



Blue Shield Consulting  
L.L.C.

## **Feasibility Study**

For

The City of Lambertville  
The Township of West Amwell  
The Township of East Amwell

Analysis of Police Shared Services

## **SUBMITTAL**

August 14, 2009 – for comments  
September 22, 2009 – final draft

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## **Introduction**

On April 1, 2008, Blue Shield Consulting LLC submitted a sealed proposal for professional services to conduct a Feasibility Study for shared police services for the City of Lambertville, and the Townships of West Amwell, and East Amwell. Blue Shield Consulting was approved to perform the feasibility study on July 1, 2008 and the contract was signed and approved October 2008 by Blue Shield Consulting and City of Lambertville and the Townships of West Amwell and East Amwell. The funding for this project was received through the New Jersey SHARE program.

Blue Shield Consulting has completed this study through extensive research and investigation focusing its efforts on the specific concerns identified in the original Request for Proposal supplied by the City of Lambertville. Each municipality was viewed as it stands now, as a separate entity solely relying on its own resources. Once an evaluation was completed on each municipality, an analysis of the data was compiled to assess the feasibility of shared services. Blue Shield Consulting staff accomplished this by conducting personal interviews with sworn and unsworn law enforcement personnel and government officials. I, Ted Ehrenburg attended the initial meeting with officials from all three municipalities to discuss and address any and all questions, concerns and specific needs required by said government bodies. Our staff has also documented our study specific areas of concern, as well as areas deemed acceptable by law enforcement standards. Graphs, charts and statistics were formulated to aid in viewing the accumulated data, in order to determine past, present and future patterns. Finally, the study was drafted, reviewed, finalized and forwarded to the appropriate authorities through proper channels.

The primary focus of this feasibility study was to ascertain if the sharing of police services would improve or enhance the police services in two municipalities. The study also included a proposal for the newly created police department from the union of Lambertville and West Amwell Police Departments to possibly serve the Township of East Amwell. Blue Shield Consulting also conducted a cost analysis of budgets to determine if there would be a savings or a potential outlay of municipal funds from the merger.

This evaluation was completed without compromising the safety of the residents, businesses, commuters or police officers. Accordingly, this information will serve as a guide to assist each municipality in their decision to enact a Shared Services agreement.



## **Chapter 1: City of Lambertville**

### **City of Lambertville Demographics**

The City of Lambertville was incorporated as a City in 1872. The City of Lambertville is located on the riverbanks of the Delaware River in the Southwestern portion of Hunterdon County. The City of Lambertville has an extensive history dating back to 1705. It is an urban area exhuming a sense of community, where cultural diversification has enhanced its rich history. The 3,868 residents enjoy a variety of activities, ranging from annual special events and walking the local streets, to visiting the abundant stores, restaurants and shops, all in 1.1 square miles. One cannot help to be drawn to this town's quaint and historic setting. This is why thousands of visitors and tourists visit this town each and every year.

This non-resident population adds to the motor vehicle and pedestrian traffic each day.

According to the 2000 Census, there are 1,961 housing units in Lambertville. Approximately 60% of these are single family owner occupied homes. Within the past two to three years, two new residential developments have added approximately 180 families to the existing population totals. There is no potential industrial growth and a flat growth rate in terms of commercial potential.

There are three schools located in the City of Lambertville: Lambertville Public School, Kindergarten thru 5<sup>th</sup> grade; Jesus School: Preschool and Kindergarten and Lambertville Academy: Preschool.

Additionally, the total number of present roads, present miles of roadway and an estimate of traffic volume are listed below. These numbers were supplied by the Lambertville Police Department.

#### **Present Number of Roads**

Municipal	60
Private	16
County	1
State	6
Interstate	0

(Table 1)  
**Present Miles of Roadway**

	<b>Number of Miles</b>	<b>Daytime Traffic Volume</b>	<b>Nighttime Traffic Volume</b>
Municipal	11.05	Heavy at Peak	Heavy at Peak
Private	2.5	Minimal	Minimal
County	0.65	Heavy at Peak	Heavy at Peak
State	4.15	Moderate at Peak	Moderate at Peak
Interstate	N/A	N/A	N/A

(Table 2)

The Lambertville Police Department has one Police Director, two sergeants, and seven patrol officers. Civilian personnel include an Administrative Assistant, one part-time Secretary, one full-time and one part-time Parking Enforcement Officer and two Crossing Guards.

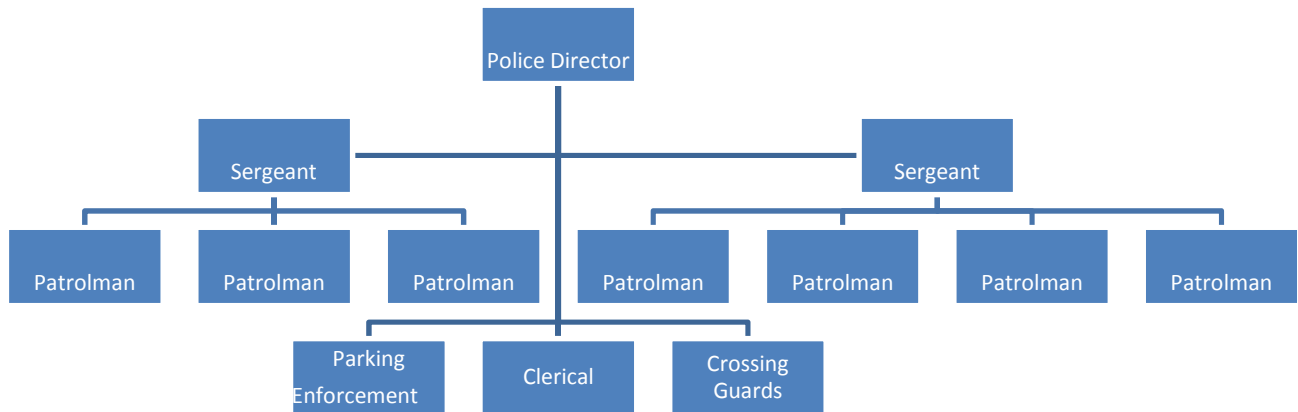
The Police Director who runs the day-to-day operation of the department reports to the Mayor. The Director is the Executive Manager of the Police Department and he makes policy and decisions on matters of budget but has no law enforcement powers. Therefore, the position is purely administrative and cannot assist or aid in any or all aspects of law enforcement. His year of experience as a New York City Police Officer has been a great asset in his ability to mentor Officers under his control.

The department has two first line supervisors; both sergeants have a variety of functions within the Agency. These responsibilities range from training officers, policy review, investigative, Internal Affairs and supervision of the six patrol officers. In addition, they are also charged with patrol and traffic enforcement duties.

These patrol officers also have a variety of duties and responsibilities. Typical patrol and traffic enforcement is a daily endeavor as is community policing, community programs and assigned details.

The Chain of Command structure for the City of Lambertville Police Department is listed below.

## **Lambertville Police Department Organizational Chart**




(Chart 1)

### **Existing Schedule**

The existing schedule for the City of Lambertville Police Department is based on an eight and one half hour shift. As set forth by the Collective Bargaining Agreement between the City of Lambertville and P.B.A. Local #343 states, "currently a shift rotation comprised of three (3) rotating shifts grouped into four consecutive eight and one-half (8½) hour workdays followed by two consecutive days off; with each four day and two shift being worked twice consecutively before rotating to the next shift". The shifts are assigned as follows: Shift 1 = 22:30 hours – 07:00 hours, Shift 2 = 06:30 hours – 15:00 hours and Shift 3 = 14:30 hours – 23:00 hours. Although normal payroll is based on 2080 hours, 2068 hours per calendar year are agreed upon as the standard work schedule.

The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety

[REDACTED]

- 
- In 2005, the overtime for a nine man police department was 1,572 hours with fifty three sick days used. In 2006, the overtime for a nine man Police Department was 1,637 hours with 107 sick days used. In 2007, the overtime for a nine man Police Department was 1,302 hours with fifty two sick days used.
  - These numbers are typical for a Department that is lacking the resources to provide Officers with a simple day off without causing overtime. In 2005 the average overtime for each Officer was 175 hours. In 2006 the average overtime for each Officer was 182 hours. In 2007 the average overtime for each Officer was 145 hours. Although a percentage of that overtime is Officer generated, such as

arrests, last minute calls for service and scheduled court appearances, a large percentage is vacation and sick time taken by the Officers.

### **Calls for Service**

The Lambertville Police Department handles a variety of calls each year. This is referenced in the departmental statistics supplied for the years 2005-2007 (Note: The 2008 UCR has not been released as of the writing of this passage). Besides the normal calls for service such as criminal and non-criminal investigations, community based responses and indictable and non-indictable arrests, D.U.I. arrests stand out among the rest.

Through my past experience in law enforcement, especially as Chief of Police and in completion of other similar shared services studies, in my opinion for smaller departments, the D.U.I. arrest numbers are staggering. In 2007, 82 persons were arrested for D.U.I., in 2006, 72 persons were arrested for D.U.I. and in 2005, 71 persons were arrested for D.U.I. This is a testament to the Officers proactive approach to traffic enforcement.

The total number of calls for service for the past three years is listed in the below table. In 2007, Lambertville averaged approximately 426 calls for service per month. Using a thirty day month, this equates to fourteen calls per day or 1.7 calls per hour.

2007 Total Calls for Service	5117
2006 Total Calls for Service	5418
2005 Total Calls for Service	5550

(Table 3)

By analyzing the data supplied by the Hunterdon County Communications Center, the average response time The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED]

[REDACTED] the officer arrives at the scene.

### **Strategies/Methods of Patrol**

Most Law Enforcement Agencies use three terms to classify patrol. The first is "Routine" which generally means random patrol, being systematically unsystematic. The second is

"Reactive" where a Department waits for something to happen and reacts to the call. The third is what the officers from the City of Lambertville continually refer to themselves as "Proactive". They patrol with a specific agenda or objective in mind. By being "Proactive", the City is afforded the benefit of having prevention as a key component to their continued safety.

As with most Departments, the most common utilized method of patrol for the City of Lambertville is the patrol vehicle. Large areas can be patrolled in a relatively speedy and efficient fashion. Traffic enforcement using radar, computer tablets or even video cameras are a great asset to patrol. The vehicles can carry a large amount of equipment ranging from simple paperwork, to life saving devices such as Automatic External Defibrillators, oxygen and trauma supplies to prevent shock or extensive bleeding. Additional weapons such as the shotguns that are equipped are within the officer's reach if the need arises. The disadvantage is isolation from the public. There is a clear and distinct separation between the public and the officer. There is very little or no community policing utilizing this method of patrol.

This Department has recognized this and utilizes "Bicycle Patrol" to close the gap. This is idyllic in the more densely populated areas. It enhances the Department's image by having more citizen interaction. Officers cannot carry as much equipment as a vehicle can, but the benefits are as equally valuable. By taking this "Proactive" approach, officers have taken the barrier of the patrol unit away and created a more "Community Oriented Policing" philosophy.

"Aggressive Patrol" details such as D.U.I. roadblocks, "Click-it-Ticket" details and actively pursuing criminal activity is also a priority in this Department.

The City of Lambertville Police Department offers its residents various and effective methods to combat quality of life issues by using multiple strategies and methods of patrol.

### **Training of Officers and Certifications**

Each officer with the City of Lambertville Police Department has attended various training classes other than the

mandatory certification and recertification training set forth annually by the State of New Jersey.

Both Sergeants are probably the highest trained personnel with the Department. Since 1989 when he was hired, Detective/Sergeant Jeffrey Jones has attended more than forty various classes with a specialization in criminal investigation, supervision and administration. Sergeant Robert Brown started with the Department in 1993 and has attended more than forty various classes with a specialization in use of force, supervision and administration.

Patrolman Kenneth Housman began his career in 1987 and has attended more than twenty various classes since his hire date. Officer Sharon Polyak began her career in 1989 and has attended more than thirty classes specializing in community policing. Patrolman Anthony Memolo has attended approximately twenty classes specializing in firearms since he graduated from the basic police class in 1993. Since his graduation in 2002, Patrolman Joseph Webber has attended approximately twenty classes. Patrolman Michael Miloszar began his career with the City in 2003 and has attended approximately ten classes in addition to the mandatory annual training. Patrolman Michael Gramlich has attended approximately twenty classes since his hire date in 2004. In 2005, the last Officer hired was Patrolman Vincent Albani. He has attended approximately five classes since his graduation from the Academy.

As is typical in any Police Department, the Sergeants and senior Patrolman have the most amount of training. The officers with the fewest years experience are those in need of additional training. A possible reason for the lack of training, scheduling without causing overtime could be the predominant factor.

This Police Department is not without a strong core of Instructors and expertise in community policing. The Department has an assigned Training Officer, Firearms Instructors, Oleoresin Capsicum Instructor and ASP Baton Instructor. The Department also has an assigned TAC Officer, several Officers certified in the Alcotest and Standard Field Sobriety Tests. This is an extreme benefit for ongoing training and assessment as well as financial savings to the City's budgeted line item.

The City of Lambertville Police Department provides its residents with a variety of services. I was extremely impressed with the nature of these services and commend the City and department for its high level of commitment to the safety of the

civilian population. A listing of the services provided is as follows:

- DARE
- Lambertville Town Watch
- Child Seat Safety Installation Program
- Bicycle Registration Program
- Bicycle Patrol Unit
- Project Child Safe Gun Lock Program
- Traffic
- Crime Prevention
- Domestic Violence Crisis Response Team

### **Equipment**

The City of Lambertville Police Department Director supplied Blue Shield Consulting with a list of existing equipment. The inventory of said equipment is listed below. The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety:

Department Vehicles				
Year	Make/Model	Unit	Assignment	Miles
2003	Ford Crown Victoria	17-1	Director	75,200
2008	Ford Crown Victoria	17-11	Primary Patrol	5,500
2006	Ford Crown Victoria	17-13	Primary Patrol	53,742
2005	Ford Crown Victoria	17-15	Primary Patrol	73,000
2005	Ford Crown Victoria	17-16	Primary Patrol	32,332
2003	Ford Crown Victoria	17-10	Secondary Patrol	87,000
200				94,000
1996	Buick Skylark	17-39	Parking Enforcement	97,500
2000	Cushman Scooter	-----	Parking Enforcement	

(Table 4)



Vehicle Equipment Inventory	
Primary Patrol Units	
Number	Description
4	MDT [REDACTED]
4	[REDACTED]
4	[REDACTED]
4	[REDACTED]
4	Portable Automatic External Defibrillators
4	Portable Oxygen Units
4	First Aid Kits
4	Isolation Kits
4	Disposable 35mm Cameras
4	Fire Extinguishers
4	Lock Jocks
4	Box of Flares
4	Reflective Vests
4	Flashlight Traffic Cones
16	Traffic Cones
4	[REDACTED]
Secondary Patrol Unit	
1	K55 Radar Unit
1	First Aid Kit
1	Isolation Kit
1	[REDACTED]
1	Disposable 35mm Camera
1	Fire Extinguisher
1	Lock Jock
1	Box of Flares
1	Reflective Vest
1	Flashlight Traffic Cone
4	Traffic Cones

(Table 5)

<p>The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety</p> <p><b>Department Firearms</b></p>				
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]

<p>The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety</p> <p><b>Department Computers</b></p>		
Make	Type	Use
Dell	Power Edge 300	In-House
Dell	Dimension 4100	In-House
Dell	Dimension 4100	In-House
Dell	Dimension 4100	In-House
Dell	Dimension 4100	In-House
Dell	Dimension 4100	In-House
Packard Bell	Mini Tower	In-House
Panasonic	Laptop	In-House
Compaq	Laptop	In-House
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	Notebook	Vehicle MDT
[REDACTED]	Notebook	Vehicle MDT
[REDACTED]	Notebook	Vehicle MDT
[REDACTED]	Notebook	Vehicle MDT

(Table 7)

### S.O.P.'s - Rules & Regulations

The Standard Operating Procedures and Rules and Regulations are extensive and cover a wide range of duties and

responsibilities. It is the opinion of Blue Shield Consulting that the department has an established and well maintained set of standards for the Officers to utilize on a daily basis even though the Department is not Accredited.

### **Communications**

Hunterdon County provides its residents with a cost-effective and efficient regional communication center. This Communications System handles all emergency calls for fifteen Police Departments, twenty-six Fire Departments, fifteen First Aid and Rescue Squads and three Mobile Intensive Care Units in addition to those of Lambertville. They handle all of these calls through one central communications center without any reduction of individualized service.

Since the City of Lambertville does not employ its own personnel for dispatching services, salary and wages, and equipment costs are not considered for shared services since they are already a component of the countywide system and funded through the county tax base.

### **Existing Legal Contracts**

There is an existing Collective Bargaining Agreement between the City of Lambertville and the Lambertville Policemen's Benevolent Association Local #343 for the years of 2005 through 2008. This appears to be a typical labor contract between the Municipality and the P.B.A., stating the rights and benefits of the agreed parties. Listed are the contractual financial agreements below.

<b>Criminal Justice Degree</b>	
Associate's Degree	\$660
Bachelor's Degree	\$1,320

(Table 8)

<b>Longevity Incentive</b>	
Anniversary Date	
5 <sup>th</sup> year	\$400
10 <sup>th</sup> year	\$850
15 <sup>th</sup> year	\$1,250

20 <sup>th</sup> year	\$1,850
-----------------------	---------

(Table 9)

<b>Salary Array</b>	
Salary Class	As of 1/1/08 - 4% raise
6 <sup>th</sup> Class	\$40,927.67
5 <sup>th</sup> Class	\$44,144.49
4 <sup>th</sup> Class	\$48,051.73
3 <sup>rd</sup> Class	\$54,750.94
2 <sup>nd</sup> Class	\$60,058.22
1 <sup>st</sup> Class	\$70,262.90
Sergeant	\$73,776.04
Sergeant 1 <sup>st</sup> Class	\$77,464.84

(Table 10)

The Director has no legal binding contract but has an unwritten agreement between the City and himself.

### **Mutual Aid Agreements**

The City of Lambertville has two contiguous borders in Hunterdon County, Delaware Township and West Amwell Township. The western part of the City borders Pennsylvania.

A Mutual Aid Agreement was entered into on July 21, 1988 between the Township of West Amwell and the City of Lambertville. On the September 26, 1988, the City of Lambertville also entered into a mutual aid agreement with the Township of Delaware. These appear to be the only mutual aid agreements the City has on record and that were provided to BSC.

### **Existing External & Internal Litigation**

There is presently one existing lawsuit filed against the City of Lambertville. In this case, two individuals have filed Tort Claims against the City for an alleged violation of their 4<sup>th</sup> Amendment Constitutional Rights of Illegal Search and Seizure. Each party is seeking \$5,000,000 in damages. This is a recent lawsuit, hence any additional information or outcome is unavailable at this time.

## **U.C.R. Statistics**

The Uniform Crime Rate is prepared and issued by the New Jersey State Police Uniform Crime Reporting Unit. As quoted by the State's Attorney General Anne Milgram's letter to Governor Jon S. Corzine and the Members of the Senate and the Assembly of the State of New Jersey:

"The annual report is based on crime statistics submitted to the New Jersey Uniform Crime Reporting System by every New Jersey law enforcement agency for the year 2007.

Effective law enforcement requires accurate crime statistics in order to identify the extent, type, and location of criminal activity. Criminal Justice administrators and planners have long recognized the Uniform Crime Reporting Program as the vehicle to accomplish this objective".

The aggregate totals supplied by the City of Lambertville Police Department to the New Jersey State Police are listed below.

