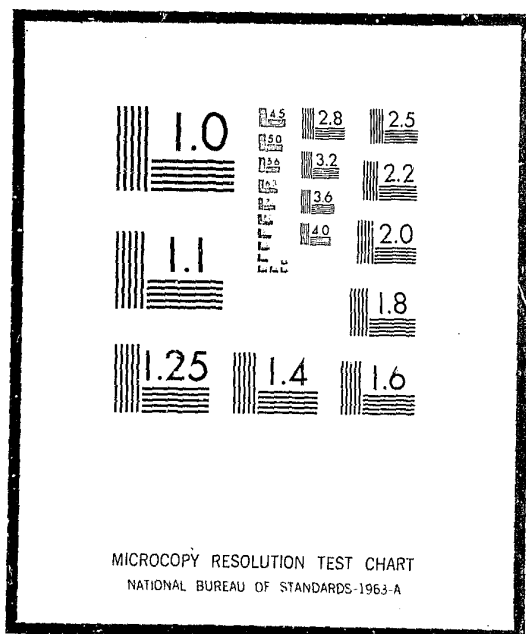


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

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

Date filmed

7/13/76

Law Enforcement Consolidation for Greater Efficiency

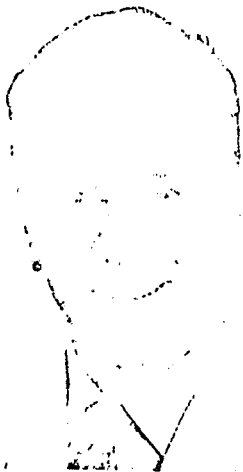
06091 dup

By
DALE G. CARSON
Sheriff,
Jacksonville, Fla.
and
DONALD K. BROWN
Undersheriff,
Jacksonville, Fla.

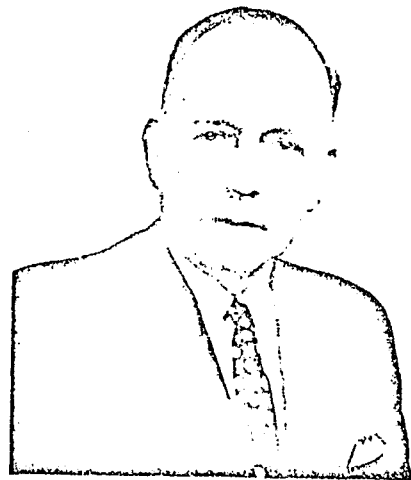
On October 1, 1968, the city and county governments of Jacksonville and Duval County combined to form the new consolidated city of Jacksonville. Our "Bold New City of the South" covers an area of 832 square miles with a population of 513,000. This vast area makes it the largest city in the Western Hemisphere. Our new police department is responsible for policing more people than live in the States of Alaska, Delaware, Nevada, Vermont, or Wyoming.

Prior to consolidation, the city of Jacksonville had a population of 190,000 and an area of 31 square miles. Its government was of the commission-council type, with the police and fire departments under the supervision of the mayor-commissioner. (This form of city government, formerly used by most American cities, lost its popularity in the 1930's. As far as we know, Jacksonville was the only large city still using it in 1968.) The police department

FBI LAW ENFORCEMENT BULLETIN, V 39, N10 (OCTOBER 1970)



Mr. Carson.



Mr. Brown.

was staffed by 391 sworn officers and 83 civilians.

Pre-Consolidation

Duval County covered an area of 795 square miles exclusive of the cities of Jacksonville, Jacksonville Beach, Atlantic Beach, Neptune Beach, and the town of Baldwin, with an estimated suburban population of 300,000 (1970 census 513,000 minus estimated 190,000 in Jacksonville and 23,000 in Baldwin and the beach cities). The county was governed by five county commissioners and the usual constitutional officers. Police protection was a function of the sheriff's office which included 225

sworn personnel and 36 civilians in supporting roles. The per capita cost of this protection was low mainly because of a critical personnel shortage. Although the usual low rural crime rate was rising, there seemed little hope of obtaining additional men because of the lack of an adequate tax base.

Needs Cited

In 1966, the Local Government Study Commission of Duval County released the following information on the proposed consolidation in its publication, "Blueprint for Improvement," page 100 et seq.:

"Historically the original design for police protection in Florida was a sheriff who would act as an enforcement arm of the State at the county level. Generally, he presided over a large rural territory where he served process papers of the courts and acted as court bailiff. He also provided a jail. He provided only minimal patrol or beat protection. This limited protection was not sufficient for densely populated areas; thus, municipalities provided additional police protection for which their residents were separately taxed. Because of the need for greater regulation as population becomes congested, municipalities pass law enforcement ordinances more stringent than those necessary for sparsely populated areas With the advent of rapid population growth, pressures have arisen which have outdated this 19th century design. Particularly, the automobile has transformed the traditional role of the sheriff into the counterpart of a big city police chief.

