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The Future of Law Enforcement in Watkins Glen

Final Report

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Prepared for:
Village of Watkins Glen, NY

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- Patrolman Michael Powers, Watkins Glen Police
- Undersheriff Breck Spaulding, Schuyler County
- Police Chief Thomas Struble, Watkins Glen
- Mayor Mark Swinnerton, Watkins Glen
- Sheriff William Yessman, Schuyler County

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Mike Silva, Data Analyst, and Kate Bell, Management Information Specialist, contributed data analysis and overall project support.

EXECUTIVE SUMMARY

The Village of Watkins Glen and Schuyler County were awarded a Local Government Efficiency grant to conduct a restructuring/consolidation study of the Village Police Department with the Schuyler County Sheriff's Office. The plan for the study was to explore the relative efficiency of current operations and compare them with alternative policing models up to and including full consolidation of the two departments. The overall goal was to find sustainable options to reduce the annual tax levy while not compromising public safety.

The Watkins Glen Police Department (WGPD) operates 24 hours a day, seven days a week with a minimum of one officer on patrol. The current staffing is one chief, one sergeant, two full time officers and ten part time officers. One of the full time officers is assigned to the Watkins Glen School District as a School Resource Officer. In addition, there are two matrons that are available to assist officers when a woman is in custody. Additional patrols are added to the department on weekend evenings, during court and when special events dictate the need for increased staffing. Special event staffing requires an additional 320 hours of annual staffing. WGPD is dispatched by the Schuyler County Sheriff's Office. The department operates three marked and one unmarked vehicle. WGPD responded to a total of 2,116 calls in 2011 and 2,279 calls in 2012. Over the two years, the combined average was 6 calls per day. However, as might be expected, CGR noted some seasonal variation with an increase in call volume during June, July and August, likely related to seasonal events. During Fiscal 2011-12, WGPD had departmental revenues of $12,613 and total expenses of $530,095. 92 percent of departmental expenses are related to personnel wages and benefits.

The Schuyler County Sheriff's Office is a full service rural law enforcement operation that provides road patrol, security for county buildings, and dispatch (the County's only public safety answering point), and also manages a 30 bed jail facility. This study focuses primarily on the road patrol function, though we consider dispatching in explaining the interaction between the SCSO and the WGPD. There is an elected Sheriff who is responsible for the whole office and an Undersheriff with direct responsibility for the road patrol. The road patrol is staffed by seven deputies, two sergeants and a lieutenant. SCSO operates nine marked vehicles as a part of the road patrol. One lieutenant and one sergeant perform the role of detective for SCSO. SCSO responded to a total of 6,331 calls in 2011 and 5,784 calls in 2012. Over the two years, the combined average was approximately 16 calls per day.

SCSO staffs the only public safety answering point (PSAP) in Schuyler County. There are two dispatchers assigned at all times. The dispatchers

are responsible for all communications from answering the 911 call to supporting the responding resources. In 2011, dispatch received 60,011 non-emergency calls and 6,769 emergency calls. During 2011, the SCSO had total expenses of $1,277,278 (excluding benefits). Personnel wages accounted for 70 percent of the budget with an additional 11 percent related to special events such as NASCAR at the Glen.

The New York State Police (NYSP) maintains a station in Montour Falls at the NYS Fire Academy. The station is the base for six officers working 12 hour shifts for both Schuyler and Yates Counties. Typical staffing is to have two officers on patrol throughout the area. The NYSP contingent in the area is just a small fraction of the 4,500 sworn personnel in the NYSP. NYSP responded to 336 SCSO dispatched calls in 2011, increasing by 33 percent to 448 calls in 2012.

There were several key considerations identified in the Baseline Section of the report.

- The aggregate call volume for all of Schuyler County indicates that the current level of staffing is about ten percent too high if the resources of each department were shared.
- SCSO and WGPD already share a number of services such as dispatching, a fingerprint machine, and investigative personnel.
- WGPD relies heavily on part time personnel to provide their current level of service.
- The SCSO and WGPD are requested to provide staffing to a number of special events. Each has its own method of providing the service that could not be easily adopted by the other.
- WGPD has a very visible presence in the Village. Efficiency gains may result in tradeoffs that are not acceptable to the community, including a reduced police presence.
- WGPD pays its employees an hourly rate that is about 20 percent higher than the SCSO at all points on the union pay scale.
- The demand for law enforcement services increases from about 20 per day in cooler months to about 27 per day in warmer months.
- WGPD officers are often the first on scene of medical responses but do not have current CPR/AED training or AED devices.
- WGPD has already reduced its resources in response to fiscal pressures.

Based on the above information and discussions with the study committee, CGR identified six options for changes in service level that are described briefly in the table below and in greater detail in the body of the report.

Summary of Options for Future of Law Enforcement

Option	Key Features	Projected Financial Impact	Estimated Tax Savings Impact *
Minor Changes to Status Quo	Charge promoters for full cost of officers	$3,000 additional revenue to cover cost of officers	$ 2 ↓
	Charge promoters 10% premium on officer costs for coordination and planning	$700 to $1,000 additional revenue to offset costs	$ 1 ↓
	Initiate AED program	$3,500 cost	$ 2 ↑
WGPD goes to part time patrol	WGPD goes off duty from 0200 to 0700 Monday to Friday	Village saves up to $27,000	$ 18 ↓
WGPD and SCSO perform joint overnight patrol	WGPD patrols part of Schuyler County overnight. SCSO reduces staff on overnight and pays WGPD for patrolling.	Village has revenue of $42,300 and County has net savings of $57,000.	$ 28 ↓
WGPD patrol only, SCSO does administration and investigations	WGPD only patrols, processes simple crimes and schedules staff. SCSO handles all other administrative and investigative tasks.	Maximum savings of $35,000. Savings are unknown until SCSO decides on administrative and investigative fee.	< $23 ↓
WGPD Abolished and Village contracts with SCSO	Village abolishes WGPD, Contracts with SCSO for dedicated patrol for 16 hours per day and administrative support. SRO up to SCSO. WGPD FT officers offered jobs at SCSO. SCSO adds staff.	Probable net savings of about $180,000 for the village	$ 120↓
WGPD Abolished and no contract for service	Village abolishes WGPD. No contract for dedicated service. SCSO needs to add 16 hours per day of patrol and adds staff. SRO up to SCSO. WGPD FT offered jobs at SCSO.	Maximum savings of $517,000 to village.	$ 345 ↓
		Estimated cost increase to County of $336,000	$ 23 ↑

* Single year impact based on an $89,000 home in the Village of Watkins Glen

After a public hearing based on the options report, the Study Committee and Village Trustees took action toward several of the options. The Village renegotiated their contract with the Watkins Glen School District to increase their payment for the School Resource Officer (SRO) and evaluated their charges to event promoters for police services. The Study

Committee also requested that the options for police service be revised to reflect feedback from the community and discussion of the Committee. The revised options are presented below.

Summary of Options for Future of Law Enforcement

Option	Key Features	Projected Financial Impact	Estimated Tax Savings Impact *
Minor Changes to Status Quo	School district increases support for School Resource Officer by $5,000	Village Saves up to $5,000	$3 ↓
WGPD goes to part time patrol	WGPD goes off duty from 0200 to 0700 Monday to Friday	Village saves up to $27,000	$ 18 ↓
WGPD Abolished and Village contracts with SCSO	Village abolishes WGPD, Contracts with SCSO for dedicated patrol for 16 hours per day. SRO up to SCSO. WGPD FT officers offered jobs at SCSO. SCSO adds staff.	Village contracts with County for $247, 00. Probable net savings of about $265,000 for the village	$ 180 ↓
WGPD Abolished and no contract for service	Village abolishes WGPD. No contract for dedicated service. SCSO needs to add 16 hours per day of patrol and adds staff. SRO up to SCSO. WGPD FT offered jobs at SCSO.	Maximum savings of $517,000 to village.	$ 345 ↓
		Estimated cost increase to County of $247,000	$ 23 ↑

* Single year impact based on an $89,000 home in the Village of Watkins Glen

The Study Committee and Village of Watkins Glen have chosen to conduct a survey of village residents related to police services before they make any further changes to service levels. The survey will be administered by the Village.

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STUDY BACKGROUND

The Village of Watkins Glen, New York is a small community located at the southern end of Seneca Lake and is a primary tourist destination during warmer weather. The dependence on tourism as an economic engine for the Village puts unique demands on local government officials to balance large swings in population and the resulting demand for services. For several years the Village has been exploring solutions to lower costs but keep a high level of community services for its year-round residents.

The Village and Schuyler County have a long history of sharing services to collaboratively address the unique needs of the Village. Building on this history, they agreed to jointly pursue a Local Government Efficiency (LGe) grant from New York State in 2011 to conduct a restructuring/consolidation study of the Village Police Department with the Schuyler County Sheriff's Office. The plan for the study was to explore the relative efficiency of current operations and compare them with alternative policing models up to and including full consolidation of the two departments. The overall goal was to find sustainable options to reduce the annual tax levy while not compromising public safety.

The Village received its grant award in late 2012. In December of 2012, the Village engaged CGR to perform the study. The study officially began with a meeting between CGR and the Study Committee on January 8, 2013.

CGR's approach was to develop the study in two phases over the course of six months. The first phase involves a baseline analysis of existing operations. CGR uses the baseline analysis to confirm manpower, equipment, staffing schedules, existing relationships/agreements, costs and any revenues that underwrite the cost for the services that are provided. The analysis is conducted on both the Village Police Department and the County Sheriff's Office. The current report reflects our completion and write-up of this baseline analysis.

With completion of the baseline analysis, the process shifts to a consideration of options that are available for the two operations. Potential options identified by CGR ranged from slight modifications of current operations with minimal financial impact to abolishment of the police department with more significant financial savings. Each option has benefits and drawbacks that the Study Committee will factor into any future recommendations. CGR will develop an implementation plan based upon the recommended option chosen by the Study Committee.

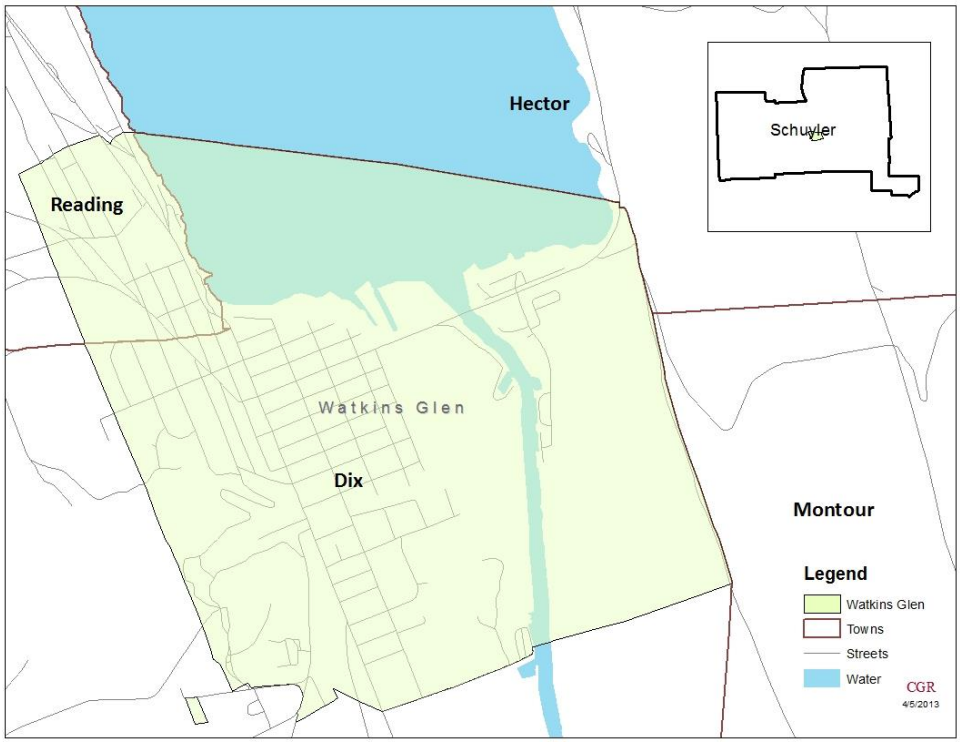
Study Committee

The Village established a Study Committee to oversee the grant early in the study process. The Committee consists of a cross-section of key elected leaders and Village and County staff. They include the following:

- Phil Barnes, County Legislature Public Safety Committee Chair
- Dennis Fagan, Chairman of the Schuyler County Legislature
- Tony Fraboni, Village Trustee
- Scott Gibson, Village Trustee
- Tim O'Hearn, County Administrator
- Thomas Struble, Police Chief
- Mark Swinnerton, Mayor
- Bill Yessman, County Sheriff

Community Information

Watkins Glen is a 1.9 square mile village located primarily in the Town of Dix in Schuyler County, New York. A small portion of the Village is also located in the Town of Reading.



As of the 2010 Census, the population of the Village was 1,859. This represented a decline of 290 residents, or 13 percent, from the 2000 Census. The median income is estimated at $34,969, with five percent of

the population living in poverty. Ninety-seven (97) percent of the community is Caucasian. The median age is 43.2. Eighty-nine (89) percent of the population has a high school diploma.

