



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: County-City Law Enforcement Improvement Study

REPORT NUMBER: 77-049-160

FOR: Clarendon County, South Carolina

NCJRS

NOV 28 1977

ACQUISITIONS

|   |        |
|---|--------|
| Population                                | 26,307 |
| Police Strength (all local jurisdictions) |        |
| (Sworn)                                   | 29     |
| (Civilian)                                | 15     |
| Total                                     | 44     |

Square Mile Area 598

CONTRACTOR: Public Administration Service  
1776 Massachusetts Avenue, N.W.  
Washington, D. C. 20036

CONSULTANT: George Greisinger

CONTRACT NUMBER: J-LEAA-002-76

DATE: October, 1977

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## I. INTRODUCTION

This report was prepared in response to a request for technical assistance from Mr. John Francis, Chairman, Clarendon County Council. In a letter dated June 1, 1977, and addressed to the Governor's Office of Criminal Justice Programs, Mr. Francis wrote, in part: "In the interest of cost reduction and providing improved law enforcement protection and service to the citizens of Clarendon County, we are interested in increasing the efficiency of our law enforcement operations. Can you through the Law Enforcement Assistance Program provide us with technical assistance to evaluate our current law enforcement system and recommend methods of improvement?"

Mr. Francis' request for assistance was approved by LEAA, and Mr. George W. Greisinger was assigned as consultant. Other personnel involved in processing the assistance request were:

Mr. Ray Wilcox  
Law Enforcement Coordinator  
Santee-Wateree Regional Council  
Sumter, South Carolina

Mr. Lee Thomas  
Executive Director  
Governor's Office of Criminal Justice Program  
Columbia, South Carolina

Mr. Charles Rinkevich  
Regional Administrator  
LEAA-Region IV  
Atlanta, Georgia

Mr. Robert O. Heck  
Police Specialist  
LEAA Central Office of Regional Operations  
Washington, D. C.

The on-site phase of the technical assistance took place during the week of August 28, 1977. By the time the consultant arrived in Clarendon County, local officials had further crystalized their needs and asked that the consultant pay particular attention to the feasibility of establishing a County Police Department. As visualized by local officials, the County Police Department would be established and managed independently of the Sheriff's Office and under the general authority of the County Administrator's Office. This report incorporates that request.

### Study Methods

Commonly accepted techniques of data collection and analysis were used to prepare this report. Included were the review of pertinent South Carolina

statutory provisions having bearing on the task at hand, local records, where available, and other documents from varying sources.

Interviews were conducted with the following persons.

Personal Interviews

Mr. Ray Brown  
County Administrator  
Clarendon County

Mr. John Francis  
County Chairman  
Clarendon County

Mr. Dennis Harmon  
City Administrator,  
Manning, South Carolina

Mrs. Jackson  
Secretary  
Sheriff's Office

Mr. T. J. Jackson  
Sheriff  
Clarendon County

Mr. Len Mathis  
Office Assistant  
Manning Police Department

Mr. H. B. Morris  
Chief Deputy  
Sheriff's Office

Ms. Dorothy Rawlinson  
City Clerk  
Manning, South Carolina

Mr. Charles Ridgeway  
Chief of Police  
Summerton, South Carolina

Mr. Ray Wilcox  
Law Enforcement Coordinator  
Santee-Wateree Regional Council

Mr. James Worthy  
Chief of Police  
Manning, South Carolina

Telephone Interviews

Mr. Andrew Hodges  
Deputy County Attorney  
Charleston County, South Carolina

Mr. John O'Leary  
Legal Advisor  
South Carolina Criminal Justice Academy

Many elements are involved in a study of intergovernmental law enforcement services. Law, finance, government administration, politics, and law enforcement practices are just a few of the complex issues that must be dealt with in a study of this nature. Needless to say, it is impossible to treat each issue in detail within the time frame allowed (seven days) for the technical assistance request. Consequently, the following report highlights those issues which, in the consultant's judgement, have the greatest potential impact upon improving the quality of law enforcement services in Clarendon County.

## II. ANALYSIS OF THE PROBLEM

This analysis covers some of the major issues affecting improved law enforcement services in Clarendon County and provides background material descriptive of the county and the municipalities covered by the technical assistance request. This material, together with a discussion of crime statistics, sets the broad framework within which law enforcement services are provided in the county.

A more specific discussion of the law enforcement resources and practices of each jurisdiction is followed by an analysis of police service costs. Finally, some specific legal and governmental issues which affect the outlook for change are dealt with.

It should be emphasized that the analysis which follows is undertaken in the context of identifying and dealing with factors which have a significant bearing on improving law enforcement services in Clarendon County in general and in assessing the likelihood of attaining these improvements through intergovernmental endeavors.

### The County and the Cities

Clarendon County is situated in the central eastern portion of the State of South Carolina in what is known as the coastal plain. The county covers 598 square miles and is bordered on the south by a large lake and recreational area, Lake Marion (see Figure 1, a map). Lake Marion consists of over 30 miles of shoreline, along which are nearly 3,800 house, most of them summer vacation homes. Interstate highway I-95 nearly bisects the county, stretching northeast to southwest.

The life style in Clarendon County is mainly rural, and in 1970, 42.5 per cent of the families living in county had incomes which fell below the poverty level. The following figures indicate the extent of poverty that exists in the county.<sup>1/</sup>

|                  | <u>Per capita<br/>Income</u> | <u>Median<br/>Family<br/>Income 1970</u> | <u>Median<br/>Housing<br/>Value 1970</u> |
|------------------|------------------------------|--|--|
| Clarendon County | \$1,755                      | \$4,458                                  | \$10,800                                 |
| South Carolina   | 2,963                        | 7,621                                    | 13,200                                   |
| United States    | 3,943                        | 9,590                                    | --                                       |

