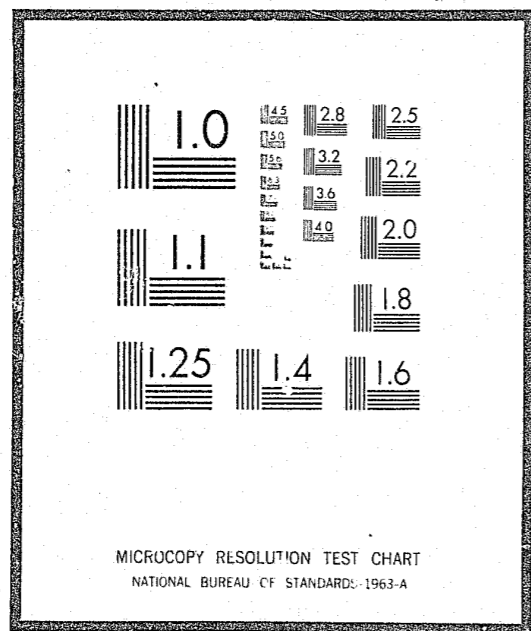


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

5/24/77
Date filmed

214(1)

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

South Iowa Area Crime Commission

For the

City of Chariton, Iowa, Police Department

October 15, 1973

NCJRS

NOV 30 1973

ACQUISITIONS

Prepared by:

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

(Per Contract J-LEAA-015-72)

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I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

Michael E. Louis
Assistant Professor
Criminal Justice
William Rainey Harper College
Palatine, Illinois

B. **Date Assignment Received:**

July 11, 1973

C. **Date of Contact with LEAA Regional Coordinator:**

July 15, 1973

D. **Dates of On-Site Consultation:**

August 17, 18, 20, and 21, 1973

E. **Individuals Contacted:**

Bernie W. Aulwes
City Manager

Vernon White
Acting Assistant Chief of Police

Dan Kozah
Chief of Police

Wayne Swanson
Lucas County Sheriff

R. Ferguson
Patrolman

II. STATEMENT OF THE PROBLEM

A. **Problem as per Request for Technical Assistance:**

Need for technical assistance to the Chariton, Iowa, Police Department in the areas of police management, manpower development and deployment, and relations with the County Law Enforcement Agency.

B. **Problems Actually Observed:**

As stated above.

III. FACTS BEARING ON THE PROBLEM

See attached Consultant's Report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached Consultant's Report.

V. RECOMMENDED COURSE OF ACTION

See attached Consultant's Report.

CONSULTANT'S REPORT

Introduction

The City of Chariton is the county seat of Lucas County and is primarily an agriculturally based community. It has 5,000 residents and is located in south central Iowa, 50 miles south of Des Moines.

Chariton is built on rolling hills and covers 3.3 square miles. Streets generally run in north-south, east-west lines; however, some do follow rail lines or natural topographical formations. The City is compact and all areas within its limits are easily accessible for providing efficient police service.

The City's population has apparently stabilized at 5,000, which is a reduction of 750 from the population in 1940. Lucas County's present estimated population is 10,163. Over half of the County's population live in and around Chariton. Four smaller communities are located in Lucas County: Derby, Lucas, Russell, and Williamson. Russell, with a population of 591, is the largest while Derby is the smallest with 161.

Chariton was first settled in the 1840's on a site only a short distance from Chariton Point. Chariton's first residents were farmers and the economy of the area is still primarily supported by agriculture.

Municipal Government

Chariton adopted a manager-council form of government in 1966. The City Manager reports to the elected Council. The Chief of Police, as well as other department heads, reports directly to the Manager. A good formal relationship exists between the Council and the Manager and the framework exists for a similar relationship between the Manager and the department heads.

A new Chief of Police has taken office on September 1, 1973, following resignation of the former chief. The new Chief was a former police officer in the Chariton Department and was the probation officer of the District Court serving Lucas County.

In addition to a new Chief, the Department will also increase its sworn personnel strength from seven to eight.

Department Facilities

Earlier this year the City and the County entered into a joint agreement to create a law enforcement center. The purpose of the union was to increase communication between the two agencies and to reduce cost by sharing facilities. Both the Sheriff's Department and the Police Department moved from their customary quarters in the county courthouse and city hall, respectively, to a building which houses the jail and formerly served as the Sheriff's residence.

The Chief of Police and the Sheriff entered into an agreement in which the responsibilities and duties of each agency were clearly defined. The communications facilities of both departments were combined, and the police department dispatchers are able to provide 24-hour service to both agencies. The police TRACIS terminal is also available to both agencies.

While this is a commendable approach to solving some of the law enforcement problems of the City and County, it has some inherent management problems that need to be resolved.

Current Operations

Historical Development of the Police Department

The former Chief of Police held that position since January, 1966. He has described his role as that of a reformer. The Department was a three-man operation providing a night-watch type of service, while the Sheriff's Department was responsible for most law enforcement and criminal investigation. The Chief implemented change by introducing a policy manual, developing a military form of organization, and a method of recording police incidents.

