

Shared Police Services

Opportunities for Efficiency in
Somerset County

Goals of the Study

- To examine the current structure for delivery of police services within Somerset County to determine whether the use of a regional police structure is likely to provide increased efficiency and lower cost.
- To the extent that regionalization appears to have merit, outline a possible structure to be used as the basis for participatory consideration of the idea.

Context for the Study

- Significant Increases in Property Taxes
- Significant Increases in the Costs of Police Personnel
 - Binding Arbitration Awards
 - Rapid Growth in Health Care Costs
 - End of Pension Holiday
 - Est. 2010 Cost for Somerset Police: \$144,618
- Tightened CAP on Municipal Revenue

Somerset

Property Taxes (1999-2009)

Description	County Levy ('000's)	School Levy ('000's)	Municipal Levy ('000's)	Total Levy ('000's)
Somerset 1999	126,878	353,084	100,135	580,097
Somerset 2009	202,654	695,225	208,349	1,106,228
Net Change	75,776	342,142	108,214	526,131
% Change	59.72	96.90	108.07	90.70
State 1999	2,619,366	7,332,161	3,568,804	13,520,331
State 2009	4,506,063	12,776,364	6,766,216	24,048,643
Net Change	1,886,697	5,444,203	3,197,412	10,528,312
% Change	72.03	74.25	89.59	77.87
NY-NJ CPI-U 1999	177.000			
NY-NJ CPI-U 2009	236.825			
Net Change	60			
% Change	33.80			

Somerset

Normalized Comparisons to State

<u>Index</u>	<u>Somerset</u>	<u>New Jersey</u>
Equalized Value per Acre	328,547	288,737
Equalized Value per Capita	200,279	157,409 (27.2% above State Ave.)
County Levy per Capita	633	517
School Levy per Capita	273	1,467
Municipal Levy per Capita	651	777
Total Levy per Capita	3,458	2,762 (25.2% above State Ave.)
Ratio ML/Cap v. per Capita Income	0.0144	0.0295
Ratio TL/Cap v. per Capita Income	0.0762	0.1050
Equalized County Tax Rate	0.3163	0.3287
Equalized School Tax Rate	1.0851	0.9321
Equalized Municipal Tax Rate	0.3252	0.4936
Equalized Total Tax Rate	1.7266	1.7545
Municipal Appropriations per Capita	1,102.98	1,376.78
Surplus per Capita	180.88	104.64
Miscellaneous Revenue per Capita	295.75	466.26
Delinquent Tax per Capita	32.36	39.70
Total Misc. Revenue per Capita	508.99	610.60
# Sworn Officers per 1,000 Pop.	1.92	2.28
# Sworn Officers per Square Mile	2.06	2.68
Crime Rate	14.2	23.9 (4th lowest county)

The Approach

- Identify Legal Constraints
- Conduct Literature Review
- Examine Financial Data
- Review Performance Data
- Interview Municipal and Police Management
- Consider Alternative Models
- Identify Potential Advantages
- Formulate Plan for Participatory Review

Legal Issues

- Uniform Shared Services and Consolidation Act
 - Performance Standards
 - Cost Allocation
 - Optional Local Referendum
 - Joint Meeting Structure
 - Personnel
 - Seniority Retention
 - Integration of Labor Contracts

The Pricing Problem

- Distribution of Demand Differs From Distribution of Value (e.g. North Plainfield: 7.4% of Police; 3% of Value)
- Savings Not Distributed Fairly If Assessments Used For Cost Allocation
- Baseline Method Okay Initially, Difficult To Adjust In Future Years
- Budget Approvals Complex

Literature Review

- USDOJ National Report on Local Police
- IACP Report on Consolidation
- NJSACP Report on Consolidation
- Case Studies on Existing Regional Depts.
- NJ Uniform Crime Report
- Other State UCR Documents
- NJDCA Docs on Consolidation

