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Reimagining Law Enforcement in Orleans County

Final Report - Public Meetings Wrap Up and Potential Examples

December, 2017

Prepared for:
Orleans County

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Prepared by:
Paul Bishop, MPA
Project Director

In Partnership with:

AIOPX Management Consulting and Highland Planning

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1 South Washington Street, Suite 400, Rochester, New York 14614
(585) 325-6360 • info@cgr.org

www.cgr.org

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Project Summary

It is unlikely that if the residents of Orleans County and its villages were tasked with creating a brand new law enforcement system in the 21st century that they would create the same system that exists today. During the summer of 2016, Orleans County and the villages of Albion, Holley, Lyndonville and Medina undertook a comprehensive evaluation of the law enforcement services in the county. The project was led by CGR and included their partners Highland Planning and AIOPX Consulting. Over the ensuring months, there were numerous interviews, a community survey, two sets of public information meetings and extensive data review to quantify the existing operations, identify options for the future and to gauge community support for changes.

While law enforcement operations in the county are generally met with approval and the crime rate is relatively low, there are some concerns with increasing costs, regular turnover among officers and increasing demands for services. The key study findings are expressed below:

- The police agencies in Orleans County already cooperate on several key issues including using the closest car for serious events, a cooperative SWAT team, some shared training initiatives, and most visibly, a central dispatch center with common record keeping.
- The crime rate is low compared to similar sized counties in New York and neighboring counties.
- The village police agencies provide a very quick response to calls (under 5 minutes 90 percent of the time) while agencies serving the broader geography in the county have a slower response time.
- There are relatively few calls for service for all agencies between midnight and 8:00 am. Peak call volume occurs between 4:00 pm and midnight depending on the community. Saturdays are the busiest day of the week for requests for service.
- The law enforcement workforce is relatively new to their positions with about half the officers being hired since 2012 and two of the agency leaders starting in 2016.
- Anecdotally, a significant portion of the turnover in village agencies is officers leaving for better paying positions in law enforcement. Very few deputies leave the OCSO for another law enforcement agency.
- The pay scale for law enforcement in the county is lower than for nearby counties with a greater demand for police services such as Erie and Monroe.

- There are substantial differences between the contracts of the three departments with collective bargaining units, especially in rates of pay and hours of work.
- There is strong community support for the local village police departments, even with the relatively high cost compared to areas outside the villages.
- Police protection is expensive, partly because it is needed at all hours, every day of the week. The total cost in the county is about $6.8 million. However, police departments in peaceful places like Orleans County have few active calls for service in early morning hours. Further cooperation across the county can reduce total staffing, both at the officer and the command levels. The minimum staffing requirements and command needs require taxpayers to spend more than is necessary.
- Some elected officials have expressed interest in further exploring the possibility for changes in the police service, although there is requirement that the level of service remain similar to what it is today and little collective sense of urgency.
- As currently operated, the Major Felony Crimes Task Force is able to provide an experienced investigative resource to the community at a relatively lower cost than using sworn officers operating inside another agency.
- The current political environment in the county contributes to mistrust between organizations and individuals. This may inhibit successful change to law enforcement operations.
- The long term population projection for Orleans County is projected to decline about 14 percent by 2040 and the median age is projected to shift older.
- In recent years, the taxable assessed value of the villages has been in decline while the taxable assessed value of the overall county has been increasing.
- The tax rate for villages that provide full time police coverage has been increasing at a quicker rate than the county for the last decade.
- All residents in the county pay for the OCSO road patrol and the primary beneficiaries are those outside the villages with police departments. The villages of Albion, Holley, and Medina pay substantial shares of their budgets for law enforcement, which benefits their residents and all those who work, shop, or send their children to school in those villages.

Future Considerations

The findings were shared with the project steering committee and at several public meetings along with a range of options from the status quo to moving toward a single law enforcement operation as well as several intermediate options. Each of these

issues could be addressed by the agencies alone, but there may be benefit to the communities finding cooperative solutions through sharing services or creating a single agency.

While there was some support expressed for substantial changes such as contracting for services from the OCSO or moving toward a single law enforcement agency, there was no apparent groundswell of support for any single option. There was acknowledgement of some that it may be difficult to maintain the status quo in the future with additional financial pressures on the villages. However, shifting from the status quo will require identification of situations that need to be changed, desire to make the necessary changes, strong local leadership and substantial public input.

Public Meetings Summary

As part of the project, the project team held four community meetings over the month of November 2017. They were held on:

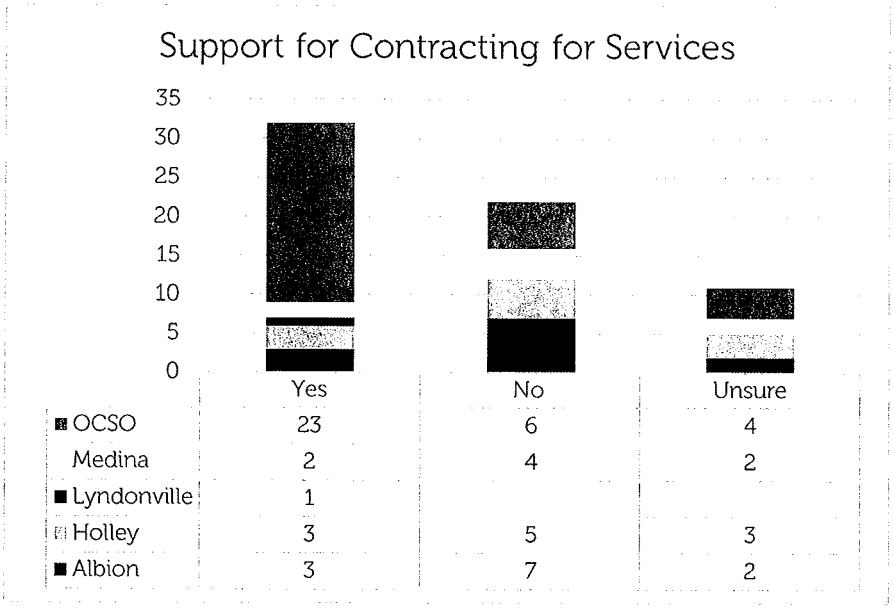
- Wednesday, November 8 at the Hoag Library Curtis Community Room, 5:30 PM
- Wednesday, November 8 Holley High School Auditorium, 7:30 PM
- Wednesday, November 15 Medina High School Auditorium, 5:30 PM
- Tuesday, November 21 Lyndonville High School Auditorium, 7:00 PM

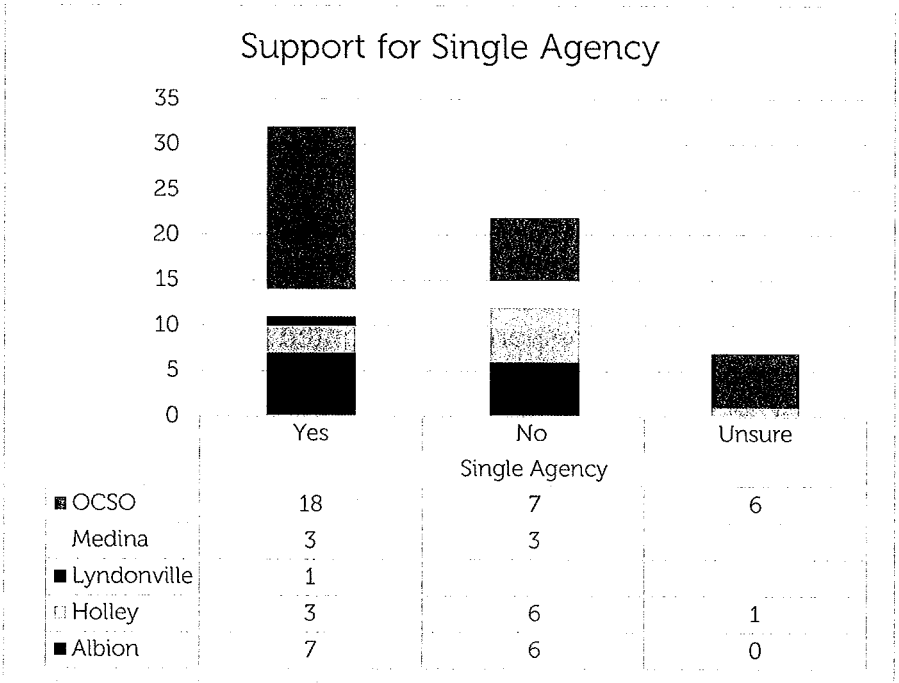
The format for the meetings included a presentation (slides included in Appendix A) with opportunity for public input using a text response system (PollEverywhere software). 88 individuals signed in to the meetings with attendance ranging from 35 in Medina to 10 in Lyndonville. The presentations were also streamed live via Facebook on 3 occasions and the material was archived on the project website.

