

POLICING IN IOWA'S SMALLER CITIES

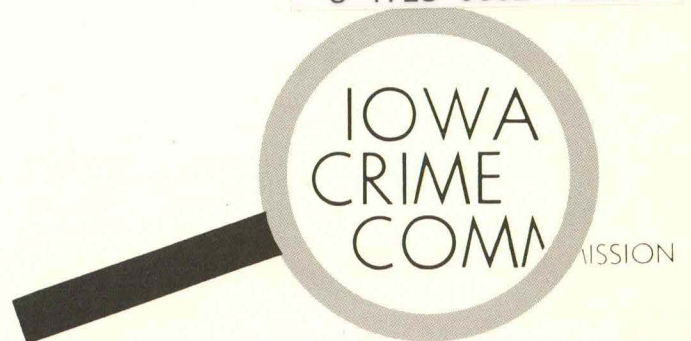
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POLICING IN IOWA'S SMALLER CITIES

A study of the community safety needs, police service provision, police effectiveness, and public attitudes about crime and policing services in the 850 Iowa cities with fewer than four thousand persons.

IOWA CRIME COMMISSION

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January, 1981

ACKNOWLEDGMENTS

The author wishes to acknowledge the assistance and support of those persons without which this report would not have been possible.

The ninety-nine city mayors who took the time to gather the budgetary data and complete the lengthy survey forms must be commended. Each official devoted a significant amount of energy and effort so that the basic information could be gathered.

The analysis required by the research could not have been so speedily accomplished without the assistance of the staff of the Data Processing Division, State Comptroller's Office. In particular I wish to thank Mr. Jerry L. Lewis for his consideration and Mr. Richard A. Reger for his patience.

Much help and support was provided by the staff of the Iowa Crime Commission. David V.P. Williams, Dr. Robert A. Lowe, and Mary Jane Pitman were especially instrumental in the successful completion of this effort. A special thanks to the executive director, Richard E. George, for continual guidance and encouragement.

Sandor D. Fein

January, 1981

EXECUTIVE SUMMARY

This study reports on policing and police service issues in cities in Iowa with fewer than 4,000 residents. The data was obtained through a mail-in survey and consists of factual, attitudinal, and opinionative response from their respective city mayors. Ten point seven percent (n=93) of all cities with fewer than 4,000 population (n=868) were sampled using a stratified random sampling technique.

In general, accurate conclusions about policing in all of Iowa's smaller cities can be made. However, the following validity threats may exist:

- 1) The opinions and attitudes expressed by the responding local official may not necessarily reflect the sentiment of the entire community;
- 2) The questions may have been misinterpreted by the respondents;
- 3) What a local official believes to be true may, in fact, be based upon bias or lack of information; and
- 4) All sampling techniques inherently possess some potential for error.

Iowa's smaller cities are not subjected to the type and magnitude of serious crime associated with the larger metropolitan areas. Police service providers are rarely, if ever, needed to respond to a crime-in-progress involving major risk of personal injury or great property loss. What crime exists also appears to have stabilized in the majority of the cities. Only a small percentage believed that crime was increasing at more than a slow rate. One city in five actually perceived their crime problem to be decreasing. There is also exceptionally high satisfaction with the delivery of emergency response crime control services.

The relatively small amount of serious property and violent crime has not diminished public concern about the problem. There is significant concern about crime and delinquency in the smaller cities. To a lesser degree people are also afraid of crime. Crime control activities — emergency response, patrol, and investigation— are considered critically important to community safety and peace of mind.

Juvenile delinquency may be a greater problem than serious violent and property crime. Police services directed at the control of delinquent behavior were found to be both important to community safety and frequently needed by a large number of cities. The delivery of three services were found to be particularly important to a large number of the communities:

- 1) Investigation into alleged substance abuse by juveniles (beer, pot);
- 2) Controlling street "drag-racing" and related street nuisances; and
- 3) Investigation of vandalism.

There is relatively high dissatisfaction with the handling of delinquency related matters by police service providers. Approximately 20 to 30 percent of the respondents reported overall non-satisfaction with the delivery of these and related juvenile tasks. This relationship may reflect the level of delinquent conduct and not police response or performance. In any event, a major task of the peace officer in the smaller community involves working with juveniles and the control of delinquent conduct.

Research findings show that the county sheriff, particularly in cities with fewer than 2,000 residents, continues to play a major role in the delivery of traditional enforcement services. The sheriff's assistance was reported to be routinely requested and provided. Sheriff's services typically included crime control and

emergency response activities. He or she continued to provide these important services even if the city maintained a police force. The sheriff's help is generally not provided, however, for delivering non-essential services such as door checks, traffic control, and enforcement of street-parking regulations. These type of services are typically performed by one's own police force.

One-half of the cities maintained some form of police department or local capability. While the resources expended for a local police operation are generally related to city population size (more people = bigger budget), there appears to be no standardized formula in use to determine appropriation. Great variation in police capability, resources, and budget exist in cities of similar size maintaining city police. Offering a competitive wage was a major problem.

The other half of the sampled cities relied upon the county sheriff as their primary police service provider. Of these, approximately 45 percent contracted with the sheriff for additional or enhanced services. On the average, contracting was a less expensive alternative to maintaining a local police capability. There were reported high levels of satisfaction with the performance of the county sheriff whether or not a contract arrangement was in force. Also, cities without contracting or a police force still received satisfactory delivery of crime control and emergency response services.

The unified law enforcement approach to police service delivery was not able to be adequately reviewed. Because only one sample city used this form, accurate inferences could not be drawn. In addition, there was a general unawareness of the unified enforcement approach among the respondents.

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INTRODUCTION

Approximately 90 percent of Iowa's cities contain fewer than 4,000 residents. Similar to their larger counterparts, these 850 smaller municipalities rely upon the effective delivery of public services for a safe and secure environment. A city which does not provide the public services needed by its residents cannot maintain the attractiveness necessary for continued growth and development. This study looks at one of the most important public services needed by Iowa's smaller cities: policing.

Policing, the delivery of enforcement and community assistance services, is significantly different in the 850 smaller cities than in the larger areas. Smaller cities do not possess the fiscal resources to support a full-time around-the-clock police department at cost-effective levels. As a rule, a police department must be staffed with at least six patrol officers to maintain continual emergency response capability (at least one patrol vehicle always on-duty and on the road). The smaller cities in Iowa do not possess police departments that are this well staffed. Typically, only cities with over 4,000 population have allocated the fiscal resources to support departments of this size or larger. Consequently, the scope of this study is determined by police capability rather than an arbitrarily arrived at population level.

Compared to what is known about the operations of full-time larger city police departments, very little information exists about smaller city policing. Literature concerning small city policing written for a national audience typically relates to Iowa's medium size departments. Departments employing

fewer than 75 officers are considered small by national standards. Less than one percent of Iowa's cities maintain departments of "medium size". In fact, the vast majority of the state's police departments would be abolished through consolidation if the national recommendations were followed. According to the National Advisory Commission on Criminal Justice Standards and Goals (1973), "...At a minimum, police agencies that employ fewer than 10 sworn employees should consolidate for improved efficiency and effectiveness." (Police, N.A.C., Standard 5.2) Hence, the national standards and subsequent works have failed to address smaller department operations through non-recognition of their future role and appropriateness.

Traditional research efforts have also by-passed policing in smaller cities. The single greatest force behind criminal justice improvement in the past decade, the Law Enforcement Assistance Administration of the U.S. Department of Justice, has concentrated its efforts against urban crime problems. While much of what is learned about urban justice systems is applicable to suburban and rural areas, few nationally proven "exemplary" projects are appropriate for our 850 smaller cities. Now that rural crime is increasing at a rate faster than in the metropolitan areas the federal emphasis may be called into question. In any event, few innovative tools are available to smaller city justice system practitioners faced with crime and delinquency problems.

The best indicator of crime presently available, the Uniform Crime Reports, also offers little hard information about policing in the smaller cities. Only 34 of these cities report their incidence of crime directly to the Iowa Department of Public Safety. Crime in the other 800 plus cities is combined by the county sheriff with crime in the unincorporated areas. Consequently, it is difficult if

not impossible to use the Reports to assess the crime problem in these jurisdictions. (It should be noted that, while such crime reporting information would be useful, the author does not recommend that the present reporting system be changed.)

Because so little is known about policing in the smaller cities, this study was intended to be exploratory in nature. It was designed to make available basic information that could be used by city, county, and state decision-makers to establish policy, practices, and statute. To that end, this report contains the following information:

- Description of policing services perceived as being important to community safety;
- Frequency which the policing services need to be provided;
- Means by which services are presently being provided (police agency, sheriff's contract, unified enforcement, or no police);
- Actual and comparative costs of police service providers;
- Actual and comparative success of police service providers in meeting community needs;
- Impact upon crime; and
- Community attitudes regarding crime, delinquency, policing, and governmental responsibility.

The substantive information in this report is contained in four chapters. Each chapter builds upon the conclusions of the preceding chapters. While summaries are presented on a chapter by chapter basis, they do not necessarily cover all the key issues. A careful review of each chapter's diagrams and narrative is recommended.

Chapter One

POLICE SERVICES NEEDED FOR COMMUNITY SAFETY

In this chapter police services perceived as being necessary for community safety are identified and compared. The determination as to what services are necessary is made in accordance with two factors:

- 1) The importance of specific police services to community safety and peace of mind; and
- 2) The frequency which the community needs to have the police service provided.

The issues of importance and frequency form the basis for this entire study. As noted, a general review of the literature leaves many questions unanswered about policing in smaller cities. What are their policing needs? Their crime problems? Should they be provided with the same services delivered in the larger cities? Are there special problems in the smaller cities that require special action or attention by the police? It is apparent that these questions must be answered before any consideration is given to the policing agency itself. These needs will determine the type of police services delivered as well as the resources to be allocated. Furthermore, they are an excellent indicator of perceived crime and delinquency problems in the community.

The information presented in this chapter is derived from elicited feedback on each of 29 police services. The 29 services represent the entire spectrum of activities and tasks performed by police agencies. They include the traditional

functions of crime control, public assistance, and social control but exclude those that are exclusively the responsibility of the Iowa county sheriff, i.e., jail, civil process, serving warrants.

List of Police Services

Crime Control Function	general routine patrol emergency response to a crime-in-progress involving major risk of personal injury emergency response to a crime-in-progress involving major risk of property loss response to a tavern fight or disturbance operate traffic radar investigation of serious violent crime investigation of serious property crime investigation of minor property crime investigation of vandalism investigation into alleged substance abuse by juveniles conducting crime prevention programs with local residents
Social Control Function	response to a noisy party or other loud gathering coping with derelicts or public drunkenness responding to and handling domestic disturbances and private quarrels responding to and handling barking-dog calls controlling street drag-racing and related street nuisances performing traffic control at school and school events enforcement of street-parking regulations traffic control for parades and funerals working with local school officials to handle juvenile discipline investigating general complaints about juveniles
Community Assistance Function	response to a fire response to a personal-injury auto accident response to a personal medical emergency response to an animal danger (rabid dog) checking for open or unlocked doors taking property-damage reports for auto insurance claims assist stranded motorists (change tires, etc.) taking property-loss reports for insurance purposes

The list is not all-inclusive nor is it purported to be. Policing agencies perform a multitude of diverse tasks and no one definitive list could ever be composed. The 29 services, however, do represent activities routinely requested and provided

in the state's smaller communities. For this reason, it is adequate for the purposes of this report.

Respondents were provided with two closed alternative Likert-type questions for each police service to measure "importance" and "frequency."

- Q. How important is the _____ service to your community's safety and peace of mind?
- a. critical b. important c. limited value d. not important
- Q. How often does your community need to have the _____ service provided?
- a. frequently b. occasionally c. not often d. rarely if ever

Total responses to these questions are presented in Diagram Three and Diagram Four. Each bar represents the percentage of all responding cities which gave the designated response. For example, the first service listed in Diagram Three is "emergency response to a crime-in-progress involving major risk of personal injury!" The bar displays that;

46 percent	"	"	"	"	"	"	"	"	<u>critical</u>
35 percent	"	"	"	"	"	"	"	"	<u>important</u>
17 percent	"	"	"	"	"	"	"	"	<u>limited value</u>
2 percent	"	"	"	"	"	"	"	"	<u>not important</u>

Bar charts which present data in a similar fashion are used throughout the report.

There are a total of four diagrams in this report which rely upon the 29 services. In each, the services are listed in a standardized order. The order is based upon the relative importance of the services to community safety and are ranked in order

of most important to least important. The use of a standardized rank based upon the "importance" variable permits quick and easy comparisons between the importance of a service and the variable addressed in that particular diagram.

Police Services That Are Important to Community Safety

The 29 police services were rated by the cities on their importance to community safety and peace of mind. As indicated, there were four possible responses. Diagram Three displays the aggregate responses made by all reporting cities. The services are ranked in order of importance from greatest to least. (See previous paragraphs for explanation of bar diagram.)

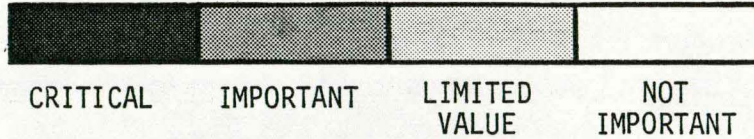
For purposes of simplification and analysis, the 29 services may be divided into five classes or levels of importance. These are "Critical Services," "Important Services," "Somewhat Important Services," "Somewhat Unimportant Services," and "Not Important Services." The 29 police services were classified based upon their overall positive or negative aggregate responses.

Five of the 29 police services were considered critical to community safety. These services received a critical rating by at least 30 percent of all responding cities. As may have been expected, the group consists of those tasks and activities traditionally associated with the police role of crime control and the safeguarding of life and property.

DIAGRAM THREE

Importance of Police Services
to Community Safety and "Peace of Mind"

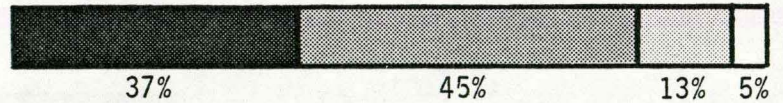
Perceived level of importance of 29 pre-selected police services; displayed as a percentage of all city responses



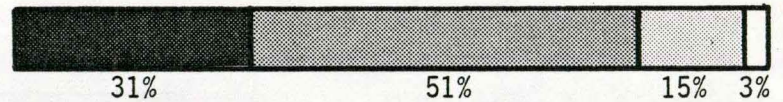
Emergency response to a crime-in-progress involving major risk of personal injury



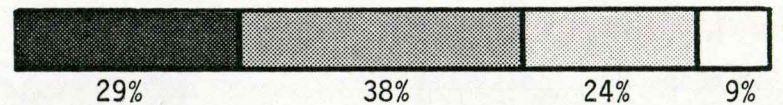
Response to a personal-injury auto accident



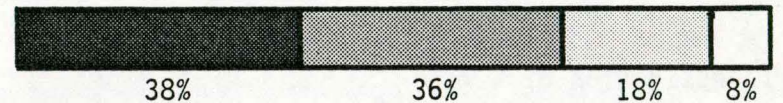
Emergency response to a crime-in-progress involving major risk of property loss



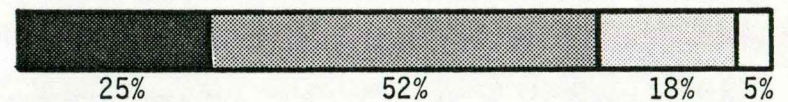
Investigation of a serious violent crime



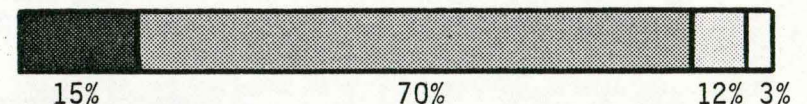
Response to a personal medical emergency



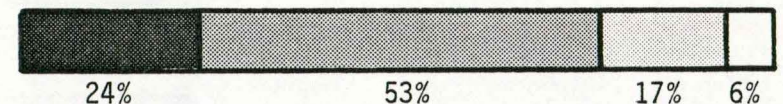
Investigation into alleged substance abuse by juveniles (beer, pot)

