

WEBER COUNTY SHERIFF'S OFFICE

Weber County Contracting for Law Enforcement Services Study

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This paper is an overview of the history of Weber County Sheriff's Office Contracting. It is also a study of work load, performance and the relation of these factors to the costs and contractual costs of law enforcement services.

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Introduction

The purpose of this paper is to try to quantify the un-quantifiable. Law enforcement as an industry is service oriented. It does not produce anything, its purpose is two-fold – prevent problems and increase and maintain a sense of community satisfaction. Every town, city or county is responsible for providing those municipal services that are difficult to provide through private sector sources, law enforcement being one of those. With virtually every other municipal service – sewer, roads, library, parks and recreation, fire protection and others – the department responsible for the services has a very narrow mission and purpose. Law enforcement is the exception. Law enforcement is a bit of a misnomer in that most of what a peace officer does has nothing to do with enforcing the law and much to do with resolving problems that impact neighborhoods and communities. A law enforcement agency therefore must be very flexible and innovative to be effective.

In this study we will look at the role of law enforcement and how it impacts community well-being. We will also look at statutory requirements and constraints as well as ethical standards. These issues then preface the meat of this essay which is to attempt to define quantifiable measurements of performance and to relate those measurements to the resourcing of law enforcement. This will include issues of staffing and financing, and how to relate this resourcing to the effectiveness and efficiency of a law enforcement agency.

Throughout this paper will be illustrations, tables and graphs. I will make every effort to explain the sources of referenced information, as well as explain the statistical analysis and formulas used and how these formulas were developed.

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History of Contracting in Weber County

The first law enforcement contract adopted by Weber County was for the town of Huntsville in 1997. At the time the town had a police chief and a couple of officers who worked part time for Huntsville, but held other full-time peace officer positions with other larger agencies. Other small cities and a town followed suit. These included: Plain City, Uintah and the largest of them, Washington Terrace. In all of these cases, the challenge was to provide services to the residents of those cities that were both economical and sufficient. In each case that city's current peace officers were brought into the Weber County Sheriff's Office (WCSO) as deputy sheriffs, some into ranking positions.

In addition to the cities that dissolved their existing police departments, there were some newly incorporated cities that were confronted with similar issues. These included Hooper, Farr West, Marriott-Slaterville and West Haven. The reasons for incorporation varied from one city to the next. The reasons varied even among those citizens who supported incorporation. Some people wanted to try and maintain a certain community atmosphere. Related to this, some wanted to prevent the annexing of their community into an existing city deemed less desirable. Each of these communities incorporated into small cities. The challenges of these brand new cities is that they now became responsible to provide the municipal services that previously were the responsibility of Weber County government – including law enforcement. Though the law allowed for a transition period in which the county provided municipal services and collected and used taxes and fees that would soon belong to the new city, this was temporary. Soon the city, as a result of its new found autonomy, also acquired new responsibilities.¹ Under these conditions each city had essentially three options: organize and fund their own police agency; contract with another local

¹ Utah Code 10-2-121, Division of municipal-type services revenues – County may provide startup funds.

police agency, either a neighboring city or the Sheriff's Office; or, do without which really wasn't an option. In each case the city officials elected to contract with the sheriff's office and pay a negotiated fee for services. From start to finish, from the Huntsville contract in 1997, to the Washington Terrace contract in 2002, these contractual arrangements came about in a very short time frame.

Though there are currently eight cities contracted with the Weber County Sheriff's Office, there have been other cities in Weber County that have explored contracting as an option to their existing agencies. One of the reoccurring concerns has always been local city influence on how law enforcement services are provided.

Contract law enforcement is not a new invention. Around the country there are examples of various types of contractual law enforcement arrangements. Even within Utah there are long-standing law enforcement contracts in other counties such as Cache and Davis Counties. In each case, the level and quantity of services are subject to the contractual compensation. With the cities in Weber County the concern was that a larger agency providing local services to relatively small communities might not be sensitive to the community's expectations and desires. They feared that their locally elected officials might not be able to help dictate the *flavor and feel* of the law enforcement as it would if the city itself employed the officers and its chief. Such things as law enforcement attendance at community events, city meetings and other community occasions were also concerns. Indeed, with most law enforcement contracts around the country, the model was very simple – a set fee purchased a set amount of patrol and enforcement hours. The officers who are assigned to work the contracts typically are assigned at the discretion of the law enforcement agency and could change daily.

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Community Policing and the Precinct

Community policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.²

The above definition of community policing briefly, but inadequately, describes the overall policing approach that the WCSO has adopted through trial and error. Efficiently responding and reporting on crime and public safety problems is an ineffective way of maintaining public order and peace. Although crimes and problems occur all too frequently, an *ambulance* approach of responding only when summoned does nothing to improve the community situation. As will be discussed later in this paper, efficiency does not necessarily translate into effectiveness. An analogy I'll use here is health care. If one only goes to the doctor when sick, and gives no thought to preventative exams and health habits, the doctor is of little use. It is in preventing illness that doctors are most effective. Such is the case with law enforcement. When considering the resourcing and management of law enforcement services, a major consideration is the effort to address crimes and disorder as the causes. This is the concept of *Problem Oriented Policing* (POP).³ In short, the objective is to reduce opportunities to commit crime and to discourage those who might cause problems, or at least get them to go elsewhere. This leads to the current WCSO precinct formula of service delivery and how it relates to commonly accepted best practices in law enforcement that community policing encompasses.

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² Community Policing Defined, *Community Oriented Policing Services*, <http://www.cops.usdoj.gov/Default.asp?Item=36> (2011).

³ Problem Oriented Policing is a strategy philosophy included within COP. This is a crime prevention process that includes research, data collection and analysis, strategic and tactical planning, implementation, review, and if needed reanalysis and reevaluation. Simply, it is identifying and defining the problem and focusing in on the underlying causes of the problem. It is the basis of crime prevention.

About the time that law enforcement contracting became an issue, there was a public interest and federal support for the concept of Community Policing. The coincidence led to discussions of how to marry law enforcement contracting with what amounted to a decentralized and community focused approach to the delivery of services. Washington Terrace officials became a driving force on this and were instrumental in helping the Sheriff's Office in its efforts to tailor a formula for delivering customized law enforcement that was specific to different communities. Several experiments were tried, each with some advantages but also with shortcomings. There were designated community resource officer (CRO) deputies assigned to contract cities, one each, with additional manpower provided by other "patrol deputies." These CROs were non-ranked deputies who had little authority and served primarily as an information conduit to the Patrol section commander. Then these deputies were replaced with CRO commanders – lieutenants who had the rank and responsibility to make command decisions. Unfortunately, the bulk of the Patrol deputies were under the command of yet another lieutenant who was not tasked with responding directly to the city officials. On another occasion the WCSO attempted to use a platoon structure in Patrol with watch commanders (lieutenants) working shifts alongside the subordinate Patrol deputies. This merely meant that the command liaison between the city officials and the WCSO was usually not available. It made ALL lieutenants equally responsible for ALL cities and communities served by the WCSO. It was just several years ago that the Sheriff's Office, with input from the client cities, particularly the Washington Terrace officials at that time and our current sheriff, helped to develop a somewhat unique decentralized approach to meeting the need for law enforcement services. It allowed services to be uniquely presented to each community in a manner they deemed desirable while still maintaining a standard and manageable level of quality and consistency. This became known as the WCSO *precinct model* that has been shared with agencies around the Western States. What makes this management model somewhat unique is the management philosophy of decentralized decision making at the mid-management level.

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The WCSO executives divided the county service areas into four regions: the Upper Valley, including Huntsville; the North West County, including Plain City, Farr West and Marriott-Slaterville; the South West, including Hopper and West Haven; and the South Precinct, including the Terrace and Uintah. Though these cities are each unique, there was an assumption that those cities that coexisted in the same regions shared some of the same interests and considerations. Each precinct had assigned to it a mid-level commander, a patrol lieutenant. Additionally, the commanders got together and, between the four of them, divided out the sergeants, corporals and other patrol deputies. Deputies were allowed to submit area assignment preferences and these were considered, but the overriding consideration was the creation of four teams of committed deputies who accepted two-year assignments to one of the four precincts. Since the lieutenants were primarily responsible for staffing their precinct, they were held responsible not only for the management of their assigned precinct, but also for all personnel matters and the morale of their teams. It was their job to be almost entirely responsible and accountable for the quality of law enforcement services in that precinct, the satisfaction and support for the WCSO by the city officials and by extension the communities at large, and the morale and synergy of the precinct team. As basic as it might seem, there was some development and growth issues with this. Much of the command decision making that traditionally was retained by upper level executives back at headquarters was now deliberately pushed down to the mid-management level. As each lieutenant now commanded roughly twenty-five percent of the patrol resources and staffing, they now had sole responsibility to manage these resources to best suit local needs. Most of the time, local events and situations can be managed at the precinct level. There are times, however, when either planned events or emergencies; such as plane crashes, shootings and hazardous material spills, require the resources and efforts that exceed those assigned to the precinct. This is not unlike the problems smaller local police departments face when extraordinary events require more resources than the department has. In such

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cases, either by arrangement between precinct commanders of adjoining precincts, or with the support of the chief over law enforcement operations, the WCSO organization can flex and move additional resources from elsewhere in the Law Enforcement Division or even from the Corrections Division on a moment's notice to saturate and overwhelm a problem with the hopes of an expeditious resolution. In short, this precinct model was developed to meet localized community needs, manage county resources and put them where they are most useful and be consistent with the philosophy of community policing.

Efficiency v. Effectiveness

This debate goes back to the early ages of management. Though both are important, too much of either is detrimental.

Efficient: *Efficient is often confused for effective. It is the one concept that accountants and auditors focus on and it is often the easiest to measure. By definition, efficient is "...performing or functioning in the best possible manner with the least waste of time and effort; having and using requisite knowledge, skill, and industry; competent; capable: satisfactory and economical to use."*⁴

Efficiency concerns processes and systems. The objective is to create a system that reliably and predictably produces the desired outcome. An analogy is the automobile. It is possible to make fuel efficient cars that attain very high miles per gallon. Indeed there are a number of such cars on the road today. They all share similar characteristics. They have small engines that operate at or near their maximum power output, the cars themselves are lightly built to save on weight and they have relatively poor performance as far as acceleration and payload capacity. A side effect of these designs is that in vehicle collisions, they perform worse than larger less efficient cars at protecting the vehicle occupants.

⁴ Definition of Efficient, *Dictionary.com*, <http://dictionary.reference.com/browse/efficient> (2011),

The other extreme to this is the full size SUV. It is viewed as a relatively inefficient vehicle as far as mileage. These cars are large, heavily constructed with large engines that operate at lower engine speeds. These engines are generally more reliable and the payload carrying capabilities exceed the smaller cars exponentially. Additionally, these larger vehicles perform much better in accidents in protecting its occupants. This is most evident in head-on accidents that law enforcement often investigates involving two very desperate vehicles – the smaller vehicle loses. This analogy illustrates the dilemma. The most efficient use of resources does not always insure the best solutions to long term problems.

Effective: “...adequate to accomplish a purpose; producing the intended or expected result.”⁵

At one time the Los Angeles Police Department was considered the epitome of law enforcement. During the sixties and seventies they developed strategies to handle calls for service using two-officer patrol cars. Cost wise, they were extremely efficient. Over time though the underlying problems continued to fester until the short-comings of the LAPD model were revealed in a number of high profile criminal cases, some that included riots and some that included internal corruption. In short, though they were effective at catching criminals and responding to calls for service, they were challenged by the increasing social and criminal problems. The efficient LAPD model lacked the flexibility and resources held in reserve, not to mention a lack of management insight and creativity, to adapt and overcome the evolving challenges. These larger police departments that were previously held up as ideal models of service delivery failed to effectively resolve public safety problems. This compelled law enforcement researchers and experts to develop the now standard concepts *of community*

⁵ Definition of Effective, *Dictionary.com*, <http://dictionary.reference.com/browse/effective> (2011).

