

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT A Feasibility Study for Consolidating Police Services
in the Waterloo, Iowa, Metropolitan Area

REPORT NUMBER 75-053-007

FOR Black Hawk-Waterloo, Iowa, Metropolitan Area:

1. Black Hawk County Sheriff's Department
Combined County Population: 132,000
Police Strength (Sworn): 39
Total: 52
Square-Mile Area: 567
2. Waterloo Town Police Department
Population: 75,000
Police Strength (Sworn): 135
Total: 157
3. Cedar Falls Town Police Department
Population: 29,000
Police Strength (Sworn): 41
Total: 55
4. Evansdale Town Police Department
Population: 5,000
Police Strength (Sworn): 6
Total: 11

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I. INTRODUCTION

Two large manufacturing firms, a major state university, and a diverse but integrated commercial center serve as the base in making Waterloo and Cedar Falls a hub of economic activity for much of northeast Iowa. A little over 132,000 people reside in the metropolitan area—75,000 in Waterloo, 29,000 in Cedar Falls, 5,000 in Evansdale, while the remainder are spread through the rest of Black Hawk County, some in smaller incorporated places.

Black Hawk County consists of 567 square miles, a little over 55 square miles of which is urbanized, with the balance devoted principally to agricultural pursuits. ^{1/} Eighty-five per cent of Black Hawk County's population lives, however, in the urbanized areas, a pattern which has remained the same for the last two decennial censuses. Population density for the county is 234 persons per square mile. Population projections to the year 2000 suggest a growth of 80 per cent to a total of about 240,000 residents in the metropolitan area. Further growth will occur as well outside the county.

In the immediate six-county area Black Hawk County, and more significantly the urban center of Waterloo-Cedar Falls, is the dominant population, industrial, and commercial center. Sixty-minute isochronal studies show that by the year 1992 the Waterloo-Cedar Falls area will serve as the core of an area whose population exceeds 450,000, which will place increased reliance upon those two cities for major employment and commercial opportunities. Obviously, there will be a continual flow of people in and out of Black Hawk County—indeed, there is such a flow now—

^{1/} Demographic and related data were extracted from the "Interim Regional Plan prepared by the Iowa Northland Regional Council of Governments in June, 1974.

as people pursue these opportunities. And it is this continual interchange of people which makes necessary an examination of the area systems for the delivery of police services.

Following is a list of persons contacted during the conduct of this study:

A. Marc Dreyer, Director, PDTA
Kansas City, Missouri

G. Gilbert Hansen
Assistant Chief of Police
Waterloo

James R. Kilman, Director
Northeast Iowa Area Crime
Commission

Robert Henderson, Police Officer
Waterloo

W. L. Boots, Captain
Black Hawk County Sheriff's
Department

Paul C. Hoffey, Chief of Police
Cedar Falls

Wendell H. Christensen,
Sheriff, Black Hawk County

James R. Kilman, Director Northeast
Iowa Area Crime Commission

Hugh J. Copeland, Executive
Director, Iowa Northland Regional
Council of Governments

Ken Longsweth, Captain
Cedar Falls

John T. Crews, Mayor
Cedar Falls

Robert A. Maltas, Captain
Waterloo

Jon Daws, Police Officer
Waterloo

Jack Roehr, City Council
Waterloo

Leslie E. Dempster, Police
Officer, Cedar Falls

Jeffrey S. Thomas, Planner, Northeast
Iowa Area Crime Commission

David J. Dutton, County Attorney
Black Hawk County

Paul Stahlhut, City Council
Evansdale

Robert Wilman, City Council
Waterloo

Survey Method

The local information which serves as the basis of this report was gathered by the consultant through on-site conversations with the individuals identified above. All interviews were of a confidential nature, and no individual is quoted or otherwise identified in this report.

The report itself is in three parts—an overview of the existing major police agencies found in Black Hawk County, Iowa; a brief review of joint governmental service programs as they are now found in the same area; and a recommendation for an approach to conducting a more detailed analysis of possible approaches to achieving some measure of a unified police service program in the study area.

Survey Purpose

The Northeast Iowa Area Crime Commission has a strong interest in conducting a comprehensive feasibility study on whether some type of unified police services program should be attempted in the Waterloo-Cedar Falls metropolitan area, and if so, how it should be structured. The preferred alternative of the Crime Commission itself is a single police agency serving the cities of Waterloo, Cedar Falls, and Evansdale but excluding the remainder of the county. This study is limited to exploring whether the detailed study likely would be a fruitful endeavor, and, if so, to offering suggestions as to the avenues which might best be pursued. Financial support was made available for this brief survey through the Law Enforcement Assistance Administration of the U.S. Department of Justice.

