

Facts and Issues: SCMPD Merger

The City of Savannah and Chatham County jointly created and adopted an agreement to merge City and County police departments in 2003, which was followed by the functional merger of departments in 2005.

Why did we merge Police Departments?

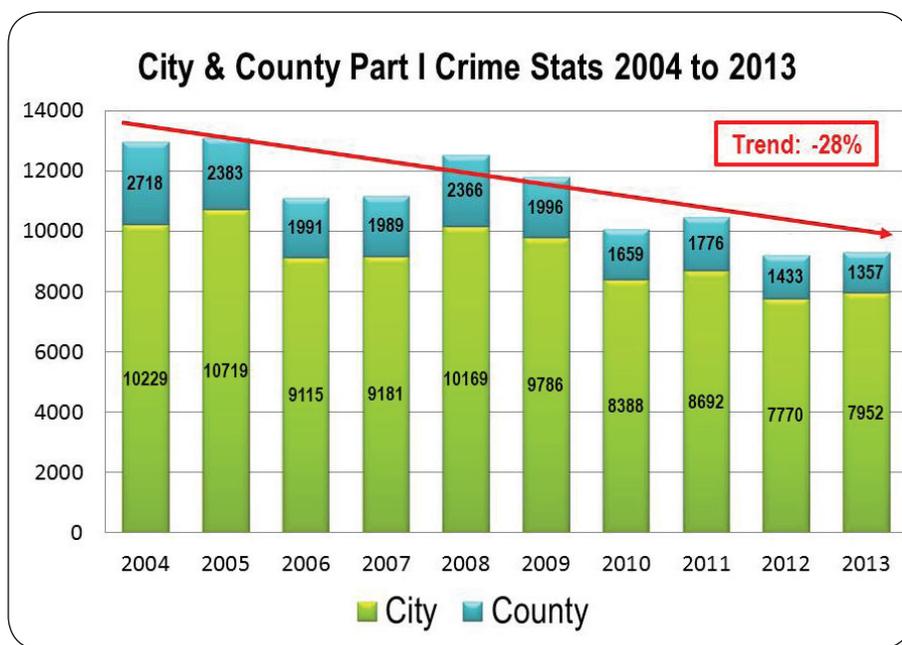
- Criminals do not pay attention to jurisdictional lines, so neither should Police.
- Shared criminal investigations enhances crime-solving capabilities and better utilizes data to target criminal behavior.
- Police Patrol Beats can ignore jurisdictional lines and be better drawn to conform with geographic and neighborhood realities.
- The Police Department will have more resources to bring to bear during major events.
- Eliminates jurisdictional confusion, particularly in the neighborhoods on the growing west side of Chatham County.
- To bring CNT within SCMPD to better target drugs, which drive much of Chatham County's crime.
- Efficiencies gained with combined support services, and enhanced purchasing power.
- To overcome the Chatham County Police Department's challenges of providing timely backup and support given its large geographic territory from the islands to the Effingham line.
- Separate radio frequencies and systems prevented cooperation with other law enforcement agencies on evolving police matters, potentially putting officers' and citizens' lives at risk.

How has it worked out?

- Since the merger, overall Part 1 crime has dropped 28% across the SCMPD jurisdiction – from 12,947 Part 1 crimes in 2004 to 9,309 Part 1 crimes in 2013.

- The 2012 crime rate (9,203 Part 1 crimes) in the SCMPD jurisdiction was the lowest crime rate in Savannah-Chatham County in 40 years.

- Since the merger, Part 1 crime in Unincorporated Chatham County has dropped 50% -- from 2,718 Part 1 crimes in 2004 to 1,357 Part 1 crimes in 2013.



- Since the merger, Part 1 crime in the City of Savannah has dropped 22% from 10,229 Part 1 crimes in 2004 to 7,952 Part 1 crimes in 2013.

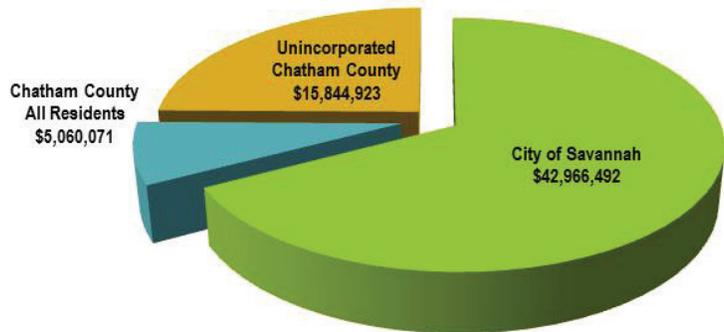
How is SCMPD funded?

- The total SCMPD budget for 2014 is \$68.7 million. When you subtract out E-911 fee revenue (charged to phone customers), the actual cost to be allocated between the City and County is \$63.9 million.