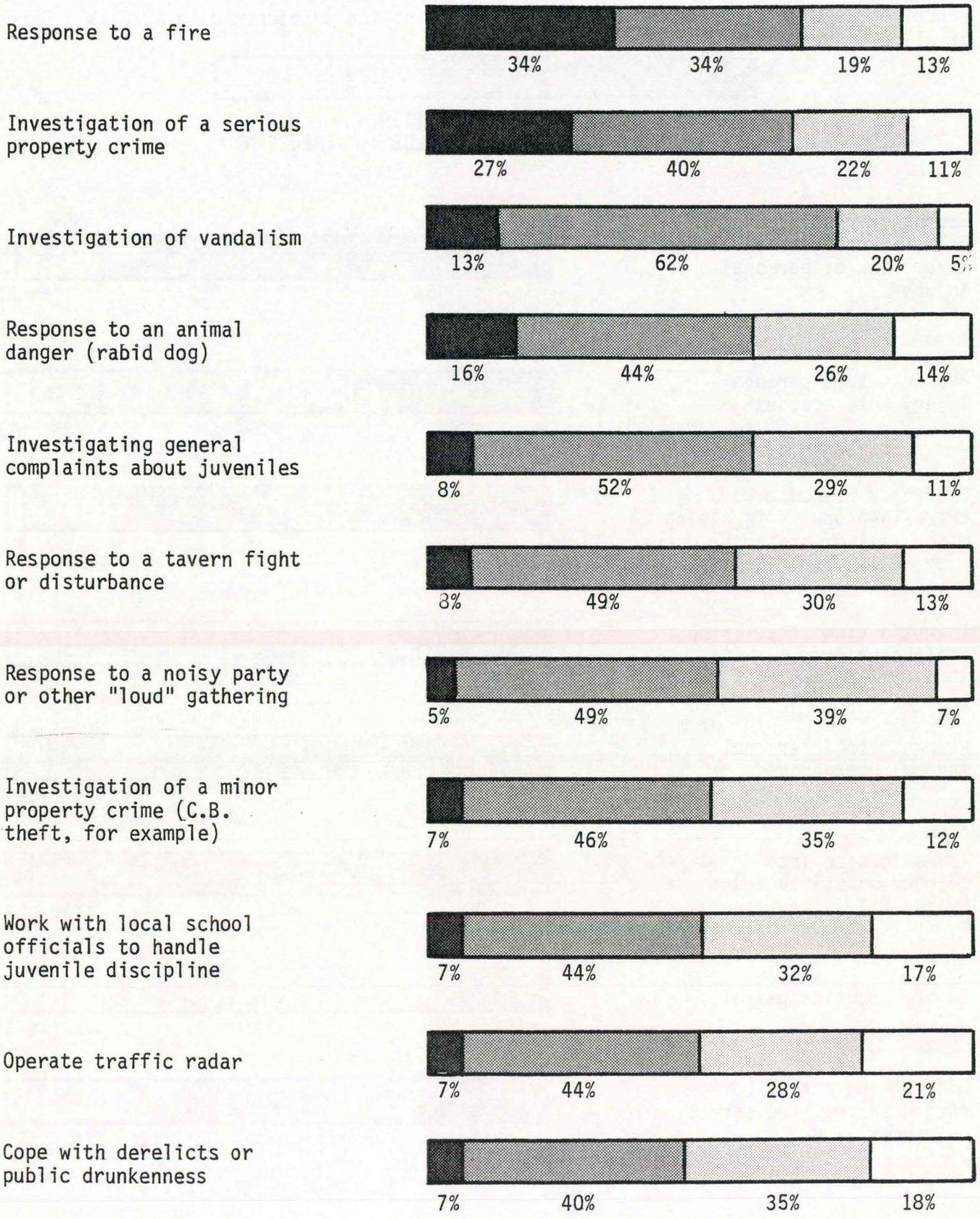
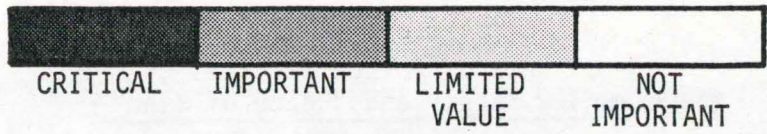


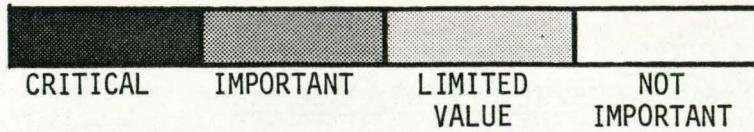
General routine patrol



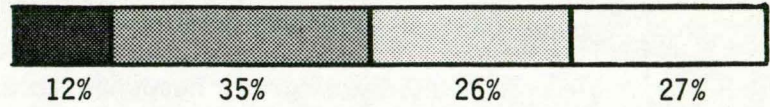
Controlling street drag-racing and related street nuisances



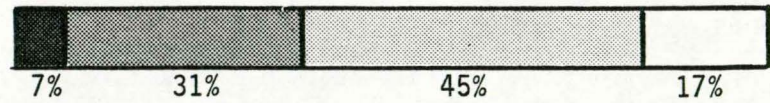




Check for open or unlocked doors



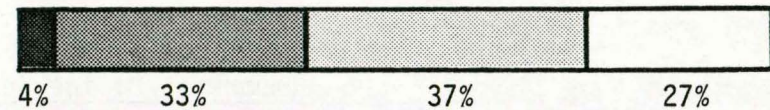
Response to domestic disturbances and private quarrels



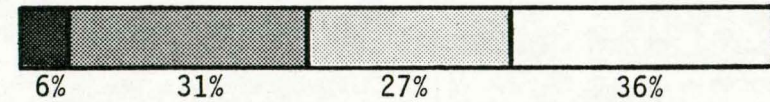
Conduct crime prevention programs with local residents



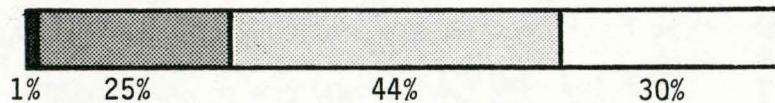
Take property-damage reports for automobile insurance claims



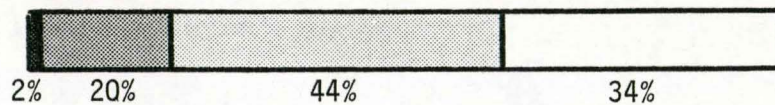
Perform traffic control at school and school events



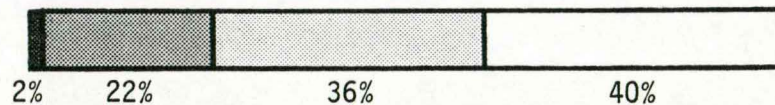
Response to "barking-dog" complaints



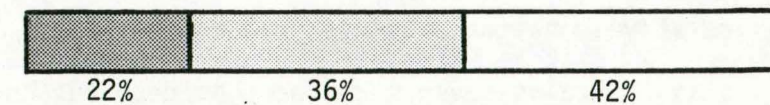
Take property-loss reports for insurance purposes



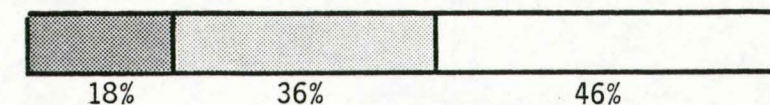
Provide traffic control for parade or funeral



Enforce street-parking regulations



Assist stranded motorists (change tires, etc.)



Critical Police Services

emergency response to a crime in progress involving
major risk of personal injury

response to a personal injury auto accident

emergency response to a crime in progress involving
major risk of property loss

response to a personal medical emergency

response to a fire

The next most important group consists of police services receiving an overall positive rating from at least 75 percent of the respondents. It should be observed that three of these six services relate to the control of delinquency.

Important Police Services

investigation of a serious violent crime

investigation into alleged substance abuse by juveniles
(beer, pot)*

general routine patrol

controlling street "drag racing" and related street
nuisances*

investigation of serious property crime

investigation of vandalism*

Note: asterisk (*) indicates delinquency control
service

The next two groupings of police services consist of those services receiving relatively neutral ratings from a majority of the cities. The "Somewhat Important" class contains seven services that received an overall positive response from at least 50 percent of the cities. The "Somewhat Unimportant" class scored overall

negative responses from at least 50 percent of the cities. In general, the ratings in both groups are characterized by moderate ratings and the services typify the day-to-day tasks routinely performed by police organizations. Activities do not entail the saving of life, the apprehension of dangerous felons, or the preservation of valuable property.

Somewhat Important Police Services

response to an animal danger
investigating general complaints about juveniles
response to a tavern fight or disturbance
response to a noisy party or other loud gathering
investigation of a minor property crime
work with local school officials to handle juvenile discipline
operate traffic radar

Somewhat Unimportant Police Services

cope with derelicts or public drunkenness
check for open or unlocked doors
response to a domestic disturbance or private quarrel
conduct crime prevention programs with local residents
take property damage reports for auto insurance claims
perform traffic control at school and school events

The final group consists of services overwhelmingly perceived as being unimportant to community safety. Not one of these five services received an overall positive rating of more than 25 percent and few, if any, "critical" ratings.

Unimportant Police Services

response to a barking dog call
take property loss reports for insurance purposes
provide traffic control for parades or funerals
enforce street parking regulations
assist stranded motorists (change tires, etc.)

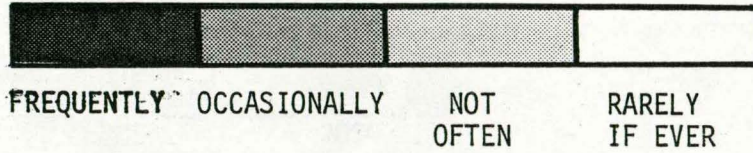
Frequency Which the Police Services Need to be Provided

The 29 police services were rated by the mayors regarding how often they were needed to be provided. Diagram Four displays the aggregate responses made by all respondents. The services are ranked in the same order found in Diagram Three (in descending importance to community safety).

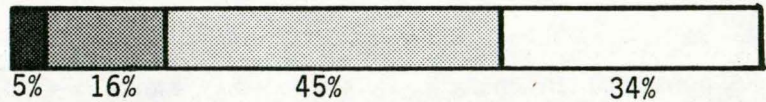
DIAGRAM FOUR

Frequency Which Communities
Need to Have Police Services Provided

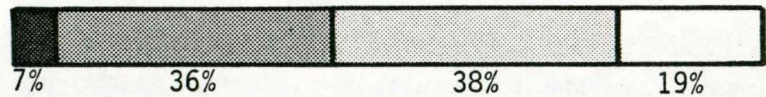
Perceived frequency which 29 pre-selected police services are needed; displayed as a percentage of all city responses



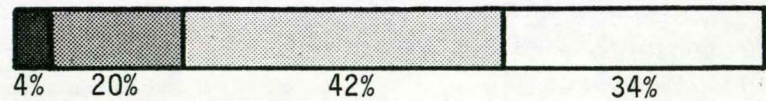
Emergency response to a crime-in-progress involving major risk of personal injury



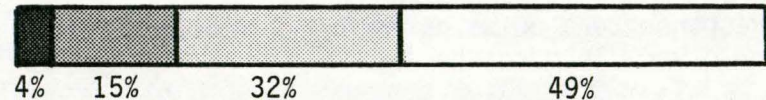
Response to a personal-injury auto accident



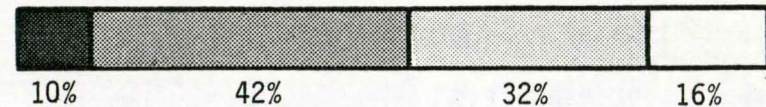
Emergency response to a crime in progress involving major risk of property loss



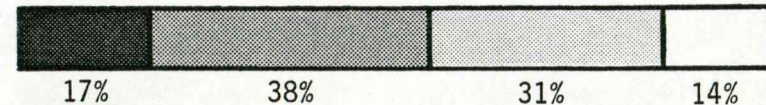
Investigation of a serious violent crime



Response to a personal medical emergency



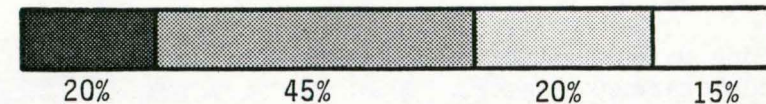
Investigation into alleged substance abuse by juveniles (beer, pot)

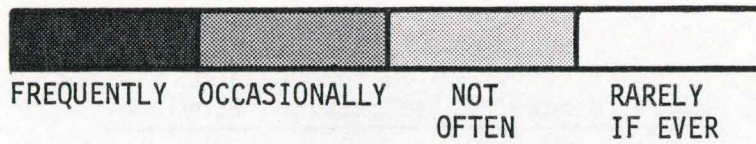


General routine patrol

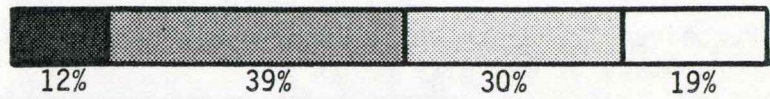


Controlling street drag-racing and related street nuisances

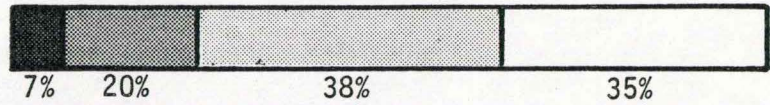




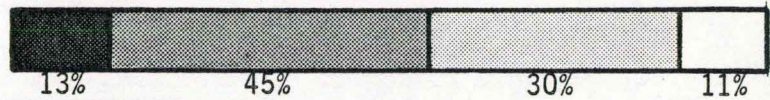
Response to a fire



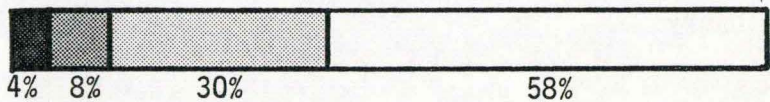
Investigation of a serious property crime



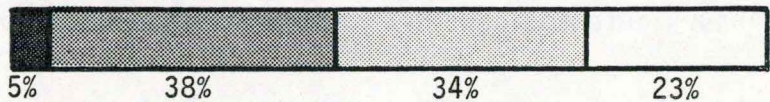
Investigation of vandalism



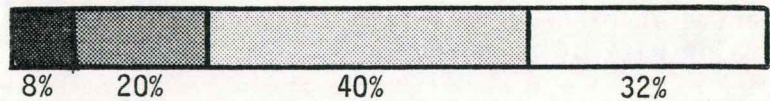
Response to an animal danger (rabid dog)



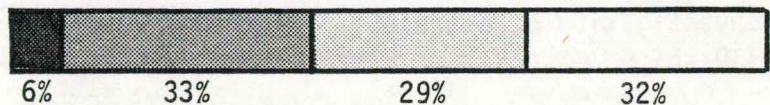
Investigating general complaints about juveniles



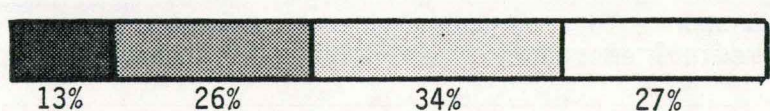
Response to a tavern fight or disturbance



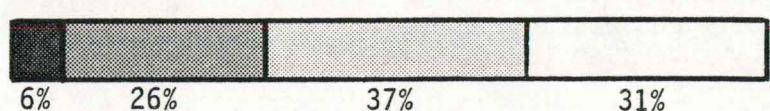
Response to a noisy party or other "loud" gathering



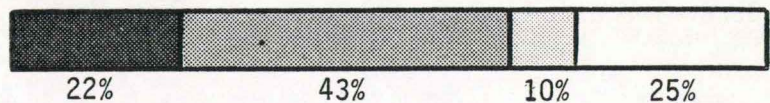
Investigation of a minor property crime (C.B. theft, for example)



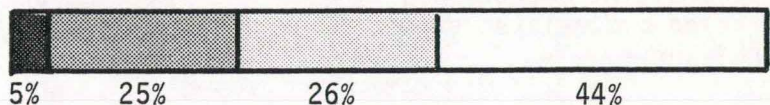
Work with local school officials to handle juvenile discipline

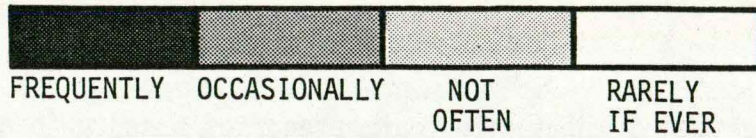


Operate traffic radar

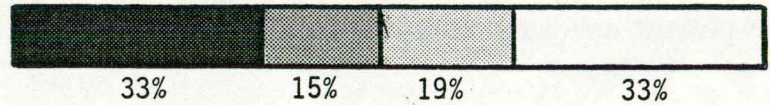


Cope with derelicts or public drunkenness

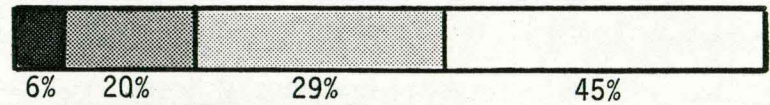




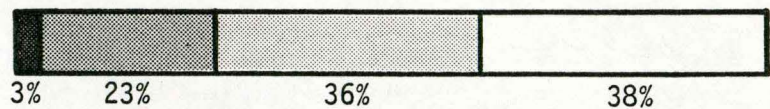
Check for open or unlocked doors



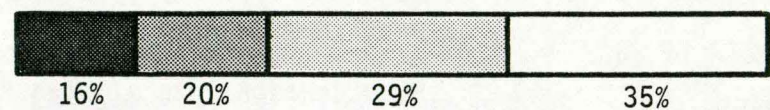
Response to domestic disturbances and private quarrels



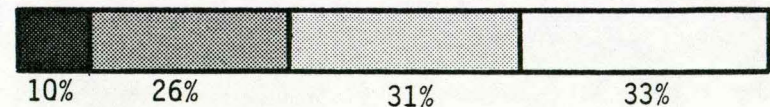
Conduct crime prevention programs with local residents



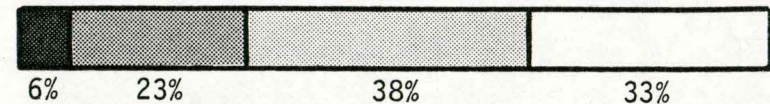
Take property-damage reports for automobile insurance claims



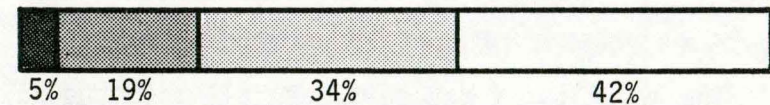
Perform traffic control at school and school events



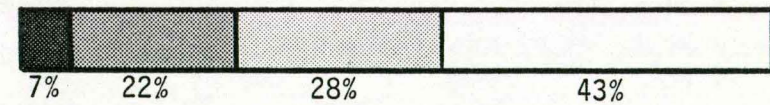
Response to "barking-dog" complaints



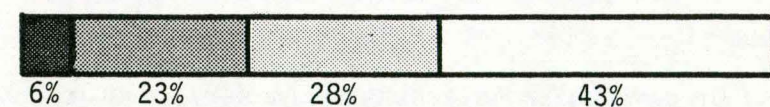
Take property-loss reports for insurance purposes



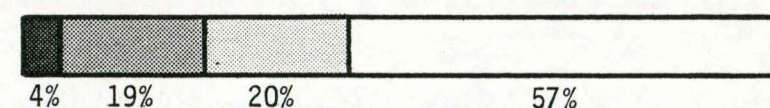
Provide traffic control for parade or funeral



Enforce street-parking regulations



Assist stranded motorists (change tires, etc.)