Summary of Principal Recommendations

It is the recommendation of this study that a comprehensive feasibility study be conducted, focusing on a unified police service plan built upon functional consolidation in three key areas—records and communications, investigation, and training. Several related questions need to be considered:

1. Can the desired level of control of overall program management of the joint programs be maintained by each participant?

2. Can each participant maintain its desired level of operational control over records and communications services through functional consolidation?
3. Can each participant maintain its desired level of operational control over investigative and related special services through functional consolidation?
4. Will any cost savings be realized through a joint services program?
5. What role, if any, should be assigned to the Sheriff's Department?

An independent recommendation is that the planned county-wide communications study be delayed until the general police services feasibility study recommended herein is completed .

II. LAW ENFORCEMENT SERVICES

Four law enforcement agencies provide the brunt of police services to Black Hawk County residents. They are widely disparate in size and degree of specialization, although each shares in the common police problems of an interdependent metropolitan area. A few salient facts will be highlighted below to illustrate the dimensions of these agencies.

Black Hawk County Sheriff's Department

The Black Hawk County Sheriff's Department is a typical sheriff's operation providing police protection to the rural portions of the county, jail and custody services for the entire county, and, as well, civil process and related court services. A total of 52 personnel serve in the department, 39 of whom are sworn police officers. Sixteen deputies work in the patrol division, 12 serve as custody officers in the county jail, nine work in civil and other court-related matters, and two serve in general clerical assignments. The latter two occupy deputy positions by long-standing tradition, apparently are qualified police officers, but do not fulfill normal police duties. The effective strength of the department, therefore, is 37, not 39. Twelve vehicles are available to the department--two unmarked, six regular patrol, and four marked for civil services activities. The latter four cars, however, are not equipped for emergency service.

It is the policy of the department to provide full police training to all deputies regardless of their particular assignment through the State of Iowa police recruit training program. This enables the sheriff to reassign deputies from one division to another as the need arises but, practically speaking, the actual police

strength of the department should be viewed as being limited to the 16-member patrol division. Except for the sheriff and chief deputy, all personnel have civil service status, a change made possible two years ago through amendment to state statutory provisions. This should provide some long-needed continuity to the Sheriff's Department.

Of the 16 personnel assigned to the patrol division, one is a captain (chief deputy sheriff), three hold sergeant's rank, and 10 are deputies engaged in patrol work. Statutory provisions clearly indicate that the sheriff has county-wide police jurisdiction, but the area actually served by the Black Hawk County Sheriff's Department on a regular basis is limited to about 15 per cent of the total county population, but a substantial portion of the land area (91 per cent), i.e., that area outside the immediate Waterloo-Cedar Falls vicinity. Seldom does the department have more than two deputies on patrol assignment at the same time. Total costs for the Sheriff's Department in 1974 were \$361,838, and of that total approximately \$180,000 was for the patrol division. ^{2/}

One program of particular significance to this study is the provision of communications services by the Sheriff's Department to the smaller communities of Hudson, Dunkerton, Raymond, LaPorte City, and Gilbertville. These smaller outlying communities typically have two marshalls ore one and two-person police departments. Full dispatch service is provided by the sheriff, who also patrols in

^{2/} Exact figures were not available for determining the costs of the patrol division. The figure noted in an estimate based upon payroll costs.

those same communities on a random basis. Interestingly, too, the Sheriff's Department is close to signing a contractual agreement with Dunkerton to provide full police protection to that community on a daily basis for a fee.

Three investigators holding the rank of sergeant provide investigative services for the department and also assist communities such as Evansdale which have no investigative staff. One individual now serving in the civil division soon will be transferred to the patrol division to serve as an evidence technician, but the individual will not be qualified in the sense that that term normally is used. The communications system is monitored by the jailors, who serve as dispatchers and handle records and related information from a central post located within the detention facility. Because of the presence of the jail, the Sheriff's Department maintains records which duplicate those kept by some of the other agencies. This practice has been reviewed in the recent past and some changes were made. Confusion exists, however, over who maintains certain key records. No other specialized police services tasks are identified within the Sheriff's Department.