There were some questions raised during the presentation with a focus on understanding the assumptions and context. (Many of the questions are also included in Appendix A). Participants were asked what changes they felt were necessary in policing. Nearly a third of the responses highlighted a desire for improved services such as quicker response time, more visibility and more walking patrols. About one quarter of responses expressed satisfaction with the current situation. The rest of the responses focused on reducing costs, improving community police relations and leadership selection.

Participants were also asked if there would be support for the two most substantial changes considered as options – the villages contracting for service from the OCSO and also the creation of a single agency in the county. In general, there was support from those in attendance of those two options with a plurality of all respondents supporting villages contracting for services as well as moving toward a single agency.

However, much of that support comes from residents who are already served by the OCSO. If you considered only the residents served by village police departments, less than a third supported contracting for services and 47 percent supported creating a single agency.





The polling inside these public meetings is not representative of the entire population, it can be used to help community leaders understand where they might have support for the different options that are under consideration. One clear difference is between the residents in villages with those in the county outside village. Those who attended the meetings from the villages seemed to be less supportive of the more dramatic changes while those in county outside villages were more supportive of those changes.

The concerns that were identified in comments on the options included a desire to maintain control of services, how the costs would be shared, what the costs would be and how a single agency would be led. It was also clear that residents do not want to see their services cut back even if that change might lead to decreased costs.

Potential Next Steps

Optimistically, this project would quickly lead to substantial changes in the provision of law enforcement that would improve public safety, enhance work conditions for officers, and reduce the financial burden for residents. However, based on the input of the project steering committee, the public survey and a series of public meetings, there is not a groundswell of support for any specific changes in law enforcement.

To aid in developing support for potential changes, several example communities were identified for contracting of services and the creation of a single agency. Short summaries of those operations are included in Appendix C.

The project identified that any substantial changes will need discussion among local officials and residents to clarify priorities and refine the action plans presented in this report. Options that might be able to be implemented include improved coordination of training efforts among the agencies in the county, a method of consolidated evidence storage and expanding the collaboration of investigation for all crimes. Each of these options could be explored in greater detail by the existing law enforcement leadership with support of their elected leaders and community. These smaller changes may lead to larger changes over time and could also serve to meet shared services mandates from the state.

Appendix A: Public Meeting Slides

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Orleans County Law Enforcement Shared Services Study: Options and Final Stages

October 2, 2017

100 years
CGR • 1915-2015

Agenda

- Project Background
- Existing Conditions of Law Enforcement
- Options for the Future
- Feedback
- Next Steps

Community Feedback ?

- Which agency is primarily responsible for law enforcement in your community?

Project Update

- Project was initiated in August 2016
- Interviews and research over the fall
- Community meetings in January 2017
- Draft Baseline Report submitted in March 2017
  - Baseline is final. Recommend to pair it with options and share it at public meetings
- Options finalized during summer of 2017
- Rollout of Options to Community in fall 2017
- Discussion of next steps and final documents back to steering committee

Department Summary

	APD	HPD	LPD	MPD	OCSO (LE OC Only)	MCTF	Total
Sworn FT	12	2	11	24	3	52	
Sworn PT	0	10	1	1	9	0	21
Marked Vehicles	4	2	1	5	9	0	21
911 Calls for Service*	3,471	816	46	2,638	5,579	n/a	12,550
Service Population	5,631	2,032	789	5,936	27,816	42,204	42,204
Dept. Budget ($1000s)	1,360	300	30	1,300	3,500	300	6,790

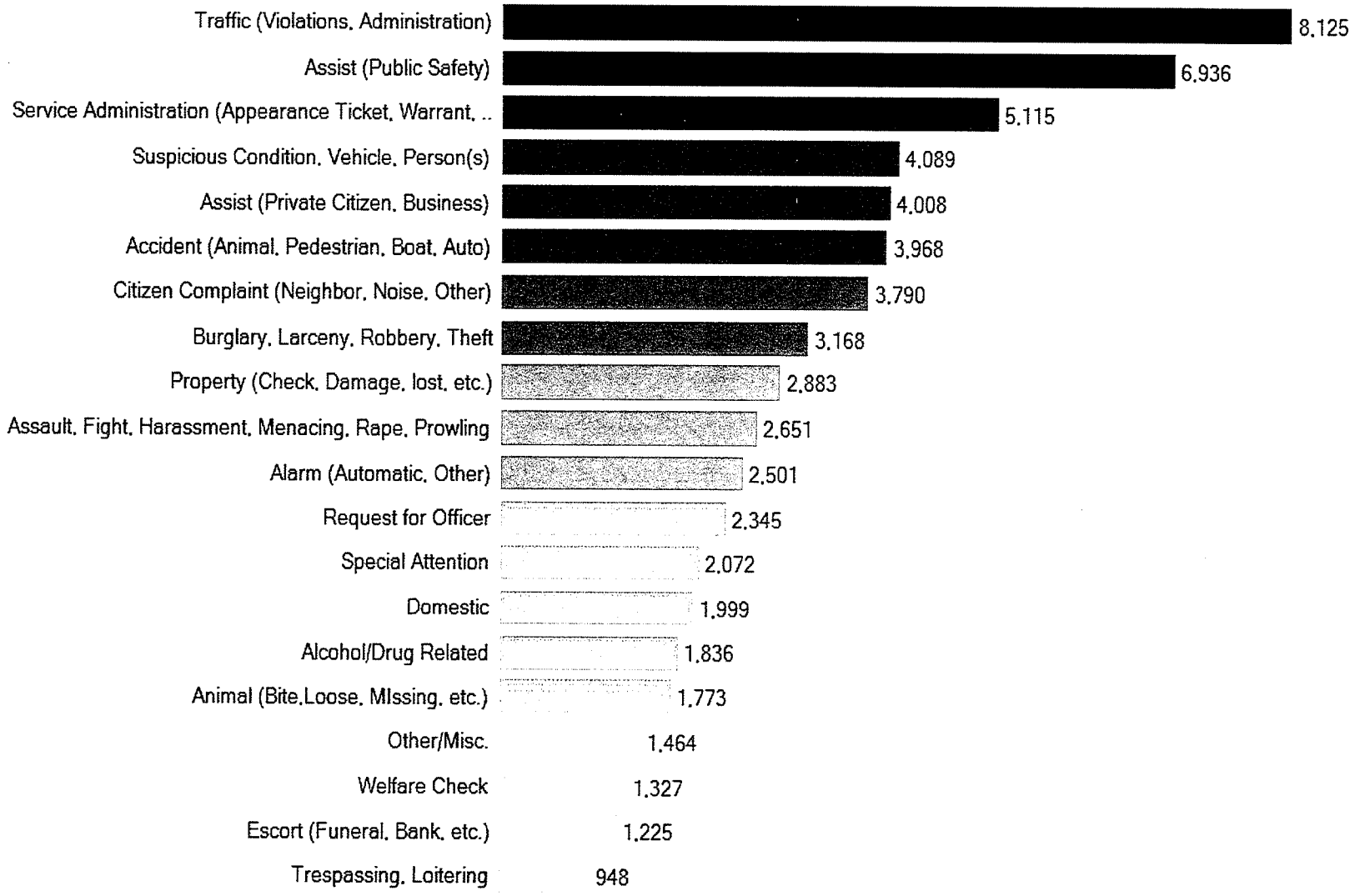
* Annual average over 3 years. The NYSP responded to an additional average of 1423 911 calls.

