

Organizational Assessment
of the
Dyersville, Iowa Police Department



February – April, 2011

Submitted by:

David Unmacht, Springsted, Inc.
Stephany Good, Midwest Government Advisors

Letter of Transmittal

April 15, 2011

The Honorable James A Heavens, Mayor
City of Dyersville
340 First Avenue East
Dyersville, Iowa 52040

Re: Organizational Assessment of the Dyersville, Iowa Police Department

Dear Mayor Heavens:

On behalf of my partner, Stephany Good, I would like to thank you for allowing the two of us to participate in the Police Department Organizational Assessment. The experience was both professionally and personally rewarding for both of us. The City of Dyersville is an outstanding community with a great future.

The summary of our work is contained within the attached report that incorporates our findings and recommendations. We hope that the greatest value you find in this report is its basis as a foundation to improve and enhance the short and long-term effectiveness of the police department and overall law enforcement in your community.

I would like to thank you, members of the Public Safety Committee, City Administrator Mick Michel, community members and staff of the Police Department for your accessibility, information, and honesty in our meetings and conversations. We could not have completed the analysis and findings without the input of many people who have knowledge about the City and the Department. To that end, we wish each of you success as you move forward with your review of the information and discussion on the policy recommendations identified within the report.

Thank you again for the opportunity to be involved in helping the Dyersville community. Please contact either Stephany Good at sgood@mngadvisors.com or 952-292-2002 or myself at dunmacht@springsted.com or 651-223-3047 at any time if you want to discuss any aspect of our work.

Respectfully submitted,



David Unmacht
Springsted Incorporated

Organizational Assessment of the Dyersville, Iowa Police Department

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Thanks and Appreciation

We would like to thank Mayor Jim Heavens, City Council Members Molly Evers, Robert (Gar) Kramer, Bob Platz, Mike English and Dan Willenborg, City Administrator Mick Michel, Dyersville Police Department members: Police Chief Martin Botts, Captain Brent Schroeder, Sergeant, Mike Comer, officers Dan Recker, Brent Fox, Clayton Miller, Brian Wiskus, and Johanna Kuhlman and their representative, Dyersville Fire and Emergency Medical Services, Christine Corken, Dubuque County Attorney's Office, the Dubuque and Delaware County Sheriff's Offices and community members for their cooperation and assistance in this project. We were impressed with your candor, honesty, and willingness to express sincere opinions and perspective regarding our questions and discussion topics. Each person was instrumental in ensuring that this assessment could be conducted in a timely and productive manner. In addition we want to thank the city administration staff for their help in meeting arrangements, logistics and support during our on site visit. The staff was professional, helpful, and courteous.

Your support of this effort, to enhance the overall effectiveness of the Dyersville Police Department is greatly appreciated.

Role of the Consultant

When an *outside* organizational assessment is requested by a governmental entity to review the operations of a department, it is often the result of a problem(s), and/or concerns about the efficiency and/or effectiveness of a service or program. In our experience and profession, we have learned that these assessments are not always fully understood by sponsoring entities and that – within an entity itself – expectations of the consultant can vary dramatically.

The cornerstone of this assessment was a two-day visit to Dyersville which included interactions with approximately twenty (20) people including elected officials, appointed officials, police representatives, the business community, community members at large, and significant community stakeholders, and a review of all available documents pertaining to the operation of the police department. It is impossible to identify and assess all issues or propose recommendations for all facets of a community's police department in that time frame. Our commitment and obligation is to conduct the most thorough, honest and comprehensive assessment within the parameters of the contract.

This report contains findings and recommendations that identify areas needing improvement and/or areas where the current practice needs affirmation by the City Council and Dyersville community. The topics are in the report either because they were identified by participants as areas negatively affecting the overall performance of the department, or because, in the authors' opinions, they are issues that are inhibiting the department from being the professional and progressive police agency the residents of Dyersville expect and desire.

Our process was credible, our interviews legitimate and our recommendations were not predetermined. Even though we heard many different perspectives and were encouraged to consider diverse viewpoints, it is important to point out that we were not given an agenda (by anyone) to substantiate nor were we given a specific outcome to validate.

We believe we have captured the essence of the culture and internal workings of the Dyersville Police Department.

Introduction and Purpose

The City of Dyersville, consistent with local governments across Iowa, is challenged with increasing needs, reduced budgets, fiscal stress, and competing public policy demands. These factors, woven together, require local officials to ask tough questions, review past practices, and seek new and innovative ideas. Dyersville has a history of conducting departmental reviews; within the past few years organizational assessments have been undertaken in the parks and recreation department, planning and zoning, the library department and the annual financial audits are also a consistent and important practice.

In today's fiscally challenging environment, local officials must pursue a course that reviews long-standing traditions and practices by analyzing all aspects of their business to find needed efficiencies in services and effectiveness in programs. Furthermore it is common to look at those areas or departments that are the most visible and/or the most costly to operate. Police departments routinely fit into this category and the City, like many of its peers, has raised questions which are being reviewed and analyzed by independent professional advisors.

Organizational assessments are often driven by an event, a set of activities or unique circumstances. In the City of Dyersville, the following five items contributed to the timing of this study:

- Fiscal challenges within the 2011-2012 budget
- Health of the Police Chief
 - The Chief is on medical leave; at present he does not have command authority or day-to-day responsibility for the department. The Captain is currently the officer in charge of the department.
- Mixed and conflicting opinions of the department's effectiveness
- Role of the Police Chief within the structure of the department
- Pending collective bargaining negotiations

Springsted was retained to assist the City in this process. Stephany Good of Midwest Government Advisors and a professional law enforcement consultant was added to the team for her expertise and law enforcement credibility.

In working with the City Administrator and the Public Safety Committee the following objectives were determined: 1) Define the level and type of current police services, 2) Identify service alternatives, 3) Evaluate operational and staffing policies and practices, 4) Benchmark current practices with comparable entities where appropriate; and 5) Provide ideas to improve the overall cost and effectiveness of operations. The overall goal of the study is to provide an "opportunity to make the police department better." In order to accomplish that objective in a timely and strategic manner, and as the project moved ahead the objectives were modified and adjusted to fit the schedule, expectations and goals of the City.

Executive Summary

A community that is engaged in the future of their public safety organization is a tremendous asset, and through respectful inquiry will make the best decisions. As in any business or organization there are growing pains that accompany change. Some people may experience change as a negative thing, but in Dyersville change can mean multiple opportunities.

Several circumstances have evolved in Dyersville that now provide an opportunity to make some positive changes to the public safety organization and culture. Questions about the effectiveness of management, together with the lack of vision and direction require priority attention of the elected City leaders. The study was designed to provide city officials an objective assessment including an outside viewpoint on the public safety profession, a reflection on the present conditions, and ideas and suggestions for the future.