- There are three sources of police funding for the \$63.9 million remaining cost for 2014 under the current merger agreement:

- The City of Savannah will pay \$43 million, or 67% of the cost,
- Chatham County will pay \$15.8 million, or 25% of the cost, from the special service district tax, which is charged only to taxpayers in the unincorporated area,
- Chatham County will pay \$5.1 million from the County's general fund budget known as the M&O (maintenance and operation) tax, which is charged to all taxpayers in the County. Of this \$5.1 million, Savannah taxpayers will pay \$2.172 million, or 42.6% (since they pay 42.6% of M&O taxes), and unincorporated area taxpayers in the SSD will pay \$2.089 million, or 40.9%. Municipal taxpayers in other cities such as Pooler and Tybee will pay the balance of \$839,000, or 16.4%.

2014 Funding Sources for the Savannah-Chatham Metro Police Department Per the Current Funding Allocation



Aggregating the numbers above, under the current Agreement, Savannah taxpayers will pay \$45.172 million, or 70.7%, and County taxpayers in the unincorporated area will pay \$17.889 million or 28% of the total cost of Metro Police services.

Why does Chatham County pay its share from two different funds?

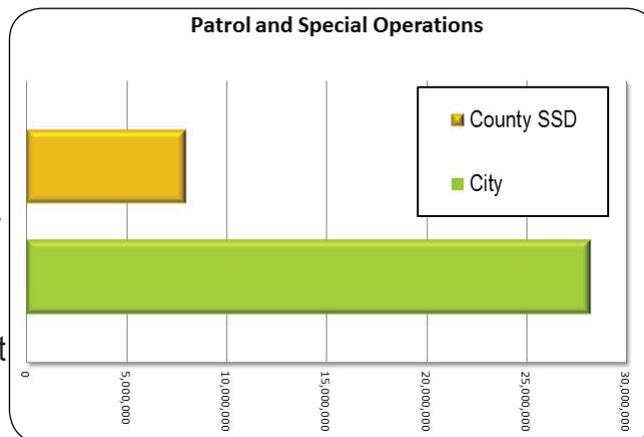
The County's share of police services which benefit only unincorporated area residents is charged to the County's Special Service District Fund. This avoids "double taxation" of Savannah residents for these services, and avoids taxing residents of other cities such as Pooler and Tybee for unincorporated area services. These costs include the County's share of patrol costs, criminal investigation costs, and general operating costs of the SCMPD.

Police services which provide county-wide benefits to all citizens including those who live in smaller municipalities are charged county-wide to the County's general M&O Fund. These include the Chatham Narcotics Team (CNT), Animal Control and the Marine Patrol.

What is the Current Cost Allocation Formula?

Funding for SCMPD is separated into different Cost Centers, each with its own formula. There are essentially 3 different formulas. They are:

1. **Patrol Cost Center** Of SCMPD's \$68.7 million budget, more than half – **\$36.1 million in 2014** – is allocated to Patrol. The City and County pay for Patrol according to the number of beats patrolling each jurisdiction. In beats that straddle City and County lines, the amount of land area (exclusive of wetlands) in each jurisdiction is determined. Each side then pays for that beat based on the percentage of land area in the beat which is in its jurisdiction.



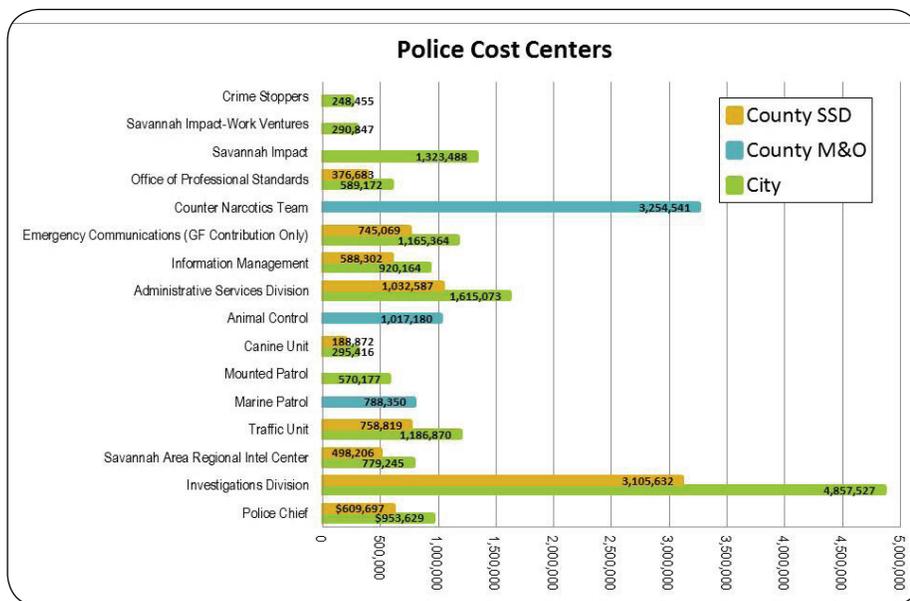
There are 30 beats spread across SCMPD's 5 Precincts (*see map attached*):

- 23.4 of those beats are in the City
- 6.6 of those beats are in the unincorporated area of the County

The County SSD pays only for its 6.6 beats. **In 2014, under the existing Agreement, the City will pay 78.01% of Patrol costs (\$28.2M). The County SSD is budgeted to pay 21.99% of Patrol costs (\$7.9M).** The County pays its share of Patrol costs and has not disputed the method currently used for allocating these costs.

