

Lincoln County Law Enforcement Feasibility Study

Prepared for:

Lincoln County Law Enforcement Agency
Coordination Task Force
225 West Olive Street
Newport, Oregon 97365

Prepared by:

University of Oregon Community Planning Workshop
1209 University of Oregon
Eugene, Oregon 97403-1209

March 2000

TABLE OF CONTENTS

	CHAPTER ONE: INTRODUCTION	
BACKGROUND		1
METHODOLOGY.....		2
ORGANIZATION OF REPORT		2
	CHAPTER TWO: CONCEPT OF LAW ENFORCEMENT AGENCY COORDINATION AND CONSOLIDATION	
INTRODUCTION		3
HISTORY OF COORDINATION AND CONSOLIDATION IN LINCOLN COUNTY		3
POTENTIAL ADVANTAGES OF COORDINATION AND CONSOLIDATION.....		4
POTENTIAL DISADVANTAGES OF COORDINATION AND CONSOLIDATION		4
LITERATURE REVIEW		4
CONCLUSION		6
	CHAPTER THREE: CASE STUDIES	
INTRODUCTION		7
CASE STUDIES		7
CONCLUSION		13
	CHAPTER FOUR: LINCOLN COUNTY DEMOGRAPHICS	
INTRODUCTION.....		15
ROADS AND HIGHWAYS.....		15
POPULATION		16
INCOME DISTRIBUTION		17
EDUCATION		17
HOUSING.....		18
EMPLOYMENT.....		19
SUMMARY.....		20
	CHAPTER FIVE: LINCOLN COUNTY CRIME TRENDS	
INTRODUCTION.....		22
LAW ENFORCEMENT AGENCY PROFILES.....		22
SUMMARY.....		31
	CHAPTER SIX: LAW ENFORCEMENT AGENCY PROFILES	
INTRODUCTION.....		33
AGENCY PROFILES		33
SUMMARY.....		39
	CHAPTER SEVEN: FOCUS GROUP RESULTS	
INTRODUCTION.....		41
SUMMARY.....		44
	CHAPTER EIGHT: OPTIONS FOR COORDINATION AND CONSOLIDATION	46
INTRODUCTION.....		46
OPTION ONE: NO CHANGE		46
OPTION TWO: COORDINATION AND CONSOLIDATION OF CERTAIN SERVICES		47
OPTION THREE: COORDINATION AND CONSOLIDATION OF NEWPORT AND TOLEDO DEPARTMENTS		48
OPTION FOUR: COORDINATION AND CONSOLIDATION OF PATROL IN ALL AGENCIES		49
OPTION FIVE: FULL COORDINATION AND CONSOLIDATION OF ALL AGENCIES		49
BROADER ISSUES OF COORDINATION AND CONSOLIDATION		50

FINANCIAL ANALYSIS50

CHAPTER NINE: RECOMMENDATIONS

SHORT-TERM RECOMMENDATIONS59

LONG-TERM RECOMMENDATIONS.....64

CHAPTER ONE: Introduction

Background

The local governments of Lincoln County are interested in analyzing the feasibility of increased agency coordination and consolidation as a means to deliver more efficient and effective law enforcement services. The current system divides efforts between four law enforcement agencies: three municipal departments and the county sheriff's office. Staffing, equipment, and training vary widely by agency.

Efforts to provide quality law enforcement are further challenged by Lincoln County's geographic size and rural nature. The county covers 998 square miles and about 55 percent of county residents live in rural areas. Furthermore, Lincoln County's economy is based on tourism, which creates some unique challenges for law enforcement agencies. The resident population is only 42,000 people, but during the peak vacation seasons the population can reach up to 200,000, an increase of almost 400 percent.

The tourism industry produces temporary, low wage employment that creates a more transient population of service employees. Vacation related activities often involve alcohol, which increases the probability of alcohol related crimes. There also is a high rate of child abuse, domestic assaults, and exceptionally large numbers of individuals on felony probation and parole.

Moreover, the passage of Ballot Measure 50 will translate into a decrease of local government tax revenues of about \$1.5 million in Lincoln County. Declining revenues will create an even greater burden on law enforcement agencies; particularly smaller departments that are already struggling to maintain current levels of service.

The concept of consolidating law enforcement systems is not new; city and county representatives met to explore consolidation in 1991, but could not reach a consensus on whether it was a feasible option and how it would be implemented. However, since these initial meetings some agency coordination has occurred. For example, the Lincoln County Major Crime Team, Lincoln Interagency Narcotics Team, the Multidisciplinary Child Abuse Team, and the Multi-Agency Crash Team include officers and detectives working together from different law enforcement agencies to address countywide crime issues. While these interagency teams are working well, problems remain which warrant further consideration. Examples of these problems include:

- Inconsistencies in police operations;
- Investigation problems;
- Inadequate case investigation staffing;
- Jurisdictional and political conflicts;
- Inconsistent or inadequate training among police agencies;
- Inconsistent or inadequate levels of service delivery;
- Areas of inadequate patrol coverage; and

- Shrinking government funds due to recent Oregon tax limitations and the resultant loss of law enforcement personnel.

Methodology

This study employs a variety of research methodologies. CPW conducted a literature review to examine the history of agency coordination and consolidation, conducted case study analyses to examine the experiences of other agencies that have considered or pursued coordination and consolidation, and conducted primary research in Lincoln County, using focus groups to gather the opinions of agency personnel and citizens.

Organization of Report

Chapter Two discusses the concept of law enforcement agency coordination and consolidation, both nationally and in Lincoln County. **Chapter Three** presents the results of case studies of agencies that have considered or underwent some form of coordination and consolidation across the country. **Chapter Four** describes the demographic characteristics of Lincoln County that may influence decisions concerning agency coordination and consolidation. **Chapter Five** presents crime trends in Lincoln County over the past five years. **Chapter Six** profiles each of the law enforcement agencies within the county. **Chapter Seven** presents summaries of focus groups held in Lincoln County with law enforcement personnel and interested citizens to discuss the concept of coordination and consolidation. **Chapter Eight** discusses the favored options for coordination and consolidation as determined by case studies, focus groups, and input from the Law Enforcement Agency Task Force and Technical Committee. **Chapter Nine** presents CPW's recommendations for coordination and consolidation of law enforcement in Lincoln County.

CHAPTER TWO: Concept of Law Enforcement Agency Coordination and Consolidation

Introduction

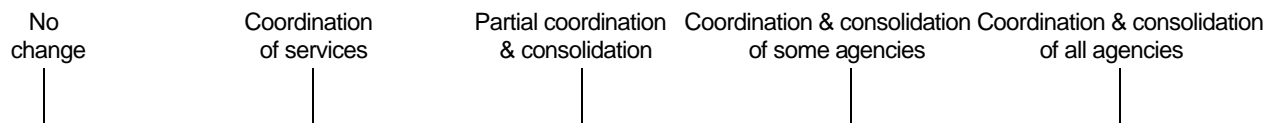
This chapter will examine the literature that addresses the issue of police coordination and consolidation, as it is applicable to this feasibility study. The literature review has provided us with a list of commonly accepted advantages and disadvantages of law enforcement coordination and consolidation as well as a baseline of information on the topic to date which serves as a guideline from which to frame this study.

History of Coordination and Consolidation in Lincoln County

The ideas of greater coordination and/or consolidation of the law enforcement agencies were explored by Lincoln County's city and county representatives in 1991. However, they were unable to reach a consensus about the feasibility of coordination and consolidation and the implementation processes that would be required. While the concept of complete consolidation was abandoned, smaller agency coordination and consolidation efforts have occurred, such as the creation of the Lincoln County Major Crime Team, the Lincoln Interagency Narcotics Team, the Multidisciplinary Child Abuse Team, and a Multi-Agency Crash Team. These more minor attempts at coordination and consolidation have proven successful; however, recurring problems have prompted the reexamination of the issue of coordination and consolidation on a larger scale in Lincoln County.

While the Community Planning Workshop will be examining the issue of coordination and consolidation, we will not solely explore full coordination and consolidation. Our study will look at coordination and consolidation as a continuum, with status quo, or no change, at one end of the spectrum, and full coordination and consolidation at the other end. In between these two endpoints are a number of other options for coordination and consolidation, including coordination and consolidation of some services or partial coordination and consolidation, which entails the coordination and consolidation of the Newport and Toledo Police departments.

Range of Coordination and Consolidation Possibilities



Potential Advantages of Coordination and Consolidation

Although the advantages accrued through coordination and consolidation vary with the type of coordination and consolidation as well as the communities involved, certain benefits are applicable across a broad range of cases. For example, improvements can be expected in:

- Uniformity and consistency of policies, regulations and procedures;
- Coordination of services to avoid duplication of efforts;
- Distribution and deployment of personnel;
- Personnel efficiency and professionalism;
- Training;
- Management and supervision;
- Career enhancement opportunities and personnel retention; and
- Cost effectiveness.

Potential Disadvantages of Coordination and Consolidation

Opponents of coordination and consolidation efforts base their resistance to merging law enforcement services on one or more of the following drawbacks that have been identified through study or exist as speculative concern:

- Loss of local control;
- Loss of citizen contact with local agency personnel;
- Increased costs;
- Problems resolving different rank structures, labor contracts, salaries, Procedures; and
- Interpersonal conflict between personnel.

Literature Review

A review of the literature reveals that coordination and consolidation of law enforcement services is not a new idea; agencies have been considering and pursuing various degrees of coordination and consolidation efforts for decades. In 1967 the President's Commission on Law Enforcement and Administration of Justice published *The Challenges of Crime in a Free Society*, in which they promoted coordination and consolidation of small law enforcement agencies. The Advisory Commission on Intergovernmental Relations supported this earlier study in 1971 when they concluded that small agencies are often unable to provide adequate services and should therefore be enabled to consolidate through government incentives. Two years later the National Advisory Commission on Criminal Justice Standards and Goals recommended that police departments with fewer than ten fulltime sworn officers consolidate with other local agencies (Girard, 1979).

The extensive governmental literature on law enforcement coordination and consolidation culminated in a Department of Justice document entitled *Small Police Agency Coordination: Suggested Approaches*. Published in 1979, this report outlines

methodologies successfully utilized by consolidated agencies in each stage of their mergers, from feasibility studies and planning to implementation and evaluation. The report also considers factors that lead to coordination and consolidation, the experiences of consolidated agencies, and the lack of early feasibility studies in lieu of informal decision-making strategies lead by local political leaders and senior law enforcement personnel (Girard, 1979). Although written two decades ago, this report continues to be cited in contemporary literature and has likewise proved valuable in designing our feasibility study.

With over 1,000 communities studying the feasibility of law enforcement coordination and consolidation between 1970 and 1979, the 1970s are typically considered the pinnacle of coordination and consolidation efforts (Girard, 1979). However, ample literature exists in the 1980s and 1990s as communities continue to consider the feasibility of merging aspects of their law enforcement services. In 1989, Chief Peter Herley of the Tiburon, California Police Department published a paper titled *How can the coordination of functions between small California police departments ensure the departments' viability by the year 2000?* Defining consolidation as "the merging of various functions that are shared by two or more police departments," Chief Herley rejects the notion that total consolidation provides a method by which departments may maintain separate identities. Included among his list of acceptable functions to consolidate are communications, investigations, purchasing, research, training, crime analysis, and records.

The report addresses various issues including the advantages and disadvantages of coordination and consolidation, a strategic plan that elicits input from law enforcement personnel and the public, and finally an implementation guide and final recommendations to ensure an adequate transition phase.

Among the more recent literature is a guide published by the Pennsylvania Department of Community Affairs, Bureau of Local Government Services titled *Regional Police Services in Pennsylvania: A Manual for Local Government Officials*. Published in 1996, the manual is based on the experiences of over 120 regional police departments in Pennsylvania, beginning with North York County Regionalized Police Department in 1972 to the most recent merger of Stroudsburg Regional Police Department in February 1998. In providing a history of Pennsylvania's coordination and consolidation efforts, the manual notes that in order to promote advantageous coordination and consolidations, the state adopted Standard 6.4. This policy enjoins all local governments and police agencies to study the feasibility of combined and/or contracted police services, and "where appropriate to do so, police departments should consolidate for improved efficiency or effectiveness..." (Orndorf, 1996).

The manual offers examples of different methods of providing police services such as traditional, centralized support services/decentralized patrol, contracted police services, and consolidated police services. Following these descriptions are discussions of coordination and consolidation issues, advantages, disadvantages and legal authority for coordination and consolidation as well as feasibility considerations that take public and law enforcement attitudes into account. Finally, methodology for assessing the feasibility of coordination and consolidation and developing an implementation plan are provided, including aspects such as funding, administration and organizational structure, equipment purchasing, facility selection, choosing a chief, and determining the proportion of costs paid by each community.

Perhaps the greatest value of the literature reviewed for this study is the assistance it provided in disclosing several case studies for further examination. While the

mentioned reports are founded on real coordination and consolidation pursuits, they retain a more indirect, theoretical perspective that necessitates the exploration of concrete examples. Grounded in the coordination and consolidation concept continuum the following chapter will examine the efforts of communities that have variously considered and/or pursued different methods of coordination and consolidation.

Conclusion

The literature has provided the Community Planning Workshop with models that other states or federal agencies have used to conduct law enforcement feasibility studies. These models have helped us with determining those factors that should be examined in a feasibility study as well as the format in which it should be presented. Advantages and disadvantages of coordination and consolidation, based on actual experience were outlined in CPW's examination of the literature. The literature review also provided a context for this study and allowed us to evaluate the amount of the research that has been conducted on this topic.

CHAPTER THREE: Case Studies

Introduction

The purpose of conducting case studies is to learn from other examples of coordination and consolidation, both successful and unsuccessful. By talking with people involved in other coordination and consolidation efforts, many valuable lessons can be learned. The case studies examine how the process of coordination and consolidation was implemented, what kind of organizational system was developed, what kind of roadblocks emerged during the process, and the various effects of coordination and consolidation after the process was implemented.

Case studies are critical to this report because they provide a better understanding of the impetuses for coordination and consolidation, germane issues that need to be addressed, and obstacles other agencies confronted, as well as costs and benefits associated with various aspects of coordination and consolidation. Ultimately they offer examples of successful and failed methodologies for feasibility studies and implementation plans as well as the short and long-term reactions to and results of agencies' efforts to improve their efficiency, effectiveness, and level of service through various types of coordination and consolidation. The following section will present three types of case studies (along the continuum of coordination and consolidation): communities that rejected coordination and consolidation (and retained the status quo), those that chose partial coordination and consolidation, and those that undertook full coordination and consolidation of their law enforcement agencies. Case studies were not available for the options of incremental coordination and consolidation and coordination and consolidation of some agencies within a region or county; however, these alternatives will be discussed within the context of a master's thesis and feasibility study respectively.