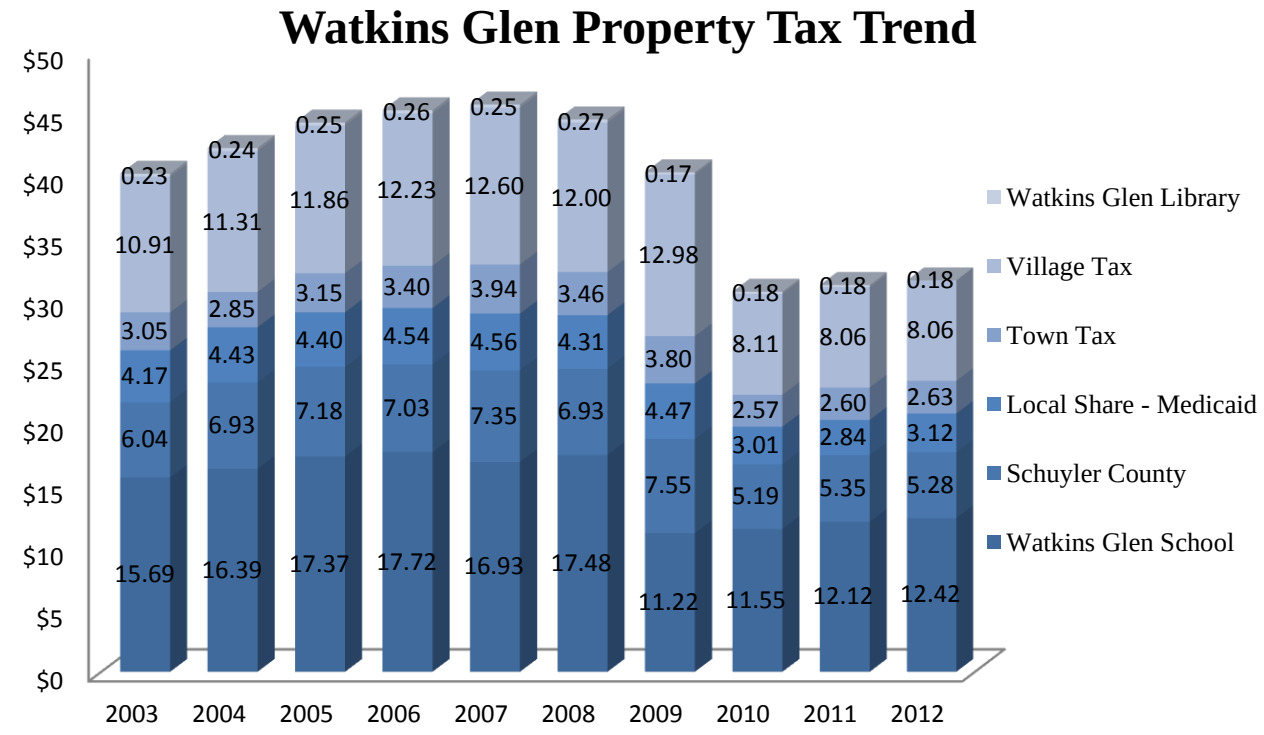
Schuyler County is rural county in the Finger Lakes Region with a land area of 328 square miles. There are 14 square miles of lakes, including a significant portion of Seneca Lake. As of the 2010 Census, the population of the County was 18,343. The population has declined by 881 people, or five percent, since the 2000 Census. The median income is estimated at $47,804, with nine percent of the population living in poverty. Ninety-seven (97) percent of the community is Caucasian. The median age is 44.2. Eighty-nine (89) percent of the population has a high school diploma.

At the southern tip of Seneca Lake, Watkins Glen is a regional center for tourism. There are a number of events in and near the Village including the NASCAR race, Finger Lakes Wine Festival, Italian Festival, the Vintage Grand Prix Race and many other smaller events. These events dramatically raise the population and increase the demands on public safety, particularly during the warmer months of May – August.

Property values and tax rates

For 2012, the Village had a taxable assessed valuation of $113.5 million in the Town of Dix, and $20.8 million in the Town of Reading. The Village tax rate was $8.06 per $1,000 of assessed value. The Village tax rate comprised about 25 percent of the overall property tax rate for a Village taxpayer.

The combined property tax rate for a Village taxpayer in Schuyler County in 2012 was $31.51. This included Village, Town, library, County, school and a local charge for Medicaid. The combined property tax rate is down from its peak of $45.64 per thousand in 2007, though it has started to rise from its lowest level of $30.61 in 2010. Some of this apparent reduction in tax liability was due to a revaluation project in the Towns of Dix and Reading to bring the assessment rolls to a 100 percent level of assessment in 2010. The tax rate went down but the property tax levy remained largely unchanged.

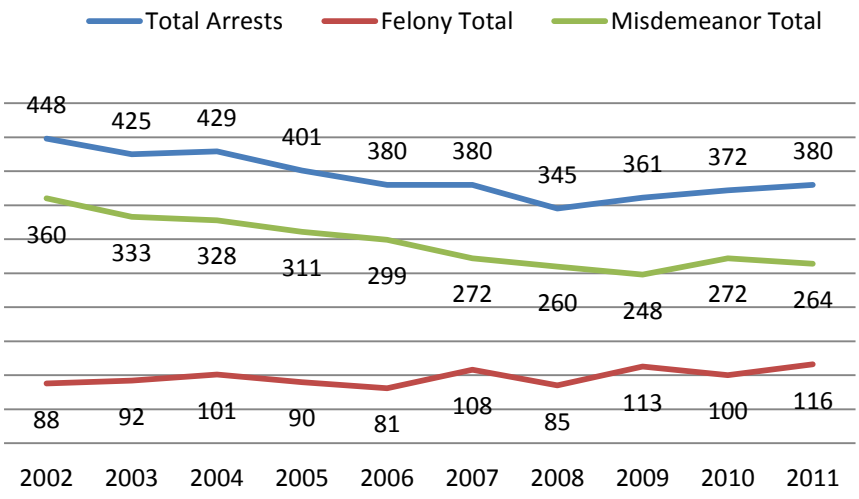


For a property in town of Dix and village of Watkins Glen.
Change from 2009 to 2010 represents a shift from 70 % to 100 % valuation
Source: Schuyler County Tax Office and Watkins Glen.

Crime Statistics for Schuyler County

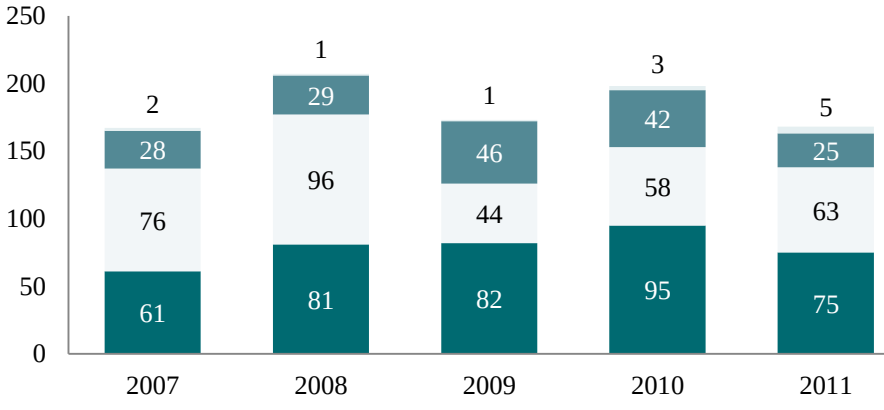
One method for evaluating crime in a community is to evaluate crime across a time period.[1] Arrests for crimes in Schuyler County have declined over the last decade, from 448 in 2002 to 380 in 2011. However, there has been an increase in felony arrests, particularly in the drug category. This matches the impression garnered through CGR's interviews that illicit drug use is a growing concern in the community.

[1] Although there are national crimes statistics available, the FBI cautions against comparing these statistics between communities because there is a great variability even between neighboring communities.



Source: DCJS, Computerized Criminal History system (as of 2/21/2012).

Watkins Glen has roughly 10 percent of the County population, yet it reported 45 percent of the index crimes in the County in 2011. It has consistently had more index crimes per capita (42 per 1000 residents) than the rest of the County (6 per 1000 residents) over the last five years.



Source: NYS DCJS Website

However, all of Schuyler County has fewer reported crimes and arrests per capita than the rest of New York. Some explanations for the higher reported rate of crime in Watkins Glen would be the large number of

visitors and the fact that the Village is the county seat and the commercial center for the County.

Watkins Glen Police Department

The Watkins Glen Police Department (WGPD) operates 24 hours a day, seven days a week with a minimum of one officer on patrol. The current staffing is one chief, one sergeant, two full time officers and ten part time officers. In addition, there are two matrons that are available to assist officers when a woman is in custody. Additional patrols are added to the department on weekend evenings, during court and when special events dictate the need for increased staffing.

The department provides a full range of services to the Village including detectives, road patrols, emergency response (including all medical emergencies[2]), evidence collection, and limited residential and vehicle lockout service. WGPD requests assistance either from the Schuyler County Sheriff's Office (SCSO) or New York State Police (NYSP) for particularly complicated events. A second car is typically dispatched for domestic disputes and other high risk events. During the weekday day shift, the second car is often the police chief. When a DWI patrol is on duty, it will act as the second car. At other times, a NYSP or SCSO officer may respond.

WGPD is dispatched by the Schuyler County Sheriff's Office. There is a contract between Watkins Glen and Schuyler County for dispatching of emergency services.

WGPD frequently responds to the Watkins Glen State Park for calls for service when the State Park Police are not available. WGPD does not typically respond to calls outside of the Village, but will go on request or to provide back up for another agency as necessary. All WGPD officers are also sworn deputies with the SCSO.

The two full time sworn police officers and the sergeant are represented by the Policeman's Association of Watkins Glen. The most recent contract between the union and the Village expired on May 31, 2012. Negotiations have not started, pending the Village making its long term plans regarding the department.

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[2] Officers are trained with CPR, AED and First Aid, but do not carry an AED. Not all certifications for this are current.

The WGPD prides itself on personal knowledge of the Village and most of the residents. Many officers are known by first name. The goal is to have each street driven by an officer on every shift. Foot patrols along main commercial areas are common during busy times. Bike patrolling is also performed during large festival events.

Police Chief

WGPD created the position of Chief in 2007 in response to a series of recommendations from a New York State Department of Criminal Justice Services report. The current Chief has been serving since the post was created. He has been with the department since 1998, when he was promoted from sergeant. He is a graduate of the FBI National Academy.

The position is responsible for overall management and leadership of the department. The Chief sets departmental policy, prepares the departmental budget, and manages day to day operations. He receives phone calls from officers related to procedural questions at all hours of the day. During interviews he noted that part time officers call him more frequently than full time officers. These additional calls, although important to the operation of the department, would not occur as frequently with more experienced officers.

The Chief's regular schedule is from 0800 to 1600 on weekdays. However, on one day of the week from 0700 to 1500 he is the only officer on duty. On that day he responds to all calls and patrols the Village. He also shares investigative duties with the sergeant.

A major responsibility for the Chief is scheduling special events. Planning for events takes multiple phone calls and many hours, particularly for larger events such as NASCAR at Watkins Glen Raceway. WGPD does not provide service on site for NASCAR, but the Village is dramatically impacted by the over 100,000 visitors during the event which necessitates extra police presence.

Sergeant

The department has only one sergeant.[3] The sergeant primarily works day shifts from Tuesday to Saturday and is the sole officer on duty whenever he is on duty. He has been with the department since 1997 and has been the sergeant since 2004. He also assists the Chief with criminal investigations, departmental supervision and administrative details. He is responsible for the scheduling of patrol staff. He is the immediate

[3] There were two in the recent past, but the position was not refilled when the incumbent Chief was promoted. Another police officer was hired instead.

supervisor for all part time officers and they frequently call him with questions. The sergeant usually follows a case from beginning to end, including the investigation. This is in contrast to a patrol officer who typically passes the investigation on to the sergeant or Chief.

Scheduling for the sergeant position has changed since the department downsized to one. Historically, the sergeant would work evening shifts and have dedicated administrative time. As noted above, the position is now largely a daytime position and as the sole officer on duty with the need to respond to calls, there is less dedicated time for administrative responsibilities. The sergeant must balance the need for responding and patrolling with the necessary administrative tasks, resulting in compromises for both.

School Resource Officer

A School Resource Officer (SRO) is assigned full time to the Watkins Glen School District during the school year. The current SRO program began in 2009 after NYSP lost grant funding and stopped its involvement. The SRO is heavily integrated into school district activities, acting as a crossing guard, making rounds through each school, teaching the DARE program to 5th grade students, participating on the district safety team, participating in lock down drills, coordinating canine searches, providing security at school events and participating in disciplinary meetings.