*policing, problem oriented policing and crime prevention through environmental design (CPTED).*⁶

From what has been discussed so far, it is apparent that efficient does not necessarily mean effective and vice versa. There is no doubt that with enough officers and enough money, crime in Weber County could be virtually eliminated. The cost would be prohibitive. There are tradeoffs that have to be considered.

The illustration in figure 1 shows that there is not a direct one-to-one cost to benefit relationship to the investment of resources and the effectiveness of a remedy. Initially, small investments in resources lead to large gains in effectiveness or quality. In law enforcement we often see this in traffic

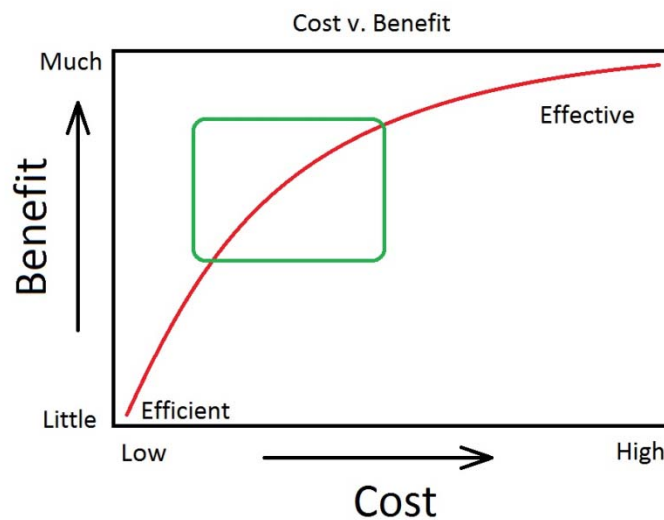


Figure 1

enforcement. An example is a road that is perceived by those who live on it as one with too many speeders travelling through. The first tactic is often to simply park the “radar trailer” on the road. We’ve seen examples of this throughout the local cities and counties. The effect of seeing one’s speed flashing at them is often incentive enough for the driver to slow down. This is a very effective and

⁶ Crime prevention through environmental design (CPTED) is a public safety management theory that opportunities and temptations for committing crimes can in part be managed through manipulating the actual physical environment of the locale. Either concerning public properties or private properties such as businesses and homes, things such as lighting, landscaping, fencing and other environmental features are analyzed for their potential to discourage crimes. The Weber County deputies often conduct such evaluations and make written assessments of a location’s vulnerability and recommendations as to possible changes that can increase a location’s resistance to crime.

cost efficient initial approach. For others who realize that there is no officer around to enforce the speed violation, or those who simply do not pay attention (the minority of drivers), to incentivize them to slow down often requires directed traffic enforcement, i.e. an actual police officer to stop and issue a citation. This of course is more expensive in that the positioning of a police officer to conduct traffic enforcement pulls him away from other responsibilities and is more costly than the radar trailer for the same amount of time. This is a kind of cost-per-unit issue in that the cost of affecting the majority of the drivers with the radar trailer is small when divided by the number of people influenced. On the other hand, the cost of issuing tickets or warnings to the smaller group of more serious violators is much more expensive per driver.

No matter the problem, there is a point at which more effectiveness comes at a higher and higher cost. This is the same quality control issue that any business faces. To make a near perfect product that outlasts all others and is completely reliable often requires too much research, too much labor and too much of expensive raw materials. This is the concept of diminishing return. Typically, most managers try to strike a balance as indicated in the green square in figure 1 where the costs are bearable and the results, though not perfectly effective, are adequately and acceptably effective.

This is a long lead in to the WCSO precinct model justification. The precinct model allows for immediate access by local government officials to the primary managers and decision makers. The idea is that the precinct model is flexible, relatively resource efficient, and scalable enough to resolve most law enforcement issues. On those occasions that more resources are needed, the precinct commanders have the discretion, authority and ability to call in additional county resources and personnel immediately and as needed. It is a policing model that admittedly emphasizes effectiveness, sometimes at the detriment of efficiency. It is somewhat expensive, but satisfies most people's expectations for law enforcement.

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Legal Issues

The Weber County Sheriff's Office is funded by the Weber County budget. Revenues such as property taxes, assessments and fees, along with state, federal and private grants and donations make up the bulk of the funding. Each year the WCSO submits a budget request to the County Commission. After some scrutiny and discussion, a budget is decided upon by the county commissioners and presented in an open commission meeting for approval. That budget, part of the whole county budget, funds the Sheriff's Office for the next calendar year. The county's fiscal budget year is the calendar year.

The WCSO budget is divided into several components. These include Corrections, Courts, CSI, Animal Services and Enforcement as well as other smaller components. Each component is funded a little differently. General funds primarily cover Corrections and Courts. CSI and Animal Services are primarily funded through contracts and agreements by client agencies or cities that use their services, including Weber County as both a participant and client. Enforcement is also currently mostly funded through the general fund of the county.

The issue of contracting was first explored some years ago when communities looked to incorporate into legally recognized cities. It was recognized then that along with incorporation, these cities would need to provide services for its citizens. In fact, one of the reasons for incorporation was often to formalize and improve municipal services for the local residents.

Initially, when the county and other cities negotiated for contractual law enforcement services, it was with the understanding that the county would cover most of the expenses for law enforcement within that city. Though it was understood that the city itself has ultimate responsibility for providing municipal

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services at some level, it was seen as mutually advantageous. The county law enforcement was already funded so additional revenues from these contract partners provided additional income for the WCSO and allowed for the expansion of law enforcement services and improvements to the quality of those services. This additional money was very helpful in the upgrading of aging vehicles and other equipment as well as helping to purchase new equipment and computer systems that were needed to meet the ever expanding technological needs of the WCSO. For the city the advantages were many, but included maintaining and even expanding the already familiar relationships that the residents of the newly incorporated cities had with the WCSO, as well as having more say in the operations and philosophy of the WCSO. The money paid for a “seat at the table” with WCSO management.

This relationship between the WCSO/County and the contract cities was mutually beneficial, but predicated on the then existing state laws regarding local government fiscal rules. This all changed with legislative sessions starting in 2000.

Though largely unnoticed but none-the-less significant, there was some legislation passed by the Utah congress that completely did away with the status quo regarding the financial relationships of the county and the contract cities.

By law, an incorporated city is responsible for providing its citizens with basic municipal services, including law enforcement. The law in Title 10 of the Utah

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Code even names the city mayor as the person responsible for law enforcement within the boundaries of the city.⁷ The law allows that a city can provide those services from within its own government organization or contract with other municipalities for those services as either a partner or as a client. The only exception to this is for first or second class cities – the larger cities – which by law must provide these services themselves by employing the service providers.⁸ In Weber County, only one such city falls into this category which is Ogden City.⁹ Here in Weber County the eight contracted cities are:

- Fourth class - West Haven (pop. 10,272);
- Fifth class – Farr West (pop. 5,928), Hooper (pop. 7,218), Marriott-Slaterville (pop. 1,701), Plain City (pop. 5,476), Washington Terrace (pop. 9,067), Uintah (pop. 1,322); and
- Town – Huntsville (pop. 608).¹⁰

Though only Ogden City is required to employ their own personnel to provide municipal services as a second class city, ALL cities are required to provide basic municipal services as legally incorporated cities. Law enforcement is one of those required municipal services. In the 2000 Utah Legislative session a bill was passed that amended an existing law that directly impacted Weber County

⁷ **10-3b-104. Powers and duties of mayor in six-member council and five-member council forms of government.**

(1) Except as provided in Subsection (2), the mayor in a municipality operating under a six-member council form of government or a five-member council form of government:

(a) is the chief executive officer of the municipality to whom all employees of the municipality report;

(b) shall:

(i) keep the peace and enforce the laws of the municipality;

(ii) ensure that all applicable statutes and municipal ordinances and resolutions are faithfully executed and observed; ... (c)(iii) if necessary, call on residents of the municipality over the age of 21 years to assist in enforcing the laws of the state and ordinances of the municipality;

(iv) release a person imprisoned for a violation of a municipal ordinance; ... Enacted by Chapter 19, 2008 General Session (some parts of this statute were edited out for conciseness). See also Utah **Code 10-3b-202. Mayor in council-mayor form of government.**

⁸ Utah Code 10-3-909, ***Police and fire departments in cities of the first and second class***, amended in 1998

⁹ Utah Code 10-2-301, ***Classification of municipalities according to populations***, Amended in 2003

¹⁰ Based on recently released 2010 U.S. Census results.

Contractual law enforcement. Utah Code 17-34-4 is titled “Contracts under Interlocal Cooperation Act.” The statute states:

This chapter may not be construed to prevent counties, cities, and towns from entering into contracts covering the furnishing by one to the other of all or any of the municipal services listed in Section [17-34-1](#) under Title 11, Chapter 13, Interlocal Cooperation Act, except that where incorporated cities or towns perform one or more of the municipal services set forth in Section [17-34-1](#) for unincorporated areas of a county, payment shall be made from the special revenue fund.

By itself the statute is not real clear on the funding of contractual law enforcement; however, it does clearly state that cities and counties can enter into contracts for municipal services, including law enforcement services. Utah Code 17-34-1, which is referenced in the earlier statute, defines municipal services somewhat and goes on to elaborate in 17-34-1(2) that it is lawful to provide municipal services to the unincorporated county residents while not providing those same services to residents who live within cities and towns.¹¹ The county *must* also charge those who benefit from these services through taxes or service charges for those services separately from those taxes and fees that are collected generally from all residents of the county.¹² For additional clarification

¹¹ See also Utah Code 17-36-3 (22) which more specifically defines municipal services. Elsewhere in this statute municipal service fund [accounts] are also mentioned. This implies that funds for municipal services are separated from other funds and specifically designated.

¹² Utah Code 17-34-1, “... (2) A county may: (a) provide municipal-type services to areas of the county outside the limits of cities and towns without providing the same services to cities or towns; (b) fund those services by: (i) levying a tax on taxable property in the county outside the limits of cities and towns; or (ii) charging a service charge or fee to persons benefitting from the municipal-type services.”

we must now look to Utah Code 17-34-3, "Taxes or service charges."¹³ This statute in short requires the county to fund municipal services for selected parts of the county by imposing those costs on those same users. The statute prohibits the funding of services for only specific groups of county residents from the *General Fund*. The county is required to set up a municipal-services fund and to collect taxes and fees that are specifically designated for the particular service. In the case of Weber County, only those law enforcement services that generally benefit the entire county can be paid for from the general fund. It must be mentioned here that county wide property taxes go to fund the general expenses of the county. For example: all Weber County home owners pay a *county* property tax at the same rate. If one is to look at their annual tax notice and compare it to someone living in a different part of Weber County they will see that the notices differ in many respects but not on the county property tax rate. People in Ogden City pay taxes to the Ogden School District based on property value assessments. People who live in West Haven or Eden pay the Weber School District at a different rate. These taxes, though collected by the county, are not Weber County's. These taxes go directly to the local school districts and are not in any part used by Weber County government. The issue that surfaces related to law enforcement services is that some county tax payers live in cities that have existing police departments and they pay city taxes and fees for those departments. If their property tax money that goes to the county general fund

¹³ **17-34-3. Taxes or service charges.**

(1) (a) If a county furnishes the municipal-type services and functions described in Section [17-34-1](#) to areas of the county outside the limits of incorporated cities or towns, the entire cost of the services or functions so furnished shall be defrayed from funds that the county has derived from:

- (i) taxes that the county may lawfully levy or impose outside the limits of incorporated towns or cities;

- (ii) service charges or fees the county may impose upon the persons benefited in any way by the services or functions; or

- (iii) a combination of these sources.