Case Studies

Rejected Coordination and Consolidation

Washoe County, Nevada

Washoe County and the cities of Reno and Sparks, Nevada began to consider coordination and consolidation of their three law enforcement agencies in 1990. The groundwork for coordination and consolidation was laid in the early 1970s with the merger of Clark County's five agencies into the Las Vegas Metropolitan Police Department. Legislation (Senate Bill 340) that provided the guidelines for consolidating law enforcement agencies was already in place and served as reinforcement for the officials in Washoe County to consider similar efforts. The Washoe County Detention Facility, which serves the city and county agencies, offered a model by which to judge the advantages and disadvantages of merging services and functions of law enforcement agencies.

Alan Mentzer, a former Reno Police Officer, conducted the first feasibility analysis on law enforcement coordination and consolidation in Washoe County. *A Model for the Consolidation of the Reno Police Department and the Washoe County Sheriff's Office into a Metro Police Department* was published in 1992. The report revealed that while the Sheriff would support consolidation if it involved the input of all law enforcement personnel and the public, the Sparks Chief of Police adamantly opposed consolidation due to potentially high costs and the possibility of reduced service levels in some areas.

After considering the potential costs and benefits of consolidation and factoring in the attitudes of stakeholders, Mentzer recommended that a transition team be created to further assess his findings and ease the proposed merger. He envisioned the transition team as a compilation of six committees that would address issues such as budgeting, reorganization, employee benefits, workshops, general order (consolidating policies, standardizing operating procedures, etc.), and equipment.

Largely in response to Mr. Mentzer's report, the Reno, Sparks, and Washoe County Law Enforcement Task Force was created in 1994 to further study the feasibility of countywide law enforcement consolidation. Research was conducted throughout 1995 and their findings were published in 1996. Their efforts considered how consolidation would effect all aspects of police activities, including: recruitment, detention, animal control, probation services, parking enforcement, purchasing, communication systems, and various other functions, services, procedures, and regulations. With regards to the advantages and disadvantages of coordination and consolidation, the findings of the Task Force mirrored those of Mr. Mentzer, however the fiscal impact of consolidation emerged as a larger obstacle than the former study had anticipated. Nevada Revised Statute 280 offered contract protection to all employees, meaning that the agency offering the most lucrative benefits would become the standard by which a consolidated agency would determine benefits and contracts. The cost of this effort alone was projected at \$5 million. The controversy that this prediction elicited combined with the continued opposition shown by the Sparks Chief and other Sparks's officials lead the Task Force to recommend against consolidation. While they could envision increased cooperation in areas such as information and general improvements in interagency communication, the Task Force recognized that the political climate and financial obstacles would thwart any effort at full consolidation.

Lafayette Parish, Louisiana

In the fall of 1980 residents of Lafayette, Scott, Duson, Youngsville, and Broussard, Louisiana voted on a charter that called for the abolition or absorption of five small police departments. The two larger police departments, Lafayette Police Department (LPD) and Lafayette Parish Sheriff's Department (LPSD), were excluded from the charter however, due to political and constitutional obstacles. According to the Louisiana Constitution, the Sheriff is the chief law enforcement officer in the Parish, which would preclude any form of consolidation that altered that organizational structure. Moreover, the LPD operated under a Civil Service system, while the LPSD enjoyed a guaranteed income from local tax collections and control of personnel via the Sheriff's dictates. A stalemate resulted when the LPD refused to relinquish their Civil Service status and the Sheriff forbade its retention under his command of a merged agency. Therefore, the decision was made to retain the status quo for the two larger agencies and focus on coordination and consolidation of the smaller departments. LPD would serve the city of Lafayette, while LPSD would serve other

small towns and rural areas. Ultimately, however, the voters rejected the charter, and thus even the modified law enforcement consolidation plans were denied due to fear of loss of community identity, reduced autonomy, and insufficient political representation.

Partial Coordination and Consolidation of Services and Functions

Tulsa, Oklahoma

During the spring of 1992 the Law Enforcement Task Force of Tulsa County was formed to assess the feasibility of consolidating the Tulsa City Police Department with the Tulsa County Sheriff's Office. Their report, published in 1993, considered issues such as local control, personnel's identification with particular communities, level of service, and economic and political constraints. Factors such as standardization of salaries, benefits, rank structure, and scheduling, as well as interpersonal conflicts resulting from resistance to change and departmental loyalties were also figured into the Task Force's analysis. Finally, the Task Force reviewed existing legislation, including the Interlocal Cooperation Act that allows governments to contract with other governments for services (such as occurred with the city-county jail and regional 911 system).

As a result of this legislative review and their prior feasibility study, the Task Force recommended that each department retain its identity, while implementing certain coordination and consolidation efforts that did not require additional legislation. Among the aspects of law enforcement services and functions suggested for immediate coordination and consolidation were:

- Communication systems;
- Records (offenses, protective orders, warrants, jail records, etc.);
- Equipment purchasing;
- Neighborhood services program;
- Community crime prevention services;
- Crime lab; and
- Cadet program.

The Task force also endorsed a pilot program in which county deputies would report for work and take calls from cities and neighborhoods closest to their assigned patrol areas. Contracting with private providers for gasoline, vehicle maintenance, and animal control operations was also recommended in an effort to reduce costs and increase efficiency. Finally, the Task Force was opposed to coordination and consolidation of the agencies' towing and impoundment services, as it would not save money. Members were also opposed to training program coordination and consolidation because of significant differences in objectives and procedures.

Full Coordination and Consolidation

Northern York County, Pennsylvania

In 1972 the law enforcement agencies in Northern York County formed Pennsylvania's first regional police department: the Northern York County Regional

Police Department (NYCRPD). Act 190 precipitated this consolidation because it allowed municipalities to contract and merge certain services, including law enforcement. The funding that Act 190 provided (80 percent of the department's budget during year one, 50 percent during the second year, and 20 percent the third year), combined with the fact that many smaller communities lacked their own police departments, and was dependent upon the Pennsylvania State Police for service, made for a receptive climate for consolidation.

Unlike later consolidation efforts, the formation of NYCRPD was not based on quantitative research or qualitative input from law enforcement personnel or the public. Instead, elected officials from the affected townships and boroughs of the county convened for several meetings and thus became the principal planners and decision-makers in the regionalization efforts. Although largely excluded from the process, there was no overt opposition from the public or the law enforcement agencies to the regionalization of police services in Northern York County.

In 1987 the Pennsylvania Department of Community Affairs (DCA) studied the cost-effectiveness of NYCRPD by creating a model by which the costs accrued by municipalities without regional law enforcement services could be compared to those communities in Northern York County paying for consolidated services. The study concluded that the communities served by the NYCRPD were saving \$465,000 or paying 26 percent less than the model communities. During the later part of the year and into 1988 DCA conducted a similar study with other regional police departments and found similar costs savings of 24 percent. In 1993 DCA published a report titled *A Study of Cost Effectiveness of the Northern York County Regional Police Department, A Revisit*. In the report, eight communities served by NYCRPD were compared with eight similar municipalities with regards to provision of police services and expenditures necessary for such services. Highlights of DCA's findings include:

- Police services from NYCRPD cost \$809,163 less;
- NYCRPD provides services with 19.8 (37.5%) fewer officers;
- Citizens served by NYCRPD paid \$16.99 (25.6%) less annually;
- All communities served by NYCRPD receive 24-hour service (as compared to only four of the municipalities);
- The police-to-population ratio is lower in communities served by NYCRPD; and
- The cost per officer is \$7,455 higher in communities served by NYCRPD.

In sum, the NYCRPD has proven to be a cost-effective alternative to individual municipal police departments and continues to serve as a model for communities interested in regionalizing their law enforcement agencies in Pennsylvania and nationwide.

Athens-Clarke County, Georgia

The history of discussions of law enforcement consolidation in Athens and Clarke County, Georgia stretches back to John Tabor's 1964 report titled *A Proposal for the Consolidation of City and County Police Departments in Athens and Clarke County*. Tabor determined that the city and county would receive improved service through consolidation due to increased manpower, increased reserve strength, and improved utilization of existing city investigative and administrative personnel in county police work and vice versa. Although his recommendations would not save money per se,

Tabor concluded that his proposal that the county transfer its personnel and equipment to the city would offer the citizens of Athens and Clarke County greater service per tax dollar. Tabor's recommendations were not acted upon however, and the issue of consolidation did not reappear seriously until 1990 when residents were asked to vote on the merger of the county and city law enforcement agencies.

Although the initial ballot for coordination and consolidation was rejected, when the concept was redefined in the next vote as unification, the public, including law enforcement personnel, were more receptive. Problems arose however when the transition phase began. For instance, the missions of the city (service) and county (law enforcement) were disparate and needed to be adjusted in order for consolidation to be effective. Pay discrepancies, such as the county's entry-level rate being \$2,000 a year greater than the city's, created obstacles in merging salary and seniority structures as well (Seldon, 1994). Differences in record-keeping and communications systems were logistically problematic as was the decision to consolidate in the middle of the fiscal year (Durning, 1995). The largest obstacle and detractor from the benefits of consolidation was the cost associated with guaranteeing the jobs of all employees. Lieutenant Joe Walters of the Athens-Clarke County Police Department explained that while the agency is currently operating efficiently and cost-effectively this was not initially the case because the consolidated department was "top-heavy" due to excess managerial positions. Moreover, interpersonal conflict between officers in the formerly distinct departments was substantial, and worsened with the selection of the Clarke County Sheriff as the new Chief of the unified department. As a result of this discord and other impediments to successful consolidation, the transition time required to fully merge the agencies stretched far beyond the projected time of one year (Walters, 1998).

Pocono Mountain Regional Police Department

In January 1993, elected officials from Tobyhanna Township and Mount Pocono, Pennsylvania decided to assess the feasibility of consolidating their law enforcement agencies in response to increased demands for services, escalating costs, and the desire to improve service to their communities. Police Management Consultant Ronald Smeal conducted the study and considered aspects of consolidation such as per officer cost, cost per hour, and cost per incident as well as projected staffing needs as determined by the International Association of Chiefs of Police formula. Smeal recommended that a Regional Police Commission be created with positions allocated according to how many units of law enforcement services each community purchased. Given that Smeal's study favored consolidation and that the costs of remaining independent agencies would actually be greater than the costs associated with a regional police department, officials in Tobyhanna Township and Mount Pocono decided to regionalize their law enforcement agencies.

Mifflin County Regional Police Department

Following a study conducted by the Pennsylvania Department of Community Affairs, the municipalities of Lewiston Borough, Derry Township, and Bratton Township became the 20th regional or consolidated police department in Pennsylvania in 1992. A Regional Police Board with two representatives from each municipality was created to govern the new Mifflin County Regional Police Department (MCRPD). The three communities pay for law enforcement service according to the Units of Police Service (UPS) purchased system. This system was established to determine each municipality's contribution to the regional force. According to a report published by

the Center for Local Government Services (CLGS) in February of 1998, "the general consensus expressed by the [Regional Police] Board was that they are very satisfied with the services provided by the regional police department." However, ongoing issues such as budget over-runs, imperfect distribution of UPS' and pension plan standardization persist. In response to problematic UPS distribution, CLGS recommended that the MCRPD adopt a system of "Adjusting Patrol Hours" which operates with the understanding that different days and times require different staffing levels. As such, enough flexibility must exist for a community to periodically exceed its UPS during a given week provided that compensation occurs in the near future.

West Shore Regional Police Department

Lemoyne and Wormleysburg, Pennsylvania began discussing law enforcement regionalization in the early 1990s. A steering committee was formed shortly thereafter to conduct a feasibility study. The Lemoyne Council president requested comments from all affected residents to be addressed by the Steering Committee at public meetings. Working with the public's input, community officials drafted an ordinance in 1993 that allowed for the creation of a regional police department. The merger, which was approved by residents in 1994, formed the West Shore Regional Police Department (WSRPD) in January 1995. Under the regional department's charter, the merger was to be completed within one year. Within this time chief outside of each former agency was to be chosen, a new facility was to be leased and the financial contributions of Lemoyne and Wormleysburg were to be determined by population. In 1997 the budget for WSRPD was only 1.02 percent greater than pre-consolidation budgets and 1998 showed only a 0.02 percent increase. Also illustrative of the cost-effectiveness of WSRPD, is the fact that Lemoyne's 1998 contribution is less than the cost of their police services the year before regionalization occurred.

Stroud Area Regional Police

The history of cooperation between the communities of Stroud Township, Stroudsburg Borough and East Stroudsburg, Pennsylvania, as well as their similar demographics and absence of geographic barriers prompted their decision to consider law enforcement consolidation in 1997. The feasibility report, conducted by the Center for Local Government Services (CLGS), was published in February 1998 and contained several recommendations. CLGS advocated the retention of employment, rank, and salary for all personnel, envisioning "...that an equal number of officers be assigned to each municipality with additional units 'floating' to those areas where increased activity warrants additional officers" (pg. 21). According to CLGS, the regional department should be governed by a board of representatives comprised of members from each of the communities. Among the responsibilities of this board would be the determination of cost distribution for regional law enforcement services. CLGS concluded that a formula based on average population, assessed property valuation, and calls for service should be reviewed annually by the board and adjusted as necessary. Finally, CLGS suggested that establishing satellite stations in the communities lacking the main facility could ease tensions over the location of the regional department facility.

Incremental Coordination and Consolidation

Clark Condit Rice: Development of an Organizational Model for an Incremental Approach to Consolidation

The purpose of Rice's thesis was to develop an incremental organizational model by which police administrators could propel the actions necessary to realize law enforcement coordination and consolidation and/or contractual services.

Incrementalism forms the foundation of this model because it mitigates against the stalwart resistance to change that is often encountered internally to coordination and consolidation efforts. Rice focuses on small agencies because they are often unable to provide adequate levels of service due to insufficient capabilities in field operations, auxiliary services, and administrative functions resulting from poor training, lack of organization, diminished funding, and excess overtime. Problems resulting from these inadequacies include overcrowding of communications systems, delayed response time, and needless duplication of support services.

