TOWN OF CHESTER & VILLAGE OF CHESTER

FINAL POLICE DEPARTMENT CONSOLIDATION FEASIBILITY STUDY

August 2011

Laberge Group
ENGINEERING ARCHITECTURE
SURVEYING PLANNING
4 Computer Drive West • Albany, New York 12205
www.labergegroup.com

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ALBANY, NEW YORK 12205

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Advisory Committee

Chief of Police, Peter J. Graziano, Jr., Village of Chester

Chief of Police, Daniel J. Doellinger, Town of Chester

Town of Chester Town Board

Stefan, Neuhaus, Town Supervisor

Alexander Jamieson, Deputy Town Supervisor

Village of Chester Board of Trustees

Phil Valastro, Village Mayor

Philip Roggia, Deputy Mayor

Funding Agency

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Consultant

Laberge Group

4 Computer Drive West

Albany, New York 12205

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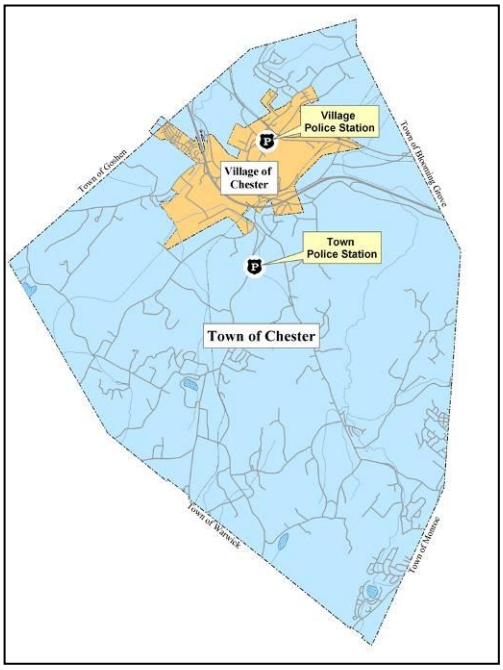
I. Introduction

Purpose

This study is intended to aid government officials and the public in determining the feasibility of consolidating the town and village police departments, in discovering future cost savings as well as the most beneficial relationship to serve each community's law enforcement needs. The study will help the town and village gain a better understanding of their common interests and how they can together provide essential public safety services while, maintaining the quality of life for their respective communities. The study was funded by a grant from the NYS Department of State, Local Government Efficiency Grant Program.



See Map 1: Police Station Locations

Study Methodology

The study will research, identify and review the existing police protection services provided by each of the two municipalities and describe potential areas where sharing manpower, facility space, or specific functions could result in positive outcomes for one or both of the municipalities. During the course of the project, the consultant held several meetings with the Advisory Committee during the spring and summer of 2010. Initial interviews and site visits were conducted during the spring of 2010. The consultant compiled an analysis of staffing, a facility review, an analysis of calls for service, fiscal comparisons and developed staffing models. From this research, an informative analysis was completed describing areas where consolidating police services may result in positive outcomes including a cost savings and enhanced services delivery for the town and village.

Approaches to Consolidation

Police department consolidation can be accomplished in a number of ways, ranging from simple to complex. Four forms of consolidation to be considered include mutual aid agreements, functional consolidation, contract law enforcement, and full consolidation.[1] In the case of a *mutual aid agreement*, the village and town might agree, in writing, to render mutual aid during emergencies, back each other on calls, respond as the primary unit when the other department's officers are out of service or on other calls, and/or provide ancillary or special services to one another.

Functional consolidation is authorized by General Municipal Law Article 5-G and entails consolidation of certain functions of the department(s) which may be feasible and mutually cost effective. Areas of potential functional consolidations include shared investigative staff, shared administrative staff, record keeping, training and purchasing.

Contractual law enforcement occurs when one jurisdiction provides either full or part-time law enforcement to a particular area or sector. For example, since the village is wholly contained within the boundaries of the town, the village would contract with the town for full-time police services, or the town would be contracted to cover the village area only during certain shifts, decreasing staffing needs for the village force.

Full consolidation would involve unifying the two separate departments into one agency to provide police services to both jurisdictions. If properly planned and coordinated a consolidated department could provide improved crime prevention tactics and law enforcement, improved response times by allowing patrols to be used more efficiently realigned in certain patrol areas, strengthened management and communication capabilities, and more opportunities for professional development and specialized training as well as promotions and advancement. Other benefits include:

- Reduction of capital and operational expenses by having one police facility that houses all police operations for both municipalities. Savings can specifically be realized through shared facility debt service, reduced building maintenance costs, reduced energy costs, reduced equipment expenses, i.e., land line phone charges, postage meter charges, office supplies and equipment maintenance, printing services, training room equipment.

[1] Consolidation Study of Police Operations in the Town of Warwick, NYSDCJS, July 1990.

- Increased opportunities for purchasing equipment, vehicles and technology in greater quantities at reduced costs, i.e., computers, software licensing, server maintenance, vehicle equipment (lights, sirens, radios, defibrillators, O2 tanks,) breathalyzer machines.

- Reduction and/or stabilization of the total number of police personnel, producing substantial savings while maintaining high service levels. With reduced staff and payroll costs come reduced equipment and vehicle purchase and maintenance needs, and the ability to improve the type and quality of the equipment used.

- Implementation of a seamless coordinated approach to policing and management, leading to improved efficiencies and safety. The quality of police services would be enhanced by more efficient use of resources, increased collaboration among officers, strengthened management and communication capabilities.

- Establishment of a universal and coordinated recordkeeping programs and increased administrative support.

- A consolidated department would eliminate legal constraints associated with overlapping municipal boundaries, allowing patrols to be used more efficiently by realigning patrol areas.

- A consolidated department would provide personnel with more opportunities for professional development and specialized training as well as promotions and advancement. Funding may be more available to the larger police unit for training to keep sworn officers current in their knowledge of available tools, tactics and changes in the law.

Despite the significant advantages of consolidation, there are a number of real and perceived barriers that could prevent communities from moving forward. Some examples of barriers to include the following:

- Degradation of Service Provision: The degradation of quality of a service can be both real and perceived. Village residents might fear the loss of "personalized" services as patrol areas are realigned to provide coverage to a larger area. The town and village will have to determine the most beneficial number of units per shift and how best to structure the new patrol zones to ensure the best coverage.

- Loss of Control and Community Identity: In order to consolidate a service, some level of control must often be relinquished. However, shared service agreements can be structured to mitigate cost allocation, accountability and control issues, and service benchmarks that are monitored on a regular basis can mitigate service quality ambiguity.

- Cost Tradeoffs: Although overall efficiency may improve, cost savings are not always realized, even when forecasted over the long-term. Sometimes, despite overall cost savings, one party may realize cost savings while another may see costs increase. The absence of cost savings and the perception of what is 'lost' and what is 'gained' by one municipality over another can be the largest barrier to consolidation. Consolidation may initially cost taxpayers more if staffing is not reduced immediately. Changes to the organizational structure of the department will depend upon the outcome of negotiations of the two collective bargaining units. Cost will likely increase from building renovations to accommodate the transfer of village personnel.

II. Municipal Characteristics & Services Summary

The Town and Village of Chester are located in Orange County New York. According to the 2000 Census, the town encompasses a 25.2 square mile area, has a population of approximately 12,140 people and has 47.1 miles of local roads. The village encompasses a 2.1 square mile area, has a population of approximately of 3,445, and has 12.7 miles of local roads. According to the U.S. Census Bureau population estimates, between the years 2000 and 2008, the Town of Chester experienced a population increase of approximately 11%, from 12,140 persons in 2000 to an estimated 13,483 in 2008, while the Village of Chester experienced a population increase of 3.8%, from 3,445 in 2000 to an estimated 3,576 in 2008. **Figure 1** illustrates population trends for the town and village. Local population growth or decline is often dependent upon several factors, including economic expansion, environmental capacity, housing suitability, varying generational needs, and overall regional desirability.

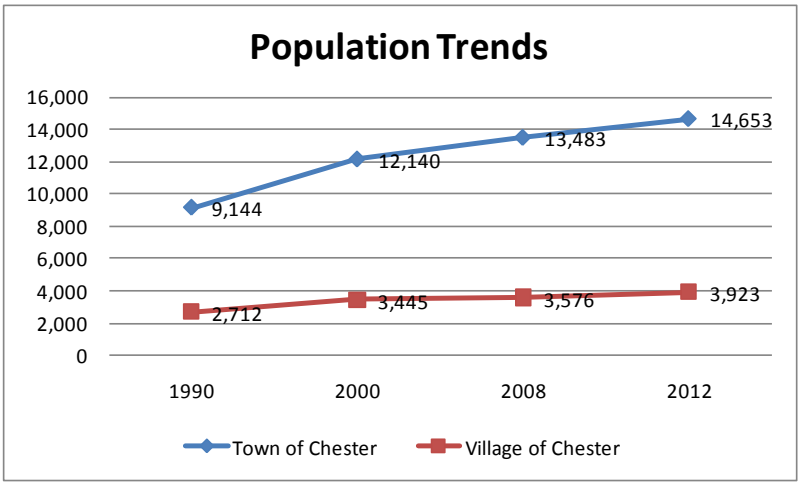


Figure 1: Population Trends

Table 1: Demographic Characteristics Summary

	Town of Chester	Village of Chester
Total Households	3,848	1,396
Family	3,015	902
Nonfamily	833	494
Median Age	37.2	35.5
Total Housing Units	3,984	1,455
Percent Owner-Occupied	77%	55%
Percent Rental Units	20%	41%
Percent Vacant	3%	4%
Median Household Income	$69,232	$55,098
Per Capita Income	$25,900	$24,960
Median Home Assessed Value (2010)	$175,000	$125,000

Source: US Census 2000.2010 Median Home Assessed Value provided by the Town of Chester Assessor

As illustrated in **Table 1,** the median age and median household income of the village is significantly lower than that of the town. There are a much greater percentage of rental housing units in the village than the town, and the assessed value of a home the village is $50,000 lower than the town's median assessed value.

Table 2 provides a comparison of key summary data from the most recent fiscal year available. As shown, the town and village police departments have nearly the same number of full-time staff and their reported expenditures are nearly equal, at approximately $1.4 million, not including the additional cost of fringe benefits. The ratio for law enforcement staffing levels is 1.3 per 1,000 persons in the town and 5.0 per 1,000 persons in the village.[2]

Table 2: Police Department Expenditure Comparison

Municipal Indicators	Town of Chester	Village of Chester
Total Population (2008 Census Estimate)	13,483	3,576
Land Area (square miles)	25.2	2.1
Miles of Local Roads	47.1	12.7
Police Department Staff [1]	22	21
Full-time	14	15
Part-time	8	6
Total Municipal Expenditures (FY 2009)	$10,059,595	$5,060,361
Total Police Department Expenditures (FY 2009) [2]	$1,400,284	$1,444,577
Police Department Cost Per Call [3]	$414.90	$439.35
Police Department Revenues (FY 2009)	$101,928 [4]	$16,698 [5]
Net Total Cost (FY 2009 Expenditures minus Revenues)	$1,298,356	$1,427,879

Notes:

1. Total PD staff provided by Police Chiefs, June 2010.

2. Police Expenditures are extracted from information reported annually to the NYS Office of the Comptroller and include Police reported as Personnel Services (not including benefits) 3120.1, Equipment & Capital Outlay 3120.2 and Contractual Expenditures 3120.4.