Major incidents such as home invasion burglaries, commercial robberies, stranger sexual assaults, officer involved shootings, school violence, or child abduction have the potential to change the feeling of safety and security that citizens of Dyersville have come to value. Thankfully, most of these types of incidents have largely skirted Dyersville, but could at some point in the future unexpectedly present themselves as they have in towns across the State and Country. The ability of a City to provide the leadership, training, equipment, and community support to determine an acceptable level of professional police services capable of handling many difficult and unforeseen situations is essential.

The police service provided by the officers in Dyersville is well regarded by the majority of citizens; however the officers seem to be holding things together by their collective good will. Individual officers all agree that they work well together, are committed to providing excellent law enforcement and are collectively eager for new, energetic and visionary leadership.

The Police Chief is a key leader in the community who is responsible for providing professional police services to the City. The Chief must ensure that the right people are hired and trained and that they are all moving in a direction that will accomplish the mission and goals of the community. Like in sports, the role is akin to a coach who sets a mission that is consistent with the desires of the stakeholders and accomplishes this by making policies, recruiting, and training team members, procuring equipment, and holding team members accountable.

Most often a coach does not have responsibilities for first line tasks. Many divergent demands have been placed on the police department without a police/community dialogue. The City of Dyersville has an opportunity to realign the mission and vision of the police department and set concrete, measureable goals that will ensure success. Without a mission and goals officers will be (expensive) security guards who fill shifts, make reports, and apply the law without clear, consistent and concise direction. The Police Chief will need to facilitate a community dialogue concerning the mission and goals and then focus on the business of leading and managing the team.

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Geographically, Dyersville is uniquely situated in two counties. It is somewhat of an isolated island for public safety response and back-up. People in Dyersville believe that if they dial 911, a qualified officer will come immediately and will do the right thing. If an incident requires additional back-up, the nearest Sheriff's deputy may be 25 minutes away. The City and Police Department need to determine the appropriate staffing to safely provide the services the citizens expect. There is an opportunity to ask what benefits Dyersville might have by developing a department that could not only provide services for Dyersville, but might increase revenue and back-up by potentially contracting services to the surrounding towns of New Vienna, Earlville, Farley, and Worthington. This may not be feasible now, but it may be worth just posing the question, "What if? What would this police department look like?"

In our professional viewpoint, in order to deliver services more efficiently, there is no longer room for the police department to be staffed around the clock by receptionist/dispatchers. A change in this area is painful, but the handwriting has been on the wall since the Dubuque 911 Center was established over ten years ago. We encourage the City to eliminate redundant services, and research and study the potential to increase the police staff by one full time officer position or add three part time officer positions and to consider adding a part-time Community Service Officer¹, or even an administrative clerical person in the police department to type complaints, handle scheduling and assist in compiling a new police policy and procedure manual. Now is the time to assess needs, reset priorities, and revisit traditional practices.

The report contains ten recommendations which represent the culmination of our review, analysis, and conclusions.

¹ A Community Service Officer (CSO) is generally a minimum wage position that supports police and city functions that enables police officers to spend more time on patrol. A CSO typically is a high school graduate who is interested in law enforcement. A job description could include animal complaint follow-up, delivering council packets, code enforcement, answering phones, running squads in for routine maintenance, taking counter reports, and even prisoner transport in some cases. This is an excellent opportunity for departments to mentor potential entry level police officers. We would recommend that the position be part time temporary and of a duration not to exceed two years.

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Top 10 Recommendations

The following recommendations are prioritized based on four primary values: 1) Public safety risk; 2 Policy relevance and strategic importance to the City of Dyersville; 3) Ability to operate a more efficient and effective police department; and 4) Enhance and strengthen the department (and City) workplace culture. These priorities are subject to discussion and further review.

The recommendations are identified by priority, goals (bolded) and outcomes, a brief description and a placeholder on time and cost considerations.

Priority	Goals and Outcomes	Brief Description	Cost
1	Improve Department Leadership Standards and Expectations <ul style="list-style-type: none">• Develop higher level of trust• Train existing or hire a new Chief of Police• Improve reputation to <i>best in the business</i>• Increase accountability	Resolve current Chief's status. Discuss accountability, chain of command, and performance expectations. Review salary range and market position of current pay and benefits. Review the Chief's position description; edit to ensure duties and responsibilities are agreed upon and up to date. If the Chief position is open, conduct a search. Develop procedures for complaints and concerns both internally and externally. Enhance internal police department communications -- both written and verbal.	Staff time – 3 – 6 months Ongoing
2	Identify Public Safety Goals: Mission, Vision, Strategic Plan <ul style="list-style-type: none">• Create a process for community input• Review annually• Create set of metrics• Periodic 3rd party evaluation/audit	Create a facilitated forum for community, council members, and staff to develop a strategic plan. Prepare a mission/vision statement. Excellent communication tool as well as strategic planning outcome. Ensure everyone is working on the same priorities and moving in the same direction. Review practices and strategies of peer cities.	Staff time: 10 hours planning with 3 hours initial meeting time; include a yearly follow-up of 2 hours meeting time (Facilitator could be pro bono)

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3	<p>Create Police Department Standard Operating Procedures (SOP) Manual</p> <ul style="list-style-type: none"> • Best practices in law enforcement • Efficient training • Avoids liability 	<p>Current SOP is outdated and not relevant. Research best practices and policies for all law enforcement operations; create inclusive process that involves police, fire, and EMS. Write down existing policies and practices. Publish an electronic policy manual. Determine priorities for resource allocation and policy implementation.</p>	<p>Staff time – up to six months</p>
4	<p>Consider a New Staffing Plan for Police Officers</p> <ul style="list-style-type: none"> • Restructure and reprioritize • Schedule options <p>Consider a New Staffing Plan for Dispatchers</p> <ul style="list-style-type: none"> • Restructure and reprioritize • Cost savings • Efficiency 	<p>Research and study the potential to increase the police staff by one full time officer position or add three part time positions, to fill and augment shifts. Consider 12-hour shifts. Consider adding a part time Community Service Officer.</p> <p>Restructure current dispatch service. Restructure to Administrative Assistant/Clerical FTE. Incorporate Dyersville communications requirements with Dubuque County 911.</p>	<p>\$\$ discussion required</p> <p>Partial salary/benefit savings</p>
5	<p>Enhance Communication Between the Police Department and Community</p> <ul style="list-style-type: none"> • Public education • Acceptance of new service models • City wide priority • Participate in community groups 	<p>Program police department phone to be answered by County Dispatch after hours. Install police department lobby phone to go directly to County Dispatch. Administrative Assistant/ Clerical to answer telephone during the day.</p> <p>Utilize web site more effectively. Create a “hot button” for public safety notices, school or road closings, emergencies, etc. Create a periodic newsletter and disseminate via e-mail; include submission to the Commercial. Create new reporting tools to City Council. Move beyond providing only historical statistical information.</p>	<p>Phone – installation, training and programming</p>