The prescriptive model that Rice presents in his thesis includes the creation of a Joint Advisory Committee (JAC) consisting of governmental officials and senior law enforcement officers to oversee the efforts of a Functional Level Planning Committee (FLPC) comprised of personnel from each agency. The FLPC would plan the coordination and consolidation efforts, generating approval from their co-workers for the necessary changes as the plan is being developed. A final plan would be submitted by FLPC to JAC whereby government and law enforcement officials could prioritize individual coordination and consolidation increments. Once the necessary agreements and contracts are established the plan can be implemented and evaluated in discrete phases.

Although Rice's model is attractive due to its minimization of conflict and ease of transition, it has not been widely followed given the undeterminable length of time, and funding that incremental coordination and consolidation would require or the results it would evoke.

Lincoln County could build upon Rice's conclusions by developing an implementation strategy that includes a specific timeline and funding specifications for the selected consolidation option.

Conclusion

The case studies have provided us with options for coordination and consolidation, including incremental, partial, and full. It also allowed us to examine agencies that had studied the feasibility of coordination and consolidation, yet had opted to reject the process. Some important findings related to coordination and consolidation that were revealed in the case studies are as follows:

- The importance of creating a governing board should full consolidation take place (Stroud Area Regional Police Study).
- Communities could pay for consolidated service through units of police service (Mifflin County Regional Police Department).

- Cost distribution for consolidated agencies could be based on average population, assessed property valuation, and calls for service (Stroud Area Regional Police Study).
- A Regional Police Commission could be created with positions allocated according to how many units of law enforcement services each community purchased (Pocono Mountain Regional Police Department).
- Consolidation can be a cost-effective alternative to individual municipal police departments (Northern York County Regional Police Department Cost Effectiveness Study).
- Departments can maintain their identity while implementing certain coordination and consolidation efforts such as communication systems, records, equipment purchasing, and neighborhood services programs (Tulsa, Oklahoma Report of the Law Enforcement Coordination and consolidation Task Force).
- Political climate and financial obstacles could thwart efforts at full consolidation (Washoe County, Nevada Feasibility Analysis).

CHAPTER FOUR: Lincoln County Demographics

Introduction

The demographic information will help provide a picture of participating communities in terms of number and general characteristics of residents, the size of the area that will require servicing and the parts of the communities that may require special servicing, such as around schools or major businesses. The information collected includes mileage of county and city roads, population, income, education levels, and names and locations of educational institutions, and major employers.

Roads and Highways

Lincoln County is 992 square miles, or 634,880 acres. It stretches 60 miles from north to south, and it spans 15-25 miles from east to west. The County is bordered by Pacific Ocean to the west and the Coast Range to the east, and its primary communities are Newport, Lincoln City, Toledo, Waldport, Siletz, Yachats, and Depoe Bay.

The principal roadways that traverse the County include US Highway 101, which serves as a north/south corridor; US Highway 20 (east/west route); Oregon Highway 18 (east/west route); and Oregon Highway 34 (east/west route). US Highway 101 serves as a major corridor through Yachats, Newport, Lincoln City, Waldport, and Depoe Bay. US Highway 20 serves Toledo and Newport, and Oregon Highway 229 traverses Siletz and Toledo. Oregon Highway 18 cuts through Lincoln City, and Oregon Highway 34 serves as a thoroughfare for Waldport and connects to Corvallis via Highway 20. There are a total of 173.99 miles of state highway in Lincoln County.¹

The total mileage for the County is illustrated in Table 4.1. This information is significant because it provides a benchmark of the amount of territory deputies and officers cover during shift schedules. Further, it also helps determine how many officers are needed to provide adequate protection during various hours of the day and days of the week.

TABLE 4.1
Mileage in Lincoln County

Type of Mileage	Amount of Mileage
State Highway	173.99
City	163.20
County	339.82
Municipal Extensions	8.82
Fish & Wildlife	0.60

¹ 1996 Oregon Mileage Report. Oregon Department of Transportation, Development Branch. July 1997.

Type of Mileage	Amount of Mileage
State Forest	170.70
State Park	13.90
TOTAL	871.03

Source: 1996 Oregon Mileage Report by the Oregon Department of Transportation

Population

Lincoln County has witnessed an overall population growth over the past few decades, with a 11.5 percent increase from 1990 to 1999. As Table 4.2 indicates, despite setbacks in the fishing and timber industries, the County has continued to grow since 1960. Most communities in the County have experienced a continuous period of growth in population, except for Yachats, which lost population between 1980 and 1990.

TABLE 4.2
Population Statistics in Lincoln County Communities: 1970 –1999

Community	1970	1980	1990	1999	Change 90-99
Lincoln City	4,198	5,469	5,903	6,890	16.7%
Newport	5,188	7,519	8,437	10,290	22.0%
Siletz	596	1,001	1,025	1,190	16.1%
Toledo	2,818	3,151	3,174	3,495	10.1%
Yachats	675	805	533	695	30.4%
Depoe Bay	na	723	870	1,150	32.2%
Waldport	700	1,274	1,595	1,885	18.2%
Lincoln County	25,755	35,264	38,889	43,350	11.5%

Source: U.S. Census Bureau, 1970, 1980, 1990; PSU Center for Population Research and Census

While the population has continued to grow, the number of sworn officers and staff in the various police departments has remained relatively the same, with increases in police department personnel disproportionate to increases in population. As a result, the officers have experienced increased needs for their services, which exerts pressure on the limited human resources in the department.

Table 4.3 compares the 1997 population served to the number of sworn officers for the respective jurisdictions.

TABLE 4.3
1997 Population Served by Police Departments

Police Department	Population served	Sworn officers	Officers per 1000
Newport	9,960	23	2.31
Lincoln City	6,785	21	3.05
TOLEDO	3,495	7	2.00
Lincoln County Sheriff	22,260	22	0.99
TOTAL	42,500	73	1.72

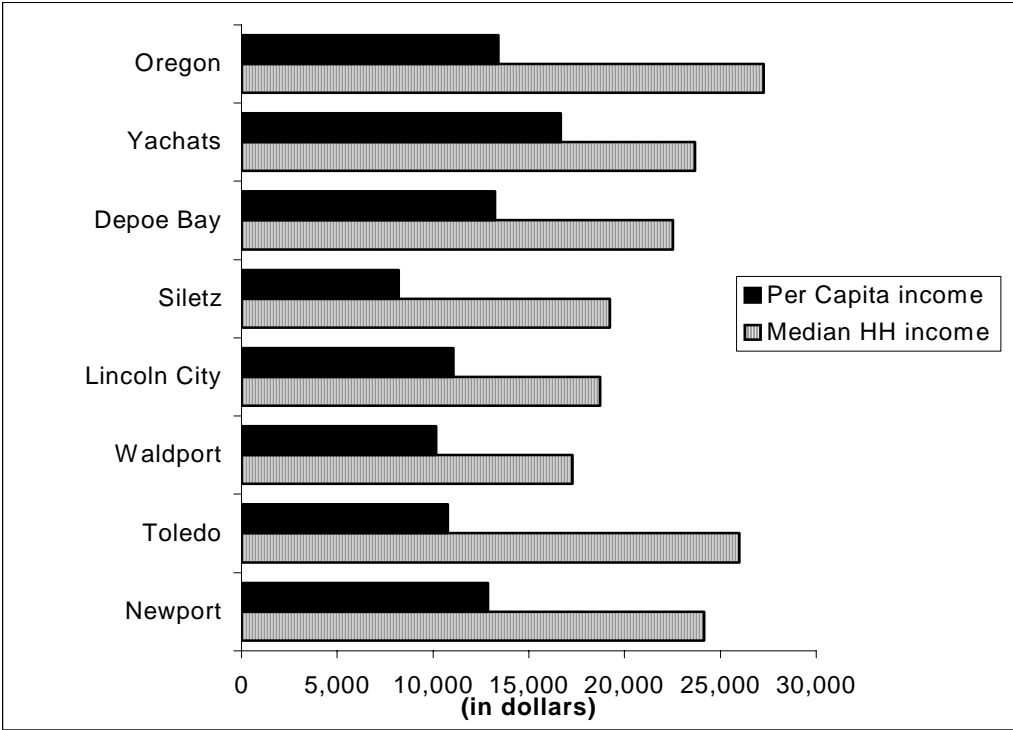
Source: Oregon Economic Development Department website; Lincoln County Police Departments and Sheriff's Office

According to the Oregon State Police and Law Enforcement Data System information, the average number of officers per 1,000 in 1996 in the state of Oregon was 1.7. The Newport, Lincoln City, and Toledo Police Departments all exceed the state average; however, the Sheriff's Office is below the average. The overall average of officers per 1,000 in Lincoln County is consistent with the state of Oregon.

Income Distribution

As illustrated in Table 4.4, the median household incomes for the communities in Lincoln County are lower than the median household income for the state of Oregon. Newport and Toledo are most closely aligned with the state median household income; however, communities such as Waldport, Lincoln City, and Siletz are significantly lower.

TABLE 4.4
1990 Income Statistics for Lincoln County Communities and Oregon



Source: Oregon Economic Development Department website:
<http://www.econ.state.or.us/>

Education

The school system in Lincoln County is comprised of 19 schools, including elementary, middle and high schools. Approximately 7,210 students are enrolled in Lincoln County schools. The schools in Lincoln County are concentrated in Newport, Lincoln City, Waldport, Toledo, Eddyville, and Siletz. Institutions of higher education include the Oregon Coast Community College (OCCC), with main hubs in Newport,

Waldport and Lincoln City, and Oregon State University's Hatfield Marine Science Center in Newport. OCCC currently serves 3,200 students. It is important to examine the locations of educational facilities because these areas may require higher levels of service or particular types of service.

The education levels achieved by residents of Lincoln County are outlined in Table 4.5. Over 50 percent of the population has either completed high school or attended some college. Only 20 percent of the population has less than a high school degree. The education levels in Lincoln County are comparable to those achieved in the state of Oregon.

TABLE 4.5
Education Levels Achieved in Lincoln County Compared to Oregon

Level Achieved (persons 25+)	Lincoln County (%)	Oregon (%)
Less than high school	19.5	18.5
Completed high school/ GED	34.0	28.9
Some college, no degree	24.9	25.0
Associate's degree	4.8	6.9
Bachelor's degree	10.4	13.6
Graduate or professional degree	6.3	7.0

Source: <http://www.newportnet.com/alliance/info.htm> (for Lincoln County) and 1990 U.S. Census (for Oregon)

Housing

According to the 1990 U.S. Census Bureau, the total number of households in Lincoln County was 13,455. The U.S. Census Bureau defines a household as "all people who occupy a housing unit, such as a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied." Table 4.6 shows the breakdown of housing types for the Oregon coast as reported in the results of a 1994 study.

TABLE 4.6
Housing Types for Oregon Coast: 1994

Housing Type	Total
Single-family dwelling	69%
Apartment	13%
Mobile home/ trailer	12%
Townhouse/ multiplex	6%
Other	1%

Source: <http://www.newportnet.com/alliance/info.htm>

According to the 1990 U.S. Census on Housing, the actual breakdown in the county by housing type is illustrated in Table 4.7. Single family dwellings are the predominate type of housing in Lincoln County, while mobile homes and trailers serve as the second most abundant housing type. This differs slightly from the state of Oregon, which also has the highest concentration of single-family structures, yet has more multi-family dwellings than mobile homes or trailers.

TABLE 4.7
Percent of Housing Types in Lincoln County and Oregon: 1990

Housing Type	Lincoln County (%)	Oregon (%)
Single-family	64.9	66.7
Multi-family	13.5	21.1
Mobile home or trailer	20.1	12.2
Other	1.6	N/A

Source: 1990 U.S. Census Bureau

Employment

The principal industries of the County are fisheries, forest products, and tourism. To diversify the economy in the region, the key targeted industries are software and high technology. A breakdown of the top three industries in the County by number of jobs in 1990 and average wage is illustrated in Table 4.8.

TABLE 4.8
Employment in Lincoln County: 1990

Industry	Jobs in 1990	Average Wage
Fisheries	530	\$24,956
Forest Products	1,196	\$28,040
Tourism	3,928	\$10,092
Total jobs in County	17,820	\$16,757

Source: <http://www.newportnet.com/alliance/info.htm>

The industries of fisheries and forest products, once the mainstay for employment in Lincoln County, are now faced with diminished supply, fluctuations in demand and increased regulations, causing uncertainty in these markets as well as reduced employment. The global demand for seafood is expected to increase; therefore, moderate growth in the fisheries industry may be likely. Growth in this industry will be dependent on the ability of industry leaders to formulate and implement management regimens consistent with solving regulatory problems. Both industries must consider value added production in order to remain viable industries into the future.² In comparison, the number of agricultural, forest and fisheries related jobs in the state or Oregon is 66,730, while there are 17,650 jobs in the entertainment and recreational services industries.

Tourism, on the other hand, has experienced substantial growth in Lincoln County in the past five years. Spending by visitors traveling to and through Lincoln County grew from \$151.4 million in 1987 to nearly \$241.8 million in 1992, which represents an average increase of 9.8 percent annually. A study conducted for the Central Oregon Coast Association reported that over 1,200 new tourism jobs were created between 1987 and 1992 in Lincoln County. Lincoln County ranks first in Oregon in percentage of tourism jobs as part of total employment. In 1992, tourism accounted for 29 percent of the total employment in Lincoln County. The tourism industry is expected to continue to increase into the future, given that the state and national economy

² <http://www.newportnet.com/alliance/info.htm>

remain healthy.³ The effects of tourism, which are economically beneficial to the County for the most part, are actually counterintuitive for public safety and for transportation corridors. Expenditures in these areas actually increase as a result of tourism, offsetting the revenues reaped from tourist activity in the County.⁴ Tourism tends to be seasonal in the County, with the largest influx of visitors during the summer months. As such, the various police departments can anticipate higher levels of service during these times.

Table 4.9 outlines the employment statistics for Lincoln County by industry. The largest portions of residents in the County work in non-manufacturing occupations, with wholesale and retail trade, services, and government occupations employing the largest sector of the County.