Cedar Falls Police Department

Forty-one sworn police officers serve the residents of Cedar Falls supported by a civilian staff of 14. Departmental personnel are split into the following categories: One chief, two assistant chiefs, five captains, five lieutenants, four sergeants, and 23 police officers. Three permanent shifts are maintained as well as a permanent swing shift which fills in for each of the other three shifts on a scheduled basis. Normally a shift consists of a shift supervisor (a captain or lieutenant), a sergeant, and four police officers. Regular beat assignments are maintained utilizing oneperson patrol cars. A special operations unit consisting of three personnel works a 7:00 p.m. to 3:00 a.m. schedule to provide for peak hour coverage; otherwise shift

times are the traditional 7:00 a.m. to 3:00 p.m., 3:00 p.m. to 11:00 p.m., and 11:00 p.m. to 7:00 a.m. periods. Eleven police vehicles serve the department, five marked and six unmarked. A seven-person investigative unit--two lieutenants and five police officers--normally works days and early evenings but will adjust that schedule as the work load requires. Total operating costs for the department in 1974 were \$597,792.

Cedar Falls maintains its own police training program with emphasis on a skill-training curriculum. A four-position indoor shooting range is located within the department's city hall offices for training purposes. Also available is a classroom building and small gymnasium arranged through vacant space from the Cedar Falls school system. The roll-call training program of the International Chiefs of Police Association has just been acquired by the department and will serve as the basis for a continuing training program for departmental personnel. Occasionally specialized seminars are also held when skilled instructors are available from the FBI or similar sources. Also serving as a resource is the Hawkeye Institute of Technology, an area vocational training school located in the Waterloo-Cedar Falls area which offers an extensive preservice police science curriculum which personnel from all the area police agencies utilize.

Dispatching is handled by the department through four civilian dispatchers who work on shifts identical to the patrol force. Each police vehicle contains a standard radio unit but portable radio units are not routinely available to departmental personnel. There is no "car-to-car" communications capability with police personnel from other departments. Indeed, all area police agencies have the same limitation. A separate records system is maintained by the department. Necessary crime scene investigative work is conducted by departmental personnel whenever possible. Fingerprinting, photography, and related tasks are within the

department's capacity, but sophisticated laboratory work, ballistics studies, and similar forensic work require outside assistance. Normally the Iowa Bureau of Criminal Investigation provides this assistance. The city also has a small jail which serves as a holding facility until transfer can be made to the county jail which is some ten miles from Cedar Falls.

Evansdale Police Department

Evansdale is served by a six-person police agency—one chief, five police officers, and one part-time police officer, together with a support staff of five civilian workers who provide dispatch and clerical services. This staff is sufficient to provide for one person on duty at all times. The 1974 city police budget was \$90,298.

Evansdale's police department provides dispatching service to the smaller contiguous community of Elk Run Heights (1,175 population), which has its own two-person police department. Evansdale police officers also patrol Elk Run Heights on a routine basis during periods when the latter's patrol force is not on duty. The Waterloo school district includes Evansdale and, because of a school liaison program operated by the Waterloo police department, a police officer of that department also works in Evansdale and is in frequent contact with members of the Evansdale department. The Sheriff's Department as a rule does not patrol in the City of Evansdale. It will, however, provide, assistance if requested.

No formal training program is found in the Evansdale police department, a factor of its size. It does have a small outdoor shooting range and also has access to the indoor range belonging to the Waterloo department. Personnel usually are invited to participate in skill training programs sponsored by the other area departments too. The department has no investigative staff nor does it have any other specialized police skills available on its staff. Usually the sheriff's Department provides any

necessary specialized assistance, although the Waterloo agency provides assistance too.

Waterloo Police Department

The largest police department by far in Black Hawk County is found in the City of Waterloo, where a staff of 135 sworn officers and a civilian support staff of 22 are found. The department's personnel are divided into the following ranks: one chief, two assistant chiefs, seven captains, five lieutenants, 29 sergeants, and 92 police officers. The department operates with three full patrol shifts and seven specialized police units.

