

**GOVERNMENT EFFICIENCY MOVEMENT**

# Restructuring Options For Municipal Police Services

# Acknowledgements

- GEM would like to thank the following police personnel who attended one or more of our meetings at the request of their municipalities & organizations and/or contributed to their input and ideas to this plan.
  - Former Bergen County Sheriff/former Mayor Jay Alpert, Randolph
  - Chief Thomas Andrascik/Lt. Eric Sundberg, Lincoln Park
  - Chief Ed Card, Butler
  - Chief Stephen Gallagher, Hanover
  - Chief Bill Huyler, Morris County Park Police
  - Chief Mark Noll, Roxbury
  - Chief Michael Peckerman, Parsippany-Troy Hills
  - Chief Brian Spring, Pequannock

# Restructuring Options For Police Services

## **Discussion Topics**

- What dynamics are affecting police services?
- What is our environment/cost structure like in Morris/NJ?
- How do other areas provide policing?
- What are the barriers to restructuring?
- What is our roadmap for change?
- Action plan



# Restructuring Options For Police Services

## What dynamics are affecting police services?

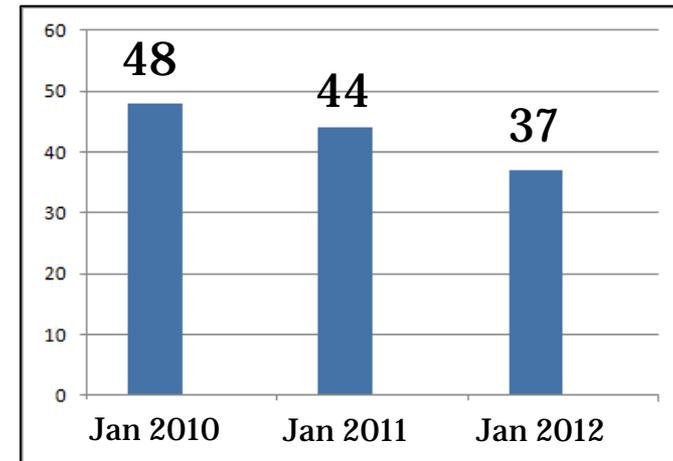
- The 2% tax levy cap puts *enormous* pressure on local governments to cut costs.
  - Many existing salary agreements include annual increases of 3% to 5% plus salary steps, creating inherent structural problems.
  - This creates a continuing dynamic of yearly layoffs among municipal workers just to stay within the cap.
  - Local law enforcement costs are a significant percentage of every municipality's budget.
- Statewide, NJPBA reports that officer headcount dropped 11% from January 1, 2009 to September 30, 2010.
  - Camden just cut its police force almost in half; affecting most officers hired in the past 12 years; Newark laid off 167 officers at the end of 2010
  - Fanwood has reduced its force by 20% last year; South Amboy is down 25%, and Irvington cut 11% of its officers over an 18 month period.

# Restructuring Options For Police Services

## What dynamics are affecting police services?

- Closer to home, Roxbury Township's police headcount has been steadily decreasing.
  - Over two years, the force may see a *23% reduction* in sworn officers.
- Mt. Olive reduced its force by 11% in 2010 and there may be more cuts to come.
- Hanover is at its lowest level of police officers since the 1960s.
  - Recent layoffs eliminated DARE and School Resource Officers.
- Every community within Morris County will be looking closely at the size of its police force due to budget pressures.

**Roxbury's Police Force**



# Restructuring Options For Police Services

## What dynamics are affecting police services?

- Municipal police officers are watching the public dialog about the cost of local government closely.
  - Impacts to terminal leave (vacation and sick time pay-outs)
  - Impacts to health benefits
  - Impacts to pension value
- If the NJ legislature passes proposed pension reforms, it has been estimated that *up to 25% of current local police officers may retire.*
  - Many sworn officers are retirement-eligible now
  - Leadership positions (Lieutenant and above) may be hit hard.
  - Our municipalities could lose as many as 267 sworn law enforcement personnel to retirements over the next few years (25% of 1067).



# Restructuring Options For Police Services

## What dynamics are affecting police services?

- *Conclusion:* The 2% tax levy cap and possible large numbers of police retirements will lead to significant police force reductions over the next 2 to 5 years. What are our options?