**TABLE 4.9
Lincoln County Non-farm Payroll Employment**

Place of Work	Total Residents Employed
Manufacturing	
Durable Goods	320
Non-durable Goods	1,100
Total	1,420
Non-manufacturing	
Construction and Mining	830
Transportation, Comm., Utilities	580
Wholesale & Retail trade	5,810
Finance, Ins., and Real Estate	830
Services	4,410
Government	3,810
Total	16,270
TOTAL	17,690

Source: Oregon Employment Department, Labor Trends Packet, September 1998

Summary

Overall, the following demographic trends can be noted in Lincoln County:

- The total mileage in Lincoln County is 871.03.
- The population has increased 9.3 percent from 1990 to 1997.
- The state average of officers per thousand is lower than in Newport, Lincoln City, and Toledo; however, it is higher than the Lincoln County Sheriff's Office. The overall number of officers per thousand residents in Lincoln County is consistent with the state's average.
- The median household income is lower in most communities in Lincoln County than the in the state of Oregon, except for Newport and Toledo which are more comparable.

³ Economic Development Alliance of Lincoln County, <http://www.newportnet.com/alliance/info.htm>

⁴ Central Oregon Coast Association, "Cost/ Benefit Analysis & Tourism Study of Lincoln County." KGL Government & Public Affairs Consultants.

- The per capita income in Lincoln County communities is more comparable to the Oregon per capita income. Yachats' per capita income exceeds Oregon's.
- Education levels in Lincoln County are comparable to those in the state of Oregon.
- Single-family housing is the most dominant type of housing in Lincoln County, followed by mobile homes or trailers.
- The top three industries in Lincoln County are fisheries, forest products, and tourism.

CHAPTER FIVE: Lincoln County Crime Trends

Introduction

An examination of the criminal statistics and calls for service helps describe past demands for police services and illustrates the extent of police services a community has required in the past five years. This data provides a baseline from which to evaluate any changes that might be made in regards to coordination and consolidation. Further, the data also serves as a basis for determining future manpower requirements.

Law Enforcement Agency Profiles

Community Planning Workshop (CPW) consulted the Law Enforcement Data System (LEDS), which is a data source for statewide criminal statistics, to obtain information about Parts I and II crimes and adult and juvenile arrests in each department. Data for calls for service, traffic accidents, and citations issued was provided to CPW by the individual agencies.

Crime statistics are differentiated by levels of severity and by type. There are three levels of severity: Parts I, II and III. We will not include Part III crimes in our statistics because they are not used in the annual reporting by the Law Enforcement Data System. Part I offenses include criminal homicide, forcible rape, robbery, assault, burglary, larceny-theft, and motor vehicle theft. Part II offenses include: arson, fraud, vandalism, driving under the influence of alcohol, forgery, embezzlement, and narcotics offenses. These crimes have been categorized by type as either Crimes against Persons, Crimes against Property, or Behavioral Crimes. All Oregon law enforcement agencies are required to submit data for Parts I, II and III crimes to the Law Enforcement Data System in Salem. The Oregon Law Enforcement Agencies report Parts I and II crimes in the above mentioned categories in the annual Reports of Criminal Offenses and Arrests and has provided the following definition for each category of crime.

- *Crimes against Persons* include criminal offenses where the victim is present and the act is violent, threatening or has the potential of being physically harmful.
- *Crimes against Property* include offenses that involve taking something of value by theft or deception or the destruction of property.
- *Behavioral Crimes* are those criminal offenses that violate laws relating to personal conduct, responsibility, and public order. Although not necessarily violent, or property offenses in themselves, they may often contribute to other criminal acts.

To clearly understand the types of crimes that are most prevalent in a particular jurisdiction, CPW has analyzed the criminal data in the same manner of the Oregon Law Enforcement Agencies annual reports.

Calls for service are calls received by law enforcement agencies to which a deputy or officer is required to respond. These calls include criminal and non-criminal activity and do not necessarily involve the reporting of a crime. The types of calls can range from a suspected prowler to domestic disturbances to a barking dog or other noise complaints. Information on calls for service is important to analyze because they require a significant proportion of the overall professional time of a law enforcement agency. While examining criminal activity (Parts I and II crimes) assists with providing an idea about the crime levels in the jurisdiction, it does not necessarily provide an accurate picture of the demands placed on law enforcement personnel, since criminal activity takes up only a portion of an officer's responsibilities.

Traffic accidents and citations issued provide information about the amount of time required in the field, attending to activities other than those criminal in nature.

An illustration of the arrests of adults and juveniles helps provide a breakdown by types of crime committed by adults versus juveniles. This also helps provide a profile of juvenile crime in the various communities.

Lincoln County Sheriff's Office

The Lincoln County Sheriff's Office patrols the rural areas of Lincoln County and has also been contracted by the City of Waldport for the services of two full time deputies. Criminal activity as attended to by the Lincoln County Sheriff's Office has fluctuated over the past five years, without steady increases in each category. As Table 5.1 illustrates, crimes against property are the most often reported crimes; they far exceed crimes against persons and even surpass behavioral crimes. According to the LEDS data, larceny, vandalism, and burglary, in descending order of frequency, have consistently been the most often committed crimes against property. Disorderly conduct, driving under the influence of intoxicants, and liquor law crimes are the most commonly committed behavioral crimes.

TABLE 5.1
Offenses only: Parts I and II Crimes

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1993	173	683	480	1,336
1994	176	935	571	1,682
1995	186	925	598	1,709
1996	206	814	702	1,722
1997	174	931	639	1,744
1998	215	971	715	1,901

Source: Law Enforcement Data System: Report Of Criminal Offenses And Arrests 1993-1998

Table 5.2 shows crimes per thousand in 1995, 1997 and 1998 for the population served by the Lincoln County Sheriff's Office based on population estimates from the Center for Population Research and Census at Portland State University. According

to Portland State University the population served by Lincoln County Sheriff's office was 22,335 in 1995, 22,260 in 1997 and 22,515 in 1998.

TABLE 5.2
Offenses Per Thousand Only: Parts I and II Crimes 1995, 1997, and 1998

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1995	8.32	36.45	31.43	77.10
1997	7.82	41.82	28.71	78.35
1998	9.55	43.13	31.76	84.44

Source: 1995, 1997, and 1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System

Table 5.3 illustrates that crimes against persons and crimes against property, committed by juveniles have increased over the past six years while behavior crimes have fluctuated somewhat but remained fairly stable.

TABLE 5.3
Arrests: Adult and Juvenile

Year	Crimes against Persons		Crimes against Property		Behavioral Crimes	
	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile
1993	95	19	56	62	321	85
1994	96	12	73	63	437	87
1995	103	12	93	72	395	107
1996	98	13	56	39	813	140
1997	85	12	78	39	623	83
1998	108	15	89	56	411	100

Source: 1993-1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System

As Table 5.4 shows, calls for service has steadily increased over the past five years, with an 18 percent increase from 1994 to 1997. According to LEDS data, in 1994, there were 24 law enforcement personnel in the Lincoln County Sheriff's Office, while in 1997 there are 23, including the Sheriff. This shows that while human resources have decreased, the workload required of them has increased.

TABLE 5.4
Calls for Service: 1994 – 1999

Year	Calls for service
1994	11,095
1995	12,201
1996	12,165
1997	13,152
1998	14,653
1999	15,342

Source: LINCOM annual reports

As indicated in Table 5.5, the number of traffic accidents and citations issued remained fairly constant between 1994 and 1997, showing a dramatic decrease from the 1993 levels.

TABLE 5.5
Traffic Accidents and Citations Issued

Year	Traffic Accidents	Citations Issued
1993	93	2,091
1994	53	1,058
1995	54	1,264
1996	59	1,496
1997	62	1,204
1998	65	1,743
1999	57	2,593

Source: Lincoln County Sheriff's Office

Lincoln City Police Department

The Lincoln City Police Department serves a population of approximately 6,800 residents. Table 5.6 illustrates that Crimes against Property are the most often committed crimes in Lincoln City, with an increase of 25 percent since 1993. According to the LEDS data, larceny, vandalism, and burglary, in descending order of frequency, have consistently been the most often committed crimes against property. Behavioral crimes have fluctuated over the past five years, but have remained relatively high in frequency in comparison to crimes against persons. Disorderly conduct and driving under the influence of intoxicants are the most frequent behavioral crimes in Lincoln City.

TABLE 5.6
Offenses Only: Parts I and II Crimes

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1993	171	892	729	1,792
1994	194	978	712	1,884
1995	168	952	720	1,840
1996	118	1,015	767	1,900
1997	112	1,240	651	2,654
1998	142	1,222	731	2,095

Source: 1993-1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System.

Table 5.7 supports the data in Table 5.6 with offenses per thousand being highest for crimes against property followed by behavioral crimes and crimes against persons. The 1995, 1997, and 1998 population estimates were obtained from the Center for Research and Census at Portland State University. The 1995 population was estimated at 6,570, the 1997 population was estimated at 6,785 and the 1998 population was estimated at 6,855.

TABLE 5.7
Offenses per Thousand Only: Parts I and II Crimes, 1995, 1997 and 1998

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1995	25.57	144.90	109.59	280.06
1997	17.05	188.74	99.09	304.88
1998	20.71	178.26	106.64	305.61

Source: 1995, 1997, and 1998 Report of Criminal Offenses and Arrests, Law Enforcement Data System

Juvenile crimes against persons decreased between 1994 and 1997, and increased slightly in 1998, whereas juvenile crimes against property and behavioral crimes have fluctuated widely (See Table 5.8).

TABLE 5.8
Arrests: Adult and Juvenile

Year	Crimes against Persons		Crimes against Property		Behavioral Crimes	
	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile
1993	96	18	115	48	302	54
1994	108	17	112	57	295	70
1995	84	9	101	57	310	99
1996	47	6	80	36	396	115
1997	62	6	105	55	303	109
1998	65	9	69	38	225	80

Source: 1993-1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System

Table 5.9 shows a decline in the number of calls for service to the Lincoln City Police Department between 1998 and 1999. Table 5.10 shows the number of traffic accidents and citations issued by Lincoln City police officers in 1998 and 1999. Although the number of traffic accidents decreased between 1998 and 1999, the number of citations issued increased.

TABLE 5.9
Calls for Service

Year	Calls for Service
1998	6,646
1999	5,004

Source: Lincoln City Police Department

TABLE 5.10
Traffic Accidents and Citations Issued

Year	Traffic Accidents	Citations Issued
1998	230	974
1999	179	1,190

Source: Lincoln City Police Department

Newport Police Department

The Newport Police Department serves a population of approximately 10,240 residents. However, during the summer months, the population increases greatly due to an influx of tourists into the area. Table 5.11 illustrates that crimes against property are the most common crimes in Newport. According to the LEDS data, larceny, vandalism, and burglary, in decreasing order of frequency, have consistently been the most often committed crimes against property. Behavioral crimes have fluctuated over the past six years, and actually decreased between 1996 and 1998. While crimes against persons are lower than the other two types of crimes, they have fluctuated over the past six years.

TABLE 5.11
Offenses Only: Parts I and II Crimes

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1993	198	1,176	729	2,103
1994	199	1,283	880	2,362
1995	224	1,292	783	2,299
1996	167	1,159	904	2,230
1997	187	1,328	790	2,305
1998	163	1,288	756	2,207

Source: 1993-1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System

Table 5.12 shows the crimes committed per thousand in 1995, 1997, and 1998. As with the absolute numbers in Table 5.9, crimes against property are most frequent, followed by behavioral crimes and crimes against persons. The 1995, 1997, and 1998 population estimates were obtained from the Center for Research and Census at Portland State University. The 1995 population was estimated at 9,495, the 1997 population was estimated at 9,960, and the 1998 population was estimated at 10,240.

TABLE 5.12
Offenses per Thousand Only: Parts I and II Crimes 1995, 1997 and 1998

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1995	10.03	136.07	82.46	242.13
1997	8.40	133.33	79.32	231.43
1998	15.92	125.78	73.83	215.53

Source: 1995, 1997, and 1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System.

As Table 5.13 illustrates, juvenile arrests have generally increased steadily for crimes against property, fluctuated for crimes against persons, and (excepting 1998) have remained high for behavioral crimes.

TABLE 5.13
Arrests: Adult and Juvenile

Year	Crimes against Persons		Crimes against Property		Behavioral Crimes	
	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile
1993	11	2	172	127	463	112
1994	91	21	115	125	539	142
1995	120	28	240	120	458	129
1996	91	17	228	117	592	171
1997	92	26	238	126	491	171
1998	93	11	206	118	413	83

Source: 1993-1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System.

Table 5.14 shows that calls for service for the Newport Police Department increased from 1994 to 1996 yet decreased from 1996 to 1997 and then remained fairly consistent through 1999. The number of law enforcement officers has remained relatively the same over the past seven years, yet the number of calls for service has increased overall during that time.

TABLE 5.14
Calls for Service: 1994 – 1999

Year	Calls for Service
1994	16,047
1995	16,725
1996	18,372
1997	17,417
1998	17,433
1999	17,102

Source: Newport Police Department

The number of traffic accidents increased between 1997 and 1998, and then decreased between 1998 and 1999, while the number of citations issued declined after a high of 1,829 in 1997 (See Table 5.15).

TABLE 5.15
Motor Vehicle Accidents and Citations Issued

Year	Traffic Accidents	Citations Issued
1997	462	1,829
1998	471	1,493
1999	423	1,461

Source: Newport Police Department

Toledo Police Department

The city of Toledo has approximately 3,590 residents. Unlike other jurisdictions, behavioral crimes exceeded crimes against property and crimes against persons in Toledo between 1996-1998(See Table 5.16). Driving under the influence of intoxicants and violation of drug laws are the most often committed behavioral crimes. Crimes against property have significantly decreased over the past three years while

crimes against persons remained fairly constant between 1994-1998, with a larger than average decrease in 1998.

TABLE 5.16
Offenses Only: Parts I and II Crimes

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1994	73	333	325	731
1995	89	349	298	736
1996	52	161	298	511
1997	67	147	246	460
1998	41	162	207	410

Source: 1993-1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System.

Table 5.17 shows that offenses per thousand show slightly different results than absolute offenses data, with crimes against property being highest in 1995 and 1997 followed by behavioral crimes and crimes against persons. A decreasing trend is shown for crimes against persons and behavioral crimes between 1995 and 1998. The 1995, 1997, and 1998 population estimates were obtained from the Center for Research and Census at Portland State University. The 1995 population is estimated at 3,400, the 1997 population is estimated at 3,495 and the 1998 population is estimated at 3,590.

TABLE 5.17
Offenses per Thousand only: Parts I and II Crimes, 1995, 1997, and 1998

Year	Crimes against Persons	Crimes against Property	Behavioral Crimes	Total
1995	26.18	102.64	87.64	216.47
1997	19.17	42.06	70.39	131.62
1998	11.42	45.13	57.66	114.21

Source: 1995, 1997, and 1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System.

