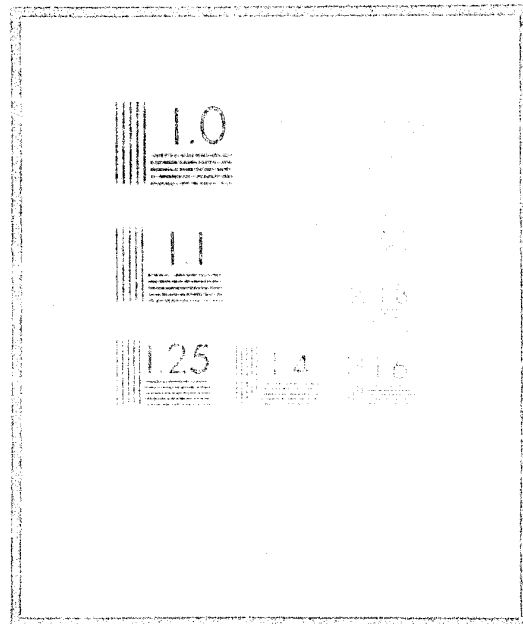


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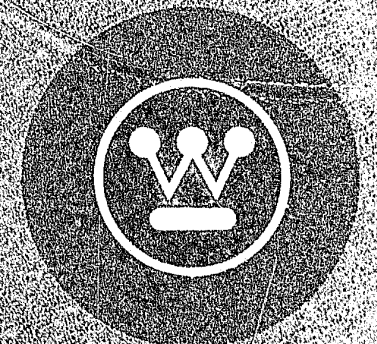
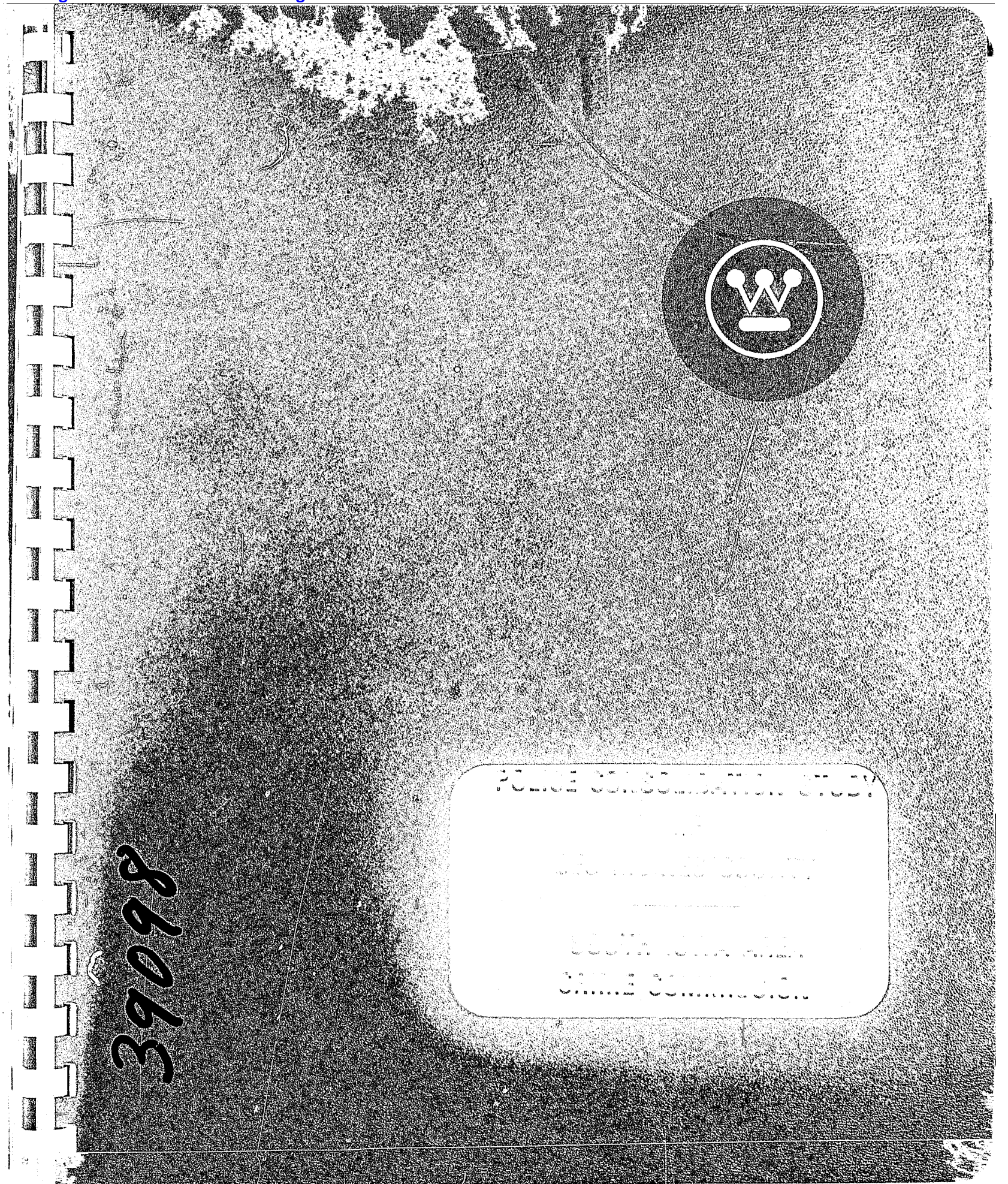
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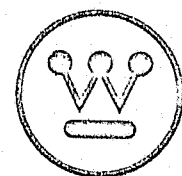


POLICE CONSOLIDATION STUDY
SOUTH DAKOTA COUNTY
SOUTH DAKOTA
GAME COMMISSION

39098

R-74-104

February 25, 1974



Westinghouse
Police Technical Assistance Report

NCJRS

NOV 30 1976

ACQUISITIONS

POLICE CONSOLIDATION STUDY
OF
DES MOINES COUNTY

SOUTH IOWA AREA
CRIME COMMISSION

2040 Ardmore Boulevard
Pittsburgh, Pennsylvania 15221

1911 Jefferson Davis Highway
Arlington, Virginia 22202

Other Offices in Boston and Washington, D.C.

FOREWORD

In response to interest expressed by members of the Des Moines County Criminal Justice Commission, Mr. Gordon E. Plepla, Director of the South Iowa Area Crime Commission, requested technical assistance in determining the feasibility of unified law enforcement within Des Moines County. This request was processed through Mr. John Van Brocklin, Deputy Director of the Iowa Crime Commission, and approved by Ms. Helen Record of the Law Enforcement Assistance Administration's Kansas City Regional Office.

In response, the Westinghouse Justice Institute, under the terms of Contract J-LEAA-016-72, assigned a team of technical specialists under the direction of Ms. Sherrill D. Burton of the WJI. Consultants assigned to the project included Mr. Stephen Albert, facilities; Mr. Wayne Kincheloe, communications; and Messrs. Paul Kraable and Glenn Pauly, records systems. This report contains the findings and recommendations resulting from the extensive survey conducted.

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1. INTRODUCTION

This report provides a summary of activities, findings, and recommendations developed in performance of an assignment to provide technical assistance to the South Iowa Area Crime Commission in determining the feasibility of unified law enforcement within Des Moines County, sponsored by the Law Enforcement Assistance Administration (LEAA).

1.1 Background

The 99 counties in Iowa are served by 8 regional criminal justice planning commissions which are provided planning funds by the Iowa Crime Commission, the LEAA-recognized State Planning Agency (SPA), which reports to the Office of the Governor. The South Iowa Area Crime Commission serves the 21 counties in the middle and eastern portions of Southern Iowa encompassing an area of approximately 9,800 square miles.

Des Moines County lies along the Mississippi River to the north of the southeastern-most county in the state. Des Moines County is 409 square miles in area and has a population of about 47,000 people, approximately 32,000 of whom reside within the city limits of Burlington, the seat of County Government. The four other incorporated towns in the County are Danville, Mediapolis, Middletown, and West Burlington. The following tabulation gives the population, area, and total valuation for each incorporated jurisdiction and the remainder of the County.

	<u>Population</u>	<u>Area in Square Miles</u>	<u>Total Valuation</u>
Unincorporated Areas	9,186	388.45	\$ 39,151,028
Burlington	32,000	13.00	66,834,890
Danville	948	.77	1,505,189
Mediapolis	1,242	1.00	2,473,670
Middletown	424	.78	358,537
West Burlington	<u>3,200</u>	<u>5.00</u>	<u>6,947,598</u>
Total	47,000	409.00	\$117,270,912

There are four separate organizations providing police services within Des Moines County: The Des Moines County Sheriff's Office, the Burlington Police Department, the West Burlington Police Department, and the State Police. Estimated 1972 expenditures for police services total \$703,100 (not including State Police expenditures within the County),

or about \$15 per capita. In total, there are about 57 police personnel (excluding 13 crossing guards employed during the school year) operating in Des Moines County of whom 52 are sworn personnel. This equates to 1.1 sworn police officers per thousand population, a ratio that compares poorly with the national average of 1.6 officers per thousand population.

Consolidated regional law enforcement is a top priority of LEAA, the Iowa SPA, and the South Iowa Area Crime Commission. The concept has been discussed by members of the Des Moines County Crime Commission as well as by local officials. It is this widespread interest and concern for reducing rural crime, reducing duplication of administrative and communications functions, and increasing the level of police services throughout the County that has led to the request for expert assistance.

1.2 Approach

Because of the conviction that recommendations for facilities, communications equipment and systems, record systems, and an adequate research and planning capability should be designed according to the ultimate mission and structure of a consolidated organization, special efforts were made to discern what political and structural route was most feasible and viable in Des Moines County. Efforts devoted to this end included having consultants contact local elected officials as well as law enforcement officials during the information gathering and situation analysis phases of the work, and the Project Manager working closely with the Director and members of the South Iowa Area Crime Commission and the legal consultant studying consolidation to determine the most acceptable organizational plan for consolidation. Following this preliminary determination (that an organizational consolidation would most likely be along the lines of an independent Special Police District for which policy would be set by regularly elected local officials), special consultants were directed to structure their recommendations accordingly.

2. LAW ENFORCEMENT FACILITIES

2.1 Purpose of Assignment

The purpose of this task was to determine general spatial requirements for a joint City and County Police Facility; to examine the current physical conditions of the existing City and County Police facilities to determine the reusability of these structures; to develop the best options for the location and optimum size of a new facility and the optimum mix of new construction to renovation of existing facilities; and to establish realistic budget costs and a time table for any construction program.

2.2 Method

Material presented in this section was developed on the basis of on-site inspection, interviews with key individuals, and a review of relevant documents. Onsite inspection included all portions of the existing facilities of the Burlington Police Department, the West Burlington Police Department, the Des Moines County Sheriff's Office, the Des Moines County Jail, and the Des Moines County Magistrate's Court. Each space in each facility was tabulated as to area and major deficiencies. A ranking officer of each department accompanied the architect during inspection to describe the function of each area and enumerate the major operational difficulties. In addition, candidate sites for possible construction were inspected. Each site was evaluated in terms of access (ease of automobile and pedestrian approach), availability (is the site currently owned by the City or County?), planning (how does the site fit into any City or Regional plans currently on file?), and area (does the site have enough room for building and parking requirements and for long-range expansion?).

