

Greenburgh Dobbs Ferry Police Consolidation & Shared Services Study

December 2009

Revised August 2010

This report was prepared with funds provided by the New York State Department of State under the Local Government Efficiency (LGE) Grant Program.

Prepared for:
**For the Boards of the
Town of Greenburgh and the Village of Dobbs Ferry**

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SUMMARY

Since 2005, the New York Department of State has offered a competitive grant program, first known as the Shared Municipal Services Incentive (SMSI) program and since 2008 known as the Local Government Efficiency (LGE) program, to local governments considering projects that will achieve savings and improve municipal efficiency through shared services, cooperative agreements, mergers, consolidations or dissolutions. The Town of Greenburgh in Westchester County was awarded a grant in 2008 to study the feasibility of coordinating or consolidating police services with the Village of Dobbs Ferry. The Village is one of six villages within the Town of Greenburgh and borders the Hudson River on the west and the Villages of Irvington (on the north), Ardsley (on the east) and Hastings-on-Hudson (on the south).

In November 2008, a joint Steering Committee composed of the chiefs of police of the Village and the Town and members of the Village and Town administrations appointed by the Town and Village Boards, selected the Center for Governmental Research (CGR) to conduct a study of potential shared services and present options to the governing boards and the public.

This report includes an analysis of the various police functions in each jurisdiction and the potential for savings from consolidating those functions in whole or in part as well as CGR and the Steering Committee's final recommendations to the Town and Village Boards. An appendix with a detailed PowerPoint presentation outlining CGR's findings, proposed options, and savings and cost estimates is also included. An itemized inventory of the two police departments was also completed by CGR and provided separately to the Steering Committee. The inventory was provided under separate cover because it contains confidential information; however, CGR found that all property (e.g., vehicles, firearms, computer equipment) in the inventory is accounted for and used appropriately by both departments, solely for police department work and for no other function within either jurisdiction.

Acknowledgements

CGR is grateful to the members of the Study Steering Committee for the time and attention they devoted to this project. The Steering Committee included (now former) Greenburgh Police Chief John Kapica (chair), Dobbs Ferry Police Chief Betsy Gelardi, Village Administrator Marcus Serrano, and Town Board Member Kevin Morgan. CGR also appreciates the support provided by the staff of both police departments, particularly Captain (now Chief) Joseph DeCarlo and Lieutenant James Guarnieri.

Staff Team

David Liebschutz, Director of Strategic Planning and Analysis, directed the study. Retired Rochester Police Department Commander John Girvin, of J. Martin Solutions, Inc., was invaluable in his assistance throughout the study. Henrik Metzloff, Michael Silva and Meredith Mabe, Research Assistants, and Alicia Young, Graduate Intern, provided key data analysis support. Vicki Brown, Associate Director, was also quite helpful in moving the report ahead.

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PROJECT OVERVIEW

At the request of The Town of Greenburgh and the Village of Dobbs Ferry, the Center for Governmental Research (CGR) examined the opportunities and challenges for coordinating or consolidating police services between the two departments, as both have facilities within the Town's boundaries. The study, which was completed in late 2009, was conducted with funding provided by the New York Department of State's Local Government Efficiency (LGE) Grant Program.

The ever-rising property tax burden in the Village and Town caused various Village and Town trustees to examine how police services were provided and at what cost. Questions had been raised about whether the Village should have its own department, or if the Town Police Department could help it achieve efficiencies and savings by a full or partial consolidation of services between the two jurisdictions.

A joint four-member Village-Town Steering Committee selected CGR to conduct a shared services study. We met with committee members several times to discuss the study work plan, share our findings and present potential opportunities we identified.

In the course of the study, we gathered and analyzed extensive relevant data from the Village and Town (e.g., budget, payroll, and calls for service data) and conducted more than 25 interviews with members of the police force as well as Village and Town officials and staff. We also gathered data from New York State and contacted the other five Villages in the Town for purposes of comparison. In addition, we conducted two day-long inventories to document the assets of the two departments.

In April 2009, CGR presented an overview report to a public forum held at the Village's Embassy Center. In November 2009, CGR presented a summary of our findings to a public meeting of the Town and Village Boards. An expanded version of the PowerPoint report presented at the November public meeting follows this report.

Subsequent to the public meetings, CGR gathered comments from the public via email, phone and electronic survey during a two-week comment period and gave them to the two departments and included them in the report findings where appropriate.

Overview of Village & Town Police Functions – What Exists Now?

In order to understand how a possible consolidation or a sharing of services would work, we first looked at the various functions now currently performed by both departments, including their hierarchy and how each staffs the various functions within the department. In other words, we looked at “what exists” before moving onto considering alternative formulations of providing the same functions in the future.

Both Greenburgh and Dobbs Ferry are full-service police departments which each have an office of the chief, patrol division, detective division and dispatch function. Dobbs Ferry has a separate youth division, while Greenburgh has a staff services division and paramedic unit. In addition, both departments currently participant in Town-wide efforts in special tactical police work (the Special Weapons and Tactics Team or SWAT), substance abuse (the Drug and Alcohol Task Force or DATF) and marine patrol (the HEAT unit) through the use of Intermunicipal agreements (IMAs)¹ which govern the sharing of resources and responsibilities among the Village and Town police forces.

Both departments are well thought of by their respective citizenry and an informal survey that we did of the Village residents found overwhelming support of the police department and its activities (over 90% of the respondents were highly supportive of maintaining their own independent department).

