

# Consolidation Assessment of Police Services

St. Marys Police Department  
Camden County Sheriff's Office  
September 2013

## ICMA CENTER FOR PUBLIC SAFETY MANAGEMENT



Submitted by:  
**ICMA Center for Public Safety Management**  
**International City/County Management Association**  
777 North Capitol Street NE, Suite 500  
Washington, DC 20002



*Leaders at the Core of Better Communities*

## Background

---

### About ICMA

The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members located in 28 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to its citizens in an efficient and effective manner. Our work spans all of the activities of local government: parks, libraries, recreation, public works, economic development, code enforcement, brownfields, public safety, and a host of other critical areas.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state and federal governments as well as private foundations. For example, we are involved in a major library research project funded by the Bill and Linda Gates Foundation and we are providing community policing training in El Salvador, Mexico and Panama with funding from the United States Agency for International Development. We have personnel in Afghanistan assisting with building wastewater treatment plants and have teams in Central America conducting assessments and developing training programs for disaster preparedness working with SOUTHCOM.

### ICMA Center for Public Safety Management

The ICMA *Center for Public Safety Management* (ICMA/CPSM) is one of four Centers within the ICMA's U.S. Programs Division, providing support to local governments in the areas of police, fire, emergency medical services (EMS), emergency management, and homeland security. In addition to providing technical assistance in these areas, we also represent local governments at the federal level and are involved in numerous projects with the U.S. Department of Justice and the U.S. Department of Homeland Security.

ICMA/CPSM is also involved in police and fire chief selection, assisting local governments in identifying these critical managers through original research and the identification of core competencies of police and fire managers and by providing assessment center resources.

Our local government technical assistance includes workload and deployment analysis, using operations research techniques and credentialed experts to identify workload and staffing needs as well as best practices. We have conducted approximately 140 such studies in 90 communities ranging in size from 8,000 population Boone, Iowa, to 800,000 population Indianapolis, Indiana.

Thomas Wieczorek is the Director of the Center for Public Safety Management. Leonard Matarese is the Director of Research & Project Development for the Center.

## **ICMA Center for Public Safety Management Project Contributors**

Thomas J. Wieczorek, Director

Leonard A. Matarese, Director, Research & Project Development

Dov N. Chelst, Senior Quantitative Analyst

Priscila Monachesi, Quantitative Analyst

James E. McCabe, Ph.D. Senior Public Safety Consultant – Team Lead

Duane J. Lovello, J.D., Public Safety Consultant

Dennis Kouba, Senior Editor

# Contents

---

Background .....	ii
About ICMA .....	ii
ICMA Center for Public Safety Management.....	ii
ICMA Center for Public Safety Management Project Contributors.....	iii
Contents .....	iv
Tables .....	v
Executive Summary.....	6
Methodology.....	8
Data Analysis .....	8
Interviews .....	8
Focus Groups .....	8
Document Review .....	8
Operational/Administrative Observations .....	8
Implementing the Report’s Recommendations .....	8
Opportunities for Collaboration Independent of Consolidation .....	10
Consolidation Overview for the SMPD and CCSO.....	14
Forms of Consolidation .....	15
Community and Stakeholder Concerns.....	16
Comparative Performance Benchmarks .....	18
Conclusions Regarding the Comparative Benchmarks.....	24
Operations .....	25
Patrol .....	25
Investigations .....	28
Support / Administration .....	31
Financial .....	36
Legal .....	39
Process .....	40
Empower a Functional Consolidation Team.....	41
Summary .....	42

## Tables

---

TABLE 1: Comparative Performance Benchmarks .....	20
TABLE 2: Current Patrol Deployment.....	26
TABLE 3: Staffing of Merged Patrol Operations.....	28
TABLE 4: Patrol Staffing Comparison: Existing vs. Proposed .....	28
TABLE 5: Current Investigative Positions .....	30
TABLE 6: Staffing for Combined Investigative Operation .....	30
TABLE 7: Added CCSO Positions Needed to Serve St. Marys under Consolidation .....	36
TABLE 8: Personnel Costs for CCSO Police Service to St. Marys .....	37
TABLE 9: Estimated Vehicle Costs to Support Consolidation.....	38
TABLE 10: Estimated Annual Additional Costs for CCSO under Consolidation.....	39
TABLE 11: Table of Organization / Staffing for Combined CCSO-SMPD .....	43

## Executive Summary

---

ICMA was commissioned to review the operations of the Camden County Sheriff's Office (CCSO) and the St. Marys Police Department (SMPD). While the analysis covered all aspects of these agencies' operations, a particular focus was on identifying the operational implications of the CCSO assuming responsibility for providing police services to the city of St. Marys.

ICMA utilized operations research methodology to analyze the workload of each department and compared workload to staffing and deployment levels. We reviewed each department's organizational design to determine whether the various functions of each police agency were staffed appropriately.

The study incorporated several distinct phases: data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, comparative analyses, alternatives and recommendations, and submission of the written report and oral briefings.

Based on the assessment of each police department and comparison of their operations, it is ICMA's conclusion that consolidation of the police functions and/or department of St. Marys with the CCSO is possible.

ICMA contends that twenty sworn officers (one lieutenant and nineteen deputies) and three civilian employees would be required to provide police services to St. Marys in the new CCSO. The lieutenant would be designated the St. Marys Operations Coordinator and be responsible for service delivery in St. Marys. This lieutenant would report to the Sheriff and integrate the patrol, investigative, and community service demands present in the community. ICMA also recommends that a community services officer be assigned specifically to St. Marys to work with the public information officer in the CCSO to coordinate community outreach programs in St. Marys. Also, the school resource officer currently deployed in the St. Marys Middle School should remain in place. Patrol operations would be handled by twelve deputies who would provide 24-7 patrol coverage for St. Marys and be allocated to the existing patrol schedule in the CCSO. Based upon the service demands we measured in St. Marys, two deputies should be assigned to the area at all times. In order to handle the workload involved in general criminal and narcotics investigations, ICMA recommends four deputies be assigned to the CCSO. The CCSO would also require an additional deputy to assist in training for the larger agency. It is also recommended that the CCSO offices on Route 40 in St. Marys be utilized as a police-community substation for the community to access police services.

Additionally, short of full merger, there are numerous opportunities that exist for *functional* collaboration between the two organizations. The prolonged discussion of a merger of the SMPD with the CCSO has stymied opportunities in this area. ICMA recommends that if the decision is made NOT to merge organizations, then these opportunities for functional collaboration should be explored to the greatest extent possible.

It is estimated that the cost of full consolidation for the CCSO to provide police services to St. Marys would be approximately \$1,450,000 per year. Based upon current budget information, this represents a savings of approximately \$800,000 for the city.

ICMA recommends that a deliberate and transparent process be used to evaluate this consolidation assessment and to plot the course for next steps. ICMA strongly recommends:

- A full, public examination of this report
- The creation of a police commission to oversee the consolidation
- The creation of a merger task force to assume responsibility for overseeing the myriad details and processes associated with police department consolidation.

ICMA staff would like to thank the county, city, and police administrations of Camden County and the city of St. Marys for their assistance in completing this project. In particular, ICMA commends County Administrator Steve Howard and City Manager Steven Crowell, and Sheriff Jim Proctor and Police Chief Tim Hatch for their enthusiasm and cooperation with ICMA staff regarding documentation requests and the overall project.

# Methodology

---

## Data Analysis

This report utilizes numerous sources of data to support conclusions and recommendations for the consolidation analysis. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I Index, crime and police officer head counts, and numerous sources of internal information, including data mining from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

## Interviews

The study relied extensively on intensive interviews with sworn and civilian personnel from both agencies. On-site and in-person interviews were conducted with all division commanders regarding their operations.

## Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with representatives of the departments.

## Document Review

ICMA consultants were furnished with numerous reports and summary documents by the departments. Information on strategic plans, personnel staffing and deployment, evaluations, training records, and performance statistics were provided to ICMA.

## Operational/Administrative Observations

Over the course of the evaluation period, the ICMA team conducted numerous observations of operations and administrative functions. ICMA representatives engaged all facets of department operations from a “participant observation” perspective.

## Implementing the Report’s Recommendations

ICMA’s conclusions and recommendations provide a blueprint for both the county and city police administrations. The city administration should have periodic meetings with police department personnel and other stakeholders to ensure that ICMA’s recommendations are implemented. It is strongly recommended that the Sheriff identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the Sheriff and County Administrator and City Manager. This individual should be given the authority and responsibility to effectuate the changes recommended. This includes ensuring the



recommendations are executed in a timely fashion and evaluating the department's progress every six months for efficiency, effectiveness, and performance.

## Opportunities for Collaboration Independent of Consolidation

---

The community of St. Marys should resolve the issue of consolidation as soon as possible. It is strongly recommended that once a decision is made pursuant to this study the city abide by this decision for the long-term future. The continued discussion of consolidation is having a negative impact on the personnel in the department and putting an unnecessary strain on their already difficult jobs. Also, the continued discussion is creating a division between the SMPD and the CCSO. Instead of collaborating with each other, and sharing resources to reduce crime and improve quality of life, the relationship between the departments is strained at best and counterproductive at worst.