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6	<p>Update and Develop Mutual Aid Agreements</p> <ul style="list-style-type: none"> • Create efficiencies and share resources • Enhance services • Community understanding of mutual aid services • Improve public safety 	<p>Identify existing agreements. Work with the neighboring jurisdictions, including the Dubuque and Delaware County Sheriff Departments to develop new mutual aid agreements for services. Prepare, update, and modify to address current conditions, citizen expectations and the agencies capacity for sharing resources and responding to calls and emergencies.</p>	Staff time
7	<p>Implement a Formal Training Program</p> <ul style="list-style-type: none"> • Efficient operations • Ensure maximum value of time and resources spent • Improve staff morale • Increase officer skills • Enhance citizen safety 	<p>All members of the police department discuss and train regularly on the Standard Operating Procedures (SOP).</p> <p>Create training and development plans for each member of the department.</p> <p>Participate in training offered by state, county, and other local agencies that offer training that is relevant to the department.</p> <p>Purchase rifles and train all officers (rifles are now the industry standard for active shooter response).</p>	<p>Staff time and shift coverage for up to one week per officer per year – training budget</p> <p>\$\$</p>
8	<p>Organize Property and Evidence Storage Space</p> <ul style="list-style-type: none"> • Efficiency • Avoids liability • Court validity 	<p>Review policies, ordinances, and practices to include disposal of property. Audit the police property room. Determine process to dispose of found, forfeited, abandoned and seized items.</p>	Staff time
9	<p>Build a Positive Labor – Management Relations Culture</p> <ul style="list-style-type: none"> • Prevents problems • Will benefit all • Equitable treatment 	<p>Ensure that a positive labor-management culture develops. Along with negotiating the contract, consider forming a labor-management communications team to work on strengthening communication and dealing with non-contract issues in a neutral environment. Contact peers and other cities to find what current models exist that may be replicated.</p>	Staff time

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10	<p>Evaluate Facilities and Police Department Equipment</p> <ul style="list-style-type: none"> • Pride and Professionalism • Perception issue • Respect 	<p>Evaluate and develop a facilities and space plan. Improve offices, meeting spaces. Secure prisoner transport and booking area.</p> <p>Audit police department equipment; create a replacement schedule, include items in budget: i.e., Mobile Cop, records management system, in-squad computers, software, licensing, and office workstations.</p>	<p>\$\$</p> <p>\$\$</p>
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Process and Methodology

The study began with a conference call between the consultant, City Administrator and the Public Safety Committee. The agenda for the call was to discuss the study details, review the scope of the analysis and to develop a preliminary schedule and timeframe.

Standardized interview questions for all participants were developed by the consultant in cooperation with the City Administrator and were presented in a confidential and open-ended format. Interviews were conducted with representatives of the police department, Mayor, City Council, administrative city officials, neighboring law enforcement agencies, Emergency Medical Services, the Dyersville Fire Department, and a representative of Teamsters Local 120. In addition, six (6) members of the community were interviewed. Each person was selected individually by the members of the City Council and Mayor. Responses were collated and used as a foundation for the findings and recommendations within the report. A copy of both sets of the interview questions can be found in Appendix II

Internal documents from the City of Dyersville including City Personnel Policy, Police Department Schedule, 2011 City Budget, 2008, 2009, 2010 Police Activity Reports, Rules and Regulations of the Police Department (undated), Dyersville Crime Statistics, police chief contract, police chief job description, proposed Collective Bargaining Agreement, mutual aid call-out log, city website, were carefully reviewed and examined.

External documents were examined and included Code of Iowa; Use of Force, Manner of Making Arrest, Safekeeping and Disposition of Seized Property Fair Labor Standards Act Application, Iowa Missing Persons Clearinghouse, Sample Police Policies from City of Dubuque, Lexipol, and Iowa Administrative Code (IAC).

On March 16 a conference call was held with the available members of the Public Safety Committee and the major policy recommendations were reviewed and discussed in great depth. Upon the outcome of the conference call, a report was prepared and sent to the City Administrator for review and comment. Upon receipt of the city comments a revised report was prepared.

To ensure a complete and thorough process and to validate the findings and recommendations, telephone interviews were held with Police Chief Martin Botts and all police officers. Information from these interviews was used to support and revise, as necessary, the findings and recommendations.

A copy of the final report was sent to the City on Friday, April 15. A presentation on the report is pending.

General Overview

Strengths

The perception of the community is that Dyersville residents are well served by the police officers. This perception is universal even with those that disagree on other policy and police matters. The police are visible and responsive to calls and have a commitment to small community policing. The officers take pride in their work and are committed to public safety.

To a person, the Dyersville community is perceived to be *safe and secure*. Crime rates are generally low and citizens acknowledge the fact that their City is a safe place to live, work and play. This is proven true by an analysis of the crime statistics and by affirmation of the citizens and city officials. There are very few part one and part two crimes in Dyersville². Proactive law enforcement efforts and problem solving on quality of life concerns are informally handled through individual initiative.

The department personnel are genuinely liked and respected. The common perception is that the department is working well and has the best interests of the citizens in mind. Examples used to substantiate this point included community events, school activities and patrol. Although individual opinions varied on certain individuals, especially the top police leadership, overall the department received good marks from the city officials and citizens we interviewed.

In an obvious paradox, the overall perception of the police department is, at times, at odds with and inconsistent with some of the findings and recommendations below. It is our belief that this scenario is a function of what is commonly perceived to be an *internal versus external* phenomenon. This is similar to having a nice façade to the exterior of your home, but having cracks or breaks within the foundation that without proper attention will cause harm or more complicated problems. This means, in effect, that the issues and problems of the department are largely internally driven and not externally or community focused. Thus, our conclusion is that if the internal issues are addressed and resolved, it only follows that the existing external perception will be strengthened and further enhanced.

Challenges and Opportunities

The most important area of need within the department is the need to strengthen the role, reputation, and expectations of the Police Chief position. Presently the incumbent in this position (whether deserved or not) is a lightning rod of opinions, debate, and concern. All of the individuals we interviewed had an opinion about the Chief, his role, his performance and his impact on the community. There is no doubt that the Chief has created an operating culture and set of working conditions that are the subject of much disagreement and anxiety, both internal to the department and external in the community.

² See Appendix V: Part 1 and Part 2 Crimes are definitions found in Uniform Crime Reporting:
http://www2.fbi.gov/ucr/cius_04/appendices/appendix_02.html

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The department lacks clear direction and operates almost exclusively on a day-to-day basis. This results in conflict and disagreements over mission and strategy – we heard this loud and clear in our interviews. Furthermore, the department presently lacks any formal standard operating policies and procedures. These are very important operating rules that need time and attention as soon as possible. Other internal needs include a formalized and developed training plan, and a review of existing facilities, space and equipment, including evidence storage.

Mutual aid and the responsiveness of the department generate much discussion and disagreement amongst the interviewees. Differences of opinion and understanding exist about the role of the department outside the city limits of Dyersville. A mutual aid policy is an important need and a goal to strengthen relations with other law enforcement agencies and this should be a high priority.