Patrol units operate on a standard shift basis. The 7:00 a.m. to 3:00 p.m. shift consists of one captain, one lieutenant, three sergeants, and 17 police officers. The 3:00 p.m. to 11:00 p.m. shift has a total of 29 personnel--one captain, one lieutenant, three sergeants, and 24 police officers; while the 11:00 p.m. to 7:00 a.m. shift is the largest, with a total strength of 30--one captain, one lieutenant, two sergeants, and 26 police officers. There is no swing shift, so vacation and other authorized leaves reduce the total manpower available on any given shift. One-person patrol cars are used during the daylight hours and two-person cars are used during evening hours. Assigned beats are followed but movement in and out of an assigned area is common in order to provide back-up assistance as required. An added avenue of flexibility is the extensive use of portable radio units by the department. The police vehicles themselves are not radio-equipped. Each on-duty officer wears a portable unit which keeps him in constant contact with the dispatch center.

Seven specialized police units are found in the Waterloo department. Eleven individuals are assigned to an investigative unit and another 11 serve in a special traffic enforcement section. Four individuals serve in the newly formed fraud unit,

three are assigned to the police laboratory, and 14 police officers are found in a youth services unit. Two officers are assigned to a special court section to work on case preparation. A special seven-person unit also works on drug enforcement duties, and this unit will be discussed in greater detail elsewhere in this report.

Generally it can be assumed that the formation of a specialized unit is one means of calling attention to the perceived police problems of the community. A large traffic unit and three special enforcement programs for which federal funding assistance has been received to institute them--the fraud unit, the drug unit, and the youth unit--attest to some of the current policing problems receiving emphasis in Waterloo today. Indeed, 26 per cent of the department's total manpower is assigned to these four functions. No other police agency has developed the degree of specialization found in the Waterloo department.

The Waterloo police department makes a concerted effort to be a self-sufficient unit and to a considerable degree it is. It has a small police laboratory capable of performing more tasks than other area police agencies. Back-up assistance is provided by the Iowa Bureau of Criminal Investigation. Police communications and records systems are handled separately too. Waterloo also uses police officers in handling dispatching duties, the only area department to follow that practice. Separate facilities also are found in training, where a vacant school building has been renovated to serve as a departmental training center. Mention was made earlier of an indoor shooting range. There is also an outdoor range. Skill training is the emphasis of this department too. Waterloo also has its own jail, a questionable practice since the police department is located directly across the street from the County building where the county jail is located. Continuance of the city jail should be reevaluated regardless of the outcome of other aspects of this study.

General Comments on Police Services

When reviewing police services, it is appropriate to divide the overall work of the police agencies into two parts--those duties which could be called "crime-fighting" and those which might be called "peace-keeping." What is meant by "crime-fighting" is obvious, but the concept of "peace-keeping" is more elusive. Simply put, it is the day-in, day-out routine of quelling family disturbances or a neighborhood street corner argument. It is assisting someone who is inebriated to his home--by taking him there, calling for a taxi, or having someone else take the person home--rather than arresting him. It is assisting someone who is locked out of his/her home in gaining access. It is finding the lost child, directing the lost motorist, investigating the auto accident, clearing the traffic jam, and so forth. None of these activities can be called "crime fighting" but each is a vital task of all police agencies in Black Hawk County. Differences do appear, however, when examining a crime-index profile for the area.

As reflected in studies of the Northeast Iowa Area Crime Commission, the most Part One Offenses in Black Hawk County are found in Waterloo--indeed, three times as many such offenses occur in Waterloo than in the remainder of the area combined. ^{3/} Interestingly, too, substantially more than one-half of these reported crimes fall into the category of larceny. Burglary has the second highest frequency among reported crimes.

A review of arrest records as summarized in that same study for Part Two Offenses shows that drunkenness, narcotics, and disorderly conduct are among the most frequent incidents, the three equalling about 50 per cent of the arrests made in Waterloo and about 40 per cent of the Cedar Falls arrests for Part Two Offenses. Data were not available for the remaining departments.

^{3/} The crime statistical data discussed here are contained in the Northeast Iowa Area Crime Commission "Criminal Justice Support Plan, 1976."

These figures are presented to provide an impression of the level of activity found in each police agency in the Waterloo-Cedar Falls area. No pretense is made that a composite, well-rounded view of the area crime profile is presented. Suffice it to say that crimes against property appear to be more common than crimes against person and that a substantial commitment has been made locally in non-criminal areas such as the control of public drunkenness. But of the departments, Waterloo has more the image of "crime-fighter," while the others have more the image of "peace-keeper."

In no area of police management is the word "standard" more commonly used than in reference to manpower, and perhaps nowhere so inappropriately. Average ratios of police personnel to units of population have become the standard to those areas where the standard is not met. Obviously, if this year departments with below average ratios for their population groups raised their staff levels to match these ratios, next year there would be a higher ratio and, therefore, a higher standard.