In the modern policing landscape, progressive police leaders are always searching for opportunities to collaborate. Collaboration in law enforcement is limited only by the imagination within the agencies. Collaboration not only fosters better working relationships but brings new stakeholders—and thus new ideas—to the table. ICMA believes that the situation facing the Camden County Sheriff's Office and the Saint Marys Police Department offers a host of opportunities for collaboration. The imagination component is evident, as both agencies have identified ways to maintain performance when resources or staffing is less than ideal. It is during these times that a trained eye should be focused on the synergy brought about by effective collaboration. To that end, ICMA has identified the most valuable assets possessed by these respective agencies as the demonstrated professional capabilities of their respective leaders, Sheriff Jim Proctor and Chief Tim Hatch.

ICMA strongly recommends that Sheriff Proctor and Chief Hatch begin a series of scheduled, offsite, substantive discussions, independent of support staff or other officials, elected or otherwise, to explore ways in which their agencies could realize the economies and benefits of collaboration. This process is not suggested out of a sense that either individual is opposed to such a process, but more of a recognition that the external, and sometimes internal, strain placed on the agencies by discussions of consolidation has placed both leaders in difficult waters.

Discussions such as these could do much to quell the unrest associated with deputies, officers, and supervisors faced with the difficulties of working in an environment where the protracted specter of consolidation can de-energize the workforce and focus conversations on the negative.

While any discussion between the agencies is likely to identify other areas where collaboration could be beneficial, the following areas are offered for consideration:

### CAD/RMS

Both agencies should be operating on the same computer-aided dispatch/records management system (CAD/RMS) platform. A large percentage of the population of Camden County lives in St. Marys. The total population of Camden County is no more than that found in a large town or a small city. Yet, while all calls for service are dispatched by the CCSO Communications Center, SMPD operates an RMS system different than the CCSO's. SMPD readily acknowledges that the capabilities of its Eagle RMS are wholly inadequate in a modern law enforcement setting, but claims that the VisionAir RMS operated by CCSO is not capable of delivering the data that SMPD desires.

Here is an illustration of this issue. CCSO does not routinely investigate traffic crashes, but instead defers these investigations to the Georgia State Patrol. Therefore, CCSO does not track or report traffic crash data, such as rate of injury, causal factors, frequency of location, or crash severity through its RMS. Conversely, SMPD bears primary responsibility for investigating traffic crashes within St. Marys regardless of severity. Accordingly, SMPD has a very real need, at a minimum, for the crash data just described above. SMPD is obligated to create crash data in a less than ideal manner through manual queries or through its dated Eagle RMS. This simple illustration can be carried to other examples, as well.

CCSO and SMPD would be much better served operating on the same CAD/RMS. While there could be some expense incurred in expanding some capability, it would be far less than the economic inefficiency of maintaining separate systems. Both agencies need to recognize the sometimes unique data needs of the other—needs that should not present an obstruction to collaboration. Both agencies share many of the same criminal suspects or track the same criminal patterns, and this information that should not be lost or diluted because of disparate RMS systems.

## Criminal Investigations

Regardless of consolidation, consideration should be given to merging at least of portion of the investigative functions of the agencies. As mentioned previously, the relatively low population of Camden County and St. Marys makes it highly probable that much of the reported crime is committed by a small percentage of persons. Similarly, it is often likely that the CCSO and SMPD are investigating the same persons at the same time, albeit for different crimes. Both agencies maintain investigative units with less-than-ideal staffing levels; at the same time, both appear to be prioritizing cases properly. Pooling resources, if only for particular crimes such as burglary, ought to be explored.

At the same time, there may be an opportunity to train a small crime scene unit capable of being used routinely or activated on larger cases that have CCSO and SMPD overlap. Common training and consistent practices would streamline the work being performed. It would also increase the opportunities for the SMPD property and evidence technician to gain more practical experience while at the same time freeing CCSO and SMPD investigators to focus their efforts on investigations.

## Narcotics

SMPD's ability to routinely and effectively investigate narcotics cases has been affected by staffing reductions and the competing priorities of other investigations. While the CCSO maintains a narcotics investigation capability, and properly offers the SMPD any narcotics information regarding St. Marys, there should be an effort made to identify ways in which collaboration can occur. One example should involve correcting a concern shared by each agency regarding the initial and ongoing lack of security available to store files related to undercover informant and undercover operations. While the SMPD may not be able to provide dedicated staff to narcotics investigations, SMPD would likely, given its population size, be in a position to gather substantial information and intelligence related to narcotics activities. A secure platform would make secure information available to narcotics officers at the CCSO and at the same time allow SMPD to monitor intelligence for investigative progress or leads to other crimes.

## Emergency Response Team

Both CCSO and SMPD maintain a small tactical component. It is likely that at any point either agency seeks to activate its unit in an emergency, certain operators will be unavailable for immediate response, further diluting the utility of an already small unit.

Combining the CCSO and SMPD tactical units is a logical move that ought to be implemented. Any initial resistance to doing this should be viewed with a healthy degree of skepticism, given the typically strong resistance to an “outside team” mentality that usually exists within close-knit tactical units. These teams ought to be training together, as neither agency is large enough to quickly field a sizable force to meet a rapidly unfolding tactical event. Currently, if such an event were to occur, it is assumed the host agency would be quickly calling the other for assistance anyway. Failure to train together could present unfortunate outcomes and lead to further distance between the teams.

## Training

The CCSO and the SMPD share common training requirements. Training should be scheduled to include both agencies whenever possible. While it is understood that the CCSO, SMPD, and Kingsland training officers meet routinely to build training schedules, it is uncommon to have the CCSO attend the actual training with the other agencies. While there are no doubt many difficulties associated with scheduling police training within one agency, these difficulties are compounded when other agencies are introduced. However, many regional training initiatives take place daily throughout the United States, some by agencies that share no common geographical border. The situation between CCSO and SMPD needs to change. Initial commentary expressing resistance to such a proposal is likely to include claims of different work schedules or “we don’t do it the way they do.” These are challenges that have been overcome by many other agencies. High risk, low frequency policies should share the same critical elements, particularly when one agency has overlapping jurisdiction into another as the CCSO does in St. Marys. Different policies on fundamental police operations makes it less likely that one agency will work effectively with another and more likely to invite criticism of one agency toward the other. While a spirited air of professional competition can foster new ideas and innovation, a fundamental disdain for the work of another agency will exacerbate an already suspicious nature.

## Radio Communications

While the CCSO radio equipment as a whole may be more up-to-date, both the CCSO and SMPD have radio coverage issues. Both agencies operate on a VHF system. Long-term consideration should be given to resource sharing where simulcast sites could be shared by both agencies with sites based on a collaborative coverage map that provides the best locations to serve both agencies.

## Grants

Available grant funding is not at all near the levels that once existed. A grant application submitted in a highly competitive environment stands a greater chance of success when submitted as part of a collaborative or regional initiative. Grant writing requires a particular degree of talent and it would appear that the CCSO and the SMPD would be better positioned to receive a favorable response to a

grant request that is submitted jointly. Given the needs identified within this report, technology needs would certainly be at the forefront of any grant proposal. Grant funding for technology that addresses crime and activity analysis, property and evidence tracking, employee early warning systems, case management, and the further acquisition of mobile data terminals (MDTs) could be explored.

## Consolidation Overview for the SMPD and CCSO

---

Consolidation of police services is a fairly common practice in U. S. police organizations. In 1845, the New York Police Department (NYPD) was formed through the consolidation of several smaller police departments, becoming the first major metropolitan police department in the United States. Over the next fifty years, twenty-three town and village police services were consolidated into what is now known as the NYPD. There are many more recent examples of local governments utilizing consolidation to cope with population growth, revenue changes, or legislative and regulatory acts.

During the 1960s and 1970s several major commissions—including the 1967 President’s Commission on Law Enforcement and Administration of Justice, the Advisory Commission on Intergovernmental Relations (1971), the Committee for Economic Development (1972), and the National Advisory Commission on Criminal Justice Standards and Goals (1973)—shared views on police consolidation. These reports summarized the importance of shared or pooled services to accomplish some or all of the following goals: (1) reducing duplicate efforts, specifically in neighboring communities with similar crime problems; (2) providing services that smaller jurisdictions lack the resources to provide; (3) enabling specialized training, career development, lower attrition rate, and improved morale for personnel; and (4) providing departments and the communities they serve with enhanced technical capabilities based on shared equipment. These same reports acknowledged the political challenges associated with shared services, particularly the loss of autonomy at the local level.

Local control of the police in the United States is common, with more than 17,000 police departments across the country. While the most common form of department is the city police department, there is a growing trend in which municipalities have chosen to disband their local departments in favor of contracting with the local sheriff’s office instead.