Rate of Serious Crime per 1000 Residents

	Index	Violent	Property
Albion Vg PD	44.0	3.7	40.3
Holley Vg PD	22.6	1.8	20.9
Medina Vg PD	30.8	2.1	28.7
Orleans County Sheriff	9.4	0.6	8.7
Orleans County State Police	2.4	0.4	2.0
County Total	19.1	1.5	17.5

Source: NYS DCJS Statistics

Top 20 Call Types - All Agencies- 2014-2016



How safe do you feel in your community?

What changes would you like to see in law enforcement?

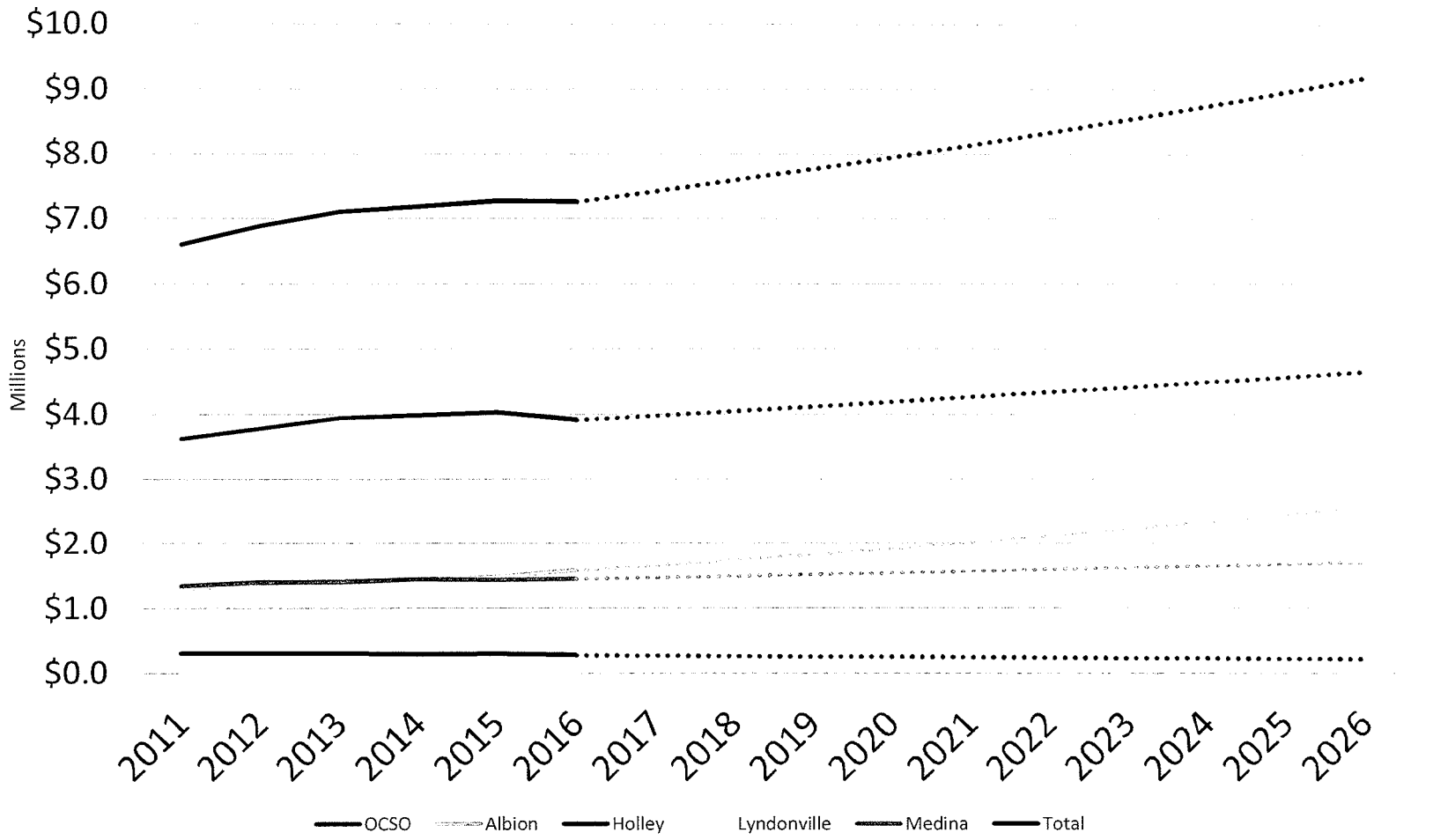
Options for Future of Law Enforcement

- Status Quo
- Expanded Collaboration
- Villages scale back
- Contracting for services by villages to another village or the county
- Single law enforcement agency

Future: Status Quo

- Key Characteristics
  - All departments continue operations essentially as today with separate jurisdictions, staff and existing budgets
  - Staffing levels remain the same
- Operational Impact
  - No substantial changes except those noted above
- Fiscal Impact
  - Costs will continue to rise and the burden on taxpayers, particularly in Villages will increase

Future: Status Quo



Expanded Collaboration

- Evidence Storage
- Central Booking and Holding
- Common Training Offerings and Tools