Table 5.18 shows that arrests for behavioral crimes greatly exceed arrests for other types of crimes. The number of juvenile crimes is relatively high in comparison to other police departments, and even exceeds the adult arrests for crimes against property for five of the past six years. Juvenile crimes seem to be a significant problem in Toledo.

TABLE 5.18
Arrests: Adult and Juvenile

Year	Crimes against Persons		Crimes Against Property		Behavioral Crimes	
	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile
1995	48	12	35	48	172	84
1996	30	7	19	29	181	86
1997	40	5	19	17	146	57
1998	15	9	17	18	101	46

Source: 1995-1998 Report of Criminal Offenses and Arrests. Law Enforcement Data System.

As Table 5.19 illustrates, the number of calls for service has remained fairly constant over the past five years. This indicates that the demands placed on the law enforcement personnel have also been fairly steady.

TABLE 5.19
Calls for Service: 1993 – 1999

Year	Calls for service
1993	9,081
1994	9,078
1995	10,490
1996	8,967
1997	9,060
1998	8,530
1999	8,307

Source: Toledo Police Department

According to Table 5.20, the number of traffic accidents and the number of citations issued are comparable to other jurisdictions.

TABLE 5.20
Traffic Accidents and Citations Issued

Year	Traffic Accidents	Citations Issued
1995	14 ¹	225
1996	12 ¹	309
1997	14 ²	255
1998	63 ²	216
1999	32 ²	325

Source: Toledo Police Department

¹ Injury accidents only

² Include injury and non-injury accidents

Oregon State Police

The Oregon State Police also provide law enforcement service within Lincoln County. Table 5.21 and 5.22 show the activities of Oregon State Police Troopers assigned to the Patrol Division in Lincoln County. Their area of responsibility includes 75 miles of state highways.

Table 5.21 shows that traffic citations, warnings, and citations for driving under the influence of intoxicants (DUII) increased sharply from 1995 to 1996, and then remain fairly steady through 1999. Warrant Arrests were relatively stable between 1995 and 1998, and then declined in 1999. Other arrests increased markedly between 1995 and 1996, then declined and fluctuated through 1999.

Table 5.22 shows that crash investigations fluctuated between 1995 and 1999. Truck Inspections increased sharply between 1996 and 1997 and again between 1998 and 1999. Outside agency assists declined between 1995 and 1997 and then increased through 1999.

TABLE 5.21
OSP Activity in Lincoln County: 1995-1999

Year	FTE	Citations	Warnings	Warrant Arrests	DUII	Other Arrests
1995	7.0	4,490	6,254	68	61	157
1996	8.0	6,799	8,712	78	136	254
1997	7.0	6,322	8,324	76	134	184
1998	8.0	7,007	8,981	73	132	193
1999	7.0	6,434	8,177	56	141	188

Source: Oregon Police Department

Table 5.22
OSP Activity in Lincoln County: 1995-1999

Year	FTE	Crashes Investigated	Truck Inspections	Assistance to other Agencies
1995	7.0	237	38	257
1996	8.0	271	49	190
1997	7.0	263	222	157
1998	8.0	295	202	168
1999	7.0	275	301	227

Source: Oregon State Police Department

Summary

Overall, the most prevalent crimes in Newport, Lincoln City, and the area served by the Sheriff's Office those against property, with larceny, vandalism, and burglary as the most often committed crimes.

Calls for service have continued to increase for the Newport Police Department and the Lincoln County Sheriff's Office; however, the number of calls for service reported by the Toledo Police Department has remained fairly consistent over the past five years. Juvenile arrests are most often made for crimes against property in Newport, Lincoln City, and the Sheriff's Office. Arrests for juvenile behavioral crimes exceed arrests for other types of crimes in Toledo.

Tables 5.23 and 5.24 summarize the 1998 crime trend statistics presented in this chapter. Newport Police Department reported the most crimes against property and behavioral crimes in 1998, while the Sheriff's Office reported the most crimes against persons.

TABLE 5.23
Crime Statistics for Lincoln County: 1998

Activity	Sheriff	Lincoln City	Newport	Toledo	Total
Crimes against persons	215	142	163	41	561
Crimes against property	971	1,222	1,288	162	3,643
Behavioral crimes	715	731	756	207	2,409
Calls for service	14,653	6,646	17,433	8,503	47,235
Arrests - adult	608	359	712	133	1,812
Arrests - juvenile	171	107	212	73	563

Traffic accidents	57	230	471	63	821
Citations issued	2,593	974	1,461	216	5,244

Source: LEDS, LINCOM, and Law Enforcement Agencies

TABLE 5.24
Crime Statistics for Lincoln County: 1998
Crimes per Thousand

Activity	Sheriff	Lincoln City	Newport	Toledo
Crimes against persons	9.55	20.71	15.92	11.42
Crimes against property	43.13	178.26	125.78	45.13
Behavioral crimes	31.76	106.64	73.83	57.66

Source: LEDS, LINCOM, and Law Enforcement Agencies

CHAPTER SIX: Law Enforcement Agency Profiles

Introduction

In this chapter, we present profiles of each of the law enforcement agencies in Lincoln County. This information is a baseline of information on the existing local agencies, which may serve as a benchmark for evaluation should some form of coordination and consolidation take place. It also documents the nature of the law enforcement operations and service in participating communities, and assists with pointing out strengths, weaknesses, and comparability of current service. Ultimately, it will help to determine the feasibility of alternative organizational arrangements. This chapter outlines budget information, the number of law enforcement personnel and staff, salaries and benefits, equipment, and the dispatching services for each department.

Agency Profiles

Lincoln County Sheriff's Office

Budget

The 1997-98 approved budget for the Sheriff's Office is shown in Table 6.1. The budget does not include services related to the jail.

TABLE 6.1
Lincoln County Sheriff's Office Budget

Department	1998-1999
Administration	188,405
Civil / Patrol / Investigations	1,726,117
Sheriff Waldport Contract	182,012
TOTAL	1,859,526

Source: Lincoln County Sheriff's Office

Employee Profile

The Lincoln County Sheriff's Office has a staff of 69 represented employees, and 15 non-represented employees. The breakdown of *represented* employees is as follows:

TABLE 6.2
Lincoln County Sheriff's Office Staffing - Represented

Position	Employees
Detective	3
Patrol Deputy	19

Position	Employees
Corrections Officer	27
Corrections Technician	9
Civil Deputy	2
Animal Control	1
Animal Technician	1
Cook	2
Records/Property Technician	2
Part time records/ Property Technician	1
Warrants/ Transport	2
Receptionist	1

Source: Lincoln County Sheriff's Office

The list of *non-represented* employees is as follows:

TABLE 6.3
Lincoln County Sheriff's Office Staffing – Non-represented

Position	Employees
Administrative Assistant	1
Animal Shelter Manager	1
Chief Civil Deputy	1
Lead Cook	1
Lieutenant-Jail	1
Lieutenant-Patrol	1
Sergeant-Jail	5
Sergeant-Patrol	4

Source: Lincoln County Sheriff's Office

Salaries and Benefits

The staff of the Sheriff's Office is paid based on the Lincoln County Pay Schedules for the Lincoln County Employees' Association for non-represented employees, the Lincoln County Sheriff's Office Deputies Association, and Elected Officials. The monthly salaries listed are all Grade 1 for a 40 hour week. Table 6.2 shows the pay schedule for the Sheriff's Office.

TABLE 6.4
Lincoln County Sheriff's Office Salaries

Position	1998-1999
Sheriff	63,124
Lieutenant	51,372
Sergeants (4 positions)	172,952
Detective (3 positions)	161,160
Deputy Sheriffs	496,881
Animal Control	24,168
Animal Technician	20,736
Cook	20,736
Deputy Sheriff (Waldport)	63,168
Records Technician	13,890

Source: Pay Plan and Position Assignment for the Lincoln County Sheriff's Deputy Association, 40 Hours, July 1, 1998

The salaries for non-represented employees for Grade 1 for a 40-hour workweek are as follows:

TABLE 6.5
Lincoln County Sheriff's Office Salaries – Non-represented

Position	1998-1999
Administrative Assistant	34,980
Animal Shelter Manager	29,064
Lead Cook	24,924
Lieutenant-Jail	42,720
Sergeant-Jail	36,468

Source: Lincoln County Pay Schedule

Dispatch Service

The governments of the Lincoln County Communications Agency (LINCOM) administer the dispatch service for the Lincoln County Sheriff's Office. Formed in 1983, LINCOM provides a separate public safety answering point (PSAP) for reception of 9-1-1 Emergency calls. LINCOM also maintains its own business telephone lines that receive reports of service needs and operates a separate radio systems of dispatch of Police, Fire and medical field units from Lincoln City and Toledo.

LINCOM has an existing staff of six with a 1996-97 operating cost of \$739,409. LINCOM operates 24 hours per day and is staffed by two persons at all times. A third position may be staffed during emergency conditions and/or during peak conditions when staffing is available. One position staffs the police radio frequency and the second position answers incoming telephone calls, handles the dispatch of the fire, EMS, and the Forest Service.

Toledo Police Department

Budget

Table 6.6 shows the 1997-98 budget for the Toledo Police Department.

TABLE 6.6
Toledo Police Department 1997-98 Budget

Item	Cost
Personnel Services (13.5 FTE)	\$576,925
Materials and Services	\$58,590
Capital Outlay	\$7,180
Transfers	\$5,000
TOTAL	\$647,695

Source: City of Toledo FY 97/98 State Budget Report

Employee Profile

The Toledo Police Department has a total staff of 12, with four reserves.

TABLE 6.7
Toledo Police Department Staffing

Position	Employees
Chief of Police	1
Sergeant	1
Officers	5
Head Dispatcher	1
Dispatchers	4
Reserves	4

Source: Toledo Police Department

Salaries and Benefits

According to the Toledo Police Department Program Budget for FY 1998-1999, the salaries for the department's staff are listed in Table 6.8.

TABLE 6.8
Toledo Police Department Annual Salaries

Position	Annual Salary
Chief of Police	\$45,600
Sergeant	\$37,350
Officers	\$28,000-\$34,000
Head Dispatcher	\$30,000
Dispatchers	\$23,000-\$28,200
Reserves	volunteer

Source: Toledo Police Department

Equipment (Quantity and Purchasing)

The budget for the Toledo Police Department Patrol Vehicle Fleet for 1997-98 is \$35,211, which covers personnel services, materials and services, and capital outlay. The Police department purchases two cars per year. The average mileage of the fleet is approximately 70,000 miles per unit, with vehicles manufactured between 1989 and 1993. The department owns five Chevrolet Patrol Vehicles. Money is budgeted each year for vehicles, and patrol vehicles are purchased from the Portland Police Department.

Dispatch Service

The Toledo Police Department dispatch center is located at the Toledo Police Facility and is staffed with one person that also performs other duties, such as dealing with the front counter and processing records. The center is equipped with one console position and a second telephone answering position. There are typically other people in the police department or fire department who could support an overloading dispatch situation if they are not otherwise occupied. 9-1-1 and dispatch services are operated under the Office of the Police Chief of Toledo. The Toledo dispatch center

serves the Toledo Fire Department and the Toledo Quick Response team, in addition to the Police Department.

Newport Police Department

Budget

Table 6.9 shows the 1998-99 budgets for the Newport Police Department.

TABLE 6.9
Newport Police Department 1998-1999 Budget

Item	Cost
Personnel Services (13 FTE)	1,5210,100
Materials and Services	189,500
Capital Outlay	28,000
TOTAL	1,737,600

Source: City of Newport Annual Budgets for FY 1998-1999

Employee Profile

The Newport Police Department has a total staff of 27. A breakdown of the positions is as follows:

TABLE 6.10
Newport Police Department Staffing

Position	Employees
Chief of Police	1
Administrative Secretary	1
Sergeant	5
Investigator	3
Drug Team	1
Patrolman/Officers	13
Records Supervisor	1
Records Clerk/ Evidence Technician	2
Receptionist	1

Source: Newport Police Department

Salaries and Benefits

The monthly salaries for the department's staff are listed in Table 6.12.

TABLE 6.11
Newport Police Department Annual Salaries

Position	Annual Salary
Chief of Police	\$62,184
Administrative Secretary	\$24,672
Sergeant	\$38,724 - \$48,876
Investigator	\$34,608 - \$35,328

Patrolman	\$26,796 - \$34,716
Records Supervisor	\$28,164
Records Clerk/ Evidence Technician	\$22,932

Source: Newport Police Department

In addition to the salary schedules, all members of the department that are sworn police officers are under the PERS retirement system which is paid for by the City of Newport. Benefits include medical insurance (Blue Cross/Blue Shield of Oregon), which is partly funded by the City and partly by the employee. Overtime pay and Compensatory Time is paid for any time worked over 40 hours per week. Employees accumulate 8 hours per month sick leave and may accumulate up to 900 hours. All uniforms are provided for the officers, with the exception of firearms and leather. The Department supplies ammunition.

An incentive program offered to the employees is Certification Pay, where they are given \$60.00 per month for an Intermediate Certificate and \$120 per month for an Advanced Certificate, obtained through the Department of Public Safety Standards and Training. There is no additional incentive for a college education, other than it is required to obtain the aforementioned certificates.

Dispatch Service

The Lincoln County Communications Agency (LINCOCOM) administers the dispatch service for the City of Newport.

Lincoln City Police Department

Budget

The 1997-98 annual budget for the Lincoln City Police department is shown in Table 6.12.

TABLE 6.12
Lincoln City Police Department 1997-98 Budget

Item	Amount
Personal Services	1,654,815
Materials and Services	113,250
Capital Outlay	3,500
TOTAL	\$1,771,565

Source: City of Lincoln City Annual Budget, General Fund Police Department

Employee Profile

The Lincoln City Police Department has a total staff of 29.

TABLE 6.13
Lincoln City Police Department Staffing

Position	Employees
Chief of Police	1
Lieutenant	1

Administrative Secretary	1
Sergeant	3
Detective	3
Senior Officer	7
Officer	6
Dispatcher	7

Source: Lincoln City Police Department

Salaries and Benefits

The salaries for the Lincoln City Police Department are shown in Table 6.14.