The school district is very satisfied with the SRO program and considers it "a 150 percent improvement" over the prior program with the NYSP. One reason may be that the prior program was shared between several school districts, while the current one is dedicated to Watkins Glen Central School District. There is no specific metric to evaluate the program, but the district expressed in interviews with CGR that it is very pleased and would like to expand it if possible.

The SRO is funded through a contract with the school district. The school district pays the hourly rate and fringe for the officers that work the road as a replacement for the SRO. The funds for the SRO come from the school district's general fund. The agreement for the 2012-13 school year is for a maximum of $25,000. There is no grant for this program, although the school district has applied for one in the past. This arrangement results in the Village subsidizing the SRO for about $20 per hour for salary and fringes.

Full Time Officers

There are four full time officers in the WGPD. The Police Chief, sergeant and SRO comprise three of the four full-time officers in the department. The fourth full-time officer is primarily scheduled for the 2300 – 0700

overnight shifts. His duties include routine patrol of the Village, response to calls for service, traffic enforcement, investigative support, and limited administrative duties related to maintaining records of his activities.

The goal of the department is to have one officer on duty 24 x 7. Additional patrol hours by part time officers supplement the full time workforce.

Part Time Officers

The part time officers worked a total of 4,494 hours during fiscal year 2011-12, filling regular shifts as well as providing additional staffing for large scale events. They are scheduled for 96 hours per week when school is in session to cover for the SRO, and 56 hours per week during non-school periods.

The range of hours worked by part time officers is wide, from as low as 39 to as high as 1,980 for a one year period. Each part time officer is paid an hourly wage of $16. All of the employees receive a contribution to their retirement which varies based on their date of hire.

Part time officers are usually hired after they have completed the first stage at the local police academy or if they are already employed as a police officer elsewhere. The selection process involves interviewing by the Chief and a background check. There is no civil service requirement for hiring part time employees. Three to five part time officers are hired each year, with many leaving WGPD to take a full time position at another department. Field training time varies from 40 hours for experienced police officers to 160 hours for new academy graduates. The cost for a new part time officer to complete training is about $3,000 in wages and benefits. Additional expense comes from time spent by department personnel to screen, interview and hire them.

Part time officers fulfill all the tasks of a full time officer. However, their schedules often preclude them from being able to follow up on certain crimes, thereby increasing the workload of the full time officers.

Court Security

WGPD provides an officer to serve in the role of court security officer during Village court sessions. On certain high risk cases, additional staffing might be added. The cost of the police officer is paid for out of the police budget.

District Attorney Investigator

One part time officer works on a regular basis as an investigator for the Schuyler County District Attorney's Office. His salary is reimbursed to

the Village by the County. Some of the money for this position comes from a state grant to assist prosecution. This officer was previously a full time officer at WGPD. The District Attorney indicates that the investigator works about 12 hours per week for the County. There is a written agreement between the County and Village for $13,000 for his services. The Village invoices the County on a monthly basis. The officer is used for investigations in Watkins Glen and throughout Schuyler County.

Festival Staffing

The police department provides dedicated staffing at multiple events in the Village. Since 2012, the Village has begun charging event promoters for this service. The charge is based on the hourly wage paid to the police officer for their time working at the event. The charge is calculated after the event. The table below summarizes the number of hours worked at events in 2012 and the charges to the promoter. The average hourly charge was $24.46 based on full time officers working overtime wages and part time officers working at regular wages. There is no charge to the promoter for fringes.

WGPD Festival Staffing 2012		
	Hours	Billing
Seneca Lake Wine and Food	16	$ 594
Vintage Race	100	$ 2,154
Cardboard Boat Regatta	16	$ 456
Village Christmas	38	$ 902
Italian Festival	150	$ 3,723
Total	**320**	**$ 7,829**

WGPD dedicates approximately 132 hours of staff time during NASCAR weekend solely to the influx of people for the event. These hours include egress traffic on Sunday and Monday and scheduling extra officers over the weekend to assist with the major influx of visitors. For comparison purposes, a regular weekend (Friday to Sunday) typically involves 84 hours worked. Since regular patrol hours are still required, NASCAR increases the hours worked by over 150 percent, but WGPD is not reimbursed by NASCAR for any of the increase. NASCAR is not subject to the Village's event reimbursement policy since NASCAR does not request event support from the Village and the event occurs outside the Village. The burden placed on the Village is directly related to NASCAR, but the extra Village patrol coverage that is required is the Village's responsibility. Thirty-two of the extra hours are paid out of STOP DWI money; the rest are covered by the WGPD budget.

The payroll for the special events constitutes approximately 2.5 percent of the WGPD annual expenditures for wages.

Stop DWI Activities

Schuyler County and WGPD both participate in a New York State Stop – DWI program that allows for dedicated DWI patrols to be paid for by funds from DWI fines. WGPD places an officer on patrol from 8:00 pm to 2:00 am on Friday and Saturday solely for the purpose of interrupting DWI events. DWI funding is also used to provide additional traffic enforcement during other high risk time periods. The funding pays for the hourly wage of the officers, but not fringe benefits, and some may also be used to purchase traffic enforcement equipment such as radar guns and video cameras.

Vehicles

The department operates four vehicles. Three of the four have logged more than 100,000 miles and the fourth is at 97,000 as of the writing of this report. A replacement vehicle was budgeted and then removed from the budget in 2012. However, a new Ford SUV has been ordered as of April 2013 (FY 2013). The new vehicle will replace the 2004 Chevy Tahoe. The two vehicles primarily used for road patrol have four wheel drive to allow them to easily respond to events in the hilly area of the Village in all road conditions.

WGPD Vehicles				
Year	Make	Model	Miles	Comments
2004	Chevy	Tahoe	146,600	Spare vehicle or prisoner transport
2004	Dodge	Stratus	112,000	Undercover and chief's car
2007	Dodge	Durango	113,000	Dayshift and DWI shifts. Has license plate reader.
2008	Dodge	Durango	97,000	Evening, Overnight and SRO

Source: WGPD

Essential Equipment

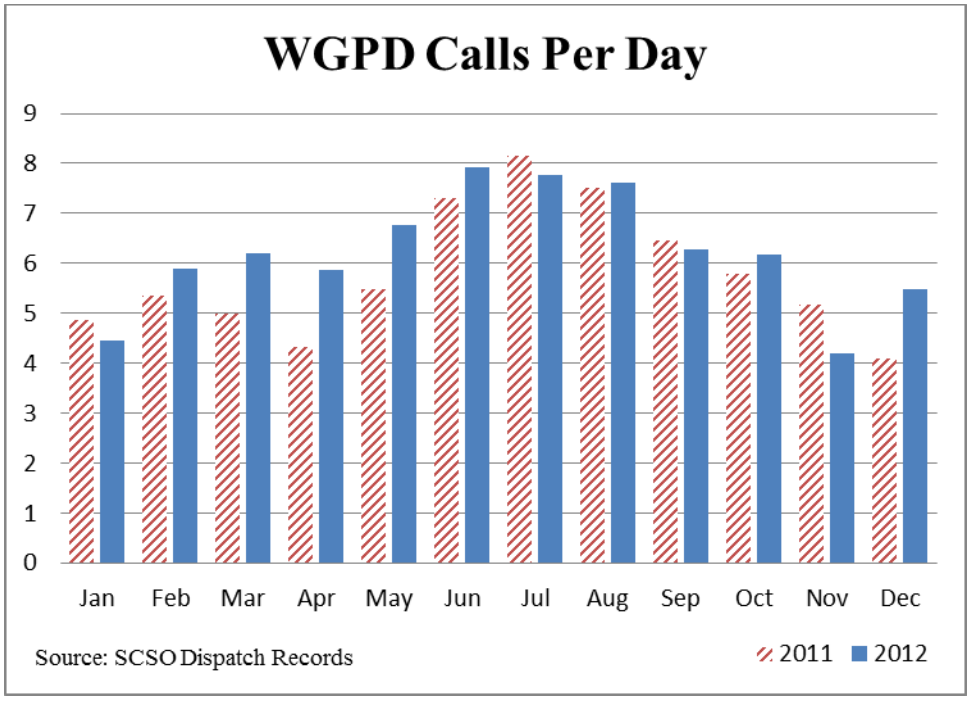
Operational equipment for the department includes Glock .40 Caliber handguns, AR-15 patrol rifles, Remington 870 shotguns, TASERS and vehicle unlock kits. WGPD also owns duty gear and uniforms (with spares) for all officers. There are laptops for every patrol vehicle, four office computers and a fax machine. A portable video surveillance system with several discreet cameras has been purchased by the department through a grant and has been used several times to assist in apprehending a suspect.

Staffing Changes

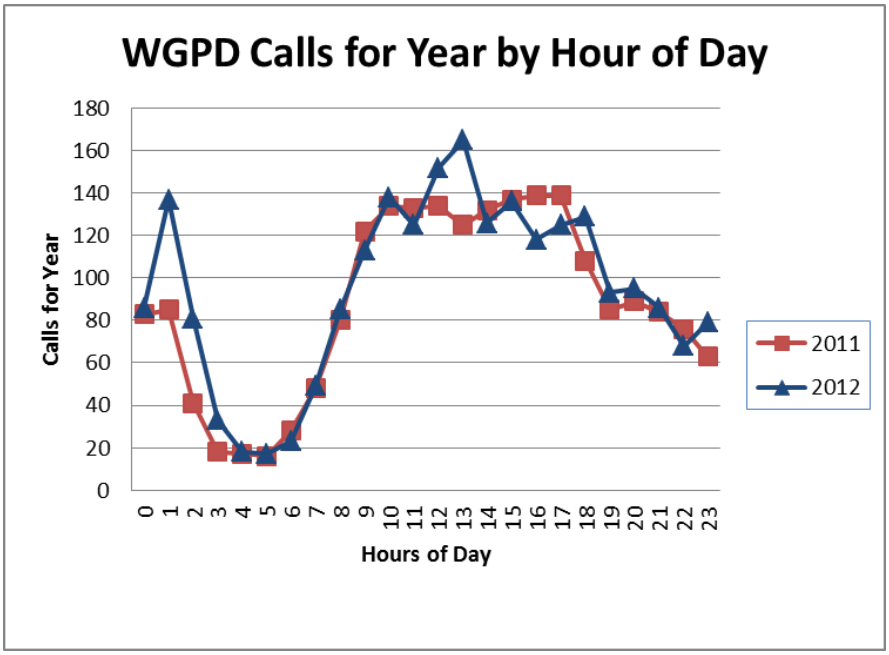
WGPD increased from 5 full time officers in 2007 to 6 in 2009, but dropped back to 4 full time officers (this includes the Chief and Sergeant) in 2012. As noted earlier, the reduction in manpower has forced the Chief to respond to calls one day per week. Additional part time hours have been added to ensure there is adequate road patrol staffing.

Calls for Service

Calls for service are a measurement of work performed by the department and are often used as a barometer of the demand for service in a community. WGPD responded to a total of 2,116 calls in 2011 and 2,279 calls in 2012. Over the two years, the combined average was 6 calls per day. However, as might be expected, CGR noted some seasonal variation with an increase in call volume during June, July and August, likely related to seasonal events.



Analysis of the calls revealed they are not equally distributed across the hours of the day. There are typically very few calls in the early hours of the morning. Over the course of calendar 2012, the department received a total of 358 calls between the hours of 0100 and 0700, or less than one call per day during those hours. Our interviews revealed that it is not uncommon for officers to go several days with no calls during those hours. The peak hours for calls are between 0900 and 1900, topping out at slightly more than 2.5 calls per hour between 1000 and 1700.



The calls fielded by WGPD represent a broad range of request types. The dispatch center categorized 144 different types of calls during the two years where data were available for review. The top ten types of calls account for roughly half of the calls received by WGPD. Most categories are self-explanatory. "Aided Case" is a call where an officer generally assists the public in a way that does not easily fall into another category.

Top 10 Incident Types Over 2011 & 2012			
Watkins Glen		**2011**	**2012**
Percent of Total Calls		**50%**	**51%**
1	LOCKOUT - VEHICLE	226	209
2	AIDED CASE	157	238
3	V&T COMPLAINTS	151	126
4	PROPERTY DAMAGE	135	136
5	EMS	65	117
6	BURGLARY	87	86
7	HARASSMENT	79	70
8	ASSIST CITIZEN	57	64
9	DIS CON/DISTURBANCE	54	59
10	PROPERTY FOUND	54	59

Source: SCSO

Traffic Enforcement

Call data provided by the SCSO does not include all traffic enforcement activities. The reported calls do contain some activities that might result

in the issuance of a citation. However, there are many individual traffic stops performed by officers on patrol that do result in a citation, and these are not routinely recorded in the dispatch records system. Traffic enforcement is the largest activity measured by tickets issued of all incident types, and it exceeds the top three incident types combined (noted in the previous table) on an annual basis.