The first instance of a municipality contracting with a county sheriff was in Lakewood, Calif., in 1954. During a period of post-World War II growth, the newly incorporated city of Lakewood in Los Angeles County contracted with the L.A. County Sheriff for police services instead of establishing its own department. Since Lakewood’s experience in 1954 numerous communities around the country have contracted for police services. These communities are either newly incorporated and seeking first-time police services, or communities with established police departments and which are looking for financial and service efficiencies. This phenomenon is most prevalent in California, and is also gaining popularity in Washington and Florida.

The existing research on contracting (or consolidating police departments) does not paint a clear picture of the advantages and/or disadvantages of contracting. Generally thought of as part of the “public choice” theory from public administration, efficiency and effectiveness in government are achieved by small units close to the public competing for support, approval, and resources. The potential success of contracting police services, compared to a separate police department, is the community’s ability to maximize service delivery through competition. Furthermore, the closer the police entity can be to the community and reflect its character, the more effective that organization will be in delivering police services.

Many studies have explored the impact of contracting police services. Studies show advantages in contracting for efficiencies of service (Chapman, Hirsch, and Sonenblum, 1975; Skogan, 1976), and others demonstrate either no efficiencies gained or a neutral impact on contracting (Walzer, 1972; Ostrom and Parks, 1973; Gyapong and Gyimah-Brampong, 1988; Gyimah-Brampong, 1989; Finney, 1997; Staley, 2005). The general consensus on contracting police services is that contracting labor-intensive activities, such as patrol and investigations, offer little in the way of gaining efficiencies, while contracting capital-intensive activities, such as police academies, labs, and communications centers, have shown to provide efficiencies. Essentially, economies of scale can be achieved through contracting by creating larger organization that can produce capital-intensive services, with an underlying tension created by public choice theory which states that small, responsive units close to the community create the competition necessary to achieve effectiveness.

This issue is not settled. Communities experience different things through contracting police services. Some gain, but others lose, efficiency. The key variables seem to be community engagement in the resulting police organization(s), and the ability to pool resources to create economies of scale in whatever organizational mix is desired in the contracting and host organization.

## Forms of Consolidation

During the economic recessions in the 1970s and 1980s, many local governments considered consolidation as a way to maintain optimum service levels for residents during periods in which revenues were declining. In many states, most notably Michigan and Florida, some local governments adopted a public safety model that combined police and fire personnel into one force and cross-trained them to perform both fire and police jobs. The public safety model is just one of many options for consolidation. In February 2012, the U. S. Department of Justice's Office of Community Oriented Policing Services issued a report reviewing some of the ways communities across the United States have consolidated services.<sup>1</sup> The study illustrates that many communities across the United States have been able to adopt methods of consolidation that assist each community's specific budgetary needs and still deliver effective services to residents.

One option, as discussed above, is a functional consolidation, in which two or more agencies combine specific units such as communications, crime labs, or special weapons and tactics teams. This approach is utilized in Will County, Illinois, where thirty-seven municipalities have combined services to form one major crime reduction force. Another approach is regionalization, in which a number of agencies combine to police a wider geographic area. One example of this is the Northern York County (Pennsylvania) Regional Police Department, which has provided police services for two boroughs and six townships for nearly forty years. Metropolitan departments, created when two or more agencies serving overlapping jurisdictions join together, are quite common in the United States, particularly with larger urban cores surrounded by neighboring, small municipalities. For example, Nashville, Tennessee; Las Vegas, Nevada; and Indianapolis, Indiana, all have

---

<sup>1</sup> Jeremy M. Wilson and Clifford Grammich, "Police Consolidation, Regionalization and Shared Services: Options, Considerations, and Lessons Learned from Research and Practice," *BOLO* (February 2012). [http://cops.usdoj.gov/Publications/e1211\\_bolo.pdf](http://cops.usdoj.gov/Publications/e1211_bolo.pdf).

metropolitan police departments. Other forms of consolidated and shared services include city-county mergers, contracting by smaller jurisdictions with larger ones, and local mergers.

## Community and Stakeholder Concerns

Any form of consolidation can be an unsettling process. Numerous stakeholders will have important concerns about consolidating services with other communities. Where feasible and appropriate, this report attempts to identify and address these concerns as part of the assessment process. Research on consolidation of police services indicates that consolidation offers many positive benefits, such as greater capacity and flexibility to respond to crime, traffic, and quality-of-life issues. Consolidation can also offer employees greater career opportunities and communities a chance to save money without cutting services.

On the negative side, consolidation may mean a loss of control over department operations, particularly for smaller communities. There may also be confusion about how to contact the police and a loss of identification with the local police.

Local government and police department leaders need to weigh carefully both the positive and negative factors of consolidation and the implications for their communities.

The International Association of Chiefs of Police has published a report that highlights many of the major concerns that communities have with respect to consolidation of police services.<sup>2</sup> In general, citizens want to know how consolidation has fared in other locations. ICMA reviewed these concerns to offer an assessment of the impact consolidation would have on these various elements in St. Marys. Following are ten major concerns associated with consolidation and a brief response describing ICMA's assessment of each issue. Our report explores many of these issues in depth and seeks to provide the city and the county with a workable assessment of the various options and recommendations about how these issues might be handled.

1. Would the new agency move in a new direction philosophically? Should it?

The CCSO and the SMPD embrace different policing philosophies. There could be a period of adjustment as the CCSO assumes policing responsibilities and the style of policing changes to match the needs of the community.

2. What would happen to the police department that citizens now know?

The SMPD would cease to exist and all policing responsibilities for St. Marys would shift to the CCSO. The department is located in Woodbine, and the physical location of the department will be different. The CCSO may rely more heavily on the substation on Route 40; however, that decision would rest with the Sheriff.

3. Who would manage the new department?

---

<sup>2</sup> *Consolidating Police Services: An IACP Planning Approach* (Alexandria, VA: 2003).



The Camden County Sheriff, with his current command staff, would be responsible for day-to-day responsibilities of the department. As an elected official the Sheriff reports to the citizens.

4. Who will make the key decisions about the consolidation process, and how will the process be designed to ensure that stakeholders have a role in decision making?

The key decisions rest with the city council and mayor of St. Marys. The CCSO has a legal responsibility to provide police services to St. Marys should the city decide to disband the SMPD. All staffing and operational decisions regarding the CCSO would remain with the Sheriff.

5. Would the quality of service provided to residents rise or fall, and would consolidation lead to duplication of services?

The CCSO needs appropriate resources to provide police services to St. Marys. Presumably, the level of services should remain the same. There are numerous operational issues that need to be managed by the CCSO and the St. Marys leadership to ensure that service levels remain the same. ICMA recommends that a St. Marys police community council be created to meet regularly with the Sheriff to ensure current police services are maintained. Duplication of service is unlikely; redundant systems and operations would be eliminated to achieve the same service levels at reduced costs to citizens.

6. Would consolidation cause taxpayer costs to increase or decrease?

There will likely be a reduction in costs to the community by transferring policing services to the CCSO. With a reduction in redundant services, costs associated with these services will be reduced.

7. Is consolidation generally viewed as the best use of tax dollars?

Elected officials and the county and city administrators, have an obligation to provide the best possible services at the lowest cost to the public. Consolidation is viewed as an excellent way of achieving these competing goals. It is not a panacea for all issues with respect to policing, but it is a viable alternative to make the delivery of police services more efficient. This study and ongoing planning are important parts of achieving these benefits.

8. Would the seniority and job assignments of officers and civilian employees be protected?

No, all employees of the SMPD are "at will" employees and are not guaranteed positions in the CCSO. The CCSO has indicated that applications for employment will be accepted from all SMPD personnel. The ultimate decision on whether or not these individuals are hired will be up to the Sheriff.

9. Would promotional opportunities increase or decrease?

There will likely be no impact on promotional opportunities for deputies and officers. The proposed organizational structure, if implemented, offers similar ratios of officers to supervisors and promotional opportunities will neither be enhanced nor diminished.

#### 10. What contractual issues might arise when two or more distinct agencies combine?

There are no contractual issues involving the consolidation of the SMPD with the CCSO. Police officers in the SMPD are “at will” employees and do not have contractual job provisions.

Of course, this report cannot answer every question in detail with regard to consolidation. A deliberate process will likely uncover hundreds of administrative, legal, and operational issues that need to be explored fully and resolved before a successful consolidation is achieved. This report raises key issues, offers recommendations where possible on how to handle them, and most importantly, outlines the feasibility of consolidation opportunities for Camden County and St. Marys.

## Comparative Performance Benchmarks

When considering consolidation of police services, it is important to examine the performance of the individual agencies. Whether full consolidation or functional consolidation is being considered, understanding the relative performance of each organization is an important first step.

