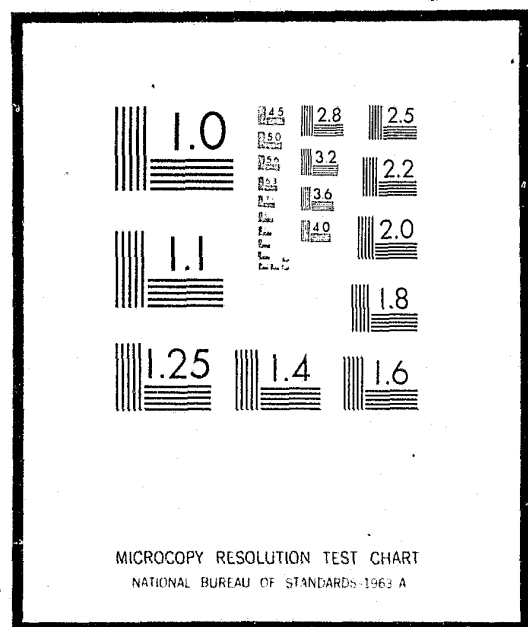


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

5/26/77

Date filmed

#214(5)

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

South Iowa Area Crime Commission
for the City of Keokuk Police Department

October 12, 1973

NCJRS

NOV 30 1976

ACQUISITIONS

Prepared by:

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

(Per Contract J-LEAA-015-72)

39104

I. PRELIMINARY INFORMATION

- A. **Consultant Assigned:**
George T. Felkenes
Professor of Criminal Justice
University of Alabama
Birmingham, Alabama
- B. **Date Assignment Received:**
July 11, 1973
- C. **Date of Contact with LEAA Regional Coordinator:**
July 15, 1973
- D. **Dates of On-Site Consultation:**
August 29, 30, and 31, 1973
- E. **Individuals Contacted:**
- Kenneth Beard, Detective
Keokuk Police Department
- George Jones, Captain
Keokuk Police Department
- Gordon Plepla
South Iowa Area Crime Commission
- Robert Rasmussen
South Iowa Area Crime Commission
- C. F. Eppers, Mayor
City of Keokuk
- Gary Hansen, Administrative Assistant
City of Keokuk
- Mike Dunn, Administrative Assistant
City of Keokuk
- Ray Lovell, Assistant Chief of Police
Keokuk Police Department
- Carol Riter, Records Clerk
Keokuk Police Department
- Four patrolmen who asked to remain anonymous

II. STATEMENT OF THE PROBLEM

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

Need for upgrading police services in the Keokuk Police Department through providing technical assistance in the areas of police management, manpower development and deployment, and intergovernmental relations.

B. **Problems Actually Observed:**

As stated.

III. FACTS BEARING ON THE PROBLEM

See attached Consultant's Report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached Consultant's Report.

V. RECOMMENDED COURSE OF ACTION

See attached Consultant's Report.

CONSULTANT'S REPORT

Introduction

Keokuk, Iowa, is located in the extreme southeast corner of the State and has a total population of 14,631. Keokuk was incorporated under an 1847 charter and has a mayor-council form of government.

Keokuk's location on the Mississippi River and near one of the world's largest hydro-electric plants has made it an excellent industrial site with a large variety of products being manufactured. The City is served by the Rock Island and the Norfolk and Western railroads. A city-owned bridge crosses the Mississippi River connecting Illinois and Keokuk. The City is proud of its school system which includes several public and parochial schools as well as a two-year community college.

Present Organization and Management

Matters of concern to Keokuk city officials and citizens are the efficiency of police services and the improvement in the management of these services. This report is intended to help modernize the force in the areas of police management, manpower development, and deployment. It is recognized that much of the statistical data are not currently available in the Keokuk Police Department to assist in making rational decisions regarding manpower usage. This report will point out deficiencies and suggest some techniques to implement better management practices.

The Keokuk Police Department includes 22 sworn members and 6 civilian employees. These 28 personnel represent a ratio of 1.84 per 1,000 population computed on the basis of 1970 population figures. This compares with the 1972 average of 1.8 police employees in cities of 10,000--25,000 inhabitants.¹

Table 1 indicates the total number of civilian and sworn police employees per 1,000 population and the relative police department per capita expenditures among Iowa's 11 cities of 10,000--25,000 population. Keokuk allocated \$250,852 for the fiscal year 1972--1973 to operate its Police Department, or \$17.14 per capita.

In terms of sworn police strength per 1,000 population, Keokuk's 1.50 is the third highest of all Iowa's 11 cities of 10,000--25,000. Fort Madison and Newton have the most favorable ratios—1.78 per 1,000 population in the former and 1.53 in the latter.

Police organizations have a major share of the responsibility for the safety of the communities they serve. The emergency service nature of police work has supported the semimilitary concept of police organization. Organizations of this type need clear command lines, positioning of absolute authority and responsibilities of superior officers, formalized training, adherence to rules and regulations, and use of sophisticated equipment. When these requirements are met and related activities are grouped together, a limited number of personnel can render excellent safety services to the citizenry.

¹ FBI Crime in the United States, Uniform Crime Reports, 1972 (U.S. Department of Justice), p. 41.