TABLE 6.14
Lincoln City Police Department Annual Salaries

Position	Annual Salary
Chief	49,740 - 63,480
Lieutenant	40,716 - 51,216
Sergeant	35,568 - 45,420
Detective	32,964 - 40,068
Senior Police Officer	31,800 - 37,032
Dispatch Supervisor	29,868 - 38,124
Officer	30,456 - 38,652
Dispatcher	25,860 - 31,440
Secretary	22,848 - 29,160

Source: City of Lincoln City

Dispatch Service

Lincoln City provides a 24-hour separate public safety answering point (PSAP) for reception of 9-1-1 Emergency calls and maintains their own business telephone lines that receive reports of service needs. Lincoln City has a 9-1-1 center operated in the Lincoln City Police Department building. It has a staff of six with the 1996-97 operating costs at \$342,192. The dispatch system has a separate radio system supporting the police, fire and emergency medical services from the other two 9-1-1 centers in the County.

The Lincoln City Police Department is staffed with a minimum of one person and a second position may be staffed depending on the shift, expected volumes, and staff availability. 9-1-1 services and the dispatch of police, fire, and medical are operated under the Office of the Police Chief of Lincoln City.

Summary

A summary of profile information for each agency is listed in Table 6.15.

TABLE 6.15
Lincoln County Police Departments and Sheriff's Office Summary

Department	Population served	1997-98 Adopted Budget	Sworn Officers	Officer/ Deputy Salary	Chief/Sheriff Salary
Sheriff's Office	22,170	\$1,955,823 ¹	22	26,152 ²	63,124
Lincoln City	6,785	\$1,771,565	21	30,456 – 38,652	49,740 - 63,480
Newport	9,960	\$1,697,500	23	26,796 - 34,716	38,724 - 48,876
Toledo	3,495	\$647,695	7	28,000-34,000	37,350

Source: 1997-98 Budgets

¹ Does not include jail operations

² Average salary of 19 patrol deputies

CHAPTER SEVEN: Focus Group Results

Introduction

The input of law enforcement personnel and community members, including their opinions, perceptions, and concerns regarding coordination and consolidation is critical to generating options, assessing each option's feasibility and corresponding projected level of department and county support. CPW elected to gather this input by way of focus group meetings with each of the respective departments as well as with a sample of community leaders.

In each of the meetings, participants were asked four questions, including two that required written responses and two that were shared with the other participants. The written answers were in response to the questions:

1. *What do you like about law enforcement services in Lincoln County?*
2. *What improvements could be made to law enforcement services in Lincoln County?*

For each question the participants were asked to give as many as three responses. The answers to be shared aloud were in response to the questions:

3. *What are some potential advantages of law enforcement coordination and consolidation?*
4. *What are some potential disadvantages of law enforcement coordination and consolidation?*

After everyone gave their responses the CPW facilitators read each answer and asked the participants if there were any responses that were similar enough to be grouped into one category. Participants were then given three color-coded stickers for each question (advantages and disadvantages of coordination and consolidation), and asked to vote according to what they perceived to be the first, second, and third most important replies. The focus groups concluded with a summary of the voting results by the CPW facilitator.

The following chapter presents the most common results from each of the focus group meetings and draws various conclusions about the perceptions of coordination and consolidation and the potential barriers and support it may receive based upon the aggregate of these results. (The complete compilation of responses is found in Appendix One).

Toledo Police Department (12 attendees)

What do you like about law enforcement services in Lincoln County?

- All agencies can work together effectively
- Involvement in/with community
- Generally rapid response time
- Twenty-four-hour coverage

What improvements could be made to law enforcement services in Lincoln County?

- Increase cooperation/interaction between agencies
- Better equipment
- Increase number of officers on night and/or swing shifts

What are your thoughts, concerns, and/or fears about law enforcement coordination and consolidation?

- Officer safety
- Additional reduction of manpower / allocation of funds / no savings with equal or better service
- Meshing different policies: seniority / animal control / loss of good programs / job descriptions and restructuring / personnel / salaries / residency

Newport Police Department (10 attendees)

What do you like about law enforcement services in Lincoln County?

- Working with most of the personnel is enjoyable / personnel work well together
- The small communities are good places to live and allow you to know people
- Most agencies work well together

What improvements could be made to law enforcement services in Lincoln County?

- Need more officers/manpower
- Need better/updated equipment and facilities
- Increase communication between agencies

What are some potential disadvantages of law enforcement coordination and consolidation?

- Power struggles between administrators
- Politics take priority over professionalism
- Dealing with rank and security

What are some potential advantages of law enforcement coordination and consolidation?

- Ability to share resources (equipment, training, uniforms, etc.)
- Better information services / expertise
- Better information sharing

Lincoln County Sheriff's Office (8 attendees)

What do you like about law enforcement services in Lincoln County?

- Good training / training opportunities
- Good equipment
- Benefits
-

What improvements could be made to law enforcement services in Lincoln County?

- Closer agencies should take complaint rather than waiting for agency of the jurisdiction to respond (i.e. better interagency cooperation)
- More officers and support staff
- Better / updated equipment (especially communications equipment)

What are some potential disadvantages of law enforcement coordination and consolidation?

- Trouble determining command structure / "too many chiefs"
- Pay and benefits may decrease
- High radio traffic due to change to common frequency

What are some potential advantages of law enforcement coordination and consolidation?

- Improved services for the same cost (e.g. communications, efficiency, more patrol per sergeants, coverage, etc.)
- Common policies and procedures
- Increased options for personal interests, including specialization

Community Leaders Driftwood Library, Lincoln City (7 attendees)

What do you like about law enforcement services in Lincoln County?

- Response time
- Involved police force in community events
- Officers' awareness of/ familiarity with local youths (and problem youths)

What improvements could be made to law enforcement services in Lincoln County?

- Better communication system
- More officers
- Better response times (Response times in some areas takes too long)

What are some potential disadvantages of coordination and consolidation?

- Loss of local knowledge

- Loss of local control
- Longer response times to outer areas

What are some potential advantages of coordination and consolidation?

- Non-duplication of equipment and supplies/ Lower administrative costs/costs less
- Improved service, reduced response times, ability to cover the area better
- Consistency of ordinances

Community Leaders County Courthouse, Newport (3 attendees)

What do you like about law enforcement services in Lincoln County?

- Leaders are close/ available to the citizens
- Home town atmosphere
- Each entity deals with its own service area

What improvements could be made to law enforcement services in Lincoln County?

- Increased coverage in the small communities, e.g. Depoe Bay (shorter response time)
- Less competition between agencies
- Quicker response times

What are some potential disadvantages of law enforcement coordination and consolidation?

- Loss of local control and familiarity of officers with local problems/ Loss of community identity
- Loss of continuity of chiefs/ Sheriff's office
- Longer response time to smaller communities

What are some potential advantages of law enforcement coordination and consolidation?

- Cost Effectiveness/ Purchasing ability
- Administrative continuity
- More advanced and expensive facilities and equipment

Summary

A few generalizations can be made from the overall responses among the law enforcement agencies. Participants generally agreed that a positive aspect of current law enforcement in Lincoln County is the extent to which officers/deputies and

agencies as a whole attempt to cooperate to the best of their abilities. To enhance law enforcement services in the county, participants commonly responded that more staffing was essential. Potential disadvantages of coordination and consolidation receiving the highest priority in voting were concerns over loss of benefits, pay, rank, and organizational/administrative structure. Highest priority in potential advantages, however, were awarded to general increases in quality of service related to such factors as improved communications and other means to improve efficiency.

Responses from the community leaders differed, but parallels between their responses and the responses of the law enforcement personnel can be drawn. For example, a top priority for improving law enforcement from the community leaders' perspective was increased coverage and reduced response time, both of which are related to the officers'/deputies' call for increased staffing. Similarly, the most common potential advantages cited by the community leaders revolved around effectiveness related to administrative duties and costs, which could presumably be achieved through the officers/deputies notions of increased efficiency and effectiveness of service. Unlike law enforcement personnel however, the community leaders were more concerned about the potential disadvantages of coordination and consolidation that might precipitate a loss of local control and familiarity with their local officers/deputies

CHAPTER EIGHT: Options for Coordination and Consolidation

Introduction

Development of Options

CPW developed options for coordination and consolidation by drawing upon resources previously addressed in this study. Our literature review provided a basic understanding of the coordination and consolidation process, while the case studies offered specific examples of coordination and consolidation and the relative advantages and disadvantages of each. The law enforcement agency profiles, including crime statistics for the county, helped establish the status quo, or baseline of understanding from which the agencies could be compared and analyzed for their relative adaptability to coordination and consolidation efforts. The focus group meetings were intended to gather input from law enforcement personnel and community representatives that may not have been discovered in prior research. Information gathered in the focus groups requires additional consideration given the prioritized responses of participants.

Overview of Options

The five options generated by CPW include: no change, coordination and consolidation of certain services, coordination and consolidation of Newport and Toledo Police Departments, consolidating patrol in all agencies, and full consolidation of all agencies. A summary of each is provided below.

Technical Committee Selection and Function

At each of the focus groups for law enforcement agency personnel, the CPW facilitator(s) outlined the remaining tasks for the study, including formation of a technical committee that would further discuss the options for coordination and consolidation selected by the Task Force. The Technical Committee would be responsible for helping CPW assess the feasibility of various aspects of coordination and consolidation, such as administrative functions, auxiliary services, and field operations. Participants were asked to volunteer at the conclusion of the focus group session and were later called to confirm their interest and availability. One to two representatives from each agency were selected.

Option One: No Change

At present, the police departments and the Sheriff's Office are joint partners in the Lincoln County Major Crime Team, the Multidisciplinary Child Abuse Team, the Lincoln Interagency Narcotics Team, and a Multi-Agency Crash Team. In addition, discussions are underway to coordinate and consolidate some large purchases, and

possibly increase coordination in the areas of recruitment and selection of new officers and deputies. Joint training sessions, which could increase the efficiency and variety of training offered, and potentially lower costs, is also being discussed.

Outside of these existing partnerships, and the discussions that are underway, each department and the Sheriff's Office would continue to function as independent agencies under Option One.

If we assume that the discussions described above lead to no significant changes in law enforcement operations, then each department and the Sheriff's Office would continue to maintain sole responsibility for their own recruitment and selection of new employees, training of existing employees, and planning and purchasing. Field operations would continue to be run independently by each agency, although efforts to provide mutual assistance in special situations that require additional manpower, such as special events and emergencies, would continue.

Newport and the Sheriff's Office would continue to contract for dispatch services with LinCom, while Toledo and Lincoln City would continue to maintain their own dispatch centers.

Each law enforcement agency would also continue to be funded by their respective cities and the county.

Option Two: Coordination and Consolidation of Certain Services

Overview

This option allows each department and the Sheriff's Office to consolidate certain services while remaining separate entities with separate dispatch centers. Services targeted for coordination and consolidation may include field operations (deployment), auxiliary services such as records and identification, and administrative functions, such as recruitment, selection, and training.

Under Option Two, coordination and consolidation of services would be approached incrementally, over a 3-5 year period, instead of the rapid, if not immediate, transition to consolidation presented under Option Five.

An incremental transition provides several benefits. First, functions that are consolidated can be addressed sequentially, from functions that may be easier to consolidate, such as administrative functions, to potentially more difficult functions, such as field operations. Addressing consolidation in a deliberate manner over several years would allow time for the necessary evaluation of each function prior to consolidation, which would increase the probability of successful consolidation. In addition, this deliberate approach would allow citizens to adjust to the concept of consolidation, providing time for elected officials and law enforcement agency leaders to address potential concerns that may arise, such as loss of local control, or perceptions of decline in service.

Second, an incremental approach would give cities and agencies opportunities to suspend the consolidation of additional functions at any point that the perceived costs outweighed the benefits. The opportunity to evaluate, possibly on a yearly basis, the functions that have been consolidated to date, before consolidating additional

functions, may make this option more attractive to citizens who could have concerns about local control or levels of service

Those functions that would be considered under this option are listed in ascending order, from those that could be consolidated with the least difficulty to those that could potentially be the most difficult:

- Phase 1: Administrative Functions
 - Recruitment
 - Selection
 - Training
 - Planning/Purchasing
 - Community Relations

- Phase 2: Auxiliary Services
 - Records and Identification

- Phase 3: Field Operations
 - Deployment

Option Three: Coordination and Consolidation of Newport and Toledo Departments

Overview

This option provides for the full coordination and consolidation of the Newport and Toledo police departments, and was examined because of the cities' proximity, similarity of urban service area population, and because they both operate solely as police departments. Under this option the Sheriff's Office would remain as a separate entity because the population served by the Sheriff's Office is largely rural and encompasses services beyond road patrol, such as marine patrol and administration of the County Jail. Lincoln City would continue to maintain a separate law enforcement agency.

Benefits

- Geographic proximity of Newport and Toledo for coordination and consolidation efforts

Discussion

Consolidating the law enforcement agencies in Newport and Toledo would require considerable cooperation. Countywide coordination and consolidation efforts may bring the two cities together if they work under a larger directive and if county revenues are used. Coordination and consolidation of law enforcement may be greeted with greater support if the communities begin to view their relationship as part of a bigger entity of which each town is a critical piece. If Option Two is adopted and works well, this option may be an easier proposal to accept in the future.

This option, if implemented, could happen over the course of several years (much like Option Two), or rather quickly (like Option Five).

Option Four: Coordination and Consolidation of Patrol in all Agencies

This option calls for the coordination and consolidation of all patrol services in all agencies, but would exclude the civil operations of the Sheriff's Office and administration of the jail, which would continue to operate separately.

The Technical Committee emphasized the logistical and interpersonal challenges of coordinating and consolidating patrol in all of the agencies. They agreed that this process should be pursued only after the coordination and consolidation of all of the aforementioned services and agency operations have been implemented for a substantial period of time and/or are successfully completed.

Option Five: Full Coordination and Consolidation of all Agencies

Overview

Under this scenario, all three police departments and the Sheriff's Office would be consolidated into one countywide agency. Unlike Option Two, where consolidation is approached incrementally, under Option Five, consolidation would occur as soon as possible.

Although there would be a central agency, and central dispatch, the communities of Newport, Toledo, and Lincoln City could continue to operate satellite offices in their respective communities.

Benefits

- Small successes may lead to total coordination and consolidation eventually
- More flexibility in case of a problem, emergency or crisis situation
- Consistent report writing
- Single consolidated dispatch center could provide better service to both Newport and the county
- Increased efficiency could lead to either cost savings from manpower reductions or increases in service for the same cost
- Cost savings could be realized from possible facility consolidation

Challenges

- Challenges confronted in other options are applicable to full coordination and consolidation, and may be more difficult to overcome given the greater logistical hurdles inherent in undertaking full coordination and consolidation

Discussion

Total coordination and consolidation is one of a range of options, but has been the most intimidating for some. Small successes along the way may facilitate this process over several years. However, the ability for communities and the tax base to support the same level of service 20 years from now, without substantial cost increases, may be difficult.