Reason for Patrol formula: Each side pays based on how many officers are patrolling its jurisdiction. While the City's officers serve smaller and more compact beats, many of the officers in the precincts serving the unincorporated area take longer to drive their beats, since their driving distances are much greater. If you've got a police officer working a beat, it costs the same to pay for that officer whether he responds to one crime on his shift or 20 crimes on his shift.

2. **Non-Patrol Cost Centers** There are 9 of them: Police Chief's Office, Investigations, SARIC, Traffic, Canine, Administrative Services, Information Management, Emergency Communications, and Office of Professional Standards. Pursuant to the existing Agreement, the cost of these services is allocated determined by population, based on the most recent census. In 2014, total non-patrol costs are budgeted at **\$20.3 million**. The City is budgeted to pay 61% of this non-patrol total; the County SSD 39%.



Reason for the Non-Patrol formula: When the Merger Agreement was signed both sides recognized that the County was not in a financial position to pay for its fair share of non-patrol costs. As a result, both sides agreed to gradually ramp up to the County's share over seven years, and then to rely on the 2010 census beginning in 2012. The 2010 census calls for the 61%-39% split.

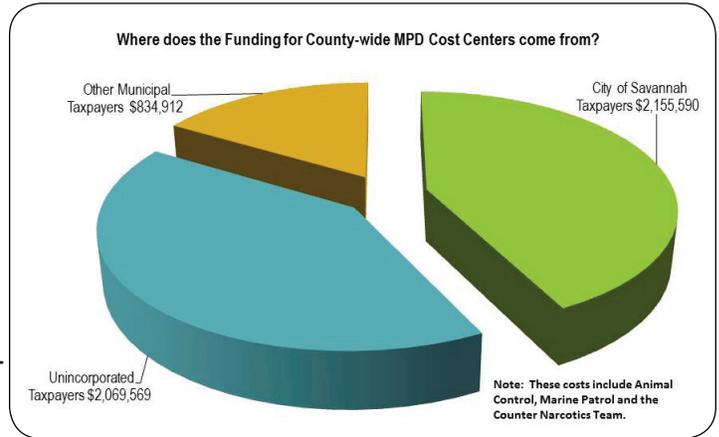
3. **100% Cost Centers** Seven cost centers are paid for either 100% by the City or 100% by the County M&O budget, which is funded by all taxpayers in Chatham (Savannah residents included). They are:

- City - Mounted Patrol, Savannah Impact Program, Savannah Impact-Work Ventures, CrimeStoppers¹. Total Budget: **\$2,432,967**.

- County - Marine Patrol, Animal Control, CNT. **Total budget: \$5,060,072**.

Reason for 100% Allocations: The City pays 100% for services that the City Council feels are important, but which the County did not want to provide in the merged budget. The County M&O pays for services that are provided to all citizens of the County, regardless of location.

Thus, City taxpayers pay **100%** of the cost of Crime Stoppers, Savannah Impact, and Mounted Patrol. City taxpayers also pay **42.6%** of the cost of Chatham Narcotics Team (CNT), Marine Patrol, Chatham County Jail and Animal Control since these are paid for by all taxpayers in the County through the M&O budget. Unincorporated area taxpayers pay 40.9% of these costs.



Management of SCMPD

The Agreement provides that the City and County Managers will collaborate in hiring, terminating and evaluating the performance of the Chief. This has been done in the past, and both managers have been involved in all decisions concerning the Chief. The City proposes to continue this provision.

In the event of a disagreement between the governments, the City Manager has the ultimate authority to hire or fire the Chief. The County proposes to substantially change this arrangement. It has asked that the County Manager be given the right to veto any change in the police chief, the boundaries of precincts and beats, the allocation of police resources for more than three days, and any capital purchases. It has further proposed that in the event of disagreement, these decisions would be submitted to binding arbitration.

The City believes that this proposal would paralyze the department, and tie the hands of the new police Chief in ways that are unworkable. It is not realistic for two different parties to have operational control of the department.

