Best Practice Number 11

An Examination of Consolidated Law Enforcement Agencies in the United States and the Proposal for Local Law Enforcement Consolidation in Memphis and Shelby County, Tennessee

Maria A. Alexander – Principal Researcher
Katy Mack – Senior Research Associate

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NOTE: All updated information will be in red to delineate it from original 2003 report

A proposed best practice examination from the staff of the Memphis Shelby Crime Commission, with generous assistance from the following project partners:

Major Mark Collins, Memphis Police Department
Deputy Chief William Oldham, Shelby County Sheriff's Office
Colonel William Carcara, Louisville/Jefferson County, Kentucky
Chief Darrel Stephens, Charlotte- Mecklenburg Police Department, North Carolina
The University of Memphis, Department of Criminology and Criminal Justice
Jerry Needle, International Association of Chiefs of Police
John Firman, Director of Research, International Association Chiefs of Police- National Criminal Research Services
Chief Dennis Nowicki, Retired, Charlotte-Mecklenburg Police Department, North Carolina
Chief Emmett Turner, Metropolitan Nashville Police Department, Nashville, Tennessee

Foreword

An Examination of Consolidated Law Enforcement Agencies in the United States is the eleventh best practice strategy investigated by the Memphis Shelby Crime Commission.

The Crime Commission employs an investigative process known to quality practitioners as "benchmarking," but commonly referred to as "best practices." According to Robert C. Camp in *Benchmarking: The Search For Industry Best Practices That Lead To Superior Performance*, benchmarking is "the continuous process of measuring products, services, and practices against the toughest competitors or those companies recognized as industry leaders."

The Crime Commission's search for best practices fulfills at least three strategic objectives of the organization:

1.) To provide a collaborative environment where solutions to local crime and public safety issues and problems can be addressed.

2.) To improve citizen satisfaction in the quality of life in Memphis and Shelby County as it relates to crime and perceptions of crime.

3.) To determine future directions and goals for the Crime Commission.

To these ends, the Memphis Shelby Crime Commission is not an organization motivated by the modest rewards gained from the mere elucidation of cutting-edge crime abatement processes. On the contrary, once best practices are researched and ratified, the Crime Commission's real work begins: creating strategic plans that market recommended improvements to the citizens, business, and governmental agencies of Memphis and Shelby County. The purpose of identifying best practices is to enable the local achievement of a working replication of best practices found in partners' model processes.

The Crime Commission has developed its own in-house scientific methodology to determine what is meant by the identification of a process as a crime reduction best practice. The Commission's original Best Practice Advisory Team (BPAT) has recommended the process currently in place for the organization (see Figure 1 located in the Appendix). BPAT has historically been comprised of local, regional, and nationally recognized practitioners in the field of quality improvement and best practices.

This model, already in its third generation, is dynamic and will be modified to insure that the *raison d'etre* of the Memphis Shelby Crime Commission best practice structure- developing best-in-class crime reduction process models- is being achieved. The staff of the Memphis Shelby Crime Commission will always do its very best to insure that an adherence to a strict code of ethics, a critical examination of current practices, a scientific rigor in the review of secondary literature, a critical examination of best practices, and an excellence in documentation are the signatures of all its Best Practice Studies.

In making this best practice recommendation, the Memphis Shelby Crime Commission is not rendering legal advice as to legal ramifications of adopting this recommended best practice. The recipient of this recommendation is therefore advised to seek legal opinion and the recipient should not rely on this recommendation as legal opinion.

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I.) Executive Summary

The amount of research that has been completed in the study of governmental consolidation is extensive. Consolidation of smaller city and suburban police departments into a single large police agency occurs on rare occasions when metropolitan government functions as a whole are consolidated. In most instances, police agencies, regardless of size or perceived cost savings have elected to remain autonomous and maintain their own police services. Nevertheless, consolidation of law enforcement agencies has been recommended by countless reports, commissions and experts. It is an issue that still evokes much emotion and one that will probably be debated regularly for years to come. Primarily researched has been the absorption of smaller police departments that are adjacent to larger police agencies in metropolitan areas. Popularized in the late 1960's, attempts at law enforcement consolidation have been few and actual consolidations even fewer. The pooling of specialized services such as communications, records management and crime laboratories or the contracting of such services from larger agencies have been more common. But as many suburban areas continue to grow and encroach upon mutual jurisdictional boundaries, both urban and rural governments are looking for ways to reduce the escalating costs of law enforcement operations and provide a higher quality of law enforcement service.[1]

As of 2004, there were nearly 18,000 state and local law enforcement agencies in the United States. Of that, 12,766 are local police agencies and 3,067 are sheriffs' departments. Additionally, there are just over 1,400 special jurisdiction agencies[2] which include parks, transit systems, airports and universities. There are 49 state police forces (all but Hawaii) and 50 federal law enforcement agencies. More than 800,000 commissioned officers serve in law enforcement agencies in the United States with over 250,000 civilian personnel employed as well.[3] According to a census of law enforcement agencies conducted by the Bureau of Justice Statistics (BJS) during 2000, almost three quarters of all law enforcement agencies in the United States (approximately 74%) have fewer than ten fulltime commissioned officers and serve populations of less than 10,000 citizens.[4]

Each established police department requires a minimum infrastructure for operation that includes a facility, uniforms, vehicles, weapons, records systems, and communications. Some departments have explored sharing common tasks and functions and have realized a better use of resources within their communities. However, the majorities of agencies, for a myriad of reasons, remain exclusively committed to their communities and provide their own police services without any assistance from other communities or consideration of any merging of resources.

On one end of the consolidation debate, some police professionals and many researchers tout large scale consolidation as the only way to establish effective and efficient policing. They point out that small police departments, primarily by virtue of their lower pay scale, attract less qualified and less educated police candidates. They also believe that small police departments usually cannot provide sophisticated services such as large crowd control or technical services

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[1] Krajick, Kevin. 1979. Consolidation: *When City and County Police in Las Vegas Consolidated: Officials found that you can't make an omelet without breaking egos.* - The Police Chief Magazine. Pages 47-56.
[2] Agencies are both state level and local level.
[3] U.S. Department of Justice, Bureau of Justice Statistics, Local Police Departments, 2000.; US Department of Justice, Bureau of Justice Statistics, "Summary Findings", http://www.ojp.usdoj.gov/bjs/lawenf.htm
[4] Ibid.

like crime laboratories. In fact, many departments are so small that 24 hour coverage cannot be provided to the communities they serve.

On the other side of the discussion, some academics who have looked at the research say that large consolidated agencies breed bureaucracies, do not necessarily save tax dollars and often make police less responsive to neighborhood issues. Elinor Ostrom, former director of the workshop in Political Theory and Policy Analysis at the University of Indiana, found through her studies that as agencies grow in size, the proportion of officers delivering direct services, such as patrol, decreases, while the size of the bureaucracy needed to run the department increases.[5] Pro-consolidationists often assume that the opposite is true. For example, agencies that have five to ten police officers and that have the chief of police actually serving in a patrol function as well, offer a higher percentage of officers assigned to patrol or other direct services, by as much as 95%. By contrast, agencies with more than 150 commissioned officers report only 80% of commissioned officers are assigned to direct services,[6] with the remainder of personnel assigned in administration and supporting positions. Ostrom further cited that citizens express more satisfaction with the police in smaller departments. Criminal victimization is normally lower in smaller communities, with a higher percentage of crimes reported to authorities.[7]

During the 1960's and early 1970's, a substantial number of police department mergers occurred as a result of local governmental consolidation. It was during this time period that police consolidation was listed as a specific recommendation by the President's Commission on Law Enforcement and the Administration of Justice in its February 1967 report entitled *The Challenge of Crime in a Free Society*. Based on the premise that the "law enforcement in this country is fragmented, complicated and frequently overlapping (p. 119), the President's Commission made the following recommendation: *"Each metropolitan area and each county should take action directed toward the pooling, or consolidation, of police services through the particular technique that would provide the most satisfactory law enforcement service and protection at the lowest possible cost" (p. 123).*[8] In 1973, the National Advisory Commission on Criminal Justice Standards and Goals recommended the consolidation of all police agencies with less than 10 fulltime police officers.[9]

The purpose of this best practice examination is three-fold: First, it is to provide an overview of the consolidation effort that has occurred throughout the country over the last three decades. Secondly, the report will identify the obstacles and challenges that law enforcement agencies face when considering the consolidation question. And lastly, a study to determine if local law enforcement consolidation is a viable option within the City of Memphis and Shelby County, Tennessee will be explored. To this end, the Memphis Shelby Crime Commission offers an examination of this issue supported by the evaluation literature.

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[5] Krajick, Kevin. 1979. Consolidation: *When City and County Police in Las Vegas Consolidated: Officials found that you can't make an omelet without breaking egos.* - The Police Chief Magazine. Pages 47-56.
[6] Ibid.
[7] Ibid.
[8] Feasibility Study on Local Police Consolidation, Louisville-Jefferson County Crime Commission, September 1998.
[9] Krajick, Kevin. 1979. Consolidation: *When City and County Police in Las Vegas Consolidated: Officials found that you can't make an omelet without breaking egos.* - The Police Chief Magazine. Pages 47-56.

II.) Definition of Terms

Consolidation. To merge, unite, join or combine; specifically discussed will be the unification or amalgamation of law enforcement services from two or more separate agencies.

Governmental Consolidation. Entire unification of all functions of city and county government occurs creating a 'metropolitan' form of government; Miami/Dade County, Florida and Honolulu, Hawaii are examples of full governmental consolidation.

Absolute (total or full) Law Enforcement Consolidation. Two separate law enforcement agencies merge all operations into one department; normally a different identity is established; as an example, the Las Vegas Police Department and the Clark County Sheriff Department merged to form the Las Vegas Metropolitan Police Department.

Functional (partial or limited) Law Enforcement Consolidation. An identified task or function is shared: normally seen in communications or records management.

Absorption. This term describes how a separate entity is absorbed by a principal agency, or merged within a currently existent police department. The New York City Police Department's assimilation of the Transit Authority Police and Housing Authority Police is an example of absorption.

Annexation. The extension of jurisdictional boundaries to include the territorial area of another unit of government in unincorporated areas.

Literature Review

I.) Introduction and Methodology

An examination of this issue was initially conducted through Internet search, telephone interviews, and electronic mail responses. Additionally, a national scan of literature research was conducted through Lexis/Nexis provided by the University of Memphis. Contact was made with identified agencies that were already consolidated in some manner or pursuing the decision to consolidate. The degrees of consolidation vary from complete governmental consolidation of all services, to only partial integration of tasks or sharing of resources.

Exploration of consolidation has occurred in many jurisdictions and opinions vary as to the necessity or effectiveness of integrating law enforcement services. Of the handful of jurisdictions that have made the decision to consolidate law enforcement, whether independently or as a part of governmental consolidation, substantive measurable outcomes have either not been evaluated or have not been published. Nevertheless, the arguments for and against consolidation of law enforcement services seem to focus primarily in seven areas:

1.) Economies of Scale
2.) Duplication of Efforts or Services
3.) Economic/Community Development
4.) Effectiveness
5.) Efficiency
6.) Accountability
7.) Harmony

1.) Economies of Scale. Economy of scale applies where attaining a certain size gives greater economic benefits to part of an operation, perhaps for a particular task. Similar to the concept of critical mass, economy of scale implies that some entities are simply too small to enter or remain in some markets. Testing for scale economies can be complicated since law enforcement output can be defined in a number of ways. Empirical studies use intermediate output definitions such as arrests (Gyimah-Brempong, 1987, 1989b) or clearance rates (Chapman et al., 1975) while defining final output measures as some transformation of the crime rate. Varying definitions may be the reason why these studies have produced disparate results on the empirical question of police scale economies. There are different categories of economies of scale that could be impacted by law enforcement consolidation.

Technical economies would be reflected in the form of communications, equipment or technology consolidation, while managerial economies can be realized in the administration of a large department by dividing management jobs and employing specialists (finance, budgeting, human resources, etc.).

Hopes of financial economies are traditionally the primary reason many jurisdictions explore consolidation. Over the last several years, the Los Angeles, California County Sheriff's Office has absorbed several other agencies, including the LA County Transit Police, the Hawaiian Gardens Police Department, the Bell Gardens Police Department and the Los Angeles Community College Police Department. The LA County Sheriff's Department indicates that in the case of each agency absorbed, the absorbed agency's budget decreased by approximately 30 percent, even in those cases where personnel from the absorbed agency have received a pay increase.[10] Some aspects of the savings included background checks and physical examinations. Additionally, cities can reap the benefits of consolidation through property tax initiatives. For instance, Jacksonville, Florida, reduced inequities between city and county taxpayers through consolidation by combining city and county property taxes and reducing the amount by over 30 percent.[11]

Commercial economies can occur when combined purchasing power and efficiency result in taxpayer savings. Supplies are purchased in bulk, thereby gaining more purchasing power and larger discounts. Consolidated law enforcement agencies may find themselves with the ability to fund additional resources which may include adding support staff or purchasing needed equipment.

Research and development economies are realized when new and better ways of providing law enforcement services and initiatives are developed and implemented. Conversely, major diseconomies of scale are reported, primarily when jurisdictions above 250,000 are served by one police department.[12] The agency can become too large and inefficient:

- Management may grow distant from rank and file issues.
- Decision-making may be prolonged and the administrative process can become burdensome.

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[10] 1999-2000 Civil Grand Jury Report/Proposed Study: Sheriff/Police Department Merger, September 2001, page 4.
[11] Ibid.
[12] Ostrom, Elinor. 1976. Public Administration Review, Vol. 36. No. 2. *On the Fate of "Lilliputs" In Metropolitan Policing*. Pages 192-200.

- Lack of communication in a large agency sometimes means that management tasks are duplicated.

This information suggests that there is nothing inherent in the act of consolidation that will guarantee efficiencies; there may be the potential for economies of scale, but governmental costs are contingent on the policy decisions of the elected officials, the management initiative of key professional staff, and the constraints imposed on policy makers within the government.

2.) Duplication of Efforts/Services. Consolidation can improve efficiency by reducing or eliminating overlapping or duplication of services. Operational consolidation can include combined efforts toward crime prevention, traffic enforcement and sharing of intelligence information. Consolidation can reduce administrative duplication of efforts, such as advertising for bids for equipment or increased purchasing capacity.

3.) Economic/Community Development. Having a consolidated government allows the community to react quickly to proposed economic development prospects. Instead of having to deal with two or more governments, prospective businesses have one point of contact. Business and industrial prospects find the idea of licensing and inspection offices under the authority of one government attractive. Cooperative countywide planning and zoning is a positive economic development factor influenced by consolidation.[13]

4.) Effectiveness. The effectiveness of the agencies to meet the needs of the community that is being served is one of the most important measures when considering law enforcement consolidation. Some agencies become concerned that unification will increase the response time to handling the concerns of their residents. In addition, residents may have the perception that only the officers originally serving their community know the specifics of their respective neighborhoods and that other agencies will not be able to respond to residents in the same manner.

5.) Efficiency. The competence of the law enforcement agency is the ultimate measuring tool for an organization. Consolidation can improve the efficiency of an agency by eliminating problems of coordination and compatibility in service delivery systems. In many of the consolidation models reviewed, is seems communities which have consolidated resources often upgrade service standards as part of the implementation process, and increase effectiveness as efficiency is achieved. However, separate departments may be reluctant to share detailed intelligence information with one another and as a result, investigations are hampered.

6.) Accountability. At its most fundamental level, accountability refers to answerability for performance. The accountability framework developed by Romzek and Dubnick (1982) identified four different types of accountability: hierarchical, legal, professional and political. The latter two, professional and political accountability, are pertinent to the consolidation issue. Professional accountability emphasizes deference to expertise, especially management proficiency; replacing favoritism with professional management expertise is expected to yield improved technical and administrative efficiencies in police operations. While political

[13] Forming a Metropolitan Government. *The How's and Whys of Local Government Consolidation in Tennessee.* October 1999.

accountability emphasizes responsiveness to constituents in allocation of resources, budgetary accountability focuses on ensuring that money is spent as legally required, and that spending and collections are accurately reported to the public.[14]

7.) Harmony. The harmony within a law enforcement agency is critical to the performance of duties, the creation of a professional atmosphere, increased job satisfaction and task accomplishment. Anecdotal evidence suggests that initially consolidation can bring disharmony, lack of trust, and feelings that one department is favored when agencies integrate. During this research, the trend seemed to be that in many cases pride in the new organization emerges once the dust has settled. There has been, and will always be, those employees who do not embrace (or resist outright) consolidation; however, once personnel see an effectively run organization, this resistance is usually diminished.

II.) Related Research

Even though consolidation of services in government agencies has occurred for the past three decades, and the concept of consolidating agencies has been discussed and researched by many, the specific discussion of law enforcement consolidation reveals that little scholarly research has actually been conducted. Further, the majority of research conducted in this area has been with regard to the absorption of smaller police agencies into larger law enforcement entities. In the past, national and state commissions have operated under the assumption that the size of a police department is related to the quality of its performance. In particular, it has been presumed that departments with ten or fewer officers are less efficient, less forward thinking, poorly organized and staffed by officers that are poorly trained as reported by Weisheit, Wells and Falcone.[15]

As Ostrom and Smith[16] have noted, however, the conclusion that smaller agencies should be disbanded has been drawn without empirical foundation. Their study, based on interviews with police officials, police activity reports and a survey of 4,000 residents in 29 jurisdictions of varying sizes, reached very different conclusions. They found that citizens in the jurisdiction of smaller departments reported less victimization, more positive police-community relations and fewer citizens that thought crime was rising. Smaller departments fared better in terms of the timeliness with which officers responded to community complaints.
Kenney, Adams and Vito[17] studied a five municipality consolidation project in California. They found that police consolidation of small departments presents an opportunity for innovation. This California consolidation project offered the involved police agencies the chance to shift their priorities to a proactive strategy based on crime suppression. The study concluded that consolidating police services provides alternative staffing methods, creative financing and more control over services provided by the police.

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[14] Leland, Suzanne., Thurmaier, Kurt. 2000. PAQ. Metropolitan Consolidation Success: *Returning to the Roots of Local Government.* University of Kansas.
[15] Weisheit, Ralph; Wells, Edward; Falcone, David. 1995. National Institute of Justice Research Report. *Crime and Policing in Rural and Small-Town America: An Overview of the Issues.*
[16] Ostrom, Elinor. 1976. Public Administration Review. Vol. 36. No. 2. *On the Fate of "Lilliputs" In Metropolitan Policing.* Pages 192-200.
[17] Kenney, John P., Adams, Gary B. and Vito, Gennaro F. 1982. Journal of Police Science and Administration. Vol. 10. No. 4. *Consolidation of Police Services: An Opportunity for Innovation.* Pages 466-472.

In Crank's[18] assessment of consolidated law enforcement agencies, he found lower insurance rates, a higher quality of police training, and higher salaries for police officers. Further, the police agencies that offered more training opportunities and higher salaries eventually demanded better quality police recruits.