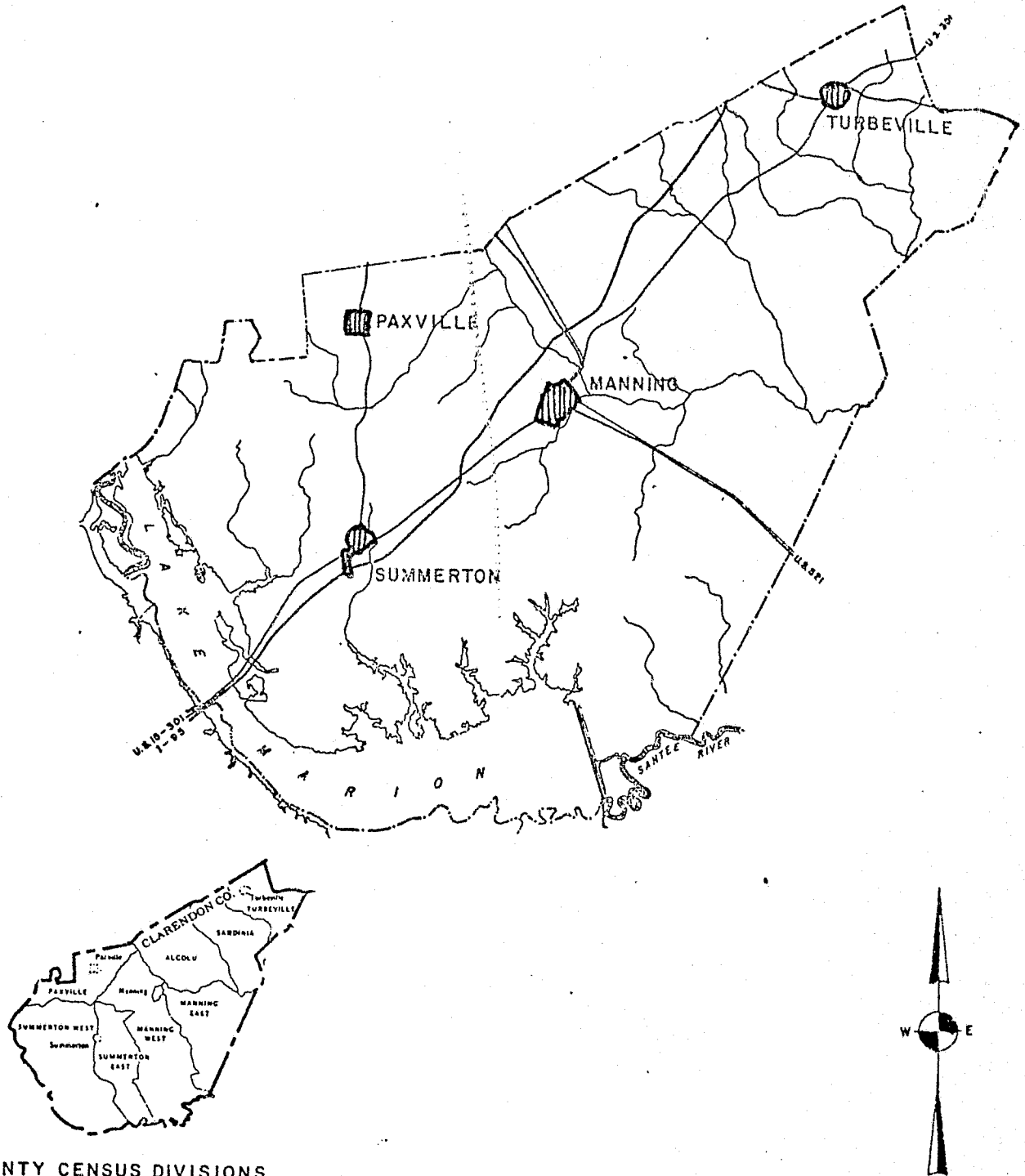
The population of Clarendon County declined during the 1960's from 29,490 in 1960 to 25,604 in 1970.<sup>2/</sup> The Santee-Wateree Regional Council estimates the county's present population to be 26,307. Accurate figures

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<sup>1/</sup> Income and housing data were gathered from a report entitled "Population and Economic Study - Santee-Wateree District," June, 1975.

<sup>2/</sup> Ibid. p. 11.

# CLARENDON COUNTY



COUNTY CENSUS DIVISIONS

FIGURE 1

SOURCE: SANTEE-WATEREE REGIONAL PLANNING COUNCIL

are not available, but local officials contend that the summertime population of the county increases considerably, due to the influx of vacationers to the Lake Marion area.

The largest city in the county is Manning, which also serves as the county seat. The 1970 U.S. census recorded Manning's population as 4,025. The city consists of approximately 2.3 square miles of land area. The city of Summerton is the second largest municipality in the county and is the only other municipality in the county to maintain a full-time police force. Summerton recorded a 1970 population of 1,305 persons and covers about 2 square miles.<sup>3/</sup>

### Criminal Activity in Clarendon County

In the State of South Carolina known criminal activity is reported through a statewide Uniform Crime Reporting system which is based upon the Federal Bureau of Investigation's national Uniform Crime Reporting system. Crime data gathered under this system are tallied by the local police agencies and reported on a monthly basis to the South Carolina Law Enforcement Division.

Ordinarily such data can provide the basis for making judgments with some degree of objectivity about levels of police service. Conclusions on police activity based upon an analysis of crime statistics should be drawn with caution, however. The use of crime statistics as an absolute measure of police efficiency is invalid for many reasons. For example, crime statistics reflect only criminal incidents which become known to the police; thus undiscovered or unreported crimes are not reflected in the crime statistics. Nevertheless, when reviewed with cautious skepticism and when related to an analysis of other factors, such statistics can provide supportive information upon which to make planning and management evaluation decisions.

### Serious Crime in Clarendon County

In studying crime trends, the several categories of crime most cited are murder and nonnegligent manslaughter; forcible rape; robbery; assault; burglary; larceny; and auto theft. These crimes, which represent the most common and most serious local crime problems, are classified as Part I crimes.

Table 1 indicates Clarendon County's experience with Part I crimes during the past three years. According to the figures shown in Table 1, all crimes, except for murder and nonnegligent manslaughter, have increased during that period. Generally, this increase in total crimes has been experienced by each jurisdiction and the county as a whole. The following figures show the percent increase for total Part I crimes for each jurisdiction and the Clarendon County total for the period 1974-1976.