3. Cost per call is based on the 2009 calls for service.

4. The revenues reported for the Town include revenue account codes 1520, 2260, 2665, 2680, 2690, 2770, 3820, 3389, 3001.

5. The revenues reported for the Village include revenue account codes 1520, 2260, 3389 and 3960.

Source: US Census 2000 and NYS Office of the Comptroller Financial Data for Local Governments

[2] Based upon the current total of full-time equivalent police personnel and the 2008 census population estimates.

Police Expenditure Summary

Section IV provides a detailed expenditure analysis that compares the overall police expenditures of the Town and Village of Chester utilizing the fiscal metrics for each municipality from the Comptroller's Local Government Database and other resources. This analysis compares the total average police expenditures between fiscal years: 2006 and 2009 and provides a greater understanding of government costs over a period of time.

Findings

- *On average, town police expenditures account for 12% of the town's total expenditures between 2006 and 2009.*
- *On average, village police expenditures account for 26% of the village's total expenditures between 2006 and 2009.*
- *The average per capita police expenditure is $92 for the Town and $340 for the Village.*

Table 3 provides a summary of some of the interesting findings presented in **Section IV**. As illustrated in **Table 3,** over the course of a four year period (FY 06-09), police expenditures vary between the town and village. While, on average, the town spent more on equipment and capital outlay, the village spent a greater amount on contractual expenditures, plus the village has a spending category for on-street parking that the town does not have. On average (FY 06-09), that town police expenditures account for 12% of the town's total expenditures, while the village's police expenditures account for 26% of the village's total expenditures.

Table 3: Town and Village Expenditure Comparison, Average 2006 – 2009

	Town of Chester 06-09 Average	Village of Chester 06-09 Average
Total Average Municipal Expenditures	$10,059,600	$4,702,170
Total Average Police Expenditures	$1,240,651	$1,218,524
Personal Services	$1,054,649	$980,569
Equipment & Capital Outlay	$63,727	$31,222
Contractual Expenditures	$122,275	$197,816
On-street Parking Personal Services	NA	$11,889
% of Total Municipal Expenditures	12%	26%
Average Police Expenditures per capita	$92.02	$340.75

Notes: Per capita expenditures are based on the 2008 Census Estimates. The reported expenditures for Personal Services do not include fringe benefits. Contractual Expenditures include such things as vehicle maintenance, computer licenses and software, radios, phones, and other communications equipment. Please note, prior to 2006, the Town did not provide 24 hour/7 day police coverage. Coverage was expanded to 24 hours on weekends only in April 2006. In 2007, the police coverage was expanded to 24 hours/day /7 days per week.

Source: New York State Office of the Comptroller, fiscal years 2006-2009

Per capita information shown on **Table 3** depicts that the town spends, on average about $92 for police services per each town resident, while the village spends an average of $341 per village resident. It is of interest to point out the town is nearly four times the size of the village and has a larger population; however, the village is much more densely populated.

Location of Police Facilities

Geographic proximity is an important factor when considering consolidation. As illustrated on the map, the police departments of the town and village are located within an approximate 1.5 mile radius of each other. The proximity of facilities provides an opportunity for sharing existing facilities, as well as opportunities for better coordination and communication. In some cases it may be more fiscally responsible to rehabilitate and/or expand certain existing facilities and retire or adaptively reuse other facilities. **See Map 1: Police Station Locations.**

Comparison of Existing Police Services

The Town and Village of Chester provide a full range of police services to their respective jurisdictions. Each department provides 24/7 law enforcement coverage, respond to emergencies and calls for services. The town and village police officers are not only crime fighters whose responsibilities are to ensure the safety of resident's and protect public and private property. Police Officers first and foremost enhance the public's sense of security and identify problems that have the potential for becoming more serious problems. In addition, Police Officers carry out other essential duties and activities on a daily basis, such as preserving order in the community, resolving conflict, assuring the safe movement pedestrian and vehicular traffic, protecting the rights of persons to speak and assemble freely, providing aid to individuals who are in danger of physical harm, assisting those who cannot care for themselves, and otherwise solve a multitude of problems. **Table 4** provides an overview of the police services provided by each municipality based upon the response to the initial Department Head Questionnaire.

Findings

- *The town and village of Chester Police Departments have nearly the same size police forces, and provide similar essential police services within their jurisdiction.*
- *The ratio for full-time equivalent law enforcement staffing levels is 1.3 per 1,000 persons in the Town and 5.0 per 1,000 persons in the Village.*
- *The average salary of a full-time Police Officer (excluding Chiefs, Sergeants and Detectives) is $63,241 in the Town and $62,420 in the Village.*
- *Town and village police personnel are under contract with different unions.*

Table 4: Comparison of Police Department Services

Police Services	Town of Chester	Village of Chester
Animal Control [1]	X	X
Attendance at Village & Town Board Meetings	X	X
Background Checks	X	X
Bike Patrol	X	X
Business Patrol/Security Checks	X	X
Car Seat Installation and/or Inspection	X	
Child Fingerprinting Program/Child ID	X	X
Crime Prevention Programs	X	X
Crime Scene Processing	X	X
Crowd Control at Events	X	X
Court Security	X	X
DARE/School Resource Officer	X	
Drivers Education		X
Educational Seminars		X
Emergency Medical Response/Life Support	X	X
Fingerprinting for Civilian Pre-Employment	X	X
Funeral Escorts	X	X
Handicap Parking Permits		X
Home Security Checks	X	X
In-Service Training	X	X
Investigation of Criminal Complaints	X	X
Investigation of Non-Criminal Complaints	X	X
Neighborhood Watch	X	
NYSPIN Audits	X	X
Park Patrol	X	
Peddling & Solicitation Permits		X
Posting of Public Notices		X
Senior Emergency Programs & ID Cards	X	
Sex Offender Registry	X	X
Traffic Control and Enforcement	X	X
Vehicle Lock-Out Service	X	
VIN Etching	X	X

Notes:
1) The town contracts for Animal Control Services with the Warwick Humane Society. The contract covers the village. WVHS is required to conduct eight hours of enumeration in the town and village each month to insure compliance with the dog licensing laws.

Source: Department Head Survey, 2010

Workforce Comparison

Collectively, the Town of Chester and the Village of Chester Police Departments employ 43 total employees, 29 full-time and 14 part-time. The part-time staff in the town and village is composed of those holding the title, Police Officer, Court Officer, Record Clerks, and Matron. The town's full-time police force has an average of 6.8 years of service, while the village force has an average of 7.8 years of service.[3] **Table 5** illustrates the workforce inventory of the Town and Village of Chester Police Departments.

Table 5: Full-time Police Workforce Inventory

Title	# Town	Average Salary Town	# Village	Average Salary/Wage Village	Average Salary/Wage Town/Village Combined
Chief of Police	1	$99,700	1	$89,600	$94,650
Sergeant [1]	3	$79,700	3	$74,400	$77,050
Detective [2]	2	$77,900	1	$68,400	$73,150
Police Officer [3]	8	$63,200	9	$62,400	$62,800
Police Assistant	0	NA	1	$40,100	$40,100
Total Full-time	**14**		**15**		
Police Officer	5	$19.00/hr	4	$20.20/hr	$19.60/hr
Police Records Clerk	3	$16.42/hr	0	NA	$16.42/hr
Court Officer	0	NA	1	$23.06/hr	$23.06/hr
Matron	0	NA	1	$10.00/hr	$10.00/hr
Total Part-time	**8**		**6**		

Notes:

1) One Village Sergeant is currently out on 207-c, and therefore unavailable to work.

2) One Town Detective is currently out on 207-c, and therefore unavailable to work.

3) One Town Police Officer is currently out on 207-c, and therefore unavailable to work.

Source: Department Head Survey, 2010

Town/Village Emergency Dispatching

Dispatching of all 911 emergency calls from the Town and Village of Chester is already a shared service that is provided by Orange County. The Orange County Emergency Communications Center receives emergency calls and coordinates emergency responders for fire, police and/or ambulance emergencies 24 hours a day, 7 days a week for the town and village. The Orange County Emergency Communications Center is responsible for directing rapid response to calls

[3] Average years of service are calculated based on full-time employees only.

for service by the appropriate public safety agency. In the case of the village, all calls are dispatched to the Village Police Department. In the case of the town, routine calls are automatically dispatched to the Town Police Department and priority calls are dispatched to the closest car, which may in some cases be the County Sherriff's Department or the State Police.

Comparison of Collective Bargaining Agreements

The consultant team requested that each municipality forward relevant Collective Bargaining Agreements (CBA) for summary and preliminary analysis. A closer look at the existing CBAs was undertaken in order to determine the similarities and differences between the CBAs submitted. Significant variation emerges as a theme when examining the CBAs. **Table 6** provides a comparison of the CBAs