Year	Crime Index Total	Violent Crime	Nonviolent Crime	Crime Rate per 1,000	Violent Crime Rate per 1,000	Nonviolent Crime Rate per 1,000	Violent Crime			
							Murder	Rape	Robbery	Aggravated Assault
2007	64	10	54	16.8	2.6	14.2	--	--	2	8
2006	68	10	58	17.7	2.6	15.1	--	--	2	8

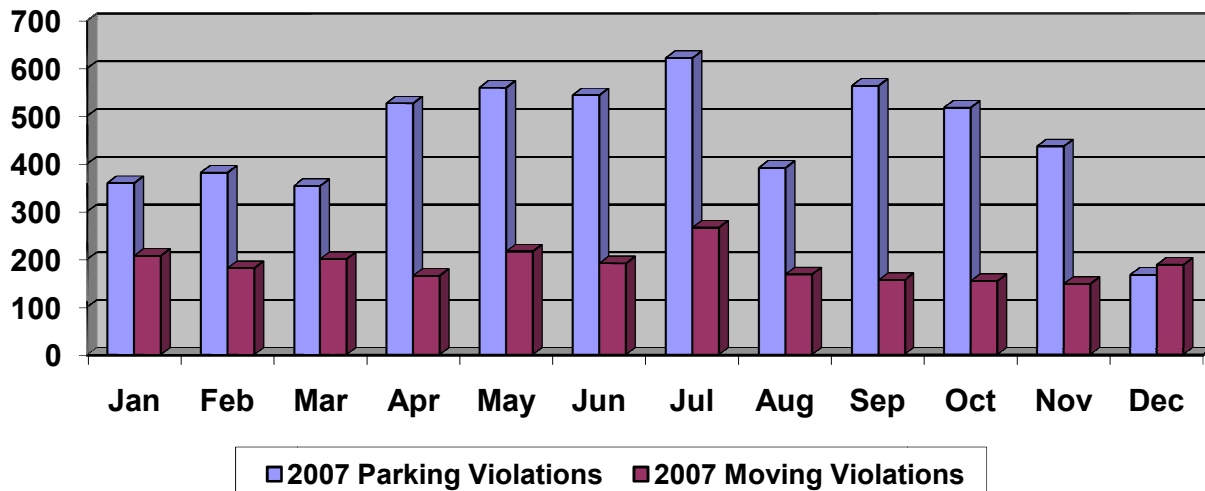
(Table 11)

The City Officials and residents of Lambertville should feel comfortable with the low crime rate of their community.

Blue Shield Consulting requested the Police Department's Detective Bureau Clearance Rate but was advised that no such statistics were available.

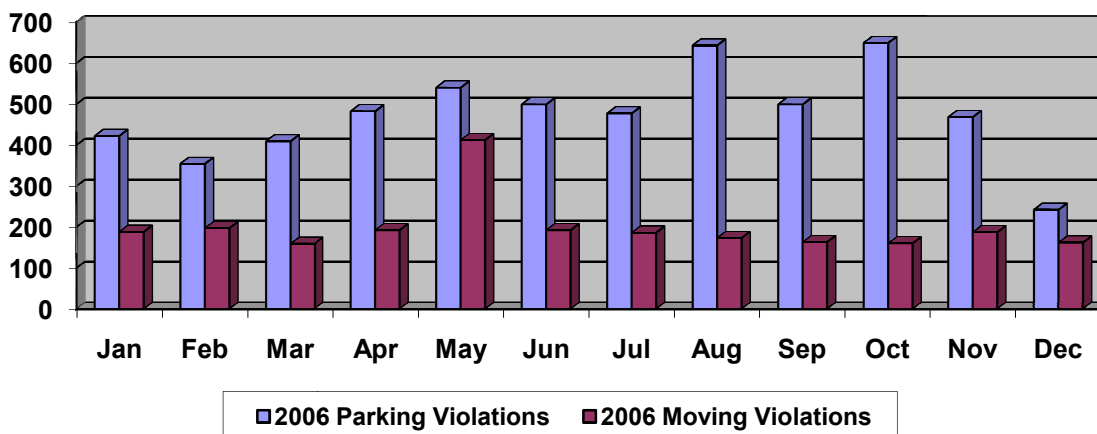
## **Traffic & Crash Statistics**

The City of Lambertville Police Department issued a total of 5,416 parking violations and 2,240 moving violations in 2007. The dominant periods for parking violations were the warmer months as well as pre-holiday months. Moving violations were steady throughout the year, as demonstrated on the next page.



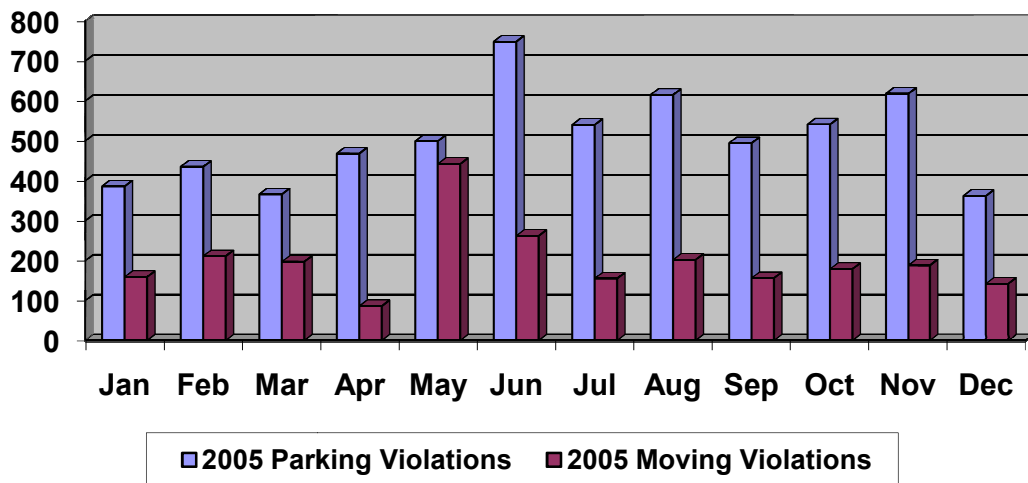
(Chart 2)

The City of Lambertville Police Department issued a total of 5,684 parking violations and 2,371 moving violations in 2006. The dominant periods for parking violations are the warmer months as well as pre-holiday months. Moving violations peaked in the month of May, but was fairly consistent the remainder of the year.



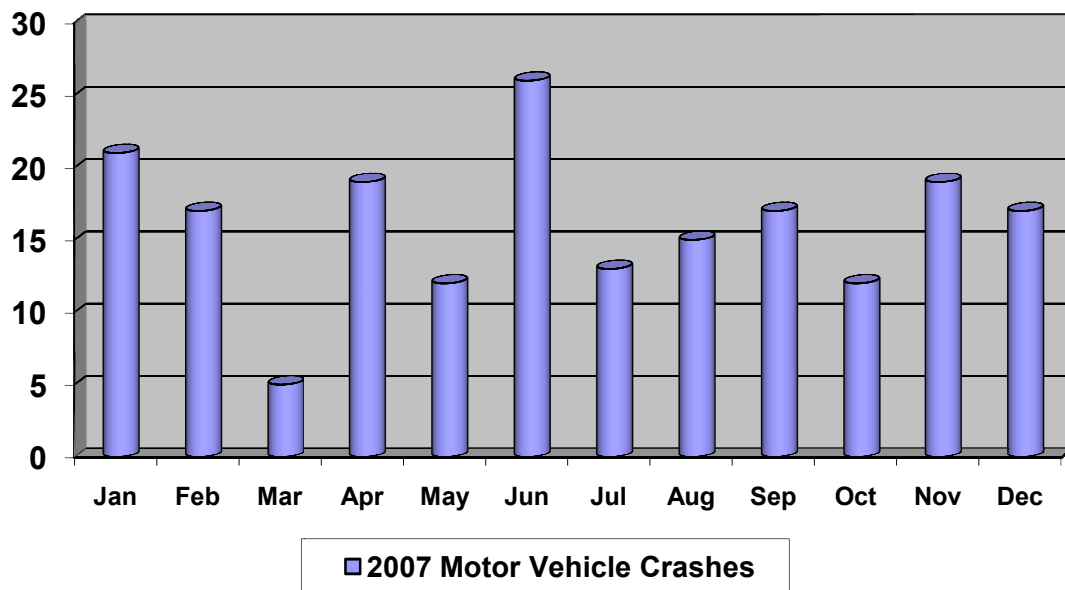
(Chart 3)

The City of Lambertville Police Department issued a total of 6,072 parking violations and 2,379 moving violations in 2005. The dominant periods for parking violations are the warmer months as well as pre-holiday months. Again moving violations peaked during the month of May.

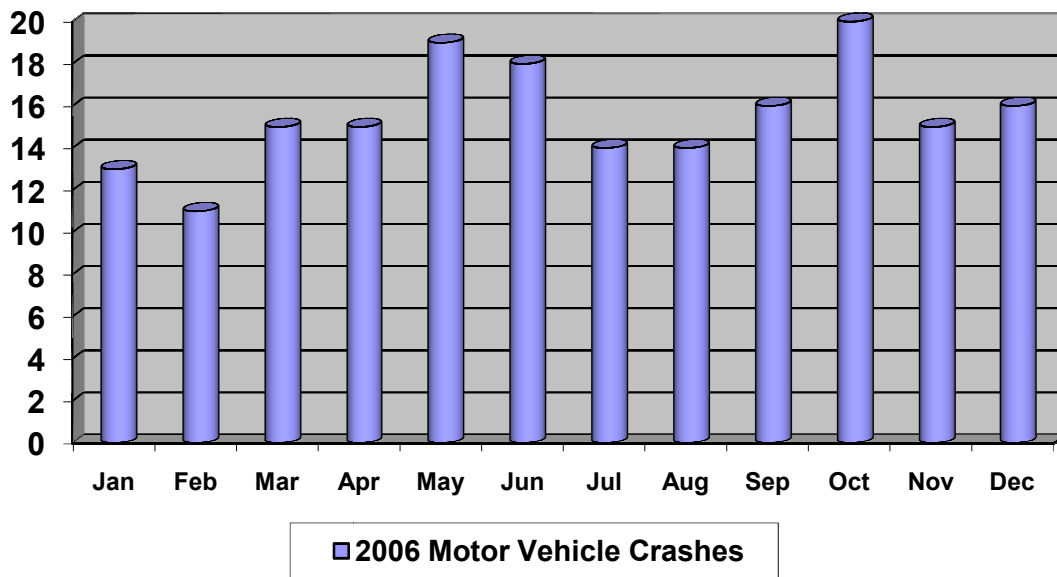


(Chart 4)

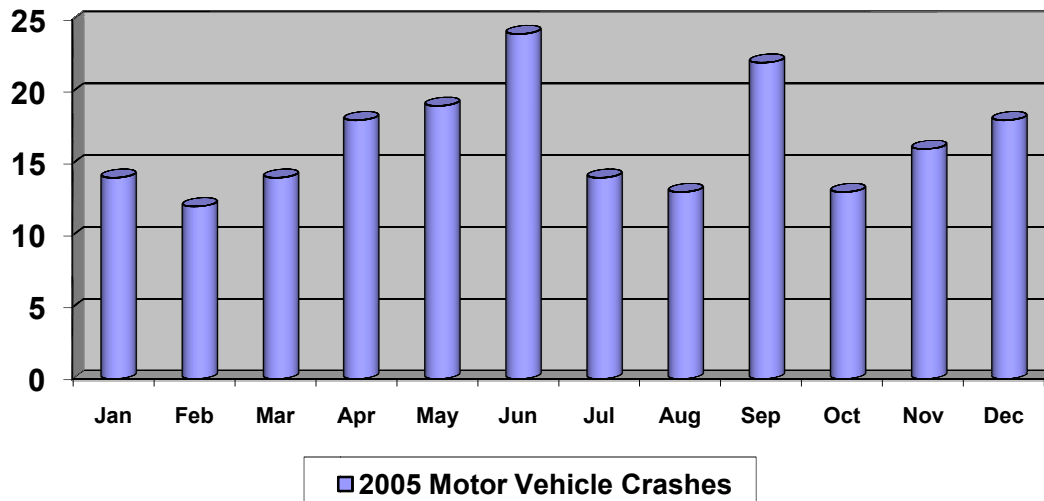
The data collected for vehicle crashes for the years 2005 - 2007 as shown by the charts below showed no particular pattern by month or by year.



(Chart 5)



(Chart 6)



(Chart 7)

### Quality of Life Issues

The Director advised Blue Shield Consulting that the majority of time spent on an Officer's day was on routine patrol. This is no different than most police agencies. They concentrate on traffic enforcement and have very little



repetitive calls for service (criminal in nature) that would constitute a quality of life issue.

### **Salary & Wages Cost Analysis**

<b>Salary &amp; Wages Totals</b>			
	<b>2007</b>	<b>2006</b>	<b>2005</b>
Salary Total	\$826,931	\$781,063	\$765,363
Officer Salary	\$570,051	Not Available	Not Available
Officer Overtime	\$76,077	Not Available	Not Available
Officer Other	\$71,493	\$67,268	\$65,238
City Pension Contribution	\$76,532	\$24,439	\$15,322
City F.I.C.A. Contribution	\$6,667	\$6,703	Not Available
City Health Benefit Contribution	\$110,066	Not Available	Not Available

(Table 12)

<b>Individual Salary Breakdown</b>				
	<b>2007</b>	<b>2006</b>	<b>2005</b>	
Sergeant First Class	\$77,265	(Terminated)		
Sergeant	\$73,776			
Sergeant	\$73,776			
Patrolman	\$70,263			
Patrolman	\$70,263			
Patrolman	\$70,263			
Patrolman	\$60,058			
Patrolman	\$60,058			
Patrolman	\$54,751			
Patrolman	\$48,052			
Director	\$72,000			
Admin. Asst.	\$34,788			
Police Secretary	\$13,222			
F/T Parking Enforcement	\$30,742	40 hrs/week	\$14.78/hr	
P/T Parking Enforcement	\$7,425	13½ hrs/week	\$11/hr @	50 weeks
Crossing Guard	\$4,736	10 hrs/week	\$11.84/hr @	40 weeks
Crossing Guard	\$4,736	10 hrs/week	\$11.84/hr @	40 weeks

(Table 13)

### **Operation Expenses**

A detailed breakdown of the budget for the years 2007-2005 was requested but the Director was only able to provide certain data. Due to the unavailability of this data, a comprehensive study of the Department's operating expense budget was unable to be evaluated.

The data provided was a total of the operating expenses for the Police Department for the years 2007 at \$71,493 and 2006 at \$67,268. A breakdown or line item of these budget numbers were not made available to Blue Shield Consulting hence the numbers provided are all that can be compared and evaluated.

### **Budget History for Three Years**

The only information forwarded to Blue Shield Consulting for the City of Lambertville was the tax rate for the past (3) years. The rates are listed below;

o Tax Rate---2008=1.633      2007=1.577      2006=1.593

The tax rate decreased from 2006 to 2007 by 1% and increased from 2007 to 2008 by 3.4%.

The City of Lambertville was unable to supply their portion of taxes for the following entities: County and Board of Education when requested.

### **Grant History**

- 2007 Drunk Driving Enforcement Fund grant awarded by the New Jersey Division of Highway Traffic Safety in the amount of \$3,159 (Balance \$10,000)
- 2007 "Click-it-Ticket" annual seat belt campaign awarded by the Jersey Division of Highway Traffic Safety in the amount of \$4,000
- 2007 Body Armor Grant reimbursement in the amount of \$965.
- 2006 Domestic Violence training reimbursement program awarded by the State of New Jersey D.C.A. Division on Women in the amount of \$3840.
- 2006 "Click-it-Ticket" annual seat belt campaign awarded by the Jersey Division of Highway Traffic Safety in the amount of \$4,000
- 2006 Body Armor Grant reimbursement in the amount of \$960.

- 2005 "Click-it-Ticket" annual seat belt campaign awarded by the Jersey Division of Highway Traffic Safety in the amount of \$3,994

### **Municipal Court Staffing**

The City of Lambertville Municipal Court staff consists of two full-time employees, the certified Court Administrator and the certified Deputy Court Administrator. The Court Security is provided by the officers of the Lambertville Police department.

<b>City of Lambertville 2008 Municipal Court Budget</b>	
<b>Description</b>	<b>Salary and Wages</b>
Court Administrator	\$39,360
Deputy Court Administrator	\$26,579
Longevity	\$788
Magistrate	\$12,750
Special DWI Court	\$120 per hour
Court Security Officer	\$7,200
Deputy Court Officer	\$15,000
Subtotal	\$73,767
<b>Description</b>	<b>Other Expenses</b>
Other Expense	\$1,750
Office Supplies	\$1,200
Conferences/Meetings/Dues	\$500
Court Interpreters	\$500
Printing/Forms	\$1,000
Subtotal	\$4,950
<b>Total Municipal Court</b>	<b>\$78,717</b>

(Table 14)

The hours of operation for the Court are Monday through Friday from 9:00am to 4:30pm. There are three scheduled Court sessions per month. They are on the first Thursday of the month at 7:00pm which lasts approximately four hours, the second Thursday of the month at 1:30pm which lasts approximately 3,5 hours and the last which is the third Thursday of the month at 7:00pm which lasts approximately four hours. The Court is in session a total of approximately eleven and one half hours per month, handling approximately 180 cases per month.

The Court generated revenue for the year 2006 was \$228,548 for 2007 the Court generated \$219,805 and in 2008 the Court generated \$192,949. These audited numbers were provided by Lambertville.

## **Synopsis of Existing Municipal Ordinances** *(Addressing Police Department)*

An extensive review was conducted of the existing municipal ordinances supplied by Lambertville regarding the Police Department. There were no issues that need to be addressed at this time.

### **Lambertville Patrol Officer's Opinions**

Comprehensive interviews were conducted with numerous first line patrol officers from the City of Lambertville Police Department. These officers deal directly with the public they serve or potentially may serve. In order to understand the particular concerns of these officers and how they feel a change may affect their duties, specific questions were asked to engage the officers in an open dialogue. The questions were directed towards their own department, the other department as well as to discuss key concerns regarding shared services.

The officers impressed upon our staff that they felt they had a very proactive Department where everyone liked to keep busy. The camaraderie shared amongst the officers and supervisors was something of which they spoke very highly. The supervisors were fair, used good judgment and used excellent communication skills. There were no negative comments made about personnel or leadership. The officers were very complimentary towards the Public Safety Director and his leadership and direction regarding the department.

They spoke very highly of the town, its people, and yes, the mayor. Several officers stated, "We have a great town and great people who live here". It appeared that these Officers were very community-oriented.

There were several areas where these same officers observed a need for improvement. The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety

[REDACTED]

[REDACTED]  
[REDACTED] Scheduling for eight hour shifts, less than desirable benefits, lower than midpoint of the county pay scale and the lack of a full-time Detective followed closely as other chief complaints.

When asked how they felt about the possibility of shared police services, the answers were all similar in nature. "I am all for it, I like to keep busy and any merger would increase our workload and territory to cover". "We are a progressive department and have a lot to offer". "A larger department would mean more opportunities, maybe a full-time Detective, maybe additional Sergeants positions, maybe chances for advancement".

When these officers were pressed about the existing relationship with the other department, the response was different. There was a definite concern about merging the two departments together. "There will be friction between us and them". "We are a proactive department and they are a reactive department". "They have their mentality and we have ours". "Our departments are very different, we like to work, and they like to not rock the boat". When questioned about their supervisors, all the responses were the same. "We have great supervisors; they always help when they are available". "I have no problems with our supervisors, they are fine". The next reasonable question to ask was, if they thought their supervisors would bring unity and cohesiveness to their squads. The answers again were all similar in nature. "Yes, if an officer was not up to standard, our supervisors would have them pick up their performance". "Nobody is going to let anyone get away with not working".

Lastly, when asked about any fears or concerns regarding shared services, again the answers were similar. "Fear of the uncertain, fear of losing the existing contract or even my job". Even with those fears there was not much resistance at all to shared services. These officers were apprehensive about building a larger more productive Department where more services could be provided to the residents.

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### **Police Director's Insight of Shared Services**

Blue Shield Consulting met with Police Director Cocuzza in reference to the operations of the City of Lambertville Police Department. He was questioned in regards to current operations and how if Shared Service Police Agreement was implemented how would it challenge him and his staff? It should be noted, that Director Cocuzza has been a true professional through this process and helpful on all levels. The Director personally took Blue Shield Consulting on a ride-along, sat in on interviews, gave a tour of his facility, and taken numerous follow-up telephone calls.

The Director explains that he is committed to the officers who serve under his direction and to the City of Lambertville. The Director shared his ten year experience as Director and how he has transformed the City of Lambertville Police Department from humble beginnings in the basement of City Hall to today's facility where the Lambertville Police Headquarters is now located. This facility was a former body shop before the building was transformed into a police station. The Director is proud of his accomplishments and feels that he has worked well with the elected officials to move the police department forward.

### **Civilian – Resident Opinions**

Blue Shield Consulting met with several people who live or work in Lambertville while in the City. One contact produced the notion of changing the current police department in any shape was met with a "No, we like Our Police Department just the way it is". Blue Shield Consulting after the initial response had to explain to the women that the current police officers serving the City of Lambertville would remain and be joined by six officers from West Amwell. This explanation after pointing

out that more protection on the streets without adding to her taxes may not be a bad thing. The response was; "prove it". Another resident contacted did not want to make any comment about the local police. A resident who refused to supply his name or address stated he was very interested in saving tax dollars but he was new to the city and could not offer an opinion at this time. A truck driver making a delivery stated he did not live in town but wished his community was trying to be creative like Lambertville trying to find new ways to keep municipal expenses down once the concept of "Shared Services" was explained to him. Blue Shield Consulting spoke to one store owner who requested not to be identified stated; "Lambertville was a great little Town and hoped the City would continue to improve and his business would flourish.