(b) As the taxes or service charges or fees are levied and collected, they shall be placed in a special revenue fund of the county and shall be disbursed only for the rendering of the services or functions established in Section [17-34-1](#) within the unincorporated areas of the county or as provided in Subsection [10-2-121](#)(2)....

also funds WCSO law enforcement, then they are essentially paying for two police agencies while typically only getting the services of one. On the other hand, those who live in areas only serviced by the WCSO pay only a portion of the costs of their law enforcement as some of the costs are paid by tax payers within cities that have police departments. This would be like sending your children to school in one district but paying taxes to both school districts.

These statutes show that residents of the unincorporated county areas are responsible for incurring the costs of county law enforcement as they are the primary users - but what about incorporated cities that do not have their own police department? Does the county have to provide law enforcement for them if they (the city officials) choose not to employ their own police officers or to contract with the county or another city? These are the questions of late. One statute is often referenced to make the argument that this is indeed the case. Utah Code 17-22-2, "Sheriff -- General duties" addresses this. I have taken excerpts from the statute, only those excerpts that address municipal services and here is the edited text:

"...(1) the sheriff shall: (a) preserve the peace; (b) make all lawful arrests;...(o) for the sheriff of a county that enters into an interlocal agreement for law enforcement service under Title 11, Chapter 13, Interlocal Cooperation Act, provide law enforcement service as provided in the interlocal agreement; ... (s) perform any other duties that are required by law."

The majority of this statute addresses search and rescue, courts, civil process and jails, so I have deleted those portions to include only those parts that apply to typical police type services. As one can see though, there is not much specific information about what is required of the sheriff's office regarding preserving the peace and performing other duties as required by law. The statute arguably does not imply that the sheriff is required to provide the full gamut of law

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enforcement services which are costly and extensive. The Weber County interpretation of this is that to “keep the peace” includes intervening and stopping crimes and other “in-progress” situations that are *occurring* and that *immediately* threaten life and property. Once peace is restored (i.e. the threat is averted or stopped) then no further services are required under the statute.

This statute, 17-22-2, addresses the required duties of a sheriff, and by extension, all those employed by the sheriff’s office. It does not say anything about funding for those services. Nor does this address the levels or kinds of services that must be provided – no minimums. Even though there is a requirement to provide some level of service, there is nothing in the Utah statutes that supports a position that a city can simply choose not to pay for law enforcement or other municipal services and still expect to be serviced by the county to the same extent as other cities or county areas that do provide funding. Remember Utah Code 17-34-1? This is the code that says that it is lawful for a sheriff’s office to provide different services for unincorporated residents than for those within a city or town. The statute makes no distinction between cities and towns with their own police agencies and those that don’t. In fact, though it is a little difficult to connect the dots, the prevailing legal opinions are that incorporated cities and towns have a responsibility to provide basic municipal services in some way or another, including police services, as part of their

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municipal services. To further emphasize this point, even in cases of disincorporation, the issue of the city's responsibilities is considered regarding municipal services.¹⁴

In summary of this section, an incorporated city, by virtue of its legal existence, assumes the role of the prevailing municipal services provider for the residents within its borders relieving the county of such responsibilities, except as a backup or assisting entity.

Risk Management

This topic is very brief but also critical. Among all of the municipal services that a city or county provides, none pose more risk of lawsuit than law enforcement. There are issues with other services such as road maintenance or fire services, but on a daily basis, police officers are asked to keep peace and order while not causing injury or infringing on civil or legal rights. Even the simplest traffic stop carries serious legal implications if not handled correctly. Perhaps the most litigious prone event is the attempt to capture a dangerous individual. If an injury or death results from that event, even if legally the officer was entirely justified, an expensive lawsuit can result. That lawsuit's impact on the budgets of even the largest municipalities in Utah can be substantial.

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10-2-502.7. Court action.

(2) At the hearing, the court shall hear evidence regarding the viability of the disconnection proposal.

(3) The burden of proof is on petitioners who must prove, by a preponderance of the evidence:

(a) the viability of the disconnection;

(b) that justice and equity require that the territory be disconnected from the municipality; ...

(d) that the county in which the area proposed for disconnection is located is capable, in a cost-effective manner and without materially increasing the county's costs of providing municipal services, of providing to the area the services that the municipality will no longer provide to the area due to the disconnection....

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All incorporated cities and counties are required to maintain some form of insurance against all sorts of issues such as workers compensation, negligence and liability, motor vehicle operations, etc. No matter the risk factor, law enforcement is vulnerable in all these areas because of the high frequency of the various risk activities. This is why municipal law enforcement is usually the most expensive operation to insure in government.

One of the issues that needed to be addressed in contracting out the Sheriff's Office was the question of who would insure the deputies. Convenient for the contract cities, as these discussions were going on the WCSO was working towards national law enforcement accreditation. To attain accreditation WCSO had to meet all of the several hundred "best practices" standards as determined by four very prominent law enforcement associations with the endorsement of the U.S. Justice Department.¹⁵ The standards created by this organization included a few very specific standards regarding the contracting out of a police agency's staff and services. To protect agency employees from working assignments where they might not be covered under liability protection or insured against injury on the job, it was required that the contracting police department **MUST** provide comprehensive insurance protection for the employee. This meant that Weber County had to insure the deputies completely, even when working an assignment contracted for by a city. In other words, the contracting city was held harmless for the actions of the deputies they *rented*. This meant that any lawsuit that resulted out of the actions of a Weber County deputy, even if they were working within the contracted city, was still Weber County's problem. Furthermore, cities that contract with other agencies receive insurance discounts based on the fact that their contractor (WCSO) carries its own insurance – just ask Plain City who recently received a discount of thousands of dollars and can

¹⁵ CALEA, the Commission on Accreditation of Law Enforcement Agencies was created by four international associations. These are: the International Association of Chiefs of Police, the National Sheriff's Association, the National Organization of Black Law Enforcement Executives and the Police Executive Research Forum.

carry much less liability insurance than a typical city of its size because of their contract.

Standards and Measures

One of the most challenging issues in any service organization is how to measure performance and determine staffing. Many studies have been done over the decades and philosophies have changed over time. In this section we will look at some of the studies and tools used to evaluate law enforcement.

In recent studies by the Bureau of Justice Statistics, we have information as recently as 2008 regarding the results of police census. In 2008 there were nationally 251 local and state law enforcement officers per 100,000 people (2.5

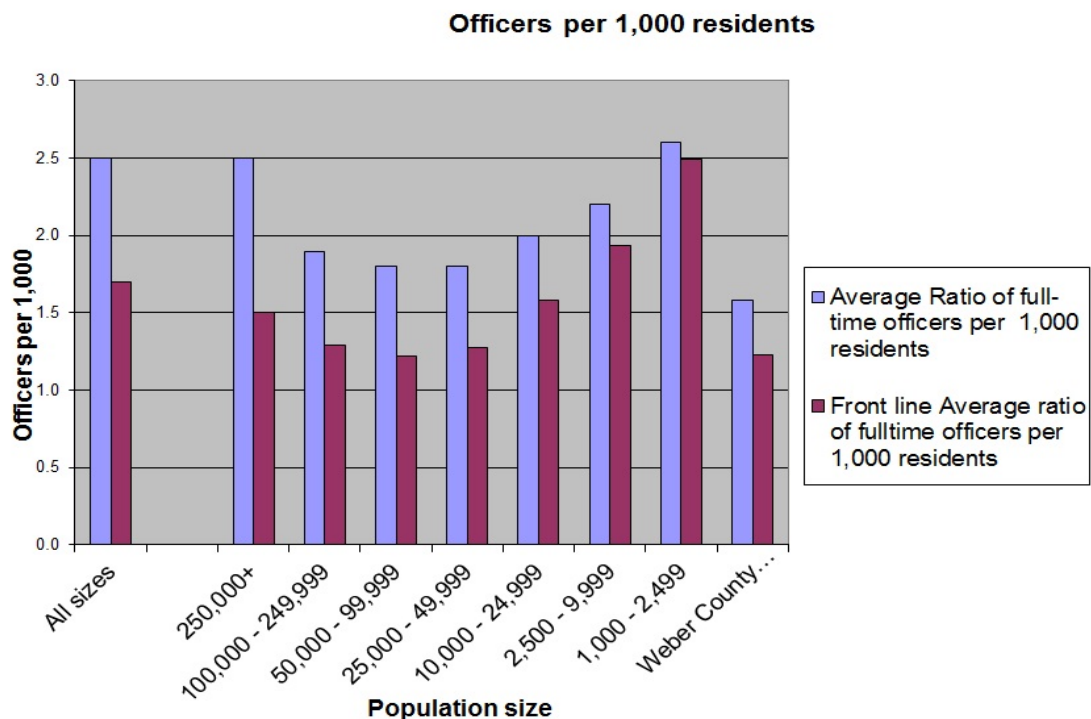


Figure 2

per 1,000). This number includes considerable overlap between local agencies

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and various state agencies. Regarding local coverage the numbers are less of course. In Utah, the average statewide is less than 1.75 per 1,000 residents putting Utah in the bottom group of the lowest per-capita ratio of officers to population. Also noteworthy is the fact that most police agencies in the country employ ten or fewer police officers.¹⁶

In an earlier study an analysis was made as to the officer per-capita ratio based on city size. In the graph above (figure 2), are the results of a 2003 DOJ study of the census results of police agencies. I have also included the Weber County Sheriff's Office 2009 ratios for comparison. In 2009 the population of the WCSO service area (the populations of the eight contract cities and unincorporated Weber County) was 56,656. This was based on U.S. Census Bureau projections.¹⁷ As the graph shows, the Weber County service area gets by with fewer peace officers than most other communities.