The creation of a policy manual for the Department was an important accomplishment. The Manual is not distributed among the Department's members; however, it is available for them to read. Its use is limited in the Department because it was modeled after a larger Department's standard manual. However, the fact that it exists is important since it needs only to be modified and rewritten in order to become an important instrument of management.

The Department's records-keeping method is modeled after a Navy's ship log. Officers turn in reports of actions they take and investigations they make. All information is typed in chronological order on a page which is then inserted into the log. The log is available for officers to read when going on duty and it forms the basis for records which are kept. This method lacks important features which would make it useful for rapid recovery of needed information or for using the information for administrative purposes. It is, however, a well-kept document.

The Department's major internal problem is personnel turnover. During the past four years over 25 men left the Department, including some well-qualified men. One example is the resignation of an officer holding a degree in sociology. He has accepted a position with the Polk County Probation Office; others left for law enforcement positions providing higher pay. Since January 1, 1973, five men have either resigned or have made known their intentions to do so.

This turnover rate has sparked a good deal of criticism. One philosophy advanced is that the Department hired people with abilities in excess of the demands of the job. This position is hardly valid since the acknowledged demands of police service in modern society requires high caliber persons. More clearly, the performance expectations by the City are too narrowly prescribed and individual policemen are not permitted to perform up to their potential; therefore, they leave. The City can and should expect more of its policemen, and it can do so by broadening the officers' area of responsibility and authority.

Some members of the Department have expressed dissatisfaction with current administrative practices. They complain of a lack of directive policy, training, sharing of information, and opportunity to participate in the decision-making process. They report receiving little or no direction, written or oral, with regard to what is expected of them.

Procedures are not clearly defined and the written policy is too broad to be useful in matters germane to the Department. They say that only when serious error is charged does an officer get evaluative feedback.

The training received by each member consists of the six-week basic police training course required by the State. Beyond this, they receive little training. A program of formal in-service training is not in operation and consequently, the officers feel they are limited in their abilities to perform the tasks required of them.

Members of the Department desire to help improve operations and have made recommendations they thought were useful. They allege that these were either rebuffed or ignored and that this contributed to their becoming discouraged about the future of the Department.

The sharing of information within the Department is inadequate. Department orders are distributed in the form of notes which are pinned to walls and doors. There is no formal record of general, special, or personnel orders. The records system in use in the Department precludes a useful assembly of information from which individual officers can plan their work.

Community Interest

The Department has had good community support until this summer when a sizable group of teenagers and young adults staged a disturbance on the city square. The police were able to control it only with the aid of the State Police and the Sheriff and a deputy. The attitude of the community toward the Department changed at this point and can best be expressed by noting the recommendations of the Lucas County Grand Jury on August 20, 1973: (1) The police should establish an Auxiliary Police Group which, it felt, "could and would have prevented some of the recent group confrontations with the regular law enforcement personnel . . ." (2) Certain areas of Chariton be patrolled "on foot rather than exclusively in patrol cars." (3) "The Sheriff's Department and the Police Department as well as the Chariton City Council and the Board of Supervisors of Lucas County (should) take any and all required or desirable forceful action to bring about total integration of both departments . . ."

The statement further noted that Lucas County was too small in both area and population to support two separate law enforcement units. It appears that the community is willing to address itself to an important issue involving the consolidation of all enforcement agencies in the County. The present environment is supportive of changes that are necessary to provide the greatest amount of police service for the amount of resources available.

The Crime Profile

Part I crimes are very low in Chariton compared to similar areas. These crimes are influenced by a number of local conditions that include population characteristics, the economy, social values, size and efficiency of the police force, and other criminal justice agencies. Tables 1 through 3 display data on serious crimes known¹ to the Chariton Police Department.

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

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

Offense	Number of Actual Crimes Known To The Police			
	1969	1970	1971	1972
Murder and Nonnegligent Manslaughter	0	0	0	0
Rape	0	0	0	0
Robbery	0	0	0	0
Aggravated Assault	0	4	1	3
Burglary	16	9	9	14
Larceny Over \$50	16	19	12	15
Auto Theft	0	0	1	3
Total	<u>32</u>	<u>32</u>	<u>23</u>	<u>35</u>

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

Table 2
 CRIME RATES PER 100,000 POPULATION
 CITIES OF 10,000 POPULATION REPORTING TO F.B.I.,
 ALL REPORTING CITIES IN THE WEST NORTH CENTRAL AREA
 ALL REPORTING IOWA CITIES, AND CHARITON, IOWA^{a/}

<u>Offense</u>	<u>United States</u>	<u>West North Central States^{b/}</u>	<u>Iowa Cities</u>	<u>Cities 10,000 and Under</u>	<u>Chariton^{c/}</u>
Murder and Nonnegligent Manslaughter	8.9	4.2	0.9	3.8	0
Rape	27.3	16.6	7.4	11.8	0
Robbery	179.9	89.8	14.9	45.2	0
Aggravated Assault	186.6	105.8	64.6	143.0	59.8
Burglary	1,126.1	829.4	578.4	789.1	279.4
Larceny Over \$50	882.6	728.4	778.8	871.8	299.4
Auto Theft	243.1	306.2	161.9	203.1	59.8
Aggregate ^{d/}	2,829.5	2,080.3	1,671.4	2,067.8	698.6

^{a/} U.S. Department of Justice, Crime in the United States (U.S. Government Printing Office, Washington, D.C., and Chariton Police Department Annual Report 1972).