"Although the sheriff often finds himself faced with many of the same problems and responsibilities as a city police chief, he lacks three important tools with which to do the job.

"First, the county level of government has no ordinance-making power;

all laws must emanate from a State legislature . . . not normally concerned with the day-to-day problems of law enforcement in urban areas.

"Second, the sheriff's enforcement tools are cumbersome. Cities have municipal courts which often meet daily and dispense justice rapidly. The Florida county has no counterpart . . . ; the State courts were not designed to handle a large volume of misdemeanor violations.

"The third, and perhaps most serious, shortcoming facing the sheriff is . . . inadequate . . . financial support. The sheriff's department is primarily supported from countywide ad valorem taxes. Increased pressure on county expenditures, particularly for education, has made it very difficult for sheriff's departments to receive adequate appropriation. Once the sheriff goes beyond traditional duties, he is in effect providing 'municipal' type police protection. The cost creates a tax imbalance to the disadvantage of city dwellers, who then naturally oppose increased expenditures for the sheriff's department. Concurrently, municipal police departments have been severely restricted in carrying out their functions. Crime is not bounded by city limit lines. The amount of law enforcement needed is often determined by influences . . . beyond a city's control Not only does the economic life of the metropolitan area center in Jacksonville, but also does crime; . . . with less than 40 percent of the county's population, approximately 60 percent of the county's crime occurs within the city limits. In addition, there is the tremendous burden of traffic control within the city. Suburban dwellers contribute their share of crime and traffic control problems to the 'core' city, but . . . make no direct financial contribution towards abating them. Even if the problem of financial support were solved, city police departments are still handicapped in

their functions by artificial barriers resulting from arbitrary city boundaries"

"A unified countywide department will insure the following goals:

Uniform law enforcement.

Increased crime prevention and traffic control.

. . . an adequate financial support base. . . .

Better utilization of manpower and facilities.

Cohesive planning to meet current and future law enforcement needs."

Former City and County Governments Abolished

The new consolidated charter abolished the former city and county governments and set up a strong mayor-type government with an elected 19-man council, a sheriff, clerk of court, tax assessor, tax collector, and supervisor of registrations. All the agencies of the former governments were combined into these offices plus several appointive boards and authorities.

The new charter placed all law enforcement responsibilities under the office of the sheriff and continued the elective status of the office.

For the first time, all law enforcement and correctional personnel and functions were to be combined into one organization. As organizational plans were developed, it became apparent that the close working relationships developed in the past would be enhanced by the creation of many opportunities for personal advancement. With 15 new top appointive positions and a reorganization of responsibilities, we have been able to advance our men to these positions and to fill numerous positions of sergeant. The charter provided that no employee would lose any right or benefit he had enjoyed prior to consolidation, which meant that all employees went to the

highest level in each benefit category. The former city officers were given a raise of \$1,300 to bring them to the level of the former county men, and the county men were granted paid holidays, hospitalization, insurance, and several other fringe benefits which they did not have before.

Combining the two departments has eliminated many duplicate functions. The two communications centers were joined into one more effective unit. The consolidation of records and identification units has proven to be of great benefit to the organization; a check of one central index now gives all the information we have on a particular case or individual.