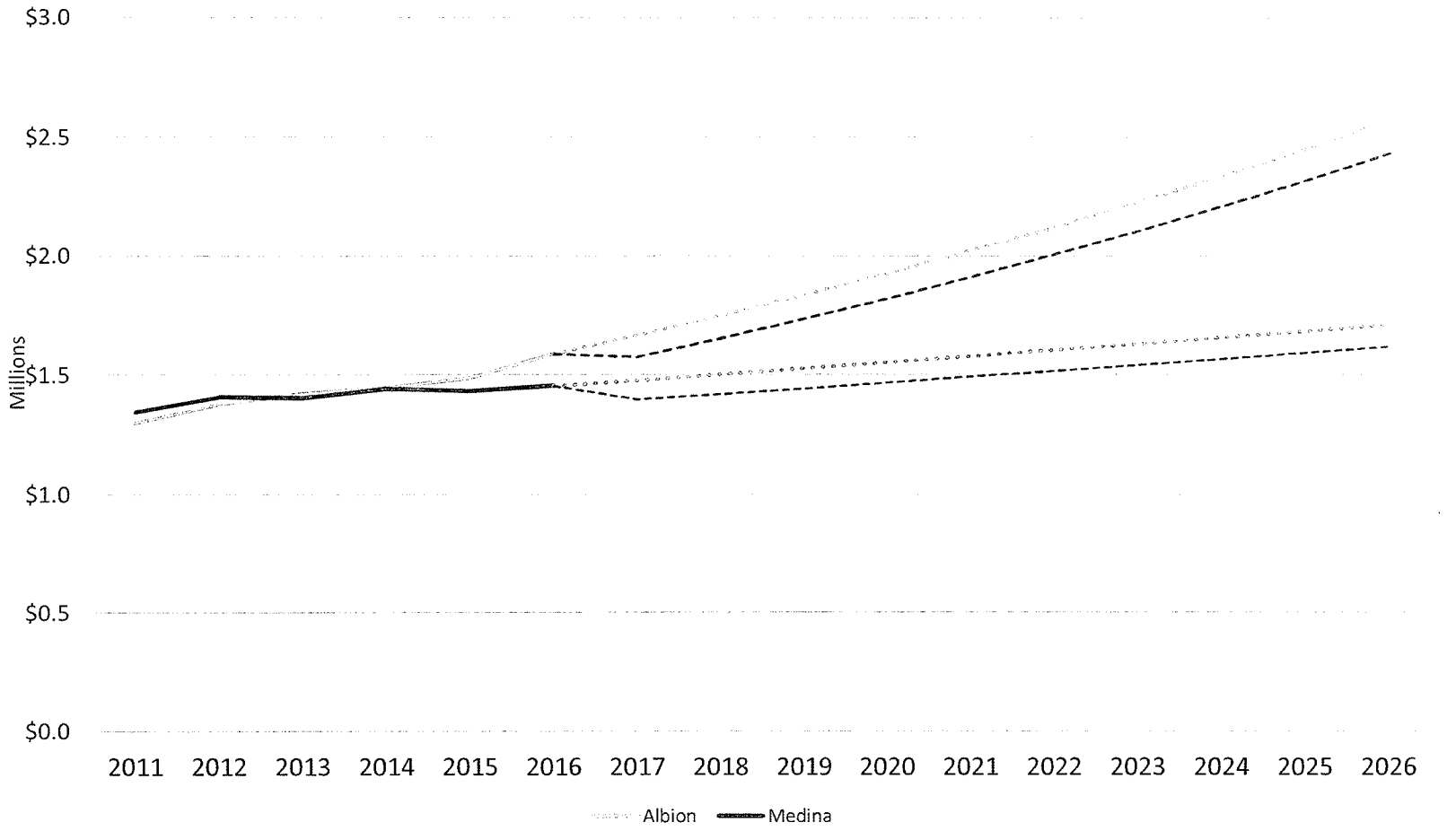
Villages Scale Back

- Key Characteristics
  - Village agency(ies) would reduce their staff during low call volume times in early morning hours.
  - Calls for service would be answered by the Orleans County Sheriff's Office.
- Operational Impact
  - Reduction of staff would have little impact on the majority of calls, however for serious calls there may be a delay in response
  - For example, if Albion went to one officer between 2 am and 8 am on weekdays, they would save 30 hours of staff time each week
  - Hours could be redeployed to higher need times

Villages Scale Back

- Fiscal Impact
  - Cost savings to villages if hours were reduced
  - Redeployment to higher need times (days) may increase parking and traffic ticket issuance.
- Change Factors
  - Staffing levels are negotiated in the CBA
  - Holding and booking could be done centrally
  - Change in culture
  - Explain implications of shifting in costs

Fiscal Impact of Scaling Back



If you received the same or better services, would you favor the plan of villages scaling back services in lieu of OCSO coverage?

What are your primary concerns about the option of scaling back services by village PD?

Future: Contracted Services

- Key Characteristics
  - One or more village department contracts to the OCSO for services
  - The contracting departments would be paying for personnel services to staff vehicles owned by the village and marked as village vehicles. The deputies would wear uniforms marked as village officers
  - An OCSO employee, agreed upon by village trustees, would act as the Officer In Charge (OIC) for the village. The OIC would have a civil service rank of lieutenant and be responsible for the activities in the village
  - Level of patrolling would be negotiable, but could remain same as today
  - Serious crimes would be referred to OCSO CID
  - Eliminate local evidence storage

Contracted Services

- Operational Impact
  - Maintain current force of patrol
  - Larger pool of deputies would allow for increased specialization and opportunities for training
  - Administrative burdens (payroll, civil service, negotiations) would be removed from villages
  - Villages maintain capital costs for vehicles and costs for uniforms
  - Improved training and specialization will provide better product on road patrol which in turn may improve the quality of services provided to the public on routine and high risk calls for service.
  - Crime clearance rates may improve due to better training and specialization.

Contracted Services

- Fiscal Impact
  - Cost per officer should be less than villages currently pay
  - Cost for village police administration would be reduced with the replacement of the chief position with an OCSO lieutenant
  - Reduce competition among agencies
  - Improved training and specialization will provide better product on road patrol which in turn may cost taxpayers less to indemnity officer misconduct.
- Change Factors
  - Desire to reduce costs while maintaining or improving level of service
  - If department is eliminated, this is subject to permissive referendum
  - Labor unions may be reluctant to change

Contracted Services Example

Category	Summary Costs (salary and benefits for personnel)
1 Lieutenant	$ 100,000
2 Sergeants	$ 190,000
9 Road Patrol	$ 765,000
Total Personnel Costs	$ 1,055,000
Other Operations	$ 105,500
Estimated Contract Cost	$ 1,160,500
Existing Albion	*$1,399,000*
Existing Medina	*$1,334,000*

Contracted Services

- Variation
  - Village has deputies working in OCSO uniforms and cars saving those costs
  - Could be phased in over time as there is change over in the village departments – could have two officers with different employers working side by side

If you received the same or better services, would you favor the plan of villages contracting for OCSO coverage?

What are your primary concerns about the option of contracting for services with OCSO?

Single Agency

- Key Characteristics
  - One agency for the county
  - Headquarters in Albion, Zone office in Medina and Holley
  - Lt. in each zone office
  - Similar staffing levels as today
    - Potential to adjust levels based on demands
  - Patrol zones focused on demand for service – around the villages and the transportation grid
  - LEOs assigned to zones on a regular basis
  - Liaison to each village to ensure community connection
  - County picks up administrative tasks

Single Agency

- Operational Impact
  - Minimal to citizens
  - Transfer of positions to the county
  - Some supervisory positions might be reassigned to investigations or eliminated
  - Improved training and specialization will provide better product on road patrol which in turn may improve the quality of services provided to the public on routine and high risk calls for service.
  - Crime clearance rates may improve due to better training and specialization.
  - Improved supervision with OIC Sgt./Lt. verses current