People interviewed to determine the current utilization of City and County Police Facilities and to determine the types of spaces required by the staff in order to make best use of a Joint Police Command include: the three County Supervisors, the Sheriff, the County Jailer, the County Dispatcher; the Chief, Assistant Chief, a Staff Lieutenant, and the Juvenile Officer of the Burlington Police Department; the City Planner; and the Chief of the West Burlington Police Department.

The following documents were secured and used as a basis for several segments of this section of the report:

- Schedule of Iowa construction costs provided by the Master Builders of Iowa, Des Moines.
- Schedule of Professional Fees provided by the Iowa Chapter of the American Institute of Architects.
- Population projections for the State and Counties of Iowa by Iowa State University, Doc. #Pm-568.

- Floor plans of existing City and County facilities provided by local authorities.
- Review of existing parking facilities and circulation summary prepared for City of Burlington by the firm of Barton-Aschman.

The preliminary findings of the Consultant Architect were reviewed in conference with all concerned parties at the Des Moines County Courthouse. Major options for program size, mix of new construction and/or renovations, building location, and construction costs were reviewed. A joint decision was reached as to the two major options to be considered for indepth review. This meeting was attended by the Des Moines County Supervisors, the Mayor and City Manager of Burlington, the Assistant Chief of the Burlington Police Department, the Burlington Communications Officer, the Mayor and Chief of Police of West Burlington, and the Executive Director of the South Iowa Area Crime Commission.

2.3 Description of Existing Facilities

2.3.1 Des Moines County Sheriff's Office

The Sheriff's facilities and jail occupy the first and fourth floors of the Des Moines County Courthouse located on Main Street in Burlington, Iowa. The structure was built in 1939 and is currently undergoing renovations in the basement area and conversion of courtroom space on the first level. The Sheriff's offices are on the first or main floor immediately adjacent to the Magistrate's Court.

2.3.1.1 Sheriff's Office Space

The following office spaces are included in the Sheriff's offices:

- Information and Records Area

Area: 250 square feet

Staff: Two civilian clerks

Activities: Keep criminal complaint, fingerprint files.
Respond to public inquiries.
One clerk takes statements from female prisoners and female witnesses and is the regular matron.

• Radio Room

Area: 60 square feet

Staff: Civilian dispatcher on duty for two shifts

Activities: Operates County police radio.
Monitors City radio.
Distributes written messages to Deputies.
Responds to public inquiries if counter
is unmanned.
Responsible for storage of key rack,
drivers' license files, radio recharg-
ing rack.

• Sheriff's Office

Area: 60 square feet

Staff: Sheriff

Activities: Private office.
Conference room.
Spare interview room for suspects and
witnesses.

• Chief Deputy's Office

Area: 60 square feet

Staff: Chief Deputy

Activities: Private office.
Conference room.
Spare interview room for suspects and
witnesses.

• Darkroom

Area: 54 square feet

Staff: No permanent assignment

Activities: Limited photographic enlargement.
Fingerprint work.

- Uniform Storage

Area: 50 square feet

Staff: None

Activities: Miscellaneous storage area.
Storage of spare uniforms.
Storage of riot equipment.

- Investigations

Area: 221 square feet

Staff: 1 Deputy Investigator
5 Deputies

Activities: Work space for Deputies, desk assigned to each.
General interview and squad room.
Equipment storage, evidence storage.
Home base for Deputies, coat storage.

- Garage

Area: 1,012 square feet

Staff: No permanent assignment

Activities: Miscellaneous storage of impounded vehicles and recovered property.
Storage and maintenance of 2-3 vehicles.
Inclined ramp into building used by all disabled court visitors and escorted prisoners.
Adjoining elevator used to escort prisoners from garage area to courtrooms and to jail on fourth level.

2.3.1.2 County Jail

The following spaces are included in the County Jail:

- Jailer's Office

Area: 260 square feet

Staff: 5 Jailers
1 Deputy

Activities: Key and equipment storage.
Night remote radio for Sheriff's
Department.
Takes calls on two night shifts.
Monitors closed-circuit television
system of cell block.

• Kitchen

Area: 280 square feet

Staff: No permanent assignment - Jailer or
Trustee

Activities: Staff dining.
Preparation of all prisoner meals.
Staff lounge area.

• Women's Cells

Area: 200 square feet

Activities: Women's detention.
Two cells with two bunks, shower,
toilet, writing surface and bench
each.

• Juvenile Cells

Area: 200 square feet

Activities: Detention of juveniles.
Two cells with two bunks, shower,
toilet.

• Isolation Cells

Area: 250 square feet

Activities: Detention of problem prisoners or
additional juvenile or women's cells.
Two cells with two bunks, shower, and
toilet each.

- Jail Cells

Area: 672 square feet

Activities: Detention of up to one year of male prisoners.
Five cells with six bunks each, sink, toilet, and shower.

- Day Room

Area: 672 square feet

Activities: Open lounge area for male prisoners. Contains fixed bench and table, television set, coffee maker. Adjoining screened corridor used as visiting area. Meals served in this area.

- Jailer's Apartment

Area: Approximately 750 square feet

Activities: Living quarters for jailer and family. Contains three bedrooms, living room, bath, and storage. Food preparation done in adjoining kitchen.

2.3.2 Burlington Police Department

The Burlington Police Department is located just south of the central business district. The structure was constructed in 1906 as a combined police and fire department complex. The police station was remodeled in 1966-67 and the fire station left in its original condition and appearance. The basement, first and second levels were totally refurbished. The third, or attic, level is used by the police but was not remodeled. Each floor measures approximately 2,400 square feet of gross area.

2.3.2.1 Basement Level

The following spaces are included on the basement level:

- Evidence Storage

Area: 128 square feet

Activities: Storage of all evidence.
Each item is tagged with the
officer's name.
Efforts underway to record a
piece of evidence with the case
number.

• Polygraph Room

Area: 110 square feet

Activities: Interrogation of suspect.
Use of polygraph machine.

• Canteen

Area: 100 square feet

Activities: Vending machines, soft drinks,
and candy for staff.

• Locker Room/Polygraph Viewing

Area: 110 square feet

Activities: Thirty individual lockers.
Observation window into Poly-
graph Room at end of Locker Room.
Curtain is drawn across middle of
Locker Room to maintain privacy
and low light level when observa-
tion area is being used.

• Recreation Area

Area: 260 square feet

Activities: Informal lounge area for all staff.
Game table set up and in continual
use.

• Briefing Area

Area: 180 square feet

Activities: Squad assembly area. Shift Class-
room; exchange of information
concerning patrol work.

- Lab
Area: 120 square feet
Activities: Criminal investigations laboratory work.
Fingerprinting and suspect photograph work.
- Darkroom
Area: 44 square feet
Activities: Police photographic work.
Developing and enlarging.
- Boiler Room
Area: 100 square feet
Activities: Building heating system.
Serious deficiencies in this area.
Second exit from basement required.
Fireproofing under stairs required.
- Telephone Room
Area: 130 square feet
Activities: Telephone frame room.
- Stair Landing
Area: 18 square feet
Activities: Stair landing leading down from main level has large message cubby hole area. All patrolmen and most use this stair to go from staff entrance on level one to locker and canteen area, making this a convenient place to distribute information.

2.3.2.2 First Floor

Level One contains three entrances: the public entrance leading directly to the complaint desk, a side staff entrance adjoining the

parking lot, and a prisoner entrance leading directly from the garage area to the cell area. Spaces on this level include:

• Garage Area

Area: 1,200 square feet

Activities: Storage of 4-5 vehicles (impounded vehicles are stored at a private garage behind a chain link fence). Storage of large recovered property items such as bicycles, etc.

• Dispatcher

Area: 238 square feet

Staff: Three civilian dispatchers, one per 8-hour shift

Activities: Communications center. All incoming calls, incoming-outgoing radio messages. Observes closed-circuit TV monitor. Monitors various features of communications console, such as bank alarms, railroad crossings.

• Shift Captain's Office

Area: 112 square feet

Staff: Three officers, one per 8-hour shift

Activities: Office and work space for Shift Commander. Private consultation.

• Waiting and Accident Report

Area: 63 square feet

Staff: Public use

Activities: Chairs for waiting. Writing surface for making out forms and accident reports.

• Public Complaint and Inquiry

Area: 72 square feet

Activities: Part of waiting area.
Open counter divides public from administrative area.
Public approaches counter to make inquiry.

• Administration

Area: 360 square feet

Staff: Two civilian clerks on day shift.

Activities: Staff counter to receive complaints.
Secretarial desks to handle all clerical responsibilities of patrol and detective divisions.
Central records storage, maintenance of records system.

• Detective Division

Area: 160 square feet

Staff: Four detectives, varying shift structure

Activities: Private office and work space, criminal analysis, and report preparation.
Adjoining closet used for the storage of Lab kits and the portable radio.

• Private Office

Area: 72 square feet

Staff: Inspector

Activities: Inspector in charge of Patrol Division.
Checks patrolman reports and distribution of assignments.

• Interrogation Room

Area: 72 square feet

Activities: Interrogation of suspects.
Suspects are brought in from
adjoining booking area or from
cellblock across the hall.

- Booking

Area: 60 square feet

Activities: Filling in of booking forms for
prisoners.
Searching of prisoners, cataloging
of personal belongings.

- Cells

Area: 306 square feet

Activities: Temporary detention of suspects.
Six individual cells with bunk
and toilet each.

- Supply Room and Janitor's Closet

Area: 75 square feet

Activities: Supply room for clerical supplies.
Janitor's closet for cleaning and
maintenance supplies.

2.3.2.3 Second Floor

The following spaces are located on the second level:

- Conference Room

Area: 520 square feet

Staff: Chief of Police

Activities: Private office space for Chief.
Private conferences.

- Assistant Chief

Area: 125 square feet

Staff: Assistant Chief of Police

Activities: Private office and conference area.
Alcove for Department Library.

• Clerical

Area: 96 square feet

Staff: One civilian Secretary

Activities: Secretary for Chief and Assistant.
Answers public or staff inquiries at
tellers' counter through to adjoining
hallway/lobby.

• Office

Area: 96 square feet

Staff: One Captain

Activities: Semi-private work and conference area.
Training and personnel offices.

• Office

Area: 112 square feet

Staff: Two officers

Activities: Work and storage room for public rela-
tions and school liaison officer.
All displays, information sheets, etc.,
must be stored in this area.

• Office

Area: 208 square feet

Staff: No permanent assignment

Activities: Work and interview area for matron for
female prisoners.
Prisoners brought in from adjoining cells.
Juvenile officer, juvenile interview, and
case disposition.

o Cells

Area: 160 square feet

Activities: Temporary detention of juvenile or women suspects.

2.3.2.1 Third Floor

The spaces listed below are located on the third level:

o Ammunition Loading and Storage Area

Area: 340 square feet

Activities: Storage of service ammunition, refilling and recapping of bullets. General storage of public relations information displays.

o Clothing Storage

Area: 84 square feet

Activities: Storage of old uniforms, uniforms of retired officers.

o Storage Room

Area: 150 square feet

Activities: Storage of dead records. Storage of out-of-date records of old municipal court hearings.