As of June 2009, there were 28 full-time sworn members of the Dobbs Ferry Police Force supplemented with a number of civilian positions as follows:

- Sworn
 - 1 Chief
 - 2 Lieutenants
 - 7 Sergeants
 - 3 Detectives
 - 13 Officers
- Civilian
 - 1 Parking Officer (FT)
 - 1 Parking/Commuter Bus Driver (FT)
 - 3 Civilian Dispatchers (PT)

¹ The Marine or HEAT unit is not technically governed by an IMA but is done through a shared arrangement from all of the Villages.

- 2 Secretaries (PT)
- 10 School Crossing Guards (PT)
- 1 Weekend Parking Attendant (PT[8 hrs/wk])
- 2 Seasonal Riverfront Guards (June-Sept)

The unincorporated area of the Town of Greenburgh (with a population roughly four times as large) has a much larger department (approximately 116 full-time sworn staff and nearly 20 full-time civilian staff as of June 2009) that breaks down as follows:

- Sworn
 - 1 Chief
 - 3 Captains
 - 5 Lieutenants
 - 20 Sergeants
 - 23 Detectives (includes 9 paramedics and K-9 officer)
 - 64 Officers
- Civilian
 - 8 Civilian Dispatchers (FT)
 - 1 Civilian Network Administrator (FT)
 - 1 Civilian Traffic Aide (FT)
 - 7 Civilian Clerical Employees (FT)
 - 2 Civilian Clerical Workers (PT)
 - 12 Civilian School Crossing Guards (PT)

A basic breakdown of statistics for both communities (as well as the other villages in the Town where appropriate) follows.

Service Level Data

Although there is a detailed breakdown of calls for service and proactive services for each community below, both communities do not have comparable detailed statistics on how much of their activity falls into various service categories (e.g., patrol, investigations, etc). Thus only a rough approximation of such service level data is possible (based on staff assignments) as shown in the table below:

Allocation of Services by Function	Greenburgh	Dobbs Ferry	Notes
Administration	11.6%	14.3%	
Alcohol Task Force	2.2%	3.6%	Shared Service
Investigations	10.1%	10.7%	
Juvenile	2.2%	3.6%	School Resource Officer in DF
Paramedic	5.8%	0.0%	No Unit in Dobbs Ferry
Patrol	63.8%	64.3%	
Special Operations (SWAT)	10.9%	3.6%	Shared Service
Animal Control	2.9%	0.0%	No Unit in Dobbs Ferry
Total*	100.0%	100.0%	

*=Greenburgh has staff in more than one category and thus the total adds to more than 100%.

Inventory Data by Function

As noted above, all inventory (vehicles, property and equipment) in both jurisdictions is used exclusively for police functions, but here is a rough estimate of how that inventory is used for various police functions:

Allocation of Inventory by Function	Greenburgh	Dobbs Ferry
Administration	10.8%	3.8%
Alcohol Task Force	4.1%	11.5%
Investigations	12.2%	11.5%
Juvenile	2.7%	0.0%
Paramedic	12.2%	0.0%
Patrol	47.3%	73.1%
Special Operations (SWAT)	10.8%	0.0%
Total	100.0%	100.0%

Note: Inventory for Juvenile function in Dobbs Ferry is shared with patrol and investigations and is not accounted for separately.

Cost and Budget Data

The cost of providing police services in the Village and Town has grown steadily over the past five years, although they are not out of line with police spending in the other Villages within the Town (i.e., all generally vary from about 21 to 26 percent of the total budget, except 16 percent in Tarrytown, whose police budget is the largest but also has the largest village budget). Furthermore, since this study focused on the consolidation of Dobbs Ferry's Police Department into Greenburgh's, our in-depth cost analysis generally concentrated on Dobbs Ferry (i.e., the potential economies of scale documented in detail below would be largely from the elimination of positions in Dobbs Ferry and not from such positions in Greenburgh).

Nevertheless, the cost data for Greenburgh shows a similar growth trend over the past several years with steadily increasing costs to provide police services. For example, the cost of providing police services (including benefits) was \$16.4 million in 2005 and was slated to increase to \$20.6 million in 2009, an increase of almost 26 percent over four years.² This leads to the conclusion that, though beyond the scope of this study, there seems to be a strong need to look at various ways to realize economies of scale on a town-wide basis and not just by eliminating a single Village department.

The five tables below show various aspects of the cost and budget analysis.

² These budget figures are for TOV services only. Shared resources such as SWAT are calculated into the town-wide budget.

Impact of Police on Village Budget

- Total police costs in recent years including benefits:

2005-2006	\$3,923,947
2006-2007	\$4,224,464
2007-2008	\$4,473,701
2008-2009	\$4,580,172
2009-2010 (adopted)	\$4,703,652

- Village 2009-10 Adopted Budget: **\$15,108,962**
 - Police costs account for **31%** of budget
- Anticipated 2009-10 police revenues: **\$439,550**
- Thus, net cost of police in 2009-10: **\$4,264,102**

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Impact of Police on Greenburgh (Town Outside of Village -- TOV) Budget

- Total police costs in recent years including benefits:

2005	\$16,389,632
2006	\$17,601,654
2007	\$18,588,932
2008	\$19,873,154
2009 (adopted)	\$20,636,628

- Town 2009-10 Adopted Budget: **\$62,454,980**
 - Police costs account for **33%** of TOV budget
- Anticipated 2009-10 police revenues: **\$170,500**
- Thus, net cost of police in 2009: **\$15,497,434**

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Dobbs Ferry Police Budget

	2008-09 Actual Expenditures		2009-2010 Approved Expenditures	
Salaries	\$2,622,884	57 %	\$2,669,956	57 %
Overtime	\$160,000	4 %	\$170,000	4 %
Other Personnel	\$274,500	6 %	\$297,000	6 %
Benefits	\$1,223,477	27 %	\$1,265,522	27 %
Equipment	\$50,000	1 %	\$41,500	1 %
Contractual	\$249,311	5 %	\$257,674	5%
TOTAL	\$4,580,172		\$4,701,652	

Note: Expenditure data include Police Department, Jail, Traffic Control, and On Street Parking.