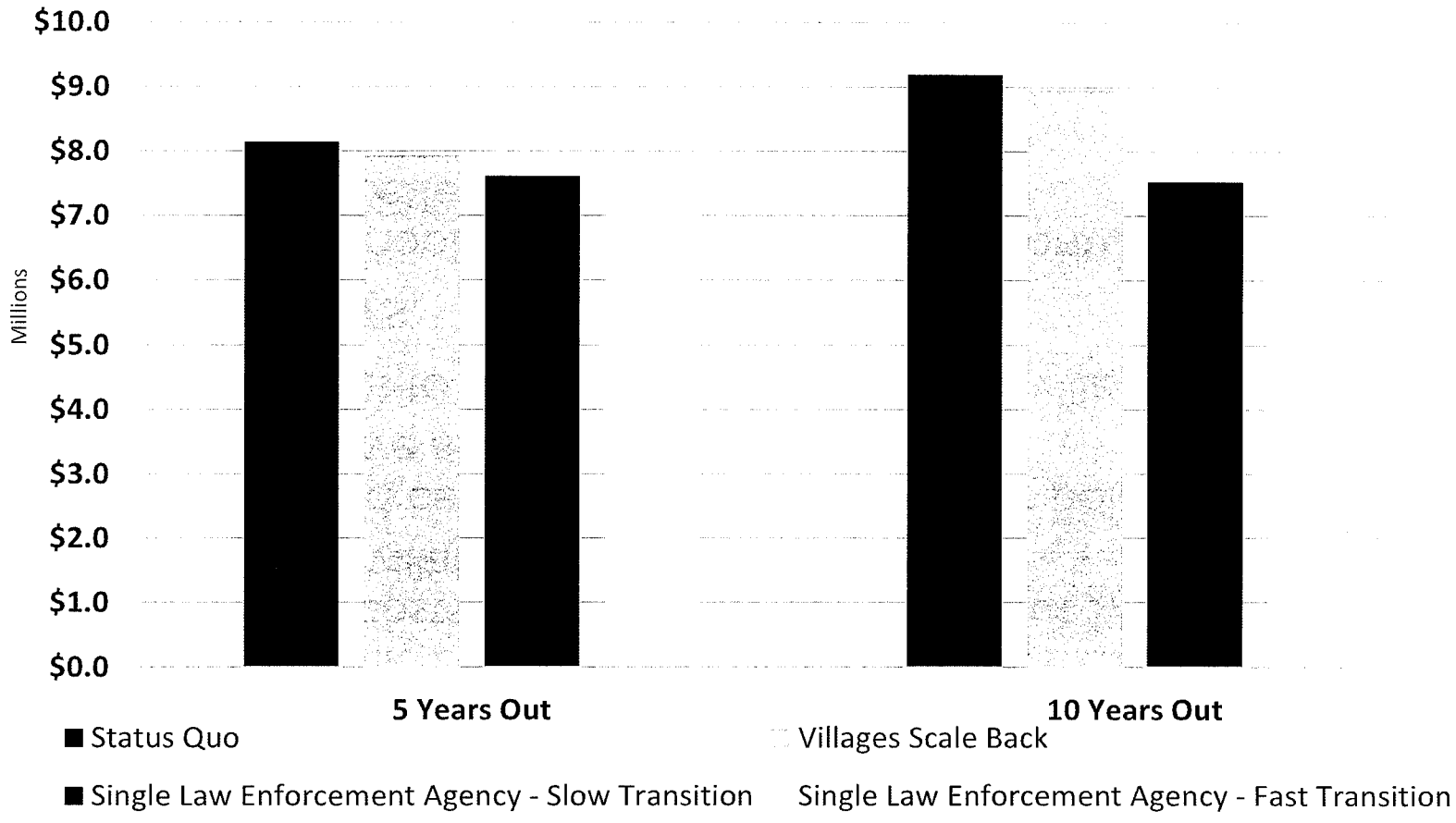
Single Agency

- Fiscal Impact
  - Anticipated savings for village residents, but increased cost for all county tax payers (tax shift)
  - Transferability of retirement benefits is of key concern
  - Improved training and specialization will provide better product on road patrol which in turn may cost taxpayers less to indemnity officer misconduct.
  - More effective criminal investigations may suppress crime patterns that persist due to separation of departments. Fiscally, less victimization will directly benefit the citizen victim who find replacement of stolen items difficult.

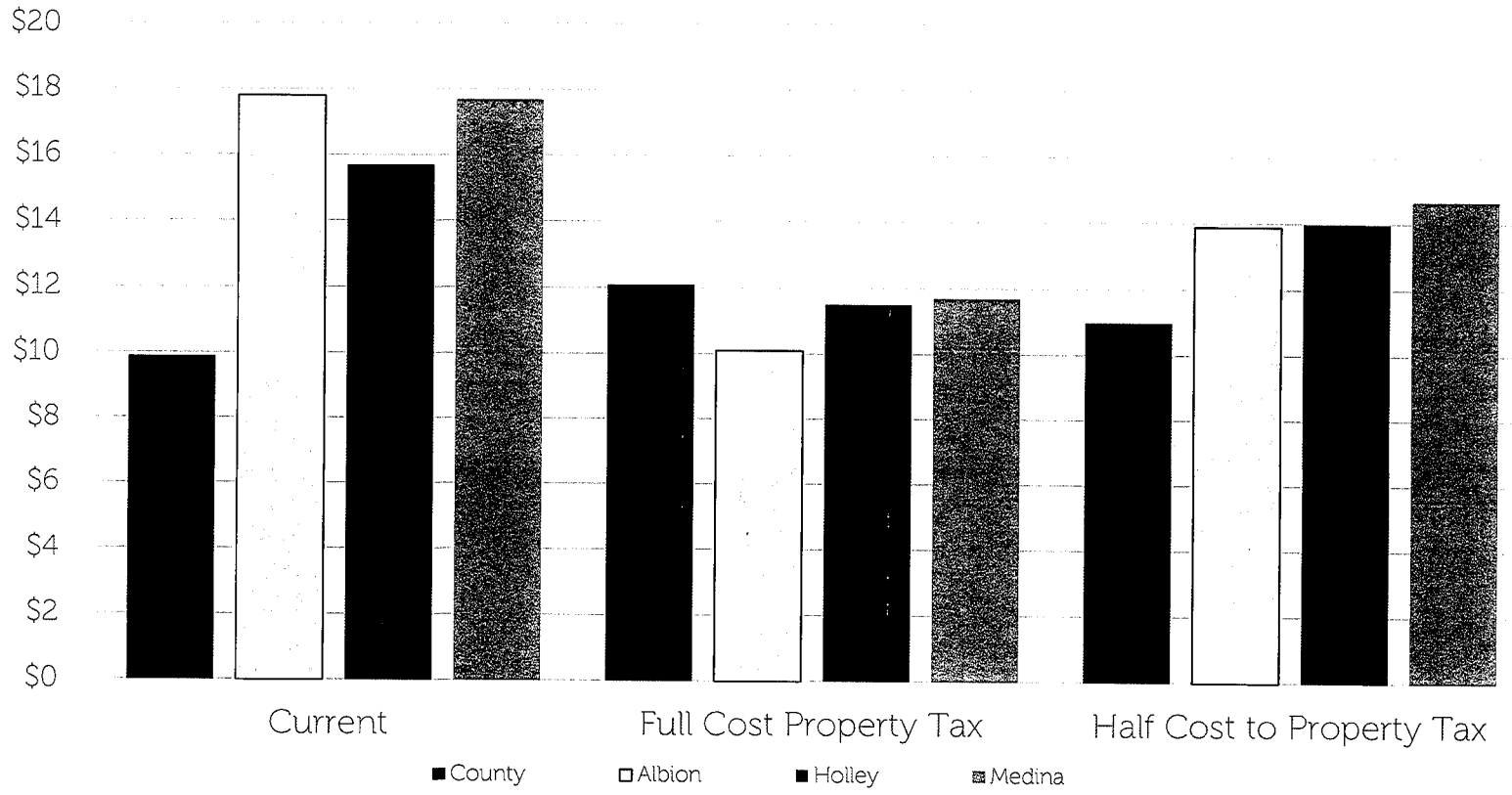
Single Agency

- Change Factors
  - This is dramatic change that could have substantial net reduction in costs for village residents (About 1/3 of county residents are village residents)
  - Villages would cede some control over their police agencies, but would still have ability to influence
  - Maybe subject to permissive referendum at village levels
- Other Factors
  - Villages or school district could choose to contract for additional services as needed.
- Governance Structure
  - Elected Sheriff is the existing structure for the county
  - Some counties use an appointed chief to operate a county police department

Countywide Total Police Spending



Movement of Tax Rates (expressed in $ per 1000 value)



If you received the same or better services, would you favor the plan of creating a single law enforcement agency?

What are your primary concerns about the option of creating a single law enforcement agency?

Next Steps for Project

- Presentations in Medina, Lyndonville, Albion, & Holley

- Final draft report including feedback from community to committee –
- Community decisions related to next steps

Appendix B: Full Meeting Feedback

During the public meetings, there were several opportunities for public feedback using an anonymous text response tool, Poll Everywhere. The full responses from the meetings appear below first as a summary and then broken out by agency that the respondent identified as being their primary agency.

Note: The responses below are based on how they were received during the public meetings. They were not edited for content such as spelling or grammatical errors.

Poll Everywhere Results: Summarized

1. Who is the primary law enforcement agency in your community?
    - Village of Albion Police Department (17)
    - Village of Holley Department (12)
    - Village of Lyndonville Police Department (1)
    - Village of Medina Police Department (12)
    - Orleans County Sheriff (40)
2. How safe do you feel in the community where you live?
    - Very Safe (42)
    - Safe (36)
    - Unsafe (1)
    - Very unsafe (1)
    - I'm not sure (1)

3. In general, what changes to policing do you feel are necessary?
    - More officers on duty
    - None
    - More traffic enforcement
    - More cars patroling

- Faster response time
- Faster response
- Consolidated police force with sub stations
- Better response time, Cost
- Taxpayer savings
    - Greater field training, More positive interactions with school students in our schools
- Consolidate the Major Felony Crimes Task Force with the OCSO.
- More visibility
    - I would like police to not call ICE or ask for documentation in normal traffic stops or other civil issues
- Why does the district attorney have his own police force
- Response time
    - More traffic control on side roads, Drug enforcement, Do away with task force
- Nothing
- Less traffic enforcement
- County wide force.ONE, If officer in school he also could respond locally
- Reduce costs, Under ONE umbrella
- One police force run by the sheriff
- Better response time, Leave it alone but use joint training
- More roadblocks
    - None, Police officers need to understand what the Constitution truly means and to have an in depth study in relation to their duties so as not to infringe on citizens' rights
- More community policing/interactions
- More sub-stations in the rural communities.