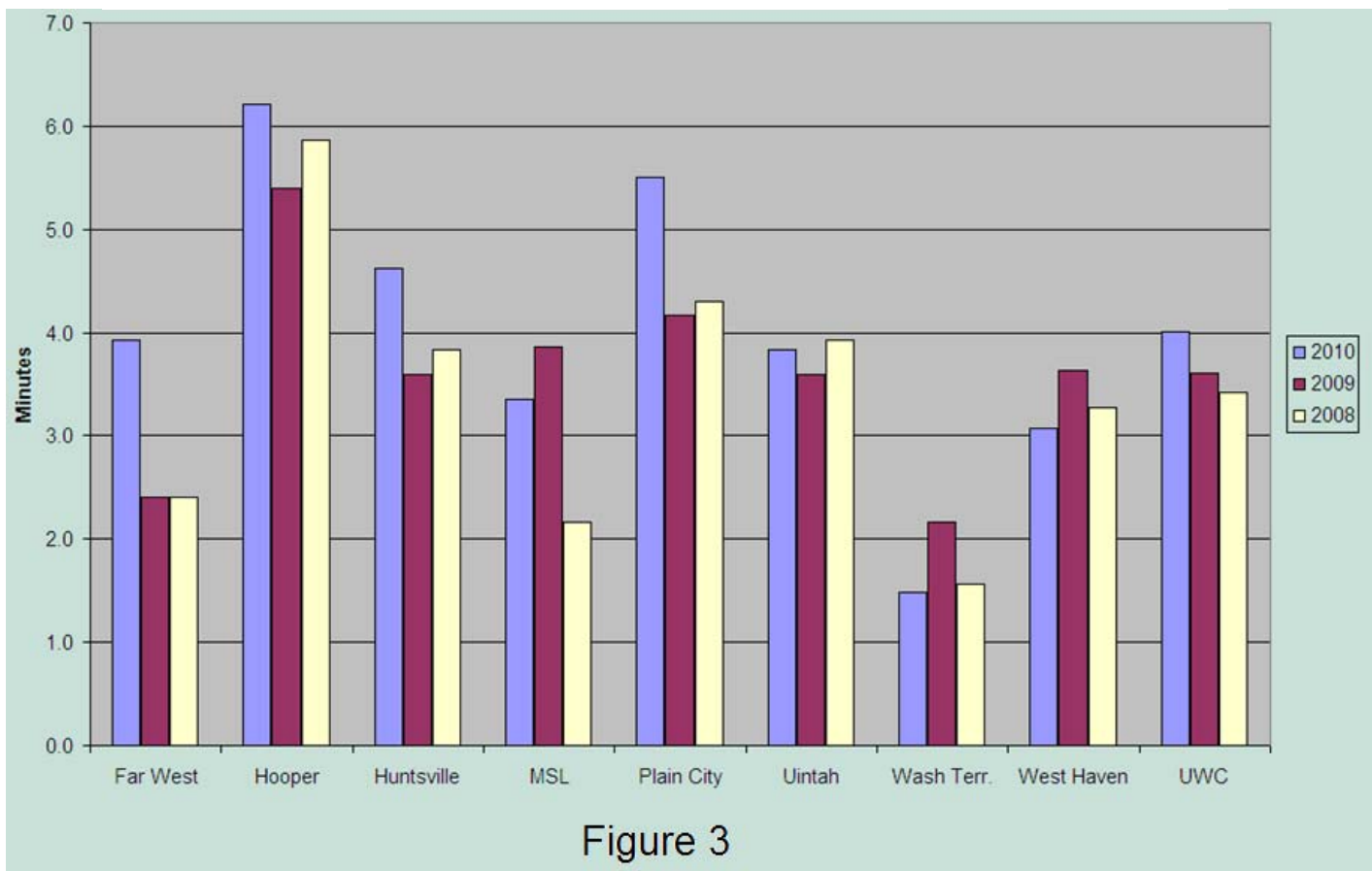
Some argue that the ratio of officers per capita is not a good predictor of successful law enforcement. Indeed the graph seems to indicate that this might be the case. It does appear that very large cities feel the need to have a higher ratio of officers as do very small towns and cities. Other factors such as income and poverty, unemployment, housing and even local attitudes may play a part in this. What is apparent is that Weber County is well below average. Now the question becomes is that enough?

¹⁶ U.S. Department of Justice – Bureau of Justice Statistics, *Census of State and Local Law Enforcement Agencies for 2008* (July 2011, NCJ 233982), <http://bjs.ojp.usdoj.gov/content/pub/pdf/cslla08.pdf>. See Appendix G for officer ratios by Weber County City.

¹⁷ The U.S. Census Bureau conducts a national census every ten years and then, based on their analysis; estimate the populations each year between the census counts. The most recent Census was in 2010 and the results came out in July of 2011. The 2010 census showed that the populations of the contract cities are somewhat higher than projected except for unincorporated Weber County. That population went down slightly.

One area that law enforcement executives look at to see how efficiently their agency is operating is at the response times to calls. The quicker that an officer can get to a call, the more efficient the agency is. Of course, more on-duty officers tend to decrease response times and this is good. But, no one can afford an officer at every corner. Below (figure 3) is a comparison of response times for the WCSO in the various service areas.

As one can see in figure 3, the area with the quickest response time is Washington Terrace City. The longest response times are in Hooper. Washington Terrace is roughly the same population as West Haven, but the



Terrace population lives in an area that is much smaller. There is more proximity to the residents in the two-square miles that make up the Terrace as opposed to

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the over ten square miles that make up West Haven. Figure 4 shows a comparison of city/area population densities. It's not hard to see that there is a correlation between response times and population density. When conducting work load studies, response times are an included part of the time spent on a call from start to finish. In areas that are spread out there may be a need for more officers per capita to keep response times within acceptable limits. The response times depicted in Figure 3 are averages for all types of calls, including non-emergency calls.

Response times are a key staffing consideration in that quick responses save

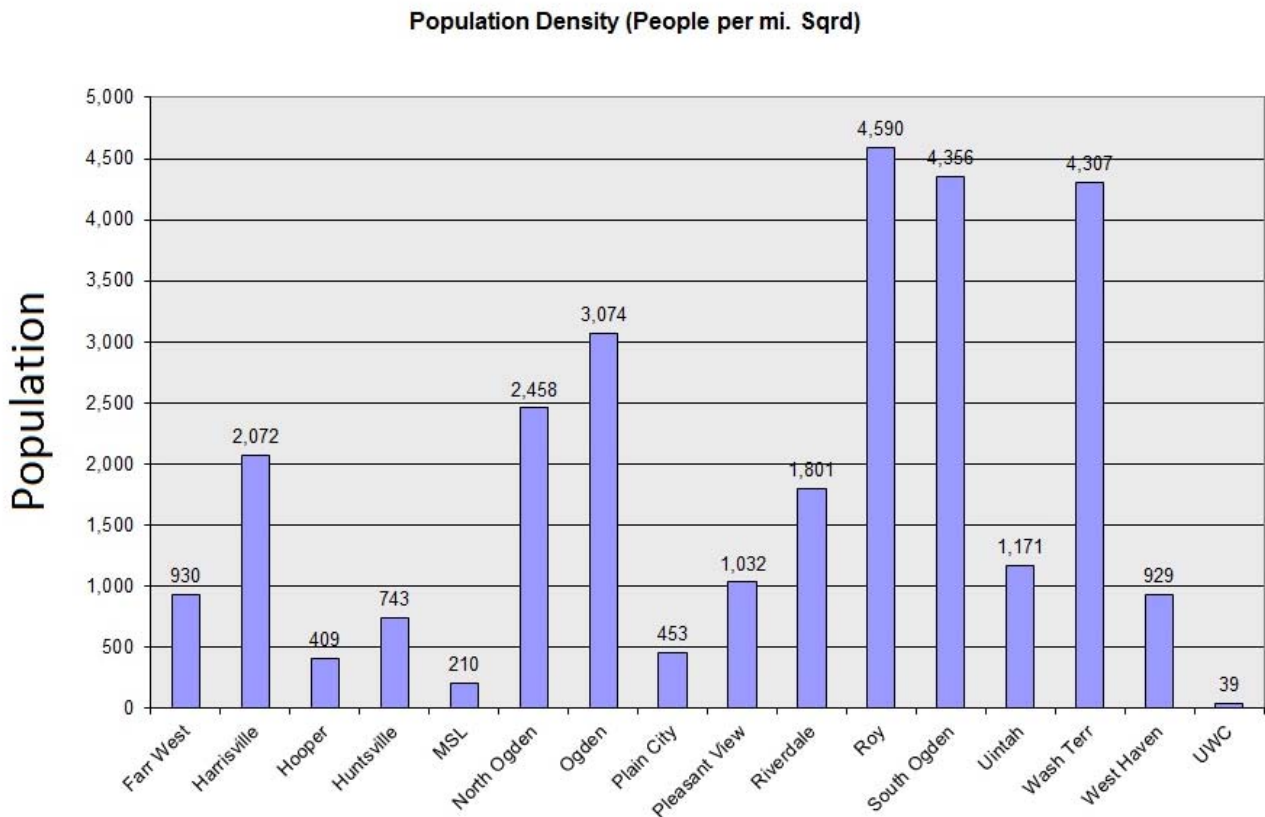


Figure 4

lives and catch criminals. The likelihood of capturing a criminal in the act or

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saving an ill or injured person's life goes up exponentially as response times decrease. For example, the American Heart Association claims that a patient's chances for survival in cardiac arrest diminish by 7-10 percent for every minute that passes. In another study in England, medical response times of less than five minutes are thought to double the chances of survival of the patient.¹⁸

Though law enforcement is not commonly thought of as an initial medical provider, most police officers are trained in basic first aid. Many, such as many of the deputies in the WCSO, are trained EMTs. It is more often than not, just because police officers are roaming around, that they are the first medical assistance to arrive on scene. Their job in such events is to provide stabilizing care until paramedics arrive and take over. Law enforcement is an important adjunct to the local emergency medical system.

Regarding response times – we often consider the time it takes for the first officer to arrive. Just as critical in many situations, dangerous situations, the response time of the second or third officer is just as critical. According to FBI statistics, although crime in general continues to decline, officer deaths are dramatically increasing for the first time in over a decade. Although police operate more effectively due to better equipment, training and supervision, they are more often in harms way. The predominate explanation to this increase in officer deaths, particularly regarding deaths due to the felonious acts of others, is that most police agencies have downsized. There are fewer officers available to respond to risky calls putting those officers who do respond at a greater disadvantage. As one can see, adequate staffing and quick respond times save officer lives as well as citizen lives¹⁹.

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¹⁸ National Center for Biotechnology Information, **U.S. National Library of Medicine**, <http://www.ncbi.nlm.nih.gov/pmc/articles/PMC32251/>

¹⁹ Number of Police Officer Deaths Growing, **CBS News**
http://www.cbsnews.com/8301-18563_162-57413954/number-of-police-officer-deaths-growing/

Committed and Non-committed Time

Routinely, when a police agency puts out an annual report or other published account of the agency's activities, the report includes calls handled, arrests made, citations written and other quantifiable data. The problem with such measurements is that they do not show whether an agency is successful. If one thinks about the goal of traffic enforcement for example, it is not to write the most tickets and bring in the most fines. The goal is to make the roads safer.

Ultimately, if a police agency were completely successful in this endeavor, eventually, no one would speed or run stop signs and there would be no one to ticket. Then the question becomes "What do we need traffic cops for?" The same could be said about crime. An example here that is worth mentioning is the "Good Landlord Program" in Washington Terrace. There is also a similar program in Ogden. In short, those who own and operate rental homes and apartments are given incentives in the form of licensing or tax breaks if they will do background checks on prospective tenants and evict those who do not meet the requirements of the rental contract. These contracts contain city approved language that threatens eviction if the renter commits crimes or causes disturbances. This program is a partnership that includes city code enforcers, private citizens and law enforcement. In Washington Terrace, when someone gains the attention of the Sheriff's Office by dealing or using drugs or committing acts of violence, they are immediately evicted by the landlord under the terms of the rental contract. This has allowed for the departure of some of Washington Terrace's more prolific problems. As a result, there are fewer police calls now than there used to be. This is just one example of a community policing strategy that works very well and addresses the root problems. So you ask, what does that have to do with committed time or non-committed time? Well, it is these types of programs that are worked when other more urgent calls are being handled by others. In other words, without enough staffing depth, proactive solutions to problems take a back seat to the immediate problems.

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One of the more recent management strategies in law enforcement regards time spent on calls and free time among patrol officers. As any police executive will tell you, patrol or uniform officers are the backbone of an agency. These are the conspicuous first responders who provide the most essential services and are the biggest deterrent to crime. This is why most police agencies put the bulk of their resources into the uniform division. All of the other services that a police agency provides are really only support for the actions of the patrol officers. Detectives follow up on cases referred to them; CSI provides technical support and then there is the clerical support for record keeping. A good analogy to this is the military. No matter which branch you look at you will find that there is a great deal of logistical support provided so that a portion of the organization can carry out the primary mission. Most military personnel never serve on the front lines but are in the back supporting the soldiers who do the fighting. Law enforcement is no different. We often use the analogy of an iceberg. Patrol officers are just the visible tip of the iceberg jutting out of the water. The logistical support is the base of the iceberg that resides invisibly under the water but is certainly no less important.

Another concept in law enforcement that is similar in military operations is the idea of having soldiers and equipment in reserve so that if another battle or war breaks out, there are soldiers left who can take care of that new battle while the others are left to deal with the original fight. One of the challenges in law enforcement management is having enough reserve capacity to not only handle the immediate problems but to also be ready for the unexpected or to be able to act proactively to prevent problems before they occur. This is when we distinguish between *committed time* and *non-committed time*.

