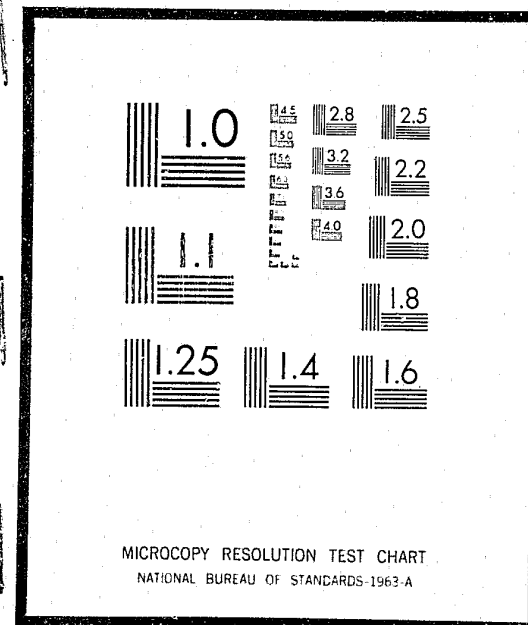


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

12/3/76
Date filmed

R-76-143

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Green Township, Hamilton County, Ohio; Analysis of Police Service Alternatives

REPORT NUMBER: 76-24(b)

FOR: Board of (Green) Township Trustees
Township Population: 60,118
Police Strength (Sworn): 8 fulltime,
3 parttime,
1 twenty-four hour
Sheriff's Office unit

Township Area: 30 square miles

CONTRACTOR: Westinghouse Justice Institute

; Larry R. Walton

NUMBER: J-LEAA-003-76

May 1976

34648
Final Report

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FOREWORD

This request for Technical Assistance was made by the Board of Township Trustees of Green Township, Hamilton County, Ohio. The requested assistance was concerned with studying the various factors and costs involved in establishing effective police service in the Township; exploring the various types of services that were available, or could be developed; and providing recommendations for guiding Township officials in selecting the most suitable arrangement for their purpose.

Requesting Agency: Green Township, Hamilton County, Ohio,
Mr. Jack Haley, Township Trustee

State Planning Agency: Department of Economic and Community Development, Mr. David Hellard

Approving Agency: LEAA Region V (Chicago), Mr. V. Allen Adams,
Regional Administrator; Mr. Spencer Hendron,
Ohio State Representative; Mr. Terrence
Doherty, Police Specialist

1. INTRODUCTION

This study pertained to conducting a review to determine the most effective method of providing police services in Green Township, Ohio. Green Township is located in southern Hamilton County and is bordered on the east by the city of Cincinnati. The County population is approximately 1,387,231 of which approximately 594,000 live in unincorporated sections of the County. Green Township is approximately 30 square miles in size and contains a population of 60,118. Policing in Green Township and surrounding communities takes a variety of forms: In some areas a constabulary form of police agency is financed by the township, in other areas police districts have been created by action of the voters, and in other areas a contractual relationship between a township and the Sheriff's Office exists (see Table 1-1). The Sheriff's Office provides general policing as manpower and budgetary considerations permit. Ohio State Law provides for cooperative and/or contract form of policing as long as such arrangements do not cross county lines.

Analyses conducted in this study and resultant conclusions and recommendations are based on interviews with representatives of involved agencies, observation of operating procedures, examination of pertinent documents, analysis of the types service available and pertinent political-financial considerations.

Interviews were held with the following agency representatives:

- Mr. Jack Haley, Board of Township Trustees, Green Township.
- Mr. Stephen Luken, Board of Township Trustees, Green Township.
- Mr. Peter Riebold, Board of Township Trustees, Green Township.
- Chief of Police Alvin Bellman, Green Township.
- Col. D. F. Wolfangel, Hamilton County Sheriff's Office.
- Chief of Police Don Mackie, Cheviot City Police Department.
- Sgt. William Hohmeister, Cheviot City Police Department.
- Lt. Ray McCarter, Cincinnati Police Department.

TABLE 1-1

Police Systems in Green Township Area of Hamilton County, Ohio

Jurisdiction	Population Served	Form of Policing	Number of Personnel	Patrolman Annual Salary	Cooperative Police Functions
Sheriff's Office	1,387,231 (593,685 unincorp.)	Sheriff's Office	270	\$14,322	Communications by independent County Agency, Sheriff's Office Jail
Green Township	60,118	Constable and Sheriff's Office contract	8 plus 3 part-time plus 1 - 24 hour Sheriff's Office Unit	10,920	Same.
Colerain Township	59,700	Constable	8 plus* 3 part-time	12,900	Sheriff's Office Jail.
Delhi Township	38,000	Police District	14**	14,000	Communications by independent County Agency, Sheriff's Office Jail.
Miami Township	19,820	Sheriff's Office contract	1 - 24 hour Sheriff's Office Unit	14,322	Same.
Springfield Township	59,150	Police District	28	13,650.***	Same.
Cheviot City	13,000	Police Department	9	10,400	Same.
Cincinnati City	447,000	Police Department	913	14,900	None.