Blue Shield Consulting research of the resident's opinions was for the most part very positive of the City of Lambertville and its police department. The concept of "Shared Services" was not greeted with great enthusiasm because in our opinion the concept was not completely understood. The thought of larger police force without increasing taxes was like an alien concept that more police for less money but they admitted it should be investigated.

### **Staffing of the City of Lambertville**

Before beginning a discussion on staffing levels, it is important to note there is no nationally accepted staffing level. There are many ways of determining proper staffing levels for a police department. Most of these methods use population as a part of a formula to determine staffing. Another method is "workload staffing" which cannot be applied to Lambertville at this time and is discussed later in this document under the section Enhancement to Police staffing.

For example, the New Jersey 2007 Uniform Crime Report states that there are 1.3 police officers per 1,000 residents in Hunterdon County. This number is not an acceptable staffing model for Lambertville or West Amwell. Staffing models are subjective in nature and the criteria used to determine levels and funding allocations can include politics, economics, demographics, crime trends, calls for service and community expectations.

Blue Shield Consulting has reviewed the Lambertville Police Department as an individual department and has made the

following observations. The City of Lambertville Police Department though very professional and service-oriented is understaffed according to various accepted staffing models.

Most of these methods use population as a part of a formula to determine staffing. The most common population models are as follows:

### **The FBI Model applied to Lambertville**

The F.B.I. (*Federal Bureau of Investigation*) makes staffing recommendations based solely on population statistics. It recommends a ratio of 2.7 officers per 1,000 residents. The City of Lambertville currently has a population of approximately 3,868. Utilizing this method the City of Lambertville Police Department should have **10.4 Sworn Officers**. Calculation:

$$(2.7 \times 3,868 = 10,443 / 1,000 = 10.4)$$

### **The U.S. Department of Justice Model applied to Lambertville**

The U.S. Department of Justice also makes staffing recommendations based on population statistics. It recommends a ratio (*depending on a variety of factors*) of 2.3 – 2.7 officers per 1,000 residents. Utilizing their method the City of Lambertville Police Department should have between 8.89 and 10.4 Sworn Officers. Calculation:

$$(2.3 \times 3,868 = 8,896 / 1,000 = 8.89)$$

$$(2.7 \times 3,868 = 10,443 / 1,000 = 10.4)$$

### **The Bureau of Justice Statistics Model applied to Lambertville**

The Bureau of Justice Statistics uses the 2000 census of State and Local Law Enforcement Agencies to arrive at its statistics. According to the Bureau of Justice Statistics, there is an average of 2.6 police officers per 1,000 residents in New Jersey municipal police departments.

Utilizing this data the City of Lambertville Police Department should have **10 Sworn Officers**. Calculation:

$$(2.6 \times 3,868 = 10,057 / 1,000 = 10)$$



## **Chapter 2: Township of West Amwell**

### **West Amwell Township Demographics**

West Amwell Township has an extensive history dating back to the 1700s when it was a part of East Amwell Township until its split in the 1800s. It is a 21.8 square mile rural community where one would gain a sense of a preserved neighbor-friendly history. The 2,769 residents enjoy this old-fashioned community charm, while preserving its historic heritage.

According to the 2000 Census, there are 984 housing units in West Amwell. Approximately 61% of these are single family owner-occupied homes. There is very little potential for residential growth and a flat growth rate in terms of commercial or industrial potential.

There are four schools and one nursery school located in West Amwell Township. The South Hunterdon Regional High School accommodates grades 7 - 12; The West Amwell Township Elementary School accommodates grades K - 6; an alternative special-needs school hosts grades K - 12; and a Christian School accommodates grades K - 8. Along with these four schools, there is also one daycare nursery.

Additionally, the total number of present roads, present miles of roadway and an estimate of traffic volume are listed below. These numbers were supplied by the West Amwell Police Department.

#### **Present Number of Roads**

Municipal	23
Private	N/A
County	3
State	1
Interstate	N/A

(Table 15)

**Present Miles of Roadway**

	Number of Miles	Daytime Traffic Volume	Nighttime Traffic Volume
Municipal	27	Moderate	Moderate
Private	N/A	N/A	N/A
County	8.1	Heavy at Peak	Heavy at Peak
State	9.1	Heavy at Peak	Heavy at Peak
Interstate	N/A	N/A	N/A

(Table 16)

The West Amwell Police Department has one Lieutenant and five Patrol Officers. Civilian personnel includes one full-time Secretary, There are no Parking Enforcement Officers or Crossing Guards.

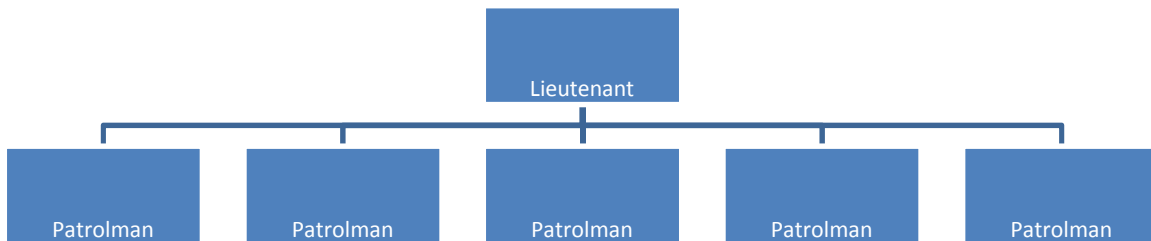
The Lieutenant reports directly to the Township Committee, who by Ordinance is the "Appropriate Authority". He is the Administrative Officer of the Department. All responsibilities and duties are described in Borough Ordinance 38-66.

The Department has one command officer, no first line supervisors or Sergeants. The Lieutenant's responsibilities range from training, policy review, investigation, Internal Affairs and supervision of the five Patrol Officers. In addition, they are also charged with patrol and traffic enforcement duties.

These Patrol Officers also have a variety of duties and responsibilities. Typical patrol and traffic enforcement is a daily endeavor as is community policing, community programs and assigned details.

The Chain of Command structure for the West Amwell Township Police Department is listed below.

## **West Amwell Police Department Organizational Chart**



(Chart 8)

### **Existing Schedule**

The existing schedule for the Township of West Amwell Police Department is based on an eight hour shift. The shifts are comprised of a four days on and two days off rotation. The shift rotation comprised of three 8 hour rotating shifts where one officer works days, one officer will work the afternoon shift, and one officer will work the graveyard shift. The West Amwell Police Department also has a power shift where one officer works 7 PM to 3 AM Thursday night, Friday night, Saturday night and Sunday night which allows extra coverage and protection for both the community and the officers during peak times. Because the department has only six officers and the Lieutenant works primarily the day shift because of his administrative responsibilities the schedule can be cumbersome. This leaves the remaining five officers to work together to cover the West Amwell Township municipality on a seven days a week 24 hours a day basis. This patrol coverage appears to serve them well as long as officers are fit. Officers out on

sick leave, injured or on vacation can break the rotation. The shifts are assigned as follows: Graveyard Shift = 23:00 hours - 07:00 hours, Day Shift = 07:00 hours - 15:00 hours and Afternoon Shift = 13:00 hours - 23:00 hours. Even though average payroll is based on 2080 hours, the West Amwell Police department has a long standing agreement with the Township that this is the approved work schedule and overtime and extra hours are not submitted routinely. Even with this unwritten, shall we say agreement, West Amwell's overtime is quite extensive for such a small Department.

Since The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] scheduled per shift and a power shift on The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] causes concerns for several reasons. The first primary concern is for the safety of the residents and for the safety of the Officers. Several examples are stated below The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety:

[REDACTED]

[REDACTED]

- The West Amwell Police Department is meeting the basic required mandatory training with their limited staff and resources. The level of that training is at a minimum standard, only meeting the basic in-

service training requirements. In comparison, the optimum training standard for a police department is to develop staff by fostering career development through training initiatives. This training model initiative assists officers by developing their skills to meet new standards of performance and/or new technology.

- The cost associated with such a schedule reflects on the Department's budget. Questions arise as to how Officers are scheduled for more than a one or two day training seminar without causing overtime. What happens if an officer calls in sick? Is his/her shift replaced at an overtime rate, or does that one man minimum standard apply? The same standard must occur for a simple vacation day, personal day or holiday. How is the shift covered? The standard is a chronic problem for departments of this size and rarely can be repaired.

### **Calls for Service**

The West Amwell Police Department handles a variety of calls each year. This is referenced in the departmental statistics supplied for the year 2007. Besides the usual calls for service such as criminal and non-criminal investigations, community based responses and indictable and non-indictable arrests; it appears the vast majority of calls for service are response-based. Averaging about 200 calls per month, the largest number for calls for service are police response investigation of non-criminal complaints. Using a thirty day month, this equates to 6.6 calls per day or 0.275 calls per hour.

The total number of calls for service for the past three years are listed in the below table.

2007 Total Calls for Service	2481
2006 Total Calls for Service	2103
2005 Total Calls for Service	2187

(Table 17)

There was no data supplied to Blue Shield Consulting by the Township Police Department but Lt. Bartzak estimated the average response time is about five to seven minutes from the time the call is dispatched, until the time the Officer arrives at the scene.

## **Strategies/Methods of Patrol**

Most Law Enforcement Agencies use three terms to classify patrol. The first is "Routine" which generally means random patrol, being systematically unsystematic. The second is "Reactive" where a Department waits for something to happen and reacts to the call. The third is "Proactive" where a Department patrols with a specific agenda or objective in mind.

As with most Departments, the most common utilized method of patrol for the Township of West Amwell is the patrol vehicle. Large areas can be patrolled in a relatively speedy and efficient fashion. Traffic enforcement using radar, computer tablets or even video cameras are a great asset to patrol. The vehicles can carry a large amount of equipment ranging from simple paperwork, to life saving devices such as Automatic External Defibrillators, oxygen and trauma supplies to prevent shock or extensive bleeding. Additional weapons such as the The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] that are equipped are within the Officer's reach if the need arises. The disadvantage is isolation from the public. There is a clear and distinct separation between the public and the officer. There is very little or no community policing utilizing this method of patrol.

This Department appears to utilize a "Routine" patrol base and is more "Reactive" in nature than "Proactive".

The Township of West Amwell Police Department offers its residents various and effective methods to combat quality of life issues by using multiple strategies, but is short-staffed and cannot enhance their ability to proceed any further.

## **Training of Officers and Certifications**

The West Amwell Police Department depends on the skills of its officers and the basic training that they received in the police academy. Blue Shield Consulting noted it is difficult for police departments of this size to send officers for advanced training because of the limited resources available.

The West Amwell Police Department has instructors certified in the area of The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED].

The Department also has an assigned The following is redacted as

per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED]

[REDACTED]. This ability to train internally is an extreme benefit for the department, its continuing training requirements, and financial savings to the Township's budget.

The Township of West Amwell Police Department provides its residents with a variety of services. A listing of the services provided is as follows:

- DARE
- Traffic
- Crime Prevention
- Domestic Violence Crisis Response Team

### **Equipment**

The Township of West Amwell Police Department Lieutenant supplied Blue Shield Consulting with a listing of existing equipment. The inventory of said equipment is listed below The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety:

Year	Make/Model	Type of Unit
2008	Ford Crown Victoria	Marked
2007	Dodge Durango 4x4	Marked
2006	Ford Crown Victoria	Marked
2005	Ford Explorer 4x4	Marked
2003	Ford Crown Victoria	Marked
20 [REDACTED]	[REDACTED]	[REDACTED]

(Table 18)

Vehicle Equipment Inventory	
Patrol Units	
Number	Description
4	[REDACTED]
4	[REDACTED]
6	K55 Radar Units with Duel Antennas
4	[REDACTED]
4	Portable Automatic External Defibrillators
6	Portable Oxygen Units
6	First Aid Kits
6	Isolation Kits
6	Fire Extinguishers
6	Box of Flares ( 2 Boxes in each vehicle)
6	Reflective Vests
6	Flashlight Traffic Cones
6	Traffic Cones (5 cones in each vehicle)
6	[REDACTED]
6	Jump Bags
6	Barrier Tape

(Table

19)

Department Firearms				
Number	Make	Model	Caliber	Type
7	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
5	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]

(Table 20)



Department Computers		
Make	Type	Use
Dell	Power Edge	In-House
Dell	Dimension 4100	In-House
Dell	Dimension 4100	In-House
Dell	Optiplex	
Dell	DHS	
Panasonic	Notebook	Vehicle MDT
Panasonic	Notebook	Vehicle MDT
Panasonic	Notebook	Vehicle MDT
Panasonic	Notebook	Vehicle MDT

(Table 21)

### **Synopsis of Existing Municipal Ordinances**

*(Addressing Police Department)*

An extensive review was conducted of the existing municipal ordinances supplied by West Amwell regarding the Police Department. There were no issues that need to be addressed at this time.

### **S.O.P.'s - Rules & Regulations**

The Standard Operating Procedures and Rules and Regulations are extensive and cover a wide range of duties and responsibilities. It is the opinion of Blue Shield Consulting that the Department has an established and well maintained set of standards for the Officers to utilize even though the Department is not Accredited.

### **Communications**

Hunterdon County provides its residents with a cost effective and efficient communication center. This Communications System handles all emergency calls for fifteen Police Departments , twenty-six Fire Departments ,fifteen First Aid and Rescue Squads, and three Mobile Intensive Care Units in addition to The Township of West Amwell. They handle all of these calls through one central communications center without any reduction of individualized service.

Since the Township of West Amwell does not employ its own personnel for dispatching services, salary and wages, and equipment costs are not considered for shared services since they are all ready a component of the countywide system.

### **Existing Legal Contracts**

There is an existing Collective Bargaining Agreement between the Township of West Amwell and the West Amwell Policemen's Benevolent Association Local #188 for the years of 2006 - 2010. This appears to be a typical labor contract between the Township and the P.B.A. stating the rights and benefits of the agreed parties. I have listed the contractual financial agreements below.

<b>Criminal Justice Degree</b>	
Associate's Degree	100% reimbursed
Bachelor's Degree	100% reimbursed

(Table 22)

<b>Longevity Incentive</b>	
5 <sup>th</sup> year	2% Base Salary
10 <sup>th</sup> year	3% Base Salary

(Table 23)

<b>Salary Array</b>	
Salary Base Salary	As of 1/1/08
Probationary	\$44,202
Patrolman 3 <sup>rd</sup>	\$51,306
Patrolman 2 <sup>nd</sup>	\$54,748
Patrolman 1 <sup>st</sup>	\$69,085
Sergeant	\$71,216

(Table 24)

### **Mutual Aid Agreements**

The Township of West Amwell has three contiguous borders in Hunterdon County, the City of Lambertville, Delaware Township and East Amwell Township. The southern part of the Township borders the Township of Hopewell in Mercer County. A small portion of the lower west Township borders Pennsylvania.

A mutual aid agreement was entered into on July 21<sup>st</sup>, 1988 between the Township of West Amwell, the City of Lambertville

and the Township of Delaware all in Hunterdon County. Part of this mutual aid agreement was to include the Township of Hopewell located in Mercer County. These appear to be the only mutual aid agreements the Township has on record and that were provided to Blue Shield Consulting.

### **Existing Lawsuits**

According to the information provided to Blue Shield Consulting, there are no present existing lawsuits filed against the West Amwell Township Police Department.

### **U.C.R. Crime Rate Statistics**

The Uniform Crime Rate is prepared and issued by the New Jersey State Police Uniform Crime Reporting Unit. As quoted by the State's Attorney General Anne Milgram's letter to Governor Jon S. Corzine and the Members of the Senate and the Assembly of the State of New Jersey:

"The annual report is based on crime statistics submitted to the New Jersey Uniform Crime Reporting System by every New Jersey law enforcement agency for the year 2007. Effective law enforcement requires accurate crime statistics in order to identify the extent, type, and location of criminal activity. Criminal Justice administrators and planners have long recognized the Uniform Crime Reporting Program as the vehicle to accomplish this objective".

The aggregate totals supplied by West Amwell Township Police Department to the New Jersey State Police are listed below.

Year	Crime Index Total	Violent Crime	Nonviolent Crime	Crime Rate per 1,000	Violent Crime Rate per 1,000	Nonviolent Crime Rate per 1,000	Violent Crime			
							Murder	Rape	Robbery	Aggravated Assault
2007	31	4	27	10.5	1.4	9.2	--	--	--	4
2006	29	5	24	9.9	1.7	8.2	--	1	--	4

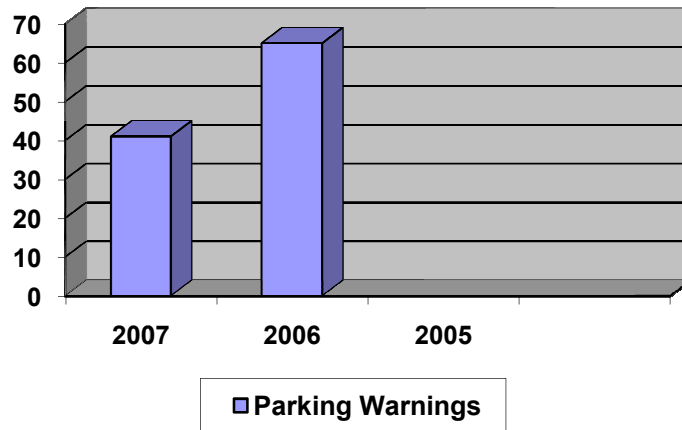
(Table 25)

The Township officials and residents of West Amwell should feel comfortable with the low crime rate of their community.

Blue Shield Consulting notes that the West Amwell Police Department does not have staff to have a detective bureau. Obtaining Detective Bureau Clearance Rates were not available.

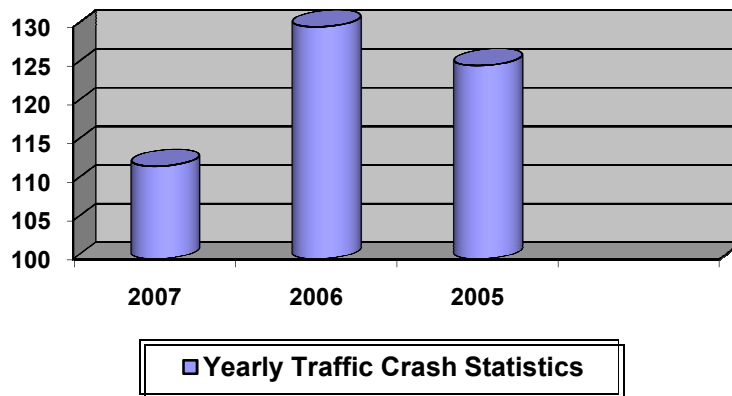
### **Traffic & Crash Statistics**

The Township of West Amwell Police Department issues warnings notices for parking violations but does not document the number of moving violations observed.



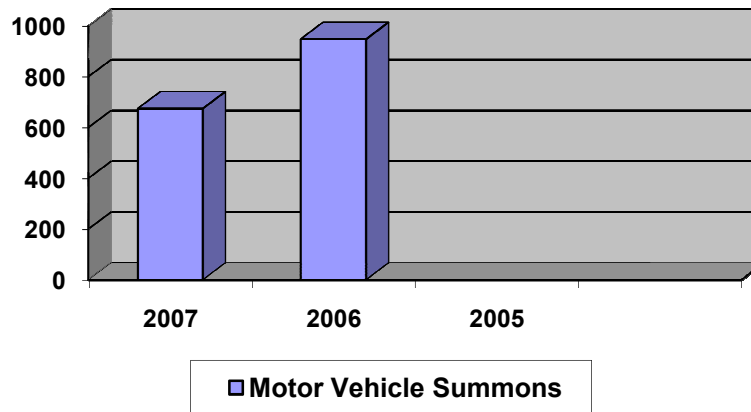
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(Chart 9)



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(Chart 10)



(Chart 11)

The West Amwell Police Department did issue 1,109 motor vehicle summonses in 2008.

### Quality of Life Issues

Blue Shield Consulting learned that the majority of time spent of an officer's day was on routine patrol. This is no different than most police agencies. They conduct traffic enforcement details and have very little repetitive calls for service that would constitute a quality of life issue.