The services have been divided into four categories based upon descending frequency of need. Starting with the most frequently needed, the classes are "Frequently Needed Services", "Occasionally Needed Services", "Services Not Often Needed", and "Services Rarely Needed".

Frequently Needed Police Services

general routine patrol

operate traffic radar

controlling street "drag racing" and related street nuisances*

investigation of vandalism*

investigation into alleged substance abuse by juveniles*

response to a personal medical emergency

response to a fire

The reader should observe that three of these seven most frequently needed services concern the control of delinquency (marked with *). The same three were also rated important to community safety.

The majority of the services fall into the next two categories, "Occasionally Needed Services", and "Services Not Often Needed". These classes had overall negative ratings of 50 to 70 percent and 70 to 75 percent, respectively. Services are in rank order from most to least frequently needed.

Of particular interest is the service of checking for open or unlocked doors. It was reported to be a frequently needed service by a large number of cities

(33 percent). This is an unusually high rating by the mayors for an activity perceived as being somewhat unimportant to community safety. Only patrol was reported to be more frequently needed.

Occasionally Needed Services

check for open or unlocked doors
perform traffic control at school events
investigating general complaints about juveniles
response to a personal injury auto accident
response to a noisy party or other loud gathering
investigation of a minor property crime
work with local school officials to handle juvenile discipline
take property damage reports for auto insurance claims

Services Not Often Needed

cope with derelicts or public drunkenness
response to barking dog calls
provide traffic control for parades or funerals
enforce street parking regulations
response to a tavern fight or disturbance
investigation of a serious property crime
response to a domestic disturbance or private quarrel
conduct crime prevention programs with local residents

The final group contains those services which received an overall negative response from at least 75 percent of the cities. For all practical purposes, these are services which smaller cities rarely need to have provided. The reader should note that three of these six services are considered critical to community safety(*).

Services Rarely Needed

take property-loss reports for insurance purposes

assist stranded motorists

emergency response to a crime-in-progress involving major risk of property loss*

emergency response to a crime-in-progress involving major risk of personal injury*

investigation of a serious violent crime*

response to an animal danger

Summary

The information presented in this chapter illustrates the great diversity in police service needs among Iowa's smaller cities. Except for a few emergency service tasks perceived as the traditional police crime-fighting/life saving role, there is little consensus about needed policing services. The cities vary greatly in which services they believe are important to community safety and how often they need to be provided. Police services considered critically important by a large number of communities may be viewed as possessing little value by an equally large group. Services frequently needed by some may never be needed by others.

The relationship between the importance of a service and how often it may be needed is noteworthy. Some services found to be critically important were also rarely if ever needed. This is true for emergency response crime control and investigation tasks. The mayors believe that it is critical that the police can respond to a crime in progress even though they are never asked to. Similarly, services acknowledged as possessing little if any community safety value are frequently needed. Two examples of low importance/high frequency are the operation of traffic radar and checking for open or unlocked doors.

Services related to the control of juvenile delinquency deserve a special mention. Three services, investigation into substance abuse by juveniles, investigation of vandalism and controlling street drag racing, were found to be consistently important to community safety and frequently needed by a large number of cities. Such relatively high ratings call for further examination of these delinquency control activities.

Chapter Two

PROVISION OF POLICE SERVICES

The methods used to deliver police services to Iowa's smaller cities are described and examined in this chapter. Topical issues include who provides the service, how much does service delivery cost, the role of the county sheriff in small city policing, and impact when a city has made no provision for police services.

Who Provides the Service

Under Iowa law municipal officials have the option of using any one of three methods, or combinations thereof, to meet their communities' police service needs. First, cities may maintain their own police capability. Typically, this is accomplished when a city governing authority either designates or employs an individual to be responsible for providing police services. In our smaller cities, this approach may be known as the town or city marshal, the police chief, or the police department. The city directly controls the actions of the officer(s) and is responsible and accountable for their official actions.

In the second method, the city enters into an agreement with at least one other jurisdiction for the delivery of services. This "external" approach is permissible pursuant to Chapter 28E, Joint Exercise of Governmental Powers, 1979 CODE. In the past decade an increasing number of cities have entered into such arrangements with their county sheriffs in a contract. Depending upon the contract, sheriffs are paid

to provide additional or enhanced services to the city.

One form of external police provision is known as unified law enforcement.

A major distinction between contract and unification is the ability, under a unified arrangement, to place a special purpose enforcement tax on the involved jurisdictions. Such tax revenues would be added to existing county and city community safety budget allocations. Additionally, there is greater permanence in the unified approach. The unified arrangement is for at least five years compared to the typical annual renewal of contract arrangements.

The third method is that of sole reliance upon the county sheriff. In this situation the sheriff's resources are not augmented with city funds. All services are requested from the sheriff on an as needed basis and delivery is dependent upon the capabilities of the sheriff's office. Under this approach cities have the same access to service delivery as the counties' unincorporated areas.

There are a multitude of possible systems involving combinations of the three methods. A city could contract with the sheriff and still maintain a part-time officer. In any twelve-month period a community could support a full-time marshal (officer), fire the marshal and go without any coverage for a few months and then contract with the sheriff. For research purposes, nine distinct classes of providers were established:

Internal Approach to Police Provision

- local volunteers - community resident(s) designated by city authority as possessing police powers and responsibility.
- part-time officers - city employees who perform police tasks less than full-time (less than regular 40 hour work week).
- generalists - city employees who perform police tasks plus other public services (water/street commissioner, etc.).

- one full-time officer - a full-time city employee who only performs police tasks
- one-plus full-time officers - at least one full-time officer who has paid full- or part-time assistance
- three or more full-time officers - three or more city employees who only perform police tasks and work full-time (40 hour week)

External Approach to Police Provision

- contract with county sheriff - a formal written contract with the sheriff for the delivery of services for which a predetermined fee is paid to the sheriff.
- unified law enforcement - a city which is a member of a unified law enforcement tax district pursuant to sec. 28E.21-.28, 1979 CODE.
- other - an agreement with another municipality to share police service provision costs; may also entail contract with other city for service delivery; may also be metro police effort.

Police officers in smaller cities are often known as night watchmen, police chiefs, or city or town marshals. These particular terms are not used in this report due to their indefinite meanings. Full- and part-time officers are known as marshals. A police department typically consists of two full-time officers at the minimum.

Diagram Five displays the distribution of the police provider classes for the 93 cities in the study. An accurate inference about all of Iowa's cities with fewer than 4,000 population can be made from this diagram and Diagram Six.

DIAGRAM FIVE

Types of Police Service Provision
in Sample Cities

n= 93

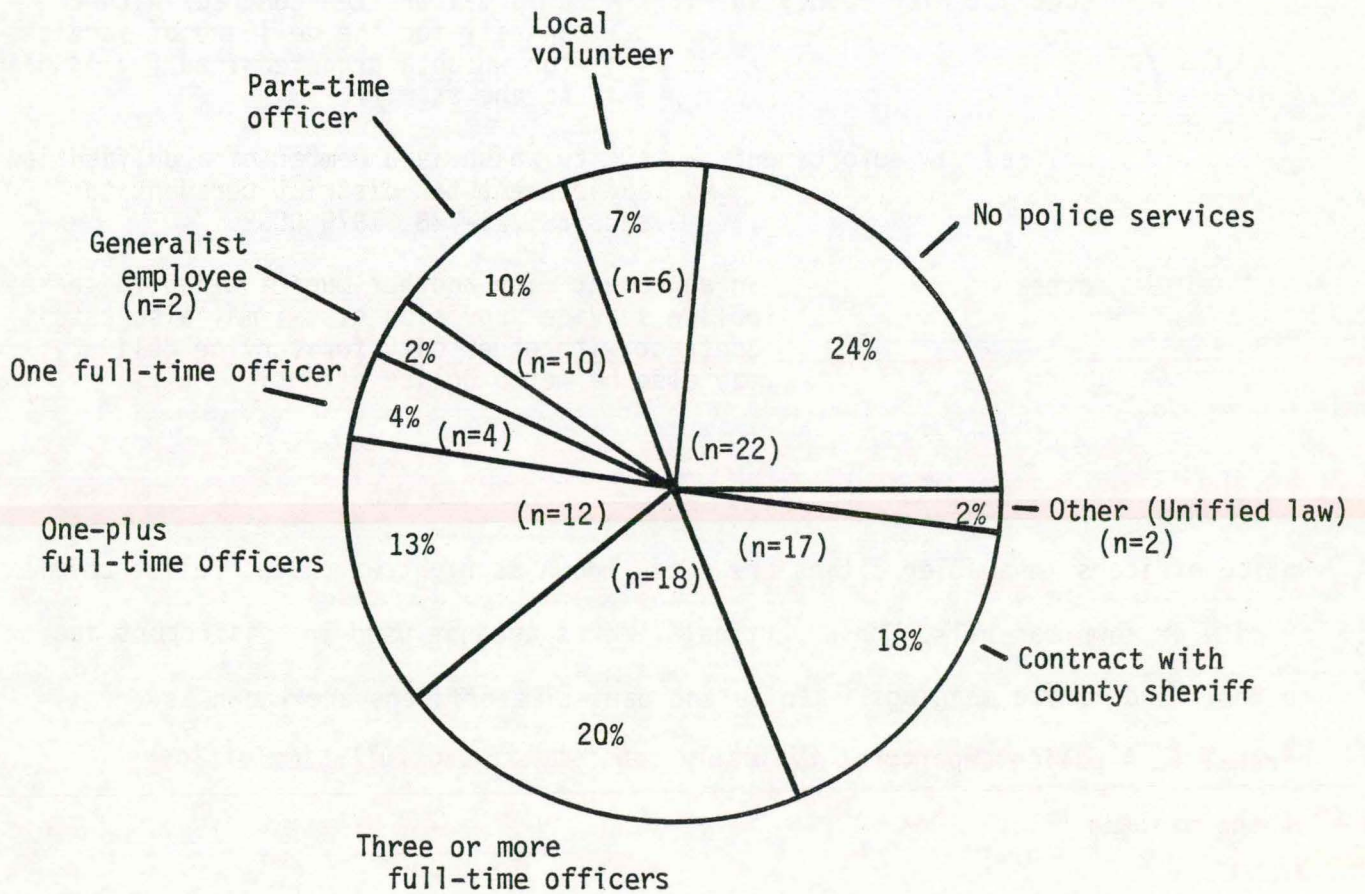


DIAGRAM SIX

Police Service Provision in the Sample Cities

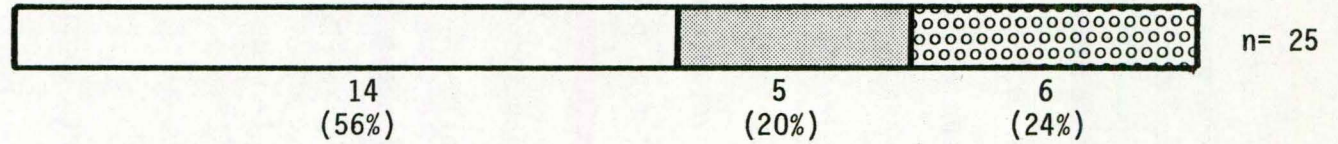
Types of police service provision



City Population

One city equals ¼ inch n= 93

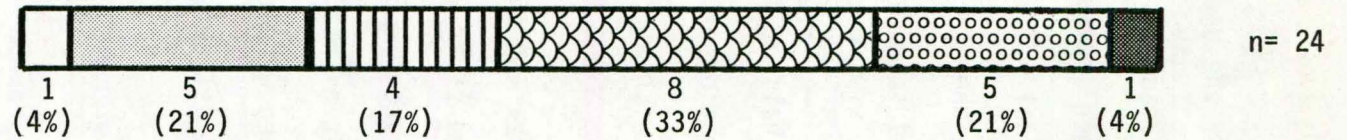
Less than 250 pop.



250 - 500 pop.



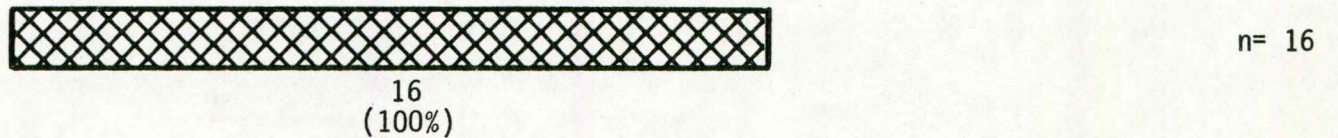
500 - 1,000 pop.



1,000 - 2,000 pop.



2,000 - 4,000 pop.



A general review of the diagram shows that almost one-quarter (24 percent) of all cities studied made no provision for the delivery of police services. As previously described these 22 cities have to rely entirely upon the county sheriff. An external approach was used by 20 percent; 17 cities reported existing contracts with the sheriff for additional or enhanced police service delivery. Only two cities had some other external arrangement.

Approximately one-half of the cities used some form of internal approach. These ranged from designation of a local police volunteer (n=6) to maintenance of a police department with at least three full-time police officers (n=18).

Diagram Six displays the same class distribution information by city population size. This diagram clearly shows the relationship between city population and police agency resources. Over one-half of the smallest cities (less than 250 population) did not maintain any police. With the exception of one survey response, all cities with 500 or more people made some provision for police service delivery.

Cities containing fewer than 2,000 residents contracted with the sheriff at a uniform rate of approximately 25 percent. However, the use of such an arrangement drops entirely in cities above 2,000 population.

Cities with 2,000 plus population maintained their own police departments. These agencies employed at least three full-time officers.

The greatest diversity in police service provider type takes place in cities with between 500 to 1000 persons. The resources allocated to policing is great ranging from no police (4%) to part-time officers (21%) to one full-time officer

(17%) to one-plus full-time officers (33%) to sheriff's contract (21%).

Costs

There is significant variation in policing costs among cities of similar size.

Diagram Seven displays the amount budgeted annually by cities with fewer than 1000 population for police service (n=44). The 22 cities studied which do not allocate any money for policing (community safety budget line item) are not included. A distinction is made between cities maintaining their own capability and cities contracting with the county sheriff.

Diagram Seven shows a weak relationship between city population size and amount budgeted for police services. For cities in the 300 population proximity, the amount budgeted for police service ranges from \$1,000 to \$8,000. For cities in the 550 population proximity, the amount ranges from \$8,000 to \$36,000. At 1,000 population, there is a range from \$15,000 to \$44,000. Due to the overlap, a city could spend twice as much for police services as another city twice its size.

Cities which contract for police services appear to budget less money than those maintaining their own police. This is supported in Diagram Eight.