*Plans for Police District with 34 personnel and \$600,000 budget are being developed (intention is to provide total service including communications).

**Scheduled to increase to 16 shortly.

***Total Police Budget \$549,000.

- Sgt. E. N. Frey, Colerain Township Police Department.
- Sgt. D. G. Redman, Delhi Township Police Department.
- Chief of Police William G. Hafer, Springfield Police Department.
- Mr. William F. Smith, Operations Officer, Hamilton County Communications Center.

Data collected and reviewed by the Consultant included the following:

- Hamilton County Sheriff's Office Policies and Procedures relating to contract police services for Green Township.
- Hamilton County Sheriff's Office basic contract for police services.
- Hamilton County Sheriff's Office cost factors for provision of contract police services.
- Manpower and Salaries schedules of Hamilton County Sheriff's Office; Green Township, Cheviot City, Cincinnati, Colerain Township, Delhi Township, and Springfield Township Police Departments.
- Crime and Related Workload Factors, Hamilton County by Township, 1975.
- Traffic Accident and Enforcement Workload, Hamilton County by Township, 1975.
- Police Budget Expenditures, Colerain, Springfield, and Green Townships.

2. UNDERSTANDING OF THE PROBLEM

As population has moved into Green Township from neighboring Cincinnati, demands for police services have increased for both criminal and noncriminal activity. To meet these needs, the Green Township Police Department, a constabulary form of policing, has been expanded from one constable in 1959 to a police agency of eight fulltime and three part-time personnel. In addition, a contractual arrangement with the Sheriff's Office provides for one Sheriff's Office unit on patrol in the Township 24 hours per day. This is over and above the two-and-one half Sheriff's Office units that are routinely assigned to the Township. This "hybrid" arrangement has resulted in some difficulties and dissatisfaction in terms of priority for call assignment, investigation, and reporting of crimes and traffic accidents between Sheriff's Office personnel and Township Police; divided authority; and so on. As a result, the Green Township Trustees expressed interest in evaluating the various efficient forms of policing available to them.

Alternatives developed locally include contract service with the Sheriff's Office for additional personnel paid for by the requesting townships; establishment of "Police Districts" to create a "home rule" police department funded by the Township, by means of a police levy approved by the voters; and hiring of part- or full-time constables. Due to the somewhat limited arrest powers of constables in Ohio, this last alternative has been the least desirable from the local residents' viewpoint.

Most police agencies in the county take advantage of the excellent communications facilities provided by the County Communications Center, a county agency separate and distinct from county policing agencies. The Communications Center has been in operation since 1949 and provides efficient service to 90 police, fire, and ambulance services in the County. Agency costs are pro-rated on the basis of calls for service within a particular jurisdiction. For example, Cheviot City pays \$8,000 per year for 24 calls for service. This has kept cost to a very low figure.

The Sheriff's Office also provides a jail for felony prisoners; misdemeanor prisoners are booked at the Community Correctional Institute, thus negating any need for jail facilities by township police. In addition, the Sheriff's Office routinely provides recordkeeping, juvenile, narcotics, followup investigation, laboratory, and general supervision functions for those township police not providing their own.

At present, several alternatives are in effect in the County: The Sheriff's Office provides partial or total contract service (in addition to "regular" patrol) to five townships; Colerain Township operates in the same manner as Green Township (but plans shortly to create a Police District); Springfield and Delhi Townships have both created Police Districts, as have the cities of Cheviot and Cincinnati.