- County wide police force, I
- Enforcing new speed limit zones
- Having an elected leader
- Consolidation, A sheriff with qualifications
- ORLEANSCOUNTY
- Satisfied the way it is
    - None I like the fact that the village has its own police Dept., I feel much safer with our Albion police dept
    - No change, Nada, None, Nothing APD is the best LE agency in the county. Stop wasteful studies.
- Broader distribution of the taxation for the cost, Dissolution
- Nothing
- None
    - Police walking a beat, meeting citizens where they are, Provide a hassle-free crossing guard, Make SWAT a State Police function
- Consolidate to one countywide agency that everyone pays equally for.
- None
- None
    - No change, A sheriff dept that is put on patrol instead of home during working hours
- I am happy with the service our local police department provides.
- Move Task force out of DAs office.
- More police presence. Animal control.
- Village pay less for sheriff since we already have our own
- No changes needed
    - More walking patrolling and police interfacing with residents (in non-crime situations), reduced cost

- More visible
- More interaction with community at events to know who officers are
- None
- Higher wages for them
- None
- ORLEANSCOUNTY, None
- None. I am happy with the service I receive
- Better working relationship between depts
- Good as is
- More training
- Cheaper taxes
- No glaring issues
- County wide police force.
- More manpower in county, Sheriffs are low paid
    - Like to see cost spread out countywide so village people not paying twice., More diversity on departments
- Get the correct statistical data to present to
- None
- Nothing
- No change

4. If you received the same or better service from law enforcement at similar costs, would you be supportive of contracting for the service?

- Yes (35)
- No (25)
- I'm not sure (13)

5. What is your biggest concern about contracting for service?

- Lack of local connection to the community
- Difference between exciting Medina and contracting: $173,500. Vehicle costs $160,000. All that for 13k..??
- Concerns about retirement systems and seniority
- I have no concerns about contracting for services
- I have no concerns
- Impute about services
- Fiscal impact
- None
- Seamless cooperation
- Same level of service and resources, or better
- None
- Tax increases for non-village residents.
- None
    - Interpersonal ego issues around making change, Not worried about individual officers, If it were written to have a dedicated number of officers per community it would be ok
- The Village of Albion Board
- Working with the village of albion board
- Quality of service
    - Over stress services, More taxes dollars having to go to Orleans County, Reduce response time
- Nothing
- Cost, Twice the population outside villages
    - The quality, I have no concern. They would make sure we are safe. At a better cost to all. Cost spend equally throughout whole county

- None
- Are they actually patrolling the village?
- Fiscal issues and more government
- none
    - Would the same villages officers who become deputies be able to stay in the Village
    - Sheriff should be in charge, Copy cat services wrong, We. All elect the sheriff
- Town taxes way up.
- Longer response times, increased cost for the Village of Holley
- None. It would save money.
    - That we are not getting the service that we are already getting., Response time will be slower, Leadership, we have an excellent chief now in Albion. Not to impressed with the leadership in the Orleans county sheriff's Dept
    - Contract changing in future, Longer response time, The old "you know what you have" theory, No local control.
- Changing elected officials, Ron Vendetti
- Accountability
- Not getting good service!
- None
- Political idiots
- The costs would still not be shared equally enough countywide.
- Political intentions
- Poor response time as well as inadequate service.
- Reduced response time.
- Officers who do not know our village and our people
- It could change at any time costs could go up and once your police

- Loss of local control and diminished level of service
- none, i have no concern
- Not knowing the officers
- Response time, Not knowing officers
- Get them to work together
- ORLEANSCOUNTY, Response and loss of oversight
    - None of the savings are guaranteed. Response times. The county officials making decisions.
- Sheriff is an elected official, village has no control over what he does
    - Responce time., County residents have no vote in this, yet there taxes will go up., If county residents shop in the village in fact they do help pay for police. They support village businesses which pay property taxes.
- Lose officers..losing pay..more, transfers
    - Will it be enough of a savings to justify loss in pay for officers or possibly loss of jobs?
- If we do this why not just have one police force.
- Will service be as good. I know my officer now.
- None
    - Village loses control of policing, County taxpayer will have to pick up more costs
- Wouldn't know officers as well, possibly. Not enough savings for village
- It's not, towns will get a $200 a thousand increase in property tax,,,,
- Safety of village residents
- Officers leaving villages for long periods of time on other calls
- "-Response times
- -Loss of control of what Village wants/needs,-Response times
- -Loss of control of what Village wants/needs"

- Service
- Sheriff has more expertise

6. If you received the same or better service from law enforcement at similar costs, would you be supportive of moving to a single police agency?

    - Yes (34)
    - No (26)
    - I don't know (7)

7. What is your biggest concern about a single agency providing law enforcement services?

- Long term costs
    - Village residents already pay for Sheriffs service that they don't, If one police agency, it should be a new agency, where the leader is determined by qualifications, not popularity.
    - paying more for the same service, less officers on the road is dangerous to the safety of the officers
    - Which Retirement system would be used and the seniority issues if combining agencies
    - What kind of raise would the Undersherff get, I have no concerns. I think that one agency would be a great move.
- The tax increase I would have for what may be the same sheriff coverage.
- Having a say in services
- No concerns. Shared services must happen in a small County
- None. Prefer it
- None
- Say "NO" to status quo!!!!- I like single agency
    - Tax increases for non-village residents., Rollie Nenni's job, What will Corey Black do?

- None
    - I don't trust our country government to make good decisions I. The, The single agency is equivalent in cost county wide but not to individuals based on where they live. The questions should reflect that
- I want the person in charge of law enforcement elected
    - I'm willing to pay a little more in County taxes to allow the villa ,Must have an elected leader, THIS IS REAL NEWS, Residents should be able to elect the leader, Will this be on the Randy bower Hub
- None, Willie's sweet deal, There won't be less officers on the road
- "Public safety, officer safety.
- Community relations."
- We want an elected Sheriff to run it
- Effect on county tax, Go Randy
- 2/3 of the people have no vote in this. It's like villages dissolv
    - Having equal say on what's going to hsppen, Everyone will say safety. But they will make sure that we are safe. spread the cost over the whole county
- Fellow officers losing their jobs due to consolidation!
- Bigger government lack of local input and control
    - It would have to be at the county level (sheriff) because the people then retain control. If the sheriff does a poor job of administering it, we can vote him out.
    - Potential for job loss of village officers,2/3 of county are NOT village residents, yet they would be paying more for the other 1/3
- I don't want to pay for services I won't receive.
- Should have shared training with Genesee county
    - Holley Police Dept is the Bargin of the century, We want to make Holley great again

    - Increased cost for smaller villages such as Holley, not having local officers that we know, increased cost for the residents living outside the villages
- None. Makes fiscal sense, Give the Undersheriff a raise
    - Response time, Not having the same quality of protection we have now in the village
    - Less control, Higher response time, Less coverage, This study is flawed I don't have a "fuzzy feeling" about this.
- Rising village assessments, Village not lowering taxes
- Accountability & too much consolidated control
    - I would be for this if run by a civil service chief rather than an elected politician.
- None
- Manager of any County law enforcement agency c
- No concern. This is the fairest option.
- Lack of great service. The service provided now is far above average.
- Safety, response time and accountability.
- Our control as a citizen of the village
    - Losing local control and diminished level of service, Once the PD is gone you will never get it back, The only way to maintain our level of service is to keep the local control
- none, i have no concern
- B, Losing local contact with officers
    - Concern on long term changes that arent obvious at beginning of single agent commitment, Citizen neighborhood patrols
- Cost
- Governance structure.
- Cost savings not guaranteed. Response times. County officials running it.