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Greenburgh TOV Police Budget

	2008 Modified Expenditures		2009 Approved Expenditures	
Salaries	\$11,559,000	60 %	\$12,067,324	60 %
Overtime	\$1,034,120	5%	\$1,164,870	6%
Other Personnel	\$556,000	3%	\$569,734	3%
Benefits	\$4,733,683	25 %	\$4,968,694	25%
Equipment	\$321,161	2%	\$196,592	1 %
Contractual	\$983,796	5 %	\$987,339	5%
TOTAL	\$19,187,760		\$19,954,553	

Note: Expenditure data includes direct expenditures only and does not include interfund transfers.

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Comparative Town/Village Statistics

	Greenburgh (TOV) ¹	Dobbs Ferry	Ardsley	Elmsford	Hastings-on-Hudson	Irvington	Tarrytown
Population	43,493	11,134	4,840	4,757	7,919	6,666	11,031
Land Area (sq miles)	17.9	2.4	1.3	1.1	2.0	2.8	3.0
Sworn Staff ²	116	27	20	18	21	21	33
Civilian Staff ² (FT/PT)	28/13	2/4	0/1	0/7	0/3	1/3	7/1
Total Municipal Expenses ³	\$105,344,272	\$17,039,895	\$11,335,740	\$11,633,938	\$13,510,434	\$17,175,722	\$37,692,154
Police Expenses ⁴	\$21,515,616	\$4,471,470	\$2,988,930	\$2,826,450	\$3,420,786	\$3,602,827	\$6,214,284
Police as % of Total	20%	26%	26%	24%	25%	21%	16%

Sources: US Census 2008 Population Estimates, DCJS, Office of State Comptroller Open Book

1. TOV: Town Outside Villages; 2. 2008 Staff; 3. FY ending in 2008. 4. For FY 2008. Benefits estimated as 36% of Personal Services.

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Calls for Service

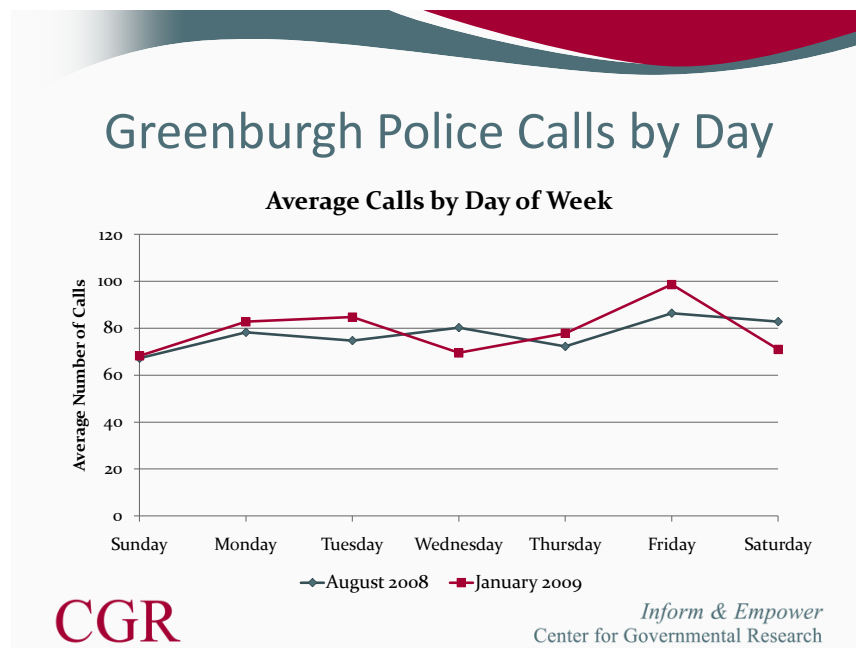
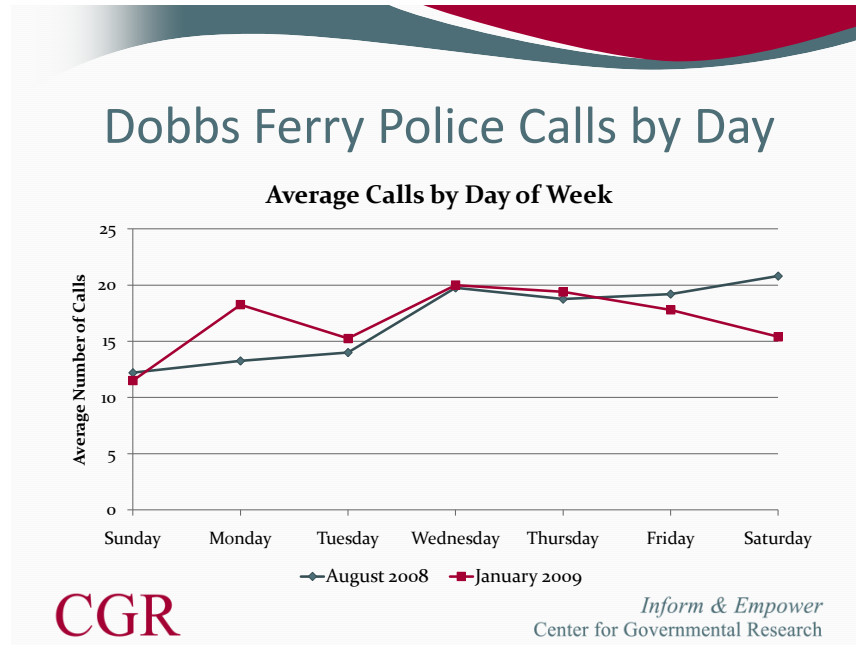
Once we identified the staffing levels we then looked at how that staff is deployed both in the reactive (i.e., “calls for service”) and proactive functions (e.g., school resource officer and other similar functions). While ideally we would have compared both jurisdictions’ calls for service and other functions on an annual basis, because of a change in data systems at the time of the study it was not possible to get comparable annual data for each community. Thus, we instead looked at a typical summer month (August) and a typical winter month (January) to provide a general picture of the demand for services in both communities. Then we looked at how the sworn personnel are currently deployed, and identified potential savings from a combined staffing scheme (see below).