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

^{c/} Estimated 1972 Chariton population of 5,009.

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

Table 3
 PERCENTAGE OF SERIOUS CRIMES CLEARED BY ARREST
 NATIONAL RATE, WEST NORTH CENTRAL STATES, AND
 REPORTING U.S. CITIES UNDER 10,000 POPULATION
 CHARITON, IOWA, POLICE DEPARTMENT
 1972^{a/}

Offense	National Rate	West North Central States	U.S. Cities Under 10,000	Chariton
Murder and Nonnegligent Manslaughter	82.2	81.4	87.6	NA
Rape	56.6	60.5	57.1	NA
Robbery	30.0	27.6	28.9	NA
Aggravated Assault	66.3	86.6	70.2	67
Burglary	18.9	20.6	17.1	14
Larceny Over \$50	12.3	11.8	10.6	0
Auto Theft	16.6	20.1	22.7	0
Aggregate ^{b/}	22.0	22.7	20.7	11.4

^{a/} Chariton figures taken from police department reports, others taken from Crime In The United States (U.S. Government Printing Office, Washington, D.C., 1972).

^{b/} These figures do not represent the sums of the columns.

Table 1 details Chariton's experience with Part I crimes. During the years 1969 through 1972, Chariton recorded no incidents of the three major violent crimes which include murder and nonnegligent manslaughter, forcible rape, and robbery. In the fourth category, aggravated assault, Chariton had three cases, two more than the previous year. A total of eight cases were recorded for the past four-year period resulting in a very low average of two per year.

Crimes against property, which include burglary, larceny, and auto theft, represent the second portion of Part I crimes. Although the total number of these crimes is low, Chariton has experienced an increase in their occurrences from 1971 to 1972. Table 1 indicates that 1971 was an usually low year for crime and the reason for this is not clear. Chariton has slightly less than three major crimes per month.

Table 2 indicates Chariton's crime rate² for Part I crimes in 1972 as compared with 2,972 cities under 10,000, the west north central states, Iowa, and the national rate.

Chariton's crime rate is a great deal lower than any of the other categories. The police and the community have done an excellent job in keeping the crime rate down.

Table 3 represents Chariton's clearance rates. The clearance rate is the percentage of crimes which have been solved by actual arrest of an offender. Exceptional clearances may also be used in this category. These come about if the victim refuses to prosecute or if the suspect cannot, for one reason or another, be returned to the jurisdiction of the offense to be prosecuted.

Chariton's clearance rate is low except for cases of aggravated assault. Having cleared two of the three cases reported, Chariton is in line with the national average. The police report clearing only 14 percent of the burglary cases and none of the larceny and auto theft cases. Of a total of 35 Part I crimes which occurred in their jurisdiction, the police cleared only 4, or 11 percent.

Burglary investigations require detailed investigation and perseverance. The Department's success in clearing these offenses directly influences the rate of increase or decrease of offenses. The most effective means of assuring a high clearance rate is by developing effective means through which a case, once reported, is followed through to its eventual solution or formal acknowledgment that sufficient evidence is lacking for its solution. Training for this type of investigation and specific assignment is a must if success is desired.

Policing Problems

The role of the Chariton Police Department is based on the type of services it is called upon to perform. Major crime in Chariton is not a problem. Its major policing problems involve the control of disorderly behavior and enforcement of traffic regulation.

² The crime rate is a ratio of crime to a population standard. The UCR uses 100,000 population as a comparative standard. The crime rate aids in drawing comparisons between similar regions of varying populations.

In Chariton, traffic control involves two dimensions: hazardous driving violations and overtime parking. The enforcement of timed parking regulations has been done in a very inconsistent manner. Parking enforcement should not be a police task; however, if it is necessary for the police to assume the responsibility for enforcement, one individual with adequate authority should perform this duty. In order to do the job in a consistent manner, this officer should have no other interfering duties. Inconsistent enforcement practices contribute to poor community relations. The cost of such an assignment is obviously in excess of the benefit which can be derived. The City should explore other means of enforcing timed parking regulations.

Hazardous driving enforcement is a function of patrol. Officers assigned to motorized patrol need to enforce vigorously traffic laws, particularly at locations and during times where numerous accidents occur or citizen complaints justify such efforts.