<b>Traditional Options</b>	<b>Restructure Opportunity</b>
<p>1. Rehire</p> <p>The 2% tax levy cap/budget constraints makes this nearly impossible.</p> <p>2. Don't rehire</p> <p>Suffer potential officer and public safety issues from the depletion of headcount.</p> <p>Possible loss of patrol coverage as remaining officers are promoted &amp; move up the organization chart</p>	<p><b>GEM SOLUTION:</b></p> <p><b>Let's Be Strategic and Proactive!</b></p> <p><i>Use this "once in a lifetime" opportunity to create a strategic plan for addressing the serious drop in officer headcount, while assuring public safety, reducing costs, &amp; creating maximum efficiencies.</i></p> <p><b>Options include:</b></p> <ol style="list-style-type: none"><li><b>1. Interdepartmental Sharing</b></li><li><b>2. Merged Departments</b></li><li><b>3. Evolution To Regionalization</b></li></ol>

# Restructuring Options For Police Services

## What is our environment/cost structure in Morris County/NJ?

- The cost of providing local police services is in the news!

- **The High Cost of Jersey Police**

*Star Ledger, September 19, 2010*

“...the average municipal cop in NJ is paid 80% more than the average resident, and 3 of 10 made at least \$100,000 last year.”

“Median pay in Morris County is \$95,164; the 4<sup>th</sup> highest in NJ.”

- **High Cost Cops**

*Star Ledger Editorial, September 20, 2010*

“A fiscal truth: Cops’ salaries are budget-busters.... And that doesn’t include overtime or healthcare”

“Police contracts should be negotiated regionally, eliminating the unions’ ability to pit one town against another, driving up salaries and ancillary costs.”

Rank	County	Median Salary
1	Bergen	\$ 109,700
2	Middlesex	\$ 97,022
3	Ocean	\$ 95,846
4	Morris	\$ 95,164
5	Monmouth	\$ 95,016
6	Somerset	\$ 94,486
7	Mercer	\$ 93,246
8	Passaic	\$ 92,756
9	Essex	\$ 90,160
10	Hudson	\$ 90,082
11	Union	\$ 88,150
12	Sussex	\$ 86,690
13	Cape May	\$ 84,572
14	Atlantic	\$ 83,440
15	Hunterdon	\$ 81,864
16	Warren	\$ 80,420
17	Burlington	\$ 80,011
18	Camden	\$ 79,686
19	Gloucester	\$ 78,872
20	Cumberland	\$ 72,100
21	Salem	\$ 68,792

*Source: Pension data; Star Ledger, Sept. 19, 2010*



# Restructuring Options For Police Services

## What is our environment/cost structure in Morris County/NJ?

- Consolidation of law enforcement services can be an appealing idea, particularly for smaller agencies and their governing bodies.
  - LUARCC Position Paper: Minimum Viable Police Department Size
    - “**Regardless of population size or crime statistics, a minimum two (2) full time sworn officers should be available on duty at all times.**”
      - Direct employment of eleven (11) officers (i.e., self-sufficient force)
      - Supplement with use of special officers (NJSA 40A:14-146 *et seq.*)
      - Formal shared services agreement with nearby Department
    - “**A [municipality] with a population lower than 3,700 may need to justify the maintenance of a full time self-sufficient police force.**”
      - Morris County = Netcong, Chester, Riverdale, Harding, *Mine Hill (Wharton)*, *Victory Gardens (State Police)*



# Restructuring Options For Police Services

## **What is our environment/cost structure in Morris County/NJ?**

- Certain specialized law enforcement functions can be more effectively delivered by pooling police manpower and resources on a regional basis.
- The plan divides the County into four (4) regions so services can be delivered at the highest possible level with greatly lessened impact on municipal financial budgets.

*Source: Morris County Regional Emergency Deployment System (MCREDS), September, 1999*

- As local, county, and state budgets have tightened, the idea of consolidating, merging, or sharing law enforcement services has become a focus of interest to elected officials, policy makers, and law enforcement executives in NJ.
- Well thought out individual plans, carefully implemented, have potential to yield positive results in community after community.

*Source: NJ State Association of Chiefs of Police, March 27, 2007*



# Restructuring Options For Police Services

## What is our environment/cost structure in Morris County/NJ?

- Morris County municipal police departments have successfully combined:
  - **Wharton and Mine Hill**
  - Califon and **Washington Township**
- There are currently consolidated municipal police departments in Atlantic, Bergen, Burlington, Camden, Cape May, Gloucester, Mercer, Ocean, Somerset, Sussex, and Warren Counties; and more are actively being considered.
- A recent example in neighboring New York state – recommendation for full consolidation of three municipalities (Villages of Ossining and Briarcliff Manor and Town of Ossining) into a single police agency.
  - **Significant savings of \$2.985 million in salary/wages alone (23%)**
  - Savings in overtime, longevity pay, and holiday pay not included in this total
  - Other operational savings to be calculated as decisions on facilities and other assets are made.