Rubin,[19] in his study of municipal consolidations, stated that the rising costs of staffing and maintaining two separate public safety departments are the major reason that city officials seek alternatives to the standard organization. He postulates that consolidation can be successful, if at the same time those cities can cut costs and maintain the quality of their protection. Rubin also cited better management practices as leading to improved police performance.

McAninch and Sanders[20] used a survey to measure the attitudes of police officers toward consolidation and how a merger would affect personal benefits. The officers' perceptions of the impact consolidation would have on police professionalism were also measured. The study found that police officers were more likely to support consolidation if enhanced professionalism was perceived to be an outcome. That is, if initial consolidation expenses were kept at a minimum, crime control efforts were improved, and departmental operational costs reduced, then police support for consolidation increased absent any significant threat to personal benefits.

Pachon and Lovrich[21] assert that larger police departments are not more economical than smaller ones. *Rather it is not the size of the jurisdiction or the size of the police force that impacts citizen attitudes toward police, but rather the question of differing socioeconomic characteristics of rural law enforcement versus urban police services. If these characteristics were equal in cities and suburbs of differing size, there is evidence to suggest that the larger jurisdictions would produce more economical and more satisfying police services.*[22]
John Krimmel[23] indicates that, inherent in combining a sheriff's department and a municipal force, is the increased opportunity to provide focused training about the operation of county jails to future police officers. He asserts that this concept acquaints prospective officers with the type of individuals they will encounter once they are on patrol. Krimmel asserts that through this orientation process, officers are better prepared for what they will encounter on the street and fewer officers will leave the profession, thus reducing attrition and increasing cost savings. More recent analysis of police consolidation challenges the assertion that it is cost effective.[24] Furthermore, the community policing movement has been defined by some as a move away from

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[18] Crank, J.P. 1990. Journal of Police Science and Administration; *Patterns of Consolidation among Public Safety Department 1978-1988.* Pages 277-288.
[19] Rubin, R.S. 1984. Journal of Police Science and Administration, Vol. 12. *Consolidation of Police and Fire Services.* Pages 221-226.
[20] McAninch, Thomas and Sanders, Jeff. 1988. Journal of Police Science and Administration. Vol. 16. #2. *Police Attitudes Toward Consolidation in Bloomington/Normal, Illinois: A Case Study.* Pages 95- 104.
[21] Pachon, Harry P. and Lovrich, Nicholas P. 1977. Public Administration Review, *The Consolidation of Urban Public Services: A Focus on the Police.* Pages 38-47.
[22] Ibid.
[23] Krimmel, John T. 1997. Policing: An International Journal of Police Strategies and Management. Vol. 20 No. 3 pp. 497-507: *The Northern York County Police Consolidation Experience: An Analysis of the Consolidation of Police Services in Eight Pennsylvania Rural Communities.*
[24] Gyimah-Brempong, Kwabena. 1987. Review of Economics and Statistics, Vol. 5. No. 2. *Economies of Scale in Municipal Police Department: The Case of Florida.* Pages 352-356

consolidation and toward decentralization.[25]

Despite the lack of substantive research specific to the consolidation of two larger law enforcement agencies and the lack of unanimity as to predictable outcomes, research in the area of general consolidation strongly predicts the benefits include a proactive shift to crime fighting, better overall management practices, quicker response time, better training, lower insurance rates, better salaries leading to higher quality personnel, increased planning capability and more accountability.[26]

III.) An Overview of Currently Consolidated Law Enforcement Agencies

Consolidation experiences in the United States were reviewed initially via information available on the Internet identifying cities and counties that have studied consolidation or considered the merger of such services. A thorough literature scan was conducted that revealed 23 law enforcement agencies that had been involved in some type of consolidation effort within the last 30 years. With input from the University of Memphis Center for Community Criminology and Research, an interview tool was created that was used to conduct a query of those law enforcement agencies (see Figure 2 located in the Appendix). All agencies were contacted for their perspectives regarding the process of consolidation. Because the majority of the departments were consolidated more than 20 years ago, locating individuals that had been involved in the implementation of consolidation proved difficult. Current senior ranking officers who were on the department at the beginning of consolidation could only speak from a patrol officer's perspective, making the gathering of information regarding the process problematic. It is noted that this list is not exhaustive, but nonetheless comprises a very representative sample upon which the study is based. Of the 23 agencies contacted that had consolidated, the following information was derived:

The inquiry revealed that several smaller, (less than 20 officer) city police departments have been absorbed by their counties. Given that the size of the agency is relevant to the local issues of consolidation before us, not all consolidated departments will be examined in this study. The City of Bessemer, which has a population of approximately 5,000 residents, is located in Gaston County, North Carolina. This is an example of a smaller municipal agency's police duties being turned over to the county law enforcement agency, resulting in a considerable savings to the city over a three year period.

As examples at the other end of the scale, three large principle agencies absorbed other departments. The New York City Police Department assumed responsibilities for both the New York City Police Transit Authority and the New York City Housing Policing Authority in 1994. Similarly, the San Francisco Police Department took over the responsibility of the San Francisco airport, absorbing over 100 officers. Additionally, 271 officers of the California State Police were merged into the California Highway Patrol when consolidation occurred in 1995 bringing the agency to over 6,000 personnel.

At the present time, the Los Angles County Sheriff's Department contracts and provides police services to 41 of the 88 independent cities within Los Angeles County and continues to provide

[25] Staley, Sam. 1993. USA Today. Bigger is not Better: The Virtues of Decentralized Government.
[26] Ibid.

the mandated responsibility to respond to calls for service in the unincorporated areas.

Although faced with their own challenges, the question of contracting for police services or absorbing smaller police departments into larger ones does not represent the specific county and municipality relationship this study seeks to explore.

Most counties in the United States contain one or more incorporated cities. This fact makes the issue of consolidation of all law enforcement services in one county more problematic since more agencies are involved in the process and decision making. The circumstance of one city and one county sharing the exact same boundary is very rare. Currently, San Francisco is examining the consolidation of the City of San Francisco and San Francisco County since the county has no unincorporated areas and no enforcement responsibility. To date, the City of Denver has not explored a merger of police and sheriff's forces; however, the city structure uses a model that reduces duplication of administrative services. The police, fire, sheriff and other safety departments report to a Manager of Safety, who then reports to the city mayor.[27]

In at least two locations, while complete governmental consolidation is being pursued vigorously, law enforcement agencies have chosen to perform functional consolidation instead. These agencies have combined the operations of communications, jail management, records management and/or emergency management. Some cite political opposition or police union resistance to consolidation as the primary reasons that law enforcement consolidation is not expected in the City of Indianapolis/Marion County, Indiana,[28] or Kansas City/Wyandotte County, Kansas. On January 1, 2007 the Indianapolis Police Department and the law enforcement division of the Marion County Sheriff's Department consolidated into the Indianapolis Metropolitan Police Department.

Of the agencies that were surveyed, many departments participated in functional or partial law enforcement consolidation. The City of Belvedere and Boone County, Illinois adopted functional consolidation in 1976 by combining their records division, the jail operations and the communication center. Although this agency explored the possibility of city/county law enforcement consolidation, political resistance and the financial commitment to equalize salaries were cited as obstacles that the policy makers could not overcome. The law enforcement agencies within the City of San Antonio and Bexar County, Texas have elected to consolidate only their public safety communication centers, though other successful consolidation within the city has included parks, public housing, public works, purchasing and information systems.

The remaining fourteen agencies surveyed have fully consolidated law enforcement services. These are Miami/Dade County, Florida; Las Vegas/Clark County, Nevada; Honolulu/Honolulu County, Hawaii; Louisville/Jefferson County, Kentucky; Jacksonville/Duval County Florida; Charlotte/Mecklenburg County, North Carolina; Nashville/Davidson County, Tennessee; Columbus/Muscogee County, Georgia; Lexington/Fayette County, Kentucky; Lafayette/Lafayette Parish, Louisiana; Manhattan/Riley County Kansas; Athens/Clarke County, Georgia; Twin Cities (City of Larkspur & Corte Madera,) California, and Indianapolis/Marion County, Indiana. A detailed examination of these cities and their specific consolidation

[27] 1999-2000 Civil Grand Jury Report/Proposed Study: Sheriff/Police Department Merger, page 5.
[28] At the release of this report, the City of Indianapolis had completed governmental consolidation.

challenges and successes will be explored.

Although these 14 jurisdictions are not intended to represent a total reflection of all absorbed or partially consolidated efforts, they do provide a representative sample of the fully consolidated law enforcement efforts that have occurred within the United States to date.

Table 1

Consolidated Law Enforcement Agencies	Merger Date	Population	2005 Population[A]	Number of Officers	Number of Officers in 2005[B]
City of Miami/Dade County, Florida	57/81/97	2.2 million	2.3 million	3,188	2,808
City of Las Vegas/Clark County, Nevada	1973	1.5 million	1.6 million	1,895	2,053
City of Honolulu/Honolulu County, Hawaii	1959	1 million	873,000	1,931	2,005
City of Jacksonville/Duval County, Florida	1968	750,000	810,600	1,500	1,566
City of Louisville/Jefferson County, Kentucky*	2003	700,000	687,000	1,246	1,148
City of Charlotte/Mecklenburg County, North Carolina*	1993	600,000	780,600	1,501	1,513
City of Nashville/Davidson County, Tennessee*	1963	500,000	549,800	1,256	1,244
City of Columbus/Muscogee County, Georgia	1971	275,000	175,900	388	362
City of Lexington/Fayette County, Kentucky	1974	260,500	260,500	427	511
City of Lafayette/Lafayette Parish, Louisiana	2000	180,000	192,400	216	228
City of Athens/Clarke County, Georgia	1991	101,000	95,200	210	223
City of Manhattan/Riley County, Kansas	1976	63,000	62,800**	93	94
Cities of Larkspur and Corte Madera, California	1980	25,000	21,100**	33	33
City of Indianapolis/Marion County, Indiana	1997	NA	860,400	NA	1,640***

[A]figures obtained from US Census

[B]Figures obtained from 2005 Uniform Crime Report

*Site visits occurred and subsequent interviews conducted by President and CEO of Memphis Shelby Crime Commission, Mike Heidingsfield

**2005 Census data not available for geographic areas with a population under 65,000, 2000 Census data used

***Given the recent consolidation, this is the department's authorized strength for 2007

1.) Miami/Dade, Florida. The City of Miami and Dade County, Florida first consolidated metropolitan government in 1957 with the merging of 31 various government agencies into one. In 1966, the former elected position of the Office of the Sheriff became a non-elected position appointed by the county manager. This position served as the Director of Public Safety and Sheriff of Metropolitan Dade County. The department was twice reorganized in 1981 and 1997. The agency is now known as the Miami-Dade Police Department, the largest police department in the southeastern United States and is led by the appointed Director/Metropolitan Sheriff. Just over 2,800 commissioned police officers serve a population of approximately 2.3 million residents within almost 2,000 square miles.

2.) Las Vegas/Clark, Nevada. Clark County, Nevada consisted of five law enforcement agencies (sheriff's department and four municipal agencies), with traditional boundaries and jurisdictions prior to 1973. The Clark County Sheriff's Department (CCSD) was the largest sheriff's department in the State of Nevada and the Las Vegas Police Department (LVPD) was the largest municipal police department in the State of Nevada. A 1968 County Board of Commissioners improvement study on streamlining local government was commissioned, but no action was taken. Initial consolidation efforts within law enforcement centered on the merging of records, shared detention facilities, jail operation and criminalistics. Local elected officials proposed legislation to create a metropolitan Las Vegas. Enabling legislation from the state Senate in 1973 allowed the Las Vegas Police Department and Clark County Sheriff Department

to be deactivated and the Las Vegas Metropolitan Police Department (LVMPD) to be created. As of 2005, LVMPD was a department with 2,053 commissioned police officers serving approximately 8,000 square miles and is led by an elected Sheriff. At the time of consolidation, the former LVPD Chief became the undersheriff. The cities of North Las Vegas, Henderson and Boulder City continue to operate as separate incorporated communities within Clark County.

3.) Honolulu/Honolulu, Hawaii. In Hawaii, the County of Oahu began operating on July 1, 1905, and two years later was renamed the City and County of Honolulu. In 1959, the legislature granted home rule and a city charter was adopted making the metropolitan Honolulu Police Department the largest law enforcement organization in the state, covering the entire island of Oahu's 600 square miles and 873,000 people. In the original design, a Police Commission governed the Police Department and the Sheriff was retained to manage the jail, serve civil process and provide coroner's services. This community has been cited by the United States Conferences of Mayors as a model for modern American metropolitan area government. Currently, 2,005 commissioned officers serve with this department.

4.) Jacksonville/Duval, Florida. The City of Jacksonville, Florida in Duval County was the product of a citizen reformation movement in the early 1960's, an electorate-led effort to consolidate the city and county governments in the interest of efficiency and resource sharing. Over 1,560 officers serve a population of 810,600 residents. This resulted in the creation of the Office of the Sheriff-Jacksonville Police led by an elected Sheriff for a fully consolidated model. This agency reports success with their consolidation efforts in that efficiency rates and satisfaction rates were measured and revealed high satisfaction not only externally, but internally as well.[29] No details were provided to what specifically was measured, the tool used or a copy of the survey results.

5.) Louisville/Jefferson, Kentucky. In Kentucky, the City of Louisville and Jefferson County became the most recent city and county to merge into metropolitan government on January 6, 2003. This merger made "Greater Louisville" the 16th largest city in the United States with over 1,140 commissioned officers serving 687,000 residents in a 381 square mile area. The process began in November of 2000 when the residents of Jefferson County and the city of Louisville voted on a referendum to unite the two governments into a new entity. The new unified city-county government hopes to eliminate overlapping departments and services. A nationwide search ensued for the Chief of Police position and although the consolidation has occurred, no data is available at the time of this report as to how the entity will function.
Mike Heidingsfield, President and CEO of the Memphis Shelby Crime Commission conducted a site visit of this agency and interviewed the former Jefferson County Police Department Chief of Police, Colonel William Carcara in January of 2003.[30]

6.) Charlotte/Mecklenburg, North Carolina. The City of Charlotte, North Carolina and Mecklenburg County reported a pre-consolidation population of 500,000 within the city and the addition of 100,000 within the county. Over 1,000 city officers and approximately 300 county officers merged to form the Charlotte-Mecklenburg Police Department in 1993 after 30 years of debate; as of 2005, the department served 780,600 people with just over 1,500 officers. Law

[29] 1999-2000 Civil Grand Jury Report/Proposed Study: Sheriff/Police Department Merger, page 4.
[30] See Section VI Synopsis of Site Visits for observations.

enforcement services are provided through the Charlotte-Mecklenburg Police Department and the Sheriff remains responsible for the jail and court security. Police unification followed the consolidation of other government functions (e.g. planning, parks, utilities). Currently, although law enforcement is consolidated, two governments still exist, as do suburban entities. This decision was ultimately implemented via an inter-local agreement[31], which worked but was flawed in not having addressed rank structure issues, personnel system differences and union contracts. The result included a "nobody shall lose" approach to employees who would be merged into one organization. This meant that officers received the better pay and benefits afforded by either agency. In retrospect, potential savings may have been obscured by growth of service area and efficiencies realized in deployment of officers, data systems, communications and training. Five police departments within the county remained autonomous, all with less than 50,000 in population respectively.
Mike Heidingsfield, met with Chief of Police, Darrel Stephens, in February of 2003.[32]

7.) Nashville/Davidson, Tennessee. A study was commissioned in 1951 and over a decade of debate occurred before the City of Nashville and Davidson County in Tennessee merged into a single government in 1963. This entity serves more than one million customers during the day with a true population of 549,800 residents and covers over 500 square miles. Governed by a mayor, vice mayor and legislative council of 40 members, over 1,200 commissioned officers serve with the Metropolitan Police Department led by an appointed Chief of Police.
Mike Heidingsfield, met with Chief of Police, Emmett Turner in February of 2003[33]

8.) Columbus/Muscogee, Georgia. The City of Columbus, Georgia and Muscogee County merged as one in 1971, creating Georgia's first consolidated government. The move was a gradual one spanning over two decades. The issue of double taxation was the primary factor in consolidation consideration. Residents of the City of Columbus were faced with two governments providing duplicate services. The City of Columbus is located on Georgia's western border on the Muscogee line that separates the Piedmont from the coastal plain. The city of Columbus participates in a tri-city sharing of functions with Ft Benning, Georgia, (a United States army installation) and Muscogee County. In 2005 there were 362 commissioned police officers to serve approximately 175,900 residents. County officers were absorbed into the city's salary and benefits, although the county Sheriff still operates the jail.

9.) Lexington/Fayette, Kentucky. The City of Lexington, Kentucky and Fayette County, Kentucky merged governments in 1974 after only a few years of discussion and planning. The City of Lexington was the only incorporated city in Fayette County and the consolidation made the city and county the largest in the State of Kentucky. Prompted by increasing annexation by the city that made emergency response and determination of jurisdiction problematic, the unification of the City of Lexington and Fayette County was the first in the State of Kentucky. The nationally accredited Lexington/Fayette Urban County Division of Police is led by an appointed Chief of Police while the Sheriff maintains responsibility for serving court documents (subpoenas, etc.) and court management. Just over 500 commissioned police officers serve a population of 260,500 residents in a 284 square mile area.

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[31] A written agreement signed by both governing bodies regarding the responsibilities of each agency.
[32] See Section VI Synopsis of Site Visits for observations.
[33] Ibid.

10.) Lafayette/Lafayette, Louisiana. After almost two decades of debate, the fourth largest city in Louisiana, the City of Lafayette, consolidated with Lafayette Parish in 2000. Located 129 miles west of New Orleans and 229 miles east of Houston, Texas, approximately 110,000 city residents and approximately 70,000 county residents reside in the newly consolidated parish. Initially attempted in 1980, the act of consolidation was debated for almost 20 years. Over 200 commissioned police officers are overseen by the Lafayette Fire and Police Civil Service Board.

11.) Athens/Clarke, Georgia. In 1991, after three failed attempts, the City of Athens and Clarke County became the second government in Georgia to become unified. The first referendum was held in 1969 and two more followed in 1971 and 1981. Located 65 miles northeast of Atlanta, this consolidated government serves a population of 95,200 residents. A Chief of Police leads over 200 police officers in the nationally accredited Athens-Clarke County Police Department.

12.) Manhattan/Riley, Kansas. The first nationally accredited consolidated agency, Riley County Police Department in Kansas, provides police services to both the City of Manhattan and Riley County, Kansas. First consolidated in 1976 after a two-year study, the Riley County Police Department is led by a Police Director and overseen by a Law Board with staggered terms. Over 90 commissioned officers serve a population of 62,800[34]. Poor external communication and lack of cooperation between the City of Manhattan Police Department and the Riley County Sheriff's Department were cited as the reasons consolidation was initially pursued. The study focused on costs and effectiveness, composition of the governing body and funding formulas for operation-the latter was ultimately divided with 80% of Riley County Police Department funding coming from the City of Manhattan and 20% from Riley County.