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<sup>3/</sup> Interview, Charles Ridgeway, Chief of Police, Summerton, S.C., August 31, 1977.



| <u>Jurisdiction</u> | <u>Approximate % increase<br/>in total crimes 1974-<br/>1976</u> |
|---------------------|--|
| Sheriff's Office    | 155%   |
| Manning             | 124%   |
| Summerton           | 200%   |
| Total County        | 147%   |

At first glance the above figures indicate a substantial and dramatic increase in serious crime in Clarendon County. However, a closer examination of the figures in Table 1 reveal additional insights. For example, in 1974 no robberies, larcenies, or auto thefts were reported by the Sheriff's Department. Similarly, the City of Summerton reports that only three aggravated assaults took place in that jurisdiction during the three-year period, all occurring in 1976. The point is, that although it is conceivable that these kinds of crimes did not occur, it is also conceivable the figures are indicative of imperfect recording and reporting procedures. It also needs to be pointed out that while Summerton shows a 200% increase in crime from 1974 to 1976, in actual numbers this represents an increase of only seven crimes.

As an aid to drawing comparisons between communities of varying populations, the FBI's Uniform Crime Report uses a comparative device commonly referred to as the crime rate. The crime rate is a ratio of crime to a population standard of 100,000. Table 2 compares Clarendon County's crime rate for Part I crimes with the average crime rate for 1578 other rural forces in the United States.<sup>4/</sup> Except for forcible rape, larceny, and auto theft, Clarendon County reflects a higher rate of crime than that reported by other rural areas in the United States.

#### Summary

During the course of this study the consultant reviewed and analyzed a large variety of crime and related statistical data for the purpose of determining the level of demand for police services placed upon the law enforcement community in Clarendon County. A small portion of that data relating to the level of serious crime is reported above.

Taken together, the crime data indicates that criminal activity is on the increase in Clarendon County. This observation must be tempered by the knowledge that there are indications that disparities exist in

<sup>4/</sup>

Crime data in Table 2 is for the year 1975, which is the most recent year for which data were available.

Table 1  
The Number of Index Crimes For  
Clarendon County Sheriff's Office, the Cities of Manning  
and Summerton, South Carolina, and the  
Total Crimes for Clarendon County, 1974-1976

| <u>Index Crime</u>                       | <u>Clarendon County Sheriff's Office</u> |             |             |  | <u>Manning</u> |             |             |  | <u>Summerton</u> |             |             |  | <u>Clarendon County Total</u> |             |             |  |
|--|--|-------------|-------------|--|----------------|-------------|-------------|--|------------------|-------------|-------------|--|-------------------------------|-------------|-------------|--|
|  | <u>1974</u>                              | <u>1975</u> | <u>1976</u> | <u>Increase<br/>Decrease<br/>1974-76</u> | <u>1974</u>    | <u>1975</u> | <u>1976</u> | <u>Increase<br/>Decrease<br/>1974-76</u> | <u>1974</u>      | <u>1975</u> | <u>1976</u> | <u>Increase<br/>Decrease<br/>1974-76</u> | <u>1974</u>                   | <u>1975</u> | <u>1976</u> | <u>Increase<br/>Decrease<br/>1974-76</u> |
| Murder and non-negligent<br>manslaughter | 1  | 4           | 3           | 2  | 1              | 1           | 0           | (1)                                      | 1                | 0           | 0           | 1  | 3                             | 5           | 3           | 0  |
| Forcible rape                            | 1  | 1           | 5           | 4  | 4              | 1           | 1           | (3)                                      | 0                | 0           | 0           | 0  | 5                             | 2           | 6           | 1'                                       |
| Robbery                                  | 0  | 5           | 10          | 10                                       | 0              | 4           | 4           | 4  | 0                | 0           | 2           | 2  | 0                             | 9           | 16          | 16                                       |
| Aggravated assault                       | 1  | 20          | 96          | 95                                       | 8              | 20          | 56          | 48                                       | 0                | 0           | 3           | 3  | 9                             | 40          | 155         | 146                                      |
| Burglary, breaking and<br>entering       | 242                                      | 361         | 271         | 29                                       | 21             | 44          | 63          | 42                                       | 6                | 1           | 7           | 1  | 269                           | 406         | 341         | 72                                       |
| Larceny-theft                            | 0  | 85          | 244         | 244                                      | 65             | 79          | 102         | 37                                       | 0                | 3           | 9           | 9  | 65                            | 167         | 355         | 290                                      |
| Auto-theft                               | 0  | 8           | 13          | 13                                       | 5              | 2           | 7           | .2                                       | 0                | 1           | 0           | 0  | 5                             | 11          | 20          | 15                                       |
| Part I Crime Index Total                 | 245                                      | 484         | 624         | 379                                      | 104            | 151         | 233         | 129                                      | 7                | 5           | 21          | 14                                       | 356                           | 640         | 878         | 522                                      |

local crime reporting practices. Hopefully, these practices are improving as each agency gains experience and realizes the importance of good record-keeping practices.

A second observation is that while crime seems to be increasing in Clarendon County, the level of crime is not of alarming proportion. This is especially true of the City of Summerton, where in 1976 only 14 crimes were reported. As will be explained in more detail, Summerton maintains a full-time police department. Needless to say, this is an expensive policy considering the city's low incidence of crime.

Local officials contend that one of county's significant crime problems involves a high incidence of breaking and entering, especially around the Lake Marion area. This contention is supported by the crime data which indicate a high level of breaking and entering cases.

### Profile of Law Enforcement Services in Clarendon County

Several law enforcement agencies are responsible for providing regular police services to the residents of Clarendon County. These agencies include the South Carolina Highway Patrol, the State Law Enforcement Division, the Clarendon County Sheriff's Office, and the Manning and Summerton police departments. In addition to the direct police services provided by the above agencies, the South Carolina Criminal Justice Academy operates an eight-week mandatory recruit training program for South Carolina police officers.

#### The State Agencies

The South Carolina Highway Patrol has a complement of about 14 officers assigned to Clarendon County. The primary responsibility of the Highway Patrol is to provide traffic enforcement services. Practically speaking, a major part of their time is spent patrolling the interstate highway which runs through Clarendon County.