Committed time is that time in which a police officer is engaged in some public safety activity for which he or she is committed to stay with until resolved. An example might be a traffic stop or the resolving of a family dispute. Even though a more urgent call could pull them away, they are none-the-less committed and

not readily available for other tasks. Non-committed time is therefore time that the officer has in which he is not engaged in anything pressing or urgent and can respond immediately to any call or problem. An example of this may be patrolling a neighborhood or visiting with the manager of a local store. Such activities are essential but not urgent. This is where we get into the concept of risk versus frequency. It is a way of prioritizing police activities. On the street the high priority calls take precedence. That does not mean that the low priority calls are not equally important in the long run, just not as urgent.

<u>Risk</u>	<u>Frequency</u>	<u>Priority</u>	<u>Examples</u>
High	Low	Urgent	Officer involved shooting, Emergency driving to a crime in progress or a life threatening emergency.
Low	High	Non-urgent	Routine traffic stops, business checks, etc.

Out of all this comes the generally accepted idea that there needs to be as much non-committed time as committed time. While one is handling the calls for service, another is attacking the root causes that create the need for service. This is the broken window theory resulting out of the New Jersey “Safe and Clean Neighborhood” program. The core of this theory is that any official tolerance to undesirable community conditions leads to crime.²⁰ If the little things such as juvenile loitering, graffiti and other minor problems are not acted upon then people get a sense that some level of corruption and crime is tolerable and that government officials are unconcerned. This leads to citizen complacency and encourages troublemakers to commit crimes as there is little expectation of consequences. This process then escalates inviting more problems. So, how many officers does it take to keep all this from happening?

²⁰ James Q. Wilson and George L. Kelling, *Broken Windows – the police and neighborhood safety*, March 1982 The Atlantic Monthly pp 29-37

The Weber County deputies use a *daily activity report* (DAR). This DAR is used to track their time on-duty, what they do and where they do it. We have used these DARs for the last three years and there is some important information regarding WCSO productivity. For example, we have learned that on average through the last three years our patrol deputies are committed to calls (committed time) about 49% and not committed 51 %. This is about ideal. We do know that the winter months are slower in that the committed percentage goes down while the warmer months, when school is out and the daylight lasts longer, the committed time goes up. We also know that it varies by community. The following table shows the committed and non-committed times by city or area. In that table one can see that the deputies are slightly busier in some areas than others. This is evidenced by the fact that some cities have higher percentages of committed time than others, though all are very close.

City/Area	Committed Hours	Non-Committed Hours	Committed Percentage	Non-Committed Percentage
Farr West	225.2	235.4	48.9%	51.1%
Hooper	259.4	267.7	49.2%	50.8%
Huntsville	78.5	85.3	47.9%	52.1%
MSL	372.7	352.4	49.3%	50.7%
Plain City	186.2	194.4	48.9%	51.1%
Uintah	213.6	225.5	48.6%	51.4%
Wash. Terr.	972.8	1009.4	49.1%	50.9%
West Haven	812.8	843.3	49.1%	50.9%
UWC	325.4	341.9	48.8%	51.2%

To explain this table and what it means I must clarify a couple of things. These hours represent the time that Weber County deputies spend in each area for a month. It is an average of several DAR monthly summaries from each year from 2009, 2010 and the earlier part of 2011, the most recent one was May of 2011.

Now, one question might be, how many bodies does it take to achieve the ideal ratio of committed time to non-committed time? Here again I preface the analysis with some information. On average, a deputy is away from his assigned post about 13% of his scheduled time. This is due to various reasons including training time, illness, vacation and other reasons. So in an average month a deputy is at his assignment about 150 hours out of a scheduled 173 hours.²¹ This does not account for any overtime worked, either for special assignments or for unscheduled events while at his assignment. If I were to include overtime it would increase the hours, particularly committed hours by 5-10 percent. I have deliberately ignored overtime to simplify this whole study.

In this next table, which is dependent on the one above, I simply took the committed patrol hours and doubled them to get the equal number of committed time to non-committed time for each city and divided it by 150 hours. This accounts for normal absenteeism in the staffing equation. This table shows the required number of full-time deputies (FTE – full time employees) needed to provide the required patrol service time at the desired rate of 50% committed and 50% non-committed time. Keep in mind that it takes five deputies working 12-hour shifts to provide 24-hour coverage. Four deputies working scheduled times and the fifth as a back fill during times of absences of the other four. This means that in the cases of Farr West, Hooper, Huntsville, Plain City and Uintah, they

²¹ This assumes a work year without overtime of 2,080 hours (52 weeks times 40 hour work weeks). 2,080 annual hours divided by 12 months equals 173.333 hours each month. I did not concern myself with the actual days in each month as that would be too tedious and not very helpful - an example of diminishing returns resulting from too much effort.

depend on their neighbors to provide support or to share deputies in order to provide their citizens with 24-hour police services.

City/Area	Total Ideal Patrol Hours	50/50 Committed to Non-Com time Staffing (FTE)
Farr West	450.4	3.0
Hooper	518.8	3.5
Huntsville	156.9	1.0
MSL	685.3	4.6
Plain City	372.4	2.5
Uintah	427.2	2.8
Wash. Terr.	1945.6	13.0
West Haven	1625.6	10.8
UWC	650.8	4.3

The above table gives a count of the FTEs needed to maintain the average patrol hours at a ratio of 50% committed time. In some cases, this is a slight reduction in the number of patrol hours needed to attain this ratio as compared to the current average. The difference is slight and less than one FTE in all cases. It does appear that despite the local call volume in the unincorporated Weber County areas, more attention is needed there.

Note: The above table only addresses patrol hours. There are hundreds of hours of follow-up investigations work and clerical and managerial work that goes on that isn't accounted for in this tabulation of FTEs needed to provide the patrol hours needed. **It should not be assumed that this represents the amount of staff needed to accomplish adequate law enforcement services. If a city were to employ its own police department, there would be a minimum of an additional 50% more staffing required to accomplish the full police mission.**

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The Costs

The current, and soon to be obsolete, unit cost of a deputy has been about \$90,000 per year or 45\$ per hour (based on 2010 costs). That amount includes the wages, benefits, insurance, a portion of the vehicle cost and other expenses for individual equipping plus a little for clerical overhead. This is for a typical 5-year deputy without any rank. As you can see, there is a great deal of overhead that is not included in this amount. The table below lists the average variable costs by rank/position. For 2012 there is an estimated increase in costs of 5-8 percent. This is in substantial part due to increases in vehicle fuel costs, increases in retirement costs mandated by the State and increased costs of health care. Some of these costs are double-digit percentage increases that are tied directly to personnel costs which make up almost 90% percent of the law enforcement budget for the WCSO.

Position/Rank	Cost including Benefits and individually issued equipment.
Civilian	\$64,139
Deputy	\$90,364
Corporal	\$93,893
Sergeant	\$105,617
Lieutenant	\$116,613
Chief	\$134,407
Undersheriff	\$146,988
Sheriff	\$154,852

Again, the table above only reflects the individual cost of a deputy or employee and does not capture all of the WCSO costs. At \$90,000 per year it is like budgeting for a car but never factoring in gas and repairs. If one were to include all of the support expenses such as supervision, command staff expenses as

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well as the amortization of the law enforcement portions of Sheriff's Office buildings, and utilities and other fixed costs directly associated with Sheriff's Office operations, that annual cost would be over \$150,000 per patrol deputy.²² Something worth discussing here are *economies of scale*.

Economies of scale is the concept that as more units are created, there is increased efficiency. Even if costs go up, the per-unit costs go down and therefore profits overall go up. This is the advantage that larger agencies have over smaller ones. It is the reason that larger agencies can afford to provide specialized services that cannot practically be provided by smaller ones. In the case of the WCSO there are fixed costs that do not vary much no matter the number of personnel. Utilities, retirement of debt and bonds related to buildings and other programs, the cost of administration to a large extent. Also included are those costs mentioned earlier that concern services provided to the public at large. These costs are somewhat static and regular. Using the figure of \$4.8 million that would be funded out of the County's general fund, if you divide this among 65 patrol deputies, you get a figure of just under \$74,000 per deputy.²³ Now the \$4.8 million remains the same but with fewer deputies in patrol, say 50 deputies, the amount designated for each deputy rises to \$96,000 per patrol deputy. Add to that the individual costs that tie directly to a deputy of \$90,000 or more and now the per-unit cost is not \$150,000 but rather \$186,000 annually. This is the *catch-22* of staffing reduction to reduce overall costs. The overall bottom line expenses are reduced but the per-unit costs go up. Of course the opposite is also true. As staffs are increased, assuming costs remain relatively the same, the per unit cost decreases as the fixed or static costs are spread out

²² You can calculate this amount by dividing the current WCSO Enforcement total budget of almost \$9.7 million by 65 patrol deputies to come up with roughly \$151,000 per patrol deputy. In this way you have captured all the enforcement expenses and calculated a per-unit cost per patrol deputy.

²³ This \$4.8 million is an estimate of the costs of services that the WCSO provides that arguably benefit ALL Weber County residents and therefore should come out of general funds. (Amendment note (September 13, 2011): Changes in the calculations of this section are a result of a re-evaluation of county law enforcement services made in August, 2011)

over more units. Now is a good time to mention some of the services that are included when contracting with the WCSO that otherwise would cost extra.

There are several law enforcement programs and services that go above and beyond the normal array of services in many communities. Here in Weber County, because of the common desire of the law enforcement executives here, a number of innovative programs were established to amplify police effectiveness in several key areas. First, the Weber/Morgan Narcotics Strike Force (WMNSF) is a multi-agency unit that specializes in pursuing organized crime gangs engaged in the production and distribution of illegal drugs. Drug abuse is a root cause of most of the property crimes, frauds and identity theft cases. These kinds of investigations require specialists and special tools and training to be effective. Each police agency in Weber and Morgan Counties contribute financial support and the larger ones assign staff full-time to this task force. As a contracting party with WCSO, contract cities have direct access to the services of this task force as part of their police services package.

Another very important program is the Crime Scene Investigations Unit. Though operated by the WCSO, it is a metro unit for which all of the local police agencies fund. This unit, with its specifically trained and educated scientists, has taken crime scene management and processing to a level that we never could achieve when we all used regular detectives. As a result, convictions among felony cases are higher and are solved by evidence alone in many situations that otherwise would remain un-prosecutable. Again, contracting with WCSO includes these services that otherwise would be an additional expense for contract cities, just as it is now with the other cities which have their own police department. In addition to the above, there are also the services of child abuse investigative specialists, ICAC (Internet Crimes against Children), joint task forces with federal, state and other local agencies regarding gang crimes, serial

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burglars, homicide investigators, real-time crime analysis (very recent – Spatial Key) and other programs and services that are included. These are all programs to amplify law enforcement effectiveness and public safety that are only available through the combined resources of the larger local agencies and at considerable expense in money and staffing, but included in the WCSO contracts at discounted rates or at no charge. For reference, there is a table in Appendix C that lists out the costs of just CSI and WMNSF.

Now, here is where the rubber meets the road. Based on the legal fact that the costs of law enforcement should be borne by the users, the county has calculated that about half of the enforcement services benefit the county as a whole. Such services as truck inspectors, SWAT, K-9 and other services and specialties are shared with other agencies and serve the county as a whole. That leaves the other half to be covered out of a municipal services fund paid into by residents of unincorporated county areas and the cities and other agencies that contract with the Sheriff's Office. Now there are a number of factors to consider. Each city is different in its number of occupants and its needs for services. In order to smooth out the typical seasonal and annual variations several factors were looked at. We looked at the population size and the historical number of calls in the area. We considered the amount of time deputies spent in the area, but at the request of the majority of the city officials involved in this exploration we have decided not to use time spent. In fact, population and calls for service have been used historically to determine costs/fees regarding animal control services and narcotics enforcement, so there is a precedent for using just these two variables.