2.3.3 West Burlington Police Department

The West Burlington Police Department is stationed in a small, one-story addition at the rear of the Town Hall. The Town Hall was built in 1909; however, the addition probably was made at least several years later. Portions of the steel supports of a water tower immediately overhead penetrate the structure and some of the interior spaces. There is no connecting corridor between the Town Hall and Police Station. Spaces in the station include the following:

- o Reception Area -- Approximately 90 square feet with a counter for complaints and public inquiry.

- o Desk and Radio Space -- Approximately 120 square feet immediately open to the reception area for radio dispatcher and a work desk.
- o Squad Room and Lockers -- Approximately 300 square feet used for staff assembly and lounge. Has equipment for the manufacture of Town traffic signs.
- o Darkroom -- Approximately 40 square feet for limited photographic work.
- o Cell and Storage -- Approximately 300 square feet total area. General evidence, property, equipment storage. Small cell in one corner that is in use.
- o Office -- Approximately 120 square feet. Private work space for Chief. Interrogation room. Records storage.

2.3.4 Analysis of Findings

The physical condition of the Sheriff's facilities and Burlington Police Department appear adequate. Lighting levels are good. The heating system is acceptable and there was no major structural deficiency observed. Detailed analysis by qualified engineers would be necessary to make a more thorough study of any mechanical or structural problems. Remodeling of the police station has created a handsome exterior and interior appearance. The County Courthouse likewise presents a substantial exterior appearance. In contrast, the West Burlington facility appears to be a very temporary building, almost an afterthought. The interior is antiquated and cluttered. If the present County operational structure were to continue (that is, maintaining separate police for City, County, and Town), the existing facilities would be just adequate.

However, there are major deficiencies in all the above facilities in terms of total area available. Staff offices are either much too small or nonexistent. There is no office or conference space to carry on innovative programs in police work. There is minimal space in the Burlington Police Department for personnel lockers, no locker facilities in the Courthouse, and no staff showers or toilets in any facility. Vehicle operation and maintenance space is adequate at the Police Building but nonexistent at the Courthouse. Private, secured interrogation space does not really exist. Evidence and recovered property is stored in closets assigned for that purpose only because they represented leftover space. All storage space is too small for orderly cataloging of property, evidence and equipment. In many cases, such as the school liaison officer's space in the Burlington Police Department, storage space is nonexistent so that it is impossible to avoid destroying displays and information stands that are left leaning up against a wall in the corridor or corner of the office.

Functional deficiencies exist in key areas of both major facilities. In the Burlington Police Department, the dispatcher's room with communications console is located immediately adjoining the front entrance. The communications room is thus outside the limit of the complaint desk and so in the public rather than staff portion of the building. This area is also the focal point for daily police work and so there are a great many distractions for the dispatchers to cope with. The same problem exists in the Sheriff's offices at the Courthouse. The communications console is in a room adjoining the public complaint desk. The operator is exposed to public observation and staff distraction. The operator, at times, must supervise the complaint desk and act as a message distributor for the staff.

Prisoners can be moved around, from vehicle to cell, to booking and interrogation with relative security in both facilities. However, the corridor between the cells and booking and interrogation at the Police Department is open to travel and view from the complaint desk.

There is no available space for new programs in any of the above facilities. If the women's/juvenile cells were removed from the Burlington Police Department, only the equivalent space for one office would be gained. The entire first floor of the Courthouse is crowded with court facilities which could easily expand into the Sheriff's facilities. The existing area would be inadequate for a new organization with expanded responsibilities. The existing area would also be inadequate for normal growth whatever organization is established.

2.4 Facility Requirements for a Unified Force

2.4.1 Criteria

Requirements for a combined Municipal-County Police Facility are based on criteria that:

- o A combined facility will include at least the area contained in existing facilities, which represents the minimum acceptable standard for area for the staff and programs now carried on jointly or separately.
- o A combined facility should include space for programs and functions either poorly housed now or not housed at all. This may include training facilities, vehicle storage, social services, crime prevention departments, and community relations departments. A combined facility should also make provisions for enlarging existing office space so that there is adequate room for private work and general consultation. Office space should be provided for newly created administrative roles.

- o A combined facility should include space for special functions already in the County Courthouse if a site remote from the courthouse is chosen as duplication or reconstruction of the County Jail and/or one courtroom may be essential to the operation of a remote facility.
- o A combined facility should be serviceable for 40 to 50 years. Current planning should anticipate needs to the year 2000. Therefore, there would be sufficient space for the following two types of growth:
 - Incremental Growth -- Small but steady growth of existing divisions. For example, as the population increases, patrolmen may be added to keep pace, requiring additional locker space.
 - New Program Growth -- The addition of unforeseen functions and departments. For example, future state law may require continuous in-service training which would require staff and space not now anticipated.
- o A combined facility should include provisions for at least the present level of mechanical and electrical equipment required by modern police work:
 - Addition of new equipment to the communications console as necessary.
 - A mechanical system consisting of airconditioning, building, fire, and security alarm systems, and an emergency generator that is large enough to handle most of the normal power requirements.
 - A combined facility should be of fireproof construction and meet all of the local and national building codes concerning life and safety, plumbing, and electrical requirements.

2.4.2 Space Requirements

Total space requirements for each criteria are specified below.

Criteria 1

The following tabulations reflect the approximate areas required to solve all of the facility requirements previously described. There has

been no attempt at this time to provide a detailed analysis of the exact space requirements of every new and existing department or staff member. A detailed space program must be prepared from the guidelines established in this and the preceding section. Given the total net area¹ of existing facilities, Des Moines County Sheriff's Facilities (Area Level One Court-house only), 2,300 square feet; Burlington Police Department, 6,920 square feet; and West Burlington Police Department, 970 square feet. The total net area devoted to law enforcement is 10,190 square feet.

Criteria 2

The following additional space allocations are required:

- o Personnel (No lockers, showers now exist) 1,500 square feet
75 total staff
25 additional staff
- o Vehicle Operations 3,000 square feet
Storage of 6 vehicles-6 stalls
Maintenance 2 vehicles-2 stalls
2 impounded vehicles-2 stalls
(may be shared)
Prisoner transfer
- o Training 4,100 square feet
Rifle range
Exercise room
Classroom/Library
- o Additional office area and general increase in office size 3,000 square feet
Space for new administrative staff
Community relations
Parole officer
Conference rooms

¹ Total Net Area=Area exclusive on connecting hallways, stairs, mech. equip. space and public toilets.

- o Civil Defense² (No facilities which meet national standards now exist in the area.) 3,960 square feet

Emergency Operations Center to consist of:

Operations Room
Office space
Communications space
Personnel lounge, toilets, etc.

The total net additional space required for current operations is 15,960 square feet.

Criteria 3

Requirements for reconstructed space at a remote facility include the following spaces:

- o Expanded jail facility 4,000 square feet
Area of present County Jail enlarged to contain cells for temporary detention for municipal court.
- o Magistrate's Court 1,000 square feet
Area required for Magistrate's Court.

Total net space requirements for a newly constructed facility at a site remote from the Courthouse equals 5,000 square feet.

Criteria 4

Minimal requirements for expansion dictate additions of the following space:

- o Incremental Growth 2,100 square feet
Assuming 10% of area built now to be held for growth of existing areas.

Note: This space may be used immediately for additional areas now inadequately housed.

² Source for facilities planning: "Federal Civil Defense Guide," Part E, Chapter 2, Appendix 4, April 1967. "Emergency Operating Center Operations, Organization and Staffing for Municipalities and Counties with Less Than 300,000 Population."

o New Program Growth

Provide sufficient site expansion. Building requirements will not be known until specific programs have been identified.

Total net space required for expansion equals 32,850 square feet.

2.4.3 Location Options

For the purposes of this study, three diverse locations for a joint City and County Police Facility have been considered. These sites were established by conversations with local officials and reflect their preferences and the realities of land already purchased or available.

- o Site Option A--Land adjoining the existing County Courthouse. This represents an intown location making planning part of the central business district.
- o Site Option B--Land at the edge of the city in the vicinity of Roosevelt Avenue and U.S. Highway 34. This would be considered a remote site.
- o Site Option C--Staying in place. Reuse of the existing City Police and County Sheriff's facilities. Continued use of the West Burlington Police Facilities.

2.4.4 Construction Program

Space requirements for each of the construction options are outlined below.

Option A

New facility without reconstructed space as specified in Criteria 1, 2, and 4 under Section 2.4.2.

Total Net	27,850 square feet
Total Gross @ 75% efficiency ³	37,000 square feet

³ Total gross area=total net plus area required for general circulation, public toilets, mechanical equipment and distribution. Efficiency rate is determined by dividing total gross area by total net area and, in turn, dividing that number into one. Thus, Option B has a net-to-gross ratio of approximately 1.35. For every square foot of usable area, more than one-third square foot must be utilized for corridors, stairs, elevators, elevator lobby, public toilets, mechanical rooms, and mechanical distribution space. Hospitals may have a net-to-gross ratio of 1.85 to 2.0. Dividing 1.35 into one gives an efficiency rating of 75 percent. A hospital would have an efficiency rating of 50 percent using the same calculation.

Option B

New facility with reconstructed space as specified in Criteria 1, 2, 3, and 4 under Section 2.4.2.

Total Net	32,850 square feet
Total Gross @ 75% efficiency ³	43,850 square feet

Option C

Retain existing facilities by constructing additions and remodeling.

- o Construct additional required area and expansion space on land adjoining the present Police Facility as described in Criteria 2 and 4.

Total Net Additional Space	18,000 square feet
Total Gross @ 75% efficiency ³	24,000 square feet

- o Remodel portions of existing City Police Department - estimate
1,000 square feet
- o Remodel portions of County Courthouse, and jailer's apartment. Provide improved office facilities for County Sheriff to perform statutory responsibilities. Remodel basement of Courthouse.
1,800 square feet

The total space to be remodeled equals 2,800 square feet.

2.5 Actions Recommended for Meeting Alternatives for Consolidated Facility Requirements

2.5.1 Alternative One

- o Provide a new facility on a site immediately to the south of and adjoining the existing Des Moines County Courthouse (Site Option A described in Section 2.4.3).
- o Abandon the present City of Burlington and Town of West Burlington Stations, replacing these spaces in the new facility.
- o Abandon the present Sheriff's offices, replacing these spaces in the new facility (draw up a master plan for

³ op.cit.

the re-use of the abandoned space for courtroom facilities). Retain the present jail facilities.

- Adopt Option A described in Section 2.4.4.
- Construct a physically enclosed link between the existing Courthouse and new facility.
- Adopt a multileveled scheme to take advantage of the sloping site to separate public and staff entrances.
- Provide sufficient onsite parking for staff and rapid visitor turnover.

2.5.2 Alternative Two

- Provide a new facility by remodeling an existing building on a site adjoining the existing County Courthouse (Site Option A described in Section 2.4.3).
- Abandon the present Burlington, West Burlington Police, and County Sheriff's facilities.
- Adopt Option A described in Section 2.4.4.
- Construct a physically enclosed link between the existing Courthouse and remodeled facility.
- Remodel to include complete redesign of floors and partitions inside the existing shell to obtain optional arrangement.
- Provide parking as feasible on restricted site.

