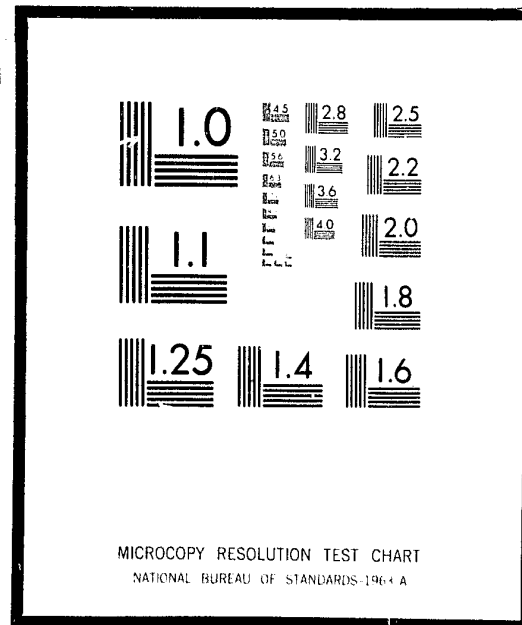


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

1/4/77
Date filmed

R-76-159

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Saluda County, South Carolina; Police
Services Consolidation Feasibility Study

REPORT NUMBER: 76-98

FOR: Upper Savannah Regional Planning and
Development Council

NCJRS

AUG 16 1976

ACQUISITIONS

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Richard H. Ward

CONTRACT NUMBER: J-LEAA-003-76

DATE: August 1976

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FOREWORD

This request for Technical Assistance was made by the Upper Savannah Regional Planning and Development Council, Greenwood, South Carolina. The requested assistance was concerned with studying the feasibility of consolidating the police services in Saluda County, South Carolina, with emphasis on cost-benefit factors, programmatic advantages and disadvantages, organizational factors, and legal constraints.

Requesting Agency: Upper Savannah Regional Planning Council,
Mr. Dan Mackey, Executive Director;
Mr. Steven J. Brown, Public Safety
Director; Town of Saluda, Mayor James S.
Corley, Sr.

State Planning Agency: Office of Criminal Justice Programs,
Office of Criminal Justice Planning,
Mr. Lee M. Thomas, Director

Approving Agency: LEAA Region IV (Atlanta),
Mr. Ben A. Jordan, Director, Program
Development and Technical Assistance
Division; Mr. John A. Gregory, Police
Specialist

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1. INTRODUCTION

The population of Saluda County, South Carolina, is approximately 14,600. The County location within the Upper Savannah Region and South Carolina is shown on the map contained in Figure 1-1. The largest town in the County is Saluda, with an estimated population of 2,442. Saluda has its own police department which consists of eight sworn personnel. The towns of Ridge Springs (estimated population 644) employs four sworn officers, and the town of Ward (estimated population 150) employs a Chief of Police. The County is policed by the Saluda County Sheriff's Department, which employs three sworn personnel. The Sheriff is an elected law enforcement officer.

Saluda County is administered by a County Board of Commissioners. The towns of Saluda, Ridge Spring, and Ward are administered by a Mayor-Council form of government (a mayor and four town council members). The Sheriff's Department is funded through County taxes, and the police departments are funded through town taxes.

The request for technical assistance in Saluda County was made in an effort to determine the feasibility of consolidating police services or organizing law enforcement services to increase effectiveness and efficiency. The primary consideration involved a determination of alternative approaches to the provision of police services, with a view toward effecting cost savings.

The study involved an analysis of statistical factors and other data, including: Costs, reported crime, arrests, calls for services, staffing, equipment, and other workload criteria. The Consultant interviewed numerous individuals to develop knowledge concerning their views on the quality of law enforcement services and their opinions on consolidation. The possibility of Federal assistance in funding a consolidation effort was discussed with representatives of the Upper Savannah Regional Planning and Development Council and the South Carolina Criminal Justice Planning Office.

The findings and recommendations made in this study are based upon the above considerations with a view toward providing options for the improvement of law enforcement service.

The following individuals were interviewed or took part in discussions concerning this study:

- Mr. Dan Mackey, II, Executive Director,
Upper Savannah Regional Planning Council.
- Mr. Steven J. Brown, Public Safety Director,
Upper Savannah Regional Planning Council.