Our analysis showed that in Dobbs Ferry there were approximately 17 calls for service each day of the week in both January and August, while in Greenburgh there were about 76 daily calls for service in August and 79 in January. The peak day for service in Dobbs Ferry in both months was Wednesday, and the peak time for service was late afternoon. The slowest day for calls in Dobbs Ferry was Sunday, and the slowest time was late night (1-2 am). The peak day in Greenburgh was Friday, and the slowest day was also Sunday, while the peak time was also late afternoon and the slowest time was early morning (5-6 am).

Thus, though there is some overlap in demand for services in both jurisdictions, there are differences in time and day of the week, and these

differences would have an implication on any staffing for a combined force as shown below.

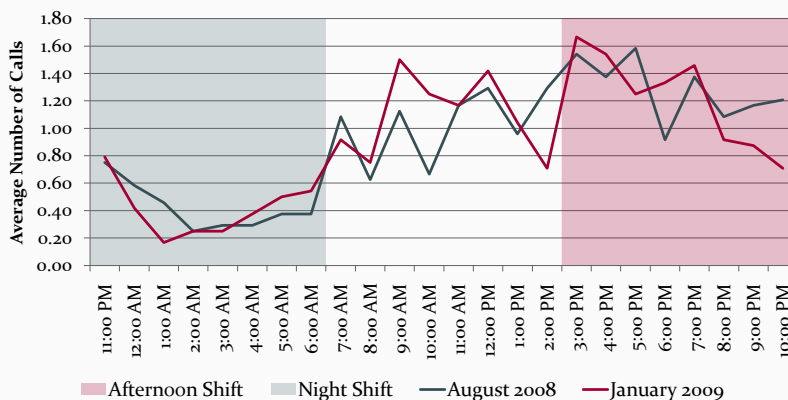
A graphic representation on “call for service” trends is shown as follows:³



³ Further information on calls for service can be found on slides 29-51 in the Appendix.

Dobbs Ferry Police Calls by Time

Call for Service Trends by Time of Day

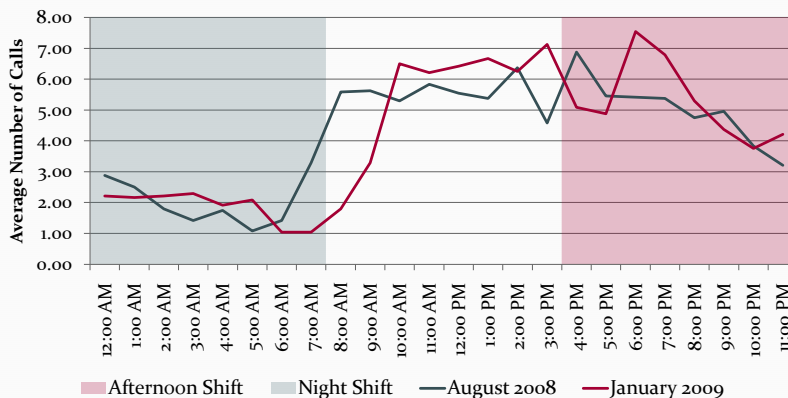


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Greenburgh Police Calls by Time

Call for Service Trends by Time of Day



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Proactive Policing

In addition to the reactive calls for service, each department also performs a number of proactive functions which place demands on the sworn work force in each community. In the Village of Dobbs Ferry there are nearly 20 major and minor proactive functions, ranging from the 600 hours annually devoted to the SRO (School Resource Officer) and DARE programs to the 24 hours devoted to high school football game patrol and church traffic control. Here is a complete list of proactive policing providing by the Village Police Department:

- Check Village parks on afternoon and night tours (672 hrs/yr)
- Check business district twice during the night tour (beginning and end) including door checks (120 hrs/yr)
- Meet the last few evening trains from Grand Central at the Dobbs Ferry Station (168 hrs/yr)
- Provide funeral escorts from both the Funeral Home to local churches and then from the local church to the Village line (60 hrs/yr)
- Assist with pedestrian and vehicular traffic, exiting the Church lot (24 hrs/yr)
- Install car seats and provide vehicle safety seat inspections (40 hrs/yr)
- Staff the SRO (School Resource Officer) and DARE program to Dobbs Ferry High School, Dobbs Ferry Middle School, Our Lady of Victory Academy High School, The Masters High School (Private), and Springhurst Elementary School (600 hrs/yr)
- Assists Westchester Youth Police Academy with police intern programs (as needed)
- Assists staff of The Children's Village and Saint Christopher's School (as needed)
- Provide vehicle lock-out service (as needed)
- Deliver mail for Board of Trustees & various committees (30 hrs/yr)
- Post public notices throughout Village (20 hrs/yr)
- Provide court security Thursday (every other week – second and third shifts) (240 hrs/yr)
- Escort parades - Little League, Memorial Day, Firemen's Inspection, Halloween (30 hrs/yr)
- Attend Trustees' meetings biweekly (80 hrs/yr)
- Cover school crossings when guards are unavailable (40 hrs/yr)
- Provide security at high school football games (24 hrs/yr)

The Greenburgh Police Department has a similarly wide ranging group of proactive functions, noted as follows.