WGPD Uniform Traffic Tickets Issued				
	2010	**2011**	**2012**	**Average**
January	27	104	41	57.3
February	60	40	47	49.0
March	54	69	49	57.3
April	36	124	38	66.0
May	42	360	103	168.3
June	81	150	81	104.0
July	87	90	69	82.0
August	96	99	62	85.7
September	72	73	69	71.3
October	96	45	53	64.7
November	76	51	35	54.0
December	55	37	46	46.0
Total	**782**	**1242**	**693**	**906**

Source: WGPD TRACs Data

The ticket issuance pattern is similar to the calls for service experienced in the Village, with a lower volume in colder months and a higher volume in warmer months likely associated with an increase in tourists. May 2011 is an extreme outlier in the data in that it contains more than 25 percent of all citations for that year. The three busiest months for issuing tickets over the two year period were May, June and April 2011, respectively.[4]

Staffing Demand Analysis

The International Association of Chiefs of Police (IACP) has a formula that is often used to determine the staffing needs of a community based on call volume, shift length and time off allowances. The call volume does not include traffic stops, as they are not recorded in the dispatch system. Likewise, the time on a call is an estimate based on industry standards.

[4] It is important to note that activity during these three months was generated in conjunction with a federal grant dedicated to traffic and seatbelt enforcement. This grant is not ongoing making these months an anomaly to the overall pattern of tickets issued.

The findings produce a recommendation for staffing, but this recommendation must be considered with caution in smaller jurisdictions.

IACP Relief Factor Staffing Analysis for WGPD		
Metric		**Defined**
Public Initiated Events over 24 month period 1/1/2011 to 12/31/2012	4,395	Public initiated events exclude routine activities such as traffic enforcement details and building checks
Annual Public Initiated Event Average over 24 month period	2,198	
Annual Time on Calls (in hours)	1,648	Time a unit spends per event (estimated as 45 minutes[5]) multiplied by annual event number
Patrol Factor	3	Assumes officers spend 1/3 of their time on a call for service, the rest on patrol
Time on Tasks	4,944	Annual calls multiplied by 3(time on calls multiplied by Patrol Factor)

Based on the above analysis, WGPD has officers assigned to calls for an estimated 1,648 hours per year. The presumption is that appropriate law enforcement requires an officer to respond to calls for one third of their shift and perform other activities (patrol, report writing, investigations) for the remaining two thirds of their shift. For WGPD, this results in a calculated "time on task" of 4,944 hours for the year. A single patrol unit operating 24 hours a day provides 8,760 hours of available time per year. Although it is possible for a department to choose to operate only select hours per day, the current policy of the Village is to remain in service around the clock. The remaining analysis uses the minimum hours a single officer is available to meet the 24 x 7 expectation.

[5] IACP suggests a standard of 45 minutes per event when actual times are not available.

IACP Relief Factor Staffing Analysis for WGPD Based on Single Patrol		
Metric		**Defined**
One Car Operation Minimum	8,760	
Patrol Shift Hours	8	Length of shift
Annual Patrol Hours	2,920	Length of shift multiplied by 365
Patrol Elements Needed for Call Demand	3.00	Time on task divided by patrol hours
Scheduled Hours	2,080	Based on union agreement
Average Leave Taken (Hours)	200	Estimated time taken off for sergeants and officers
Hours Officers Available to Work	1,880	Scheduled hours minus average leave taken
Officers Needed per Patrol Element (Availability Factor)	1.55	Patrol hours divided by number of hours officers work annually
Road Patrol Elements	4.66	Number of full time officers needed to meet current staffing scheduled

Based on the application of the IACP staffing analysis, WGPD would need to employ 4.7 full time equivalent (FTE) officers to staff a single patrol unit at all times. This analysis does not consider the administrative tasks performed by the Chief, the School Resource Officer or dedicated DWI patrols.

The department has two full time officers dedicated to patrol with the SRO providing additional patrol support in the summer. The remaining patrol hours are staffed by part time officers. In 2011-12, part time officers worked 6,132 hours or the equivalent of 3.0 full time officers. The part time officers' hours do include standby events and DWI patrols.

In total, the WGPD has approximately 5.0 FTE officers (including part time and full time officers but not including the chief or SRO) covering the Village 24 x 7. Therefore, it appears that WGPD has an appropriate staffing level to provide a single patrol officer on duty at all times.

Police Department Expenses and Revenue

WGPD has undergone frequent changes to its operation in an effort to reduce costs and maintain service. For this report, the actual departmental revenue and expenses for fiscal year 2011-12 were considered.

WGPD Revenue and Expense FY 2011-12	
Departmental Revenues	
Stop -DWI Receipts	$ 12,360
Police Fees	$ 253
Total Revenues	**$ 12,613**
Departmental Expenses	
Personal Svcs (Wages and Salaries)	$ 339,939
Crossing Guard Wages	$ 3,620
Grant Rev for Personal Services *	$ (16,836)
Contract Expenses	$ 8,440
Contract Expenses - Utilities	$ 2,403
Contract Maintenance and Repairs	$ 11,603
Gasoline	$ 17,707
Contract Insurance Expenses	$ 16,091
Retirement Expenses	$ 71,094
Health Insurance	$ 48,511
Workers Comp	$ 4,463
FICA/MED	$ 22,719
Disability	$ 342
Total Expenses	**$ 530,095**
Net Police Expenses	**$ 517,482**

Source: Village data
* This grant is shown as a negative expense in the village budget. This is for the SRO.

The final cost of the department in 2012-13 will be less than 2011-12 as the department has reduced the use of part time staff by 8 hours per week. To accommodate for the reduction, the Chief has shifted to road patrol one day per week, and the department is billing promoters for services at large events.

The net $517,500 spent on police services represents 21 percent of the general fund budget for the Village. The average net cost per day of the department is $1,418.

Schuyler County Sheriff Office

The Schuyler County Sheriff's Office is a full service rural law enforcement operation that provides primary coverage to 326 square miles and 90 percent of the population of the county. The office provides road patrol, security for county buildings, and dispatch (the County's only public safety answering point), and also manages a 30 bed jail facility. This study focuses primarily on the road patrol function, though we consider dispatching in explaining the interaction between the SCSO and the WGPD.

The Sheriff's Office is headquartered at the County Office Building in Watkins Glen. The Office is led by the elected Sheriff and the appointed Undersheriff. The road patrol is staffed by ten deputies, three sergeants and two lieutenants. The typical patrol staffing pattern is to have two officers on duty at all times.

Sheriff and Undersheriff

The Sheriff has been with the office for 28 years. He ran unopposed during the 2009 election and began his second 4 year term in 2010. His responsibilities include being the primary law enforcement officer in the County, directing operations of the County Corrections facility, and overseeing management of the County 911 public safety dispatch center.

He generally works normal business hours, but attends numerous meetings outside daytime hours and will respond to emergency situations at any hour. He is also the director of the police academy that serves the Southern Tier. He is involved in many community activities and serves on multiple boards in the area.

The Undersheriff is appointed by the Sheriff and has direct oversight of the road patrol division. The current Undersheriff has been with SCSO for 19 years. He began his career as a part time officer with WGPD before being hired by SCSO.

Road Patrol Staff

The road patrol is staffed by seven deputies, two sergeants and a lieutenant. Deputies work five days on and two days off. All road patrol deputies are full time employees. There is no rotation in the staffing schedule. The deputies are scheduled to work the same five 8 hour shifts each week. The shifts are 2300 to 0700, 0700 to 1500 and 1500 to 2300. There are a minimum of two deputies on patrol at all times. Scheduling

logistics cause there to be three deputies on duty on Tuesdays. The overall number of deputies assigned to road patrol has remained constant over the last 10 years.

Three additional deputies are assigned to County Building security. One of those deputies also works on road patrol two days per week.

Deputies are hired through a civil service process and must be residents of Schuyler County to be eligible. The residency requirement is new in the last ten years and has significantly reduced the turnover in the department. The deputies are represented by the Schuyler County Road Patrol Association.

Deputies may receive additional training as canine officers or as part of the navigation (marine) patrol.

The County is divided into two zones (east and west), and road patrol deputies are assigned to one or the other during their shift. Deputies are the primary responders to all areas outside of Watkins Glen. They respond on a closest car basis, and when necessary they will respond to assist the other car.

Deputies are all assigned a .40 caliber Glock pistol, a patrol rifle, TASER and uniforms including bulletproof vests.

Part Time Officers

The SCSO has a limited number of part time officers that do not routinely perform road patrol activities. The part time officers are used primarily for security at the Social Services office and to supplement court security.[6] Part time officers are also hired off of a civil service list.

Detectives

One lieutenant and one sergeant perform the role of detective for SCSO. They complete all felony level investigations, conduct background investigations on County employees, perform necessary interactions with registered sex offenders and maintain all evidence storage. As appropriate, detectives from the department will conduct drug sting operations and interact with confidential informants. The workload varies significantly depending on the types of investigations needed. The staffing level for the department is currently able to handle the assigned workload.

[6] Primary court security is provided by the New York State court system.

The detectives work closely with both WGPD and NYSP. NYSP in particular is called upon to assist with more complicated criminal investigations including some of the violent felonies.

Navigation Division

SCSO conducts specific patrols of waterways primarily from May to October. Seneca Lake is patrolled by a 1997 25 foot OMC Hydro Sport boat. An 18 foot Nitro Bay boat is trailered between Cauyta, Waneta and Lamoka Lakes as needed. It is staffed per diem by reassigning road patrol deputies and part time deputies. The Navigation Division also provides boater safety courses. In 2011, there were 159 patrol hours, and 240 citations were issued.

Vehicles

SCSO operates nine marked vehicles as a part of the road patrol. There is a mix of owned and leased vehicles in the fleet. The average mileage of the vehicles is 60,000. In addition, there is a marked vehicle for County Building security, three for special service, and two reserve vehicles. There are also four unmarked vehicles assigned to command staff. The SCSO operates a total of 19 vehicles.

Essential Equipment

In addition to the equipment personally assigned to the deputies, each vehicle is equipped with radios, laptops and radar equipment. Automated external defibrillators are moved from vehicle to vehicle when they are assigned to patrol. TASER devices are assigned to on duty officers. There are several personal wearable digital video cameras that officers can use while on patrol. The SCSO recently acquired a thermal imaging camera to assist in surveillance, patrol and searches. The deputies and detectives appear to be adequately equipped to accomplish their assigned duties.

NASCAR at the Glen

The single largest event managed by the SCSO is the NASCAR race at Watkins Glen International. This event is held the second weekend of August every year. In order to manage the event, the Sheriff declares a state of emergency and requests assistance from law enforcement officers from across the state. The officers are temporarily sworn in as deputies for SCSO and assigned policing tasks at the raceway. The cost of services for the event is charged directly to the promoter. The officers who work the event, including any SCSO staff, are considered contractors to the promoter and are paid by third party pay arrangements.

Stop DWI

The Stop DWI program for all of Schuyler County, including WGPD, is administered by the Undersheriff. In 2012, SCSO received about $26,000 in revenue from the program. The expenses are all directly related to DWI enforcement including additional patrol hours, disposable supplies for screening, alcohol sensors and other equipment. This is a recurring revenue stream based on the fines levied for DWI violations.

Animal Control Officer

Schuyler County employs a full time animal control officer (ACO) that responds to many of the animal related complaints that occur in the County. According to dispatch records, the officer responded to 407 events in 2011 and 387 events in 2012. The ACO operates under a separate budget from the road patrol.

Dispatch

SCSO staffs the only public safety answering point (PSAP) in Schuyler County. There are two dispatchers assigned at all times. The dispatchers are responsible for all communications from answering the 911 call to supporting the responding resources. In addition to SCSO, the dispatchers support WGPD, NYSP, nine fire departments, three ambulance services and several public works departments. Dispatchers are corrections officers and also have responsibilities to provide support for the jail facility. In 2011, dispatch received 60,011 non-emergency calls and 6,769 emergency calls.

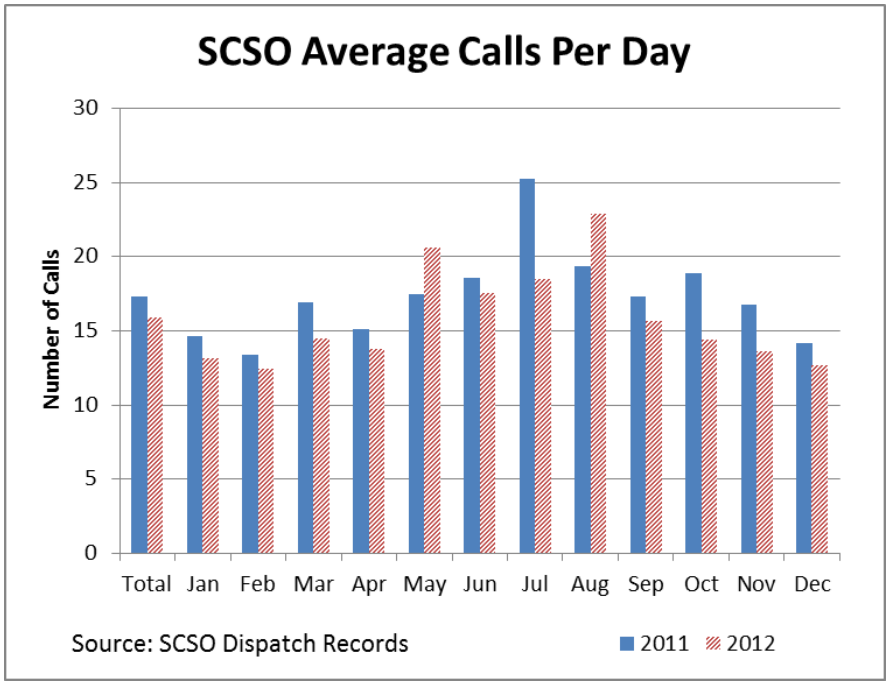
Dispatch uses a computer aided dispatch (CAD) system to record event information such as location, type and time, but the system has been determined to be too cumbersome to be used for tracking specific time events for the majority of calls. Instead, the office uses a manual handwritten logging system for events. Each dispatcher keeps their own personal log. The office is scheduled for an upgrade in 2013 to allow for computerized tracking of events.