# Restructuring Options For Police Services

## **How do other areas provide policing, and at what cost?**

- Many areas in the United States have successful regional or countywide policing, *not* individual municipal police departments .
- These larger departments act as “providers of law enforcement services” to smaller government entities, while leaving choice in local hands – e.g., decisions on the level of service needed & local policing priorities.
- Lead law enforcement duties for municipalities with contracted services may be handled by a Lieutenant or Sergeant vs. a Chief of Police; and areas organized into Districts (or Precincts) may have a Captain in the top position.
- These departments, with similar demographics and crime statistics, all have dramatically lower sworn officer headcount than in Morris County (and elsewhere in NJ).

# Restructuring Options For Police Services

## How do other areas provide policing?

### **Prince William County, Virginia**

7% “brass” vs. 13% here  
(Lieutenant and above)

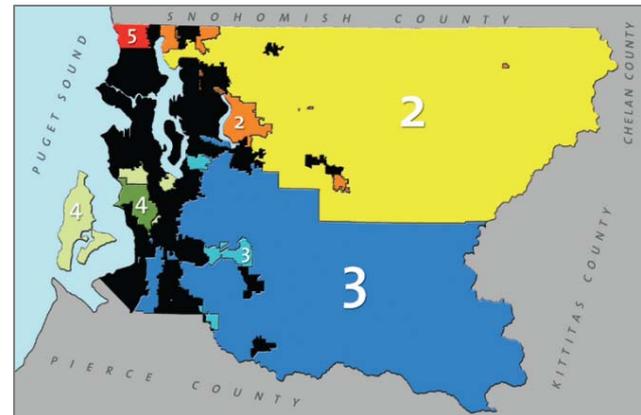
Equivalent staffing could reduce our  
“brass” by 90; other sworn personnel by 273

### **King County Sheriff’s Office, Washington**

5 precincts cover unincorporated areas plus  
21 cities and other agencies w/ contract services.

Contract clients choose their level of service  
and set local policing priorities.

Cost per resident range is \$148 to \$317,  
depending on *locally selected choices*.



# Restructuring Options For Police Services

## How do other areas provide policing?

### **Pierce County Sheriff's Office, Washington**

Provides fee based police services to city agencies and other entities.

Cities contracting with PCSD may have Lieutenants or Sergeants as the top law enforcement officer.

Contracting cities may choose to maintain local identity through patrol car markings, if desired.

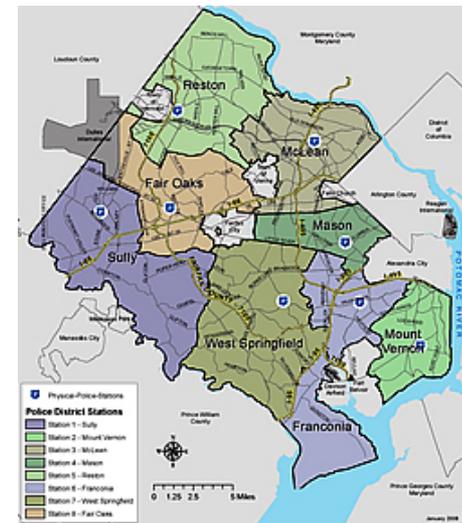
### **Fairfax County Police Department, Virginia**

The Department operates a Headquarters and 8 District police stations.

A captain, aided by a 1<sup>st</sup> lieutenant, commands each District as the lead law enforcement officer.

2<sup>nd</sup> lieutenants and sergeants command squads of patrol officers and detectives in each District.

The Districts use civilians for 15% of personnel roles, such as police citizen aides, crossing guards, crime analysts, and administrative staff.



# Restructuring Options For Police Services

**It Is Being Done  
Successfully Elsewhere  
Why Not Here?**



# Restructuring Options For Police Services

## What are the barriers to restructuring?

- Not a blank canvas
  - Morris County has 37 municipal police departments and over 1,000 sworn officers, 13% of whom are Lieutenant and above.
- NJ's "home rule" mentality
  - Elected officials' desire for control/influence
  - Small communities fear being "swallowed" by larger municipalities
- Residents' level of expectation
  - Public concerns over personal and community safety (e.g., response times and officer visibility).
- Some statutory hurdles
  - Shared Services & Consolidation Act P.L.2007, c.63 (C.40A:65-1, *et seq.*).