Table 6: Comparison of Collective Bargaining Agreements

	Town of Chester	Village of Chester
Agreement Units	Town of Chester PBA/Teamsters Local 445 Newburgh NY	Village of Chester PBA
Agreement Dates	Jan 1 2008 - Dec 31, 2011	Jun 1, 2008 - May 31, 2012
Represented Membership	Full-time and regular part-time Police Officers Detectives, and Sergeants excluding the Chief of Police and any non-sworn members of the department.	Full-time and part-time Police Officers, excluding the Chief of Police.
Work Day/Work Week	No less than 2 officers assigned to patrol at all times. The regular work day is 8 hrs and the regular work week shall not exceed 40 hrs in any 7 day period. Part-time officers are scheduled as needed to fill vacant shifts. They are usually scheduled for 8 hour shifts. They cannot be scheduled for less than 4 hrs. All full-time employees, except the Chief, Detectives and the SRO cover 3 shifts by working a schedule of four days on two days off for 2 consecutive weeks before rotating to a new shift. The School Resource Officer (SRO) is assigned to the B shift during the school year.	Full-time employees work 8 hrs a day, not to exceed 40 hrs in any seven day workweek. Part-time scheduling is at the discretion of employer. Work schedule, including Sergeants, is four days on, two days off. Each FT employee is assigned to 1 of 3 shifts, rotating days off weekly, 1 day backward each week, for 3 consecutive weeks before rotating to a new shift. Officers in the academy/training have exceptions outlined in the contract.
Monetary Benefits	Overtime: Mandatory overtime policy. 1.5x pay whenever in excess of 40 hr week or 8 hr day. PT employee will be scheduled for a minimum of 4 hrs, but less than 8. Option of taking compensatory time off instead of pay for overtime equal to 1.5 hrs off for each worked. Call in Pay: all FT employees called in get a minimum 3 hrs at 1.5 time. PT employees that are called in get a minimum of 3 hrs straight time. Supervisory Call in Pay: Sergeants receive a maximum of 2 hrs of comp time per month if called in on their day off. Night Differential: effective 1-1-2010, any employee who works any shift or special detail between 11 pm and 7 am receives .50 per hr pay differential. Holiday pay: 1.5x pay or 2x pay depending on the holiday. Employees receive 4 hrs of comp time for working on Easter Sunday or the 3p-11p shift on Christmas Eve. 14 Holidays: New Years Day, Martin Luther King Jr, Washington's B-day, Lincoln's B-day, Good Friday, Memorial Day, Independence Day, Labor Day, Columbus Day, Election Day, Veteran's Day, Thanksgiving, Day after Thanksgiving, Christmas Day	Overtime: Mandatory overtime policy.1.5x pay whenever in excess of 40 hr week or 8 hr day. No PT employee shall be scheduled to work more than 8 hrs in any day. The Chief may use PT employees to fulfill overtime requirements. Option of taking compensatory time off instead of pay for overtime equal to 1.5 hrs off for each worked. Call in Pay: all FT employees called in get a minimum 3 hrs at 1.5 time. Holiday pay: 2.5 x for FT employees. FT who are on a pass day on any holiday get paid 8 hrs of straight time. PT get 2.5x holiday pay as well. 12 Holidays: New Year's Day, Martin Luther King Jr, Presidents' Day, Memorial Day, Independence Day, Labor Day, Columbus Day, Election Day, Veteran's Day, Thanksgiving, Christmas Day, New Years Eve.

	Town of Chester	Village of Chester
Uniform Allowance	FT $700 twice a year (July and December) PT $500 twice a year (July and December)	FT $625 PT $375
Vacation	1-4 yos 10 days/yr 5-9 yos 15 days/yr 10-12 yos 17 days/yr 13 -16 yos 20 days/yr 17 yos and above 23 days/yr Carry over max of 40 hours (5 days)	1-3 yos 10 days/yr 4-9 yos 15 days/yr 10-15 yos 20 days/yr 16 and above 25 days/yr Carry over max of 80 hours (10 days)
Sick	Earn 4 hrs per pay period or 104 hrs per yr (13 days) No max on accumulation of unused time	8 hrs each month. Unused sick leave may be accumulated to a max of 1,500 hrs (187.5 days)
Personal	3 days per year. 1 day per yr can be carried over, Other unused is transferred to sick leave bank.	3 days per year. Unused is transferred to sick leave bank.
Bereavement	Immediate family 3 days. Extended family 1 day	Immediate family 4 days.
Chart Days	The School Resource Officer receives 13 chart days at the start of each school year to accommodate the 5 on, 2 off schedule.	Detectives are credited with 12 chart days, pro-rated in the year of appointment. Chart days cannot be accumulated or carried over in to the next fiscal year.
Health Care & Insurance	Hired prior to 2005 are 100% covered. Hired between 1995-2005, FT employees pay 5% for individual, 15% for dependent. Hired after Jan 2005, employer pays 85% of individual or family.	100% covered.
Dental	NA	100% covered.
Life	100% paid, $50,000	100% paid, $50,000 for FT, PT 10% paid $20,000
Retirement Benefits	Non-contributory retirement plan under section 384-d of the NYS Policemen's & Firemen's Retirement System.	Non-contributory retirement plan under section 384-d of the NYS Policemen's & Firemen's Retirement System.
Seniority	Determined by five factors: 1) rank 2) continuous service, 3) date of appointment to previous rank or ranks, 4) highest score on civil service list, 5) prior police service	Commence on the date of hire. Employer may use part-time employees first for the purposes of overtime and thereafter full-time employees by availability based on seniority.
Job Security & Tenure	Layoff and Recall procedure in accordance with Civil Service rules and regulation. Disciplinary procedures Article 12, pg 20	Disciplinary procedures Article 12, pg 13
Grievance	Grievance Procedure Article 13, pg 21.	Grievance Procedure Article 13, pg 15
Alcohol & Drug Testing	No	Yes

Facilities Assessment Key Findings

In April 2010, the Chiefs of Police of the Town and Village of Chester were provided with a brief questionnaire, which among other questions, asked for a description of facility needs. In late May 2010, a NYS Licensed Architect was given a guided tour of each of the police facilities to determine each facility's current condition, potential lifespan, capacity, needs, and expansion opportunities. The Building/Site Assessment worksheets provide a summary of the building conditions. The following information is supplemental to the received Village Police Questionnaire and the 2006 Existing Facility Evaluation of the Village Hall, Police Department and Court. Significant, observed differences between the information contained in the questionnaire and the consultants' facility review are duly noted.

The basis for many of the law enforcement related recommendations has been the Action Plan for the Justice Courts prepared by the State of New York Unified Court System with mandates to the Office of Court Administration (OCA). The building related recommendations have been based on the Building Code of New York State and all of its internal references to the Uniform Fire, Mechanical, Plumbing, Electrical and Life Safety Codes, including the accessibility requirements of American National Standards Institute (ANSI) and Americans Disability Act (ADA). A detailed discussion of the existing conditions assessment for the police facilities is included in **Section IV**.

Key Findings

Village Police Station

- *Building lacks sufficient area to adequately house all existing functions/activities.*
- *General Building and Fire Code (fire ratings, exiting systems, and alarm systems), security (staff and public), and accessibility issues are prevalent throughout the structure*
- *Law Enforcement and OCA deficiencies relating to security of the station is a serious concern, i.e., weapons, documents and evidence storage.*
- *Non-secure and deficient locker room facilities for male/female employees.*
- *Not handicap accessible.*

Town Police Station

- *Lacks sufficient area to adequately house all existing functions/activities.*
- *General Building and Fire Code and accessibility issues exist throughout the structure.*
- *Deficient and crowded locker room facilities for male/female employees.*
- *Law Enforcement and OCA deficiencies relating to security of the station (separation of public, municipal, and police activities.*
- *Lack of decontamination and/or lab area for handling potentially sensitive evidence and/or prisoners.*

Summary of Criminal Statistics

Calls for Service Comparison

The Town and Village of Chester Chiefs of Police provided Call for Service (CFS) data for 2007 through 2009. **Figure 2** illustrates the number of CFS for each department which are tracked by Orange County 911 Dispatch. CFS numbers also include all calls for assistance that come directly through the 911 system, other calls that are made to the police department that are forwarded to central dispatch, and incidents when officers call in for self-initiated activities that should be logged into the system.

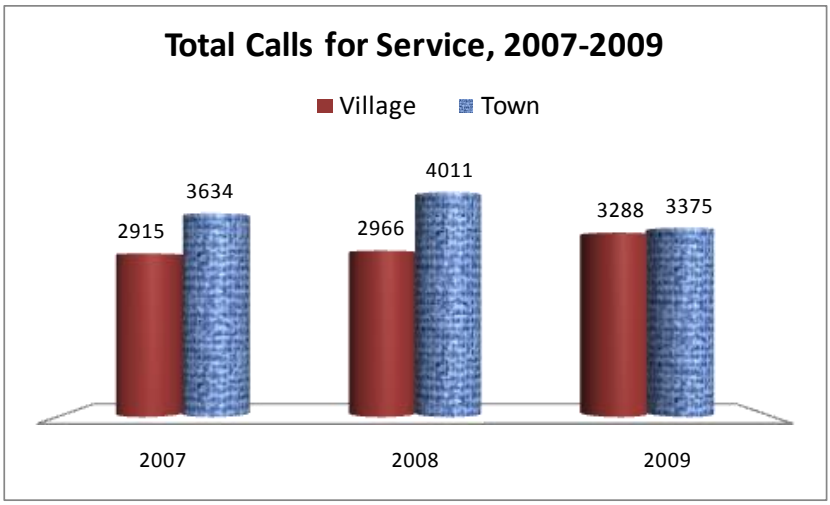


Figure 2: Total Calls for Service, 2007-2009

Table 7 illustrates the CFS for 2009 broken down by month. Since the town and village have two different shift patterns[4], for consistency purposes, to compare "apples to apples" the calls are tallied for three separate 8 hour increments between 12am and 8am; 8am and 4pm; and 4pm and 12pm. As shown, both the town and village dealt with the most calls during the day and evening shifts. On average, the town answered approximately 51 (18%) calls during the midnight shift, 124 calls (44%) during the day shift, and 106 (38%) calls during the evening shift. The village, on average, answered approximately 42 calls (15%) during the midnight shift, 123 calls (45%) during the day shift, and 108 calls (39%) during the evening shift.

The town had an average of 281 calls per month, or 9 calls per day, and the village had an average of 274 calls per month, or 9 per day. Combined, the town and village answered a total of 6,663 calls in 2009, an average of 555 calls per month, or 18 calls per day. According to additional detailed call log data provided by the County 911 Center, the average time for the town to respond to a call for service and complete the call is 25.54 minutes, compared to the village at 22.35 minutes. The combined average time spent on a call is approximately 24 minutes.

[4] The town's first shift is from 11pm to 7pm and the village's first shift is from 10pm to 6am.