- Residential & Commercial Site Survey (200 hrs/yr)

- Neighborhood Watch (120 hrs/yr)
- Education Seminars (120 hrs/yr)
- Emergency Preparedness Seminars (120 hrs/yr)
- Child Safety Seat Inspection Seminars (240 hrs/yr)
- Community Emergency Response Team (240 hrs/yr)
- Explorer Post (180 hrs/yr)
- Community Events (120 hrs/yrs)
- Child Fingerprinting Program (92 hrs/yr)
- Stranger Danger Program (26 hrs/yr)
- K-9 Demonstration (50 hrs/yr)
- Annual 3 on 3 Tournament (28 hrs/yr)
- Drivers Education (8 hrs/yr)
- Youth Court (40 hrs/yr)
- Bike Safety Rodeos (18 hrs/yr)

From our interviews in the community and comments offered at the public meeting, on surveys and at a special web site for the study, we believe that residents have come to expect these services from their police departments, whether combined or separate, and it is likely that a consolidated department would continue to perform all of them. In our judgment, there would be little efficiency with respect to these commitments, whether they are handled from a combined department or two separate departments.

Future Staffing Needs?

Based on our analysis of calls for service data and in interviews with line officers and supervisory staff, we believe that both jurisdictions currently have adequate levels of staffing, although there are some changes that could be made between shifts to align demand for services with the supply of officers, especially in the evenings. Both communities have enough sworn and civilian staff to meet the demands for service currently placed on them.

Furthermore, in our judgment from this and other consolidation and shared services studies that we have done, we believe that given both flat population growth and an aging population in this region, the current level of service will continue to meet the community's needs for the next several years. It is also true that the current level of service, even if adequate for the community's needs, will continue to cost more over time, especially given increased pension and health care costs. We think that

the cost inflator for these services will be between three and five percent per year and could run higher if pension costs continue to grow.⁴

The police budget in Dobbs Ferry would grow almost \$800,000 and almost \$4,000,000 in Greenburgh simply using an average cost inflator of four percent over the next five years and presuming no increase in basic level of service in the two jurisdictions as shown in the table below:

Police Budget Growth over Five Years			
<u>FY</u>	<u>Greenburgh</u>	<u>Dobbs Ferry</u>	
2009	\$20.6	\$4.7	
2010	\$21.4	\$4.9	
2011	\$22.3	\$5.1	
2012	\$23.2	\$5.3	
2013	\$24.1	\$5.5	
(Dollars in millions)			
Note: Based on a four percent cost inflator, and no service expansion.			

Staffing Analysis

As mentioned above, as part of the analysis of doing a full consolidation we need to look at how both agencies are currently staffed to see what would be needed in a consolidated department presuming no change in demand for either reactive or proactive services.⁵ As discussed below, we went through the current staffing metrics and figured out how much time is spent doing reactive and proactive policing and compared it to an ideal staffing model.⁶

The methodology for determining staffing needs for the two communities is as follows:

First, we looked at the number of actual “calls for service” by shift (day, afternoon, night) for each jurisdiction. Then we multiplied the number of calls by the average time needed for each call (30 minutes).⁷ Once we have that number (time spent on reactive policing) we multiplied it by a “buffer factor” (in this case, three) to take into account all other

⁴ The State Comptroller estimates that pension costs for police and fire will increase between 15 and 20% over the next five years.

⁵ This analysis can also be found on slides 55-59 in the Appendix.

⁶ This staffing analysis methodology is taken from the International Association of Chiefs of Police and is generally used to allocate staff positions in local police departments.

⁷ We used 30 minutes based on our interviews with staff in the Village and Town and general police standards.

responsibilities (e.g., proactive work, administrative work, judicial appearances, etc.). Then we divided the total time needed to deal with reactive and proactive policing by the total number of hours to staff one post on one eight hour shift for one year (8 hours times 365 = 2920 hours). This results in the minimum number of posts per shift (which must be rounded up because you cannot have a partial officer). Once we had the minimum number of posts computed then we multiplied it by two to compensate for absences (e.g., regular days off, training, vacations, sick time, etc.).

Dobbs Ferry

Using the above methodology, we determined how many officers are actually needed per shift to service the current police needs of Dobbs Ferry residents.

For the day shift (8am to 4pm), we determined that there would be six officers needed ($6186/2920 = 2.12$, rounded up to 3 times 2 = **6**) as compared to the four officers actually assigned.

For the afternoon shift, we determined that there would be four officers needed ($5679/2920 = 1.94$, rounded up to 2 times 2 = **4**) as compared to the five officers actually assigned. Please note that eight officers rotate between days and afternoons with one steady on afternoons.

Finally, for the night shift (12 am to 8 am), we determined that there would be two officers needed ($1826/2920 = .63$, rounded up to 1 x 2 = **2**) as compared to the four officers actually assigned.⁸

Greenburgh

Using the same methodology for Greenburgh, we concluded the following:

For the day shift (8am to 4pm), we determined that there would be 20 officers needed ($27632/2920 = 9.46$, rounded up to 10 x 2 = **20**) as compared to the 19 officers actually assigned.