13.) Larkspur/Corte Madera, California. The Twin Cities Police Authority in California is a combination of two smaller police departments: Larkspur and Corte Madera, in Marin County, California. Consolidated in 1980 after a year of planning, 33 commissioned officers serve a total combined population of 21,100[35] that reside in an eight square mile area north of San Francisco Bay. The Twin Cities Police Authority is an excellent model of successful consolidation for smaller agencies. This example cannot be compared to populations exceeding 500,000, but was included to show an example of smaller department law enforcement consolidation. Police consolidation examples serving population of less than 100,000 will not be explored further.

14.) Indianapolis/Marion, Indiana. (Current Consolidation)
The Indianapolis Metropolitan Police Department (IMPD) was formed on January 1, 2007 by consolidating the former Indianapolis Police Department with the law enforcement division of the Marion County Sheriff's Department. The city ordinance authorizing consolidation assigns responsibility for the police department to the sheriff, who in turn appoints a chief of police under whose discretion the department will operate. The jail responsibilities of the Sheriff were not a part of the consolidation. The impetus for this consolidation was cost savings and greater efficiency as well as crime reduction. The IMPD currently has an authorized strength of 1,640, but the Indianapolis city council recently approved the hiring of an additional 100 officers so that their authorized strength will be 1,740 by the end of 2008.

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[34] 2005 Census data not available for geographic areas with a population under 65,000; 2000 Census data was used.
[35] ibid

The two departments consolidated their patrol and investigation divisions to reduce or eliminate duplicating aspects from both departments, and the IMPD is still in the process of consolidating their administrative functions. In the seven months since consolidation, the IMPD has seen a reduction in their command positions, administration and detective functions which has already resulted in an additional 47 officers on the street. In addition, as supervisors retire, the IMPD is going to bring those positions back as patrol officers thereby creating more coverage on the street. The department has also seen greater efficiency in the bureaus (homicide, sex crimes, vice/narcotics) in terms of information sharing and utilization of resources. *Economically, the IMPD has yet to see the amount of savings they hope to due to their short time in existence and the fact that there were start-up costs such as new uniforms, hats and vehicle decals, moving expenses, as well as the opening of a new district headquarters. However, as stated above, due to the reallocation of personnel the department is seeing a cost savings in that respect.*

To meet the needs of the community and help ensure officer satisfaction, the IMPD held informational meetings and open houses at their district headquarters for members of the community; they also tried to keep the overwhelming majority of officers in the same neighborhoods they had been assigned to prior to the consolidation. To remain accountable, supervisors and officers are selected for positions based on their performance in a competitive process. Commanders are selected based on past performance and are accountable to their neighborhoods and the Police Chief through CompStat and community forums. In addition, the Police Chief appears before a city council consolidation sub-committee quarterly to provide a progress report.

The department has had few reports of discord between officers and the IMPD has gone out of their way to try and ensure that members from both departments are represented in every unit (SWAT, investigative units, K9) and on every shift in each of the six patrol districts. In addition, officers/deputies from both departments were able to provide input on the creation of the new department. Since the consolidation, there have been no service disruptions, there is one set of policies and procedures, fewer command and supervisory positions and good information sharing which has resulted in greater efficiency.

Summation of Findings:

- *Although many departments have merged selected resources, or have been absorbed by larger agencies, few significantly sized law enforcement agencies have fully consolidated in the United States.*
- Even fewer are the number of police agencies where both departments had staffing of over 500 commissioned officers each.
- The majority of consolidation models and research are with smaller police agencies merging into larger departments.
- No empirical evidence was available to support a conclusion that consolidation results in a cost savings.[36]
- *Law enforcement consolidation has been discussed and reviewed in many areas, but most often not ultimately supported or endorsed by the policy makers or the community, usually citing political and/or union resistance.*

[36] Feasibility Study on Local Police Consolidation, Louisville-Jefferson County Crime Commission.

- As many of the departments consolidated in the 1970's or earlier - only a handful of agencies have consolidated in recent years, limiting the review of data and the ability to contact those who were in positions of influence at the time of consolidation.
- *In virtually all cases, law enforcement consolidation was opposed initially, citing political and/or union issues.*
- Events are occurring in some locations that suggest that consolidation may not be satisfactory or successful over the long term: Miami-Dade County reports several pockets within the county attempted to secede and re-incorporate their own cities, citing that the consolidated government is "too big."
- Consolidations that serve a smaller population appear to be more frequent and more successful.
- In virtually every case reviewed, there were smaller cities that chose not to participate in consolidation regardless of the perceived cost savings.

IV.) Synopsis of Site Visits

A.) City of Louisville/Jefferson County, Kentucky (Recent consolidation)

President and CEO of the Memphis Shelby Crime Commission, Mike Heidingsfield conducted a site visit to Louisville, Kentucky and interviewed former Jefferson County Police Colonel William Carcara. From the interview and the accompanying tour of police facilities, the following 21 observations and conclusions about that jurisdiction's law enforcement consolidation effort:

In the 2003 report on the consolidation of law enforcement agencies, Louisville Metropolitan Police Department (LMPD) had only recently consolidated. Lt. Colonel Vince Robison, of the Administrative Bureau of the LMPD, was contacted in June 2007 to provide information concerning some of the questions that were unknown at the time of the original report.

1.) The genesis for the ultimately successful governmental consolidation was not focused significantly on law enforcement, but was instead a result of an interest in assuring Louisville's leadership role within the State of Kentucky.
Confirmed. In order to maintain its leadership status in the state, the City of Louisville and Jefferson County merged all of the governmental functions, which included the police forces.

2.) Even at the time of the actual legislated consolidation, the merger of the two original law enforcement agencies remained a concept as opposed to a plan braced for execution.
Confirmed. There were still lingering issues of whether to operate in the way of the 'old county' or the 'old city'. However, with the appointment of a new, impartial and external police chief, the transition was much smoother than expected. This appointment was a benefit Lt. Col. Robison absolutely recommends.

3.) The two Police Departments did not apparently enjoy a substantive role in the original consolidation planning effort.
Confirmed. However, the process was received much better because it was a part of a larger government consolidation, not just law enforcement agencies.

4.) The law enforcement consolidation extends only to a merger of the Louisville Police Department (LPD) and the Jefferson County Police Department (JCPD), which results in a reduction in the number of law enforcement agencies within Jefferson County from 22 to 21, because the existing suburban governments remained intact.
Confirmed. The consolidated government assured the suburban communities and surrounding municipalities that they would not be affected by the consolidation. Many of the municipalities did not wish to become absorbed by the merging governments and desired to remain independent.

5.) Both agencies are committed to uninterrupted service delivery without any disruption to 911 services, which is facilitated by the existence of the previously jointly-operated 911 facility.
In 2003, the Mayor called for a centralized communication center. Communication is now handled by MetroSafe, which takes all EMA and calls for service. All dispatchers are hired by MetroSafe, a separate agency operating with a memorandum of understanding with the police department and fire services to ensure quality and reasonable service. Thus far, there has been a good working relationship between LMPD and MetroSafe.

There were several issues that needed to be ironed out at the beginning of the consolidation. Since there were dispatchers coming into one center from different agencies, agreements had to be met regarding equal pay for all workers, union issues, etc. Although it began with some difficulty, the environment is much better now.

6.) The willingness of the LPD and JCPD to have already pursued functional consolidation in a number of specialties (e.g. scuba, photo lab, narcotics, crimes against children, explosive ordnance handling, and training) suggests that there is a strong precedent for integrated operations.
These functions were already consolidated prior to the official merger. It was not a difficult transition for these departments because they already had a stable working relationship with each other.

7.) The single largest challenge to the integration of LPD and JCPD is the creation of a post-consolidation policy for operations.
Lt. Col. Robison stated that this effort was not completely painless, but they were able to work through it. The policies of the two agencies were similar in nature, however, the specifics had to be determined based on services being rendered. For example, former duties of the LPD were taken into consideration as a possible duty for the newly consolidated agency.

The largest challenge, then and now, is radio integration. The city used a UHF system and the county a VHF system. These systems were based on boundaries. However, since there are no longer boundaries issues that have to be distinguished, the integration of the radio systems would be a major benefit. MetroSafe is in the grant process to build a single radio system for everyone to utilize in the near future.

8.) Communications and telephone protocols and their relative compatibility remain a significant challenge in the post-consolidation environment.

The county used ten-codes for all of their communication, such as, "10-4" to indicate a message of 'OK' or 'Affirmative'. Some ten-codes were adopted; however, there is a move toward the use of plain language in an effort to communicate with each other more effectively when greater description is needed.

9.) With the original agencies operating under civil service and merit systems, respectively, legislative intervention may be necessary to ensure the creation of one personnel/employment system.
Legislative intervention was used in the consolidation of the LPD and JCPD. However, this was part of a larger governmental consolidation, in which all aspects of the government were affected by legislation.

10.) Conditions of employment including contracts, bargaining, benefits, salaries, health insurance, Social Security and deferred compensation choices, for example, are yet to be resolved in the post-consolidation environment.
Confirmed. There were twelve union contracts to contend with during the consolidation—creating major issues. Police unions merged into one union, leaving the rest to begin the negotiation phase. This process is near its end and agreements are being decided upon.

County employees paid into Social Security, whereas city employees did not because it was more costly for city employees. Although there were differences, most of them were worked out.

11.) Labor organization concerns manifested themselves in debate over symbolic issues such as uniforms, badges, patrol car markings and equipment, their concerns point to the overriding challenge of creating a new identity and team from two agencies.
LMPD allowed officers to set up committees to design the patch, badges, uniform, etc. This decision provided officers with a sense of ownership of the new agency and minimized any discord that may have occurred during this phase. LMPD also went a step further to have their patch design and badges copyrighted.

12.) A less dramatic but significant challenge includes the status of state and federal grants, both in terms of existing grants and how the funds flow in the post-consolidation environment and the alteration in organizational status in terms of candidacy for future or pending grants.
LPD and JCPD independently completed any grant projects that were under way before the official consolidation. After the consolidation was finalized, the agency went forward as the new metropolitan government when applying for grants.

13.) Strategic planning must include the crafting of one guiding principle to drive both previously separate agencies, the unification of records/information management systems and creating continuity in reporting protocols.
A committee was formed to develop the mission, goals and vision of the new department. The records and information management system was combined prior to the merger. However, this system no longer serves the needs of the LMPD. The MPD is in the process of rerouting their efforts and attempting to develop and implement a less-complex, more user-friendly system to better serve the agency.

14.) Duplication in administrative, clerical and secretarial staffs must be addressed.
This procedure was complete within the first year of consolidation. Staff was moved to accommodate the new administration. There were union issues; however, they have been settled at this point.

15.) Employees in general have to be disabused of any notion that the merger will be a hostile 'takeover' of one organization by the other, but that instead it will be characterized by fairness and equity.
Confirmed. There is still a perception issue among a few officers. However, the key to debunking this notion was the recruitment and appointment of an external police chief.

16.) Command staff composition can change rapidly and dramatically both in the immediate pre-consolidation and post-consolidation environments for a variety of reasons and must be forecasted as successfully as possible.
About ninety-five of the command staff either retired or were replaced. This occurred as a result of a new police chief coming into office and bringing his own command staff into office with him.

17.) A pre-consolidation feasibility study is essential to the planning process so that each function and activity is analyzed and reviewed for compatibility, duplication, outsourcing, civilianization and necessity.
There was one feasibility study completed, but it was not utilized much. The consolidation occurred as the original mayor who sought consolidation sat out a term, and was then reelected the following term. Therefore, the 'new' mayor may not have had such a strong stake in the consolidation plan. As a whole, the study was beneficial for the metropolitan area, but not so much for the police department.

18.) In the consolidation of an urban police agency with a suburban or county police agency, pre-consolidation resources can be quickly drawn to service demands in the inner city, thus drawing suburban indignation over the perceived loss of officers; a rigorous workload/deployment study is the key to this issue in the post-consolidation environment.
This issue is assessed regularly within the department. In an effort to try and examine this issue, the department considers the number of officers, arrests and calls for service in relation to where the calls for service take place.

19.) Competing community outreach programs must be synthesized in a way that is efficient but does not diminish their worth or audience size.
Lt. Col. Robison commended Chief Robert White for being an avid communicator—especially with the Community Relations Unit. This issue was worked through by the Chief of Staff and the programs were consolidated.

20.) The overriding purpose must focus on the enhancement of public safety, an acknowledgement of the lack of boundaries for crime and criminals and the recognition that regional crime issues demand regional policing solutions.

Lt. Col. Robison stated that Chief White emphasizes geographic accountability among officers and the department. Weekly meetings are conducted in order to address this matter. This was not seen as a major factor for the department.

21.) Simply put, the merger of organizational cultures requires dramatic and strong leadership and consensus-building.
Again, having a neutral police chief calmed many worries and fears regarding a consolidated police force. This is probably the single most important factor in the consolidation effort, in that Chief White addresses the concerns of everyone involved, impartially and effectively.

B.) City of Charlotte/Mecklenburg County, NC (Over 10 year old consolidation)
During the Crime Commission site visit to Charlotte/Mecklenburg, North Carolina and interview with Chief Darrel Stephens (Chief of Police since 1999), the following observations and conclusions about that jurisdiction's law enforcement consolidation effort were made. Chief Stephens' assistant, Darellyn Kiser, updated some of the more pertinent observations on August 16, 2007.

1.) Chief Stephens' predecessor, Dennis Nowicki arrived in 1993. He inherited a consolidated police agency with an Urban Police Division; Charlotte Police Department (CPD) and a Rural Police Division; Mecklenburg County Police Department (MCPD) with no defined plan as to how to proceed operationally.

2.) The current arrangement is not a totally consolidated government model, but instead a functional merger of police services, planning and zoning, parks and recreation; two separate governments still continue to operate. *Does this still hold true?*

This is still true; we have a functional merger of police services but not a consolidated government.

3.) The historic racial division of power and fear of upsetting the balance of power precludes full governmental consolidation. *Does this still hold true?*

This is still true; there is no push for consolidation from either governing body or from the citizens.

4.) This was a merger of an existing municipal and county agency and did not involve the sheriff's office, which is responsible for the traditional responsibilities of the jail, courts and civil process. The Mecklenburg County Sheriff's Office (MCSO) has never performed law enforcement duties.

5.) Pre-consolidation: MCSO had traditional duties as noted above, and MCPD serviced unincorporated areas while the CPD provided police service to the city.

6.) The process for dual command staffs was an issue that was only exacerbated by the county's move to promote command staff members just prior to consolidation in order to secure a foothold with the new administration in terms of rank, salary, etc. *Could the creation of a single command staff have been achieved in a more effective, less contentious manner?*

The most significant issue in creating a single command staff was that the consolidation agreement guaranteed all employees in both departments their rank and salary as of the date of consolidation. The county promoted two employees to Assistant Chief within six weeks or less of consolidation and it was difficult to find meaningful assignments for six Assistant Chiefs. We were essentially forced to create an artificial command structure until at least two of the Assistant Chief positions could be eliminated through attrition.

7.) All of the care and comfort issues (uniforms, cars, personnel structure, and lateral entry) were taken care of the bigger picture of 'policing of the new community' was not. *Should the policing "focus" have been addressed pre-consolidation, and if so, what should have been done?*

One of the primary reasons the policing focus was not addressed was that it was evolving within the City police department. Charlotte had begun community problem oriented policing on a limited basis the year prior to consolidation and was implementing it one police district at a time. The new policing philosophy had not yet been institutionalized throughout the city department and had not been adopted at all in the County department. Accordingly, it was difficult to address the focus issue when it was in a state of flux.
One of the new assignments for an Assistant Chief was to be in charge of a division which essentially consisted of the area formerly served by the County Police. One of the former County Assistant Chiefs was placed in charge of that division. In retrospect, a former City Assistant Chief should probably have been placed in charge of that area; the assignment of a County Assistant Chief perpetuated the concept of urban vs. rural policing styles longer than it should and delayed integration of the community problem oriented policing philosophy.

8.) According to Chief Stephens, the currently merged state of affairs is better than the individual agency arrangements in place historically. The value added by consolidation includes better policing, cost containment for police services, increased quality of service and elimination of the spiraling costs of dual police services. *Does this still hold true?*

This is absolutely still true.

9.) After 10 years, almost all of the lingering arguments against the merger have died and the new organizational culture and identity is well-established and recognized. *Does this still hold true?*

The new organizational culture is fully established. There has been tremendous growth in the areas formerly served by the County Police and there is no longer any sense of urban vs. rural policing. Virtually no one even remembers who used to work for the County as opposed to the City. All assignments are merged and the patrol division structure is totally different. Former County employees are assimilated into all ranks and assignments throughout the merged organization; one former County officer has moved all the way through the ranks to Deputy Chief.

10.) Budget costs have increased, but only because of the growth of the jurisdiction as a whole and the responsibilities required for responding to calls for service. *Does this still hold true?*

Yes, budget increases have come with the additional personnel needed to handle the growth in the community. There has also been a dramatic increase in the budget to pay for our

increased reliance on technology. There are also additional costs associated with homeland security needs. None of the cost increases can be attributed to consolidation.

11.) Post-consolidation performance measures do not exist and have not been contemplated; success is measured intuitively and subjectively. With that said, it is expected that post-merger crime rates will go down simply because of the addition of rural, lesser populated areas to a dense, urban crime/population base.

12.) Under the current arrangement since 1993, the county pays for police services and the fee is based on a per capita rate. Initially dependent on the 1990 census data, the county has been receiving post-consolidation police services at an annual cost of approx $4.5M annually. Now with the 2000 census data as a benchmark, the fee will rise to $11-$12M annually. The last year of the original MCPD budget was at $5M. Two perspectives emerge from the above: one, that the county has been receiving a tremendous bargain for almost a decade because of reliance on an outdated fee mechanism or two, the costs are now so high that economies of scale have been lost and separate agencies will again make more sense, acknowledging that there is only a service population of 60K in the unincorporated area. *Does the County still pay an annual fee to the City of Charlotte? Is the fee still based on the most recent decennial census figures? If not, how has the fee system changed?*

The County still pays an annual fee for police services. The agreement was renegotiated as the result of the work of a Future of Policing Committee which had representatives from all the police agencies and all the city managers in Mecklenburg County.

The contribution for Mecklenburg County was capped at the rate which was budgeted for FY04 ($12,548,543) for four years. The population ratio method continues to be used, likely resulting in even lower payments for the County given the City's aggressive annexation policy. If, for any reason, increases in both the population and the police budget would create an upward spike in the County's payments, they would still be capped at the FY04 rate.

13.) Annexation is steadily shrinking the unincorporated areas and that, in conjunction with the de-consolidation discussions, have led to three possible solutions—

a.) MCSO for the first time in its original history starts up full law enforcement functions/services (of which the sheriff is very much in favor).

b.) The current seven cities within the county (Charlotte + six suburban agencies) assume responsibility for their "spheres of influence," a formal demarcation of unincorporated areas immediately contiguous to each municipality

c.) The original Mecklenburg Police Department is reestablished as is the Charlotte Police Department.

