools from the first two programs have been available since early 1978. We are now making available the products from the capacity sharing productivity improvement program. Eighteen projects involving over 200 local governments have produced more than 85 training manuals, case studies, handbooks and computer programs.

Developed, tested and implemented by state and local governments, these products, in most cases, have also been carefully assessed by an independent contractor, SRI International, and a statement of its assessment is included with each product. In those cases where the results were inconclusive, the reader is so advised. For many of the projects, we are also publishing a complete assessment report. In other words, we have done our best to assure you that the products are sound and useable.

Five summary booklets that highlight the results from all eighteen projects and provide ordering information for their publications are available from HUD. Descriptions of the booklets and ordering information are given at the end of this volume.



Donna E. Shalala
Assistant Secretary for Policy Development
and Research



ASSESSMENT STATEMENT

— IMPACT ON SERVICE DELIVERY —

This intergovernmental approach sponsored by the Arrowhead Regional Development Commission to develop jointly administered public services resulted in consolidation agreements for animal control, wastewater treatment and garbage collection. Equally important was the development of more routine communication among the various small communities to handle common problems in the future.

— IMPACT ON COST/COST OF IMPLEMENTATION —

Cost savings data from the various consolidation efforts are not yet available since implementation was delayed until the end of the independent assessment.

— SPECIAL REQUIREMENTS FOR IMPLEMENTATION —

The process described in the case study is one where a regional council of governments acted as the facilitator and provided staff support while the local jurisdictions directed the actual consolidation studies.

— TRANSFERABILITY —

The experience in the Missabe Intergovernmental Project indicates that replication of this effort elsewhere would more likely be successful if jurisdictions attempted consolidation or joint partnership in service areas that are new or undeveloped. Where communities have already made a substantial investment or have a strong political constituency for an existing service consolidated is more difficult. Missabe failed to consolidate police and fire because of local autonomy issues. The factors relating to successful consolidation are analyzed and presented in the case study. This assessment material was prepared by SRI International.

— SIMILAR PROJECTS ELSEWHERE —

Another interesting example of intergovernmental cooperation in this series is found in "South-east Georgia Consortium Productivity Improvement Project," NTIS number _____, paper copy price code A06. It may be ordered from the National Technical Information Service.



CONTRACT #H-2583RG

VIRGINIA, EVELETH AND GILBERT POLICE STUDY:
AN APPROACH TO LAW ENFORCEMENT COOPERATION

DECEMBER, 1977

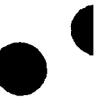
BY

ARROWHEAD REGIONAL DEVELOPMENT COMMISSION

FOR

OFFICE OF POLICY DEVELOPMENT AND RESEARCH
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

The research and studies forming the basis of this report were conducted pursuant to a contract with the Department of Housing and Urban Development (HUD), Office of Community Development and Management Research. The statements and conclusions contained herein are those of the contractor and do not necessarily reflect the views of the U.S. Government in general or HUD in particular. Neither the United States nor HUD makes any warranty, expressed or implied, or assumes responsibility for the accuracy or completeness of the information herein.



EXECUTIVE SUMMARY

The Police Study was an examination into the feasibility of cooperation among three small cities in northeastern Minnesota in providing law enforcement services and whether or not the functions of law enforcement could be more efficiently provided to these cities through joint effort. The Police Study was part of the Missabe Intergovernmental Project which was conducting similar productivity improvement studies of other municipal services for the participating cities.

This report deals mainly with the efforts of the Police Study Committee, an advisory group which functioned as a working sub-committee for the MIP Steering Committee. The Police Study Committee had the responsibilities of reviewing data, examining alternatives and making recommendations.

The basic alternatives consisted of: 1) allowing the police departments to remain essentially the way they were, 2) further cooperation in some but not all police functions and programs and 3) total consolidation into one new police department.

Total consolidation formed the basis of the extensive Police Study Committee recommendations. It was their conclusion that consolidation offered the greatest potential for improved and expanded police services. The Steering Committee forwarded these recommendations to their respective city councils, however the city councils did not accept the recommendations. These reasons for rejection, as well as problems affecting



the study process itself, are included within the report. Some of the major problems included: 1) having to contend with the complications of dealing with different size cities and police departments, 2) the suspicion over the affects of consolidation on local autonomy, 3) breakdowns in the flow of information about the study to the eventual decision makers, 4) financial considerations dealing with the cost of expanded services and 5) existing political frictions among the participating cities.

Other sections of this report include the information on existing conditions which the Committee wished to review, the conclusions on which the recommendations were based and a section of suggestions to other communities which might be contemplating or presently involved in a project of this type.

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I. INTRODUCTION

A. BACKGROUND

The following report is an attempt to summarize a study conducted by three small communities as to the feasibility of a joint effort in the provision of law enforcement services. Particular emphasis is placed on the efforts of a group of city representatives, known as the Police Study Committee, which spearheaded the Study process. The cities involved, which are located on the Iron Range area of Northeastern Minnesota, were Gilbert (population 2700 with 8 officers), Eveleth (population 4400 with 11 officers) and Virginia (population 12,700 with 27 officers).

This study was part of the Missabe Intergovernmental Project (MIP) which encompassed studies of joint effort in many municipal services. The Arrowhead Regional Development Commission (ARDC) was contracted with to provide staff and other assistance in the accomplishment of the MIP. Although there were other funding sources, the MIP was a HUD Innovative Project grant recipient.

The Police Study had actually begun and had held several preliminary meetings prior to the start of the MIP in October, 1976. However, when the MIP did begin the Police Study was made part of it since the intent of both projects were similar and because local staff was available through the MIP to assist on the Police Study. The Police Study grew out of the concept that there were some problems that could be eliminated and some opportunities that could be realized through police department cooperation.



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Discussion of possible police consolidation or cooperation has been going on for many years in this area. Reference to such a suggestion can be documented back to at least 1964.* As could be expected, discussion continues today even though the official Police Study has ended. For the purpose of this report the time period of October, 1976 through July, 1977 will be considered.

Admittedly, the direct accomplishments of this study will appear to be dubious at best. The recommendations that came from the Police Study were rejected, either formally or informally, by the city councils of the concerned cities. Still, many have stated that some, if not most, of the recommendations will come to pass eventually. There were, without questions, positive aspects of the study---the learning experience for the city officials and others involved in the study and the extra impetus to make some changes in pension systems, to name a few. Most judgments of this type are left to the reader since the value of this report will be in its applicability or usefulness to other communities that may be considering similar studies; only the reader can make these judgments with respect to their own community.

During the course of this study there were many meetings and discussions which produced a variety of opinions on each of the items associated with law enforcement. No attempt is made to report on all of this discussion, in that it is felt that it would only add confusion and lessen the attempt at objectivity in the narrative sections of this report.

* Griffenhagen-Kroeger, Inc., "Your Towns' Future", January 4, 1964 pp. 48-49.



There is a great difficulty in attempting to express the general attitudes among the cities when such a wide range of opinions were expressed and when there opinions were not always consistent throughout the study time period. However, this attempt must be made to give the reader some feel for the interaction which took place during the study.

B. PLANNING PROCEDURES

A crucial beginning step in any study is the formulation of the planning methods to be adhered to in the course of the study. The following is a list of those planning tools that were used in the Police Study:

- Criteria for Analysis
- Systems Planning Model
- Work Plan
- Summary of Presentations
- Timeline

Flexibility is important; adjustments were made in the content of the planning tools during the course of the study.

1. Criteria for Analysis

The Criteria for Analysis is a basic statement of goals and objectives for the study and the reasoning behind them. It also states generally what must be accomplished by the study to meet these goals and objectives. (Figure 1.)

2. Systems Planning Model

The Systems Planning Model charted a course for the study. It described the various phases of the study, the activities that would have to be completed and the expected end products. This model was more of a tool for the staff and was used only in a general sense by the Police Study Committee. (Figure 2.)



3. Work Plan

The Work Plan served as an inventory for information to be collected, analyzed and presented with regard to the current conditions relevant to the police departments. (Figure 3.)

4. Summary of Presentations and

5. Timeline

These two documents merely serves as outlines in the presentation of information. (Figures 4. and 5.)



II. THE PROCESS

A. WHY THE POLICE STUDY WAS INITIATED

The fact that the Police Study was begun at all was an unlikely possibility as could be imagined when considering the prevailing attitude of the cities in the area toward anything which could be construed as interfering with a city's jurisdictional authority. These cities took pride in getting things done "their own way" and took exception to anything that was said or done by any other unit of government which they believed to be an attempt to influence or direct their activities. It could have therefore been expected, due to the inherent nature of law enforcement, that there would be those who would be particularly adamant about any potential interference with their police departments. However, there were also those city officials who believed, even with these circumstances, that there were problems with law enforcement in the area which could not be ignored and that cooperation had at least the potential for providing some solutions.

Gilbert was the city which made the initial contacts to ascertain if there was any interest in the area for discussions on this subject.* However, where the suggestion originated was not a significant factor in that it was soon learned that all the cities had concerns over law enforcement and had enough awareness of the potential in cooperation to make an examination of the subject attractive. Also, even though there

* One member of the MIP group, Mountain Iron, chose not to participate in the Police Study. Mountain Iron at the time had recently entered into a contract for law enforcement services with the St. Louis County Sheriff's department and did not feel that they could achieve any cost saving in any other approach. They did, however, participate in some of the meetings in an observer status.



had been no prior serious attempt which in anyway resembled this Project, the cooperation concept had been tossed around for a number of years. The Gilbert effort could be considered significant from the perspective that Gilbert was the smallest city and had the smallest police force of the group. Gilbert was perhaps feeling the most severe strain from some of the law enforcement problems that were brought out during the course of the Project and was, at least initially, perhaps the most optimistic as to the eventual benefits of cooperation.

Many of the reasons that were given for involvement in the Police Study were shared by all the cities. Differences were often a matter of degree or emphasis, but this was not always the case. The size of the city, which reflected what law enforcement services were provided and what they could conceivably afford to provide, had considerable influence on how much agreement was reached concerning whether a problem that was being discussed was a problem for all of the cities involved or only a problem for one or two of the cities.

This lack of concensus in some cases as to what the mutual problems were or to the degree to which they were mutual problems had no small affect on the outcome of the study. It eventually became evident that this lack of total concensus within the Police Study Committee was also true of the individual city councils, the police officers and other interested groups.

The reasons that were expressed for involvement in the study by one or more of the cities included:

- Financial strain of attempting to keep up with the demand for improved police services: Law enforcement already required a high percentage of each city's total budget and yet the demand for improved services continued.



- Lack of certain desired police services: Due to the size of the cities and departments there were police services that they, at least individually, could not afford to support with their existing financial and manpower resources.
- Concern over the duplication of effort in certain law enforcement functions: A city could not any longer afford what could be proven to be a needless duplication of effort; perhaps some functions, like dispatch, could be a source of cost savings in a joint effort.
- History of successful, although limited, cooperation among the police departments: If past cooperation in back-up and use of lock-up facilities had proved successful, then perhaps additional cooperation might be of benefit to all.
- Loss of experienced officers to other departments: The cities had invested time and money in their officers only to have some of them take positions with larger departments which could provide better pay and benefits.
- Inability to spare manpower to acquire additional training: No time was available for development of and participation in in-service training or to have individuals sent to schools with the manpower that was available in each individual department.
- Potential for grant assistance for implementation: The cities were aware of the fact that cooperation among small police departments was being looked upon favorably at a national level and, therefore, they believed that the potential for grant assistance was greater in a cooperative effort than with any individual attempts that they might make for law enforcement improvement.

Another note should be made concerning the significance between mutual law enforcement problems and those which were not perceived as being common, at least not to a high degree. This concept had a definite, although admittedly not always clear, influence on many of the project participants. Although there was no major objections among the cities to help each other out when one police department had a particular problem or need, there was a certain uneasiness about any new effort in which the major problems addressed were not all mutual ones.



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The concept of further cooperation or consolidation would only be logical to the cities if there were significant common problems which could be best addressed in a cooperative effort. However, there was the feeling that if the major problems or opportunities were not mutually shared in all cases, it would be logical to assume that some of the cities would somehow have to be benefiting more from the effort than the others. This set of circumstances, to some, was unacceptable. It was somehow felt that unless the problems were mutual ones, there would be no way to balance the resulting benefits of cooperation.



B. ORGANIZATIONAL STRUCTURE AND INTERACTION

Direction for the study was given by the Police Study Committee, members of which were appointed by the involved cities. The members included a city councillor, the police chief and a public safety or police civil service commissioner from each city for a total of nine members. A chairperson was selected by the Committee.

The Committee was a diverse group in their individual perspectives of law enforcement in the area. This divergence of perspectives and the Committee's mixture of personalities made for some wide-ranging opinions and interesting meetings.

Meetings were called at least once a month and averaged about two per month. Although agendas, meeting minutes and other formal reports were prepared, the Committee meetings were conducted rather informally. Voting did take place, but was only performed when a specific decision had to be reached or to determine support for a particular line of study when determination of such support was needed. This gave the staff the direction it needed without getting too bogged down in formalities and prevented any waste of staff time in areas in which the Committee was not interested.

Perhaps in no other city service would it be more difficult for a Study Committee to remain within the sphere of objectivity. The nature of law enforcement, if for no other reason, would make it almost impossible to disregard emotion and personalities. Combining the nature of law enforcement with the politics of the area lead to some unshakeable opinions dealing with the police departments from individuals serving on the Committee. This was even more prevalent among city officials and employees



not serving on the Committee but who were following the results of the Study. Had the Committee not gotten along so well personally this might have insigated some hostile Committee discussions. As it turned out the Committee, much to its credit, had only one or two mildly heated discussions during the entire course of its existence.

On the average Committee members devoted approximately five hours per month on Police Study business. These five hours included time devoted to meetings, reviewing reports and gathering information.

The Police Study Committee functioned more or less as a sub-committee of the MIP Steering Committee, which was the overall review board for the various municipal services that were being studied. Only one or two persons were members of both Committees. It was understood from the outset that the Police Study Committee was only an advisory group. Any recommendations from them would be first reviewed by the MIP Steering Committee and, if approved, would then go to each of the city councils where the ultimate authority for implementation rested.

There were five ARDC staff members who made contributions to the Project. A local staff planner had primary responsibility for the Project with support from a criminal justice planner. The others made smaller, but important contributions in specialized areas such as statistics or offered general supervision to the study. The total staff time had the equivalent of one full-time staff person for the ten month study period.

In general, the Policy Study Committee determined what areas they wished to study and, of course, determined what the recommendations



of the study should be. The staff was encouraged to make suggestions in these areas. The staff's primary responsibilities were to gather, analyze and present information on subjects which the Committee wished to investigate. The Committee was highly supportive of the staff and there was a good working relationship evident.

The Committee's primary expectations dealt with increased police services while attempting to keep costs in line as much as possible. This eventually came into conflict with the city councils who were, as a whole, much more concerned about any increase in cost regardless of the increase in the number or effectiveness of police services. From the beginning the Committee was realistic in its appraisal that, regardless of the efficiencies that might prove possible through cooperation, there would be no reduction in costs because they also wanted to see more police services than any of the cities was then providing. In other words, they not only wanted more efficiency and effectiveness from the services they had but they also wanted additional services as well.

Many of the hang-ups and problems which the Committee had to contend with have been alluded to in this chapter. Since a clear statement of these problems is of major importance, they are treated separately in the conclusion of this report. They give additional perspective on the interactions which took place during the study as well as an indication of the lessons learned.



III. CURRENT CONDITIONS

A. INTRODUCTION

This section, which is sometimes referred to as the Part I Report, deals with the current conditions of each police department and the environments in which they exist. It consists of baseline data that the Committee wished to have available. Although the exact information will not be of much assistance to other communities studying law enforcement, it will give the reader an idea of what this group determined to be important baseline information. Each community will have to make its own judgment on what does and what does not have to be investigated with respect to their own needs.

It should be noted that there are gaps in the information and areas which should have been addressed, but were not. Problems associated with data collection will be discussed in a later section.

The Committee used the information in this chapter:

- To determine what the current strengths and weaknesses of law enforcement were in their city and in the area
- To identify whether or not any further cooperation would be feasible
- To determine what questions would have to be answered to be able to consider any further cooperation

Although it was not originally intended to serve as such, a secondary purpose that this information provided was an education for those who were not familiar with their police department or with the other police departments involved in the Study. It was brought out by several Committee members that this benefit alone was worth their effort in the Study.



One feature of the Study, which may be appropriate to mention here, was a trip conducted by several staff and Committee members to visit the South Lake Minnetonka Public Safety Department in southern Minnesota. South Lake Minnetonka was a successful consolidation of police departments through the effort of four smaller cities. Although the population, officer force and area served was smaller than for the Police Study, the discussion with the mayors of the cities, the chief and one of the officers was very enlightening and well worth the trip.* Many of the problems that were faced by the Police Study were problems that had been encountered by the South Lake Minnetonka group.

One distinct departure from our effort was the fact that South Lake Minnetonka did not conduct a feasibility study prior to their consolidation. Although there was discussion of the subject beforehand, it was more a matter of making the decision to do it rather than any formal study. This visit will be referred to again in this report.

B. ADMINISTRATION

The ultimate authority, with respect to responsibility to a governing body, of course, lies with the city councils as far as the operations of the police departments are concerned. This is clearly delineated in the city charters of the three cities. (Figure 7.)

The differences that exist in the administrative and policy making role of the city councils is, to a great extent, directly related to the existence or non-existence of a Public Safety Commission. Due to the

* The South Lake Minnetonka Public Safety Department had 15 officers and served a population of 10,000 and an area of 10 square miles.



larger size of the City of Virginia, the City Council alone could not be expected to maintain adequate administrative control and policy making capability over all the city's departments and, therefore, there exists a Public Safety Commission. The chief and police department are directly responsible to this Commission. The Public Safety Commission has "sole control over money appropriated by the Council for the Department of Public Safety" and has authority over personnel matters subject to the authority of the Police Civil Service Commission. The Police Civil Service Commission is responsible for testing for appointment and/or promotion, reviewing discharges, suspensions and similar functions associated with civil service. The Public Safety Commission functions as the "appointing authority". These responsibilities and functions are part of the Rules and Regulations for the Government of the Police Department of the City of Virginia.

Eveleth and Gilbert do not have Public Safety Commission but they do have Police Civil Service Commissions which have similar authority and responsibility to that of the Virginia Police Civil Service Commission. Likewise, they have no authority unusual to that which would be expected in the Civil Service function.

In relation to the additional authority that the Virginia Public Safety Commission has with respect to financial control, the Eveleth and Gilbert Police Civil Service Commission have an advisory function. They are normally consulted by the Chiefs/police departments on budget/expenditures and other policy matters. They may approach the city councils on behalf of the police departments. However, the authority lies with



the Eveleth and Gilbert City Councils, as does most policy making authority that does not fall within the specific area of responsibility of the Civil Service Commissions.

In addition to covering the responsibilities and duties of the Police Civil Service Commissions, the rules and regulations manuals of each city includes the rules and regulations manuals of the police departments themselves, including such areas as officer conduct, positions, duties and so forth. In each department, the chief has the primary responsibility for department compliance with these rules and regulations. Minutes of the Public Safety/Civil Service Commissions' meetings also serve as mechanisms of policy guidance for the chiefs. A great deal of discretion in daily operations is left to each chief. In the case of Virginia, the chief is assisted by two captains who provide policy support and are administratively in charge of the uniformed and non-uniformed (detectives) officers.

The most significant item included under the administrative element of the work plan (or for that matter, under the entire work plan) is determining the current level of police services. It is also the most difficult to measure either qualitatively or quantitatively, although quantitative measures pose less of a problem than the qualitative measures.

Looking first at the arrest/summons statistics (Figure 8.) that are available, it is difficult to ascertain any particular pattern as to increases or decreases over the five year period covered. This is not surprising in that even considering all the jurisdictions as a whole, the area involved is still not very large and, therefore, considerable percentage fluctuations from year to year could be expected. Changes



in statutes, administration or emphasis on a particular criminal activity in a given year are bound to have a significant effect on percentage figures in comparing one year to another when we are speaking of an area which is not geographically large or densely populated. Figure 9. provides some effectiveness statistics based on Minnesota Bureau of Criminal Apprehension (BCA) information.

As mentioned, the arrest statistics from year to year and crime to crime fluctuate considerably. This gives one indication that the police departments must remain even more flexible than in a larger department. The reason for this is that the various criminal activities still exist, but more intermittently than in a larger department area, and the Eveleth, Virginia and Gilbert police departments must cope with them with fewer resources. A Part I* crime may not occur everyday in these cities, but the potential still exists and the police departments must be prepared to deal with them.

It would be perhaps more realistic to look more closely at the "other duties performed by the police departments" than at arrests alone (Figure 10.). This clearly shows the rising work load that the police departments are expected to cover. If one wished to look at just the work done by the police departments to justify law enforcement expenditures, even this data only gives a general impression. For example, the investigation and statistical reports and records that officers must mandatorily contend with are in no way identified in this data.

* Part I crimes include criminal homicide, forceable rape, robbery, aggravated assault, burglary, larceny and auto theft



Two other areas need to be considered while viewing this data:

1. What exactly are these "other duties", and; 2. Which portions of these duties are related to the detection and apprehension of those involved in crime and which portions are related to the prevention of crime?

Concerning this first question, it is evident that the duties of the police departments are many and varied. As would be expected, those duties which are involved directly with criminal activity are for the most part consistent among the three departments. With those duties which are not directly involved with criminal activity, there are differences in policy among the cities as to police department responsibility for such general areas as citizen assistance and keeping the peace. More specifically, these areas might include family disputes, barking dogs, alcohol abuse, funeral escorts, non-functioning traffic lights and so forth.

Using animal control as an example (Figure 11.) it can be seen that the police departments' responsibility varies among the cities. It also may be pointed out that the animal control ordinances which each department may or may not be directly involved in enforcing, are different.

With respect to the second question, the public generally associates the role of the police department with the detection and apprehension of those involved in crime. The second important part of their role, that of prevention of crime, is often



overlooked. This occurs because detection and apprehension are more visible to the public and also because there is sometimes a hazy line between apprehension/detection and prevention.

This hazy line is most appreciated in the patrol function of the police departments since it places officers in a readily available position to respond to crime but also serves as a deterrent to crime. In the deterrence and prevention of crime the departments place their maximum effort in patrol. Keeping the maximum number of men on the streets "as possible" is certainly a main prevention to crime as far as the departments are concerned. No one will question the fact that the more likely a criminal thinks that there will be a patrol car or an officer on the beat rounding the corner the less likely he will be enticed to commit a crime. As can be seen in the shift schedule, the police departments are making a maximum effort in the patrol function and take additional steps to insure that patrol is being maintained when it is most likely to be needed (Figure 12.). The "as possible" indicated above again points to the previous discussion on the duties and responsibilities of the police departments. The more time that is spent in activities not directly related to crime the less time that can be spend on patrol and other duties directly related to crime detection, apprehension and prevention.

The police departments have other methods of crime prevention. All the departments maintain "house check" records for citizens who have requested this service due to a prolonged absence from their



homes. Virginia also has a burglary/emergency alarm hookup to their department which some businesses and residences have taken advantage of through a private firm. All of the above serve to help in the detection/apprehension function but also in the prevention function with the word being spread through the community that these deterrence measures are being utilized.

C. PERSONNEL

The most important aspect of the police departments affecting the level of law enforcement is that of personnel. Subjects which could be considered under this heading are many. The following is an overview of these subjects and how they relate to present conditions.

Basic to the functioning of any organization are job descriptions. Duty descriptions are essential to the proper assignment of responsibility and for each officer to know what his responsibilities are.

Due to the size of the departments, they cannot afford the luxury of high degree of specialization in the duties of their officers. Positions and written position descriptions do exist in all of the departments. The amount of specialization varies, with the size of the Virginia department allowing more opportunity in this area. However, the size of the departments dictates that, to a large measure, all of the officers must have the flexibility to perform any duty that could be associated with police work. Local policy and the present situation indicates that officers have gone through the ranks in their own department to reach their current position. The generalist approach to police work has been somewhat reinforced by this advancement system.



Although more specialization by officers could have advantages, the current situation produces an officer with experience in many areas as opposed to the situation that might exist in much larger department where any officer's primary duty may be in only one area or segment of one area, such as traffic control or homicide investigation. However, if new police programs or expansion of present programs for juvenile offenders, narcotics, etc., are contemplated in a joint effort, increased specialization and additional training for the officers may be required.

Figure 13. contains the basic organizational structure of the police departments. Also included is a very brief description of each position's major responsibilities. As mentioned previously, job descriptions are part of each departments rules and regulations manual; however, each department has acknowledged that these job descriptions are in need of updating. Any new organization that may result from this study will, of course, require a new set of job descriptions as part of the rules and regulations

A breakdown of officers by rank, department, years of experience, education and B.C.A. training is contained in Figure 14. Some general comments can be made based on this information.

The average number of years of experience of the officers is 6.4 years, with 61% of all officers having less than three years experience. Part of the explanation for what might be considered a low average of years of experience is that in recent years all of the departments have expanded their officer force to keep up with the demand for increased police services. Another factor that also must be contended with is



that of turnover. The rate of turnover has many causes, including dismissals and resignations due to personal problems. One ever increasing trend that the departments must deal with is the fact that younger officers, and younger professionals in general, are changing jobs much more frequently than 10 or 20 years ago. The causes for this are also many; the desire to travel, moving is less of a problem today, the need for a new challenge or increased responsibilities, and so forth.

The problem which must be faced is minimizing the immeasurable loss of experienced personnel and the loss of the time and money that went into officer attainment of this experience level through such city efforts as providing officers with B.C.A. training.

Under education all of the officers have a high school education and 41% have at least some college education. This gives some indication of the importance of education to the officers themselves and to the cities, which are placing more emphasis on educational background in their hiring. The availability of law enforcement courses in the local area has also had an affect.

The above leads to the area of professional development. All officers must, within one year of appointment, attend a B.C.A. training course. In addition, the departments have been sending officers, as the need and opportunity arises, to other workshops, schools and to additional B.C.A. courses in such areas as B.C.A. reporting and records procedures. The departments themselves conduct required marksmanship sessions on a monthly basis. Virginia offers an educational incentive program for those officers participating in college level course which relate to law enforcement (Figure 15.).



Figure 16. provides additional information on experience, education and rank. Figure 17. provides a breakdown by experience (seniority) and age. It can be noted from this attachment that the average age of all officers is 32.09; the average age of all patrolmen/deputy sheriff I is 24.10.