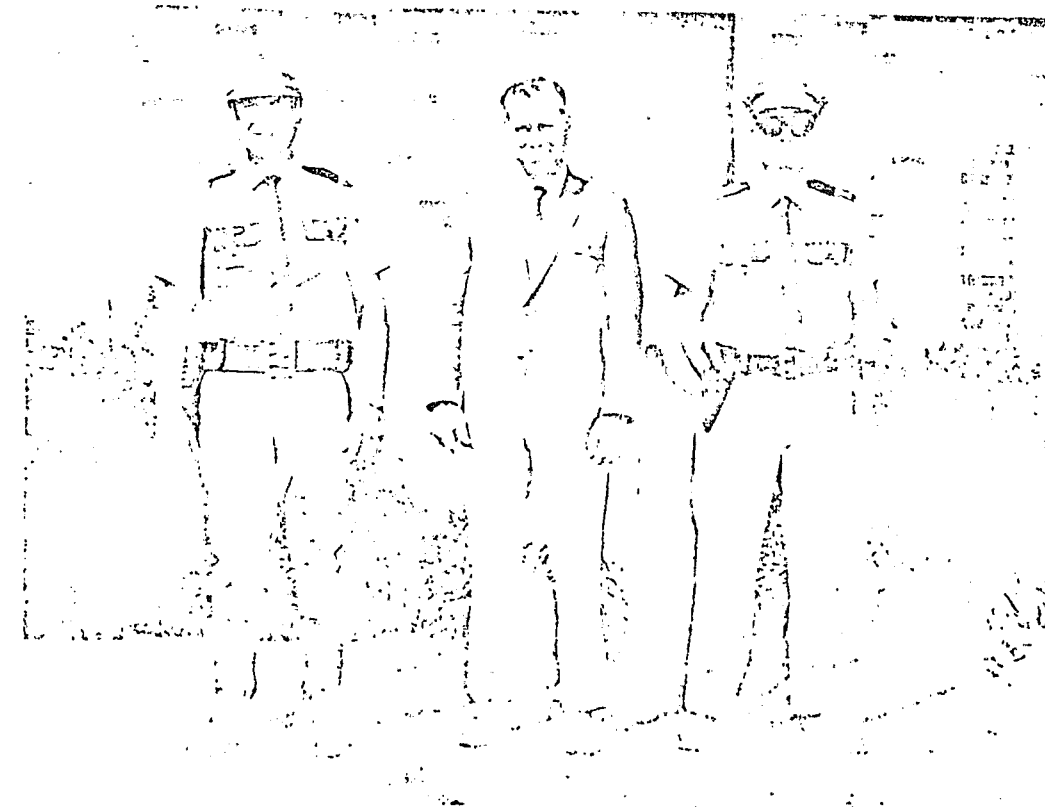
One larger investigative division is proving to be much more effective and efficient. It makes little difference now where the thieves operate; their activity is followed by one group of investigators. The vast background

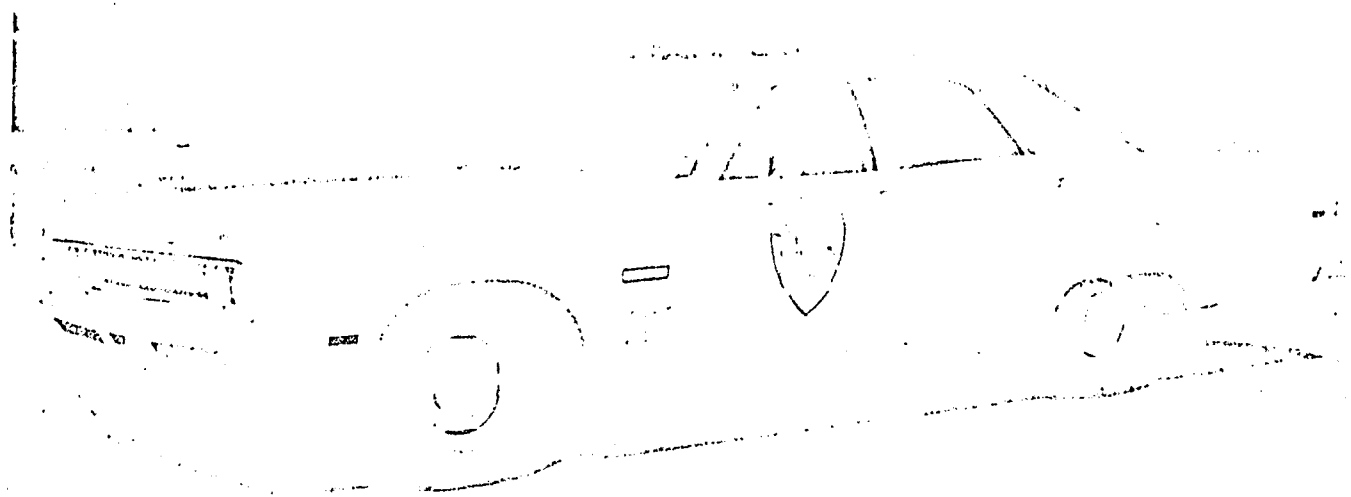
knowledge city and county investigators brought together has increased our crime solution rate substantially.