- Mr. Edward Denman, South Carolina Office of Criminal Justice Planning.
- Sheriff Harold E. McCarty, Saluda County.
- Deputy Sheriff Dave Charles, Saluda County.
- Mr. Malcolm Banks, Saluda County Sheriff's
- M. L. Gillian, Saluda County Sheriff's Department.
- Mayor James S. Corley, Sr., Saluda
- Chief of Police W. W. Scurry, Saluda.
- Chief of Police Harbin Rikard, Ridge Spring.
- E. M. Mitchell, County Commissioner.
- Mr. Philip Boatwright, County-Commissioner-Elect.

2. UNDERSTANDING OF THE PROBLEM

2.1 Introduction

Saluda County, South Carolina, is located in the Northwest section of the State. According to a "Population and Economic Study Update," prepared by the Upper Savannah Regional Planning and Development Council:

In 1960, Saluda County had a population of 14,554, declining slightly to 14,528 in 1970. By 1974, the population jumped slightly to 14,600. The white, older age groups increased in population. The decline in population occurred primarily in the younger age groups, both whites and blacks. Nearly all of Saluda County's population is located in a rural setting.

The future population for Saluda County should experience a slow, but steady increase. The population is expected to be 14,900 in 1980 and 15,800 in 1990. This increase is expected to take place in or near the Towns of Saluda, Ridge Spring and Batesburg.

The Saluda County economy has experienced good growth in the manufacturing sector. The apparel industries are the major reasons for this. Little diversification has taken place in types of industries locating in Saluda County.

The service sector of Saluda County has experienced slight growth in the past. This trend is expected to continue in the future since the Greenwood, Augusta and Columbia trade centers are in close proximity to Saluda County.

The agricultural sector in Saluda County is one of the strongest in the region. Even with a decline in employment opportunities, agriculture remains as a significant influence in contributing to the local economy. The agricultural sector should remain strong in the future, particularly in the area of cattle and dairy production.*

*Population and Economic Update, Upper Savannah Regional Planning Development Council, February, 1976, pp. 7-8.

The county police concept is not new in the United States, and numerous communities have implemented or begun to implement consolidated police services. By statute, the chief law enforcement office in each South Carolina county is an elected Sheriff. At present, the Saluda County Sheriff's Department is responsible for the following:

- Law enforcement services in the County.*
- Maintenance and control of the County Jail.
- Control and supervision of the Court.
- Service of civil papers, arrest warrants in the County and other writs of the court.

Any consideration of consolidated police services in the County must include the Sheriff's Department; and any plan, to be effective, would require cooperation of the Sheriff's Department.

2.2 Law Enforcement Services in Saluda County

The Sheriff is elected by the citizens of the County for a 4-year term. The budget for the Department is approved by the County Board of Commissioners.

The Sheriff's Department currently employs eight persons, which includes the Sheriff, two deputies, four jailers-dispatchers, and one secretary. One parttime deputy is employed on weekends. The Department is housed jointly with the Saluda Police Department in a new \$250,000. Law Enforcement Center, which also contains the County Jail. The salaries of the four jailers-dispatchers are shared by the Town and County.

The Saluda Police Department consists of the Chief of Police, an assistant chief, and six police officers.

*Traffic accidents in the County are handled by the State Highway Patrol, and in the towns by the local police departments. The Sheriff's Department does not, as a rule, operate within Town limits. However, there is a close working relationship between the Sheriff's Department and the local police departments; and they do provide assistance to each other when requested.

The Ridge Spring Police Department consists of the Chief of Police, four fulltime officers, and one parttime officer on weekends.

The Town of Ward employs a Chief of Police.

Figure 2-1 illustrates the organization of law enforcement services in Saluda County.

The law enforcement budget in Saluda for 1975 was as shown in Table 2-1. The salaries of law enforcement personnel in Saluda are shown in Table 2-2. These salaries are considered comparable to salaries throughout the State of South Carolina.

Equipment in each of the departments is limited primarily to automobiles. The Sheriff's Department uses three automobiles and a pickup truck; the Saluda Police Department uses two automobiles; and the Ridge Spring Police Department is authorized one automobile. A Federally-funded communications center is currently being installed in the County. Uniforms for the police departments are purchased by the towns. The Sheriff's Department is not uniformed.

2.3 Crime and Workload Criteria

The crime rate in Saluda County does not appear to be excessive. Part 1 crimes per 1,000 population in 1975 numbered 22.12. The County ranked somewhat higher than other counties in District II on reported homicides and rapes, with .55 per 1,000 and .34 per 1,000, respectively. However, the relatively small number of crimes makes it impossible to determine whether or not this is a chance fluctuation or indicative of a trend. Tables 2-3 and 2-4 illustrate the crimes per 1,000 population, and arrest data in the five counties comprising District 2. It should be noted that a uniform crime reporting system has been recently instituted and data is subject to reporting problems.