CURRENT MERGER AGREEMENT

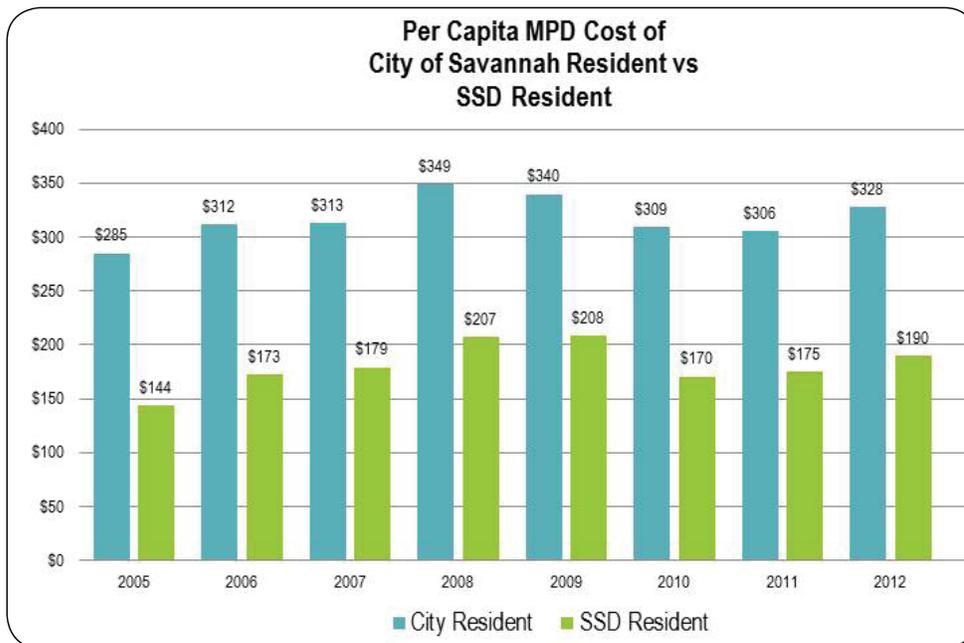
Section II (B)(1) Selection, Salary and Employment Status of Chief.
The County Manager and the City Manager will jointly consult and confer in the selection or removal process of the Chief of the MPD.

Section II (B)(2). Operational Accountability of MPD Chief.
The City Manager and County Manager will establish administrative procedures that will allow both managers to have direct access to the Chief of Police, and to delegate police service tasks to the Chief of the MPD.

¹ Total budget of CrimeStoppers is \$248,455. The County reimburses the City for a portion of the administrative expenses. In 2013 the County paid \$52,350.

What's the Bottom Line?

- Since the start of the merger, annual per capita police costs for City of Savannah residents have been **77% higher** on average than costs paid by Unincorporated Chatham County residents.
- In 2012, Savannah taxpayers paid **\$328** per capita for Police services, while residents of the unincorporated area paid **\$190** per capita for Police services.
- Since 2013, Chatham County has not paid for non-patrol costs according to the formula both sides agreed to in the Merger Agreement. To date, the County has underpaid \$1.52 million for Police services.
- The County has refused to move CNT within the structure of SCMPD, as was specifically called for in the existing Merger Agreement. This has resulted in poor coordination of Chatham's drug enforcement efforts.



What are the Major Issues in the Merger Negotiations?

- The County proposes to gain a veto power over all major decisions of the department. Since the City pays over 70% of all costs, the City will not agree to this proposal.
- The County proposes to add more officers and beats for the unincorporated area, and, concurrently, to reduce the payments it is now making for these services. The City believes that this is an unreasonable request.
- The County proposes to adjust the formula under which residents of the unincorporated area pay for services by November of this year, in an unspecified manner. The City proposes to continue the existing formula, but is open to a proposal for change, to be negotiated now.
- The County proposes to end the Agreement in five years, and to renegotiate it every five years. The City feels that this is an unreasonably short horizon for sustainable long range planning, and proposes twenty-five years.
- The County proposes to continue the existing provision that either party may terminate on 18 months' notice. The City does not object to this provision.
- The County proposes to remove Animal Control and the Marine Patrol from the SCMPD. The City does not object to this.

What are the Major Issues in the Merger Negotiations? (cont.)

- The County has not paid approximately \$1.5 million for services already provided and billed for under the current Agreement, and has not provided any explanation, except that it wishes to renegotiate the Agreement. The County has recently informed us that it disputes charges related to 911 services before 2008, and it does not want to apply the 2010 Census numbers in determining its share for 2013 and 2014, notwithstanding the provisions of the Agreement. The City does not agree with the County's arguments on these issues. They will need to be resolved in negotiating a new agreement.
- The City does not believe that our regional drug enforcement efforts are being adequately coordinated between agencies. The City would like to dramatically improve this situation. Our proposal is that the CNT Director report to the new Chief of Police after he or she is named.

Where are we going?