Data Collection

- Budgets and Resource Inventories
- County Dispatching Call Data
- Site Visits to All Facilities
- Interviews with Administrators & Chiefs
- Review Structured Data Sources
 - Uniform Crime Reports (NJ & Federal)
 - USDOJ Local Law Enforcement Reports

Somerset Police Data

- 19 Municipal Departments
- County Prosecutor & Sheriff Support
- 627 Sworn Officers (wo County)
- Estimated Budget: \$104.1 Million
- Crimes per 1,000 Pop.: 14.2
- Violent Crimes per 1,000: 0.8
- Crimes per Sworn Officer: 7.2

Somerset County

County Personnel Summary

<u>Data Category</u>	<u># Budgeted</u>	<u># in Title</u>	<u># Budgeted</u>
<u>Uniformed Personnel</u>	<u>2009</u>	<u>12/31/09</u>	<u>2010</u>
Director	0	0	0
Chief	17	17	17
Deputy Chief	2	2	2
Captain	13	13	13
Lieutenant	45	44	46
Sergeant	107	106	106
Corporal	19	18	18
Police Officer	436	431	425
	0	0	0
Total Uniformed	639	631	627
<u>Civilian Personnel</u>			
IT Professional	3	3	3
Dispatcher	82	75	75
Records Clerk	16	16	16
Crossing Guard	108	108	108
Secretary/Clerk Typist	28	26	23
Vehicle Maintenance Worker	0	0	0
Bldg. Maintenance Worker	0	0	0
Other Civilian	31	31	30
Total Civilian	268	259	254
Total Employees	907	890	881

Somerset County

Personnel per UCR

<u>Municipality</u>	<u>2006</u> <u>Sworn</u>	<u>2007</u> <u>Sworn</u>	<u>2008</u> <u>Sworn</u>	<u>2009</u> <u>Sworn</u>	<u>2006</u> <u>Civilian</u>	<u>2007</u> <u>Civilian</u>	<u>2008</u> <u>Civilian</u>	<u>2009</u> <u>Civilian</u>
Bedminster Township	17	17	16	16	2	2	2	2
Bernards Township	38	39	38	39	9	15	16	15
Bernardsville Borough	18	18	16	18	6	6	4	6
Bound Brook Borough	22	22	22	22	5	5	3	5
Branchburg Township	26	26	26	26	2	2	2	2
Bridgewater Township	77	78	77	77	14	18	18	17
Far Hills Borough	6	6	6	6	0	0	0	1
Franklin Township	116	118	125	120	21	20	20	19
Green Brook Township	22	22	23	23	6	6	6	5
Hillsborough Township	55	56	55	55	13	14	14	14
Manville Borough	22	22	22	22	6	4	6	6
Millstone Borough	0	0	0	0	0	0	0	0
Montgomery Township	32	31	30	30	11	10	9	5
North Plainfield Borough	46	47	48	47	6	6	6	7
Peapack-Gladstone Boro	9	9	8	7	1	1	1	1
Raritan Borough	19	19	18	18	5	5	5	5
Rocky Hill Borough	0	0	0	0	0	0	0	0
Somerville Borough	32	32	31	32	7	7	7	7
South Bound Brook Boro	13	13	13	12	1	1	1	1
Warren Township	28	28	30	30	7	7	8	8
Watchung Borough	28	29	30	30	7	7	7	7
County Total	626	632	634	630	129	136	135	133