### Salary & Wages Cost Analysis

(Note: Salaries supplied are different than P.B.A. contract)

Salary & Wages Totals			
	2007	2006	2005
Salary Total	Not supplied	Not supplied	Not supplied
Officer Salary	\$487,247	\$494,712	Not supplied
Officer Overtime	\$91,646	Not supplied	Not supplied
Officer Longevity	\$9,478	\$9,113	Not supplied
Twp Pension Contribution	Not supplied	Not supplied	Not supplied
Twp Social Security Contribution	\$37,832	\$28,692	Not supplied
Twp Health Benefit Contribution	\$69,445	\$58,657	Not supplied

(Table 26)

<b>Individual Salary Breakdown 2007</b>	
Lieutenant	\$81,583
Patrolman	\$70,263
Patrolman	\$70,263
Patrolman	\$70,263
Patrolman	\$60,058
Patrolman	\$60,058

(Table 27)

### **Operation Expenses**

	<b>2007</b>	<b>2006</b>	<b>2005</b>
Operating Budget	\$24,130	\$11,448	<i>Not supplied</i>
Vehicle Maintenance	\$20,911	\$22,857	<i>Not supplied</i>
Purchase/Lease Vehicles	\$19,612	\$13,231	<i>Not supplied</i>

(Table 28)

### **Budget History for Three Years**

The information forwarded to Blue Shield Consulting for the Township of West Amwell is listed below;

- o Tax Rate---2008=1.830      2007=1.790      2006=1.710

As the following table demonstrates, the tax rate increased from 2006 to 2007 by 4.5% and increased from 2007 to 2008 by 2.2%:

<b>Tax Year</b>	<b>2008</b>	<b>2007</b>	<b>2006</b>
County District #	1026	1026	1026
District Name	Township of West Amwell	Township of West Amwell	Township of West Amwell
Tax Rate	\$1.830	\$1.790	\$1.710
County	1,756,877.89	1,679,529.52	1,718,141.18
	0.32400000	0.31954774	0.33458221
Library	153,127.56	146,144.75	147,432.17
	0.02900000	0.02780568	0.02871023
Open Space	189,508.72	181,168.42	172,688.08
	0.03500000	0.03446936	0.03362837
District School	3,498,677.00	3,405,812.00	3,213,029.00
	0.65300000	0.65300000	0.62568943
Regional School	3,057,690.94	3,129,796.38	2,844,273.03
	0.57100000	0.59547575	0.55387971
Local Municipal Budget	850,776.53	517,218.26	335,816.38
	0.15900000	0.09840606	0.06539523
Municipal Open Space	321,032.00	315,360.00	309,318.00
	0.06000000	0.06000046	0.06023506
Total Tax Levy	9,827,680.64	9,375,029.33	8,740,697.84
Total Tax	1.83100000	1.79000000	1.71000000
Net Valuation	534,237,469	525,595,942	513,518,186
Point Value	\$54,360	\$56,063	\$58,750

(Table 29)

### **Existing Debt**

The existing debt including Bond Ordinance for the past (3) years is as follows:

- 2008-----\$6,483,252
- 2007-----\$6,763.252
- 2006-----\$7,056,667

### **Grant History**

- 2007 Body Armor Grant reimbursement in the amount of \$500.
- 2006 Body Armor Grant reimbursement in the amount of \$1,500.
- 2005 Body Armor Grant reimbursement in the amount of \$500.

## **Municipal Court Staffing**

The Township of West Amwell Municipal Court staff consists of one full-time employee and one part-time employee. The first is the certified Court Administrator and the second is the certified Deputy Court Administrator. The Township provides for a Court Security Officer which is paid from the Municipal Court Budget. The budget worksheet supplied to Blue Shield Consulting is listed below.

<b>Township of West Amwell 2008 Municipal Court Budget</b>	
<b>Description</b>	<b>Salary and Wages</b>
Court Administrator	\$38,360
Longevity	\$788
Magistrate	\$11,419
Court Security Officer	\$1,500
Deputy Court Officer	\$15,000
Subtotal	\$67,067
<b>Description</b>	<b>Other Expenses</b>
Other Expense	\$1,750
Office Supplies	\$1,200
Conferences/Meetings/Dues	\$500
Court Interpreters	\$500
Printing/Forms	\$1,000
Subtotal	\$4,950
Total Municipal Court	\$72,017

(Table 30)

*Note\* All Health Benefits are not listed separately in individual budgets.*

The hours of operation for the West Amwell Court are Monday - Friday from 8:30am to 3:30pm. There are (1) scheduled Court sessions per month. They sessions are held on the second Wednesday of the month at 5:00pm which lasts approximately (4-5) hours per court. The Court while in-session handles approximately 100-110 motor vehicle summons per month and approximately 10 cases per month.

The Court generated audited revenue for the year 2006 was \$97,733, for 2007 the Court generated \$87,667 and in 2008 the Court generated \$102,616.



## **Location of Department**

The Township of West Amwell Police Department is located at #24 Mt. Airy Village Road, Lambertville, New Jersey. The West Amwell Police Department is co-located in the West Amwell Fire House. The area that the police control is limited to a Reception Area, a Bath Room, one Administrative office, Evidence Room, Locker Room, and a Patrol Room for the officers to work. The police department current headquarter is just enough space for the current staff of six officers with one civilian secretary.

## **West Amwell Patrol Officer's Opinions**

The West Amwell Police Department supplied Blue Shield Consulting with two of their six patrol officers to interview. A senior officer with twenty-three years of service with West Amwell is very concerned that the shared services will cause him to lose his job. This officer with retirement in sight is afraid that if this merger goes into effect prior to his retirement and he will be let go. This officer loves the little six man police department, and is proud of the department and his record of public service to West Amwell. This officer knows virtually everyone in town by name or residence location, and would like to see things remain the same. The West Amwell Police is a very community orientated police department which serves that community in a modern version of the Watchman Style Police Service blended with modern Community Policing. This is a style of policing is marked by a concern for order maintenance.

Watchman policing is characteristic of communities where informal police intervention into the lives of residents is employed in the service that department uses in keeping the peace. This style which has worked well in the past for West Amwell may not work so well in the future because of a changing community and demands for service. It is the opinion that this interviewed officer likes the fact that he knows everyone and there is an easy and relaxed feeling in the current police operation. When the interviewed officers were pressed about interaction with Lambertville officers, they shared concerns of combining the two departments. The officers shared that they do things different in Lambertville and how they would be treated by their officers outside of West Amwell. If a new Police Department was formed with a different style of leadership and

with new and younger officers, it may initially affect these officers. Blue Shield Consulting after two hour session had one officer admit that he liked his freedom, works almost alone and he is allowed to do "his thing" with little or no interference from anyone. The exception is if he gets a call, Note: During the entire two hour interview, no calls for service or police service calls occurred.

### **West Amwell "Officer in Charge" Insight**

Blue Shield Consulting met with the "Officer in Charge" the Police Lieutenant of the West Amwell Police Department in reference to the operations of the West Amwell Police Department in regards to his current operations and how a Shared Service Police Agreement if implemented would be received. It should be noted, that Lt. Stephen Bartzak has been cooperative through this process. Lt. Bartzak took Blue Shield Consulting on a ride-along while he was on patrol, met for interviews, gave a tour of his facility, and has taken numerous follow-up telephone calls trying to supply the information requested.

Lt Bartzak explained he has been in charge of the West Amwell Police Department for the past eighteen years. During that time he has met the demands of the community with the staff and resources provided. Lt Bartzak explains that manpower is a key issue that affects the department's day-to-day operation. Lt. Bartzak stresses safety first for his officers. The Lieutenant explained that as long as every one comes to work or no one is out sick/hurt things run smoothly. The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED]

[REDACTED]. It should be noted that this is a common problem with small police departments with limited staff to have time for officers to be trained. Lt. Bartzak also explains that he is the only supervisor for the department so most of the decisions are made by the individual officer or controlled by departmental policy.

Lt. Bartzak seemed positive on the Shared Service concept as long as it did not jeopardize his officers' jobs and would provide more officers for coverage for patrol. Lt. Bartzak admits that it maybe too costly to operate a department of this current size in the future with all the mandates.

The other looming issue to be considered is the seniority of his staff and the possibility of three officers retiring in the next thirty months. Not anticipating officers' retirements

to include three of the most senior officers from the West Amwell Police Department would be a huge mistake. It should be noted that these Officers may or may not retire. Plans for the future should consist of their potential retirement but cannot be a determining factor at this time since the Officer's decision can change or be withdrawn until the final retirement papers are filed and approved.

The West Amwell Police department will have to make some significant changes to its staff in the next three years because of change of leadership. The anticipated retirements of these senior officers may include Lt. Bartzak which would put a large strain the remaining staff and the Township because there is no other trained and experienced officers.

It is the opinion of Blue Shield Consulting that West Amwell Township will need to develop a plan to replace Lt. Bartzak once a time line has been identified that he will consider retiring. Note: Once an officer reaches his or her retirement date, little notice may be given before he/she leaves the department on his/her terminal leave. The Command and Control over the West Amwell Police Department must be maintained at all times. This process of replacing Lt. Bartzak must be considered and investigated by Township Officials to maintain order and professionalism in the department. If the concept of Police Shared Service is ultimately approved to join the two departments it would be the recommendation of Blue Shield Consulting not make any promotions prior to the formation of the new police department.

### **Civilian – Resident Opinions**

Blue Shield Consulting met with limited amount of people who live or work in the Township of West Amwell during day hours. Most contacts came from the interaction at a local delicatessen. All the contacts but two were with non-residents who stopped at the delicatessen for refreshments and few had any opinion on Shared Services.

The one resident knew there was a study being performed but had no opinion and wanted to wait until the study was completed before commenting.

A truck driver making a delivery to the store stated he was not interested in conversation and he had no time for this stuff.

The other contact made was with the staff of the delicatessen who reported that they liked the cops of the West Amwell Police Department and they were really good nice guys.

The final contact was made with an older gentleman who stated that he liked things the way they are, but nothing stays the same so I guess it would be ok if they joined together.

### **Staffing of the Township of West Amwell**

Blue Shield Consulting has reviewed the West Amwell Police Department as an individual department and has made the following observations. Utilizing the FBI staffing model the following recommendations are the bases.

There are many ways of determining proper staffing levels for a police department. Most of these methods use population as a part of a formula to determine staffing. The most common population based models are as follows:

#### **The FBI applied Model to West Amwell**

The F.B.I. (*Federal Bureau of Investigation*) makes staffing recommendations based solely on population statistics. It recommends a ratio of 2.7 officers per 1,000 residents. The Township of West Amwell currently has a population of approximately 2,383. Utilizing this method the West Amwell Police Department should have **6.43 Sworn Officers**. Calculation:

$$(2.7 \times 2,383 = 6,434 / 1,000 = 6.43)$$

#### **The U.S. Department of Justice Model applied to West Amwell**

The U.S. Department of Justice also makes staffing recommendations based on population statistics. It recommends a ratio (*depending on a variety of factors*) of 2.3 – 2.7 officers per 1,000 residents. Utilizing their method the Township of West Amwell Police Department should have between **5.48 and 6.43 Sworn Officers**. Calculation:

$$(2.3 \times 2,383 = 5,481 / 1,000 = 5.48)$$

$$(2.7 \times 2,383 = 6,434 / 1,000 = 6.43)$$

#### **The Bureau of Justice Statistics Model applied to West Amwell**

The Bureau of Justice Statistics uses the 2000 census of State and Local Law Enforcement Agencies to arrive at their statistics. According to the Bureau of Justice Statistics there is an average of 2.6 police officers per 1,000 residents in New Jersey municipal police departments.

Utilizing this data the West Amwell Police Department should have **6.19 Sworn Officers**. The ability to have part-time sworn staff utilizing Special Police may help bridge the gap of staffing shortages. Calculation:

$$(2.6 \times 2,383 = 6,196 / 1,000 = 6.19)$$

### **Chapter 3: Township of East Amwell**

## **East Amwell Township Demographics**

The Township of East Amwell is a rural community that encompasses 28.7 square miles which was established in 1846. This Farm Belt community is located in the southern section of Hunterdon County. East Amwell Township is noted for its commitment to the preservation of open space and the preservation of farming. The 4,550 residents enjoy a variety of activities, with a focus on Farm Activities including horseback riding and special events. Two notable residents include Charles and Anne Lindbergh, renowned aviators and victims of the kidnapping of their son that occurred in their home located in Township of East Amwell

There is one elementary school in the community that educates students from kindergarten to the eighth grade.

In 2006, four residential homes were built and in 2007, two additional homes were also constructed. There is no potential industrial growth and a flat growth rate in terms of commercial potential.

There is one school located in the Township; it is the East Amwell School: Kindergarten thru eighth grade.

Additionally, the total number of present roads, present miles of roadway and an estimate of traffic volume are listed below.

### **Present Number of Roads**

Municipal	53
Private	N/A
County	7
State	3
Interstate	N/A

(Table 31)

### **Present Miles of Roadway**

	Number of Miles	Daytime Traffic Volume	Nighttime Traffic Volume
Municipal	60	Not Supplied	Not Supplied
Private	N/A	Not Supplied	Not Supplied
County	Not Supplied	Not Supplied	Not Supplied
State	Not Supplied	Not Supplied	Not Supplied
Interstate	N/A	N/A	N/A

(Table 32)

As East Amwell utilizes the free police services of the New Jersey State Police, the following items are not applicable:

- East Amwell Organization Chart
- Existing Schedule
- Strategies/Methods of Patrol
- Training of Officers and Certifications
- Township Ordinances
- S.O.P.'s - Rules and Regulations
- Communication
- Existing Legal Contract
- Salary & Wage Cost Analysis
- Operation Expenses
- Grant History

### **Calls for Service & Services Provided**

The Township does not know the amount of calls for service per year. A request was made to the New Jersey State Police by Blue Shield Consulting for the past three years of statistics for calls for service. Blue Shield Consulting was provided with the first five months of 2008. The average for these five months was 42.6 per month or an estimated 511 per year.

The N.J. State Police does provide the residents of East Amwell with limited services. A listing of the services provided is as follows:

- DARE
- Traffic

### **Equipment**

The Township utilizes a Speed Detector unit & trailer, which appears to be the only equipment in possession.

### **U.C.R. Crime Rate Statistics**

The Uniform Crime Rate is prepared and issued by the New Jersey State Police Uniform Crime Reporting Unit. As quoted by the State's Attorney General Anne Milgram's letter to Governor Jon S. Corzine and the Members of the Senate and the Assembly of the State of New Jersey.

"The annual report is based on crime statistics submitted to the New Jersey Uniform Crime Reporting System by every New Jersey law enforcement agency for the year 2007. Effective law enforcement requires accurate crime statistics in order to identify the extent, type, and location of criminal activity. Criminal Justice administrators and planners have long recognized the Uniform Crime Reporting Program as the vehicle to accomplish this objective".

The aggregate totals for the Township of East Amwell supplied by the New Jersey State Police are listed below.

Year	Crime Index Total	Violent Crime	Nonviolent Crime	Crime Rate per 1,000	Violent Crime Rate per 1,000	Nonviolent Crime Rate per 1,000	Violent Crime			
							Murder	Rape	Robbery	Aggravated Assault
2007	41	3	38	9	.7	8.32	--	--	1	2
2006	20	0	20	4.4	0	4.4	--	--	--	--
2005	15	1	14	3.3	.2	3.1	--	--	--	1

(Table 33)

The Township Officials and residents of East Amwell are comfortable with the low crime rate of their community.

### **Traffic & Crash Statistics**

No statistics were made available to Blue Shield Consulting.

### **Quality of Life Issues**

Blue Shield Consulting learned that the State Police spend the majority of time as a response-only type of agency. This is very different than most agencies that employ their own police departments since routine patrol and traffic enforcement are a daily function of their officers. They do conduct traffic



enforcement details and have very little repetitive calls for service that would constitute a quality of life issue.

### **Budget History for Three Years**

The only information forwarded to Blue Shield Consulting for the Township of East Amwell was the tax rate for the past (3) years. The rates are listed below;

o Tax Rate---2007=1.784            2006=1.78            2005=1.67

The tax rate increased from 2005 to 2006 by 6.2% and increased again from 2006 to 2007 by .2%.

The Township of East Amwell was unable to supply the share of taxes for the following entities: County and Board of Education when requested.

### **Existing Debt (Bond Ordinance/Contracts/Etc.)**

The Township of East Amwell did not supply Blue Shield Consulting with the requested information.

### **Municipal Court Staffing**

The Township of East Amwell/Delaware shared court is a Hybrid Court because it is also a Shared Court with Stockton Township. This court is staffed with (1) full-time employee and (1) part-time employee. The first is the certified Court Administrator and the second is the certified Deputy Court Administrator who works six hours per week. The Court Security is provided by Delaware Township Police Department and the expense is split between East Amwell and Delaware Township and a small fee charged to Stockton Township because of their low court usage.

Township of East Amwell 2008 Municipal Court Budget	
Description	Salary and Wages

<b>Court Administrator</b>	<b>\$43,864.08</b>
<b>Auditor</b>	<b>\$3,000.00</b>
<b>Magistrate</b>	<b>\$17,307.68</b>
<b>Court Security Officer</b>	<b>\$4,800</b>
<b>Deputy Court Officer (\$20.00)</b>	<b>\$6,400</b>
<b>Subtotal</b>	<b>\$75,371.76</b>
<b>Description</b>	<b>Other Expenses</b>
<b>Other Expenses</b>	<b>\$2,640</b>
<b>Office Supplies</b>	<b>\$1,400</b>
<b>Conferences/Meetings/Dues</b>	<b>\$500</b>
<b>Court Interpreters</b>	<b>\$1,400</b>
<b>Printing/Forms/Postage</b>	<b>\$2,400</b>
<b>Subtotal</b>	<b>\$7,500</b>
<b>Total Municipal Court</b>	<b>\$83,711.76</b>

(Table 34)

The hours of operation for the Court are Monday - Friday from 8:30am to 3:00pm. There are two scheduled Court sessions per month. The second Monday of the month is a day court which lasts approximately five hours, and the fourth Monday of the month which is a night court which lasts approximately four hours. The hybrid Court of shared holds court approximately (9) hour per month in handling approximately 266 cases per month.

The East Amwell Joint Court is a highly functional and efficient court because of its complexity. The Joint Court splits the fees generated between Delaware Township and East Amwell. The Shared Court component which adds the Township of Stockton allows for additional sharing of court staff, facilities, and supplies providing greater service at a lower cost.

This court processes between 2,500 and 3,200 cases per year and 50% of the revenue is split between Delaware Township and the East Amwell. The Township of East Amwell provides the Administrative Office space needed for the court, the courtroom, Judges Chambers and all necessary equipment required by the Administrative Office of the Court (AOC). In kind, the Township of Delaware provides the police officers required to provide court security. The cost for the Court Security is split 50% between East Amwell and Delaware Township with a small percentage being paid by Stockton Township.

This share court shares its revenues at 50% and also sharing 50% of the cost which makes this joint court very

efficient in its operation, and provides excellent service to the three communities.

This is also a shared court that provides administrative office space needed for the court, the courtroom, judge's Chambers and all necessary equipment required by the Administrative Office of the court. Although the Township of Stockton shares the cost of operation, it retains 100% of its revenues generated for its community minus state fees. There is no local Court generated revenue schedule.

### **Civilian – Resident Opinions**

Blue Shield Consulting only met with a limited amount of people who live in the Township of East Amwell during day hours. The only contacts were made with three residents from East Amwell.

The one resident had no knowledge that a study was underway and he did not know why Township officials were looking at this project. This resident stated that he liked the way things are being done now and he did not want his taxes going up with this possible change.

A long term resident who lives in the Township said he lived in East Amwell forever; he stated that he didn't see the need to change things. This resident thought things just worked fine and why change now. This resident's opinion was the cost for the State Police coverage kept his taxes low and having a new municipal police force would be expensive.

The final contact was made with a long term female resident who didn't see the need for a full-time police department. She described East Amwell as a quiet town and not much happens here. In East Amwell when something does happen, which on a rare occasion it does, we call the State Police and they come out. This resident did admit that sometimes the State Police can take a while to respond. Her final remarks were "We don't normally call the State Police that much; we don't want to bother them".

### **Staffing of East Amwell Township for Police Service**

Blue Shield Consulting has reviewed East Amwell Township as individual community as if it had a police department and made the following comments. Utilizing the FBI staffing model, the following recommendations are the bases.

There are many ways of determining proper staffing levels for a police department. Most of these methods use population as a part of a formula to determine staffing. The most common are as follows:

### **The FBI applied Model to Township of East Amwell**

The F.B.I. (*Federal Bureau of Investigation*) makes staffing recommendations based solely on population statistics. They recommend a ratio of 2.7 officers per 1,000 residents. The Township of East Amwell has a population of approximately 4,455. Utilizing this method, the Township of East Amwell would have

**12.02 Sworn Officers.** Calculation:

$$(2.7 \times 4,455 = 12,028 / 1.000 = 12.02)$$

### **The U.S. Department of Justice Model applied to East Amwell**

The U.S. Department of Justice also makes staffing recommendations based on population statistics. They recommend a ratio (*depending on a variety of factors*) of 2.3 – 2.7 officers per 1,000 residents.