# Restructuring Options For Police Services

## **What are the barriers to restructuring?**

- Union contracts and civil service status
  - Union objections to changes in status quo
  - Concerns over potential police officer job losses
  - Contractual and regulatory “pecking order” for staffing
- Significant political will is required of elected officials
  - Perceptions about savings: “Why do it just to save \$\_\_\_\_\_ per month?”
  - Desire for continued ability to choose level of service and set local policing priorities
  - Desire for retention/deployment of the “best, brightest, and best trained”
  - Need to be resolute in responses to public and union
  - Permanence of change / fear of failure



# Restructuring Options For Police Services

## What are the barriers to restructuring?

### Pros

- Improved management and supervision for uniform law enforcement
- Increased agency status, resources, and capacity
  - Broader police services
  - Enhanced training opportunities
  - Expanded career path opportunities
- More efficient and coordinated use of manpower, assets, and facilities
  - Improved response times
  - Peak hour demand flexibility
  - Reduced overtime
  - Less fragmentation and redundancy
- More adequate financial base with lower overall operating costs

### Cons

- Not a blank canvas
- NJ's "home rule" mentality
- Residents' level of expectation
- Some statutory hurdles
- Union contracts and civil service status
- Significant political will be required of elected officials

# Restructuring Options For Police Services

## What is our roadmap for change?

- There are some optional approaches to consolidating or regionalizing municipal law enforcement services within Morris County. None of them are mutually exclusive.
  1. Focus on consolidating specific or specialized functions regionally. We call this ***interdepartmental sharing***. For example:
    - Central booking
    - Equipment purchasing
    - Fingerprint/alcohol testing equipment and personnel
    - Training facilities, ranges, and instructors
    - SWAT and SERT emergency response
    - Specialized pooled resources such as Detective Bureaus
    - Consolidated criminal investigation resources, including evidence handling
    - Information technology
  2. Support full consolidation of selected agencies (e.g., donut hole, smaller or similar sized agencies) among like-minded municipal leaders and/or law enforcement officials.
  3. Planned evolution over time to four regional police districts (or precincts) based on the MCREDS model.

# Restructuring Options For Police Services

## What is our roadmap for change?

- Morris County municipalities need a strategic plan that is *politically viable and practical* for dealing with the depletion of law enforcement personnel.
- GEM supports evolution to a regional structure modeled on MCREDS and merged departments with like-minded municipal leadership, where possible.
  - Merge now if you find one or more good partners
  - Keep key elements of regionalization in mind as things evolve
    - Choice and control of service levels, local policing priorities, and cost per capita for patrol, parking, and traffic stay in your municipality's hands.
    - Specialized resources and activities such as detectives, crime scene investigation, booking, information technology, administrative personnel, etc. are regionalized and paid for per capita.
- If not ready for merger or regionalization, begin interdepartmental sharing of resources and personnel to fill gaps in organizational capabilities.



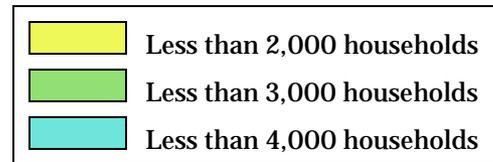
MCREDS - REGION I				
Morris County Municipalities	Square Miles	Est. 2008 Population	2000 Census Pop./HsHold	Est. 2008 Households
Township of Jefferson	43.0	21,679	2.8	7,743
Township of Rockaway	46.0	25,545	2.8	9,123
Borough of Wharton	2.2	6,083	2.7	2,253
Township of Mine Hill	3.0	3,587	2.7	1,329
Town of Dover	2.7	17,860	3.3	5,412
Borough of Rockaway	2.1	6,263	2.6	2,409
Township of Denville	12.6	16,483	2.6	6,340
Borough of Victory Gardens	0.2	1,486	2.7	550
Township of Randolph	21.1	25,196	2.9	8,688
<b>REGION I TOTAL</b>	<b>132.9</b>	<b>124,182</b>	<b>N/A</b>	<b>43,846</b>

MCREDS - REGION II				
Morris County Municipalities	Square Miles	Est. 2008 Population	2000 Census Pop./HsHold	Est. 2008 Households
Borough of Netcong	0.9	3,222	2.6	1,239
Borough of Mount Arlington	2.8	5,827	2.4	2,428
Township of Roxbury	21.9	23,302	2.9	8,035
Township of Mount Olive	31.1	25,810	2.7	9,559
Borough of Chester	1.5	1,678	2.7	621
Township of Chester	29.3	7,761	3.1	2,504
Borough of Mendham	6.0	5,053	2.9	1,742
Township of Mendham	17.9	5,503	3.0	1,834
Township of Washington	44.9	18,387	3.1	5,931
<b>REGION II TOTAL</b>	<b>156.3</b>	<b>96,543</b>	<b>N/A</b>	<b>33,895</b>