Somerset County

Performance Ratios

<u>Municipality</u>	<u>09 Pop.</u>	<u>Land Area</u>	<u>Density</u>	<u>Total Sworn</u>	<u>Total Civilian</u>	<u>Total Index Crimes</u>	<u>Total Violent</u>	<u>Total Non-Violent</u>	<u>Crime Rate per 1,000</u>	<u>Violent Crime per 1,000</u>	<u>Non-Violent per 1,000</u>	<u>Index Crimes per PO</u>	<u>Violent Crime per PO</u>	<u>Non-Violent per PO</u>	<u>Sworn per 1,000</u>	<u>Sworn per Sq. Mile</u>
Bedminster Township	8,388	26.47	316.89	15	3	48	1	47	5.72	0.12	5.60	3.20	0.07	3.13	1.79	0.5667
Bernards Township	26,681	24.00	1,111.71	39	35	153	2	151	5.73	0.07	5.66	3.92	0.05	3.87	1.46	1.6250
Bernardsville Borough	7,776	12.93	601.39	18	21	30	2	28	3.86	0.26	3.60	1.67	0.11	1.56	2.31	1.3921
Bound Brook Borough	10,421	1.71	6,094.15	21	20	232	24	208	22.26	2.30	19.96	11.05	1.14	9.90	2.02	12.2807
Branchburg Township	15,103	20.26	745.46	26	2	105	2	103	6.95	0.13	6.82	4.04	0.08	3.96	1.72	1.2833
Bridgewater Township	44,694	32.45	1,377.32	75	27	785	20	765	17.56	0.45	17.12	10.47	0.27	10.20	1.68	2.3112
Far Hills Borough	900	4.86	185.19	8	0	4	0	4	4.44	0.00	4.44	0.50	0.00	0.50	8.89	1.6461
Franklin Township	59,895	46.77	1,280.63	119	39	988	79	909	16.50	1.32	15.18	8.30	0.66	7.64	1.99	2.5444
Green Brook Township	6,922	4.58	1,511.35	22	8	159	4	155	22.97	0.58	22.39	7.23	0.18	7.05	3.18	4.8035
Hillsborough Township	39,442	54.69	721.19	55	17	282	16	266	7.15	0.41	6.74	5.13	0.29	4.84	1.39	1.0057
Manville Borough	10,864	2.48	4,380.65	22	20	234	6	228	21.54	0.55	20.99	10.64	0.27	10.36	2.03	8.8710
Millstone Borough	413	0.75	550.67	0	0	0	0	0	0.00	0.00	0.00				0.00	0.0000
Montgomery Township	23,087	32.62	707.76	30	5	146	1	145	6.32	0.04	6.28	4.87	0.03	4.83	1.30	0.9197
North Plainfield Borough	21,285	2.79	7,629.03	44	32	577	78	499	27.11	3.66	23.44	13.11	1.77	11.34	2.07	15.7706
Peapack-Gladstone Boro	2,568	5.80	442.76	10	1	13	0	13	5.06	0.00	5.06	1.30	0.00	1.30	3.89	1.7241
Raritan Borough	7,324	2.04	3,590.20	19	5	182	6	176	24.85	0.82	24.03	9.58	0.32	9.26	2.59	9.3137
Rocky Hill Borough	677	0.67	1,010.45	0	0	4	0	4	5.91	0.00	5.91				0.00	0.0000
Somerville Borough	12,726	2.36	5,392.37	32	4	192	19	173	15.09	1.49	13.59	6.00	0.59	5.41	2.51	13.5593
South Bound Brook Boro	5,134	0.78	6,582.05	13	1	36	1	35	7.01	0.19	6.82	2.77	0.08	2.69	2.53	16.6667
Warren Township	16,057	19.67	816.32	29	9	90	3	87	5.61	0.19	5.42	3.10	0.10	3.00	1.81	1.4743
Watchung Borough	6,512	6.02	1,081.73	30	7	345	3	342	52.98	0.46	52.52	11.50	0.10	11.40	4.61	4.9834
Total Municipal	326,869	305	46,129	627	254	4,605	267	4,338	14.09	0.82	13.27	7.34	0.43	6.92	1.92	2.0578
State of New Jersey	8,717,925	7,417	1,175.34	19,908	4,526	207,841	27,108	180,733	23.84	3.11	20.73	10.44	1.36	9.08	2.28	2.6840
Newark (2009)	280,666	24.14	11,626.59	1,297	374	12,364	2,679	9,685	44.05	9.55	34.51	9.53	2.07	7.47	4.62	53.7283
																National Ave. (Pop 10K-25K) 1.90
																National Ave. (Pop 25K-50K) 1.80
																National Ave. (Pop 50K-100K) 1.70