Diagram Eight compares the average per capita cost for police service in contracting cities with those maintaining their own police. The data is based upon the 70 cities studied which have a budget item for policing (community safety).

DIAGRAM SEVEN

Annual Amount Budgeted for Police Services by Cities Under 1,000 Population;
City Size Compared With FY Budget

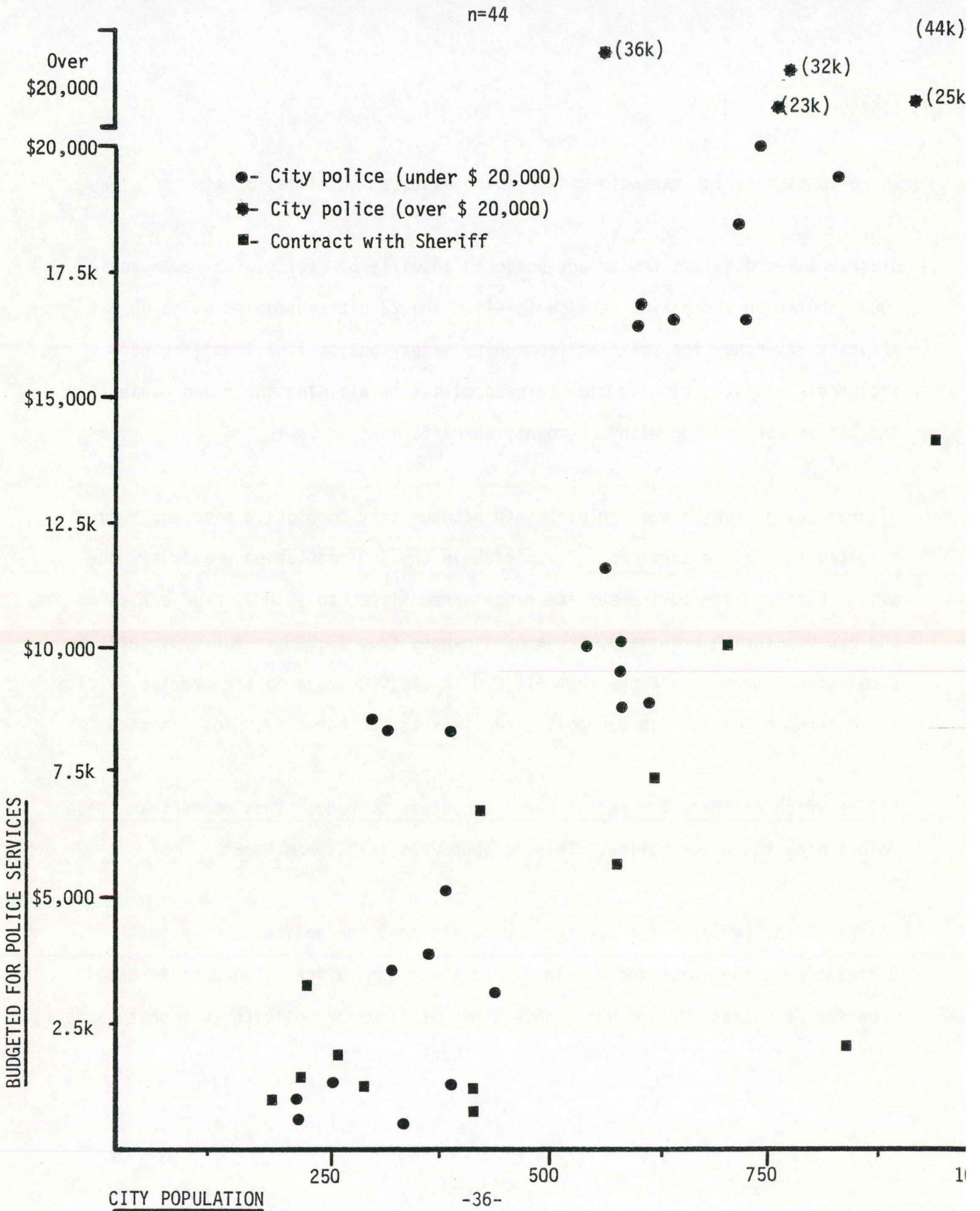
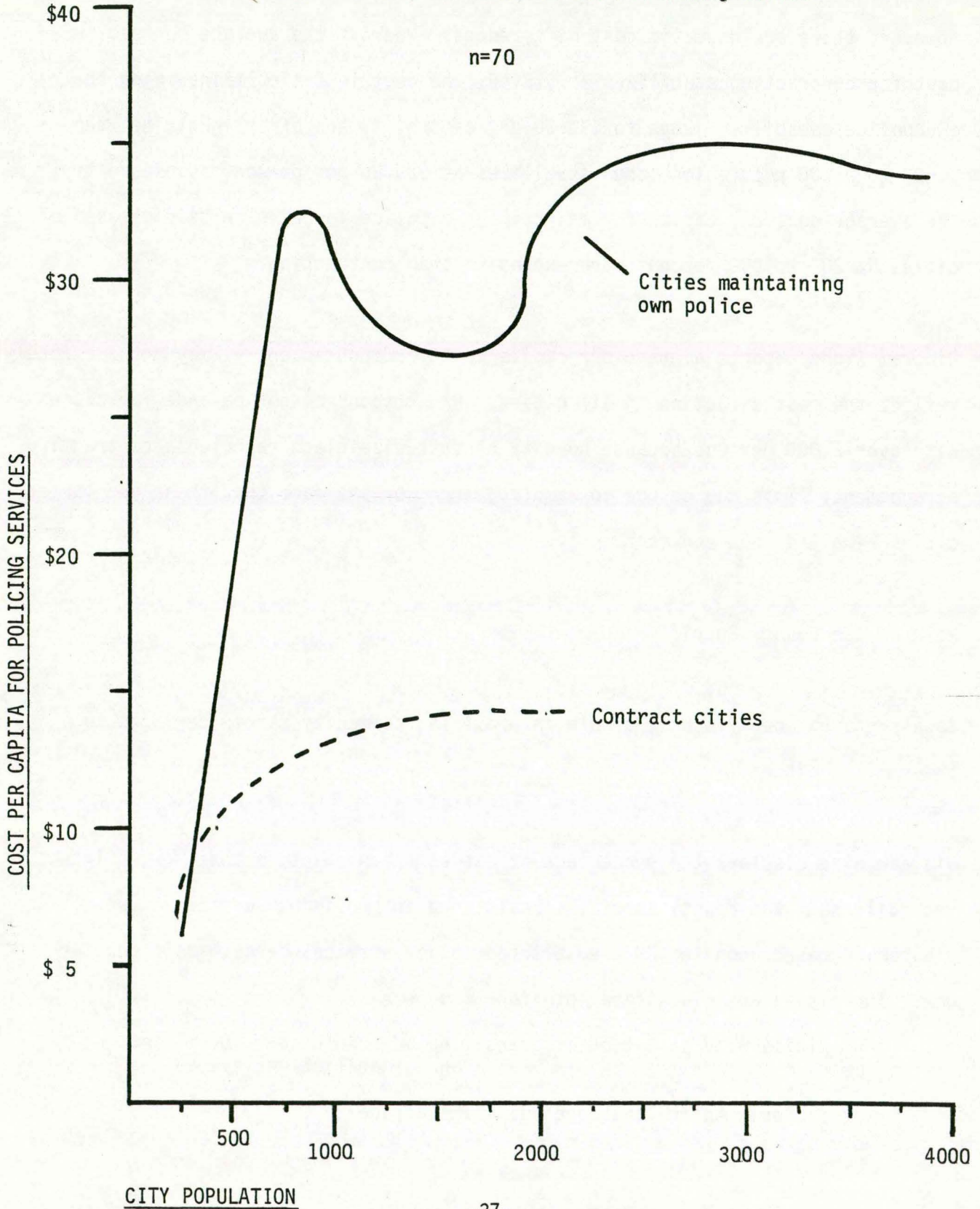


DIAGRAM EIGHT

Average Per Capita Costs for Policing Services

Contracting Costs Compared to Average
Police Department Maintenance Costs; All Survey Cities



The average cost per capita for police service is substantially equivalent in cities around 250 population whether or not they contract. In communities of this size, the average per capita cost is approximately \$7.50. In larger cities, however, there are dramatic cost differences. Whereas the average per capita cost for contracting stabilizes at \$13.00, the cost in cities maintaining their own police capability jumps to \$32.00 per capita, tapers off slightly between 1,000 to 2,000 population, then stabilizes at \$35.00 per person. Consequently, the average cost per capita for maintaining a police force in certain classes of cities is 200 to 300 percent more expensive than contracting.

Diagram Eight reports average per capita costs and consequently, may not accurately reflect the cost situation in all cities. Projections cannot be made for cities with over 2,000 persons because no city of that size class reported a contracting arrangement. This may be due to sampling error or the fact that these and larger cities simply do not contract.

Role of the County Sheriff

Iowa's county sheriffs play a role in providing community safety services to the smaller cities.

Diagram Nine displays the percentage of cities which maintain their own police yet still need the county sheriff's assistance in providing services. The diagram is based upon the 29 pre-selected police services described in Chapter One. The cities are classified into four groups:

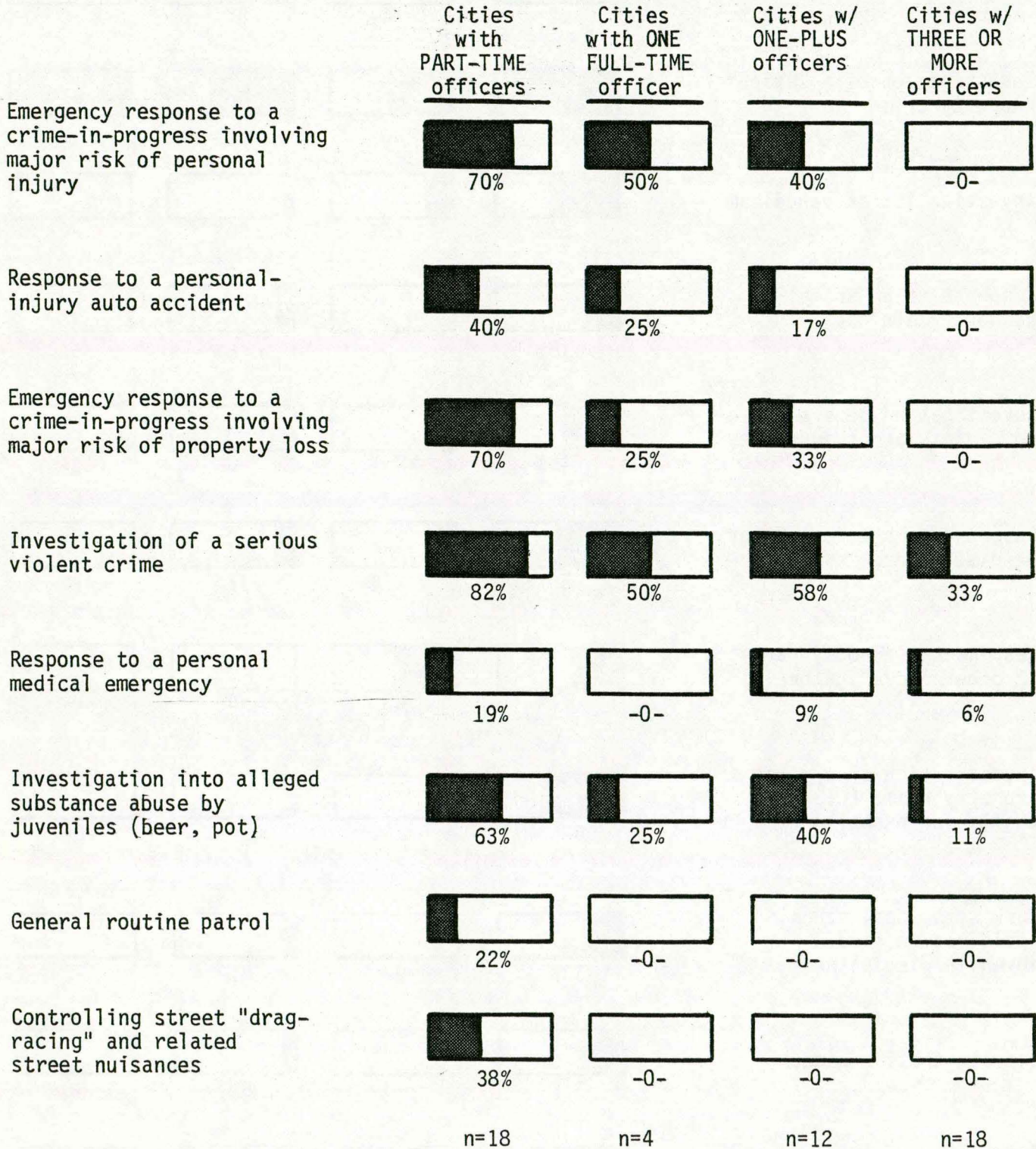
cities with part-time officers (includes volunteer, part-time,
and generalist employees)

cities with at least one full-time officer;


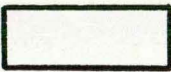
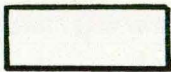
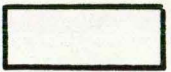



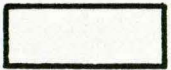

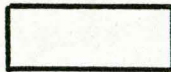
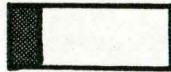
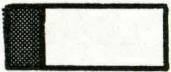

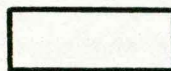
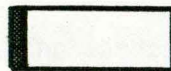
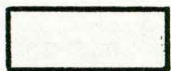



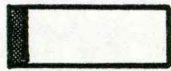
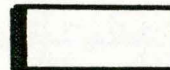
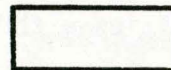
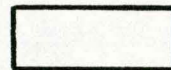
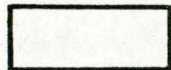

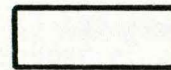
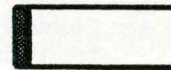
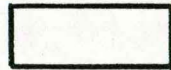
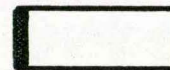
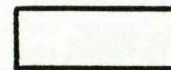
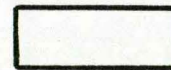
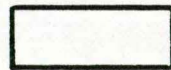
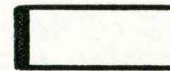
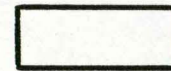
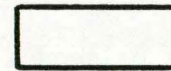
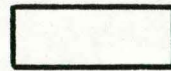
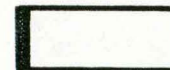
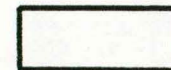
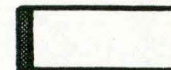
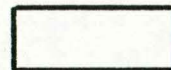
DIAGRAM NINE

Police Services Provided By the County Sheriff
To Cities Which Maintain Their Own Police

Percentage of sampled cities which need the county sheriff's assistance in providing 29 pre-selected police services; by type of police unit maintained.



	Cities with PART-TIME officers	Cities with ONE FULL-TIME officer	Cities w/ ONE-PLUS officers	Cities w/ THREE OR MORE officers
Response to a fire	6%	-0-	8%	-0-
Investigation of a serious property crime	82%	50%	66%	11%
Investigation of vandalism	58%	25%	16%	-0-
Response to an animal danger (rabid dog)	18%	-0-	8%	5%
Investigating general complaints about juveniles	46%	25%	-0-	11%
Response to a tavern fight or disturbance	56%	25%	17%	-0-
Response to a noisy party or other "loud" gathering	41%	50%	-0-	-0-
Investigation of a minor property crime (C.B. theft, for example)	65%	25%	8%	-0-
Work with local school officials to handle juvenile discipline	33%	-0-	8%	-0-
Operate traffic radar	31%	-0-	8%	-0-
Cope with derelicts or public drunkenness	53%	-0-	17%	-0-

	Cities with PART-TIME officers	Cities with ONE FULL-TIME officer	Cities w/ ONE-PLUS officers	Cities w/ THREE OR MORE officers
Check for open or unlocked doors	 7%	 -0-	 -0-	 -0-
Response to domestic disturbances and private quarrels	 27%	 25%	 8%	 -0-
Conduct crime prevention programs with local residents	 13%	 -0-	 16%	 22%
Take property-damage reports for automobile insurance claims	 30%	 -0-	 8%	 -0-
Perform traffic control at school and school events	 6%	 -0-	 16%	 11%
Response to "barking-dog" complaints	 6%	 -0-	 -0-	 -0-
Take property-loss reports for insurance purposes	 25%	 -0-	 8%	 -0-
Provide traffic control for parade or funeral	 6%	 -0-	 -0-	 -0-
Enforce street-parking regulations	 6%	 -0-	 -0-	 -0-
Assist stranded motorists (change tires, etc.)	 6%	 -0-	 8%	 -0-

cities with more than one-plus full-time officers; and
cities with three or more full-time officers

Each bar represents 100 percent of the responding cities in that category. For example;

70 percent of the cities with part-time officers needed the sheriff's assistance to provide emergency response to a crime in progress involving a major risk of personal injury.