Regulation of behavior and assisting citizens is the other important aspect of work performed by the Chariton Police Department. The patrolmen in the community need to be trained, prepared, and deployed in such a manner that they are able to provide comprehensive service to the community. Officers need to be trained in various methods of reacting to particular situations. They should know first aid and how to handle mentally disturbed persons. They must be sufficiently versed in the law to properly advise or recommend action to citizens. Not only must they know how to cope with a multitude of problems in a global sense, they must be prepared to handle specific problems which only Chariton experiences. The Department must be able to provide a complete listing of available community services. Finally, a sufficient number of officers must be deployed throughout the day if they are going to respond effectively to the many needs of the City.

Manpower Development

To determine an appropriate distribution of manpower over a 24-hour operating period, it was necessary to examine the existing work load and general hourly distribution. Table 4 depicts the raw data developed from the police log by listing the calls responded to by the Department during the month of June and recording them according to the time of day they occurred. According to the data the Department received 150 calls during that 30-day period for an average of five calls per day. Over 50 percent of the calls occurred during the evening hours, or the "second" shift. The work load distribution is developed in the following table;

<i>Shift</i>	<i>Actual Calls</i>	<i>Calls Per Shift</i>	<i>Percent Work Load</i>
I (8:00 a.m. — 4:00 p.m.)	38	1.27	25
II (4:00 p.m. — 12 Midnight)	80	2.67	53
III (12 Midnight — 8:00 a.m.)	32	1.07	21
Total	150	5.01	99

Table 4
 HOURLY DISTRIBUTION OF CALLS RESPONDED TO BY
 THE CHARITON POLICE DEPARTMENT DURING JUNE, 1973
 CHARITON, IOWA

12:00 Mid.	-	1:00 A.M.	9
1:00 A.M.	-	2:00 A.M.	7
2:00 A.M.	-	3:00 A.M.	5
3:00 A.M.	-	4:00 A.M.	2
4:00 A.M.	-	5:00 A.M.	1
5:00 A.M.	-	6:00 A.M.	3
6:00 A.M.	-	7:00 A.M.	2
7:00 A.M.	-	8:00 A.M.	3
8:00 A.M.	-	9:00 A.M.	2
9:00 A.M.	-	10:00 A.M.	3
10:00 A.M.	-	11:00 A.M.	3
11:00 A.M.	-	12:00 Noon	1
12:00 Noon	-	1:00 P.M.	8
1:00 P.M.	-	2:00 P.M.	4
2:00 P.M.	-	3:00 P.M.	8
3:00 P.M.	-	4:00 P.M.	9
4:00 P.M.	-	5:00 P.M.	9
5:00 P.M.	-	6:00 P.M.	7
6:00 P.M.	-	7:00 P.M.	11
7:00 P.M.	-	8:00 P.M.	6
8:00 P.M.	-	9:00 P.M.	6
9:00 P.M.	-	10:00 P.M.	15
10:00 P.M.	-	11:00 P.M.	14
11:00 P.M.	-	12:00 Mid.	12
Total			<u>150</u>

A strict interpretation of the data would indicate that half of the Department's patrolmen should be assigned to the second shift in order to equalize the work load. In a large city with a high volume of work such an interpretation may be valid. However, there is insufficient work being handled by the Chariton Police Department to constitute such a deployment. It does indicate, however, that of the three shifts, the night shift can operate with a minimum number of personnel. The day shift also should have sufficient manpower to permit officers freedom to conduct thorough and detailed investigations.

The number of calls to which the police in Chariton have responded indicate the police have more than adequate time to perform preventative patrol and observation functions. Authorities recommend that 50 percent of a patrolman's on-duty time be devoted to that task. This means that when the number of calls received consumes more than 50 percent of his time, he is overloaded and his patrol effort is not going to be sufficiently effective. Studies show that the average time required to handle a call is 30 minutes. This includes response time, investigation at the scene, and writing reports of the incident. Chariton's record indicates that less than four hours daily is required for such calls or from slightly under one hour on the night shift to slightly over two hours on the evening shift. The present size and deployment of the Department is more than ample to serve the needs of Chariton.