Calls are assigned to deputies on a closest car basis. In some cases, a NYSP trooper maybe the closest officer to an event and may be assigned. In 2011 and 2012, NYSP responded to slightly more than one call per day from SCSO.

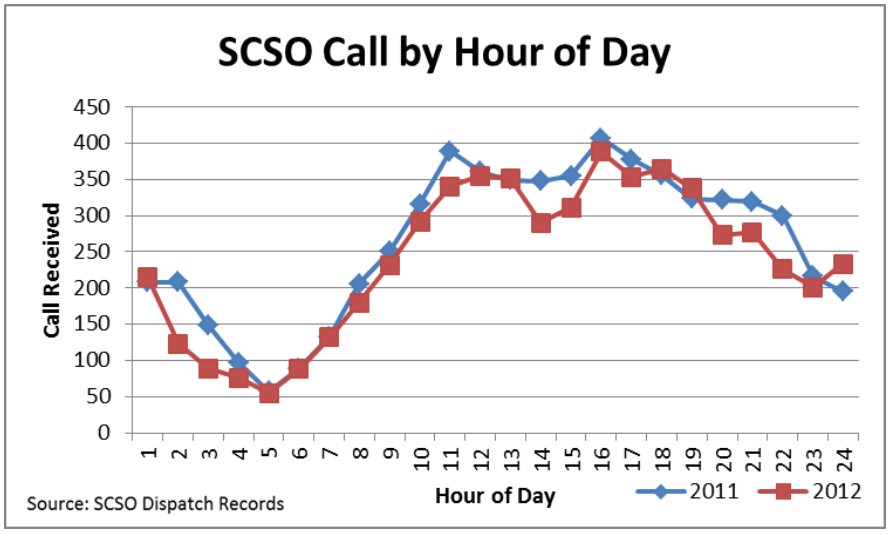
The radio system, although functional, is planned for a capital upgrade in the near future. This will be a significant expense and grant funding is being sought to help defray the cost.

Calls for Service

SCSO responded to a total of 6,331 calls in 2011 and 5,784 calls in 2012. Over the two years, the combined average was approximately 16 calls. However, as noted with the WGPD, there are seasonal variations in the data with the call volume increasing during May, June, July and August each year.



Calls also vary by hour of the day. There are very few calls in the early morning hours. In calendar 2012, the SCSO received approximately 2 calls per day between 0100 and 0700. Similar to the WGPD, the peak hours for calls are between 0900 and 1900.



The type of calls fielded by SCSO represents a broad range of categories. The dispatch center categorized 144 different call types during the two years of data that were available for review. The top fifteen types of calls account for roughly half of the calls received by SCSO. Most categories are self-explanatory. "Aided Case" is a call where an officer generally assists the public in a way that does not easily fall into another category. The chart below shows the top-15 call types received during 2011 and 2012. Several of the top call types, including record checks, dog found and animal complaints, are routinely handled by SCSO employees other than a member of the road patrol.

Top 15 Incident Types Over 2011 & 2012				
Schuyler County Sheriff's Office		**2011**	**2012**	**Total**
	Percent of Total Calls	49%	48%	48%
1	HARASSMENT	324	261	585
2	PROPERTY DAMAGE	310	262	572
3	RECORDS CHECK	253	305	558
4	DEER	274	228	502
5	BURGLARY	229	238	467
6	AIDED CASE	248	198	446
7	DOG COMPLAINT	206	203	409
8	LOCKOUT - VEHICLE	234	167	401
9	DOMESTIC DISPUTE	186	132	318
10	ASSIST OTHER LEGAL AGENCY	124	188	312
11	DOG FOUND	162	127	289
12	ANIMAL COMPLAINT-OTHER ANIMAL	165	123	288
13	OTHER	133	120	253
14	ASSIST CITIZEN	90	154	244
15	DISORDERLY CON/DISTURBANCE	134	95	229

Source: SCSO Dispatch Data

Uniform Traffic Tickets

Traffic tickets are not tracked by the dispatch system but instead are tracked in a separate database. The only data considered for this report is the aggregate data shown in the chart below.

SCSO Uniform Traffic Tickets Issued	
2010	1,384
2011	691
2012	821
Three Year Average	**965**

Source: SCSO data

While the three year average was 965, deputies issued more than double the number of tickets in 2010 as in 2011. 2012 showed an increase of almost 20 percent in tickets issued compared to 2011, but the 2012 total was still below the three year average, and over 40 percent below the 2010 total.

Staffing Demand Analysis

Similar to the WGPD analysis above, the IACP formula was also used to evaluate the adequacy of staffing in the SCSO. The results of the formula should be used to estimate the number of officers needed to respond to calls for service. However, as already noted, the formula does not take into account administrative or investigative responsibilities. Similarly, it does not consider specific patrol activities such as the navigation or DWI patrols that are conducted by the SCSO. The staffing for specific patrol activities is in addition to the routine patrol elements considered in the formula. It should also be noted that because there is no tracked data for the SCSO related to call durations, an estimated time of 45 minutes per call is used for each event.[7]

IACP Relief Factor Staffing Analysis for SCSO		
Metric		**Defined**
Public Initiated Events over 24 month period 1/1/2011 to 12/31/2012	12,115	Public initiated events exclude routine activities such as traffic enforcement details and building checks
Annual Public Initiated Event Average over 24 month period	6,058	
Annual Time on Calls (in hours)	4,543	Time a unit spends per event (estimated as 45 minutes) multiplied by annual event number
Patrol Factor	3	Assumes officers spend 1/3 of their time on a call for service, the rest on patrol
Time on Tasks	13,629	Annual Calls multiplied by (time on calls multiplied by Patrol Factor)

[7] This represents an industry standard set forth by the IACP when actual times are not available.

Patrol Shift Hours	8	Length of shift
Annual Patrol Hours	2,920	Length of shift multiplied by 365
Patrol Elements Needed for Call Demand	4.67	Time on task divided by patrol hours
Scheduled Hours	2,080	Based on union agreement
Average Leave Taken (Hours)	300	Estimated time taken off for sergeants and officers
Hours Officers Available to Work	1,780	Scheduled hours minus average leave taken
Officers Needed per Patrol Element (Availability Factor)	1.64	Patrol hours divided by number of hours officers work annually
Road Patrol Elements	7.66	Number of full time officers needed to meet current staffing scheduled

The IACP formula estimates that the SCSO requires 7.7 full time equivalent officers to handle the current call volume. The current staffing level is 7.5 deputies and 2 sergeants.

Sheriff's Road Patrol Budget

The Sheriff's Road Patrol Budget for 2012 was $1.62 million while the 2013 Budget is $1.39 million, a reduction of nearly $230,000 or 14 percent. The primary change in the budgets is a reduction in the amount budgeted for special events closer to what was actually spent.

2011 ACTUAL EXPENSES		
PERS SVCS REGULAR	$	795,832
PERS SVCS OT	$	61,622
PERS SVCS PT	$	38,109
DRUG INVESTIGATIONS	$	325
EQUIPMENT	$	-
EQUIPMENT-OTHER	$	930
CAR	$	55,676

RADIO EQUIPMENT	$	859
CENTRAL GARAGE	$	4,430
SPECIAL EVENTS	$	137,855
CELLULAR PHONE	$	3,882
CONT EXP - MISC	$	440
INSURANCE	$	39,270
MAINT OF EQUIP	$	824
POLICE SUPPLIES	$	1,695
PRINTING	$	-
TELEPHONE	$	8,295
TRAVEL EXPENSE	$	-
UNIFORM CLOTHING ALLOW	$	7,332
CAR OPERATION & EXPENSE	$	107,617
RADIO MAINTENANCE	$	7,207
TRAINING	$	2,574
TEAR GAS, FLARES, AMMO	$	2,507
TOTAL EXPENSES	**$**	**1,277,278**

The Sheriff's Road Patrol Budget for 2011 also had $332,279 in revenue from fees and other income. The net cost of the road patrol was $945,074.

Fringe benefits are not included in the above-shown expenses. Across the department, the average cost of fringe benefits is 65 percent of the base wages of a deputy. For example, one deputy with the department for 10 years has a budgeted salary of $46,291 and a budgeted fringe amount of $29,033 (63 percent). Deputies hired since 2011 will have lower fringe amounts as they are required to contribute more for health insurance and participate in a different pension benefit tier that requires higher employee contributions.

The 2013 Road Patrol Budget represents about 3 percent of the County's total expenses. There is $381,500 budgeted in revenue for the Road Patrol. The $1 million net cost of the Road Patrol represents about 10 percent of the total County tax levy.

NEW YORK STATE POLICE

The New York State Police (NYSP) maintains a station in Montour Falls at the NYS Fire Academy. The station is the base for six officers working 12 hour shifts for both Schuyler and Yates Counties. Typical staffing is to have two officers on patrol throughout the area. The NYSP contingent in the area is just a small fraction of the 4,500 sworn personnel in the NYSP.

There are a multitude of resources, from aviation to SCUBA, that NYSP can bring to bear when requested during an event.

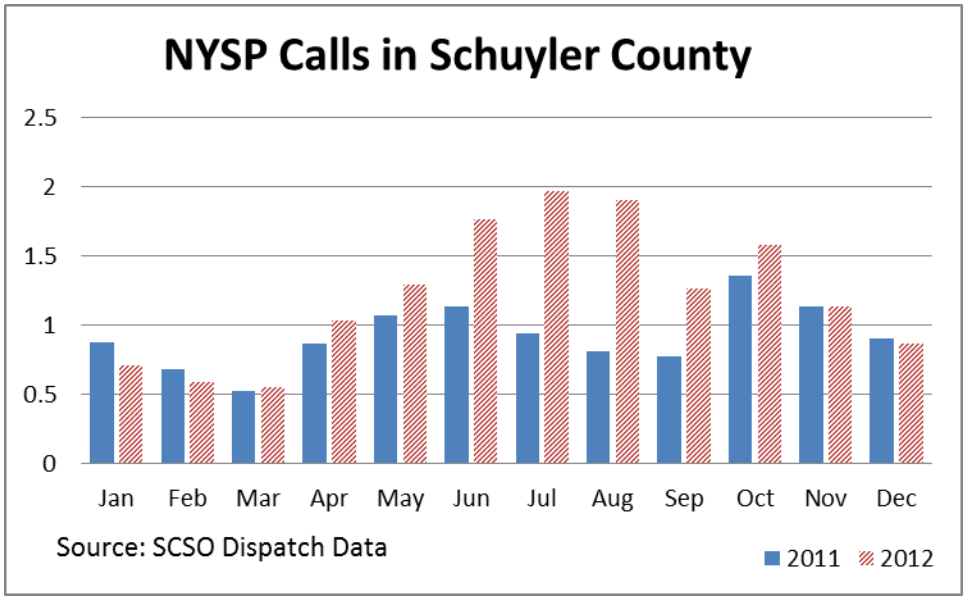
NYSP resources in the County adhere to the closest car concept and respond regularly to requests dispatched by the County. Based on CGR's interviews, the supervisory captain for Troop E believes that NYSP could assist with more incidents if additional requests were made of the agency. NYSP handles its own investigations on calls it receives.

The NYSP provided SROs to Watkins Glen and Odessa School Districts from 2002 to 2010, but this program ended due to budgetary restrictions, and the troopers involved were reassigned to patrol.

Calls for Service

The data below is drawn from SCSO dispatch information. It represents the calls that were assigned to the NYSP by the SCSO dispatch center during 2011 and 2012. It should be noted that NYSP is also dispatched by other sources (e.g. Yates County). Thus, the information presented here is not intended to portray all of the activity of the NYSP, but only activity related to Schuyler County. Additionally, there may be additional calls for service in the community that are not represented here because the NYSP was dispatched by the State Police operation.

NYSP responded to 336 SCSO dispatched calls in 2011, increasing by 33 percent to 448 calls in 2012.



The top 10 incident types for 2011 and 2012 are similar in distribution to those found elsewhere in the community. Traffic stops are not reported as part of the incident types and are a likely source of additional calls.