Organizational performance is a complex concept, with various dimensions. It is often misinterpreted or narrowly construed as being comprised of one or two simple variables. In reality, there is no single measure that properly describes the effectiveness of a police organization. It is more appropriate to consider a range of factors and a diversity of measures that reflect properly the contribution that a department is making to the public safety of a community. Often these efforts are reported in annual reports, as these documents seek to reconcile the stated mission of the department with the various activities and accomplishments that happen throughout the year.

In a 2004 article “Police Performance Measures,” Mark Moore and Anthony Braga argue that six general measures are appropriate to evaluate the performance of a police agency. According to Moore and Braga, a police department should: (1) reduce crime; (2) hold offenders accountable; (3) reduce the fear of crime and promote security; (4) encourage public-centered crime defense programs; (5) improve traffic safety; and (6) provide essential emergency services.<sup>3</sup> From a strategic management perspective, each of these six broad areas of police responsibility should be part of the police mandate and be measured so that plans and tactics can be created to achieve success in each area.

Some of the six areas described by Moore and Braga are easier to measure than others. Crime rate is reported periodically to the FBI through the Uniform Crime Reporting Program, but police departments recognize that this is not a completely accurate measure of the rate of crime in a community. Fear of crime, on the other hand, is almost never calculated, but rather is inferred by the rate of crime. This is an error in reasoning, however, as the most victimized group of citizens

---

<sup>3</sup> Mark H. Moore and Anthony A. Braga, “Police Performance Measurement: A Normative Framework,” *Criminal Justice Ethics* 23: 1 (Winter/Spring 2004): 3-19, available at <http://www.publicpolicy.umd.edu/uploads/cms/faculty/reuter/CCJS%20720/Moore.pdf>.

(young people) are often the least in fear of that victimization. Thus, even the most intuitive and widely accepted performance indicators suffer challenges to their validity and measurement.

Instead of abandoning the pursuit of accurate and precise performance measures that create categories of performance, it is essential that police organizations take the most commonly available measures in their totality and use them to create an overall impression. This then leads evaluators to conclusions (albeit imprecise) of whether an organization is high performing or low performing.

Table 1 looks at the CCSO and SMPD across numerous performance indicators. Where possible, a performance benchmark is provided to demonstrate the relative success of the departments compared to the benchmark. These benchmarks come from various sources.

**TABLE 1: Comparative Performance Benchmarks**

	St. Marys	Camden County	Benchmark
Population	17,346	51,515	
Sworn officers	30	49	
Chief/Sheriff	1	1	
Chief deputy	0	1	
Captain	0	4	
Lieutenant	3	4	
Sergeant	6	8	
Corporal	2	4	
Police officer/deputy	18	27	
Officers per 100,000	173	95	190
Overall crime rate (per 100,000)	3,608	1,032	4,000 (Ga.)
Violent crime rate	380	99	373 (Ga.)
Property crime rate	3,228	933	3,627 (Ga.)
NIBRS Group A clearance rate	18.8%	30.8%	22.7%
Traffic accidents	361	828	286,896 (Ga.)
Fatalities	1	7	1,284 (Ga.)
Injuries	104	333	109,685 (Ga.)
Traffic Injury Rate (per 100,000)	599	647	1,118 Ga.)
Operating budget	\$2,246,000	\$2,635,800	
Overtime expense	\$83,000	\$44,200	
OT % of total	3.7%	1.7%	5.0%
Police spending per capita	\$129	\$51	\$216-\$256
Spending per Part I offense	\$623	\$2,554	\$6,702
Spending per officer	\$70,200	\$53,800	\$135,000 <sup>4</sup>
Patrol allocation (% of total sworn)	67%	56%	60%
Saturation index			60.0
February weekdays	47	37	
February weekends	44	39	
August weekdays	36	42	
August weekends	35	38	
CFS total	27,938	35,003	
CFS per 1000 residents	1,610	680	400-1,000
CFS response time (minutes)	10.0	16.5	15.0
Priority 1 response time	8.0	16.3	5.0
CFS service time (minutes)	25.1	30.4	30.0
CFS units	1.7	1.7	1.6
Policing style	Legalistic / Service	Watchman / Service	

<sup>4</sup> The \$135,000 benchmark is derived from a report on Local Police Departments published by the Bureau of Justice Statistics in 2007. The report separated agencies by population served and the amount shown in this table was selected based upon the populations of the communities being studied. It was not indexed for inflation or labor market.

This “scorecard” provides a glimpse of the performance of the two agencies in the areas of personnel staffing, crime, traffic, budgeting, deployment, and demand management. While there are many possible performance data points to consider, it is ICMA’s contention that the areas shown in the table offer a reasoned and practical overview of the relative performance of the two organizations along key performance domains.

## Personnel

As shown in Table 1, each department is staffed at levels below the benchmark. The SMPD employs 30 sworn officers, which translates into 173 officers per 100,000 residents. The CCSO employs 49 sworn officers for a ratio of 93 officers per 100,000 citizens. The benchmark in this category is 190 officers per 100,000, which is the national rate for communities of similar size across the nation. It must be stressed at this point the ICMA does not recommend officer-to-citizen ratios as useful measures for making staffing decisions. This issue is discussed at length in the individual reports on police operations. However, this variable is a useful measure to paint a picture of relative staffing levels across the two organizations.

## Crime and Traffic

Crime statistics show that the two communities face a disparity in levels of crime. The SMPD serves a denser and more trafficked area, which is reflected in the higher crime rates for St. Marys. On the other hand, the crime rates in Camden County are extremely low. The rural and less dense makeup of Camden County surely contribute to this low crime rate. The benchmarks provided are the average total crime rate, violent crime rate, and property crime rate for the state of Georgia. St. Marys has an overall crime rate somewhat below the state average, and Camden County’s rate is far below the state average.

From a traffic safety perspective, it appears that both jurisdictions see lower rates of injury than the statewide per capita traffic injury rate. With 599 traffic injuries per 100,000, the SMPD’s traffic injury rate is about 46 percent lower than the state rate, and about 7 percent lower than the county rate.

## Budgeting

Analysis of the two agency budgets and financial benchmarks indicates excellent management in these areas. Both departments are far below expected levels on several key benchmarks. In Fiscal Year 2013, the SMPD spent approximately \$83,000 on police overtime, which is about 3.7 percent of its total operating budget. This figure is well below the benchmark of 5 percent. The per capita amount spent on police services in St. Marys was \$129 in FY2013, which is slightly more than half the amount of the lowest range of the benchmark. Also, spending per UCR Part I Crime is quite low at \$623 per crime. This is a fraction of the amount other cities of similar size spend per crime. This is clearly a function of the low crime rate in St. Marys and a very lean operating budget for the police department. Similarly, agency spending per officer is about \$70,200, which again is less than half of what a community of similar size spends for police officers.

The CCSO posts equivalent high marks on financial management. In Fiscal Year 2013, the CCSO spent approximately \$44,200 on police overtime, which is about 1.7 percent of its total operating

budget. This figure is well below the benchmark of 5 percent. The per capita amount spent on police services in Camden County was \$51 in FY2013, which is more than 75 percent less than the amount at the lowest range of the benchmark. Also, spending per UCR Part I Crime is quite low at \$2,554 per crime. This is about 40 percent of the amount other jurisdictions of similar size spend per crime. This is clearly a function of the low crime rate in Camden County and a very lean operating budget for the police department. Similarly, agency spending per officer is about \$53,800, which again is less than half of what a community of similar size spends.

## Deployment and Demand Management

The SMPD gets mixed marks for response time to CFS. The overall response time of 10.0 minutes is far below the 15 minute benchmark, but the response time to high-priority CFS is three minutes longer than expected. Response time in the CCSO is much longer than in the SMPD, and for high-priority CFS, much higher than expected. The geographic size of Camden County contributes to the long response time. In fact, the standard response time and high priority response times are almost the same

The SMPD responds to a very high number of CFS compared to other communities. In 2012, the SMPD responded to 27,938 CFS, of which more than 60 percent were police-initiated. This translates into more than 1,600 CFS per 1,000 residents and is 60 percent greater than the highest range of the benchmark. This high level of CFS indicates that the SMPD handles a broad range of CFS from the public with very little scrutiny and provides a very proactive level of police-initiated service to the community. In other words, the SMPD is far busier than expected given the size of the community. The CCSO CFS rate falls within the expected range, at 680 CFS per 1,000 residents. Considering that the SMPD and the CCSO are dispatched by the same communications center, the disparity is likely driven by a higher CFS volume in St. Marys due to the demographics and a more aggressive patrol function in the SMPD.

Looking at patrol allocation and deployment there appears to be close similarities between the agencies. Both agencies have the appropriate number of sworn personnel assigned to patrol and are within the 60 percent benchmark. Also, the saturation index for both agencies is approximately 40 percent across the periods observed. This indicates that both patrol functions are staffed appropriately for the workload, and the workload is within manageable levels.