The small number of offenses reported, and the lack of more specific data on reported crimes, arrest typology, clearances, and other related variables make indepth analysis difficult if not impossible. A report prepared by the Upper Savannah Regional Planning and Development Council provides some interesting comparative data between counties on a number of variables.* However, findings of these analyses are not generally significant because of the low numbers involved.

*Upper Savannah District - Impact/Priority Areas. Upper Savannah Regional Planning and Development Council, April 20, 1976.

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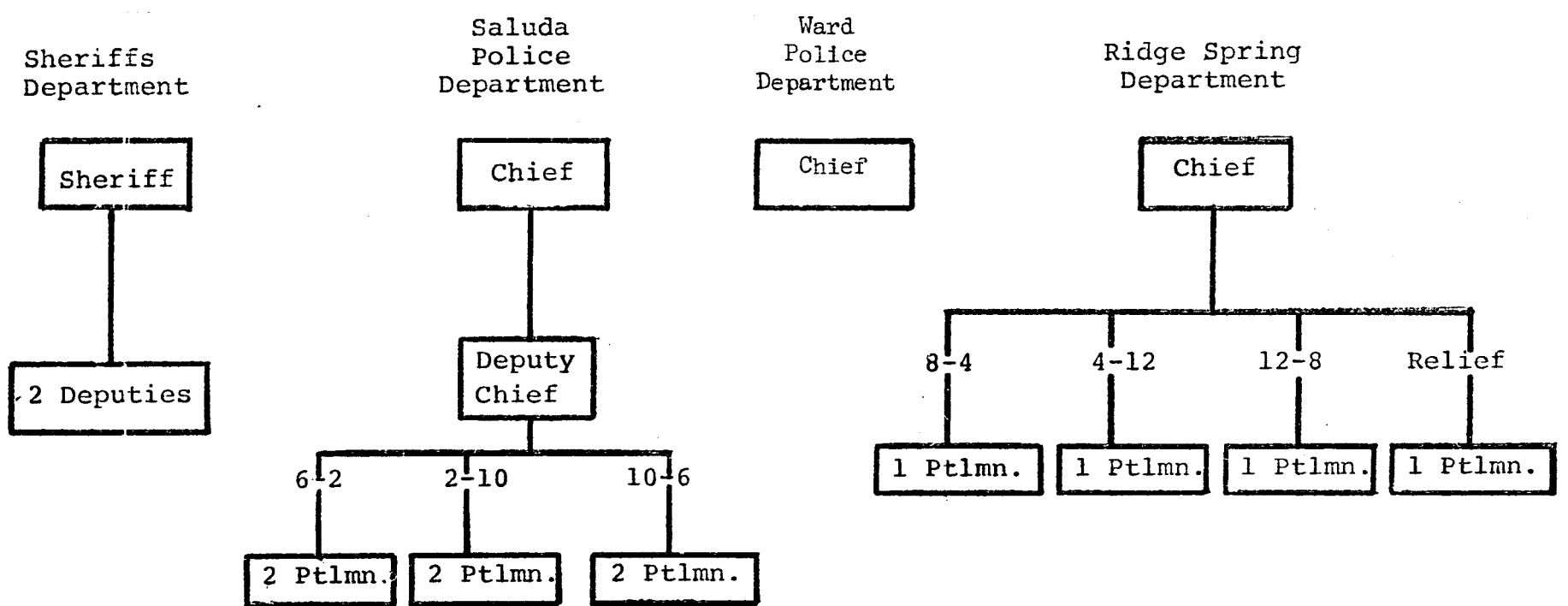


Figure 2-1. Organization of Law Enforcement Services in Saluda County

TABLE 2-1

Saluda County Law Enforcement Budget -- 1975

	<u>Police</u>	<u>Corrections</u>	<u>Total</u>
Sheriff's Department	\$ 32,415	\$21,512	\$ 53,927
Saluda	71,201	15,394	86,595
Ridge Spring	18,276		18,276
Ward	<u>N/A</u>	<u></u>	<u>N/A</u>
	\$121,892	\$36,906	\$158,798

