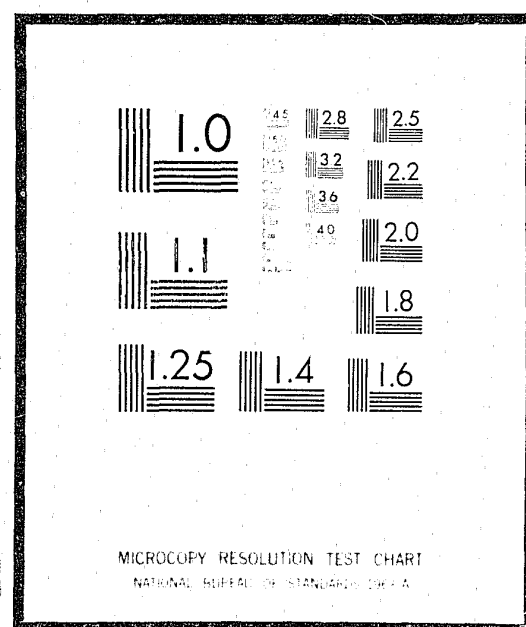


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

12/3/76

Date filmed

R-76-139

## LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Hubbard and Vienna Townships, Trumbull County, Ohio; Police Service Alternatives Analysis

REPORT NUMBER: 76-24(a)

FOR: Hubbard and Vienna Townships  
Hubbard Township Population: 10,000  
Police Strength (Sworn): 1.5 (Sheriff's Office Contract)  
Hubbard Township Area: 21 square miles

Vienna Township Population: 4,500  
Police Strength (Sworn): 3 (parttime constables)  
Vienna Township Area: 25 square miles

CONTRACTOR: Westinghouse Justice Institute

IT: Larry R. Walton

NUMBER: J-LEAA-003-76  
May 1976

34647  
Final Report

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FOREWORD

This request for Technical Assistance was made by the Board of Township Trustees of Hubbard and Vienna Townships, Trumbull County, Ohio. The requested assistance was concerned with studying the various factors and costs involved in establishing effective police agencies in the two townships; exposing the various types of service that were available, or could be developed; and providing recommendations for guiding township officials in selecting the most suitable arrangement for their purposes.

Requesting Agencies:

Hubbard and Vienna Townships, Trumbull County, Ohio, Mr. John Choppa, Hubbard Township Trustee; Mr. Paul Smith, Vienna Township Trustee

State Planning Agency:

Department of Economic and Community Development, Mr. George Bennett

Approving Agency:

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

## 1. INTRODUCTION

This study pertained to a review of the most effective method of providing police services in the Townships of Hubbard and Vienna, Ohio. These two townships are located in the southeastern portion of Trumbull County, just north of Youngstown, Ohio.

Trumbull County, which contains a population of approximately 234,000, is divided into 25 townships. Each township is approximately square and contains 25 square miles. Several types of policing are provided: The Sheriff's Office, staffed by 80 persons, provides general police services as manpower allows; additional Sheriff's Office deputies are available on a contract basis; incorporated cities have city police departments; and townships create a "police district" and develop a police department with full arrest powers, or rely on a constable form of policing under which arrest powers are somewhat limited. All of these forms of policing are evident in various Trumbull County townships (see Table 1-1). State law provides for cooperative and/or contract forms of policing as long as such arrangements do not cross county lines. Hubbard Township is rather restricted, therefore, since it is bounded on the east by the Commonwealth of Pennsylvania and on the south by Mahoning County, Ohio. The Townships of Fowler and Hartford lie north of Vienna and Brookfield. These two townships are almost totally rural and rely on the Sheriff's Office for policing. The western half of Howland Township lies within the City of Warren, which is the Trumbull County Seat. The Warren City Police Department is a separate entity.

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

Interviews were held with the following agency representatives:

- Dr. Robert Barnett, Sheriff, Trumbull County.
- Mr. John Choppa, Trustee, Hubbard Township.
- Mr. Ray Kulow, Trustee, Hubbard Township.
- Mr. Aubrey Hayes, Trustee, Vienna Township.
- Mr. Fred Johnson, Trustee, Vienna Township.