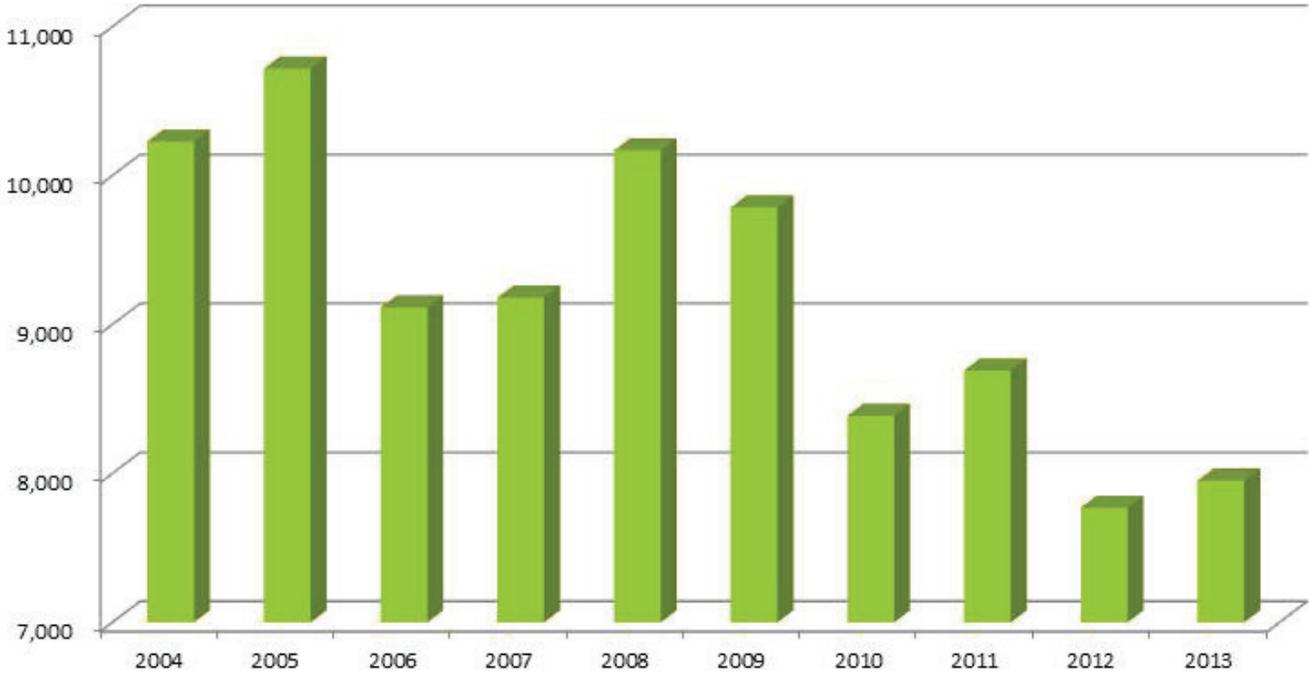
- The parties need to negotiate a new Agreement which fairly allocates costs, and allows us to provide the best police services possible for the people of the Metro Area.
- We need certainty going forward, in the form of allocation formula, management control, and collaborative input.
- We need a long-term solution, not a five-year plan.
- We look forward to working with County representatives to advance these objectives as soon as possible.

Appendix

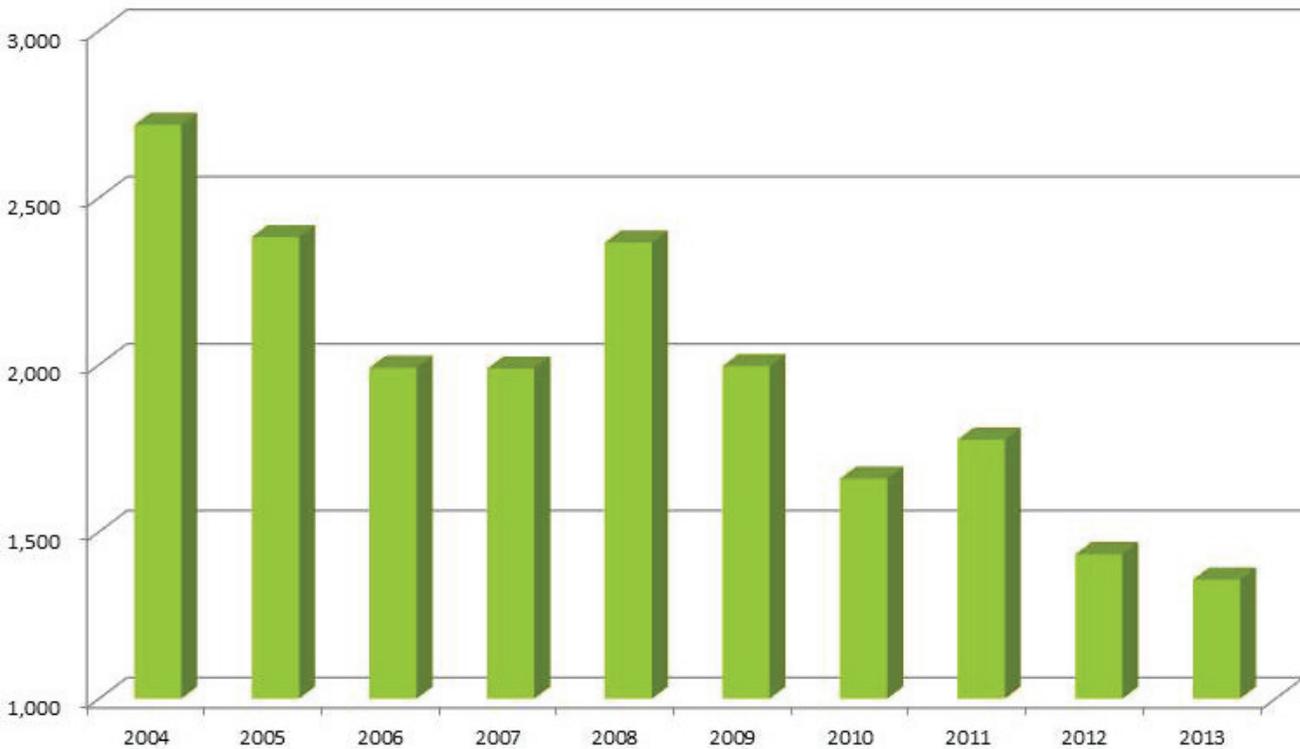
On the following pages, please review these additional informational resources:

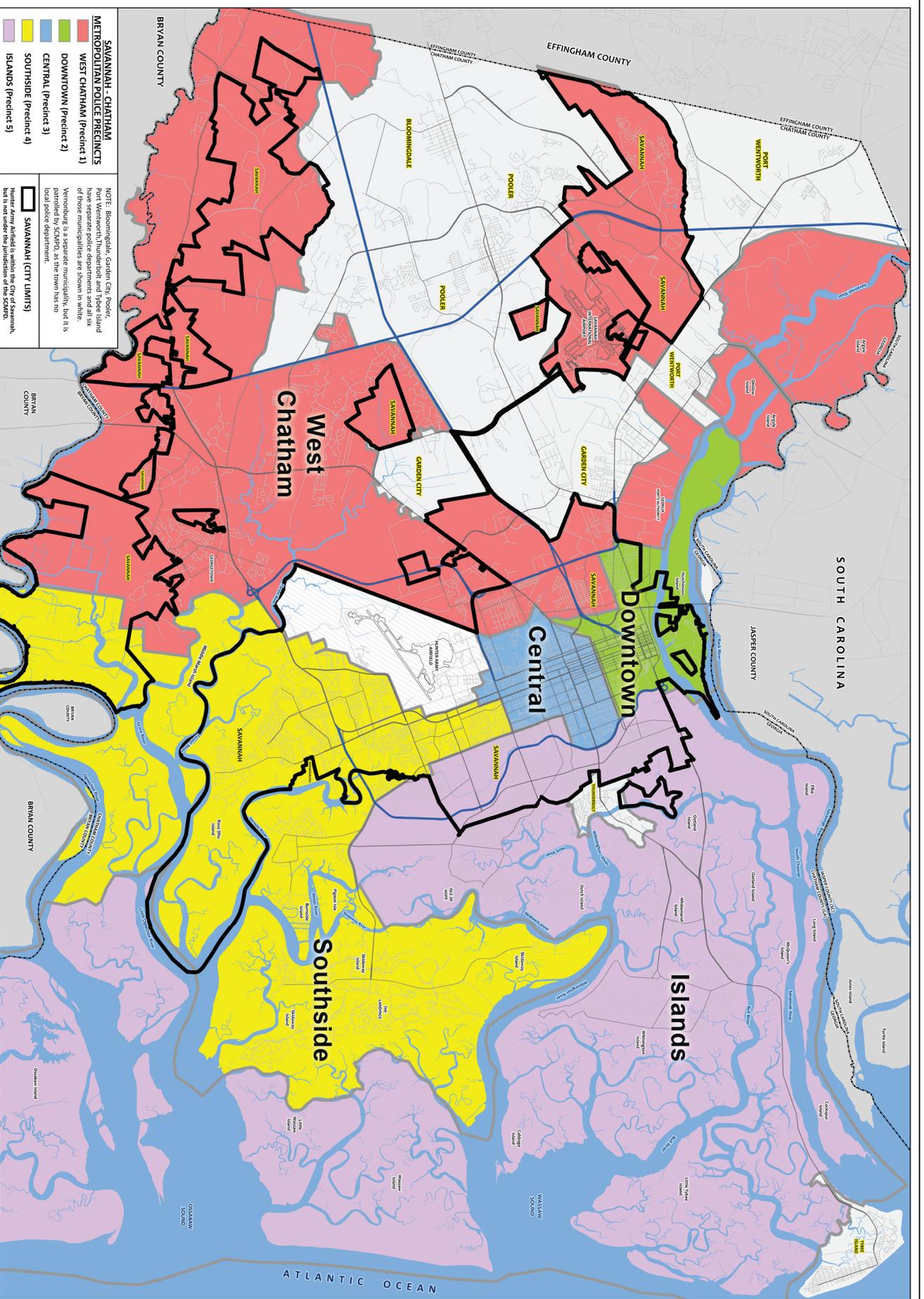
- City of Savannah Number of Part I Crimes 2004-2013 Graph
- Chatham County Number of Part I Crimes 2004-2013 Graph
- SCMPD Jurisdictional Area and Precincts Map
- SCMPD Jurisdictional Area, Precincts and Beats Map
- SCMPD Jurisdictional Area and Chatham County Commissioner Districts Map