Both agencies also get high marks for total service time. The SMPD handles the average CFS in approximately 25 minutes with an average of 1.7 officers. These values are comfortably within the expected range and demonstrate a responsive and properly supervised patrol function. Response time is also at appropriate levels. In the CCSO, the average CFS is handled in approximately 30.4 minutes by an average of 1.7 deputies. Considering the large distances traveled to handle CFS, this service time is remarkable. Response time, however, is slow, particularly to high-priority CFS at more than 16 minutes per CFS.

## Department Styles

Simply stated, the agencies embrace different styles of policing. The SMPD is a legalistic style department with a strong service orientation and the CCSO is a watchman style agency with an equally strong service orientation.

In 1978, James Q. Wilson's seminal work *Varieties of Police Behavior* identified three principle organizational styles of policing in the United States. The watchman style emphasizes peacekeeping without aggressive law enforcement and few controls over rank-and-file officers. The legalistic style emphasizes enforcement of law violations and attempts to control officer behavior through a rule-bound, "by the book" administrative approach. The service style emphasizes responsiveness to community expectations and is generally found in suburban police departments where there is relatively little crime. The style a particular police organization embodies is a reflection of the community it serves.

The SMPD has a strong focus on enforcement. The monthly performance reports and the use of activity to drive officer behavior is a good sign of this style. Similarly, the deployment of two K9 handlers signifies this style as well. Also, the SMPD has an extensive policy manual that reduces all procedures to writing under the presumption that these documents will govern officer behavior. Officers themselves gave anecdotal accounts of the focus on "numbers" and the need to maintain high levels of enforcement activity. Complementing this enforcement focus is a strong service style. Officers understand the needs of the community and envision their role as responding to those needs, no matter how small and nonpolice related those needs might be. It was clear through conversations with officers of all ranks, and in context of the aggressive police-initiated workload, that this service orientation is part of the fabric of the SMPD and is readily applied in the community.

The CCSO, on the other hand, adopts a somewhat different approach to policing. For starters, the CCSO is not enforcement driven. In fact, CCSO deputies view the SMPD approach to enforcement as wasteful and misdirected. There was strong disapproval of SMPD traffic enforcement and a misunderstanding of what is perceived to be an overly aggressive approach. The enforcement activity of CCSO deputies is not monitored and evaluated like police officers in the SMPD. And because CCSO deputies are not "numbers" driven they see their role in the county differently. According to numerous anecdotal accounts, CFS are handled informally and disputes resolved "diplomatically" using negotiation and referrals. Often required to handle incidents by themselves or with the nearest backup twenty or more minutes away, the first step in dealing with members of the community is one of peacekeeping without confrontation. If deputies need to respond to a location numerous times, then enforcement becomes a viable tool to handle the situation. There is also an implicit understanding that the Sheriff is an elected official and negative interactions with the community are frowned upon. The combination of these factors leads to a style of policing that emphasizes peacekeeping and order maintenance over enforcement.

Also complementing this watchman style in the county is a strong service style. The CCSO has a robust community outreach program and goes to great lengths to engage county residents and businesses. This approach taken by the organization has a trickle-down effect and can be seen in the rank-and-file deputies. Deputies view their role as being responsive to the community and providing services that situations dictate. They take pride in being able to identify individuals, organizations, and businesses that receive CCSO services and how deputies "go the extra mile" to ensure the community is satisfied.

The presence of one particular police style or another does not indicate positive or negative attributes of an agency. The dominant police organizational style in a community is a function of the



political environment in that community. In the case of the SMPD and the CCSO, the styles are different. Under a consolidation of the two agencies, the style of policing present in St. Marys would likely change to the watchman-service style embodied by the CCSO. The evolution from legalistic to watchman styles would likely lead to lower levels of enforcement in St. Marys with a greater emphasis on peacekeeping.

## Conclusions Regarding the Comparative Benchmarks

Taken in totality, the comparative benchmarks presented above permit several important conclusions.

- First, each organization is well managed. Staffing levels are lower than otherwise expected, and financial expenditures are lower than average.
- On measures of outcome performance (crime and traffic safety), the departments demonstrate excellent performance.
- The patrol deployment in each department is similar, with consistent allocation of resources to patrol, manageable saturation indexes, and excellent service times.
- The styles of policing in place in the two departments are different. This would undoubtedly lead to the St. Marys community receiving a different style of policing upon consolidation.

The challenges and obstacles presented by consolidation, either functional consolidation or a full merger, are minimized when effective management structures are in place. It is difficult for a smoothly running organization to subsume a poorly performing one. Worse still is when multiple, poorly performing organizations are consolidated. The best possible climate for consolidation is when the organizational conditions within each department to be merged are sound and performance is high. ICMA contends that this is the situation with Camden County and the city of St. Marys. Overall, the performance data suggest that these are high-performing and well-managed organizations.



## Operations

---

ICMA contends that functional consolidation of services or a complete consolidation of the SMPD with the CCSO is viable. The style of policing in St. Marys will evolve, but an operational consolidation is possible.

This section of the report discusses the various operational elements of police service delivery and, where feasible and appropriate, offers recommendations for consolidation. It must be reiterated that both departments are performing well individually. The recommendations offered here are based upon the assumption of “what’s possible” given the crime, traffic, and quality-of-life issues in the communities within the context of the organizational dynamic of each department. The approach seeks to eliminate duplication of services and activities, make functions less specialized, and streamline processes to the greatest extent possible. Each major element of police operations is discussed: patrol, investigations, and support / administration. In each section functional consolidation is explored. This organization is based on a policing philosophy that embraces a generalist approach and collapses activities to the lowest possible point. It also stresses the importance of community policing and seeks to provide the organizational capacity to respond to the organized community.

### Patrol

Consolidation of patrol operations is viable, but it is not recommended that patrol functions be consolidated without a full consolidation of the SMPD with the CCSO.

Police patrol operations are considered the backbone of any police department. Patrol is the most visible part of the department to the community and the division that has the most contact with the community. Having two separate organizations but one consolidated patrol function would create confusion for both the public and the participating departments.

Any consolidation of patrol operations should be viewed as central to the merger of the departments. With this fundamental assumption in mind, patrol operations can be consolidated. The approach takes the “best” of both organizations and consolidates them into one integrated patrol model. This integrated patrol model is based on current demand for services and on the recommendations made in the separate operational studies of the individual departments.

The current patrol staffing in the two organizations is illustrated in Table 2.

**TABLE 2: Current Patrol Deployment**

	<b>CCSO</b>	<b>SMPD</b>
Captain	1	0
Lieutenant	2	1
Sergeant	4	4
Corporal	4	2
Deputy/Officer	16	14
<b>Total</b>	<b>27</b>	<b>21</b>

## Shift Length

The departments employ different patrol staffing plans. While both use 12-hour shifts with the same start and end times, the rotation of days off vary between the organizations. In general, there are no “superior” tour lengths or rotations, but there are advantages and disadvantages of various staffing plans. The approach used here is to maximize the benefits and minimize the costs.

Both organizations utilize 12-hour tours. Because this length of tour provides for the greatest number of days off for officers, they generally prefer this option. Still, there are some downsides. The shifts are long, and fatigue sometimes sets in at the end of a 12-hour shift or on the last work day in a series of scheduled days. This is especially an issue with the SMPD. Officers are routinely scheduled to work five 12-hour shifts consecutively. This is a very long stretch of consecutive tours. On the other hand the CCSO employs an abbreviated rotation with no more than three consecutive days of work. The CCSO rotation also calls for every other weekend (Friday, Saturday, and Sunday) off, which is an attractive feature of this rotation. This is clearly a strength of the CCSO model.

Scheduling is relatively easy with 12-hour tours. The day is evenly divided into two 24-hour rotations; as one rotation works, the other is off. There are problems with this division of labor, however, due to the fact that the four shifts needed to cover a 24/7 rotation have little or no interaction with one another. Because there is no overlap of the shifts in this rotation, accommodations must be made in start and end times to ensure continuous patrol coverage.

Under a consolidated CCSO, ICMA recommends that the current shift schedule used by the CCSO, with modifications, be employed to ensure continuous patrol coverage.

## St. Marys Patrol Operations

In order to provide effective patrol coverage for the city of St. Marys, the CCSO would require additional resources. ICMA recommends that a total of fifteen sworn deputies (one lieutenant and fourteen deputies) would be required to provide appropriate services to the community.

One lieutenant should be assigned as the CCSO St. Marys Operations Coordinator. This individual would be responsible for operational issues arising in the community and be the point-person for the CCSO to provide police services to St. Marys. Similar to the lieutenant position currently assigned to Woodbine, the St. Marys operations coordinator would be responsible for scheduling and staffing, managing crime, traffic, and quality-of-life issues, as well as interacting with the

organized community. The St. Marys operations coordinator would report to the patrol captain in the CCSO and assist in the overall management of the patrol division.

In order to provide appropriate uniformed patrol coverage in St. Marys, two deputies on duty on a 24-hour/7-days-a-week basis are required. In order to provide two deputies to St. Marys patrol, twelve deputies would be added to the county's patrol schedule, with three assigned to each shift. With three additional deputies, two would always be available for patrol in St. Marys with a tolerance for days off, training, additional coverage when necessary, and etc.