3. ANALYSIS OF THE PROBLEM

3.1 General

Basic data relating to other police agencies in the vicinity of Green Township were shown in Table 1-1. The 1975 crime index for Green Township was 2,741 Index Crimes per 100,000 population. This compares favorably with the anticipated 1975 National Crime Index of approximately 5,000. In 1975, 1,784 traffic accidents were investigated in the Township, an increase of approximately 6 percent. Current annual contractual costs with the Sheriff's Office for one unit 24 hours per day are quoted at \$104,820. However, actual costs run about \$90,000 per year because all salary and related costs are quoted on the basis of top deputy salary, while actual charges are computed on the salary of the particular personnel assigned, which may be less than top salary. Each month, the Sheriff's Office presents Green Township Trustees with a detailed bill for services rendered during the preceding month. Factors considered are:

- Actual salaries of the specific personnel assigned each day.
- Pension (PERS).
- Hospitalization.
- Workmen's Compensation.
- Police cruisers amortized over 2 years.
- Uniforms amortized over 2 years.
- Sirens and red lights amortized over 4 years.
- Two-way radios amortized over 4 years.
- Gasoline and oil.
- Cruiser maintenance.
- Deputy bond insurance.

The Green Township Trustees allocate approximately \$251,000 each year for contract service and operation of the Township constabulary force.

3.2 Manpower Requirements

An analysis of the personnel commitments in Green Township indicate that an independent police force of at least 33 personnel would be necessary to provide comparable coverage. This estimate is based on the following:

	<u>Number of Personnel</u>
1 twenty-four hour "contract" Sheriff's Office unit (1.65 men necessary to provide 8 hours of service)	= 4.95
2.5 twenty-four hour "regular" Sheriff's Office units (1.65 men necessary to provide eight hours of service)	= 12.38
1 Chief of Police	= 1.00
1 lieutenant	= 1.00
3 sergeants (minimum)	= 3.00
3 detectives	= 3.00
5 patrolmen (existing constables, not including parttime constables)	= 5.00
3 clerks	= 3.00
Total	33.33 personnel

This estimate assumes that communications and jail functions would still be provided by the Sheriff's Office and the Communications Center, respectively. Green Township trustees have recognized, however, that this level of policing is not adequate for the community. The difficulty lies in determining the appropriate level of manpower to devote to the police effort, regardless of how that effort is provided (i.e., contract, constable, police district, and so on). Police authorities generally agree that there is no exact yardstick for determining police manpower commitments. Each community's problems, location in relation to other cities with significant police problems (e.g., Cincinnati), projected workload, and desires and financial ability to support a police effort must be assessed. As a matter of reference, the average number of police employees per 1,000 population for the United States was 2.5 in 1974.

This included both civilian and sworn personnel. For cities in the 50,000 - 100,000 population range, the average was 1.9 police employees per 1,000 population. In the East North Central portion of the country, including Ohio, the overall ratio was 2.4 police employees per 1,000 population, and for cities in the 50,000 - 100,000 population range in the East North Central portion of the country the average was 1.7 police employees per 1,000 population. The application of this last, and most meaningful, ratio to Green Township would indicate a need for a police department of approximately 102 personnel.

It is recognized that averages are by no means accurate indicators, but they do represent the average response to policing needs by communities similar in size to Green Township. (Cincinnati employs 193 personnel for an average of 2.04 police personnel per 1,000 population). It is also recognized that practical considerations probably preclude the possibility of effectively financing an operation of this size. Of course, reliance on the Sheriff's Office for jail functions and the Communications Center for communications functions could result in a significant reduction in total manpower necessary. Under these circumstances, a police force of approximately 90 persons would provide the same level of service. When the comparatively low local crime rate is taken into consideration, a further reduction to approximately 75 might be feasible. Certainly a commitment of approximately 70 personnel should be considered as an absolute minimum necessary to provide an effective level of service. This would provide only 1.17 police personnel per 1,000 population.

3.3 Service Costs

A review of salaries shown in Table 1-1 reveals that for Green Township to be competitive in police hiring, an annual salary of approximately \$14,000 for police officers would be necessary (existing salaries below \$12,000 have been disregarded on the basis that, considering other police agency salaries, such levels are not productive in attracting or retaining suitable candidates). This, of course, does not include Workmen's Compensation, PERS retirement costs, false arrest bonds, contributions to medical insurance programs, and the like. These related costs would raise the cost of a single officer by 25 to 30 percent. In addition, provision must be made for police vehicles and related equipment. As a general rule, the total cost of operating a police department can be calculated by assuming that personnel costs account for approximately 88 to 92 percent of the total budget. By use of the very minimum of 70 personnel, the following generalized personnel distribution would be appropriate: 1 Chief of Police; 2 captains (1 each in Patrol and Investigation); 5 lieutenants (3 in Patrol, 1 in Investigation, 1 in Planning and Training); 8 sergeants (6 in Patrol and 2 in Investigation); 51 patrolmen (48 in Patrol and 3 in Investigation); and 3 clerks.