TABLE 2-2

Saluda County Law Enforcement Personnel Salaries

	<u>Saluda County</u>	<u>Saluda</u>	<u>Ridge Spring</u>
Chief/Sheriff	\$9,800	\$7,600	\$7,540
Deputy Sheriff's	8,800	--	--
Police Officers	--	6,500	6,240
Jailers	4,020*	--	--

*Average

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TABLE 2-3

Crimes Per 1,000 Population Type I Crime Rate -- District 2

		Total Type I	Violent	Property	Murder	Rape	Assault	Robbery	B&E	Larceny	Auto Theft
<u>ABBEVILLE</u>	County	34.86	7.36	17.50	0	.09	6.94	.32	8.47	8.29	.74
<u>EDGEFIELD</u>	County	30.85	13.41	17.44	.18	.37	12.20	.67	8.05	8.54	.85
<u>GREENWOOD</u>	County	44.07	11.24	32.84	.06	.06	10.41	.71	12.41	18.96	1.47
<u>LAURENS</u>	County	24.12	3.40	20.72	.16	.04	2.86	.34	8.91	11.09	.72
<u>MCCORMICK</u>	County	18.90	6.34	12.56	0	0	5.85	.49	9.88	2.07	.61
<u>SALUDA</u>	County	22.12	6.37	15.75	.55	.34	5.21	.27	7.95	7.53	.27
<u>DISTRICT TOTAL</u>		30.83	7.86	22.97	.14	.11	7.12	.49	9.85	12.19	.93

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TABLE 2-4

District 2 Arrest Data

<u>County</u>	<u>Abbeville</u>	<u>Edgefield</u>	<u>Greenwood</u>	<u>Laurens</u>	<u>McCormick</u>	<u>Saluda</u>	<u>District Total</u>
Total							
Type I	163	203	1,376	403	55	111	2,311
Violent	47	126	196	100	17	63	549
Property	116	77	1,180	303	38	48	1,762
Murder	0	3	4	6	0	13	26
Rape	2	5	2	1	0	4	14
Assault	37	110	165	85	15	45	457
Rcbbery	8	8	25	8	2	1	52
B&E	39	35	362	63	18	15	532
Larceny	71	31	774	230	16	33	1,155
Auto Theft	6	11	44	10	4	0	75
Narcotics	22	15	58	27	16	3	141
Total Juvenile	80	45	191	131	6	34	487
Criminal	41	28	155	103	6	23	356
Status	39	17	36	28	0	11	131

Persons incarcerated in the Saluda County Jail numbered 635 in 1975 and 543 in 1974. Of these, 145 in 1975 and 185 in 1974 were related to drunkenness. It is anticipated that a recently enacted law will reduce the number of drunks who are incarcerated.

During 1975, the Saluda Police Department handled 81 accidents.

A total of 59 cases were handled by the Ridge Spring Police Department in 1975.

There were no adequate records available relative to call-for-service or other assignments, thus making it impossible to determine the workload factor in each of the departments. The interviews indicated that there presently are no manpower shortages in the towns with respect to police services. However, there is relatively little preventive patrol outside the towns since the Sheriff's Department is not large enough to adequately deploy a preventive patrol force. The Sheriff's Department served 219 "papers" during 1975 and 209 during 1974.

2.4 Selection, Training, and Working Conditions

Except for the Sheriff, who is elected, law enforcement personnel are appointed by the Board of County Commissioners or the Town councils, and serve at their pleasure. In practice, the Sheriff appoints his deputies and the Chiefs of Police appoint officers. State statutes indicate that the Sheriff is responsible for his deputies.

Every sheriff is liable for the acts of his officers, and all persons acting under him in every subordinate capacity ... (53-51, Art. 2)

The powers and duties of the Sheriff do not appear to be spelled out, except to say that he is the chief law enforcement of the county. The General Assembly may change the powers and duties of the Sheriff (53-51).

There is no formal recruitment policy for any of the agencies involved; vacancies are filled on an as-needed basis.

The State requires that all new officers receive basic training, but there is some question as to whether or not this requirement is being met. For example, only one officer in the Saluda Police Department attended the basic Training Course, although there was a turnover of seven persons in 1975. One deputy sheriff has an associate degree in police science, and appears to be the only college graduate employed by any of the agencies. Table 2-5 illustrates the educational level of law enforcement personnel in Saluda County. It does not appear that any individuals are currently enrolled in a college program.