The next series of attachments deal with salary levels. Figure 18. identifies current salary levels, Figure 19. identifies base pay increases and Figure 20. provides percentage comparisons over the past five years. Contract negotiations were in progress when these charts were prepared and so care must be exercised in reviewing them. In addition, contracts last for different lengths of time which make comparisons even more difficult. Also included is a salary survey from the surrounding area (Figure 21.) and from the state as a whole (Figure 22.). The same cautions indicated above apply to these surveys as well.

Other financial benefits and the union agreements and pension systems from which they are derived is the next area of analysis.

Figure 23. is a comparative summary of the benefits and the procedures that make up each union agreement. It can be noted that there are presently three separate agreements and that these agreements vary significantly. There is also different union representation involved. If a change to consolidation is desired, then there will have to be one contract to cover all officers. As previously mentioned, there are many differences between the existing contracts and considerable negotiation will be required to resolve the differences. With only one agreement, the problem of union representation arises. The officers themselves will



have to make this determination. The question is also raised as to who will handle the negotiating for the cities. The answer to this question will hopefully be determined as the result of decisions reached under the administration element.

The questions that exist for the pension area are similar to that of the union agreement area in that there are different pension systems in existence with various officer benefits and procedures associated with them. Figure 24. compares the present pension systems. The advantages of working toward a common pension system, rather than indefinitely maintaining three systems for one new department, are evident. The local pension concept has become a burden to the cities and the Committee has indicated a desire to institute a new, fair system.

D. BUDGET

Figure 25. identifies expenditures for each of the police departments from 1971 - 1975. Itemization does not appear exactly the way it appears in the city annual reports; modifications were made to provide for ease of comparison. Over the five year period, expenditures increased 68% in Gilbert, 74% in Eveleth and 53% in Virginia. Salaries are a major item in the expenditures. Total salary expenditures increased 66% in Gilbert, 64% in Eveleth and 58% in Virginia during the five year period.

The expenditures which appear in the police department sections of annual reports do not tell the entire story as far as law enforcement costs to the cities are concerned. Pension funds for all cities and, in the case of Eveleth an equipment fund, are listed as separate entries. They must, however, be considered when discussing total law enforcement costs. These items also appear in Figure 25.



There are other, less obvious items, which should also be considered in identifying total expenditures. Figure 26. provides cost information on other expenditures which are not listed with police expenditures for all the cities. They appear in other expenditure sections to simplify accounting procedures. For example, insurance policies which the police departments are involved with are often part of a comprehensive city policy covering other city departments and it would not be practical to list them under police expenditures. However, this makes determination of total law enforcement expenditures difficult.

As far as the revenues for each of the departments, Figure 27. provides a breakdown of revenues from court fines and costs.

E. FACILITIES

Both the Eveleth and Virginia police departments have older facilities located within their city halls. The Gilbert police department is located in a new building adjacent to their city hall. The amount of space and the physical layout varies significantly among the three departments. Virginia is in the process of planning a remodeling of their facilities which will add additional working space, especially for their records section.

Figure 28. provides a brief description of each departments' current facilities. The physical layout of the area which each of the departments is confined to has caused problems in providing adequate space. Each of their physical layouts is such that a variety of activities are occurring simultaneously in one area. In addition, functions such as the records branch, which requires having everything that deals with that function in one area for efficient management, are spread through several



office areas. As a result, the space that the police departments are confined to are very busy areas. Out of necessity, the communication function is confined to one area. However, there is still the problem of many other activities going on around it. Other functions, not so physically restricted, are carried on in whatever space is convenient or available. This causes some organization problems.

On the other hand, having too large or segmented a physical layout would prove to be a disadvantage based on the size of the department and the number of officers that are present on one shift using those facilities. Having records, communications, etc. in one readily accessible space has advantages when there is only one officer on duty. It is apparent that Gilbert had this in mind in the design of their facility.

The current lock up facilities in Virginia are utilized by all three cities. In addition, these lock up facilities are also used by other cities in the area. There is a nominal charge made by Virginia on a per prisoner and meals provided basis. The maximum length of confinement is usually 72 hours before some other disposition is made.

The Virginia facility has been adequate in handling the demand that has been placed upon it in terms of the number of prisoners that are held at any given time. With the number and size of the cities that use this one facility, the total prisoner population could be expected to vary considerably from month to month. Figure 29. gives an indication of its occupancy. While demand does not appear to be an immediate problem, the age of the lock up may become a factor in future planning and some consideration should be given to this.



F. EQUIPMENT

Figure 30. provides a breakdown of the major items of equipment in each department's inventory. The purpose here is to identify the equipment each department presently has and to point out similarities and differences that exist as to what each department feels its needs are in serving department purposes. The purpose of reviewing this inventory then goes beyond just accounting for equipment; it may also give some insight as to department policy in determining needs; how many patrol cars did the decision makers feel were required, what type of sidearm should be used by officers, just to name a few. The conditions which caused these decisions to be made are unique to each city and to the point in time in which they were made. The policies, however, on which these decisions were based will certainly have an impact on any future organizational changes that might be made.

Any discussion on equipment requirements is also referencing purchasing policy. Purchasing policy would include not only the procedural aspects such as bidding, but also matters such as determining department needs as has been mentioned previously.

One of the prime areas of concern in equipment and purchasing is that of patrol cars. This is one of the major items of equipment for which policy and guidelines relating to bid specifications, expected life, maintenance and so on have been fairly well established among all three departments (Figure 31.). The reason for this is that the patrol car is one of the only major items of equipment where usage can be fairly well predicted and, therefore, the departments can plan for replacements.



For other major items of equipment, usage rates and life expectancy are not as well established and the departments must purchase them on an as-the-need-arises basis. In a larger department the usage rates of major items of equipment may be more predictable and hence more planning could be done for replacement. Long range planning and policy formulation for purchasing has never been a continuing requirement for the departments. The established need to do so was not present. In fact, the demand in time, effort, ability and facilities would have quite possibly made it more of a disadvantage to have been doing it; it simply was not perceived as being worth it to the departments. Decisions involving equipment/purchasing are not a daily concern; they are not constantly facing problems dealing with the purchase of patrol cars, radar units, tires, etc. In a larger department this planning and policy formulation becomes more of a need.

G. COMMUNICATIONS AND RECORDS

Two areas which are closely related in the operations of all three departments are those of communications and records. In many respects any discussion of one must include the other and, therefore, they appear under one heading. Reference can also be made to the equipment section in parts of the following discussion.

Virginia maintains a 24 hour dispatch capability with the desk sergeant on duty acting in the dispatcher role, which includes associated record/report keeping functions. The present equipment is adequate to meet the needs of the department and the geographic area it serves and provides reception and transmission power beyond the immediate area.



The system will be upgraded with the pending request for recording equipment to complement the dispatch console equipment. Virginia will be the only department of the three to have this recording capability once it is installed.

It is economically impractical for Eveleth and Gilbert to keep a man continually in the office to maintain 24 hour dispatch. They are presently involved in an agreement with St. Louis County for dispatch when department personnel are not present. This arrangement has worked well for both Eveleth and Gilbert. The procedures for the county to pick up calls and dispatch Eveleth or Gilbert officers are relatively simple and the cost to each city is nominal (\$200/year/car). In some cases, the county also provides communications equipment.

As expected, the amount of information required and the volume of records on hand is directly related to the size of the department. The key aspects are the availability of time and personnel to be responsible for preparing essential records/reports to aid the departments in the performance of their duties and the availability of adequate facilities and office equipment to maintain those records/reports. All of the departments state that problems currently exist in both areas and that steps have been taken to alleviate those problems. Virginia's plan for remodeling and Eveleth's plan to hire a records clerk are examples of attempts to remedy the situation.

Another area of consideration in which records play a major role is coordination among the departments. Unfortunately, crime does not respect geographical boundaries. These communities are in such close



geographical proximity to one another that it would appear to be a common situation where, for instance, a person living in one city would commit a crime in another. In other words, the cities share common crime problems. The need for a continued exchange of information among the departments has not been felt to be an important need. Usually when a department needs additional information, on a suspect for example, the procedure is to go through the B.C.A. to acquire it. The question is whether or not such an exchange of information among the departments concerning a crime or a suspect in a more in depth, readily available manner could prove beneficial. The problem that exists is that record procedures and forms vary so much among the departments that any exchange of information would be a very time consuming process.

In reviewing the various record procedures and forms that the departments use, there is a great deal of similarity in the items of data collected by each department. Figure 32. describes the types of records currently maintained and their volume. However, as mentioned previously, the exact methods and forms used by each department varies significantly. In addition, it must be pointed out that there are basic policy differences in the format, or even the existence, of such record/report items as shift reports.

The mention of "policy" above again emphasizes a significant point which should be evident throughout this report. Records may appear to be a rather straight-forward objective subject, but policy decisions are usually very directly involved. Exactly what reports/records should and need to be maintained and by whom involve department policy. Determination of what this department policy should be in any joint effort is not as simple a matter as it may appear.



IV. ALTERNATIVE COURSES OF ACTION AND RECOMMENDATIONS

A. INTRODUCTION

This section (also referred to as the Part II report) includes identification of the alternative courses of action, the recommendations that were made by the Police Study Committee and their reasons for making these recommendations.

At the beginning of this phase no decision had been reached as to what methods and areas of cooperation, if any, should be recommended. It was only after many hours of discussion that the recommendations were finally made. The recommendations were then forwarded to the MIP Steering Committee. The Steering Committee reviewed the recommendations and voted to have them forwarded to each of the city councils for their review. The city councils, however, did not accept the recommendations. Their objections are discussed in the concluding chapter.

In considering the available alternatives the Committee discussed them from two general perspectives. The first was from the perspective of specific law enforcement functions/programs and how they could be planned to best meet the needs of the cities. The second was what resources were or could be made available and how would they be utilized in accomplishing law enforcement functions/programs. The question was whether or not agreement could be reached on an overall program after being discussed from these two perspectives.

In other words, using patrol as an example, could this function be designed so that it would meet the needs and standards that the cities mutually would expect of it (number of patrol cars available, coverage for each city, etc.) and be able to accomplish this with the resources



that could be agreed upon to devote to that function (fringe benefits for officers, cost of patrol cars and how often they would need to be replaced, etc.) with consideration to the total resources that were or would have to be available.

The functions/programs which were considered for possible cooperation included:

- Communications and Records
- Criminal Investigation
- Juvenile Programs
- Patrol
- Purchasing
- Training

The resources being considered that were or could be made available to accomplish these functions/programs included:

- Personnel
- Facilities
- Equipment
- Administration
- Budget

B. GENERAL ALTERNATIVES

There are three basic alternatives which were considered. However, since the second alternative allowed for any number of combinations there were, in reality, considerably more than three options available. The three basic alternatives were:

1. Keep the existing police departments essentially the same. As a result of the Study the cities may make some individual changes to their departments, but these changes will have no affect on the other departments.

2. More cooperation/joint effort in addition to the lock up and back up cooperation that currently exists. Any number of combinations of functions/programs could be accepted while not accepting one or more of the functions/programs that were being discussed.

3. Total consolidation into one entirely new department.



C. FINDINGS AND CONCLUSIONS

After discussing the alternatives from the two general perspectives described in IV. A. above, the Committee had the staff prepare a set of findings and conclusions which summarized these discussions of alternatives.

1. Resources

(a.) Increase in back up support - at present time there is a mutual agreement for back up support among the cities when such support is needed. However, with the present arrangement this support is only used in emergency situations, after a crime or incident has occurred. Under consolidation, with a larger department, back up support would be immediately available on a routine basis and could be used to prevent trouble from occurring.

(b.) Shifting of resources flexibility - patrol or specialized officers could be sent when and where they are needed either in reaction to incidents that have occurred or in anticipation of such incidents. For example, if on a weekend night there was above normal activity in one city while things were relatively slow in the other cities, patrol units could be shifted to prevent incidents from starting.

(c.) Scheduling flexibility - on an individual department basis the impact of officers being away from work due to outside training, vacation, off sick, etc., would be much greater than with a consolidated department.

(d.) Increase in opportunities for professional development - jointly there will be the time and finances available for more training for officers. The increase in flexibility of scheduling will allow more time for officers to attend outside training that is available and also for the development and attendance of in-service training.

(e.) Decrease in turnover - with the professional development, benefits, and other opportunities that a consolidated department will provide there will be less of an attraction to bigger city departments or other occupations for experienced officers.

(f.) Keeping up with the cost for increased services - it is evident that the demand for law enforcement services is rising and, along with it, the cost for providing these services. Jointly, the cities will be better able to financially support the new and existing law enforcement programs by sharing in their cost as opposed to each city going it alone in creating and supporting these programs. Since the desire is not to maintain the status quo, but increase the law enforcement services, a consolidated department will cost more to operate. What must be considered is what these increased services would cost each city if they were being provided on an individual city basis.



(g.) Elimination of duplication of effort - in both line and support programs/functions there are elements which are maintained or would be maintained if done on an individual basis that could be accomplished more efficiently and effectively on joint basis. Where duplication occurs there may be unnecessary costs which could be eliminated if it were proven that it was feasible to provide these programs/functions on a joint basis.

2. Programs/Functions

(a.) Communications and Records:

(1.) Having the resources of all three departments available to one dispatcher will allow for more effective use of resources and the ability to respond to emergency and complaint calls in a more efficient manner. Figure 11. provides the present officer resources that might be available on any shift. If one dispatcher had all of these resources under his control and if he could use them without regard to the present jurisdictional boundaries, the dispatcher would be in a better position to allocate those resources. For example, if an officer were patrolling near the border of one city and a call came in on an incident directly across the border in another city, it would make sense to use that officer rather than call in an officer from the city where the incident occurred who may not be in the vicinity of the incident at the time. Another example might be that if all officers on duty at the time in one city were tied up and another call came in and, rather than hold off on responding an officer who is in another city and not occupied could respond to it.

(2.) Time in responding to calls is often critical; central dispatch will decrease the time needed for back up support. Current informal back up agreements facilitate the use of resources of all three departments in emergency situations. This is further enhanced by the fact that all of the departments monitor essentially the same frequencies. However, this still requires going through the dispatch of one or both of the other departments or in some other manner requesting this assistance when one department is in need of such assistance.

(3.) Central dispatch will decrease the total amount of personnel time among the three departments that is taken up in dispatching, therefore, allowing the time of the officers to be spent in other duties. Even if all of the present facilities for police continue to be used the officers who will be located in two of them will not have their time taken up in dispatching and its associated duties, and therefore, this time can be devoted to other matters.

(4.) The dispatch console equipment of Virginia is sufficient for use by all three departments; this will eliminate the need for repair or replacement of the other two sets of console equipment.



(5.) Central records will allow for more exchange of investigative information in which there is a common interest among the cities. The cities are in such close proximity to one another that investigation of a particular case might involve more than just the city in which the investigation was instigated. For example, a person may live in one city but be suspected of committing a crime in another. Having background information in three different locations in which there are three different methods or record keeping causes considerable expenditure of time and effort in obtaining this information.

(6.) Officer time spent in report/ record preparation will be reduced, therefore, allowing their time to be spent in other duties. In Eveleth and Gilbert especially, due to their smaller size, a considerable amount of the officers' time is spent in records/reports preparation. Having a central location with a staff trained in record keeping will allow for better records management plus free the time of officers for other duties.

(b.) Criminal Investigation:

(1.) More effective criminal investigation will result in cases where the present jurisdictional boundaries must be crossed. As mentioned in the Communications and Records section the cities share crime problems. This goes so far as to have common concern in individual crimes where a person living in one city may commit a crime in another. In other words, crime problems cross jurisdictional boundaries. Having central records would be a step in the direction for joint investigation by having a central location of investigative background information for use by a joint investigative force. In investigating crimes that cross jurisdictional boundaries situational problems are evident. For example, when questioning a person in his/her city for information and the investigating officer is from another city the procedure used is to have an officer from both cities present. This legal precaution causes duplication of effort which could be eliminated in consolidation.

(2.) Time that had to be taken from patrol for investigation can now be utilized by specialized investigative officers. In situations where the patrol officer must stay on the scene for investigation because there is no one to turn the investigation over to, the rest of his patrol area becomes unprotected. More patrol time is taken up if additional investigation is required later on with resulting scheduling problems.

(3.) Investigation will be conducted by officers who are specially trained in that function. Better investigation can be expected of an officer who has the advantages of being trained in that area and who is working in it everyday as opposed to relying on a patrolman who has neither of those advantages.



(4.) Joint investigation will provide for expansion of the investigative function over what currently exists and which each city can alone afford to do. Each city can not individually afford to take the time of personnel away from patrol to devote to the training and actual work of investigative officers. More personnel time for investigation is needed and a joint effort is one way of providing this time.

(5.) Officers will have more of an opportunity to train into and fill an investigative position; in other words, they will have the opportunity to work in a specialized field which may be more enjoyable to them. It was pointed out during the trip to South Lake Minnetonka that the officers felt that one of the primary benefits of consolidation from their personal point of view was that specialized positions were created in which they would enjoy working.

(c.) Juveniles:

(1.) Common juvenile concerns exist among the cities and the problems that result cross jurisdictional boundaries to the extent that a joint program would be practical. (See number 1 under Criminal Investigation for more complete statement).

(2.) Traditional methods of dealing with juvenile problems, especially in the area of chemical dependency, have not been successful; the pooling of resources among the cities into a new, innovative program will hopefully result in greater effectiveness. Virginia is currently studying a new approach to juvenile chemical dependency, which has affects on other delinquency problems as well. It is based on a similar program at Two Harbors, Minnesota. This program possibly could include the other cities for a maximum effort.

(3.) Time that must be taken from patrol for juvenile work will be utilized by specialized juvenile officers. (See number 2 under Criminal Investigation for more complete rationale).

(4.) Juvenile duties will be conducted by officers who are trained in that function. (See number 3 under Criminal Investigation for more complete rationale).

(5.) A joint juvenile program will provide for expansion of the juvenile function over what currently exists and which each city can alone afford to do. (See number 4 under Criminal Investigation for more complete rationale).

(d.) Patrol:

(1.) Patrol routes could be more efficiently structured with elimination of the present jurisdictional boundaries. At present, patrol is done by each department up to their own borders and then stops. Jurisdictional boundaries may not necessarily be the most logical place to stop based on efficiency of patrol routing.



(2.) Response time by patrol units will be reduced by elimination of the present jurisdictional/patrol boundaries. Under present conditions, if an incident takes place, the closest patrolling officer may not be from the city where the incident has occurred and time is wasted because the closest officer did not have jurisdiction. The same type of situation could occur if all the officers in one city were involved with other matters and yet another call came in; an officer patrolling in another city could be called in, under consolidation, rather than wait to respond to call.

(e.) Purchasing:

(1.) Joint purchasing will allow for reduction in costs due to larger orders being placed. A survey of firms which the police departments have individually done business with in the past indicated that discounts are available for the combined orders of the three departments.

(2.) A joint purchasing effort will necessitate better long range planning in the purchase and allocation of resources. First, out of necessity, better planning should result since the desires of the three cities will need to be considered together. The more you have to consider the more formal your planning has to be to meet those considerations. Secondly, the size of the departments does not always allow time for adequate planning which has resulted in purchasing on an as-the-need-arises basis.

(f.) Training:

(1.) Each city alone does not have the time or manpower to devote to the planning for training, either in-service or by outside agency, which is needed. Again, under present conditions, the time can not be taken from performing basic duties to allow for activities such as training.

(2.) Jointly, the cities can adequately spare the officers to attend either in-service or outside agency training for either basic or specialized training.

(3.) Local resources exist which could be contributed to an in-service training program; these resources could be more efficiently utilized if training was done on a joint basis. Initial contacts with organizations such as the Range Mental Health Center and Mesabi Community College indicates a high degree of interest in assisting the local police by whatever means would prove feasible.

Using these findings and conclusions as above, the Committee was then prepared for discussion and preparation of a set of function/program and resource recommendations.



F. RECOMMENDATIONS FOR PROCEDURES AND RESOURCES FOR PROGRAM/FUNCTION IMPLEMENTATION.

I. Communications and Records - Recommend that:

A. Procedures

1. Request be made for BCA assistance in setting up a uniform records system.
2. All communications (dispatching) and records functions be performed and maintained out of current Virginia facilities.
3. Uniform procedures be established for booking, interviewing detention, criminal statistics etc. so as to aid in uniform record keeping.
4. Training sessions be held for officers in new uniform communications and records procedures.

B. Personnel - Recommend that:

1. One officer per shift be in charge of dispatching as currently exists in Virginia for 24 hour dispatch coverage (NOTE: desk sergeant performs other duties in addition to dispatch; evaluation should be done after implementation to determine if workload has become excessive.)
2. Additional personnel and training (possibly through BCA) for personnel be provided for additional workload. The hiring of one additional full time clerk be provided.

C. Facilities - Recommend that:

1. Current Virginia facility be maintained which will have space and equipment necessary to handle records and dispatch; Eveleth and Gilbert facilities will not be required for this function and duplication of effort should be avoided.

D. Equipment - Recommend that:

1. The current Virginia dispatch equipment be maintained which has the capability to service all three communities; it will be further upgraded by the addition of recording equipment for monitoring calls on emergency frequencies.
2. The central facility will require additional office equipment; office equipment such as typewriters, filing cabinets, duplicators from Eveleth and Gilbert should be transferred to central facility at Virginia to eliminate expense of purchasing additional equipment; purchase of additional equipment will only be known after exact methods of uniform record functions are established.



II. Criminal Investigation

A. Procedures - Recommend that:

1. A trained investigator (or another officer with special training) would be on duty every shift. This person would be called to a scene (based on prewritten guidelines) that requires search and evidence collection. (Policies and procedures for the types of crimes this unit would handle should be developed in cooperation with representatives of the County and City Attorneys office.
2. The investigator would be responsible for delivering evidence to the Crime Lab; follow up on each case; coordination with other law enforcement officials that may be involved in the case (Sheriff, BCA, FBI); and provide testimony in court.
3. The investigator(s) would be responsible for training patrol officers that may arrive on the scene initially, to assure uniformity in all investigations.

B. Personnel - Recommend that:

1. Two detectives be assigned to this section. (Plus provide several other officers with special training in investigation for support).

C. Equipment - Recommend that:

1. A vehicle be provided which can be shared with juvenile officers.
2. Specialized investigation equipment be purchased.

D. Facilities - Recommend that:

1. Virginia facilities be used as a base for criminal investigation activities.



III. Juvenile Programs

- A. Procedures - Recommend that:
 - 1. Cases involving juveniles would be referred to the juvenile officer for investigation.
 - 2. The juvenile officer would make decisions on whether or not to detain a juvenile (based on departmental guidelines) i.e. - referral to parents, referral to social service agency, referral to juvenile court intake service.
 - 3. The juvenile officer would meet with the juvenile and his/her parents in making a referral.
 - 4. Establish liaison with school, mental health center, social services immediate intervention unit, probation and court.
 - 5. The juvenile officer could set up training classes for juveniles i.e. - shoplifting clinics or chemical dependency education program.
- B. Personnel - Recommend that:
 - 1. Two sworn police officer with specialized training in delinquency problems, crises intervention etc., be assigned to this section.
- C. Equipment - Recommend that:
 - 1. A vehicle be provided which can be shared with criminal investigation.
- D. Facilities - Recommend that:
 - 1. Current Virginia facilities or other locally available facilities (school, office space with other service agencies etc.)

and/or (this program could work in conjunction with the above program and free some of the time of the juvenile officer for investigation functions).

City/School Coordinator

- A. Procedures -
 - 1. Work in cooperation with juvenile officers in counseling parents and making referrals to community agencies.
 - 2. Serve as a member of a school personnel team working directly with students (and parents) who have come into contact with law enforcement officials, or who school personnel feel may be involved in delinquent activities.
 - 3. The juvenile services unit would work with the immediate intervention unit and the crises shelter setting up training programs for juveniles such as shoplifting clinics and chemical dependency programs.
- B. Personnel -
 - 1. Non sworn personnel be assigned which have some training in addition to social services background.
- C. Equipment -
 - 1. Would require one vehicle for use in this section.
- D. Facilities -
 - 1. Appropriate locally available facilities will be chosen (School, office space with other service agencies, etc.)



IV. Patrol

A. Procedures - Recommend that:

1. New patrol zones be established based on the most efficient and effective method of delivering this service rather than on the present jurisdictional boundaries.
2. Zones be established which will be delineated by the distinction between areas within these zones as being urban, rural or not patrolable/not patrolable on a regular basis. Levels of patrol for each area will be determined between the chief and the Public Safety Commission.
3. Officers from different cities be teamed so as to learn from one another the area and the citizens that were part of their former jurisdictions to ease the transition for the officers of having to patrol in territory which is unfamiliar to them.

B. Personnel - Recommend that:

1. To attain the level of patrol indicated under A it is estimated that no additional patrolmen need be hired.

C. Equipment - Recommend that:

1. Standardization of the basic patrol car to be used by the department be accomplished in order to provide one set of bid specifications for future purchases. This would include other special equipment such as emergency lights and radios which may not be purchased at the same time as the basic patrol car.
2. To attain the level of patrol indicated under A., it is estimated that 1 additional patrol car be purchased.
3. Current total sidearm inventory remain at its present level.

D. Facilities - Recommend that:

1. The patrol function be based out of the current Virginia facilities with use of substations as the need arises. Substations will be manned during dayshift on weekdays.



V. Purchasing

A. Procedures - Recommend that:

1. Joint purchasing be accomplished to facilitate discounts for quantity purchases which joint ordering would provide.
2. Long range plans be developed for purchasing needs to take further advantage of available discounts.
3. Alternative means be developed for methods of disposing of used major items of equipment which may not be acceptable to companies as trade ins.
4. A "Cooperative Purchasing Agreement" be entered into with the state which the cities may take advantage of when the opportunity arises. (This program, offered by the State, allows cities to join with the state in joint purchases).

B. Personnel, Facilities, Equipment - Recommend that:

1. Personnel from the Administration Division be responsible for the purchasing function which will be located in the current Virginia facilities.

VI. Training

A. Procedures - Recommend that:

1. A more extensive in-service training program be instituted to further enhance the professional development of the departments officers.
2. Consideration be made for participation in the regional training program currently being developed.
3. The active support of local resource agencies be solicited for participation in any in-service training program.
4. Officers be encouraged to participate in other programs which add to their professional development such as college level law enforcement courses.
5. The current college credit allowance program operated by Virginia be extended to all officers.

B. Personnel, Facilities, Equipment - Recommend that:

1. Personnel from the Administration Division be responsible for the training function which will be located in the current Virginia facility; the Virginia facility also has a room large enough for in-service activities.