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TABLE 1-1

Police Systems in Southeast Trumbull County, Ohio

<u>Jurisdiction</u>	<u>Area Served (Square Miles)</u>	<u>Population Served</u>	<u>Form of Policing</u>	<u>Number of Personnel</u>	<u>Patrolman Annual Salary</u>	<u>Cooperative Police Functions</u>
Sheriff's Office	625	234,000	County Police	80	\$11,353	County Jail and records management, communications, staff services and contractual patrol for various townships
Hubbard Township	21	10,000	Shriff Contract	1.5		Total services provided by Sheriff's Office
Vienna Township	25	4,500	Constabulary	3 part-time	2,700 (50 hrs/mo.)	Sheriff's Office provides jail, records, communications
Brookfield Township	25	16,000	Constabulary	12 plus 3 part-time	8,000	Sheriff's Office provides Jail*
Howland Township	12 (est.)	19,000	Police District	11 plus 4 part-time	12,285	Sheriff's Office provides jail, Howland provides dispatching for Cortland Township @ \$3,000/yr.
Liberty Township	18 (est.)	18,000	Police District	23	10,769	Sheriff's Office provides jail
Hubbard City	4	11,000	Police District	15	10,620	Sheriff's Office provides jail

\* Grant applications made to provide Crime Prevention Officer, Juvenile Office, consolidated dispatching and records management for Brookfield, Hartford, Hubbard and Vienna Townships and Legal Advisor for Brookfield, Hartford, Howland, Liberty and Vienna Township.

- Mr. Paul Smith, Trustee, Vienna Township.
- Ms. Carol Ronvi, Secretary, Vienna Township Task Force on Law Enforcement.
- Chief of Police John Collins, Brookfield Township.
- Chief of Police James Cerenelli, Liberty Township.
- Chief of Police Ernest DeMatteo, City of Hubbard.
- Chief of Police D. M. Hartsock, Howland Township.

Data collected and reviewed by the Consultant included the following:

- Minutes of meetings of the Vienna Township Task Force on Law Enforcement.
- Selected workload statistics, Sheriff's Office and Constable's reports, Vienna Township -- 1973, 1974, 1975.

## 2. UNDERSTANDING OF THE PROBLEM

Because of Hubbard and Vienna Townships' proximity to Youngstown and Warren, their populations have increased in recent years and continue to increase at present. These population increases have brought problems of crime and increased demands for police services. As is true in most areas of the country, the Sheriff's Office is undermanned in terms of population demands for service. As a consequence, the Sheriff is unable to provide a satisfactory level of police service throughout the County, either in terms of what would be considered as efficient or in terms of local resident satisfaction. Alternatives developed include contract service with the Sheriff's Office for additional patrol paid by the requesting township; establishment of "Police Districts" to create a "home rule" police department, funded by the township by means of a Police Levy approved by the voters; and hire of part- or full-time constables. This last alternative appears to be the least desirable, due to somewhat limited arrest powers of constables in the State of Ohio.

Several formal and informal agreements for consolidated or cooperative law enforcement tasks are in effect: The Sheriff's Office is currently providing dispatching services to several townships for the local constables, and the Township of Howland is providing contract dispatching for Cortland and Champion Townships. There are undoubtedly other such arrangements in the remaining 20 townships in the County. In addition, Brookfield Township has made grant applications for several cooperative functions with surrounding townships, including Hubbard and Vienna.

Accurate, statistically supported analysis is difficult in relation to the Hubbard area. Data routinely compiled by the Sheriff's Office do not identify crimes, arrests, and so on by township, except in those instances where a deputy sheriff is the reporting, investigating, or arresting officer. Considerable workload data is available for Vienna Township, however, because of the efforts of the secretary of the Vienna Township Task Force on Law Enforcement, who personally examined voluminous Sheriff's Office records to extract Vienna data.

The financing of any police expenditures is dependent upon formal ballot approval for a tax levy by voters of the township.