MCREDS - REGION III				
Morris County Municipalities	Square Miles	Est. 2008 Population	2000 Census Pop./HsHold	Est. 2008 Households
Borough of Butler	2.1	8,118	2.6	3,122
Borough of Riverdale	2.1	2,858	2.7	1,059
Township of Pequannock	7.2	16,658	2.8	5,949
Borough of Lincoln Park	7.0	10,635	2.7	3,939
Township of Montville	19.1	21,057	2.8	7,520
Town of Boonton	2.5	8,469	2.6	3,257
Township of Boonton	8.6	4,486	2.9	1,547
Borough of Mountain Lakes	2.9	4,274	3.2	1,336
Borough of Kinnelon	18.8	9,582	3.1	3,091
Township of Parsippany - Troy	25.4	50,431	2.6	19,397
<b>REGION III TOTAL</b>	<b>95.7</b>	<b>136,568</b>	<b>N/A</b>	<b>50,217</b>

MCREDS - REGION IV				
Morris County Municipalities	Square Miles	Est. 2008 Population	2000 Census Pop./HsHold	Est. 2008 Households
Borough of Chatham	2.4	8,212	2.7	3,041
Township of Chatham	9.4	10,159	2.6	3,907
Township of East Hanover	8.2	11,396	3.0	3,799
Borough of Florham Park	7.4	12,389	2.7	4,589
Township of Hanover	10.7	13,648	2.7	5,055
Township of Harding	20.5	3,316	2.7	1,228
Township of Long Hill	12.1	8,611	2.8	3,075
Borough of Madison	4.2	16,009	3.0	5,336
Borough of Morris Plains	2.6	6,005	2.7	2,224
Township of Morris	15.8	21,242	2.7	7,867
Town of Morristown	3.0	19,268	2.6	7,411
<b>REGION IV TOTAL</b>	<b>96.3</b>	<b>130,255</b>	<b>N/A</b>	<b>47,533</b>

**EXISTING  
MCREDS REGIONS**



The existing MCREDS regions may present a viable foundation for thinking about “regional policing” for our thirty-nine (39) local government entities.

# Restructuring Options For Police Services

## What would regionalization look like?

### Keep Key Elements of Regionalization In Mind

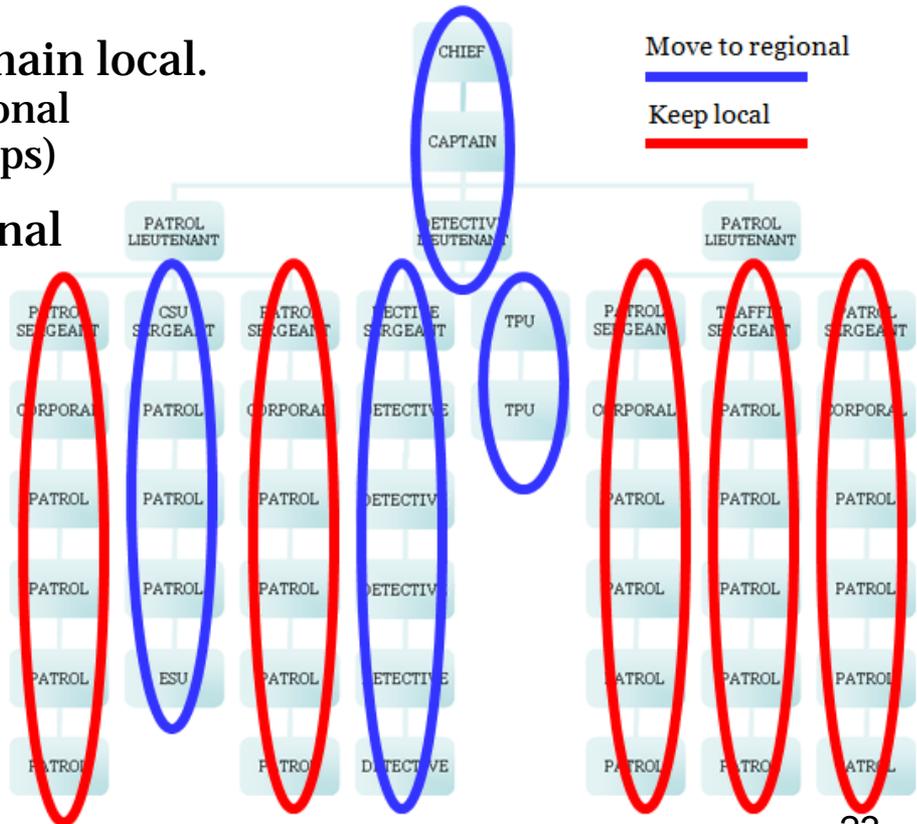
- *Addressing Public Safety Concerns (Illustrative):* A Municipal Police Department serving population > 20,000 and < 25, 000.

- Patrol, traffic, and parking remain local.  
(meets the public’s need for “personal touch” and local police relationships)

- Selected areas move to a regional delivery model for better efficiency and lower cost.