Furthermore, there is some question among outside agencies about the consistency and quality of follow-up law enforcement efforts in reporting, investigation, arrest, and charging procedures. These questions should be addressed specifically with the mutual aid and collaborative discussions with other agencies, including the Dubuque and Delaware County Sheriff's personnel and the County Attorneys' Offices. The relationship between the Dyersville Police Chief and the neighboring sheriffs' offices is strained, although the police officers and deputies work well together.

There are no formal existing agreements with the Delaware and Dubuque Sheriffs' Investigative Teams on response to major case investigations. Because of the infrequency of serious crimes, there is no current need for a full time investigator. Sheriffs' investigators have more experience and training in major case investigations and indicate they are willing to involve the Dyersville officers as much as possible in order to expand the training and resources of the Dyersville Police Department. County investigators depend on timely notification of serious incidents (including reports of missing children) which require follow-up investigation and continued cooperation from the Dyersville officers. Dyersville officers follow up on routine property crimes, and non-felony assaults, and should take advantage of opportunities to improve the quality of their reports and complaints.

A few items of note, however, there is no case-tracking program, and from our interviews the consensus was that complainants do not typically know what happened to their report. In addition, for repeat calls to the same location, there appears to be no formal follow-up or proactive approach to permanently address the underlying issues. A case-tracking program for Dyersville would prove a worthy investment, so the police department can identify patterns and problem areas, and provide proactive enforcement efforts. Call backs to citizens even on routine reports to ask if there is additional information and to inform the person of the status, even if nothing has changed, would be welcome by most reporting persons.

Recommendations

The balance of the report contains information on specific study topics. Included is a list of 10 recommendations for the police department. Although distinct and unique in their own right, it is important to point out that each are interconnected and interrelated. City officials are encouraged to review them individually, but also discuss them in total. Each topic is described by a format consisting of a brief description of the issue along with a synopsis of findings and recommendations. The philosophy of the consulting team – for efficiency and reporting purposes – is to present the information in summary format.

Recommendation #1: Improve Department Leadership Standards and Expectations

The Police Chief position within the Police Department must be a unifying force. He/she must represent the best interests of the community and be responsive to the citizens. He/she must be respectful to staff, set the direction for the department, and provide effective leadership on a day-to-day basis. The citizens and business people and the men and women in the Dyersville Police Department as well as other public safety entities expect professional police leadership that is accountable, competent, and approachable. Nearly all of the people we interviewed – including the police officers – did not believe that the current police chief was providing leadership at a level they would expect. The Police Chief must ensure that police officers treat people right by consistent and fair application of the law, are well trained and have the equipment and resources they need to be effective. Beyond that, a police chief must determine the current and future public safety needs of the community and seek ways to provide it in a fiscally responsible manner.³

Findings⁴

- The relationship between the current police chief, the members of the police department, the community, and the larger public safety community is eroded.
- The officers have lost confidence in the ability of the Chief to lead the department.
- The officers believe that morale and teamwork within the department has improved since the Chief began his medical leave.
- There is a need to improve and enhance the performance review process for the officers.

³ A list of qualities most desired in the Police Chief position was identified by interviewees. A summary of them can be found in Appendix III.

⁴ It should be noted that we did not investigate the comments that were received from the persons we interviewed. Although several people said the chief was a ‘nice guy’, no one we interviewed said the chief was doing the job they expected of him. People reported many different opinions about the Chief. We did interview the Police Chief and overall his perspective differed greatly from the conclusions we came to based on the interviews we had with city leaders, police officers, and community members.

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Recommendations

- Resolve current Chief's status.
- Discuss accountability, chain of command, and performance expectations.
- Review chief's position description; edit to ensure duties and responsibilities are agreed upon and up to date.
- Follow appropriate procedures to ensure leadership in the police department adheres to new expectations and standards of behavior.
- If a new chief is needed, involve the Police Department, the community, Fire, EMS and public safety partners (outside law enforcement) in selection and hiring process.
- City processes should require a thorough background on next police chief as well as all new police hires. A background report should be reviewed by Council for the chief and Public Safety Committee on all new hires. (Ascertain that criminal history checks on all police employees contain no felony convictions.)
- Ensure that the Police Chief repairs frayed relationships with other public safety entities – (State Highway Patrol, EMS, Sheriff's Office, etc.) and determine other opportunities that have not been identified as part of this report.
- Ensure that the Police Chief achieves goals for both himself and the men and women on the police department. This includes open and honest communication, regular planning, and training meetings with staff, thorough update of standard operating procedures, conducting performance reviews, equipment procurement and implementation, establishing a community presence, development of procedures for complaints and concerns both internally and externally, etc.
- Ensure that the Police Chief actively communicates with the public through media, website, in person, civic organizations, schools, and businesses.
- Follow-up with yearly goals and annual performance evaluations.
- Some people said the Police Chief should be working shifts. If all of the department policies, equipment, training, records management system (RMS), position descriptions, budget and city policies were up to date, it might be possible to have the chief of police take a regular or emergency patrol shift, however this is not possible at this time due to the heavy administrative work load required to realign the department and provide adequate supervision. Have the chief respond to high priority calls whenever possible, but having the chief drive around randomly on patrol is probably not a good use of resources. Reserve the chief for backing up officers on an emergency basis.
- Ensure that the Police Chief manages projects including: scheduling, Computer Aided Dispatch (CAD), RMS, Standard Operating Procedures (SOP), training, facilities, equipment and procurement, property and evidence, position descriptions, performance evaluations, field training, preparing for and attending City Council meetings, special events such as (RAGBRAI), and set benchmarks for progress in the above areas.

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Recommendation #2: Identify Public Safety Goals: Mission, Vision, Strategic Plan

While most members of the community agree that the police department is 'doing a good job,' there is no agreement on what that means. The lack of current policy, common mission, vision, and department goals has created disparity in the level and quality of service provided to the community. Expectations within the community vary dramatically as to expected roles, law enforcement priorities and policing strategies. There is no apparent process for discussing or documenting the course of action when repeated issues are not resolved. New emphasis and direction is necessary in the police department to lead the community and the police department in determining and agreeing upon a mission, vision, and values in cooperation with the elected officials and the community.

Findings

- Members of the police department and the community have not formally discussed or agreed upon a mission/vision for the police department.
- Members of the police department are seeking unifying goals and a clear direction for the department.
- There are no clear and unified goals for the department.
- There is an absence of key policies with regard to level of service, how service is to be provided and how service is to comply with state, local and county laws and statutes.
- The level of service in the police department may be directed by the Mayor, individual council members, or general community sentiment, but it is nearly always in response to a problem, and has not been proactive.
- Patrol strategies and level of enforcement are determined by the individual officer.