Using population and calls for service, we calculated the percentage of calls that each city had out of the total calls the WCSO handled. We did the same for population percentages of the total. We got two different percentages for each

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city. We then averaged the two to come up with a hybrid percentage that took in account both factors. After subtracting from the total budget that amount of expense designated to come from the Weber County general fund for general county wide services, we were left with the balance to be paid from the municipal services fund. Each city's cost was then calculated by its hybrid percentage of the remaining budget. The graph below summarizes all of this.

Totals and Percentages by City/Area

	Population %	Calls %	Hybrid %	Population*	Calls**
Huntsville	1.09%	1.20%	1.15%	608	25.1
MSL	3.06%	5.96%	4.51%	1,701	124.2
Farr West	10.65%	8.26%	9.46%	5,928	172.2
Plain City	9.84%	5.65%	7.75%	5,476	117.8
Washington Terrace	16.30%	17.78%	17.04%	9,076	370.5
Hooper	12.97%	6.84%	9.90%	7,218	142.6
West Haven	18.45%	18.42%	18.44%	10,272	383.8
Uintah	2.37%	2.22%	2.30%	1,322	46.3
Unincorporated ***	25.27%	33.66%	29.46%	14,065	701.5
Total WCSO Service Area	100.00%	100.00%	100.00%	55,666	2,084
	* 2010 Census Counts				
	** Monthly average from January 2010 through June 2011				
	*** Includes calls on recreation lands				

Figure 5

Figure 5 breaks out the percentage for each city from the total in each category. These percentages were used to calculate each city's contract cost under the hybrid formula in Figure 6. The "Hybrid %" column is an average of the two columns to the far right – population, and calls. For comparison, the current contract amounts are in the column labeled "Current." You can also see in the table the net effect in dollars under "DIFFERENCE" and the percent increase (or decrease which is in red) under "% Change" as a result.

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Proposed Changes

		Proposed				
	Current	Hybrid %	DIFFERENCE	% Change	Population %\$	Call%\$
Huntsville	\$28,590	\$56,425	\$27,835	97.4%	\$53,718	\$59,132
MSL	\$190,927	\$221,663	\$30,736	16.1%	\$150,287	\$293,039
Farr West	\$270,122	\$465,037	\$194,915	72.2%	\$523,752	\$406,322
Plain City	\$279,068	\$380,954	\$101,886	36.5%	\$483,816	\$278,092
Washington Terrace	\$834,255	\$838,141	\$3,886	0.5%	\$801,884	\$874,398
Hooper	\$279,867	\$487,148	\$207,281	74.1%	\$637,726	\$336,569
West Haven	\$354,100	\$906,709	\$552,609	156.1%	\$907,553	\$905,865
Uintah	\$68,267	\$113,010	\$44,743	65.5%	\$116,802	\$109,218
Unincorporated	\$540,000	\$1,449,124	\$909,124	168.4%	\$1,242,673	\$1,655,574
County Gen Fund	\$6,847,025	\$4,774,010	(\$2,073,015)	-30.3%	\$4,774,010	\$4,774,010
TOTAL	\$9,692,221	\$9,692,221			\$9,692,221	\$9,692,221

Figure 6

One can see from the tables that some formulas are cheaper than others. What the county has done is come up with one formula to apply for all contracts.

Impact to Tax Payers

This essay is not about increasing taxes – although it is clear some people will pay more. What this is really about is a shifting of the tax burden. This is based on the premise detailed previously that those who benefit from the WCSO law enforcement services are ultimately responsible for the burden of supporting those services – “you get what you pay for!” As such, if we are to ask those who directly benefit to pay, we must correspondingly tell the others who are now paying for services they seldom use that they need not pay or pay as much.

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In the previous section we have identified a portion of the WCSO law enforcement budget that provides services that are available or benefit every county resident regardless of where they live in Weber County. The funding for these services is provided from the tax revenues that the county gets from commercial and residential property taxes. Roughly one-half of the law enforcement budget should be so funded. As for direct services that benefit primarily people in unincorporated Weber County (UWC) and in the contract cities, they are responsible for the other half of the budget. The impact of this is as follows: On an average home in Weber County worth about \$200,000, the reduction in county property tax would save the home owner about \$24 dollars per year. This is the same for everyone whether they lived in the UWC or in a city. That is good news for most - in particular, those taxpayers who live in a city that has its own police department. The bad news is that for those who live in a WCSO law enforcement service area – UCW and the contract cities – they will have to shoulder more of the burden for funding their police services. For an average \$200,000 home in UWC, the \$24 decrease in county general fund tax will be offset by an increase of \$72 to a county municipal services fund. The net effect will increase overall taxes to these UWC residents, but only by \$48 annually or \$12 per month.

Tax Impact by Household

	Residential			
	Mkt Value =	\$ 200,000		Monthly
	City Incr	County Decr	Net Incr	Amount
Farr West	\$ 65	\$ (24)	\$ 41	\$3
Hooper	\$ 81	\$ (24)	\$ 58	\$5
Huntsville	\$ 66	\$ (24)	\$ 43	\$4
M-SI	\$ 18	\$ (24)	\$ (6)	(\$0)
Plain City	\$ 52	\$ (24)	\$ 28	\$2
Uintah	\$ 92	\$ (24)	\$ 68	\$6
Wash. Terr.	\$ 2	\$ (24)	\$ (22)	(\$2)
West Haven	\$ 97	\$ (24)	\$ 73	\$6
Unincorp WC	\$ 72	\$ (24)	\$ 48	\$4

Figure 7

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The example above concerns residents in UWC. The effects would be similar, but not exactly the same, for those taxpayers who live in the incorporated cities that contract for police services with Weber County. You can see the estimated impact by location in Table 7 above.²⁴ For a more in-depth look, Appendix D gives more detail and is the spreadsheet from which this table is derived.

Incorporated Cities which Contract – Incorporated cities are responsible to provide and oversee the municipal services required of the resident citizens. As such, the county would use the same population and call formula (the hybrid formula) to assess the cost of law enforcement services to that city as it would use to calculate the cost to each tax payer in unincorporated Weber County. This means that whether a person lives “out in the county” or in the city (contracting city) the expense is roughly the same. In the former case that money is paid to the county and credited to the municipal services fund. In the latter case, concerning a resident of Farr West, Washington Terrace or another client city, the city must determine its funding source and apply it towards the cost of WCSO law enforcement. Some cities do this through a city based property tax. Others use sales taxes, construction impact fees or other funding sources. The funding of law enforcement or any other municipal service is the prerogative of the city officials and their constituents and really not a county issue.

Summary/Conclusion

As stated in the introduction, the purpose of this paper is to try to quantify the un-quantifiable. No matter the conclusions of this study, the two major goals remain the same. That is to prevent problems that affect public safety from occurring and to increase and maintain a sense of community satisfaction.

²⁴ The information in this table and this section was obtained from the Weber County Auditor's Office.

In this study we have looked at the role of law enforcement and how it impacts community well-being. We have looked into the statutory requirements and constraints and determined that the current contracts and taxing for WCSO law enforcement services are not compliant with the current laws that govern counties and cities. As a group (county and city officials) we have looked at performance standards and at costing formulas. The result of this was the agreement of using two measurements – calls for service in a given area and population size – to determine a universal and understandable costing formula to determine the costs of law enforcement services. These core issues drive everything else: the quantity and quality of services, resourcing of the WCSO and staffing.

In conclusion, the ideas and concepts in this project have explored the various aspects of local law enforcement. The WCSO goal has always, and will always be to provide effective law enforcement at a cost efficient price while maintaining just the right amount of surplus capability for those infrequent but inevitable major incidences that occur in every community from time to time. This study has illuminated most if not all of the relevant factors and this proposal is a comprehensive plan to address this in a logical and illuminated way.

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Appendix A - Census Information

	2010 Population	2000 Population	1990 Population
Weber County (1)	231,236	196,533	158,330
1 Farr West	5,928	3,101	2,177
2 Harrisville	5,567	3,665	2,988
3 Hooper (2)	7,218	4,058	---
4 Huntsville	608	655	564
5 MSL (2)	1,701	1,426	---
6 North Ogden	17,357	15,048	11,452
7 Ogden	82,825	77,159	64,271
8 Plain City (2)	5,476	3,743	---
9 Pleasant View	7,979	5,680	3,653
10 Riverdale	8,426	7,638	6,413
11 Roy	36,884	33,042	24,948
12 South Ogden	16,532	14,353	12,180
13 Uintah	1,322	1,127	829
14 Washington Terrace	9,076	8,551	8,210
15 West Haven	10,272	3,976	2,134
16 UWC	14,065	13,311	18,511
Weber County Households (3)	N/A	65,698	53,253
Average people per household	N/A	2.99	2.97

(1) Source: <http://www.citypopulation.de/php/usa-census-utah.php>

(2) The populations of these cities were not counted separately in 1990 but included as residents of unincorporated Weber County (UWC).

(3) Source: <http://censtats.census.gov/> (2010 data not available as of July 2011)

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Appendix B – Historical Calls for Service

The set below shows the figures minus the traffic stops and shuttles:																				Month
W/Exclusions	Jan-10	Feb-10	Mar-10	Apr-10	May-10	Jun-10	Jul-10	Aug-10	Sep-10	Oct-10	Nov-10	Dec-10	Jan-11	Feb-11	Mar-11	Apr-11	May-11	Jun-11	Sum	Avg.
Farr West	168	157	193	169	162	191	177	197	195	182	179	183	172	124	160	164	144	182	3099	172
Harrisville	7	12	12	19	7	10	8	12	3	16	10	13	12	12	16	13	7	21	210	12
Hooper	118	111	155	149	163	150	174	129	137	148	117	118	144	126	138	175	162	153	2567	143
Huntsville	19	20	26	19	24	44	83	28	28	14	20	18	17	12	12	22	8	37	451	25
MSL	108	104	135	134	133	115	149	130	153	123	119	115	134	100	104	131	118	130	2235	124
North Ogden	10	3	9	11	4	8	8	6	8	8	6	7	3	3	4	7	3	8	116	6
Ogden	159	93	142	127	126	110	125	133	128	94	112	116	80	84	114	91	112	114	2060	114
Plain City	80	91	139	127	125	95	138	129	146	155	109	121	107	110	116	120	104	109	2121	118
Pleasant View	8	5	6	7	5	6	4	4	5	5	4	4	2	6	1	4	6	3	85	5
Riverdale	10	12	8	7	6	6	11	6	6	6	7	11	7	3	8	5	12	3	134	7
Roy	18	22	41	26	36	19	30	17	20	12	11	15	14	11	18	16	13	17	356	20
South Ogden	19	12	16	11	15	13	12	11	9	15	14	13	14	11	13	11	9	13	231	13
Uintah	39	38	49	48	43	47	47	34	40	47	37	45	51	44	53	52	59	60	833	46
Wash Terr	337	329	440	448	398	453	383	398	438	330	305	351	330	309	332	334	360	394	6669	371
West Haven	356	302	429	405	407	432	450	390	367	389	358	396	370	348	380	355	393	382	6909	384
UWC	648	635	762	672	715	774	902	834	711	637	667	710	653	621	735	603	621	727	12627	702
Other*	60	50	58	69	50	35	64	46	60	52	40	50	44	40	32	45	55	49	899	50
TOTAL by month	2164	1996	2620	2448	2419	2508	2765	2504	2454	2233	2115	2286	2154	1964	2236	2148	2186	2402	41602	2311

* Could be due to an nonvalidated address or another jurisdiction but more than likely a nonvalidated address.

Note: This data represents the total monthly calls dispatched to Weber County deputies by month from January 2010 through June 2011.