2.5.3 Alternative Three

- Provide a new facility on a site outside of the central business district (Site Option B described in Section 2.4.3).
- Abandon the City of Burlington, Town of West Burlington Police Facilities, County Sheriff's offices, and the County Jail.
- Replace all of these spaces in the new facility.
- Adopt Option B described in Section 2.4.4.

- Adopt a one- or two-level scheme, depending upon the amount of land available.
- Provide sufficient onsite parking for all staff and visitor requirements.
- Set aside sufficient site area for new program growth.

2.5.4 Alternative Four

- Retain all existing facilities.
- Expand and remodel existing Burlington Police Department to house countywide police functions.
- Retain the Sheriff in the County Courthouse to act as bailiff and perform statutory responsibilities only.
- House communications and records in the expanded police facility.
- Locate jail and cell functions at the Courthouse.
- Adopt Option C described in Section 2.4.4, a mix of remodeling and new construction.
- Adopt Site Option C described in Section 2.4.3 to expand the Burlington Police Station to parking lot to the east of the present site.

2.5.5 Cost Summary

Estimated costs associated with each alternative for meeting consolidated facility requirements are presented in Table 2-1.

2.5.6 Selection of Alternatives

All of the above strategies were presented at a meeting of City and County officials. In attendance were the Des Moines County Supervisors; the Mayor and City Manager of Burlington; the Mayor of West Burlington; the Assistant Chief, Burlington Police Department; and Chief, West Burlington Police Department. The purpose of the meeting was to acquaint the various officials with the alternatives available for implementing physical plans for a combined Police Facility and to establish the criteria for selection of one or more of the alternatives or the approach to be taken in future planning.

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<u>BUDGET SUMMARY</u>	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Alternative 4</u>
(1) <u>Building Construction Cost</u> Includes excavation and backfill for buildings and courtyards, structure, walls, doors, windows, room finishes, special equipment, mechanical, plumbing, electrical, finish carpentry, contractor's contingency, overhead and profit. Assume \$33/sq ft throughout.	\$1,221,000	NA	\$1,447,050	\$792,000
(2) <u>Sitework*</u> Includes earthwork, site drainage, site utilities, roads, walks, paving, loaming, seeding, planting, site lighting. General minimal parking provisions where required. Provides for enclosed all-weather bridges or tunnels where required. Does not include special requirements of unstable soil.	100,000	50,000	120,000	40,000
(3) <u>Renovations</u> Includes all work in (1) above except excavation, backfill, and partial structural. Assume only a shell remains existing requiring work by all other trades.	NA	950,000	NA	56,000
(4) <u>Basic Architectural and Engineering Fees</u> Includes all design and inspection costs through the completion of the project. Per Iowa A.I.A. Fee Schedule.	96,500	125,000	112,000	84,000

* Includes general parking considerations but no provisions for extensive on-site parking requiring multi-levels and ramps.

Table 2-1. Estimated Costs for the Facilities Alternatives

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	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Alternative 4</u>
(5) <u>Reimbursable Expenses</u> Includes cost of local travelling, site survey by a land surveyor, borings for suitability of soil, printing of contract documents.	7,500	5,000	8,500	4,000
(6) <u>Special Consultants</u> Cost of Police Facility Consultant to prepare program of exact police facility requirements and develop planning criteria. Provide intermittent consultation during design and construction phases.	15,000	15,000	15,000	15,000
(7) <u>Miscellaneous Expenses</u> Cost of full-time Clerk of the Works, testing of steel and concrete during construction phase.	25,000	20,000	30,000	20,000
(8) <u>Furnishings and Equipment</u> Cost of new furniture, desks, chairs, files, etc. Also permanent equipment such as lockers and shooting range. Includes design fee. Does not include special CCT and Communications and records (Microfilm) equipment.	50,000	50,000	70,000	30,000
(9) <u>Site Purchase Costs</u>	-	NA	High	NA
SUBTOTAL (Items 1-9)	\$1,515,000	\$1,240,000	\$1,802,550	\$1,041,000
(10) <u>5% Contingency (Items 1-8)</u>	76,000	62,000	90,000	52,000
TOTAL PROJECT COST	\$1,591,000	\$1,302,000	\$1,892,550	\$1,093,000

Table 2-1. (Continued)

2.5.6.1 Criteria for Selection

The following criteria were established for selection of the best alternative:

- o The physical facility must be capable of accommodating a unified command under the responsibility of a single administrator. All the administrative goals previously established in the course of this study should be realized in the new facility.
- o The physical facility should be identifiable to the public as a place where a range of law enforcement and crime prevention programs are offered and, therefore, become a positive element in the community. Police services should be viewed as a public service and suggest the same feeling of assistance that services such as health and social welfare stand for.
- o Costs for a physical facility should be minimized by making effective use of land and major facilities already in existence or being planned. Those facilities include existing courtroom space, the County Jail, and parking structures being planned for the downtown Burlington area.

2.5.6.2 Analysis of Alternatives

Alternatives Three and Four were discarded from further consideration because they did not meet the selection criteria. Alternative Three, a remote site with reconstructed County Jail and Courtroom represented the most costly solution. Rebuilding the Jail and a recently converted Magistrate's Court is not logical in view of the excellent condition of both facilities. A remote site would be isolated from other public or private health and social services. Finding and purchasing the required one to two acres represents an additional time and cost factor.

Alternative Four, expanding the present Burlington Police Facility for all joint police functions while maintaining only the Sheriff at the County Courthouse would be the least costly alternative. However, the most important objective, the single administrator and unified command, would be undermined by maintaining, in essence, a version of the existing dual facilities. Confusion would be created as to whether the County Courthouse or Burlington Police Department was the place to go for any type of police assistance. Administrative authority could not be maintained if separate domains continued to exist.

It was determined that Alternatives One and Two represent the best solution for meeting all of the established criteria. A new facility should be placed near or adjoining the existing County Courthouse. The area currently contains many civic functions, including the City Hall, Public Library, and, immediately adjacent to the Courthouse, the hospital and medical clinics. Social Services are being expanded to vacant stores on the east side of Main Street. Police services would thus become part of an area devoted to a full range of community institutions. Strong public identification with this area already exists. In addition, several parcels adjoining the Courthouse are already controlled by the County, eliminating delays due to land acquisition.

Parking problems may be minimized by the construction of parking facilities planned for the immediate area.

Sheriff's offices abandoned in the present Courthouse may be reused to relieve the space pressure on other county offices.

Alternative Two, remodeling an existing building, offers the advantages of a much faster completion time and lowered costs. Site preparation costs are minimized or often eliminated because foundations are already in place and utilities hooked up. However, only the structure or physical shell is generally reusable. All of the existing partitions and mechanical systems are usually torn down for major modifications. Major modifications may be defined as replacing the building with functions completely unlike the existing use, such as a garage into offices. Tearing down and then rebuilding mechanical equipment, partitions, and interior finishes may be more expensive than simply placing those parts of the work in a new facility. Remodeling, therefore, entails a certain amount of risk. Costs cannot be safely estimated without thorough knowledge of the new program and relating it to the existing building. A possible building for remodeling is the existing Municipal Water Works. No attempt has been made to analyze the total area available in this structure. If there is insufficient area, a program of additions and remodeling would have to be established.

Flow diagrams have yet to be created which show the proper relationship of spaces within the new facility. When the "ideal" relationships are established, an evaluation may be made to see if an existing building can accommodate all requirements for privacy and accessibility.

Alternative One, construction of a new facility to the south of existing County Courthouse answers all the basic criteria previously established. It is more costly than remodeling on the same block, but may offer greater long range benefits. A new facility may be planned to reflect all of the ideal relationships desired under a new form of police administration. Sufficient expansion may be built into the facility to ensure that future

needs may be met. In this sense, remodeling may represent a stop-gap solution, while new construction a permanent solution. A new facility would become a permanent symbol of the goals of joint police operations.

Some of the time and money savings that remodeling offers may be regained by the fact that planning may proceed immediately on land currently owned by the County.

2.0 Implementation Plan

2.0.1 Task Descriptions

The following tasks need to be taken pursuant to providing a new facility as described in Alternative One.

Task 1--Prepare Facility Program

Commission the preparation of a detailed facility program to determine the exact amount of space required by the consolidated police force. This report should include the size of each space, description of the equipment required for the proper functioning of each space and a description of the adjacency and access requirements for each space. Note should be made of special equipment requirements, likely growth patterns, and security problems.

Task 2--Prepare Preliminary Design

Retain an architect for the preparation of design sketches showing the most economical solution to the facility program.

These sketches should include a set of plans and sections of the proposed facility, clearly showing the size and location of each space and the area devoted to public and staff circulation, mechanical equipment, stairs, and elevators.

A scale model should be prepared which accurately portrays the appearance of the new facility, its relationship to the Courthouse, and its relationship to the surrounding streets and buildings.

Preliminary cost estimates based on the sketches should be obtained. This information would reflect the uncertainties of the preliminary design, but it should represent at least a small refinement over the costs presented in this report.

Task 3--Identify Sources of Funds

The cost presented in the above report should be used by County and South Iowa Crime Commission officials to prepare a detailed estimate of financial needs. Preliminary investigations of financial resources may begin immediately, using the costs presented in this report.

Analysis should be made of:

- Matching State or Federal funds available for innovative, regional facilities.
- LEAA funds available for facilities which, again, show a regional approach.
- Matching Federal funds for costs of the portion of the facility devoted to Civil Defense. This includes total project costs, i.e., all fees, furnishings, etc., as well as the basic construction costs for these areas.

Any portion of the total project costs not realized above may be obtained through a bond referendum. This will probably require some kind of State enabling legislation currently being discussed by County officials. Use should be made of the scale model prepared in Task 2 and published information through the local newspaper or mailing of information flyers to acquaint the public with the project.

Task 4--Prepare Final Design

If the bond issue is successful, architects should be retained to prepare detailed design studies, the working drawings and specifications required for public bidding for construction of the project. A chart for completion of the working drawings and construction time should be established when the architects begin their final design studies.

Task 5--Prepare Construction Documents

Based on the final design that is developed, prepare work drawings and specifications for construction that can be used as a basis for soliciting bids for construction.

Task 6--Retain Builder

Solicit and review construction bids responsive to specifications and established criteria for selection. Select builder and negotiate contract and bonding provisions.

Task 7--Construct Facility

Build new facility in accordance with specifications, work program and performance schedule developed in previous tasks. Inspect for conformance with requirements.

Task 8--Prepare Facility for Occupancy

Determine requirements for furnishing and equipment. Identify furniture and equipment owned by individual law enforcement agencies that can be appropriated to the consolidated police force. Establish acquisition plan for needed items that are not available by appropriation. Develop specifications for needed items, solicit and review qualified bids, select a vendor, and arrange for delivery by the end of the eleventh month after construction begins.