Under these solutions, either party to the consolidation agreement can opt out with 14 months notice or the next renewal is in 2004 which gives the county the opportunity now to opt out legally. *Have options a, b, or c been chosen or has some other form of policing been adopted? How has the new form been functioning?*

The two departments remain consolidated as the Charlotte-Mecklenburg Police Department; none of the options under discussion were ever adopted. The only real change is that police in the town of Davidson are now the initial responders to calls for service in their sphere of

influence in exchange for the Charlotte-Mecklenburg Police Department providing dispatch services for Davidson Police. Charlotte-Mecklenburg Police still conduct all follow-up investigations in those cases where Davidson officers make the initial response.

14.) For the first time in 10 years, the county commission is actively discussing a possible de-consolidation process. This is attributed to funding issues; financial conflicts over funding for the new NBA arena (now solely a city enterprise); and taxes/revenue flow. *Has a formal deconsolidation plan been created? Has deconsolidation of any department taken place?*

Deconsolidation is not an issue and has not occurred in any department.

15.) The most notable and most overlooked component of any police consolidation plan: have a plan for divorce (de-consolidation).

C.) City of Nashville/Davidson County, Tennessee (Over 40 year old consolidation)
During the Crime Commission site visit to Nashville/Davidson County, Tennessee and interview with Chief Emmett Turner, the following observations and conclusions about that jurisdiction's law enforcement consolidation effort were:

1.) The original referendum for consolidation was voted down by popular vote.

2.) Full governmental consolidation was adopted on second referendum in 1963.

3.) There has been completely consolidated city and county operations with only one function for each program area in place since 1963.

4.) The primary impetus for consolidation was that the inner city of Nashville would not have survived economically without the merger.

5.) At the time of consolidation, law enforcement was not a significant consideration.

6.) The Davidson County Sheriff is an elected official but responsible only for jails and civil process; no law enforcement functions; those officers who were law enforcement-certified at the Sheriff's Dept prior to 1963 moved over to the newly-created Metro PD.

7.) Five sheriff's administrations have come and gone since inception of Metro PD; no movement whatsoever to reinvest the sheriff office with police powers.

8.) The current chief expressed tremendous relief not to have to contend with the typical "turf" issues between municipal chief(s) and the elected sheriff over law enforcement responsibilities and hierarchy.

9.) Just as the genesis suggested, the outcome of consolidation 40 years later are most pronounced in the vitality of the downtown area.

10.) In terms of law enforcement consolidation, the identification of crime patterns has been significantly eased.

11.) Davidson County is nucleus of the seven county region; consolidation has multiplied economic and real estate development opportunities for four decades.

12.) While six traditionally served counties border Davidson County, Metro Police Department's regionalized approach to COMPSTAT and crime analysis with all seven jurisdictions and regional criminal justice agencies has produced boundary-less crime trend assessments.

13.) Traditional law enforcement does still occur in three unique, very small, affluent towns within Davidson County: Goodlettsville (situated in Sumner and Dixon Counties), Berry Hill and Bellemeade; these agencies rely on Metro PD for any major police service delivery requirements and are not formal municipal police agencies, handling primarily traffic enforcement only.

14.) Vanderbilt University Police Department is the second largest police agency in Davidson County and works under the auspices of a memorandum of understanding with MPD; the University PD enjoys joint responsibility for city streets bisecting campus jurisdiction; MPD handles serious criminal investigations.

15.) The current chief unequivocally supports and recommends continued consolidation citing budget efficiencies, single jurisdiction simplicity, single point of service concept, the ability to transcend geographic boundaries.

16.) Chief Turner joined Metropolitan Police Department in 1969 (six years after consolidation) and found no vestiges of post-consolidation disorder.

17.) There has never been an effort to disengage or retreat from the consolidation concept.

V.) Analysis of Law Enforcement Consolidation Decision Making

The International Association of Chiefs of Police held a Law Enforcement Consolidation Symposium in the City of Belvidere/Boone County, Rockford, Illinois in January, 1999, as part of a grant funded technical assistance effort. This location was chosen as the site for the symposium based upon the agency's willingness to host the workshop as well as their individual interest in law enforcement consolidation. Law enforcement professionals from around the country were in attendance to provide their input regarding the consolidation effort.

Members of the community and regional policy makers were expected to consider issues of economies of scale, community acceptance and political support regarding consolidation. Stakeholders within the merged law enforcement departments considered these issues, as well as matters that are more specific to the operation of the agencies.

Almost all stakeholders entered into the consolidation discussion with preconceptions about the relative value of blending two agencies into one. While stakeholders often lacked definitive evidence on outcomes, they nonetheless entered into discussions with either a negative or a positive set of expectations regarding consolidation.[37]

[37] City of Belvedere/Boone County: Law Enforcement Consolidation Symposium

Some of the positive expectations shared during this session included:

Increased Capacity. By increasing the number of commissioned officers and combining tasks that were done independently, the number of personnel available to serve the department and the communities would increase accordingly.

Flexibility. New department structure may allow for more flexibility/responsiveness when needs arise in the community.

Professionalism. By blending the senior leaders into one agency, the ability to mentor personnel should increase.

Career Development. Greater opportunities exist for personnel to advance their careers within a larger agency.

Cost Savings. Costs for equipment are reduced through increased purchasing power and combined purchasing.

Some of the fears or challenges discussed during this session included:

Strong Community Autonomy. The fear of losing local control is the issue that most often derails any consolidation attempt. Police officers may feel that their jobs are threatened and elected officials do not want to lose authority over what is typically the largest service they control.[38]

Loss of Officer Identity. Community members and police officers may value their unique characteristics and identities. Officers loyal to their own department may have difficulty adapting to another new department.

Department Identification/Image/History. Both departments' images and histories may be completely lost as the new organization emerges. In virtually all consolidations, the organization assumed a new title. Metro (Politian) Police Department seems to be the most common agency identification chosen.[39]

Officer Resistance/Fear. Administrators, supervisors, line officers and civilians alike may be threatened by the consolidation and may resist the change aggressively.

Imbalance of/Change in Power Structure. The perceived balance of powers between the sheriff and city police agencies may change, depending upon which position is selected as the chief law enforcement officer.

Promotions/Assignment Limitations. Officers in line for promotions or special assignment within one agency may find that, through blending, promotional opportunities are lost or delayed. Consideration of the different rank structures within merged organizations must be initially equalized.[40] Additionally, caution should be exercised regarding promotions made just

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[38] Krimmel, John T. 1997. Policing: An International Journal of Police Strategies and Management. Vol. 20 No. 3 pp. 497-507: The Northern York County Police Consolidation Experience: An Analysis of the Consolidation of Police Services in Eight Pennsylvania Rural Communities.

[39] The Twin Cities Police Authority created a new name for their combined department omitting both original names of the merged cities, Larkspur and Corte Madera. In Kansas, the new identity for the consolidated agency became the Riley County Police Department so as to include both city and county identities into the merged department.

[40] The Riley County Police Department's former sergeants, lieutenants and captains became Inspectors 1-2-3. This action helped toward equalizing ranks during the process of consolidation. The rank structure has since returned to the military rank equivalent, but well after the acclimation and high sensitivity period of consolidation passed.

prior to the consolidation.[41]

Public Concerns. Citizens that are comfortable with the current agency may resist change.

A myriad of different legal issues were discussed as consolidation was considered.
Constitutional Issues. The basic state constitutional rights impacted by the consideration of consolidation must be explored, specifically regarding state constitutional requirements of the Office of the Sheriff.

Enabling Legislation. In Las Vegas, enabling legislation had to be passed in order to abolish the two existing agencies and to create the consolidated department. In failing to recommend that the legislature provide the funds necessary to implement the merger and to grant the appropriate funds, departments must often rely on their own budgets to fund the changes.

Statutes/Laws and Ordinances. Determining how city/county ordinances or state laws influence or limit the plan for consolidation must be considered.

Labor Relations. The decision of becoming "civil service" or to endorse a "merit system" became a point of contention in Las Vegas.

Legal Assessment. Determining who would be responsible for evaluating and resolving legal issues must be decided.

Funding issues occupied a large portion of the discussions during the session.
Consolidation is often characterized as an opportunity to cut costs and save money; however, there are costs involved in the consolidation effort and they must be considered at the onset. Answering the question of division of financial support from each of the governing bodies will also make the transition smoother.[42]

Revenue. The changes in the collection and acquisition of revenue, as well as how the levels of revenue change and who makes the decisions regarding revenue, must be decided prior to consolidation.

Organizational Structure. Typically, city and county law enforcement structures differ. Organizational structure issues must be considered early so seemingly incompatible government processes do not slow long-term consolidation actions.

Title of the Chief Law Enforcement Official (CLEO). Traditional titles include Chief of Police and Sheriff, respectively. These titles have remained in some areas and additional titles such as Metro Chief of Police, County Police Chief, and Police Director have also been added.[43]
Salaries/Benefits. Consistency is ensured when the salaries, benefits and promotion processes are standardized. This has proven to be the most costly segment of the consolidation endeavor. Typically, one agency has higher salaries or better benefits over the other. Many departments

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[41] Prior to the merger of the Lexington Police Department and the Fayette County Sheriff's Department, several promotions were made at the county. Officers brought recently received rank to the newly merged organization which resulted in animosity between city and county officers and a bottle neck to the promotion process.

[42] In Kansas, the decision to require the city to pay 80% of the costs of operation and the county to pay the remaining 20% was decided well before the consolidation took place.

[43] In Las Vegas, during several pre-consolidation meetings, it was apparent that the city departments favored an appointed Chief of Police as the Chief Law Enforcement Official, while the county officers favored an elected official.

reviewed what each agency had to offer, and made the best package available for the employees. Departments which have successfully consolidated have insured that the employees receive the best that each independent pre-consolidation agency had to offer, making a "win for all" scenario.[44]

Buildings and Infrastructure. Departments that addressed the construction of a new building or the occupation of a larger, central location for the merged departments reported increased acceptance for consolidation. Consolidation of two departments may require a new/larger facility. Renovation/adaptive reuse of existing facilities may be an option; however the infrastructure of the facility must meet the needs of the new department. Government entities that try to have consolidated departments occupy current structures found that when new personnel encroached on the occupied space of the previous department, it contributed to resentment and negatively impacted the effort.

Weapons and Equipment. Standardizing equipment is a very costly element of consolidation. Often, different agencies use different weapons. This is the most individual piece of equipment to most officers, and they will feel strongly about the weapon that is chosen. Care and deliberate consideration must occur when weapon standardization takes place.

Vehicles. The type of vehicle purchased and operated by the officer in the field is also very personal and costly. The color of the vehicle, the striping and marking, as well as new designs are an important part of the identity of the newly consolidated department.

Uniforms. In some consolidation examples, one agency uniform was preferred over the other, and adopted. In many cases, a distinct and often different uniform color and design was implemented. Departments that had to wait for uniforms and other immediate recognizable changes in appearance revealed a more difficult adjustment time than those who made the uniform and equipment purchase a priority. Reports indicated that in consolidated departments wearing different uniforms, officers did not communicate with each other during shift briefing, or even openly displayed hostility. Those departments which placed all employees in a different uniform, or where there was unanimous agreement as to which uniform had the greater appeal, reported easier acceptance to this part of the unification.

Patches. This will be one of the most visible changes initially, symbolizing a new agency. Officers are attached to their respective patches and logos; implementation of a new logo that embraces both agencies is an immediate issue to the rank and file.

Policy/Procedure Manual. Successfully merged departments claim that ensuring a policy and procedure manual was in place prior to consolidation, was key to ensuring that employees knew from the onset what their roles and responsibilities were. All policies, procedures and Standard Operating Procedures (SOP's) should be in place <u>before</u> consolidation. This will provide agencies an opportunity to update and/or establish new policies creating a comprehensive procedure manual. Following this reasoning, accredited agencies should have a higher probability of success in the consolidation effort in this particular area.

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[44] In North Carolina, the Charlotte-Mecklenburg Police ensured that no employee lost any pay or benefit. This attention to detail helped to pave the path toward acceptance of consolidation.

VI.) Measurements To Evaluate Effectiveness of Law Enforcement Consolidation

While the merger process has received considerable attention, few studies have focused directly on the impact of consolidation, in part because of methodological difficulties in measuring outcomes that are in fact a direct result of the consolidation.[45] The absence of substantive evaluation of consolidated agencies is noticeable. It is unclear whether the pre-consolidation data have not been compared to post-consolidation data or if the collected data do not reveal any substantive improvements. The City of Las Vegas reportedly did a study in 1999 regarding consolidation that was not made public.[46]

Even if the comparison of pre and post consolidation is relevant, there is very little said with regard to performance measures to evaluate the effectiveness of consolidation. Any comprehensive planning process must include preparation for evaluation of the consolidation effort as it evolves. The best indicators of success should be agreed upon in advance of consolidation. Each measurement listed can provide information regarding the success or failure of consolidation. However, no single measurements should be used to solely evaluate consolidation. The use of these variables will provide a comprehensive measurement of the consolidation process.

1.) **Crime Rate.** The Uniform Crime Report (UCR) is designed to collect reported crime data of crime in specified categories by law enforcement agencies. This annual report provides a statistical comparison of crime rates in any geographic area. Pre and post (consolidation) UCR comparisons of the former agencies may reveal if consolidation has had any impact on the reduction of crime.[47] Comparisons of this nature are complex and do not take into account the other variables discussed further. As law enforcement agencies move toward reporting through the National Incident Based Reporting System (NIBRS), this system can be used for crime incident comparison as well.

NIBRS is an incident based reporting system designed to collect data on every single crime occurrence and on each incident and arrest within the occurrence. The most significant difference between NIBRS and the traditional UCR system is the degree of detail in reporting. Unlike the UCR summary process that collects only eight Part 1 crimes, NIBRS collects 22 crime categories made up of 47 specific crimes called Group A offenses. Additionally, arrests are reported for 11 Group B offense categories. Under the old summary UCR program, only the most serious offense was reported. In the NIBRS, up to ten offenses can be reported in an incident, providing a more accurate picture of crime.

The NIBRS views a crime and all its components as an "incident." In order to obtain important data, facts recorded and preserved about the incident are organized into specific categories or segments. The vehicle used for recoding these facts is a "data element." Data elements provide information about crime and victims' involvement, or lack thereof with the

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[45] Campbell, Richard W. and Durning, Dan. Public Administration Quarterly, Vol. 24, No. 2. "Is City-County Consolidation Good Policy"? Pages 134-139.

[46] Information provided by Don Reed, representative for Las Vegas Metropolitan Police Department, October 30, 2002.

[47] The UCR report does not include narcotics violations, fraud or bribery and all crimes are calculated equally to determine crime index. Additionally, the UCR does not take into account criminal acts that are not reported to authorities.

offender. Since the UCR and NIBRS report differently, departments must compare like models to obtain an accurate reflection of any increase or decrease in the crime index, before and after consolidation.

2.) **Victimization Rate.** The National Crime Victimization Survey (NCVS) provides information on victimization rates in the United States. Although it is rare to obtain data in specifically identified census tract and geographic areas, comparisons should be made in this area from pre-consolidation to post consolidation.

3.) **Clearance Rate.** Comparisons of clearance of crimes reported to the newly consolidated organization must occur pre-consolidation and post-consolidation. Crimes against persons and crimes against property data should be captured and compared.

4.) **Number of Arrests.** Determining if the number of arrests made pre-consolidation increases or decreases will reveal if officers are detecting and acting upon more observed offenses (drunken driving), or if combined investigation measures are providing better information for warrant arrests. The number of arrests cannot be viewed one dimensionally, since deployment of personnel, directed patrol, expanded operations and work productivity must be taken into account as well.

5.) **Calls for Service.** Comparing the number of calls for service pre-consolidation and post-consolidation can reveal if residents are calling the law enforcement agency more or less often. The debate over law enforcement consolidation could heighten the communities' sensitivity to reporting crime. If consolidation is widely supported and a good public relations campaign has convinced residents that law enforcement will be more effective, residents may be more inclined to report crime that would have previously gone unreported. Likewise, if a large number of people believe that the new agency is less effective, they may be less likely to report victimization.

6.) **Response Time**. This is a critical measurement for post-consolidated agencies. If response times are greatly reduced and residents are seeing a more rapid response to their calls for service, residents will perceive consolidation as a success. If officers take longer to respond than the pre-consolidation era, the community perception of the consolidation may be negative. Response time cannot be viewed one dimensionally, since deployment of personnel is a variable to consider as well.

7.) **Number of Contacts Made**. Calculating the number of contacts that an officer makes pre-consolidation and post consolidation can be revealing. If officers of the post consolidated agency make more traffic stops or write more citations, consolidation may be viewed as purportedly for revenue gain. Although, if attention is given to an area that residents have requested enforcement (school zones, residential areas), residents may have a positive opinion of consolidation.

8.) **Cost Savings**. Financial economies of scale can be measured with the combined purchase power when buying equipment. Operational costs analysis of agencies in pre- and post consolidation would determine if operational savings are occurring. This study should

delineate the difference in the stabilized operation of the department and consider the initial start up costs required to standardize equipment, uniforms, salaries and benefits. Additionally, the capital costs savings should be considered as items are purchased in larger quantity and with augmented purchasing power.

9.) **Litigation and Grievances.** The number of lawsuits and grievances could be a measurable gauge for determining employees' viewpoints of the merged agencies and managerial economies. An agency plagued by lawsuits pre-consolidation, that then reports a decrease in the number of grievances post-consolidation, may reflect employees' acknowledgement of a more effectively run organization. Conversely, an agency that has not had a history of lawsuits/grievances, that reports a marked increase in this area may be sending a signal of employee dissatisfaction.

10.) **Citizen Complaints.** The number of complaints received from citizens within the community can also be a gauge for community satisfaction with a department after consolidation, when compared with pre-consolidation complaints.

11.) **Programs Requested.** The number of crime prevention programs and community programs requested by residents may either reveal that the community believes the newly consolidated agency can provide more/better services or that residents may not be as comfortable in contacting the newly formed department for public relations or crime prevention programs.

12.) **Interviews.** Interviews with personnel within the organization can be an excellent measuring tool to gauge perception and professionalism of the leaders and the response by the rank and file of the consolidation effort. Personnel are given an opportunity to provide feedback into the on going process and misinterpretations can be corrected early. Additionally, personnel surveys and informal interviews, written evaluations and opinions are opportunities for all personnel (officers and civilians) to express their insights, concerns and/or questions. These surveys should be taken are varying times during the consolidation process.

13.) **Citizen Input.** Citizens may react to consolidation similarly or differently depending upon the factors involved in the consolidation. Community meetings, mail-in surveys and telephone surveys can be used to check the tone of acceptance by the community.

Provisions must be in place to make mid-course adjustments as the process unfolds. Adjustments are not precursors of failure; they are an indicator of a solid planning/implementation process.[48] Those responsible for the pre-consolidation preparation and execution of the consolidation plan must remain formally engaged and charged with overseeing the transition, stabilization and assessment periods.