Broader Issues of Coordination and Consolidation

- Loss of local control
- Leadership between the agencies
- Adequately addressing the needs of smaller communities
- Loss of agency identity

The idea of coordination and consolidation may cause communities to fear a loss of local control. Leadership in joint agency efforts or of two or more consolidated agencies is also an issue of concern to agency and community members. According to most state laws in the country, the sheriff is the chief law enforcement officer in the county. Some may fear the amount of power this could give an elected official. The potential exists for cities to withdraw from coordination and consolidation agreements if someone is elected that is not to their liking. This challenge may be redressed if state laws were changed such that the city or county manager or city council could elect the sheriff. Greater support may be garnered by joint control by a governing board rather than by a single official. If a board is the preferred entity of control, the issues of who should be on the board, how members are elected and/or appointed and how long they can serve will become paramount.

The Siletz Nation's tribal police as well as the interests of smaller cities that contract with the county for law enforcement must also be considered in these discussions.

Loss of identity is also a concern of law enforcement personnel. Coordination and consolidation of agencies arouses fears, (particularly among those who have worked within one agency for several years) of changes in jurisdictional assignments and opportunities to work with long-time colleagues. The move towards one uniform also raised concern among Technical Committee Members.

Financial Analysis

Figures 8-1 through 8-7 show a preliminary financial analysis of each coordination and consolidation option. The analysis is based upon the following assumptions:

- The 1998-99 budget for each department is used as the basis for all calculations
- Projections are made for 5 years in the future (FY 2003-04)
- Inflation is calculated at 3 percent annually
- All budget amounts shown are in 1998-99 dollars
- Zeroes in some cells represent budget items that can't be disaggregated from overall city budget
- Any personnel savings derived from consolidation efforts are directed toward increased levels of service rather than personnel reductions
- Savings, if any, derived from consolidation of patrol and facilities were not calculated

- Savings that could be derived from consolidation of dispatch services is not included due to the difficulty in disaggregating dispatch costs from overall budgets

Discussions with members of the Technical Committee were inconclusive regarding the potential savings available to law enforcement agencies under Options Two through Five. While some members felt that the greater purchasing power of combined agencies could yield a 10 percent savings in purchasing goods and services, others felt that consolidation would yield little or no savings in this area. For purposes of this analysis, we developed budget estimates using a 5 percent savings in all areas relating to goods and services.

Additional savings may occur in the areas of dispatch and patrol, since consolidation could lead to a reduction in manpower. Determination of the exact costs would require a thorough examination that is beyond the scope of this project.

Figure 8-1: Option One
Budget Comparison 1998-99

Budget Item	Lincoln City	Newport	Toledo	LCSO	Total
Personnel					
Salaries	1,121,436	949,600	417,850	1,027,535	3,516,421
Overtime	90,000	110,000	18,000	10,300	228,300
Vacation/ Holiday Pay	35,000	0	0	39,500	74,500
Payroll Taxes, Insurance, & Benefits					
FICA/ Medicare	94,222	82,000	33,345	117,726	327,293
Worker's Compensation	40,710	31,000	11,010	71,485	154,205
Health Insurance Benefits	162,893	159,000	63,135	181,498	566,526
Other Insurance Benefits	9,649	3,500	0	7,120	20,269
Retirement	173,005	173,000	46,300	243,247	635,552
TOTAL- PERSONNEL	1,726,915	1,508,100	589,640	1,698,411	5,523,066
Material & Services					
Other Consultants & Contract Services	13,900	30,000	2,400	66,500	112,800
Electric Power	10,000	0	3,000	0	13,000
Telephones & Pagers	24,600	24,500	10,330	33,400	92,830
Printing	1,500	0	0	7,000	8,500
Travel, Training, & Membership	14,500	12,000	6,030	47,437	79,967
Uniforms & Clothing	18,200	12,000	0	13,250	43,450
Building Maintenance	42,500	0	500	9,100	52,100
Radio Communication & Maintenance	12,300	10,000	0	0	22,300
Firearms/Ammunition	10,500	0	0	6,800	17,300
Equipment/Vehicle Maintenance	5,000	40,000	14,500	209,700	269,200
Gas, Oil & Mileage	0	25,000	10,000	950	35,950
Office & Other Supplies	11,500	24,000	9,500	38,175	83,175
Other	0	17,000	0	5,563	22,563
TOTAL- MATERIALS & SERVICES	164,500	177,500	56,260	432,312	830,572
Capital Outlay					
Equipment	3,000	0	0	0	3,000
Firearms Range	0	3,000	0	0	3,000
Motor Vehicles	0	0	8,000	0	8,000
Furniture & Fixtures	0	5,000	0	12,000	17,000
Computer	0	20,000	0	0	20,000
TOTAL - CAPITAL OUTLAY	3,000	28,000	8,000	8,000	47,000
TOTAL- POLICE BUDGET	1,894,415	1,713,600	653,900	2,138,723	6,400,638

Figure 8-2: Option One
Budget Comparison 2003-04

Budget Item	Lincoln City	Newport	Toledo	LCSO	Total
Personnel					
Salaries	1,300,052	1,100,847	484,403	1,191,195	4,076,496
Overtime	104,335	127,520	20,867	11,941	264,662
Vacation/ Holiday Pay	40,575	0	0	45,791	86,366
Payroll Taxes, Insurance, & Benefits					
FICA/ Medicare	109,229	95,060	38,656	136,477	379,422
Worker's Compensation	47,194	35,937	12,764	82,871	178,766
Health Insurance Benefits	188,838	184,325	73,191	210,406	656,759
Other Insurance Benefits	11,186	4,057	0	8,254	23,497
Retirement	200,560	200,554	53,674	281,990	736,779
TOTAL- PERSONNEL	2,001,968	1,748,301	683,554	1,968,924	6,402,747
Material & Services					
Other Consultants & Contract Services	16,114	34,778	2,782	77,092	130,766
Electric Power	11,593	0	3,478	0	15,071
Telephones & Pagers	28,518	28,402	11,975	38,720	107,615
Printing	1,739	0	0	8,115	9,854
Travel, Training, & Membership	16,809	13,911	6,990	54,992	92,704
Uniforms & Clothing	21,099	13,911	0	15,360	50,370
Building Maintenance	49,269	0	580	10,549	60,398
Radio Communication & Maintenance	14,259	11,593	0	0	25,852
Firearms/Ammunition	12,172	0	0	7,883	20,055
Equipment/Vehicle Maintenance	5,796	46,371	16,809	243,100	312,077
Gas, Oil & Mileage	0	28,982	11,593	1,101	41,676
Office & Other Supplies	13,332	27,823	11,013	44,255	96,423
Other	0	19,708	0	6,449	26,157
TOTAL- MATERIALS & SERVICES	190,701	225,479	65,221	507,617	989,017
Capital Outlay					
Equipment	3,478	0	0	0	3,478
Firearms Range	0	3,478	0	0	3,478
Motor Vehicles	0	0	9,274	0	9,274
Furniture & Fixtures	0	5,796	0	13,911	19,708
Computer	0	23,185	0	0	23,185
TOTAL - CAPITAL OUTLAY	3,478	32,460	9,274	13,911	59,123
TOTAL- POLICE BUDGET	2,196,146	2,006,240	758,049	2,490,452	7,450,887

Figure 8-3: Option Two
Budget Comparison 2003-04

Budget Item	Lincoln City	Newport	Toledo	LCSO	Total
Personnel					
Salaries	1,300,052	1,100,847	484,403	1,191,195	4,076,496
Overtime	104,335	127,520	20,867	11,941	264,662
Vacation/ Holiday Pay	40,575	0	0	45,791	86,366
Payroll Taxes, Insurance, & Benefits	0	0	0	0	
FICA/ Medicare	109,229	95,060	38,656	136,477	379,422
Worker's Compensation	47,194	35,937	12,764	82,871	178,766
Health Insurance Benefits	188,838	184,325	73,191	210,406	656,759
Other Insurance Benefits	11,186	4,057	0	8,254	23,497
Retirement	200,560	200,554	53,674	281,990	736,779
TOTAL- PERSONNEL	2,001,968	1,748,301	683,554	1,968,924	6,402,747
Material & Services					
Other Consultants & Contract Services	14,862	32,077	2,566	71,104	120,610
Electric Power	10,692	0	3,208	0	13,900
Telephones & Pagers	26,303	26,196	11,045	35,712	99,257
Printing	1,604	0	0	7,485	9,088
Travel, Training, & Membership	15,504	12,831	6,447	50,721	85,503
Uniforms & Clothing	19,460	12,831	0	14,167	46,458
Building Maintenance	45,442	0	535	9,730	55,707
Radio Communication & Maintenance	13,152	10,692	0	0	23,844
Firearms/Ammunition	11,227	0	0	7,271	18,498
Equipment/Vehicle Maintenance	5,346	42,769	15,504	224,218	287,838
Gas, Oil & Mileage	0	26,731	10,692	1,016	38,439
Office & Other Supplies	12,296	25,662	10,158	40,818	88,933
Other	0	18,177	0	5,948	24,125
TOTAL- MATERIALS & SERVICES	175,889	207,966	60,155	468,191	912,200
Capital Outlay					
Equipment	3,208	0	0	0	3,208
Firearms Range	0	3,208	0	0	3,208
Motor Vehicles	0	0	8,554	0	8,554
Furniture & Fixtures	0	5,346	0	12,831	18,177
Computer	0	21,385	0	0	21,385
TOTAL - CAPITAL OUTLAY	3,208	29,939	8,554	12,831	54,531
TOTAL- POLICE BUDGET	2,181,064	1,986,206	752,263	2,449,945	7,369,479

Figure 8-4: Option Three
Budget Comparison 2003-04

Budget Item	Lincoln City	Newport	Toledo	LCSO	Total
Personnel					
Salaries	1,300,052	1,100,847	484,403	1,191,195	4,076,496
Overtime	104,335	127,520	20,867	11,941	264,662
Vacation/ Holiday Pay	40,575	0	0	45,791	86,366
Payroll Taxes, Insurance, & Benefits					
FICA/ Medicare	109,229	95,060	38,656	136,477	379,422
Worker's Compensation	47,194	35,937	12,764	82,871	178,766
Health Insurance Benefits	188,838	184,325	73,191	210,406	656,759
Other Insurance Benefits	11,186	4,057	0	8,254	23,497
Retirement	200,560	200,554	53,674	281,990	736,779
TOTAL- PERSONNEL	2,001,968	1,748,301	683,554	1,968,924	6,402,747
Material & Services					
Other Consultants & Contract Services	16,114	32,077	2,566	71,104	121,861
Electric Power	11,593	0	3,208	0	14,800
Telephones & Pagers	28,518	26,196	11,045	35,712	101,472
Printing	1,739	0	0	7,485	9,224
Travel, Training, & Membership	16,809	12,831	6,447	50,721	86,809
Uniforms & Clothing	21,099	12,831	0	14,167	48,097
Building Maintenance	49,269	0	535	9,730	59,534
Radio Communication & Maintenance	14,259	10,692	0	0	24,951
Firearms/Ammunition	12,172	0	0	7,271	19,443
Equipment/Vehicle Maintenance	5,796	42,769	15,504	224,218	288,288
Gas, Oil & Mileage	0	26,731	10,692	1,016	38,439
Office & Other Supplies	13,332	25,662	10,158	40,818	89,969
Other	0	18,177	0	5,948	24,125
TOTAL- MATERIALS & SERVICES	190,701	207,966	60,155	468,191	927,012
Capital Outlay					
Equipment	3,478	0	0	0	3,478
Firearms Range	0	3,208	0	0	3,208
Motor Vehicles	0	0	8,554	0	8,554
Furniture & Fixtures	0	5,346	0	12,831	18,177
Computer	0	21,385	0	0	21,385
TOTAL - CAPITAL OUTLAY	3,478	29,939	8,554	12,831	54,801
TOTAL- POLICE BUDGET	2,196,146	1,986,206	752,263	2,449,945	7,384,560

Figure 8-5: Option Four
Budget Comparison 2003-04

Budget Item	Lincoln City	Newport	Toledo	LCSO	Total
Personnel					
Salaries	1,300,052	1,100,847	484,403	1,191,195	4,076,496
Overtime	104,335	127,520	20,867	11,941	264,662
Vacation/ Holiday Pay	40,575	0	0	45,791	86,366
Payroll Taxes, Insurance, & Benefits					
FICA/ Medicare	109,229	95,060	38,656	136,477	379,422
Worker's Compensation	47,194	35,937	12,764	82,871	178,766
Health Insurance Benefits	188,838	184,325	73,191	210,406	656,759
Other Insurance Benefits	11,186	4,057	0	8,254	23,497
Retirement	200,560	200,554	53,674	281,990	736,779
TOTAL- PERSONNEL	2,001,968	1,748,301	683,554	1,968,924	6,402,747
Material & Services					
Other Consultants & Contract Services	16,114	34,778	2,782	77,092	130,766
Electric Power	11,593	0	3,478	0	15,071
Telephones & Pagers	28,518	28,402	11,975	38,720	107,615
Printing	1,739	0	0	8,115	9,854
Travel, Training, & Membership	16,809	13,911	6,990	54,992	92,704
Uniforms & Clothing	21,099	13,911	0	15,360	50,370
Building Maintenance	49,269	0	580	10,549	60,398
Radio Communication & Maintenance	14,259	11,593	0	0	25,852
Firearms/Ammunition	12,172	0	0	7,883	20,055
Equipment/Vehicle Maintenance	5,796	46,371	16,809	243,100	312,077
Gas, Oil & Mileage	0	28,982	11,593	1,101	41,676
Office & Other Supplies	13,332	27,823	11,013	44,255	96,423
Other	0	19,708	0	6,449	26,157
TOTAL- MATERIALS & SERVICES	190,701	225,479	65,221	507,617	989,017
Capital Outlay					
Equipment	3,478	0	0	0	3,478
Firearms Range	0	3,478	0	0	3,478
Motor Vehicles	0	0	9,274	0	9,274
Furniture & Fixtures	0	5,796	0	13,911	19,708
Computer	0	23,185	0	0	23,185
TOTAL - CAPITAL OUTLAY	3,478	32,460	9,274	13,911	59,123
TOTAL- POLICE BUDGET	2,196,146	2,006,240	758,049	2,490,452	7,450,887