Table 1
 POPULATION, POLICE MANPOWER, POLICE BUDGETS, AND STANDARD POLICE WORKWEEK
 FOR KEOKUK AND OTHER IOWA COMMUNITIES OF 10,000-25,000 POPULATION

| <u>City</u> | 1970 <u>Population</u> | <u>Sworn Police Employees</u> | | <u>1972-1973 Police Budgets</u> | | <u>Standard Workweek</u> |
|-------------------------------|---------------------------|-------------------------------|---------------------------------|-------------------------------------|-------------------|------------------------------|
| | | <u>Number</u> | <u>Per 1,000 Population</u> | <u>Amount</u> | <u>Per Capita</u> | |
| Muscatine | 22,405 | 26 | 1.16 | | | 40 |
| Bettendorf | 22,315 | 16 | .71 | | | 40 |
| Marion | 18,028 | 19 | 1.05 | | | 40 |
| West Des Moines | 16,441 | 20 | 1.21 | | | 40 |
| Newton | 15,619 | 24 | 1.53 | | | 40 |
| Keokuk | 14,631 | 22 | 1.50 | \$250,852 | \$17.14 | 42 |
| Urbandale | 14,434 | 18 | 1.24 | | | 40 |
| Fort Madison | 13,996 | 25 | 1.78 | | | 42 |
| Boone | 12,468 | 16 | 1.28 | | | 40 |
| Oskaloosa | 11,224 | 12 | 1.06 | | | 44 |
| Spencer | 10,278 | 14 | 1.36 | | | 40 |
| Keokuk's Position From Top | 6th | 4th | 3rd | | | |

Specific police manpower requirements are not determined easily. The level of police service that a community desires and is willing to fund sets a theoretical maximum, whereas the possibility of widespread disorders and deteriorating conditions in a city determine the minimum. A community decides its needs within these broad limits. It is always important for police administrators to utilize effectively and efficiently available resources.

The 28-member Keokuk Police Department is administered by a Chief of Police who is appointed by and serves at the pleasure of the City Council. Although appointed by the council, the Chief reports directly to the Mayor, both of whom meet periodically with the council. The present organization and staffing pattern of the Keokuk Police Department is shown in Chart I.

Interviews with city and police personnel revealed that effective and productive staff relationships, concomitants of good police service to the community, need to be improved. It seems evident that a serious morale problem existed in the Department during the several months preceding the resignation of the last police chief. There is now an acting chief, and this situation lends itself to maintaining the status quo until a permanent chief is chosen. Keokuk's police management problems are of several years' duration and have resulted from the shifting of chiefs due to changes in the city administration.

Patrol

In Keokuk, the patrol force includes 18 sworn members, which is 77 percent of the Department's sworn strength. All traffic matters are handled by the patrol force.

The Chief is the overall patrol force commander and each captain reports directly to him through the assistant chief. Currently, the acting chief meets infrequently with the patrol captains, and only the assistant chief attempts to coordinate the work of the three shifts. Communication among the three patrol captains appears adequate. Each captain is responsible for the security of the jail located at the headquarters, the booking of prisoners, and property security. In effect, the captain in charge of the afternoon and early morning shifts is the chief of police during his tour of duty. The civilian dispatchers are also supervised by each patrol shift captain.

Chart I reveals that there are virtually equal numbers of personnel assigned to the three patrol shifts. The shifts do not rotate.

Traffic

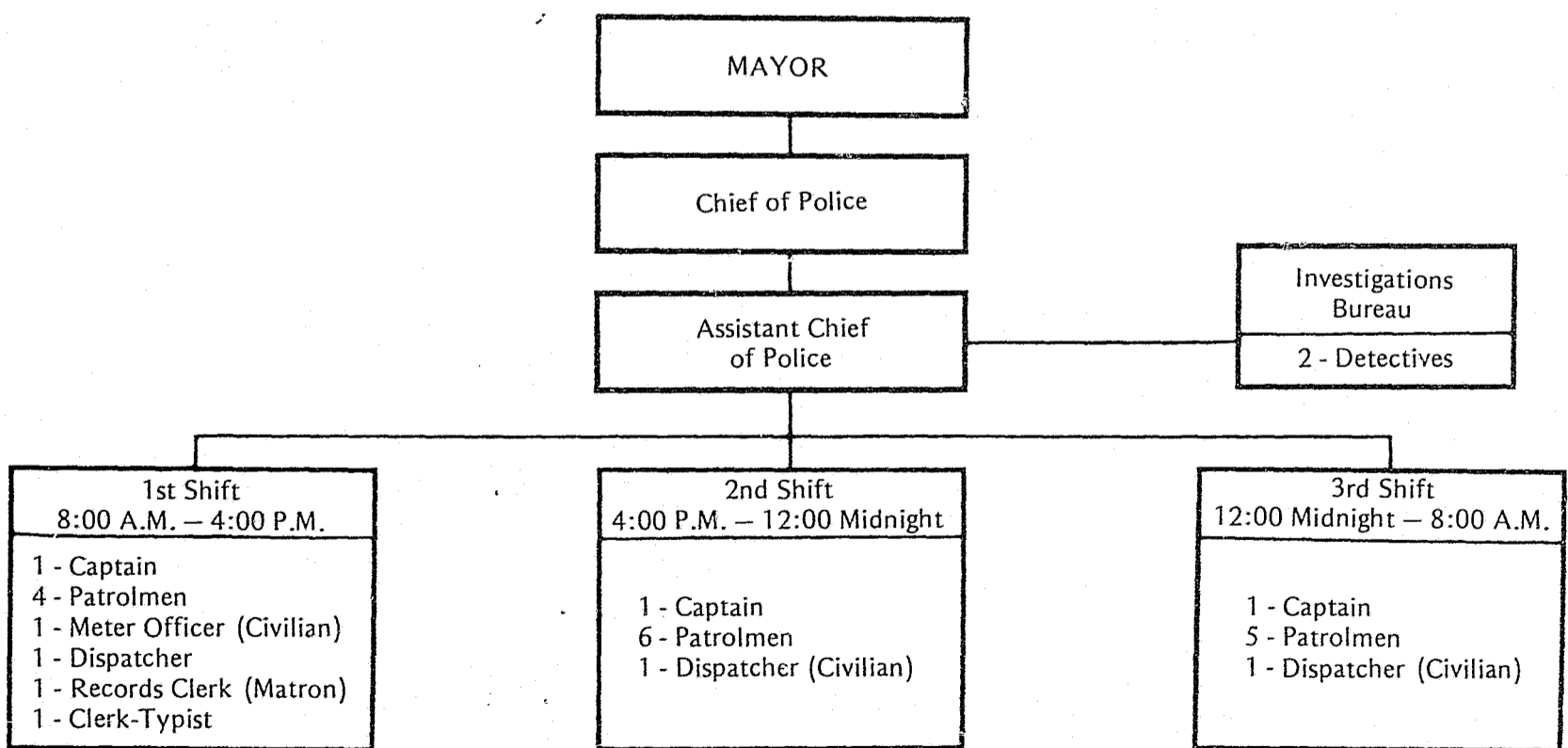
All traffic matters are handled by the patrol force. One civilian parking meter officer works the day shift.