Organization

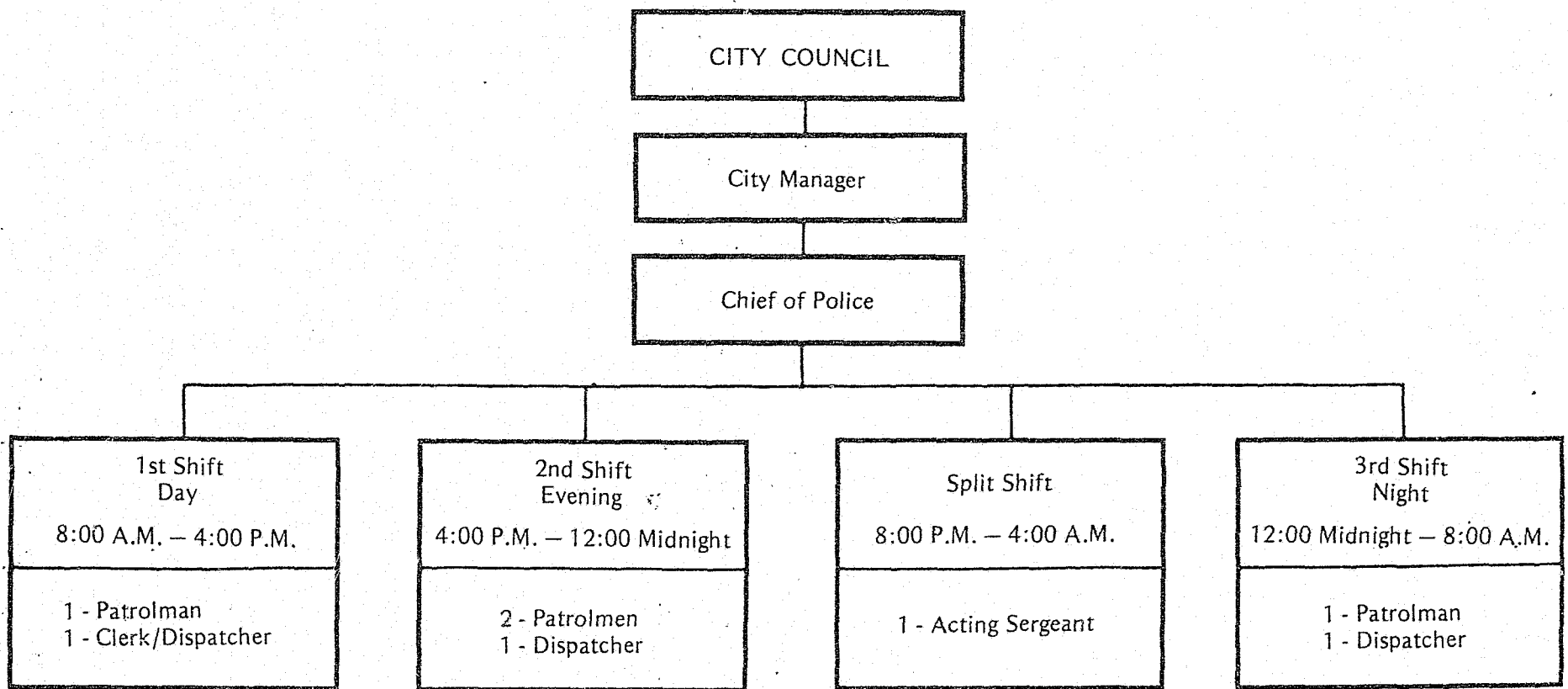
The Department has a basic line structure designed to provide at least one officer, preferably two, on duty over the 24-hour day. The positions of chief of police, sergeant, patrolman, and radio operator have been allocated to the Department. The sergeant position is presently being filled by an acting sergeant.

The Department operates four shifts. Three are the conventional shifts which change at 8:00 a.m., 4:00 p.m., and 12:00 midnight. The fourth shift is a cover shift which is filled by the acting sergeant who provides supervision during portions of the evening and night shifts as well as added manpower during periods of increased police patrol activity. Shift assignments are not complex. They include the Chief of Police, a patrolman, and a clerk dispatcher on the day shift, two patrolmen and a dispatcher on the evening shift, and one patrolman and a dispatcher on the night shift. One other patrolman and dispatcher relieve each of the shifts. As designed, and without vacancies caused by vacations, sick leave, training leave, or terminations, the Department meets Chariton's needs. The organization as presently structured is depicted in Chart I.

Technical Services

The Department lacks a fully useful records system and a method by which minor laboratory services can be performed. There needs to be an integrated repository for offense reports, correspondence, identification, and arrest records. It should be readily accessible through a method of cross-indexing. It is desirable that such a system be planned so it can interface, in the future, with a larger and more comprehensive state system. To accomplish this end, the Department should obtain a copy of the Federal Bureau of Investigation's manual and follow its recommendations for establishing a records system or obtain the technical services of a consultant with qualifications to establish such a system.

Chart I
**PRESENT ORGANIZATION OF THE
 CHARITON POLICE DEPARTMENT
 CHARITON, IOWA**



Note: Relief

1 - Patrolman
 1 - Dispatcher

Records should be used for maintaining control of information concerning criminal activities and for assigning cases for follow-up investigations. The data accumulated in offense reports should be assembled in such a manner that it can be used later for making administrative plans and decisions. Accurately kept daily records become very useful tools for planning, budgeting, and forecasting the needs of the Department. The Department's present records system lacks this capability.

The Department also lacks personnel skilled in performing minor laboratory technician services and skilled crime scene searching. One or two members of the Department should be given specific training in this area and equipped with adequate tools for performing routine tasks without the need of calling upon experts from other agencies.