Utilizing their method the Township of East Amwell Police Department should have between **10.25 and 12.02 Sworn Officers.** Calculation:

$$(2.3 \times 4,455 = 10,246 / 1,000 = 10.25)$$

$$(2.7 \times 4,455 = 12,028 / 1.000 = 12.02)$$

### **The Bureau of Justice Statistics Model applied to East Amwell**

The Bureau of Justice Statistics uses the 2000 census of State and local law enforcement agencies to arrive at their statistics. According to the Bureau of Justice Statistics, there is an average of 2.6 police officers per 1,000 residents in New Jersey municipal police departments.

Utilizing this data the Township of East Amwell would have **11.58 Sworn Officers.** Calculation:

$$(2.6 \times 4,455 = 11,583 / 1,000 = 11.58)$$

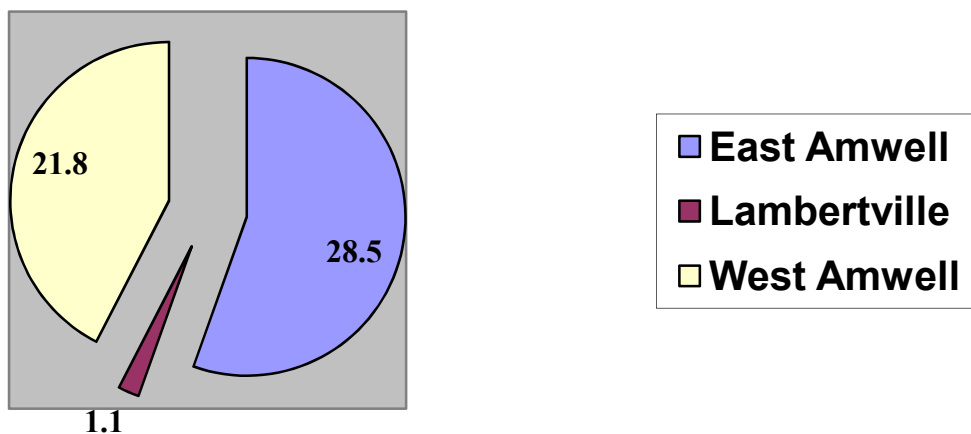
## **Chapter 4; Analysis of Police Shared Services**

## Geographic/Demographic Comparison

The City of Lambertville is a small quaint city home to three schools and approximately eighteen miles of roadways. Much larger by geographic measure, West Amwell is a rural community which hosts four schools, including the regional high school and approximately 40 miles of roadway. East Amwell is the largest by far, again a rural setting that has only one school and approximately 60 miles of roadways.

As shown in the chart below, Lambertville is the smallest municipality in size, with a resident population of 3,868. This number substantially increases with the influx of tourists and visitors on a daily and especially seasonal basis. West Amwell is considerably larger in area than Lambertville, but smaller by population with its 2,769 residents. Lastly, East Amwell is the largest of the three by comparison in geographic area and resident population of 4,550.

### Area in Square Miles

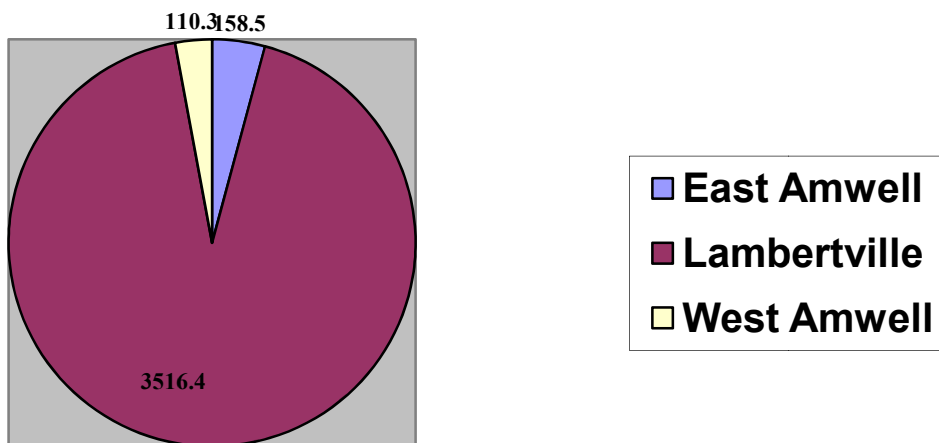


(Chart 12)

As anticipated, Lambertville has the highest population density per square mile due to its geographic area and population. This city compared to its rural counterparts has the highest police presence by employing a total of nine police

officers and one police director. Due to their more open country communities, East and West Amwell, although not close by population, draw much closer in population density per square mile. West Amwell employs six police officers to protect and serve, while East Amwell contracts with the N.J. State Police for their service.

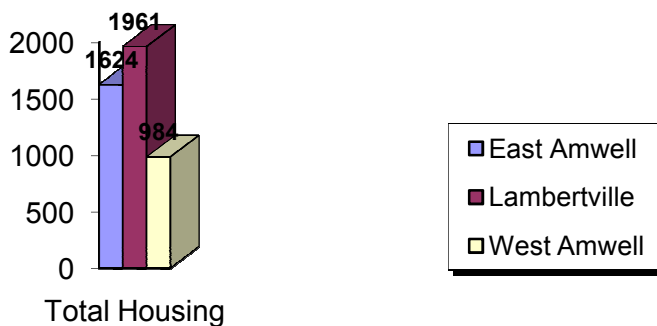
### **Population Density per Square Mile**



(Chart 13)

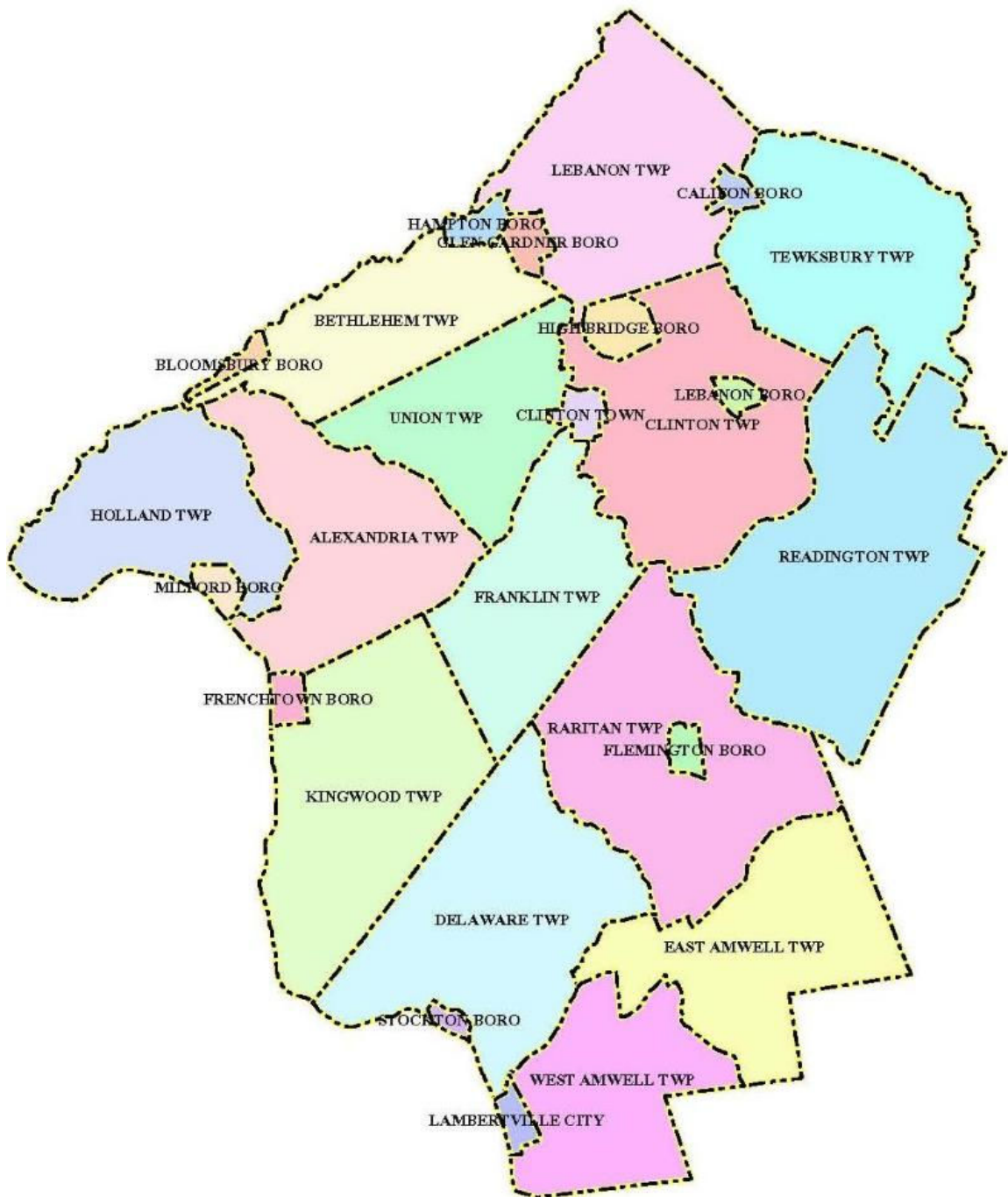
Lambertville, as expected, hosts the highest number of housing units, East Amwell comes a close second and West Amwell has about 50% fewer dwellings than the City.

### **Total Housing Units**



(Chart 14)

## Hunterdon County Map



(Chart 15)  
**Scheduling Comparison**

As East Amwell does not have a municipal police department, only Lambertville and West Amwell can be analyzed.

Both Departments work a four day on, two day off work week. Although Lambertville works an 8.5 hour shift, while West Amwell works an eight hour shift. Both departments work a similar shift at around 07:00, 15:00 and 23:00.

Neither department has the luxury of staffing a full time Detective or Traffic Officer due to minimal staffing and scheduling issues. All officers in both departments assigned to the schedule and work patrol and follow up investigations. Another shortfall to the existing schedules The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED]. The scheduling of training, whether in-house or academy is another problematic issue with the existing schedule. Staff meetings or any additional scheduling of officers for details are also challenging when confined to the existing schedule.

Due to the fact that almost 75% of the department's officers are scheduled daily, when overtime arises the pool to request or assign an officer is limited, and on certain occasions, officers are forced to work extra hours. The amount of overtime in both departments in Blue Shield Consulting's opinion is excessive. By comparison to Departments twice the size as Lambertville and West Amwell, the money spent on overtime in 2007 especially for West Amwell was extensive. In 2007 Lambertville's overtime was \$76,077 with a department of nine officers. West Amwell's overtime was \$91,646, with a Department size of six officers. On face value, it appears that since Lambertville does have a larger department, the overtime should be higher.

In fact Lambertville's overtime is less than West Amwell's by \$15,569. Could the reason be more personnel assigned per shift or other contributing factors?

In order to conduct a fair evaluation, a breakdown of the overtime hours would have to be provided and reviewed for each department. This information was not provided and is unavailable. Blue Shield Consulting has reviewed other departments' overtime budgets in conducting other studies that are twice the size of Lambertville and West Amwell and their overtime budgets are similar at \$75,000 to \$100,000.



Commonly, there are several reasons that factor into the cost of overtime; two of the most important being the limited number of officers scheduled per shift and the schedule itself. Increasing the number of officers per shift and changing to an alternate schedule, should assist in alleviating the amount of overtime expended by both departments.

### **Officer Seniority/Training Comparison**

Once again, only Lambertville and West Amwell can be analyzed.

Extensive training records were provided to Blue Shield Consulting by the Director of Lambertville. As typical in any police department, the sergeants and senior patrolman have the most amount of training. The officers with the least amount of years experience are the ones with the most need for additional training. There is a variety of training that each officer has received within the department.

This police department is not without a strong core of instructors and expertise in community policing. The department has assigned numerous officers as key instructors in order to provide its officers with the updated, mandated information necessary to fulfill State mandated training. This is an extreme benefit for ongoing training and assessment as well as a financial savings to the City's budgeted line item. The City was able to provide training documentation when requested.

The West Amwell Police Department was unable to provide Blue Shield Consulting with the training records requested. The Lieutenant stated that they also have a strong core group of instructors that handle much of the mandatory training internally, but academy or extra training is difficult to schedule. The Lieutenant's comments could not be verified by appropriate documentation.

As far as additional training is concerned, it appears officers in both departments are in agreement... There is not enough time or funds available to schedule additional training. Just about all of the officers questioned would like to pursue additional training in order to elevate their professional expertise in law enforcement. It is commendable and admirable when any employee shows the desire to better themselves internally without the management forcing them to attend different types of training and to accept and understand funding limitations.

According to "Popow v. Margate" [476 F SUPP. 1237 (D.N.J. 1979)] not only are departments liable to provide their officers with the mandated training required by the State, but must train these officers with more than the minimum required by the State.

The opportunity to join in shared services will enhance the departments' ability to train all of the officers with more than the minimum required without causing scheduling or budgetary constrictions.

### **Services Provided Comparison**

The N.J. State Police does provide the residents of East Amwell with limited services. A listing of the services provided is as follows:

- DARE
- Traffic

The City of Lambertville Police Department provides its residents with a variety of services. A listing of the services provided is as follows:

- DARE
- Lambertville Town Watch
- Child Seat Safety Installation Program
- Bicycle Registration Program
- Bicycle Patrol Unit
- Project Child Safe Gun Lock Program
- Traffic
- Crime Prevention
- Domestic Violence Crisis Response Team

The Township of West Amwell Police Department provides its residents with a variety of services. A listing of the services provided is as follows:

- DARE
- Traffic
- Crime Prevention
- Domestic Violence Crisis Response Team

Lambertville does have more to offer their residents

by providing more services than the other two municipalities combined. Again the reason is more officers with a proactive style of community policing.

### **Equipment Inventory Comparison**

East Amwell operates a speed trailer that is deployed by the Department of Public Works.

The City of Lambertville is sufficiently equipped with computers, vehicles, weapons and other necessary equipment.

West Amwell is also sufficiently equipped with computers, vehicles, weapons and other necessary equipment.

The only differences in equipment are: the following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] pistols. Lambertville carries the The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] and West Amwell carries the The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED]. Quite a few departments carry both weapons depending on officer preference. This is due to size, and the compatibility to the weapon itself. This should not cause an issue with either Department unless a change is mandated.

### **P.B.A. Contract Comparison**

There is an existing Collective Bargaining Agreement between the City of Lambertville and the Lambertville Policemen's Benevolent Association Local #343 for the years of 2005 - 2008.

There is also an existing Collective Bargaining Agreement between the Township of West Amwell and the West Amwell Policemen's Benevolent Association Local #188 for the years of 2006 - 2010.

Both contracts offer slightly different benefit packages, incentives and salary ranges. There is nothing in either contract that is outside normal parameters for a labor contract by a municipality and a P.B.A.

<b>City of Lambertville</b>
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<b>Individual Salary Breakdown</b>	
Salary Class	As of 1/1/08 - 4% raise
6 <sup>th</sup> Class	\$40,927.67
5 <sup>th</sup> Class	\$44,144.49
4 <sup>th</sup> Class	\$48,051.73
3 <sup>rd</sup> Class	\$54,750.94
2 <sup>nd</sup> Class	\$60,058.22
1 <sup>st</sup> Class	\$70,262.90
Sergeant	\$73,776.04
Sergeant 1 <sup>st</sup> Class	\$77,464.84

(Table 35)

<b>Township of West Amwell</b>	
<b>Individual Salary Breakdown</b>	
Lieutenant	\$81,583
Patrolman	\$70,263
Patrolman	\$70,263
Patrolman	\$70,263
Patrolman	\$60,058
Patrolman	\$60,058

(Table 36)

### **Salary Comparison**

Blue Shield Consulting has reviewed the Collective Bargaining Agreement for the Policemen's Benevolent Association (P.B.A.) Local 188 which governs the benefits for the West Amwell Police Department. This review also included the Collective Bargaining Agreement for PBA Local 343 which governs the benefits for the City of Lambertville. These two contractual agreements were reviewed and compared using 2008 compensation from both contracts. As with most if not all Police Departments in the State, municipalities are bound by contract for salary and wages.

It should be noted that these two agreements for both municipalities are typical of the standard contractual police agreements for police officers. The agreements would appear that West Amwell Township paid a slightly higher salary to its officers in comparison to the City of Lambertville. It should also be noted that West Amwell has higher overtime than Lambertville with fewer Officers, less calls for service and reduced quantifiable statistics such as traffic violations.

### **Operating Budget Comparison**

The numbers supplied by Lambertville were for the total operating budget for the years 2007 and 2006. These numbers were \$71,493 and \$67,268 respectively.

The Township of West Amwell supplied the most comprehensive breakdown of its operating budget. Its numbers were separated into three categories as listed below but still were not itemized into separate line items.

	<b>2007</b>	<b>2006</b>	<b>2005</b>
Operating Budget	\$24,130	\$11,448	<i>Not supplied</i>
Vehicle Maintenance	\$20,911	\$22,857	<i>Not supplied</i>
Purchase/Lease Vehicles	\$19,612	\$13,231	<i>Not supplied</i>
Total	\$64,653	\$47,536	<i>N/A</i>

(Table 37)

Considering East Amwell contracts with the N.J. State Police, and that the numbers provided by both Lambertville and West Amwell were not specific in nature, it is not reasonable to compare and analyze the municipal budgets.

In 2007, the difference between Lambertville's and West Amwell's operating budgets was \$6,840. In 2006, the difference was \$19,732. Without knowing the cause as to the substantial increase in the budget from 2006 to 2007 for West Amwell or if the numbers provided by Lambertville included vehicle maintenance or new vehicles, the numbers take on too many variables. In order for Blue Shield Consulting to conduct a fair evaluation of the municipal's budgets, additional information must be provided.

### **Mutual Aid Agreement Comparison**

With reciprocating Mutual Aid between Lambertville and West Amwell, no reciprocating mutual aid service would be required. West Amwell's agreement with Hopewell will need to be re-examined if there is any change in operations.

### **Calls for Service Comparison**

When a request was made to the N.J. State Police regarding the calls for service for the years 2005-2007 for the Township of East Amwell, minimal information was forwarded to Blue Shield Consulting. The types of calls, traffic enforcement statistics and traffic crash data were not provided hence to fairly evaluate the calls for service is merely estimated by the statistics received as well as research conducted.

The police service provided by the State Police is more of a response based approach to policing. There are minimal services provided to the residents of East Amwell but this does not in any way suggest that the residents and travelers passing through East Amwell are not receiving the best service afforded by the N.J. State Police.

The State Police did provide the first (5) months of calls for service for the year 2008. These numbers averaged 511 calls for the year. Again this is only an estimate from the information provided. The average response time for an Officer to respond when called was not provided and no estimates can be provided.

The City of Lambertville was able to provide Blue Shield Consulting with data and what was not provided was accessible through other venues.

I realize that this information was previously mentioned, but I think it is well deserved to be reiterated due to the type and style of policing Lambertville affords its residents and visitors. Besides the normal calls for service such as criminal and non-criminal investigations, community based responses and indictable and non-indictable arrests, D.U.I. arrests stand out among the rest. For a smaller departments the numbers are staggering, in 2007, 82 persons were arrested for D.U.I., in 2006, 72 persons were arrested for D.U.I. and in 2005, 71 persons were arrested for D.U.I. This Department is very proactive and is measured by its success through the number of arrests, traffic enforcement data and community policing approach to law enforcement.

The calls for service for 2007 were 5,117, 2006 were 5,418 and 2005 were 5,550 averaging 5,362 for the last three years. The average response time for an Officer to respond when called was 3.07 minutes.

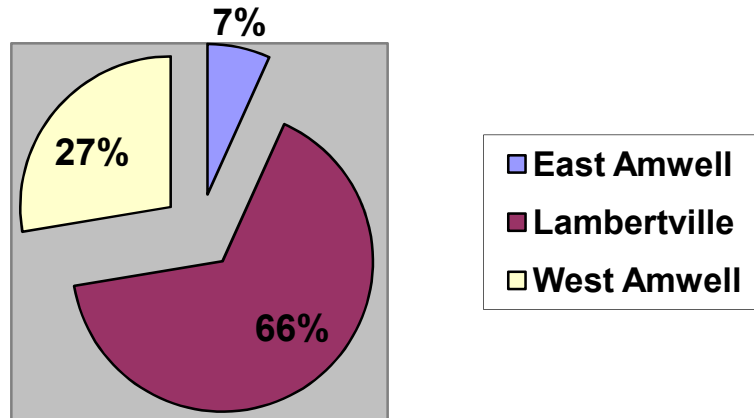
West Amwell was also able to provide Blue Shield Consulting with certain data as well as estimates.