The State Law Enforcement Division (SLED) is the major police investigative branch of state government. SLED assigns one full-time resident investigator to Clarendon County who handles state-related investigations and is available to assist local police in criminal investigations.

All law enforcement officers in the State of South Carolina must successfully complete, within one year of appointment, basic law enforcement training provided by South Carolina Criminal Justice Academy.

Table 2

Crime Rates For Clarendon County,  
South Carolina, and  
Rural Locales Nationally, 1975

|  | <u>Clarendon County</u> | <u>1,578 Rural Forces</u> |
|--|-------------------------|---------------------------|
| Murder and non-negligent<br>manslaughter | 19                      | 8.4                       |
| Forcible rape                            | 8                       | 13.2                      |
| Robbery                                  | 34                      | 24.9                      |
| Aggravated assault                       | 153                     | 130.4                     |
| Burglary, Breaking and<br>Entering       | 1556                    | 872.6                     |
| Larceny-theft                            | 640                     | 1068.7                    |
| Auto-theft                               | 42                      | 110.9                     |
| Violent Crime Total                      | 214                     | 176.9                     |
| Property Crime Total                     | 2238                    | 2052.2                    |
| Crime Index Total                        | 2452                    | 2229                      |

### Sheriff's Office

The Clarendon County Sheriff's Office includes 10 full-time sworn members, five jailers, one matron, and two secretaries. In addition to the Sheriff, who has held his elected office for over 24 years, there is a Chief Deputy and eight regular deputy sheriffs. Each sworn member of the Sheriff's Office is assigned his own police vehicle, and for the most part, deputies work out of their homes. According to the Sheriff, deputies receive an annual salary but are required to work a minimum of 60 hours a week in order to keep up with the work demands.

The duties and responsibilities of the Sheriff's Office are quite varied. By law, the Sheriff is supposed to keep the peace, make arrests, provide traffic enforcement services, run the county jail, execute orders of the courts, serve warrants, and attend a variety of other civil and court matters. In addition, the Sheriff feels it is his responsibility to provide other services to the public, such as transporting mental patients,<sup>5/</sup> providing funeral and security escorts; and policing weddings, ball games, parades, and similar public gatherings. Table 3 illustrates the volume of civil and service activities performed by the Sheriff's office from January, 1975 through April, 1976.

Deputy sheriffs are responsible for handling the full range of civil, law enforcement, traffic, and service related duties. Because of the volume and time-consuming nature of the deputies civil and public service duties, they have limited time available to fulfill their law enforcement and traffic responsibilities. The Sheriff, for example, estimates that his deputies spend approximately 50 per cent of their time handling civil matters, and 25 per cent transporting mental patients and performing other public service activities. This leaves a mere 25 per cent of their time to patrol over 590 square miles of unincorporated area and respond to calls for police service from over 20,000 County residents. Needless to say, deputies have little or no time left to participate in other important job related activities such as attending in-service or specialized training.

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<sup>5/</sup>

There is some confusion as to whether the Sheriff is required by law, to transport mental patients from Clarendon County to the State Hospital in Columbia. Some counties in South Carolina prefer to have mentally ill patients transported by trained medical technicians. However, a review of the State laws failed to identify "legal responsibility" for this activity.

One indication that the Sheriff is unable to provide an adequate level of police and traffic service protection to the county's residents is the statistic that for the years 1975 and 1976 the Sheriff's Office issued only 19 traffic tickets for violations of the state's traffic code.<sup>6/</sup>

As mentioned, the Sheriff is also responsible for running the county jail facility. The jail is staffed by five jailers and one matron. In addition to being an incarceration facility, the jail also houses the radio communications equipment for the Sheriff's Office.<sup>7/</sup> When the sheriff's administrative office is closed, radio communications are handled by the jailers.

The present jail facility is old and, by modern correctional standards, inadequate. Radio communications operations could also be extensively improved. Clarendon County realizes these deficiencies exist, and in cooperation with the Santee-Wateree Regional Council and the South Carolina Office of Criminal Justice Programs, the county is presently constructing a new law enforcement facility.

The new law enforcement building will house the Sheriff's Office, provide for modern jail facilities, and also contain a centralized dispatch service for countywide police and related public safety services.

Although the proposed plans call for a countywide dispatch operation, intergovernmental agreements regarding the operation, staffing, and financing of the center have yet to be worked out.

Current plans call for the jail facility to be operated by a "Director of Corrections," a professional person responsible to the County Administrator and County Chairman. Again however, these plans have not been legally sanctioned through contract, statutory revision, or any other written agreements.

#### Manning Police Department

The Manning Police Department consists of 13 sworn officers including a chief, 3 sergeants, and 9 patrol officers. One of the patrol officers is assigned to work on criminal investigations as the need arises and the officer's time permits. The department also relies on the state SLED agent for the investigation of major crimes. Besides its sworn personnel,

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<sup>6/</sup>

Data provided by the Clarendon County Sheriff's Office.

<sup>7/</sup>

Two police radio channels are shared by the Sheriff's Office and the Manning and Summerton police departments. Each agency has its own radio equipment for dispatching purposes.

Table 3

Estimates of Civil and Public Service Activities  
of the Clarendon County Sheriff's  
Office, January, 1975 - April, 1977\*/

| <u>Activity</u>                                    | <u>1975</u> | <u>1976</u> | <u>Thru<br/>April,<br/>1977</u> |
|--|-------------|-------------|---------------------------------|
| Civil Papers Served for<br>Magistrates & Attorneys | 1240        | 1268        | 546                             |
| County Warrants Handled                            | 1050        | 1167        | 391                             |
| Warrants Handled for Other<br>Counties             | 85          | 90          | 41                              |
| Mental Patients Transported                        | 57          | 61          | 22                              |
| Ball Games Policed                                 | 80          | 90          | 10                              |
| Weddings Worked                                    | 12          | 160         | 4                               |
| Funeral Escorts                                    | 150         | 160         | 60                              |
| Parades Policed                                    | 3           | 3           | 3                               |

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\*/ Estimates provided by Clarendon County Sheriff's Office.

the department also employs a records clerk, a dispatcher, and an animal control officer.