2.6.2 Implementation Schedule

Planning activities should begin according to the following general schedule:

	<u>Begin</u>	<u>End</u>
Task 1--Develop Facility Program	Month 2	Month 3
Task 2--Prepare Preliminary Design	Month 3	Month 5
Task 3--Identify Sources of Funds	Month 1	Month 6
Task 4--Prepare Final Design	Month 6	Month 8
Task 5--Prepare Construction Documents (Working Drawings and Specifications)	Month 8	Month 10
Task 6--Retain Builder	Month 10	Month 11
Task 7--Construct the Facility	Month 11	Month 22
Task 8--Prepare Facility for Occupancy	Month 6	Month 22

2.6.3 Estimated Costs and Time Requirements

Approximate costs for implementing recommended actions are itemized below by task along with estimated employee hours required to perform each task.

	<u>Employee Hours</u>	<u>Dollars</u>
<u>Task 1--Develop Facility Program</u>	<u>120</u>	<u>\$ 9,000</u>
Special police facility consultant		\$ 9,000
<u>Task 2--Prepare Preliminary Design</u>	<u>48</u>	<u>\$21,475</u>
Special police facility consultant		\$ 2,000
Architectural engineering fees		14,475
Site topographic mapping & boring		5,000
<u>Task 3--Obtain Funds</u>	<u>600</u>	<u>000</u>
<u>Task 4--Prepare Final Design</u>	<u>48</u>	<u>\$21,300</u>
Special police facility consultant		\$ 2,000
Architectural fees		19,300
<u>Task 5--Prepare Construction Documents</u>	<u>48</u>	<u>\$43,100</u>
Special police facility consultant		\$ 2,000
Architectural fees		38,600
Printing contract document		2,500
<u>Task 6--Retain Builder</u>	<u>32</u>	<u>\$ 4,825</u>
Architectural fees		\$ 4,825
<u>Task 7--Construct Facility</u>	<u>520</u>	<u>\$1,365,300</u>
Site work		\$ 100,000
Building construction		1,221,000
Inspection and monitoring/ architect		19,300
Clerk of the works and testing		25,000
<u>Task 8--Prepare Facility for Occupancy</u>	<u>800</u>	<u>\$ 56,000</u>
Communications hookup	480	
Building maintenance	320	
Architectural fees		\$ 4,000
Furnishings		50,000
Professional movers		2,000
TOTAL	<u>2,216</u>	<u>\$1,521,000</u>

3. POLICE COMMUNICATIONS

3.1 Purpose of Assignment

The purpose of this task was to research the technical feasibility of consolidating the law enforcement communications facilities in Des Moines County.

3.2 Method

The report is based upon review of relevant documentation, on-site inspection and discussions with law enforcement officials of the City of Burlington, the City of West Burlington, Des Moines County and the State of Iowa. Mr. Roy Uffelman, Communication Engineer for the City of Burlington, provided descriptive information for the existing communications facilities. Over ten hours were spent accompanying squad car patrol officers from the Burlington Police Department and Des Moines County Sheriff's Office.

3.3 Description of Existing Communications System

3.3.1 Burlington Police Department Dispatch Center

Radio System

The base station is located at 1706 Delin Street in Burlington, and is controlled by leased telephone lines. The base station equipment has a standby power source for use during commercial power failure. There is also a portable utility base station provided for backup of the permanent installation.

The police department operates on one tone-squelched simplex dispatch channel at 155.07 MHz. There are approximately ten police mobile radios on the channel. In addition to the primary radio dispatch system, the department can receive and transmit on five other radio frequencies:

- o 37.10 MHz - Des Moines County Sheriff, West Burlington, and many others
- o 37.20 MHz - Mobile Units
- o 154.28 MHz - Fire, Mutual Aid
- o 154.43 MHz - Burlington Fire
- o 155.37 MHz - The State Interpolice Frequency
- o 155.82 MHz - Local Government

The department also has receivers on the State Patrol frequencies of 42.50 and 42.58 MHz.

Dispatch center equipment includes twin radio consoles, which provide capability for operation with two dispatchers. Continuous audio recording is made of the Burlington Police Department and Burlington dispatch radio channels.

Telephone System

Emergency service is available to City residents by dialing "911" which connects with the police dispatch center.

The dispatch center is equipped with the following lines:

- Four incoming "911" lines
- One incoming line from telephone operators
- One fire line (the pre-"911" fire number)
- Three police lines (the pre-"911" police numbers)
- Four incoming police and fire administrative lines
- Three trunk lines between the City PBX and police-fire PBX
- Two incoming and two outgoing "attendant" lines
- One line to West Burlington Police
- One line to West Burlington Fire
- Three lines to Burlington Fire (one to each of three fire stations)
- One line to the ordnance plant

3.3.2 Des Moines County Sheriff's Office

Radio System

The base station is located approximately five miles west of Burlington, and is controlled by leased telephone line. Backup is provided by a portable utility base station.

Operation is on one simplex dispatch channel in the low band, 37.10 Mhz. The Sheriff operates approximately four mobile radios on this channel, but the channel is also shared by many other agencies, including approximately 20 reserve deputies.

There are two control consoles in the system, one in the Sheriff's office and one in the jail facility. Burlington Police have access to this system from their consoles, and the Sheriff can monitor the police dispatch frequency from his consoles.

Telephone System

County citizens can contact the Sheriff on one telephone line which rings at both control points. There is an additional incoming line, but it is unlisted. The jail also has one independent incoming line. The Sheriff can communicate with the Police Department via the inter-agency trunk lines.

Methods of Operation

Requests for the Sheriff come either directly on the Sheriff's telephone line or by relay from Burlington Police Department. From 0800 to 1700 hours, the calls are answered by a Sheriff's dispatcher. During other hours calls are answered by the jailer, and it is not uncommon for calls from mobile radio units to go unanswered during that period.

From 0800 to 0100, there are normally two county patrol units in the field. One is assigned to the small town of Mediapolis, effectively leaving only one car to cover the entire county. From 0100 to 0800, there is normally only one patrol unit operational.

3.3.3 West Burlington Police

Radio System

The base station is located at the Police Department office, as is the operator's console. There is also a dispatch point in the Police Chief's home. Operations are on one simplex dispatch channel, 37.10 MHz, normally with two mobile units on the system. Additionally, the department can receive on the State Patrol frequency of 42.58.

Telephone System

One telephone line is available, which rings at both the Police Department office, and in the Chief's home. West Burlington citizens can also dial "911" and reach the Burlington Police Department dispatch center.

Methods of Operation

Requests for police service come directly by telephone line or by relay from Burlington Police Department. West Burlington normally has only one officer on duty at any time.

3.4 Communications Requirements for a Unified Force

3.4.1 Frequency Allocation and Use

The normal rule of thumb for proper allocation of frequencies is one frequency for 50 field units, assuming a normal channel loading of less than 50 percent. To quote from the 1968 President's Commission on Law Enforcement and the Administration of Justice:

"There are many examples of small communities with lightly loaded channels in metropolitan areas with heavy radio congestion. The FCC should notify these small municipalities that, unless they show justifiable cause for an exception, they must release within five years any public safety frequencies which have been assigned to them. Since FCC licenses are issued for periods no longer than five years, this involves a decision not to renew licenses rather than to revoke existing ones."¹

Throughout the nation, there are many small agencies currently underutilizing radio frequencies, despite the dire need of radio spectrum. Much can be done to alleviate the situation through increased coordination of municipal communications and greater use of channel sharing.

Of course, large numbers of small users are sharing communications facilities in different areas across the country. The fact that congestion also exists on these systems is self-evident. The problem lies not in sharing, but in having many dispatchers to serve the mobile units in the system. In networks with perhaps 20 agencies and 20 dispatchers, the network is no longer dispatch dominated, since the term implies the use of a single dispatcher. With multiple dispatchers, the basic assumption used in calculating 50 mobile units to a channel is no longer valid. Sharing requires a single dispatcher. Land-mobile radio networks effectively dominated by a single dispatcher possess considerable flexibility, and can absorb a wide range of communications traffic before overloading.

¹Task Force Report: Science and Technology, a report to the President's Commission on Law Enforcement and the Administration of Justice, p. 32.

The fact that Burlington is not in the middle of a large metropolitan area would indicate that with proper operating procedures, the Burlington Police Department channel should be able to support approximately 20 mobile units. With one or two units from West Burlington, one to three units from the County, and four to six units in Burlington, the normal maximum load would be about eleven units, a number which a single dispatcher should be able to handle easily. The normal maximum load would still not fully utilize the channel, but efficiency would be much greater than at present.

The cities of Burlington and West Burlington and the County of Des Moines should share one frequency with a common dispatch center. With such consolidation, the County units and West Burlington unit will always be able to reach a dispatcher. The safety of officers and rapid service to the public will thus be greatly enhanced. The existing Burlington dispatch facility and radio channel can handle the consolidation with little modification.

There has been discussion in Burlington of moving the Police Department dispatch channel from high band to the UHF band. Such a move is quite expensive and not recommended on economic grounds. The primary justification being given for UHF is the capacity for a repeater system. A duplex system does provide significant advantages, some of which are the following:

- Spacing required between base stations can be reduced by approximately one-half by using two-frequency systems. Mobile units in single-frequency systems must compete with the other base station transmitter, since both are on the same frequency. In two-frequency systems, mobile units transmit on a different frequency from the base station, thus eliminating competition.
- Since an antenna diplexer and four-wire control circuit are used in the duplex (two-frequency) system, as compared with an antenna coaxial switch and two-way control circuit in the simplex system, the receiver can always be on the air in the duplex system. Thus, even when the dispatcher is transmitting, mobile units can transmit a message to the dispatcher, a feat which is not possible with simplex system. The advantage in emergency situations is obvious.
- In a duplex system, the audio output of the base station receiver is connected via a control circuit to the control center, and can also be connected into the base station transmitter which is turned on when

the receiver senses a radio frequency signal. The receiver connected to the transmitter forms a repeater. In the repeater mode, all mobile units hear one another as well as the control center dispatcher. In the simplex system, the mobile units may not hear one another, and serious interference problems may result when more than one unit attempts to talk to the dispatcher at the same time. However, such a system is also possible using VHF.

3.4.2 Dispatch Procedures

A six-channel recorder should be installed: two channels to record radio traffic (one police, one fire); one channel for time inject; and three channels for phone traffic. Such an installation should capture more than 90 percent of incoming phone traffic and provide a positive time record of events. Recordings (24 hours per reel) should be kept for 120 days, after which time they would have either been impounded for court use or would be rerecorded.

Outgoing calls would be restricted to a line or lines not being recorded. The recording system would replace the current radio log.

3.4.3 Mobile Equipment and Operations

It is recommended that all County and State Police units be equipped with an extra radio for transmission and reception on an interagency frequency. The receiver should be constantly monitored, and the channel should be used only when there is an emergency requiring interagency communication. Each control center would have access to a base station on the channel. Since busy channels are invariably ignored at most monitoring points, it is imperative that traffic on the interagency channel be restricted so that the channel will be monitored by all concerned.

It is possible that patrol units from adjacent counties and State Patrol units may wish to "back" each other occasionally. In remote areas of the county a State Patrol unit or adjacent county car may be closer to an incident than the assigned car. The interagency channel can be used in such situations to provide mutual aid.

Since moving a car across the entire county to an incident is both hazardous and slow, the county should be divided into a north area and a south area, with a car assigned to each area at all times if possible. This rather simple change will tend to reduce response time and distance. For public information, the citizens in the county should be made aware of the normal response time, and of the capabilities of the patrol unit.