### 3. ANALYSIS OF THE PROBLEM

#### 3.1 General

Data relating to police agencies in the vicinity of Hubbard and Vienna Townships were shown in Table 1-1. Other factors effecting a decision regarding the best police system include the fact that radio reception of Howland Police communications is poor in certain areas of Vienna Township because of the topography; the Hubbard City Police Department is not interested in a consolidated or cooperative arrangement; available statistics indicate that the Crime Index for Vienna Township in 1974 was approximately 3,263 per 100,000 residents compared to a National average of 4,821; and the most current cost of services provided by the Sheriff's Office has been quoted to Vienna Township as \$18,652 per year for one deputy, 8 hours per day, 7 days per week. Added to this cost would be that of a police-equipped vehicle at an approximate cost of \$5,300.

#### 3.2 Manpower Requirements

Police authorities are in general agreement that there is no exact yardstick available for determining the number of policemen needed by a given community. Each community's problems, projected workload, desires, and financial ability to support a police effort must be assessed. As a matter of discussion, however, the average number of police employees per 1,000 population for the United States was 2.5 in 1974 (latest figures available). This included both civilian and sworn personnel. For cities under 10,000 population the ratio was 2.1 police employees per 1,000 population. In the East North Central portion of the country, including the State of Ohio, the overall ratio was 2.4 police personnel per 1,000 population; for cities under 10,000 in the East North Central portion of the country, the ratio was 2.0 police personnel per 1,000 population. The application of this latter ratio to Hubbard and Vienna Townships would indicate a need for police departments manned by approximately 20 and 9 personnel, respectively. It is recognized that averages are by no means accurate indicators, but they do represent the average response to policing needs by communities similar in size than Hubbard and Vienna. It is also recognized that practical considerations probably preclude the possibility of effectively financing operations of this size. Of course, if suitable arrangements are available for contract dispatching and other staff services, a reduction could be made in manpower requirements. However, approximately 1.65 personnel are needed to staff a single 24-hour position on a daily basis. This takes into account days off, vacation, illness, and the like. Therefore, to have one officer on patrol around-the-clock all year, it requires five officers.



### 3.3 Service Costs

A review of the salaries shown in Table 1-1 reveals that for a Department in Trumbull County to be competitive in police hiring necessitates an annual salary of approximately \$11,000 for police officers. This, of course, does not include Workmen's Compensation, PERS retirement costs, false arrest bonds, contributions to medical insurance programs, and the like. These related expenses would raise the cost of a single officer by 25 to 30 percent. Furthermore, provision must be made for providing a police-equipped vehicle. Therefore, the contract prices offered by the Sheriff's Office are quite realistic. Consideration must also be given to the level of training for deputy sheriffs and the staff services provided and available through the Sheriff's Office, such as dispatching, records management, and vehicle maintenance.

It should also be realized that if the number of personnel exceeds four or five, some form of supervision and coordination must be provided. This implies additional salary expenses; and as the number of personnel is increased to 8 or 10, the establishment of fulltime supervisory and/or administrative positions would be required. This would be true regardless of whether the Townships chose to contract for services or to create their own departments.

If the choice was made to create a separate department, additional expenses for personnel and equipment for communications, records, and so on would have to be budgeted. The establishment of a 24-hour communications service would require five dispatchers.

As a general rule, the total cost of operating a police department can be calculated by assuming that personnel costs will account for approximately 88 to 92 percent of the total budget.

### 3.4 Hubbard Township Alternatives

The geographical location of Hubbard Township within the County tends to reduce the feasible alternatives for providing additional police services. It is the Consultant's opinion that these alternatives are basically as follows:

- Continuation of the existing level of services provided by the Sheriff's Office through both regular patrol by deputies and existing contract services for one unit 8 hours a day.
- Expansion of the existing Sheriff's Office contract services to a level more appropriate to demands for police services.

- Creation of a new contractual relationship for patrol services with either the Liberty or Brookfield Township Police Department. This would probably result in a lower cost per officer because of the lower salaries paid by these agencies.
- Participation in a consolidated police district with either Liberty or Brookfield Township. If this choice was made, inclusion of Vienna Township should also be considered.
- Establishment of an independent police department, using contract services for communications, records, and the like.
- Establishment of a totally independent police department that provides for all phases of operations.

While several variations on the above alternatives are possible, it is believed that these represent the most logical general possibilities for Hubbard Township.