Appendix C - CSI and Weber/Morgan Narcotics Strike Force Costs by City

The table below is a list of the costs by contracted city for services above the enhanced Sheriff's Office Patrol Services. These are included in each city contract. Other incorporated cities within Weber County that employ their own law enforcement also pay into these services separately and at the same rates as part of their police budget.

	Strike Force Costs*	CSI Costs**
1 Farr West	2,964	9,223
2 Harrisville	2,784	6,625
3 Hooper	3,609	9,367
4 Huntsville	304	1,174
5 MSL	851	8,648
6 North Ogden	8,679	19,459
7 Ogden	41,413	365,048
8 Plain City	2,738	6,348
9 Pleasant View	3,990	5,951
10 Riverdale	4,213	14,055
11 Roy	18,442	46,761
12 South Ogden	8,266	27,079
13 Uintah	661	4,623
14 Washington Terrace	4,538	20,602
15 West Haven	5,136	24,315
16 Unincorporated WC	7,033	41,156
	<hr/>	
TOTAL	\$115,618***	\$610,434

* These are estimates for 2012 based on the 2010 Census at a rate of 50¢ per capita.

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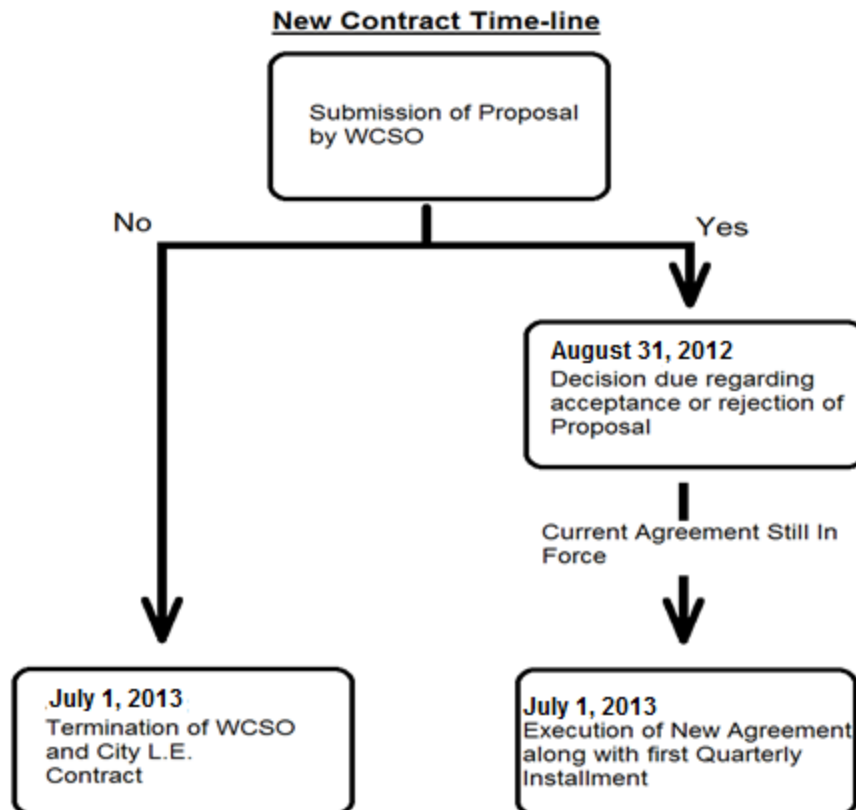
Appendix D –
Estimated Property
Tax Impact by
City/Location

STIMATED PROPERTY TAX IMPACT, BY CITY																	
						Residential					Commercial						
	2011 CTR	2011	Est Add'l Rev	Est Add'l Tax Rate	Est New Tax Rate	Mkt Value =	\$ 200,000	City Incr	County Decr	Net Incr	Monthly Amount	Mkt Value =	\$ 200,000	City Incr	County Decr	Net Incr	Monthly Amount
	Taxable Values	Tax Rate	Needed (a)														
Farr West	\$ 331,776,152	0.000255	\$ 195,000	0.000588	0.000843	\$ 65	\$ (24)	\$ 41	\$ 3	\$ 118	\$ (43)	\$ 75	\$ 6				
Hooper	\$ 281,034,882	0.000456	\$ 207,000	0.000737	0.001193	\$ 81	\$ (24)	\$ 58	\$ 5	\$ 147	\$ (43)	\$ 105	\$ 9				
Huntsville	\$ 46,402,108	0.000828	\$ 28,000	0.000603	0.001431	\$ 66	\$ (24)	\$ 43	\$ 4	\$ 121	\$ (43)	\$ 78	\$ 6				
M-SI	\$ 190,560,063	-	\$ 31,000	0.000163	0.000163	\$ 18	\$ (24)	\$ (6)	\$ (\$0)	\$ 33	\$ (43)	\$ (10)	\$ (\$1)				
Plain City	\$ 216,263,538	0.000387	\$ 102,000	0.000472	0.000859	\$ 52	\$ (24)	\$ 28	\$ 2	\$ 94	\$ (43)	\$ 52	\$ 4				
Uintah	\$ 54,091,094	0.000699	\$ 45,000	0.000832	0.001531	\$ 92	\$ (24)	\$ 68	\$ 6	\$ 166	\$ (43)	\$ 124	\$ 10				
Wash. Terr.	\$ 274,152,444	0.001497	\$ 4,000	0.000015	0.001512	\$ 2	\$ (24)	\$ (22)	\$ (\$2)	\$ 3	\$ (43)	\$ (40)	\$ (\$3)				
West Haven	\$ 627,726,362	-	\$ 553,000	0.000881	0.000881	\$ 97	\$ (24)	\$ 73	\$ 6	\$ 176	\$ (43)	\$ 133	\$ 11				
Unincorp WC	\$ 1,389,123,885	-	\$ 909,000	0.000654	0.000654	\$ 72	\$ (24)	\$ 48	\$ 4	\$ 131	\$ (43)	\$ 88	\$ 7				
TOTAL	\$ 3,411,130,528		\$ 2,074,000														
					</												

Appendix E –Timeline

The Weber County Corporation fiscal year is the calendar year of January 1 through December 31. This creates a coordination issue with local cities which have a fiscal year of July 1 through June 30. As part of this proposal for law enforcement services by the Weber County Sheriff's Office, the County Commissioners have set up a time-line or schedule of events related to these contract negotiations.

As many cities have just now begun budget planning, we thought it important to provide this information as part of the new contract negotiations. The idea is that as the city officials prepare their budget they can consider this proposal and have an answer as to whether they are interested in continuing to contract with Weber County. With a decision date by this August 31, and an effective date July 1, 2013, this allows enough lead time for the city and county to make final arrangements as to the new contract or in terminating the existing contract.



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Appendix F - City L/E Expenditures Tables

		Total Budget	Police	Fire	911	Paramedic	Mosquito Abatement	Library
WFD	Farr West		262,254	443,020	101,136	71,050	45,174	103,872
City Fire	Harrisville		920,000	244,174	73,951	51,944	33,029	75,917
WFD	Hooper		271,716	413,447	94,238	66,184	42,088	96,694
WFD	Huntsville		30,370	68,703	15,659	10,997	6,993	16,067
WFD	MSL		186,739	257,319	58,807	41,322	26,269	60,446
City Fire	North Ogden	6,262,000	1,967,198	706,944	214,145	150,396	95,640	219,735
City Fire	Ogden	125,822,000	16,400,000	12,629,000	938,835	659,704	419,378	960,316
City Fire	Plain City		277,252	65,000	74,013	51,980	33,055	75,945
City Fire	Pleasant View		945,125	448,983	135,958	95,517	60,728	139,650
City Fire	Riverdale	7,974,000	2,720,327	1,982,656	135,958	100,477	63,883	147,526
City Fire	Roy	16,926,226	3,789,661	3,081,376	143,022	237,113	150,777	346,481
City Fire	South Ogden	9,077,871	2,470,937	2,932,835	239,411	168,163	106,929	237,420
WFD	Uintah		65,822	6,000	18,059	12,684	8,065	18,534
City Fire	Wash Terr	10,617,000	845,520	195,511	89,122	62,617	39,809	91,554
WFD	West Haven		342,168	844,702	192,715	135,369	86,075	197,860

Appendix G – Officer Ratios per 1,000 Residents by City

Officer ratios per 1,000 Residents (2009-2010 Fiscal Year)				
	<u>Population</u>	<u>Law Enf Budget</u>	<u>Funded Positions</u>	<u>Officer Ratio :1,000</u>
Farr West	5,486	\$262,254	2.9	0.5
Harrisville	6,217	\$920,000	9.5	1.5
Hooper	5,892	\$271,716	3.0	0.5
Huntsville	669	\$30,370	0.3	0.5
MSL	1,557	\$186,739	2.1	1.3
North Ogden	17,946	\$1,967,198	17.0	0.9
Ogden	83,292	\$16,400,000	144.0	1.7
Plain City	5,440	\$277,252	3.1	0.6
Pleasant View	7,224	\$945,125	9.0	1.2
Riverdale	8,286	\$2,720,327	17.0	2.1
Roy	36,260	\$3,789,661	40.0	1.1
South Ogden	16,118	\$2,470,937	26.0	1.6
Uintah	1,288	\$65,822	0.7	0.6
Wash Terr	8,614	\$845,520	9.4	1.1
West Haven	9,570	\$342,168	3.8	0.4
UWC	17,979	\$540,000	6.0	0.3

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Appendix H – Current Per-capita Law Enforcement Costs by City

Based on 2011-2012 Budget Allocations

Current Per Capita Costs				Proposed Per Capita Costs			
City	Population	Total L/E budget	L/E per Capita Cost	City	Population	Total Proposed L/E budget	L/E per Capita Cost
Farr West	5,928	\$270,122	\$46	Farr West	5,928	\$465,037	\$78
Hooper	7,218	\$279,867	\$39	Hooper	7,218	\$487,148	\$67
Huntsville	608	\$28,590	\$47	Huntsville	608	\$56,425	\$93
Marriott/Slaterville	1,701	\$190,927	\$112	Marriott/Slaterville	1,701	\$221,663	\$130
Plain City	5,476	\$279,068	\$51	Plain City	5,476	\$380,954	\$70
Uintah	1,322	\$68,267	\$52	Uintah	1,322	\$113,010	\$85
UWC	14,065	\$540,000	\$38	UWC	14,065	\$1,449,124	\$103
Wash. Terr.	9,076	\$834,255	\$92	Wash. Terr.	9,076	\$838,141	\$92
West Haven	10,272	\$354,100	\$34	West Haven	10,272	\$906,709	\$88
Harrisville	5,567	\$921,728	\$166	Harrisville	5,567	\$921,728	\$166
North Ogden	17,357	\$1,788,791	\$103	North Ogden	17,357	\$1,788,791	\$103
Ogden	82,825	\$17,000,000	\$205	Ogden	82,825	\$17,000,000	\$205
Pleasant View	7,979	\$954,225	\$120	Pleasant View	7,979	\$954,225	\$120
Riverdale	8,426	\$2,456,000	\$291	Riverdale	8,426	\$2,456,000	\$291
Roy	36,884	\$3,935,393	\$107	Roy	36,884	\$3,935,393	\$107
South Ogden	16,532	\$2,317,174	\$140	South Ogden	16,532	\$2,317,174	\$140

Appendix I – Weber County Sheriff's Offices Services Listing

The list below represents the types of services provided by the Weber County Sheriff's Office as part of a basic municipal law enforcement services contract. Additional or enhanced services are also included toward the end of this list and listed separately.