Figure 8-6: Option Five
Budget Comparison 2003-04

Budget Item	Lincoln City	Newport	Toledo	LCSO	Total
Personnel					
Salaries	1,300,052	1,100,847	484,403	1,191,195	4,076,496
Overtime	104,335	127,520	20,867	11,941	264,662
Vacation/ Holiday Pay	40,575	0	0	45,791	86,366
Payroll Taxes, Insurance, & Benefits					
FICA/ Medicare	109,229	95,060	38,656	136,477	379,422
Worker's Compensation	47,194	35,937	12,764	82,871	178,766
Health Insurance Benefits	188,838	184,325	73,191	210,406	656,759
Other Insurance Benefits	11,186	4,057	0	8,254	23,497
Retirement	200,560	200,554	53,674	281,990	736,779
TOTAL- PERSONNEL	2,001,968	1,748,301	683,554	1,968,924	6,402,747
Material & Services					
Other Consultants & Contract Services	14,862	32,077	2,566	71,104	120,610
Electric Power	10,692	0	3,208	0	13,900
Telephones & Pagers	26,303	26,196	11,045	35,712	99,257
Printing	1,604	0	0	7,485	9,088
Travel, Training, & Membership	15,504	12,831	6,447	50,721	85,503
Uniforms & Clothing	19,460	12,831	0	14,167	46,458
Building Maintenance	45,442	0	535	9,730	55,707
Radio Communication & Maintenance	13,152	10,692	0	0	23,844
Firearms/Ammunition	11,227	0	0	7,271	18,498
Equipment/Vehicle Maintenance	5,346	42,769	15,504	224,218	287,838
Gas, Oil & Mileage	0	26,731	10,692	1,016	38,439
Office & Other Supplies	12,296	25,662	10,158	40,818	88,933
Other	0	18,177	0	5,948	24,125
TOTAL- MATERIALS & SERVICES	175,889	207,966	60,155	468,191	912,200
Capital Outlay					
Equipment	3,208	0	0	0	3,208
Firearms Range	0	3,208	0	0	3,208
Motor Vehicles	0	0	8,554	0	8,554
Furniture & Fixtures	0	5,346	0	12,831	18,177
Computer	0	21,385	0	0	21,385
TOTAL - CAPITAL OUTLAY	3,208	29,939	8,554	12,831	54,531
TOTAL- POLICE BUDGET	2,181,064	1,986,206	752,263	2,449,945	7,369,479

Figure 8-7: Summary
Budget Comparison 2003-04

Budget Item	Option One	Option Two	Option Three	Option Four	Option Five
Personnel					
Salaries	4,076,496	4,076,496	4,076,496	4,076,496	4,076,496
Overtime	264,662	264,662	264,662	264,662	264,662
Vacation/ Holiday Pay	86,366	86,366	86,366	86,366	86,366
Payroll Taxes, Insurance, & Benefits			0	0	0
FICA/ Medicare	379,422	379,422	379,422	379,422	379,422
Worker's Compensation	178,766	178,766	178,766	178,766	178,766
Health Insurance Benefits	656,759	656,759	656,759	656,759	656,759
Other Insurance Benefits	23,497	23,497	23,497	23,497	23,497
Retirement	736,779	736,779	736,779	736,779	736,779
TOTAL- PERSONNEL	6,402,747	6,402,747	6,402,747	6,402,747	6,402,747
Material & Services					
Other Consultants & Contract Services	130,766	120,610	121,861	130,766	120,610
Electric Power	15,071	13,900	14,800	15,071	13,900
Telephones & Pagers	107,615	99,257	101,472	107,615	99,257
Printing	9,854	9,088	9,224	9,854	9,088
Travel, Training, & Membership	92,704	85,503	86,809	92,704	85,503
Uniforms & Clothing	50,370	46,458	48,097	50,370	46,458
Building Maintenance	60,398	55,707	59,534	60,398	55,707
Radio Communication & Maintenance	25,852	23,844	24,951	25,852	23,844
Firearms/Ammunition	20,055	18,498	19,443	20,055	18,498
Equipment/Vehicle Maintenance	312,077	287,838	288,288	312,077	287,838
Gas, Oil & Mileage	41,676	38,439	38,439	41,676	38,439
Office & Other Supplies	96,423	88,933	89,969	96,423	88,933
Other	26,157	24,125	24,125	26,157	24,125
TOTAL- MATERIALS & SERVICES	989,017	912,200	927,012	989,017	912,200
Capital Outlay					
Equipment	3,478	3,208	3,478	3,478	3,208
Firearms Range	3,478	3,208	3,208	3,478	3,208
Motor Vehicles	9,274	8,554	8,554	9,274	8,554
Furniture & Fixtures	19,708	18,177	18,177	19,708	18,177
Computer	23,185	21,385	21,385	23,185	21,385
TOTAL - CAPITAL OUTLAY	59,123	54,531	54,801	59,123	54,531
TOTAL- POLICE BUDGET	7,450,887	7,369,479	7,384,560	7,450,887	7,369,479

CHAPTER NINE: Recommendations

Short-Term Recommendations

After considering the available data, including demographic and crime trends and present conditions at each of the agencies, as well as the opinions and concerns of community leaders and law enforcement personnel, CPW recommends Option Two: Coordination and Consolidation of Certain Services as the best strategy for law enforcement in Lincoln County at this time.

Support

Literature

The literature on coordination and consolidation is generally supportive of the idea and process, particularly regarding coordination and consolidation of services and operations such as communications, training, purchasing, and records (Herley, 1989). Likewise the literature, such as that published by the Pennsylvania Department of Community Affairs, endorses coordination and consolidation of smaller departments, like those in Lincoln County as opposed to larger metropolitan agencies (1996).

Case Studies

Case studies such as Athens, Georgia and Washoe County Nevada demonstrate that immediately pursuing full coordination and consolidation is not always logistically feasible given the fiscal, political, organizational, and administrative constraints. However, successful smaller agency coordination and consolidation such as have occurred frequently in Pennsylvania can serve as models for Lincoln County in their early efforts.

Demographics

The demographic trends in Lincoln County warrant consideration of Option Two given that population growth is increasing out of proportion to increases in the number of sworn officers. The coordination and consolidation of services and operations such as recruitment, training, and field operations/deployment should allow for more efficient and effective use of manpower. Moreover, if expected savings are realized additional monies may become available to hire more law enforcement personnel.

Crime Statistics

Although crime rates and calls for service have fluctuated, considered in aggregate, the workload of law enforcement personnel has increased over time whereas human resources have remained constant or decreased. Option Two will allow for increased and improved inter-departmental communication and cooperation which will help the agencies face the challenges of growing service needs more effectively. Also, pooled

resources and a more unified presence in the county's communities will assist the agencies in their public safety responsibilities, including crime prevention.

Focus Groups

Responses in the focus groups varied, but there was general agreement that coordination and consolidation of some services and operations was not only possible, but desirable as well. Most notable was the recognition by law enforcement personnel that the various agencies already work well together and were typically successful in past and current cooperative efforts.

Implementation

In this section, we present the results of discussions with the members of the Technical Committee regarding how Option Two might be implemented. This preliminary discussion is designed to give the reader a broad overview of how some of the challenges of Option Two might be addressed.

Recruitment/Selection

Benefits

- Joint efforts in background and fingerprint checks, acquisition of waivers, job reference checks and creation of a hiring packet
- Share background information on applicants
- Reduces duplication of effort
- Better pool of applicants from which to draw
- Greater cost savings through combining efforts

Discussion

A countywide recruitment process and selection pool would allow agencies to combine their efforts and share costs. A selection and recruitment committee, composed of representatives from each agency, could be chaired by each agency on a rotating basis. The chair would be responsible for scheduling meetings, assigning tasks and following through on their completion. The committee could do limited tasks, such as verifying information, conducting background and fingerprint checks, obtaining waivers for personnel files and conducting job reference checks, thereby essentially creating a preliminary hiring packet. The committee could also provide a communication forum from which agencies could share information regarding specific applicants during the individual agency hiring procedure. An annual recruitment process would create a pool of applicants such that if a chosen applicant does not want a particular placement, s/he would be put back on the list. At the end of the year, the list would become null and void, and the process would be repeated. This would offer a better pool of applicants from which each agency could draw. A countywide process could reduce duplication of effort and offer greater cost savings through shared time and resources.

The countywide recruitment and selection process is an idea that has generated support. It is not a difficult framework to set in motion and could proceed without additional coordination and consolidation efforts.

Training

Benefits

- Departments are already in the process of combining training efforts, including Lincoln City's search for a training facility
- Consolidated training could begin by the end of the year
- Consolidated training may reduce costs because instructors would teach larger groups less frequently
- Costs may remain the same, but better training may result because larger training groups can attract better instructors and is more cost-effective than sending small groups elsewhere for training
- Over-time hours may decrease with consolidated training activities which could translate into monetary savings

Challenges

Sheriff's position is elected, therefore s/he may be less inclined to take risks such as are required in consolidating training and other services

Discussion

Given the existing support of most agencies, consolidated training could begin as soon as the end of 1999. The next step toward joint training is the creation of a work group committee. This committee, composed of representatives from each agency, would create a pool of talent and skills that could reduce training costs and overtime, as well as provide consistency in law enforcement techniques. Lincoln City has begun the process to locate a building for training. The main challenge may be gaining the support of Sheriff's Office, because, as an elected official, s/he may be less inclined to take the risks involved in coordination and consolidation.

Planning/Purchasing

Benefits

- Bulk purchases may save money through economies of scale and are more attractive to vendors
- Insurance may be able to be purchased at a reduced rate as well (Northland Company is currently used by 2+ departments)
- Equipment compatibility
- No rapid change needed

Challenges

- Big cost savings may not occur because there may not be enough economies of scale to generate significant savings
- No reduction in the amount of equipment purchased

Discussion

Consolidated purchasing can save some money, as demonstrated by the recent combined purchase of flares: the police departments, fire agencies and Sheriff's Office saved \$1,280 in shipping costs alone. As they replace equipment, agencies can work together to maintain equipment compatibility, such as with radios and weapons. No rapid changes are needed to facilitate this process, however, because all agencies have to buy the same equipment, bulk purchasing will not necessarily change the amount of equipment needed.

Community Relations

Benefits

- Coordination between SROs, D.A.R.E. and Lincoln City officers (e.g. attending neighborhood watch committees, etc.) saves on overtime and training
- Provides a resource to draw from in order to maintain levels of service
- Increased cooperation expected to decrease "us" and "them" attitude between departments (and between officers and communities) that leads to a better product and services to citizens
- Better overall communications (e.g. through joint briefings and/or video links to briefings, shared email briefings, etc.).
- No expected savings /reduced cost – but product will be improved

Discussion

The SROs, D.A.R.E. and Lincoln City officers meeting and working together on a regular basis will allow agencies to pool their resources and improve their techniques. Working together offers a larger pool for agencies to draw from in order to maintain the same level of service without having to pay overtime or additional training costs for a short-term position. The first step is to encourage officers and deputies to meet on a regular basis, perhaps once a month in rotating locations. The chiefs and Sheriff could facilitate this process.

Records and Identification

Benefits

- Joint database will allow information sharing, reduced duplication in records collection, retention, storage, as well as improve access and save time and money
- Most agencies are planning to update their records and identification system which creates a good opportunity for a consolidated effort
- Agencies would be using the same format and procedures allowing time and money savings
- Coordination and consolidation of records and identification could begin within the next 2 years
- Better technology, such as multiple servers sharing information (different frequencies for different call types, etc.) would not require significant changes

Challenges

- Software and hardware costs and compatibility issues
- Licensing arrangements
- Connection costs
- Dedicating lines

Discussion

A joint database for records and identification would allow agencies to access more information, reduce duplication of records and save time. Many of the agencies will be changing systems within the next 2 years, thus current coordination and consolidation efforts present a good opportunity for creating compatibility between computer systems. The main challenge is the cost of hardware and software upgrades. Additionally, there are the costs of new connections and dedicating lines. If software is shared, licensing arrangements will be required. Most agencies will use their current systems until Y2K issues have been resolved.

Field Operations / Deployment

Benefits

- Special events and “hot spots/issues” are easier to deal with cooperatively
- Working together can reduce costs and the need for overtime
- Coordination and consolidation creates a more unified presence in communities

Challenges

- City services are more intensive, closer and responsive than county services
- A certain level of coverage may be lost through coordination and consolidation
- City councils may not want to pay for services they perceive as going elsewhere
- Some jurisdictions may benefit at the expense of others
- Limits exist to the sorts of things that can be done operationally
- Showing local communities the benefits of coordination and consolidation may be difficult
- Savings may be limited

Discussion

Special events can drain the resources of any one agency, but working together allows agencies to pool their resources, reduce costs, and overtime hours while showing a unified presence within communities and the County. Working together on a daily basis, however, presents several challenges. Cities offer a more intensive level of services per square mile that may allow the more rural county to benefit from coordination and consolidation at the expense of cities, both in terms of the amount of services provided and the costs of those services. City Councils and tax-payers may be reluctant to pay for services that leave the city limits. As such, combining work forces may not create much savings because of the rising demand in service.

Rearrangements in personnel may therefore result in resources being shifted to patrol. There are also limits to the sorts of things that can be done operationally due to the size of the county.

Summary of Option Two

Option 2 may result in a loss of some autonomy for each department, but the Technical Committee agreed that this cost would be outweighed by the benefits of:

- Financial savings
- Improved officer safety
- Upgraded equipment
- Manpower/hours savings (particularly in recruiting and training)
- Improved service/product leading to improved community relations

Long-Term Recommendations

CPW's long-term recommendation calls for periodic evaluations of the implementation of Option Two by the Task Force and law enforcement agency personnel. These reviewers should assess efforts that are underway and those that have been completed, considering both the successes achieved and difficulties encountered. Ultimately these evaluations should determine how additional coordination and consolidation should proceed, if at all.

Accomplishing comparatively simple service and operational coordination and consolidation can lay the foundation for more difficult tasks and increase the potential for multiple agency efforts in the future. Small initial successes will allow law enforcement personnel and the public to see the benefits of coordination and consolidation that may gather greater support for later efforts. Indeed, in order to achieve the coordination and consolidation efforts required by Options Three, Four, or Five, Option Two needs to be accomplished concurrently or in advance of these more complex efforts for ease of transition.