For the afternoon shift (4pm to 12 am), we determined that there would be 16 officers needed ($22320/2920 = 7.64$, rounded up to 8 x 2 = **16**) as compared to the 19 officers actually assigned.⁹

⁸ It should be noted that departmental rules currently have a minimum shift assignment of three so that at least one officer can be at the station house while the two others are on patrol.

⁹ It should be noted that three squads of 13 officers rotate between days and afternoon – for purposes of calculation, these were split between the two shifts.

Finally, for the night shift (12 am to 8 am), we determined that there would be eight officers needed ($9068/2920 = 3.11$, rounded up to $4 \times 2 = 8$) as compared to the 15 officers actually assigned.

Summary of Scenarios

Dobbs Ferry

Day Shift: Ideal – 6, Current – 4

Afternoon Shift: Ideal – 4, Current – 5

Night Shift: Ideal – 2*; Current – 4 (*Based on workload, but Village has 3 officer minimum policy)

Greenburgh

Day Shift: Ideal – 20, Current – 19

Afternoon Shift: Ideal – 16, Current – 19

Night Shift: Ideal – 8, Current – 15

A Combined Force?

Patrol Staff

If the two departments were to be combined, the simplest method to determine staffing would be to combine ideal numbers of patrol officers based on actual workload of each agency. Any excess staffing could be reduced through attrition.

Day: $6 + 20 = 26$ (actual is 23)

Afternoon: $4 + 16 = 20$ (actual is 24)

Night: $2 + 8 = 10$ (actual is 19)

As can be seen by this analysis, the day shift is slightly understaffed while the afternoon and night shifts are overstaffed, especially the night shift.

Supervisory Staff

We also analyzed how a combined department would deploy supervisory staff. We found that the deployment of the existing front-line supervisors (sergeants) were in an acceptable ratio of one sergeant per eight patrol officers in Greenburgh. However, this ratio is much lower in Dobbs Ferry given the fewer numbers of officers assigned on each shift. We thought that a lieutenant could be deployed to a combined investigations division. The number of captains would not change, but there would be some cost savings through the elimination of a chief's position.

Support Staff

Support staff deployment would likely be unchanged, especially if the combined departments were to operate multiple facilities.

Investigations

Though we did not do extensive caseload analysis on investigative workload, we thought that the best option for a combined force would be to keep detectives assigned as such, and address any overstaffing through attrition.

Shared Service Options Identified

After looking at all of the above information, we presented the following four options for the provision of police services in the Village to the Steering Committee for their consideration:

- 1) Maintain the status quo (where the Village would continue to provide police services in the manner it currently does);
- 2) Consolidate all police functions from the Village to the Town such that the Village's department would cease to exist and all police services would be provided to Village residents by the Town's department;
- 3) Consolidate only certain police functions in the Village to the Town:
 - a. Eliminate Village policing during the midnight shift (i.e., there would be no Village officers on duty from 12 am to 8 am) with the Town assuming all responsibility for providing police services during those hours; and/or
 - b. Eliminate all or some dispatching services in the Village and have the Town provide them.
- 4) Functionally consolidate certain services and operations, so that officers from both departments would work together on them but would maintain their employment status with their home department. This would be similar to the existing arrangements between these agencies and some of the other villages in the Town (e.g., SWAT, HEAT (marine unit) and Drug and Alcohol Task Force). Additional areas for functional consolidation would include:
 - a. Investigations:
 - i. Fully integrate both investigative staffs into a single shared resource;
 - ii. Create a shared forensics team between the two departments; and

- iii. Create a shared juvenile investigations unit between the two departments.
- b. Records Management Function:
 - i. The Village could access and utilize the Town's new records management system and migrate away from its largely paper-based system.
- c. Town-wide Training Function
 - i. The Village and Town could collaborate on training for their officers, share instructors, and where possible, train together (and may include other Village departments as appropriate)

Cost and Tax Impact of Possible Options

Option 1 – No Change

Because there would be no change to the current structure of either department in Option 1, there would be no cost or tax implication for Option 1.

Option 2 -- Full Consolidation of Departments

Start-Up Costs for a Combined Department

If the two departments were to be fully combined, there would be a number of start-up costs, such as

- (1) facilities renovation or construction (which would include issues like upgraded infrastructure for phones and computer systems; expanded personnel space for such items such as lockers, equipment and workspace; and property rooms) (new facility would run anywhere from \$15-25 million and renovations could vary widely but likely to be at least \$250,000);
- (2) migration of records into a single system management system (\$5-10,000)
- (3) documentation of all fixed assets after consolidation (\$2,500)
- (4) making all computer hardware and software compatible and connected (\$15-25,000)
- (5) remarking & standardization of equipment in all vehicles (\$2-4,000 per 10 marked vehicles = \$20,000 to \$40,000)
- (6) standardizing weapons for officer safety (\$16,500)

- (7) reconciling the two distinct labor contracts (\$25,000 for legal costs)

While there are a number of options for each of these start-up costs from a full consolidation, we estimate that on the low end of the spectrum (no major construction or renovation of police facilities) the total start up costs would be in the neighborhood of \$100,000 and if there would any renovation or construction costs, it could range from \$350,000 to \$20 million plus. It should be noted that the capital costs would be accounted for separately (likely bonded) and that the start-up costs would be one-time charges and would have no significant impact on the long term budget picture.¹⁰

Personnel Savings from a New Department

Under a consolidated department the most significant cost savings would be realized because of fewer personnel on staff, which is the greatest cost driver for police departments. We estimate that the savings would fall in the following categories:¹¹

- (1) Dispatch – With only one department there would be no need for the three current Dobbs Ferry part-time civilian dispatchers (resulting in annual savings of around \$40,000).
- (2) Patrol Officers – Similarly, with only one department, there could be a potential reduction of five to ten officers (resulting in annual savings of approximately \$130,000 per position or from \$650,000 to \$1.3 million annually).
- (3) Supervisory Personnel – With fewer patrol officers, along with the ability address the high supervisor to officer ratio in Dobbs Ferry, a combined agency would need between five and seven fewer sergeants, one fewer lieutenant and one fewer police chief over time (resulting in annual savings of approximately \$150,000 per sergeant (between \$750,000 and \$1,050,000 in total); \$177,000 per lieutenant; and \$190,000 for the chief’s position).