The Chief of Police in Manning has held his position since July, 1976. Since that time the chief has worked diligently to improve the internal operations of the police department. Among other improvements, the chief has been able to standardize the internal operating procedures of the department through the formulation of a written "Manual of Rules." He has also made adjustments to the department's rank structure and has supported changes that improve manpower utilization and deployment practices. Presently, he is working to improve the department's personnel system in relation to pay, selection, and promotional practices. The Chief's continued efforts to bring the department's operations up to modern-day law enforcement standards are commendable.

Nevertheless, the Manning Police Department, as is the case with most police departments, needs to continue to improve its operations and services in several areas. For example, the department's continued success in meeting modern law enforcement standards will depend upon its ability to improve its radio communications and dispatch operations, in-service training programs, and community relations.

The department's existing dispatch and radio communication arrangements contain serious weaknesses. During the day (9:00 a.m.-4:00 p.m.) telephone answering and dispatching of police officers are handled by the records clerk. During the afternoon and evening hours (4:00-12:00), this task is handled by the department's dispatcher. At night, however, this important responsibility falls to the city's on-duty firemen. Because the firemen work 24-hour shifts, they are usually asleep during much of the time they are required to answer the phone and dispatch police officers. Needless to say, this is an unsatisfactory arrangement for all parties concerned as well as a potentially dangerous situation for the on-duty police officer.

The amount of in-service training received by Manning police officers is minimal. Ordinarily, the city does not set aside funds for this purpose, and officers attend in-service training only when it can be provided at no cost to the city. The importance of in-service training to maintaining police officer effectiveness is widely recognized in law enforcement circles and need not be given discussion in detail here. Suffice it to say, that if the department expects its officers to maintain the skills and job knowledge needed to perform their duties in a professional manner, it must greatly improve its in-service training program.

Another problem area the department must deal with is community relations. Interviews conducted by the consultant, supported by local news articles, indicate the department maintains a high public profile, largely based on its enforcement of traffic laws and citizen contacts.



In short, the department has been widely criticized for some of its strict enforcement practices. The purpose of pointing to this problem is not to make judgments or draw conclusions regarding the most appropriate level of police service to be provided by the Manning police. This dilemma is one that plagues many police departments and concerns the attitudes of citizens and what they want from their policy agencies. It is important, in the context of this study, because of the obvious dichotomy in law enforcement philosophy that exist between the Manning Police Department and the Sheriff's Office. Whereas, the Sheriff's Office maintains a low public profile through a reactive enforcement posture, the Manning police hold a higher profile through a more proactive enforcement posture. Naturally, these differing philosophies become important when assessing the potential success of inter-agency cooperation/consolidation to improve law enforcement services. More will be said about this dilemma later.

#### Summerton Police Department

The Summerton Police Department maintains an authorized complement of six sworn personnel including a chief of police and four civilian dispatcher-clerks. In addition to heading the police department, the Chief also serves as Summerton's wastewater treatment plant operator and performs other odd jobs for the city. The department's staffing level provides the residents of Summerton with 24-hour police protection.

The demands for police service placed upon the department are not great. As shown in Table 1, presented earlier, the department responded to only 21 serious crimes during 1976. According to the South Carolina Uniform Crime Reports the Summerton Police Department reported that in 1976 it also responded to 46 incidents of a less serious nature. Thus, during 1976 the Summerton police were called upon to respond to a total of 67 incidents of consequence.

Of course, this amount of police activity does not require a high level of police service, and indeed, the department's operations are rudimentary. The department maintains few records and has only the minimal amount of equipment ordinarily considered essential to the performance of the police function. In-service and advanced training for sworn personnel are practically nonexistent. Because of the department's limited capability, investigation of a major crime, should one occur, would have to be handled largely through outside assistance. The cost of maintaining police service in Summerton is high, as the following section indicates.

#### Cost of Polic Services In Clarendon County

Table 4 depicts the amount of money and local government expenditure patterns for police service in Clarendon County from 1975 through 1977. Since 1975, the average cost of supporting police operations has increased

Table 4  
 Local Government Operating Expenditures  
 For Law Enforcement in Clarendon County, a/  
 1975-1977

| <u>Agency</u>                                  | <u>1975</u>      | <u>1976</u>       | <u>1977<br/>Budgeted</u> | <u>Amount of Increase<br/>1975-1977</u> | <u>% of<br/>Increase</u> |
|--|------------------|-------------------|--------------------------|---|--------------------------|
| Clarendon County <u>b/</u><br>Sheriff's Office | \$ 87,888        | \$ 114,403        | \$ 148,193               | \$ 60,305                               | 68.61                    |
| Manning Police Department                      | 106,873          | 142,395           | 150,416                  | 43,443                                  | 40.65                    |
| Summerton Police Department                    | 40,633           | 57,040            | 66,781                   | 26,148                                  | 64.35                    |
| <b>Total</b>                                   | <b>\$235,394</b> | <b>\$ 313,838</b> | <b>\$ 365,290</b>        | <b>\$ 129,896</b>                       | <b>55.18</b>             |

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a/ This information provided by the local government units.

b/ Figures do not include direct costs for the operations of the jail. The direct costs for jail operation were as follows: 1975-\$21,600; 1976-\$34,380; 1977 budgeted-\$42,453.

by 55 per cent. For both the city of Summerton and Clarendon County these costs have increased over 65 per cent during the three-year period.

It is estimated that in 1977 Clarendon County will spend about \$190,646 for the operation of the Sheriff's Office, including jail expenses. This amount represents about 12 percent of the county's total budget for operating expenses, excluding costs for school districts and capital improvements. In Manning, costs for law enforcement services consume about 27 percent of the city's budget for operating expenses. The city of Summerton spends nearly 30 percent of its budget for police services.

One indication of the financial strain these expenditures are having on local budgets is the need for each jurisdiction to rely on revenue-sharing funds (rather than local taxes) to support police operations. For example, the Sheriff's Office is funded entirely through revenue-sharing monies. Accurate data for the cities of Manning and Summerton were not obtained, but each jurisdiction reported using substantial amounts (more than 50%) of revenue-sharing funds to finance local police operations.