Precise standards or formulas for determining the optimum police staff needs for a given county or city are not available. Variables which affect the size of a police department include the community tolerance level for problems of crime and peacekeeping; the willingness and ability of the community to provide financial support; the persuasiveness of the police department in seeking financial and community support; whether the community is horizontal, vertical, heavily populated, or sparsely populated; the background and status of the population; general economic conditions of the community; and so forth. All these variables equal reasons why a particular police department is organized the way it is.

Within this context, then, the standard most commonly used in projecting police agency manpower needs is 1.5 police officers per thousand population for

communities in the population range found in this study. In applying this standard to the jurisdictions in Black Hawk County, some interesting contrasts appear. Treating Black Hawk County as a whole, the Sheriff's Department has roughly one officer per eight thousand residents, ^{4/} but by excluding the principal urban residents from the calculation the ratio becomes 0.8 police officers per thousand or about one-half of the manpower suggested by this national standard. Evansdale has slightly more than one officer per thousand population, which would place that city about on a par with the rural portions of the county in terms of available police manpower. These calculations do not include, of course, the small one-or two-person departments scattered throughout the county.

Cedar Falls stands in sharp contrast to both these departments when examined by this standard. Its strength approximates the so-called national standard of 1.5 police officers per thousand population--nearly double that of the Sheriff's Department and significantly more than Evansdale as well. Waterloo is in even sharper contrast with the rest of the area, as it has a police force equaling nearly two police officers per thousand population. These differences clearly reflect differences in community perceptions toward police problems. They suggest again that Waterloo perceives itself as a "crime-fighter," Cedar Falls as a police agency with diverse assignments, and the two smaller agencies as "peace-keepers."

The value placed upon police services by each governmental unit can be measured in terms of cost per capita as well. Using this criterion, the following pattern emerges:

^{4/} This is based upon the patrol strength of the Sheriff's Department, not its total manpower.

Waterloo	\$20.82
Cedar Falls	20.20
Evansdale	17.95
Sheriff	
(rural only)	8.98 <u>5/</u>

Measured in these terms, the Sheriff's Department operates on a modest budget, in relative terms about one-half that available to the Evansdale department for a population four times the size of Evansdale. Differences in the crime profile seem reflected in the per capita level of costs as well. Again Waterloo reflects its emphasis upon "crime-fighting"; Cedar Falls too would give that appearance, with the two smaller departments reflecting more the peace-keeping image, the Sheriff decidedly so. These differences in practice and perception must be considered in drafting any joint police service program.

5/ The totals for the Sheriff's Department are based upon the patrol division only at an estimated cost of \$180,000. Costs for the provision of retirement programs have been excluded.

III. EXPERIMENTS IN INTERGOVERNMENTAL COOPERATION

The best means of evaluating whether a given area has the potential for a successful unified police services program is to evaluate current police and non-police joint ventures, if any, and to note successes or problems which might emerge from the intergovernmental effort. Several non-police areas of cooperation are described below, as well as three current local efforts in police joint ventures.

Joint Programs in Non-Police Services

A climate of intergovernmental cooperation in resolving common problems is evident in the survey area. Building inspection services are provided by Waterloo and Cedar Falls to Black Hawk County to enforce the county's building code requirements in unincorporated areas of the county. Waterloo and Black Hawk County together operate a city-county data processing service center. A county-wide sanitary landfill with a city-county governing board has been created. Moreover, plans are underway for a single sewage collection and treatment system owned and operated by the larger cities. The latter program is an integral aspect of the area master plan.

An 80-acre park site in an area along the Cedar River where the Waterloo and Cedar Falls boundaries meet is in advanced planning stages. This park site, also part of the area master plan, is contemplated to be a joint venture of the two cities as well as Black Hawk County. Mass transit too is handled as a joint venture with the two largest cities banding together to establish a transit system operating board to provide bus service on a subsidized basis to the residents of both cities.

Through mandated state programs (such as the county-wide sanitary landfill), through optional state programs (such as participation in the Iowa Northland Regional Council of Governments), and through locally initiated ventures (such as the shared building inspection program), the larger governmental units of Black Hawk

County have shown a growing tendency to approach common problems jointly. Success in one endeavor has led to a willingness to consider others. This suggests that a carefully drawn unified police services program would receive serious consideration.