VII.) Summary of Literature Research

Government consolidation is often proposed as a strategy for improving both the efficiency and effectiveness of public services. *Proponents of consolidation must recognize that there is nothing intrinsic in merging two agencies that necessarily produces greater efficiency and lower costs.* Many times, the consolidation outcome falls short of its desired intention. Larger

[48] City of Belvedere/Boone County: Law Enforcement Consolidation Symposium

government units and departments require larger administrative staffs and more complicated operating procedures, which can increase costs and similarly, effectiveness may not be improved.

Consolidation may provide an alternative strategy for smaller police agencies; however, merging law enforcement agencies is not the answer for every municipality or county. Research has identified some liabilities in interagency approaches to policing. These include management problems with discretion and accountability and the inability to handle conflicts, especially when one agency is dominant.[49]

This is not to suggest that all law enforcement consolidation is inappropriate. Police consolidation has merit; unification between law enforcement agencies can lead to economies of scale and resulting decreases in costs especially when the consolidation occurs in smaller municipalities searching for ways to control rising costs and to increase efficiency. One alternative to 'total' consolidation is the formation of 'cooperatives' or 'functional consolidation.'

Local Application Examination

I.) Is law enforcement consolidation an applicable alternative in the City of Memphis and Shelby County, Tennessee?

In January of 2002, the City of Memphis's Mayor, Dr. Willie Herenton, endorsed a decision by the Memphis Shelby Crime Commission Board of Directors to study law enforcement consolidation possibilities for the City of Memphis and Shelby County.

At the onset of this examination, the question of law enforcement consolidation was specifically limited to operational functions within the Memphis Police Department and the Shelby County Sheriff's Office. The exclusion of the four incorporated cities; Bartlett, Collierville, Germantown and Millington in no way reflects an attempt to exclude these agencies from a metropolitan participation. In fact, participation from these law enforcement agencies would enhance the metropolitan effort in virtually all the recommended categories.

In order to ascertain if consolidation is a viable option within this community, a detailed examination of the current structure, personnel deployment and population served of both the Memphis Police Department and the Shelby County Sheriff's Office must be conducted. Although it is not practical to conduct an exhaustive study of all possible factors involved in merging two separate police departments, this review provides a summary of key findings and identifies options.

[49] Krimmel, John T. 1997. Policing: An International Journal of Police Strategies and Management. Vol. 20 No. 3 pp. 497-507: The Northern York County Police Consolidation Experience: An Analysis of the Consolidation of Police Services in Eight Pennsylvania Rural Communities.

A.) Organizational Structure: Shelby County Sheriff's Office and Memphis Police Department

The 2006 SCSO and MPD organizational charts, charts one and two respectively, are given below to illustrate what units and services both agencies provide, as well as what they each offer individually. *NOTE: Law enforcement agencies are fluid, changes may have occurred to the structure that are not reflected in the 2006 organizational charts.*

Chart 1

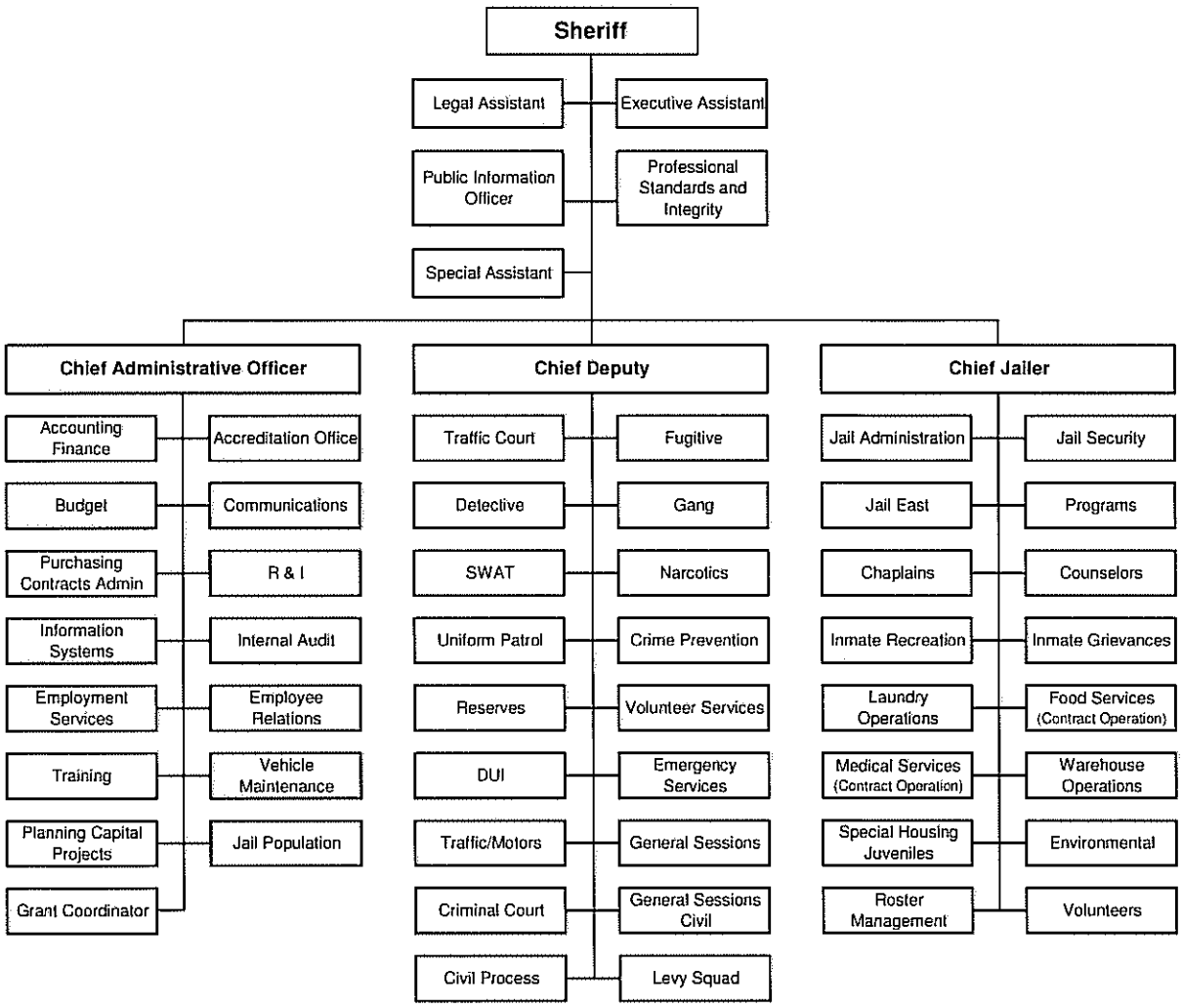
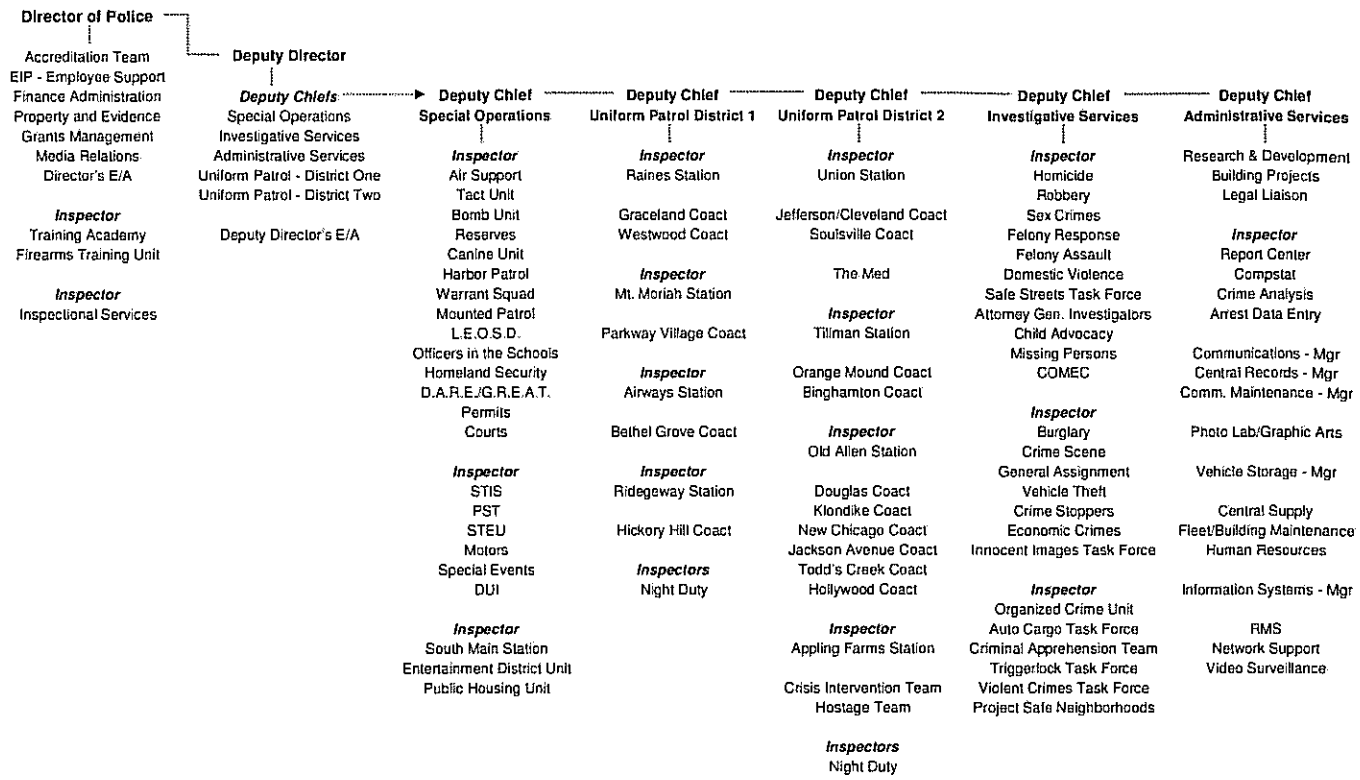


Chart 2



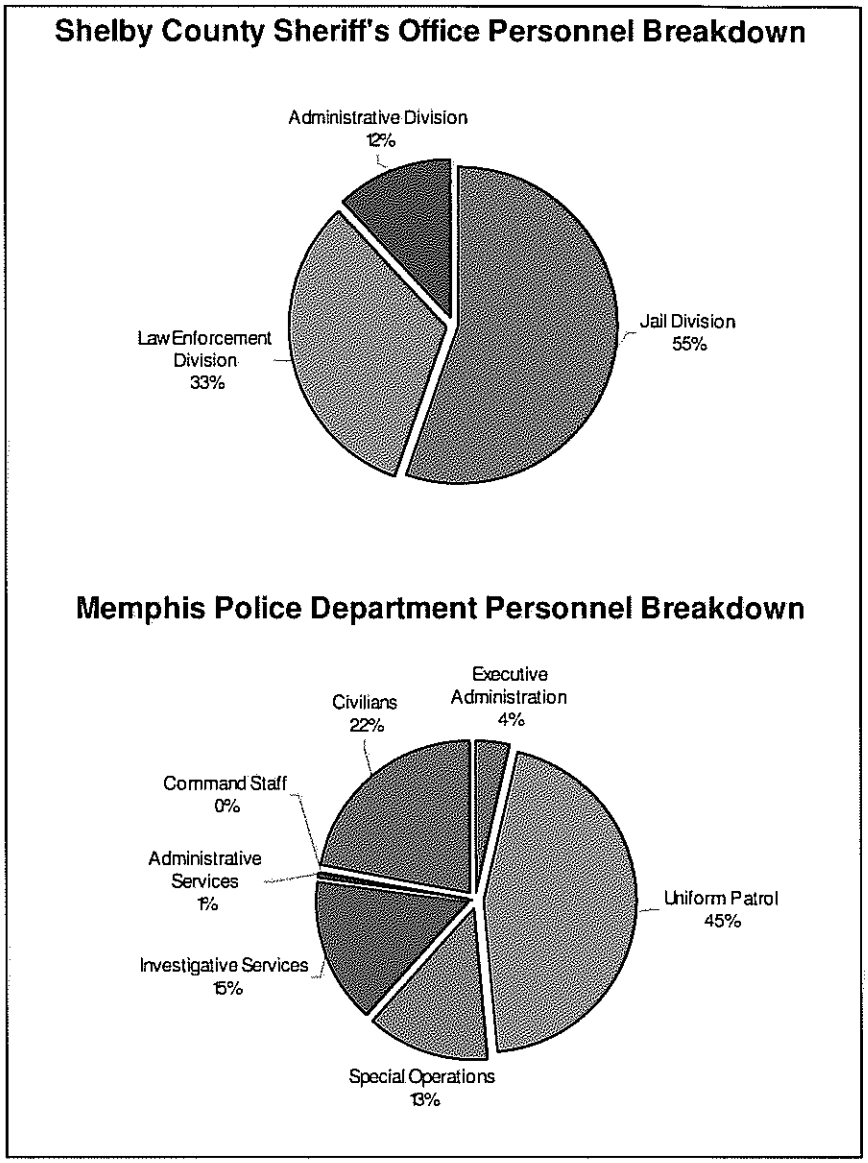
Charts one and two illustrate that while the SCSO and MPD each perform law enforcement functions such as patrol and investigations, those functions all fall under one chief deputy within the Sheriff's Office, while those functions within the police department are divided under four deputy chiefs. Charts one and two also show that the SCSO is responsible for one function that the police department is not—the jail.

B.) Personnel Deployment: Shelby County Sheriff's Office and Memphis Police Department

The Shelby County Sheriff's Office has 1,993[50] employees, of which 650 (33%) are commissioned deputies. The Memphis Police Department has 2,643 employees, of which 2,063 (78%) are commissioned officers.[51] Graph 1 provides a personnel comparison for both the SCSO and MPD to illustrate how personnel allocations are the same or different according to the responsibilities of each agency.

[50] Shelby County Sheriff's Office Vacancy Report, August 6, 2007
[51] Deputy Chief J. Tusant, September 5, 2007

Graph 1



As can be seen in the first pie chart, the majority of SCSO personnel are in the jail division, while the majority of MPD personnel are in uniform patrol, with another 28% of personnel being assigned to investigative services and special operations—functions included in the Sheriff Office's law enforcement division, but still accounting for only one third of the personnel. The primary function of the Memphis Police Department is law enforcement; while graph 1 shows that the overwhelming focus Shelby County Sheriff's Office is the operation and maintenance of the jail.

C.) Size of Populations and Land Area Served

Shelby County. According to the US Census, the 2005 population of Shelby County was 889,955—a decrease of .84% since the year 2000 when the population was 897,472. However, the US Census estimates that the 2006 population of Shelby County is 911,438—an increase of

1.6% since the year 2000. In addition, the 2000 US Census states that Shelby County encompasses 754.53 square miles[52].

City of Memphis. According to the US Census, the 2005 population of the City of Memphis was 642,251—a decrease of 1.2% since the year 2000 when the population was 650,100. However, the US Census estimates that the 2006 population for the City of Memphis is 670,902—an increase of 3.2% since the year 2000. The 2000 US Census states that the City of Memphis encompasses 279.32 square miles, but later annexations changed that figure. The City of Memphis' 2007 Fiscal Year Operating Budget report states that Memphis now encompasses 296.03 square miles.

D.) Service Areas—Known:

Shelby County Sheriff. Though they have jurisdiction in all of Shelby County, the SCSO regularly patrols the unincorporated areas of Shelby County and the cities of Arlington and Lakeland. Based on 2000 US Census figures[53], the SCSO had the responsibility of patrolling the following:

Geographic Area	2000 Population	Square Miles (as of 2000)
Arlington	2,569	20.42
Lakeland	6,862	17.62
Unincorporated Shelby County[54]	117,835	360.39
TOTAL	**127,266**	**398.43**

Memphis Police Department. The MPD regularly patrols the area inside the Memphis city limits. Based on 2005 US Census figures, the MPD patrols 642,251 people and 296.03 square miles[55]

Annexations prior to a consolidation could affect the new metropolitan department financially, depending on how the city and county governments are going to pay for the law enforcement services. A map of Memphis' current annexation status is included in appendix I.

E.) Service Areas—Estimates and Projections

Currently, the Sheriff's Department provides policing services to Arlington, Lakeland, and the unincorporated areas of Shelby County. A map of service areas for all law enforcement agencies in Shelby County can be seen in appendix II. As seen in table 4, below, the Census Bureau estimates show that the population of Arlington has increased 36.83% and Lakeland 8.23% between 2000 and 2006.

[52] City of Memphis' 2007 Fiscal Year Operating Budget report confirms this figure. Report states that there are 755 square miles of land in Shelby County. However, it is known that later annexations by the City of Memphis have since altered the total square miles of unincorporated Shelby County—this is not yet available from the US Census.

[53] 2005 US Census figures are only available for populations greater than 65,000—Memphis as well as Shelby County as a whole. To remain accurate, 2000 figures were used here, though it is known that later annexations by the City of Memphis have altered the 2000 population figures.

[54] It is known that later annexations have altered the population and square mile figures, but this information cannot be determined because 2005 Census data is only available for select variables.

[55] Square miles obtained from the City of Memphis' 2007 Fiscal Year Operating Budget report

If Arlington and Lakeland were to form their own respective police departments, the Sheriff's department would only patrol the unincorporated areas of Shelby County. However, table 4 also illustrates that the estimated population of unincorporated Shelby County has increased by over 15,000 people—the largest numerical increase in all of Shelby County. US Census estimates show that the City of Memphis has had a 1.7% decrease in population between 2000 and 2006.

Table 4

Annual Population Estimates for Shelby County

Geographic Area	Percent Change: 2000 to 2006	Population Estimates						
		July 1, 2006	July 1, 2005	July 1, 2004	July 1, 2003	July 1, 2002	July 1, 2001	July 1, 2000
Arlington	36.83%	3,693	3,522	3,368	3,214	3,032	2,888	2,699
Bartlett	6.12%	46,932	46,464	46,086	45,658	45,237	44,087	44,227
Collierville	17.22%	38,678	37,425	36,378	35,475	34,104	33,379	32,995
Germantown	-0.49%	37,476	37,341	37,355	37,412	37,471	37,500	37,661
Lakeland	8.23%	7,946	7,779	7,693	7,613	7,536	7,459	7,342
Memphis	-1.70%	670,902	669,864	671,408	673,759	676,323	678,495	682,494
Millington	-0.88%	10,336	10,291	10,197	10,343	10,238	10,326	10,428
Shelby County	1.47%	911,438	905,705	903,362	902,205	900,244	898,197	898,214
Unincorporated Shelby County*	18.80%	95,475	93,019	90,877	88,731	86,303	84,063	80,368

SOURCE: Table 4: Annual Estimates of the Population for Incorporated Places in Tennessee, Listed Alphabetically: April 1, 2000 to July 1, 2006 (SUB-EST2006-04-47) and Table 1: Annual Estimates of the Population for Counties of Tennessee: April 1, 2000 to to July 1, 2006 (CO-EST2006-01-47); Population Division, U.S. Census Bureau

*Population totals determined by subtracting the estimated totals of Arlington, Bartlett, Collierville, Germantown, Lakeland, Memphis, and Millington from that of Shelby County

However, according to the 2020 population projections from the Amendment to the City of Memphis Urban Growth Plan[56], the geographic areas being discussed will have the following populations by the year 2020:
Arlington: 32,000
Lakeland: 25,000
Memphis: 848,451
Unincorporated Shelby County: 17,459

[56] Prepared by the Memphis and Shelby County Division of Planning and Development, December 1999.