Detective

Keokuk's two-man detective force performs all criminal and juvenile investigations. They report directly to the assistant chief who is in charge of all investigations.

Detectives are a special grade and the detective investigator is selected from among the uniformed officers by the assistant chief with the Chief's concurrence. There is apparently no barrier to reassigning detectives to other duties should his performance or other considerations call for such action.

Chart I
**ORGANIZATION CHART OF THE
 KEOKUK POLICE DEPARTMENT
 KEOKUK, IOWA**



Total:

Sworn

- 1 - Chief
- 1 - Assistant Chief
- 3 - Captains
- 2 - Detectives
- 15 - Patrolmen

22

Civilian

- 1 - Meter Officer (Civilian)
- 3 - Dispatchers
- 1 - Records Clerk (Matron)
- 1 - Clerk-Typist

6

The detectives have no investigative specialization, as is the case in most small police departments. They handle cases as they are reported, often collaborating on follow-up work.

As a general rule, the shift patrolmen conduct only minor investigations. Because of the increasing work loads, the two detectives spend many hours working overtime. In the past there was supposed to be compensation given for overtime—time off, but it was seldom given.

Either of the two detectives handles the ID functions (photographing and fingerprinting) and scientific crime investigation. However, the Iowa Criminalistics Laboratory can be called for technical assistance.

Detectives normally have the responsibility of discovering vice offenses or checking reports of vice activity that come to police attention. However, because of the large case loads, little time is devoted to these activities. According to some respondents, there is a rising number of narcotics and dangerous drug violations, but little time to devote to the suppression of these activities.

Juvenile

The Department has no one person whose mission is to work with juveniles. These cases are handled by available personnel within the Department. Detectives are usually assigned to juvenile investigations. Normally, a trained juvenile officer from the Lee County Probation Office is summoned for cases involving juveniles and serves as liaison between the Keokuk Police Department and the juvenile criminal justice system.

Support Activities

Presently, records-keeping appears to be the greatest single weakness of the Keokuk Police Department. No traffic records have been kept for the past five years. Other than keeping records of traffic citations, payments, court dispositions, and allied matters, practically no useful traffic data were found. The main task is merely keeping up-to-date on a day-to-day basis.

What clerical work is done—traffic citation processing, filing, routine and official correspondence, and so forth—is performed during the day shift by the one records clerk (matron) or the clerk—typist. Both are extremely busy, and both are police department employees.

There appears to be little control over access to departmental records during the evening and early morning shifts. Frequently, name cards and jacket files cannot be located because departmental personnel take files and information and do not return them. The records room and the dispatcher's office are adjacent to each other, and an attempt should be made to restrict access to the records room to a select number of persons.

The Department maintains a criminal jacket (case file) and a master name card file. One very busy records clerk has done an adequate job, but data on high crime areas, location of offenses by type, date, and time are not kept. Peak and slow work load periods could quite possibly result in changes in shift manpower allocations to fit the men into a work load pattern. Because proper administrative decisions cannot be made without facts, increasing the number of records clerks by at least one person is a priority item.

It must be pointed out that crime information must be made available because the Keokuk Police Department has recently been funded for a special two-man tactical

enforcement team. If these individuals are to be utilized effectively, they must have detailed information regarding crime in Keokuk. Presently, this information is not available.

Other Activities

Any police force, regardless of its numerical strength, is involved in a host of activities beyond those summarized above. These include personnel selection, training, vehicle management, interagency cooperation, planning, budgeting, duty scheduling, community relations, and discipline. Apparently the Chief has handled most of these matters in the past, some more effectively than others.

Salary Scales

Comparative salary scales are found in Table 2. It should be noted that the salary of the Keokuk Police Department Chief is the third lowest of the 11 comparable cities. Keokuk captains are the second lowest; detectives, the lowest; and the top salary of patrolmen, the fourth lowest. The salary of the Keokuk police captain is only \$33 a month higher than the top salary of the Keokuk Police Department patrolman, a situation not likely to encourage an individual to seek advancement and increased responsibility. It should also be noted that the rank structure appears to be severely out of balance—captains directly supervising patrolmen. There are no intermediate supervisory ranks. A captain should be a manager/planner, not a first line supervisor.