Recommendations

- Involve the members of the police department and the community in determining a mission for the police department.
- Institute a formal planning process between the police department and community, meet yearly, set goals, and review annually.
- Periodically involve an independent party to assist in evaluating/auditing the planning and strategy tools used by the department.

Recommendation #3: Create Police Department Standard Operating Procedures (SOP) Manual

Policy manuals are valuable tools for law enforcement agencies – they serve as a guide and framework for all police activities. A policy manual contains standard operating procedures (SOP) which are general orders that direct the work of the police department. These policies are formal communications that set parameters for conduct, equipment use, incident protocol, police response, and compliance with federal, state, and local statutes and ordinances. They provide a written guide for officers and are a basic tool for accountability. Without policies, training, and review of policies, services are applied inconsistently. A process to ensure understanding of policy will decrease the latitude in the use of discretion, help prevent misuse of discretion, and help aid in accountability.

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Findings

- Police officers are not aware of a current operational policy manual for the Police Department.
- There is an apparently old paper copy of Rules and Regulations in the police department, but it is not dated, regularly updated, or distributed.
- Police officers do not have a written guide to standard operating procedures.
- The policy manual is not integrated into a field-training program.
- An effective manual with enforced procedures can enhance officer training and serve to reduce department liability.

Recommendations

- The Public Safety Committee should meet and determine a process for compiling and completing Standard Operating Procedures in a written policy manual. It should be available electronically to every officer at all times.
- The police officers should be involved in the process of writing department policies and establishing a periodic review process. Communication of the policies should be ensured. The policy manual should not serve as a contract for employment.⁵
- Implement policies by a written receipt of understanding by every officer.

Recommendation #4A: Consider a New Staffing Plan for Police Officers

The number of police officers required by a city depends on what services the city values and the strategic goals it wants to achieve. For example, if accidents are caused by drunk drivers and the City wants to reduce accidents through Operating While Intoxicated (OWI) enforcement, it must take into consideration that the average OWI arrest takes an officer off the street for about four hours. If petty thefts and vandalisms are being done by high school age kids, the City may want to contemplate adding a School Resource Officer to be shared by the school and police department. Although formulas and standards are often applied or used to guide staffing of law enforcement within a community, in our opinion it is (and should be) a value-laden community based decision based on level of services desired.

Findings

- The police department relies on six officers to cover shifts on a 24-hour basis.
- There has not been adequate back-up for incidents which require more than one officer. The police department has tried to staff two officers from Tuesday night through Saturday night, but if one person is sick, the second officer is moved and the shift is covered with one person.
- All full-time police officers do not live within the city limits, and the calls requiring more than one person went to the chief or the captain. The chief became ill and the captain then began getting all calls for which additional officers were needed.

⁵ A list of policies which are high priorities are included in Appendix IV.

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- The police officers are assigned their shifts less than two weeks in advance. Many officers end up working the same shifts and do not feel they get adequate time off on weekends and/or evenings.
- The schedule has proven to be difficult at best when one person is sick, in training or on vacation.
- The officers would like to have more flexibility in their scheduling.

Recommendations

- Research and study potential to increase the police staff by one full time officer or consider adding three part time officers to augment shifts. Seek experienced officers from the State Patrol, or other agencies.
- Consider adding a part time Community Service Officer to manage animal complaints, code enforcement, additional services, special events, and support for the police department.
- Add a volunteer Reserve Officer Unit for special events, traffic management, and emergency assistance.
- Develop a shift schedule that is posted as far in advance as possible.
- Consider a combination of 12 hour shifts/8 hour shifts to maximize coverage, minimize overlap.

Recommendation #4B: Consider a New Staffing Plan for Dispatchers

The future of the dispatch service within the police department has divided some members of the community and Council. Results of the interviews suggest that opinions differ on the value of the service. The case to keep the service in its present form is largely emotional and historical. There is a reliance and routine (comfort level) with the present system. The case to change the service is driven by financial challenges, update old practices, and institute new technologies.

Findings

- Calls that are answered at the police department office include requests from citizens for weather updates, school closings, directions, requests for service, etc. All of these calls could be handled by a daytime receptionist and increased use of the city website. There are few ancillary duties such as typing, filing, or other police administrative duties. There is considerable down time and no one attests to the current structure as optimal as it relates to efficiency of operations and effectiveness of personnel.
- Dubuque County 911 Center offers a dispatch service which can handle calls for police service in Dyersville.

Recommendations

- Create a set of decision points that will help drive the Council's policy discussion. These should include, among others:
 - a. Future services need to be enhanced and improved (regardless of option)
 - b. Future services need to be more efficient, ultimately less costly in the long term

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- c. Future role of police officers needs to be streamlined and improved
- d. Long term cost savings should be realized
- Create administrative support staff position for daytime phones, counter reports, and routine reports over the phone. In addition this position can type, file, organize, submit mandated state reports (use of force, discharge of firearm, etc.), assist chief to identify, write and manage grants, assist in scheduling, and assist in compiling a policy manual and maintaining it electronically. Computer skills and continued training on computer software should be required for this position.
- Advise local businesses that they will have to make a decision about using a private alarm service.
- Appoint a project manager from the Police Department to research, procure, implement, train officers on Mobile Cop and new Records Management System (RMS). Establish policies for mobile computer use. Officers will be required to attend Iowa Law Enforcement Association (ILEA) instruction and certification and will then be able to run National Crime Information Center (NCIC) and driver's license checks in their vehicles.

Recommendation #5: Enhance Communication between the Police Department and Community

The support for the police department is strong among community members; however there is little opportunity for community members to interact with individual officers. The police department communicates largely through the City Council, but there isn't agreement on how this is to be done.

The community has an expectation for the Police Chief and department members to interact as a "small town" police department. Several people were interested in knowing their officers and being acknowledged by officers in return. They would like to see the chief and officers stopping to have non-enforcement/police related contact and building relationships with citizens; they expect to see police around the schools and involved in community activities.

Findings

- The community has relied on calling the Police Department phone number and speaking with a dispatcher as a primary method of communication with the Police Department.
- All full-time officers do not live in Dyersville and are not personally acquainted with citizens.
- The officers want to have a strong connection with the citizens.

Recommendations

- Agree on how to handle internal complaints and concerns of the employees. Establish clear chain of command from the police department to the Public Safety Committee and/or City Council.
- Retain the current department phone number as an administrative phone number during business hours. Program the phone to alert callers to call 911 after business hours.

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- Install a phone inside the police department lobby⁶ that is answered by the 911 Center which may dispatch a Dyersville police officer if necessary.
- Department should utilize the web site more effectively to provide information to the public.
- Create new reporting tools to City Council.
- Officers, especially the chief should participate in community groups.
- Seek ways to reestablish relationships with the schools.
- Police Department to provide public education on public safety issues; create a periodic newsletter and disseminate by e-mail; submit articles of public interest (beyond the crime report) to the Commercial.
- Some departments initiate a “Citizens Academy” which serves as an excellent community education and communication tool.