Metropolitan Narcotics Unit

Using an LEAA grant to kick off the program, a metropolitan area narcotics unit was formed approximately three years ago to curb a growing county-wide drug use problem. The program was an effort at functional consolidation and was to replace the random, uncoordinated efforts of the individual departments in handling what was perceived by all to be an area problem. In practice it proved to be less a metropolitan program and more a concerted effort by the Waterloo police agency to stem the flow of drug traffic into that community by following a lead wherever it would logically lead rather than limiting its activities to the city limits. There is no question that the effort has had a significant impact in reducing the flow of narcotics and dangerous drugs within the metropolitan area. It is not, however, a joint police service program.

Seven Waterloo police officers comprise the metropolitan narcotics unit. The Sheriff's participation is limited to deputizing the particular Waterloo personnel so that they may have county-wide police powers. For a time Cedar Falls assigned an officer to the unit on a full-time basis, but several months ago this individual was recalled and not replaced. Reasons for the recall remain elusive, but one notion advanced was that the metropolitan unit spent too much time investigating drug problems in Waterloo and insufficient time in Cedar Falls evaluating similar problems. The facts are dimmed somewhat by the passage of time, but there was the clear feeling on the part of some Cedar Falls officials that from their vantage point the program was not well managed. That is, it was too obviously an arm of a given police department and not decidedly a shared effort. Problems of this type will need to be confronted in any further exploration of cooperative police service in the Waterloo-Cedar Falls area.

Evansdale's Experiences

Late last fall the five police officers of Evansdale resigned in a dispute with the police chief. Because the city was without active police protection during the interlude between the departure of the old personnel and the arrival of the new, a city council representative and the chief sought the assistance of the Waterloo city council representative and the chief sought the assistance of the Waterloo department to provide patrol services in Evansdale. Waterloo agreed to assist. The full city council of Evansdale subsequently withdrew the request, however, after a small but effective citizen group opposed the proposed action and engaged in picketing and similar tactics to promote their concerns. It was the view of this group that Waterloo should not provide patrol services in their community. Nothing was said of supportive services such as training programs, records, or communications systems, however. Finally the Sheriff's Department filled in on a short-term basis and no concern was voiced regarding this approach; apparently the Sheriff's deputies were a familiar sight in Evansdale and Waterloo police officers were not.

Too much should not be made of an isolated incident, but it does serve to call attention to a common community attitude, namely, that a high value is placed upon a city having its "own" police department coupled with a surprising willingness to bear the costs of any differentiation in service level resulting from an independent approach. Experiments in unified police service programs in the Waterloo-Cedar Falls area should be developed with this attitude in mind.

Cooperative Police Studies

The third area where cooperative police steps are being taken gives rise to this study. A joint agreement was signed by the mayors of Evansdale, Cedar Falls, and Waterloo establishing the Metropolitan Black Hawk County Law Enforcement Study Commission. The purpose of the joint commission is to evaluate, on behalf of

the three cities, police services generally in the metropolitan area and to consider whether modifications in the manner in which police services are delivered are both feasible and desirable. The Sheriff's Department was excluded from this study effort. The grant request for a comprehensive study which led to this Brief overview is a request originating with this local study program.

A second study group, the Black Hawk County Communications Board, has been established as well. This group is charged with the responsibility of devising a communications plan for the county consistent with the requirements of the state-wide telecommunications plan for police and emergency medical services. Several alternative approaches are to be considered. The county is a participant in this undertaking as well as the smaller outlying municipalities. Work specifications are drawn in support of a bid request and it is anticipated that bids will soon be sought from contractors willing to undertake the study. Both of these efforts attest to the willingness of local officials to consider options in the manner in which police services are made available.

IV. UNIFIED SERVICES THROUGH FUNCTIONAL CONSOLIDATION

The simplest and least disruptive approach to attaining a unified law enforcement system within Black Hawk County would be to combine certain elements of the Evansdale, Waterloo, Cedar Falls, and Sheriff's departments into one. The focus would be on services which are supportive to the basic police mission, prevention and patrol, and which could be combined while preserving the identity of individual police agencies. Records and communications services, investigations, and training programs are all strong candidates for joint efforts. Each will be discussed briefly below.

Records and Communications

The recommended avenue of approach for such a program would be in the development of an area-wide records and communications center, a joint investigative service, and a coordinated training effort. As noted elsewhere, steps are being taken to consider the establishment of a single communications network. It is argued here that an essential aspect of any centralized communications system is a centralized police records system.