Current Shared Services

- Emergency 911
- Dispatch
- Criminal Investigation
- Specialty Squads (SWAT, Dive, Arson etc.)
- Training Academy
- Jail Operations
- Prisoner Transport

Alternative Models

- County Assumption
- Municipal Consolidation
- Regional Shared Services
- County-Wide Shared Services

County Assumption

- Issues
 - Unclear Statutory Basis
 - “Pricing Problem” Causes Inequities
 - Loss of Local Input
- Benefits
 - Access to Established Support Systems
 - Permits Economies of Scale

Consolidation vs. Sharing

Consolidation

- Permanent
- Loss of Identity
- Inflexible Pricing Structure
- Simplifies Decisions
- Loss of Political Control

Shared Services

- Changeable
- Continued Sense of Place
- Multiple Pricing Models
- Complicates Decisions
- Retention of Political Structure

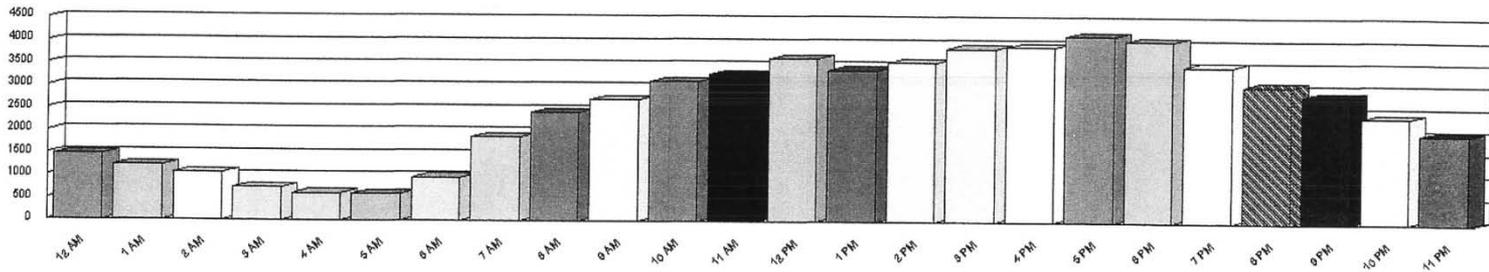
County-Wide vs. Regional

- Pros:
 - Largest Economies of Scale
 - Greatest Flexibility with Resources
 - Natural Relationship to Support Services
- Cons:
 - Logistical Challenges
 - Cultural Conflicts
 - Reduced Identification with Local Issues

Potential Sources of Savings

- Peak/Non-Peak Differential Scheduling
- Improved Supervisory Ratios
- Optimized Service Delivery Priorities
- Civilianization of all support functions
- Increased Automation
- Full Integration of Communications
- Reduction in Operating Facilities
- Standardization of Equipment & Systems

Differential Scheduling



Improved Supervisory Ratios

- Current Ratio: 1 Supervisory Ranking Officer for Every 2.1 Police Officers
- Organizational Theory: Reasonable Span of Control from 5 to 1 to 9 to 1

Optimized Priorities

- Priority of Response
 - Crime in Progress
 - Other Emergency Response (e.g. Flood)
 - Traffic Accident/Health Emergency
 - Criminal Complaint Response
 - Criminal Investigation
 - Traffic Enforcement
 - Community Policing/Crime Prevention
 - Other Services

Civilianization

- Dispatch
- Information Technology
- Vehicle Maintenance
- Court Security

Increased Automation

- Crime Analysis/CompStat
- Automatic Vehicle Locator
- Electronic Ticketing
- Video Surveillance
- Gunshot Detection
- Fingerprint Analysis