Recommendation #6: Update and Develop Mutual Aid Agreements

Community members clearly have differences of opinion about what role the Police Department should play in responding to calls and emergencies outside of the City’s boundaries. There is a feeling that the time spent in Dyersville by County deputies is not *quid pro quo*. The police officers generally notify a back-up officer (if available) or the County when they leave the city limits.

Findings

- Sheriff Vrotsos said “We are more than willing to work with Dyersville on all aspects of law enforcement.” The Dubuque County Sheriff’s office responds to all critical incidents and major case investigations when requested by Dyersville.
- Dyersville Dispatch receives calls for service from residents outside the city limits.
- Response to calls for service in the County is not regularly reviewed by Dyersville and the Sheriff’s Office (both Dubuque and Delaware).
- The Dyersville police are sometimes the closest available officers to respond to requests for assistance outside of the City of Dyersville.

Recommendations

- Relationships between top law enforcement officials must improve.
- Mutual aid agreements must be discussed, clarified, and if possible expanded.
- Actual mutual aid and time out of the city will be more easily tracked with the proposed CAD – mobile.
- Mutual aid policy should not be determined by individual police officers – it should be determined at the local and county level through dialogue and agreements facilitated by the Public Safety Committee.

⁶ Several comments were made that people want the main door to the police department to be open around the clock for people who come in with emergencies. Other departments who value this option have installed red lobby phones whereby a person can contact dispatch 911 by picking up the receiver, and the on-duty car may be dispatched.

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- Design a process by which mutual aid is consistently reviewed by Dyersville and the Sheriff's Office (both Dubuque and Delaware).

Recommendation #7: Implement a Formal Training Program

Although the community believes that the police are effective, The County Attorney's Office and the Sheriff's offices in both Dubuque and Delaware expressed concerns over the quality of investigations in Dyersville. There is some concern about the level of training for the newer Dyersville police officers with regard to such basic skills as report writing. There is also a concern about the level of training for the investigation of crime and the preparation of warrants, complaints, and court testimony.

Training plans for police officers should be based on the mission and the goals of the police department. Understanding the level of services should drive the training in the department. Annual training and development plans for the officers and chief should be done in conjunction with the employee's supervisor. People expect that police officers are capable of handling all types of crime. (For example, if the Dyersville Police Department is the only entity that is in physical proximity to respond to active shooter calls, the officers should be trained and equipped to do so. If a common problem police respond to is barking dog calls, expertise can be developed by training on animal complaints.)

Findings

- Officer training and staff development is not driven through long and short-term goal setting.
- Officers are seeking a more organized, formal and professional development training program.
- The Dubuque Sheriff's Office and the County Attorney's Office offer free training, but it is seldom attended by Dyersville officers.
- There are questions about protocol and responsibilities of police at accident scenes and medicals. Police and EMS do not train together or conduct post event debriefings.
- Agencies outside of Dyersville report that the quality of police response and reporting, information sharing and investigations should be improved through training.

Recommendations

- As policies are adopted, ensure that all police are trained on them, and that each officer (including the chief) signs off on them. Policies should be available to the officers electronically, and officers should be notified of updates in writing. Signed receipts of policies should be retained.
- At the time dispatch is restructured, position descriptions for administrative staff position(s) should include training on new and existing software systems (CAD/RMS).
- At the time dispatch is restructured, ensure administrative staff continues training and certification for running state and local records checks (NCIC).
- Questions about whether officers should direct traffic or investigate accidents can be addressed through training with Fire and EMS.

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- Increase the level of training for the Dyersville officers through an organized accepted field-training program.
- Increase the level of training for the Dyersville officers by participating in training with Dubuque County Sheriff and County Attorney.

Recommendation #8: Organize Property and Evidence Storage Space

Issues with property retention, evidence handling, and property disposal cause liability issues for cities and police departments in terms of civil litigation, but may also compromise criminal convictions. Property and evidence must be safely secured and accurately tracked in order to maintain a chain of evidence. Provisions for items which are too large for the property room must also be made. Careful records of disposal of contraband must be retained. Procedures for handling evidence should be developed by the police department. Procedures for the disposal of property should be set forth by city ordinance. At no time should the chief, the police department or individual officers keep items that have been abandoned, found, forfeited, seized, donated, or otherwise obtained without implicit approval by the City Council.

Findings

- The storage space for property is an unventilated locker in the middle of the police administrative area.
- The property room is accessed by an electronic combination lock that does not have the capacity to retain dated records of entry by individuals.
- It appears difficult for officers to adequately secure seized property.
- It is unknown when the last audit of the property contained in the room was made.
- It is unknown if the property room can safely retain items that corrode or rust (i.e. firearms).

Recommendations

- Determine best practices in property and evidence.
- Develop internal policies and procedures for property and evidence.
- The police officers should have access to property lockers where they can confidently control the chain of evidence.
- All property items should be associated with a case report number and logged in and out of the property room.
- An officer other than the chief should serve as the property officer with appropriate oversight by a supervisor.
- City ordinance is needed to establish how the police department should dispose of property and evidence, including used police vehicles.

Recommendation #9: Build a Positive Labor-Management Relations Culture

When evaluating an operation or a department it is important to make an assessment of the workplace culture. This is defined by such things as internal stress levels, morale, levels of communication, and other behavioral characteristics exhibited by top leaders and the staff. A strong workplace culture sustains positive morale, builds teamwork, camaraderie, and serves to

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create a good working environment. On the contrary, a negative workplace culture, is a seed for discontent, poor morale, greater turnover, and serves to create a negative working environment. If the workplace culture issues are not addressed, they will become evident in the external relations with the community and impact the perception of the department and ultimately the service provided to the residents.

Findings

- The workplace culture has been declining and has become a serious problem within the department most notably over the past 12 months.
- The culture is improving since the day-to-day operations have been lead by Captain Schroeder.
- Turnover rates have declined and the staff compliment has stabilized over the past year.
- The Chief's management style is a leading cause of concern among the officers.
- There are no staff meetings or formal communication procedures.
- The officers and dispatchers have approached a labor union to represent them in their employment with the City.

Recommendations

- Strengthening the overall workplace culture needs to be a focus of top leadership.
- More regular communication with the City Administration staff and members of the City Council is encouraged.
- Develop new standards for workplace behaviors from the top leaders within the department.
- Share information with the Mayor and Council about policies, strategies, long term goals and objectives – this is equally important regarding crime rates, statistics, and general operating information.
- Develop a ride-a-long program with elected officials and police officers.

Recommendation #10: Evaluate Facilities and Police Department Equipment

The police department should provide a clean and efficient workspace which imparts a sense of pride, discipline, and professionalism. The police department facility should provide safety for officers and citizens including persons in custody. The facility should provide for confidential and safe meeting space for visitors and persons reporting crimes or concerns. It should provide adequate workspace including lighting, ventilation, security, and storage. It should provide space for the daily operations of the police department and space for training. It should provide a locker room for male and female officers and a non-public restroom. A modern police facility may serve to increase the numbers of persons interested in employment with the City.