Records are the natural byproduct of a request for assistance or other police action. As calls for assistance come to a central place, it makes sense to have that same place serve as the depository for all records as well as the maintenance center for master control records. This is appropriate, as the dispatcher is in a position to generate master records indicating each call for assistance and the names and department of any police officers responding. At a later point the officer's incident report can be linked with the dispatcher's report for close coordination. Importantly, too, a police officer often needs access to certain records quickly and accurately when involved in an incident. If the records system is not companion to a central communications system, this will not be possible. Any effort to establish a separate

central communications system without likewise centralizing the records system should be discouraged.

In conducting a feasibility study along the lines suggested here, care should be taken to assess whether each department can maintain an effective level of management control over its patrol personnel while utilizing a central records and communications center.

Investigations

An investigative unit is another element of a police agency which lends itself to a unified approach. Investigations, like records and communications, serve a supportive role to the basic police activity of prevention and patrol, especially if one views an investigation in its two aspects, preliminary and continuing.

A preliminary investigation normally is handled by the officer responding to a request for assistance. The officer must quickly check out the crime scene, ascertain what occurred, preserve evidence, and note any potential witnesses. Once these initial tasks are completed, the investigation should be turned over to a full-time investigator for follow-through unless, of course, a solution is readily apparent. A continuing investigation may require a few hours, a few days, or an indefinite period of time, but the commitment is more than a police officer on patrol could reasonably be expected to meet.

Formation of the Metropolitan Narcotics Unit is an illustrative example of a local effort to model a continuing investigative unit along the lines suggested here. The fact that some management problems were perceived by some of the participants does not detract from the utility of the concept. An investigative team serving county-wide could follow a case conveniently wherever it might lead. The concern

program so as to be responsive to the problems of each community. A review of Part One and Part Two Offense data shows that most incidents requiring investigation likely will occur in Waterloo. Participants in the program should recognize that fact. Any feasibility study should assess anticipated case loads and develop as well as a criterion for determining priority work assignments. Given that approach, problems of the past might be avoided.

Training

Training is another activity which can be conducted through a joint venture. All new police officers must attend the Iowa Law Enforcement Academy for recruit training program in the first year subsequent to employment. There appears to be a renewed interest in training by the two largest municipal agencies as evidenced by their both recently acquiring space to conduct training programs on a regular basis. Additionally, the programs offered by the Hawkeye Institute of Technology are well regarded locally and seem to be utilized by police personnel for individual development. Sufficient resources appear available locally if they were packaged together in some reasonable manner. Attention should be given to the development of a single, integrated training program which focuses not only upon traditional things such as skill training (weapons use, drug control, fingerprinting, etc.), but also explores supervisory and management training for police and perhaps other governmental personnel. Indeed, this may be an area where significant steps could be taken by the area units of general government to assist all of their employees, not just those in police agencies. A feasibility study should explore fully the training needs of the individual departments, make some assessment of other training needs of the cities and county generally, and offer some alternative approaches for coordination in this area as well.