- Community Service Unit
- Emergency Services Unit
- Detectives / Major Crime Scene Investigation

- The management structure changes to reflect scope.

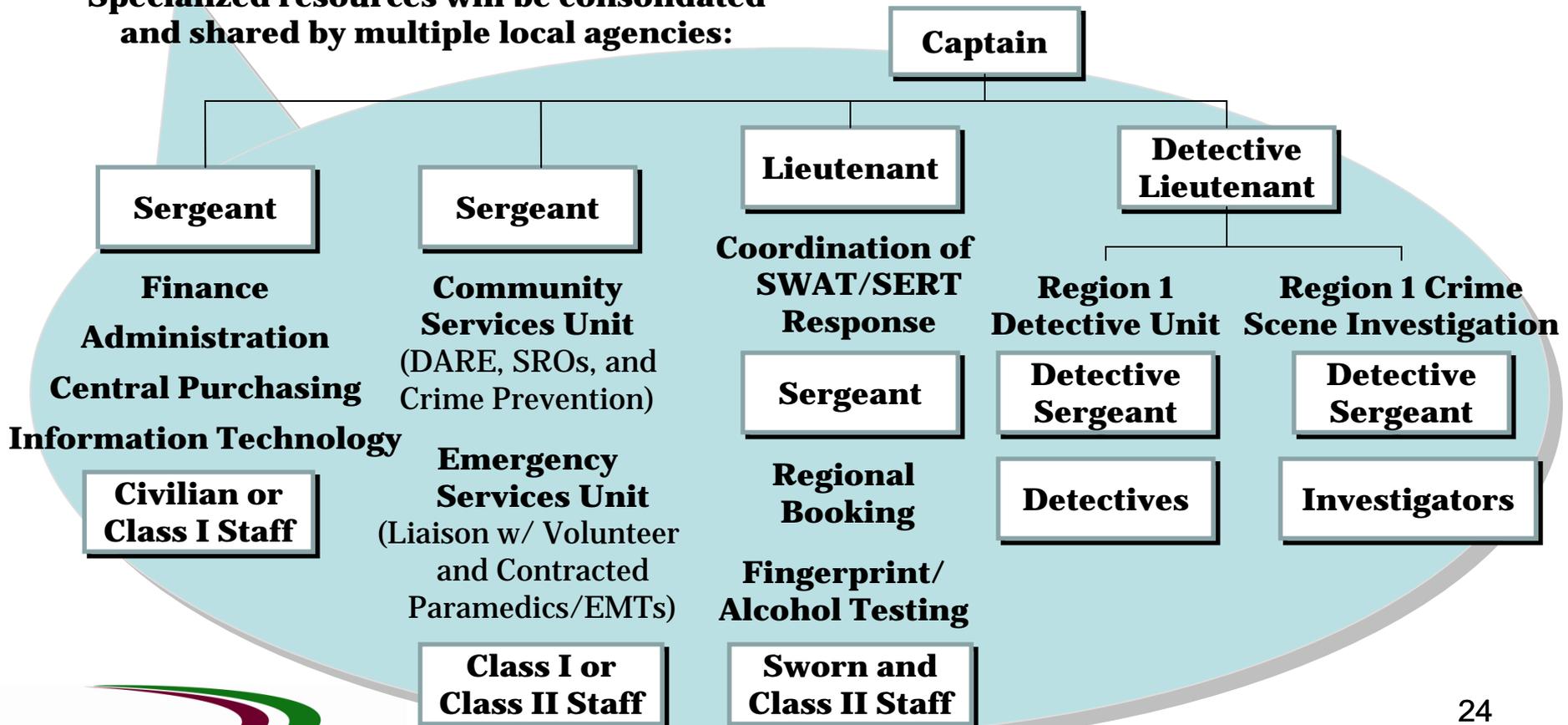


# Restructuring Options For Police Services

## What is our roadmap for change?



Specialized resources will be consolidated and shared by multiple local agencies:



# Restructuring Options For Police Services

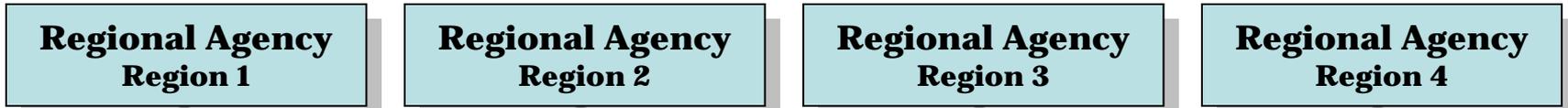
## **What is our roadmap for change?**

- More than twenty (20) communities currently share a common set of technology applications.
- One common Information Technology Center could handle all municipal PD needs countywide, significantly cutting costs and increasing efficiencies.
  - In the future, the four PD regions can share this common IT infrastructure supported by dedicated support personnel.
- Reduced costs for redundant technology infrastructure and IT headcount.
  - Frees up to personnel within 37 communities, each with employees or contractors working at least part time as systems managers or, in some cases, system designers
  - Eliminates the need for costly conversion software that allows different systems to “talk” to one another.