Findings

- Prisoners are walked in through the main entrance to the City Hall and into the police department. Not only is this common area shared by city employees, but with community members who frequent the dance studio above.

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- There is no secure entry or sally port attached to the booking area. Officers have no separation between themselves and a prisoner.
- There is no police garage. All of the department vehicles are parked in front of the police department. It is easy for people to know whether the officers are out on patrol or not.

Recommendations

- A facility study is needed in order to maximize space, facilitate communication within the police department, and to provide a professional atmosphere for police department to operate.
- Audit police department equipment; create a replacement schedule, include items in budget: i.e. Mobile Cop, RMS, in-squad computers, software, licensing and workstations
- Fleet Management: Patrol to research best practices in squad selection and replacement schedule and make written recommendations to police chief for inclusion in the budget. (Include type of police vehicles, optimum mileage before replacement, and management of the sale and outfitting of the vehicles.)
- Seek creative funding options for possible reserve or community service officer vehicle (i.e. OWI forfeiture, emergency preparedness grant, etc.)
- Police Department to research costs associated with the purchase of rifles, ammunition, and training; present for discussion and approval to city, and seek creative funding if approved.
- Maintain a minimum of four police vehicles. Clarify Police Department rationale for two unmarked squads.

Conclusion

The City of Dyersville should be applauded for its initiative and effort to evaluate the police department during what is clearly a trying and stressful time. City leaders recognize that there are opportunities to enhance and improve the performance, reputation, and vision of the department.

The immediate challenge for the City is to discuss and debate the merits and value of the recommendations within this report. Once that is concluded, then the actions to implement and move forward must be pursued with commitment.

Above all else, it is the perspective of the study authors that the most important step is to develop existing leadership or hire new leadership at the top of the department. The position of and role of the Police Chief is the most important consideration for the City in the immediate future. If the Police Chief is trained and/or hired correctly, the vast majority of these recommendations and improvements – with the support of the City and Dyersville community – will begin to take place naturally in due time and in due course.

Appendix I: Interviews

The following individuals were interviewed during the course of the study.

- Judy Boge, Head of the Ambulance Crew
- Martin Botts, Police Chief
- Merlin Clemen, Fire Chief
- Mike Comer, Sergeant
- Christine Corken, Dubuque County Attorney's Office
- Scott Crabill, Captain City of Dubuque Police Department
- Terry Drees, Citizen
- Tom Dunkel, Dispatcher
- Mike English, Council Member
- Molly Evers, Council Member
- Eugene Fangman, Police Chief, City of Asbury
- Brent Fox, Officer
- Jim Heavens, Mayor
- Bill Heitzman, Citizen
- Mike Huberty, Citizen
- Chuck Kerker, Citizen
- Robert (Gar) Kramer, Council Member
- Johanna Kuhlman, Officer
- John LeClere, Delaware County Sheriff
- Mick Michel, City Administrator
- Clayton Miller, Officer
- Mark Murphy, 911 Center Manager, City of Dubuque
- Bob Platz, Council Member
- Dan Recker, Officer
- John Rosenthal, Teamsters 120
- Brent Schroeder, Police Captain
- Todd Steffen, Citizen
- Don Vrotsos, Dubuque County Sheriff
- Tony Wagner, Citizen
- Dan Willenborg, Council Member
- Brian Wiskus, Officer

Appendix II: Interview Questions

**City of Dyersville, Iowa
For Police Officers and Dispatchers
February 2011**

1. Introduction and general background of study.
2. What do you like best about working for the department and City of Dyersville?
3. What are the top three to five things the community expects from their police department? What has the department done to ensure that these expectations are met?
4. What are your concerns or top three to five issues within the department? (What keeps you up at night, if anything?)
5. In your opinion what are the main goals of the department? Describe what you currently do to help the department achieve its goals?
6. In your opinion what should the department continue, stop or start doing?
7. Do you believe the department is structured and organized optimally?
8. From a workplace perspective:
 - a. How would you describe the communication within the department?
 - b. How would you describe the levels of stress in the department?
9. Where will the department be in five years? What programs, services and functions of the department might be different in 2015, if anything?
10. In challenging financial times, communities are turning to neighbors and other governments to streamline and share services; in your mind, what opportunities might be out there for the department?
11. Is there anything you'd like to share that we haven't covered?

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City of Dyersville, Iowa For all City Officials and Citizens other than Police Officers and Dispatchers February 2011

1. Introduction and general background of study.
2. What are the top three to five things the community expects from their police department? What has the department done within the past year to ensure that these expectations are met?
3. What are your top three to five issues within the department?
4. How would you define community policing and is this a priority in the department? Why or why not?
5. What is the perception of the department with your friends and neighbors? Probe the answer.
6. In your opinion what should the department continue, stop or start doing?
7. Do you believe the department is structured and organized optimally?
8. Where will the department be in five years? What programs, services and functions of the department might be different in 2015, if anything?
9. In challenging financial times, communities are turning to neighbors and other governments to streamline and share services; in your mind, what opportunities might be out there for the department?
10. Is there anything you'd like to share that we have not covered?

Appendix III: Desirable Qualities for a Police Chief

Identified during Field Work, February 16-17, 2011 and in the Police Officer interviews. Qualities of Police Chief are listed in no particular order.

- Involved in community
- Friendly
- Visible
- Competent
- Knows small town police work
- Leader
- Integrity
- Honesty
- Open to new ideas
- Multi-dimensional
- Respectful
- People person
- Fair
- Visionary
- Futuristic
- Collaborative
- Gets along with other departments
- Professional
- Common Sense
- Mentors young officers
- Open door policy
- Trusting
- Hands on Leader

Appendix IV: Suggested Policies

Policies and SOPs may be researched by collecting format and content from International Association of Chiefs of Police (IACP), Lexipol website, Dubuque City Police Department – it uses CLEA for Policies and General Orders – some of which may serve as a go-by for Dyersville.

Dubuque County Sheriff's Office last updated their policy manual in 2007. They are in the process of updating it for 2011 – a review of the Sheriff's policies might be helpful to the department in terms of cooperation, coordination, and consistency.

It might be helpful to write, organize and color code in order of (1) High risk, high frequency non-discretionary time tasks, (2) High risk, low frequency non-discretionary time tasks, (3) High risk, moderate frequency, discretionary time tasks, (4) Low risk, high frequency non-discretionary time tasks, and (5) Low risk, low frequency, discretionary time tasks.