TABLE 2-5

Educational Levels of
Saluda County Law Enforcement Personnel

Highest Educational Level <u>Completed</u>	<u>Sheriff's Department</u>	<u>Saluda</u>	<u>Ridge Spring</u>
Less than 9th			1
9 - 11th	2	5	
12th or Equivalent		4	3
2 Years (A.S.)	1		

There appears to be little or no job dissatisfaction in the Sheriff's Department; the two deputies have been with the Department more than 5 years. There is a high turnover of police officers in Saluda, where half the Department has less than 2 years of service. There is a similar situation in Ridge Spring, where two of the officers have less than 2 years of service. Interviews indicated that low pay is the primary reason for the high turnover.

During the Consultant's interviews, there were some expressed concerns about the quality of some personnel in the Saluda Police Department; however, there was inadequate opportunity to undertake an indepth study of performance quality. For the most part, interviewees indicated satisfaction with the Sheriff's Department and the Ridge Spring Police Department.

3. ANALYSIS OF THE PROBLEM

3.1 Introduction

There are a number of variables that must be considered in any proposal to consolidate services. Some of these are quantifiable, such as workload data, while others are not, such as political considerations and personal preference. In general, it is safe to say that emphasis throughout the country is on consolidating small departments to maximize service and minimize costs.

Where a department is too small, the administrator is limited in his use of personnel and cannot easily bring to bear adequate resources to handle specific problems. Such is the case in Saluda County.

With respect to the ratio of officers to population, a general rule of thumb is that there should be between 1.5 and 2 employees per 1,000 persons. Obviously, such factors as crime rate, geographic area, enforcement responsibilities, and other demographic characteristics must be considered.

A further consideration is the professional level of the departments involved. Effectiveness is, or should be, related to education, training, and experience.

In large measure, effective police service depends upon the support of the community, both in budgetary and general support. The department must be free of undue political interference and be responsible to the public. The trend in the United States has been toward professional police administrators who are appointed by an elected individual or body, or by a city or county manager. The elected-Sheriff system in Saluda appears to have met with general public satisfaction, and this must be considered in any consolidation proposal. One cannot rule out the various political factors (including funding) that will come into play in any serious discussion of consolidation. The elected representatives of the towns and county must ultimately make the final decisions relative to the implementation of any plan.

3.2 Methodology

This study is based on an analysis of the information and data presented in Section 2, and the general principles listed above. The following options exist:

- Maintain the present system.
- Consolidate all services in the County under the Sheriff's Department.

- Consolidate all services in the County under an appointed Chief of Police, who may or may not be the Sheriff.

- Partially consolidate services.

The above options were viewed in terms of the following variables:

- Levels of service.
- Reported crime.
- Staffing capabilities.
- Cost-effectiveness factors.
- Competency of personnel.
- Short- and long-range goals for law enforcement services in Saluda County.
- Geographic and demographic characteristics of Saluda County.
- Facilities and equipment costs.

By use of commonly held principles relative to the provision of law enforcement services, based upon available data, and taking into consideration the views of those concerned, an attempt was made to develop several options that might be considered.

3.3 Analysis of the Present Situation

In general, police service in Saluda County is adequate; however, there is room for improvement. In 1975, there were approximately 22 serious crimes (Part I) per 1,000 population. The highest percentage of crime involves property (almost 17 incidents per 1,000, and breaking and entering, almost 8 incidents per 1,000). These figures compare favorably with other counties in District 2.

The available figures indicate that Saluda County offers a relatively crime-free environment.

There was inadequate data to conduct an indepth analysis of crime in the towns as compared with that in the County.

A review of workload information, which is based primarily on interviews rather than hard data, indicates that law enforcement services in

the County are adequate, although resource allocation is skewed in favor of the towns. The County, outside the towns, receives very little in the way of patrol services because the Sheriff's Department is too small to provide such coverage.

The County utilizes the resources of the State Law Enforcement Division (SLED) for assistance in the investigation of serious crimes. However, according to available data, the Town of Saluda made no requests for SLED assistance in 1975, and the Sheriff's Department made 15 requests. Ridge Spring made one request for forensic assistance. Thus, external assistance requests are made in less than 10 percent of the serious reported crimes.

The investigative capability of law enforcement agencies in Saluda is limited, both by the small size of the agencies and the limited training of personnel.

3.3.1 Current Cost Factors

The total budget for law enforcement services in Saluda County in 1975 was \$158,798.*

The salaries of police officers range from \$6,240 in Ridge Spring to \$8,800 in the Sheriff's Department. There are apparently no provisions for fringe benefits, job security, or promotional opportunities in any of the departments.