Back Up the Man On the Beat

The new organizational structure is patrol oriented and designed to back up the man on the beat. The rest of us are here to serve him and make his work more effective. We believe our new Department of Traffic and Patrol is rapidly developing into one of the best in the Nation. The Patrol Division of this department is divided into three rotation shifts and a special enforcement unit working during the high-crime period, generally from 7 p.m. until 3 a.m. We also have a group of evidence technicians assigned to the patrol. These men are specially trained in crime scene processing, latent print developing and photog-

Uniforms adopted under the consolidation are shown, left to right: motorcycle officer, ranking officer (lieutenant and above), and patrolman.





Marked patrol cars bear the insignia of the consolidated department on their front doors.

raphy. They work in uniform, use marked cars, and participate in aggressive patrol when not performing their specialty. Beat patrolmen of the Patrol Division investigate routine traffic accidents.

The Traffic Division handles special traffic enforcement details and problems through the use of a team of hit-and-run investigators, a special squad using three-wheel motorcycles for congested area traffic control, men specifically assigned to the control of abandoned cars and trash dumping on streets and highways, safety education specialists, and traffic analysts.

Specially Designed Helicopters Planned

In the near future, the Department of Traffic and Patrol will begin utilizing helicopters specially designed to assist in street-level law enforcement functions.

Our community service unit has developed a police youth patrol which involves some 700 teenagers of the community. These young men ride with officers on patrol to gain an understanding and appreciation of the work and problems of the police officer. Under this program the officers get to know the people in the neighborhoods they patrol and develop a better relationship with them. This unit has also recently inaugurated an "Officer Friendly" program in our schools.

A Pre-Release System

Unlike many police departments, we also have the responsibility for a correctional system presently handling a thousand inmates a day in four facilities. We have work release programs, vocational guidance courses, and a detoxification center in the planning stage. With consolidation we are gradually alleviating the cor-

rectional officer shortage common to most institutions.

To bring this formerly onerous position to the level of professionalism it deserves and demands, our office has cooperated with the local junior college in instituting a degree program in correctional science and administration. The U.S. Veterans Administration has instituted an 18-month on-the-job training program in this area, an innovation which is unique in the State of Florida.

Consolidation has given us the opportunity for experimentation and innovation. We have taken a new look at police organizations and have not been bound by old methods. Some of our new techniques have been implemented and others are still being tested. Our planning and research unit is constantly examining new procedures and revealing weaknesses and strengths. We have reorganized beat structures and are now assigning ne-

by computer on a predicted-crime basis.

Increased Protection

Consolidation has not effected a savings to the taxpayer, but no monetary value can be placed on increased protection to life and property.

If consolidation is being discussed in your area, no doubt the proponents are pointing out the savings such a move would be for the taxpayers. This may well be true in combining the work of some duplicate governmental functions, but it is rarely true for law enforcement. The reason for this is simple. Most police agencies are already undermanned and underfinanced. When you combine two police agencies, too often you create one large undermanned and underfinanced department. The citizen will get more for his tax dollar, but he will still be taxed. Money will be saved in some areas, but it will be needed in

others. Our first combined budget of \$8 million was about \$50,000 less than the two separate budgets, but some funds had to be spent to accomplish consolidation. For example, our new communications center calls for additional equipment costing \$800,000. We spent \$175,000 for new uniforms and \$125,000 to remodel the police station. So do not let anyone sell you on the idea of saving money through

good for Jacksonville. It may or it may not work in your area; but just look around your political subdivision and add up all the money in the various police budgets. If all this money and manpower were placed in one agency, no doubt a better job could be done. There would be no dispute over jurisdictional lines, no interagency jealousy, and the men could work when and where they are most needed.

"Consolidation: It gives us the opportunity for experimentation and innovation. We have taken a new look at police organizations and have not been bound by old methods."

law enforcement consolidation. You can promise them a much more efficient operation, but adequate law enforcement is expensive.

We think consolidation has been

There is only so much money available in any metropolitan area for law enforcement, and we believe consolidation offers the most efficient way to use these limited funds. [®]

UNSUSPECTING SUSPECT

A carwash in a west coast city had been the victim of a number of week-end burglaries. The amount of cash taken was small, but the cashboxes were becoming quite expensive to replace.

The local sheriff's office was requested to help devise a method to catch the burglar. Arrangements were made for a local photographer to set up a camera to photograph the burglar in the act. A decoy camera was installed and pointed toward the cashbox where it could easily be seen; another camera with infrared bulbs was well hidden.

The following weekend the carwash was burglarized again. The suspect saw the decoy camera and cautiously

turned it aside. However, the concealed camera worked perfectly and caught the suspect using two fabric bags to lift the cashbox.

Hidden camera photographs the suspect lifting the cashbox.



END