Crime, Accidents, and Manpower

In general, the provision of adequate police protection for Keokuk consists primarily of guarding persons and property throughout the City against criminal activity and against careless motorists. There are virtually no organized mass or gang attacks. There are no police problems at the Southeast Iowa Community College, and close cooperation is maintained with the Lee County Sheriff and Iowa Highway Patrol officials. Under the present circumstances, the best police protection will be provided by distributing uniformed patrolmen throughout Keokuk so that they will be readily available upon request.

The quality of police services should be measured ideally by the crimes, disturbances, and motor vehicle accidents that are prevented by police vigilance. Unfortunately, the number of incidents that do not happen are impossible to discover. The number of crimes per 100,000 population, the Part I crime clearance rate, traffic statistics (unavailable in Keokuk), an evaluation of police manpower per 1,000 population, and per capita police expenditures are commonly used "benchmarks" which permit a degree of insight into staffing adequacy. The consultant was unable during the site visit to develop fully comparative per capita expenditures. However, the Keokuk Mayor may wish to collect these data for comparison purposes.

Table 2
COMPARATIVE SALARY SCHEDULES
IOWA CITIES OF 10,000-25,000 POPULATION

| <u>City</u> | <u>Chief</u> | <u>Assistant Chief</u> | <u>Captain</u> | <u>Lieutenant</u> | <u>Sergeant</u> | <u>Patrolmen</u> | <u>Detective</u> | <u>Policewoman or Matron</u> |
|-----------------|--------------|----------------------------|----------------|-------------------|-----------------|------------------|------------------|----------------------------------|
| Muscatine | \$1,017 | \$835-967(1) ^{a/} | \$754-873(2) | \$685-792(2) | \$685-792(2) | \$754-651(18) | -- | -- |
| Bettendorf | 1,109 | -- | -- | -- | 867-1,100(4) | 821-647(11) | -- | -- |
| Marion | 1,088 | 987(1) | 852(1) | -- | 735(2) | 735-641(12) | \$772-735(2) | -- |
| West Des Moines | 1,267 | -- | -- | -- | 909(4) | 845-705(14) | 1,024(1) | -- |
| Newton | 1,053 | 934(1) | -- | -- | 875(4) | 763-663(15) | -- | \$763(1) |
| Keokuk | 879 | 790(1) | 750(3) | -- | -- | 717-671(15) | 750(2) | 509(1) |
| Urbandale | 1,133 | -- | -- | -- | 797-936(4) | 832-693(13) | -- | Part.Time(1) \$4.00 Hour |
| Fort Madison | 925 | 850(1) | 775-800(3) | -- | 730-750(4) | 700-605(16) | -- | -- |
| Boone | 1,058 | 942(1) | -- | -- | 719-830(4) | 786-668(10) | -- | -- |
| Oscalosa | 783 | -- | 644(2) | -- | 595(2) | 582-557(7) | -- | -- |
| Spencer | 829 | -- | 769(3) | -- | -- | 598-681(9) | -- | 520(1) |

Source: State of Iowa, Office of Planning and Programming, 523 East 12th Street, Des Moines, Iowa.

^{a/} Figures in the () are the number of personnel in the Department holding the rank.

Crimes Per 100,000 Population. Crime rates published by the FBI in the *Uniform Crime Reports* vary widely by size of jurisdiction, geographical area, and the accuracy of the local police agency which reports the local occurrences. In an attempt to measure police accomplishments, a comparison between the reported experience in terms of Part I crime rates of a particular city and those of other cities is usually made.²

Table 3 represents the 1973 crime rate in Keokuk, the 1972 rates in Iowa, the crime rates in the West North Central states, and in 1,170 cities with population of 10,000–25,000.

Part I crime clearances by the Police Department are of equal importance to the community as the crime rate. Table 4 indicates the number of Part I crimes and the percentages cleared by arrest in Keokuk for 1973 compared with the 1972 percentage clearance rate in the West North Central states, the 1,102 cities of 10,000–25,000 in population, and the national average. Overall, Keokuk's crime clearance rate is poor in the crimes most frequently found in any significant numbers: burglary (breaking and entering), larceny, and auto theft.

There are practically no annual statistics of other crimes handled by the Keokuk Police Department. While certainly not complete, Table 5 presents an overview of police activity during 1972 in terms of suspects arrested. Comparison with previous years would be of assistance in identifying crime trends and possible enforcement solutions.

Some observations are in order. First, the number of persons arrested for nonaggravated assault and weapons violations suggests the need for police training. Secondly, the need for continuous field supervision and teamwork on the streets to insure the safety of police officers.

Although statistics are not available, interviews with police and other city personnel indicated that driving while intoxicated (DWI) is a serious problem. Enforcement pressure against the intoxicated driver must continue and apparently be increased. No person have been charged with prostitution and gambling law violations, which may be the result of too few personnel to handle the problem. Twelve persons were arrested for narcotics and drug law violations in 1972, which indicates some activity in the vice control area. In conclusion, there appears to be a need for strengthening the vice control effort.