Overall, the sheriffs' assistance was needed to provide all of the 29 services. Communities maintaining minimal internal police capability (part-time officers) had the greatest need for the sheriffs' help. All cities maintaining police forces with fewer than three full-time officers reported significant reliance on the sheriff for delivery of critically important crime control services.

For example:

70 percent of cities with part-time officers,
50 percent of cities with one full-time officer, and
40 percent of cities with one-plus full-time officers.

- needed the sheriff's assistance to provide emergency response to a crime in progress involving major risk of personal injury

82 percent of cities with part-time officers,
50 percent of cities with one full-time officer, and
58 percent of cities with one-plus full-time officers

- needed the sheriff's assistance in the investigation of a serious crime

The county sheriff does not provide services reported to be of little or no value to community safety. As previously explained, the 29 services are listed in descending order of importance to community safety. It is apparent that, on Diagram Nine, more boxes are empty or partially marked on page three than on page one. Hence, one may infer that a positive relationship exists between the importance of a service and the delivery of that service by the county sheriff.

Services Not Available to "No Police" Cities

What happens when a community does not possess a local capability to provide any policing services? Diagram Ten lists the services that are not available to cities without police ("No Police" Cities).

Diagram Ten lists 14 police services that are not provided to at least 25 percent of the "No Police" cities (n=22). A percentage of the cities not receiving the service is the figure presented. The three services not delivered to the greatest number of these cities are as follows:

- 61 percent of the cities do not have their street parking regulations enforced
- 61 percent of the cities do not receive traffic control at school and events
- 63 percent of the cities do not have checks made for open or unlocked doors

In general, the services not provided to these cities are reportedly the least important to community safety and peace of mind. Not one of the 14 services listed on Diagram Ten were classified as either critical or important to public safety in Diagram Three. Only two could be classified as somewhat important. The remaining 12 services were reported either somewhat unimportant or unimportant.

DIAGRAM TEN

Services Not Provided to "NO POLICE" Cities

Police services not provided by the county sheriff to at least 25% of the sampled "No Police" cities (city police not maintained/no contract with sheriff)

<u>Police Service Not Provided</u>	<u>Percentage of cities not receiving the service</u>
Coping with derelicts or public drunkenness	26%
Investigating general complaints about juveniles	28%
Responding to domestic disturbances and private quarrels	31%
Work with local school officials to handle school discipline	35%
Response to barking-dog complaints	36%
Take property-damage reports for automobile insurance claims	39%
Operate traffic radar	44%
Take property-loss reports for insurance purposes	44%
Provide traffic control for parade/funeral	50%
Conduct crime prevention programs	50%
Assist stranded motorists (change tires, etc.)	53%

Police Service Not Provided

Percentage of Cities Not
Receiving the Service

Enforce street-parking regulations	61%
Perform traffic control at school and school events	61%
Check for open or unlocked doors	63%

Summary

Governing bodies in the smaller cities use a wide range of service provider types to deliver police services to their constituents. The providers can be classified into three categories.

No Police One-quarter of the cities made no provision for policing. In communities with less than 500 population, half of all governing bodies have not budgeted for police service delivery (community safety). Critical and important services are provided by the county sheriff. These cities are not provided with many community assistance and non-emergency services.

City Maintained Police One-half of all cities maintain their own police capability in some form. These range from part-time officers to full-time departments employing at least three officers. While a relationship exists between city population and the size of the police force, there is great variation. Consequently, the cost of policing may vary greatly among cities of comparable size. Particularly in cities with less than three full-time officers, the county sheriff plays a major part in the delivery of services most important to community safety.

Contract/Unified

One-fifth of all cities have entered into agreements with their county sheriff for the delivery of additional or enhanced services. No city with a population exceeding 2,000 persons reported a contract arrangement. In certain city classes, average contracting costs may be one-half to one-third the average cost of maintaining one's own police force.

Two cities reported other forms of police provision. One was membership in a unified law enforcement district and the other contracted with another city for services. Because of this limited sample descriptive narrative cannot be made about these forms of police service provision.

Chapter Three

POLICE SERVICE PROVIDER EFFECTIVENESS

Some of the differences among the police service types, such as cost, were addressed in the previous chapter. This section compares the relative effectiveness of each in achieving community safety. Consideration is given to community satisfaction with police service delivery and impact upon crime.

Community Satisfaction

Community satisfaction with its police service provider is a major factor in measuring effectiveness. Greater satisfaction will increase citizen confidence which, in turn, should increase the reporting of crime and foster a better working relationship between the police and the community. A good relationship has been shown to be essential to long-term crime reduction, improved agency performance, and, in general, enhanced community safety.

The survey cities rated their level of satisfaction with the delivery of each of the 29 police services (see Chapter One for explanation of the 29 services). Diagram Eleven shows these responses by type of police provider used by the city. The four types have been previously defined in Chapter Two.

Diagram Eleven reports the percentage of cities reporting overall satisfaction with the delivery of the 29 services. Each displayed percentage indicates the percentage of cities in that provider class reporting satisfaction. To highlight

those areas of relative dissatisfaction, boxes were placed around the subclass figure. Relative dissatisfaction is defined in this study as a satisfaction rate of 80 percent or less.

A general review of Diagram Eleven suggests that Iowa's communities are exceptionally well satisfied with the delivery of police services. Of the 116 subclasses (number of services x police provider type; 29 x 4 = 116), two-thirds (n=77) received an overall satisfaction rate of 90 percent or higher. Overall, communities will be relatively satisfied with police service delivery with any provider type.

Some differences exist among the four provider types. Using the 80 percent satisfaction level, cities using part-time officers scored less well than the others. Cities in this class were more likely to be relatively dissatisfied with police provision than cities served by other providers. Ten instances of dissatisfaction were reported compared to six for all other cities combined.

<u>Type of Police Service Provision</u>	<u># "Boxed" subclasses (Dissatisfied)</u>
No police	3
Part-time police officers	10
Full-time police officers	1
Contract with sheriff	2

Further analysis reveals that the relative dissatisfaction with part-time police occurred in the delivery of services important to community safety and delinquency control. (Dissatisfaction % = 100% - Satisfaction %)

DIAGRAM ELEVEN

Community Satisfaction With Police Service Delivery

Percentage of cities reporting overall satisfaction with delivery of a police service: includes only those cities which received the service.

	<u>COMMUNITY SATISFIED ?</u>			
	<u>Cities with NO POLICE n=22</u>	<u>Cities with PART-TIME POLICE n=18</u>	<u>Cities with FULL-TIME POLICE n=30</u>	<u>Cities: CONTRACT with SHERIFF n=17</u>
Emergency response to a crime-in-progress involving major risk of personal injury	89%	76%	100%	100%
Response to a personal-injury auto accident	100%	100%	97%	100%
Emergency response to a crime-in-progress involving major risk of property loss	94%	76%	100%	100%
Investigation of a serious violent crime	100%	87%	97%	100%
Response to a personal medical emergency	100%	94%	100%	100%
Investigation into alleged substance abuse by juveniles (beer, pot)	94%	67%	84%	85%
General routine patrol	87%	83%	94%	93%
Controlling street "drag-racing" and related street nuisances	81%	69%	91%	80%

COMMUNITY SATISFIED ?

	<u>Cities with NO POLICE</u>	<u>Cities with PART-TIME POLICE</u>	<u>Cities with FULL-TIME POLICE</u>	<u>Cities: CONTRACT with SHERIFF</u>
Response to a fire	93%	93%	100%	100%
Investigation of a serious property crime	95%	87%	97%	93%
Investigation of vandalism	94%	86%	91%	93%
Response to an animal danger (rabid dog)	100%	86%	94%	93%
Investigating general complaints about juveniles	93%	66%	87%	92%
Response to a tavern fight or disturbance	93%	78%	97%	87%
Response to a noisy party or other "loud" gathering	94%	88%	94%	86%
Investigation of a minor property crime (C.B. theft, for example)	94%	93%	97%	93%
Work with local school officials to handle juvenile discipline	90%	70%	86%	91%
Operate traffic radar	70%	83%	94%	77%
Cope with derelicts or public drunkenness	100%	78%	94%	86%

	<u>COMMUNITY SATISFIED ?</u>			
	<u>Cities with NO POLICE</u>	<u>Cities with PART-TIME POLICE</u>	<u>Cities with FULL-TIME POLICE</u>	<u>Cities: CONTRACT with SHERIFF</u>
Check for open or unlocked doors	71%	92%	97%	100%
Response to domestic disturbances and private quarrels	100%	85%	100%	86%
Conduct crime prevention programs with local residents	78%	80%	84%	84%
Take property-damage reports for automobile insurance claims	100%	91%	100%	100%
Perform traffic control at school and school events	100%	67%	100%	100%
Response to "barking-dog" complaints	100%	94%	79%	85%
Take property-loss reports for insurance purposes	100%	100%	97%	100%
Provide traffic control for parade or funeral	100%	100%	100%	100%
Enforce street-parking regulations	86%	90%	91%	90%
Assist stranded motorists	100%	100%	100%	100%

NOTE: 71% designates eighty-percent or less overall satisfaction groups

<u>Police Service</u>	<u>Percent of part-time cities dissatisfied</u>
emergency response to a crime in progress involving major risk of personal injury	24%
emergency response to a crime in progress involving major risk of property loss	24%
investigation into alleged substance abuse by juveniles (beer, pot)	33%
controlling street drag racing and related street nuisances	31%
investigating general complaints about juveniles	34%

With the information available, and due to many intervening variables, no causal relationship can be established between community dissatisfaction and part-time police performance.

Impact on Crime

It has been proposed that the major goal of police providers is crime control and that their effectiveness should be measured in terms of reported crime in the community. For provider effectiveness to be measured in these terms, a causal relationship must exist between reported crime and police capabilities. While some police activities can effect the incidence of crime and delinquency, too many intervening variables with greater influence over crime incidence exist to prove causality. Nonetheless, the amount or the increase of crime in a city is used as a standard measure of police provider effectiveness.

One wishing to measure police provider effectiveness by reported crime incidence faces analytical difficulties. Crime incidence in all but 34 of the 850 cities is lumped with that occurring in the rural unincorporated areas. Consequently, the Uniform Crime Reports cannot be used to assess crime in Iowa's smaller cities.

Although U.C.R. statistics are not available, the survey did elicit information about perceptions of the crime problem. The respondents were asked to give their opinion about the nature of crime in their community. This is displayed in Diagram Twelve.

Diagram Twelve shows, by police provider type and city population size, what the respondents believed to be the nature of crime in their community. Five possible answers were provided ranging from a decreasing crime problem to one of a critical problem.

In the aggregate, the following responses were obtained:

18 percent of all cities reported a decreasing crime problem

56 percent of all cities reported a stable crime problem

18 percent of all cities reported a slowly increasing crime problem

6 percent of all cities reported a rapidly increasing crime problem

2 percent of all cities reported a critical crime problem

The reader may observe that the greatest number of cities (56 percent) did not perceive a measurable increase of crime in their communities. A full 18 percent believe that crime in their community has decreased. Only 26 percent report any crime increase which was mostly of a slowly increasing nature.

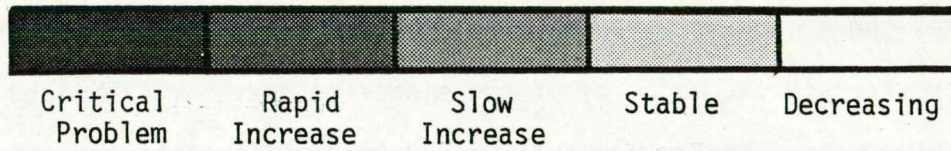
Although any relationship between the crime problem and police provider type is most probably spurious, the data is presented in Diagram Twelve. Cities without police and with part- and full-time officers reported some increases in crime. Cities maintaining part-time police reported the highest overall increases in crime (47 percent). Not one of the 16 cities contracting with the sheriff reported any increase in their crime problem.

Using city population as the variable, one finds that all cities except those in the 1,000-2,000 class reported some crime increase. The greatest overall increase was reported by cities in the 2,000-4,000 population class. Almost one-half of these 16 cities reported some crime problem increase. In addition, one-third of the smallest cities (less than 250 population) reported a decreasing crime problem.

DIAGRAM TWELVE

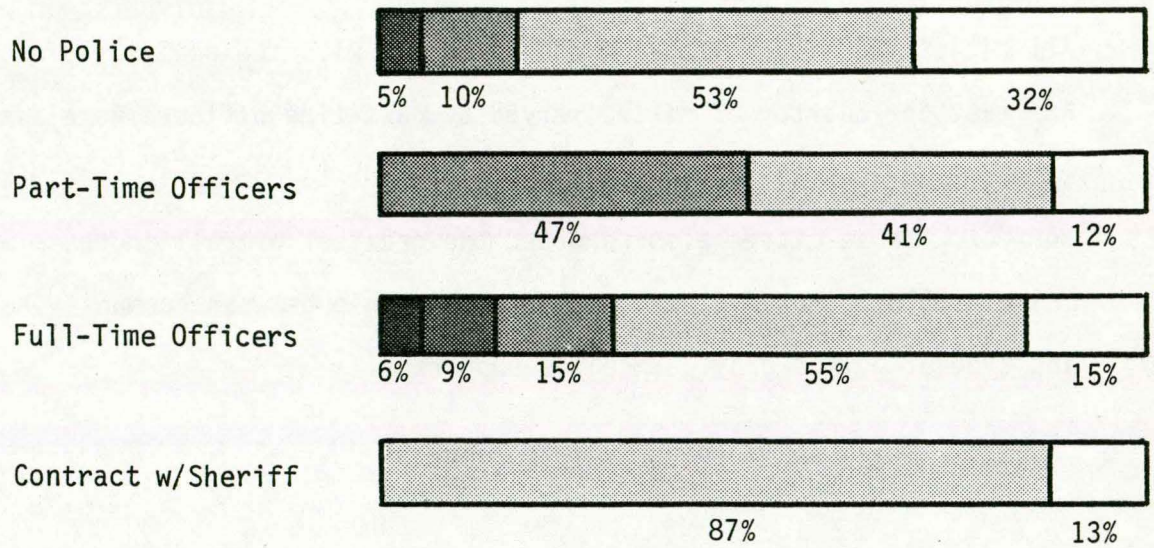
Nature of Crime in the Community

Nature of Crime Problem

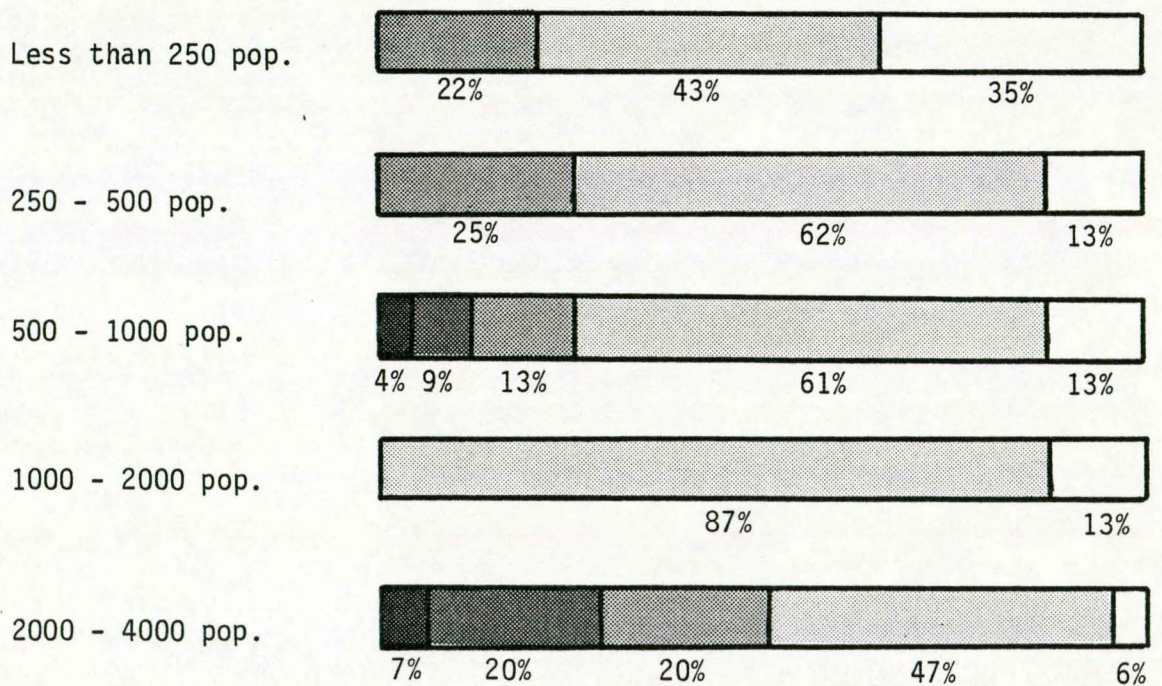


Percentage Response

By Type of Police Provision



By City Population Size



Summary

In general, there is overall satisfaction with the work being done by the police service providers. The majority of the cities reported a stabilized or decreasing crime problem. Most police services were being delivered to the satisfaction of communities. This should not be understood to mean that problems do not exist.