City of Savannah
Number of Part I Crimes



Chatham County
Number of Part I Crimes





SAVANNAH - CHATHAM METROPOLITAN POLICE PRECINCTS

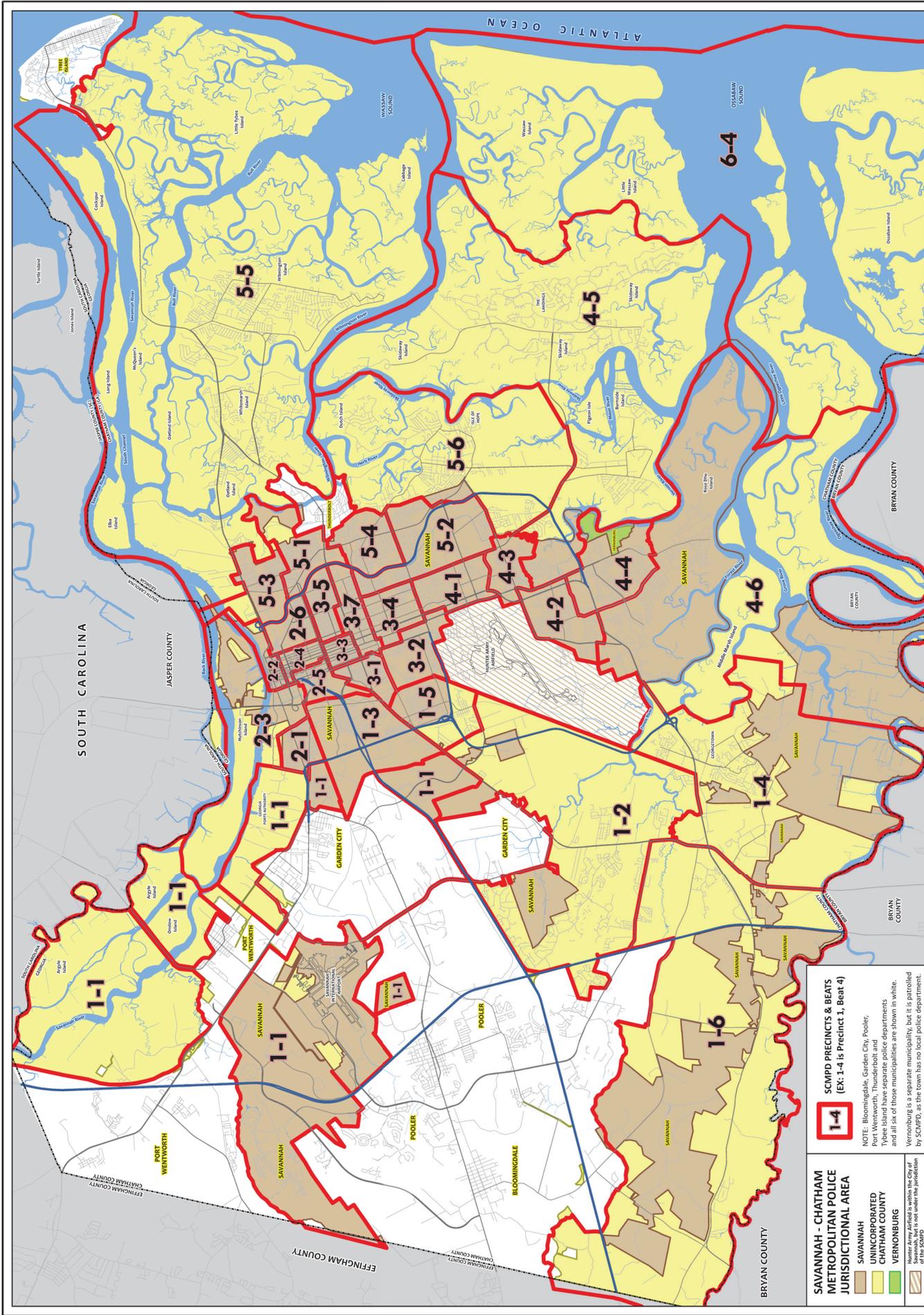
- WEST CHATHAM (Precinct 1)
- DOWNTOWN (Precinct 2)
- CENTRAL (Precinct 3)
- SOUTHSIDE (Precinct 4)
- ISLANDS (Precinct 5)

SAVANNAH (CITY LIMITS)

NOTE: Bloomingdale, Garden City, Pooler, Port Wentworth, Thunderbolt and Yamacraw Island have separate police departments and all six of those municipalities are shown in white. Veranda is a separate municipality, but it is patrolled by SCMPD, as the town has no local police departments.