The consultant inquired about an activity analysis of the patrol work load. Because of time constraints, the consultant was unable to collect these data but agreed to furnish the Keokuk Police Department with one simple method to analyze police activities. Because there are no specific patrol areas in the City (the entire area is one large vehicle patrol zone), the information derived from a crime location and work load analysis may necessitate the development of fixed or flexible patrol areas. The technique is attached in Appendix A.

While it appears that the Police Department is apprehending some offenders and clearing some cases, records-keeping inconsistencies and a lack of records preclude a complete appraisal of their work load requirements.

² Part I crimes are those seven classes of offenses shown by experience to be the most generally and completely reported by the police. The annual crime reporting program was initiated by the International Association of Chiefs of Police in January, 1930, and in September, 1930. The FBI was designated by an Act of Congress as a central clearing house for police statistics.

Table 3

THE ANNUAL NUMBER OF PART I OFFENSES AND THE AVERAGE RATE FOR 1973 IN KEOKUK COMPARED WITH THE 1972 RATE IN IOWA, THE WEST NORTH CENTRAL STATES, AND CITIES OF 10,000-25,000 POPULATION^{a/}

| Offense | Number Of 1972 Offenses | Keokuk Rate Per 100,000 | Offenses Per 100,000 | | 1,170 Cities Of 10,000-25,000 Population |
|---|----------------------------|----------------------------|----------------------|--|---|
| | | | Iowa | West North Central States ^{b/} | |
| Murder and Nonnegligent Manslaughter | 1 | 6.8 | 1.7 | 4.2 | 4.1 |
| Forcible Rape | 0 | -- | 8.6 | 16.6 | 12.0 |
| Robbery | 1 | 6.8 | 26.7 | 89.8 | 56.0 |
| Aggravated Assault | 8 | 54.7 | 50.3 | 105.8 | 129.7 |
| Burglary (B&E) | 99 | 676.6 | 521.6 | 829.4 | 907.4 |
| Larceny Over \$50 | 110 | 751.8 | 683.3 | 728.4 | 944.0 |
| Larceny Under \$50 | 505 | 3,451.6 | <u>c/</u> | <u>c/</u> | 1,332.0 |
| Auto Theft | 51 | 348.6 | 169.1 | 306.2 | 246.5 |

^{a/} Statistics in the three right-hand columns are from Tables 3 and 6, Crime In The United States, Uniform Crime Report - 1972. The Keokuk data was furnished by the Keokuk Police Department and is subject to the limitations of that source.

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

^{c/} Not given.

Table 4

THE NUMBER OF PART I CRIMES AND THE NUMBER AND PERCENTAGE CLEARED BY ARREST IN KEOKUK, 1973, COMPARED WITH THE 1972 AVERAGE PERCENTAGE CLEARANCES IN THE WEST NORTH CENTRAL STATES, IN CITIES OF 10,000-25,000 POPULATION, AND IN THE NATION^{a/}

| Offense | Number Of Offenses | Cleared | | West North Central States | Percentage 1972 Clearances 1,102 Cities 10,000-25,000 Population | National Average |
|--------------------------------------|----------------------|-----------|---------|---------------------------|--|------------------|
| | | Number | Percent | | | |
| Murder and Nonnegligent Manslaughter | 0 | 0 | --- | 81.4 | 83.8 | 82.2 |
| Forcible Rape | 0 | 0 | -- | 60.5 | 57.3 | 56.6 |
| Robbery | 2 | 1 | 50 | 27.6 | 31.3 | 30.0 |
| Aggravated Assault | 2 | 2 | 100 | 68.6 | 67.1 | 66.3 |
| Burglary (B&E) | 81 | 6 | 7.4 | 20.6 | 17.3 | 18.9 |
| Larceny | 417 | 2 | 0.4 | 20.6 | 18.9 | 19.8 |
| Auto Theft | 21 | 0 | 0 | 20.1 | 21.4 | 16.6 |
| Total Part I Crimes | <u>523</u> | <u>11</u> | | | | |
| | (Through July, 1973) | | | | | |

^{a/} Statistics in the three right hand columns are from Tables 14 and 15, Crimes In The United States, Uniform Crime Reports - 1972. The Keokuk data was provided by the Keokuk Police Department and is subject to the limitations of that source.

Table 5
 PERSONS ARRESTED BY KEOKUK POLICE
 BY TYPE OF OFFENSE, 1972

| <u>Offense</u> | <u>Total</u> | <u>Adult</u> | <u>Juvenile</u> |
|--|--------------|--------------|-----------------|
| Nonaggravated Assault | 74 | 67 | 7 |
| Vandalism | 5 | 1 | 4 |
| Weapons Violations--carrying, possessing, etc. | 6 | 3 | 3 |
| Prostitution and Commercialized Vice | 0 | 0 | 0 |
| Narcotics, Drug Laws | 12 | 9 | 3 |
| Gambling | 0 | 0 | 0 |
| Liquor Laws | 35 | 17 | 18 |
| Driving Under The Influence | 26 | 26 | 0 |
| Drunkenness | 99 | 94 | 5 |
| Disorderly Conduct | 97 | 82 | 15 |

Source: "Annual Return C, Annual Return of Offenses Known to the Police" as submitted to the FBI by the Keokuk Police Department.