Table 7: Town and Village Calls for Service by Shift, 2009

	Midnight Shift 12am-8am		Day Shift 8am-4 pm		Evening Shift 4pm - 12pm		Total		Calls/Day	
	Town	Village	Town	Village	Town	Village	Town	Village	Town	Village
January [1]	***54***	30	***132***	114	***112***	88	298	232	10	7
February[2]	***31***	31	***75***	116	***64***	85	171	232	6	8
March	42	46	98	106	97	97	237	249	8	8
April	50	34	123	114	96	120	269	268	9	9
May	56	55	117	114	86	106	259	275	8	9
June	60	57	123	142	123	121	306	320	10	11
July	75	47	126	149	128	145	329	341	11	11
August	67	41	128	144	134	122	329	307	11	10
September	42	42	136	119	110	118	288	279	10	9
October	41	41	126	120	132	103	299	264	10	9
November	49	44	135	126	80	89	264	259	9	9
December	46	39	167	117	113	106	326	262	11	8
Annual Total	**613**	**507**	**1486**	**1481**	**1276**	**1300**	**3375**	**3288**	NA	NA
Average calls/shift	51.10	42.25	123.83	123.42	106.32	108.33	281.25	274.00	NA	NA
Average % of total calls/shift	18%	15%	44%	45%	38%	39%	NA	NA	NA	NA

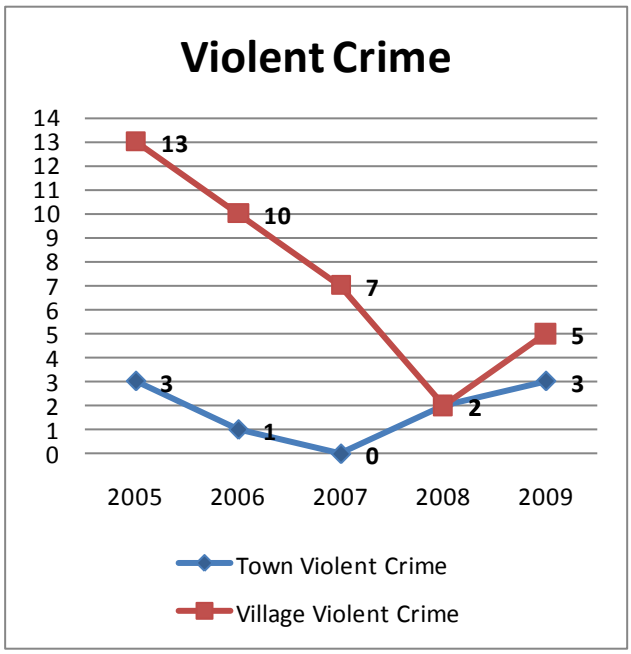
Notes:
1 and 2. The number of calls for the Town in January and February were calculated based upon the average percent of total calls for the rest of the year since these two monthly call reports were provided in a different format then the 10 other months.

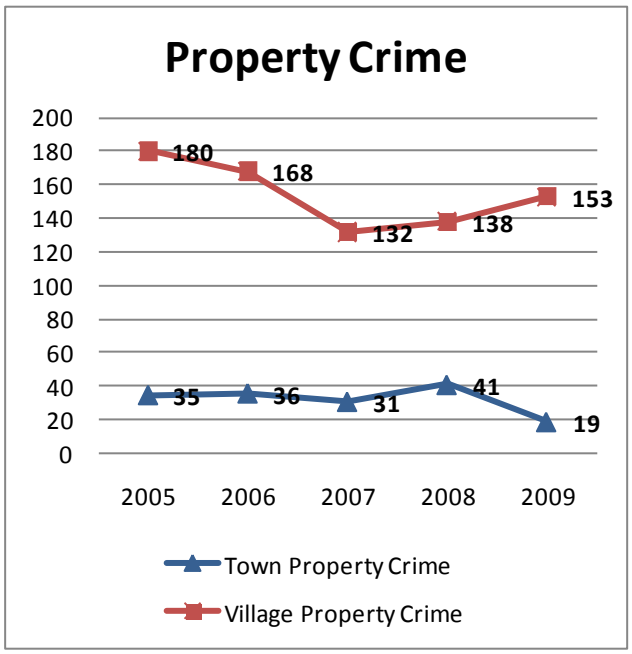
Source: Town and Village of Chester Call Logs, 2009

Criminal Statistics Comparison

According to the NYS Division of Criminal Justice Services (DCJS), there are more Index Crimes committed in the village than in the town. There are more violent crimes committed in the village than in the town; however between 2005 and 2009, the number of violent crimes decreased in the village and remained fairly stable in the town. There are also significantly more property crimes in the village than in the town; however, between 2005 and 2009 these types of crimes have decreased in both the town and the village. **Figure 3** illustrates the Index Crime trends in the town and village between 2005 and 2009.

Figure 3: Summary of Town and Village Index Crimes 2005-2009





Source: NYS Division of Criminal Justice Services, http://criminaljustice.state.ny.us/crimnet/ojsa/indexcrimes/orange.htm
Index Crimes = violent + property crime. Violent Crimes include murder, rape, robbery, and aggravated assault. Property Crimes include burglary, larceny, & motor vehicle theft offenses reported to law enforcement.

Table 8 illustrates the types of Violent and Property Crimes that occur within the town and village. Between 2005 and 2009, the town had an average of 1.8 Violent Crimes and 32.4 Property Crimes, while the village had an average of 7.4 Violent Crimes and 154.2 Property Crimes.

Table 8: Town and Village Index Crimes, 2005-2009

	2005		2006		2007		2008		2009	
	Town	**Village**	**Town**	**Village**	**Town**	**Village**	**Town**	**Village**	**Town**	**Village**
Murder	0	0	0	0	0	0	0	0	0	0
Forcible Rape	0	2	0	1	0	1	0	0	0	1
Robbery	1	7	0	5	0	4	0	1	0	1
Aggravated Assault	2	4	1	4	0	2	2	1	3	3
Total Violent Crime	***3***	***13***	***1***	***10***	***0***	***7***	***2***	***2***	***3***	***5***
Burglary	6	14	12	6	11	8	4	7	3	4
Larceny	27	161	22	160	19	121	35	129	16	148
Motor Vehicle Theft	2	5	2	2	1	3	2	2	0	1
Total Property Crime	***35***	***180***	***36***	***168***	***31***	***132***	***41***	***138***	***19***	***153***

Source: NYS Division of Criminal Justice Services, http://criminaljustice.state.ny.us/crimnet/ojsa/indexcrimes/orange.htm

Traffic Tickets Comparison

An indicator of pro-active police department activities are vehicle and traffic stops, which generate fines payable to the state and the issuing jurisdiction. The Town and Village of Chester Police Departments initiate a significant amount of traffic stops which result in Uniform Traffic Tickets (UTTs). Unfortunately, patrol-initiated activities for vehicle and traffic are not necessarily accounted for in the calls for service logs. A police call is logged any time an officer is dispatched, and the call is categorized once he/she arrives on the scene to determine the nature of the incident. According to the Chiefs of Police, if an officer initiates a traffic stop, this activity is not necessarily accounted for in the calls for service records management system unless the officer radios in to the 911 Center. Traffic stops that result in an arrest, towing a vehicle (unlicensed driver, operating out of class), or other suspicious/non-routine activity are documented in a blotter; however, routine stops where a warning is issued without incident are generally not documented with a blotter.[5] Within the next year, the County will be working with the local police department to install modems in police units so that records management will be improved. **Table 9** illustrates the number of traffic tickets issued in 2008 and 2009.

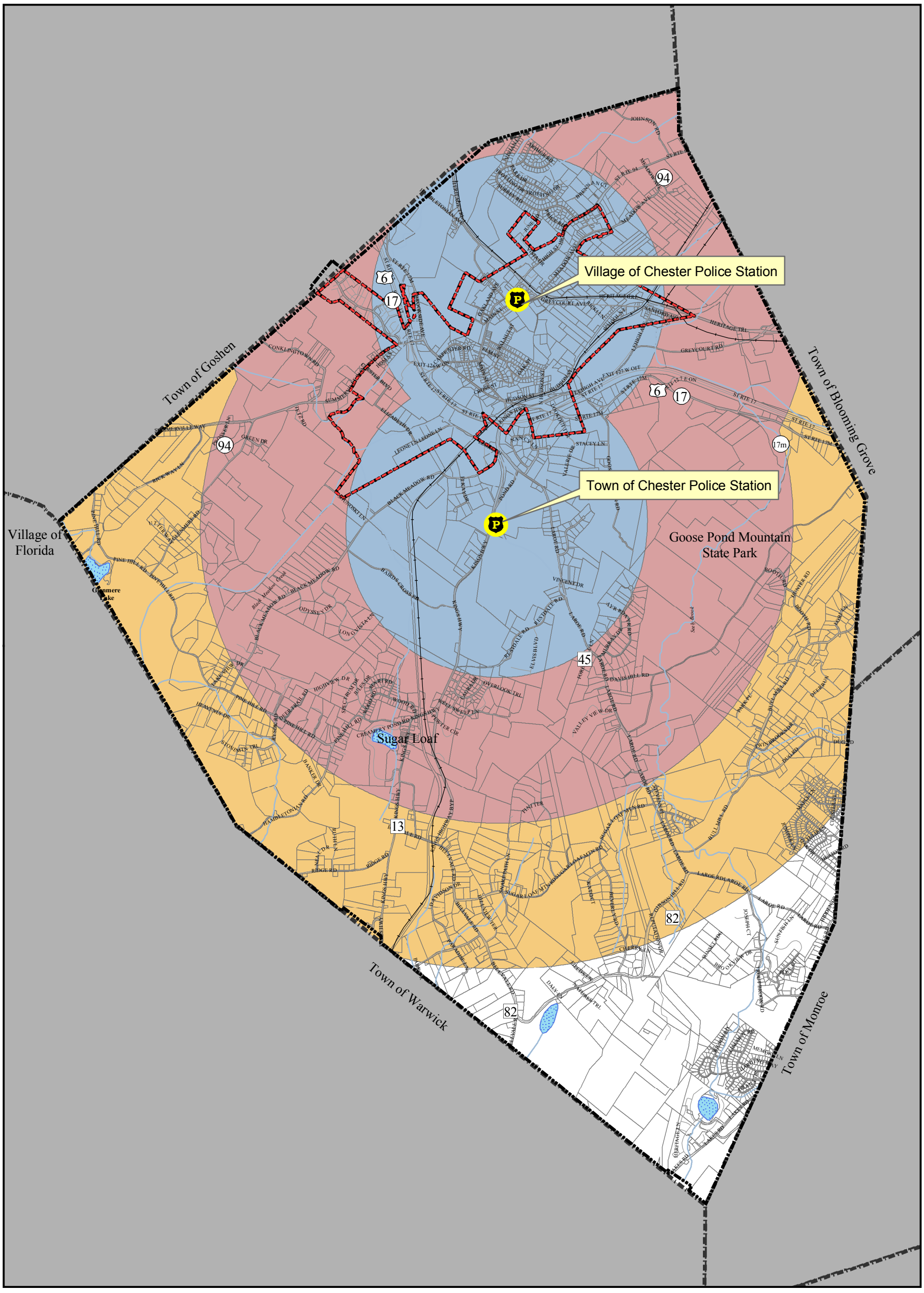
Table 9: Traffic Tickets Issued, 2008, 2009

	Town	Village	Town/Village Combined	Per Day
2008	3208	2604	5812	16
2009	2732	2918	5650	15

Source: Town and Village of Chester Police Chiefs

In 2009, the town made 3827 traffic stops, issued 2732 UTTs and 2124 warnings. Subtracting the warnings from the stops, shows that 1,703 motorists were the recipients of the 2,732 UTTs issued (or an average of 1.6 tickets issued per motorist when written enforcement action is taken). This illustrates that 45% of the motorists stopped received tickets and 55% were released with a verbal warning.[6] This type of data was not provided by the Village.