The cost of operating the County Jail in 1975 was \$36,906.

There are no available cost figures for vehicle operation, maintenance, or replacement. In fact, much of the automotive equipment is in need of replacement.

3.3.2 Education and Training

There is a strong need to upgrade the quality of personnel in Saluda County through greater emphasis on training and education. No doubt, low salaries result in a high turnover of personnel and an inability to recruit highly qualified individuals. Furthermore, the lack of advanced training for personnel can contribute to ineffectiveness.

*A part of this budget appears to include Federal assistance through the Comprehensive Employment Training Act (CETA). For example, three positions in Ridge Springs and two positions in Saluda are funded by CETA.

Consideration should be given to using training programs available at the State level, and to sending law enforcement personnel to appropriate seminars and workshops. While there are short-range costs, the long-range benefits in developing professional police services far outweigh them.

Consolidation should also make it possible to free up personnel for training, and for the possible development of some form of in-service training. An in-service training program should be considered as a District function, and greater cooperation with other counties should make it possible to increase the quality of personnel performance.

Some specific areas that should be addressed immediately include:

- Budgeting and management.
- Supervision.
- Criminal investigation.
- Report writing and records management.
- Basic training for all officers not having completed this course.

4. FINDINGS AND CONCLUSIONS

4.1 Feasibility of Consolidation

Based upon the data presented previously and upon law enforcement management principles, it is the Consultant's opinion that a County law enforcement agency would provide more effective and efficient police services. This conclusion rests on several presumptions:

- The County Department be managed by a single individual who reports to a specific elected body.
- The Department is provided adequate personnel, facilities, and other support services.
- Clear policies with respect to jurisdiction, provision of services, and working relationships with other departments are spelled out in writing.
- Agreements are worked out in advance for funding the Department.

4.2 Models for a County Police Agency

A single County Police agency ideally represents the most effective and efficient use of resources. There are two models that might be considered:

- Expand the Sheriff's Department to include responsibility for all law enforcement services in the County.
- Establish a County Police Department and give the Sheriff primary responsibility for running the jail, serving papers, and other civil matters.

Although the Sheriff is the most likely candidate to head a County police agency, consideration should be given to a transition proposal that would allow for an appointed County Chief of Police. Appointment would be made by a Board of Police Commissioners consisting of representatives from the County Board and the town councils. The Board of Police Commissioners would be responsible for selecting the Chief and for matters related to law enforcement services in the County. In the event the Sheriff was not appointed Chief, he would be responsible for those functions enumerated above in the second model. This would meet the Constitutional requirements and also permit the County management some flexibility in ensuring professional police services for the future.

Whatever the final decision, the goal should be to establish a County force by consolidating all services. A countywide agency would enable some flexibility in resource allocation and an opportunity to increase effectiveness with more efficiency. A proposed organizational chart for a County force appears in Figure 4-1.

By use of this approach there would be a Chief of Police (Sheriff), a deputy chief, three lieutenants, an investigator, and seven patrol officers; four jailer-dispatcher positions would also be retained.

The following positions and suggested salary scales would be maintained:

• Chief of Police (Sheriff)	\$11,000
• Deputy Chief*	10,000
• Lieutenants*	9,000
• Investigator	9,000
• Patrol officers	7,000
• Jailer-dispatchers	6,500
• Secretary-clerk	6,000

The proposed organizational structure permits uniform patrol coverage on all shifts, except the night shift, which would employ two officers.

It is recommended that the following shifts be implemented county-wide:

• Night Shift	2 a.m. - 10 a.m.
• Day Shift	10 a.m. - 6 p.m.
• Evening Shift	6 p.m. - 2 a.m.

*The deputy chief and lieutenants would presumably include the undersheriff and Chiefs of Police in Saluda and Ridge Spring.