The Officers in West Amwell have a much larger area to patrol and enforce with fewer Officers than Lambertville. This may be why the style of policing is more of a response when called as opposed to proactive such as Lambertville's. This style adapts to more of the style incorporated in East Amwell.

The calls for service for 2007 were 2,481, 2006 were 2,103 and 2005 were 2,187 averaging 2,257 for the last three years. The average response time for an Officer to respond when called is estimated by Lieutenant Bartzak as The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED].

As noted by the below chart, Lambertville by far exceeds both East Amwell and West Amwell in calls for service even if combined. Several factors are believed to be the cause of these statistics. First the geographic and demographic nature of Lambertville compared to the other two municipalities. The difference in a City, even a small community such as Lambertville compared to rural communities weighs heavily especially when population density is considered. The second factor is the size of the departments; again Lambertville has more Officers in more of a confined space as opposed to an open country setting. Lastly, the officers in Lambertville utilize a proactive approach to policing and many of the calls for service are Officer generated.

## Average Calls for Service 2005-2007



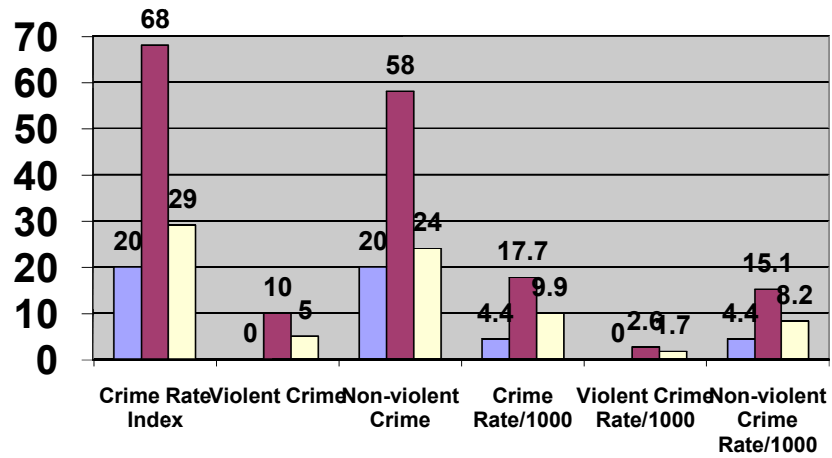
(Chart 16)

### Uniform Crime Report Comparison

As noted below, Lambertville has the highest Crime Rate Index for the years 2007-2005. In the years 2006 and 2005 West Amwell's Crime Rate Index was slightly higher than East Amwell's. It should be noted that in 2007 East Amwell surpassed West Amwell's Crime Rate Index. It is unknown to Blue Shield Consulting as to the cause of the increased crime rate in East Amwell.



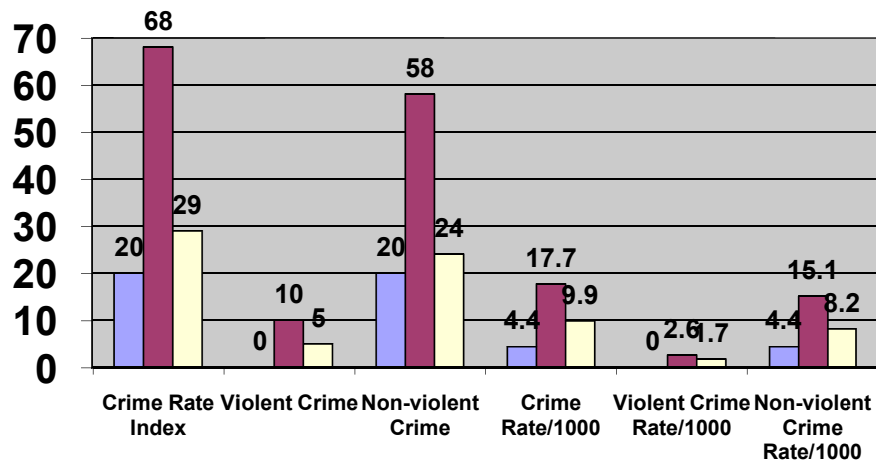
## 2006 UCR Statistics



■ East Amwell 
 ■ Lambertville 
 ■ West Amwell

(Chart 17)

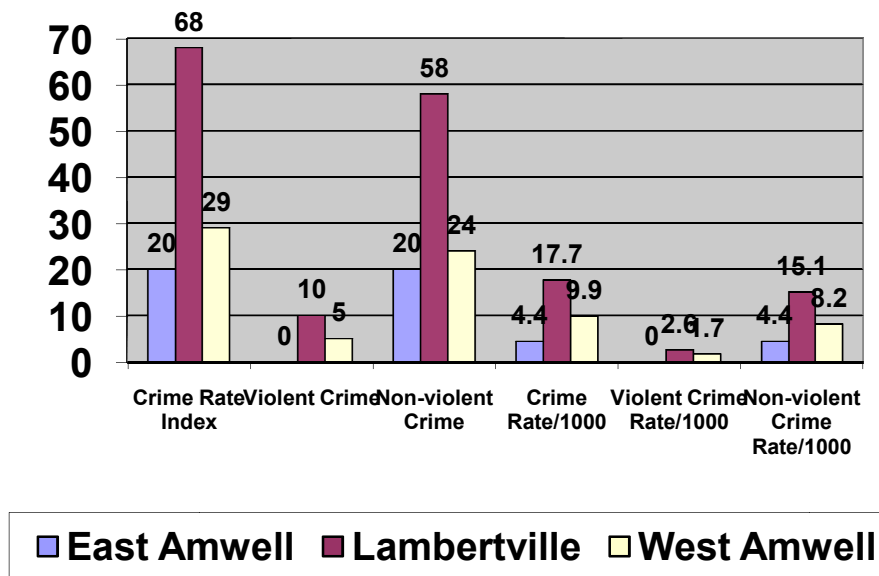
## 2006 UCR Statistics



■ East Amwell 
 ■ Lambertville 
 ■ West Amwell

(Chart 18)

## 2005 UCR Statistics



(Chart 19)

## Traffic and Crash Statistics Comparison

The State Police did not provide these statistics when requested for East Amwell. The City of Lambertville had a total of 7,656 motor vehicle summons issued for the year 2007, in which 5,416 were parking offenses. This aggregate total is inclusive of the officer's productivity and the parking enforcement Officers. In 2006, the total number of summons issued was 8,055, in which 5,684 were parking offenses and in 2005 the total was 8,451, in which 6,072 were parking offenses.

The traffic crash statistics supplied by Lambertville were 193 in 2007, 186 in 2006 and 197 in 2005.

West Amwell provided Blue Shield Consulting motor vehicle summons issued for the years 2008-2006. These numbers were 1,109 for 2008, 674 for 2007 and 947 for 2006.

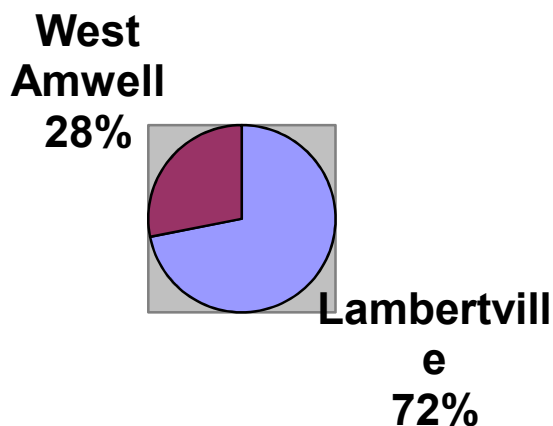
The traffic crash statistics supplied by Lt. Bartzak were 112 in 2007, 130 in 2006 and 125 in 2005.

Again considering the N.J. State Police could not provide Blue Shield Consulting with the traffic statistics requested, a

comparison can only be conducted for Lambertville and West Amwell. Lambertville issued an average of 5,724 parking summons for the years 2007-2005. This is by far the bulk of the summons issued within City limits. Blue Shield Consulting was advised that West Amwell only issues warnings for parking offenses. As far as moving and non-moving motor vehicle summons issued for the years 2007-2005, Lambertville issued an average of 2,330. West Amwell issued for the years 2008-2006 an average of 910.

Even without the input of parking summons issued by Lambertville, this Department far exceeds the number of summons issued by West Amwell as shown in the below chart.

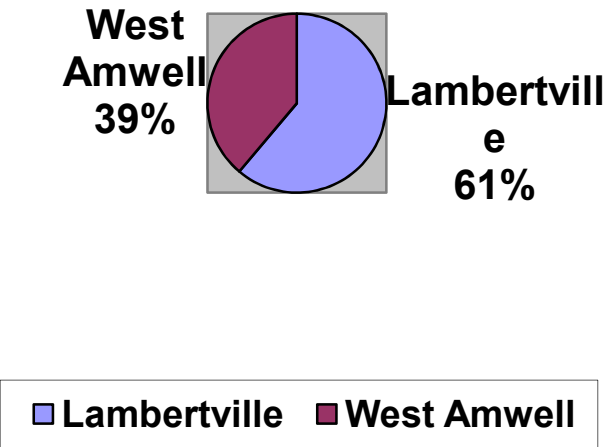
### **3 Year Average Summons**



(Chart 20)

Once again considering the N.J. State Police could not provide Blue Shield Consulting with the traffic statistics requested, a comparison can only be conducted for Lambertville and West Amwell. Lambertville had an average of 192 traffic crashes for the years 2007-2005 and West Amwell had an average of 122 for the same years. Once more Lambertville proves to be a busier municipality than West Amwell as shown in the chart below.

## **2007-2005 Average Traffic Crash**



(Chart 21)

## **Tax Rate Comparison**

The tax rate comparison the Township of East Amwell, the City of Lambertville and the Township of West Amwell is listed below:

	2008	2007	2006	2005
East Amwell	<i>Not supplied</i>	1.784	1.780	1.67
Lambertville	1.633	1.577	1.593	<i>Not supplied</i>
West Amwell	1.830	1.790	1.710	<i>Not supplied</i>

(Table 38)

Since all data requested was not supplied, Blue Shield Consulting cannot complete an accurate comparison of tax rates for the (3) municipalities.

## **Grant Funds Comparison**

Lambertville has received grant funding for the years 2007-2005 from the Drunk Driving Enforcement Fund, Body Armor Replacement, a Domestic Violence Reimbursement for training and the statewide "Click it or Ticket" campaign. The cumulative total exceeds \$20,000 worth of non-budgetary funds gained through grant funding opportunities. West Amwell on the other

hand had only received grant funds for Body Armor Replacement for the same (3) year period. Their cumulative total is only \$2,500, approximately 12 ½ % of the total received by Lambertville.

The City of Lambertville actively pursues and utilizes available grant funding opportunities while the Township of West Amwell may not have the same opportunities to receive the same grant awards due to their demographics and crime statistics.

### **Court Comparison**

East Amwell, Stockton Borough and Delaware Township share a court. This court is staffed with one full-time employee and one part-time employee. The first is the certified Court Administrator and the second is the certified Deputy Court Administrator who works six hours per week. The Court Security is provided by Delaware Township Police Department and the expense is split between East Amwell and Delaware Township and a small fee charged to Stockton Township because of their low court usage.

<b>Township of East Amwell 2008 Municipal Court Budget</b>	
<b>Description</b>	<b>Salary and Wages</b>
<b>Court Administrator</b>	<b>\$43,864.08</b>
<b>Auditor</b>	<b>\$3,000.00</b>
<b>Magistrate</b>	<b>\$17,307.68</b>
<b>Court Security Officer</b>	<b>\$4,800</b>
<b>Deputy Court Officer (\$20.00)</b>	<b>\$6,400</b>
<b>Subtotal</b>	<b>\$75,371.76</b>
<b>Description</b>	<b>Other Expenses</b>
<b>Other Expense</b>	<b>\$2,640</b>
<b>Office Supplies</b>	<b>\$1,400</b>
<b>Conferences/Meetings/Dues</b>	<b>\$500</b>
<b>Court Interpreters</b>	<b>\$1,400</b>
<b>Printing/Forms/Postage</b>	<b>\$2,400</b>
<b>Subtotal</b>	<b>\$7,500</b>
<b>Total Municipal Court</b>	<b>\$83,711.76</b>

(Table 39)

The hours of operation for the court are Monday through Friday from 8:30am to 3:00pm. There are two scheduled court sessions per month. The second Monday of the month is a day court, which lasts approximately five hours and the fourth Monday of the month is a night court which lasts approximately

four hours. The shared court holds approximately nine hours per month in handling approximately 266 cases per month.

The East Amwell shared court is a highly functional and efficient court because of the complexity. The shared court splits the fees generated between Delaware Township and East Amwell. The Shared Court component which adds the Township of Stockton allows for additional sharing of court staff, facilities, and supplies which provides great service at a lower cost.

This court processes between 2,500 and 3,200 cases per year and 50% of the revenue is split between Delaware Township and the East Amwell. The Township of East Amwell provides the Administrative Office space needed for the Court, the Court Room, Judges Chambers and all necessary equipment required by the Administrative Office of the Court (AOC). In kind, the Township of Delaware provides the police officers required to provide Court Security to this function. The cost for the Court Security is split 50% between East Amwell and Delaware Township with a small percentage being paid by Stockton Township.

This is shared court shares its revenues at 50% and also sharing 50% of the cost which makes this shared court very efficient in its operation and provides excellent service to the three communities.

This Court provides administrative office space needed for the court, the courtroom, judge's chambers and all necessary equipment required by the Administrative Office of the court. The Township of Stockton established Shared Court shares in the cost of operation but retains 100% of its revenues generated for its each community minus state fees. As such, there is no local court generated revenue schedule.

The City of Lambertville Municipal Court staff consists of two full-time employees. The first is the certified Court Administrator and the second is the certified Deputy Court Administrator. The Court Security is provided by the officers of the Lambertville Police department.

<b>City of Lambertville 2008 Municipal Court Budget</b>	
<b>Description</b>	<b>Salary and Wages</b>
Court Administrator	\$39,360
Longevity	\$788
Magistrate	\$11,419
Court Security Officer	\$7,200
Deputy Court Officer	\$15,000
Subtotal	\$73,767
<b>Description</b>	<b>Other Expenses</b>
Other Expense	\$1,750
Office Supplies	\$1,200
Conferences/Meetings/Dues	\$500
Court Interpreters	\$500
Printing/Forms	\$1,000
Subtotal	\$4,950
<b>Total Municipal Court</b>	<b>\$78,717</b>

(Table 40)

The hours of operation for the Court are Monday through Friday from 9:00am to 4:30pm. There are three scheduled court sessions per month. They are on the first Thursday of the month at 7:00pm which lasts approximately four hours, the second Thursday of the month at 1:30pm which lasts approximately three and one half hours, and the last which is the third Thursday of the month at 7:00pm which lasts approximately four hours. The court is in session a total of approximately eleven and one half hours per month, handling approximately 180 cases per month.

The court generated revenue for the year 2006 was \$228,548 for 2007 the Court generated \$219,805 and in 2008 the court generated \$192,949.

The Township of West Amwell Municipal Court staff consists of one full-time employee and one part-time employee. The first is the certified Court Administrator and the second is the certified Deputy Court Administrator. The Township provides for a Court Security Officer which is paid from the Municipal Court Budget. The budget worksheet supplied to Blue Shield Consulting is listed below.

<b>Township of West Amwell 2008 Municipal Court Budget</b>	
<b>Description</b>	<b>Salary and Wages</b>
Court Administrator	\$38,360
Longevity	\$788
Magistrate	\$11,419
Court Security Officer	\$1,500
Deputy Court Officer	\$15,000
Subtotal	\$67,067
<b>Description</b>	<b>Other Expenses</b>
Other Expense	\$1,750
Office Supplies	\$1,200
Conferences/Meetings/Dues	\$500
Court Interpreters	\$500
Printing/Forms	\$1,000
Subtotal	\$4,950
<b>Total Municipal Court</b>	<b>\$72,17</b>

(Table 41)

*Note\* All Health Benefits are not listed separately in individual budgets.*

The hours of operation for the West Amwell Court are Monday through Friday from 8:30am to 3:30pm. There is one scheduled court session per month. The session is held on the second Wednesday of the month at 5:00pm which lasts approximately four to five hours per court. The court while in-session handles approximately 100-110 motor vehicle summons per month and approximately ten cases per month.

The Court generated revenue for the year 2006 was \$97,733, for 2007 the Court generated \$87,667 and in 2008 the Court generated \$102,616.

The Court Budget Comparison for salary and wages and operating budgets are listed below:

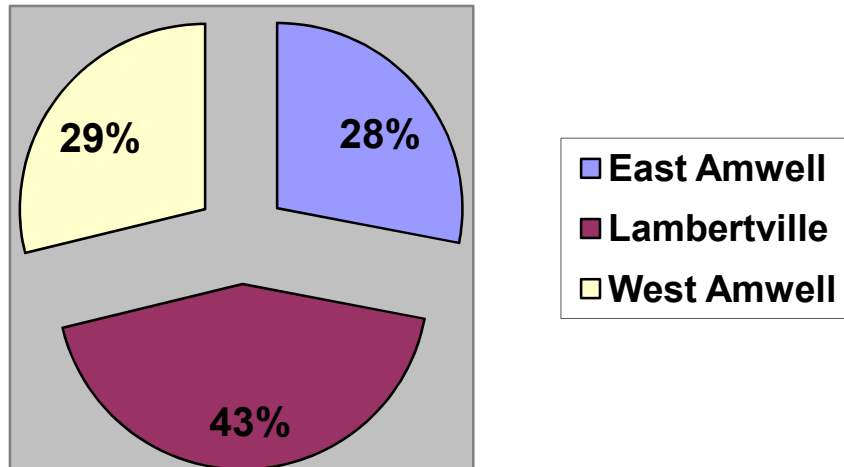


<b>Court Budget Comparison</b>			
	<b>East Amwell</b>	<b>Lambertville</b>	<b>West Amwell</b>
<b>Description</b>	<b>S &amp; W</b>	<b>S &amp; W</b>	<b>S &amp; W</b>
Court Administrator	\$43,864.08	\$39,360	\$38,360
Longevity	\$3,000.00	\$788	\$788
Magistrate	\$17,307.68	\$11,419	\$11,419
Court Security Officer	\$4,800	\$7,200	\$1,500
Deputy Court Officer	\$6,400	\$15,000	\$15,000
Subtotal	\$75,371.76	\$73,767	\$67,067
<b>Description</b>	<b>Other Expenses</b>	<b>Other Expenses</b>	
Other Expense	\$2,640	\$1,750	\$1,750
Office Supplies	\$1,400	\$1,200	\$1,200
Conferences/Meetings/Dues	\$500	\$500	\$500
Court Interpreters	\$1,400	\$500	\$500
Printing/Forms	\$2,400	\$1,000	\$1,000
Subtotal	\$7,500	\$4,950	\$4,950
Total Municipal Court	\$83,711.76	\$78,717	\$72,017

(Table 42)

Each court handles numerous cases per year; East Amwell splits its cases with another jurisdiction hence an estimate of 1,200 cases are heard per year. This is actually a higher number than I anticipated since East Amwell is covered by the N.J. State Police. Lambertville is again the highest at 2,160 cases heard per year and West Amwell hears approximately 1,440 per year.

### Average Court Cases Handled per Year



(Chart 22)

The revenue schedules for the three municipalities could not be compared properly since East Amwell was not able to provide Blue Shield Consulting with any revenue schedule. Lambertville's average court revenue for the years 2006 - 2008 was \$211,767 and West Amwell's average court revenue for the same years was \$96,005.

It is important to note that Lambertville and West Amwell had previously shared space due in West Amwell due to flooding in Lambertville's Justice Center. Lambertville has assisted West Amwell's staff during staff shortage due to medical conditions. There is a history of working together but as of now the operations are separate.

## **Chapter 5; Conclusion and Final Recommendations**

Blue Shield consulting is recommending the following items and observations, all discussed in more detail below:

- Dissolution of existing police departments - done by resolution
- Subsequent merging of Lambertville and West Amwell departments
- Governance will be decided during implementation
- Workflow staffing (a better staffing mechanism) cannot be implemented due to lack of existing technology
- West Amwell has rampant overtime costs that could be controlled
- Larger department will offer officer more upward mobility and training opportunities
- Lambertville averages 1.7 calls per service per hour; West Amwell averages .275 calls per service per hour
- New P.B.A. contract should closely mirror existing contracts to ensure officer moral and buy-in
- New department could operate on a 12-hour shift with a Director
- A new department has the ability to minimize and/or maintain future costs while expanding levels of service to the residents and property owners
- West Amwell has approximately \$55,000 in unused absence time as of the end of 2008; the Township has appropriated approximately \$27,000 towards this liability
- Lambertville has approximately \$100,000 in unused absence time as of the end of 2008; the City has not appropriated any funds towards this liability

### **Addressing Officer/Resident Concerns**

There were some major concerns by both the residents and the Officers in both Departments. Blue Shield Consulting is of the belief that an open dialogue with reciprocal communication is the key to a successful endeavor such as this and that mindset will dispel any rumors or unknowns. This accurate delivery of information will eliminate misinformation and will foster suggestion and feedback from the all parties as the process moves forward.