[5] Email correspondence with Chief Dan Doellinger, June 29, 2010 10:28 AM.
[6] Email correspondence with Chief Dan Doellinger, July 12, 2010 5:31 PM.



LEGEND

Police Station Service Range

- 1 Mile Service Area
- 2 Mile Service Area
- 3 Mile Service Area

- Village Boundary
- Town Boundary
- Railroads
- Rivers & Streams
- Lakes & Reservoirs
- Parcels
- Police Stations

Police Station Locations

Town & Village of Chester
Police Consolidation Feasibility Study

Laberge Group
ENGINEERING ARCHITECTURE
SURVEYING PLANNING
4 Computer Drive West • Albany, New York 12205
www.labergegroup.com

Miles
0 0.2 0.4 0.8 1.2 1.6

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Accuracy or Completeness Not Guaranteed.

Data provided by: Orange County Water Authority
Last Revision 07-06-10 Project # 2010034
J:\2010034\CADD\GIS\Maps\PoliceStationLocations-7-06-10

III. Staffing Analysis

Staffing Analysis for a Consolidated Police Department

Identifying the Number of Patrol Posts

Determining the optimum number of officers that are necessary to perform police functions in a consolidated department is not an exact science; however, there are two trusted methods utilized in the field, the International Association of Chiefs of Police (IACP) formula, and the Relief Factor which can be applied to determine an estimated number of patrol officers needed to fill a post. The IACP developed a formula in the early 1970's which was historically applied in the Town of Chester Police Department Administrative Study, completed by the NYS Division of Criminal Justice Services, Office of Public Safety in July 2007. This method is widely accepted, and was also applied in the Police Consolidation Study for the Town of Warwick, Village of Warwick, Village of Florida, and Village of Greenwood Lake, completed in July 1990, as well as many other police consolidation studies performed by NYSDCJS throughout New York State. The Relief Factor is another formula that can be applied to determine how many patrol officers are needed to fill a post. This method has been applied to determine the number of dispatchers needed to fill a shift, and to other shift staffing applications in the private sector.[7]

The IACP formula and the Relief Factor can be used to develop staffing models by estimating the number of patrol posts necessary to staff a consolidated police force based on known variables such as the number of calls for service in a given period of time, and the average length of time that each officer is available for duty on a yearly basis. Each method is described in detail below.

Applying the IACP Formula to the Town & Village of Chester

While the IACP formula can be applied to each of the individual departments, the intent of this study is to determine the feasibility of consolidating the town and village departments; therefore, this analysis treats the two departments as one. Step 1 of the IACP formula requires the identification of the total Calls for Service (CFS) for one year (in this case 2009) and breaks the

[7] Dispatch Magazine On-Line, "Staffing and Shifts" 8-10-2010, www.911dispatch.com/shifts/index

CFS into number of calls per each tour of duty (shift). **Table 10** shows the number of CFS per shift for the town and village, and the combined total calls per shift.[8]

Table 10: Step 1: Town & Village 2009 Calls for Services (CFS) by Shift, 2009

Shift	Town CFS	Village CFS	Combined Town/Village CFS
12am-8am	613	507	1,120
8am-4 pm	1,486	1,481	2,967
4pm - 12pm	1,276	1,300	2,576
Total	3,375	3,288	6,663

Source: Orange County Emergency Communications Center

Step 2 requires that the annual total CFS be multiplied by the average time required to respond to a CFS and complete the preliminary investigation. This provides the number of hours per year spent in handling CFS. Data from the Orange County 911 Center dispatch records provided the length of call information for the town and village. According to the 911 data base, in 2009, the average call lasted 22.35 minutes in the village and 25.54 minutes in the town, or a combined average of approximately 24 minutes. The consultant applied a conservative estimate (which is weighed in favor of requiring more police coverage) and assumed that the average length of time spent on a CFS in the town and village is 30 minutes. As shown in **Table 11,** the total combined CFS for each shift are multiplied by 30 minutes and divided by 60 to get the total time in hours expended per year.

Table 11: Step 2: Estimated Time Expended on CFS by Shift, 2009

Shift	Combined Town/Village CFS	Approximate Time Expended on CFS *(Combined CFS x 30 min/60 = hours)*
12am-8am	1,120	560 hours/year
8am-4 pm	2,967	1,484 hours/year
4pm - 12pm	2,576	1,288 hours/year
Total	6,663	3,332 hours/year

Source: Orange County Emergency Communications Center

Step 3 requires that the hours per year in CFS be multiplied by a "buffer factor" of three (3). This "buffer factor" is applied to account for the time spent on preventive patrol, directed patrol, inspectional services, report writing, vehicle servicing, personal needs, etc. This step provides the total patrol hours. The "buffer factor", or uncommitted, time is essential in policing for several reasons, including providing for proactive crime deterrent patrols, officer-initiated

[8] Calls for service do not include police initiated traffic stops which are not always logged with the 911 center.

activities and other community policing activities. Uncommitted time is also essential for administrative functions such as report writing, vehicle servicing, meals, agency meetings, court time and training. As illustrated in column 2 and 3 of **Table 12**, the Approximate Time Expended on CFS is converted in to the Projected Time Expended by multiplying it by the buffer factor of 3.

Table 12: Step 3: Projected Time Expended on CFS with Buffer Factor

Shift	Approximate Time Expended on CFS in 2009	Projected Time Expended *(approx time expended x buffer factor of 3)*
12am-8am	560 hours	1,680 hours
8am-4 pm	1,484 hours	4,451 hours
4pm - 12pm	1,288 hours	3,864 hours

Step 4 of the IACP formula identifies the minimum number of posts required. The Projected Time Expended (column 2) is divided by 2,920 hours which represents the total hours required to fill an eight-hour post for one year (365 days x 8 hours/day = 2,920 hours/year). The quotient equals the Minimum number of patrol posts needed for the particular tour of duty (column 3). As illustrated in column 4 of **Table 13,** the Minimum Post Needed are rounded up to the nearest whole number, since, for calculation purposes, this formula assumes a full-time equivalent (FTE) position.

Table 13: Step 4: Town & Village Minimum Patrol Posts for Combined Force

Shift	Projected Time Expended	Minimum Posts Needed *(projected time expended / 2,920)*	Minimum Posts (rounded up)
12am-8am	1,680 hours	0.58	1
8am-4 pm	4,451 hours	1.52	2
4pm - 12pm	3,864 hours	1.32	2

Now that the minimum number of patrol posts for each tour of duty is determined, the next step is to ascertain the number of staff needed to fill these posts adequately. In order to staff a post every day of the year, it is necessary to adjust for the fact that each individual full-time officer is not available to work the entire 2,920 hours required per year to man a post. While in theory an officer who works 40 hours per week times 52 weeks would be on duty 2,080 hours, in actual practice, you must deduct for time off for regular days off, vacation, sick time, personal leave and other factors which affect an officers' ability to be available for patrol activities.

Table 14 illustrates the estimated combined average number of Unavailable Days, which is equal to roughly 1,278 staff hours per year.

Table 14: Town & Village Average Staff Unavailable Days per Year, 2009

Factor	Combined Average Days-off per Patrol Officer	X8 = Staff Hours
Regular Days Off [1]	122	976 hours
Vacation [2]	12	96 hours
Personal Leave	3	25 hours
Sick	5	40 hours
Training	13	106 hours
Compensatory Time	4	35 hours
Total Average Unavailable Hours	160	1,278 hours [4]

Notes:

1. Town Chief of Police provided regular days off for the 4 days on 2 days off schedule, the same was applied to the Village...

2. Town/Village vacation days were calculated from the union contracts.

3. Town/Village personal, sick, training, and compensatory time is based on an average of time taken in 2009.

4. Figures have been rounded to the nearest decimal place.

Source: Town and Village Police Chiefs

The total above is the average number of hours in a year that each officer is unavailable for duty. If the Unavailable Hours figure (1,278) is subtracted from 2,920 potential hours required per year to man a post, the solution equals 1,642 Available Hours per year. When the Available Hours are divided into 2,920 hours, the quotient equals the Assignment/Availability Factor of 1.78.

As shown in **Table 15**, multiplying the Minimum Patrol Posts that were determined in previous steps (column 2 below) by the Assignment/Availability Factor (column 3) will determine the estimated number of Patrol Officers necessary to staff the required number of posts.

Table 15: IACP Assignment Factor Calculations

Shift	Minimum Patrol Posts	Assignment/ Availability Factor	Number of Patrol Officers	Minimum # of Patrol Officers
12am-8am	1	1.78	1.78	2
8am-4 pm	2	1.78	3.56	4
4pm - 12pm	2	1.78	3.56	4
Total	5	NA	8.89	10

Table 15 shows that a minimum of 10 full-time patrol officers would be sufficient to provide a minimum baseline coverage to the town and village, able to handle the current level of police incidents along with a standard buffer for patrol, community policing and other administrative work. However, since the town's current collective bargaining agreement requires a minimum staffing of two Patrol Officers per shift, this baseline coverage would not be sufficient to meet

the minimum staffing requirements. With just two officers assigned to nights, there would be times when only one officer would be on duty due to scheduled and unscheduled time off. **Table 16** illustrates how adjusting the Minimum Patrol Post to for each shift affects the outcome of the Minimum Number of Patrol Officers, and allows for the appropriate number of offers to fill each shift when considering the current collective bargaining agreements.

Table 16: Minimum Number of Patrol Offers for a Consolidated Police Department

Shift	Minimum Patrol Posts	Assignment/ Availability Factor	Number of Patrol Officers	Minimum # of Patrol Officers
12am-8am	2	1.78	3.56	4
8am-4 pm	2	1.78	3.56	4
4pm - 12pm	2	1.78	3.56	4
Total	6	NA	10.68	12

Conclusions

According to the outcome of the IACP formula, although the two separate departments currently have a combined total of 17 full-time Patrol Officers[9], a consolidated police department could conceivably function with a minimum of 12 full-time patrol officers. Keep in mind, this calculation does not include command staff, although in order to improve efficiency, some departments do assign command staff some patrol activity. The two departments also currently have 11[10] part-time employees, some sworn officers, some civilian, that could cost-effectively be used to supplement the minimum baseline staffing, and to cover court security and matron duties if necessary.

Applying the Relief Factor Formula to the Town & Village of Chester

The Relief Factor indicates how many persons it takes to fill a single job position for a single shift, taking into account vacation, sick leave, regular days off, training days and other types of leave. The factor varies depending on the employees' benefits, and how the employees use their benefits. In the private sector, a standard Relief Factor is between 1.4 and 1.7.[11] This formula does not consider the number of calls for service in a given year; however, interestingly enough, the Relief Factor is equal to the Assignment/Availability Factor calculated by the IACP formula when the town and village numbers are averaged. The formula utilizes the total number of days-

[9] Includes 9 full-time Village Patrol Officers and 8 full-time Town Patrol Officers.
[10] Includes 5 part-time Town Patrol Officers. 4 part-time Village Police Officers, 1 Village Court Officer and 1 Village Matron.
[11] "Calculating the Relief Factor", Dispatch Magazine On-Line. www.911dispatch.com/shifts/relief_factor.html. 8/11/2010

off to determine an average days-off figure which is used to calculate the Relief Factor. In order to apply the Relief Factor, the consultant had to assume a minimum number of patrol positions that need to be filled per shift.