Proposed Organization

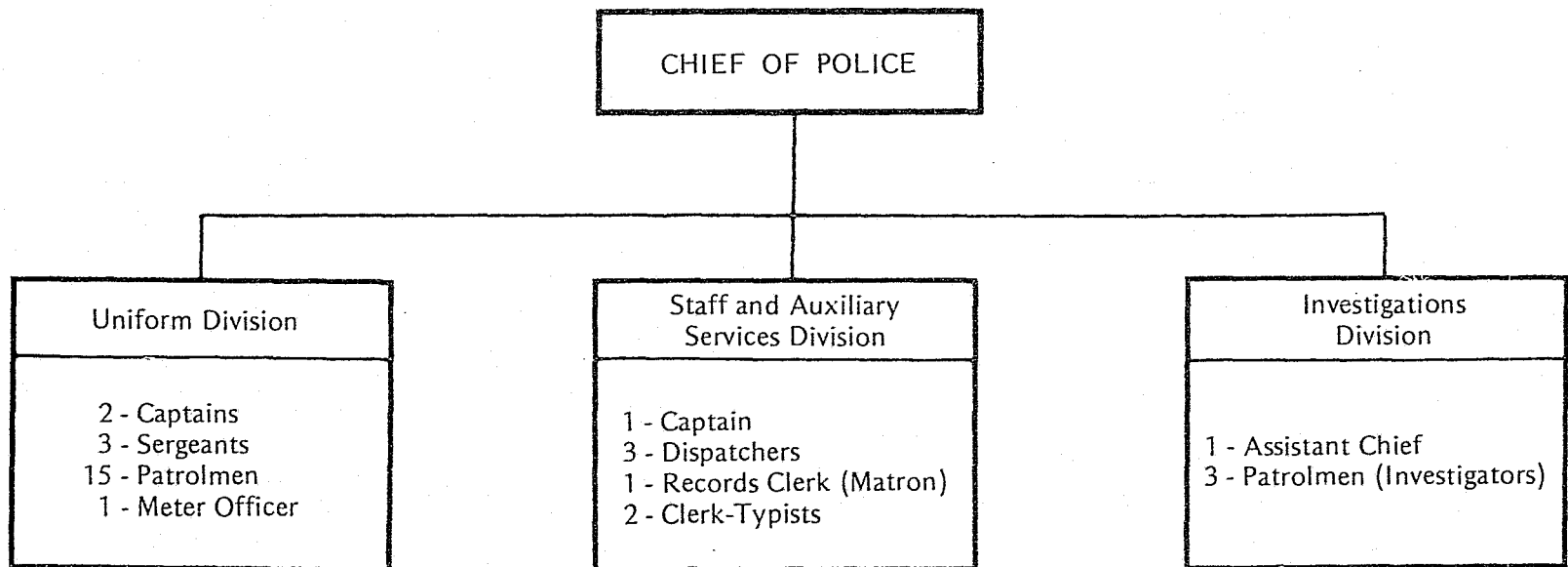
A police department should be organized to respond promptly and effectively to the needs of the public. The patrol units should support each other and concentrate their efforts upon a common objective. Adoption of the proposed organizational plan for the Keokuk Police Department will provide a sound framework for future police operations.

In order to group related activities under a unified command and to provide a more exact placement of responsibility for the performance of police tasks, it is recommended that the Keokuk Police Department be organized into three major functional divisions: Uniform, Staff and Auxiliary Services, and Investigations. Each division would be headed by one officer directly responsible to the Chief of Police for the effective performance of all activities assigned to his personnel.

The proposed organization of the Police Department, including staffing requirements, is presented in Chart II. The adoption of the proposed organization requires a basic regrouping of functions and activities while still retaining the actual rank of officers in the current organization. Supervision of divisions is altered and the rank of sergeant is created. A sergeant would provide sufficient supervision on the day shift because the Chief and assistant chief are also available. The evening and morning shifts would be commanded by a captain who for all intents and purposes is the chief of police during these hours. The acceptance of a more advanced concept of organization, operation, and the infusion of new life into the Department is implied in the proposed organization. Table 6 summarizes the proposed assignment of department personnel by rank and division. The increase in personnel will have several distinct advantages:

1. The Chief of Police will have a Staff and Auxiliary Services Division commander to provide assistance in planning and information gathering to utilize police manpower more effectively. Also, this person will have the responsibility of designing an effective, on-going, in-service training program. In addition, there will be an additional clerical employee which will enable the Department to proceed with the crucial responsibility of implementing a fully utilitarian records system which will be mandatory with the tactical team augmentation in the near future.
2. Three sergeants will be added for improved supervision of the officers. This will also increase the police services to the community. Captains will be freed from first level supervision and this will enable them to function as managers.
3. The Investigations Division will be staffed with three investigators responsible for general investigations, vice control, and juvenile delinquency prevention and control. With the exception of general investigations, the latter two areas have been neglected because of the heavy work load requirements.

Chart II
**PROPOSED ORGANIZATION AND
 STAFFING PLAN FOR THE
 KEOKUK POLICE DEPARTMENT
 KEOKUK, IOWA**



| Total: | Sworn | Civilian |
|--------|--|----------------------------|
| | 1 - Chief | 1 - Meter Officer |
| | 1 - Assistant Chief | 3 - Dispatchers |
| | 3 - Captains | 1 - Records Clerk (Matron) |
| | 3 - Sergeants | <u>2</u> - Clerk-Typist |
| | <u>18</u> - Patrolmen (Includes 3 assigned as investigators) | |
| | <u>26</u> | <u>7</u> |