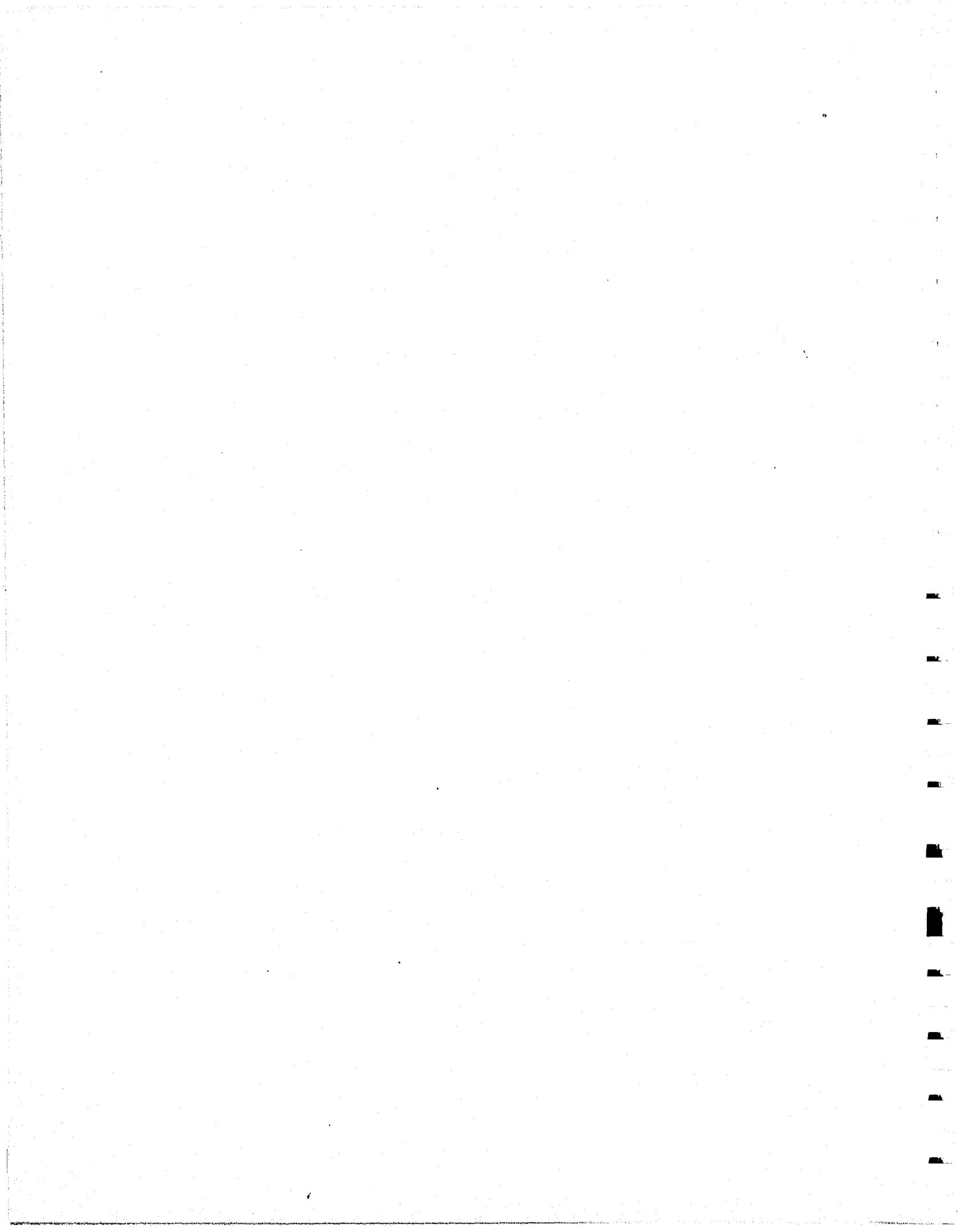
General Comments

Two key factors must be weighed by the potential participants in any coordinated police service program in Black Hawk County, i.e., the "degree of autonomy" lost to another agency or joint management board and the "degree of responsiveness" to citizen concerns. In measuring the amount of local control or autonomy lost by one unit of government to another, the functional approach poses fewer problems than would the establishment of a single police agency serving the entire Waterloo metropolitan area because only certain specialized functions would be shared. The creation of an entirely new police unit, a type of special police district no doubt, represents the greatest loss of local control or autonomy to the existing units of government because nothing would be left standing.

The "degree of responsiveness" criteria paint a similar picture. What is meant here is responsiveness to citizen inputs on policy and related questions. Little change likely would be noticed by most citizens through a well-defined functional consolidation approach because areas recommended for consideration in such a system--communications and records, training, and specialized investigative functions--are supportive to patrol activities which typically are the types of services seen and used by the vast number of residents. Patrol activities would remain independent of the unified system and thus familiar citizen access points to most police activities would remain largely unaltered.

Quite the opposite pattern would emerge through the creation of a new agency because existing channels of communication and response would not be continued--an entirely new approach would need to develop with no firm assessment possible as to how long this might take, if it could be accomplished at all.

The chief advantage of this recommended approach to unified police services is that certain vital elements of all the area police agencies could be unified but their overall separate identities would be preserved. The approach poses a few legal and political obstacles in contrast to establishing a single police entity serving the three core area cities. It has the drawback of being a piecemeal approach program requiring considerable time and effort to manage successfully. A feasibility study should explore these questions fully and lay out alternatives for management of such a program, one which guarantees that each participant will have a full voice in the establishment of policy for the operation of the program and one that will provide a full measure of evaluation and review. A full costs/benefit appraisal should also be made so that each participant is aware of any resulting cost implications. Importantly, too, the feasibility study must define the role of the Sheriff's Department within the metropolitan area. To attempt a restructuring of police services in Black Hawk County without consideration for the only agency with county-wide jurisdiction would be a mistake.



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