E. RECOMMENDATIONS FOR RESOURCE UTILIZATION

I. Administration

A. Police Commission - Recommend that:

1. A joint police commission be established with the existing commissions being abolished. The commission would consist of two members from each city, serving for two year overlapping terms, appointed by their city council. The consolidated police department would be responsible to this commission and the commission would have policy making, administrative and financial authority over the police departments. The name of this commission shall be the Mesabi Public Safety Commission.
2. This commission would be responsible for the selection of the department chief and have responsibility for all other personnel matters.
3. This commission would exercise general supervision over law enforcement and set standards in the provisions of law enforcement services to the cities.

B. Department Organization (see Figure 33.) - Recommend that:

1. There be three divisions within the Mesabi Public Safety Department with division heads responsible to the chief. These divisions are delineated as follows:
 - a. Investigation Division consisting of juvenile and criminal programs/functions.
 - b. Patrol Division for the patrol program/function.
 - c. Administration Division consisting of the records and communications, purchasing, training, planning and other administrative programs/functions.

C. Ordinances - Recommend that:

1. The ordinances that the police department is responsible for enforcing be made consistent among the cities involved.

II. Budget

A. Sharing of cost formula - Recommend that:

1. The sharing of costs for the provision of law enforcement services be based on population with the Virginia share at .638718%, the Eveleth share at .235717%, and the Gilbert share at .125565%. (See Figure 34. for detailed explanation of this section.)
2. After two years a re-evaluation be done to determine if a more equitable method of cost sharing may be necessary. During this two year period a more consistent method of compiling crime rate and call/complaint information will be possible through central records and this information could be used as a basis for a more complete sharing of costs.

B. Budgetary Control and Reporting - Recommend that:

1. The Public Safety Commission establishes the amount of required payments from each city for each calendar year on or before September 1 of the previous year and submit this to each city council for approval. These payments be made to the Commission at least quarterly during the course of the year, on January 1, April 1, July 1 and October 1.
2. Any expenses over and above the budget assessed be paid by the cities to the Commission in the same proportion as the payment of the budget for that year.



3. The commission make a financial accounting and report to the cities at least twice each year. All reports and records be available for examination by the cities at all reasonable times.

C. Budget Estimates (see Figure 34.)

III. Personnel -

A. Rules and Regulations - Recommend that:

1. Work begin as soon as possible on the publishing of a new rules and regulations manual to cover the operations of the new department and the commission which governs it, to include position descriptions, classifications, officer responsibilities and other appropriate subjects.
2. The Public Safety Commission form a committee consisting of commission members and the administration and police officers to review this manual.

B. Agreements - Recommend that:

1. Since the present departments will be abolished and a new department established that the present officers be given sufficient time to chose their representation in the form of a union if they so desire. This should be done so as to allow sufficient time for negotiations and settlement of a new agreement prior to the date on which the new department is established.
2. Present unions involved be notified of the above as soon as possible.

C. Pensions - Recommend that:

1. All new officers, which join the department after some future date, be enrolled in PERA and that present officers be given the option of converting to PERA or continuing their present plan and that officers that chose to remain with their present plan be guaranteed that the present plan will remain in existence as long as members/survivors are still living.
2. PERA be requested to perform an actuarial survey to determine what would be the cost to each city for "buy back" for present officers who desire to become members of PERA.
3. Whatever the cost is for "buy back" into PERA that the cost be the responsibility of the city that the officers are presently serving and the subject be open for discussion between each city and their present relief association as the source and method of payment for this "buy back". This would also apply to maintaining the present plans for which ever officers chose to remain with them in that it would be the responsibility of each city to absorb the costs over and above what the costs would have been if all of the officers had converted to PERA.
4. Determination be made through the State Retirement Commission and PERA if any legislative or charter changes are needed to accomplish the above.



IV. Equipment

A. Present Equipment - Recommend that:

1. Present police equipment owned by each city be utilized to the fullest extent possible so as to eliminate, as much as possible, the purchase of additional equipment.

B. Uniforms and Insignias - Recommend that:

1. A new uniform and other accessories be agreed upon so that its use may commence at the time that the new department comes into effect. Purchase of current items of apparel should be avoided where possible from this date forward.
2. Insignias, badges and other items referencing the police department which appears on patrol cars and other equipment be redesigned for standardization.

C. Office Equipment - Recommend that:

1. All office equipment be pooled and utilized in whatever police facility is in need of it as directed by the Public Safety Commission.
2. Office equipment needs for each program/function will be indicated under the section devoted to each program/function.

D. Specialized Equipment - Recommend that:

1. All specialized equipment be pooled and utilized by whatever program/function is in need of it as directed by the joint Public Safety Commission.
2. Specialized equipment needs for each program/function will be indicated under the section devoted to each program/function.

V. Facilities - Recommend that:

- A. The current Virginia facilities be utilized as the central headquarters with the current Gilbert and Eveleth facilities being utilized as substations.
- B. Within one year after the starting date of the new department a re-evaluation be done as to the requirements for maintaining the current Gilbert and Eveleth facilities; their utilization will determine if they should continue to remain open.



V. CONCLUSION

A. Problem Areas

In this study, as with any other study of this type, there were problem areas which were unavoidable and in some cases insurmountable. It would be too speculative in some cases to judge whether or not a problem could have been overcome and that the correct method in approaching it was just not used, or whether, given the current situations, that the problem was simply too complex to deal with effectively. What is presented is what the problem areas were and why they were problems. Whether or not they would be problems for other communities attempting a similar effort will depend on the current circumstances and resources within those communities.

The problems associated with this study can be viewed from two different perspectives and are presented as such; those of a situational nature and those of a staff/study nature.

1. Situational - (those problems which did not arise because of the study itself but had an impact on the study due to the current situations of the cities involved)

a. Different sizes of cities and police departments

This was one of the most disruptive influences on the Project and was a source for many of the other problems. Having one city and department considerably larger, in a relative sense, than the other cities presented an unbalanced set of circumstances among the cities. Some believed that Virginia was providing more services with more resources than the other cities had to offer and therefore had less to gain from consolidation. In essence, Virginia would have to share



control of what they already had. Having a larger, and what they felt better equipped and better trained force, some felt that Virginia would be spreading its more valuable resources over a larger area and would, therefore, be losing instead of gaining in any cooperation effort. This all resulted in a situation where they looked at cooperation as "what would be provided to the other cities" rather than what could be gained for Virginia. Virginia was already the base for certain services for the other cities at a nominal cost; the lock up for all the cities was in Virginia, Virginia could more readily provide backup support to the other cities than the reverse, Virginia owned the only breathalizer, and so on. This caused a certain amount of resentment in that some in Virginia felt they were already creating additional costs for themselves by aiding the other cities although there was never any move on the part of Virginia to stop it. Some Virginia officers felt the same way in terms of work load.

On the other hand, opinions were expressed from Eveleth and Gilbert that they would be "swallowed up" by the larger Virginia and that a more cooperative organization would be less responsive to the needs of Gilbert and Eveleth than to Virginia. Eveleth and Gilbert had recently made or were contemplating improvements to their departments and some felt that this progress might be jeopardized through the influence of the other cities.

This all resulted in some opinion being expressed by each city that the other cities were going to received more benefits from whatever action was taken than they were. This negative evaluation method of



what "they" would gain and what "we" would lose caused considerable ill feelings.

b. Existing political friction

Within the study area there was considerable healthy, and not so healthy, competition between the cities. Attempts at "oneupsmanship" was common between the communities. Existing political frictions on certain subjects had caused a certain amount of suspicion, even though these subjects were not directly related to the Project. Although there were many comments that this competition and past and present differences should be put aside it was still evident that they remained.

c. Personnel area associated problems

Many items in the existing personnel arrangements of the cities had such vast differences that any discussion of changes often brought argument, particularly among the officers. Each of the three cities had a different pension system. Two different unions were involved with some discussion of a move to a third in one city. The rank structure was different in all three cities as was the time in present rank eligibility for progression in rank. This was of major concern to the officers in that a sergeant in one department may have fewer years experience than a patrolman in another. Benefits and salaries varied significantly among the departments.

Integration, with these vast differences, would certainly have been a problem for a number of years if some type of merger had resulted from the study.



d. The existence of political boundaries

Obviously political boundaries exist with very little that could be done about them. It became a rather touchy issue in that, consolidation would have created a situation where an officer living in one city would be making an arrest, investigating, patrolling and so on in another city. The concept did not sit well with some city officials nor with some officers who preferred to live and work in their own city.

2. Staff/Study - (those problems directly connected to the study itself in that they existed because the study existed and occurred during the course of the study)

a. Cost

It can be seen in reviewing the financial information that the original recommendations would have cost the cities more to support than their own present systems. Part of the reason for this was that it was clear from the beginning that Committee members were interested in more police services, not maintaining the status quo. However, the additional services desired would cost less under the proposed consolidation than they would have cost each city on an individual basis.

This perspective was generally, although not totally, accepted by Gilbert and Eveleth. However, in the end they did not feel that they could afford these increased services. Some in Virginia, on the other hand, felt that since Virginia was already providing many of these services in one form or another they would be underwriting the provision of these services to Gilbert and Eveleth.



Law enforcement is a very labor intensive function and this highlighted the problem addressed earlier dealing with having different size cities and police departments involved in the study. Virginia salaries and benefits were better and hence more costly than in Gilbert or Eveleth. Had the initial consolidation recommendations been adopted, it was generally accepted that the highest and best benefits and salaries would, for the most part, have to be used.

b. Lack of consistency in the data maintained

Each of the departments had their own procedures as to what records they kept and how they maintained them. This caused difficulties in making comparisons and resulted in some noticeable gaps in the baseline data. The problem was compounded where there were inconsistencies between what the department's records indicated and the Bureau of Criminal Apprehension statistics and rates.

c. Representation

In the initial recommendations it was stated that the joint public safety commission was to have equal representation of two members from each city. Gilbert and Eveleth were insistent that they should be treated as equal members and eliminate any concern on their part that their cities would be swallowed up by Virginia. It was also pointed out if any city felt that they were being taken advantage of, that city could more than likely pull out of the merger. At the bottom line the consolidation would tolerate very few split votes and trust and compromise would have to be evident prior to voting taking place on any issue.



Virginia strongly felt that membership should be more closely in line with cost share. If they were providing approximately 2/3 of the cost why should they chance being consistently outvoted by Gilbert and Eveleth.

d. The concept of consolidation

The concept of consolidation was a very confused issue during the study and use of the word became a source of fear and suspicion. Although there were those who held that this was the way to go from the beginning of the study, attempts were made to prevent the study from becoming a tool to justify consolidation. The study was to investigate the possibilities of joint effort, of which consolidation was only one of many possible options. The concept of consolidation became a major issue, if not the major issue during the study.

e. Conception of a take it or leave it type situation

From hindsight it appears that the initial recommendations somehow became interpreted as being presented in a take it or leave it package, although it was never intended as such. What seems to have happened in some cases is that on issues such as representation, uncompromising sides took shape which quickly formulated into pro and anti-consolidation camps. No middle ground could be established.

f. Flow of information to non-member city officials

What could be considered one of the primary reasons for the occurrences described in e. above was the fact that those city officials that were not members of any of the committees associated with the study were not as familiar with the content or the purpose of the study as was thought. This led to much confusion and many surprises



once the recommendations were released. Staff/Committee member follow up with non-member city officials during the course of the study apparently was not as extensive as it should have been nor spread out over an adequate amount of time. As a result, these officials had too much information pushed on them at once. However, it was also the case that some city officials did not make the effort to become adequately informed when they were provided with the means to do so.

g. Emphasis of negative aspects

There were, unquestionably, negative aspects or at least aspects which were not beneficial in the initial recommendations as well as with the present systems. These aspects certainly needed to be brought out and discussed; however, too much of the discussion seemed to dwell on these areas. The weighing of the pros and cons of the present system versus the pros and cons of the proposed system often seemed to be lacking on the part of study participants.

B. Recommendations to Other Communities

Some suggestions would be appropriate to other communities which might be considering actions similar to those that were addressed in this study. What we have learned could be of value in avoiding pitfalls and in taking advantage of key points that we discovered.

1. The need for an in-depth study

At one point during the study, staff and Committee members visited the South Lake Minnetonka Public Safety Department, an example of a successful police consolidation in southern Minnesota. At the time



of the visit, the system was just beginning to gel after several years of hard work. As one of the city officials jokingly put it, "If we had done a study prior to our consolidation we might not have gone through with it."

Perhaps if these cities had followed this approach things would have turned out differently. However, I have not seen any regret, in this respect, that the study was done first. Mistakes were made and the results of the study were not to everyone's satisfaction to be sure. We are certain that in whatever action would have been taken that the implementation would have been smoother than what would have occurred if a study had not been done.

The Committee members who visited South Lake Minnetonka heard the South Lake Minnetonka people bring up problems that they had not thought of prior to their action and which occurred during the first few years of their consolidation. Our Committee came away feeling more assured about the study in that many of the South Lake Minnetonka problems were ones that we had contemplated and discussed during our meetings.

In attempting to compare the Minnetonka and Police Study approaches the question comes to mind as to whether the financial support should continue for studies or whether this money would be more justifiably spent for implementation costs. The study approach compensates for the lack of ability in forming a long range perception of what will or will not turn out to be a good idea. It also helps to know what a



community is getting itself into. On the other hand, procrastination and political hang ups are more firmly dealt with in the non-study approach.

Some analysis would appear to be necessary, although not always to the extent to the Police Study. It is hoped that a review of this report could possibly keep the study phase down to a manageable level for those considering law enforcement cooperation projects.

2. The need for an active, concerned study group

This point cannot be emphasized enough. Consultant assistance in the leg work, as was the case in this study, can be used, but the direction and guidance for the study has to come from representatives of the cities who are concerned and interested in law enforcement services. Anything less than this will lead to ultimate failure.

3. Different size cities and police departments

Every city and police department is different and this certainly should not deter anyone from considering cooperation in law enforcement. The point here is that the differences have to be brought out and dealt with; ignoring present situations will be a fatal error in that these factors simply do not just go away. Whether it be differences in pension systems or what a city's representation on a joint policy making board should be in relation to that city's size, these differences will come up eventually. There is, of course, nothing wrong with putting certain issues "on the back burner" until more research can be done, but these differences should be addressed before the participating communities become too involved.



When many differences exist they may still be dealt with by approaching cooperation or consolidation in a step by step approach over a period of time. Some functions could be done together, with others following later in a phased long range plan. This might also quell some fears of cooperation/consolidation or of the fear that too much is being changed at once. If the first few things do not work out, then they could be changed back to their original form without too much difficulty or at least without the difficulty of changing back if an entirely new system had been adopted and it was discovered that it was not working.

This might also help in the cost area, with implementation costs being spread over a period of time instead of coming all at once.

4. Examination of the political climate

When several cities are in close proximity to one another there may be some political problems or frictions between or among the cities. Whether or not these frictions exist may give some indication as to the chances of success in cooperation and the ability of the cities to work together. Why they can not cooperate may not always be selfish concerns; there may be some logical reasons for an inability to cooperate.

Another indication would be a history of cooperation, particularly among the police departments. Some limited cooperation as in an informal understanding to provide each other with back up support when needed could be something that can be built upon.



5. Officer involvement

There is a definite need to inform and obtain input from the police officers to insure their backing along every step of the process.

A moral obligation almost exists to keep the officers aware of and contributing to the outcome since it will impact on them personally. The officers are the ones who carry out city law enforcement policy and should have input on what changes could be considered.

The purpose of any project of this type is to improve present conditions and alleviate problems - not create new ones. If personnel problems result then only new headaches are created for the cities.

Additionally, the officers in a department may constitute a potent interest group; city councils will often hesitate in disagreeing with the officers if the officers are vehemently for or against any law enforcement connected proposal. At the very least, if a proposal is on shaky ground the officers opinion may well make the difference.

6. The flow of information

As mentioned earlier it was a surprise to learn that city officials and employees that were not members of any of the Study Committees were not as informed about the study as had been thought. It was believed that the written reports sent to them, media reports and brief mention at city council meetings were sufficient; they were not. Meetings with individual officials and employees and continual verbal reports at city council and employee meetings must be done even though it is a very time consuming process and may, at times, be



difficult to arrange.

It is equally important to obtain their opinions along every step of the process. If this is not done a study group may well find its conclusions out of line with what the majority of the other city officials feel. It may also cause some resentment on the part of non-committee members in that they may feel that they were not consulted enough until the very end of the process. This may quickly breed uncompromising viewpoints and development of "take it or leave it" perspectives.

7. Clarity in financial considerations

A proposed budget or some listing of estimated costs, especially when done in any detail, may mean different things to different people when a thorough explanation does not accompany it. What is and what is not included in the cost figures, what time frame is being considered and what estimates are more speculative than others are but some of the items which should be included in this explanation.

Financial questions are always the first ones to be asked in any proposal, especially when a major change is suggested. Unless costs, and especially the cost effectiveness, are clear it will be impossible to get a commitment to any plan of action.

8. Assistance

Get as much information as possible from those who have made similar efforts. A visit to the location where it took place to meet with the people involved is a good idea; there is no better methods of getting the feel of what these people went through.



C. SUPPORTING DOCUMENTS

1. Officer Survey (Appendix B)

A survey concerning the Police Study was sent to all police officers in the three cities in December, 1976. The 86% return rate in itself gave an indication of officer concern in the study. A total of all three departments appears first followed by a breakdown by individual departments.

It should be noted that officer opinion seemed to fluctuate during the course of the study particularly after the recommendations were made. Opinion also fluctuated considerably from department to department.

One of the problems which necessitated a written survey was that attendance was poor in several attempts to have meetings with all the officers at once. The reason given for the poor attendance was that the officers wanted to have something to react to before they expressed their opinions. They also hesitated in expressing opinions at meetings of representatives of the departments because they did not want what they said to be taken as the opinion of the entire department. This all resulted in a disastrous situation in that officer opinion was not made clear until after the recommendations were made public.

2. Draft Joint Powers Agreement (Appendix C)

This was the initial draft of the proposed joint powers agreement to cover the joint provision of law enforcement. Generally, it covers the points made in the Police Study recommendations and the guidelines of M.S.A. 471.59.

3. HUD Interim Report (Appendix D)

This report was a result of a request by HUD for information on the progress of the Police Study phase of the M.I.P. It is included because it contains the evaluation plan that would have been used if the recommendations of the Study had been adopted.

4. Pension Systems (Appendix E)

The recommendations included a phase-in of the P.E.R.A. pension system for Virginia and Eveleth (Gilbert police were already under P.E.R.A.). This summary compared the Virginia and Eveleth plans with P.E.R.A.



FIGURE I. CRITERIA FOR ANALYSIS

A summary of the approach to be used in the study of the police departments of Virginia, Eveleth and Gilbert.

Scope: Increase productivity of the police delivery system in the cities of Virginia, Eveleth and Gilbert through cooperative efforts.

- Primary Goals:
- 1) prevention of crime and the detection and apprehension of those who do violate those laws which the departments have the responsibility for maintaining
 - 2) protection of and rendering assistance to the citizens who fall within the jurisdiction of the three departments

Narrative: If each department were only being considered individually then this study would be applying the above goals individually. Within the scope of this study the focus is on how these goals can be strengthened by joint effort among the three police departments involved. No assumptions are made on the level that these goals are being presently maintained. An integral part of the analysis is determining this present level. However, whatever the level of attainment of each of the departments the purpose of this process is to strengthen these goals, where possible, through cooperative effort.

In order to accomplish the above primary goals it is within the scope of this study to consider a list of objectives to be attained.

- 1) maintaining high morale among the departments' personnel
- 2) further developing professional skills among the departments' personnel
- 3) developing efficient and effective management policies
- 4) maintaining flexibility in the departments to adapt to changes in crime patterns in their jurisdictions and the ability to plan for these changes
- 5) maintain public confidence and support

Narrative: Again, it is the cooperative aspect that is being specifically addressed.

To meet the purposes indicated above an evaluation must be done of each existing operational component (program) which are included in the broad areas of:

- 1) administration
- 2) personnel
- 3) budget
- 4) service area
- 5) physical plant
- 6) equipment
- 7) communications and records



FIGURE 1. (Concluded)

Narrative: This evaluation must be done to determine the present conditions and to point out possible areas where joint cooperation would be beneficial.

In looking at the existing operational components (programs) the following questions should be asked:

- 1) Is the operational component/program area fulfilling the goals and objectives stated previously?
- 2) Based on the data, can the goals and objectives of the operational components/program areas be achieved more efficiently through cooperative efforts?



FIGURE 2.

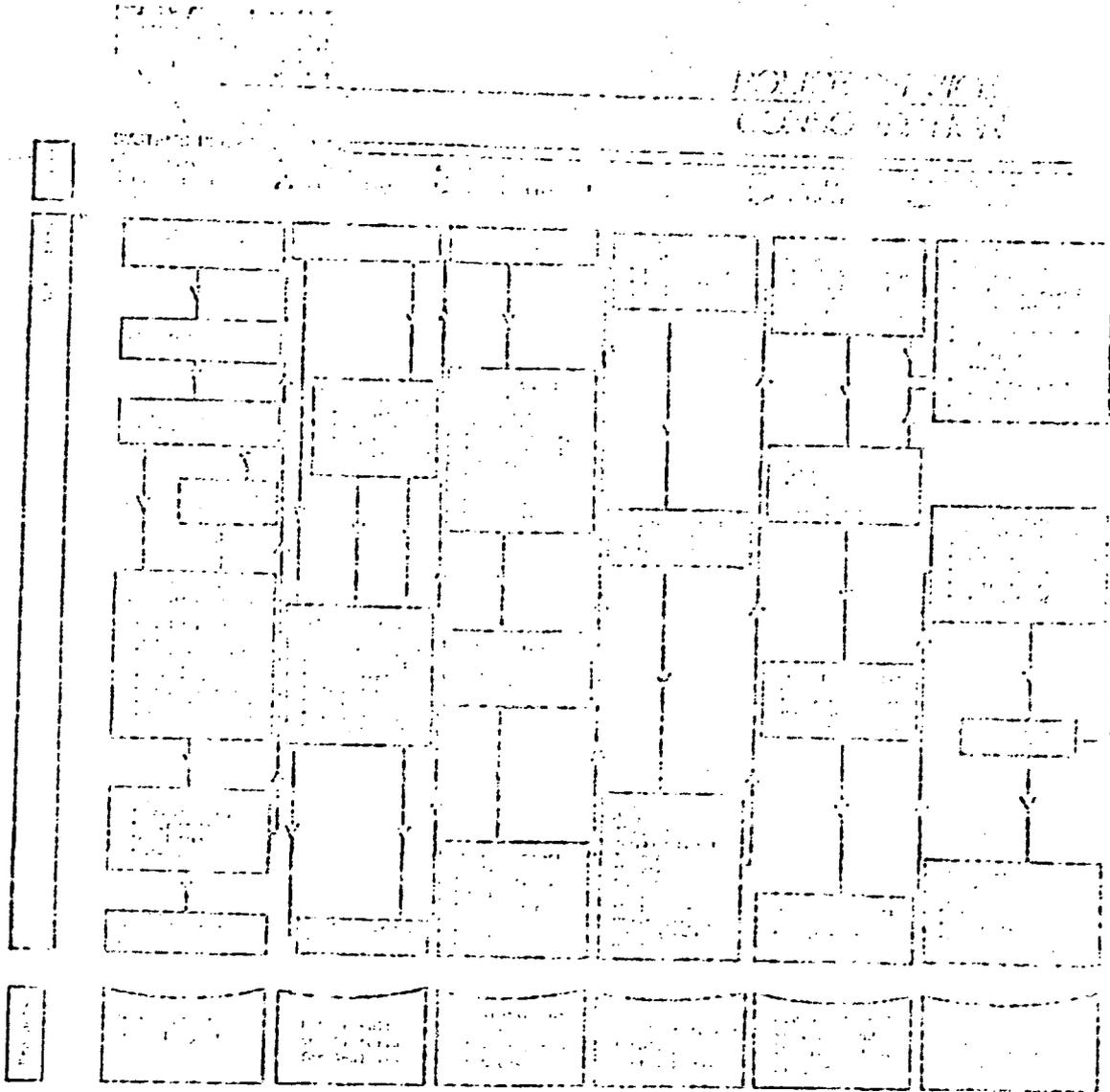




FIGURE 3. WORK PLAN

Keeping in mind the criteria for analysis of this study that included a statement as to the scope of this study which is: "increasing the productivity of the police service delivery system in the cities of Virginia, Eveleth and Gilbert through cooperative efforts", the guidelines set forth below in the form of a work plan should be followed as closely as possible. In doing so it will achieve the purposes of: 1) progressing along in the study in as orderly a manner as possible 2) being able to pinpoint and monitor the progress that has been made 3) having one readily available document for all concerned to review and relate to what has and will be discussed and therefore serve as an aid in communication as to the direction of this study 4) being used as a guide in approaching the formulation of alternatives.

It can be expected that elements under this work plan will need restating or may be eliminated completely; additions can be certainly expected. As long as these changes are recognized and made clear to all involved then the work plan will continue to serve its purpose.

(This is a preliminary breakdown of the issues and their related tasks.)

I. Organizational Structure

A. Administration

1. Inventory current management practices and policies for each department
2. Assess role of city council and public safety commissions in management and police decisions for each city
3. Determine the current level of police services in each community
4. Assess planning capabilities for each department
5. Determine differences in ordinances and zoning regulations that may affect service delivery in each community

B. Personnel

1. Inventory current personnel for each department and assess job descriptions for each person
2. Determine breakdown of personnel for each service provided i.e. investigation, clerical, juvenile, communications, jailors, etc.
3. Describe the make-up of current personnel rosters in terms of years of experience, BCA training, education, etc.
4. Inventory salaries for each position in each department
5. Assess benefits provided by each police union, i.e. retirement pension, medical insurance, vacation, sick leave, etc.



FIGURE 3. (Continued)

C. Budget

1. Provide budgetary information related to law enforcement expenditures by each city over a period of three consecutive years
2. Determine all sources of revenue for law enforcement expenditures for each city
3. Determine budget projections for future years based on expanded source needs
4. Examination of funding sources for potential increased revenues

II. Physical

A. Annexation

1. Determine impact of possible annexation on service delivery system; i.e. the increased number of people, greater sq. mileage, application of ordinances

B. Physical Plant

1. Inventory existing jails in each city to determine current capacities and services provided
2. Determine availability of space in each facility to accommodate growth development
3. Assess each facility for compliance with the Department of Correction's standards for lock-ups

C. Equipment

1. Inventory all equipment for each department and note differences in use of the equipment
2. Assess condition of equipment; i.e. age of patrol cars, projections on which equipment will need to be replaced within one or two years, etc.