#### Other Factors Affecting Law Enforcement Services in Clarendon County

Other factors which have a bearing on improving law enforcement services in Clarendon County include legal issues, political/governmental issues, and the history of intergovernmental agreements. Each of these issues is discussed below.

#### Legal Issues

Several constitutional and statutory provisions dealing with inter-governmental relations and the exercise of government powers have a bearing on this study.

The South Carolina Constitution provides the basis for the joint administration of government functions. Article VIII, Section 13 of the constitution reads in part:

Any county, incorporated municipality, or other political subdivision may agree with any other political subdivision for the joint administration of any function and exercise of powers and the sharing of the costs thereof.

Nothing in this constitution shall be construed to prohibit the State or any of its counties, incorporated municipalities, or other political subdivisions from agreeing to share the lawful

cost, responsibility, and administration of functions with any one or more governments, whether within or without this State.

Section 4-9-40 of South Carolina laws gives counties the authority to contract for services within municipalities. This provision reads:<sup>8/</sup>

Any county may perform any of its functions, furnish any of its services within the corporate limits of any municipality, situated within the county, by contract with any individual, corporation or municipal governing body, subject always to the general law and the Constitution of this State regarding such matters. Provided, however, that where such service is being provided by the municipality or has been budgeted or funds have been applied for that such service may not be rendered without the permission of the municipal governing body.

Section 4-9-30 of South Carolina law gives the counties power to provide a variety of government services, including police protection. It, in part, states counties shall have powers to:

(5) to assess property and levy ad valorem property taxes and uniform service charges, including the power to tax different areas at different rates related to the nature and level of governmental services provided and make appropriations for functions and operations of the county, including but not limited to, appropriations for general public works, including roads, drainage, and other public works; water treatment and distribution; sewage collection and treatment; court and criminal justice administration; correctional institutions; public health; social services; transportation; planning; economic development recreation; public safety, including police and fire protection, disaster preparedness, regulatory code enforcement; hospital and medical care; sanitation, including solid waste collection and disposal; elections; libraries; and to provide for the regulation and enforcement of the above;

The above referenced statutory provision is important because it seems to give a county the authority to provide police services other than those provided by the Sheriff's Office. It also seems to provide

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The legal provisions cited in this report were taken from West's South Carolina Digest.

a county with the ability to establish special taxing districts to pay for such services. If, for example, Clarendon County officials wanted to establish a county police force separate from the Sheriff's operation, the statutory provision above would appear to provide the legal basis to do so. However, there are important qualifications and provisions.

First, 4-9-30 is a relatively new law, recently passed to provide counties with home rule powers. Consequently, it is subject to interpretation and, in the knowledge of the consultant, has not been firmly set, either by the opinions of the State Attorney General or by legal action.

Second, the law itself contains certain provisions. For example, paragraph (5) of Section 4-9-30 stipulates that prior to the creation of any special tax district, "the special tax district, the nature of services to be rendered and the level of taxes to be levied..." must first be approved by a majority of electors in that area. Furthermore, paragraph (5) (c) of section 4-9-30 limits the county's ability to alter the powers and duties of the Sheriff's Office. It states, in part:

provided, further, that if any appropriation relative to police protection would result in reorganization or restructuring of a sheriff's department or, if any appropriation relative to police protection would limit the duties of the sheriff or provide police protection duplicating the duties and functions presently being performed by a sheriff, it shall not take effect until the qualified electors of the county shall first approve the appropriation by referendum called by the governing body of the county.

In short, the above provision indicates that any attempt by the county to create a county-wide police department would first need the approval of the voters.

Also, as discussed earlier in this report, Clarendon County's present plans call for the construction of a new jail facility to be run by a Director of Corrections who would report directly to the County Administrator and County Chairman. The above referenced proviso would seem to cast doubt on the legal soundness of this course of action.

The consultant, of course, is not in a position to provide legal advice. However, sound judgement dictates that county officials seek legal advice before pursuing their intended course of action in this matter.

Summarizing, it can be stated that South Carolina law provides for various forms of law enforcement reorganization and provides different governmental alternatives to improving police services. Legally speaking, some of these alternatives can be realized through less complex means,

such as intergovernmental contact; other alternatives, such as creation of a new police force, would be more difficult to achieve.

### Political/Governmental Issues

There are important political and governmental issues which have a bearing on the ability of Clarendon County to improve its law enforcement capability.

As discussed earlier, the Sheriff's Office is often portrayed as maintaining a low profile and reactive posture in providing police services. Conversely, the Manning police are often portrayed as "over-policing." These different public images could stem from the fact that Manning, because of its greater resources, can field a more "visible" police service; or they could emanate from differing law enforcement philosophies. More likely, the different law enforcement postures assumed by these agencies are the result of both factors. Whatever the cause, this situation has fostered poor relations among all the police agencies in Clarendon County. Each agency lacks confidence in the others, and destructive attitudes abound. Needless to say, this kind of situation hinders the creation of cooperative working relationships.

Another issue is that the political and governmental environment in Clarendon County is unstable. The county has recently reorganized from a commission form of government to a council-administrator form of government. This kind of government restructuring requires drastic changes in the way the county conducts its daily business. It will be some time before elected and appointed officials can master their new roles and relationships in order to conduct a sound and smooth-running government operation.

Not only is the script new, but, in important instances, so are the actors. Manning's City Administrator and Chief of Police and the Clarendon County Administrator are newcomers to their current positions. Besides coping with the "outsider" syndrome they must necessarily expend a great deal of time and energy altering government operations to better meet their individual policies and priorities. Another consideration is that the Sheriff, after 24 years in office, has announced his intention to retire at the end of his current term, two years hence.

These considerations are dealt with in this report only because they illustrate an uncertain and unstable political and governmental environment. Practically speaking, this kind of situation is not one in which intergovernmental cooperation flourishes.