It is recommended that the school resource officer currently deployed by the SMPD continue in place as assigned to the St. Marys Middle School. This position is 80 percent funded by the school district and provides an outstanding service to the community. Continued assignment is strongly recommended.

The current CCSO community outreach program is exemplary. It is recommended that a modification of this program be adopted and applied so as to provide similar services to St. Marys. Under the direction of the current public information officer and the operations coordinator, one deputy should be assigned as the community services specialist specifically for St. Marys. This position would be a hybrid of uniformed patrol and community outreach, working in cooperation with the other operational components of the CCSO as well as driving community outreach initiatives (city marshal, crime prevention, long-term problem solving, community partnerships, etc.) in the community.

## Overview of Patrol Consolidation

In summary, a consolidation of CCSO and SMPD patrol operations is viable. ICMA recommends that a lieutenant position be created in the CCSO and that the position be charged with overall responsibility for providing patrol coverage to the St. Marys. Patrol should be organized with two deputies on patrol in St. Marys at all times, which therefore requires twelve additional deputies in the CCSO just for patrol services. Furthermore, to coordinate other patrol and community policing functions ICMA recommends that one deputy be assigned as a community services specialist, and one deputy be assigned as a school resource officer. The overall, recommended organizational chart of patrol operations in the merged department is illustrated in Table 3.

**TABLE 3: Staffing of Merged Patrol Operations**

	<b>Captain</b>	<b>Lieutenant</b>	<b>Sergeant</b>	<b>Corporal</b>	<b>Patrol Officer</b>
Command	1				
Operations Coordinator – St. Marys		1			
Operations Coordinator – Woodbine		1			
Patrol		2	4	4	28
Community Services – St. Marys					1
School Resource Officer					1
<b>Total</b>	<b>1</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>30</b>

Table 4 compares the staffing requirements for merged patrol operations from Table 3 with existing staffing of the CCSO and SMPD to illustrate staffing differences.

**TABLE 4: Patrol Staffing Comparison: Existing vs. Proposed**

	<b>Current CCSO</b>	<b>Current SMPD</b>	<b>Total</b>	<b>Consolidated CCSO Total</b>	<b>Change</b>
Captain	1	0	1	1	0
Lieutenant	2	1	3	4	+1
Sergeant	4	4	8	4	-4
Corporal	4	2	6	4	-2
Deputy/PO	16	14	30	30	0
<b>Total</b>	<b>27</b>	<b>21</b>	<b>48</b>	<b>43</b>	<b>-5</b>

As can be seen in Table 4, merging patrol operations results in a staff savings of five sworn positions. Additionally, combining departments creates a more efficient, streamlined, and standardized organizational model to deploy resources. Capitalizing on the best shift schedule, minimizing CFS demand through collaboration and scrutiny of existing response requirements, improving span of control, strengthening command positions, and leveraging existing community policing initiatives culminate in an optimal patrol model for Camden County and St. Marys. This model streamlines the organization, creates positions to improve management, and reduces positions to eliminate waste and inefficiency. The result is a better organized and more efficient structure in terms of both staffing and deployment, service delivery, and overall cost.

## Investigations

The discussion of investigations includes several main components: forensics and crime scene investigations, narcotics, and intelligence. From an investigative perspective a merger of the SMPD with the CCSO is essentially building capacity to handle the current workload experienced by both agencies. Currently, the SMPD relies on four sworn officers for criminal investigations (one

lieutenant, one sergeant, and two investigators). In 2011, these investigators were assigned 445 cases for investigation. This team was also “called out” to incidents more than 100 times, handled their own crime scenes, and were responsible for managing a large number of pawn shops in the community. All members of the SMPD investigative unit carry a caseload.

The SMPD also has a superior case management process and this process should be implemented in the CCSO. Cases are evaluated with solvability factors and assigned for investigation accordingly. In this context, and considering the investigative workload in St. Marys, it is recommended that four sworn personnel be added to the CCSO to handle criminal investigations in a merged operation. Supervisory positions do not need to be added, and four deputies would be added and supervised under the proposed CID management structure.

## Narcotics

It was noted in the operational study of the SMPD that the department was lacking a specific position dedicated to narcotics enforcement. ICMA recommended that one officer be assigned to the CCSO Narcotics Team to support this function. Building a similar capacity in a merged department is warranted. In order to support narcotics investigations in the CCSO one additional investigator would be required to support narcotics investigations in St. Marys as well as to support overall narcotics investigations in the county. The management structure of this unit would be consistent with the recommendations made in the CCSO operational study.

## Forensic Services

Currently, the SMPD and CCSO process crime scenes using case investigators. Major crime scenes are processed with the assistance of the Georgia Bureau of Investigation. In a merged environment no change in forensic services policy is recommended.

## Intelligence

ICMA recommends that an intelligence function be added to the newly merged organization. This would consist of one deputy responsible for collecting information and developing actionable intelligence for the department to identify crime trends and hotspots, developing and managing informants, and providing investigative support to criminal and vice investigations.

**TABLE 5: Current Investigative Positions**

	<b>CCSO</b>	<b>SMPD</b>	<b>Total</b>
Investigators	3	2	5
Supervisors	3	2	5
Narcotics Deputies	3	0	3
Supervisors, Narcotics	4	0	4
Multi-Agency Operations	0	0	0
<b>Total Sworn</b>	<b>13</b>	<b>4</b>	<b>17</b>
FT Civilian, Investigations	0	1	1
FT Civilians, Narcotics	0	0	0
<b>Total Civilians</b>	<b>0</b>	<b>1</b>	<b>1</b>

Table 6 represents anticipated staffing levels for a combined CCSO investigative operation.

**TABLE 6: Staffing for Combined Investigative Operation**

	<b>Investigations</b>	<b>Narcotics</b>	<b>Total</b>
Captain	1		1
Lieutenant	1		1
Sergeant	1	1	2
Investigators	7	5	12
Intelligence	1		1
<b>Total</b>	<b>11</b>	<b>8</b>	<b>17</b>

## Support / Administration

In general, economies of scale can be achieved during police consolidations. In this case, both agencies have very lean support staffs that do not permit significant cost or efficiency savings. In some respects, a merged department would present opportunities to address shortcomings in existing operations. The areas of training, professional standards, communications, records management, property, facility, and fleet maintenance are discussed.

### Training

Training is one of the most essential support functions of any police organization. All police departments must have the capacity to deliver high-quality training to officers of all ranks. This includes mandatory recertification training in areas such as firearms, vehicle operation, HazMat, etc.; in-service instruction on a variety of topics for both sworn and nonsworn personnel; executive development; and field training for probationary sworn personnel.

It has been ICMA's experience that the primary responsibilities of the individual designated as the training officer often is simply to schedule and record the training of department personnel. ICMA suggests that such administrative duties are more properly performed by nonsworn administrative staff. A uniformed member of the service at a supervisory rank should have authority to ensure that such scheduling and record keeping is conducted properly, but the day-to-day administrative duties and responsibilities can be performed by civilian personnel. Sworn personnel should be reserved for the delivery of instruction. As previously noted, civilian instructors may also be invited on site from time to time.

The maintenance of accurate and complete training records is an essential part of police operations. Beyond the obvious record-keeping function, this information can be used as a key performance metric for gauging the performance of the entire organization. For that reason, one ranking member of the service should be designated as an organization's primary training officer. This individual should be charged with the periodic review of department records concerning vehicle pursuits, department vehicle accidents, use of force and weapon discharges, arrest reports, and the like to determine whether any training or equipment issues need to be addressed. This provides an essential feedback loop in the department's internal communication and management processes. The training supervisor also should attend and actively participate in command staff meetings and should view ongoing operations through the lens of training, identifying opportunities for retraining, and/or the development of new lessons. The designated training supervisor should also develop and monitor the department's annual or multiyear training plan. Specific training goals and objectives should be set and monitored via the department's training plan and annual reports.

Under the proposed restructuring, the CCSO would continue to have two sworn members assigned to training (one supervisor and one deputy). These individuals would be supported by one civilian staff member responsible chiefly for scheduling and recording in-house and off-site training.

## Office of Professional Standards

In the event of consolidation, ICMA recommends creation of an office of professional standards (OPS). This unit would be staffed by one lieutenant and would report directly to the chief deputy, and would perform a variety of integrity control, audit, and inspections duties.

In the event of merger, this office would be chiefly responsible for reviewing, reconciling, and revising the department's manuals, rules, and regulations. This office would then regularly review and revise those regulations and procedures, as necessary.