D. Communications, Records and Lock-ups

1. Assess current dispatching capabilities including costs, equipment and personnel required for 24-hour dispatch
2. Inventory all types of records kept by each department to determine differences in reporting to the BCA
3. Determine current use of teletype
4. Inventory the types of data and statistics kept by each department to determine areas of difference and uniformity
5. Assess current lock-up facilities use; i.e. costs involved, # jailors needed, etc.
6. Check past records to see average daily population, average # days for each prisoner, and projections of future population



FIGURE 3. (Concluded)

III. Joint Powers Agreement

A. Legislation

1. Determine if special legislation would be necessary for consolidation
2. Determine legal ramification of a joint powers agreement
3. Consideration of mutual aid agreements with other local law enforcement agencies



FIGURE 4. SUMMARY OF PRESENTATIONS (SEE TIMELINE)

Part I - Basic Summation of Current Conditions

- how the system currently operates under each functional element
- problems that would hamper cooperative efforts under each functional element
- questions that will need to be addressed in Part II

Goal: Committee/staff understanding of where each of the departments presently stand and how this will affect possible alternatives.

Part II - Alternative Courses of Action

- benefits/disadvantages in cooperative efforts in each functional/program element
- restating problems that would hamper cooperative efforts under each functional/program element
- specific alternatives for consideration

Goal: Committee elimination of unusable alternatives and formulation of a package of desired alternatives.

Part III - Methods of Implementation (based on decisions reached by committee under Part II)

- project description (to summarize implementation goals and to use in the grant application process)
- how alternatives chosen could be implemented
- presentation of possible joint powers agreement

Goal: Preparation of project description and ways and means of attaining elements so indicated in the project description.

As the various sections of the above are presented the criteria for analysis must be kept constantly in mind. No attempt is made to specifically list which goal/objective is being addressed as each element of the study is reviewed and discussed. However, the relationship between the criteria for analysis and the elements in the presentations would be evident if the presentations were prepared in the manner for which they were intended. If this relationship is not evident then the presentation has failed in its purpose.



FIGURE 5.

EVELETH, VIRGINIA, GILBERT
POLICE STUDY COMMITTEE TIMELINE

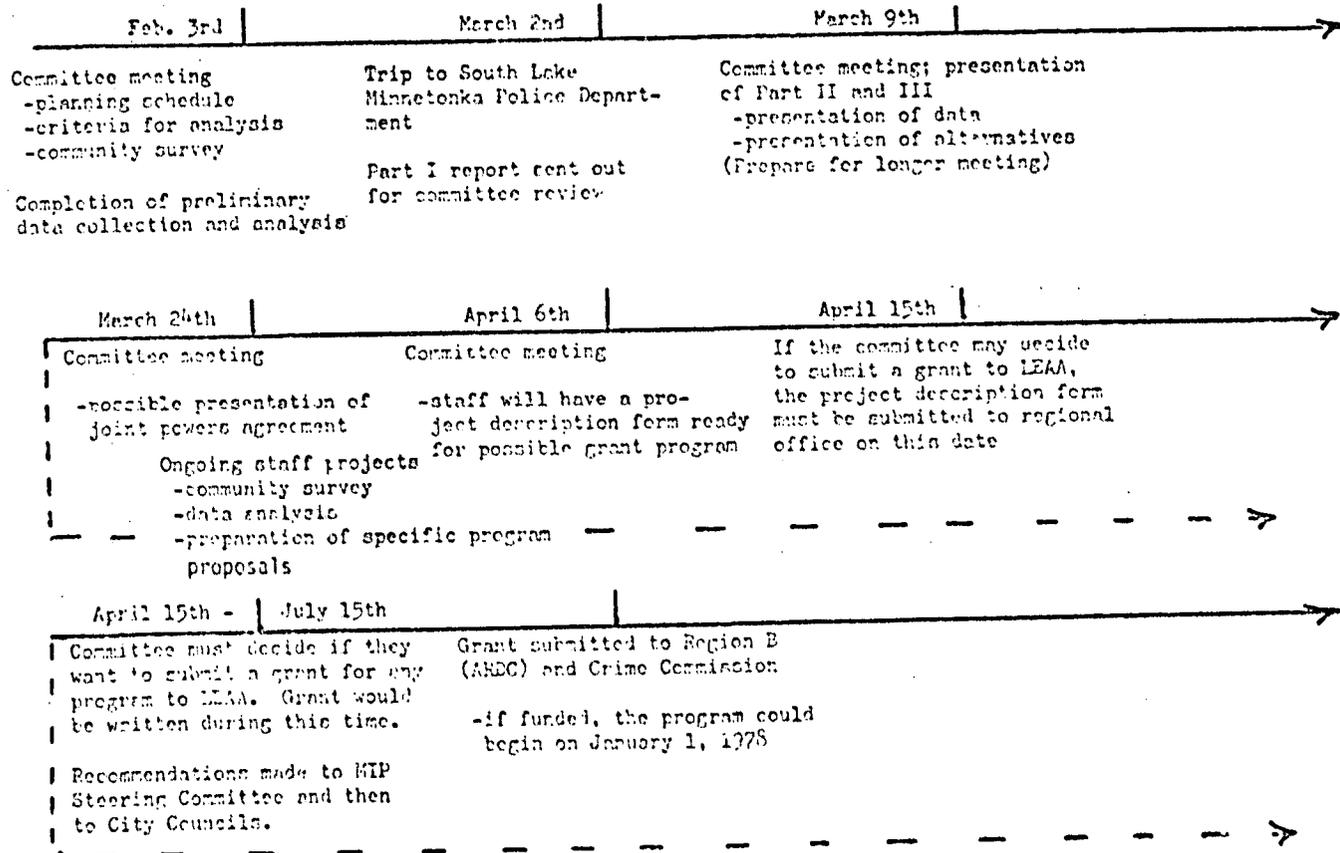




FIGURE 6. CENSUS - 1930 TO 1970 (AND 1975 ESTIMATES)

	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1970 AGES 5 - 17</u>	<u>EST. 1975</u>
Eveleth	484	6887	5872	5721	4721	1130	4410
Gilbert	2722	2504	2247	2652	2287	664	2680
Virginia	11,963	12,264	12,486	14,034	12,450	2982	12,730

	<u>EST. 1975 TOTAL POP.</u>	<u>POLICE* DEPT. EXPENDITURES 1975</u>	<u>PER CAPITA COST OF LAW ENFORCEMENT</u>	<u>NO. OF OFFICERS</u>	<u>OFFICER PER THOUSAND POPULATION</u>
Eveleth	4410	\$112,000	25.39	11	2.49
Gilbert	2680	\$ 65,000	24.25	8	2.98
Virginia	12,730	\$375,000	29.45	27	2.12

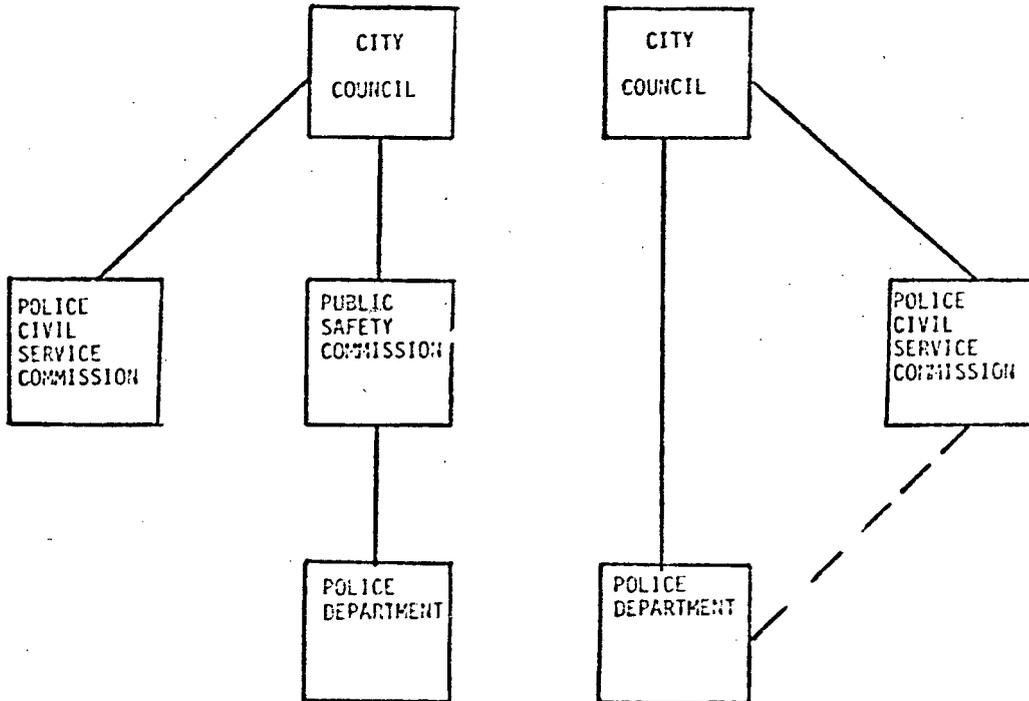
* Items appearing under Police Department in Annual Report; as will be shown in further discussion of financial information not all costs associated with law enforcement appear in the police section of each city's financial annual reports.



VIRGINIA SYSTEM

FIGURE 7
ADMINISTRATIVE RESPONSIBILITY

EVELETH AND GILBERT SYSTEM



———— RESPONSIBILITY TO

- - - - - ADVISORY TO



FIGURE 8. VIRGINIA - ARRESTS (ADULTS)

	1965	1971	1972	1973	1974	1975
I						
1. Criminal Homicide	0	1	0	0	1	0
2. Forcible Rape	1	0	0	0	1	0
3. Robbery	0	0	0	0	3	0
4. Aggravated Assault	9	0	2	0	7	2
5. Burglary	6	3	3	8	2	3
6. Larceny	26	30	23	35	43	32
7. Auto Theft	1	3	0	0	0	0
I TOTAL	43	37	28	43	58	37
II						
8. Other assaults	29	30	28	32	23	46
9. Arson	0	0	0	0	0	0
10. Forgery and Counterfeiting	1	1	0	6	0	0
11. Fraud	17	25	25	26	42	8
12. Enticement	0	0	0	0	0	0
13. Stolen Property; Buying, Receiving, Possessing	0	4	0	0	0	0
14. Vandalism	4	0	1	1	0	0
15. Weapons - Carrying, Possessing, etc.	2	1	0	0	0	0
16. Prostitution and Commercialized Vice	0	0	0	0	0	0
17. Sex Offenses - Except 2 and 16	6	0	0	0	0	0
18. Narcotic Drug Laws	0	4	7	23	29	16
19. Gambling	0	0	0	0	0	0
20. Offenses Against Family and Children	14	7	5	3	6	1
21. Driving Under the Influence	73	43	53	50	83	93
22. Liquor Laws	43	97	72	34	8	22
23. Drunkenness	245	65	-	-	-	-
24. Disorderly Conduct	54	67	75	59	71	68
25. Vagrancy	11	1	0	0	0	0
26. All Other Offenses - Except Traffic	38	32	38	72	26	15
II TOTAL	537	377	304	306	288	269
(74 - 1 abortion)						
I and II TOTAL	580	414	332	349	346	306



FIGURE 8. (Continued)

VIRGINIA - SUMMONED
(JUVENILES)

	1965	1971	1972	1973	1974	1975
I						
1. Criminal Homicide	0	0	0	0	0	0
2. Forcible Rape	0	0	0	0	0	0
3. Robbery	0	0	0	0	0	0
4. Aggravated Assault	2	0	2	0	0	0
5. Burglary	12	5	19	17	40	14
6. Larceny	41	52	34	45	41	18
7. Auto Theft	8	0	0	0	6	0
I TOTAL	63	57	55	62	87	32
II						
8. Other Assaults	1	0	6	3	4	1
9. Arson	1	0	0	0	1	0
10. Forgery and Counterfeiting	0	0	3	0	2	0
11. Fraud	3	1	1	0	3	1
12. Embezzlement	0	0	0	0	0	0
13. Stolen Property, Buying, Receiving, Possessing	0	1	0	0	0	0
14. Vandalism	2	4	10	14	11	3
15. Weapons - Carrying, Possessing, etc.	0	2	0	0	0	0
16. Prostitution and Commercialized Vice	0	0	0	0	0	0
17. Sex Offenses - Except 2 and 16	0	0	0	0	0	0
18. Narcotic Drug Laws	0	2	7	3	5	2
19. Gambling	0	0	0	0	0	0
20. Offenses Against Family and Children	0	0	0	1	0	1
21. Driving Under the Influence	1	0	0	0	1	1
22. Liquor Laws	32	73	37	33	53	55
23. Drunkenness	0	0	0	0	0	0
24. Disorderly Conduct	3	5	3	6	7	12
25. Vagrancy	0	0	2	0	0	0
26. All Other Offenses - Except Traffic	35	50	54	50	34	11
II TOTAL	78	138	144	151	186	147
I AND II TOTAL	141	195	199	213	273	179

(included in total; 72 - 6 curfew and 15 runaways, 73 - 41 runaways, 74 - 65 runaways, 75 - 60 runaways)



FIGURE 8. (Continued)

EVELETH - ARRESTS
(ADULTS)

I	1967	1971	1972	1973	1974	1975	1976
1. Criminal Homicide	0	0	0	2	1	0	0
2. Forcible Rape	0	0	0	0	0	0	0
3. Robbery	1	0	0	0	4	0	0
4. Aggravated Assault	1	1	1	1	2	3	2
5. Burglary	1	18	9	38	2	3	5
6. Larceny, Theft, Except Auto Theft	6	23	48	72	0	3	0
7. Auto Theft	3	12	3	9	0	2	2
I TOTAL	12	55	61	122	9	11	9
II							
8. Other Assaults	0	0	5	4	7	14	17
9. Arson	0	0	0	0	0	0	0
10. Forgery and Counterfeiting	0	0	0	0	0	0	1
11. Fraud	0	1	0	0	0	0	3
12. Embezzlement	0	0	0	0	0	0	0
13. Stolen Property, Buying, Receiving, Possessing	1	1	2	0	1	0	0
14. Vandalism	0	4	24	37	3	3	5
15. Weapons, Carrying, Possessing, etc.	0	0	0	1	2	0	0
16. Prostitution and Commercialized Vice	0	0	0	0	0	0	0
17. Sex Offenses, except 2 and 16	0	0	3	2	0	2	0
18. Narcotic Drug Law	0	-	-	-	-	4	13
19. Gambling	0	0	0	0	0	0	0
20. Offenses Against the Family and Children	11	2	2	0	2	0	0
21. Driving Under the Influence	11	0	0	0	18	27	19
22. Liquor Laws	20	2	12	0	11	17	27
23. Drunkenness	28	3	0	-	-	-	-
24. Disorderly Conduct	20	8	22	14	19	24	43
25. Vagrancy	0	0	0	2	1	0	0
26. All Other Offenses Except Traffic	11	15	19	2	25	47	41
II TOTAL	102	36	89	62	39	138	169
I and II TOTAL	124	91	150	184	98	149	178



FIGURE 8. (Concluded)

GILBERT - ARRESTS

<u>1968</u>		<u>1976</u>	
Traffic	22	Theft	6
<u>1971</u>		Auto Theft	1
Bad Check	1	Disorderly Conduct	11
Dangerous Weapon	1	Assault	9
Disturbing the Peace	1	Burglary	1
Disorderly Conduct	2	Controlled Substance	7
Assault in the 3rd Degree	1	Damage to Property	3
Liquor Violations and Other	3	Liquor and Other	14
Traffic	<u>40</u>	Disobeying a Police Order	1
	49	Indecent Exposure	1
<u>1972</u>		Animal Control	2
Damage to City Property	1	Traffic	<u>379</u>
Disorderly Conduct	1		435
Liquor Violations and Other	4		
Traffic	<u>175</u>		
	181		
<u>1973</u>			
Burglary	1		
Illegal Possession	2		
Uncased Gun in Car	1		
Liquor Violations and Other	16		
Traffic	<u>319</u>		
	339		
<u>1974</u>			
Disorderly Conduct	1		
Liquor and Other	3		
Dog Running at Large	3		
Traffic	<u>222</u>		
	229		
<u>1975</u>			
Disorderly Conduct	8		
Poss. of Controlled Substance	2		
Liquor and Other	11		
Traffic	<u>110</u>		
	132		

This summary is an unaudited, unofficial tabulation by ARDC



FIGURE 9. PART I CRIMES

	<u>VIRGINIA</u>			<u>EVELETH</u>			<u>GILBERT</u>		
	<u>1972</u>	<u>1974</u>	<u>1975</u>	<u>1972</u>	<u>1974</u>	<u>1975</u>	<u>1972</u>	<u>1974</u>	<u>1975</u>
Offenses	281	279	400	19	88	79	1	6	4
Clearances by Arrest	71	71	77	0	1	9	0	3	1
% Cleared	25	25	19	0	1	11	-	50	25

Source: Minnesota Crime Information, Bureau of Criminal Apprehension



FIGURE 10. OTHER DUTIES PERFORMED BY POLICE DEPARTMENTS

<u>Virginia</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
Traffic accidents reported to police	682	593	516	530	586	
Traffic arrests/summons issued by police	13,668					
Complaints/requests received by police	5,834	5,952	6,441	6,574	6,970	
Cases investigated by police	3,915	4,063	4,503	4,165	4,667	
<u>Eveleth</u>						
Traffic accidents reported to police	177	149	163	178	280	235
Traffic arrests/summons issued by police	717	5,519	6,095	6,573	9,588	8,634
Complaints/requests received by police	1,671	1,848	3,559	2,918	5,040	4,825
Cases investigated by police	1,472	1,106	2,008	1,864	3,251	2,897



FIGURE 11. SHIFT PROCEDURE

Eveleth:

	<u>Time</u>	<u>Officer</u>	
1.	7 a.m. - 3 p.m.	3	(Does not include one officer off on each shift)
2.	3 p.m. - 11 p.m.	3	
3.	11 p.m. - 7 a.m.	3	

Notes: 7 p.m. - 3 a.m. split shift with 2 officers on foot patrol

Gilbert:

1.	7 a.m. - 3 p.m.	1	(Includes one officer off on each shift)
2.	3 p.m. - 11 p.m.	2	
3.	11 p.m. - 7 a.m.		

Notes: 11 a.m. - 7 p.m. and 7 p.m. - 3 a.m. split shifts 4 and 5 have 1 officer on foot patrol

Virginia:

1.	7 a.m. - 3 p.m.	5	(Includes officer off)
2.	3 p.m. - 11 p.m.	5	
3.	11 p.m. - 7 a.m.	5	

Notes: Above total includes Lt., Sgt. and 3 patrolman crew on each shift. Capt. and Detective on day and afternoon shifts.
7 p.m. - 3 a.m. split shift will normally have 1 patrolman pulled from afternoon shift.



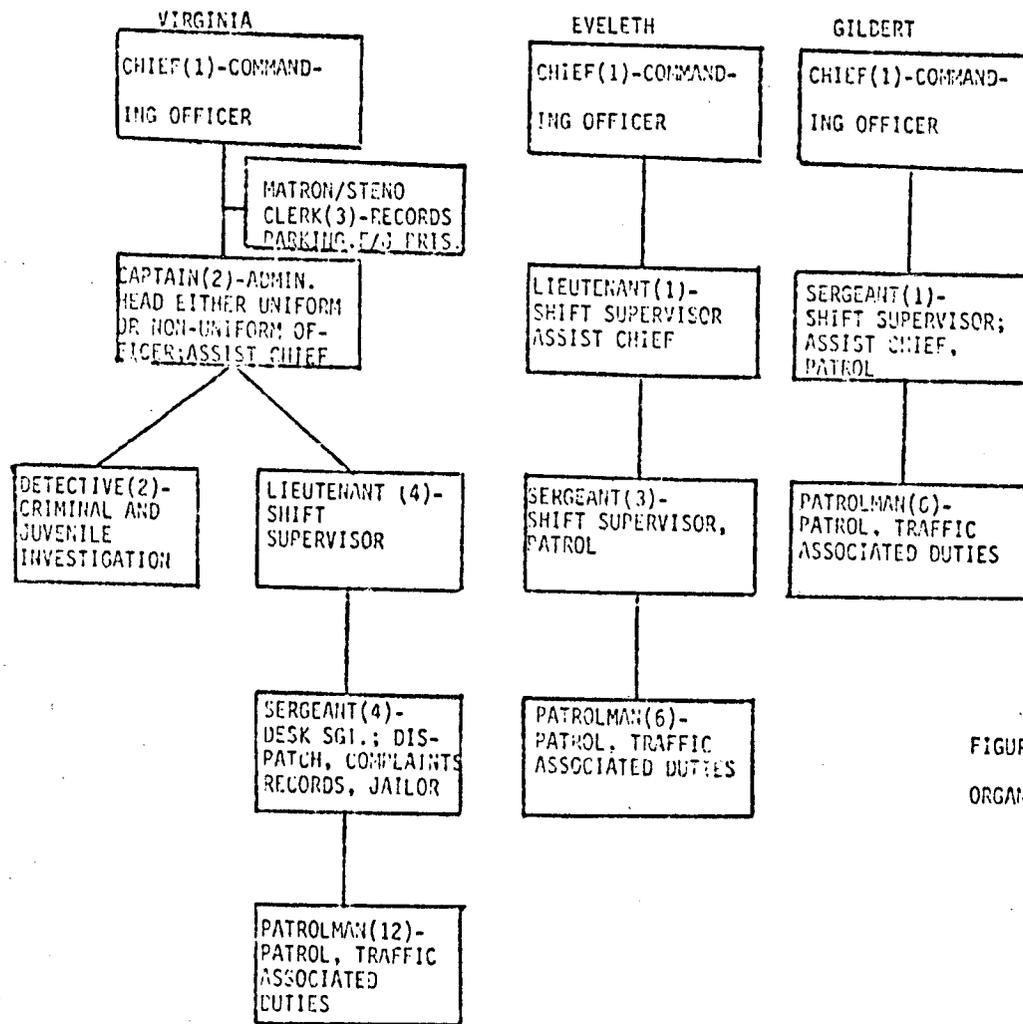
FIGURE 12. CITY ANIMAL CONTROL COMPARISON

	Virginia	Eveleth	Mt. Iron	Gilbert
Number of Animal Ordinances	yes - 5	yes - 3	yes - 1	yes - 3
Animal Control Officer	yes	Police	yes	Police
City Pound	yes	yes	no	no
No. of Employees	1-full time	none	1 full time	none
License Fees	\$1.00 male 3.00 female (unspayed)	\$2.00 male 3.00 female (unspayed)	\$1.00 male 5.00 female (unspayed)	\$1.00 male 2.00 female (unspayed)

Dog Licenses Sold Last Three Years

No. of Dog Licenses Sold	Virginia	Eveleth	Mountain Iron	Gilbert
1974	751	151	372	146
1975	734	119	394	83
1976	621	134	272	78





NOTE: Eveleth has created (1) steno-clerk position
 Gilbert has created (1) detective and (1) lieutenant position

FIGURE 13
 ORGANIZATIONAL STRUCTURE



FIGURE 14. PERSONNEL LISTING (OFFICERS IN ALPHABETICAL ORDER BY RANK AS OF 11/1/76)

RANK	NAME	DEPT.	YES. EXPERIENCE	EDUCATION	BCA TRAINING
Captain	Caffe	Virginia	20	H.S.	Yes
Captain	Rocorigo	Virginia	20	H.S.	Yes
Detective	Bozicovich	Virginia	18	B.A.	Yes
Detective	Summers	Virginia	10	+	Yes
Lieutenant	Dean	Virginia	19	H.S.	Yes
Lieutenant	Lomack	Virginia	15	+	Yes
Lieutenant	F. Olivanti	Virginia	23	H.S.	Yes
Lieutenant	Silcox	Eveleth	10	H.S.	Yes
Sergeant	Carlson	Virginia	17	H.S.	Yes
Sergeant	Drasut	Gilbert	3	H.S.	Yes
Sergeant	Ferrazzi	Eveleth	10	+	Yes
Sergeant	Kotal	Virginia	9	+	Yes
Sergeant	Kuhn	Eveleth	1	+	Yes
Sergeant	Rice	Eveleth	2	H.S.	Yes
Sergeant	Vandervort	Virginia	6	H.S.	Yes
Sergeant	Wudinich	Virginia	14	H.S.	Yes
Patrolman	C. Barba	Gilbert	22	H.S.	Yes
Patrolman	E. Barba	Gilbert	2	H.S.	Yes
Patrolman	Coldagelli	Eveleth	1	B.A.	Not Yet
Patrolman	Conaway	Virginia	1	H.S.	Yes
Patrolman	Cuff	Virginia	2	H.S.	Yes
Patrolman	Czekanski	Virginia	1	H.S.	Yes
Patrolman	Dalbec	Eveleth	1	+	Yes
Patrolman	DelZotto	Gilbert	9 mo.	H.S.	Not Yet
Patrolman	Flark	Virginia	6 mo.	H.S.	Yes
Patrolman	Grivna	Virginia	1	H.S.	Yes
Patrolman	Hogan	Gilbert	10 mo.	+	Yes
Patrolman	Jacklowich	Gilbert	1 mo.	H.S.	Not Yet
Patrolman	Jensen	Virginia	2	B.A.	Yes
Patrolman	Kauppinen	Virginia	3	+	Yes
Patrolman	Krause	Virginia	1	B.A.	Yes
Patrolman	Lackner	Virginia	1	H.S.	Yes
Patrolman	R. Olivanti	Virginia	1	H.S.	Yes
Patrolman	Parenteau	Virginia	1	B.A.	Yes
Patrolman	Putzel	Eveleth	4	H.S.	Yes
Patrolman	D. Roen	Virginia	2	B.A.	Yes
Patrolman	R. Roen	Eveleth	2	H.S.	Yes
Patrolman	Sandell	Eveleth	6 mo.	H.S.	Yes
Patrolman	Skofich	Eveleth	1	B.A.	Not Yet
Patrolman	Thompson	Gilbert	10 mo.	H.S.	Yes
Patrolman	Waller	Virginia	4 mo.	H.S.	Not Yet
Patrolman	Yarick	Virginia	7	+	Yes
Steno-Clerk	Tamte	Virginia	5	H.S.	Yes
Matron	Ahlstrand	Virginia			
Steno	Jenia	Virginia			
Deputy I	Gimperman	Mt. Iron (Co.)	2	B.S.	Yes
Deputy I	Harkonen	Mt. Iron (Co.)	2	+	Yes
Deputy I	Peterson	Mt. Iron (Co.)	3	+	Yes
Deputy I	Skoglund	Mt. Iron (Co.)	2	+	Yes
Deputy I	Skogman	Mt. Iron (Co.)	3	+	Yes

H.S. - High School

B.A., B.S. - 4 year College degree

+ - Associate degree or other College credit



FIGURE 15. CITY OF VIRGINIA: COLLEGE CREDIT ALLOWANCE

Modern police efficiency more and more depends upon careful in-service training and completed educational opportunities. Long range planning dictates the increasing urgency of taking advantage of the excellent programs in law enforcement offered at our local colleges.