All cities reported relative dissatisfaction with the delivery of some services. At least one-quarter of cities served by part-time officers were dissatisfied with the delivery of services deemed important to community safety and delinquency control. These cities also reported the greatest overall increase in their crime problem. However, no causal relationship between community satisfaction and type of police provider can be supported.

Chapter Four

DETERMINANTS OF SERVICE PROVIDER SELECTION

The relative merits of the different approaches to police service provision were compared in previous chapters. Two of the issues addressed, cost and effectiveness, are factors that should be considered by local officials when selecting a service provider for one's community. Other factors also influence the decision-making process. This chapter reviews three of these factors:

- Difficulty in managing one's own police department;
- Availability of information about police provider options; and
- Community attitudes about crime, policing, and government services.

City Police Department Management

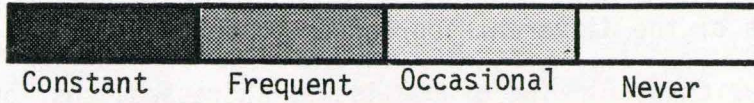
Along with the benefits of one's own police department comes the accountability for its operations and management responsibility. Unlike larger cities which typically place direct control in the office of the city manager, elected officials in the smaller cities exercise day-to-day management over the part- and full-time officers. As reported by those maintaining their own city police departments, management difficulties may be experienced.

Diagram Thirteen displays the frequency which problems are experienced in managing a city police department. Cities with any form of part- or full-time police capability (n=52) are represented.

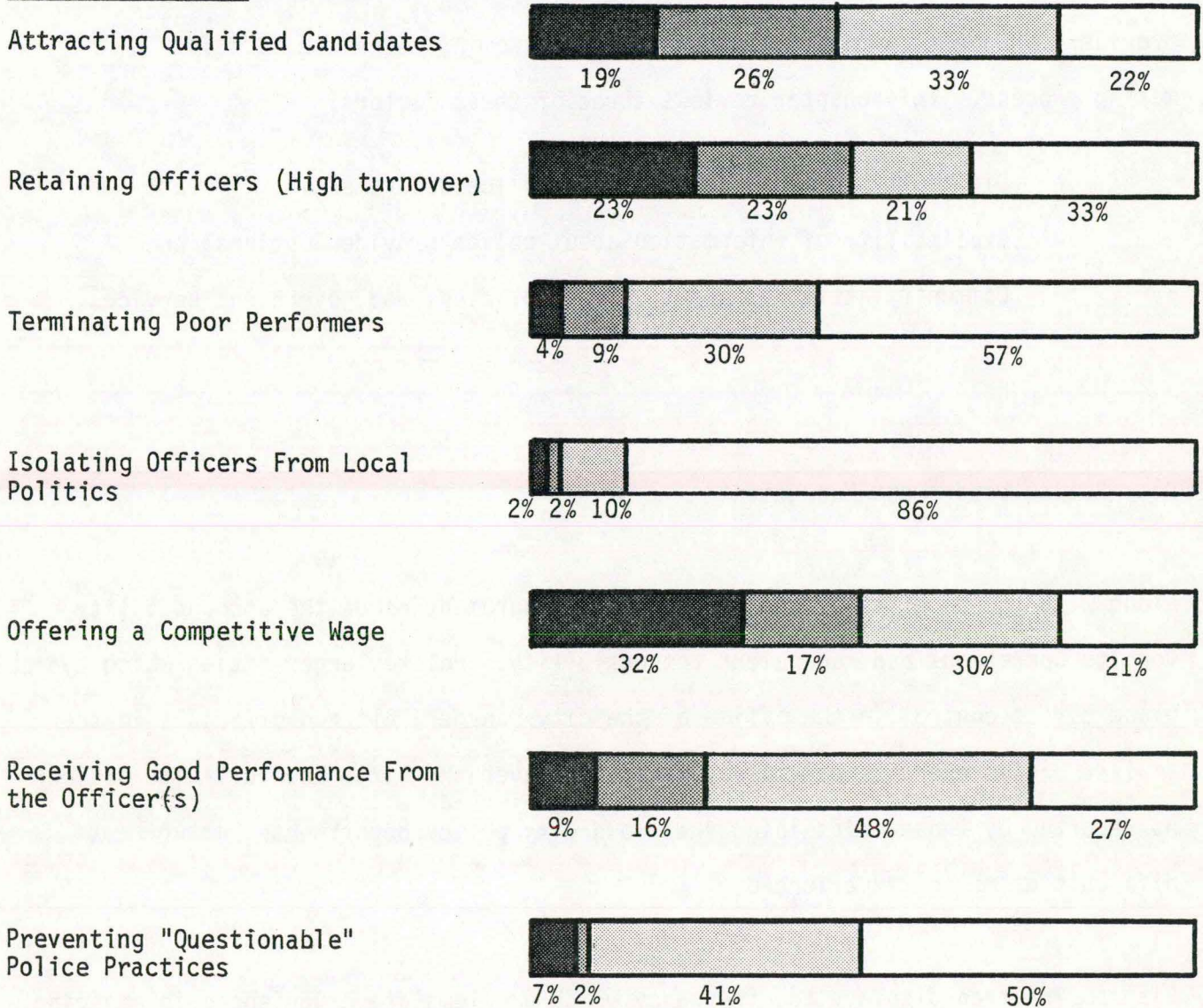
Police Department Management Difficulties

Difficulties Acknowledged by Respondents in Managing
Their Cities' Part- or Full-Time Police Agencies; by Percent

Frequency Which Difficulty is Experienced



Management Issues



A general review of Diagram Thirteen suggests that some management problems are experienced more frequently than others. For example, city officials appear to have little difficulty in isolating officers from local politics. Eighty-six percent never had this problem. Greater difficulty is experienced in terminating poor performers, preventing questionable police practices, and receiving good performance from the officers. In each case, the majority of the 52 cities reported occasional problems.

The greatest management problems concern money. Approximately one-half of the cities reported frequent difficulty in attracting and retaining qualified candidates. This could be explained by the compensation offered to the officers. One-third believed that offering a competitive wage was a constant problem. This may account for the high turnover also reported.

Awareness of Service Provider Options

An attempt was made in the research to determine how familiar the local officials were with the non-traditional service approaches of contracting and unified law enforcement.

Diagram Fourteen displays, by city size and provider type, familiarity with the county sheriff's contract law enforcement policy. Respondents were asked whether or not their county sheriff offered contract services. The percentage represents the mayors unable to answer the question.

The officials completing the survey questionnaire from cities without any police or with part-time officers did not know in one-half the cases if their sheriff could provide contract services. Only 55 percent of those in cities without police and 44 percent in cities with part-time officers knew what their county contracting policy was. Officials from cities with full-time officers did significantly better with 81 percent providing an affirmative response.

City population size also appears to be related to contract policy familiarity. Officials in the smallest cities were least likely to know if their county sheriff could provide contract services. In general, there is greater awareness among the local officials in the larger cities (larger than 500 population). A similar pattern was reported by the local officials for unified law enforcement. Diagram Fifteen displays, by provider type and city size, degree of familiarity with unified law enforcement. Respondents were asked how familiar they were with unified enforcement.

DIAGRAM FOURTEEN

Familiarity With County Sheriff's Contracting Policy

Ques. Do you know if your sheriff
can provide contract services



By Type of Police Provision

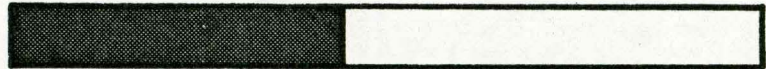
Percentage Response

No Police



YES - 55%

Part-Time Officers



YES - 44%

Full-Time Officers



YES - 81%

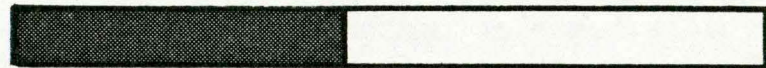
Contract w/Sheriff



YES - 100%

By City Population Size

Less than 250 pop.



YES - 43%

250 - 500 pop.



YES - 53%

500 - 1000 pop.



YES - 87%

1000 - 2000 pop.



YES - 75%

2000 - 4000 pop.



YES - 94%

DIAGRAM FIFTEEN

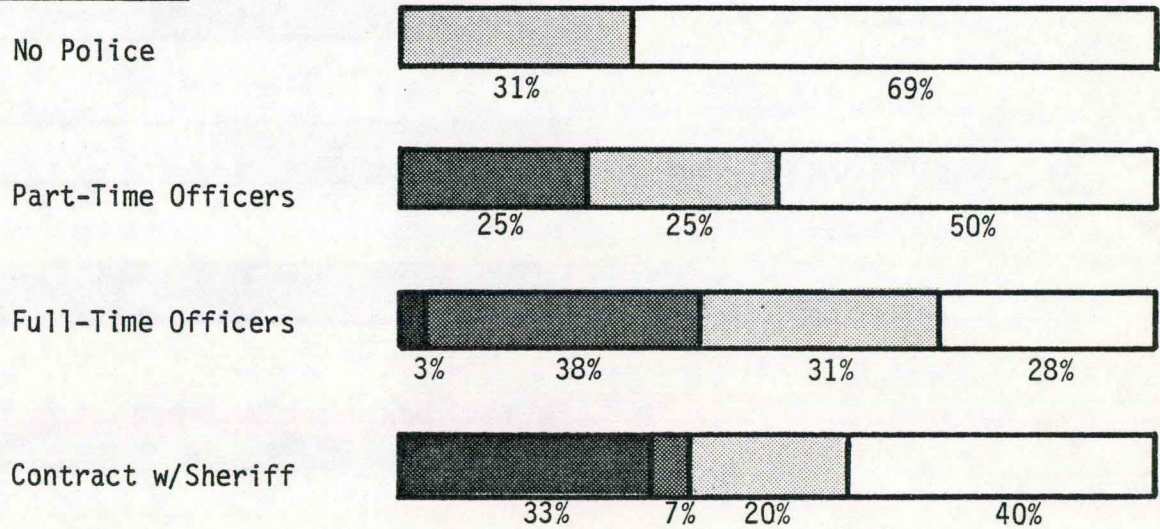
Local Familiarity With Unified Law Enforcement

Degree of Familiarity

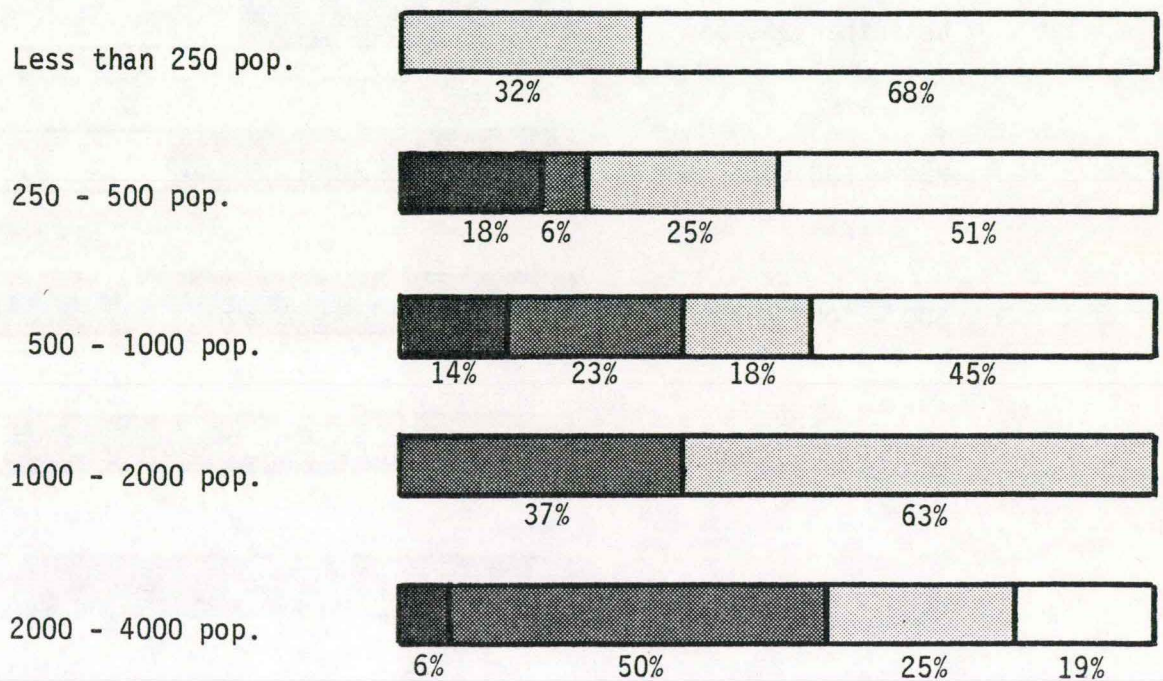


Percentage Response

By Type of Police Provision



By City Population Size



Officials from 70 percent of the cities without any police were totally unaware of unified law enforcement. Not one official from this class was more than vaguely familiar. A comparable situation existed in all cities no matter what type of police service provision was supported. One-half of the cities with part-time officers, one-quarter from cities with full-time police, and 40 percent from contracting cities were also unaware of unified enforcement. There was significantly greater awareness in cities which contracted with the sheriff. Thirty-three percent of these mayors had a working knowledge of unified enforcement.

When compared by city population size, officials of the smallest cities (fewer than 250 population) were the least familiar. At best, one-third of these respondents were vaguely familiar with the unified enforcement. Only in cities in the 1,000-2,000 population class were the officials adequately familiar with the issue. This was the only class where all officials were at least vaguely familiar with unified enforcement provisions.

Community Attitudes

The attitude of a community about crime, policing, and government services may be a crucial element in the selection of a police service provider. First of all, if crime control is not perceived as a problem there may be little impetus to change the existing service provision system. Dissatisfaction with one's present service provider is an important prerequisite to any change. Secondly, the willingness to try new approaches which remove direct control from the governing body has to be assessed. If a poor relationship exists between the city and the county sheriff, local officials may be hesitant to transfer policing control in a

contract or unified arrangement. Third, the willingness to spend more money for possibly better service has to be assessed. Transition to new policing systems may cost more money to operate in the short run. Outright refusal on the part of the majority of the taxpayers to spend additional revenues will defeat the best conceived proposals. This section reports on the attitude of the mayors concerning these and related issues.

Diagram Sixteen displays the level of the respondents' agreement, as a percentage, with statements about crime, policing, and government services. Each bar represents 100 percent (n=93) of all cities in the study. For each statement, the responses range from strong agreement to strong disagreement.

Half of all respondents (49 percent) strongly agreed that crime and delinquency were major concerns of their communities' citizens. Only a handful disagreed (8 percent total disagreement). High concern translates into great community interest about how crime and delinquency activities are performed and by whom.

Varying levels of perceived community fear of crime were reported. Over half disagreed with the statement, "The people in my city are not afraid of crime." This supports the great concern about crime and delinquency reported in the previous statement. However, citizens in the smaller communities appear to be less afraid of crime than they are concerned with it.

One-half of the cities believed that they were getting their money's worth for police services. Forty-nine percent disagreed that the community is not receiving the police services which it is paying for. There is apparent dissatisfaction in the 11 percent of the cities which strongly agree that the services are not being

received. These cities are probably more likely than the others to accept a change in service providers or reorganization of the present provider.

No clear pattern emerges regarding the willingness of Iowa's smaller city taxpayers to pay more for improved law enforcement services. Only 18 percent of the cities reported strong beliefs, pro and con, about the issue.

Yielding direct administrative control over policing to improve its delivery was supported by 55 percent of the cities. Only 27 percent of the cities did not believe that municipal officials should give up direct control over police services if they can be better provided by someone else.

Contract and unified enforcement operations are also dependent upon the cooperation between the city and the county sheriff. If there is little or poor cooperation even without a shared service arrangement, it is unlikely that the city would seriously consider contracting or unification. One-half of the cities strongly agreed that there is cooperation between it and their county sheriff. Only 3 percent strongly disagreed that cooperation exists.

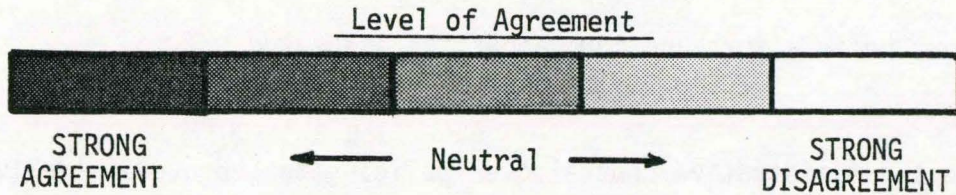
A common concern about contract and unified enforcement is that the sheriff is already being paid by the city for coverage and that additional taxes should not be offered. This position was supported by the 37 percent that agreed the sheriff should provide more services without any additional charges.