### Intergovernmental Cooperation in Clarendon County

One way to assess the likelihood of improving law enforcement through the creation of cooperative intergovernmental services is to

determine what types of service programs are currently operated jointly. If, for example, local jurisdictions have entered into cooperative service programs to improve public services in the past, then the likelihood of establishing similar arrangements in the future is greatly enhanced. Conversely, if local entities have a history of avoiding such intergovernmental arrangements, there is less likelihood of future success.

In Clarendon County, the historical record of improving public services through formalized intergovernmental agreements is not encouraging. Currently, the city of Manning provides water and sewer services to some county residents on a user charge basis. However, the county resident is required to pay a service charge rate that is twice that paid by the city dweller. Also, the city of Manning will respond, when requested, to fire calls originating in the unincorporated areas of the county. For this service, the city levies a flat fee of \$100 per call to the person initiating the call. Any uncollectable fees are paid for by the county.

More recently, the county and some of its municipalities have attempted to establish a joint service agreement for improved fire protection. In July, 1976, the county held an advisory referendum to provide special taxing powers to create a county-wide fire protection service. The referendum was approved by the voters, but subsequent negotiations between the county and the municipalities broke down. Nevertheless, the county is proceeding with its fire protection plans and has ordered five new fire trucks. Yet, the financial and service agreements have not been worked out among the participating jurisdictions and, as this report was being written, local officials were not even sure where the new equipment would be housed.

As discussed earlier, there are also plans to establish countywide public safety communications and radio dispatch services. Again, the county is proceeding with its plans to establish a centralized dispatch service, but as yet, it has not been able to formulate the necessary intergovernmental legal agreements.

### III. FINDINGS AND CONCLUSIONS

Presented below are the key findings of this technical assistance report. For purposes of clarity, the chapter is organized into "issue areas" in order to deal with the numerous problems analyzed separately in the previous sections of the report. The concluding comments provided at the end of the chapter summarize the critical issues facing local officials.

#### Background Factors

The following are key findings of demographic and socioeconomic characteristics for Clarendon County which are related to police service.

- Clarendon County consists of about 598 square miles of land area. In relation to existing police resources, this represents a large area, most of which is unincorporated territory.
- The county has been experiencing a population decrease for over a decade. While local and regional planning officials expect this trend to reverse itself, it is not believed the increase will be of such a magnitude as to strain present policing capabilities.
- The county contains a sizable recreational area, Lake Marion, populated with a large number (about 3,800) of second homes.
- When tourist data are included, the area's population increases considerably over the permanent population.
- The influx of tourists into the county during the summer months along with the sizable number of vacant second homes which provide prime targets for property crimes increases the demand for police services.

#### Criminal Activity and Service Demands

The following key findings relative to the demands for police service placed on local police agencies are based on observation and analysis of criminal and related police service data provided by the local jurisdictions themselves. The findings should be interpreted in light of the qualifying statements and cautionary notes regarding the use of criminal data presented earlier in this report.



- From 1974 through 1976 the number of serious crimes that occurred in Clarendon County increased by approximately 147 per cent. All agencies participating in this survey report substantial increases in reported crime.
- The serious crime rate (crimes per 100,000 population) for Clarendon County is slightly higher than the average serious crime rate for other rural areas in the U.S.
- The crime statistics support the Sheriff's contention that his department faces a problem in controlling breaking and entering incidents in the Lake Marion area.
- The Sheriff's Office must devote a substantial amount of its resources and time to attend to civil and court-related matters. This is a legal responsibility of the Sheriff.
- Although the Sheriff's Office has difficulties in meeting its legal responsibility (i.e., traffic enforcement, crime deterrence, civil work), it continues to spend a significant amount of time on non-law enforcement activities (providing escorts, policing ball games, weddings, etc.).
- In contrast to the Sheriff's Office, the Summerton Police Department experiences a very low demand for police service.

#### Law Enforcement Profile in Clarendon County

The following key findings relate to particular law enforcement services and practices in Clarendon County. Analyzed collectively, these findings show that the police agencies in Clarendon County generally have failed to meet modern-day law enforcement standards.

- Clarendon County has a total complement of 29 local law enforcement officers, including the sheriff and two chiefs of police. About 65 per cent (19 officers) of this manpower complement is engaged in providing police protection to the cities of Manning and Summerton. Roughly 20 per cent of the county's total population reside in these municipalities.
- Each of the police agencies find it difficult to participate in in-service training.
- With the exception of Manning, the departments do not have written policies and procedures to support internal operating procedures.
- Criminal investigation services available to the Sheriff's Office and municipal police departments are minimal.

- Present radio communications arrangements are inadequate and, in some instances, pose a potential hazard to on-duty police officers.
- The county jail is old and does not meet modern-day correctional standards.
- Some local officials recognize the law enforcement inadequacies present in Clarendon County and have taken steps to improve the situation. Evidence of this is provided by current plans to construct a new jail facility and provide for centralized dispatch services. Additional evidence is provided by the fact that this study was conducted at the behest of local officials.

#### Costs of Providing Law Enforcement Services in Clarendon County

The following are key findings relating to the cost of providing law enforcement services in Clarendon County.

- Since 1975, the average costs of supporting existing police operations in Clarendon County have increased by 55 per cent.
- Costs for local law enforcement operations range from about 12 to 30 per cent of local budgets.
- To finance these operations, each jurisdiction must heavily rely on revenue-sharing monies.

#### Other Considerations Affecting Improved Law Enforcement Services

The following are key findings relating to legal and governmental issues which have a bearing on improving law enforcement services in Clarendon County, particularly in relation to intergovernmental cooperation.

- South Carolina law sufficiently provides for various forms of law enforcement reorganization.
- Although the law clearly allows counties and municipalities to "contract" for various services, it is less clear on other arrangements, such as reorganizing the Sheriff's Office and establishing a county police department.
- The laws pertaining to the powers of county governing bodies are new and have not been clarified through the interpretation of the State's Attorney General or case law.