Integration of Communications

- Department-wide Access
- Expanded Records Management Access
- Expanded Channel Capacity
- Optimal Call Assignment
- County-wide Resource Management

Reduction in Operating Facilities

- Eliminate Antiquated Facilities
- Common Use of Specialty Facilities
 - Police Desk
 - Firearms Range
 - Evidence Room
 - Armories
 - Crime Lab
- Reduce Facility Maintenance Costs

Standardization

- Broader Amortization of Development Costs
- Lower Levels of Inventory Required
- Increased Flexibility in Personnel Assignment
- Simplified Training Requirements

Disadvantages of Scale

- Bureaucracy
- De-personalization
- Homogenization of Service Levels
- Culture Clashes

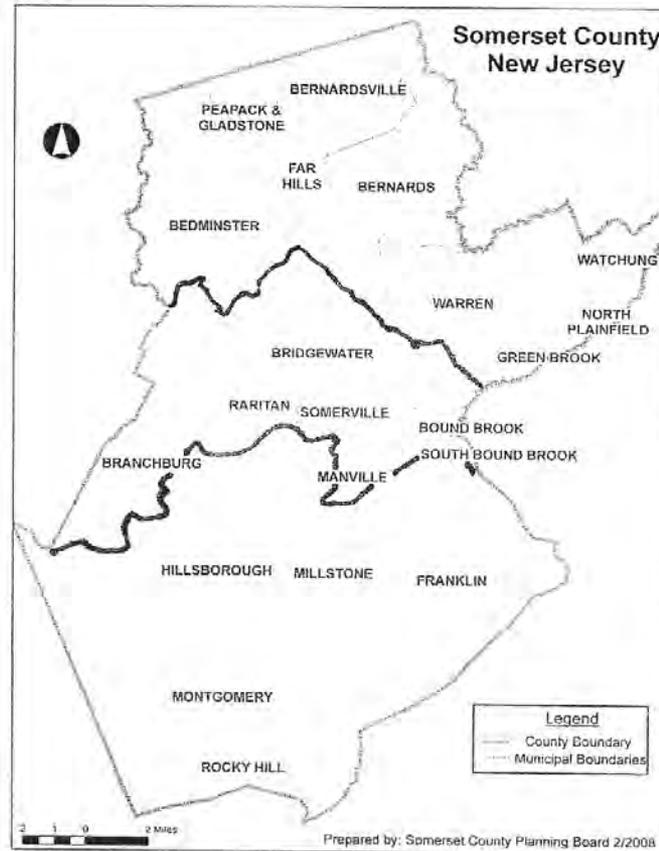
Potential Structure

- Establish County Wide Regional Department
- Organize with 3 Precincts (North, Central & South) & Central Office of Chief
- Patrol & Traffic At Precincts
- Centralize Dispatch at County
- Investigation & Special Squads Centralized
- Civilianize Support Functions
- County Support for Non-Police Functions
 - (e.g. Vehicle Maintenance, Building Services)

Comparative Capacity

- Patrol Levels Meet or Exceed Current Capacity in Peak Demand Periods
- Workload Unlikely to Cause Excess Call Queuing
- Key Ratios Comparable to State and National Norms