The reliance upon the county sheriff by the smaller cities reported in Chapter Two is supported by the responses made to the following statement: "The city

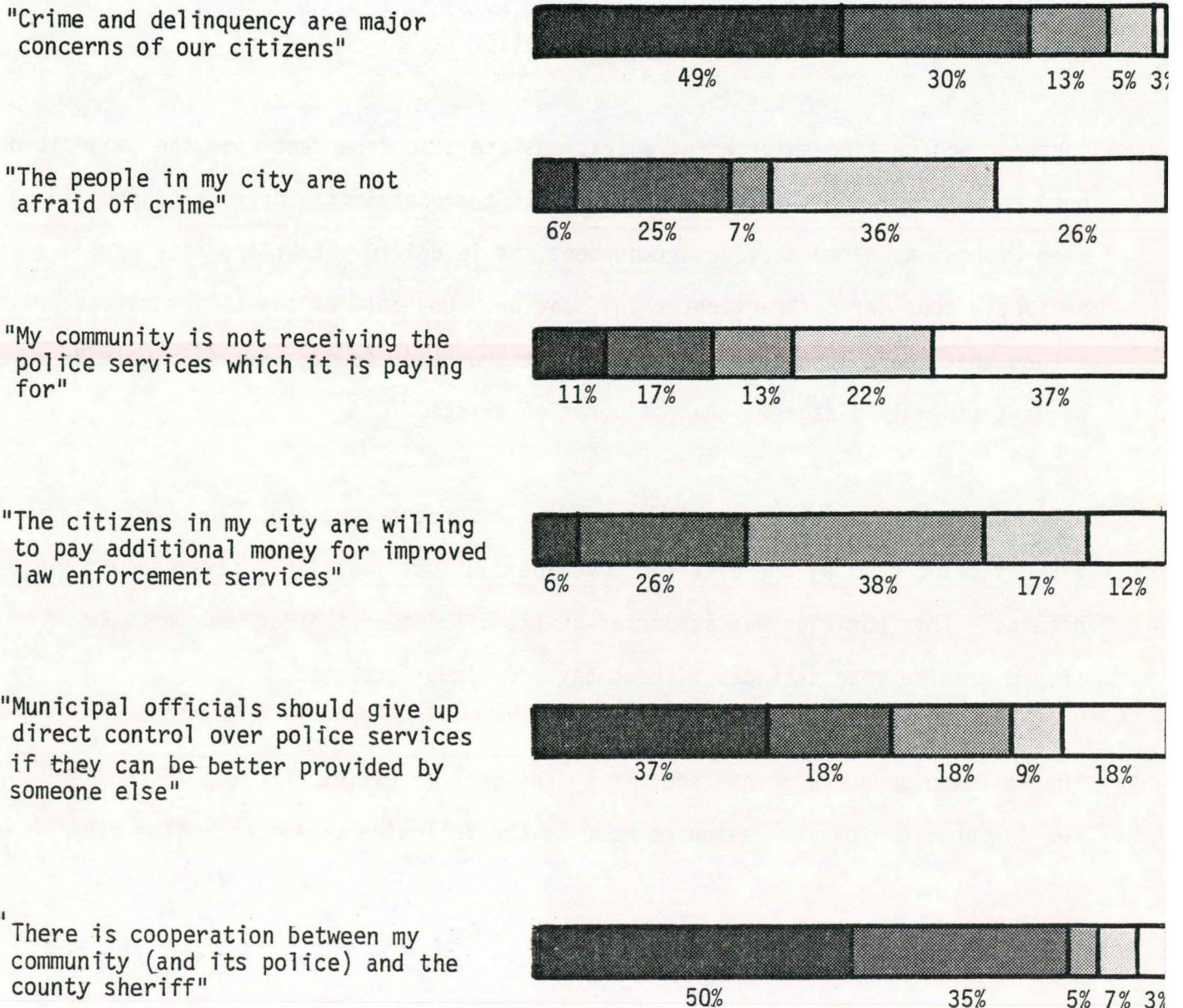
DIAGRAM SIXTEEN

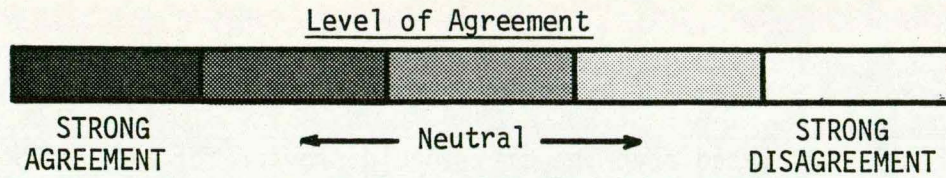
Opinions About Crime and Policing

Respondents' level of agreement with statements concerning their communities; percent response



Statements

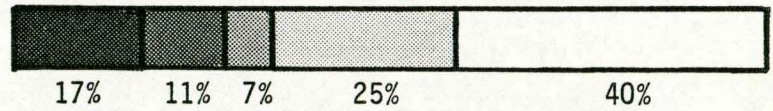




"The sheriff should provide more services without any additional charge"



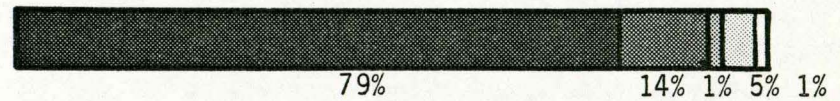
"The city should provide for all its own law enforcement services (excluding jail)"



"The general public perceives the county sheriff as a highly-capable professional"



"Any person running for the office of county sheriff must meet certain qualifications and, if elected, undergo professional training"



should provide for all its own law enforcement services (excluding jail)." Forty percent strongly disagreed that the city should provide for all its policing needs.

A community must be able to work closely with their county sheriff if a contract or unified arrangement is to be successful. Also, a sheriff which is considered a capable professional will be better able to work with city residents than one held in lower regard. The survey shows that 67 percent of the cities did agree that their sheriff was a highly capable professional. There were, however, 19 cities (21 percent) which did not perceive the sheriff in such regard.

The strongest agreement dealt with the qualifications of the county sheriff. Seventy-nine percent strongly agreed that any person running for the office of county sheriff must meet certain qualifications and, if elected, undergo professional training. Only 1 percent strongly disagreed and 6 percent overall disagreed with this requirement to assure the professionalism of the county sheriff.

Summary

Intangible factors often come into play in the community decision-making process regarding selection of a police service provider. How satisfied they are with the existing provider, how much concern exists about policing issues, local willingness to transfer police control to an external authority, and perception of the county sheriff's professionalism are purely subjective matters which influence how police services are ultimately delivered.

Other factors are also considered in the provider selection process. Managing police departments is frequently a difficult task for the officials in many of

the smallest cities. As reported, the inability of many of the cities to offer a competitive wage creates difficulty in attracting and retaining qualified peace officers.

The lack of information regarding alternative approaches to service provision is another factor. Particularly in the smallest communities, there is unfamiliarity with both contracting and unified enforcement provisions. Local elected officials in a large number of these cities may experience difficulty in giving these non-traditional approaches adequate consideration.

APPENDIX

RESEARCH DESIGN

This study examines policing issues in the 850 (approximate) cities in Iowa which contain fewer than 4,000 residents. The data used is of a factual, attitudinal, and opinionative nature provided by chief local elected officials in the cities. Because of the time and expense required to contact the chief official of each city, a sample was taken. Through statistical inference, accurate conclusions about policing in all of Iowa's cities with fewer than 4,000 population can be made.

The sample technique employed a standardized questionnaire developed for this purpose (see appendix). A copy of the questionnaire was enclosed with a cover letter and self-addressed stamped mailer and sent to the mayor of each target city. Except for one section which solicited general comments, the questions were close-ended. Likert-type scale responses were used extensively to obtain attitudinal and opinionated data. To eliminate coder bias, only one staff person coded responses for subsequent analysis.

A ten percent stratified random sampling design was used. Stratification of the 850 cities was accomplished with five subclasses.

<u>Subclass</u> (City size):	<u>% cities with fewer than 4,000 pop. (% Universe)</u>	<u>% all Iowa cities</u>
Less than 250 pop.	34%	31%
250 - 500 pop.	25%	23%
500 - 1000 pop.	22%	20%
1000 - 2000 pop.	12%	11%
2000 - 4000 pop.	7%	6%

The sample was stratified into the five subclasses to secure accuracy. Imbalance among the different subclasses might have occurred with simple sampling unless the sample was made very large. However, to ensure representation of those cities in the numerically smallest subclass— cities with between 2000 - 4000 residents comprised only 7% of all cities in the study — a bias was built into the design. Cities in this subclass were mailed a disproportionately large number of questionnaires.

The five subclasses were arbitrarily formed to establish domains of study. Based upon the judgment of the researcher, cities within a subclass shared common characteristics in the areas of community safety needs, fiscal resources, and community lifestyle. Much of the analysis presented is based upon population subclass comparisons.

To achieve an overall sample of ten percent, the expected non-response rate had to be considered. Using previous experience as a basis, a 50 percent response rate was predicted. Consequently, to attain the targeted ten percent sample of 85 cities (850 cities x 10 percent) questionnaires were sent to 170 cities.

An interval sampling design was used to select the 170 cities. Cities were selected from an alphabetical list of Iowa's incorporated places in 1977 Population Estimates for Counties and Incorporated Places in Iowa (U.S. Bureau of the Census).

The width of the sampling interval was developed separately for each subclass using the following equation:

$$k = \frac{N}{n}$$

k - width of sampling interval
N - population size
n - desired sample size (target universe)

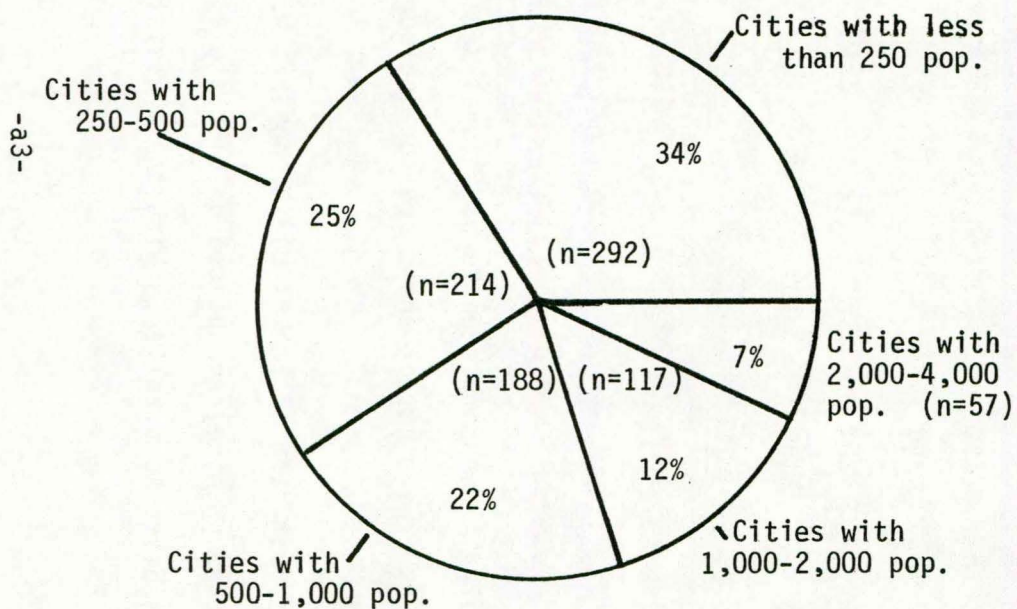
As noted, positive bias was built in for cities in the 2000 - 4000 subclass.

DIAGRAM TWO

Comparison of (Study) Sample Sub-Groups With Statewide Distribution;
By City Population Category

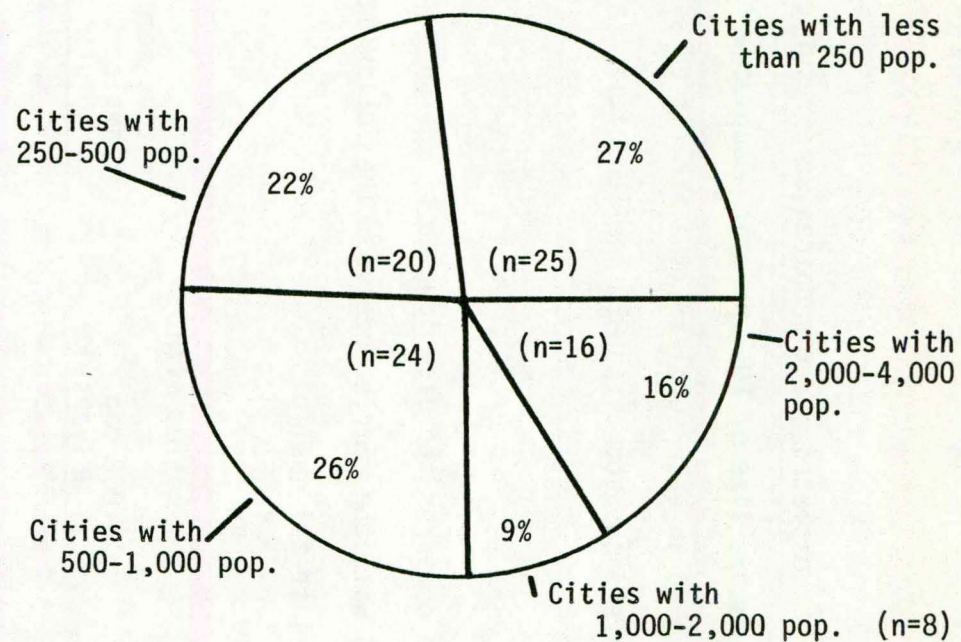
Distribution of Iowa's Cities
Under 4,000 pop.

n= 868



Distribution of Cities
Sampled in Study

n= 93*



* Where otherwise noted, n=100

A total of 93 completed questionnaires were returned by the deadline. This represents an overall sample size of 10.7 percent. Coupled with the adequate sample representation achieved in each subclass, the stratified sample design was successful. Accurate inferences about the 850 smaller cities in Iowa can be drawn from the sample.

Diagram Two compares the distribution of the universe (cities with fewer than 4000 population) with the sample received. The following chart offers further evidence to substantiate the design.

Subclass	% cities with fewer than 4,000 pop. (% Universe)	% cities sampled (% Sampled Univ.)	Cities Sampled n	Sample % of Universe
Less than 250 pop.	34%	27%	25	8.6%
250-500 pop.	25%	22%	20	9.3%
500-1000 pop.	22%	26%	24	12.8%
1000-2000 pop.	12%	9%	8	6.8%
2000-4000 pop.	<u>7%</u>	<u>16%</u>	<u>16</u>	<u>28.0%</u>
	100%	100%	93 cities sampled	10.7% av.

After the analysis was completed an additional seven questionnaires were received. Except where otherwise noted, these are not included in the research.

The responses from each of the 93 questionnaires were coded into 227 variables (values one through nine) and placed on disk storage by the Data Processing Division, Office of the State Comptroller. With their assistance an SPSS package was selected

CITY LAW ENFORCEMENT ASSESSMENT SURVEY

IOWA CRIME COMMISSION

Research Unit
May, 1980

PLEASE COMPLETE THIS SURVEY AND RETURN IT IN THE SELF-ADDRESSED, STAMPED ENVELOPE.

IT WOULD BE APPRECIATED IF YOU WOULD RETURN IT BY JUNE 12, 1980. THANK YOU

YOUR NAME (PRINT): _____ TITLE: _____

NAME OF CITY: _____ MAILING ADDRESS: _____

TELEPHONE NUMBER WHERE YOU CAN BE REACHED: _____

DIRECTIONS: This survey can be quickly and easily completed by using the multiple-choice responses provided. Where a coded response is requested, place the appropriate letter (or number) code in the space provided on the right-hand side of the page. When budgetary data is requested, rough approximations are acceptable. Space has been provided on the last page of this survey for any comments you would like to provide. (Ignore numbers located below response space or in parentheses)

PART ONE: BUDGET INFORMATION

- 1) What is the approximate population of your city? _____
- 2) What was your municipal budget (General Fund) for the past fiscal year? (Use rough approximation to the nearest thousand dollars)
\$ _____
- 3) What was budgeted for Community Protection for the same fiscal year? (Use rough approximation to the nearest hundred dollars)
\$ _____
- 4) Is there a line item in your municipal budget specifically for police-type services (Does it show exactly how much of the Community Protection budget goes for police)?
 - a- yes
 - b- no
 - c- not sure

114
(coded response goes here)
- 5) What was budgeted for police-type services during the same fiscal year? If police costs are combined with other community protection services (fire, traffic safety) how much, to the best of your judgement went to police service. (Do not include non-police costs such as traffic-light maintenance. Typical police services are listed in Parts 2 and 3 of this survey)
\$ _____
- 6) If known, where were the police dollars allocated?
 - Employee salaries \$ _____
 - Employee benefits \$ _____
 - Personal Equipment \$ _____
 - Cars/maintenance \$ _____
 - Radios \$ _____

OR Amount to the county sheriff for contract services \$ _____

OR Amount to the Unified Law Enforcement Commission \$ _____

PART TWO: LAW ENFORCEMENT NEEDS ASSESSMENT

The information you supply in this section will tell us what your enforcement needs are. Listed in the left-hand column of this page are enforcement services which are often requested by communities similar to yours. For each enforcement service, you are asked three questions. Please answer each question by circling the most appropriate coded response.