Due to the relative lack of radio traffic, even in a combined communications facility, a digital mobile radio system is not recommended at this time. However, the State may wish to consider installation of a statewide radio system utilizing digital mobile radio terminals at each of the control centers throughout the state. The terminals would be similar to the models now being installed in patrol units.

Each unit would be connected to the TRAICS system via a point-to-point, two-way, statewide radio system. Since many towns in the state are quite remote from Des Moines, the planned Teletype links may suffer problems of reliability. The digital-mobile terminals could operate as backup for the Teletype system, or might even be considered as a replacement system.

3.4.4 Communications Training

It is strongly recommended that immediate steps be taken to select an officer of the Burlington Police Department to receive communications systems training. In times of crisis, it is always advisable to have a law enforcement officer who can operate and make emergency repairs to communications equipment. It is also a sound policy to have a radio specialist to back up the one currently deployed from the Fire Department.

The officer selected should be one who would qualify for and who shows a commitment to becoming an officer of the consolidated force.

3.5 Action Recommended for Meeting Consolidated Communications Requirements and Upgrading System

In the absence of any indication as to how the State of Iowa intends to proceed in developing its Statewide Communication System, the following action is recommended for consolidating and upgrading law enforcement communications facilities and operations in Des Moines County.

3.5.1 Consolidated Dispatch

The Burlington Police Department's Communications Command and Control Center should be modified so that it can serve all patrol cars in the county. To provide this capability, the Sheriff's telephone lines and West Burlington's telephone lines should be connected into the communications control center presently serving the Burlington Police Department, and new two-way radios with four-channel capability operating on 155.07 MHz should be installed in patrol cars of the Sheriff's Office and the West Burlington Police Department. All patrol cars should then be dispatched on 155.07 MHz by one dispatcher operating from the modified communications center. Until the new mobile radios are installed, the dispatcher for the unified force can dispatch County and West Burlington patrol cars on their current frequency of 37.10 MHz.

When the organizational consolidation has been completed, the facilities of the communications control and command center should be appropriated to the County-wide Law Enforcement Commission to serve the consolidated force. After an appropriate publicity campaign for use of "911" service has taken effect (i.e., no calls have been received on the telephone lines previously associated with the Sheriff's Office and West Burlington Police Department for a period of six months), those lines no longer needed can be removed.

3.5.2 Upgrading Dispatch Operations

A six-channel audio tape recorder should be installed to provide a positive time record of events. This is especially necessary because during peak periods it is virtually impossible for the dispatcher to record all the information coming in and still provide prompt and efficient dispatch of patrol units. Two of the channels should record radio traffic (one for police and one for fire), one channel should provide time inject, and three channels should be wired to record phone traffic. When this system has been installed, the radio logging system can be disbanded except for outgoing telephone calls which normally constitute a relatively small percent of dispatch activity.

3.5.3 Strengthening Communications System Capability

Training should be arranged for a member of the Burlington Police Department who shows interest in and potential for gaining radio communications expertise sufficient to operate the Countywide Police Force. Selection of the officer to be trained should take into account the individual's commitment to and qualifications for becoming an officer of the unified force.

3.6 Implementation Plan

There are eight basic tasks that must be carried out to consolidate law enforcement communications facilities and operations in Des Moines County.

3.6.1 Task Descriptions

Task 1--Connect Telephone Lines

Connect telephone lines now used by the Sheriff's Office and the West Burlington Police Department into the Burlington Police Department Communications Center. This task can be accomplished by the telephone company under the direction of Roy Uffelmann of the Burlington Fire Department, and should require approximately five man-days.

Task 2--Obtain Mobile Radios

Enough lead time must be allowed to prepare specifications, identify competitive vendors, solicit and review bids, and select a vendor who can deliver the radios within the required time-frame. Exploring possibility of obtaining the radios through the State purchasing system may yield units at a lesser price than can be obtained on a local bid. Guidance on this issue should be sought from the Director of the South Iowa Area Crime Commission who can also help in estimating lead time.

Task 3--Install Mobile Radios

Install two-way radios with four-channel capacity set on 155.07 MHz in patrol cars operated by the Sheriff's Office and the West Burlington Police Department. This work should be contracted out on a competitive basis to a communications service and repair company. Work, which should be performed under the direction of Roy Uffelman, should require about four hours per mobile unit, or a total of four days for the two West Burlington and six County patrol cars.

Task 4--Obtain Recorder

The same consideration for lead-time applies to acquisition of a six-channel recorder and 24-hour recording needs to be installed in the communications command and control center: develop equipment specifications, solicit and review bids, and select a competitive vendor who can deliver the recorder and reels of tape within the required time-frame at an equitable price. As for all major equipment purchases, acquisition through the State purchasing authority should be explored. Guidance on this task should be sought from Gordon Plepla.

Task 5--Install Recorder

Arrange for installation of the recorder in the radio dispatch center. Roy Uffelman should be able to install the recorder and perform all necessary adjustments over a period of two days.

Task 6--Publicize "911" Emergency Service

As soon as the Sheriff's and West Burlington Police Department's police service telephone lines have been connected into the single dispatch center, an intensive publicity campaign should be launched to inform citizens that they will receive quicker response in emergencies by dialing 911. This is a good time to publicize benefits of countywide law enforcement. Information should be disseminated in the paper, over radio, on television, and through civic associations. The duration of this campaign should be geared to the number of calls being received on the telephone lines previously plugged to the Sheriff's Office and West Burlington

Police Department. Since media coverage can be charged to the cause of public service, there should be no direct cost for advertising.

Task 7--Remove Telephone Lines

When no calls have been received on the old Sheriff and West Burlington Police Department lines for a period of six months, a week-long repeat of the publicity campaign for use of the 911 number should be made, and the old lines should be removed following the end of the week-long campaign. This can be accomplished by the telephone company in the course of a day.

Task 8--Develop Communications Expertise

Select an officer of the Burlington Police Department who has the interest in and potential for being trained as a radio technician/communications expert. Explore options for attendance at short-term communications courses, pursuit of expertise through correspondence schools, apprenticeship, and a combination of these. Arrange to permit credit to the officer pursuing training, in terms of reimbursement, time off, or salary increment. Arrange for the selected officer to work closely with anyone performing consolidation tasks. Time required to develop this in-house communications capability will vary with the base skill level and capacity for learning of the officer selected as well as the training option(s) selected.

3.6.2 Implementation Schedule

Recommendations for a consolidated law enforcement communications system in Des Moines County can be accomplished in approximately eight months, excluding training a police officer as a radio technician. Time required for this task will vary with the base capability of the officer selected for training and the training option(s) selected.

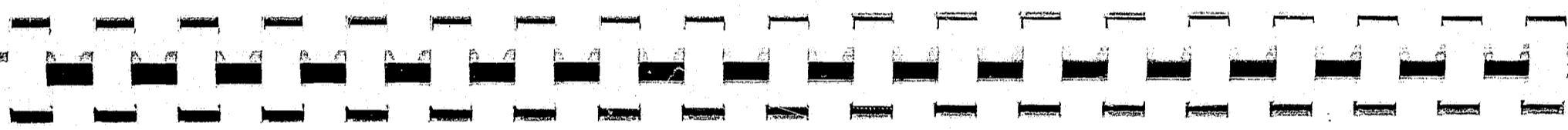
A time-phased schedule for implementing the recommended tasks has been developed based on estimated time requirements and considerations for phasing. This schedule is presented in Figure 3-1.

3.6.3 Estimated Costs and Time Requirements

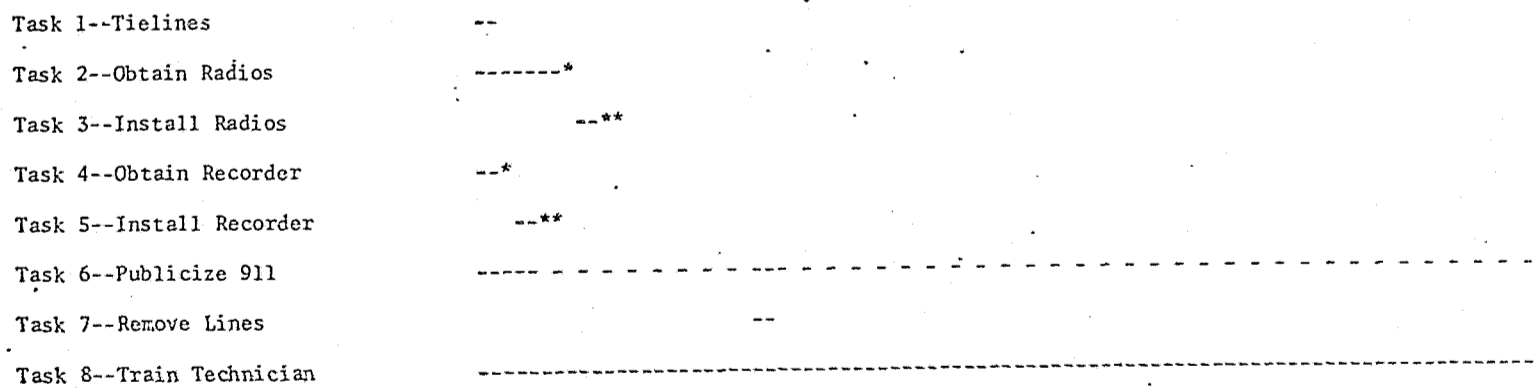
Approximate costs for implementing recommended actions are itemized below by task along with estimated employee hours required to perform each task.

CONTINUED

1 OF 2



Months Following Start Date
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24



* Rough Estimate
** Or as soon as delivered

----- Activity must take place to accomplish consolidation/upgrading
- - - - Activity should occur as required/desired

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Figure 3-1. Des Moines County Law Enforcement Communications Consolidation Implementation Schedule

	<u>Employee Hours</u>	<u>Dollars</u>
<u>Task 1--Tielines</u>		
Installation charge	4	\$ 100.00
<u>Task 2--Obtain Radios</u>		
8 Radios @ \$14.00 per radio	92	1,120.00
<u>Task 3--Install Radios</u>		
Install 8 radios @ \$45.00 per radio	8	360.00
<u>Task 4--Obtain Recorder</u>		
Six- to eight-channel recorder	40	7,000.00
120 reels 1/2" recording tape @ \$20.00 per reel		2,400.00
<u>Task 5--Install Recorder</u>		
Installation charge	0	\$ 500.00
<u>Task 6--Publicize 911</u>		
Miscellaneous promotional materials	320	1,000.00
<u>Task 7--Remove Lines</u>		
	2	0
<u>Task 8--Train Technician</u>		
	?	?
TOTAL	466 or 59 days plus hours required to train technician	\$12,480.00 plus cost of training technician

4. POLICE RECORDS SYSTEMS

4.1 Purpose of Assignment

This task was undertaken to examine the feasibility of a unified law enforcement records system for Des Moines County.

This section documents an analysis of the existing records capabilities of both departments, makes recommendations relative to consolidation, and presents a preliminary implementation plan.

4.2 Method

It is anticipated that any consolidation effort will include Middleton, Danville, Mediapolis, and West Burlington, as well as the County of Des Moines and the City of Burlington. However, the records study did include only the law enforcement agencies of Burlington and Des Moines County. The study focused on those types of records and filing systems common to both agencies and was directed to the basic files, with little attention given to firearm records, bicycle licenses, bad check files, and pawnshop files due to constraints of time.