Proposed District Map

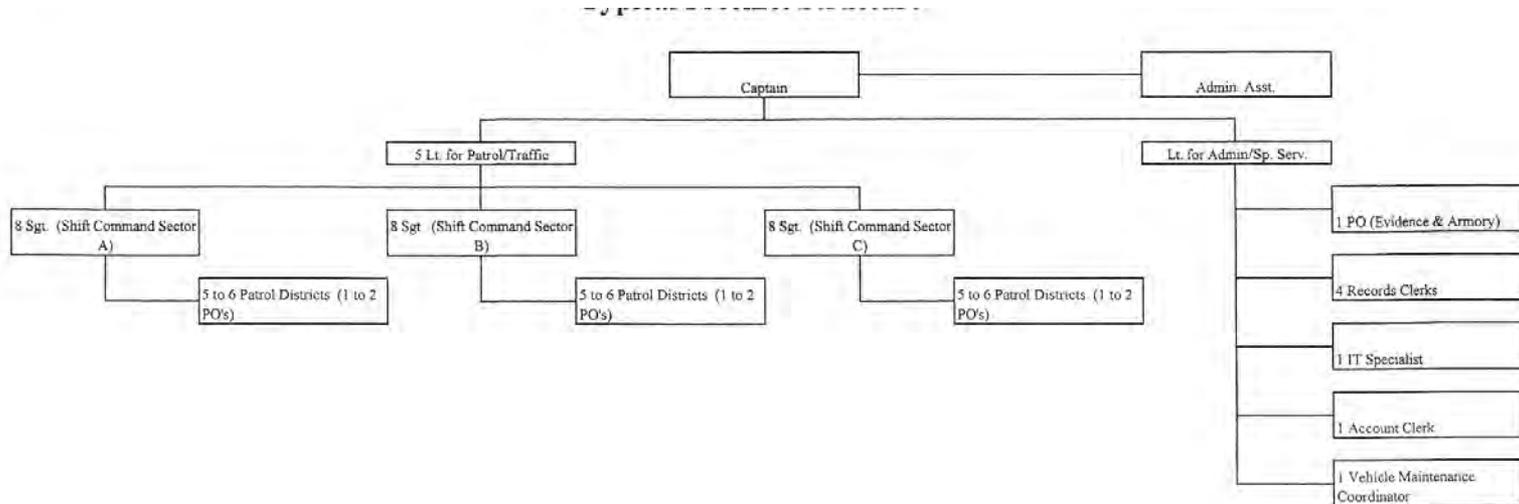


Somerset County

Conceptual Police Districts

<u>Municipality</u>	<u>09 Pop.</u>	<u>Land Area</u>	<u>Density</u>	<u>Police District</u>
Bound Brook Borough	10,421	1.71	6,094.15	C
Branchburg Township	15,103	20.26	745.46	C
Bridgewater Township	44,694	32.45	1,377.32	C
Manville Borough	10,864	2.48	4,380.65	C
Raritan Borough	7,324	2.04	3,590.20	C
Somerville Borough	12,726	2.36	5,392.37	C
South Bound Brook Boro	5,134	0.78	6,582.05	C
Total Central	106,266	62.08	1,711.76	
Bedminster Township	8,388	26.47	316.89	N
Bernards Township	26,681	24.00	1,111.71	N
Bernardsville Borough	7,776	12.93	601.39	N
Far Hills Borough	900	4.86	185.19	N
Green Brook Township	6,922	4.58	1,511.35	N
North Plainfield Borough	21,285	2.79	7,629.03	N
Peapack-Gladstone Boro	2,568	5.80	442.76	N
Warren Township	16,057	19.67	816.32	N
Watchung Borough	6,512	6.02	1,081.73	N
Total North	97,089	107.12	906.36	
Franklin Township	59,895	46.77	1,280.63	S
Hillsborough Township	39,442	54.69	721.19	S
Millstone Borough	413	0.75	550.67	S
Montgomery Township	23,087	32.62	707.76	S
Rocky Hill Borough	677	0.67	1,010.45	S
Total South	123,514	135.50	911.54	
Total Somerset	326,869	304.70	1,072.76	

Typical Precinct Structure



Somerset

Typical Weekly Schedule

Hour Beginning

Sun

Mon

Tue

Wed

Thu

Fri

Sat

12 Midnight

1

2

3

4

5

6

7

8

9

10

11

12 Noon

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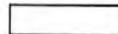
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	<u>Sun</u>	<u>Mon</u>	<u>Tue</u>	<u>Wed</u>	<u>Thu</u>	<u>Fri</u>	<u>Sat</u>
12 Midnight							
1							
2							
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7							
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9							
10							
11							