Law Enforcement SERVICES	QUESTION ONE	QUESTION TWO	QUESTION THREE
	HOW IMPORTANT is the service to your community's safety and "peace of mind?" a- critical b- important c- limited value d- not important e- not sure	HOW OFTEN does your community need to have the service provided? a- frequently b- occasionally c- not often d- rarely if ever e- not sure	HOW MUCH would your community pay for the service (relative to your available budget)? a- substantial amount b- reasonable amount c- nominal amount d- nothing e- not sure
General routine <u>patrol</u>	a b c d e (125)	a b c d e (126)	a b c d e (127)
Emergency response to a crime-in-progress involving <u>major risk of personal injury</u>	a b c d e (131)	a b c d e (132)	a b c d e (133)
Emergency response to a crime-in-progress involving <u>major risk of property loss</u>	a b c d e (137)	a b c d e (138)	a b c d e (139)
Response to a <u>fire</u>	a b c d e (143)	a b c d e (144)	a b c d e (145)
Response to a personal-injury <u>auto accident</u>	a b c d e (149)	a b c d e (150)	a b c d e (151)
Response to a personal <u>medical emergency</u>	a b c d e (155)	a b c d e (156)	a b c d e (157)
Response to an <u>animal danger (rabid dog)</u>	a b c d e (161)	a b c d e (162)	a b c d e (163)
Response to a <u>noisy party</u> or other "loud" gatherings	a b c d e (167)	a b c d e (168)	a b c d e (169)
Response to a <u>tavern fight</u> or disturbance	a b c d e (173)	a b c d e (174)	a b c d e (175)
Coping with derelicts or public drunkenness	a b c d e (209)	a b c d e (210)	a b c d e (211)
Responding to and handling <u>domestic disturbances</u> and <u>private quarrels</u>	a b c d e (215)	a b c d e (216)	a b c d e (217)
Responding to and handling " <u>barking-dog</u> " complaints	a b c d e (221)	a b c d e (222)	a b c d e (223)
Controlling <u>street "drag-racing"</u> and related street nuisances.	a b c d e (227)	a b c d e (228)	a b c d e (229)
Checking for open or unlocked doors	a b c d e (233)	a b c d e (234)	a b c d e (235)
Operating traffic <u>radar</u>	a b c d e (239)	a b c d e (240)	a b c d e (241)
Performing traffic control at school and school events	a b c d e (245)	a b c d e (246)	a b c d e (247)

PART TWO LAW ENFORCEMENT NEEDS ASSESSMENT - Continued

	QUESTION ONE	QUESTION TWO	QUESTION THREE
	HOW IMPORTANT is the service to your community's safety and "peace of mind?"	HOW OFTEN does your community need to have the service provided?	HOW MUCH would your community pay for the service (relative to your available budget)?
Law Enforcement SERVICES	a- critical b- important c- limited value d- not important e- not sure	a- frequently b- occasionally c- not often d- rarely if ever e- not sure	a- substantial amt. b- reasonable amount c- nominal amount d- nothing e- not sure
Taking property-damage reports for automobile insurance claim	a b c d e (251)	a b c d e (252)	a b c d e (253)
Enforcement of street-parking regulations (includes parking-meters)	a b c d e (257)	a b c d e (258)	a b c d e (259)
Traffic control for parade/funeral procession	a b c d e (263)	a b c d e (264)	a b c d e (265)
Assistance to stranded autos (change tires, jump dead batteries, etc.)	a b c d e (269)	a b c d e (270)	a b c d e (271)
Investigation of serious violent crimes	a b c d e (275)	a b c d e (276)	a b c d e (277)
Investigation of serious property crimes	a b c d e (309)	a b c d e (310)	a b c d e (311)
Investigation of minor property crimes (C.B. theft, for example)	a b c d e (315)	a b c d e (316)	a b c d e (317)
Investigation of vandalism	a b c d e (321)	a b c d e (322)	a b c d e (323)
Investigation into alleged substance abuse by juveniles (beer, pot)	a b c d e (327)	a b c d e (328)	a b c d e (329)
Working with local school officials to handle juvenile discipline	a b c d e (333)	a b c d e (334)	a b c d e (335)
Investigating general complaints about juveniles	a b c d e (339)	a b c d e (340)	a b c d e (341)
Taking property-loss reports for insurance purposes	a b c d e (345)	a b c d e (346)	a b c d e (347)
Conduct crime prevention programs with local residents	a b c d e (351)	a b c d e (352)	a b c d e (353)
LIST OTHERS WHICH YOU BELIEVE ARE IMPORTANT AND CODE APPROPRIATELY			

PART THREE: LAW ENFORCEMENT CAPABILITIES

The information you supply in this section will tell us what your enforcement capabilities are. Listed in the left-hand column of this page are enforcement services which are often requested by communities similar to yours. For each enforcement service, you are asked three questions. Please answer each question by circling the most appropriate coded response.

Law Enforcement SERVICES	QUESTION ONE	QUESTION TWO	QUESTION THREE
	At the present time, WHO IS PROVIDING the service to your community a- City employee b- County (Sheriff) c- other provider d- service not provided e- not sure	HOW SATISFIED is your community with the delivery of the service. a- very satisfied b- somewhat satisfied c- not pleased d- not satisfied at all e- not sure/service not provided	In your opinion, WHO SHOULD BE RESPONSIBLE for providing the service. a- City b- County (Sheriff) c- State d- other e- service should not be provided f- not sure
General routine patrol	a b c d e (128)	a b c d e (129)	a b c d e f (130)
Emergency response to a crime-in-progress involving major risk of personal injury	a b c d e (134)	a b c d e (135)	a b c d e f (136)
Emergency response to a crime-in-progress involving major risk of property loss	a b c d e (140)	a b c d e (141)	a b c d e f (142)
Response to a fire	a b c d e (146)	a b c d e (147)	a b c d e f (148)
Response to a personal-injury auto accident	a b c d e (152)	a b c d e (153)	a b c d e f (154)
Response to a personal medical emergency	a b c d e (158)	a b c d e (159)	a b c d e f (160)
Response to an animal danger (rabid dog)	a b c d e (164)	a b c d e (165)	a b c d e f (166)
Response to a noisy party or other "loud" gatherings	a b c d e (170)	a b c d e (171)	a b c d e f (172)
Response to a tavern fight or disturbance	a b c d e (176)	a b c d e (177)	a b c d e f (178)
Coping with derelicts or public drunkenness	a b c d e (212)	a b c d e (213)	a b c d e f (214)
Responding to and handling domestic disturbances and private quarrels	a b c d e (218)	a b c d e (219)	a b c d e f (220)
Responding to and handling "barking-dog" complaints	a b c d e (224)	a b c d e (225)	a b c d e f (226)
Controlling street "drag-racing" and related street nuisances	a b c d e (230)	a b c d e (231)	a b c d e f (232)
Checking for open or unlocked doors	a b c d e (236)	a b c d e (237)	a b c d e f (238)
Operating traffic radar	a b c d e (242)	a b c d e (243)	a b c d e f (244)
Performing traffic control at school and school events	a b c d e (248)	a b c d e (249)	a b c d e f (250)

PART THREE: LAW ENFORCEMENT CAPABILITIES - Continued

	QUESTION ONE	QUESTION TWO	QUESTION THREE
	At the present time, WHO IS PROVIDING the service to your community. a- City Employee b- County (Sheriff) c- other d- service not provided e- not sure	HOW SATISFIED is your community with the delivery of the service. a- very satisfied b- somewhat satisfied c- not pleased d- not satisfied at all e- not sure/service not provided	In your opinion, WHO SHOULD BE RESPONSIBLE for providing the service. a- City b- County (Sheriff) c- State d- Other e- service should not be provided f- not sure
Law Enforcement SERVICES			
Taking property-damage reports for automobile insurance claim	a b c d e (254)	a b c d e (255)	a b c d e f (256)
Enforcement of street-parking regulations (includes parking-meters)	a b c d e (260)	a b c d e (261)	a b c d e f (262)
Traffic control for parade/funeral procession	a b c d e (266)	a b c d e (267)	a b c d e f (268)
Assistance to stranded autos (change tires, jump dead batteries, etc.)	a b c d e (272)	a b c d e (273)	a b c d e f (274)
Investigation of serious violent crimes	a b c d e (278)	a b c d e (279)	a b c d e f (280)
Investigation of serious property crimes	a b c d e (312)	a b c d e (313)	a b c d e f (314)
Investigation of minor property crimes (C.B. theft, for example)	a b c d e (318)	a b c d e (319)	a b c d e f (320)
Investigation of vandalism	a b c d e (324)	a b c d e (325)	a b c d e f (326)
Investigation into alleged substance abuse by juveniles (beer, pot)	a b c d e (330)	a b c d e (331)	a b c d e f (332)
Working with local school officials to handle juvenile discipline	a b c d e (336)	a b c d e (337)	a b c d e f (338)
Investigating general complaints about juveniles	a b c d e (342)	a b c d e (343)	a b c d e f (344)
Taking property-loss reports for insurance purposes	a b c d e (348)	a b c d e (349)	a b c d e f (350)
Conduct crime prevention programs with local residents	a b c d e (354)	a b c d e (355)	a b c d e f (356)
LIST OTHERS WHICH YOU BELIEVE ARE IMPORTANT AND CODE APPROPRIATELY			

PART FOUR: EXISTING ORGANIZATION AND SUPPLEMENTAL SUPPORT

1) Which of the following best describes your city's police operation:

- a- city relies solely upon the county sheriff
- b- a local volunteer handles some police-related matters
- c- a part-time (paid) city employee handles police matters
- d- a full-time (40+ hrs. weekly) employee handles police matters in addition to other city jobs (for example, street maintenance)
- e- a full-time officer is employed for police matters only
- f- two full-time police officers are employed
- g- three full-time police officers are employed
- h- four or more police officers are employed
- i- other (please describe):

356

2) As briefly as possible, please explain how many hours a week each "police-type" employee works and what they are paid (hourly, annually). _____

3) Listed below are problems experienced by all city officials in managing their police operation. For each please respond with the following codes: (ONLY RESPOND TO THIS QUESTION IF YOU HAVE PART- OR FULL-TIME OFFICERS)

- a- never experienced any difficulty
- b- had difficulty on occasion
- c- frequent problem
- d- constant problem
- e- not sure

Problem .1 - Difficulty in attracting qualified candidates	___ 362
Problem .2 - Difficulty in retaining officers (high turnover)	___ 363
Problem .3 - Difficulty in terminating poor performers	___ 364
Problem .4 - Difficulty in isolating officers from local politics	___ 365
Problem .5 - Difficulty in offering a competitive wage	___ 366
Problem .6 - Difficulty in receiving good performance	___ 367
Problem .7 - Difficulty in preventing questionable police practices (for example, officers over-stepping their authority)	___ 368

4) What is your city's policy regarding (Iowa Law Enforcement Academy) basic training?

- a- Only ILEA trained officers are hired
- b- All officers must receive training before they are put on the street
- c- Officers are sent for training as soon as possible
- d- Officers go for training at their convenience
- e- Officers are sent for training only on occasion
- f- Officers do not usually go for training
- g- Officers are not sent for training
- h- Not sure
- j- Other (explain) _____

___ 369

5) Do you consider your officers "sworn peace officers"?

- a- yes
- b- no

___ 370

6) Does your city pay the county sheriff for any additional or special services (contract law enforcement)?

- a- no
- b- no, but we did in the past
- c- no, but we are strongly considering it for the future
- d- yes
- e- yes, but we most probably will not in the near future
- f- not sure

371

7) If you answered yes to the above question, what is the nature of the services that you have contracted for?

- a- Open ended - the sheriff provides services when and if he believes that they are needed
- b- Time-specific - the sheriff is obligated in the contract to provide the city with a specified number of hours each day/week/month. The sheriff decides when the services will be provided, (example, 15 hours of patrol each week).
- c- Hour-specific- The contract specifically states when the sheriff is to provide the service (for example, patrol school grounds between 3:00-4:30 P.M. every weekday)
- d- Combination of b and c
- e- Not sure how contract is written

372

8) If you presently do not have a contract with the county sheriff, which of the following best describes your situation:

- a- The city has not been contacted about a possible contract arrangement
- b- The city has been contacted about a possible contract arrangement and has taken it under consideration
- c- The city has been contacted about a possible contract arrangement and has decided against it
- d- Not sure if city has been contacted

373

9) To the best of your knowledge, does your county sheriff presently provide contract services to any other cities in the county?

- a- yes
- b- no
- c- not sure

374

10) How familiar are you with "Unified Law Enforcement" and its special taxing authority for enforcement purposes?

- a- never heard of it
- b- only vaguely familiar with it
- c- somewhat familiar with it
- d- good working knowledge of the subject

375

11) To the best of your knowledge, what action has been taken in your county regarding the establishment of a unified law enforcement operation and tax district.

- a- little if anything
- b- occasionally discussed
- c- considered but not given much of a chance
- d- considered and it may eventually come about
- e- not sure what action has been taken

376

12) If unified law enforcement was considered but not given much of a chance, who were the major opponents, if any, to the effort?

- a- county sheriff
- b- county board of supervisors
- c- city officials
- d- general public
- e- combination of above
- f- other opponents
- g- no major opponent

377

PART FIVE: OPINIONS ON LAW ENFORCEMENT DELIVERY

1) Every year the Federal Bureau of Investigation and the Iowa Department of Public Safety publish Uniform Crime Reports. These reports describe the nature and frequency of crime and arrest information for the state. How is information about crime in your community supplied for these reports:

- a- The police department submits monthly data directly to the Department of Public Safety
- b- The county sheriff is responsible for reporting the city's crime to Public Safety as part of its countywide total
- c- Not sure how data is submitted but it is not sent directly to the Dept. of Public Safety
- d- Not sure

409

2) How accurately does the annual Uniform Crime Report reflect the extent and seriousness of crime in your community (city or county):

- a- Report accurately reflects actual crime problem
- b- Report is not accurate; people in the community fail to report many crimes to the local police
- c- Report is not accurate; people in the community fail to report many crimes to the county sheriff
- d- Report is not accurate; the local police fail to report many crimes to the county sheriff
- e- Any combination of b, c, and d
- f- Report is not accurate; the county sheriff fails to keep track of the crimes which occur in the city
- g- Any combination of b,c,d, and f
- h- Not sure

410

3) In your opinion, what is the nature of crime in your city:

- a- under control and decreasing
- b- relatively stable
- c- slowly increasing trend
- d- increasing at a much more than acceptable rate
- e- has become a critical problem in the city

411

4) Please tell us how much you agree or disagree with the next series of questions. Respond by using the coded numbers supplied.

- 5- Strongly agree
- 4- Somewhat agree
- 3- Neutral
- 2- Somewhat disagree
- 1- Strongly disagree

- 4.1 Crime and delinquency is a major concern of our citizens _____ 412
- 4.2 My community is not receiving the police services it is paying for _____ 413
- 4.3 The citizens in my city are willing to pay additional money for improved law enforcement services _____ 414
- 4.4 The people in my city are not afraid of crime _____ 415
- 4.5 The sheriff should provide more services without additional charge _____ 416
- 4.6 The city should provide for all its own law enforcement services (excluding jail) _____ 417
- 4.7 The general public perceives the sheriff as a highly-capable professional _____ 418
- 4.8 Any person running for the office of county sheriff must meet certain qualifications and if elected, undergo professional training. _____ 419

- 4.9 There is cooperation between my community (and its police officers) and the county sheriff. 420
- 4.10 The municipalities in the county should, when appropriate, solve certain mutual problems. 421
- 4.11 Municipal officials should give up direct control over police services if they can be better provided by someone else. 422
- 4.12 A police officer should provide non-enforcement services (getting animals out of trees, for example) if required. 423

PART SIX: COMMENTS

In the final report the Crime Commission will make some recommendations concerning part-time officers (town marshals), contract enforcement, and unified law enforcement. It would be greatly appreciated if you would comment on these issues, any other issues raised in the questionnaire, or related suggestions or comments you believe are appropriate. Thank you.