Virginia's Public Safety Commission wishes to offer the following plan to its police personnel as a necessary incentive to encourage attendance at law enforcement related college courses.

We ask that this area be subject to discussions, but not negotiations, for a period of at least three years, between the Police and the Commission. Until we resolve all major differences in the program, we ask that this be left as a part of managements' vested power.

Only such courses as are definitely police-related are to receive additional increment. The listed courses at Virginia, Hibbing and U.M.D. are eligible. (See list).

If an A.A. degree has been received, including 60 accepted credits, the Commission agrees to pay \$15.00 per month.

All listed courses are to be paid at the rate of 25¢ per credit hour when successfully completed.

Starting as of September 1st, 1976, the Commission agrees to pay this incentive pay to any policeman having at least one year of service with the Virginia Police Department. The starting date for this change will be September 1st, 1976. No retroactive pay will be given back of this date.

Evidence of successful completion of any course shall be a college credit report. The recipient of such a report will submit same to the Chief of Police. Starting pay will be twice a year. January 1st and July 1st, and requests must be submitted prior to these dates.

Any dispute as to the eligibility of any completed course will be settled by a committee of two policemen and two Commission members.

The monies paid for this educational program shall be in form of a bonus, not subject to the annual percentage raise, and not a part of the longevity increases. Further study should determine if this added pay be included in the retirement benefits.

We hope this program can be activated, starting July 1st 1974, and be considered when establishing the budget for 1975.



FIGURE 16. EXPERIENCE, EDUCATION AND RANK SUMMARY

Gilbert, Eveleth, Virginia, Mountain

(as of 11/1/76)

The average number of years service for all officers is 6.4 years (51).
61% of all officers have 3 or less years experience (31).
29% of all officers have 4 to 19 years experience (15).
10% of all officers have 20 or more years experience (5).
71% have less than 10 years experience (36).
20% have from 10 to 19 years experience (10).
41% of all officers have had at least some college education (21),
and of that 16% of all officers have a 4 year degree (8), and
25% have an associate degree or some college credit (13).
63% of all officers hold the rank of patrolman or Deputy Sheriff I
(32) and 37% of all officers hold the rank of sergeant or above (19).



FIGURE 17. EXPERIENCE AND AGE SUMMARY (11/1/76)

	MEEHAN			GILBERT			EVELYN			MOUNTAIN IRON (CO.)		
	Name	Age	Exp.	Name	Age	Exp.	Name	Age	Exp.	Name	Age	Exp.
20	Eyler	56	24	Burba	55	22						
	E. Olivanti	51	23									
	Bodorigo	59	20									
	Cuffe	49	20									
15	Dean	40	19	Yapuneich	50	12	Stagliano	51	19			
	Bozicevich	44	18									
	Carlson	49	17									
	Lonsak	48	15									
10	Wudinich	45	14				Ferrazzi	40	10			
	Summers	34	10				Silcox	38	10			
5	Kobal	32	9									
	Yarick	29	7									
	Vandervort	34	6									
	Tante	49	5									
0	Kauppinen	32	3	Drazt	30	3	Putzel	25	4	Skogman	23	3
	Jensen	23	2	Burba	26	2	Koen	24	2	Peterson	23	3
	Cuff	27	2	Hogan	29	10mo.	Rice	31	2	Cimperman	24	2
	Roe	24	2	Thompson	25	10mo.	Dalbec	22	1	Skoglund	22	2
	Leutner	23	1	DeZotto	25	9mo.	Kuhn	23	1	Harkonen	20	2
	Conrway	27	1	Jacklovich	24	1mo.	Colagelli	25	1			
	Grava	22	1				Skofich	22	1			
	Parenteau	24	1				Sandell	20	6mo.			
	Krause	23	1									
	R. Olivanti	26	1									
	Czekanski	24	1									
	Waller	25	4mo.									
	Flank	20	6mo.									



FIGURE 18. SALARY LEVELS

NOTE: Current as of 1 November 1976; Eveleth and Virginia currently under arbitration, Mt. Iron (County) also subject to change.

	<u>VIRGINIA</u>	<u>EVELETH</u>	<u>GILBERT</u>	(COUNTY) MT. IRON
CHIEF	\$1332.90/mo.	\$1105/mo.	\$1100/mo.	-----
CAPTAIN	958.85/mo.	-----	-----	-----
DETECTIVE	938.85/mo.	-----	-----	-----
LIEUTENANT	928.85/mo.	825/mo.	-----	-----
SERGEANT	903.85/mo.	800/mo.	933/mo.	-----
PATROLMAN	875.85/mo.	775/mo.	908/mo.	940/mo.

(Deputy Sheriff I)
entry level

Virginia - does not include longevity pay, paid holidays, or education incentive.

Eveleth - does not include paid holidays.

Gilbert - does not include paid holidays, cost of living or overtime.

Mt. Iron (County) - does not include yearly step increases, longevity, differential pay, and education incentive.



FIGURE 19.

Base Pay Increases over the Past Five Years

GILBERT

	<u>Patrolman</u>	<u>Sergeant</u>	<u>Chief</u>
January 72	559.00	-	624.00
January 73	616.00	-	651.00
January 74	704.04	-	784.64
January 75	908.00	-	1100.00
January 76	-	933.00	-

VIRGINIA

	<u>Patrolman</u>	<u>Sergeant</u>	<u>Lieutenant</u>	<u>Detective</u>	<u>Captain</u>	<u>Chief</u>	
January 72	597.85	627.85	652.85	662.85	682.85	704.51	Jan 72
						797.61	Jul 72
January 73	624.85	654.85	679.85	689.85	709.85	847.60	Oct 73
January 74	674.85	704.85	729.85	739.85	759.85	997.60	Jun 74
June 74	762.85	793.85	818.85	828.85	848.85	1032.60	Aug 74
January 75	873.85	903.85	928.85	938.85	958.85	1182.60	Jun 75
						1332.60	Sep 76

EVALETH

	<u>Patrolman</u>	<u>Sergeant</u>	<u>Lieutenant</u>	<u>Chief</u>	
May 71	500.00	525.00	-	615.00	May 71
May 72	545.00	570.00	-	660.00	Jan 73
May 73	620.00	645.00	-	735.00	May 73
May 74	705.00	730.00	-	855.00	Jul 74
				850.00	Nov 74
May 75	775.00	800.00	825.00	980.00	May 75
May 76	-	-	-	1105.00	



FIGURE 20. PERCENTAGE COMPARISON OF BASE PAY INCREASES

Gilbert: base pay increase since January 72
Patrolman - 54% (\$319 since January 72)
Sergeant - new rank
Chief - 76% (\$476 since January 72)

Virginia: base pay increase since January 72
Patrolman - 46% (\$276 since January 72)
Sergeant - 44% (\$276 since January 72)
Lieutenant - 42% (\$276 since January 72)
Detective - 42% (\$276 since January 72)
Captain - 40% (\$276 since January 72)
Chief - 74% (\$568 since January 72)

Eveleth: base pay increase since May 71
Patrolman - 55% (\$275 since May 71)
Sergeant - 52% (\$275 since May 71)
Lieutenant - new rank
Chief - 80% (\$490 since May 71)



FIGURE 21.

Other Area Police Salaries as of January 1, 1977

Kinney (1970 population 325)	
Chief	\$3.50/hr
Officer	3.00/hr
Babbitt (1970 population 3,076)	
Chief	\$6.36/hr
Assist. Chief	5.91/hr
Officer	5.82/hr
Chisholm (1970 population 5,913)	
Chief	\$1245.00/mo
Lieutenant	893.12/mo
Officer	831.00/mo
Hibbing (1970 population 16,104)	
Chief	\$1480.00/mo
Sergeant	1015.00/mo
Officer	875 - 990/mo
Keewatin (1970 population 1,382)	
Chief	\$5.25/hr
Ely (1970 population 4,904)	
Chief	\$1040/mo
Sergeant	965/mo
Officer	880/mo
Nashwauk (1970 population 1,341)	
Chief	\$1050/mo
Officer	\$4.80 - 4.91/hr
Coleraine (1970 population 1,086)	
Sergeant	\$5.60/hr
Officer	5.45/hr
Tower (1970 population 699)	
Chief	\$832/mo
Officer (part-time)	\$3.20/hr
Buhl (1970 population 1,303)	
Chief	\$970.48/mo
Officer	891.85/mo



FIGURE 22. STATE POLICE SALARIES

Extract from 1976 Salary Survey, League of Minnesota Municipalities

Chief of Police

2500 - 5000 Population

Mean Salary for
Single Employee: \$1054 \$6.06

Mean Salaries for
2 or More Empl.:
\$ 875 \$5.03 \$1010 \$5.81

5000 - 10000 Population

Mean Salary for
Single Employee: \$1308 \$7.52

Mean Salaries for
2 or more Empl.:
\$1009 \$5.80 \$1197 \$6.88

10000 - 20000 Population

Mean Salary for
Single Employee: \$1381 \$7.94

Mean Salaries for
2 or More Empl.:
\$1219 \$7.01 \$1390 \$7.99

Over 20000 Population

Mean Salary for
Single Employee: \$1842 \$10.59

Mean Salaries for
2 or More Empl.:
\$1416 \$9.14 \$1680 \$9.66

Police Supervisor

2500 - 5000 Population

Mean Salary for
Single Employee: \$ 934 \$5.37

Mean Salaries for
2 or More Empl.:
\$ 885 \$5.09 \$ 911 \$5.24



FIGURE 22. (Continued)

5000 - 10000 Population

Mean Salary for
Single Employee: \$1059 \$6.09

Mean Salaries for
2 or More Empl.:
\$ 986 \$5.67 \$1056 \$6.07

10000 - 20000 Population

Mean Salary for
Single Employee: \$ 0 \$ 0

Mean Salaries for
2 or More Empl.:
\$ 955 \$5.49 \$1144 \$6.58

Over 20000 Population

Mean Salary for
Single Employee: \$ 0 \$0.00

Mean Salaries for
2 or More Empl.:
\$1103 \$6.34 \$1322 \$7.60

Police Officer

2500 - 5000 Population

Mean Salary for
Single Employee: \$ 906 \$5.21

Mean Salaries for
2 or More Empl.:
\$ 788 \$4.53 \$ 852 \$4.90

5000 - 10000 Population

Mean Salary for
Single Employee \$ 0 \$0.00

Mean Salaries for
2 or More Empl.:
\$ 826 \$4.75 \$ 962 \$5.53

10000 - 20000 Population

Mean Salary for
Single Employee: \$ 0 \$0.00

Mean Salaries for
2 or More Empl.:
\$ 894 \$5.14 \$1040 \$5.98



FIGURE 22. (Concluded)

Over 2000	Mean Salary for Single Employee:	\$ 0	\$0.00
	Mean Salaries for 2 or more Empl.:	\$1085	\$6.24
	\$906	\$5.21	
<u>Police Dispatcher</u>			
2500 - 5000 Population	Mean Salary for Single Employee:	\$ 525	\$3.02
	Mean Salary for 2 or More Empl.:	\$539	\$3.10
	\$483	\$2.78	
5000 - 10000 Population	Mean Salary for Single Employee:	\$568	\$3.27
	Mean Salaries for 2 or more Empl.:	\$527	\$3.03
	\$520	\$2.99	
10000 - 20000 Population	Mean Salary for Single Employee	\$ 0	\$0.00
	Mean Salaries for 2 or More Empl.:	\$678	\$3.90
	\$487	\$2.80	
Over 20000 Population	Mean Salary for Single Employee:	\$ 0	\$0.00
	Mean Salaries for 2 or More Empl.:	\$805	\$4.63
	\$723	\$4.16	

Note: For two or more employees, the salary on the left is the mean for the lowest paid employees under that position and the salary on the right is mean for the highest paid employees.



FIGURE 23. UNION AGREEMENTS

11/1/76

	VIRGINIA	EVELETH	GILBERT																																		
Union:	General Drivers, Dairy Employees, Warehousemen, Helpers and Inside Employees, Local no. 346	Local Union No. 346	The American Federation of State, County and Municipal Employees, AFL - CIO, Local Union no. 627																																		
Agreement includes:	Law Enforcement Department except Chief	Law Enforcement Department except Chief	All city employees except street foremen, city clerk, city attorney and fire chief.																																		
Physical Exam	Maximum of 1 year unless serious injury or illness; Paid for by City, if required; during working hours	not mentioned	Paid for by city if required																																		
Procedures for Promotions:	Yes	No	No																																		
Procedures for Service Register:	Yes	NO	NO																																		
Vacation:	<table border="0"> <tr> <td>1-9 yrs.</td> <td>14 working days</td> </tr> <tr> <td>10-14 "</td> <td>21 " "</td> </tr> <tr> <td>15-19 "</td> <td>28 " "</td> </tr> <tr> <td>20 +</td> <td>35 " "</td> </tr> </table>	1-9 yrs.	14 working days	10-14 "	21 " "	15-19 "	28 " "	20 +	35 " "	<table border="0"> <tr> <td>1 yr.</td> <td>1 week</td> </tr> <tr> <td>2-4 yrs</td> <td>2 weeks</td> </tr> <tr> <td>5-9 "</td> <td>3 "</td> </tr> <tr> <td>10-14 "</td> <td>3 1/2 "</td> </tr> <tr> <td>15-19</td> <td>4 "</td> </tr> <tr> <td>20-29</td> <td>4 1/2 "</td> </tr> <tr> <td>30 +</td> <td>5 "</td> </tr> </table>	1 yr.	1 week	2-4 yrs	2 weeks	5-9 "	3 "	10-14 "	3 1/2 "	15-19	4 "	20-29	4 1/2 "	30 +	5 "	<table border="0"> <tr> <td>1-2 yrs</td> <td>1 week</td> </tr> <tr> <td>3-6 "</td> <td>2 weeks</td> </tr> <tr> <td>7-9 "</td> <td>3 "</td> </tr> <tr> <td>10-14 "</td> <td>4 "</td> </tr> <tr> <td>15-19 "</td> <td>5 "</td> </tr> <tr> <td>20 +</td> <td>6 "</td> </tr> </table>	1-2 yrs	1 week	3-6 "	2 weeks	7-9 "	3 "	10-14 "	4 "	15-19 "	5 "	20 +	6 "
1-9 yrs.	14 working days																																				
10-14 "	21 " "																																				
15-19 "	28 " "																																				
20 +	35 " "																																				
1 yr.	1 week																																				
2-4 yrs	2 weeks																																				
5-9 "	3 "																																				
10-14 "	3 1/2 "																																				
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1-2 yrs	1 week																																				
3-6 "	2 weeks																																				
7-9 "	3 "																																				
10-14 "	4 "																																				
15-19 "	5 "																																				
20 +	6 "																																				
Paid Holidays:	<p>A. New Years, Lincoln, Washington, Memorial, Good Friday, Fourth of July, Labor, Columbus, Veterans, Thanksgiving, Christmas</p> <p>B. Paid at 16 hours straight time hourly rate for holidays, or day celebrated as such and when not worked</p> <p>C. If one falls in a vacation period employee will receive the holiday off with pay.</p>	<p>A. Same except President's Day for Washington and Lincoln</p> <p>B. If scheduled to work on a holiday he will receive 1 1/2 times pay for hours worked plus a paid holiday for the same. A man who is not scheduled to work on a holiday will receive a days pay for said holiday.</p>	<p>A. Same except President's Day for Washington and Lincoln</p> <p>B. If holiday worked compensated for with an additional day's pay</p> <p>C. If one falls in a vacation period, employees shall receive an additional day of paid vacation</p>																																		



FIGURE 23, (Continued)

MOUNTAIN VIEW	
Union	St. Louis County Sheriff's Local no. 159
Agreement Includes	All officers
Physical Exam	Not mentioned
Procedures for Promotions:	No
Procedures for Service Register:	No
Vacation:	After probation period: to 6 yrs 1day/mo 7-12 " 1 1/2day/mo 13-18 " 1 1/2day/mo 19-24 1 3/4day/mo 25 + 2day/mo
Paid Holidays	A. New Years, Presidents, Memorial, Independence, Labor, Columbus, Armistice (Nov. 11) Thanksgiving, Christmas B. If New Years, Independence, Armistice or Christmas fall on a Saturday the preceding Friday will be a holiday, and if they fall on Sunday the following Monday will be a holiday C. Paid if worked at 1, the regular rate in addition to their regular pay



FIGURE 23. (Continued)

	VIRGINIA	EVELETH	GILBERT
Call Out:	At anytime at regular rate but for no less than 4 hours straight compensatory time	4 hours minimum pay on 4th of July	Not Mentioned
Overtime:	1½ times the regular rate of the days off	8 hour day, 40 hour weeks - hours worked in excess may be paid at straight time rate or time off at 1½ rate at City Councils option	Over 8 hours a day or 40 hours a week at 1½ rate
Sick Leave:	A. Credit accumulates at 1¼ days/mo to a total of 180 working days B. If injury covered by Workmen's Comp entitled to: 1) Workmen's Comp only or 2) Workmen's Comp check and supplemental check from city together totaling normal wages. Supplemental payment charged against sick leave and only paid to extent of eligible leave.	A. Employed before Jan 1, 1968; 20 days/yr accumulative to 120; employed after Jan 1, 1968, 10 day/yr accumulative to 90. (May be extended to 120 by Council) B. Same as Virginia	A. Credit accumulates at 1 working day/mo to 100 B. If covered by Workmen's Comp employer will pay difference between compensation and employee's regular salary not to exceed employee's accrued credit in vacation or sick leave benefits
Emergency Leave:	A. Death in immediate family of employee employed at least 90 days (spouse, child, parents, mother and father - in - law, brother, sister, grandparents, grandchild) for up to 3 days (if more than 200 miles from Virginia up to 2 extra days.) B. Requested to be Pallbearer - 1 day.	A. Funeral Leave - 3 consecutive days and one has to be a day of funeral (spouse, child, parents, sister, brother, grandparents). B. 1 day for any relative	A. Granted 3 days for immediate family (spouse, child, parents, brother, sister) B. Request to be Pallbearer or Colorguard ½ day
Longevity	5yrs 2% 10 " " 15 " " 35 " "	None Mentioned	None Mentioned
Shift Differential	\$10/mo if working rotating shifts and traffic officer and detectives	None Mentioned	None Mentioned



FIGURE 23. (Continued)

MOUNTAIN IRON

Call Out:	Minimum 4 hours straight time		
Overtime:	8 hour day, 40 hour week - in excess employees choice of 1/2 pay or compensatory time to extent legally permissible		
Sick Leave:	Covered by Civil Service Rules		
Emergency Leave:	Covered by Civil Service Rules		
Longevity:	None Mentioned		
Shift Differential:	10c/hr for afternoon shift 15c/hr for midnight shift		



FIGURE 23. (Continued)

	VIRGINIA	EVELETH	GILBERT
Uniform Allowance:	\$10/mo 5/mo Clothing Clothing Main.	\$10/mo for clothing if officer has credit balance in his clothing account and \$10/mo for maintenance allowance (except chief)	None Mentioned
Disability	Will continue to receive full salary for not more than 225 days and will not be charged against sick leave. If employee received payment under Workmen's Comp the disability salary will be reduced by the amount of the Workmen's Comp payment	None Mentioned	Same as for sick leave
Cost of Living:	None Mentioned	None Mentioned	Jan. 1 - Dec. 31, 1976 - 1.5¢/hr and Jan. 1 - Dec. 31, 1977 - 3.3¢/hr. added when C.P.I. increases by 1 full point in each quarter
Shooting Program:	\$5/mo for completion	None Mentioned	None Mentioned
Court time:	When required to appear on day off will be compensated at 1½ times hourly rate of compensatory time with a minimum of 4 hours but not to exceed 8 hours.	2 hours pay for court time plus pay for actual time spent in court.	None Mentioned
College Credit:			
Personal Leave:			



FIGURE 23. (Concluded)

MOUNTAIN IRON	
Uniform Allowance:	Initial required uniforms supplied by department plus \$15/mo for maintenance.
Disability:	Work related - up to 6 mo leave with pay not charged to sick leave and subject to Workmen's Comp
Cost of Living:	None Mentioned
Shooting Program:	None Mentioned
Court Time	If not part of normally scheduled shift a minimum of 3 hours pay at regular rate.
College Credit:	A. Working toward 2 yrs. LEPC received 50¢/mo/credit hour to maximum of \$35/mo. B. Upon completion of LEPC shall receive additional \$25/mo
Personal Leave	2 days a year.



FIGURE 24. PENSION PLANS

11/1/76

	VIRGINIA	EVELETH	GILBERT & MT. IRON (COUNTY)
Pension:			
Type	City	City	PERA
Contribution:	Employer - levy sufficient amt. to cover pensions for following yr. plus percentage of unfunded liability. Employee - 6% of basic pay	Employer - levy sufficient amt. to cover pensions for following yr. Employee - 6% of the average pay of the member holding the rank of patrolman	Employee - 8% of total salary Employer - 12 % of total salary
Age and Allowable Service Requirement:	After serving 20 yrs. or more and having reached the age of 50 or more	Age of 50 and have served at least 10 years	Age of at least 55 and has received credit for 10 years of allowable service ("normal" retirement annuity)
Retirement Annuity Formula:	After serving 20 yrs. or more and having reached the age of 50 or more - entitled to pension of $\frac{1}{2}$ his prevailing pay during the major portion of the yr. immediately preceding his retirement and there after the maximum pension shall not exceed $\frac{1}{2}$ the prevailing pay of active members of equivalent rank or less than $\frac{1}{2}$ the prevailing pay of the top wages of the patrolman. In the event of any raise a retiring member must serve 6 mo. and 1 day after the raise to be eligible for the benefits of the pay raise. (prevailing pay is base pay plus holiday pay plus longevity	\$175/mo. for 20 years service plus \$10/mo. for each year of service over 20 yrs. that was served after the age of 50 not to exceed \$275/mo. If 50 and have served at least 10 years but less than 20 years receive proportion of \$175/mo. that no. of years served bear to 20 yrs.	Average salary multiplied by 2% per yr. of allowable service for the first 20 yrs. and 2% per yr. thereafter of allowable service (average salary - average of highest salary earned for any five successive yrs. of allowable service.)
Disability:	If disabled more than 30 days same formula as above followed. No pension paid if disability is caused by another employment or if application for disability is not made within 90 days or if member is receiving or is entitled to receiving sick leave	Regardless of age if member become totally disabled after at least 10 yrs. of service and shall have been discharged or shall have resigned because of the disability will receive that proportion of \$250/mo which his yrs. of service bear to 25 yrs.	In line of duty: 50% of average salary plus 2% of average salary for each yr. of service in excess of 20. If injury covered by Workmen's Comp. this amount will be deducted from benefits. Not in line of duty: after 5 yrs. of allowable benefits paid



FIGURE 24. (Continued)

	VIRGINIA	EVELETH	GILBERT & MT. Iron (COUNTY)
Disability: (cont)			as if member were 55 yrs. of age in same manner as retirement. (If over 5 yrs. and less than 10 yrs., paid as if 10 yrs.) Will not receive disability if he has credit for sick leave or annual leave or if for any other reason there has been no impairment on his salary. If he becomes reemployed his salary will be deducted from his benefits.
Survivors:	<p>A. To a widow $\frac{1}{2}$ the pension that the member would have received which will terminate if she remarries.</p> <p>B. To children if their mother is living a pension of \$25/mo/child up to the age of 18 provided that the total pension for widow and children does not exceed the pension the member would have received.</p> <p>C. To children if their mother remarries or after the death of the mother, a pension of \$25/mo/child until the age of 18 provided that the total pensions shall not exceed the pension the member would have received.</p>	<p>When a service pensioner, disability pensioner or active member dies:</p> <p>A. Widow - not less than \$100, or more than $\frac{1}{2}$ the pension to which the decedent would be entitled if living per month.</p> <p>B. Children - \$50/mo. per child up to the time the child reaches the age of 18. Total pension for widow and children not to exceed \$150/mo.</p> <p>C. Children of member, if mother should die or if mother remarries and children are not adopted, shall continue to receive a pension in amt. and at age set by the by laws not to exceed \$150/mo total for all children.</p>	<p>If a member should die from any cause:</p> <p>A. Spouse; before retirement - the spouse for life or until remarries, 30% of the member's average monthly salary over the last six mo. of allowable service.</p> <p>B. Surviving Spouse; optional annuity - if member at least 55 yrs of age with at least 20 yrs. allowable service dies before retirement. The surviving spouse may elect to: 1) receive a refund of members accumulated deductions plus interest at 3% annum compounded annually less the sum of any disability or other benefits 2) Same as A. 3) An annuity equal to the 50% joint and survivor annuity which the member would have been qualified for on the date of his death.</p> <p>C. Children; before retirement - until the child reaches 18 shall receive 10% of member's monthly salary on which employee contributions were paid over the last six full mo. of allowable service. Maximum for one family shall not be over \$450/mo and a</p>



FIGURE 24. (Concluded)

	VIRGINIA	EVELETH	GILBERT & MT. IRON (COUNTY)
Refund:	Separation from service where no pension benefits payable shall be refunded contribution without interest minus any benefits paid (also will receive assessment entitlements previously mentioned.)		minimum not less than 30% of members average salary subject to aforementioned. D. Any Workman's Comp benefits entitled to survivors will not be deducted from benefits. E. After retirement: optional annuities with reduction in annuity
Deferred Annuity:	If a member has 20 yrs. or more service but has not yet reached the age of 50, member may retire and be placed on deferred pension roll and upon application at age 50 will receive his pension.	If a member terminates employment before age 50 with 20 yrs. or more service he may continue to be a member of the association and receive \$175/mo. at age 50 if he contributes 6% of the then average monthly pay of patrolman, or such amount in excess thereof as may be required by general law, from the time he terminated employment until the age of 50.	Any person with at least 10 yrs. of allowable service when termination of public service occurs may at his option leave his accumulated deductions in the fund and thereby be entitled to a deferred annuity commencing at age 55. Reserve will be augmented by 5% per annum compounded annually from the 1st day of the month following the month in which the former member ceased to be a public employee.
Annual Dues:	\$6.00		
Death Benefits:	\$25 - retirement or cessation of employment/death benefits and small loan entitlement. Retired members prior to Aug. 3, 1965 - \$ 150 death benefit. After Aug. 3, 1965 - percentage of money in the general fund based on years of service and total number of full time personnel.	Upon death of an active member or pensioner \$300 will be paid to the person bearing the expense of the funeral.	