Other comparisons:
The following is a comparison of offenses reported for both the Memphis Police Department and the Shelby County Sheriff's Office for calendar year 2001 and 2006[57]

Table 6

Statistical Overview	City of Memphis		Shelby County	
	2001	2006	2001	2006
Calls for Service	871,700	804,296	231,000	208,203
Total Reported Offenses	109,318	130,918	9,218	9,999
Number of Offenses Cleared	23,279	25,517	2,082	2,654
Percent of Offenses Cleared[55]	21.3%	19.53%	22.6%	26.54%
Total Arrests	33,491	35,263	3,579	3,027
Adult Arrests	24,526	26,738	2,483	2,101
Juvenile Arrests	8,965	8,525	1,096	926

F.) Identification of Independent or Duplicate Functions
When considering the question of consolidation, the issue of two agencies performing virtually the same functions and tasks must be considered. Some tasks are mandated to be performed by a particular agency by state legislation.

Fact: By statute, the Sheriff is responsible for the operation and maintenance of the county jail. [58]
As of August 6, 2007, the Sheriff was authorized to have 1,223 persons staff the jail; 1,103 of those positions are currently filled[59]. The duties and responsibilities of the Sheriff and deputies are set forth in the *Tennessee Code Annotated* § 8-8-201 and 8-8-213. The Sheriff is the constitutionally elected Peace Officer of the county and has the responsibility of the operation and maintenance of the jail, court management and civil and criminal paper service.

A small number of initiatives have combined the efforts of officers from both agencies; the Metro Gang Unit, and the Metro Driving Under the Influence (DUI) Unit currently utilize commissioned officers from both the Memphis Police Department and the Shelby County Sheriff's Office as well as officers from other incorporated cities. The Memphis Police Department chose to end their participation with the Metro Gang Unit in January 2006 and the Metro DUI Unit in January 2005[60]. The department now addresses gang activities through the use of their Organized Crime Unit and DUI issues through their own DUI unit. The Sheriff's Department still operates the Metro DUI Unit with the Germantown Police Department, while gang activity is now handled by their Narcotics/Street Crimes Unit.

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[57] Tennessee Incident Based Reporting System, 2001 and 2006. Shelby County Sheriff Office's 2006 Annual Report; Sgt. R. Campbell, August 8, 2007
[58] Tennessee Code Annotated § 8-8-201
[59] Shelby County Sheriff's Office Vacancy Report, August 6, 2007
[60] Shelby County Sheriff's Office 2006 Annual Report; "Memphis Police Launch DUI Unit", January 24, 2007, WREG

Given this information, the question to be posed is, *"Are there any functions being performed separately by either law enforcement agency that could be accomplished more efficiently or effectively if merged?"*

The answer is a definitive 'yes.' More effective delivery of services can be provided to the residents of the City of Memphis and to the citizenry of Shelby County by the *combining of selected resources within the Memphis Police Department and the Shelby County Sheriff's Office.*

II.) Examination of Existing Consolidated Public Safety Functions
Before identifying the divisions that have the potential to be functionally consolidated, an examination of currently merged functions will be reviewed.

A.) Metropolitan DUI Unit. Created over 30 years ago, the Metropolitan Driving Under the Influence (DUI) Unit has the distinction of being one of the longest running Metropolitan DUI units in the state. In January of 2007, the Memphis Police Department discontinued their participation in the Metro DUI Unit[61]. The MPD now has their own DUI unit which is staffed by 12 MPD officers[62] and responds to calls for service within the City of Memphis.

The Shelby County Sheriff's Office still operates the Metro DUI Unit with 11 Shelby County deputies, as well as one Germantown police officer[63]. This squad responds to requests for service in any part of Shelby County, but their primary response areas are in unincorporated Shelby County or inside the city limits of Germantown, Millington, and Collierville[64]. All officers assigned to this unit are specially trained in the testing of drivers suspected of being under the influence of alcohol or other drugs. Video cameras have been installed in patrol vehicles to aid in the evidentiary aspect of drunken driving arrests.

Prior to MPD discontinuing their involvement, the Metro DUI Unit had the following statistics for 2006[65]:

Action	2001	2006
Total DUI Arrests	3,722	2,699
Squad Initiated Arrests	477	710
Breath/Sobriety Tests	4,049	2,884

Assessment: *The Metro DUI Unit has a Memorandum of Understanding (MOU) with participating agencies and appears to run effectively. Only one incorporated municipality (other than the City of Memphis) participates in the 'metropolitan' effort. The officers within this unit appear to work well together regardless of their department origin. The unit seems to be very focused on their 'mission' and is not used for other non-traffic related assignments. Recently, the issue of which department was responsible for equipment maintenance was in questions when a*

[61] "Memphis Police Launch DUI Unit", January 24, 2007, WREG
[62] Personnel figures as of August 8, 2007, Sgt. R. Campbell
[63] Personnel figures as of August 27, 2007, H. Kennedy
[64] Ibid
[65] Ibid

DUI vehicle was in need of repairs. This reiterates the importance of outlining responsibilities prior to consolidation in the area of equipment purchase, equipment issue and maintenance.

B.) Memphis Shelby Metropolitan Gang Unit. In the fall of 2000, the Gang Unit and the Street Crime Abatement Team (SCAT) merged with the Sheriff's Department to form the Metro Gang Unit, (MGU). The Metro Gang unit is involved in Operation **COURAGE** (Communities Offering United Resources Against Gang crime Everywhere), as well as providing police officer representation on the Ten Point Coalition, which is a collaboration between clergy and police attempting to reduce violence and reach at-risk youth in the community. This unit is also trained in extraction techniques and defense tactical response that is used when making high risk entries or arrests. The mission of this unit includes education, intelligence gathering and enforcement specifically related to gang activity.

In January 2006 the Memphis Police Department discontinued their participation in the Metro Gang Unit[66]. MPD redeployed 12 officers previously assigned to the Metro Gang Unit to instead work exclusively within the Memphis city limits[67]. The 2005 statistics for the Metro Gang Unit are as follows[68]:

Action	2001	2005
Total Arrests	NA	830
Gang Arrests	NA	208
Felony Arrests	300+	322
Misdemeanor Arrests	695	87

Memphis Police Department. Gang activity is now addressed by the department's Organized Crime Unit. Individual gang statistics are not available.
Shelby County Sheriff's Office. The SCSO operates their own gang unit during 2006, but it has since been absorbed into their Narcotics/Street Crimes Unit. The gang unit of the SCSO had the following statistics[69]:

Action	2006
Total Arrests	503
Gang Arrests	66
Felony Arrests	89
Misdemeanor Arrests	81

NOTE: 2001 statistics are not included because structural and personnel changes do not allow for accurate comparisons

Assessment: *The mission of the MGU is a vital one due to the number of gang members and associates plaguing the Memphis area. Given the involvement and the propensity for violence within gangs, the creation of the MGU was timely. However, the unit has been fraught with operational issues almost since its beginning.*

[66] Shelby County Sheriff's Office 2006 Annual Report
[67] Ibid
[68] Ibid
[69] Ibid

Thirty-seven commissioned officers are currently assigned to this unit; they provide representation and intelligence on task forces with the Secret Service, FBI, and Project Safe Neighborhood. The total number of personnel includes intelligence officers, data entry personnel and call takers which leaves approximately 25 officers to conduct the MGU operations and provide a street presence. The data collected by the MGU is impressive and the intelligence gathered, notable. However, the measurement of what impact the MGU is having on reducing gang violence or reducing the gang population within the City of Memphis or Shelby County is not currently being captured. Statistics are not collected of what percentage of citations and arrests made are in fact gang members. While this unit conducts monthly traffic checkpoints, warrant service and enforcement of traffic violations, there is a lack of specific gang target selection, consistency and follow-through. Additionally, the unit is often used for supplementing personnel when needed for special operations, which detracts from the necessary gang focus and mission. This merged model is an example of a unit that lacks specific direction and focus in a targeted area of responsibility. While this unit has issues that have been identified, the potential for success is great, if direction, focus and sense of mission is provided and embraced.

C.) Metro Narcotics Unit. Currently the Memphis Police Department operates the Vice and Narcotics Unit which is a multi-faceted organization that actively participates in multi-jurisdictional task forces to coordinate the attack on illegal drug traffic operations at the local, state, and federal level. This unit is expected to merge with 50 personnel from the narcotics unit of the Shelby County Sheriff's Office in 2003 to form a Metropolitan Narcotics Unit. The focus will be in major drug investigations and the investigation of public complaints of drug activity throughout Shelby County. The Germantown Police Department and the Collierville Police Department currently participate in a combined narcotics investigations unit. Though work concerning the formation of a metro narcotics unit was undertaken by both agencies, the actual formation of this unit never occurred[70].

Assessment: *No formal assessment can be conducted of this unit since it has yet to be formed. Singularly, the selection of the leadership for a merged operation is one of the most important pre-consolidation decisions to be made. The leader must be someone who has been provided specific direction as to the unit's mission, clearly identified areas of responsibility and explicit areas of focus. Accountability of the unit and appropriate oversight must still occur since metropolitan units have a greater probability of expanding their areas of responsibility. This lack of accountability can be exacerbated since units are often housed in satellite locations, or simply do not have the daily supervision that is found in traditional police department structures.*

D.) Code Enforcement. Although not officially bearing a consolidation title, the code enforcement units of the City of Memphis and Shelby County have crossed city and county lines for many years and have divided the code enforcement responsibilities within the Memphis/Shelby community. The City of Memphis code enforcement officers work primarily in the area of residential code enforcement within the entire county while the Shelby County code enforcement officers handle zoning, new structures and commercial code enforcement throughout the county.

[70] Personal communication, H. Kennedy, August 16, 2007

Assessment: This model of merging responsibilities seems to work well. Code enforcement officers in the City of Memphis expand their inspection and enforcement outside the city when it involves residential structures, whereas the county code enforcement officers conduct inspections within the city and the county.

E.) Emergency Management. The Office of Emergency Management is responsible for emergency preparedness within the City of Memphis and throughout the county, including all incorporated cities within Shelby County. The director is appointed jointly by the City of Memphis Mayor and the Shelby County Mayor. The four full-time and three part-time emergency technicians provide dispatching services for various agencies such as housing and community development, sexual assault center, animal shelter and traffic signal maintenance. A planning and training officer provides help in assisting with government and private sector plans and provides in-service training and disaster education. In 2001, approximately 180 citizens were trained in the Citizen Emergency Response Training (CERT). The operation officer oversees daily operations and is the primary on-call person for response.

Assessment: *Since it includes all incorporated cities within the county, the emergency management example is the one fully consolidated model in this collection. This agency appears to have a communication bottleneck from inside the organization and a lack of effective communication from outside the agency. Internally, the director has two separate chains of command and must report to individuals three away from direct communication with the respective mayors. A more direct line of communication to the mayors needs to be established especially given the status of world events and the importance of this office and their assigned mission within the county. Externally, although the director cites numerous tabletop and full scale exercises conducted annually, the outlying municipalities do not participate in these exercises with any consistency. Either agencies are not notified of exercises, or those who are notified fail to pass the information onto the public safety departments for participation, or municipalities opt to not participate in the emergency readiness preparedness. Regardless, the message of emergency preparedness at a county level is not being embraced.*

F.) Shelby County Police Department. In 1994, the Shelby County Police Department was formed by the County Mayor. Until that time, the security of government buildings was provided by private security officers. The desire for a group of certified officers that would provide rapid response to the specific needs of the county resulted in the formation of the Shelby County Police Department. Led by an appointed chief of police, currently thirty-two commissioned officers serve to provide security for all county government buildings, select government officials and courier services to specified downtown health entities. Additionally, these officers have a security presence in environmental court and dignitary escorts. This agency trains their personnel in accordance with the state POST (Police Officer Standards and Training) certification which is required by all commissioned peace officers within the state; however their jurisdiction is limited to governmental buildings and county government property.

The Shelby County Police Department was absorbed by the Shelby County Sheriff's Office on July 1, 2004[71]. The unit is no longer known as The Shelby County Police Department; they are now Homeland Security, but still provide protection for all county government buildings, select

[71] E-mail, H. Kennedy, July 23, 2007

government officials, courier services to specified downtown health entities, environmental court, and dignitary escorts. There are 19 deputies assigned to Homeland Security[72].

Assessment: *The Shelby County Police Department (SCPD) appears to be a professional and well trained organization. Political involvement was asserted in order to create essentially a private police department whose mission is governmental building security and specific issues in security pertinent to Shelby County government officials. The role in providing security to government buildings is one that should be traditionally embraced by the county sheriff's office. However at the time of formation of the SCPD, the Shelby County Sheriff's Office either could not or would not provide the needed security and attention to government buildings that was desired from county elected officials.*

III.) Law Enforcement Components to be Functionally Consolidated

The following ten areas have been recommended for functional consolidation between the Memphis Police Department and the Shelby County Sheriff's Office. The functional consolidation recommendation is made with regard to the Memphis Police Department and the Shelby County Sheriff's Office. Additionally, two observations are added that are not specific to functional consolidation, but are relative to the examination.

1.) Training Academies
2.) Communication Technology (police dispatching)
3.) Criminal Investigations (partial)
4.) COMPSTAT (Computer Statistics)
5.) Traffic
6.) Tactical Response
7.) Canine Unit
8.) Search and Rescue (water and land)
9.) Special Events
10.) Internal Affairs

1.) Training Academies

Current Condition: In 1996/1997, the Memphis Police Department (MPD) and the Shelby County Sheriff's Office (SCSO) operated their individual academies at the same location within the Memphis Police Department Training Academy for several months while the Shelby County Sheriff's Office academy was being erected.

Shelby County Sheriff's Office. Training currently offered by the Shelby County Sheriff's Office is given to law enforcement, jail, and civilian personnel. Examples of those trained include corrections deputies, reserve Sheriff's deputies, civil process servers, etc.

Nine instructors were assigned to the academy at the time of original report. As of August 2007, there were 18 assigned with an additional 20-39 adjunct instructors being used[73]. The SCSO training academy had the following graduation statistics[74]:

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[72] H. Kennedy, August 27, 2007
[73] H. Kennedy, August 27, 2007
[74] Shelby County Sheriff's Office 2006 Annual Report

Action	2006
Corrections Deputies	43
Full Time Deputies	38
Reserve Deputies	22

Memphis Police Department. The staff of the Memphis Police Department Training Academy is responsible for the recruitment and training of all officers of the Memphis Police Department. It is at the Academy that the MPD also performs background investigations for all police recruit, police service technician, and dispatch applicants. Background investigators are also responsible for performing investigations for the City of Memphis and the Second Chance Program[75]. The training academy has the following statistics[76]:

Action	2001	2006
Police Recruits	140	81
Police Service Technicians	40	27
Total Background Investigations*	3,085	3,471
MPD only Background Investigations	1,140	2,880

*Includes MPD, City of Memphis, and Second Chance Program

Consolidated Condition:
Consolidate the majority of the training between the two existing police training academies. There will be differences to address, especially in the 'practical' application areas, such as firearms training, self defense, use of oleoresin capsicum, (OC) spray, and use of baton. The Memphis Police Department and the Shelby County Sheriff's Office differ in their application of these 'hands on' areas.

The Memphis Police Department has performed as a Regional Police Training Academy in the past and should be selected as the regional host and basic training provider for both the Memphis Police Department, Shelby County Sheriff's Office, as well as all incorporated cities, airport authority, and university peace officers.

A Board of Visitors should be established for oversight and curriculum decisions made up of stakeholders and users of the training academy. The training would be divided into levels to differentiate differences in state and local departmental requirements. For example, Level 1 would be the longest amount of training available (for Memphis Police Officers) totaling 21 weeks. Level 2 would be a 16 week program that meets the state certification requirements for Shelby County Sheriff's Office and other law enforcement agencies. The Shelby County Sheriff's Office Academy should serve as the site for all in service training, correctional training and other identified and specialized training.

The availability of separating academies during practical training would aid in providing the needed space for both academies during firearms training and on the Emergency Vehicle Operation Course (EVOC).

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[75] Back to work program sponsored by the City of Memphis to aid ex-felons in obtaining jobs. Memphis Police Department Annual Report, 2001, page 22.
[76] Sgt. R. Campbell, August 8, 2007

2.) Communications Technology

Current Condition: Currently, both the Memphis Police Department and the Shelby County Sheriff's Office dispatch emergency and non-emergency calls for service to their respective departments from separate locations. All calls received do not always result in a unit being dispatched. The SCSO and MPD had the following communications statistics:

***Shelby County Sheriff's Office*[77].**

Action	2001	2006
Communications Personnel	36	44*
Calls for Service	NG	208,203
911 Calls	50,000+	45,378
Non-Emergency Calls	231,000	399,353

*2007 figure

***Memphis Police Department*[78].**

Action	2001	2006
Communications Personnel	150+	123*
Calls for Service	871,700	804,296
Calls for Service: % 911	81%	NK
Calls for Service: % Non-Emergency	19%	NK

*2007 figure

Consolidated Condition:

Create a Consolidated Communications Center for Shelby County by joining forces with the regional 911 effort to construct a public safety communications center. Appoint a communications director that is separate from either the Shelby County Sheriff's Office or the Memphis Police Department and civilianize the leadership position. Include the Emergency Management function in this building and designate it as the primary Emergency Operations Center. Ensure the facility is large enough to house the emergency operations of the entire county in the event of emergency management activation.

The facility constructed would be large enough to conduct all communications training on site with classroom space and on-the-job training space. The facility would allow CAD to CAD (Computer Aided Dispatch) communication yet separate and secure dispatching location for each entity. The ability to provide effective communication between these two law enforcement agencies is a costly proposition but one that will enhance operations from virtually every aspect and be an investment to the future of policing in Shelby County.

3.) Criminal Investigations

Current Condition. Currently, both the Memphis Police Department and the Shelby County Sheriff's Office investigate criminal offenses for their respective departments.

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[77] Shelby County Sheriff's Office December 2006 CompStat Report; L.Kelley, July 13, 2007

[78] Sgt. R. Campbell, August 8, 2007

Shelby County Sheriff's Office. The personnel breakdown for the various bureaus are as follows:

Action	2001	2006
General Investigations Bureau	29 (Commissioned)	NA
	16 (Reserve)	NA
Personal Crime	19	NA
Property Crimes	19	NA
Sex Crimes	19	2
Auto Cargo Task Force	3	3
Safe Streets Task Force	2	Special Operations
District Attorney General's Office	1	2
Domestic Violence	NA	2
Innocent Images	NA	1
ALERT	NA	4

During 2001, the GIB of the Shelby County Sheriff's Office handled over 1,200 arrest cases, a figure that does not include traffic. Approximately 12,000 cases were forwarded to the GIB in 2001 from the Uniform Patrol Division.