The OPS would also:

- Receive, review, and investigate internal and external complaints against members of the service.
- Track and report the number and type of referrals made by records clerks and/or supervisors for incomplete or inaccurate record entries.
- Develop and use an early warning system to support the internal affairs function.
- Track all department vehicle accidents, not just "officer-at-fault" incidents (if only for retraining purposes).
- Develop, document, and follow a program of systematic and random audits and inspections of critical operations (calls for service response and dispositions, property receipt and safeguarding, line of duty and sick leave, etc.). One ranking officer should be designated to plan, conduct, and regularly report the results of such audits and inspections. This individual also would perform regular checks or audits for proper case/call dispositions.
- Develop a formal system for monitoring sick time and detecting and responding to sick leave abuse. The OPS should also track all off-duty employment performed by sworn personnel.
- Periodically perform citizen satisfaction surveys.
- Perform employee background investigations.

## Communications

Considering the already combined communications center for the SMPD and the CCSO, no changes are recommended in this area in a merged agency.

## Records Management

In the event of merger, the organizations should convert to one standard records management system (RMS). It is recommended that the RMS system currently in place at the CCSO be used going forward.

ICMA recognizes that such a conversion process can be technically challenging and time-consuming. The conversion must therefore be planned carefully and monitored by an internal technology task force comprised of sworn and nonsworn members of each department. This group would be chiefly



responsible for guiding the conversion efforts. The costs and inconvenience of conversion can be offset by the benefits of uniformity of practice and a potential savings of annual licensing fees.

## Evidence and Property Management

In the event of merger, ICMA recommends that one electronic property management system be used to record the receipt, control, and disposition of property (including weapons, narcotics, currency, and miscellaneous items). Considering the scope of work necessary to manage this function, the existing personnel resources currently present in each agency would be necessary under merged operations. One deputy should be designated as overall property manager and one property clerk should be assigned to assist in evidence and property management.

## Facilities

CCSO headquarters is located on 4th Street in Woodbine as part of the justice/court complex; SMPD headquarters is located on Point Peter Road in St. Marys. In general, the CCSO facility is in poor condition and several upgrades are necessary. The CCSO also maintains a facility in St. Marys that currently houses the investigative units assigned to the CCSO. The SMPD facility is in excellent condition and is shared with the U.S. Coast Guard.

Despite the poor condition of the current CCSO headquarters, it should be retained as the center of operations for a merged agency. Recommendations provided in the CCSO operational report regarding the facility should be implemented regardless of whether the SMPD merges with the CCSO or not.

Additionally, the CCSO substation located on Route 40 should be maintained, and civilian personnel should be assigned to that facility to provide walk-in report/information capacity for the area. This facility could be staffed in the same way the current headquarters facility in the SMPD is staffed now.

The current headquarters of the SMPD should be closed and relinquished to the Coast Guard.

## Fleet Maintenance

SMPD fleet maintenance is currently performed at the St. Marys Public Works Garage adjacent to SMPD headquarters. SMPD's take-home vehicle policy results in a larger number of fleet vehicles than would typically be found in an agency without a take-home policy. SMPD also maintains a number of specialty and auxiliary vehicles; total vehicles in the fleet of all descriptions is approximately 40.

CCSO maintains a total fleet of approximately 100 vehicles of various descriptions. Most of these vehicles are marked patrol sedans or marked SUVs with the balance consisting of unmarked vehicles, "pool" vehicles, and utility type vehicles such as vans or pickup trucks. Vehicle maintenance for the CCSO is generally done in-house on the grounds of the Woodbine complex; crash damage and new vehicle outfitting is outsourced. The repair shop at the Woodbine complex is not large in proportion to the fleet it services.

Assuming the take-home policy of the SMPD is retained after consolidation, CCSO would see a net gain in fleet size of approximately 20 vehicles for a new total of 120. ICMA recommends that the CCSO take possession of the vehicles necessary to support the additional personnel assignments realized under the merger of the SMPD with the CCSO. The operational analysis indicates that twenty sworn personnel would be necessary to provide police services, therefore, twenty additional take-home vehicles will be necessary to support this merger. All other vehicles currently in the SMPD fleet should remain with the city of St. Marys.

The lack of a computerized fleet maintenance software package would exacerbate an already substantial amount of paper and e-mails generated by fleet maintenance activities. The number of “technicians” or “mechanics” required to maintain a fleet of this size can generally be determined through the application of maintenance and repair unit (MRU) factors. MRUs are industry recognized units of measurement used to approximate maintenance and repair requirements of a specific vehicle type against a base vehicle class, typically a passenger car, which is usually assigned an MRU factor of 1.0. The more labor-intensive that vehicle maintenance becomes based on the type of vehicle being maintained, the higher the MRU factor. For instance, a fire truck may be assigned an MRU of 8.0. In other words, a fire truck is likely to require eight times the maintenance of a passenger car. Data contained within the *Fleet Maintenance Staffing Guide* published by the National Association of Fleet Administrators can be a useful reference in determining appropriate MRU factors for a consolidated CCSO/SMPD fleet.

Once the MRU factor is determined, that factor is multiplied by the number of vehicles in that class for an MRU total. This is done for each vehicle class to arrive at a “total MRUs” for the entire fleet. That total is then multiplied by the average maintenance hours spent per vehicle of all classes. Making a determination as to a “baseline average” number of hours taken to maintain vehicles can be made by reviewing current maintenance hours maintained by CCSO.

Assume that a patrol vehicle is assigned an MRU factor of 1.5. This factor is then multiplied by the number of patrol vehicles in the CCSO fleet. For purposes of this illustration, assume that CCSO has 120 patrol vehicles. Multiplying the MRU factor by the number of units results in a total MRU of 180 ( $1.5 \times 120 = 180$ ). Should CCSO records reveal an average number of maintenance hours per vehicle to be twenty, those hours are then multiplied by the total MRUs (180) to arrive at total maintenance hours per year, in this case 3,600 ( $180 \times 20 = 3,600$ ). Assuming a technician works an average 2,080 hours per year at a 65 percent utilization rate (the actual amount of time performing the maintenance), a technician would be expected to perform 1,352 hours of actual maintenance. Applied against the 3,600 hours of maintenance required for the fleet annually, CCSO would require a minimum of 2.7 technicians on staff.

Given the size of the fleet, serious consideration should be given to hiring a civilian tasked solely with moving vehicles as needed to accommodate maintenance needs, outsourced repairs, or miscellaneous duties as needed to ensure the technicians are focused on vehicle maintenance.

Accommodating fleet maintenance for a consolidated agency at the Woodbine location may prove to be a challenge. Any space needs assessment undertaken for the Sheriff’s Office should necessarily include the vehicle maintenance shop.

Any consolidated fleet should involve a comprehensive review of vehicle repair histories based on make and model, as well as the ergonomics afforded the officers using the vehicles, to identify the standard patrol vehicle for the CCSO. Maintaining a relatively monolithic fleet can streamline maintenance by narrowing the amount of parts inventory and increasing technician familiarity with a vehicle. The various financial advantages/disadvantages of leasing over buying should also be weighed carefully.

## Financial

---

In order to provide police services to St. Marys under a consolidated CCSO, the operational recommendations presented above would require one lieutenant, nineteen deputies, and three administrative staff positions. Table 7 shows the positions required in the CCSO to provide service to St. Marys.

**TABLE 7: Added CCSO Positions Needed to Serve St. Marys under Consolidation**

	Lt.	Sgt.	Corp.	Deputy	Civilian
<b>Administration</b>					2
Community Officer				1	
Evidence					1
Training				1	
<b>Criminal Investigations</b>				3	
<b>Narcotics</b>				1	
<b>Patrol</b>	1			12	
SRO				1	
<b>Total</b>	1			19	3

Financial information was obtained from Camden County in order to calculate the costs of these positions. Table 8 provides a summary of these costs.

**TABLE 8: Personnel Costs for CCSO Police Service to St. Marys\***

Position	Total Assigned	Average Rate	Other Benefits	Total Hourly Rate	Total Hours	Total Wages & Benefits	Life, Dis., Health	Uniforms	Total Comp.	Position Total
Lieutenant	1	\$20.54	16.71%	\$23.97	2080	\$49,862.25	\$9,600	\$3,200	\$62,662.25	\$62,662.25
Deputy	12	\$14.83	16.71%	\$17.31	2190	\$37,904.72	\$9,600	\$3,200	\$50,704.72	\$608,456.68
Deputy	7	\$14.83	16.71%	\$17.31	2080	\$36,000.83	\$9,600	\$3,200	\$48,800.83	\$341,605.83
Admin Clerk	3	\$12.88	13.90%	\$14.67	2080	\$30,514.27	\$9,600		\$40,114.27	\$120,342.80
									<b>TOTAL</b>	<b>\$1,133,067.25</b>

Note: \* Cost calculations based on personnel needed as described in Table 7.

According to Table 8, total personnel costs for sworn and civilian staff required to provide police services to St. Marys through the CCSO would be \$1,133,067.25. The salary figures for each position were determined using the current range of pay for these positions, and the current payments to CCSO deputies and civilian staff for fringe benefits (insurance, uniforms, etc.). The amount of hours for the twelve patrol deputies was calculated using the current 12-hour shift schedule in place that requires deputies to work 2,190 hours. All other position hours were based on a standard 40-hour work week. The seven deputies factored into these positions are the ones assigned to criminal investigations, narcotics, school resource officer, community officer, and training.