4.2.1 Individuals Contacted

Names of people contacted in the course of developing needed information are listed below by the unit with which they are affiliated.

Des Moines County -

R. Gerdner, County Administrator
L. Hamilton, County Administrator
M. Kelly, County Administrator
R. Glick, County Sheriff
V. Jacobson, Clerk

Burlington Police Department -

Chief Eugene Loose
Assistant Chief Behne
Shelia Waldorf, Secretary

State Planning Agency -

Deputy Director John VanBrocklin (telephone)

4.3 Description of Existing Records Systems

In this report, records and communications are discussed in separate sections. This format was adopted for convenience in presentation and

because two different disciplines and two kinds of skills are involved. It must be recognized, however, that they are mutually supportive services and neither can exist effectively unless they are fully integrated. This fact should receive serious consideration when the time comes to initiate work to improve either system.

4.3.1 General Description of the Burlington and Des Moines County System

Both the Sheriff's Office and the Burlington Police Department use the same filing system for criminal files. The criminal files are indexed by case numbers through index cards. Generally, there is one case number per individual. All incidents relating to the same individual are filed under the same case number. "Case numbers" as used by the Police Department and the Sheriff's Office are, therefore, a misnomer. The same individual would have different "case numbers" for contacts with the Sheriff's Office from those he would have for contacts with the Police Department.

The criminal file contains both complaint and criminal information due to the fact that an individual's complaint file is merged with his criminal file when a criminal file is opened. The police files can be accessed by any member of the Police Department just as the Sheriff's files can be accessed by any member of the Sheriff's Office. Criminal files are purged at death and sometimes when the individual reaches his 75th birthday. Disposition information is often inaccurate or missing in the criminal file.

The warrant file was found to be inaccurate in both the Sheriff's Office and Police Department. Traffic files for both departments are dormant as traffic information is now the responsibility of the State's Comprehensive Data System, TRACIS. Costs for the TRACIS terminal in the Burlington Police Department are shared equally by the Sheriff's Office.

4.3.2 Specific Description of the Burlington Police Department Record System

The police filing system is about 40 years old and contains about 17,000 folders. The criminal file consists of about 85 standard letter size file drawers which are about 80 percent full. Information in this file includes the following items:

- Initial complaints
- Mug shots
- Some juvenile records
- Statements
- Booking slips
- Background information
- Evidence
- Miranda warning with signature
- Disposition from Court

Maintaining and managing the records system for the Burlington Police Department requires one supervisor and three clerks for two shifts.

4.3.3 Specific Description of the County Sheriff's Record System

The basic criminal filing system used by the Sheriff's Office was copied from the Burlington Police Department's system and has been in use for about 10 years. The Sheriff's criminal file contains about 1,000 folders. The following items can be found under one "case number":

- Original reports
- Follow-up reports
- Statements
- Court records
- Pictures
- Correspondence
- Property receipts
- Rap sheets

The filing system is rather undisciplined; however, all of the information for one individual is in one place. This single folder is, in fact, a criminal history file for that individual. Maintaining and managing the records system for the Sheriff's Office requires approximately one full-time clerk for one shift.

4.3.4 Iowa Comprehensive Data System

The State comprehensive data system, called the Traffic Records and Criminal Information System (TRACIS), presently has the driver's license and vehicle registration components on-line. No clear indication could be gained as to when elements of the Criminal Information System would be operational or what form they would take.

4.4 Requirements for a Unified Force

An examination of the requirements of a consolidated law enforcement system indicates that virtually a new records system is required. There would be little purpose in consolidating the current fragmented and incomplete systems. The overall requirement of a consolidated, countywide force requires a new, centralized and standardized storage and retrieval of information. The new system should provide more detailed crime profile information, purge criteria, case disposition feedback, more accurate and timely warrant information, and greater consideration for more accurate and efficient recording of dispatching and field activity. As a consequence, it is recommended that a records system project be initiated to provide a consolidated system utilizing modern information system techniques as far as is possible commensurate with budget constraints.

Recognizing that the communications and records systems are mutually supportive functions, the organizational plan for the unified force should provide the integration of these two functions under one unit.

4.5 Action Recommended for Meeting Consolidated Record System Requirements

In the absence of any indication as to how the State of Iowa intends to proceed in developing the criminal information component of its comprehensive data system, the following action is recommended for consolidating and improving law enforcement record systems and operations in Des Moines County.

- Consolidate Personnel -- Consolidate the communications and records personnel from the Police Departments and the Sheriff's Department under one command.
- Merge Files -- Merge existing indexes for the criminal and complaint files from the Sheriff's Office into the Burlington Police Department index files.
- Relocate/Restrict Records Storage -- Physically relocate the existing records files and indexes into a common area and limit the access of unauthorized persons.
- Upgrade/Improve the Records System -- Institute a new records management and communications organization utilizing modern police records techniques. This should consider the use of modern data processing equipment and microfilm equipment and should be designed to serve the threefold function of records and identification, administration, and statistical analysis (see Section 5).

4.6 Implementation Plan

4.6.1 Task Descriptions

Task 1 -- Merge Files

Merge indexes for criminal and complaint files of all police agencies operating in Des Moines County.

Task 2 -- Develop Improved Record System

Design and implement new system.

4.6.2 Implementation Schedule

The recommended tasks for implementation of a consolidated law enforcement records system for Des Moines County can be accomplished in approximately 6 months.

4.6.3 Estimated Costs and Time Requirements

	<u>Employee Hours</u>	<u>Dollars</u>
<u>Task 1 -- Merge Files</u>	160	
<u>Task 2 -- Develop Improved System</u>		
Design Improved System	1000	\$30,000.00(?)

5. PLANNING AND RESEARCH

5.1 Purpose

The purpose of this task was to identify current planning and research activities in each police agency in the County, determine planning and research requirements for a consolidated force, and develop a course of action by which those requirements could be met.

5.2 Method

Throughout the performance of this task, a close working relationship was maintained with the communications and records systems specialists to ensure the necessary interface with those activities by which information is generated. The primary approach to identifying current planning and research activities and capability centered on interviewing key individuals and reviewing relevant documents.

The following individuals were interviewed:

Eugene Loose, Police Chief, Burlington
Ted Behne, Assistant Police Chief, Burlington
Dale Gossage, Administrative Lieutenant, Burlington
Bob Glick, Sheriff, Des Moines County
Russ Krieger, Chief Deputy, Des Moines County
Vince Jackson, Administrative Officer, Des Moines County
Harold Luecking, Police Chief, West Burlington.

5.3 Description of Existing Mechanisms and Procedures

Except for initiation of a traffic accident analysis project in the Burlington Police Department, supported by Department of Transportation funds, there is virtually no research activity being undertaken in any of the police jurisdictions. The major planning processes identified were those accompanying development of annual budgets. Minor planning activities appear to occur sporadically. Basically, there was no indication that information reported in conjunction with patrol and dispatch activities is tabulated and systematically analyzed on a basis frequent enough to be considered in deploying resources for crime prevention and control activities.

5.4 Research and Planning Requirements for a Unified Force

Essentially, the requirements for a consolidated force are equivalent to those of an individual police agency. The need to meet those requirements, however, is greatly intensified in a consolidated force, because of the necessity for ensuring that all residents within the county receive an equitable level of police services and for minimizing negative spillover effects (e.g., criminal activity might drop in West Burlington but

increase in Danville or some remote area of the county where there had previously been little crime).

The purpose of the planning and research function is to enable an objective assessment of the effectiveness and efficiency associated with the way in which police resources are applied to prevent and control crime. This function focuses on the class of record system information dealing with the effect of internal operations on external events.

5.4.1 Planning and Research Unit

Recognition of what decisions must be made in regard to the availability and application of police officers and equipment is the first step to determining what research activities must take place to support planning. A consolidated police force will require at least a two-person unit devoted to determining and anticipating decisions and actions that must be taken by police administrators, insuring that required information is available in the record system, developing and applying appropriate retrieval, tabulation and analysis techniques and preparing and transmitting timely verbal and written reports describing actual and projected effectiveness and efficiency of police operations. This unit would establish research objectives, provide operational analyses required for budget development, and prepare grant applications as required.

5.4.2 Research

Although research objectives should be set by police administrators and the Planning and Research Unit of the Consolidated Force, there are two primary types of analysis that are of immediate importance to a full organizational consolidation of law enforcement resources in Des Moines County.

Workload Analysis

Nationally, approximately 80 percent of all police service rendered is of a noncriminal nature, with one-fourth of noncriminal service being for peace disturbances and another fourth being for accidents. Reliable information must be collected and analyzed to ascertain how the workload is distributed in Des Moines County and to identify associated problems. Furthermore, the way in which service is initiated and the speed with which it is rendered should be identified on a weekly basis. This analysis will reveal the percent of service initiated by officers' observations, citizens' notification of an officer on the street, other agencies, and telephone complaints. Although it is quite difficult to pinpoint response time in instances where service is initiated by an officer's observation, or receipt of a request from a citizen on the street, it is imperative that response time be fixed for each service call initiated by the dispatcher. Four times must be accurately recorded for each dispatcher-initiated service call: time complaint received, time officer dispatched,

time of arrival at the scene, and time leaving the scene to return to service. Analysis of information generated would have implications for organizational effectiveness that include workload evaluation, performance evaluation, work-time distribution studies, response time indices, preventive patrol time studies, planning patrol procedures, vehicle preventive maintenance, repair schedules, operating cost analysis, trends in workload by area overtime, informing crime-specific target groups of problems and self-defense strategies, and strategic information.

Crime Analysis

Crime analysis deals with the identification, tabulation, statistical manipulation, evaluation and distribution of data relating to the incidence of crime and other demands for police service as well as the assessment of patterns of selected crimes. This kind of analysis is required to generate information on crime and clearance rates, arrests by census tract, victim and offender characteristics, stolen vehicle and property summaries, traffic activity, violation citations, detective workload, warrants, court dispositions, and modus operandi. Statistical manipulations by bulk analysis techniques are required to identify patterns of crime that can be altered by tactical patrol operations and to develop indicators of specific problems for in-depth analysis.

5.4.3 Planning

Planning requirements for a consolidated police force must extend beyond the level necessitated by development of annual budgets. Even the present level of planning for budget development must be increased to meet the need to forecast funds requirements well in advance of initiation of budget development cycles in each of the local jurisdictions to be served. This will enable local officials to program the agreed upon portion of funds to support combined law enforcement. Budget planning is but one facet of administrative planning that must transpire to ensure the effective and efficient provision of law enforcement throughout Des Moines County. Other facets include program development, grant preparation, performance evaluation, training and career development, vehicle requirements, organizational structuring, staffing and administrative procedures. This planning should be based on information developed through workload and crime analysis research activities.

Operations planning must capitalize on information developed by both workload and crime analyses. A variety of planning models can be developed which use research data for forecasting optimum allocation of police resources by type, time, location, etc., and estimating occurrence of selected crimes by time, area, etc. This kind of planning is essential for effective police service at the lowest cost to taxpayers. Other objects of planning activity are referenced in Section 5.4.2.