### 3.5 Vienna Township Alternatives

It is the Consultant's opinion that the logical alternatives for police services for Vienna Township are as follows:

- Continuation of the existing parttime constable form of law enforcement.
- Expansion of the existing constable form of law enforcement to a level more appropriate to community demands for police services.
- Creation of a contractual relationship for patrol services with the Sheriff's Office.
- Creation of a contractual relationship for patrol services with either the Howland, Liberty, or Brookfield Township Police Department.

- Participation in a consolidated police district with any of the above townships. Hubbard Township would be an appropriate member of such a relationship.
- Establishment of an independent police department, using contract service for communications, records, and the like.
- Establishment of a totally independent police department that provides for all phases of operations.

It is the Consultant's opinion that these alternatives represent the major options for Vienna Township.

#### 4. FINDINGS AND CONCLUSIONS

##### 4.1 Hubbard Township Alternatives

In Section 3.4, several alternatives for police service in Hubbard Township were outlined. The following findings and conclusions discuss each of those alternatives.

- Continuation of the existing level of service is deemed unsatisfactory since it is obvious that an improvement in services is desired.
- Expansion of the existing contract with the Sheriff's Office is a valid and appropriate alternative. The Sheriff's Office appears to be modern and well operated in terms of available funds. Personnel receive more than adequate training, and the use of existing Sheriff's Office facilities and trained supervisory staff is an attractive bonus. This alternative should receive serious consideration, since it represents probably the least expensive and simplest managed overall improvement in police services.
- Development of a contract for patrol services with a neighboring township offers nothing not already available from the Sheriff's Office. However, the possibility of slightly lower net costs does exist. The desirability of using patrolmen from neighboring townships instead of the Sheriff's Office is a matter for decision for local residents. The police departments of both Liberty and Brookfield Townships appear to be progressive, well-trained, and quite capable of providing the desired service.
- The establishment of a totally independent police department is not practical because of the high costs to provide total services. Moreover, there would be considerable duplication of existing service in the area and, thus, unnecessary expense. This would be the most expensive alternative.

- Use of the Sheriff's Office Jail and development of contractual services for communications, and possibly records, would provide for home rule and, at the same time, take advantage of existing staff services available from the Sheriff's Office, or Liberty or Brookfield Township. This would be the second most expensive alternative.
- Participation in a consolidated police district with another township or townships probably represents the most efficient compromise between contractual services and the establishment of a totally independent police department in terms of cost and home rule. A cooperative arrangement could be made with both Brookfield and Vienna Townships to develop a police district that would serve all three townships. In the event that Vienna Township residents choose some other alternative, Brookfield and Hubbard Townships could still develop a viable police district. Costs would be less for this alternative than most other alternatives, it should be acceptable to local residents, and home rule would not be completely negated. Administration of such a district should be by means of a joint board or committee composed of representatives from each township. This alternative appears particularly appropriate since these townships are currently seeking Federal funds to create consolidated special services. It is apparent, therefore, that a spirit of cooperation exists that could be expanded to cover the total police effort.
- If a consolidated police district is not desired by residents of the community, the next best solution would be either expansion of the Sheriff's Office contract for services or development of a Township Police district in that order, relying on the Sheriff's Office for a jail and the Sheriff's Office or a neighboring Township for communications functions. Under no circumstances should the township attempt to provide jailing or dispatching services of its

own. The choice between these two alternatives would be based on sentiment and a desire for home rule as much as the lower cost factor of the Sheriff's Office contract arrangement.

#### 4.2 Vienna Township Alternatives

This section discusses the policing alternatives expressed in Section 3.5 for Vienna Township.

- Continuation of the existing parttime constable form of law enforcement is judged to be unsatisfactory based on existing community sentiment.
- Expansion of the existing constable form of law enforcement to a level more appropriate to community demands for police services is the most inexpensive suitable alternative; however, it falls short of providing a well-trained, integrated police service.
- The other alternatives are similar to those for Hubbard Township and the comments made concerning the Hubbard Township alternatives apply equally to Vienna Township. The most efficient compromise in terms of cost and retention of home rule appears to be a consolidated police district comprising the Townships of Vienna and Brookfield and, if desired, Hubbard.