Legend



= Double Manning



= Single Manning

Summary

Each Patrol post would require 280 Uniformed man-hours per week

= Approximately 8 PO's (including allowance for sick & vacation)

Somerset

Projected Police Staffing Plan

<u>Title</u>	<u># Pos. Sworn</u>	<u># Pos. Civilian</u>	<u>Salary</u>	<u>Total Approp.</u>
Office of the Chief				
Chief of Police	1			
Captain (Administration)	1			
Captain (Special Squads)	1			
Lieutenant (Admin & IA)	1			
Lieutenant (Special Squads)	1			
Sergeant	5			
Police Officer	35			
Business Manager		1		
Admin. Assistant		4		
IT Coordinator		1		
Records Clerk		1		
Account Clerk		5		
<u>Precincts</u>				
Captain	3			
Lieutenant	18			
Sergeant	72			
Police Officer	403			
Admin. Assistant		3		
Records Clerk		12		
Account Clerk		3		
IT Specialist		3		
Vehicle Maintenance Coordinator		3		
Total	541	36		
Sub-Total Superior Officers	103			
Sub-Total Police Officers	438			
Ratio: PO to SO	4.25			

Somerset County

Personnel Comparison

<u>Data Category</u>	<u># Budgeted</u>	<u>Projected</u>	<u>Difference</u>	<u>2010 Ave.</u>	<u>Net</u>
<u>Uniformed Personnel</u>	<u>2010</u>	<u>Staffing</u>		<u>Cost</u>	<u>Difference</u>
Director	0	0			
Chief	17	1			
Deputy Chief	2	0			
Captain	13	5			
Lieutenant	46	20			
Sergeant	106	77			
Corporal	18	0			
Police Officer	425	438			
Total Uniformed	627	541	86	144,618	12,437,148
<u>Civilian Personnel</u>					
IT Professional	3	4			
Dispatcher	75	30			
Records Clerk	16	13			
Secretary/Clerk Typist	23	15			
Other Civilian	30	4			
Total Civilian	147	66	81	66,529	5,388,849
Total	774	607	167		17,825,997
# Sworn Officers per 1,000	1.92	1.66			

Transition Concepts

- Attrition-based Reductions to Sworn Personnel
 - Estimated 4-5 Year Process
 - Provides Additional Resources During Change
- Transfer of Some Dispatch Personnel to County
- Priority for Reassignment of Other Civilians

Proposed Locations

- Bernards/Watchung (North)
- Bridgewater (Central)
- Franklin (South)

Budgetary Impact

- Current Budget: \$104.1 Million (2010)
- Stabilized Comparable Budget: \$86.3 Million
- Est. Savings at Stabilization: \$17.8 Million*

* Excludes savings from reduced facility, reduced equipment & reduced overhead requirements

Cost Allocation Plan

- Initial Distribution Based on 2007-2010 Average Municipal Police Budgets
- After 5 Years, Based on Annual Adjustment Using Patrol Time Allocation
 - Dispatch to capture time on task
 - Technology to capture area of patrol

Implementation Schedule

- Task Force Review: January 2011
- Public Presentations: May – August 2011
- Local Approval: Sept – December 2011
- Facility Preparation: Jan - December 2012
- Communications Phaseover: December 2012
- Full Implementation: July 2013

Other Issues

- Controlling Unit Costs
 - Salaries
 - Benefits
- Future Pension Liability Distribution

Next Steps

- Towns to Supply Members for Review Task Force Headed by Prosecutor (by 12/28)
- Task Force Subcommittees Provide Findings and Recommendations (by 3/15/11)
- Full Task Force Report Presented (4/15/11)
- County/Municipal Joint Conference on Actions to be Taken (5/1/11)

Subcommittee Topics

- Management Structure & Municipal Contracts
- Expansion/Standardization of Communications & Records Management
- Crime Analysis, Scheduling & Deployment
- Standardization of Operating Procedures
- Reconfiguration of Host Facilities
- Integration of Labor Contracts