Potential Savings from a Combined Department

As shown in the table below, residents of both Greenburgh and Dobbs Ferry could have the potential to save a total of from \$1.8 million to

¹⁰ It should be noted that the combined department will have higher operating costs for Greenburgh as discussed in detail below.

¹¹ All of these personnel costs include a 30% fringe benefit rate, which may be a conservative estimate, given potential increases in pension and retiree health care costs in the future.

\$2.5 million in annual personnel costs over time. This would result in the average Dobbs Ferry resident seeing his/her tax bill decline between \$19.21 and \$21.09 per \$1,000 of assessed value, while a Greenburgh resident outside of the Villages would save between \$2.45 and \$4.33 per \$1,000 of assessed valuation on paying for a new combined departmental structure.¹²

<u>Tax Savings from Police Consolidation</u>				
	<u>Per Capita</u>		<u>Per \$1000 AV</u>	
	High	Low	High	Low
Dobbs Ferry	45.76	32.95	21.09	19.21
Greenburgh	45.76	32.95	4.33	2.45
(Assumptions: High savings is \$2.5 million; low savings is \$1.8 million; per capita savings is spread evenly among all the residents of both Greenburgh and Dobbs Ferry and tax savings is apportioned across both jurisdictions).				

Cost and Tax Impact of Other Options

Option 3 -- Partial consolidation

In addition to examining the cost and tax impact of a full consolidation and we also examined the impact of partial and functional consolidations as well.

Partial Consolidation Option I

Under this option, Greenburgh could cover Dobbs Ferry on one or more shifts. We believe that given the low call volume in both jurisdictions, the night shift would be the likely candidate for this option and it appears that based on staffing Greenburgh could absorb the additional workload.

This partial consolidation could save the Village up to \$400,000 (over time) in personnel savings (fewer officers and no dispatching), but since the Village might need to contract with Town for some of the services it would not realize the full savings from this option.

If the full savings were to be realized, the average taxpayer would save approximately \$12.81 per Village resident and \$7.30 per \$1000 of

¹² The per capita savings for all residents would be between \$32.95 and \$45.76.

assessed valuation. The potential savings for Greenburgh residents is unclear because of the variety of ways such a partial consolidation could be paid for between the two communities.

Furthermore, there would be potential service issues to address, such as the handling of walk-in complaints, the maintenance of the holding facility, and how to dispatching other public safety agencies (e.g., fire and EMS).

Partial Consolidation Options II

The second partial consolidation option would be to move all or some dispatching (e.g., nights and weekends) to Greenburgh. We estimated the savings would be up to \$75,000 for full dispatching and up to \$30,000 for partial dispatching (including reduction in civilian and sworn officer time).

The savings per Village resident of eliminating full dispatching would be \$2.40 and partial dispatching would be \$1.20.

The benefit of this option is that it could lead to a Town-wide dispatching service (like the E-911 services in many counties in NYS), though the potential costs would be between \$5,000-\$15,000 (for dedicated phone lines, radio enhancements, reestablishing communications via Mobile Data System that the agencies used to share), which could be mitigated by using some grant funded equipment.

Option 4 -- Functional consolidation

It should be noted that all functional consolidation recommendations build on the arrangements of what already exists in the Town between the various Villages and the Town (e.g., SWAT, HEAT, ADTF). That is, the Village and the Town would essentially share resources without actually formally changing the status of any personnel.

Functional Consolidation Option I

The first area of a functional consolidation would be in investigations where all detectives would be detailed to Greenburgh (including the current Dobbs Ferry lieutenant).

The benefits of such a change would be to have increased communication regarding inter/intra-jurisdictional investigations, a greater exposure to a wider variety of cases for Dobbs Ferry detectives, and more resources to bring to bear on Dobbs Ferry investigations (as needed). Initially there would be no cost or savings from such a change but it may allow for attrition of some detectives in both agencies over time (if workload allows).

Functional Consolidation Option II

The second area where a function consolidation might be of some benefit would also be related to investigations and would involve forensics.

In this case, there would be a potential for a multi-jurisdictional forensics team to provide a core group of detectives who have expertise in this area. The benefits of such a change would be to utilize the already existing Greenburgh dedicated crime scene van; to be able to have the opportunity for cross-jurisdictional training and sharing; to increase the skill level for Village detective assigned to the team; and to have more resources available for Village crime scenes. This option could be implemented even if the first option were not (i.e., the investigation task force).

The cost of this option would be about \$250-\$300 per officer for equipment, as well as any time away from duty for training time.

Functional Consolidation III

The third area of functional consolidation would be juvenile investigations. Greenburgh already has a dedicated juvenile unit which Dobbs Ferry could partner with for juvenile crime prevention and investigations. The benefits of this arrangement would be to share resources and expertise that could benefit both jurisdictions as Greenburgh has established a structure to deal with juvenile crime both reactively and proactively while Dobbs Ferry has experience with the Children's Village & St. Christopher's Youth Home.