Top 10 Incident Types Over 2011 & 2012			
NYSP		2011	2012
Percent of Total Calls		54%	51%
1	PROPERTY DAMAGE	38	51
2	DEER	36	43
3	BURGLARY	16	26
4	RECKLESS DRIVING	18	21
5	PERSONAL INJURY	20	16
6	DOMESTIC DISPUTE	14	18
7	HARASSMENT	9	19
8	DIS CON/DISTURBANCE	10	15
9	AIDED CASE	11	10
10	CHECK WELL-BEING	10	9

Source: SCSO Data

NYSP provide an additional resource to the Village and County without a local cost (i.e. the cost is otherwise borne by state tax payers). The resources are based in the County and close to the Village though they must be shared with neighboring areas as needed.

New York State Park Police

The New York State Park Police were not analyzed as part of this report as they do not routinely respond to events outside of the several state parks in the County, including the Watkins Glen State Park located in the Village. They are not dispatched through the 911 system, but they will request assistance from both WGPD and SCSO as needed. There was not a specific analysis of calls in the State Parks as the addresses were not readily available from the dispatch system.

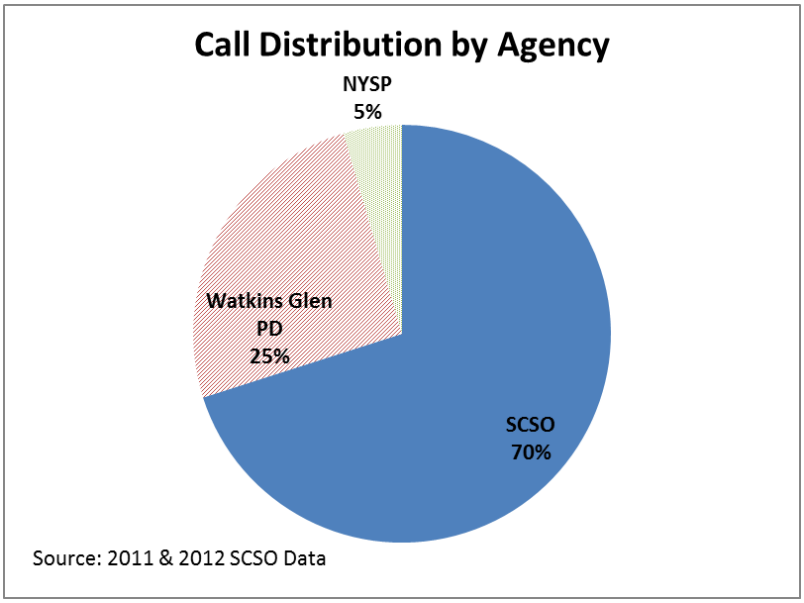
Key Considerations

CGR has identified several focus areas that will be considered in the next phase as we develop options for the future of law enforcement in Watkins Glen. We believe that each of these areas will need to be addressed going forward, either by considering a modification to the existing service or validating the current state.

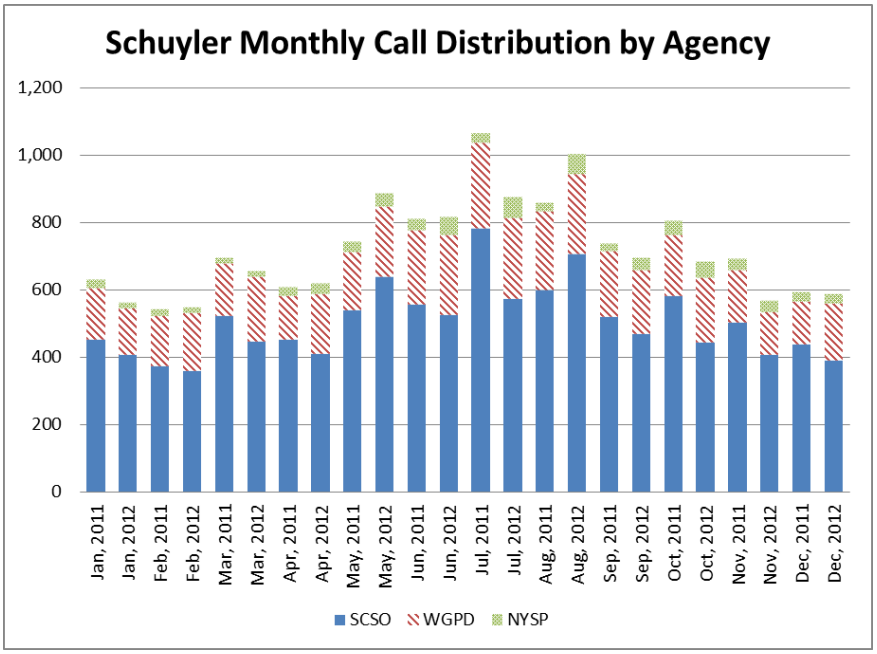
Calls for Service (Whole County)

In order to evaluate potential options for law enforcement, it is useful to consider the aggregate demand for service in the County as a whole. Using

SCSO dispatch data, the SCSO is revealed to be the agency responding to the vast majority of services in the County.



The distribution of calls across the calendar year again shows that there is an increase in call volume during the warmer months and a decrease during winter months. The agencies roughly maintain their relative share of calls taken regardless of the time of year.



Based on the whole County's call volume, it is possible to project the number of full time officers needed to meet the demand of calls for

service. This analysis follows the same assumptions that were applied to the staffing analyses for the individual departments.

IACP Relief Factor Staffing Analysis for Schuyler County		
Metric		**Defined**
Public Initiated Events over 24 month period 1/1/2011 to 12/31/2012	17,292	Public initiated events exclude routine activities such as traffic enforcement details and building checks
Annual Public Initiated Event Average over 24 month period	8,646	
Annual Time on Calls (in hours)	6,485	Time a unit spends per event (estimated as 45 minutes) multiplied by annual event number
Patrol Factor	3	Assumes officers spend 1/3 of their time on a call for service, the rest on patrol
Time on Tasks	19,454	Annual calls multiplied by (time on calls multiplied by buffer)
Patrol Shift Hours	8	Length of shift
Annual Patrol Hours	2,920	Length of shift multiplied by 365
Patrol Elements Needed for Call Demand	6.66	Time on task divided by patrol hours
Scheduled Hours	2,080	Based on union agreement
Average Leave Taken (Hours)	300	Estimated time taken off for sergeants and officers
Hours Officers Available to Work	1,780	Scheduled hours minus average leave taken
Officers Needed per Patrol Element (Availability Factor)	1.64	Patrol hours divided by number of hours officers work annually
Road Patrol Elements	10.93	Number of full time officers needed to meet current staffing scheduled

The resulting projection of needed full time road patrol officers is 11. This is 1.4 FTE lower than the individual IACP analyses added together (7.7 for SCSO and 4.7 for WGPD). The difference involves the adjustment in the WGPD formula to account for a single officer in Watkins Glen at all hours. Based on the formula, the County requires less full time equivalent officers than are currently employed. The presence of the NYSP provides an additional resource that can help respond to events in the community and would allow a buffer when considering staffing levels.

As noted in the individual IACP analysis, this does not consider the need for dedicated patrols or staffing for special events.

Existing Shared Services

SCSO and WGPD share multiple services and have a very close working relationship. The SCSO dispatches for WGPD under a written contract for $9,000 a year. The SCSO allows WGPD to use its fingerprint machine saving WGPD from having to purchase their own. SCSO administers the Stop DWI program and provides significant funding to WGPD based on the fines generated. WGPD provides a part time investigator to assist the district attorney. WGPD staff work for SCSO at Watkins Glen Raceway. Both agencies provide back up to each other for high risk calls.

There is a high level of trust between the departments, yet there are unique workplace cultures in each organization. This existing cooperation can serve as the foundation for additional joint services. The current cooperation already saves financial resources for both the County and Village.

Full Time versus Part Time

WGPD would not be able to provide the level of service it currently does without the use of part time personnel. The full time staff at WGPD worked approximately 8,200 hours in fiscal year 2012 and part time staff worked 6,132 hours. The average hourly wage plus fringes for a full time officer is $41.57. For a part time officer, the average is $20.59. There is an obvious hourly savings from using a part time officer.

However, the hourly rate should not be the only consideration for comparing part time officers to full time officers. Part time officers remain with the organization for a relatively shorter time compared to full time officers. On an annual basis, several part time officers need to be hired and trained at a cost of about $3,000 per officer, not including expense from existing staff time devoted to training and screening.

Because of their frequent turnover at WGPD, part time officers are less able to develop familiarity and relationships in the community. Additionally, they must frequently turn over their investigations for other officers to conduct resulting in higher case-loads for full time officers.

Large Festivals and Special Events

The multiple events in the County place a significant burden on law enforcement. SCSO responds to their single large event, NASCAR, by declaring a state of emergency, requesting mutual assistance from across New York, and the expenses related to that event are borne chiefly by the NASCAR promoter. WGPD has numerous smaller events that they handle by using their part time staff and full time staff on overtime. The promoters do cover the payroll costs for those events, but rarely cover all expenses, most notably not accounting for fringe benefits. Both models have their merits and both would be difficult for the other to use.

Level of Service and Community Expectations

While both SCSO and WGPD respond to calls for service in their area, the nature of a village police department is different from a rural county road patrol. For example, it is not practical for SCSO to drive down every street in its jurisdiction every shift, nor would it be practical for WGPD to maintain a canine unit or navigation patrol. WGPD officers, particularly full time and long term part time staff, are known by most Village residents. SCSO officers have a much larger territory to patrol and most residents do not have a similar opportunity to get to know them.

The WGPD's stated plan is to patrol down every street at least once each shift. WGPD performs visitor centered activities such as foot patrols and vehicle lock out responses. The School Resource Officer has been identified as a desired and valuable resource to the school district. WGPD also has shorter response times than SCSO because of the smaller geographic area they patrol.

Residents in the Village have grown accustomed to the presence offered by the WGPD. By contrast, residents in the rural parts of the County are not as accustomed to seeing an SCSO deputy. The different expectations around level of service create important issues to consider for a potential consolidation of the two agencies. Leaders of the Village and County must be sensitive to these expectations while not losing site of the potential for efficiency. Efficiency gains may come with tradeoffs that are not acceptable in the Village or vice versa, may not be acceptable for the County. Not all efficiency gains may be worth having, and some residents may be willing to pay a premium to maintain a level of service that they believe is more acceptable than a less costly alternative.

Pay Scale

Both SCSO and WGPD are represented by a union. The SCSO contract covers both full and part time staff, while WGPD's contract only covers the full time staff. All part time staff at WGPD are paid $16 per hour regardless of their tenure with the department. SCSO pays their part time employees at a flat rate of $15.06 per hour.

The table below is drawn from the Village and County's most recent respective contracts. The WGPD contract expired on May 31, 2012. Because of the nature of the WGPD workforce, there is no salary scale for years five to fifteen. The SCSO scale goes up about 2.5 percent for each year worked between years 5 and 10, and then steps occur at years 15, 20 and 23.

Base Wage Schedule			
	WGPD 2011	SCSO 2011	Diff.
Entry	$17	$16	$1
1 year	$18	$17	$1
2 year	$19	$17	$2
3 year	$20	$18	$3
4 years	$22	$18	$3
5 years	$23	$19	$4
15 years	$26	$22	$3

Source: Union contracts

The WGPD pays full time staff an hourly rate about 20 percent higher than SCSO at all points on the union pay scale. It peaks in year 5 at a $4 differential. WGPD pays part time staff about 6 percent higher than SCSO. The fringe benefits for WGPD and SCSO are both about 65 percent of the wage base. The wage difference will need to be addressed if any type of merger is considered.

Seasonal Demand Patterns

Across the whole County, there is a significant increase in calls for service from 20 per day in the cooler months (November to April) to 27 per day during the warmer months (May to October). This variation creates challenges in developing a staffing plan in the community.

Medical Responses

WGPD officers are often the first on scene of medical emergencies. WGPD officers are not all certified in CPR and AED nor are the patrol cars equipped with an AED. This training and equipment should be considered as a low cost, but potentially high impact improvement to

current service. The American Heart Association has determined that an improvement of only 1 minute in response time can increase life-saving potential by as much as 10%.

Limited resources available to WGPD

WGPD has already reduced its resources in response to fiscal pressures. The number of full time officers has been reduced to 4 in 2012 from a peak of 6 in 2009. The Chief patrols one day a week and the Sergeant has no dedicated administrative time. Vehicle replacements have already been delayed and the existing vehicles are all at or near 100,000 miles. There is little additional area to reduce departmental expenses.

INITIAL OPTIONS FOR FUTURE SERVICE

The provision of law enforcement in any community is as unique as the community itself. Suggesting, selecting and implementing change must account for a myriad of factors. The purpose of developing options is not to prescribe a solution for the community, but stimulate a conversation that addresses the overriding concern of how to sustain the police department. Each option is accompanied by a high level model of the fiscal and operational impact. The model of the recommended option may be refined when the Study Committee identifies the one it opts to pursue.

Baseline Option: Status Quo

The baseline option is defined as continuing the current law enforcement operation as it has been defined in the Baseline Report. The staffing levels, departmental responsibilities, equipment and other relevant details would continue going forward.