FIGURE 25. POLICE EXPENDITURES: CITY OF VIRGINIA POLICE DEPARTMENT

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Salary	\$190,445.74	\$202,776.58	\$207,794.46	\$241,041.07	\$301,877.21
Headquarter Supplies	802.53	1,085.82	934.38	2,822.63	5,060.72
Laundry	1,392.94	1,615.22	1,556.18	2,028.62	2,949.26
Prisoners Meals	872.35	675.00	1,022.80	1,030.75	1,127.98
Gasoline	3,554.31	3,468.71	4,362.58	4,749.64	6,804.71
Police Supplies	429.79	1,348.62	1,285.12	2,371.45	3,529.10
Uniform Supplies	100.69	982.24	171.83	821.00	427.39
Printing	432.90	275.00	232.63	104.55	521.05
Car No. 4 (Jeep)	303.20	103.11	3,152.29	67.50	94.50
Car No. 1	1,000.34	3,433.50	1,106	3,614.49	665.48
Car No. 2	2,811.09	2,861.37	179.10	4,508.33	3,385.69
Car No. 3	2,713.39	476.80	3,757.43	3,779.74	4,803.89
Radio	409.65	329.44	676.85	551.71	-
Midway Police Car	-	-	-	-	392.87
Employees Insurance	26,057.24	27,801.76	28,575.48	30,662.23	28,081.09
Insurance	6,987.65	7,229.00	8,427.00	53.00	-
Garage Expense	140.42	233.50	314.96	762.67	2,093.25
Car No. 5	2,521.75	1,127.60	3,518.64	54.92	304.85
School	911.42	781.10	303.25	27.50	5,617.66
Miscellaneous	<u>2,251.38</u>	<u>1,703.37</u>	<u>2,950.24</u>	<u>7,315.33</u>	<u>7,158.78</u>
	\$244,152.93	\$258,316.99	\$269,327.14	\$306,391.33	\$374,951.18
Police Pension Fund	48,667.91	59,350.63	73,378.15	73,272.27	81,257.93



FIGURE 25. (Continued)

CITY OF EVELETH POLICE DEPARTMENT

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Salaries	\$57,714.29	\$54,899.03	\$67,202.83	\$76,193.45	\$94,875.02
Supplies	1,599.53	518.22	2,242.04	1,460.36	1,088.74
Phone	389.95	501.49	411.41	505.43	618.69
Equip. Repair	594.00	1,010.23	744.87	1,502.25	2,744.61
Gas & Oil	1,091.99	1,140.72	1,551.09	2,407.70	5,193.05
Uniform Allowance	2,000.00	1,320.00	2,435.83	2,274.39	2,409.09
Bldg. Repair	-	176.40	135.59	-	54.98
				4,325.00*	1,750.00*
Miscellaneous	<u>288.85</u>	<u>373.84</u>	<u>786.67</u>	<u>2,168.25</u>	<u>2,430.76</u>
	\$63,678.61	\$59,909.93	\$75,510.33	\$90,836.88	\$111,159.94
Police Relief Association					
	\$16,937.62	\$24,520.14	\$24,595.86	\$29,106.38	\$36,596.02
** Equipment Fund (Approximate Police Share)					
	-	\$ 3,512.50	-	\$ 4,640.00	-
* Mahaffey Suit					
** City Maintains One Equipment Fund For All City Departments.					



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FIGURE 25. (Concluded)

CITY OF GILBERT POLICE DEPARTMENT					
	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Salaries	\$34,429.30	\$35,068.33	\$35,095.41	\$43,593.31	\$57,419.51
Uniforms	235.00		1,062.90	845.42	
Gas & Oil	1,552.05		2,048.28	3,376.18	1,807.62
Repair & Parts	813.14		535.42	781.45	1,129.68
Tires & Repair	334.52				187.61
Purchase of Car				3,290.18	
Car Insurance	320.00				
Telephone	378.76	461.21	527.44	598.74	702.10
Bond Premiums	20.00				134.00
General Supplies	221.08			6.40	780.37
Purchase Maint. Repair of Equip.	24.50				330.00
Printed Forms	59.25		204.60	1,386.03	476.60
School					1,524.66
Miscellaneous	<u>1.25</u>	<u>2,792.07</u>	<u>3.54</u>	<u>668.48</u>	<u>112.00</u>
	\$38,388.93	\$38,321.61	\$39,477.59	\$54,546.19	\$64,604.15
Police Pension Fund	None Disbursed	1,257.35	6,330.53	6,609.95	6,609.96



FIGURE 26. OTHER POLICE EXPENDITURES

1/11/77

Major expenditures which do not fall under the police departments budget in one or more cities:

100

	HEALTH family/sgl. per month per officer	DENTAL family/sgl. per month per officer	LIFE INSURANCE per month per officer	WORKMAN'S COMP. per year all officer	PENSION % of salary	PROFESSIONAL LIABILITY INSURANCE per month	PATROL CAR INSURANCE fleet per year	UTILITIES FOR POLICE DEPARTMENT OFFICES	
Virginia 27 officers	\$106.57/ 49.10	\$35.85/ 12.90	\$6.35	\$5227.00	*	part of city comprehensive policy; exact amount not readily determinable	\$2088.00	exact amt. not readily determinable	
Eveleth 11 officers	\$103.00/ 47.42	N/A	\$3.90	\$3321.00	*	"	\$ 848.00	"	
Gilbert 8 officers	\$110.38 50.40	N/A	\$5.40	\$ 457.80	12%	"	\$ 784.00	"	

* - levy for pensions for following year plus percentage of unfunded liability (see budgets and pension plan survey)

** - Virginia - 4 cars and jeep, Eveleth - 2 cars, Gilbert - 2 cars

Such areas as overtime, sick pay, holiday pay, cost of living and longevity are part of each department's budget, where applicable. For information of other fringe benefits not listed on chart see union agreement section.



FIGURE 27. COURT REVENUES

Municipality share of total receipts of the County Court System (from 1974) and total Municipal Court Fines and Costs (1971-1973).

	<u>Virginia</u>	<u>Eveleth</u>	<u>Gilbert</u>
1976	\$42,784.00	\$14,142.00	\$ 5,811.00
1975	23,864.75	8,557.00	2,294.50
1974	16,491.27	5,837.00	2,353.00
1973	38,148.77	13,695.00	4,964.00
1972	37,929.45	12,180.00	2,350.00
1971	35,791.82	10,009.50	1,532.00

A note of explanation can be made on the reduction in revenue following the institution of the county court system for the municipalities in 1974. Revenue was down but also the cost of maintaining a municipal court system was eliminated. For example;

Virginia Municipal Court expenses:

1973	\$34,081.60
1972	28,713.41
1971	27,662.64



FIGURE 28. FACILITIES

Virginia:

- 12 cells plus 2 women/ juvenile cells in a separate area with shower room (approved by Health Dept. at last yearly inspection) 1 cell has some day-room space
- large chief's office
- record office with 2 small rooms adjacent for questioning, etc.
- elevated desk sergeant area with communication cubicle; across from this is an additional counter area and record-filing space.
- lobby area
- drunk tank (not in use)
- firing range (in basement)
- locker room
- squad room (in basement); includes shower, clubroom

Eveleth:

- 6 cells with shower room off main cell area; also 1 women/ juvenile cell (condemned by Health Dept.; could be made serviceable but at present used for storage)
- locker room (with adjacent vault, record room mostly used for storage)
- desk sergeant, office, lobby area
- chief's office (connects to rest of city hall)
- photo, supply room

Gilbert:

- combined desk sergeant, office area
- small questioning, office room
- small locker room
- firing range (city hall basement)



FIGURE 29. LOCK UP

Persons held in Virginia Lock Up (October - December 1976)

	<u>October</u>	<u>November</u>	<u>December</u>
Gilbert	4	2	2
Eveleth	4	4	2
Virginia			
(Plus other cities)	42	33	34

TOTAL 127



FIGURE 30. EQUIPMENT INVENTORY

12/1/76

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	VIRGINIA			EVELETH			GILBERT		
	#		Cost est.	#		Cost est.	#		Cost est.
Vehicles:	1	1973 Jcep	-	1	1976 Dodge Monaco	5,030	1	1976 Chev. Nova	4,200
	1	1975 Plymouth Grand Fury	6,000	1	1976 Plymouth Grand Fury	5,700			
	2	1976 Plymouth Grand Fury	12,900						
	1	1977 Plymouth Grand Fury	6,000						
Related Equipment:	5	Mobile radios (each)	1,213	2	Mobile radios(Motorola T-RTN3190A; each)twin	1,213	1	Mobil radio Federal Siren	Sheriff 190
	2	Visabars, red lights, siren, etc.	700	2	Sonic lights, siren, amber lights, etc.	500		Twin Sonic	240
	1	Set red lights (bubble type)	-						
Weapons:	20	.357 Magnum Pistols	2,500	12	S & W .38 cal. pistol	80	7	357 mag. S&W Mod. 66	190
	5	.38 Cal. pistols (2 in BBL)	575	1	Automatic Remington rifle	-	7	.38 Cal. S&W Mod. 15	120
	4	M-1 rifles	400	3	12gauge Remington rifles	-	3	Shotguns High Standard Mod. 9118	110
	2	3006 rifles with scope	450						
	2	AR-15 rifles (1976)	400						
	10	Remington 12 guage shotguns	1,350						
	1	Thompson 45 cal. sub machine gun	-						
	2	Gas Riot guns	-						
	1	Reloading machine 1976	331						
	1	Polaroid camera	75	2	Typewriters	-	1	Typewriter (manual)	-
Office Equipment:	2	Instamatic camera	70	2	Instamatic cameras	60	1	3M copy machine	500
	2	Tape recorders	-						
	1	Copy machine (1976)	1,460						
	1	Calculator (1974)	266						
Other Equipment:	2	IBM typewriters	1,449						
	4	Typewriters	-						
	1	Breathalyzer	-	4	Portable R.F. 2800 radios	975	1	Portable radio	Sheriff
	6	Portable radios R.F. 2822 (each)	377	1	Radar Unit TR6 (72)	1,785	1	TR6 radar unit	1,500
	6	Portable radio chargers	60						
	12	Rechargeable batteries	36						
	1	MR-9 Radar (1976)	1,985						
	12	Riot Helmets	240						



FIGURE 31. VEHICLE SPECIFICATIONS
VIRGINIA

EVELETH

12/5/76
GILBERT

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	VIRGINIA	EVELETH	GILBERT
Type:	Sedan. 120 inch or more wheelbase	4 door sedan. 120-122 inch wheelbase or more.	4 door sedan, midsize, no undercoating. Minimum 116 inch wheelbase.
Engine:	8 cyl. up to 240 SAE net H.P. using regular gasoline.	8 cyl.	V-8, minimum 440 cu. inch with 4 barrel and dual exhaust. Dual catalytic converters.
Equipment:	(5) 4-ply heavy duty tubeless tires. (2) rearview mirrors (one of which adjustable from within the car). Deluxe heater. Electric windshield wiper. Front seat covers. Rear backup lights. 4 way directional lights to comply with I.C.C. regulations. (2) stoplights with flasher and switch (12V). All glass shatterproof. Windshield washers. Heat, fuel, generator and oil pressure gauges. Automatic transmission. (2) sunvisors. Power steering and power brakes. Pos-I-Traction rear-end. Air conditioned. Electric or remote control trunk lid opener. AM radio. Auxillary transmission cooler.	(5) 4-ply heavy duty H78x15 nylon Police spec. tubeless tires. 1 rearview mirror adjustable from within. Delux heater. Electric windshield wiper. Rear backup lights. 4 way directional lights to comply with I.C.C. regulations. 2 amber lights with flasher and switch (12V) mounted on back window. All glass shatterproof. Windshield washers. Heat, fuel generator and oil pressure gauges. Automatic Transmission (3 speed). (2) sunvisors. Power steering and power brakes.	(5) 14 or 15 inch belted radial tubeless tires, spare mounted on rim and (2) belted radial snow tires mounted on rims. All tires Firestone Radial 125 and must be balanced and front wheels aligned. Heater with defrost, de-ice capabilities and also rear windshield defroster. 2 speed electric windshield wiper. Rear back-up lights complying with I.C.C. regulations. 12V electrical system with amp meter. 2 stop lights with emergency flasher and switch. All glass shatterproof and windshield tinted. Dual automatic transmission. Power steering and power brakes. AM radio with speaker behind rear seat. Remote control mirror on drivers side and adjustable mirror on passenger side. (2) sunvisors Anti-Freeze for protection below -35 degrees. Pos-I-Traction rear end. Factory equipped calibrated guages for oil, generator and water in dash. Air conditioning. Cigarette lighter. 61C950 Plexiglass Super Shield. Speedometer certified.
Heavy Duty and Special Equipment:	Heavy duty front seat with air foam cushions and (2) arm rests -cont.-	Heavy duty front seat with air foam cushions and (2) armrests. -cont.-	Heavy duty leather upholstered. Heavy duty front seat air foam. -cont.-



FIGURE 31. (Concluded)

	VIRGINIA	EVELETH	GILBERT
Heavy Duty and Special Equipment; -cont.-	Heavy duty battery. Heavy duty springs. Heavy duty shock absorbers. Heavy duty floor mats. Heavy duty generator or alternator. (2) spot lights. Connection for public address system. Electronic siren with public address system.	Heavy duty battery. Heavy duty springs. Heavy duty shock absorbers. Heavy duty generator or alternator. Heavy duty floor mats. (1) spot light. Connection for public address system	(Split front seats if possible). Cushions and (2) arm rests. Heavy duty floor mats (floor cover heavy rubber). Heavy duty battery. Heavy duty springs. Heavy duty shock absorbers. Heavy duty alternator. (2) small spot lights on each side.
Supplier Responsible for Transferring:	Top flasher light. (2) driver safety shields. Dual beacon lights and visabar, radios. Electric gun rack (1) double-tone siren with brake (12V)	All emergency lighting including light panel on roof and emergency stop lights on front fender. All radio equipment (no payment until workmanship approved by chief).	Warning lights, pulsating lights (in front grill and rear deck). Warning assessories. Radio equipment (no payment until workmanship approved by chief).
Color and Supplier Painting:	Metallic Blue. Front doors painted white and lettering "POLICE" on front doors and trunk.		White with tan stripes. Black interior. Two "Gill-line", #972 all weather door emblems on front doors reading "GILBERT POLICE".
Good Faith Deposit:	5% of proposal.	10% certified check or bid bond	5% certified check
NOTES:			
Replacement:	Approx. 65,000 miles	When repair costs become excessive	Approx. 1 year. Officer vote on replacement.
Other:			Instead of item under :supplier responsible for transferring" for car #2, new equipment - pulsating lights, (2) in front grill (red) and (2) amber on rear deck - large size. Federal director electronic siren, model. PA-20A, speaker in front grill under hood.



FIGURE 32. RECORDS MAINTAINED

Records

Gilbert:

Complaint and Arrest Reports:

- County complaint form for all arrests and moving violations (for felonies also formal complaint in the form of a warrant)
- Statement reports (the accused, witnesses, etc.)
- Officer incident report (kept on anything except traffic violations; supplementary report if needed)
- No shift report kept but log, kept in patrol car, is maintained indicating all calls

Juvenile Reports:

- Same reports kept as for adults however, reports indicate juvenile

Vehicle Reports:

- Vehicle report (abandoned, stolen, etc.)
- Vehicle impoundment and inventory record

Filing:

- By date, year (one file for juveniles and one file for other offenses and reports; note: cross index file by name being prepared)
- By name for felonies for one year then into general file



FIGURE 32. (Continued)

Eveleth:

Complaint and Arrest Reports:

- County complaint form
- Arrest form
- Arrest log with several items from arrest forms
- Statement forms (the accused, witnesses, etc.)
- Shift report maintained
- Telephone log on calls
- Officer supplemental report for complaints

Juvenile Reports:

- Juvenile log
- History sheet

Vehicles:

- Accident form

Other:

- House check index file

Filing:

- Arrest forms by crime (no name cross index)
- Juvenile log by date



FIGURE 32. (Concluded)

Virginia

Complaint and Arrest Reports:

- County complaint form
- Supplemental report on complaint
- Arrest log
- Daily log - information from complaint sheets
- Daily bulletin (kick sheet)
- No shift report

Juvenile Reports:

- Work sheet
- History sheet
- Index file card

Vehicles:

- Accident file by case number (cross reference log by name)
- Warning ticket file by name
- Bicycle license file by name
- Vehicle inventory (impoundment)

Other:

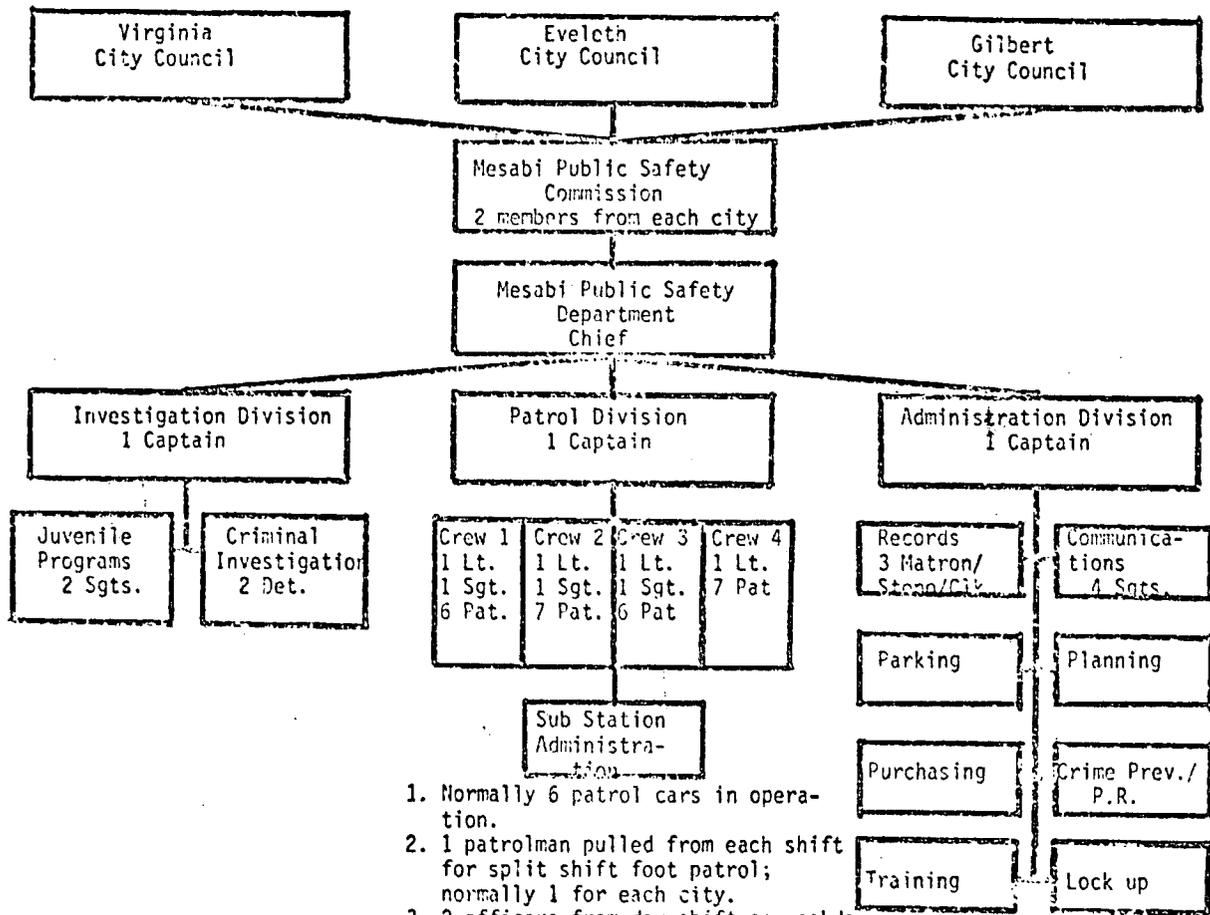
- Key holder (business) file
- Property record (evidence, personal property, record)
- Intelligence information (special file)
- House check index file

Filing:

- File card by name of offender
- File card by name of complainant
- Information envelope with complaints, reports, etc. filed by case no. (case no. appears on above file cards)



FIGURE 33. ORGANIZATION CHART



1. Normally 6 patrol cars in operation.
2. 1 patrolman pulled from each shift for split shift foot patrol; normally 1 for each city.
3. 2 officers from day shift on weekdays for sub stations; division captains and chief would share in this duty.

1. 2 Steno/Clerks would be sworn officers and serve as matrons; also for parking duties.
2. Captain would be training officer; also responsible for planning, purchasing, crime prev., P.R.



FIGURE 34. BUDGET INFORMATION

Personnel:

Base Pay	\$576,624.00	
Holiday Pay	24,395.36	
Health Insurance	55,661.52	
Dental Insurance	17,620.20	
Workmens Comprehensive	9,006.00	
Pension (PERA)	69,194.88	
Longevity	13,000.00	
College Credit Allowance	2,880.00	
Uniform Allowance	11,520.00	
Cost of Living	26,357.76	
Shooting Program	2,820.00	
Shift Differential	5,760.00	
Sick Days	6,653.28	
TOTAL		\$821,493.00

Equipment and Facilities:

Vehicles	\$ 23,000.00	
Vehicle Related Equipment	3,200.00	
Vehicle tires, gas and repair	20,000.00	
Vehicle Insurance	4,500.00	
Office Supplies	5,000.00	
Police Supplies	3,000.00	
Telephone	4,500.00	
Jail	1,200.00	
Miscellaneous	10,000.00	
TOTAL		\$ 74,400.00

Training:

BCA	\$ 4,500.00	
Special Training	4,500.00	
TOTAL		\$ 9,000.00
GRAND TOTAL		\$904,893.00



BUDGET SUMMARY BY DIVISION

Investigation Division (1 Captain, 2 Detectives, 2 Sergeants)

Personnel:

Base Pay	\$63,171.00	
Holiday Pay	2,672.56	
Health Insurance	5,903.04	
Dental Insurance	1,875.60	
Workmens Comprehensive	938.15	
Pension	7,580.52	
Longevity	1,354.15	
College Credit Allowance	300.00	
Uniform Allowance	1,200.00	
Cost of Living	2,745.60	
Shooting Program	300.00	
Shift Differential	600.00	
Sick days	728.88	
	TOTAL	\$ 89,369.50

Vehicles:

1 new vehicle	\$ 6,500.00	
Mobile Radio	1,250.00	
Vehicle Tires, Gas and Repair	1,818.18	
Vehicle Insurance	409.09	
	TOTAL	\$ 9,977.27

Miscellaneous:

\$ 6,500.00

TOTAL \$ 6,500.00

TOTAL \$105,846.77

Investigation Division: responsible for all criminal investigation and juvenile programs. The division will consist of two sections; the criminal investigation section and the juvenile programs section. A captain will have responsibility for the performance of division duties and will work directly in either of the sections as the situation warrants. There will be two detectives assigned to the criminal investigation section and two sergeants assigned to the juvenile programs section. Additional officers will have training in these areas to assist those officers normally assigned to these sections if the need should arise.



Patrol Division: (1 Captain, 4 Lieutenants, 3 Sergeants, 26 patrolmen)

Personnel:

Base Pay	\$405,586.80	
Holiday Pay	17,160.00	
Health Insurance	39,276.96	
Dental Insurance	12,423.60	
Workmens Comprehensive	6,379.42	
Pension	48,670.41	
Longevity	9,208.22	
College Credit Allowance	2,040.00	
Uniform Allowance	8,160.00	
Cost of living	18,670.08	
Shooting Program	2,040.00	
Shift Differential	4,080.00	
Sick days	4,680.00	
	TOTAL	\$578,375.49

Vehicles:

1 new Vehicle	\$6,500.00	
1 Mobile radio	1,250.00	
1 Set Light and Siren	700.00	
3 Vehicles Normal Replacement (less trade in)	10,000.00	
Vehicle Tires, Gas and repair	14,545.44	
Vehicle Insurance	3,272.51	
	TOTAL	\$ 36,267.95

Miscellaneous:	\$12,000.00	
	TOTAL	\$ 12,000.00
	TOTAL	<u>\$626,643.44</u>

Patrol Division - responsible for all patrol and traffic associated functions and also for maintaining all sub stations. A Captain will have responsibility for the performance of division duties. Within the division there will be four crews consisting of 8 to 9 officers each who will perform patrol car and foot patrol; each crew will have a Lieutenant in charge of that patrol shift. The Captain will be responsible for patrol scheduling and for scheduling sub station duties; sub station duty should be shared by the division captains or Chief, or when they are not available, officers from the day shift.



Administration Division: (1 Captain, 4 Sergeants, 3 Matron/Steno/Clerks;
also Chief)

Personnel:

Base Pay	\$107,866.20	
Holiday Pay	4,562.80	
Health Insurance	10,481.52	
Dental Insurance	3,321.00	
Workmens Comprehensive	1,688.67	
Pension	12,943.94	
Longevity	2,437.47	
College Credit Allowance	540.00	
Uniform Allowance	2,160.00	
Cost of Living	4,942.08	
Shooting Program	480.00	
Shift Differential	1,080.00	
Sick Days	1,244.40	
	TOTAL	\$153,748.08

Vehicles:

Vehicle Tires, Gas and Repair	3,636.36	
Vehicle Insurance	818.18	
	TOTAL	\$ 4,454.54

Miscellaneous:

	14,200.00	
	TOTAL	\$ 14,200.00
	TOTAL	<u>\$172,402.62</u>

Administration Division - responsible for administrative associated functions to include records, communications, parking, planning, purchasing, crime prevention, public relations, training and lock up. A Captain will have responsibility for the performance of division duties. Four Sergeants will be assigned for communications and lock up duties. Three matron/steno/clerks will be assigned for records, parking and matron duties. The Captain, in addition to overall responsibility for the division, will be the training officer and purchasing officer and will be responsible for all crime prevention/public relation programs and for planning functions.