Table 17: Town & Village Total Days Off for FT Patrol Officers

Factor	Town [1]	Village [2]	Town/Village Combined Days Off
Regular Days Off [1]	976.00	1,098.00	2,074.00
Vacation [2]	95.80	109.98	204.78
Personal Leave	17.04	36.00	53.04
Sick	30.00	56.52	86.52
Training	44.00	189.00	233.00
Compensatory Time	52.00	19.80	71.80
Total Days Off	1,213.84	1,509.30	2,723.14

Notes: 1. The total days off for the town are based on 2009 average time used in each category, multiplied by 8 full-time Patrol Officers. 2. The total days off for the village are based on 2009 average time used in each category, multiplied by 9 full-time Patrol Officers.

Source: Town and Village Police Chiefs

Once the total number of days off are calculated, this figure can be converted into the average number of days off per person. The average number of days off per person for the town is 151.7 and for the village is 167.7, or a combined average of approximately 160. Subtracting these figures from 365 (days in a year) will obtain the "days- on" figures. For example, if the average number of days off per person in the town is 151.7, the number of days on would be equal to approximately 213.3. Dividing 365 (day in a year) by the days-on figure equals the Relief Factor. **Table 18** illustrates these calculations and shows how the Relief Factor for the village is greater than the towns'; however, when averaged together, the Relief Factor is the same as the Assignment/Availability Factor that was calculated using the IACP formula.

Table 18: Relief Factor Calculations

Factor	Town	Village	Town/Village Combined
Total Days Off	1,214	1,509	2,723
Days Off Per Person	151.73	167.7	160.18
Days On	213.27	197.3	204.82
Relief Factor	1.71	1.85	1.78

Based upon the baseline information presented previously in the IACP formula calculations, the consultant applied a very conservative estimate (which is weighed in favor of requiring more police coverage) of 8 patrol posts for the consolidated police department. Appling the average Relief Factor of 1.78 would result in a staffing model of a minimum of 16 Patrol Officers per day.

Table 19: Relief Factor Staffing Model Results

Shift	Patrol Posts	Relief Factor	Number of Patrol Officers	Minimum # of Patrol Officers
12am-8am	2	1.78	3.56	4
8am-4 pm	3	1.78	5.35	6
4pm - 12pm	3	1.78	5.35	6
Total	8	NA	14.26	16

Conclusions

According to the outcome of the Relief Factor formula, although the two separate departments currently have a combined total of 17 full-time patrol officers[12], a consolidated police department could conceivably function with a minimum of 16 full-time patrol officers. Keep in mind, this calculation does not include command staff, although some departments, in order to improve efficiency, do assign command staff some patrol activities. The two departments also currently have 11[13] part-time employees, some sworn officers, some civilian, that could cost-effectively be used to supplement the full-time staff to cover court security and matron and other duties if necessary.

[12] Includes 9 full-time Village Patrol Officers and 8 full-time Town Patrol Officers.

[13] Includes 5 part-time Town Patrol Officers. 4 part-time Village Police Officers, 1 Village Court Officer and 1 Village Matron.

IV. Cost Implications for Alternative Service Delivery

The following discussion presents a number of alternative staffing models that the Town and Village of Chester could consider when moving forward with consolidation of the two police departments. Each staffing model includes an estimate of potential cost savings. The municipalities should keep in mind that it is possible to develop any number of staffing models for a consolidated police department. These options are provided for demonstration purposes and as a spring board for future discussions among political leaders to develop the most appropriate model to serve the needs of both municipalities. Additional cost savings estimates relating to facilities and equipment are also discussed in this section.

Alternative Staffing Models

Option 1: Maintaining the Status Quo

Currently, the police departments in the Town and Village of Chester provide police services separately. Maintaining the status quo is an option to be considered locally, and will greatly depend upon the political will for change, and the perception of the advantages and disadvantages of consolidation. Currently, it costs an estimated $3.8 million dollars annually to employ 43 full-time and part-time police personnel between the town and village, to handle a combined 6,663 calls for service per year, or an average of 18 calls per day, write 5,650 uniform traffic tickets, and investigate 180 part 1 crimes.[14] **Table 20** illustrates how these costs were calculated. [15] As shown in **Table 20,** the vast majority of costs, approximately $3 million cover full-time and part-time salaries and benefits alone, not including overtime.

Table 20: Estimated Actual Cost of Town and Village Police Departments

	Town	Village	Town/Village Combined
Estimated cost of full-time employees *(including a 40% benefit rate)* [1]	$1,400,609	$1,376,462	$2,777,071
Estimated cost of part-time employees [2]	$137,223	$118,414	$255,637
Subtotal: FT and PT salaries	$1,537,832	$1,494,876	**$3,032,708**
Estimated cost of overtime [3]	$75,523	$300,000	$375,523

[14] Based on 2009 Index Crimes reported to NYSDCJS.

[15] See detailed notes at the bottom of Table 20.

	Town	Village	Town/Village Combined
Estimated cost of other benefits (uniforms, night differential) [4]	$25,610	$11,000	$36,601
Estimated cost of equipment [5]	$40,813	$53,790	$94,603
Estimated cost of contractual services [6]	$127,219	$270,550	$397,769
Total Estimated Expenditures	$1,806,997	$2,130,216	$3,937,213
Estimated Revenues [7]	$80,880	$17,018	$97,198
Estimated Net Costs	$1,726,117	$2,113,198	$3,839,315

Notes:
1 Actual salaries are based on information provided by the Chiefs of Police as of summer 2010, not including overtime.
2. Estimate is based upon actual part-time annual wages for employees with the title Police Officer, Police Records Clerk, Court Officer and Matron.
3. The town overtime projection figure was extracted from the FY 2010 Police Department Budget request. The village overtime figure was taken from the 2009/2010 budget.
4. The town uniform allowance and night differential figures were extracted from the FY 2010 Police Department Budget request. The village uniform allowances were calculated using information in the collective bargaining agreement.
5. The town equipment costs are from the adopted 2010 budget and the village equipment costs are from the 2010-2011 budget..
6. The town contractual expenditures are from the adopted 2010 budget and the village contractual expenditures are from the 2010-2011 budget.
7. Estimated revenues are the average revenues from 06-09 provided by the NYS Comptrollers Office.

Option 2: Consolidation without Staff Reductions

There are no technical reasons which would prevent the consolidation of the two police departments. The determining factor to achieving consolidation and the financial and operational benefits that would result will largely fall in the hands of the local elected officials, and depend upon the willingness of police officials to embrace change, and the desire of the public to improve efficiency and effectiveness in delivery of police services. It is important to note that police consolidation cannot be accomplished without facility upgrades, which will require a significant investment of public funds and support. This topic will be discussed later in this section in more detail.

A critical component of a successful merger may be that all current employees are assured that their employment will be retained, and that any reductions in staffing will occur through attrition. Given the fact that many of the police personnel are fairly new hires, a merger performed in this way could take quite a long time, and during this period the new consolidated department will be overstaffed. An analysis of age, length of service, and eligibility for retirement will be necessary to determine the potential cost savings through attrition. In addition, incentives can be offered to hasten retirements, thus expediting the process and achieving financial savings earlier.

A new appointed Police Advisory Board, in accordance with Sections 83 of Civil Service Law, will have to determine how the consolidated department will best be structured if negotiations move forward. The re-structuring of the consolidated department may not allow for everyone to retain their existing rank. All municipalities in New York State have a statutory duty pursuant to the New York State Public Employees Fair Employment Act (N.Y. Civil Service Law §§ 200 et seq.) commonly known as the Taylor Law, to negotiate in good faith all "terms and conditions of employment."[16] In addition, Sections 70(5) and 83 of Civil Service Law pertain directly to the transfer of police personnel upon consolidation with another police agency. [17] The town and village should seek expert legal advice for the numerous legal issues that will need to be addressed should the municipalities decide to pursue consolidation.

Table 21: Option 2: Estimated Annual Cost per Title in a Consolidated Police Department

Title	Combined Police Personnel	Current Actual Personnel Cost *(not including overtime or benefits)*[1]	Estimated Personnel Cost *(including a 40% benefit rate)*
Chief of Police	1	$99,700	$139,580
Deputy Chief of Police	1	$89,750	$125,650
Sergeant	6	$478,200	$669,480
Detective	3	$240,000	$336,000
Police Officer	17	$1,122,000	$1,570,800
Police Assistant	1	$40,100	$56,140
Total Full-time Cost	**29**	$2,069,750	**$2,897,650**
Police Officer	9	$184,950	$184,950
Court Officer	1	$23,982	$23,982
Matron	1	$10,400	$10,400
Records Clerk	3	$38,423	$38,423
Total Part-time Costs	**14**	$257,755	**$257,755**
Option 2 Estimated Total Personnel Cost:			***$3,155,405***
Status Quo Total Personnel Cost:			***$3,032,708***
Estimated Additional Cost:			***$122,697***

As illustrated in **Table 21**, the consolidation of all full-time and part-time police staff will consist of the 43 full-time and part-time police personnel without any reorganization and will cost an estimated $3.1 million per year to cover the cost of personnel alone, including an estimated cost

[16] Consolidation and Collective Bargaining, NYS, Local Government Efficiency & Competitiveness publication, http://www.nyslocalgov.org/reports

[17] "Consolidation of Local Governmental Services, A Guide to the Rights of Civil Service Employees", Municipal Service Division, NYS Department of Civil Service, December 2007.

for benefits, but not including overtime. The personnel costs presented include estimated salary adjustments to demonstrate the potential pay equalization changes that will need to be negotiated as staff is transitioned from two separate departments to one consolidated department, per civil service law. It should be noted that these salary amounts are not intended to be a recommendation, but are applied for the purposes of estimation. Actual per title costs may increase when the terms of consolidation are negotiated. In addition, the annual cost will increase when overtime pay is included in the projections.

For the Chief of Police, Sergeant and Detective titles, the consultant applied the highest current salary rate for this title, assuming that current staff would be leveled out upon consolidation negotiations. In addition, the consultant assumed that the consolidated department would only need one Chief of Police and therefore proposed a new Deputy Chief position, with a salary that is 10% less than the Chief of Police salary. For the full-time Police Officer titles, since there is such a large range of salaries depending upon experience and years of services, the consultant applied an estimated $66,000, representing the current median salary of both departments with this title. The median hourly wage was also applied to the part-time Police Officers.