- Must be done with a civil service police chief appointed
- Civil service leader a
- If it doesn't save much money then why change it.
    - County will not spend the money to provide equal services, Your numbers are too conservative for savings, Need appointed. Chief, Costs would be more than you estimate
- Savings would go away with poor leadership.
- Safety of residents, Safety of law enforcement

8. If you had to choose between (A) a small increase in taxes to improve service or (B) reducing taxes to trim services, which would you choose?

    - A small increase in taxes to improve service (57)
    - Reducing taxes to trim services (17)

Poll Everywhere Results: Sorted by Primary Law Enforcement Agency in Respondent's Community

Village of Albion Police Department

17 respondents

2. How safe do you feel in the community where you live?

    - Very Safe (8)
    - Safe (7)
    - Unsafe (1)
    - Very unsafe
    - I'm not sure

3. In general, what changes to policing do you feel are necessary?

- Satisfied the way it is
- None I like the fact that the village has it's own police Dept., I feel much safer with our Albion police dept
- No change, Nada, None, Nothing APD is the best LE agency in the county., Stop wasteful studies.
- P
- Broader distribution of the taxation for the cost, Dissolution
- Nothing
- None
- Police walking a beat, meeting citizens where they are, Provide a hassle-free crossing guard, Make SWAT a State Police function
- Consolidate to one countywide agency that everyone pays equally for.
- None
- None
- No change, A sheriff dept that is put on patrol instead of home during workin hours
- I am happy with the service our local police department provides.

4. If you received the same or better service from law enforcement at similar costs, would you be supportive of contracting for the service?

- Yes (3)
- No (7)
- I'm not sure (2)

5. What is your biggest concern about contracting for service?

- That we are not getting the service that we are already getting., Response time will be slower, Leadership, we have an excellent chief now in Albion. Not to impressed with the leadership in the Orleans county sheriff's Dept
- Contract changing in future, Longer response time, The old "you know what you have" theory, No local control.
- Changing elected officials, Ron Vendetti
- Accountability
- Not getting good service!
- None
- Political idiots
- The costs would still not be shared equally enough countywide.
- Political intentions
- Poor response time as well as inadequate service.
- Reduced response time.

6. If you received the same or better service from law enforcement at similar costs, would you be supportive of moving to a single police agency?

- Yes (7)
- No (6)
- I don't know

7. What is your biggest concern about a single agency providing law enforcement services?

- Response time, Not having the same quality of protection we have now in the village
- Less control, Higher response time, Less coverage, This study is flawed I don't have a "fuzzy feeling"about this.
- Rising village assessments, Village not lowering taxes
- Accountability & too much consolidated control
- I would be for this if run by a civil service chief rather than an elected politician.

- None
- Manager of any County law enforcement agency c
- No concern. This is the fairest option.
- Lack of great service. The service provided now is far above average.
- Safety, response time and accountability.

8. If you had to choose between (A) a small increase in taxes to improve service or (B) reducing taxes to trim services, which would you choose?

    - A small increase in taxes to improve service (8)
    - Reducing taxes to trim services (3)

Village of Holley Department

12 respondents

2. How safe do you feel in the community where you live?

    - Very Safe (5)
    - Safe (7)
    - Unsafe
    - Very unsafe
    - I'm not sure

3. In general, what changes to policing do you feel are necessary?

- Move Task force out of DAs office.
- More police presence. Animal control.
- Village pay less for sheriff since we already have our own
- No changes needed
- more walking patrolling and police interfacing with residents (in non-crime situations), reduced cost
- More visible

- More interaction with community at events to know who officers are
- None
- Higher wages for them

4. If you received the same or better service from law enforcement at similar costs, would you be supportive of contracting for the service?

    - Yes (3)
    - No (5)
    - I'm not sure (3)

5. What is your biggest concern about contracting for service?

- Officers who do not know our village and our people
- It could change at any time costs could go up and once your police
- Loss of local control and diminished level of service
- none, i have no concern
- Not knowing the officers
- Response time, Not knowing officers
- B

6. If you received the same or better service from law enforcement at similar costs, would you be supportive of moving to a single police agency?

    - Yes (3)
    - No (6)
    - I don't know (1)

7. What is your biggest concern about a single agency providing law enforcement services?

- Our control as a citizen of the village
    - Losing local control and diminished level of service, Once the PD is gone you will never get it back, The only way to maintain our level of service is to keep the local control

- none, i have no concern
- B, Losing local contact with officers
    - Concern on long term changes that arent obvious at beginning of single agent commitment, Citizen neighborhood patrols

8. If you had to choose between (A) a small increase in taxes to improve service or (B) reducing taxes to trim services, which would you choose?

    - A small increase in taxes to improve service (8)
    - Reducing taxes to trim services (1)

Village of Lyndonville Police Department

1 respondent

2. How safe do you feel in the community where you live?

    - Very Safe (1)
    - Safe
    - Unsafe
    - Very unsafe
    - I'm not sure

3. In general, what changes to policing do you feel are necessary?

- None

4. If you received the same or better service from law enforcement at similar costs, would you be supportive of contracting for the service?

    - Yes (1)
    - No
    - I'm not sure

5. What is your biggest concern about contracting for service?

- Get them to work together

6. If you received the same or better service from law enforcement at similar costs, would you be supportive of moving to a single police agency?

- Yes (3)
- No
- I don't know

7. What is your biggest concern about a single agency providing law enforcement services?

- Cost

8. If you had to choose between (A) a small increase in taxes to improve service or (B) reducing taxes to trim services, which would you choose?

- A small increase in taxes to improve service (1)
- Reducing taxes to trim services

Village of Medina Police Department

12 respondents

2. How safe do you feel in the community where you live?

- Very Safe (7)
- Safe (2)
- Unsafe
- Very unsafe
- I'm not sure

3. In general, what changes to policing do you feel are necessary?

- ORLEANSCOUNTY, None
- None. I am happy with the service I receive
- Better working relationship between depts
- Good as is

- More training
- Cheaper taxes
- No glaring issues
- County wide police force.

4. If you received the same or better service from law enforcement at similar costs, would you be supportive of contracting for the service?

- Yes (2)
- No (4)
- I'm not sure (2)

5. What is your biggest concern about contracting for service?

- Governance structure.
- Cost savings not guaranteed. Response times. County officials running it.
- Must be done with a civil service police chief appointed
- Civil service leader a

6. If you received the same or better service from law enforcement at similar costs, would you be supportive of moving to a single police agency?

- Yes (3)
- No (3)
- I don't know

7. What is your biggest concern about a single agency providing law enforcement services?

- ORLEANSCOUNTY, Response and loss of oversight
- None of the savings are guaranteed. Response times. The county officials making decisions.
- Sheriff is an elected official, village has no control over what he does
- Responce time., County residents have no vote in this, yet there taxes will go up., If county residents shop in the village in fact they do help pay for police. They support village businesses which pay property taxes.

- Lose officers..losing pay..more, transfers
- Will it be enough of a savings to justify loss in pay for officers or possibly loss of jobs?
- If we do this why not just have one police force.

8. If you had to choose between (A) a small increase in taxes to improve service or (B) reducing taxes to trim services, which would you choose?