Findings

1. The Chariton Police Department is basically sound with a strong city government supporting it. The newly chosen Chief demonstrates a philosophy compatible with that of the administration and of the community.
2. The Department has lacked formal planning, direction, and control. Responsibility has not been clearly assigned nor has authority been commensurate with the responsibility that has been delegated.
3. Officers are not fully utilized by the Department, and the areas of officers' responsibility need to be expanded.
4. The Chariton Police Department cannot function effectively with any fewer officers.

Recommendations

Because of circumstances peculiar to Chariton, it is believed that basic sets of recommendations are appropriate. The first set of recommendations is presented to help improve police services and operations of the existing Department. Extensive discussions were held with city officials during the on-site visit to prepare the new Chief to perform better the task ahead. The second group of recommendations deal with consolidating the city police and sheriff's departments and treat the total problem in more detail; some of the recommendations can be applied to either the Chariton Police Department or the combined county police force. This is a long-range project into which the first set of recommendations can be integrated.

Recommendations for Chariton

Planning. It is recommended that the Chief of Police use available resources to develop a better data base from which planning can be accomplished. The planning process should be incorporated with budget preparation in an effort to create a cost-conscious atmosphere. The Chief should search for alternative methods to reduce or eliminate

activities that are not worthwhile, improve methods of performing presently demanded services, and make better use of existing resources. He should study the available material to determine what type of information will be necessary in the future to achieve a better records system on which decisions can be based.

Organization. It is recommended that the present police department structure be continued with certain modifications. Manpower should be deployed in much the same manner as it is; however, officers should be assigned to specific territories for which accountability can be determined. The Department would do well to eliminate the military ranking system. Presently, it needs only one superior officer, the Chief of Police. All other members of the Department should be patrolmen. One patrolman can be designated by the Chief to be his "night" assistant, or an acting supervisor; however, this status should not be fixed. The Chief should have flexibility in selecting subordinates to carry out his policy and messages.

Direction. The Chief of Police should make known what must be done, why it should be done, and how. This is the process of directing and the heavy portion of the work need not be done by him alone. In this area he should clarify and utilize departmental policy, procedures, job descriptions, and a system of circulating departmental orders.

The Chief should use the principal of participative management and have members of the Department evaluate and rewrite the Department's policy manual. They should work in concert to create job descriptions for each task that is performed. Employees should know what is expected of them and what criteria are used to evaluate their performance.

A system of issuing and circulating general, special, and personnel orders should be created that assures a permanent records, as well as the timely notification of all personnel of their existence.

Any routine activity, requiring repeated decisions, should be recorded in a procedure manual. Specific methods for handling reports or routine situations should also be documented. These procedures should be amended as required to meet the Department's changing needs.

Parking Control. The Department should take steps to either provide consistent parking enforcement or transfer that task to another city department. A man trained to perform law enforcement duties is wasted when used to issue overtime parking tickets. This type of work can be performed just as well, if not better, by a less extensively trained person for a lower salary.

Community Relations. The lack of personal contact between citizens and officers was felt last summer during the demonstration on the city square. One of the contributing causes was perceptively noted by the grand jury when it recommended the creation of a foot patrol in some areas of Chariton. Foot patrols are an expensive proposition, however. The Department must find a balance between the need for contact between citizens and officers and the need to keep the officer mobile and available to serve areas not easily accessible on foot. Motorized patrol units should be supplemented with portable radios so that when the vehicle is not being occupied, contact between headquarters and the unit can be made. Officers should then be instructed to walk certain areas of Chariton frequently.

Recommendations for Combining City and County Forces

For a long-range solution to the area's police service problems, it is recommended that Lucas County and the City of Chariton combine their police forces. A move towards consolidation may cause negative reaction on the part of some citizens. Some may feel Chariton is losing control of "its" police and fear this is the first step in creating a national police force. However, local control will remain and the Police Department will be usefully employed and deployed throughout the County. City residents might also feel they are subsidizing police protection for county residents, but this situation, if real, can easily be corrected. The advantages of consolidation far outweigh the disadvantages.

The 1972 budget for police service in Chariton was \$83,746. The per capita cost of police service to the City's 5,009 residents was \$16.72. The County, on the other hand, expended \$41,007 for the administration of the jail and Sheriff's office. The per capita cost to the County's 5,154 residents was \$7.96. This needs to be equalized as does the distribution of police protection.

All residents of the County should have 24-hour police service available. Presently, only the City provides such services. The County's residents have only two officers available to them, the Sheriff and his deputy. The ratio of police to the population is .38 officers per 1,000 population, or 1 officer per 2,577. City residents had 7 officers to protect them, a ratio of 1.4 officers per 1,000 people, or 1 officer per 715. This inequity in law enforcement services between city and county residents should be eliminated. As noted earlier, the Chariton police are underutilized and obviously the Sheriff and his deputy are overutilized. Combining the two forces and restructuring patrol activities will result in improved police services.