In order for the planning and research function to provide the maximum benefit to a consolidated police force, it is essential that three principles be observed: (a) that research and planning take place on a continuous basis; (b) that reports of trends, findings, etc. be provided to police officials frequently enough to guide operational and administrative action; and (c) that the Research and Planning Unit receive immediate feedback regarding actions taken in response to information provided in those reports. Feedback to action taken in response to information developed in Research and Planning will enable that unit to identify indicators and trends that can reveal the effect of various actions and aid in program development and strategic planning.

5.5 Action Recommended for Meeting Requirements for Planning and Research

Given the current dearth of research and planning activity in any of the law enforcement agencies within Des Moines County, it would seem imperative that immediate action be taken to bolster the research and planning capability of individual police agencies before an organizational consolidation occurs. Such attention will provide better and more accurate information on which to plan a detailed consolidation effort, and can enable an immediate impact on crime prevention and control.

5.5.1 Establish Planning and Research Capability

Efforts should be initiated to identify a police officer currently employed by the Burlington Police Department who has the capability or capacity to function as the head of an internal Planning and Research Unit. Indicators of capability include several years of post high school education with some concentration in social science and/or crime analysis methodology. Courses in management science may also be a positive indicator of capability. Capacity for training can be assessed by a number of different personnel techniques. It is preferable that such a unit be directed by an individual selected from within the force, but if this is not possible, external recruiting should be commenced to locate and hire an appropriate person. The individual appointed to head the Unit should receive a salary roughly equivalent to that paid Captains on the Burlington Police Force. A clerk currently handling all or part of the police records function should be transferred to the Planning and Research Unit based on demonstrated ability to handle information accurately and perform simple statistical calculations.

It would be highly desirable to secure the services of a planning and research specialist to provide technical assistance for establishing the Planning and Research Unit and to provide technical training and assistance to the Unit Supervisor in formulating and implementing a systematic planning and research function. These services should only be required until such time as planning and research activities become fully integrated with departmental operations.

5.5.2 Develop Parameters and Procedures for Planning and Research

As soon as the head of the Planning and Research Unit has been appointed, work should begin in identifying with the Chief and key officials of each police agency the kinds of decisions that are made that could be more informed decisions, given the availability of selected data/analysis within the time-frame for decisionmaking. External needs for information must also be specified by user (e.g., FBI, LEAA, State, Crime Commission, etc.), as well as legal requirements for recording information. Output reports must be designed for and approved by various external and internal users of information in conjunction with the officer in charge of the Police Records System. When these reports have been certified by users as adequate to their needs, work should begin to ensure the availability of all information required to develop the approved output reports. This activity must be closely coordinated with the Record Systems group, for it is that group which is responsible for securing required information from dispatchers, patrol officers and detectives. Finally, the Planning and Research Unit must develop and document data handling and analysis procedures required to produce the approved output reports. Then, continuous research and planning activities should commence.

5.5.3 Mechanisms for Feedback and Modification

Once planning and research activities are fully integrated with departmental operations, it is essential that the Research and Planning Unit receive feedback relating actions taken and decisions made on the basis of planning and research reports. Truly, the only value of the planning and research function is the extent to which promulgated findings figure in the decision-making process. The extent to which such factors are considered in decision making must be made known to the Planning and Research supervisor so that appropriate refinements can be made. Further, quarterly surveys of key police officials should be made by Planning and Research to identify new information requirements as they develop and to expand the scope of activities and modify procedures as required.

5.6 Implementation Plan

The following approach is recommended for taking action appropriate to meet the needs for Planning and Research in a Consolidated Police Force. As stated in the previous subsection, it would be well for this effort to begin immediately to provide more detailed information for organizational and manpower planning and to provide at least a partial blueprint for improving police records systems. The six basic tasks specified below represent a structured approach to developing a planning and research capability that can perform activities which should result in more effective and efficient crime prevention and control in Des Moines County.

5.6.1 Task Descriptions

Task 1--Establish Research and Planning Capability

Recruit and screen internal applicants for the position of Planning and Research Supervisor. If no qualified candidate can be found, recruit and screen external applicants. When the appointment is made, Supervisor selects statistical clerk from among those individuals currently working with police records systems. At some point during this task, an outside planning and research specialist is retained to provide required technical training and assistance throughout this and the remaining tasks. This implementation plan can be effectuated without such outside service, but it would probably take twice as long.

Task 2--Determine Information Requirements

Identify and query decisionmakers as to their need/desire for information, time required from request to delivery of various resources, and time frame within which information would be of value in decision-making. Determine availability of required/desired information and identify process flows by which that information becomes available. This task can be accomplished by the Planning and Research Supervisor and outside specialist.

Task 3--Design Output Reports

Based on the information developed in Task 2, draft a set of multi-purpose output reports that will meet user needs. Circulate format of report drafts to the decisionmakers for approval. Modify drafts as required and finalize output reports. This task can be accomplished by the Planning and Research Supervisor and outside specialist.

Task 4--Develop Special Collection Forms and Procedures

Based on the analysis of information available performed in Task 3, work closely with dispatch and records system personnel to determine the most advantageous approach for collecting data not currently available. Expand or refine current data collection forms or design new ones, and develop data collection procedures to be followed. This task should be performed by the Planning and Research Unit and outside specialist.

Task 5--Develop Data Processing Procedures

Determine what steps have to be performed from data collection to distribution of output reports, including any necessary coding, transcription, statistical calculation, and computer processing. Make any necessary agreements with individuals outside the Planning and Research Unit. Document the entire processing procedures and provide adequate written directions for performing each required step. This task should be performed by the Planning and Research Unit in conjunction with Records System and County Data Processing personnel and the outside specialist.

Task 6--Initiate Continuous Planning and Research Activity

Perform the Planning and Research activities developed in Tasks 2 through 5. Schedule weekly sessions with key officials to review findings, discuss problems, and provide special planning support, as required. The Planning and Research staff are responsible for this continuing task with initial assistance, as required, from the outside specialist.

5.6.2 Implementation Schedule

The recommended plan for achieving required planning and research capability for consolidated law enforcement in Des Moines County can be accomplished in approximately six months. The time required will vary with the base capability of the Planning and Research Unit supervisor appointed, and the level and quality of services provided by an outside Planning and Research Specialist.

A time-phased implementation schedule developed on the basis of estimated time requirements and considerations for phasing is presented in Figure 5-1.

5.6.3 Estimated Costs and Time Requirements

Approximate costs for implementing recommended actions according to the suggested implementation plan are itemized below by task along with estimated employee hours required to perform each task.

	<u>Employee Hours</u>	<u>Dollars</u>
Task 1-- <u>Establish Planning & Research Capability</u>		
Select Planning & Research Staff	100	\$ 500
Train Planning & Research Staff	50	2,000
Task 2-- <u>Determine Information Requirements</u>	160	1,250
Task 3-- <u>Design Output Reports</u>	200	2,500
Task 4-- <u>Develop Special Data Collection Forms & Procedures</u>	200	3,750
Task 5-- <u>Develop Data Processing Procedures</u>	160	3,750
Task 6-- <u>Initiate Continuous Planning & Research</u>	320	2,500
Total Implementation Costs	1190	\$16,250
	(149 days)	
6 mos. Salary (@ 15% fringe) for P&R staff		9,315
Supervisor @ 800/mo for 6 mos. = \$5,520		
Statistical clerk @ 550/mo for 6 mos. = \$3,795		
TOTAL		\$25,565

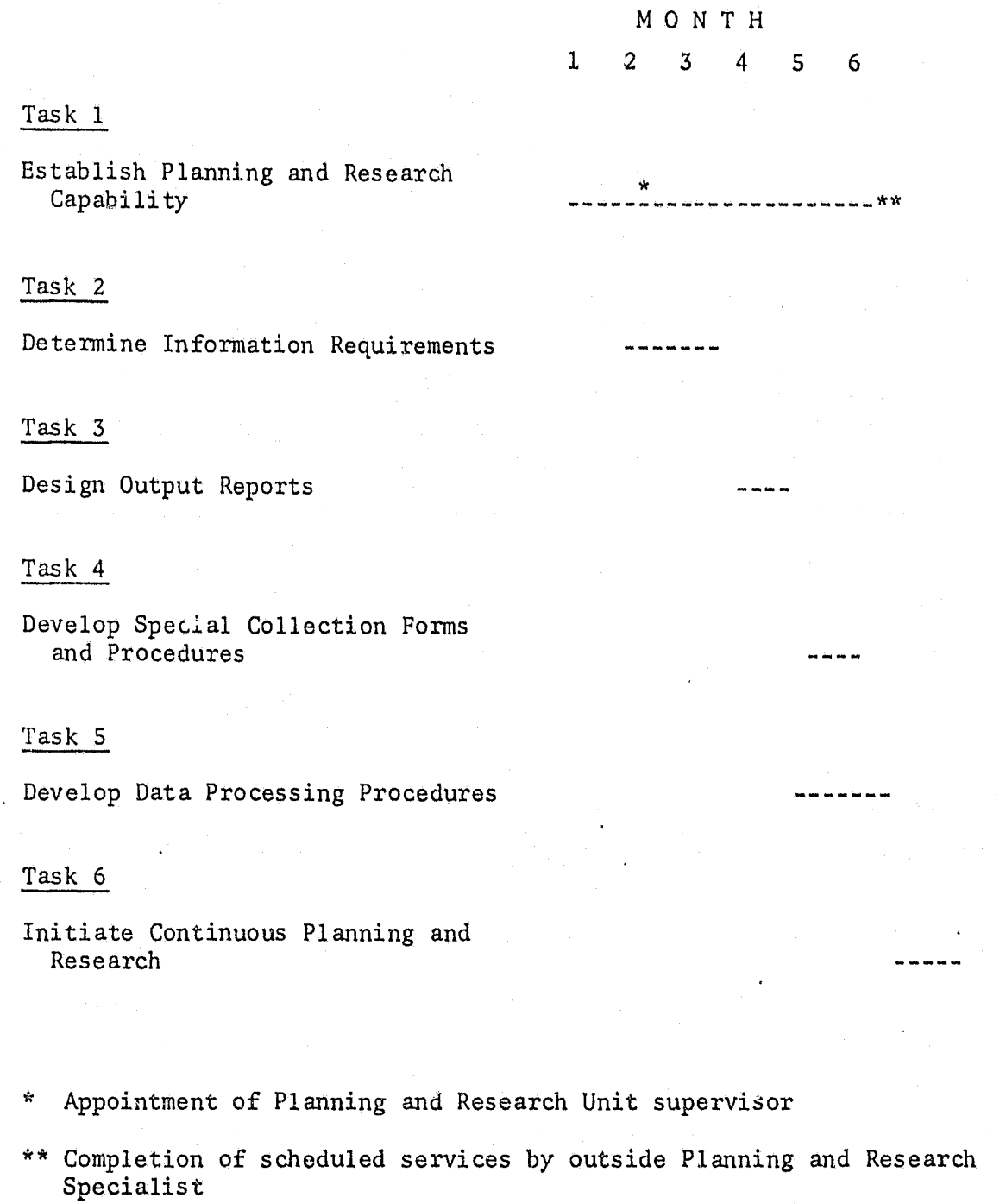


Figure 5-1. Planning and Research Implementation Schedule

END