Table 6

PROPOSED ASSIGNMENT OF PERSONNEL BY RANK AND DIVISION

| <u>Division</u> | <u>Chief</u> | <u>Assistant Chief</u> | <u>Captain</u> | <u>Sergeant</u> | <u>Patrolmen (Investigators)</u> | <u>Patrolmen</u> | <u>Civilian (Clerical)</u> | <u>Other^{a/} Civilian</u> | <u>Total</u> |
|--|--------------|----------------------------|----------------|-----------------|--------------------------------------|------------------|--------------------------------|--|--------------|
| Chief's Office | 1 | | | | | | | | 1 |
| Uniform Division | - | | 2 | 3 | | 15 | | 1 | 21 |
| Investigations Division | <u>b/</u> | 1 | | | 3 | | | | 4 |
| Staff and Auxiliary Services Division | - | | 1 | | | | 6 | | 7 |
| Total Proposed | 1 | 1 | 3 | 3 | 3 | 15 | 3 | 4 | 33 |
| Present Authorized Strength | 1 | 1 | 3 | 0 | 2 | 15 | 5 | 1 | 28 |
| Proposed Change | - | - | - | +3 | +1 | 0 | +1 | 0 | +5 |

^{a/} Includes three civilian dispatchers and one meter officer.

^{b/} The Assistant Chief is also the head of the Investigations Division.

The proposed increase in personnel is minimal. The consultant was unable to determine the elusive work load; however, it is believed to be beyond the capability of the Department's present strength.

Some major considerations accompany this recommended increase in staff. First, because of the lack of data which clearly identify the extent of Keokuk's need for more personnel, the number is based on empirical evidence, a "feel" for Keokuk, its police, and what appear to be reasonable staffing levels.

Second, because of the myriad duties and responsibilities of police officers, Keokuk police must be generalists. In fact, this is an economic necessity. In short, every officer must be broadly trained to fulfill any mission which he may encounter. It also means that every man must be fully utilized.

Third, it is recommended that Keokuk's police strength be held to 33 personnel until proposals regarding patrol areas, records development, and data utilization to use personnel effectively and efficiently are fully implemented. By reorganizing the Keokuk Police Department, revising procedures, and training personnel, the 33 personnel should be able to provide adequate service to meet present needs except on those emergency occasions when local conditions call for the use of supplementary forces secured from nearby agencies.

It is possible that personnel increases may be necessary in the future. However, when such an increase seems to be warranted, the Chief, provided with adequate data regarding work load, should be able to justify requests with appropriate documentation. Such documentation, based on research and statistics, should set forth the existing and proposed status of the total police program.

Office of the Chief

The myriad responsibilities of a police chief, even in a small department, are staggering. He must deal with complex problems and situations on a day-to-day basis and plan in depth and detail on a long-range basis for the solution of problems. The Chief must fulfill three basic roles:

1. He must be a competent administrator.
2. He must be a capable commander because of his responsibility for discipline, morale, and dedication to duty of every police force member.
3. He must serve as a community catalyst in the area of law enforcement and represent his department in complex relationships with other officials and the many and diverse communities of his jurisdiction. Because of the transient nature of some of Keokuk's population, this last role is even more difficult.

As administrator of one of Keokuk's largest municipal departments, the Chief should report directly to the Mayor. He should meet regularly with him to develop basic administrative procedures and policies, as well as to inform him on all problems and activities of the Department. This will assist the Mayor in recommending necessary ordinance and legislative policy changes to the City Council.

It is further recommended that:

1. The Chief report immediately and in person to the Mayor on urgent matters.
2. The Chief report routinely but promptly in writing to the Mayor information on unusual police-related matters.
3. The Chief report monthly and in writing all normal police activities. These reports should include all data relative to police activities, budget concerns, crime patterns, accident location charts, and other information that will allow the Mayor to make accurate and expeditious decisions of a management nature.
4. The assistant chief should serve in the place of the Chief and serve as the head of the Investigations Division.

Uniform Division

The Uniform Division will be responsible for all patrol activities, control of vehicular and pedestrian traffic, and will have responsibility for preliminary investigations of all crimes and traffic incidents. The preventive patrol function should receive major emphasis. In the proposed organization, it is recommended that the present three patrol shifts be unified under the command of a captain who will also supervise the second shift.

Staff and Auxiliary Services Division (S&ASD)

Keokuk's Chief of Police needs a well-qualified police officer to serve as the commander of the Staff and Auxiliary Services Division. The person who fills this position must be highly competent. He must be bright, experienced, a proven generalist in police service; have the Chief's complete confidence; and have a knowledge of statistics, data collection, and usage.

The S&ASD commander should relieve the Chief of all office management responsibility, resolving internal problems and questions arising from day to day that otherwise would require the Chief's attention. It is also recommended that he be responsible for all recruitment, training, scheduling, planning, research, budget preparation and control, fleet management, and allied administrative activities.

All records-keeping, identification, communications, and jail management activities fall within his responsibility. This division would also be responsible for receipt and disposition of all complaints, report review (follow-up), police and citizen property custody and inventory, building repair, and maintenance. The Division under the command of a captain should have sufficient personnel to operate on an around-the-clock, seven-day-a-week basis. The Division should also prepare and submit periodic summaries and tabulations to other unit commanders and the Chief for the purpose of evaluating police service and determining new needs.

Investigations Division

Under the direction of the assistant chief, the Investigations Division would be responsible for the continuing investigation of all major crimes, the recovery of stolen property, the apprehension of criminals not immediately taken into custody by the Uniform Division, and the preparation of cases for prosecution. The individual in charge will direct only a few personnel, but he will have the major responsibility for full departmental participation in investigating all incidents.