#### 4.3 Hubbard Township -- Necessary Manpower

As indicated previously, staffing of an average-sized police department for a population of 10,000 in the Ohio area would require 20 personnel. If only the jail and dispatching functions were to be consolidated with another agency, the required personnel could probably be reduced to 15. There would, of course, still be a charge for dispatching services. An estimate of the Hubbard Township crime rates is somewhat less than the National Average (based on neighboring Vienna Township statistics); therefore, the number of personnel could probably be reduced to 13. These would include a Chief of Police, 2 supervisors, and 10 patrolmen. Thirteen personnel would provide for an average of slightly more than two units on patrol at all times. (Obviously, two units on patrol on all watches would not be as effective as deploying more personnel to peak demand periods and less personnel to periods of low demand.) This is probably the minimum effective force for Hubbard Township. Based on pre-

viously stated estimates, a Department of this size could probably be operated on an annual budget of approximately \$190,000 to \$200,000 after "start up" costs have been provided. Start-up costs would cover primarily vehicles and related equipment, furniture, uniforms, and the like.

Participation by the Township in a consolidated police district with neighboring townships would probably reduce the required number of personnel to approximately 10 with an annual budget cost of approximately \$160,000 to \$170,000 after initial costs have been provided. Escalation of the contractual services with the Sheriff's Office to provide the same number of personnel should cost approximately the same.

#### 4.4 Vienna Township -- Necessary Manpower

Use of the same general indicators applied to Hubbard Township would indicate that approximately eight or nine personnel would be appropriate for a Vienna Township police department. While the Crime Index is low compared to the National average, Vienna Township has 4 square miles more than Hubbard Township to be patrolled (Hubbard City in Hubbard Township is 4 square miles in area and has its own police department). Therefore, it is estimated that nine personnel would be most appropriate. Due to the size of the Department, it would be unwise to attempt to provide any local dispatching service; arrangements should be made for this function to be provided by either the Sheriff's Office or Brookfield or Liberty Townships (reception problems eliminate Howland Township). Personnel deployment should consist of a Chief of Police, one supervisor, and seven patrolmen, which would provide for one unit in service at all times and a second unit during peak workload times. This should be considered as a minimum effective force. Cost of this operation should be approximately \$115,000 to \$125,000 per year, plus initial costs for equipment and the like.

Participation by the Township in a consolidated police district with neighboring townships would, in all likelihood, reduce the number of personnel to approximately six with an annual budget cost of approximately \$80,000 to \$85,000 after initial costs. Development of a contract with the Sheriff's Office to provide the same number of personnel would cost approximately the same.

## 5. RECOMMENDATIONS

### 5.1 Hubbard Township

For Hubbard Township to provide the most effective police service at the least cost, it is the Consultant's opinion that the choice of alternatives lies between expanding the existing contract with the Sheriff's Office and joining with neighboring townships to form a joint police district. Either alternative should result in an effective level of police services, if implemented with the 10 personnel referred to in Section 4.3. As stated previously, a contract force of this size could probably be funded for \$150,000 to \$160,000 per year. Since either alternative would cost approximately the same, and provide approximately the same service, the final choice should be made by local residents. Opinions covering the measure of home rule that is desirable would have a strong influence. If the desire for home rule is intense, the community might desire to create its own department. It should be emphasized, however, that this alternative is more costly and allows less flexibility in personnel deployment because of the smaller "pool" of personnel. In any event, jail and dispatching services should not be developed independently.

### 5.2 Vienna Township

For Vienna Township to provide the most effective police service at the least cost, it is the Consultant's opinion that the choice of alternatives lies between contracting services provided by the Sheriff's Office or joining with neighboring townships to form a joint police district. If implemented with the six personnel recommended in Section 4.4, a satisfactory level of service could be attained. As is the case in Hubbard Township, the final choice would be strongly influenced by local sentiment for home rule; and, thus, the choice should be that of the community. It is the Consultant's opinion that establishment of a local, independent police department would be more expensive, without a discernible improvement in service, and relatively inflexible because of the limited number of personnel involved. In any case, jail and dispatching functions should not be developed independently.