The personnel arrangements of the present organizations should not be used as a guide in designing the new organization. The administrative director of the combined county force should be selected on the basis of demonstrated leadership and administrative skills. It is desirable that the director be employed prior to the activation date of the force in order to establish the objectives and goals and the overall mission of the agency and to design its structure. The director should be required to report to one person in the government and should be held directly accountable to that person for the administration of the agency and for its accomplishments and failures. This office should not be an elective.

Organization

The administrative director of the combined county department should establish an organization flexible enough to respond to changing needs. A competent administrator will also need the freedom to organize a department compatible to his own management style. The size of the department will critically affect the design.

Budget allocations from both agencies presently provide for only 15 positions. Consolidating the budgets will not necessarily increase funds available for new positions, but these should be sought. The present positions consist of 10 sworn and 5 nonsworn personnel. The duties to be performed by the new agency will include patrol, custody, communications, and records.

Because of the variety of work to be performed, it may seem desirable at this point to design the Department along functional lines; that is, separate patrol from the auxiliary services of custody, communications, and records. This is a logical division of labor. However, this will require added coordination in the organization, the consequence of which is an additional level of rank. The Department does not have the manpower for this purpose and probably will not unless it should increase by 5 or 10 more positions. Therefore, a functional division of labor should be resisted, for a time at least, in favor of a simple structure involving three shifts (and a cover shift if desired) with designated patrolmen as supervisors commanding the evening and night shifts. Duties requiring the care of prisoners, communications, and patrol will become responsibilities performed in varying degrees on each shift. Each supervisor will coordinate and make assignments to assure their performance.

The proposed organization is depicted on Chart II. It should serve the Department well until growth exceeds 20 positions or needs for personnel to operate all auxiliary services increase measurably. Obviously, staffing is minimal and at least two more sworn members are desired to staff the patrol force. These positions are necessary to maintain adequate strength when officers are ill, on vacation, or at training schools.

Personnel Administration

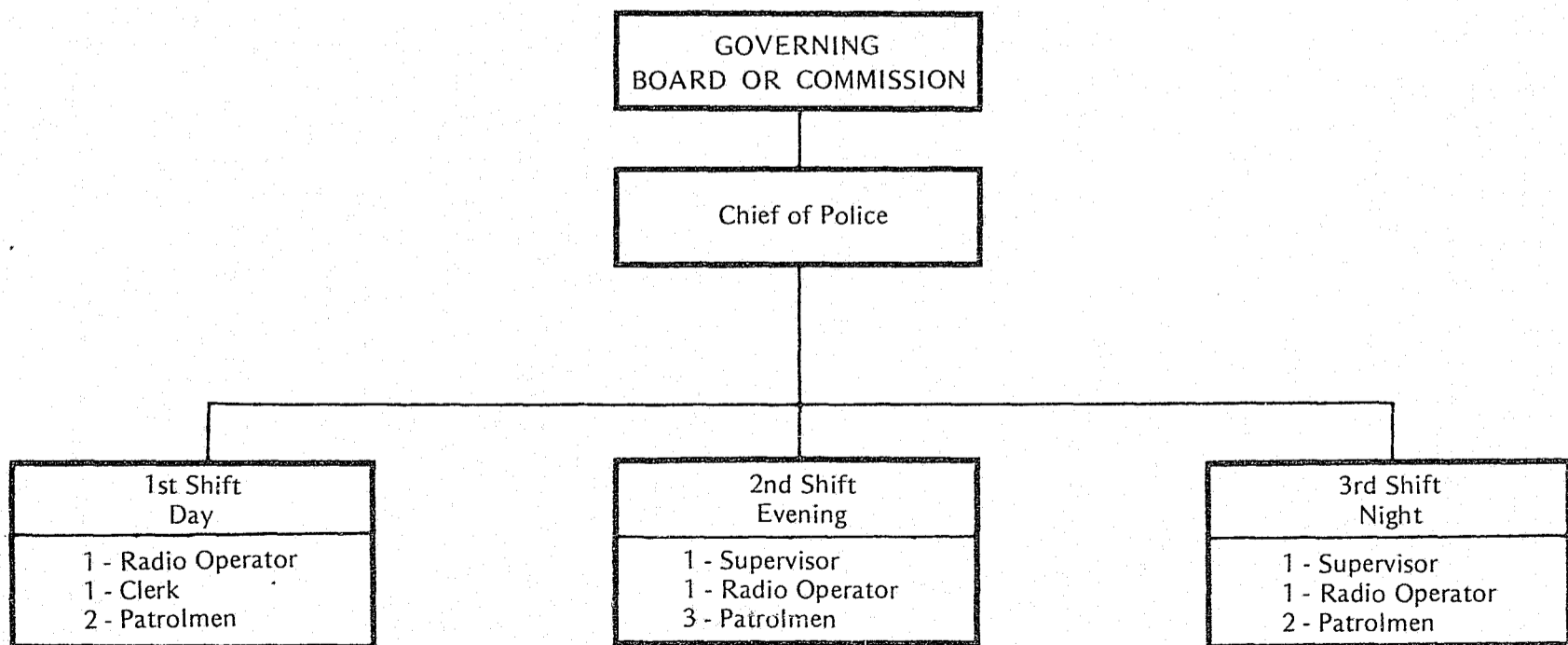
Development of personnel policies will be critical in the new organization's operation. The Chief should not be unduly restricted in selecting, assigning, and removing of personnel. A personnel or civil service act should be established that clearly defines both the rights and duties of the government agency as well as those of the employee.