In addition to personnel costs, vehicle costs need to be factored into the overall expense calculations. It is assumed that the current take-home vehicle policy in the SMPD will apply to the twenty sworn personnel recommended in this staffing model. Therefore, twenty vehicles would be transferred from the SMPD to the CCSO to support these personnel. Without knowing the specific vehicles to be transferred, assumptions are made in order to estimate the costs of vehicles for the sworn personnel. It is assumed that all twenty vehicles will need to be upgraded/modified to change them from SMPD to CCSO. In addition, it is assumed that five new vehicles will be purchased each year to replace this fleet as it ages. Lastly, the current fuel and maintenance costs are assumed to be applicable for these vehicles. Table 9 presents the vehicle costs necessary to support consolidation.

**TABLE 9: Estimated Vehicle Costs to Support Consolidation**

Number of Vehicles	Annual Fuel Cost, Each	Annual Maintenance Cost, Each	Total Per Vehicle	Annual Vehicle Cost
20	\$5,200	\$2,420	\$7,620	<b>\$152,400</b>
		Number	Cost Each	Total
Vehicle upgrades for CCSO		20	\$8,400	<b>\$168,000</b>
Annual Replacement		5	\$32,000	<b>\$160,000</b>

According to estimates in the table, the first-year costs (upgrades and maintenance) for the twenty additional CCSO vehicles will be \$320,400. Each subsequent year the vehicle expenses are estimated to be approximately \$312,400.

By combining the personnel and vehicle costs associated with consolidation, an overall estimate of annual costs can be obtained. Table 10 presents these costs.

**TABLE 10: Estimated Annual Additional Costs for CCSO under Consolidation**

Wages & Benefits	\$1,133,067.57
Vehicle Costs - Fuel and Maintenance	\$152,400.00
Total	\$1,285,467.57
Year-One Vehicle Upgrade	\$168,000.00
Future Year New Vehicles @ 5 per year	\$160,000.00
Total Cost Year 1	<b>\$1,453,467.57</b>
Annual Costs Future Years	<b>\$1,445,467.57</b>

As can be seen from the estimates in the table, in the first year of consolidation, the CCSO will incur estimated expenses of approximately \$1,453,467.57. In future years this figure will be approximately \$1,445,467.57. These figures do not factor in wage or benefits changes in successive years. It is also assumed that the current “other than personnel costs” (supplies, equipment, etc.) will be incurred by the CCSO and considered as part of normal administrative expenses that will not change due to consolidation.

The most recent “Mayor and Council Approved” budget for the SMPD for Fiscal Year 2013 was \$2,246,000. According to the expenses estimated above, the city of St. Marys would experience a decrease of approximately \$800,000 in costs in a consolidated police model in which the CCSO would assume policing responsibility of St. Marys with one lieutenant, nineteen deputies, three administrative clerks, and twenty vehicles.

## Legal

There are a host of legal issues that need to be analyzed thoroughly before any attempt is made to merge or consolidate police services in these communities. ICMA strongly recommends that each jurisdiction engage counsel to identify and analyze all pertinent legal issues. ICMA offers no legal opinions or advice in this regard. ICMA does not suggest that one or more legal obstacles exist, but simply recommends that careful legal analysis be undertaken on the behalf of both jurisdictions and all stakeholders.

## Process

---

The orderly transition of consolidating the agencies into one, or even the functional merger of specific units, can be a difficult undertaking. There are no hard-and-fast rules for achieving successful consolidation. Each community would undoubtedly have different experiences and could expect both positive and negative influences during the process of change. There are three ingredients that offer the best possible conditions for a smooth consolidation process: (1) motivated stakeholders; (2) open and transparent communication; and (3) empowerment. While there are no guarantees, if the process involves motivated stakeholders, with open and transparent lines of communication, and an empowered agent of change, the most advantageous outcomes will be possible.

The process outlined below builds on the experiences of other communities that have consolidated police operations, as well as on theories regarding organizational change. Again, there are no “cookie-cutter” approaches to this process. Each community has different needs, experiences, and perspectives. The major elements discussed incorporate the ingredients of managing successful organizational change. The process outlined below also offers flexibility for each of the communities and departments involved to customize the process to suit its own unique circumstances.

In general, the process follows the planning approach and relies on a thorough assessment of the issues, developing the specifics of the consolidation, and recommendations for implementation and evaluation of the entire process. And although there is no one correct method, a successful process will follow a deliberate and identifiable order undertaken in a step-by-step manner. If the obstacles in one step of the process are too great and indicate consolidation is not viable, then the process should be discontinued. If, however, the adopted process is successful at identifying and resolving issues that arise, then continuation through the model is recommended until consolidation, either functional or merger, is achieved. The following steps are offered as a process model to achieve consolidation:

1. Assess options and opportunities.
2. Involve stakeholders in examination and discussion.
3. Conduct public hearings.
4. Decide whether to continue exploring the issue, and if yes, whether a functional consolidation or full merger is appropriate.
5. Organize for a functional consolidation or merger. The process will vary considerably depending on which process is selected:
  - a. If a functional consolidation is appropriate, organize a functional consolidation team for planning and implementation.
  - b. If a merger is appropriate, form a consolidation team to work with the Sheriff to ensure a smooth transition.



## Empower a Functional Consolidation Team

If key stakeholders decide to engage in any form of consolidation (functional or total) a consolidation team should be created. The role of this team will be to identify, discuss, and resolve the issues that arise from the consolidation process.

The team should have as many participants and working groups as necessary to complete the tasks at hand. At a minimum, a high-ranking member of each department should be designated as its principal representative on the consolidation team. These individuals would shoulder the primary responsibility to oversee the consolidation of functions, units, and/or services and report directly to the Sheriff/Chief/County or City Manager as appropriate. Additionally, these representatives would have the authority to create working groups or subcommittees to execute consolidation.

For example, if investigative services were designated for consolidation and not the entire SMPD, the principal representatives would be responsible for the ultimate outcome, but much of the logistics and planning could be handled by detectives/investigators assigned to the individual units being consolidated. This approach achieves two important goals: (1) it provides a high level of executive oversight on the entire process, and (2) it provides an opportunity for the personnel that will be affected the most by consolidation an opportunity to participate in the process. In addition, the people responsible for doing the work after consolidation would have input into the process and have an opportunity to design the new unit and parameters of service from the onset of a unit's creation.

If St. Marys decides to relinquish control of policing to the Camden County Sheriff, an operational consolidation team, similar to the one described above, should be created. This team should be led by the St. Marys police operations coordinator (lieutenant assigned to St. Marys) who would report to the CCSO chief deputy who will be managing the entire process. Additionally, ICMA recommends that a St. Marys Police-Community Council be established in the event the CCSO assumes responsibility for police services in St. Marys. This entity would be made up of political, civic, business, religious, educational leaders from the St. Marys community. This "council" should made up of members who are willing, able, and qualified to serve in this capacity. The council would meet regularly with the Sheriff or his designee and be involved in problem solving and police community outreach, and would act as a conduit between the organized community in St. Marys and the Sheriff.

## Summary

---

Consolidation of the St. Marys Police Department with the Camden County Sheriff's Office, either complete or functional, has potential. Based upon the assessment of each organization it is our conclusion that they are well managed and highly performing organizations; this makes consolidation possible.

From a functional consolidation standpoint, each investigative and support component of the organizations can be collapsed into one for both agencies. There can be one investigations division, one training division, one narcotics team, etc., that would be responsible for providing those police services in both the county and city. Patrol consolidation, however, should only be contemplated with a full merger of the organizations into one agency.

It is also recommended that a deliberate and transparent process be embraced to evaluate this assessment and plot the course for the next steps in the process. ICMA strongly recommends a full public examination of this report, and creation of a merger task force that will be responsible for the actual implementation of the details and processes associated with the consolidation.

Under a merged organization, ICMA recommends the table of organization as shown in Table 11, which reflects the operational recommendations in this report.

**TABLE 11: Table of Organization / Staffing for Combined CCSO-SMPD**

	Sheriff	Ch. Dep.	Capt.	Lt.	Sgt.	Corp.	Dep.	Sworn	Civilian
<b>Administration</b>	1	1			1			3	4
<b>Support Division</b>			1					1	
Professional Standards				1				1	
Finance									2
PIO							1	1	
IT									2
Evidence							1	1	1
Commissioners							1	1	
Training					1		1	2	1
<b>911</b>			1					1	21
<b>Field Operations Division</b>			1	1				2	
Detective Unit					1		7	8	
Narcotics					1		5	6	
Seak-9					1		1	2	
Woodbine Ops. Cmdr.				1				1	
St. Marys Ops. Cmdr.				1				1	
Patrol				2	4	4	28	38	
SRO							1	1	
SM-Comm. Officer							1	1	
<b>Total</b>	1	1	3	6	9	4	47	71	31