- The county's current plans to reorganize the operational arrangements for the jail are legally questionable.
- The operating and working relationships which are present among local law enforcement agencies are not as good as they could be. In part, this situation is caused by divergent law enforcement philosophies and practices.
- Recent and anticipated personnel changes in key government positions, coupled with a recent reorganization in county government have created uncertainty in government relationships and operating practices.
- Local governments in Clarendon County have not shown a historical tendency towards using intergovernmental agreements to provide government services. Recent attempts at such efforts (i.e., countywide fire service and centralize dispatch) have not been successful to date.

#### Conclusions

There is an immediate need to provide better law enforcement services in Clarendon County. There are serious weaknesses in the operating practices of the three police agencies, although the Manning Police Department comes closest to meeting modern law enforcement standards. However, it too needs improvements. The weaknesses are most glaring when examining the disparities in the level of law enforcement services provided each community. The Sheriff's Office has 10 sworn officers to cover some 590 square miles of land area and protect over 20,000 residents living in the unincorporated parts of the county. Conversely, the Manning and Summerton police patrol about five square miles of land containing about 5,300 residents.

The costs required to support existing law enforcement services continue to rise. Each jurisdiction must operate within budgetary and taxing limitations and each relies heavily on revenue-sharing funds to support law enforcement operations. Limited budgets and resources of local jurisdictions simply preclude the maintenance of adequate law enforcement services. The residents of Summerton in particular are paying a high price for police protection, especially when the city's relatively low level of demand for such service is considered.

The quality of present law enforcement service in Clarendon County, coupled with the financial constraints faced by each jurisdiction presents a strong case for improving law enforcement through intergovernmental cooperation. Certainly the legal structure, as discussed in previous sections of this report, provides for such interlocal cooperation.

However, historically speaking, local governments in Clarendon County have largely ignored formalized intergovernmental cooperation as a means of providing better governmental services. Other factors, such as the apparent divergence in law enforcement philosophies and the instability in local government relations seem to preclude intergovernmental cooperative arrangements.

Given these conditions and considerations the important question becomes, "What can local governments in Clarendon County do to improve the law enforcement services?" This question is addressed below.

#### IV. RECOMMENDATIONS

Clarendon County is faced with an exacerbating situation. This report has documented the critical and immediate need to improve the quality of law enforcement services within the county. The costs of law enforcement operations continue to rise, and in all probability, local jurisdictions will find it increasingly difficult to finance adequate law enforcement services.

Ideally speaking, it would seem logical for local jurisdictions to pool their law enforcement resources into a single police force either through intergovernmental contract agreements or through the creation of a countywide police department. Unfortunately, because of a variety of indicators it appears highly unlikely that local jurisdictions would be able to undertake such a dramatic change.

The recommendations presented here, therefore, are intended to assist local officials in formulating a strategy to deal with this situation and to insure the continued improvement of present law enforcement operations.

- Improve operations of the Sheriff's Office

The Sheriff's Office needs to immediately undertake several changes in order to upgrade its service capability. It is recommended that the Sheriff's Office place more emphasis on its traffic enforcement and crime deterrence responsibility. This can be accomplished, in part, by eliminating its current practice of policing weddings, ball games, and similar non-essential activities. The time spent in transporting mental patients could be reduced if deputies transported only patients considered dangerous or requiring physical restraint. Also, more time would be available for law enforcement priorities if the office would streamline its procedures for handling civil and court-related matters.

Also, it is recommended that the Sheriff's Office beef up its investigative capabilities. This can be accomplished by training one of the current deputies who possesses the necessary qualifications and exhibits an interest in the investigations field. If there is not such a person on the staff, then the Sheriff should hire one. One of the first responsibilities of the new investigator would be to investigate the rash of breaking and entering incidents at the Lake Marion area.

The recommendations set forth above are not intended to single out the Sheriff's Office. However, the Sheriff is the primary law enforcement official in the county. If law enforcement services are to improve, the Sheriff's Office should set the example.

- Reconsider the county's present plans for operation of the new jail facility.

It is recommended the county continue with the construction of the new jail but that it reconsider its current plans to place the responsibility for operation of the jail under a new office of Director of Corrections.

There are two primary reasons for these recommendations. First, there is a question of whether this type of reorganization is legally permissible under the laws of South Carolina. Second, a later recommendation calls for a more detailed analysis of existing law enforcement services and the formulation of a countywide improvement plan. Improvements to the county's correctional services should be considered in the context of this plan and not on an ad hoc basis.

- Improve Radio Communications Services

The establishment of a centralized radio communications and dispatch service would be of substantial benefit to every jurisdiction within the county. Furthermore, if this endeavor proved successful it could pave the way for additional law enforcement improvements through intergovernmental cooperation. Specific questions which must be addressed are: Who will govern and operate the center? How will the center be financed? And, how will the center be staffed? The resolution of these issues is critical to the success of the center, and they must be addressed now.

- Establish A Law Enforcement Advisory Council

It is recommended that the county, in consultation with municipal officials, establish a specialized Law Enforcement Advisory Council. Generally speaking, the purpose of the council would be to study every available and practical means of improving law enforcement services in Clarendon County. Then it should select the most practical alternatives and prepare a plan for implementation.

In addition to its general mission, the council's agenda should address several specific problem areas. One of the council's priorities should be the careful examination of a countywide police force as an alternative to the present combination of municipal forces and Sheriff's Office, in order to provide the citizens of Clarendon County with enough information for them to carry out a referendum on the topic. The council should also immediately begin to formulate the intergovernmental agreements necessary to establish a centralized radio communications dispatch service. Further, the council should develop a plan to provide in-service training to police officers throughout the county.

While no recommendations are made as to the precise make-up of the council, it seems logical for it to have two primary capabilities. First, the council should reflect the public constituencies which will be affected by the changes it recommends. Second, the council should have or have available to it technical expertise in law enforcement and inter-governmental relations. If local expertise is not available, it could possibly be provided through the auspices of the Santee-Wateree Regional Council.

The immediate benefit of establishing an advisory council is to provide systematic direction to the task of upgrading law enforcement standards in Clarendon County. Of more lasting benefit will be the part the council plays in dispelling the undercurrents of doubt and tension that presently characterize intergovernmental relations in Clarendon County and lead the way to accomplishing the business at hand -- improvement of local law enforcement services.





**END**