SAVANNAH CHATHAM METRO POLICE JURISDICTIONAL AREA & PRECINCTS



SAVANNAH - CHATHAM METROPOLITAN POLICE JURISDICTIONAL AREA, PRECINCTS & BEATS

0 1 2 3 4 5 Miles

AUGUST 2014

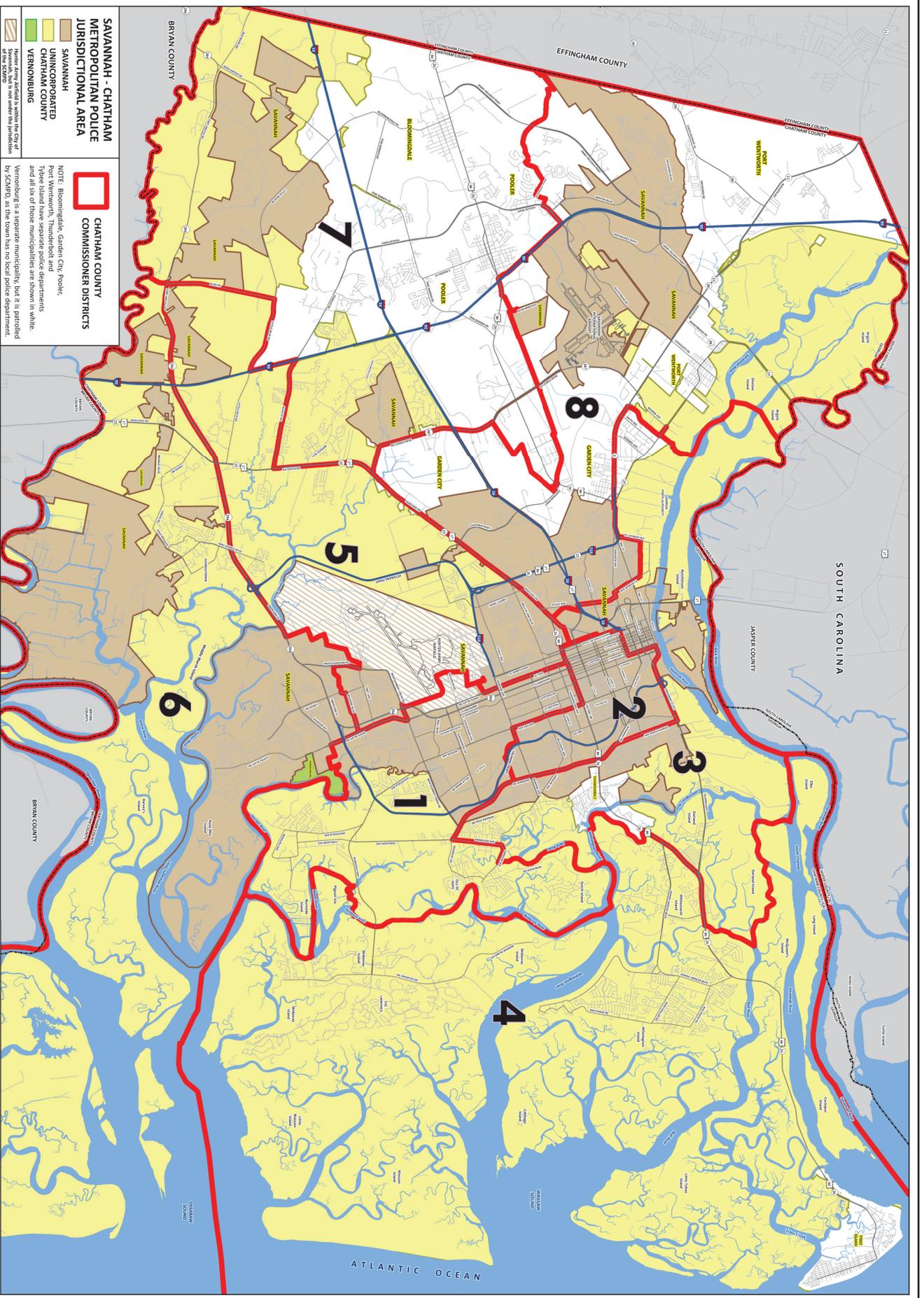
CITY OF Savannah
DEVELOPMENT SERVICES

SAVANNAH - CHATHAM METROPOLITAN POLICE JURISDICTIONAL AREA

1-4 SCLMPD PRECINCTS & BEATS (EX: 1-4 is Precinct 1, Beat 4)

NOTE: Bloomingdale, Garden City, Pooler, Port Wentworth, Thunderbolt and Tybee Island have separate police departments and all six of those municipalities are shown in white. Vernonburg is a separate municipality, but it is patrolled by SCLMPD, as the town has no local police department.

SAVANNAH
INCORPORATED CHATHAM COUNTY
VERNONBURG
Home: Army. Air: Air Force. Navy: Navy. Coast Guard: Coast Guard. Marine Corps: Marine Corps. Air Force: Air Force. Navy: Navy. Coast Guard: Coast Guard. Marine Corps: Marine Corps.



SAVANNAH - CHATHAM METROPOLITAN POLICE JURISDICTIONAL AREA

- SAVANNAH
- UNINCORPORATED
- CHATHAM COUNTY
- VERNONBURG

CHATHAM COUNTY COMMISSIONER DISTRICTS

NOTE: Blakely, Garden City, Pooler, and Vernonburg are separate municipalities and all six of those municipalities are shown in white. Vernonburg is a separate municipality, but it is patrolled by SCMPD, as the town has its own police department.



SAVANNAH CHATHAM METRO POLICE JURISDICTIONAL AREA & CHATHAM COUNTY COMMISSIONER DISTRICTS