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I Personnel

A. Base Pay (based on Virginia scale; 48 full time personnel)

Hour	Day	Month	Rank	Year	Number of Officers	
\$7.69	\$61.52	\$1332.90	Chief	\$15,994.80	(X1)	= \$ 15,994.80
6.35	50.80	1100.85	Captain	13,210.20	(X3)	= 39,630.60
6.18	49.44	1070.85	Detective	12,850.20	(X2)	= 25,700.40
6.00	48.00	1040.85	Lieutenant	12,490.20	(X4)	= 49,960.80
5.83	46.64	1010.85	Sergeant	12,130.20	(X9)	= 109,171.80
5.66	45.23	980.85	Patrolman	11,770.20	(X26)	= 306,025.20
5.66	45.28	980.85	Matron/Steno	11,770.20	(X2)	= 23,540.40
3.17	25.36	550.00	Steno	6,600.00	(X1)	= 6,600.00
TOTAL						\$576,624.00

B. Holiday Pay (based on 11 holidays/yr)

Chief	61.52	X 11	= 676.72	(X1)	= \$ 676.72	
Captain	50.80	X 11	= 558.80	(X3)	= 1,676.40	
Detective	49.44	X 11	= 543.84	(X2)	= 1,087.68	
Lieutenant	48.00	X 11	= 528.00	(X4)	= 2,112.00	
Sergeant	46.64	X 11	= 513.04	(X9)	= 4,617.36	
Patrolman	45.23	X 11	= 498.08	(X26)	= 12,950.08	
Matron/Steno						
Clerk	45.28	X 11	= 498.08	(X2)	= 996.16	
Steno	25.36	X 11	= 278.96	(X1)	= 278.96	
TOTAL						\$ 24,395.36

C. Health Insurance (based on Gilbert plan at \$110.38/family and \$50.40/single per month; assumes 75% of the personnel are married and 25% single)

\$110.38	X 12	X 37	= \$49,008.72	
50.40	X 12	X 11	= 6,652.80	
TOTAL				\$ 55,661.52

D. Dental Insurance (based on Virginia plan at 35.85/family and 12.90/single; assumes 75% of the personnel are married and 25% single)

35.85	X 12	X 37	= \$15,917.40	
12.90	X 12	X 11	= 1,702.80	
TOTAL				\$ 17,620.20

E. Workmans Comprehensive (based on 1976 total of all three departments)

\$ 9,006.00

F. Pension (based on PERA for all officers)

\$576,624.00	X 12%	= \$69,194.88
(Buy back and cost over PERA cost for officers who chose to remain with their present plan not included; this would be each individual city's responsibility)		
		\$ 69,194.88



G. Longevity (based on Virginia scale of 2% at 5, 10, 15, and 20 years of service; presently qualifying at 5 yrs - 2 Sgts, 2 Patrol, at 10 yrs - 1 Chief, 1 Det., 1 Lt., 2 Sgts., at 15 yrs - 1 Chief, 1 Det., 2 Lt., 1 Sgt., at 20 yrs - 1 Chief, 2 Capts., 1 Lt., 1 Patrol).	\$ 13,000.00
H. College Credit Allowance (based on Virginia plan with 16 officers qualifying at the maximum amount of \$15/mo.)	
15.00 X 12 X 16 = \$2,880.00	
	\$ 2,880.00
I. Uniform Allowance (based on Eveleth at \$20/mo.)	
\$20.00 X 12 X 48 = \$11,520.00	
	\$ 11,520.00
J. Cost of Living (based on Gilbert 1977 rate of 3.3¢/hr. added if C.P.I. increases by 1 full point in each quarter; assumes 8 point increase during the year)	
3.3¢ X 2080 hrs. X 48 = \$3,294.72 X 8 = \$26,357.76	
	\$ 26,357.76
K. Shooting Program (based on Virginia at \$5/mo. for completion)	
\$5.00 X 12 X 47 = \$2820.00	
	\$ 2,820.00
L. Shift Differential (based on Virginia at \$10/mo. if working rotating shifts)	
\$10.00 X 12 X 48 = \$5760.00	
	\$ 5,760.00
M. Sick Days (based on Virginia with payment on unused sick days under 6; estimate 3 days per officer unused)	
	\$ 6,653.28
TOTAL	\$821,493.00



II. Equipment, Facilities and Associated Items

A. Vehicles and associated items

1. Vehicles

TYPE	FOR USE BY
1 unmarked car	Chief and Administration Division Captain
1 jeep	Administration Division (parking)
1 unmarked car	Investigation Division
8 Patrol cars	Patrol Division (6 patrol, 1 captain or shift Lt., 1 back up)

Current inventory: 1 unmarked (chief), 1 jeep, 7 patrol cars.
 Requires purchase of 2 additional vehicles
 Normal replacement of vehicles, estimated at 3 per year; minus
 estimated trade in allowance

\$13,000.00
 10,000.00

2. Vehicle related equipment

a. 11 vehicles with mobile radios listed above;
 present inventory of 9; requires purchase of
 2 additional mobile radios.

2,500.00
 700.00

b. 1 new vehicle requires light and siren set

3. Vehicle tires, gas and repair.

20,000.00

4. Vehicle insurance.

4,500.00

B. Office Supplies (printing, forms, postage, etc.)

5,000.00

C. Police Supplies (ammunition, investigation equipment, etc)

3,000.00

D. Telephone

4,500.00

E. Lockup (prisoner meals, laundry, etc)

1,200.00

F. Miscellaneous (exams, audits, subscriptions, equipment
 repair other than vehicle, commission expenses, etc)

10,000.00

TOTAL

\$ 74,400.00

III. Training

A. Basic BCA

4,500.00

B. Special Training (investigation, juvenile, etc)

4,500.00

TOTAL

\$ 9,000.00

TOTAL

\$904,893.00



COST SHARING FORMULA BY POPULATION

Total Department Estimated Budget \$904,893.00

	1970 CENSUS	1973 CENSUS ESTIMATE	1975 ARDC ESTIMATE	AVERAGE	% OF TOTAL POPULATION
Virginia	12,450	12,116	12,730	12,432	.638718
Eveleth	4,721	4,634	4,410	4,588	.235717
Gilbert	2,287	2,366	2,680	<u>2,444</u>	<u>.125565</u>
				19,464	100%

	1976 EXPENSES	1977 BUDGET	ESTIMATED SHARE UNDER CONSOLIDATION BASED ON POPULATION FORMULA	
Virginia	\$501,850.04	\$522,293.28*	\$577,971.45	.638718 X \$904,833.00 = \$577,971.45
Eveleth	188,769.61	185,178.92	213,298.66	.235717 X 904,893.00 = 213,298.66
Gilbert	100,000.00 est.	105,000.00 est.	<u>113,622.89</u>	.125565 X 904,893.00 = <u>113,622.89</u>
			\$904,893.00	\$904,893.00

Total Estimated Budget
Total Population $\frac{\$904,893.00}{19,464} = \46.49 per capita

* does not include recent contract settlement



Population
(based on average)

VIRGINIA	1977 BUDGET	<u>\$522,293.28</u>		
	AVERAGE POPULATION	12,432	=	42.01 per capita
EVELETH	1977 BUDGET	<u>\$185,178.92</u>		
	AVERAGE POPULATION	4,583	=	40.36 per capita
GILBERT	1977 BUDGET	<u>\$105,000.00(EST)</u>		
	AVERAGE POPULATION	2,444	=	42.96 per capita

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	1977 BUDGET	1977 BUDGET IF BASED ON % OF TOTAL POPULATION OF ALL THREE CITIES
VIRGINIA	\$522,293.28	\$518,940.62
EVELETH	\$185,178.92	\$191,513.51
GILBERT	<u>\$105,000.00 (est)</u>	<u>\$102,018.07</u>
	\$812,472.20	\$812,472.20



Consolidation Budget with Inclusion of 1976 (collectable 1977) Real and Personal Property Assessed Valuation

	ASSESSED VALUATION	%OF TOTAL ASSESSED VALUATION OF ALL THREE CITIES	COST SHARE BASED ON ASSESSED VALUATION ON
VIRGINIA	\$29,459,884.00	.744351	\$654,629.22
EVELETH	\$ 7,001,993.00	.176916	\$155,591.09
GILBERT	<u>\$ 3,116,084.00</u>	<u>.078733</u>	<u>\$ 69,242.77</u>
	\$39,577,961.00	100%	\$879,463.08

	COST SHARE BASED ON 50% POPULATION AND 50% ASSESSED VALUATION	COST SHARE BASED ON 80% POPULATION AND 20% ASSESSED VALUATION
VIRGINIA	\$608,179.06	\$580,308.96
EVELETH	\$181,447.75	\$196,961.74
GILBERT	<u>\$ 89,836.28</u>	<u>\$102,192.37</u>
	\$879,463.09	\$879,463.07



Based on 50% Population and 50% Assessed Valuation

VIRGINIA	% POPULATION		
	561,728.90 X (.50) =	280,864.45 +	
	% ASSESSED VALUATION		
	654,629.22 X (.50) =	327,314.61 =	\$608,179.06
EVELETH	% POPULATION		
	207,304.40 X (.50) =	103,652.20 +	
	% ASSESSED VALUATION		
	155,521.09 X (.50) =	77,795.55 =	\$181,447.75
GILBERT	% POPULATION		
	110,429.78 X (.50) =	55,214.89 +	
	% ASSESSED VALUATION		
	69,242.77 X (.50) =	34,621.39 =	<u>\$ 89,836.28</u> \$879,463.09

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Based on 80% Population and 20% Assessed Valuation

VIRGINIA	% POPULATION		
	561,728.90 X (.80) =	449,383.12 +	
	% ASSESSED VALUATION		
	654,629.22 X (.20) =	130,925.84 =	\$580,308.96
EVELETH	% POPULATION		
	207,304.40 X (.80) =	165,843.52 +	
	% ASSESSED VALUATION		
	155,591.09 X (.20) =	31,118.22 =	\$196,691.74
GILBERT	% POPULATION		
	110,429.78 X (.80) =	88,343.82 +	
	% ASSESSED VALUATION		
	69,242.77 X (.20) =	13,848.55 +	<u>\$102,192.37</u> \$879,463.07



APPENDIX B
OFFICER SURVEY

THE FOLLOWING QUESTIONS PERTAIN TO SOME ISSUES THAT ARE UNDER CONSIDERATION BY THE POLICE STUDY COMMITTEE. IN AN EFFORT TO GET A BROAD BASE OF OPINION FROM THOSE INVOLVED, WE ARE ASKING THAT YOU COMPLETE THE FOLLOWING QUESTIONNAIRE. PLEASE RETURN THIS QUESTIONNAIRE IN THE ATTACHED STAMPED ENVELOPE BY JANUARY 4, 1977.

NOTE: SA = Strongly Agree D = Disagree
 A = Agree SD = Strongly Disagree
 N = Neutral

1. The Police Study is being undertaken to assess the current services provided by each department and to determine if some services can be provided more efficiently or cost effectively. Do you feel this is a worthwhile objective?
 SA _____ A _____ N _____ D _____ SD _____

2. Do you think that there is more room for cooperation among the three police departments?
 SA _____ A _____ N _____ D _____ SD _____

3. Do you think that there currently exists a good working relationship between the three departments?
 SA _____ A _____ N _____ D _____ SD _____

4. A cooperative agreement currently exists among the three departments regarding lock-up services. Do you feel that other services could also be jointly provided?
 SA _____ A _____ N _____ D _____ SD _____

5. There is a wide area of issues involved in the Police Study, ranging from partial sharing of services to total consolidation. (Total consolidation is defined as merging the existing three departments into an entirely new department.) The following is a list of services that could be combined. Please check the services that you feel would benefit from cooperative efforts among the three cities.

a. Centralized record keeping	Yes _____	No _____
b. Central dispatch	Yes _____	No _____
c. A multi-city crime investigation unit	Yes _____	No _____
d. A joint purchase agreement (This would allow purchase of cars and equipment at lower prices, due to volume of bid.)	Yes _____	No _____
e. In-service training	Yes _____	No _____
f. Juvenile bureau	Yes _____	No _____
g. Centralized scheduling with one patrol area	Yes _____	No _____
h. A single public-safety commission	Yes _____	No _____
i. Other _____	Yes _____	No _____



6. Do you agree with the concept of total consolidation (as defined in question #5) if it was found to be more cost effective?

SA _____ A _____ N _____ D _____ SD _____

7. Do you feel that there would be more opportunity for promotional advancement in a larger department?

Yes _____ If so, why? _____

No _____ If so, why? _____

8. How would you feel about the officers of Gilbert, Eveleth, and Virginia being covered by one union agreement?

SA _____ A _____ N _____ D _____ SD _____

9. Would you like to receive periodic information about the activities of the Police Study?

Yes _____ No _____ No Opinion _____

10. Would you like future meetings of the officers to discuss the Police Study?

Yes _____ No _____ No Opinion _____

11. Please keep in mind that no decisions involving partial or total consolidation of services have been made. The study is simply looking at all issues involved and compiling data and cost analysis material. It is therefore essential that we get an idea of your opinions and concerns with this project to aid in the decisions that will be made. Please use the space below to write any additional comments or questions that you would like addressed in the study.



SUMMARY OF OFFICER SURVEY

43 Surveys Distributed
37 Replies Received

1. The Police Study is being undertaken to assess the current services provided by each department and to determine if some services can be provided more efficiently or cost effectively. Do you feel this is a worthwhile objective?

Virginia:	SA	<u>6</u>	A	<u>11</u>	N	<u>1</u>	D	<u>0</u>	SD	<u>2</u>
Eveleth:	SA	<u>4</u>	A	<u>5</u>	N	<u>1</u>	D	<u>0</u>	SD	<u>0</u>
Gilbert:	SA	<u>2</u>	A	<u>2</u>	N	<u>0</u>	D	<u>2</u>	SD	<u>1</u>
Total:	SA	<u>12</u>	A	<u>18</u>	N	<u>2</u>	D	<u>2</u>	SD	<u>3</u>

2. Do you think that there is more room for cooperation among the three police departments?

Virginia:	SA	<u>2</u>	A	<u>16</u>	N	<u>0</u>	D	<u>1</u>	SD	<u>1</u>
Eveleth:	SA	<u>5</u>	A	<u>4</u>	N	<u>1</u>	D	<u>0</u>	SD	<u>0</u>
Gilbert:	SA	<u>2</u>	A	<u>3</u>	N	<u>1</u>	D	<u>1</u>	SD	<u>0</u>
Total:	SA	<u>9</u>	A	<u>23</u>	N	<u>2</u>	D	<u>2</u>	SD	<u>1</u>

3. Do you think that there currently exists a good working relationship between the three departments?

Virginia:	SA	<u>3</u>	A	<u>15</u>	N	<u>1</u>	D	<u>1</u>	SD	<u>0</u>
Eveleth:	SA	<u>2</u>	A	<u>6</u>	N	<u>2</u>	D	<u>0</u>	SD	<u>0</u>
Gilbert:	SA	<u>2</u>	A	<u>3</u>	N	<u>1</u>	D	<u>1</u>	SD	<u>0</u>
Total:	SA	<u>7</u>	A	<u>24</u>	N	<u>4</u>	D	<u>2</u>	SD	<u>0</u>

4. A cooperative agreement currently exists among the three departments regarding lock-up services. Do you feel that other services could also be jointly provided?

Virginia:	SA	<u>4</u>	A	<u>9</u>	N	<u>2</u>	D	<u>4</u>	SD	<u>1</u>
Eveleth:	SA	<u>7</u>	A	<u>2</u>	N	<u>1</u>	D	<u>0</u>	SD	<u>0</u>
Gilbert:	SA	<u>1</u>	A	<u>3</u>	N	<u>1</u>	D	<u>1</u>	SD	<u>1</u>
Total:	SA	<u>12</u>	A	<u>14</u>	N	<u>4</u>	D	<u>5</u>	SD	<u>2</u>

5. There is a wide area of issues involved in the Police Study, ranging from partial sharing of services to total consolidation. (Total consolidation is defined as merging the existing three departments into an entirely new department.) The following is a list of services that could be combined. Please check the services that you feel would benefit from cooperative efforts among the three cities.



	Yes				No			
	V	E	G	T	V	E	G	T
a. Centralized record keeping	16	9	2	27	4	1	5	10
b. Central dispatch	15	9	6	30	5	1	1	7
c. A multi-city crime investigation unit	15	9	2	26	5	1	5	11
d. A joint purchase agreement (This would allow purchase of cars and equipment at lower prices, due to volume of bid.)	18	9	3	30	2	1	4	7
e. In-service training	16	9	4	29	3	1	3	7
f. Juvenile bureau	18	9	5	32	2	1	2	5
g. Centralized scheduling with one patrol area	11	8	0	19	9	2	6	17
h. A single public-safety commission	13	9	0	22	7	1	6	14
i. Other								

6. Do you agree with the concept of total consolidation (as defined in questions #5) if it was found to be more cost effective?

Virginia:	SA	<u>7</u>	A	<u>4</u>	N	<u>1</u>	D	<u>2</u>	SD	<u>5</u>
Eveleth:	SA	<u>6</u>	A	<u>2</u>	N	<u>2</u>	D	<u>0</u>	SD	<u>0</u>
Gilbert:	SA	<u>0</u>	A	<u>1</u>	N	<u>0</u>	D	<u>2</u>	SD	<u>3</u>
Total:	SA	<u>13</u>	A	<u>7</u>	N	<u>3</u>	D	<u>4</u>	SD	<u>8</u>

7. Do you feel that there would be more opportunity for promotional advancement in a larger department?

Virginia:	Yes	<u>7</u>	No	<u>10</u>
Eveleth:	Yes	<u>9</u>	No	<u>1</u>
Gilbert:	Yes	<u>1</u>	No	<u>4</u>
Total:	Yes	<u>17</u>	No	<u>15</u>

8. How would you feel about the officers of Gilbert, Eveleth, and Virginia being covered by one union agreement?

Virginia:	SA	<u>4</u>	A	<u>9</u>	N	<u>2</u>	D	<u>3</u>	SD	<u>2</u>
Eveleth:	SA	<u>5</u>	A	<u>2</u>	N	<u>2</u>	D	<u>0</u>	SD	<u>1</u>
Gilbert:	SA	<u>1</u>	A	<u>2</u>	N	<u>1</u>	D	<u>0</u>	SD	<u>2</u>
Total:	SA	<u>10</u>	A	<u>13</u>	N	<u>5</u>	D	<u>3</u>	SD	<u>5</u>

9. Would you like to receive periodic information about the activities of the Police Study?

Virginia:	Yes	<u>18</u>	No	<u>1</u>	No Opinion	<u>0</u>
Eveleth:	Yes	<u>9</u>	No	<u>1</u>	No Opinion	<u>0</u>
Gilbert:	Yes	<u>2</u>	No	<u>1</u>	No Opinion	<u>4</u>
Total:	Yes	<u>29</u>	No	<u>3</u>	No Opinion	<u>4</u>



10. Would you like future meetings of the officers to discuss the Police Study?

Virginia:	Yes	<u>17</u>	No	<u>1</u>	No Opinion	<u>1</u>
Eveleth:	Yes	<u>9</u>	No	<u>1</u>	No Opinion	<u>0</u>
Gilbert:	Yes	<u>3</u>	No	<u>2</u>	No Opinion	<u>2</u>
Total:	Yes	<u>29</u>	No	<u>4</u>	No Opinion	<u>3</u>

11. Please keep in mind that no decisions involving partial or total consolidation of services have been made. The study is simply looking at all issues involved and compiling data and cost analysis material. It is therefore essential that we get an idea of your opinions and concerns with this project to aid in the decisions that will be made. Please use the space below to write any additional comments or questions that you would like addressed in the study.

Note: Answers to some questions were omitted by some officers and, therefore, totals for each questions do not always add properly.



SUMMARY OF OFFICER SURVEY

Officer Comments Summary

In addition to checking off of choices ranging from strongly agree to strongly disagree and answering questions either yes or no the officers were also encouraged to make written comments. The following is a summary of their comments which expressed their feelings over varying areas of the Police Study.

One area that produced many comments was in personnel, particularly with respect to promotions, promotional procedures, and what would be the rank makeup among the three departments if a consolidation took place.

In that the three departments have different rank structures, varying numbers of officers at each rank and varying levels of experience and other qualifications for holding a particular rank, the officers questioned whether a fair system could be worked out to compensate for these differences. Looking ahead, they also questioned what procedures would be used to fill future promotional openings. Several officers indicated a concern that promotions might be based on what department an officer formerly served on (assuming that total consolidation took place) rather than what each individual officer's real qualifications were. Their comments expressed a concern over impartiality when it came to who would fill a particular rank. In the words of one officer, "If the power struggle is not resolved the plan will not work, or if it does it will be a big joke."

In connection with the above the term "professional" and similar terms were used in the officer comments with respect to the personnel



area. It was felt that professionalism in their departments had grown in recent years, according to several officers, and they had the desire that movement be kept in this direction.

Question 7 read, "Do you feel that there would be more opportunity for promotional advancement in a larger department?" and asked "if so, why?" for either a yes or no answer. The officer comments for yes answers included the following reasons: a larger department would need more ranking officers, more personnel would require it, and specialized fields in a larger department would cause a need for more ranking officers. Officer reasons for no answers included: local politics, too much rank already, and lack of trained personnel to fill higher ranks.

The subject of unions also brought some comments. The response here centered on the "right" union being picked. Several officers also voiced concern over any change in their pension system. The areas under Question 5 which listed some possibilities for specialization such as a juvenile bureau and a crime investigation unit caused responses from some officers suggesting a need for looking into these possibilities from a professional standpoint and from the standpoint of enjoying working in a specialized unit. Officers also suggested other areas of specialization such as narcotics. One officer questioned whether the cities would be prepared to bear the additional cost of providing specialized units and other services.

Statements were made both pro and con on the relative merits of the concept of the total consolidation alternative. Some saw possibilities for consolidation aiding in increased professionalism while others saw



it as only causing more work, as possibly benefiting one city but not another, and one officer stated that a state police agency would be better than any discussion concerning only three or four cities. One officer thought that this study should be more directed towards helping the individual departments improving efficiency on their own. Several officers indicated they did not like the idea of working or patrolling in a city that they did not live in.



APPENDIX C

DISCUSSION DRAFT ONLY - NOT FINAL

MISSABE PUBLIC SAFETY COMMISSION

Elements of Proposed Joint Powers Agreement

Parties - Cities of Virginia, Eveleth, and Gilbert.

Effective Date - Projected to be January 1, 1978.

Background Information - (required to identify purpose of agreement pursuant to Minn. Stat. 471.59)

1. Nature and purpose of Missabe Intergovernmental Project.
2. Identify present police services by parties and areas served.
3. Indicate need for reduction of duplication of facilities and services and goal of increased effectiveness.

Area to be served - Present geographic limits of Virginia, Eveleth and Gilbert.

Formation of Mesabi Public Safety Commission

1. To be representative of all parties (M.S.A. 471.59).
2. Membership: 2 members from each city.
3. Appointed: By each City Council.
4. Terms of office: 2 years (initial terms to be staggered).



5. Vacancies to be filled by responsible City Council.
6. Designation of alternates - to be made by respective Councils.
7. Members may serve not more than two full terms.
8. Members are to receive \$5.00 per meeting (Alternative: Commission to pay expenses).

Operation of Commission

1. Officers: Chairperson, vice-chairperson, secretary and treasurer (latter two offices may be combined).
2. Officers elected for one year term by majority vote of all members of Commission.
3. Officers may not serve more than _____ years in any one office (no specific limit has been suggested).
4. Each member to have one vote (equal representation for each City).
5. Quorum to be four members.
6. Robert's Rules of Order, Revised.
7. Meetings to be held not less frequently than monthly.



Powers and Duties of Commission

1. Power to acquire real and personal property (outright purchase, grant, gift, lease, etc.; this includes buildings, autos, equipment, etc.)
2. Power to employ necessary personnel to carry out purposes of agreement.
3. Power to adopt merit system or any other system to assist in establishment of uniform and equitable personnel standards and procedures.
4. Power to contract for services, materials, equipment, etc.
5. Power to accept and apply for gifts, subsidies, grants or appropriations from any lawful source.
6. Power to enter into contracts and agreements to carry out its purposes.
7. Power of general supervision and responsibility for all law enforcement activities of participating municipalities.
8. All other and further powers available under law to accomplish the purposes of the commission.

Personnel

1. All officers, clerks and other persons employed shall be employees of the Commission.



2. Employment classifications, administrative structure and personnel procedures are to be those adopted and approved by the Commission.
3. All employees are to be subject to the terms and conditions of merit plan or personnel policy and procedure system as adopted, except as otherwise provided herein.
4. The chief executive officer (chief of the department) employed by the Commission shall serve as an unclassified employee whose employment may be terminated with or without cause and without reference to procedures available to persons holding classified positions.
5. All persons employed by the Commission who are present employees of a municipality which is a party to this Agreement shall retain all seniority, pension rights and similar earned and vested benefits existing as a result of such present employment. Further, such employees shall not be employed by the Commission at a salary less than that presently earned by such employees.

Note: This may be a troublesome area. Seniority within a city department may be difficult to translate into seniority within a larger group. Similarly, assurances from participating cities might be necessary to eliminate concern that there will not be enough jobs for all existing employees.

6. The Commission shall adopt the employee retirement benefit plan offered and maintained by the Public Employees Retirement Association (PERA). Each employee of the Commission not coming from employment with a participating municipality shall be provided with PERA benefits. All employees having immediate past employment with a participating municipality shall have the option of participating in PERA but shall not be required to do so.
7. Each participating municipality agrees that it will maintain continual pension benefits for any of its employees who are employed by the Commission if such employee elects to retain his or her pension benefit status with said municipality.



Note: This may pose legal problems since an employee of the Commission is not a city employee. Pension contributions may not be payable for persons who are not employees.

8. In the event an employee of the Commission elects to transfer from municipal to PERA pension coverage, each participating municipality agrees to pay the amount of any contribution which may be required by PERA to provide such employee with pension benefits at a level equivalent to that he or she has earned with such participating municipality.
9. The Commission shall establish a personnel committee to, among its other duties, be responsible for labor negotiations. During such negotiations, a member of each City Council shall serve on such Committee. If not a member of the Commission, such City Council member shall serve on the Committee ex officio and without a vote.

Financial Matters

1. The Commission shall see to the preparation of an annual budget for its operations on a calendar year basis. Such budget shall be prepared and submitted to each participating municipality not later than September 1 of each year.
2. Each participating municipality agrees to contribute that portion of the annual budget determined by the ratio which its population bears to the total population of all participating municipalities.

Note: Are 1970 census figures to be used?