There would be no cost or savings from this option but it would potentially result in better service related to at-risk juveniles.

Functional Consolidation IV

The next area of functional consolidation would involve the records management system. Greenburgh recently installed a new records management system which may allow for collaboration ranging from simple query capability to full input/access by Dobbs Ferry personnel.

The benefits of such a system for Dobbs Ferry would be increased communication; assistance in the transition from paper records; enhanced ability to solve inter-jurisdictional crime; and standardized forms/format which may facilitate future shared services.

The cost of this system will depend on level of access needed/granted, the cost of a dedicated connection between agencies (i.e., Dobbs Ferry would need to reestablish MDT connection with Greenburgh); and

potentially the cost to purchase software (\$136,000 for original package).

Functional Consolidation V

The final option to functionally consolidate services would be in the area of shared training. The benefits of a shared training system would be to foster standardization of policies and procedures between and among the Town and the Villages; to encourage familiarity and camaraderie among officers; to allow for the sharing of expertise between and among the jurisdictions; and to access economies of scale so as to permit the better utilization of outside instructors.

This consolidation would have a cost of coordination of schedules and potential overtime for officers and would be balanced by having fuller classrooms and lower per student cost.

Recommendations

Based on our analysis and the feedback we received from the community regarding their preferences, CGR recommended to the Committee the following:

1. Move the entire dispatching function from the Village to the Town and have the Town handle all of the dispatching of police, fire and emergency medical services in the Village.
 - This would result in immediate personnel savings of \$50,000-75,000 for the Village (through the elimination of three part-time positions and some reduced overtime for sworn personnel) but would likely have some costs in infrastructure (e.g., new phone lines and computers) & personnel for the Town. Village police officers would be relieved of this responsibility, allowing more time to be devoted to the direct delivery of police services.
 - However, we believe that much greater savings would occur if all six villages participated in a larger Town-wide E-911 system run by the Town.¹³
2. Collaborate on investigative services in whole or in part

¹³ Although analysis of this option is beyond the scope of this report, we estimated that the Town-wide dispatching system could save the villages and the Town over \$200,000 annually in operating costs.

- This could begin with juvenile or forensics and expand to other areas over time;
 - There would be no immediate savings but there might be savings over time through attrition (i.e., investigate staff who left or retired might not need to be replaced). However, there would be enhanced knowledge in both jurisdictions through cross-training.
3. Collaborate on training
- Village and Town could share training resources.
 - Cost savings would be modest but training would be enhanced. Again greater efficiencies would be realized if all six villages participated in a Town-wide training consortium.
4. Share records management system
- Town system is more robust than the Village system and has capacity to add Village records.
 - Little savings but recordkeeping would be enhanced (would likely be nominal transition costs for training and equipment).

Final Committee Recommendation

Although the Steering Committee (and the Village and Town boards) was interested in long-term cost savings, they responded to our recommendation by endorsing the proposal to explore further collaboration in the training function and to consider the other recommendations at some point in the future.

Legal Analysis

The study agreement with the State specifies that a legal analysis be conducted of the preferred option selected by the jurisdiction. Because the Committee and the Village and Town boards did not choose to consolidate either in whole or in part and only chose to engage in greater collaboration on training there would be only a minimal legal impact discussed as follows:

- Depending on how personnel were to be deployed or facilities to be used on a joint basis, it might be necessary to write intermunicipal agreements to cover these issues, as is already done in the case of the SWAT, HEAT and the Alcohol and Drug

Task Force collaborations. It is unlikely that shared training will have any impact on existing bargaining agreements or retirement plans, as the members of the force that are participating in the training would be governed by their home department's CBA, but again there might be some sort of contractual obligation for facilities and shared costs.

- Finally, the preferred option is also unlikely to have any impact on building and equipment requirements unless the departments were to build or rent a new training facility in the future and then a contractual arrangement would need to be put in place to determine the financing and ownership arrangements.

On the other hand, if the jurisdictions had agreed to do a full consolidation of their police forces, they would have had to do the following legal analysis:

- Collective Bargaining Agreements – the CBAs for the two police unions (PBAs) in the two communities would have had to have been reconciled so that there were a consistent set of provisions governing such things as compensation and raises, time off, benefit levels and retirement as well as work rules and advancement ladders.
- Property – the two communities would have had to have contractual arrangements decided for the ownership of property and how it would be transferred between the two communities.
- Intermunicipal Agreements (IMAs) – these IMA would need to be negotiated to govern how one community would compensate the other for public safety services or for shared services such as currently performed (SWAT, HEAT).

The collective bargaining issues would be the most complicated of the three areas, as often it would require the two communities to have a “topping up” of benefits so that the new combined force would have the higher benefit levels from each community.

PRESENTATIONS TO THE PUBLIC & PUBLIC COMMENTS

After the April presentation to the public CGR did a paper and web-based survey of the public's attitudes about consolidation of police services between the Town and the Village and the 40 respondents overwhelmingly supported the current structure of having two separate police forces in the

Town and the Village, although several residents said that they would be in favor of continuing cooperation between the two jurisdictions.

CGR made a presentation at a public meeting of the Town and Village boards on November 17, 2009 and an expanded version of that presentation appears on the following pages. After the November Board presentation there was one comment received, alluding to an excessive number of police vehicles in Dobbs Ferry (i.e., unused police cars).

The Steering Committee opted not to have a final public presentation and instead made the full presentation available to the public via the Town and Village web sites.

APPENDIX

PowerPoint Presentation