Total department operating costs for this distribution should be approximately \$1,250,000 per year. It should be recognized that a significant portion of this total is devoted to supervision. Under a contract arrangement with the Sheriff's Office, or a cooperative venture with another township, at least six of these positions could be eliminated at an estimated annual savings of approximately \$100,000.

Although the figures listed above represent the Consultant's opinion of minimum staffing needs, it is recognized that the Township still may not choose to assume this large a burden. However, certain considerations are paramount:

- To attract and retain personnel of the caliber desirable, total salary costs per patrolman would approximate \$17,500.
- To deploy an officer 24 hours a day, 365 days per year, requires a minimum of 4.95 personnel.
- Supervisory and clerical personnel should total at least 25 percent of the total force.

3.4 Alternatives

It is the Consultant's opinion that the alternatives for providing police service in Green Township are as follows:

- Continuation of the existing level of service provided by constabulary force, the contract force provided by the Sheriff's Office and the "regular" patrol provided by the Sheriff's Office.
- Expansion of the existing Sheriff's Office personnel contract services to a level more appropriate to demands for police services.
- Creation of a new contractual relationship with a neighboring jurisdiction.
- Participation in a consolidated police district with either Colerain or Delhi Township, or the City of Cheviot.
- Establishment of an independent police department, using contract services for communications, and so on.

• Establishment of a totally independent police department, providing for all phases of operations.

• Continuation, but expansion, of the existing constabulary police system in conjunction with the second or third alternative.

While other variations on these alternatives may be possible, it is believed that these are the most logical.

4. FINDINGS AND CONCLUSIONS

This section discusses the alternatives for police service in Green Township that were presented in Section 3.4.

- Continuation of the present form of service is deemed unsatisfactory since it is readily apparent that an improvement is desired.
- Expansion of the existing contract with the Sheriff's Office is a valid and appropriate alternative. The Sheriff's Office appears to be progressive and well operated, and well able to provide the services desired. The level of training provided, the use of existing facilities, and a trained supervisory staff serve to make this alternative even more attractive. Serious consideration should be given to this alternative, as it represents what is probably the least expensive and simplest managed overall improvement to existing police services.
- Creation of a new contractual relationship with a neighboring jurisdiction does not offer anything not now available from the Sheriff's Office except a larger personnel pool in the Sheriff's Office. There is a likelihood however, of slightly lower costs since all neighboring jurisdictions, except Cincinnati, provide their patrolmen a lower salary than the Sheriff's Office. The desirability of substituting patrolmen from neighboring jurisdictions for Sheriff's Office personnel is a matter of decision for local residents. While neighboring police agencies appear to be capable of providing the desired service, it is doubtful that they could provide an improvement over existing service, per man hired.
- Continuation, but expansion, of the existing "hybrid" service does not appear to be practical in terms of coordination or efficiency.

- Establishment of a totally independent police department is not practical because of the high costs to provide total services, especially since there would be duplicating and overlapping of those services already available. This would be the most expensive alternative.
- Use of the Sheriff's Office jail and communications services provided by the Communications Center would provide for home rule and at the same time take advantage of existing staff services. This would probably be the second most expensive alternative.
- Participation in a consolidated police district with another township or Cheviot City probably represents the most efficient compromise between contractual services and establishment of a totally independent police department in terms of cost and home rule. Administration of such a police district should be by means of a joint board or committee composed of representatives from each township.

5. RECOMMENDATIONS

For Green Township to provide the most effective police service at the least cost, it is the Consultant's opinion that the choice of alternatives lies between converting to a total contract arrangement with the Sheriff's Office and joining with a neighboring township, or Cheviot City, to form a joint police district. Either alternative should result in an appropriate level of service, providing the program is implemented with at least the 70 personnel referred to in Section 3.3. A contract force of this size could probably be budgeted between \$1,000,000 and \$1,200,000. Although this is considerably above present expenditures, it should be emphasized that present expenditures provide for a level of police service that is inadequate for a community of 60,000 persons that adjoins a city of half a million population with a growing metropolitan area. There is simply no satisfactory solution to providing efficient police service without providing sufficient personnel to perform necessary services. The attitude of Township residents, as reflected by the Township Trustees, amply illustrates that service has not been satisfactory.

Since either of the above alternatives would cost approximately the same, and provide for approximately the same services, the final choice must be made by local residents. Certainly the factor of home rule will have a significant bearing on the results. If the desire for home rule is strong enough, the community may even desire to create their own police department. It should be reemphasized, however, that this choice is more costly, and would allow less flexibility in operation because of fewer personnel available to meet all needs. In any event, no attempt should be made to develop independent jail and communications facilities.

END

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