The departments currently have 29 full-time employees. If no changes are made to the current staffing, it would cost the town and village an estimated $2,897,650 per year to maintain the full-time employees. The departments currently have 14 part-time employees, some sworn, some civilian. If no changes are made to the current number of part-time personnel, it would cost the town and village an estimated additional $257,755 per year to maintain the 14 part-time employees.[18] Estimated costs may be higher if uniform allowances and other benefits to part-time employees are considered. Therefore, a staff of 29 full-time and 14 part-time would cost approximately $3,155,405 annually, thus full consolidation without any personnel changes could cost an estimated $122,697 more in personnel costs per year than maintaining the status quo.

Option 3: Relief Factor Staffing Model

Applying the results of the Relief Factor calculations, a consolidated police department could conceptually be made up of 27 full-time staff, including, 1 Chief of Police, 1 Deputy Chief of Police, 6 Sergeants, 2 Detectives, 16 full-time Patrol Officers, and 1 full-time clerk/administrative assistant. This staffing model recommends the elimination of all part-time positions, except 2 of the part-time Records Clerks and the part-time Matron. The consultant has not recommended any changes to the number of Sergeants, since according to the Chiefs of Police, there are currently times when the town and village departments have shifts when no

[18] Estimate is based upon the median wage for all part-time Police Officers. The wages for the part-time Police Records Clerks, Court Officer and Matron are based on actual current wages. Estimated costs may be higher if uniform allowances and other benefits to part-time employees are considered.

supervisors are on duty. Any consolidated staffing model should ensure that a supervisor is present on every shift to increase accountability and leadership. Please note, the staffing model presented in Option 3 is provided for illustrative purposes only in order to project cost savings potential. The actual staffing model of a consolidated Police Department that will result from the negotiation process will likely vary from this model.

As illustrated in **Table 22,** this alternative staffing model will cost an estimated $2,737,804 per year to cover the cost of personnel alone, including an estimated cost for benefits, but not including additional potential annual savings from decreased overtime. The salary adjustments applied in Option 2 are the same for Option 3. The abolishment of 1 full-time Police Officer position, at an estimated salary of $66,000 could save a total of $92,400 per year (including a 40% benefit rate). The abolishment of 1 full-time Detective position, at an estimated salary of $80,000 could save a total of $112,000 per year (including a 40% benefit rate), equaling a total annual savings of $204,400, for changes in full-time staffing. By eliminating all part-time positions, except the 2 part-time Records Clerks[19] and the Matron, the municipalities will realize an additional savings of $213,202 per year. The total savings for implementing these staffing changes is estimated at $417,602 per year.

Table 22: Option 3: Estimated Annual Cost for a Consolidated Police Department

Title	Combined Police Personnel	Estimated Annual Salary	Estimated Annual Personnel Cost *(not including overtime & benefits)*	Estimated Annual Personnel Cost *(including a 40% benefit rate)*
Chief of Police	1	$99,700	$99,700	$139,580
Deputy Chief of Police	1	$89,750	$89,750	$125,650
Sergeant	6	$79,700	$478,200	$669,480
Detective	2	$80,000	$160,000	$224,000
Police Officer	16	$66,000	$1,056,000	$1,478,400
Police Assistant	1	$40,100	$40,100	$56,140
Total full-time	**27**	NA	$1,923,750	**$2,693,250**
Records Clerk	2	$17,077	$34,154	NA
Matron	1	NA	$10,400	NA
Total part-time	**3**	NA	**$44,554**	NA
Option 3 Estimated Total Personnel Cost:				***$2,737,804***
Estimated Savings:				***$417,602***

[19] The Records Clerk that was eliminated from the roster only works 5 hours per week. It is assumed that this workload can be taken on by either of the other two Records Clerks or the Police Assistant.

Option 4: IACP Staffing Model

Applying the results of the IACP Formula calculations, a consolidated police department could conceptually be made up of 23 full-time staff, including, 1 Chief of Police, 1 Deputy Chief of Police, 6 Sergeants, 2 Detectives, 12 full-time Patrol Officers, and 1 full-time clerk/administrative assistant. This staffing model recommends the keeping the existing 9 part-time Police Officers, 2 part-time Records Clerks and 1 part-time Matron, as a cost-effective solution to supplement the full-time staff when necessary. [20]

Table 23: Option 4: Estimated Annual Cost for a Consolidated Police Department

Title	Combined Police Personnel	Estimated Annual Salary	Estimated Annual Personnel Cost *(not including overtime & benefits)*	Estimated Annual Personnel Cost *(including a 40% benefit rate)*
Chief of Police	1	$99,700	$99,700	$139,580
Deputy Chief of Police	1	$89,750	$89,750	$125,650
Sergeants	6	$79,700	$478,200	$669,480
Detectives	2	$80,000	$160,000	$224,000
Police Officers	12	$66,000	$792,000	$1,108,800
Police Assistant	1	$40,100	$40,100	$56,140
Total full-time	**23**		**$1,659,750**	**$2,323,650**
Police Officer	9	$20,540	$184,860	$184,860
Matron	1	$10,400	$10,400	$10,400
Records Clerk	2	$17,077	$34,154	$34,154
Total part-time	**12**		**$229,414**	**$229,414**
Option 4: Estimated Total Personnel Cost:				***$2,533,064***
Estimated Savings:				***$602,342***

As illustrated in **Table 23**, this alternative staffing model will cost an estimated $2,553,064 per year to cover the cost of personnel alone, not including the additional annual savings from decreased overtime. The abolishment of 5 full-time Police Officer positions, at an estimated salary of $66,000, could save a total of $462,000 per year (including a 40% benefit rate). The abolishment of 1 full-time Detective position, at an estimated salary of $80,000, could save $112,000 (applying a 40% benefit rate). By eliminating the 1 part-time Court Officer and the 1

[20] Please note, the staffing model presented Option 4 is provided for illustrative purposes in order to project cost savings potential. The actual staffing model of a consolidated Police Department that will result from the negotiation process will likely vary from this model.

Records Clerk[21], the municipalities will realize an additional savings of $28,342 per year. The total savings for implementing these staffing changes is estimated at $602,342 per year.

Summary of Potential Savings for Alternative Staffing Models

Table 24 illustrates the overall potential cost savings for implementing the four alternative staffing models.

Table 24: Summary of Staffing Models & Comparative Savings

Option	Proposed Total Staffing (FT/PT)	Estimated Personnel Costs	Estimated (Costs) and Savings
Option 1: Maintaining the Status Quo (29 FT and 14 PT)	43	$3,032,708	none
Option 2: Full Consolidation without Staff Reductions (29 FT and 14 PT)	43	$3,155,405	($122,697)
Option 3: Applying the Relief Factor (27 FT and 3 PT)	30	$2,737,804	$417,602
Option 4 – Applying the IACP Formula Results (23 FT and 12 PT)	35	$2,533,064	$602,342

Equipment & Contractual Expenses

In 2009, the Town and Village of Chester spent approximately $419,300 combined in the expense categories of Equipment & Capital Outlay and Contractual Expenditures (See **Table 25**).[22] These expense categories cover the cost of a variety of things, including, but not limited to, vehicle leases and maintenance, computer licenses and software, radios, phones, and other communications equipment, weapons, fuel, uniforms, office supplies, facility maintenance, training and educational reimbursement. Over a four year period from 2006 through 2009, expenses in these categories ranged from $121,000 to $275,000. Equipment and Contractual Expenditures in a consolidated department would not vary significantly from current costs except where there are opportunities to decrease the vehicle fleet, and share things such as phone lines, office equipment maintenance and software licenses and maintenance fees when operations are consolidated into one facility. Equipment savings opportunities will be heightened should the town and village chose to implement Option 3 or 4, due to the proposed staffing changes of these alternative models. Potential savings are discussed below.

[21] The Records Clerk that was eliminated from the roster only works 5 hours per week. It is assumed that this workload can be taken on by either of the other two Records Clerks or the Police Assistant.
[22] NYS Office of the Comptroller Financial Data for Local Governments.

Table 25: Summary of Equipment and Contractual Expenditures, 06-09

	2006	2007	2008	2009	06-09 Average
Town of Chester					
Equipment	$87,898	$60,322	$61,977	$44,712	$63,727
Contractual	$106,266	$133,505	$140,747	$108,582	$122,275
Total Equipment & Contractual Expenses	$194,164	$193,827	$202,724	$153,294	$186,002
Village of Chester					
Equipment	$18,479	$29,528	$26,268	$50,614	$31,222
Contractual	$102,674	$245,390	$227,817	$215,383	$197,816
Total Equipment &Contractual Expenses	$121,154	$274,919	$254,085	$265,996	$229,038
Combined Equipment & Contractual Expenses	**$315,318**	**$468,746**	**$456,809**	**$419,290**	**$415,041**

Source: NYS Office of the Comptroller Financial Data for Local Governments

Option 3: Potential Equipment & Contractual Savings

Currently the departments have a cumulative fleet of 16 cars. If the Option 3 consolidated staffing model (applying the Relief Factor outcome, resulting in 27 full-time and 3 part-time) were implemented, the department could reduce the fleet to 13 cars. This estimate is based on the model with baseline coverage of a maximum of 3 Patrol Officers per shift, requiring 3 cars, plus one back up car per officer, (equaling a total of 6), 2 cars for the Detectives, 1 car for the Chief and 1 car for the Deputy Chief and 3 cars for the Sergeants. Reducing the fleet by 3 cars could save an estimated $80,650 per year.[23] However, consolidating the existing fleet may require that the marked cars be re-painted, costing an estimated $2,200.[24] Implementing Option 3 will also reduce staffing by 1 full-time officer, with a uniform allowance of $1,400, 5 part-time officers with a uniform allowance of $1,000[25] and 3 part-time officers with a uniform allowance of $400 per year, saving an estimated $7,600 on annual uniform allowances.

Additional savings could be realized when the departments consolidate their two facilities into one. The town and village could realize a combined savings of approximately $16,000 per year by sharing office equipment maintenance, telephone line charges, and license fees for the records

[23] Based on the actual cost of a 2010 Ford Crown Victoria, list price of $24,683, plus $1,000 for retrofitting the car with lights, laptops, emergency equipment etc., plus $200 for lettering, plus $1,000 of interest on a 3-year lease-to-buy arrangement.
[24] Based upon a cost of $200 for lettering on the 11 existing marked cars cumulatively owned by the town and village.
[25] For the purposes of estimation, the consultant assumed that the full-time officer position to be eliminated would be from the town; however, it is possible that this position would be eliminated from the village, which would equal less savings for the uniform allowance.

management system.[26] The total potential equipment and contractual expenditures savings for Option 3 is an estimated $102,050 per year. Please note, there are likely to be other significant one-time transition costs, (i.e., legal services and consultant fees for the negotiation process), to consolidate the departments that cannot be identified at this time.