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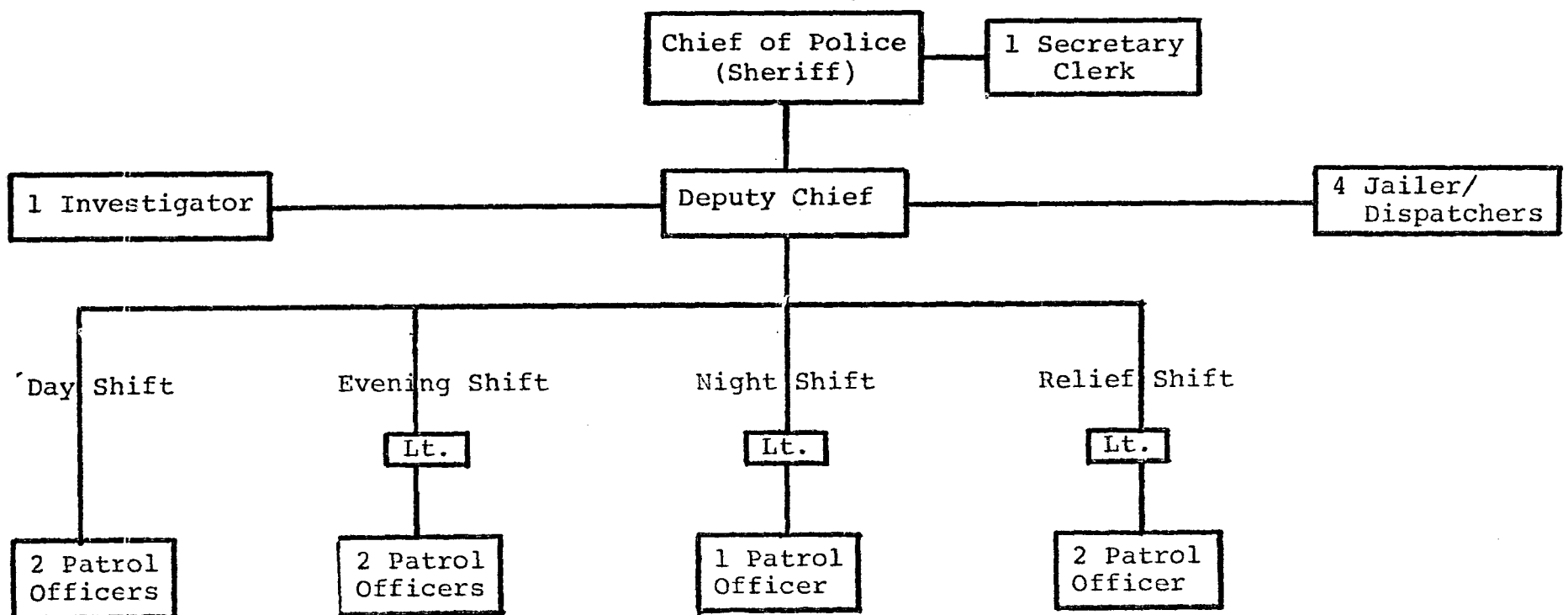


Figure 4-1. Proposed Organization for a Saluda County Police Department

Geographic distribution would provide a patrol officer in the Towns of Saluda and Ridge Spring on the day and evening shifts and a supervisor on duty to patrol the County and the towns, thus providing a greater level of patrol coverage. During the night shift, the supervisor would give special attention to Ridge Spring. This distribution does not take into account any special patrol consideration that might be present; but given the resources, the Chief could reallocate them as required. For example, when not involved in the investigation of a crime, the investigator could be used on patrol. Under this plan, the deputy chief would be responsible for patrol on the day shift, and the three lieutenants would supervise the other shifts. A patrol chart would be developed for the year, which would provide extra patrol coverage on weekends. The shift commander could redeploy the patrol force in exceptional circumstances.

The investigator would also serve as the Department juvenile and crime prevention officer and be responsible for followup investigations not handled by the patrol force.

4.2.1 Equipment and Facilities

Under this proposal, four automobiles would be required. Automobiles should be replaced at least every 2 years, and it would probably be more efficient to replace two autos each year.

The Law Enforcement Center provides adequate facilities for the Department; and with the implementation of the new communications facility, there should be no reason to maintain an office in Ridge Spring. Thus, records should also be consolidated.

Each patrol officer should be equipped with a walkie-talkie while on patrol. This would increase the safety factor of one-man patrols. The Department might experiment with walkie-talkies as a replacement for in-car radios, which is being done in some departments. Obviously, a test must be run to ensure that the range is sufficient to broadcast and receive throughout the County.

Assistance in purchasing equipment to establish the Department might be sought from LEAA.

4.2.2 Alternate Model

In the event one of the town police departments does not favor consolidation, it would be possible to consolidate the Sheriff's Office with one department. However, the benefits to be derived in consolidating one department are minimal as the staffing is so small as to preclude any real cost saving.