Provisions should be designed to accept present members of both the police and sheriff's departments. The provisions should also include retirement and seniority benefits. This option should not be made available for more than 90 days beyond the activation date of the organization. New employees should be selected from the best qualified. Priority should be placed on hiring those who have already completed the required police training courses. Graduates of the Police Science program at Indian Hills Community College are excellent prospects for recruiting. However, the Chief should have the freedom to employ supervisors as well as patrolmen who are the most qualified for the available position.

A personnel evaluation process is essential to the control of the Department, because it is one method of measuring employee performance. Training needs as well as other areas for improvement can be determined through a personnel performance rating system.

A training program should be established which provides each member of the Department with a minimum of 40 hours of refresher or new in-service training annually, although eight hours would be acceptable. It must be kept in mind that individuals on the Department must frequently operate alone a good deal of the time and will be required to perform a variety of police tasks. The Department cannot afford to have specialists and therefore the training each officer receives should be directed toward making him capable of performing a great variety of police tasks.

Chart II
**PROPOSED ORGANIZATION OF THE
 CHARITON POLICE DEPARTMENT
 CHARITON, IOWA**



Note: 1 - Relief Radio Operator

Personnel required to relocate because of training must be compensated and funds are necessary to pay temporary replacements. The Department should budget at least 1,000 man-hours for training during the first year.

Chariton has learned that qualified patrolmen are considered desirable. Police salaries, therefore, must be competitive with those of local industry and other police agencies. Loyalty to the police profession is not governed by geographic boundaries, personal obligations, or devotions. The new Department may benefit by raising beginning salaries and then begin planning for a long-range program of providing annual increases to those members whose performances meet minimum standards established for earning such raises. Some experienced officers who might otherwise leave will be attracted to remain on the Department as long as a reasonable income is promised.

Technical Services

The Department's needs for records management, communication, and custody of prisoners will require further evaluation. These tasks may be supervised by sworn officers, but should be performed by nonsworn personnel.

The records system should be interfaced with communications and identification. The Chief would benefit by obtaining technical assistance in designing and implementing this operation if he is not already familiar with one. The research necessary is time consuming and such services are available. Therefore, advantage should be taken of every service which permits him to devote more time to other pressing matters.

Custody

Provision for custodial services of jail inmates will require special attention. The 24-hour security, safety, and welfare of prisoners cannot be jeopardized and must be provided. Present supervision is only marginal, particularly during the night. Arrangements must be developed to assure that someone is always present and available to act in case of an emergency.

Summary

If a political entity chose to create a new and modern police force with the objective of providing 24-hour per day service, the absolute minimum number of people required to staff it would be 9.74. Adding a chief to direct and supervise operations would increase the staff to 10.74. A realistic figure means that the smallest practical department must consist of 11 individuals.

Chariton had, until September 1, 1973, operated with precisely that minimum. The Lucas County Sheriff's Department, responsible for policing an equal number of people over a larger area, has only three members. Chariton has adequate manpower to perform its function; however, the County does not have sufficient manpower.

All citizens, regardless of the location, are entitled to efficient police service. Rural residents traditionally do not receive it. Rural crime in the United States has risen rapidly in recent years. It is the responsibility of the government to provide appropriate

police protection, but the cost is prohibitive to the County. One reasonable approach is consolidation of resources. By combining the resources of both the City and the County and by restructuring its government somewhat, adequate manpower and equipment can be mobilized to provide adequate service to the entire County. Few disadvantages can be seen which cannot be resolved through the political process and compromise. A number of benefits can be gained:

1. An underutilized department can be given broader, more meaningful, and challenging activities.
2. Costs caused by wasteful duplication of services and equipment will be reduced.
3. Opportunities for specialization will be enhanced.
4. Increased communication and reduced effort for coordination will increase the Department's effectiveness at controlling a common problem.
5. Uniformity and better quality of services can be provided.

For a variety of reasons, the citizens of Lucas County are now confronted with a two-fold need—a need for an equal and effective police service to the entire political subdivision and a need to accomplish this without a great increase in the expenditure of revenue. Regionalization of the total police service in the County appears to be the most desirable alternative presently available. If this approach should face practical or political obstacles, then the contracting by the County with the City for provision of services should be followed as an alternative approach.