Some high priority policies which are of high risk to the city in terms of safety and have criminal and/or legal implications include:

1. Use of Deadly Force
2. Use of Force (force continuum)
3. Pursuit Policy
4. Weapons
5. Child Abduction (Amber Alert)
6. Active Shooter Response
7. Officer Misconduct Complaints
8. Warrantless Entry
9. Property & Evidence
10. Missing Persons
11. Death Investigations
12. Barricaded Subjects
13. Crisis Response (Mental Illness)
14. Operating While Intoxicated
15. Arrests & Detention
16. Search and Seizure
17. Major Case Investigations
18. Training

Appendix V: Part I and Part II Crimes

Department of Justice, FBI, Uniform Crime Reporting

Uniform Crime Reporting (UCR) Program divides offenses into two groups, Part I and Part II crimes. Each month, contributing agencies submit information on the number of Part I offenses known to law enforcement; those offenses cleared by arrest or exceptional means; and the age, sex, and race of persons arrested for each of the offenses. Contributors provide only arrest data for Part II offenses.

The UCR Program collects data about **Part I** offenses in order to measure the level and scope of crime occurring throughout the Nation. The Program's founders chose these offenses because they are serious crimes, they occur with regularity in all areas of the country, and they are likely to be reported to police. The **Part I** offenses are:

Criminal homicide —a.) Murder and non-negligent manslaughter: the willful (non-negligent) killing of one human being by another. Deaths caused by negligence, attempts to kill, assaults to kill, suicides, and accidental deaths are excluded. The Program classifies justifiable homicides separately and limits the definition to: (1) the killing of a felon by a law enforcement officer in the line of duty; or (2) the killing of a felon, during the commission of a felony, by a private citizen. b.) Manslaughter by negligence: the killing of another person through gross negligence. Traffic fatalities are excluded.

Forcible rape —The carnal knowledge of a female forcibly and against her will. Rapes by force and attempts or assaults to rape, regardless of the age of the victim, are included. Statutory offenses (no force used —victim under age of consent) are excluded.

Robbery —The taking or attempted taking of anything of value from the care, custody, or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear.

Aggravated assault —An unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault usually is accompanied by the use of a weapon or by means likely to produce death or great bodily harm. Simple assaults are excluded.

Burglary (breaking or entering) —The unlawful entry of a structure to commit a felony or a theft. Attempted forcible entry is included.

Larceny-theft (except motor vehicle theft) —The unlawful taking, carrying, leading, or riding away of property from the possession or constructive possession of another. Examples are thefts of bicycles or automobile accessories, shoplifting, pocket-picking, or the stealing of any property or article that is not taken by force and violence or by fraud. Attempted larcenies are included. Embezzlement, confidence games, forgery, worthless checks, etc., are excluded.

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Motor vehicle theft —The theft or attempted theft of a motor vehicle. A motor vehicle is self-propelled and runs on land surface and not on rails. Motorboats, construction equipment, airplanes, and farming equipment are specifically excluded from this category.

Arson —Any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, personal property of another, etc.

The **Part II** offenses, for which only arrest data are collected, are:

Other assaults (simple) —Assaults and attempted assaults which are not of an aggravated nature and do not result in serious injury to the victim.

Forgery and counterfeiting —The altering, copying, or imitating of something, without authority or right, with the intent to deceive or defraud by passing the copy or thing altered or imitated as that which is original or genuine; or the selling, buying, or possession of an altered, copied, or imitated thing with the intent to deceive or defraud. Attempts are included.

Fraud —The intentional perversion of the truth for the purpose of inducing another person or other entity in reliance upon it to part with something of value or to surrender a legal right. Fraudulent conversion and obtaining of money or property by false pretenses. Confidence games and bad checks, except forgeries and counterfeiting, are included.

Embezzlement —The unlawful misappropriation or misapplication by an offender to his/her own use or purpose of money, property, or some other thing of value entrusted to his/her care, custody, or control.

Stolen property; buying, receiving, possessing —Buying, receiving, possessing, selling, concealing, or transporting any property with the knowledge that it has been unlawfully taken, as by burglary, embezzlement, fraud, larceny, robbery, etc. Attempts are included.

Vandalism —To willfully or maliciously destroy, injure, disfigure, or deface any public or private property, real or personal, without the consent of the owner or person having custody or control by cutting, tearing, breaking, marking, painting, drawing, covering with filth, or any other such means as may be specified by local law. Attempts are included.

Weapons; carrying, possessing, etc. —The violation of laws or ordinances prohibiting the manufacture, sale, purchase, transportation, possession, concealment, or use of firearms, cutting instruments, explosives, incendiary devices, or other deadly weapons. Attempts are included.

Prostitution and commercialized vice —The unlawful promotion of or participation in sexual activities for profit, including attempts.

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Sex offenses (except forcible rape, prostitution, and commercialized vice) —Statutory rape, offenses against chastity, common decency, morals, and the like. Attempts are included.

Drug abuse violations —The violation of laws prohibiting the production, distribution, and/or use of certain controlled substances. The unlawful cultivation, manufacture, distribution, sale, purchase, use, possession, transportation, or importation of any controlled drug or narcotic substance. Arrests for violations of state and local laws, specifically those relating to the unlawful possession, sale, use, growing, manufacturing, and making of narcotic drugs. The following drug categories are specified: opium or cocaine and their derivatives (morphine, heroin, codeine); marijuana; synthetic narcotics —manufactured narcotics that can cause true addiction (demerol, methadone); and dangerous nonnarcotic drugs (barbiturates, benzedrine).

Gambling —To unlawfully bet or wager money or something else of value; assist, promote, or operate a game of chance for money or some other stake; possess or transmit wagering information; manufacture, sell, purchase, possess, or transport gambling equipment, devices, or goods; or tamper with the outcome of a sporting event or contest to gain a gambling advantage.

Offenses against the family and children —Unlawful nonviolent acts by a family member (or legal guardian) that threaten the physical, mental, or economic well-being or morals of another family member and that are not classifiable as other offenses, such as Assault or Sex Offenses. Attempts are included.

Driving under the influence —Driving or operating a motor vehicle or common carrier while mentally or physically impaired as the result of consuming an alcoholic beverage or using a drug or narcotic.

Liquor laws —The violation of state or local laws or ordinances prohibiting the manufacture, sale, purchase, transportation, possession, or use of alcoholic beverages, not including driving under the influence and drunkenness. Federal violations are excluded.

Drunkenness —To drink alcoholic beverages to the extent that one's mental faculties and physical coordination are substantially impaired. Excludes driving under the influence.

Disorderly conduct —Any behavior that tends to disturb the public peace or decorum, scandalize the community, or shock the public sense of morality.

Vagrancy —The violation of a court order, regulation, ordinance, or law requiring the withdrawal of persons from the streets or other specified areas; prohibiting persons from remaining in an area or place in an idle or aimless manner; or prohibiting persons from going from place to place without visible means of support.

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All other offenses —All violations of state or local laws not specifically identified as Part I or Part II offenses, except traffic violations.

Suspicion —Arrested for no specific offense and released without formal charges being placed.

Curfew and loitering laws (persons under age 18) —Violations by juveniles of local curfew or loitering ordinances.

Runaways (persons under age 18) —Limited to juveniles taken into protective custody under the provisions of local statutes