Memphis Police Department. The personnel breakdowns for various bureaus are as follows[79]:

Action	2001	2006
Robbery	22	21
Burglary	22	23
Homicide	22	22
Sex Crimes	22	22
Felony Response	50+	37
Domestic Violence	8	18
Economic Crimes*	18	17
Vehicle Theft	18	19
Crime Scene	40+	37
General Assignment	NA	21
Felony Assault**	NA	12
Missing Persons	NA	9

*Formerly Fraud & Document

**Formed in 2005

Consolidated Condition:

Criminals do not respect boundaries of different jurisdictions and often commit similar crimes in adjacent areas. Intelligence sharing contributes to the process of criminal investigation and solving crime. A standardized crime investigations unit, along with metropolitan mobile crime units, will enhance criminal investigation in Shelby County. Collection of evidence and chain of custody should be handled in a standardized manner throughout the county. Combine the equipment needed for processing crime scenes in Crime Response Units. Consideration should be given to the civilianizing of the crime

[79] Sgt. R. Campbell, August 8, 2007

response unit position due to the specialization of this role. Metropolitan burglary investigation is an area that demands consolidation.

4.) CompStat (Computer Statistics)

Shelby County Sheriff's Office. The SCSO currently performs two versions of CompStat—a monthly Law Enforcement Report Card and weekly Data Smart Policing (DSP). The Law Enforcement Report Card is a monthly meeting at which the work productivity statistics for various bureaus that fall under the Sheriff are reported.

Data Smart Policing was recently implemented and hence its' exact format is still being determined. Currently, select crimes are analyzed for discernible patterns/trends and hotspots mapped on a four week basis. The information is then e-mailed to various departments for review. Eventually, department supervisors will meet on a weekly basis to discuss the report and develop strategies to address crime. There is currently one supervisor and analyst assigned to the bureau that produces the Data Smart reports.

Memphis Police Department. The MPD has created their own version of CompStat called Blue CRUSH™, which uses technology to analyze "hot spots" from a multi-layer perspective. Representatives from all precincts, along with Special Operations and bureau inspectors, meet on a weekly basis with MPD command staff to discuss crime patterns/trends and the successes or failures of recent Blue CRUSH™ operations. The University of Memphis currently analyzes crime data for MPD, but this task will eventually return to MPD crime analysts. There are currently eight precinct analysts (for nine precincts), two at headquarters and one analyst for all bureaus.

Consolidated Condition:

Consolidated Computational Statistics and Crime Trend Analysis should occur throughout the county. Information sharing, technical and tactical response to crime trends is appropriate and timely. A Metropolitan Consolidated COMP STAT should be established as soon as possible.

Crime analysis is still performed individually by the SCSO and MPD, but a consolidated database called the Real Time Crime Center (RTCC), is being developed by the MPD. The RTCC will allow various agencies throughout the area to share and have access to the same data, i.e. arrests, court information, parole information, etc. With the data being available in a "real time" setting, departments will be able to spot crime trends and develop suspects in a more expeditious manner.

5.) Traffic

Current Condition:

Shelby County Sheriff's Office. In the event of illness or absence of a school crossing guard, the traffic officer (usually a motorcycle officer) handles the school crossing guard responsibility. Due to a lack of traffic personnel, 24 hour traffic patrol coverage does not occur within the

county. Traffic collisions are handled by officers that are called out to respond. The traffic division had the following statistics[80]:

Action	2001	2006
Motorcycle Unit	7	9
Traffic Investigation	13	6
School Crossing Guards	36	32
School Crossing Locations	45	46
Total Traffic Collisions (includes critical & fatal)	almost 750	634
Total Critical Injury Collisions	47	82
Total Fatal Collisions	11	12
Total Traffic Citations Issued	30,000+	13,841
Total Traffic Arrests	5,000+	369

Memphis Police Department. The Traffic Division is divided into four sections: Motorcycle Squad, Special Traffic Investigation Squad, Special Traffic Enforcement Unit, and Police Service Technicians. The Traffic Division had the following totals 2006[81]:
Total Accidents: 10,270
Total Citations: 54,053
Total Arrests: 395

1.) Motorcycle Squad. Responsible for enforcement of traffic laws, crash investigations, and for participating in special events. There were 12 officers assigned here in 2001 and 19 in 2007.

2.) Special Traffic Investigation Squad (STIS). Responsible for investigating crashes involving serious critical injuries, fatalities, or crashes involving persons over 70 years of age.

Action	2001	2006
Officers	20	28*
Fatal Injury Crashes	77	115
Critical Injury Crashes	90	65

*2007 figure

3.) Special Traffic Enforcement Unit (STEU). Responsible for enforcement of traffic laws, mainly on the interstate. Also deal with crashes, directing traffic, assisting with dignitary escorts, and assisting STIS with crash investigations.

Action	2001	2006
Officers	12+	18*
Traffic Citations	16,000+	NA

*2007 figure

[80] Shelby County Sheriff's Office, Uniform Patrol Division, Traffic Bureau Report, 2001. Shelby County Sheriff's Office 2006 Annual Report; H. Kennedy, August 30, 2007
[81] Sgt. R. Campbell, August 8, 2007; Memphis Police Department 2006 Annual Report

4.) Police Service Technicians (PST). Responsible for crash investigations, the issuance of non-moving traffic citations, recovery of stolen vehicles, and to provide support where needed. There were 76 PST's[82] in 2001 and 56 in 2007[83].

Consolidated Condition:
A better and more efficient utilization of the traffic divisions would be to combine resources for blanket traffic enforcement and investigation. Motorcycle training and combined traffic operations are already taking place in select assignments such as dignitary response and escort.

Combined in-service training with focus specifically in the area of traffic enforcement and investigations should also occur. A personnel analysis of the proposed traffic division should be conducted to insure that resources are being used appropriately and the number of resources dedicated to this effort is sufficient. Although the union contract allows for bid to this division based on seniority, acceptance to the traffic division should not be a bid process, but a selection process based upon traffic knowledge, skills and ability.

6.) Tactical Response
Current Condition: Officers of each of these units receive special training in high risk building entry, hostage situations and crisis management.
Shelby County Sheriff's Office. Officers have a dual role of patrol and are called out when a critical incident occurs that requires tactical response. Eighteen officers are trained to respond to the Detention Response Team (DRT) and 3 officers are assigned to the Bomb Squad. Today, "the Bomb Squad is a part-time unit comprised of cross trained officers from the Homeland Security Division. Five officers are on the SWAT Team, one from the Criminal Intelligence Unit, and one from Homeland Security administration. All are under the Homeland Security umbrella."[84] The SWAT Team had the following statistics[85]:

Action	2001	2006
Officers	12	12*
Barricade (hours)	NG	60
Hostage Situations (hours)	NG	66
Dignitary Protection (hours)	NG	1,525

*2007 figure

[82] PST's are non-commissioned, unarmed civilian personnel that are assigned to handle routine traffic collisions and provide assistance in special events and traffic control.
[83] Deputy Chief J. Tusant, September 5, 2007
[84] D. Lane, August 30, 2007
[85] Shelby County Sheriff's Office 2006 Annual Report; Shelby County Sheriff's Office Vacancy Report, August 6, 2007.

Memphis Police Department.
Responsible for handling barricade situations, hostage rescues, counter terrorism, and high-risk felony apprehensions. While not subject to regular calls for service like other units, the Tact Unit had the following statistics[86]:

Action	2001	2006
Officers	20	26*
Barricade/Hostage Situations	21	15
VIP Security Details	10	12
Community Outreach Programs	45	34
Gun Seizures	19	14

*2007 figure

Consolidated Condition:
Combine the functions of the tactical response units from each agency to create a Metropolitan Tactical Response Unit. Differentiate the responses by identifying offensive and defensive teams and specially trained riot response for detention facilities. Consolidation of the Bomb Response Units is included in this recommendation.

7.) Canine Unit
Current Condition: Canine teams are used for building searches, narcotics and explosives detection, scouting, tracking and patrol. These units must conduct training on a regular basis. Equipment and facilities needed for quality canine training is the same regardless of geographic location.
Shelby County Sheriff's Office. The Canine Unit assists deputies in the Interstate Interdiction, Narcotics, and Uniform Patrol Bureaus. The SCSO has seven German Shepherds, two Labrador Retrievers, and one Malinois; five are known as "dual purpose" while the remaining five are known as "single purpose". The Canine Unit had the following statistics[87]:

Action	2001	2006
Canines	4	10*
Arrests	NG	89

*2007 figure

Memphis Police Department. Responsible for suspect and building searches as well as explosive and narcotic detection. In addition to their fifteen Labrador Retrievers, the Memphis Police Department has two bloodhounds that are trained to track and locate lost children, missing elderly individuals, and mental patients. The Canine Unit had the following statistics[88]:

Action	2001	2006
Canines	20	17*
Arrests	508	157

*2007 figure

[86] Sgt. R. Campbell, August 8, 2007 and July 13, 2007
[87] H. Kennedy, August 27, 2007; Shelby County Sheriff's Office 2006 Annual Report
[88] Sgt. R. Campbell, July 13, 2007

Consolidated Condition:
Create a Consolidated Canine Unit, eliminating the term "Dog Squad" and combine the functions of the separate canine units into one that includes training and response. These canine units train and work special operations together on many occasions. The utilization of the county canines would provide assistance to city operations and the number of canines trained to provide scouting and tracking would be helpful to the county during special searches and rescue missions. Determine a centralized location where assignments are made throughout the metropolitan area. Coordination with tactical units and narcotics units in searches and training will occur in a consolidated format.

8.) Search and Rescue
Current Condition: Over 50 miles of Mississippi River shoreline exists from the north Shelby County line to the Mississippi State line. Fourteen miles of this is shoreline surrounding McKellar Lake.[89]
Shelby County Sheriff's Office. There are over 85 non-commissioned personnel in the Emergency Services unit of the Reserve Division that serve in Medical and Field Operations. Personnel within the field operations unit respond to reports of lost children and elderly persons who have walked away from nursing homes or other locations. Additionally, searches are conducted in wooded areas as well as water search, rescue and recovery.

Over one dozen volunteers staff the dive team where scuba certified members perform water rescue and recovery. During 2002, two water recoveries were performed by this unit as well as two live water rescues. The medical response unit has over 50 first responders and 24 Emergency Medical Technicians or paramedics that provide immediate response to calls for medical assistance. The medical unit provides basic first aid until an ambulance arrives for transportation, if needed.

Emergency Services is comprised of 110 non-commissioned volunteer emergency medical technicians, medical first responders, and search and rescue technicians. In 2006 they provided 39,629 hours of service to the community and adding a projected value of $935,250 to the SCSO[90].

Memphis Police Department. **Harbor Patrol** is responsible for the enforcement and safety of marine actions along the Mississippi River. Harbor Patrol had the following statistics[91]:

Action	2001	2006
Officers	2	2*
Water Rescues	19	14
Calls	264	41
Boat Checks	617	379
Warnings	82	162

*2007 figure

[89] Corp. of Engineers Office, Memphis District – Andy Lowery
[90] Shelby County Sheriff's Office 2006 Annual Report
[91] Sgt. R. Campbell, August 8, 2007; Memphis Police Department 2006 Annual Report

The Memphis Police Department also has an **Air Support Unit** which provides air support and surveillance to various MPD squads as well as outside agencies. Air Support is staffed 24 hours a day and in 2007 had 26 officers assigned to it[92].

Consolidated Condition:
Consolidate the function of search, rescue and recovery to create a Metropolitan Search, Rescue and Recovery Unit that provides both land and water search and rescues. Combine the training and resources for paid and volunteer personnel. Research the involvement of organized resources such as Tennessee Volunteer Militia and Amateur Radio Operators for large scale assistance. Develop a policy and procedure manual that encompasses all resources available and protocol for callout and utilization. Establish satellite locations to aid in quick response and activation of both commissioned and volunteer resources.

9.) Reserves
Current Condition: Over 100 significantly sized special events are held on an annual basis within the City of Memphis and Shelby County.

Shelby County Sheriff's Office. There are three divisions: Reserve Deputies, Emergency Services and Special Services. Statistics for the three individual divisions were not given in the original 2003 report, so only 2006 figures are given[93].

1.) Reserve Deputies. Reserve deputies are commissioned, but paid only one dollar annually plus a uniform allowance. Reserves are responsible for handling special event requests, but also serve in various divisions such as patrol, narcotics, and fugitive. Reserve deputies also assist MPD with annual events for crowd control and movement. Reserve deputies had the following statistics:

Action	2006
Reserve Deputies	179
Hours Served	58,276
Projected Value to SCSO	$1,375,000

2.) Emergency Services. Comprised of non-commissioned volunteer emergency medical technicians, medical first responders, and search and rescue technicians. They had the following statistics:

Action	2006
Reserve Deputies	110
Hours Served	39,629
Projected Value to SCSO	$935,250

[92]Sgt. R. Campbell August 8, 2007; Memphis Police Department 2006 Annual Report
[93] Shelby County Sheriff's Office 2006 Annual Report

3.) Special Services Volunteers. Comprised of non-commissioned volunteers who provide assistance at community events involving the SCSO and also visit senior citizens. They had the following statistics:

Action	2006
Reserve Deputies	23
Hours Served	5,950
Projected Value to SCSO	$140,000

Memphis Police Department. Reserves officers augment the MPD complement. Reserves do not currently assist SCSO with any special events outside the city due to lack of jurisdiction. The Reserves had the following statistics[94]:

Action	2001	2006
Reserve Officers	100+	132*
Details Worked	14,798	13,738
Hours Worked	32,515	44,180

*2007 figure

Consolidated Condition:
Review the process for deployment of all reserve officers during special events and consolidate into a Memphis Shelby Special Events Division. Create standardized criteria for police reserve deployment and utilization to include assistance from other departments, (public works, streets, etc.) Have one central location and facilitator to monitor all special events occurring within Shelby County that require police presence or involvement. Standardize the request process so that each event is handled according to pre-specified criteria. Special deputy commissions will have to be issued to former city reserve officers for a specified time period to allow reserve officers formally serving only the city to support county functions as well.

10.) Internal Affairs
Current Condition: Investigate complaints brought against law enforcement personnel within each of the respective departments.
Shelby County Sheriff's Office. The Bureau of Professional Standards and Integrity conducts all internal affair investigations for the SCSO and also performs background checks for all SCSO applicants. They had the following statistics:

[94] Sgt. R. Campbell, August 8, 2007

Action	2001	2006
Personnel: Internal Affairs	9	7
Personnel: Jail CIU	NA	4
Personnel: Sex Offender Registry	NA	3
Complaint Cases	165	NA
Information Only Cases	500+	270
Force Cases	NA	10
Conduct Cases	NA	50
Performance Cases	NA	17
Sexual Harassment Cases	NA	3
Number of Cases: Sustained	NA	62
Number of Cases: Not Sustained	NA	17
Number of Cases: Unfounded	NA	14
Number of Cases: Exonerated	NA	25
Total Cases Closed	75%	NA
% of Closed Cases: Chargeable	40%	NA
% of Closed Cases: Un-Chargeable/Unfounded	60%	NA
Background Investigations Conducted	1,600+	1,498

Memphis Police Department. The Inspectional Services Bureau conducts all internal investigations and had the following statistics[95]:

Action	2001	2006
Officers	18	24*
Criminal Investigations	NA	86
Shootings	NA	60
Departmental Investigations	NA	182
Total Cases Closed	100%	NA
% of Closed Cases: Not Sustained/Lacking Sufficient Evidence/Unfounded	63%	NA
% of Closed Cases: Sustained	31%	NA
% of Closed Cases: Dropped	2%	NA
% of Closed Cases: Pending Charges from DA	4%	NA

*2007 figure

Consolidated Condition:
Create a Metropolitan Public Integrity Unit that is autonomous of both the Memphis Police Department and the Shelby County Sheriff's Office. Select and appoint an independent executive that has support from the Director of the Memphis Police Department and the Shelby County Sheriff. Oversight to this unit will be from an executive board comprises of the Memphis Police Director, the Shelby County Sheriff, the City of Memphis Mayor and

[95] Sgt. R. Campbell, August 8, 2007

the Shelby County Mayor (or their Chief Administrative Officers) and the District Attorney General.

This unit should include individuals from both the Memphis Police Department and the Shelby County Sheriff's Office who would investigate all police personnel complaints in a standardized manner. The formation of a Memphis Shelby Metropolitan Public Integrity Unit would allow the public to submit a standard complaint to be forwarded to the unit for investigation. Once the investigation was complete, the individual departments would be notified of the outcome and if disciplinary action was warranted, it would be applied in accordance to the particular employee policies and procedures. The operation of the unit would be standardized and without departmental or political influence. Marketing of the public integrity unit would serve both agencies well and send a signal of accountability throughout the metropolitan area.

A.) Civilianization of Police Positions

Currently, the Memphis Police Department and the Shelby County Sheriff's Office are using commissioned officers in positions that do not require a commissioned officer certification. A deployment review should occur within both agencies to determine what positions that commissioned officers are being used in that could be served as well, if not better, by civilian personnel. Many specialized fields should be reviewed for appropriate use of commissioned officer resources. Logistics, planning, graphics, finance, and crime scene response are just a few positions that should be reviewed. The traditional practice of placing a commissioned officer in a position by virtue of his/her seniority rather than specifically by the ability or expertise needed for the position is not a wise management decision. Ascertaining what knowledge, skills and abilities are needed for the position and determining who would best meet those requirements, is a better uses of police personnel resources.

B.) Review of Fire Services

Lastly, even though this study was specific in scope to the examination of law enforcement consolidation question, a similar study into consolidation of fire services with Shelby County may yield comparable findings as to more efficient use of these resources countywide.

IV.) Conclusion

Functional consolidation is not a remedy for solving problems to crime and criminal behavior within Memphis or Shelby County, but can be a tool that may be used for more effective management of both law enforcement agencies.

This examination concludes that there are a number of tasks and responsibilities that are being performed by both the Memphis Police Department and the Shelby County Sheriff's Office in which a merging of resources should occur. The discussion of full governmental consolidation provokes much emotion, controversy and the perception of political hidden agendas. Whereas unification of individual tasks and public safety functions makes good business sense. If the Memphis/Shelby law enforcement consolidation question inspires a fraction of the controversy that the attempted consolidation of the school system has stirred, the path to even functional consolidation may be complicated. But it is a path that should be journeyed.

Therefore this report has concluded that *Functional Consolidation of selected tasks identified in this report should occur between the City of Memphis Police Department and the Shelby County Sheriff's Office in accordance with the implementation process as outlined.*

V.) Implementation

It is essential to insure that the level of commitment required to bring about the desired change is present. The decision to functionally consolidate certain law enforcement services between the City of Memphis Police Department and the Shelby County Sheriff's Office will require a change process; the following steps outline the planning process. This is offered only as a guide toward functional consolidation planning.