A heavily advertised public meeting should be scheduled for the public. This meeting should invite residents from both communities as well as local media sources. Key players and leadership from both communities and Departments should attend to explain the "Shared Services" process and to answer any questions or concerns voiced by the public. Together they can express for themselves any separate or shared concerns, questions and ideas. A well prepared presentation as well as a unified panel will set forth a ripple affect throughout both communities offering the benefits of such a merger.

Another phase to this open communication would be to advise both Police Departments as to any change as soon as feasible. Keeping the Officers in the loop will foster the morale and again dispel any rumors. Once each Department has been informed of the merger, schedule a combined meeting with both departments led by Director Cocuzza and Lt Bartzak to discuss the changes and how the process will be implemented as the project moves forward with appropriate time tables in place.

As previously mentioned, each Department has certain expertise to offer, but the leadership style and each Officer's personal style of policing is different. Potential personnel issues may arise as to whose style of policing should be adapted. Certain Officers already mentioned the difference in the Departments and how it would affect them personally.

There are many supervision and leadership training courses available to assist the leadership with the transition. This should aid in preventing Officers from comparing the old Department with the "New" one. Management should make every effort to welcome all personnel and treat them as equals. There is one management tool sponsored by the New Jersey Chief's of Police Association known as West Point Command and Leadership which is now called "Command and Leadership" that speaks extensively about leadership techniques. Keeping in mind the Officers were concerned about a separation amongst the troops. A technique used in this Command and Leadership course deals with a supervisor recognizing that he has an in group and an out group - Officers that he likes and those he could care less about. This theory when applied aids the supervisor in recognizing this and helps them bring the Officers from the out group into his in group. When the supervisor fosters this type of relationship, it increases morale and productivity. The last thing any newly formed Department needs is a separation amongst the Officers. By being fair, honest and consistent with the

Officers should assist the transition and develop them into a cohesive unit.

### **Calls for Service**

It is the opinion of Blue Shield Consulting that if East Amwell Township was being served by a full-time municipal police force their calls for service would increase, as to the number is unpredictable but past experience suggests residents would increase their calls for service when personal attention is provided by their own Police Department. This statement is based on research that limited incidents are being reported by residents to law enforcement. This is by far the culture of East Amwell as to only call the State Police in cases of extreme emergencies. The culture is not to bother the State Police with the small issues. This limited use requesting the a Trooper has been a practice since its inception in 1921 when the New Jersey State Police were being established; offering "In certain municipalities, the division is the sole provider of these general police services", (Posted on NJSP Web Site Core Functions as of June 1, 2009). This concept was well intended to assist small communities that were too rural and too poor to have their own Police Department back in the day. The concept of "Shared Services" would not have been considered for another seven decades before municipalities would consider sharing resources. Those resources now include police protection and any other resource that one community can provide to another are being considered.

Blue Shield Consulting previously completed a study where that community shifted from the dependency on the State Police to a municipal police force under contracted services. That community, Hunterdon County's own rural Califon Borough, immediately welcomed the Washington Township Police force into the community and they in turn began offering full service to residents of Califon.

In 2009 the Califon/Washington Agreement is regarded as a success and both communities are benefiting from the relationship. Califon Borough is receiving excellent full-time police protection and Washington Township is receiving a funding source to off-set its operating budget.

As in that Califon Borough Case Study proved; Califon Borough reported incidents soared with the new department. The improved police presence they received offered a more consistent police service on a daily basis. Prior to the Shared Service, Califon Borough resident's complaint were; Speeders, Vandalism,

Domestic disputes and Motor Vehicle Violators who drive through the small community as a cut-through to work. The Shared Service implementation also addressed the slow response time from the State Police. This became a non-issue since the Washington Township Police are consistently less than five minute in their response to calls.

### **Services Provided**

The Township of East Amwell would need a minimum twelve sworn officers based on those FBI recommendations. The F.B.I. Model applied the Township of East Amwell would cost in excess of \$1.2 million in Salary/Benefits alone to establish their own Police Department. These identified starts up costs do not take into account a police facility/space, vehicles, weapons, and uniforms, etc. Another component of creating a police department would be the legal responsibilities to create a Police Ordinance, Standard Operating Procedures, Rules and Regulations and the Employee Union Contract to provide terms of benefits.

If merged and the complete union of the two police departments the new combined agency could provide this contract service to Township of East Amwell. It should be noted that Blue Shield Consulting highly recommends that the newly appointed agency does not provide any additional police protection to any other municipality for minimum of one year. This recommendation is based on past experience and the knowledge that issues and self adjustments to staffing, policy, and new understanding of the department's mission and purpose have and will be modified.

It is the opinion of Blue Shield Consulting that the Township of East Amwell will not find any less expensive method to provide law enforcement protection to its residents than the New Jersey State Police under the current terms. Blue Shield Consulting has noted through conversations with residents during site visits that residents seem agreeable to the level of the current service of police protection. Blue Shield Consulting's opinion is that this level of service is agreeable to the residents of East Amwell because of three factors. First being this is the only level of service provided to them. Second, the residents of East Amwell are aware that their taxes would be increased significantly if they required pay for a full-time police protection. Third, the crime statistics demonstrate there is no need for full-time coverage.

Blue Shield Consulting believes that there are three factors that may alter this current service. The first factor that may change this condition is if the elected officials of East Amwell decided to make a change. The second condition that has raised current interest in considering another provider for police protection for the Township of East Amwell is the State of New Jersey may start assessing a fee to municipalities that are receiving rural New Jersey State Police patrol protection to their communities. The third and final condition is the interest in the Police Shared Service study being performed by Blue Shield Consulting and if the results seem favorable the Township of East Amwell maybe swayed in a different direction.

The Township of East Amwell would be remiss if they did not consider police contracted police services within a neighboring municipality. Blue Shield Consulting is aware that there are other neighboring municipalities that may offer services to the Township of East Amwell if considered.

This proposal is a forecast of the cost if a new police department were to be approved and formed by the unity of the two former departments. For the purpose of clarity in identifying the possible police union of the newly formed police department if approved, Blue Shield Consulting will refer to the merged police entity as the "Lamwell Regional Police Department". The ability of Blue Shield Consulting to provide an exact quote for the Lamwell Regional Police Department to provide police shared service can not be offered, but Blue Shield Consulting will offer the following remarks based on data currently that has been collected.

It is the opinion of Blue Shield Consulting that the Township of East Amwell will not find any less expensive method to provide law enforcement protection to its residents than the New Jersey State Police. It is also the opinion of Blue Shield Consulting that the Township of East Amwell will be very impressed with the level of service that could be provided by municipal police department on a full-time contracted basis. The shared service agreement provided to East Amwell if approved would be the same as having its own individual police department but at a much lower cost. This reduction of cost is because the infrastructure of a building, vehicles, and staff are greatly reduced. This can be accomplished because the provider will only have to add a limited number of officers to provide the service which prevents over lapping of staff and rank duplication of staff.

The shared service department would provide a level of service and individual attention to residents unmatched by the New Jersey State Police. Again, it is noted that this is not a disparaging remark against the New Jersey State Police, it is that they are not contracted to provide individual service to East Amwell. It is Blue Shield Consulting comparison that a municipal police force could produce additional revenues from enforcement activities which occur in the Township of East Amwell under the established protocol of the Administrative Office of the Courts (AOC).

### **Merger of Lambertville and West Amwell**

As far as services provided by the City of Lambertville and the Township of West Amwell to each other are a win, win for both communities. By merging these Departments into one will enhance the services provided to the public. Larger Departments with higher numbers of personnel offer more programs; it allows more time to allocate to these programs and more time for training. This is a benefit to the residents and to the Officers themselves by increasing their training, productivity, professionalism and morale.

It is important to note that any merger will result in the payout of unused absence time. Careful implementation in regards to salary and bonuses must taken in order for there to be any savings in light of the payout amounts necessary to both municipalities - especially since both liabilities are underfunded.

### **Advantages/Disadvantages for East Amwell**

According to the I.A.C.P. population statistics models, the Township of East Amwell would need a minimum 12 sworn Officers to start their own Police Department based on those FBI model recommendations. If applied the Township of East Amwell would cost in excess of \$1.2 million in Salary/Benefits alone to establish their own Police Department. These identified starts up costs do not take into account a police facility/space, vehicles, weapons, and uniforms, etc. Another component of creating a police department would be the legal responsibilities to create a Police Ordinance, Standard Operating Procedures, Rules and Regulations and the Employee Union Contract to provide terms of benefits.

If merged and the complete union of the two police departments the new combined agency could provide this service



to Township of East Amwell. It should be noted that Blue Shield Consulting highly recommends that the newly appointed agency does not provide any additional police protection to any other municipality for minimum of one year. This recommendation is based on past experience and the knowledge that issues and self adjustments to staffing, policy, and new understanding of the department's mission and purpose have and will be modified. A fair-share cost allocation model would need to be created during the implementation phase of a contract-based model. This allocation model would be dependent on the level(s) and type(s) of service East Amwell desires. Blue Shield Consulting strongly recommends the model has built-in escalator clauses to ensure fairness in future cost increases.

### **Enhancement to Police Staffing**

Using population as a basis to determine staffing levels is useful as a comparison, but this method takes a very basic and standard approach to determining staffing. The problem is that policing is anything but standard and basic. There are almost as many varieties of needs and operations as there are police departments. Variables such as geography, traffic, climate, crime rate, level of expected service, calls for service and specialization within the department are all very important. Whether the local government has a paid or volunteer Fire and Ambulance service is also highly relevant. Simply relying on population alone (*or to a great extent*) does not tell us what we need in the unique environment of East Amwell, Lambertville or West Amwell. This method is however used by the F.B.I., U.S. Department of Justice and the Bureau of Justice to make recommendations on law enforcement staffing by population.

In order to accurately determine the needs of a merger, we should determine our staffing using a more scientific analysis of what the specific needs are for the consolidation.

To accomplish this, the IACP (*International Chiefs of Police*) offer several formulas that are utilized to determine staffing needs.

The first is the IACP Workload Staffing method which uses actual call history from the department. It examines what is happening in the jurisdiction and the staffing needed for an effective and efficient patrol force. The IACP has been studying staffing for over 40 years. Through research they have determined that the work of a patrol officer can be divided into three equal parts.

- Calls for Service - Crimes, Disputes, Alarms, Ambulance Calls, Traffic Crashes, and general service calls. The IACP studies have determined that it takes an average of 45 minutes to complete a call for service.
- Buffer Time - Because calls for service occur at irregular intervals, a buffer needs to be factored in to compensate for peak times and avoid a high degree of stacking. This time is also used for vehicle service/inspection, personal relief, meals, and supervision.
- Routine Patrol - Preventative Patrol, Traffic Enforcement, Contact with Citizens, Business and Vacant House Checks, and other community orientated police functions.\*

Unfortunately, none of the municipalities in this study utilizes a records system capable of retrieving the necessary data required to provide such an analysis. Therefore we will utilize the recommendations previously stated by the Federal Bureau of Investigation, Department of Justice and Bureau of Justice using their formula implementing the recommended number of Officers per 1,000 residents. Any new Department should implement an internal priority based call system through a self-administered CAD program. Such a program will enable for crime-trend tracking (which is not done now) and the effective deployment of resources.

The first shared service to be evaluated will be the City of Lambertville and the Township of West Amwell. These two Hunterdon County police departments, though neighbors, operate under different goals and functions. These separate styles vary because of density, diversity, socioeconomic residential population that they served.

While performing the research phase of the study Blue Shield Consulting learned that these differences could be reversed from weaknesses to strengths.

### **Recommended Staffing**

The concept of the City of Lambertville combining its police departments with the Township of West Amwell would seem bizarre in the past. Today, many communities will be forced to make this change because as municipalities are forced to shrink operating budgets to control tax increases. All Mayors,

Municipal Administrators/Managers will be forced to meet these challenges and find new ways to make do with less.

The table below represents the population according to the 2000 census, the actual number of Officers employed by the municipalities and the recommended number of Officers by formula.

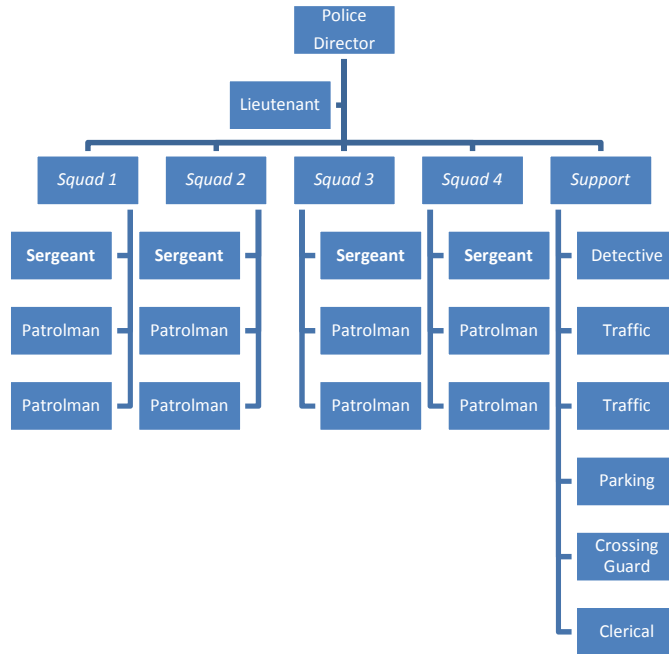
	Population	# Actual Officers	F.B.I. Recommends 2.7/1,000 residents	U.S. D.O.J. Recommends 2.3-2.7/1,000 residents	B.O.J. Recommends 2.7/1,000 residents
Lambertville	3,868	9	10	9 - 10	10
West Amwell	2,383	6	6	5 - 6	6

(Table 43)

As you can see, if Lambertville and West Amwell shared services, according to population the Lambertville Police Department should consist of 9 - 10 Officers. The West Amwell Police Department should consist of 5 - 6 Officers. Since the average combined calls for service for the last (3) years were 7,807, it is Blue Shield Consulting's recommendation to staff (16) Officers for the combined Department.

The command structure is listed below as (1) Police Director, (1) Lieutenant, (4) Sergeants supervising (8) Patrolman, (1) Detective and (2) Traffic Officers. The Traffic Officers would work an overlapping shift The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] with patrol in order to enhance service, manpower and any overtime issues that may occur when a squad member is scheduled off. A The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] minimum would be required in order to adequately cover both municipalities, this is an increase from both towns The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] minimum is the existing policy.

## Lambertville/West Amwell



(Chart 23)

The second shared service to be evaluated will be the Township of East Amwell, the City of Lambertville and the Township of West Amwell. The table below represents the population according to the 2000 census, the actual number of Officers employed by the municipalities and the recommended number of Officers by formula.

	Population	# Actual Officers	F.B.I. Recommends 2.7/1,000 residents	U.S. D.O.J. Recommends 2.3-2.7/1,000 residents	B.O.J. Recommends 2.7/1,000 residents
East Amwell	4,455	0	12	10 - 12	12
Lambertville	3,868	9	10	9 - 10	10
West Amwell	2,383	6	6	5 - 6	6

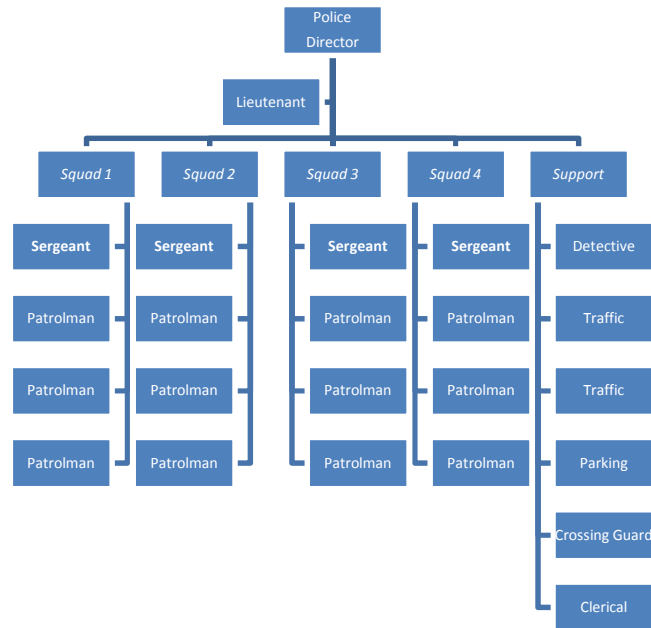
(Table 44)

As you can see, if East Amwell, Lambertville and West Amwell share services according to population, the newly developed East Amwell Police Department should employ 10 - 12 Officers, Lambertville Police Department should consist of 9 - 10 Officers. The West Amwell Police Department should consist of 5 - 6 Officers. East Amwell's average estimated calls for

service are 511 for the year. This number does not constitute the necessity for a (12) man Police Department. Since the average combined calls for service for the last (3) years were 7,807 for Lambertville and West Amwell, and East Amwell's calls for service would only increase slightly. It is Blue Shield Consulting's recommendation to staff an additional (4) Officers for the combined Department. The reason for an increase to total of (4) Officers is due to the size of East Amwell at an additional 28.5 square miles. The size of the Township alone constitutes this increase in order to properly staff the (3) municipalities'.

The command structure is listed below as (1) Police Director, (1) Lieutenant, (4) Sergeants supervising (12) Patrolman, (1) Detective and (2) Traffic Officers. The Traffic Officers would work an overlapping shift The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] with patrol in order to enhance service, manpower and any overtime issues that may occur when a squad member is scheduled off. A The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] minimum would be required in order to adequately cover all (3) municipalities, this is an increase from all (3) towns where a The following is redacted as per NJSA 47:1A-1.1(8) as it pertains to security measures/public safety [REDACTED] minimum is the existing policy.

## East Amwell/Lambertville/West Amwell



(Chart 24)

## Scheduling

The suggestion of implementing a twelve hour police work schedule for both the City of Lambertville and the Township of West Amwell Police Departments is highly recommended. The twelve hour schedule may be a missed opportunity in exploring improvements to the safety of each community and their officers that serve them.

This recommendation is being made, the merger being approved notwithstanding and it is our belief that savings will be demonstrated by both departments and will be better served without sacrificing the protections of the communities.

The most popular twelve hour a work schedule is the Pitman Schedule which establishes the squad concept. In this case it establishes four, consisting of one sergeant and two patrol officers for the combined Lambertville and West Amwell Police Department.

An example of the schedule is as follows: officers would work two-days on, two-days off; three-days on, two-days off;

two-days on, three-days off. Beginning on a Sunday, shifts would generally start at either 06:00 hours or 07:00 hours and rotate every two to three weeks, depending on management's decision.

### **Example of the Pitman Schedule**

	<u>S</u>	<u>M</u>	<u>T</u>	<u>W</u>	<u>T</u>	<u>F</u>	<u>S</u>	<u>S</u>	<u>M</u>	<u>T</u>	<u>W</u>	<u>T</u>	<u>F</u>	<u>S</u>
Squad 1;	0	1	1	0	0	1	1	1	0	0	1	1	0	0
Squad 2;	2	0	0	2	2	0	0	0	2	2	0	0	2	2
Squad 3;	1	0	0	1	1	0	0	0	1	1	0	0	1	1
Squad 4;	0	2	2	0	0	2	2	2	0	0	2	2	0	0

This style of schedule has demonstrated a reduction in sick-time and over-time. The schedule also brings a health benefit by improving the officer's physical and mental well being because officers can establish a routine sleep pattern without having to change weekly. Improved morale is another example of its inherent benefits to the employees. In addition, the Pitman Schedule provides a three day weekend every other week, which allows officers to schedule family and personal time off without using additional days which can create overtime. Also if the necessity arises, 50% of the Department's Officers are scheduled off and can be recalled as well rested, ready to go manpower. Keep in mind the eight hour schedule utilizes 75% of the Department's officers, leaving at best 25% manpower deployment possibilities.

This schedule will also allow management the ability to shift officers from nights to days or visa versa when open shifts occur causing overtime. This will also reduce overtime costs, especially in regards to court appearances. Keep in mind this can only be done when squads are fully staffed.