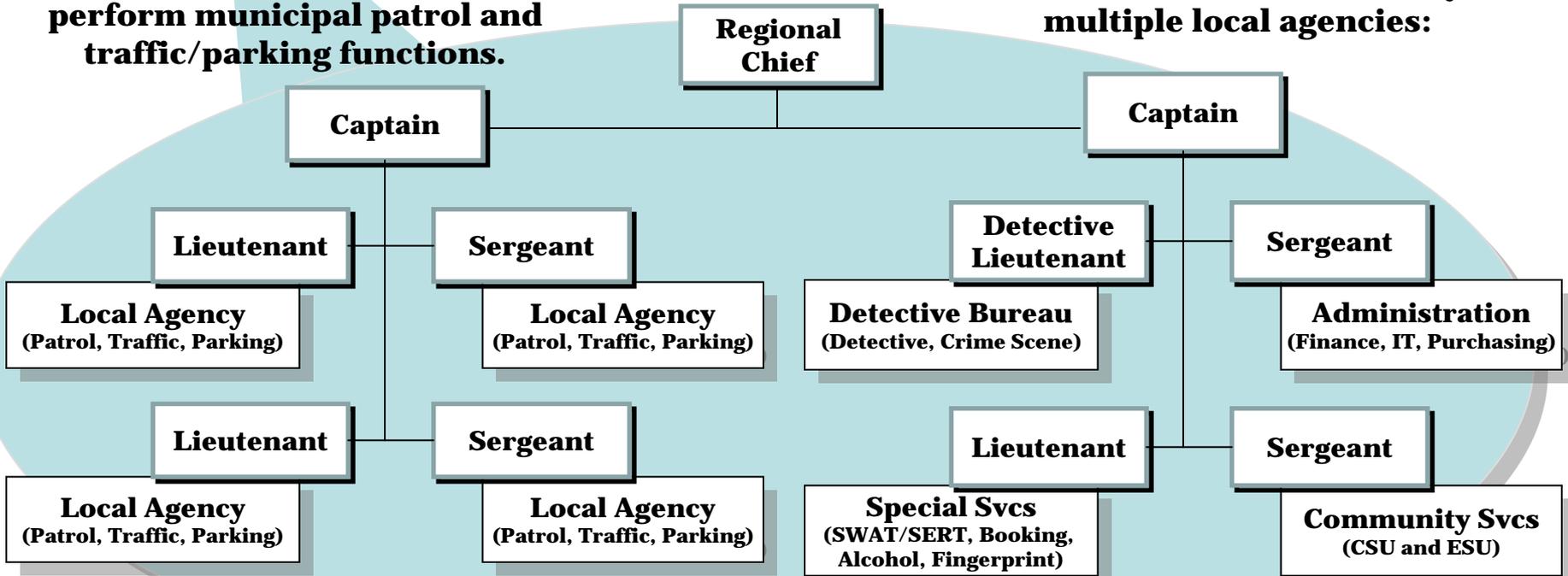
# Restructuring Options For Police Services

## What is our roadmap for change?



**A regional Captain supports multiple local agencies that perform municipal patrol and traffic/parking functions.**

**Specialized resources will be consolidated and shared by multiple local agencies:**



# Restructuring Options For Police Services

## What is our roadmap for change?

### **If not ready for merger or regionalization, begin with a plan for interdepartmental sharing**

- This provides municipalities with a comfortable place to start as a “first step” toward restructuring police services.
  - The decision to share selected functions can be made relatively quickly and take place among municipal partners with whom positive relationships already exist.
  - Areas to be shared can be customized to meet current or near term issues.
  - Benefits of this approach will accrue whether or not the community decides to pursue departmental merger or regionalization.
  - This option allows elected officials to address fiscal challenges and police attrition in a manner that could be more palatable to the public and their police force.
  - Interdepartmental sharing services agreements are revocable if things do not work out as planned.



# Restructuring Options For Police Services

## Action Plan

- Let's state the obvious conclusion...