In the event a decision were made to consolidate the Saluda Police Department and the Sheriff's Office, a similar organization to that illustrated in Figure 4-1 would be considered. Under this proposal three automobiles would be required.

4.2.3 Cost and Funding

The cost of a County Police Department will, in the long run, prove less expensive than the present system. Because there were no specific budget allocations available, it is impossible to conduct an itemized cost breakdown for running the Department. However, an attempt has been made to cost out the major budget items of a County Police Department.

The proposed budget (see Table 4-1) represents a model by which an itemized budget can be drawn. Of course, it is possible to effect additional savings in several budget categories, but this should be worked out in cooperation with the Chief of Police. Approximately \$25 - 30,000 is raised each year in fines. If one assumes that approximately \$35,000 in CETA funding remains available, the cost to taxpayers for a County Police Department should be approximately \$86,000.

Currently, the towns fund their departments and the County funds the Sheriff's Department. Consolidation will require some reallocation of funding. It appears obvious that the County could not fund a new department without additional tax revenues. One method of achieving this would be to reduce the town taxes and increase the County taxes by an amount or percentage equivalent to present costs for police service. This would have to be determined in cooperation with the towns involved.

TABLE 4-1

Proposed Budget for a County Police Department

Personnel

	Salary	x	Number	=	Cost
Chief of Police	\$ 11,000		1		\$ 11,000
Deputy Chief	10,000		1		10,000
Lieutenants	9,000		3		27,000
Investigator	9,000		1		9,000
Patrolmen	7,000		7		49,000
Jailer/Dispatchers	6,500		4		26,000
Secretary/Clerk	6,000		1		6,000
					<hr/>
Total Personnel Costs					\$138,000

Equipment and other Costs (Estimated)

Replace 2 automobiles each year	\$ 5,000
Equipment maintenance and purchase	1,000
Gasoline	4,500
Jail Maintenance, including food, cleaning, etc.	2,700
Training	500
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Total Equipment Costs	\$ 13,700
Total Suggested Budget	<u>151,700</u>
Net saving first year	<u>\$ 7,098</u>

5. RECOMMENDATIONS

The following recommendations represent what the Consultant views as the strongest options available to the citizens of Saluda County. The first option would provide more effective police services to the County; the second option is less desirable and is viewed as an interim approach to ultimate consolidation. Given the population and size of Saluda County, it makes little sense to maintain three separate police agencies; to do so is at the cost of developing professional law enforcement services. In the event a decision is made not to consolidate, some consideration should be given to upgrading the present agencies.

- Option No. 1 -- The establishment of a consolidated County Police Department with an appointed Chief of Police (who is appointed by a County Board of Commissioners) should be given the highest priority. It is anticipated that the Sheriff would fill the position of Chief of Police.
- Option No. 2
 - First Alternative Recommendation -- Establish a consolidated Sheriff's Department.
 - Second Alternative Recommendation -- consolidate the Sheriff's Department with either of the towns in the event one town does not agree to consolidate.
 - Third Alternative Recommendation -- Upgrade the law enforcement agencies in the County through salary incentives and increased training.

5.1 Summary and Discussion

Specific recommendations for the implementation of the above proposals were discussed in more detail in Sections 3 and 4. A consolidated police department in Saluda County is not only realistic, but advisable. Consolidation offers the opportunity to be more flexible in approaching problems, and should enable the department to be more involved in crime prevention. Crime in Saluda County appears to be below the average for crime in the State, and is certainly below that in the Nation. The citizens of Saluda should make every effort to see that effective crime control continues, and this can only be accomplished by improving the quality of law enforcement services.

No doubt there will be some problems if consolidation occurs; however, there now appears to be a good working relationship between the County Commissioners and the Town Councils. A cooperative approach should eliminate many of the problems. One recommendation made earlier was to establish a County Board of Commissioners, which is representative of both town and County interests. This Board could deal with law enforcement problems directly through the Chief of Police.

Perhaps the needs of the future are best summed up in the report Police, by the National Advisory Commission on Criminal Justice Standards and Goals:

Every State and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. In determining this means, each should acknowledge that the police organization (and any functional unit within it) should be large enough to be effective but small enough to be responsive to the people. If the most effective and efficient police service can be provided through mutual agreement or joint participation with other criminal justice agencies, the governmental entity or the police agency immediately should enter into the appropriate agreement or joint operation. At a minimum, police agencies that employ fewer than ten sworn employees should consolidate for improved efficiency and effectiveness. (p. 108)

END

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