3. At the time such budget is submitted to the participating municipalities, the Commission shall also submit a proposed annual plan which shall contain (as a minimum) the proposed Commission organizational structure, personnel roster, salary schedules, description of operational procedures, location



of facilities and their usage and such statistical analyses (if any) as may be reasonably necessary to determine Commission cost-benefit effectiveness.

Note: This has not been brought up earlier. It is advisable?

4. Each participating municipality agrees to provide by levy or otherwise for its portion of the annual budget. Payments in equal amounts shall be made to the Commission not less frequently than quarterly commencing in January of each such year.

Note: Will the cities have cash flow sufficient for this time schedule?

5. Payments and/or contributions may be made by participating municipalities in cash or by "in-kind" contributions of facilities, equipment and/or services pursuant to agreement with the Commission.
6. The Treasurer of the Commission shall have supervision of all funds and assets of the Commission. Funds may be expended in such manner as is permitted by laws applicable to municipal expenditures established by the State of Minnesota. All checks, orders or drafts are to be signed by the Chairman and treasurer of the Commission. By appropriate resolution of the Commission, facsimile signatures may be permitted.
7. All Commission instruments other than checks, orders or drafts are to be signed by the Chairperson and Secretary.
8. All purchasing of materials and equipment shall be conducted pursuant to Minn. Stat. 471.345.



Duration of Agreement

1. This Agreement and the Commission hereby established shall continue until December 31, 1979, at which time any participating municipality may withdraw. If all participating municipalities elect to continue, the Agreement shall remain in effect on a year-to-year basis.
2. In the event this Agreement continues beyond December 31, 1979, any participating municipality may withdraw on December 31 of any year thereafter.

Addition and Withdrawal of Parties

1. To withdraw from this Agreement, a participating municipality must notify all other participating municipalities of its intention to withdraw by written notice delivered to the respective city clerks of other participating municipalities not later than September 1 next preceding the date of intended withdrawal.
2. In the even of such withdrawal the remaining parties shall each have the option of withdrawing on the same date without first being required to submit timely notice. Notice by such additional withdrawing party must be given to all other parties in writing not later than October 1 of said year.
3. Additional parties may become participants at the beginning of any calendar year. Written requests to participate must be received by the Commission on or before September 1 next preceding the first year of participation. Additional parties must receive the unanimous consent of all existing parties in order to participate in this Agreement.
4. Upon termination, any property acquired by the Commission pursuant to this Agreement, together with any surplus monies which may remain after payment of all Commission obligations shall be distributed to the parties in proportion to contributions made by the participating municipalities.



Violation of Ordinances and Laws

The parties agree that each participating municipality shall pay the costs of prosecutions for violations occurring within their geographic jurisdictions. Commission officers will be available for such prosecutions without charge. All fines recovered shall be held and allocated pursuant to existing practice and requirements and shall not become Commission property or subject to Commission claim.

Execution of Agreement

Must be approved by each City Council by appropriate Resolution.

Note: What might be done to insure against substantial dislocation in event employees transferred, etc., and agreement ends in two years?



APPENDIX D
INTERIM REPORT

Basic Findings and Recommendations:

There were three basic alternatives that encompassed the Study.

- 1) That there were no additional law enforcement functions that could be provided more efficiently or effectively on a joint basis.
- 2) That not all, but some of the law enforcement functions could be provided more efficiently and effectively on a joint basis; in other words further cooperation was desired.
- 3) That all law enforcement functions could be performed more efficiently and effectively on a joint basis; in other words total consolidation.

It was the conclusion of the Police Study Committee that all present functions of the present police departments and all other desired programs/ functions which were not presently being provided to all of the cities could be provided more efficiently and effectively on a joint basis.

It was also the conclusion of the Committee that the resources needed to support these programs/functions in terms of administration, budget, personnel, equipment and facilities could also be provided more efficiently and effectively on a joint basis. The Committee therefore presented its recommendations based on total consolidation of the three present departments into one new department.

The new department would be responsible to a joint public safety commission, the members of which would be appointed by their respective city councils. This commission would exercise general supervision over law enforcement and set standards in the provision of law enforcement services to the cities. The sharing of costs in providing these services would be determined by a formula based on population. The Commission will establish the amount of required payments from each city on or before September 1 of each year and submit this to each city council for approval.

Within the department there would be three divisions - the Investigation Division, Patrol Division and the Administration Division. These divisions provide for the organizational make up for joint programs/functions that are now being provided individually and additionally provide for services that not all or not any of the cities currently maintain.

In general the recommendations were fairly specific, however not so specific that they would tend to tie the hands of the joint commission, the department and the chief; the concern here was to allow the department, with proper planning, to adjust to changing conditions. Several of the recommendations, for example, allowed for re-evaluation after a period of time in certain areas as in the cost sharing formula and in the continued use of all of the current facilities.

The Committee was not interested in maintaining the status quo in the level of services that were being provided individually. On a joint basis they wanted better and increased services and programs and were aware at the beginning of the decision making process that, if fully implemented, there would be an increase in the cost of law enforcement.



Steps and Procedures taken to Arrive at Recommendations:

The initial tasks of the Police Study Committee were to establish planning procedures to serve as an outline for this study and then to begin collecting and analyzing information on the current conditions of the departments. Although the majority of the planning procedures were completed prior to the collecting and analyzing phase this was an ongoing process. These two areas are contained in separate reports.

Several aspects can be identified in the planning procedures.

- 1) Criteria For Analysis - this summarized the approach to the Study in terms of scope, goals, objectives and purposes. This document gives a summary of the intent of the Study and was continually referenced during the course of the Study.
- 2) Systems Planning Model - this provided an overall guide and a method of keeping track of progress of the Study. As expected it underwent modifications as time went on but still served its purpose.
- 3) Work Plan - this provided a detailed guide for the collecting and analyzing of information on current conditions of the departments. It also provided indications of committee interests and concerns since it outlined areas which the committee specifically wished the staff to look into and report on.
- 4) Summary of Presentations and Timeline - this was an attempt to look ahead in the decision making process as to when decisions might be expected to be made.

In following the Work Plan, as described previously, the collecting and analyzing process on current conditions was completed. Each of the areas outlined was investigated and reports made; the outline was not rigidly adhered to with emphasis being placed in different areas as information became available. Considerable cooperation was needed from the police departments and other city offices in providing the baseline data.

Examination and evaluation took place while the various segments of the Work Plan were in the process of being completed. This is not to say that once the entire work plan was completed that it was not examined in total, but rather that information was presented, in many cases, as it became available rather than waiting until an entire segment was completed. This allowed for constant participation by the Committee members instead of the Committee only reacting to staff input.



Summary of Financial Data Used:

Financial analysis began by comparing budget information of the cities over a five year period. This aspect was a requirement of the Work Plan. Certain problems were inherent in that itemization methods were different among the cities and, more importantly, the total cost of law enforcement did not appear under the police budget in the cities. Items such as pension funds, equipment funds and various insurance items were found in other city categories. Extracting law enforcement portions was often difficult when they were lumped together with costs for other city services for ease in accounting purposes.

This, coupled with the nature of the law enforcement service and the great differences that exist among the departments in maintaining crime related statistics, made any specific attempts at cost benefit analysis almost meaningless. However, the analysis to this point did provide meaningful results; it

- 1) gave indications as to the real total cost of law enforcement to the cities,
- 2) gave initial indications of where duplication of effort in certain areas could be avoided at a cost savings,
- 3) gave indications of where joint effort could lead to some financial complications as in the pension area where different plans were in use,
- 4) gave indications of increased costs, such as in personnel where the officers had different benefit packages, and in providing specific services where, for example, only one city was providing a specific service and it was indicated that all cities were interested in this service on a joint basis.

Based on decisions reached on desired services, budget histories, current resources available and other factors, estimated budget information was compiled with consideration to total consolidation. The budget information was presented first on an overall basis broken down into personnel costs, equipment and facilities costs and training costs. It was broken down a second way by division to give indication of costs by the services being provided by each division within the department.

Perhaps the fairest way of sharing costs among the cities would be based on the actual service being provided to each city using call/complaint and other criminal statistics. However, as mentioned, record keeping varied so much among the departments that a realistic formula based on this for the present would be difficult. It was decided to wait for 2 years of joint record keeping to determine if this method could eventually be used.

Other methods were discussed and all but population and assessed valuation were eliminated. In analyzing law enforcement expenditures it was discovered that there was good correlation among all three cities between each city's expenditures and their population. No such correlation could be found with assessed valuation; even using various percentages of assessed valuation in combination with population it still presented an unfair disadvantage to the largest city which had an overwhelming share of the assessed valuation. A formula based on population was adopted by the Police Study Committee.



Evaluation Process

In an attempt to evaluate the impact of the productivity improvement (consolidation) on the law enforcement element of this study five areas for evaluation were selected; the are:

Quality of Service Impact
Cost Impact
Employee Impact
Management Impact
Implementation Impact

This evaluation is not an attempt to restate the entire study and implementation process. This is adequately covered in the reports prepared by the Police Study Committee. In evaluating these areas consideration will be given to the goals and objectives of the Police Study stated in the Criteria For Analysis which is in the Planning Procedures Report.

Quality of Service Impact - attempts to measure the quality of law enforcement programs/functions as they relate to the service being provided directly to the public (line) and the service being provided internally (support).

Cost Impact - attempts to measure cost changes as they relate to the level of service being provided and to also include the reasons for these changes.

Employee Impact - attempts to measure employee morale and job satisfaction as it relates to their reaction to the changes that have occurred.

Management Impact - attempts to measure management satisfaction with organizational and procedural changes that have occurred as they relate to effective management.

Implementation Impact - attempts to measure the effects of the implementation process itself as it relates to the problems and/or lack of problems in the transition.

I. Quality of Service Impact

A. Line Programs/Functions:

Investigation and Patrol Divisions programs/functions - what was the impact of consolidation?

Goals to be measured:

- Decrease petitions to juvenile court by 10% for first offenders and status offenders. This will be measured by comparison with petition rates for the individual cities from 1973 - 1975.
- Increase the clearance rate of all Part I offenses by 10%. This will be measured by the clearance rates of the individual cities from 1972 - 1975.
- Increase level of patrol and therefore visibility and availability of law enforcement personnel by more efficient and effective patrol scheduling and routing. This will be measured by survey of officers, administration and public as to their satisfaction with level of patrol as compared to pre consolidation.



- B. Support Programs/Functions:
Administration Division Programs/Functions - what was the impact of consolidation?
Goals to be measured:
- Increase efficiency and effectiveness of support functions in aiding the line functions; evaluation done by survey of officers in line duties to determine if support functions have improved by consolidation.
 - Determine cost savings as a result of joint purchasing as compared to previous purchasing on an individual basis; maintain records on discounts received as a result of larger orders placed compared to what costs would have been on an individual city basis.
 - Increase professional development of officers through in service, formal and other training programs; survey administration on effectiveness of officers as a result of training; maintain records of training received by officers.

II. Cost Impact

- A. Operational cost effectiveness - what was the impact of consolidation?

Goals to be measured:

- Increase operational cost effectiveness; evaluate what changes occurred in cost using data maintained on past years costs and costs after implementation; comparison done between past and present by line items (personnel equipment, facilities, etc.) and also by Program/Functions (Division Services). Note reasons for change and if change was expected.

- B. Start up cost effectiveness - what was the impact of consolidation?

Goals to be measured:

- Facilitate the most effective and efficient start up in terms of costs; evaluate start up costs and determine if they could have been avoided or changed; note if they were expected.

III. Employee Impact

- A. Morale and job satisfaction - what was the impact of consolidation?

Goals to be measured:

- Maintain high morale and job satisfaction; survey officers to determine effects of consolidation and note changes which consolidation had on morale and job satisfaction and extent to which consolidation met employee expectations; note differences in impact among each city's former officers.

IV. Management Impact

- A. Service and organizational satisfaction - what was the impact of consolidation?

Goals to be measured:

- Facilitate management satisfaction with service and organizational development; survey administration to determine level of satisfaction with consolidation caused changes which had an impact on management; note extent to which impact met expectations; note impact by city.



V. Implementation Impact

A. Transition efficiency - what was the impact of consolidation?

Goals to be measured:

- Maintain smooth transition through implementation; survey all directly concerned with implementation and determine level of satisfaction with planned transition; note major problems and steps to alleviate them; note changes that occurred in planning; note extent that expectations were met.



APPENDIX E
PENSION

Eveleth

Chart A gives information on costs to the city for Police Relief and costs for Social Security and PERA for other city employees; also police salary expenditures as compared to total police department expenditures.

Chart B shows increases in base pay since May, 1971. Average is the "average base pay" for each rank from May, 1971 (note: salaries for ranks other than chief for 1976 were not settled at the time of this analysis; to compute PERA "highest five" salaries from May, 1971 to April, 1976 were used.)

Chart A uses base pay for PERA computations instead of "average salary". It would be too complex to involve the various factors used in "average salary" (each individual can determine the impact of his or her holiday pay, etc. on the typical annuities shown; as a result annuities shown would be lower than what you could be expected to receive.) The purpose of these sheets is to offer a comparison - what a typical officer at a particular rank might draw under Eveleth's plan and under PERA if he/she could retire today and begin to collect an annuity. It was not the intention to show exactly what annuity an officer might receive.

The amount below the heavy solid line indicates the annuity received by a typical officer if he works up to the age of 50 or over with the



current plan and 55 or over with PERA.

Points to keep in mind while reviewing financial information:

Collection of annuity begins at 50 with city plan and 55 with PERA.

Employee pays 6% of the average pay of patrolman while under PERA it is 8% of total salary

The city annuity formula is based on a fixed sum while PERA is based on percentage.

The city plan has no reduction in annuity for joint and survivors benefits (for your widow if you should die after retirement); PERA has joint and survivors benefit options but with reduction in annuity.

For deferred annuity the city plan requires that members continue to pay in 6% of patrolman's salary per year; under PERA not only is the continuing payment not required but member reserve is augmented by 5% per annum compounded annually.

No annuity for less than 20 years service with city plan (unless member is at 50 with less than 20 years service); with PERA annuity possible with 10 years service.

At separation from service with less than 20 years service employee contribution is refunded; with PERA contribution refunded with 3½% interest after 3 years.

City plan is nontransferable; PERA is statewide and transferrable and it is possible to use it in combination with other pension plans.

See comparison sheet for other differences between the two plans.



CHART A

	LEVY FOR PERA & SOC. SEC.	EXPENDITURES PERA & SOC. SEC.	LEVY FOR POLICE RELIEF	EXPENDITURES POLICE RELIEF	POLICE SALARY EXPENDITURE	LEVY FOR POLICE DEPT.	POLICE DEPT. EXPENDITURES
1972	20,000	14,444.71	24,000	21,513.60	54,899.03	70,000	59,909.93
1973	25,000	23,855.17	27,300	24,682.68	67,202.83	65,000	75,510.33
1974	25,000	26,952.65	26,100	26,100	76,193.45	80,000	90,836.88
1975	30,000	34,952.65	37,100	37,100	94,875.02	92,000	111,159.94
1976	34,000		37,967			116,000	

CHART B

	POLICE DEPT. SALARY EXPENDITURES	EXPENDITURES FOR POLICE RELIEF	PERCENT RELIEF IS OF TOTAL POLICE SALARY	PERA AMOUNT WOULD HAVE BEEN	PERA PERCENT WOULD HAVE BEEN
1972	54,899.03	21,513.60	39%	6,588	12%
1973	67,202.83	24,682.68	36%	8,064	12%
1974	76,193.45	26,100.00	34%	9,143	12%
1975	94,875.02	37,100.00	39%	11,385	12%
1976	106,260.00 (ESTIMATE)	37,967.00	35%	12,751	12%
TOTAL	399,430.33	147,363.28	36%	47,931	12%

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	Monthly	Annually
1 Chief	@980	11,760
1 Lieutenant	@825	9,900
3 Sergeants	@600	28,800
6 Patrolman	@775	55,800

	AVERAGE	629 PATROLMAN	CHART C 654 SERGEANT	LIEUTENANT	827 CHIEF
May 71		500	525		615 May 71
May 72		545	570		660 Jan 73
May 73		620	645		735 May 73
May 74		705	730		855 Jul 74
May 75		775	800	825	880 Nov 74
May 76					920 May 75
					1105 May 76



CHART D

YEARS OF SERVICE	CURRENT PLAN					PERA - PATROLMAN					PERA - SERGEANT					PERA - CHIEF				
	20	25	30	35	40	20	25	30	35	40	20	25	30	35	40	20	25	30	35	40
						AGE WHEN HIRED														
10					88	157	157	157	157	157	164	164	164	164	164	207	207	207	207	207
11					96	173	173	173	173	173	180	180	180	180	180	227	227	227	227	227
12					105	189	189	189	189	189	196	196	196	196	196	248	248	248	248	248
13					114	204	204	204	204	204	213	213	213	213	213	269	269	269	269	269
14					123	220	220	220	220	220	229	229	229	229	229	289	289	289	289	289
15				131	131	236	236	236	236	236	245	245	245	245	245	310	310	310	310	310
16				140	140	252	252	252	252	252	262	262	262	262	262	331	331	331	331	331
17				149	149	267	267	267	267	267	278	278	278	278	278	351	351	351	351	351
18				158	158	283	283	283	283	283	294	294	294	294	294	372	372	372	372	372
19				166	166	299	299	299	299	299	311	311	311	311	311	393	393	393	393	393
20	175	175	175	175	175	314	314	314	314	314	327	327	327	327	327	414	414	414	414	414
21	175	175	185	185	185	327	327	327	327	327	340	340	340	340	340	430	430	430	430	430
22	175	175	195	195	195	340	340	340	340	340	353	353	353	353	353	447	447	447	447	447
23	175	175	205	205	205	352	352	352	352	352	366	366	366	366	366	463	463	463	463	463
24	175	175	215	215	215	365	365	365	365	365	379	379	379	379	379	480	480	480	480	480
25	175	175	225	225	225	377	377	377	377	377	392	392	392	392	392	496	496	496	496	496
26	175	185	235	235	235	390	390	390	390	390	405	405	405	405	405	513	513	513	513	513
27	175	195	245	245	245	402	402	402	402	402	419	419	419	419	419	529	529	529	529	529
28	175	205	255	255	255	415	415	415	415	415	431	431	431	431	431	546	546	546	546	546
29	175	215	265	265	265	428	428	428	428	428	444	444	444	444	444	562	562	562	562	562
30	175	225	275	275	275	440	440	440	440	440	458	458	458	458	458	579	579	579	579	579
31	185	235	275	275	275	453	453	453	453	453	471	471	471	471	471	595	595	595	595	595
32	195	245	275	275	275	465	465	465	465	465	484	484	484	484	484	612	612	612	612	612
33	205	255	275	275	275	473	478	478	478	478	497	497	497	497	497	629	629	629	629	629
34	215	265	275	275	275	491	491	491	491	491	510	510	510	510	510	645	645	645	645	645
35	225	275	275	275	275	503	503	503	503	503	523	523	523	523	523	662	662	662	662	662
36	235	275	275	275	275	516	516	516	516	516	536	536	536	536	536	678	678	678	678	678
37	245	275	275	275	275	528	528	528	528	528	549	549	549	549	549	695	695	695	695	695
38	255	275	275	275	275	541	541	541	541	541	562	562	562	562	562	711	711	711	711	711
39	265	275	275	275	275	553	553	553	553	553	575	575	575	575	575	728	728	728	728	728
40	275	275	275	275	275	566	566	566	566	566	589	589	589	589	589	744	744	744	744	744
41	275	275	275	275	275	578	578	578	578	578	602	602	602	602	602	760	760	760	760	760
42	275	275	275	275	275	591	591	591	591	591	615	615	615	615	615	777	777	777	777	777
43	275	275	275	275	275	603	603	603	603	603	628	628	628	628	628	794	794	794	794	794
44	275	275	275	275	275	616	616	616	616	616	641	641	641	641	641	810	810	810	810	810
45	275	275	275	275	275	629	629	629	629	629	654	654	654	654	654	827	827	827	827	827

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Virginia

Chart A shows expenditures by the city for the police pension over the past five years and what it would have cost the city over the past five years if the police had been under PERA.

Chart B shows increased in base pay for each rank since January, 1972. Average is "average base pay" for each rank from January, 1972 to December, 1976 (assumes that base pay for January, 1975 will hold until December 1976 for all officers except chief; chief was only member of police department whose 1976 salary had been settled at the time of this analysis).

Both charts use base pay even though the Virginia plan uses "prevailing pay" and PERA uses "average salary". It would be to complex to involve the various factors used in "prevailing pay" and "average salary" (each individual can determine the impact of his or her longevity, holiday pay, etc., on the typical annuities shown). The purpose of these sheets is to offer a comparison - what a typical officer at a particular rank might draw under Virginia's plan and under PERA if he could retire today and begin to collect his annuities. It was not the intention to show exactly what annuity an officer might receive.

Chart C, using the "average base pay" over the past five years, shows what annuity a typical officer at each rank might draw at 55 or older with various years of service under PERA. Chart D, using "base pay", shows what a typical officer would draw at each rank after 20 years of service under the city plan.



Points to keep in mind while reviewing financial information:

Collection of annuity begins at age 50 under the city plan and age 55 for PERA.

City plan contains a partial escalator clause and PERA does not.

City plan has no reduction in annuity for joint and survivors benefit; PERA has joint and survivors benefit option but with reduction in annuity.

Employee contribution with city plan is 6% of base pay and with PERA 8% of total salary.

Annuity does not necessarily increase after 20 years service with city plan; PERA is $2\frac{1}{2}\%$ for first 20 years and 2% per year thereafter.

No annuity for less than 20 years service with city plan; with PERA annuity possible with only 10 years service.

At separation from service with less than 20 years service employee contribution is refunded; with PERA contribution refunded with $3\frac{1}{2}\%$ interest after 3 years.

City plan is non transferable; PERA is statewide and transferable and it is possible to use it in combination with other pension plans.

See comparison sheet for other differences between the two plans.





CHART C

	PERA PATROLMAN AVERAGE 739.43	PERA SERGEANT AVERAGE 769.43	PERA LIEUTENANT AVERAGE 794.43	PERA DETECTIVE AVERAGE 804.43	PERA CAPTAIN AVERAGE 824.43	PERA CHIEF AVERAGE
10	185	192	199	201	206	245
11	203	212	218	221	227	269
12	222	231	238	241	247	294
13	240	250	258	261	268	318
14	259	269	278	282	288	343
15	277	289	298	302	309	367
16	206	308	318	322	330	391
17	314	327	338	342	350	416
18	333	346	357	362	371	440
19	351	365	377	382	392	465
20	370	385	397	402	412	489
21	385	400	413	218	429	509
22	399	415	429	434	445	528
23	414	431	445	450	462	548
24	429	446	461	467	478	568
25	444	462	477	483	495	587
26	458	477	493	499	511	607
27	473	492	508	515	528	626
28	388	508	524	531	544	646
29	503	523	540	547	561	666
30	518	539	556	563	577	685
31	532	554	572	579	594	705
32	547	569	588	595	610	724
33	562	585	604	611	627	744
34	577	600	620	627	643	763
35	592	616	636	644	660	783
36	606	631	651	660	676	803
37	621	646	667	676	693	822
38	636	662	683	692	709	842
39	551	677	699	708	725	861
40	665	692	715	724	742	881
41	680	708	731	740	758	900
42	695	723	747	756	775	920
43	709	739	763	772	791	940
44	724	754	779	788	808	959
45	739	769	794	804	824	978



CHART D

CITY PLAN
PATROLMAN
APPROXIMATE

BASE PAY

873.85

437

CITY PLAN
SERGEANT
APPROXIMATE

BASE PAY

903.85

452

CITY PLAN
LIEUTENANT
APPROXIMATE

BASE PAY

928.85

464

CITY PLAN
DETECTIVE
APPROXIMATE

BASE PAY

938.85

469

CITY PLAN
CAPTAIN
APPROXIMATE

BASE PAY

958.85

479

CITY PLAN
CHIEF
APPROXIMATE

BASE PAY

1332.60

666



In reviewing this information, it appears that there would be a tremendous savings to the city if conversion to PERA were made. This difference in cost per year between PERA and the city plan is somewhat misleading for several reasons: 1) Even if a conversion to PERA were made, the cities would still be responsible for maintaining the present plan until all present officers and their dependents were deceased. This means that the cost to the cities would actually be greater for a number of years since the cities would have to pay for their own plan and PERA. Cost would rise, eventually level off, and then drop to the point where only the PERA contributions were made once all officers and their dependents under the city plans became deceased. 2) The cost of the city plan is at present going to direct payments to annuitants while the city may be making PERA contributions for a number of years before any officer actually collects a PERA annuity. What PERA is doing, therefore, is what the city plan should have done when the plan was first started and what it should have done all along - putting funds away to make up for the unfunded liability that the PERA plan accrues. This one cause for the high cost of your present pension system; the funds simply were not allocated when they should have been. This mistake was made many years ago and now you are paying for it and will continue to pay for it.



Government Capacity Sharing Program

There are five overview booklets available from HUD that tell about this and other ideas developed and tested in the eighteen HUD-funded projects aimed at improving productivity in state and local government:

- **Practical Ideas for Small Governments Facing Big Problems** tells how local governments have designed energy conservation programs, personnel management and purchasing systems, have introduced performance measurement and cost accounting, have improved permit application and licensing, and have devised a way to plan for large street and road projects.
- **Practical Ideas for the Government That Has Everything—Including Productivity Problems** describes ideas for solving problems affecting service efficiency or effectiveness, or employee morale. Street repairs, park maintenance, street and alley cleaning, and permits and licenses are some of the subjects.
- **Practical Ideas on Ways for Governments to Work Together** describes four intergovernmental projects and one public-private project. Subjects include joint provision of services, a successful environmental review team, energy conservation, personnel management, purchasing, developing cost accounting and performance measures, and drawing on the management experience available in the private sector.
- **Practical Ideas for Governments Facing Planning and Scheduling Problems** describes ways of coordinating public services and citizen responsibilities to improve services to a neighborhood, a method for planning large public works projects, a way of instituting quality control in parks maintenance, an information system designed for parks, methods for scheduling shift work equitably, and ways of locating emergency and leisure service facilities.
- **Summary of Productivity Improvement Projects** describes each of the eighteen projects carried out and lists over eighty of the documents produced on the projects.

A free copy of each can be obtained by writing to Division of Product Dissemination and Transfer, Assistant Secretary for Policy Development and Research, Department of Housing and Urban Development, Room 8124, 451 7th Street, S.W., Washington, D.C. 20410.



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