**The deciding factors associated with successful consolidation or regionalization of local law enforcement agencies and reaping the financial and operational benefits will largely fall to**

- **The leadership of elected officials,**
- **The willingness of police officials to embrace change, and**
- **The desire of the public to demand effectiveness and efficiency in local government operations at lower cost.**



# Restructuring Options For Police Services

## Action Plan

How does the GEM approach address regionalization concerns?	
<p><b>Not a blank canvas</b></p> <p>Morris County has 37 municipal police departments and over 1,000 sworn officers, 13% of whom are Lieutenant and above.</p>	<p>By planning ahead and taking advantage of retirements and other forms of attrition, the change to regional policing will be much less disruptive to both police officers and the public.</p>
<p><b>NJ's "home rule" mentality</b></p> <p>Elected officials' desire for control/influence</p> <p>Small communities fear being "swallowed" by larger municipalities</p>	<p>This staged, evolutionary approach allows for "dating" before "marriage".</p> <p>Staged restructuring can leave service level and priority choices in local hands.</p> <p>We cannot afford to maintain the status quo. Taxpayers have reached the "tipping point". Change will happen with us or without us, so let's be part of the solution.</p>
<p><b>Residents' level of expectation</b></p> <p>Public concerns over safety (e.g., response times and officer visibility).</p> <p>Personal relationships exist among some residents and officers</p>	<p>For a majority of the public, interaction with the local PD agency looks essentially the same (patrol, traffic, and parking).</p> <p>Officers will continue to offer locals a "personal touch" and response times are not affected.</p> <p>Quality of life, public safety, and comfort are assured, but with lower costs.</p>

# Restructuring Options For Police Services

## Action Plan

How does the GEM approach address regionalization concerns?	
<p><b>Some statutory hurdles</b></p> <p>Shared Services &amp; Consolidation Act P.L.2007, c.63 (C.40A:65-1, <i>et seq.</i>)</p>	<p>Statutory impediments can be worked on over time.</p> <p>It's not necessary to have resolution before we start this evolution to regional police services.</p>
<p><b>Union contracts and civil service status</b></p> <p>Union objections to changes in status quo</p> <p>Concerns over police officer job losses</p> <p>Contractual and regulatory “pecking order” for staffing</p>	<p>These restrictive items will be kept in front of our legislators for action as part of the Christie Administration’s “tool kit”.</p> <p>Union leadership is aware that change is coming and many have demonstrated willingness to be part of the solution as well.</p> <p>Strategic plan for headcount reduction w/o random cuts based on annual budget cycles; reductions will be accomplished via retirement and other attrition factors.</p> <p>The potential for managed vs. disruptive change should help ease concerns about current job security and what the future holds.</p>

# Restructuring Options For Police Services

## Action Plan

How does the GEM approach address regionalization concerns?

**Significant political will is required of elected officials**

Perceptions about savings: “Why do it just to save \$\_\_\_\_\_ per month?”

Need to be resolute in responses to public and union

Permanence of change / fear of failure

There are substantial savings in restructuring police services; all efforts are cumulative for our taxpayers and should not be viewed in a vacuum.

There will be continued ability to choose levels of service & set policing priorities at the local level.

Our regionalization approach provides for evolutionary implementation, maintains a local feel for most residents, and significantly reduces cost structure over time.

Public demand for lower property taxes and an opportunity to impact 10% or more of the municipal portion of the tax bill should provide the necessary incentive to move forward.



# Restructuring Options For Police Services

## **Action Plan: How can we get there?**

- Interested communities commit to participation in actual restructuring planning groups with partner municipalities and identified leaders.
- As needed, begin with interdepartmental sharing of resources and specialized services without merging Departments.
- Merge departments when and where municipal leadership concurs.
- As retirements occur, look for opportunities to create regional joint meeting or lead agency structures.
- Envision and plan for physical plant and other requirements for restructured and regionalized operations.
- Work collaboratively on needed legislative changes.



# Restructuring Options For Police Services

## Action Plan: How can we get there?

- Elected officials committed to participation in restructuring planning groups with partner municipalities include:

Hon. Timothy L. Smith  
Councilman/Former Mayor, Roxbury  
Founder and Chairman, Government Efficiency Movement (GEM)

Hon. James R. Barberio  
Mayor, Parsippany Troy-Hills

Hon. Ted Husa  
Mayor, Denville

Hon. David M. Scapicchio  
Mayor, Mt Olive

Hon. William A. Cogger  
Mayor, Chester Township

Hon. Arthur R. Ondish  
Mayor, Mt. Arlington

Hon. Louis S. Sceusi  
Mayor, Rockaway Township

Hon. Robert W. Collins  
Mayor, Kinnelon

Hon. H. Scott Rosenbush  
Mayor, Morris Township

Hon. V. Nelson Vaughan, III  
Mayor, Chatham Boro

**“Won’t YOU Join Us?”**