The recommended implementation should proceed as follows:

1.) A Memphis Shelby Change Team should be formed within 60 days of the release of this report to discuss the practical identification of public safety responsibilities and the pragmatic review of tasks and operations that can be functionally consolidated between the City of Memphis Police Department and the Shelby County Sheriff's Office.

2.) Review of Laws and Ordinances – It is recommended that the City and County Attorneys review existing ordinances and union contracts related to any consolidation effort.

3.) The Memphis Police Department and the Shelby County Sheriff's Office will each select an independent facilitator to act as the Change Team Manager to oversee the change process.

The Change Team Managers from each police agency would be responsible for meeting with the team members, developing and implementing the consolidation plan. These managers must have excellent diplomatic and interpersonal skills to deal with a wide variety of interests and constituents. The Change Team Managers need to have the ability to gain commitment from throughout their organization, specifically from within the areas that will be consolidated and from the police association.

4.) These managers will select representatives from each of the divisions or units that are being considered for functional consolidation. Stakeholders should include opponents of the proposed consolidation.

5.) Work groups will begin to meet and outline the roles and responsibilities of each unit. Questions should be asked that include, but are not be limited to:

- Who are the customers that we served?
- What specifically does our division do?
- How do our duties parallel that of the other organization?
- What equipment is currently on hand to support our mission?
- What are ways we can improve our service to our customers?
- What obstacles would functional consolidation present?

6.) The Change Team Managers will meet on a regular basis to discuss the progress and any additional information that is needed from the workgroups.

7.) Concurrent to the work groups' meetings, an initial quantitative needs analysis as to the cost and benefits of the project should be explored. This should include an exploration of the redundancies, unanticipated costs, and other fiscal considerations.
8.) Additionally, civilianization consideration should be given to the positions that do not require a commissioned officer to perform the task.

9.) Lastly, a thorough examination of all alternatives should be made, including interlocal agreements, remaining with the status quo, or implementing derivative forms of consolidation.

10.) Informal roundtable discussions should be held for the various stakeholders to educate and inform. These groups should include, but not be limited to, Officers/Employees, Labor/Union Leaders and the Community.[96]

11.) The following timeline provides a guide to be used to evaluate the progress of the implementation of the consolidation:

A.) 30 Days. Sheriff/Police Director - Appoint one Change Team Manager from each agency to oversee the process.

B.) 60 Days. Change Team Managers appoint Change Team Members which are representative of each of the units that are to be explored further.

C.) 60 – 180 Days. Work Groups begin to meet to discuss current operation and how consolidation of resources can be accomplished. Both Change Managers will attend each work session for each potentially merged unit.

D.) Six Months. Finalize result of the work groups and present to Sheriff/Director how functional consolidation could be implemented within the agency.

E.) Nine Months. Implementation completed on areas for functional consolidation. Begin six month evaluation period.

F.) Fifteen Months. External Evaluator – Complete site visits and produce evaluation report.

G.) Eighteen Months. Finalize Implementation with mid course adjustments in time for budget process.

[96] Gonzalez, Oscar. 2000. PAQ. Previous Consolidation Efforts in the Global Metropolitan Region of El Paso, Texas. Page 265.

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Cook, Charles, Chief, Memphis Police Department
Crew, Danny, City Manager. Gastonia, South Carolina
Deeley, Carl, Lieutenant. Los Angles County Sheriff's Department
French, Steve. Riley County Police Department
Gordon, John, Under Sheriff. Jacksonville Sheriff Department
Goudy, Wayne, Lieutenant, Traffic Commander, Shelby County Sheriff's Office, Tennessee
Hall, Ken, Deputy Chief, Lexington/Fayette Urban County Division of Police
Heller, Irving, former Assistant Director. Bay Village, Florida
Hughes, Melanie, Officer. Jefferson County Police Department, Kentucky
Kelly, Jim, Major, Training Academy, Memphis Police Department
Kelly, Jim, Administrator of Planning, Shelby County Sheriff's Office
Lyons, William, Professor. University of Tennessee, Knoxville
McEachran, Inspector, Shelby County Sheriff's Office
Narr, Tony, Police Executive Research Forum, PERF
Newkirk, Lee, Lieutenant, Shelby County Sheriff's Office
Noble, Jan. Current Chief of Police in Belvedere, Illinois.
Nowicki, Dennis- Former Chief of Police, retired. Charlotte-Mecklenburg Police Department
O'Connor, Danny, Major, Memphis Police Department
Porcelli, Frank, Captain. New York City Police Department.
Ribera, Tony. Retired Chief of Police. San Francisco Police Department, California.
Rifkin, Donald, Lieutenant. Miami-Dade Police Department
Reed, Don. Las Vegas Metropolitan Police Department.
Ross, J. Lieutenant. Columbus-Muscogee County, Georgia
Schilling, Bill Ray, Chief, Shelby County Police Department
Stamper, Danny, Captain, Memphis Police Department
Steele, Kevin, Sergeant. Wyandotte County Sheriff's Department, Kansas.
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APPENDIX I

MEMPHIS ANNEXATION STATUS

FEBRUARY, 2006

Memphis

Memphis Growth Area

APPROVED ANNEXATION AREAS	Date Annexed	Effective Date	Land Area (sq.mi.)
I- Hickory Hill	12/22/87	12/31/98	16.1
II- Countrywood-Eads	9/19/95	4/30/02	11.0
III- Hillshire Area C	7/27/93	12/31/02	3.8
IV- Southeast Industrial Corridor	12/4/01	12/31/02	9.3
V- Getwell-West	12/22/87	11/15/04	2.5
VI- Raleigh North	10/25/05	11/24/05	0.35

PENDING ANNEXATION AREAS			
A- Southwind-Windyke	11/4/97		2.5
B- Berryhill Area	11/4/97	12/31/06	2.2
C- South Cordova Area	12/4/01		2.6

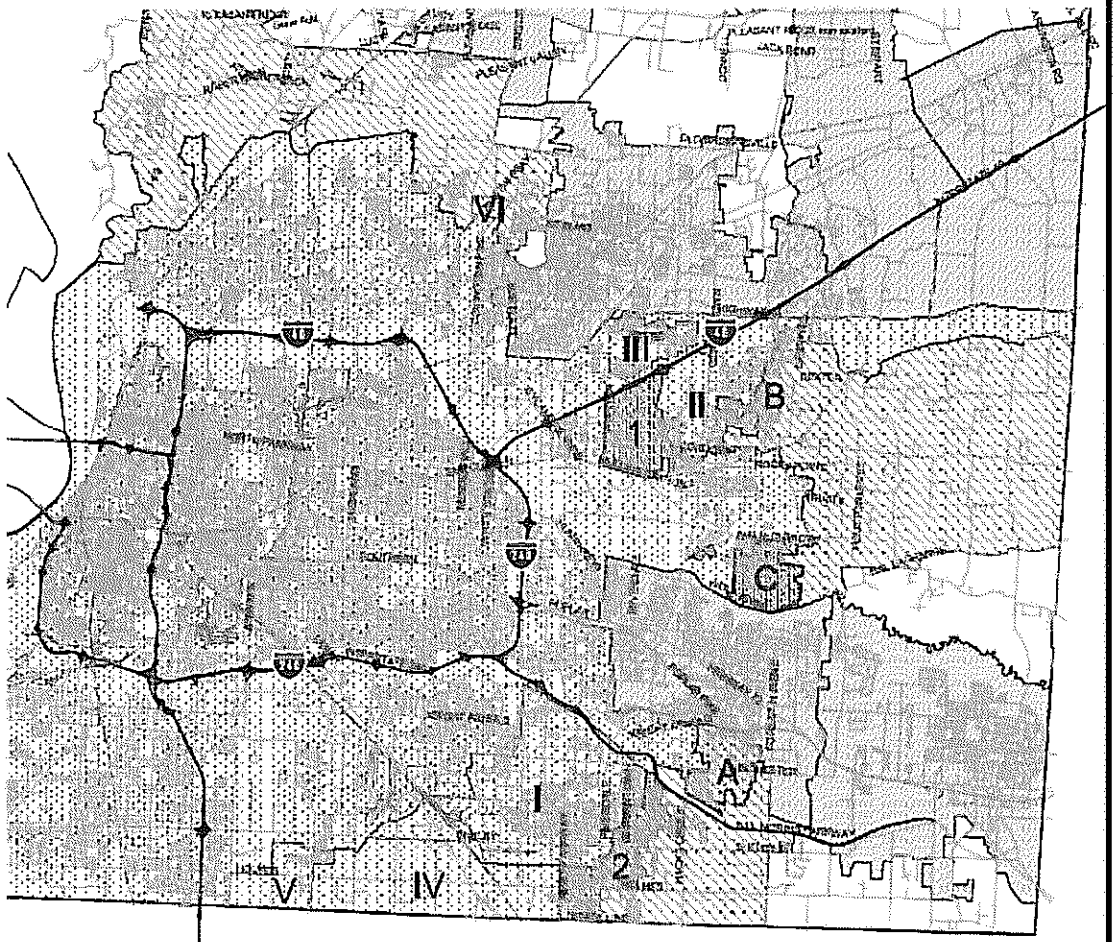
PROPOSED ANNEXATION AREAS *

1 - Bridgewater Area

2 - Southeast Memphis Extended

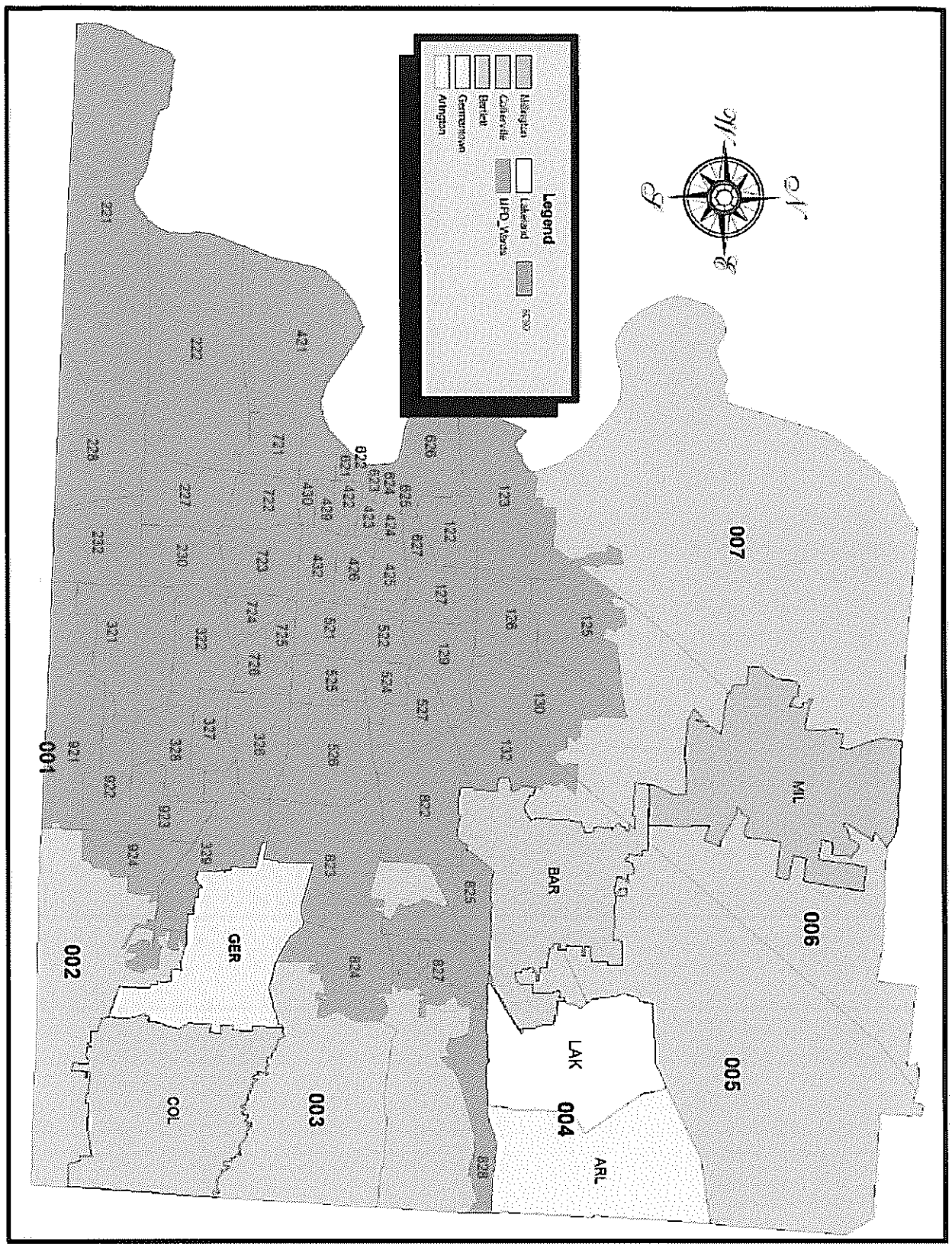
* Boundaries for proposed areas are preliminary only. Final annexation boundaries are determined upon the adoption by ordinance.

Prepared by: Memphis and Shelby County
Division of Planning and Development
February 9, 2006



N W E S 0 2 4 6 Miles

APPENDIX II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APPENDIX III

Memphis Shelby Crime Commission Best Practice Model

The Memphis Shelby Crime Commission Best Practice Process Model, 1998. Created by: Jenny McNary, Youth Villages; Willa Martin Bailey, Memphis Area Chamber of Commerce; Cinda Kinsey, Methodist Health Systems; Michael O. Minor, Memphis Technical Assistance and Resource Center; Clara Wherry, Federal Express.

Step 1: Defining the Process to be examined
1.1 Identify the Problem
1.2 Clarify the Objective
1.3 Team Dynamics Training
1.4 Document Current Process
Deliverable: Mapped Process with Contract

Step 2: Data Collection
2.1 Collect Data
2.2 Review Completed Studies for Examination
2.3 Identify Best Practices Partners
2.4 Revisit Question Guide
2.5 Determine Additional Data Requirements
Deliverable: Partners Question Guide

Step 3: Determining the Gap
3.1 Review Current Map and Perform Gap Analyses
Deliverable: Gap Analysis Report

Step 4: Preliminary Report
4.1 Communicate Preliminary Findings
Deliverable: Presentation with Recommendations for Next Steps

Step 5: Best Practice Investigation
5.1 Prepare for Partner Site Visit(s)
5.2 Conduct Site Visit(s)
5.3 Process Map Partners Process
Deliverables: Best Practices Process Map, Site Visit Package, Partner Prioritization, and Site Visit Report

Step 6: Data Analysis
6.1 Analyze Data/ Information
6.2 Adjust Functional Goals/ Objectives
6.3 Set Measurement and Performance Goals
Deliverables: Proposed New Model

Step 7: Final Report and Action Plan
7.1 Communicate Findings to Board
7.2 Develop Action Plan

APPENDIX IV

Law Enforcement Interview Questionnaire

Law Enforcement Interview questionnaire developed with the assistance of the University of Memphis, Center for Community Criminology and Research.

Law Enforcement Consolidation Interview Questions

Point of Contact (POC):
Position:
Date/Time of Interview:
Name of Department
City/State
Approximate Date of Consolidation
Size of consolidated departments
Was POC involved with consolidation effort?
Were unions/collective bargaining entities involved?

Before

- What kind of system was in place before consolidation? How was the Police Department of the major city organized before consolidation?

- What type of consolidation was achieved?
  1.) Partial (shared functions –dispatch, jail, records) or
  2.) Full Law Enforcement - two agencies agreeing to become one agency
  3.) Govermental - (entire city/county government merges)

- How long was the consolidation effort debated? How many times was it considered?
  What was the push or holdup? Political, Private Sector, services delivered or money?

- What was (or still is) the form of government in the effected areas?

- Were Charter changes necessary to bring about consolidation?

- Were there legal and/or the contractual issues that arose as two distinct law enforcement agencies combined?

- Is there anything in writing about the consolidation process, e.g. committee documents, evaluations, protocols, reports, etc.? (provide a copy if possible)

- Are there any externally funded or sponsored reports? To what extent were external actors involved in the process; e.g. consultants, universities, representatives of municipalities who have experience with consolidation, etc.?

- How was the dissolved/absorbed physical property used/reused?

- Were there any consent decrees or any other court ruling that impacted the decision or affected operation or funding after consolidation?

During

- How was the transition process managed? Who was responsible for managing the process? Was there a transition team and/or a task force?

- What was the educational process for the community/departments?

- Was there a problem regarding the different levels of compensation (pay and benefits) in the county and in the city?

- How uniformity was achieved (uniforms, arms, equipment, etc.)?

- Was any kind of training offered to prepare officers and administrators for their new duties?

- Was there any resistance (organized) to consolidation? If so, in what way and by whom?
  - Employees
  - Union(s)
  - Community (business, inner city, suburbs, politicians)
  - Did race play any kind of role?

- Were there any problems concerning cooperation between officers that used to belong to different departments?

- How is the CEO addressed? Chief/Sheriff/Director

- How does the CEO get elected or appointed?

- Did the state legislature appropriate funds to alleviate the (initial) cost burden (if there was one?

Process/Decisions

- When the key decisions about the consolidation process were made, who made them?

Jobs/Promotions

- Were the jobs of civilian and sworn employees secure in a consolidation? Do promotional opportunities increase or decrease?

Cost/Benefit

- How was Cost Benefit analysis carried out and how do consolidations rank in such analysis?

After

- What are the positive outcomes of consolidation?
  - Better utilization of resources?
  - Better quality of service?
  - Lower costs (through increased purchasing power, e.g.)?
  - More citizen satisfaction? Did the citizens of the county and the city express different levels of satisfaction?
  - Quicker response to calls? Emergency Calls?
  - Less crime? If so, overall reduction or just certain kinds of crime? Everywhere, or just in certain areas?

- What are the negative outcomes?
  - Higher costs (especially short-term)?
  - Increase in crime?
  - Slower response to calls?
  - Less citizen satisfaction?

- What is the level of employee satisfaction/dissatisfaction following consolidation? (have opinions changed) How has it been measured?

- Are the outcomes of consolidation still evaluated on a regular basis? If so, how?

- Is consolidation (from a national perspective) considered the 'best' use of taxpayer's dollars?

Justice System Operation

- Does the consolidation of two police agencies have impact on the rest of the justice system? What is the impact?

Duplication of Service vs. Higher Quality

- When blending occurs, are services and programs duplicated or does the new agency provide a higher quality of service in a more efficient manner?

Growth

- If growth occurs does consolidation respond effectively to such growth/annexation?

Cost

- Were there hidden costs to consolidation that make it more expensive than initially thought?

- What (if anything) would you do differently were you to go through this process again?

- Is there anyone else you might recommend that I talk with that could provide information on this consolidation effort?