    - A small increase in taxes to improve service (5)
    - Reducing taxes to trim services (3)

Orleans County Sheriff

42 respondents

2. How safe do you feel in the community where you live?

    - Very Safe (17)
    - Safe (18)
    - Unsafe
    - Very unsafe (1)
    - I'm not sure

3. In general, what changes to policing do you feel are necessary?

- More officers on duty
- None
- More traffic enforcement
- More cars patroling
- Faster response time
- Faster response
- Consolidated police force with sub stations
- Better response time, Cost

- Taxpayer savings
- Greater field training, More positive interactions with school students in our schools
- Consolidate the Major Felony Crimes Task Force with the OCSO.
- More visibility
- I would like police to not call ICE or ask for documentation in normal traffic stops or other civil issues
- Why does the district attorney have his own police force
- Response time
- More traffic control on side roads, Drug enforcement, Do away with task force
- Nothing
- Less traffic enforcement
- County wide force.ONE, If officer in school he also could respond locally
- Reduce costs, Under ONE umbrella
- One police force run by the sheriff
- Better response time, Leave it alone but use joint training
- More roadblocks
- none, Police officers need to understand what the Constitution truly means and to have an in depth study in relation to their duties so as not to infringe on citizens' rights
- More community policing/interactions
- More sub-stations in the rural communities.
- County wide police force, I
- Enforcing new speed limit zones
- Having an elected leader
- Consolidation, A sheriff with qualifications
- ORLEANSCOUNTY

4. If you received the same or better service from law enforcement at similar costs, would you be supportive of contracting for the service?

- Yes (23)
- No (6)
- I'm not sure (4)

5. What is your biggest concern about contracting for service?

- Lack of local connection to the community
- Difference between exciting Medina and contracting: $173,500. Vehicle costs $160,000. All that for 13k..??
- Concerns about retirement systems and seniority
- I have no concerns about contracting for services
- I have no concerns
- Impute about services
- Fiscal impact
- None
- Seamless cooperation
- Same level of service and resources, or better
- None
- Tax increases for non village residents.
- None
- Interpersonal ego issues around making change, Not worried about individual officers, If it were written to have a dedicated number of officers per community it would be ok
- The Village of Albion Board
- Working with the village of albion board
- Quality of service

- Over stress services, More taxes dollars having to go to Orleans County, Reduce response time
- Nothing
- Cost, Twice the population outside villages
- The quality, I have no concern. They would make sure we are safe. At a better cost to all. Cost spend equally throughout whole county
- None
- Are they actually patrolling the village?
- Fiscal issues and more government
- none
- Would the same villages officers who become deputies be able to stay in the Village
- Sheriff should be in charge,Copy cat services wrong, We. All elect the sheriff
- Town taxes way up.
- Longer response times, increased cost for the Village of Holley
- None. It would save money.

6. If you received the same or better service from law enforcement at similar costs, would you be supportive of moving to a single police agency?

- Yes (18)
- No (7)
- I don't know (6)

7. What is your biggest concern about a single agency providing law enforcement services?

- Long term costs
- Village residents already pay for Sheriffs service that they don't, If one police agency, it should be a new agency, where the leader is determined by qualifications, not popularity.

- paying more for the same service, less officers on the road is dangerous to the safety of the officers
- Which Retirement system would be used and the seniority issues if combining agencies
- What kind of raise would the Undersherff get, I have no concerns. I think that one agency would be a great move.
- The tax increase I would have for what may be the same sheriff coverage.
- Having a say in services
- No concerns. Shared services must happen in a small County
- None. Prefer it
- None
- Say "NO" to status quo!!!!- I like single agency
- Tax increases for non village residents., Rollie Nenni's job, What will Corey Black do?
- None
- I don't trust our country government to make good decisions I. The, The single agency is equivalent in cost county wide but not to individuals based on where they live. The questions should reflect that
- I want the person in charge of law enforcement elected
- I'm willing to pay a little more in County taxes to allow the villa, Must have an elected leader, THIS IS REAL NEWS, Residents should be able to elect the leader, Will this be on the Randy bower Hub
- None, Willie's sweet deal, There won't be less officers on the road
- "Public safety, officer safety.
- Community relations."
- We want an elected Sheriff to run it
- Effect on county tax, Go Randy
- 2/3 of the people have no vote in this. It's like villages dissolv

- Having equal say on what's going to hsppen, Everyone will say safety. But they will make sure that we are safe.spread the cost over the whole county
- Fellow officers losing their jobs due to consolidation!
- Bigger government lack of local input and control
- It would have to be at the county level (sheriff) because the people then retain control. If the sheriff does a poor job of administering it, we can vote him out.
- Potential for job loss of village officers,2/3 of county are NOT village residents, yet they would be paying more for the other 1/3
- I don't want to pay for services I won't receive.
- Should have shared training with Genesee county
- Holley Police Dept is the Bargin of the century, We want to make Holley great again
- Increased cost for smaller villages such as Holley, not having local officers that we know, increased cost for the residents living outside the villages
- None. Makes fiscal sense, Give the Undersheriff a raise

8. If you had to choose between (A) a small increase in taxes to improve service or (B) reducing taxes to trim services, which would you choose?

- A small increase in taxes to improve service (22)
- Reducing taxes to trim services (8)

Appendix C: Example Communities

CGR was requested to find specific examples of how some of the options are implemented by different communities. The examples are meant to generally illustrate the concept, but have not been extensively researched or evaluated.

Mount Kisco (NY) Police Contract with Westchester County Police

In 2015, the coterminous Town/Village of Mount Kisco contracted with the Westchester County Police Department to take over services in the community. According to media reports, the Mount Kisco police department will remain in operation with a chief and handful of officers, while the rest of the operation will be handled by the county police. The estimate is that this arrangement will save the town/village about $2.4 million per year while receiving the same service.

Village of East Aurora Police Department and Town of Aurora

For several decades, the Town of Aurora has contracted with the Village of East Aurora to provide police services in the town. The agreement requires that village police patrol the town at regular intervals and respond to calls for assistance. The contract with the town provides for a substantial portion of the costs of operating the village police department. The contracted amount in 2016 was $1.6 million and the police department's cost (excluding benefits) was $2.0 million.

City of Savannah and County of Chatham, Georgia Police Department

This department is a combined agency that serves the City of Savannah and the County of Chatham, Georgia. The total county population is 265,000 and the city is just more than half of that total.

- City of Savannah forms a large portion of Chatham county
- Areas of County outside of city form "Unincorporated Chatham County" (UCC)
- Two layers of municipal government – County of Chatham and City of Savannah
  - City – became council/manager government in 1954. Mayor and 8 aldermen
    - Levies taxes, enacts ordinances, adopts budget, appoints City Manager
    - City manager enacts policies established by council and appoints dept heads

  - County – elected Board of Commissioners. Appoints county manager. Responsible for policing for ONLY UCC
- Prior to 2003, each entity had its own police department. Merger first proposed 1962. Agreement 2003, functional merger occurred in 2005 with indefinite length of terms. Either side can terminate agreement with 18 months notice.
  - Funding, FY 2014
    - City pays 67% of cost
    - County, from special service tax fund (only from UCC residents) pays 25%
    - County general fund pays 8% (of which 43% comes from city residents)
    - Aggregation – City pays 71%, UCC pays 28%
    - Cost of beats (patrols) are split proportionally based on location of patrols
    - Non-patrol costs paid 61% by city, 39% by county
    - 2012 Per capita – city residents $328, UCC $190
  - City and County managers collaborate in hiring, terminating, and evaluating performance of Chief. In the event of a disagreement, City has ultimate authority.
- The arrangement between the two has fallen apart and they will have separate police agencies beginning in the first quarter of 2018. The differences came down to who had final authority on decisions and the split of the costs between the County and City. Both sides have acknowledged that separate police agencies may lead to higher costs, but improved services than the status quo.

Camden (NJ) City and County

The City of Camden disbanded its police department in 2013 and asked for the County of Camden to take over policing for the city. A new department was formed under the auspices of the county to provide the services inside the city. The police service could patrol outside the city, but none of the neighboring municipalities have requested that service. The 400 officer department is partially paid for by city funds and the remainder by county taxes. Further research would be needed to understand the fiscal relationship between the city and county, but it is clear the cost for the city is substantially lower than when they ran their own department. This arrangement has been in effect for four years and there isn't enough data yet to understand the effect on crime in the community or the long term costs.