The Pitman Schedule or similar twelve hour schedules such as three day on three day off shifts have been proven in other departments. Cost savings to municipalities, reduction in sick time and the improvement in officer's physical and mental health have all been a benefit to the department and residents. In the majority of towns switching to twelve hour schedules, there has been an increase in productivity due to Officer's morale and their well rested, more relaxed condition. It is important to

note that in a new, merged department, clearance rates must be kept for performance measurement. The sample organizational chart listed above includes a Detective; a service not currently offered.

The officer's schedule, if adopted, would change the current eight or eight and one half hour shift of approximately (260) days worked to twelve hour shifts which reduces the number of days to approximately (182) days worked. Although, the number of days is reduced by switching to a twelve hour schedule, officers do work an additional (104) hours than in a normal eight or eight and one half hour schedule. The municipalities would have to negotiate by contract how or if the officers would be compensated by working the extra (104) hours without violating "Garcia". Two common practices have been by converting the existing holiday/vacation/personal/sick days to day for day, instead of converting days to hours or by accumulating compensatory time every two weeks of four hours, totaling (104) for the calendar year.

The use of "Circle Time" which is term the Washington Township Police used to identify the eight hours accrued per month. This credited time was tracked by management and with prior permission; the officer could use the eight hours to take off as long as it did not create over-time for the department. It should be noted that Blue Shield Consulting highly recommends not letting this time be banked as compensation (Comp) time.

### **Facility**

If the Shared Police Services were approved and the combining of the City of Lambertville Police Department with the Township of West Amwell Police Department were brought together, several infrastructure issues would need to be addressed.

Namely, a building of size that could meet the new expanded manpower of the new police department. The positives from a merger would be that the current Lambertville Police Department site could be used and would save money and time on the initial phase of the merger implementation if selected. This option of not using Lambertville current facility would otherwise require time, funds, and the availability of proper site to meet the special conditions for a police facility.

The second challenge would be finding a pre-existing building to be retro-fitted in the right location, which would be a challenge requiring time and resources. Additional issues



that make this facility issue more complex are the required inspections to meet state approval of holding areas, sally port to name a few. The other issue would be public perception in removing another ratable off the tax roles in these tough financial times.

The current Lambertville site meets these Standards for Cell Block Management and the proper safe handling of prisoners as per the New Jersey Department of Corrections. The Lambertville site would function with some minor changes to the locker room and reconfiguring of the patrol room for more officers. This necessary space could be gained by accessing the remaining dead storage space available evidence bay/storage area in the current facility.

The negative option for using the Lambertville City Police Department site is that it is not centrally located between the two communities. The use of the City of Lambertville Police Site moves the police station 3.6 mile further from the residents of West Amwell Township. It should be noted that it is Blue Shield's opinion that this will not diminish service to all residents being protected. The function of police officers works conversely to Fireman, because police officers are not dispatched from one set location.

A tool to eliminate this condition of not having a central located police station site can be achieved by creating new patrol zones and adding an "Early man" to the schedule. The early man concept is defined by bringing one officer in one hour early on that squad. This allows for an officer to be positioned at furthers point from the police station when shift change occurs. This protects residents and allows for an immediate response when time and distance becomes an issue. It should be noted that close supervision from patrol supervisors making sure officers are in their respected districts/zones must be maintained to ensure proper response time to calls.

There may be certain costs associated with the enhancement of the existing facility.

### **Equipment**

It appears that the vehicles and equipment owned and used by each Department is adequate. Although it would be the suggestion of Blue Shield Consulting to consider upgrading certain older vehicles and equipment with newer more state of

the art replacements. But this is certainly not an immediate necessity.

Since this would be a newly formed Police Department, there are several expenses associated with such a venture. Examples of some of these purchases are listed below but none that would prohibit start-up. Additionally, the State's SHARE funding program has implementation money available for these costs:

- Uniforms
- Patches
- Badges
- Removal of vehicle striping
- Vehicle striping
- Signage
- Stationary
- Business Cards
- Etc.

The City of Lambertville supplies its Officers with (7) patrol vehicles, including the vehicle assigned to the Director. The Township of West Amwell has (6) vehicles of their own. This (13) vehicle fleet may be reduced through attrition and a cost savings will become prevalent at that time. By reducing the fleet, savings will be realized through the cost of the vehicle, repairs, maintenance and equipment. The Chief/Director should determine the vehicle fleet as needed and should consider leasing/purchasing comparisons.

### **Budget**

If approved the initial unity of the City of Lambertville Police Department and the Township of West Amwell Police Department will not bring significant cost savings but will remain the same in cost to the taxpayers. This is based on the fact that both departments will retain all of its employees presently on staff. This is necessary to establish the department base service to two communities and the initial training of staff that will be expanding coverage to two municipalities. This is a critical phase since residents of both communities must feel protected and safe at all times.

This new department would then work towards re-establishing a relationship with residents by offering enhanced community policing services and better protection since this agreement would eliminate officers working alone.

Blue Shield Consulting does forecast some savings in the area of vehicles and over-time in the new budget of the department. If approved the combined fleet of the new department would be thirteen vehicles. This thirteen vehicle police fleet would be excessive and could be reduced through attrition by several vehicles. Blue Shield Consulting is recommending the following process to reduce the fleet by not replacing the (2) - (3) vehicles once they have reached their life expectancy as an emergency response vehicle.

The other area where savings will be found will be in the area of over-time. Blue Shield Consulting is suggesting that a reduction of \$35,000 to \$50,000 because of the additional staff and the ability to provide shift coverage without paying over-time should cause a reduction in over-time after the initial linking of the two departments. Another savings in overtime would be the implementation of the (12) hour shift. Departments across the State have seen significant reduction in overtime when the (12) hour schedule is adopted.

Finally it is the opinion of Blue Shield Consulting that some cost may be saved when the new contract is negotiated for the new department. The other area of savings which will be enhanced by the larger department is the ability to research and write grants. This benefit is overlooked by many small municipalities because of staff limitations but could produce large rewards to a community as an off-set to municipal budgets.

### **P.B.A. Contract Merger**

If the Shared Police Service Agreement for combined police department is approved these two current union contracts would become null and void. This statement is true and based on the fact that before a new entity can be created the City of Lambertville and the Township of West Amwell must disband their individual departments first.

Remarkably, the process of disbanding a police department can be accomplished easily by Mayor and Council by passing a formal resolution. Blue Shield Consulting will also recommend that the Hunterdon County Prosecutor Office, Hunterdon County Sheriffs Department, New Jersey State Police and the New Jersey Attorney Generals Office be notified of the newly formed police.

These voided agreements would then serve as the footprint for the newly crafted agreement to provide salary, wages and benefits for its employees.

It is the recommendation of Blue Shield Consulting that the new agreements follow the old agreements closely. This is recommended because the success of the newly formed police agency will be dependant on the Officers' cooperation, their professionalism and their due diligence to make this new agency a success and a model for other municipalities statewide to follow.

### **Salary**

Blue Shield Consulting has analyzed the salary/wage and benefits of the two current police contracts of the City of Lambertville and the Township of the West Amwell. It is our belief that the cost for the operation of a new department may see a small reduction at the start. The two prior contracts of the two individual departments have previously been recommended to be used as a base line for the new contract. This newly formed department will base its future success on this agreement and the importance to make sure the agreement is fair and equitable to both sides is a must.

The study identifies by applying the FBI Model for staffing that original number of twelve officers was determined to support the basic police function in East Amwell Township. As previously mentioned; in the study these numbers are a guide for police professionals and government leaders to find a base line to start with. Blue Shield Consulting is of the belief that all communities/departments are unique and must be studied to find the correct balance to meet that communities needs.

Blue Shield Consulting is recommending that four additional officers be hired to patrol East Amwell. This recommendation of staff to be added is the least amount of officers that the new department would need to provide East Amwell with service. This is a reduction of staff following the 5.2 officers' ratio necessary for a twenty-four hour, seven day a week operation. This level of staff could be the basis for the start of police service, based on the current reported data of crime statistics that are documented. This staffing level maybe enough officers to make the contracted police service agreement work effectively and financially for all communities involved. Once approved the joint department would provide police service to East Amwell establishing new patrol zones/districts for equal protection of the three communities. This concept of having full-time protection of Township of East Amwell will certainly be more costly, but the joint Hunterdon County Police Department will

provide an enhanced level of protection that the residents of East Amwell have never been exposed to, past or present.

Blue Shield Consulting is confident that a Shared Service Agreement would be far cheaper for the Township of East Amwell to establish its own department police department. The real benefit of a Shared Service in this proposed agreement is East Amwell would have all the service and protection at a fraction of the cost. Blue Shield Consulting estimates that the cost for the Shared Police Service Agreement would be \$565,000 which takes into consideration the following cost.

- Salary/Wages
- Uniforms
- Equipment
- Vehicles
- Facility
- Administration
- Budget Sharing
- Over-time
- Etc.

The salary figure determined by Blue Shield Consulting is \$107,000 per officer and that figure included; salary, medical benefits, pension and uniforms which was derived from the current 2009 Contract. Our recommendation would be 4% increase every year to the contract. This increase is in line with the 4% cap levy required by the State and this recommended increment has worked successfully in several prior Feasibility Studies conducted by Blue Shield Consulting.

### **Court**

Blue Shield Consulting is recommending that the current sharing of the court facilities located in West Amwell be continued under a shared court agreement. This arrangement would reduce cost by using the same Judge, Prosecutor and Public Defender for both communities. This would also allow the two Court Administrators the ability to share staff without increasing staff. Blue Shield Consulting learned while conducting the research of the court systems that a flooding condition had caused the City of Lambertville to close its court office and relocate to West Amwell Township. This experience and the sharing of staff/supplies have proven that this Shared Court will work and save money.

This issue of expanding the courts to include East Amwell in the mix is another issue. Blue Shield would not recommend connecting these court functions until the Shared Court between the City of Lambertville and West Amwell be completed. Blue Shield would not recommend joining court service unless the new combined police department was East Amwell's police service provider. The East Amwell Court appears to be very efficiently administered and linked to two other Hunterdon County communities. Further expansion of this court would require additional research to see if further sharing would be prudent.

### **Final Recommendations**

The recommendation of Blue Shield Consulting is based on the following conditions, identified through research conducted and not based on any outside influence or condition. The City of Lambertville, the Township of West Amwell and the Township of East Amwell are not required to follow these recommendations, but it would be in their best interest to consider the following.

The City of Lambertville, the Township of West Amwell and the Township of East Amwell are all close knit communities where residents know their neighbors, send their children to the local schools and raise their children. These communities all have a sense of pride and will continue to go to great lengths to keep their communities valued, safe and protected. These communities would also like to save some money and maintain positive conditions and programs for its residents. Blue Shield Consulting has learned a great deal about these individual communities and feels strongly that the following suggestions would serve all three communities.

Blue Shield Consulting has reviewed all materials supplied by all three individual communities and believes use of this material as the basis for this report. Under these tough economical times the concept of using Shared Service for police service for multiple communities would not even be considered a decade ago. In this case study it was determined that the City of Lambertville has already in place all of the appropriate components in the area, facility, staff and leadership to develop a combined police force with the Township of West Amwell. The joining of the city of Lambertville Police Department and the Township of West Amwell would not be considered a stretch because they have separately served their respected communities on an individual basis for many years.

Blue Shield Consulting is of the belief that both police departments have strengths and expertise in areas that would make the two combined department a strong unit. This is proven by the past success of the two departments that have functioned as professional law enforcement agencies for years. Blue Shield Consulting is of the opinion that this is the merger that will become the "model for success" for others to follow.

The unification of the two departments would immediately address their two current shortcomings in the area of staffing and supervision. The City of Lambertville has one officer on shift working alone and so does the Township of West Amwell. This condition causes concern for resident's safety as well as officer safety. By joining these two municipalities together these conditions would be removed and the other issue of supervision would be removed. Currently, the Township of West Amwell only has one supervisor for the entire department and because of its size they do not have the ability to address this issue. By the unification of these two departments and by adjusting the schedule, the new Department would have 16 sworn Officers and have supervision for patrol squads.

It would be Blue Shield's recommendation that the City of Lambertville's current police station be utilized for this joint Department. This recommendation will save money and move the process forward without delays because the City of Lambertville's current police station meets all the criteria set by the Department of Correction (DOC) in cellblock management and sally port for the proper handling of prisoners.

The newly formed department would need little in the area of equipment once merged except for the change department sign, patches, badges, stationary and the re-stripping of departmental vehicles.

This recommendation to use Lambertville Police Headquarters will mean that the Department would not be centrally located between the two communities but will be retrofitted for ease of the merger and for financial purposes. It should be noted that if a brand new facility was being considered, all attempts to locate that site centrally in the geographical service area should be considered. The central headquarters condition is preferred for easy response to calls and for public convenience.

Again, during these tough economical times the condition of not having a central facility will not cause a major impact on services or safety. The police facility only houses the staff

the communication function is performed by Hunterdon Central Dispatch for all Hunterdon County Police Agencies.

Blue Shield Consulting also recommends that a new (12) hour schedule is introduced which would improve officer safety, a healthier working schedule would also save money in regards to overtime. The (12) hour schedule will also provide additional officers for on-call/standby purposes if needed. The new schedule will also assist in improving the ability for expanded officer training.

Blue Shield Consulting is recommending that an agency composed of sixteen officers is the proper staffing to properly provide full protection for the two communities. This recommendation may not seem worth the effort on the initial phase because there will be limited savings on the initial cost of operations. This merged police force will not see real cost savings until the larger department can then in turn provide contracted services to the Township of East Amwell. Note this offer of service should not be made for one year to allow the new department a chance to address issues or conditions that may have developed.

Blue Shield Consulting recommends that implementation does not take longer than six months from the agreed start date. This suggestion is made because without forward movement, the goal seems to get lost and other priorities start to take precedent. This time limit will also allow the behind the scenes requirements to be accomplished like; new Standard Operating Procedures, Rules and Regulations, Union Contracts and Police Ordinances to name a few things before implementation can occur.

During this time, it will also afford employees on both departments the opportunity to decide if the new department is the right move for the officer and allow for him/her to make a decision on their career. An added benefit will also be this time can be used by the current leadership to work with the individual officers who would need additional attention to calm their fears of the change. The current and future leadership of this new department must develop positive image to its employees to allow for this monumental change to occur.

It would be Blue Shield Consulting's suggestion to the municipal leaders of the Township of East Amwell to wait until the first merger is completed and a new department is fully



functional before considering a contract for police services. This waiting period will allow time for East Amwell officials to research the future services of the New Jersey State Police, or not, at no cost.

To make this merger successful all parties must put personal agendas aside and remember that the success of this new police agency's goal is to protect and serve. The success of this project must be based on a well developed plan. This action plan must be detailed and must identify all possible issues/conditions that can be considered prior to implementation. The officers from both departments must be involved after all they will be performing the service to the community. A facilitator is required to make sure the project is on target and by-weekly meetings will be necessary to all parties involved informed of the progress.

Blue Shield Consulting has spent numerous hours meeting with community leaders, residents and municipal staff to recognize the sense of the needs of these communities. The concept of applying "Shared Services" is about sharing resources with neighboring communities and not just about creating a funding source to off-set operational costs. We are confident that each community will give this feasibility study its proper attention and make the correct decision for the common good of all communities considered for "Shared Services". Thank you!

## **Credentials**

Blue Shield L.L.C. is owned and operated by Ted Ehrenburg, a retired police officer. During his twenty-eight years of service he served at the rank of Chief of Police for eleven years in Washington Township, Morris County, New Jersey. During those eleven years, he was instrumental in the development of a new police headquarters for that department, developing internal policies and procedures, providing an organizational structure, and establishing manpower and training requirements for a department which employed fifty-six people and served a community of nearly 20,000 residents. Chief Ehrenburg was an instructor at the Morris County Police Academy for eleven years, and has served on the New Jersey State Chief's Association Examination Committee. In addition, Ted Ehrenburg has been an Adjunct Professor at the Centenary College, where he taught various criminal justice courses, including policing theory, and leadership. During his career, Chief Ehrenburg sat/chaired on various professional committees for the New Jersey State Chiefs of Police Association (NJSACOP). Ted Ehrenburg holds an Associate Degree in Law Enforcement and Bachelor of Arts Degree in Criminal Justice from William Paterson University as well as a Masters Degree of Education and Management from Seton Hall University. He also holds a Certified Public Management Degree from Rutgers College and has been published in League of Municipalities magazine...

Ted Ehrenburg is the owner, operator and lead facilitator of Blue Shield Consulting L.L.C. Blue Shield Consulting has a highly educated, experienced team of professionals that have provided leadership and direction to communities since 2002. During those seven years, Blue Shield Consulting has performed six feasibility studies that have set the benchmark for others to follow. These feasibility studies have saved municipalities tax dollars, while still providing high-quality service to the following identified communities.

### **Mine Hill Township & Borough of Wharton Feasibility Study**

Blue Shield Consulting was contracted by the Township of Mine Hill (Morris County) where the first "Contract Services Agreement" was completed on a Full-time Law Enforcement agency. The agreement was successfully completed after an exhaustive review was performed. Mine Hill Township is saving its citizens Three Hundred Thousand Dollars per year and is the only Morris County Municipality that did not raise its taxes in 2002, 2003, 2004, 2005, 2006, and a tax reevaluation in 2007.

Prior to securing Blue Shield Consulting, Mine Hill Township, a small community, was in the newspapers daily, bleeding negative articles about the Township, its Police Department and officers. Mine Hill Township was embroiled in lawsuits, lacked organizational structure, proper policies & procedures, discipline and enforceable rules & regulations. The Department was not providing effective or efficient service to its taxpaying residents or commuters. Mine Hill Township, with its lack of committed resources became susceptible to civil lawsuits due to the neglected proper controls that were not in place. Currently, Mine Hill Township has completed its seventh year of the seven year contract (May 1, 2002) with the Borough of Wharton. This agreement has already been extended for additional ten years and a Shared Court has been established.

### **Montville Township Regional Communication Feasibility Study**

Blue Shield Consulting was contracted by the Township of Montville (Morris County) to observe the inner workings of their communication center and identify its strengths and weaknesses. The focus of the study was to consider the possibilities of expanding the communication center to surrounding communities (Shared Services) that would reduce Montville Township's overall operational cost and ultimately saving taxpayers money. Montville Township had a change in leadership of the police department, and the municipality and the recommendations were not selected.

### **Borough of Caldwell and the Borough of West Caldwell Feasibility Study**

Blue Shield Consulting was contracted by the Borough of Caldwell and the Borough of West Caldwell (Essex County) to study the feasibility of establishing a shared service for law

enforcement protection between the two communities. The feasibility study was completed and the two Boroughs now have a shared joint dispatch center for the two communities.

### **Borough of Stanhope Feasibility Study of Police Shared Service**

Blue Shield Consulting was contracted by the Borough of Stanhope (Sussex County) to study the feasibility of establishing a shared service for law enforcement protection across county boundaries. The feasibility study was completed and approved by the Attorney General that the two communities can establish a shared police service across a county border. The Borough of Stanhope is still considering services between the Borough of Stanhope located in Sussex County and the Borough of Netcong located in Morris County.

### **Borough of Califon Feasibility Study of Police Shared Service**

Blue Shield Consulting was contracted by the Borough of Califon (Hunterdon County) to review their police and court services being provided to the Borough of Califon. The feasibility study identified all of the surrounding communities of Califon that had full-time police departments. Upon that list of agencies, each was directly approached to see if they would consider providing police services to the Borough of Califon. Through the research, Washington Township Police Department was identified to be effective and efficient in providing service to the Borough of Califon, although they are located in different counties and not contiguous. The Washington Township Police Department, located in Morris County, was selected which established the second "Contract Services Agreement" completed on a Full-time Law Enforcement agency in the State of New Jersey. The Califon Shared Services agreement has broken new ground as this agreement established a "Shared Court" across county borders. Washington Township is located in Morris County.

This Shared Court is the first in the State of New Jersey thanks to the work of Blue Shield Consulting and its staff. This landmark decision was enacted January 1, 2008.

## **Borough of Mt. Arlington Feasibility Study of Police Shared Service**

Blue Shield Consulting was contracted by the Borough of Mt. Arlington (Morris County) to review their police and court services. The feasibility of this study was to research if the Township of Roxbury, the Township of Jefferson, or the Borough of Wharton would provide police service to the Borough of Mt. Arlington. Through the research, the Roxbury Township Police Department and or the Wharton Borough Police Department were identified to be considered effective and efficient in their ability to provide service to the Borough of Mt. Arlington. The Borough of Mt. Arlington elected not to complete the study and shelve the results of the data and hire an additional policeman.