The current law enforcement operation in Watkins Glen provides a high quality service to the community. WGPD already shares a number of services with SCSO and has sought additional financial support from the Watkins Glen School District to fund the school resource officer program. The cost for personal services has declined in the last three years as a response to budgetary pressures. The most recent change resulted in the chief patrolling one day a week. In 2012, the Village began to charge event organizers for dedicated police patrols in order to offset a portion of the costs to the Village.

There will likely be increased expenses for the police department going forward as healthcare costs will continue to rise, and the contributions to the police retirement fund will increase for at least the next few years.

The Affordable Care Act will require that the Village offer health insurance to any part time employees working thirty or more hours per week over the course of the year. As outlined above, the age of the police vehicle fleet will necessitate capital expenditures several times over the next five years.

Although the status quo assumes no specific changes in police activities, the previously mentioned increases in costs for healthcare, retirement and capital equipment will place additional burden on the Village budget. Based on the 2012-13 taxable assessed valuation, a $25,000 change in the budget will cause a $0.19 per thousand change in the tax rate, which translates to a change of $17 in the Village tax bill for a median priced $89,000 home.

Option One: Minor changes to the status quo

CGR identified three changes that may result in positive financial impact or improve service for the community without significantly changing the current staffing or operational management of the WGPD.

Bill event promoters for full costs of officers

Currently, event promoters are billed a composite hourly rate for police services that only covers the base wage rate of officers assigned to that event. In order for the Village to recoup the full cost of providing service at special events, it should consider increasing the amount charged to cover the hourly wage, benefits and pre- and post-event administration.

Both full time and part time WGPD officers work special events. When a full time officer works an event, they are paid at one and half times their normal hourly rate ($38.27 to $28.77). In addition, the Village pays fringe benefits equal to about 40 percent[8] of their hourly rate. A part time officer working an event is paid straight time ($16.00 per hour).The fringe benefit average is 28 percent for part time officers. Administrative time spent by the Chief or Sergeant planning the events would have to be calculated, and several events require a considerable investment of time to coordinate. Two options for an administrative fee include:

- Charge a flat fee per event; or
- Charge a percentage surcharge to any hourly fee.

[8] All fringe benefits, except for healthcare, are based on hours worked by the full time officers. The healthcare benefit is fixed for the year and the cost does not increase with overtime hours worked, therefore it is not included in this estimate.

In 2012, the Village billed promoters $7,829 for 320 hours of service for an average cost per hour of $24.46. If the Village had increased the hourly rate by 40 percent to cover the costs of fringe benefits, the charges to the promoters would have been $10,960 and the cost per hour would have increased to $34.25. An additional ten percent administrative cost for scheduling would have increased the total billed amount to $12,056 and brought the hourly rate to $37.68.

This represents a 50 percent increase in charges for a service that was provided for free in the recent past. The events have a positive economic impact in the Village, and the Village Board will have to determine if the increase in fees would result in either a loss of the event or a purchase of event security from a private source and thus a loss of revenue altogether.

Increase Watkins Glen School District School Resource Officer charges

The Watkins Glen School District pays the Village up to $25,000 for a School Resource Officer (SRO). Both the Village and District agree that this is a valuable resource to the community and there is a desire to keep the officer in the school system. The cost of the current arrangement was established based on the hourly wage of the part time officer filling a road patrol shift that would have otherwise been staffed by a full time officer.

The contract is equal to 1,562 hours of a part time officer working at $16.00. The cost of the SRO (including fringe benefits) working 1,562 hours is $64,995. The cost for the part time officers working the road (including benefits) is $32,157. This difference in cost from the current contract is being absorbed by Village tax payers. Increasing the charge to the School District by $7,200 would make the Village whole for the replacement part time road patrol officers. Increasing the contract by $40,000 would cause the District to pay for the full value of what it currently receives from having a full time officer in the SRO role.

Reinstitute a defibrillator program

WGPD reports that they respond to every medical emergency in the Village and are frequently the first on scene. In cases of cardiac arrest, one or two minutes' difference in time to using an automated external defibrillator (AED) can impact cardiac arrest survival by 10 to 20 percent. Currently, an AED does not arrive until an ambulance or fire truck arrives. A new AED on state contract bid can be purchased for $2,500. Obtaining CPR and AED Certification for all officers can be completed in 5 hours at an estimated cost of $50 per person. The total cost for this program is estimated to be less than $3,500. There would be recurring costs to recertify the departmental staff every two years.

Option Two: Part time patrol in Village

WGPD currently staffs a single patrol unit at all times and adds a second patrol unit for DWI on Friday and Saturday nights. The DWI specific patrols are reimbursed from DWI fines generated through the STOP DWI program. All other costs for patrol hours are covered by the Village general fund. At the present time, WGPD is committed to maintaining operations for 24 hours per day seven days per week.

WGPD could reduce its number of hours on patrol by placing the department off duty and relinquishing patrol to the SCSO and NYSP for the hours that WGPD is not patrolling. An example of this option would be to eliminate early morning patrol hours between 0200 and 0700. The Village would realize savings from the wages and benefits that would have been paid to an officer on patrol. The savings would be from a reduction of the number of hours worked by *part time officers*. A single five hour shift would save about $105 in wages and benefits. If five nights a week were each reduced by five hours, there would be an annual savings of $27,300.

During 2011 and 2012, there were 389 calls in Watkins Glen between 0200 and 0700. Of these, 129 calls occurred on Monday through Friday mornings and the remainder occurred on Saturday or Sunday mornings. This equates to about one call every four days in the Village that would be turned over to SCSO or NYSP if the Village stopped policing during these hours. It might be possible to reduce the number of patrol hours further in off peak months for additional savings.

This option would require an adjustment to the scheduling of the full time officers. The currently scheduled overnight officer would shift to cover more evening hours to allow for the five hour off duty time. In addition, operating procedures would need to be developed for handling calls that occur during the off duty hours.

Response time may increase for the few events that occur during the off-duty time period. The tradeoff would be financial savings of about $27,000 each year. Additional savings could accumulate from reduced wear and tear on patrol vehicles and less fuel consumption. The tax savings impact on local residents is estimated at $0.20 per assessed thousand or $18 per year for a median priced home of $89,000. The savings could be less if the County negotiated a charge to the Village to be reimbursed for the additional coverage.

Option Three: Sheriff to police Schuyler County as a single jurisdiction on overnight shift

When combined call volume in the whole county is considered, there are relatively few calls for service during the time from 2300 to 0700. In particular, the time between 0200 and 0700 has very few calls. On a typical day, there are two SCSO units and one WGPD unit, plus partial coverage from an NYSP unit available. There was an average of 4.2 calls per eight hour overnight shift over a two year time period. This call volume could safely be handled by two units with existing NYSP resources on the overnight shift.

A patrol pattern could be developed where WGPD officers would be primarily responsible not just for the Village, but for a portion of the SCSO patrol area. The SCSO would have only a single officer on patrol during that shift. The two officers plus any NYSP resources would continue to use the closest car concept to respond to calls for service. The two dedicated officers would have designated proactive patrol zones as well.

The average cost of an SCSO deputy is $34 per hour including wages and benefits. A reduction of a single officer for 8 hours each day could save the SCSO $99,300. The average hourly cost of a Village officer assigned to the overnight shift is about $29. The Village and County could negotiate a contract for the service provided by WGPD. For example, if the Village negotiated to be paid for half of its overnight shift cost of $42,300, the County would see a net savings of $57,000. Other cost considerations for the Village would include additional wear and tear on the vehicles and greater fuel consumption that the Village could negotiate into an agreement. Based on just personnel cost, the Village would produce net revenue to reduce their tax levy by about $0.32 per thousand or $28 per year for an $89,000 median priced home.

Option Four: Village provides patrol only

WGPD is currently a full time and full service police force with a Chief. The Chief and Sergeant process most crimes that require investigation. They also both handle scheduling for the department. The Chief spends about 32 hours per week of dedicated administrative and investigative time and eight hours as a patrol officer. The Sergeant has no dedicated administrative or investigative time.

A patrol only option would involve WGPD eliminating administrative and investigative functions and turning them over to the SCSO. The Chief would be assigned to patrol activities for all of his shifts. The SCSO

would become responsible for criminal investigations not completed by the initial officer, employee screening, equipment purchasing, and departmental operations. The WGPD would essentially become a precinct of the SCSO.

By placing the Chief on patrol for his forty hour work week, the department would save about $672 per week or $35,000 per year in the cost of part time employees used to patrol.

The SCSO would become responsible for investigating more than double the number of Part I Index crimes than they currently do. This workload would require an increase in personnel. The SCSO may request to be paid for the additional administrative and investigative tasks.

The WGPD would retain authority to hire part time employees, and handle employment matters related to the full time staff. WGPD would continue to manage security for special events, make their own schedule, and staff the SRO program.

As part of this option, there would need to be clear operational practices and authority described in policy. The policies would need to define the command structure, delineate the roles for all staff members, and describe the cost structure.

Option Four could ultimately be a step towards transitioning the Village away from operating a police department. As the current staff retires, the Village could choose to begin contracting with SCSO for dedicated patrol on certain shifts. Three of the four full time officers are eligible to retire by 2019.

The financial impact would include a maximum savings of $35,000 for the reduction of patrol hours for part time employees. However, this could be reduced if SCSO negotiates a charge to the Village for assuming these administrative and investigative tasks. The estimated maximum savings would reduce the tax rate by $0.26 per thousand or $23 for a house of $89,000.

Option Five: Village contracts for dedicated patrol

Under this option, the Village would abolish WGPD and contract entirely with SCSO for a dedicated patrol inside the Village. Under New York State Village Law Article 8-800, a decision by the Board of Trustees to abolish a police department is subject to a permissive referendum.

The average cost of an SCSO deputy in 2013 is $42,265 in wages plus $28,202 in benefits for an average cost of $70,500. CGR modeled a

contract for dedicated patrol 16 hours per day or 112 hours per week. It takes about 3 full time officers to staff a patrol vehicle 112 hours per week. The estimated wages and benefits cost for this staffing configuration is $212,000. For comparison, in FY 2012, WGPD paid about $370,000 for wages and benefits for the department excluding the Chief.

In addition to staffing the patrol vehicle, the County would require additional supervisory resources. In our model, we assume a sergeant's position with wages and benefits at $89,000 would also be needed to manage the additional administrative and investigative workload for SCSO.

We also estimate that the SCSO would need about $36,000 or two thirds of the current WGPD budget for vehicular and contractual expenses to provide the dedicated patrol to the Village.

The sum of the patrol staff, supervisory staff, and non-personnel costs for SCSO to provide the additional dedicated patrol in the Village would be $337,000.

The Sheriff has indicated that he would offer positions to all of the current full time WGPD staff if the department was abolished. Part time staff would need to apply for positions through the civil service process for any available openings.

The SCSO would be asked to provide standby security at five or more festival events covering at least 320 hours. A promoter could also contract with the NYSP to provide standby security. Further, the SCSO would need to decide if it would provide an SRO to the school district and under what conditions. These would be additional costs that would be offset, at least partially, by the promoters and the school district.

The $337,000 estimate for dedicated service in the Village would be refined further if this option is preferred by the Study Committee. The current net cost for WGPD is $517,482. Thus, there is a probable net savings to the Village of about $180,000. This would be a reduction of $1.35 per thousand or $120 per year for a median priced $89,000 home.

Option Six: Village stops police service without a contract

The Village is the only municipality in Schuyler County that provides its own law enforcement. The Sheriff is responsible for law enforcement in the remainder of the County. The NYSP also provides active patrol in Schuyler County and will provide specialty resources as needed. The Village Board of Trustees could choose to abolish the police department.

Under New York State Village Law Article 8-800, the decision by a Board of Trustees to abolish a police department is subject to a permissive referendum. The Village would in effect relinquish all law enforcement activities to the SCSO and NYSP. The Village would be policed in the same manner as the rest of the County and would not pay for additional service from the County.

The SCSO would incur additional road patrol, investigative and administrative costs to provide service to the Village, though not in a priority (i.e. dedicated) fashion. There would also be costs for additional fuel, vehicle maintenance and equipment.

If the SCSO took over routine patrol of the Village, CGR's analysis does not lead us to believe it would need to add an additional patrol vehicle 24 hours per day to handle the additional calls. We find 16 hours daily of additional patrol would be sufficient based on the current call volume. Therefore, we estimate there would need to be only $211,000 in additional patrol staff wages and benefits, $89,000 for an additional sergeant, and $36,000 in additional operational costs. The total cost to the SCSO of responding to the additional calls in the Village would be $337,000.

In addition to these routine responsibilities, the SCSO would be asked to provide standby security at five or more festival events covering at least 320 hours. A promoter could also contract with the NYSP to provide standby security. The SCSO would also need to decide if they would provide an SRO to the school district and under what conditions.

Under this option, the Village would not be responsible for these costs (other than through normal payment of County taxes), but nor would it have direct control over its own law enforcement. The Sheriff has indicated that he would offer positions to all of the current full time WGPD staff if the department was abolished. Part time staff would need to apply for positions through the civil service process for any available positions.