Upon a complete analysis of the types of cases handled by the Investigations Division, there may be a need for investigative specialization. If this is the situation, case special details may include:

1. Crimes against persons and property.
2. Vice control. While it is unlikely that there are highly organized vice rings in Keokuk, Table 5 does indicate that there is a need for vice control. Interviews indicated that there is great need for more work in narcotics control which has been neglected because of the current work load.
3. Juvenile delinquency control in which the officer should direct his attention toward prevention of crime in Keokuk, particularly as it applies to juveniles.

Conclusion

How effectively a police department fulfills its public safety mission depends in large measure upon the manner in which it is organized. Organization, however, is only the structure through which administration functions. A good organization is essential, nonetheless, to maximize the utilization of personnel and material. Adequacy of manning, deployment, supervision, training, and many other factors are also vital to successful and economical operations.

Structure, once established, is not immutable. Conditions, people, and objectives change. An organization must be viable, as rigidity prevents the probability of successful administration and operation. For this reason, Keokuk's proposed organization should not be considered permanent. The time will come when changes must be considered.

Facilities

The quality of police service is adversely influenced by the state of Keokuk's police headquarters. It must be remembered that the location of a police agency and its functional units is an important consideration in organizing for efficiency. Units with specific relationships should be placed near one another. Supervisory capabilities are enhanced when supervisory personnel are located in or near the activity requiring direction and control. The flow of communications is made easier through proper facility utilization.

The Keokuk Police Department is handicapped by being physically isolated and not centrally located. Its location, however, does lend itself to some degree of security although it and the Keokuk Fire Department are housed in the same building. The communications center is also the information desk, and consequently, the security of communications is vulnerable. Being located on the main floor, open to the public, and having glass pane, outside windows, is not an ideal situation.

Police headquarters space inadequacies are evident. The records room (approximately 10 feet by 10 feet) houses all files plus two personnel. The traffic through this room to the dispatcher's office and Chief's office is very high and unsatisfactory. Perhaps the best solution would be to construct a new police facility separated from the downtown municipal building, but more centrally located than is now the case. This would permit up-to-date and planned space allocation. Security measures could be built into the building plan, and units could be located in relationship to their functional dependency.

Another suggested approach would be for the Police Department to take over the current fire chief's office area and construct an office area at the rear of the current fire-police structure. This move would increase the space available to the Police Department, increase security, cost only a fraction of the price of a new structure, and permit the fire department to retain its individual identity. However, a new structure is nevertheless desirable if the Police Department is to operate efficiently and effectively. At present, there is a need for additional locker space, shower or clean-up facilities for officers, property storage room, interrogation and interview rooms, clerical space, commanders' space, training facilities, and identification facilities.

APPENDIX A

**Suggested Method of Establishing Manpower Allocation
on a Work Load Basis**

Allocation on a Work Load Basis

Previously discussed was the need to assign the force on the basis of area, time, and function. Some discussion has also been given to the fallacy of assigning equal numbers of personnel to each shift. One of the most effective methods of determining where and when to assign police personnel is the assignment in response to work load data.

In lieu of current data to justify various personnel assignments, it is recommended that Keokuk undertake a research project to determine where the work load is the greatest and where it is the smallest. This information can be obtained from daily reports and logs.

As a partial input to this study, statistical data collections from daily reports may be used to substantiate claims that police work loads in Keokuk vary. The data should cover a specified time frame, i.e., January, March, May, and July. From the data presented it should be easy to notice where and at what time the majority of incident reporting, arrests, and other substantive police activities occur.

A suggested method for conducting a work load study is outlined below:

- *Step 1.* Redefine the reporting areas in the City of Keokuk. This will create detailed geographic patrol areas.
- *Step 2.* Carefully examine the calls for police service (complaints, offenses, walk-ins, and other incidents) handled by the Department. A percentage or total complaints can be used.
- *Step 3.* Divide a map of the City into the designated reporting areas.
- *Step 4.* Locate each incident geographically on the map and the reporting area for each call can then be determined.
- *Step 5.* Identify each incident as belonging to one of the classes of events listed below and ascertain the time and the day of the week of occurrence or reporting.

Part I Crimes

Part I Arrests

All Other Offenses

All Other Arrests

Traffic Accidents

Miscellaneous Services

- *Step 6.* Assign a weighting factor to indicate the additional time and effort involved in the more serious crimes. The weighting factors listed below could be used as a guideline.

| <i>Classes of Events</i> | <i>Relative Weighting</i> |
|--|---------------------------|
| Part I | 4 |
| Criminal homicide | |
| Forcible rape | |
| Robbery | |
| Aggravated assault | |
| Burglary | |
| Larceny | |
| Auto theft | |
| All other offenses | 3 |
| Arrests for Part I offenses | 2 |
| Arrests for all other offenses | 2 |
| Arrests for drunkenness | 1 |
| Arrests for disorderly conduct | 2 |
| Cover units | 1 |
| All other arrests (including these for outside departments) | 2 |
| Traffic accidents (major) | 3 |
| Traffic accidents (minor) | 2 |
| Miscellaneous police services | 1 |

- *Step 7.* Clearly identify when the shifts begin and end.

The results should indicate the work load by day of week, the work load by time of day in hours, and "within-shift" variations in work load. Ideally, the use of a computer would make the process easier as each incident could be keypunched and the data analyzed by a computer.

END