- **Administrative Services:**

- **Indemnification** – Weber County insures ALL Sheriff's Office operations, leaving the city/community completely indemnified. This includes: liability, workers compensation, vehicle insurance and any lawsuits resulting from the actions of WCSO operators within that community or city.
- **Employee Compensation** – All compensation for the assigned deputies and other support personnel are covered by the WCSO to include retirements, wages, medical, etc. Furthermore, **overtime** expenses associated with our basic services are covered by the WCSO and not passed on.
- **Executive management** – With many police departments, management (such as lieutenants, assistant chiefs and chiefs) is an expensive but necessary component of the organization. These commanders are pre-existing with the Weber County Sheriff's Office, and therefore, much of the costs are covered by the Sheriff's Office.
- **Personnel Management** – Contract cities incur neither expense nor liability regarding the recruiting, screening and hiring of deputies. Additionally, the Sheriff's Office is responsible for all initial training, compensation, certifications and any basic legal requirements. As such, any issues regarding discipline and grievances are covered by the Sheriff's Office and not charged to the city.
- **Employee work conditions** – Such things as legally required in-service training, the equipping of a deputy with weapons, computers, cars and radios, along with radio and software licenses, is covered by the Sheriff's Office. Additionally, vacations, sick-leave, and overtime related to law enforcement/patrol operations is the expense of the county.
- **Clerical services** – This includes: records management; inventory control and maintenance; transcribing; parolee and sex offender registration and tracking; and requests for law enforcement records under the Government Records Access Management Act (GRAMA). One of the advantages here is that the Weber County

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Sheriff's Office is responsible for the acquiring and maintenance of computers and software required for all forms of necessary records keeping. With software programs costing tens and hundreds of thousands of dollars, and the associated computer hardware costing about the same, a small city would be hard pressed to meet the state and federal data reporting requirements without substantial expenses. Also, all computer and software maintenance and repairs are provided by the county I. T. department alleviating even further costs for the client city.

- **Public Information/education** – There are, on occasion, extraordinary events such as major accidents, robberies and other news worthy events that draw attention to a community. The Weber County Sheriff's Office has formally trained Public Information Officers (PIO) trained and experienced in dealing with news representatives and organizations. When asked for by the contract city officials, these PIOs will help to present information for the public accurately.
- **Public education** – Until recently the Weber County Sheriff's provided two full-time deputies who taught the D.A.R.E. curriculum to fifth graders in Weber County schools in the areas policed by the Sheriff's Office. There is a new and current program, NOVA (Nurturing opportunities, values and accountability) that these deputies will be taking around. NOVA's mission statement is "Nurturing youth to seek out positive Opportunities, internalize good Values, and to accept Accountability for their choices in life." NOVA assists parents, families, and communities in protecting youth from the potentially devastating effects of drugs, violence, bullying and other negative influences. This 15-week program is a self-esteem building program for youth. See www.novaprinciples.com.
- **Fleet services** – All patrol vehicles are purchased, outfitted and maintained by Weber County Property Management. Because of the volume of vehicles we purchase, our maintenance program, and fleet maintenance software (which carefully and completely tracks and monitors our cars), we are able to purchase and outfit vehicles with some of the best equipment and do so cheaper than others. Our fleet program means that we drive the most practical and capable vehicles with the best reliability, allowing our deputies to focus on their work.

- **Patrol Services:**

- **24x7 Command** – We provide for a designated precinct commander (lieutenant) who coordinates all precinct staffing and

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acts as the direct agency liaison for the community. As a lieutenant, this liaison has authority and discretion to make executive and command decisions in a timely manner and typically without the need of higher approval.

- **24x7 uniformed patrol and call response** - Minimum staffing is currently at six uniformed deputies, with at least two of supervisory rank to manage any and all critical situations. Additionally, all other uniformed patrol deputies are subject to call out at the discretion of the on-duty supervisor as needed. Overtime for patrol and investigative services is included in the contract price and not charged additionally.
- **School Resource Officers** – Currently the Weber County Sheriff's Office provides seven (7) fulltime deputies, one each to the middle and high schools in those communities we serve. These are not part time patrol deputies who visit the schools a couple of hours each school day. These deputies are assigned full time to the school and often attend school functions and may even travel to away-games when desired.
- **N.O.V.A.. (Nurturing opportunities, values and accountability)** – This is the successor to DARE that addresses more than just drug awareness and avoidance. We have two full-time deputies who, at the Sheriff's Office expense, visit and teach at each elementary school in our service areas, including contract cities.
- **Man-made or natural large scale emergency events** – We are the only county agency which has the resources in a scale and diversity to quickly and flexibly respond to and mitigate large scale planned and spontaneous events such as hazmat, major accidents and major crimes. We can do this without the need of expensive outside assistance.
- **Advanced Emergency Medical Services (EMT program)** – As was recently documented in the Standard Examiner newspaper (Weber deputy saves baby with CPR - Standard Examiner, 2/16/2012), we are the only police agency in Weber County with an emergency medical services capability. Nearly half of our uniformed deputies are currently basic or advanced EMT certified and we are currently training more of our deputies to become advanced. This program has become a major contribution to the countywide emergency medical services, which include fire department EMTs and paramedics. Because of our ability to arrive more quickly than the other service providers can, we are able to stabilize patients quickly allowing paramedics to focus on higher order lifesaving procedures and transportation. Our deputies are also training in medi-vac ground operations so that critical patients can more quickly be airlifted to local hospitals.
- **Motors** – The WCSO has four (4) police motorcycles that are fully equipped. There are almost a dozen certified motors deputies who

routinely operate these motorcycles for special events and special traffic enforcement details.

- **Bicycle Patrols** – The WCSO has a fleet of specially equipped mountain bicycles. The trained operators use these bikes to patrol trails, neighborhoods, special events such as parades and community events, and also in large apartment complexes. The ability to move quietly and fast and along paths that vehicles cannot travel on allows for very intimate and proactive patrol ability. We have also found that people often approach deputies who are on bicycles more often than while on patrol, allowing for more one-on-one time with citizens. This helps to glean important information about local activities. We have used these bicycle patrols in Washington Terrace, in the large apartment complexes in West Haven and along hiking trails with good effect.
- **Problem Oriented Policing** – Supervisors and commanders are trained to do more than respond to calls. We diligently strive to identify and analyze problems and the causes of those problems and create strategies to combat the conditions that lead to problems. These programs are provided to communities, as well as to local businesses and individuals. The WCSO business watch and facebook page are just two examples of programs that have come out of these studies. Individual business risk assessments are routinely given on request by local business owners.
- **Traffic studies and analysis** – The WCSO has trained accident investigators, as well as a state trained accident reconstructionist. These experts have tools such as the traffic counter machines that allow us to do in depth traffic studies and traffic accident investigations. The results of some of our past studies have resulted in convincing state road officials to put in traffic lights at intersections that previously had stop signs. We have also influenced changes in speed limits, the addition of more warning signs and even the building of sidewalks in communities where children walked to school along the road shoulder.
- **Commercial vehicle inspections** – We are one of only a couple of agencies in Weber County outside the UHP who has a certified commercial vehicle inspector. His function is to investigate commercial trucks on county and local roads for safety and regulation violations.
- **K-9 services** – The WCSO currently has two (2) fully trained police service dogs. These dogs and their handlers patrol full time and are on call whenever needed. The dogs are trained in drug detection, searching and apprehension. We use these dogs routinely to search schools for drugs that some students might try to conceal.

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- **Investigations Services:**

- **24x7 Crime Investigation and Follow-up** – Our investigations section is comprised of dedicated and able detectives. Though their assigned hours of work are typically week days, we maintain an on-call schedule that allows us to call out as many detectives as needed on those crimes that are time sensitive and/or where it is critical to gather perishable evidence or to immediately pursue critical cases. This response includes expert rape and child abuse crime detectives, as well as other detectives with specific expertise.
- **Investigations Specialists**- We provide specialist detectives for the following task forces that combat specific types of criminal activities: Weber/Morgan Narcotics Strike Force (WMNSF); Internet Crimes against Children (ICAC); Homicide Task Force; and Gang Task Force.
- **Prosecution Coordination** – We often meet with county and city prosecutors to screen criminal cases and seek the best possible resolutions. We also have one other advantage – that is an attorney who is assigned to the WCSO and is used extensively for both criminal and civil matters. This is a proactive approach as we see criminal investigations and just the first phase of a successful prosecution.
- **Computer/electronics devices forensics analysis** – We are seeing the proliferation of smart phones, lap tops and other computer and communications devices used in committing property crimes, financial crimes, sex crimes, drug crimes and virtually every possible type of crime. We are the only agency in Northern Utah to have expert detectives trained in the legalities and technicalities of obtaining critical evidence needed to locate victims and prosecute suspects.
- **Crime analysis** – In cooperation with the OPD Crime Center, we offer critical analyses of crime patterns, methods of criminal operations, suspect analyses and identification as well as other aspects of criminal investigations. Crime analysis is especially helpful in crime prevention activities.

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- **Evidence/Crime Scene Services:**

- **24x7 Crime Scene Processing and analysis** - The Weber County Crime Scene Investigations Unit (CSI) that services all Weber County is housed at the WCSO complex. These are college educated forensic scientists, many with Masters Degrees, who are experts in finding and analyzing even the smallest of evidence. Every city that uses their services must pay a portion of the unit's costs by way of an annual fee based on a city's case history along with a lump sum annual fee, except for contract cities. The law enforcement contract between a city and Weber County allows for unrestricted use of CSI, regardless of how often they are needed or how complex or large scale the incident.
- **Evidence control and storage** – This is an area that if not carefully managed can undermine criminal prosecutions and increase the likelihood of lawsuits. The WCSO Evidence and Property Storage are carefully managed by a trained technician and meets national standards for security and integrity. We carefully store evidence, bar code it for inventory tracking and follow rigid standards for the maintenance and destruction of evidence. Our security includes electronic monitoring as well and extensive physical security precautions.
- **Prosecution preparation** – It is not uncommon for a prosecutor to ask for diagrams, photos, charts, videos and audio recordings, and now even PowerPoint presentations in preparation for trial. These tools allow prosecutors to present complex information in a form that jurors and judges can more easily understand. Though these tasks are not necessarily the responsibility of CSI agents, their expertise with all things technical does lend itself to their abilities and have been instrumental in many successful prosecutions.

- **Emergency Management Services:**

- There are on rare occasion catastrophic events that can overwhelm the resources and budgets of a typical Weber County city. These include: floods, hazmat spills, large multi-vehicle accidents with multiple deaths and injuries, fires, hostage events or barricaded gun wielding suspects and large scale public disorder events. In

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case of such events, the WCSO has fulltime and part time emergency management personnel who are FEMA trained. One, our director, is a FEMA National Academy Instructor. In addition to this, we have a fully operational SWAT team, Riot and Disorder team, and SAR team (Search and Rescue). When we respond to these types of incidences, we bring with us considerable expertise in emergency management and mitigation as well as mobile command trucks, emergency tools, tents and other resources.

- **Enhanced or special services offered as an addition to core services above:**
 - **Community Resource Officers (CRO)** – This is a dedicated deputy who is assigned full time to work directly with city officials and coordinate with the assigned commander to give a city a more responsive form of law enforcement service. These CRO deputies are often able to focus on long-standing and complex on-going citizen disputes or problems, as they are not dispatched to routine calls which are handled by area deputies.
 - **Full or part time traffic enforcement** – At full time or part time, a deputy can be assigned to specific traffic enforcement duties. Although all WCSO deputies engage in traffic enforcement when appropriate, they are not able to focus on traffic enforcement due to the other calls for service they need to respond to. A dedicated traffic detail is one way to attack specific traffic safety problems as this person is assigned to focus on traffic and is not dispatched to routine calls.
 - **Court Bailiffs and Security** – At an additional cost, deputies can be assigned to regularly provide courtroom security and other related court services. A portion of all fines collected by the court and sent to the state are returned to that court as reimbursement for courtroom security. This reimbursement offsets the costs of security deputies.

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