The impact of this option on response times and other service quality is unclear. The SCSO is committed to providing high quality law enforcement to the whole community and the NYSP has indicated it would increase patrols if there was a greater demand for service.

This option would provide the greatest cost savings to the Village (eliminating the current net cost of $517,482), but it would create the largest cost increase to the County. The Village property tax would be reduced by $3.88 per assessed thousand or $345 per year for a median priced house of $89,000. However, as costs shift to the SCSO, County taxes will increase. For illustrative purposes, assume the additional cost to the County to patrol the Village was the $337,000 cited above. If this cost

were added entirely to the County tax levy, it would result in a four percent increase. That would raise the property tax rate for all Schuyler County from 8.36 per thousand to 8.63 per thousand. Residents in the County could anticipate their property tax bill would increase by about $23 annually for a median priced $89,000 home. The net savings to Village residents would be about $322.

Options Implementation

Minor changes to the status quo (Option1) would be the quickest to implement, would not require negotiations with the County and would require the least amount of Village administrative effort. Each of the other options would minimally require negotiations between the Village and County. Either of the options that involve abolishing WGPD would involve a permissive referendum once the Village Board had decided to abolish the department.

If the Study Committee recommends one or more of the above options as being appropriate for the future of law enforcement in Watkins Glen, CGR will work with the involved parties to develop an implementation plan and a refined model of the financial and operational impact of the option.

Summary of Options

The table below provides brief summaries of the identified options, their potential financial impact in general and the projected impact to a median home with a value of $89,000.

Summary of Options for Future of Law Enforcement			
Option	**Key Features**	**Projected Financial Impact**	**Estimated Tax Savings Impact ***
Minor Changes to Status Quo	Charge promoters for full cost of officers	$3,000 additional revenue to cover cost of officers	$ 2 ↓
	Charge promoters 10% premium on officer costs for coordination and planning	$700 to $1,000 additional revenue to offset costs	$ 1 ↓
	Initiate AED program	$3,500 cost	$ 2 ↑
WGPD goes to part time patrol	WGPD goes off duty from 0200 to 0700 Monday to Friday	Village saves up to $27,000	$ 18 ↓
WGPD and SCSO perform joint overnight patrol	WGPD patrols part of Schuyler County overnight. SCSO reduces staff on overnight and pays WGPD for patrolling.	Village has revenue of $42,300 and County has net savings of $57,000.	$ 28 ↓
WGPD patrol only, SCSO does administration and investigations	WGPD only patrols, processes simple crimes and schedules staff. SCSO handles all other administrative and investigative tasks.	Maximum savings of $35,000. Savings are unknown until SCSO decides on administrative and investigative fee.	< $23 ↓
WGPD Abolished and Village contracts with SCSO	Village abolishes WGPD, Contracts with SCSO for dedicated patrol for 16 hours per day and administrative support. SRO up to SCSO. WGPD FT officers offered jobs at SCSO. SCSO adds staff.	Probable net savings of about $180,000 for the village	$ 120↓
WGPD Abolished and no contract for service	Village abolishes WGPD. No contract for dedicated service. SCSO needs to add 16 hours per day of patrol and adds staff. SRO up to SCSO. WGPD FT offered jobs at SCSO.	Maximum savings of $517,000 to village.	$ 345 ↓
		Estimated cost increase to County of $336,000	$ 23 ↑
* Single year impact based on an $89,000 home in the Village of Watkins Glen			

REVISED OPTIONS

CGR presented the above options in May 2013 to the Study Committee and at a Public Hearing on June 3, 2013. Based on the feedback received at the public meetings and from the community, it was apparent that there was significant public support to maintain the current operation of the Watkins Glen Police Department. There was no immediate support to pursue any of the options outlined in the report that would require a significant change in operations. Based on the study, the Village Board of Trustees took action to increase the contract amount with Watkins Glen School District to cover additional costs and to increase the amount of reimbursement received from festival promoters.

The Study Committee met to consider next steps related to the future of law enforcement in Watkins Glen. They chose to narrow the six potential options down to the four options they felt would be most viable. They requested that several of the options be revised and new impact statements be developed as the basis of creating a survey that will be used to gauge public opinion related to the different options.

This section of the report will outline the revised options and provide sample survey questions that the Village can use to gather public opinion. The options are presented in order from the least amount of change to the most significant. All dollar figures are projected based on the 2012-13 budgets.

Revised Option A: Maintain status quo

The Watkins Glen Police Department could maintain its current model of operations. Key features of this option include:

- 4 full time police officers, including a chief and a sergeant, work for WGPD.
- Multiple part time police officers are on staff to ensure adequate staffing.
- Minimum of one officer on patrol. An additional officer provides staffing for peak weekend hours, generally funded by STOP DWI funds.
- A dedicated school resource officer (SRO) would continue to be assigned to the Watkins Glen Central School. WGSD pays the whole salary cost for the officer for the school year.
- WGPD will provide police staff at public events. The full cost of the officer will be charged to the promoters.

This option includes the incremental changes related to the increased reimbursement from WGSD for the cost of the SRO from $ 25,000 to $30,000. Although this change decreased the net cost of the WGPD for this year, the recent trend is for an increase in the costs of healthcare and

retirement for the department. The annual costs for the department will likely continue to rise if the current operation is maintained because of contractual wage increases and the rising costs of healthcare and retirement. This option is considered to be the new status quo and represents a savings of $5,000. The Tax Savings impact is about $0.04 per assessed thousand or $3.33 per year for a median priced home of $89,000.

Revised Option B: Part time patrol in Village

- WGPD currently staffs a single patrol unit at all times and adds a second patrol unit for DWI on Friday and Saturday nights. The DWI specific patrols are reimbursed from DWI fines generated through the STOP DWI program. All other costs for patrol hours are covered by the Village general fund. At the present time, WGPD is committed to maintaining operations for 24 hours per day seven days per week.
- WGPD could reduce its number of hours on patrol by placing the department off duty and relinquishing patrol to the SCSO and NYSP for the hours that WGPD is not patrolling. An example of this option would be to eliminate early morning patrol hours between 0200 and 0700. The Village would realize savings from the wages and benefits that would have been paid to an officer on patrol. The savings would be from a reduction of the number of hours worked by part time officers. A single five hour shift would save about $105 in wages and benefits. If five nights a week were each reduced by five hours, there could be an annual savings of $27,300.
- During 2011 and 2012, there were 389 calls in Watkins Glen between 0200 and 0700. Of these, 129 calls occurred on Monday through Friday mornings and the remainder occurred on Saturday or Sunday mornings. This equates to about one call every four days in the Village that would be turned over to SCSO or NYSP if the Village stopped policing during these hours. It might be possible to reduce the number of patrol hours further in off peak months for additional savings.
- This option would require an adjustment to the scheduling of the full time officers. The currently scheduled overnight officer would shift to cover more evening hours to allow for the five hour off duty time. In addition, operating procedures would need to be developed for handling calls that occur during the off duty hours.

Response time may increase for the few events that occur during the off-duty time period. The tradeoff would be financial savings of about $27,000 each year. Additional savings could accumulate from reduced wear and tear on patrol vehicles and less fuel consumption. The tax savings impact on local residents is estimated at $0.20 per assessed thousand or $18 per year for a median priced home of $89,000. The savings could be less if the County negotiated a charge to the Village to be reimbursed for the additional coverage.

Revised Option C: Village Police disbanded; The Village contracts for dedicated patrol

- Under this option, the Village could abolish WGPD and contract entirely with SCSO for a dedicated patrol inside the Village. Under New York State Village Law Article 8-800, a decision by the Board of Trustees to abolish a police department is subject to a permissive referendum.
- The average cost of an SCSO deputy in 2013 is $42,265 in wages plus $28,202 in benefits for an average cost of $70,500. CGR modeled a contract for dedicated patrol 16 hours per day or 112 hours per week. It takes about 3 full time officers to staff a patrol vehicle 112 hours per week. The estimated wages and benefits cost for this staffing configuration is $212,000. For comparison, in FY 2012, WGPD paid about $370,000 for wages and benefits for the department excluding the Chief.
- We also estimate that the SCSO would need about $36,000 or two thirds of the current WGPD budget for vehicular and contractual expenses to provide the dedicated patrol to the Village.
- Using current figures, the sum of the patrol staff, supervisory staff, and non-personnel costs for SCSO to provide the additional dedicated patrol in the Village would be $248,000.
- The Sheriff has indicated that he would offer positions to all of the current full time WGPD staff if the department was abolished. Part time staff would need to apply for positions through the civil service process for any available openings.
- The SCSO would be asked to provide standby security at five or more festival events covering at least 320 hours. A promoter could also contract with the NYSP to provide standby security. Further, the SCSO would need to decide if it would provide an SRO to the school district and under what conditions. Early indications are that the SRO would be continued if full costs could be covered by WGSD. These would be additional costs that would be offset, at least partially, by the promoters and the school district.

CGR estimates that the cost for SCSO could be about $248,000 for the dedicated services. The current net cost for WGPD is $517,482. Thus, there is a possible net savings to the Village of about $269,000. This would be a reduction of property tax of $2.01 per thousand or $180 per year for a median priced $89,000 home.

Revised Option D: Village Police Department is disbanded; SCSO provides all services without a specific contract

The Village is the only municipality in Schuyler County that provides its own law enforcement. The Sheriff is responsible for law enforcement in the remainder of the County. The NYSP also provides active patrol in Schuyler County and will provide specialty resources as needed. The Village Board of Trustees could choose to abolish the police department. Under New York State Village Law Article 8-800, the decision by a Board of Trustees to abolish a police department is subject to a permissive referendum. The Village would in effect relinquish all law enforcement activities to the SCSO and NYSP. The Village would be policed in the same manner as the rest of the County and would not pay for additional service from the County.

- The SCSO would incur additional road patrol, investigative and administrative costs to provide service to the Village, though not in a priority (i.e. dedicated) fashion. There would also be costs for additional fuel, vehicle maintenance and equipment.
- If the SCSO took over routine patrol of the Village, CGR's analysis does not lead us to believe it would need to add an additional patrol vehicle 24 hours per day to handle the additional calls. We find 16 hours daily of additional patrol would be sufficient based on the current call volume. Therefore, we estimate there would need to be only $212,000 in additional patrol staff wages and benefits, and $36,000 in additional operational costs. The total cost to the SCSO of responding to the additional calls in the Village would be $248,000.
- In addition to these routine responsibilities, the SCSO would be asked to provide standby security at five or more festival events covering at least 320 hours. A promoter could also contract with the NYSP to provide standby security. The SCSO would also need to decide if they would provide an SRO to the school district and under what conditions.
- Under this option, the Village would not be responsible for these costs (other than through normal payment of County taxes), but nor would it have direct control over its own law enforcement. The Sheriff has indicated that he would offer positions to all of the current full time WGPD staff if the department was abolished. Part time staff would need to apply for positions through the civil service process for any available positions.
- The impact of this option on response times and other service quality is unclear. The SCSO is committed to providing high quality law enforcement to the whole community and the NYSP has indicated it would increase patrols if there was a greater demand for service.

- This option would provide the greatest cost savings to the Village (eliminating the current net cost of $517,482), but it could create the largest cost increase to the County. The Village property tax could be *reduced* by $3.88 per assessed thousand or $345 per year for a median priced house of $89,000. The new rate would be $4.18 per assessed thousand.

However, as costs shift to the SCSO, County taxes will increase. For illustrative purposes, assume the additional cost to the County to patrol the Village was the $248,000 cited above. If this cost were added entirely to the County tax levy, it could result in a two percent *increase*. That could *raise* the property tax rate for all Schuyler County from 8.36 per thousand to 8.58 per thousand. Residents in the County could anticipate their property tax bill would increase by about $17 annually for a median priced $89,000 home.

The net savings to Village residents could be about $328.

Revised Summary of Options

The table below provides brief summaries of the identified options, their potential financial impact in general and the projected impact to a median home with a value of $89,000.

Summary of Options for Future of Law Enforcement

Option	Key Features	Projected Financial Impact	Estimated Tax Savings Impact *
Minor Changes to Status Quo	School district increases support for School Resource Officer by $5,000	Village Saves up to $5,000	$3 ↓
WGPD goes to part time patrol	WGPD goes off duty from 0200 to 0700 Monday to Friday	Village saves up to $27,000	$ 18 ↓
WGPD Abolished and Village contracts with SCSO	Village abolishes WGPD, Contracts with SCSO for dedicated patrol for 16 hours per day. SRO up to SCSO. WGPD FT officers offered jobs at SCSO. SCSO adds staff.	Village contracts with County for $247, 00. Probable net savings of about $265,000 for the village	$ 180 ↓
WGPD Abolished and no contract for service	Village abolishes WGPD. No contract for dedicated service. SCSO needs to add 16 hours per day of patrol and adds staff. SRO up to SCSO. WGPD FT offered jobs at SCSO.	Maximum savings of $517,000 to village.	$ 345 ↓
		Estimated cost increase to County of $247,000	$ 23 ↑

* Single year impact based on an $89,000 home in the Village of Watkins Glen