Option 4: Potential Equipment & Contractual Savings

Implementing Option 4 (applying the IACP formula outcome, resulting in 23 full-time and 12 part-time) could reduce the fleet to 11 cars. This estimate is based on the staffing model with baseline coverage of a maximum of 2 patrol officers per shift, requiring 2 cars, plus one back up car per officer, (equaling a total of 4), 2 cars for the Detectives, 1 car for the Chief and 1 car for the Deputy Chief and 3 cars for the Sergeants. Reducing the fleet by 5 cars could save an estimated $134,415 per year.[27]. Again, keep in mind, consolidating the existing fleet may require that the marked cars to be re-painted, costing an estimated $2,200.[28] Implementing Option 4 will reduce staffing by 5 full-time officers, saving an estimated $5,500 on annual uniform allowances per year.[29] This option did not reduce the number of part-time uniformed officers; therefore, there will be no additional savings on uniform costs.

As with the implementation of Option 3, additional savings could be realized when the departments consolidate their two facilities into one. The town and village could realize a combined savings of approximately $16,000 per year by sharing office equipment maintenance, telephone line charges, office supplies and license fees for the records management system. The total potential equipment and contractual expenditures savings for Option 4 is an estimated $153,700 per year.

Facilities

As a part of the inventory of existing police services, a NYS Licensed Architect toured each existing police facility along with the Police Chiefs. The overall purpose of the facility tours was to get a general impression of each facility's condition, lifespan, capacity, safety, and expansion opportunities. Each facility was photographed and a preliminary conditions analysis was prepared (See **Appendix C**: Building/Site Assessment Checklist). The results of the tours and

[26]Utilizing details provided in the 2010 Police Department budget requests, and applying approximate average expenditures between the town and village for landline phone charges ($5,000), office equipment maintenance ($5,000), and records management system ($6,000).

[27] Based on the actual cost of a 2010 Ford Crown Victoria, list price of $24,683, plus $1,000 for retrofitting the car with lights, laptops, emergency equipment etc., plus $200 for lettering, plus $1,000 of interest on a 3-year lease-to-buy arrangement.

[28] Based upon a cost of $200 for lettering on the 11 existing marked cars cumulatively owned by the town and village.

[29] Based upon the reduction of 3 full-time officers positions from the town, with a uniform allowance of $1,400 and 2 full-time positions from the village, with a uniform allowance of $650 per officer, per year.

discussions led to the identification of specific facility needs, and an estimated budget for rehabilitation and/or expansion of each existing facility was developed and utilized to compare the cost of individual upgrades versus the cost to construct a new consolidated police facility if consolidation occurred.[30] **Tables 26** and **27** provide an estimated budget for future improvements if each municipality continues to operate independently without consolidation. The budget information presented in these two tables are based on the cost of constructing a building addition for the additional needed square footage onto an existing structure and the cost of renovating existing square footage to comply with current building codes and regulations. **Table 28** offers an estimated budget for the construction of a new consolidated police facility based upon the cost of all new construction of space on an undeveloped property. The estimate for building space allocation is based on the Option 3 staffing model, which implements the results of the Relief Factor calculations. This model was chosen because it is weighed in favor of requiring more police coverage. Implementing Option 3 will create a consolidated police force of 30, including 27 full-time and 3 part-time employees.

New Construction

New construction budgeting was based on all new construction of space on a vacant, previously undeveloped and clean property. All new building construction budgets were budgeted at $125 per square foot and $10 per square foot was allotted for all new site area, inclusive of all new utilities, access, parking, site lighting, landscaping, etc.

Building Addition

The estimated cost of building additional space was calculated at $165 per square foot. This unit cost may seem high but is a reasonable budget expectation of what should be assumed to be required corrective structural, mechanical, electrical and plumbing system measures of the existing structure. Additionally, since the amount of new space being added was relatively small (not only in size but in relationship to the entire building), there is very little square footage to amortize the cost of the proposed addition, thereby driving up the unit cost. Although there will be some savings from the use of one or more existing walls already in place and access to existing utility feeds and equipment, these savings are minimal compared to the rehabilitation measures necessary to comply with current codes and regulations. It was further assumed that existing utility feeds were of adequate capacity to support expansion since detailed existing utility information was not available. The main pieces of equipment (boilers, electric panels, etc.)

[30] The facility reviews and budgetary information provided should be considered preliminary in nature, performed for planning purposes to identify the potential cost savings through consolidation. It is recommended that a more detailed site specific review of each facility be completed in the future. The budgetary figures are built upon the assumption that the necessary improvements would not be deferred, regardless of current or future economic influences.

would need to be replaced due to age (end of useful life) and lack of on-going maintenance programs. No site improvement provisions for basic existing infrastructure were included in the budget calculations because it was assumed to be available, easily accessible or not needed.

Renovated Space

The cost of renovated space was budgeted at the cost of providing the necessary building system and fire/life safety code upgrades. Renovated space was calculated at a range of $65 per square foot based on the subjective complexity of the renovation or upgrade required. Assumptions were made that the necessary infrastructure is readily available or easily accessible and that extensions or relatively simple conversions were possible. This unit cost may seem high but is a reasonable budget expectation of what should be assumed to be required corrective fire/life safety, structural, mechanical, electrical and plumbing system measures of the existing structure. Additionally, since the amount of existing space being renovated was relatively small (not only in size but in relationship to the entire building), there is very little square footage to amortize the cost of the proposed addition, thereby driving up the unit cost.

Budgeting Basis

The square footage costs were based on bid pricing obtained over the last five years from similar facilities that were constructed rehabilitated and/or modified. The figure was crosschecked with Means Construction Data. Please note that these budget units reflect a competitive, public bidding process which would invoke Wickes Law and prevailing wage rates.

Estimated Facility Savings

As illustrated in **Table 26**, to maintain the status quo of police operations, it is estimated that the Town of Chester would need to invest $1,074,125 for necessary facility upgrades and the Village of Chester would need to invest $1,020,175 (**see Table 27**) in their existing police facility, a collective cost of $2,094,300. [31] As shown in **Table 28**, if the two municipalities constructed a new joint police facility, it would cost an estimated $1,994,355, saving the town and village approximately $100,000 in capital costs. The Police Advisory Board will have to select the most appropriate staffing model, which may vary from the consultants' recommendations, and determine if it is financially practical to build a new facility, or if there is an existing building that is suitable to retrofit for the consolidated agency. Regardless of the path that is chosen, the facility should be designed with consideration of future growth of the police department.

[31] Estimates are based on the cost of constructing a building addition for the additional needed square footage onto the existing structure and the cost of renovating existing square footage to comply with current building codes and regulations.

Table 26: Estimated Cost to Upgrade Existing Police Facility for Individual Use Only, Town of Chester Police Department

Estimated Cost to Upgrade Existing Police Facility, Town of Chester Police Department Only						
Component		**No.**	**Area per Item**	**Item Total (SF)**	**Component Total (SF)**	**Notes/Comments**
1. Site					**33,563**	Approximately 1.2 acre site
1.01	Public Parking	5	350	1,750		
1.02	Police Vehicles (secure)	8	350	2,800		6 Patrol, 1 Chief, 1 Detective
1.03	Staff Vehicles (secure)	6	350	2,100		
1.04	Impound Area (secure)	5	250	1,250		
1.05	Building Area			6,420		From Building Total below
1.06	Roads/Walkways	25%		3,580		
1.07	Landscaped Area	50%		8,950		
1.08	Perimeter Buffer Areas	25%		6,713		
2. Building	Staff (FT only) >	14			**6,420**	Total GSF for single story Building Footprint
2.01	**Administrative Areas**					
2.02	Chief of Police	1	225	225		
2.03	Records Clerk (full-time equivalent)	1	125	125		
2.04	Conference Room	1	300	300		12 person capacity
2.05	Toilet Room	1	65	65		
2.06	**Staff**					
2.07	Sergeants	3	100	300		
2.08	Detectives	2	100	200		
2.09	Patrol Officers	8	80	640		

Estimated Cost to Upgrade Existing Police Facility, Town of Chester Police Department Only

Component		No.	Area per Item	Item Total (SF)	Component Total (SF)	Notes/Comments
2.10	Briefing/Reports Room	1	525	525		15 person capacity
2.11	Men's Locker/Shower/Toilet	1	280	280		10 person capacity
2.12	Women's Locker/Shower Toilet	1	80	80		1 person capacity
2.13	Interview Room	1	80	80		
2.14	Files/Resource Room	1	150	150		
2.15	Evidence Storage	1	250	250		
2.16	Secure Storage/Vault	1	180	180		
2.17	**Detention Areas**					
2.18	Men's Lockup	2	80	160		2 person capacity
2.19	Men's Tank/Isolation Room	1	60	60		1 person capacity
2.20	Women's Lockup	1	80	80		1 person capacity
2.21	Women's Tank/Isolation Room	1	60	60		1 person capacity
2.21	Juvenile Detention	1	80	80		1 person capacity
2.23	Juvenile Interview	1	80	80		
2.24	Juvenile Processing	1	100	100		
2.25	Adult Interrogation Room	1	120	120		4 person capacity
2.26	Adult Processing Room	1	120	120		
2.27	**Building Support Areas**					
2.28	Public Entry	1	80	80		
2.29	Sallyport/Garage	1	350	350		
2.30	Staff/Prisoner Entry	1	80	80		

Estimated Cost to Upgrade Existing Police Facility, Town of Chester Police Department Only

Component		No.	Area per Item	Item Total (SF)	Component Total (SF)	Notes/Comments
2.31	Public Lobby	1	150	150		
2.32	Public Toilet Rooms	2	50	100		
2.33	Mechanical/Electrical	1	250	250		
2.34	Janitor	1	80	80		
2.35	Internal Building Circulation	20%	5,350	1,070		

BUDGET PROJECTION:

Existing Building Space Allocation:		2,000	
Additional Building Space Needed (A-B):		4,420	
Construction Budget per SF of Additional Space:		$165	$729,300
Construction Budget per SF of Renovated Existing Space:		$65	$130,000
Soft Costs (Fees, Permits, Contingency):	25%		$214,825
ESTIMATED CONSTRUCTION BUDGET for UPGRADED TOWN POLICE FACILITY, MAINTAINING STATUS QUO:			**$1,074,125**

Table 27: Estimated Cost to Upgrade Existing Police Facility for Individual Use Only, Village of Chester Police Department

Estimated Cost to Upgrade Existing Police Facility, Village of Chester Police Department Only						
Component		**No.**	**Area per Item**	**Item Total (SF)**	**Component Total (SF)**	**Notes/Comments**
1. Site					**11,316**	Approximately 1.2 acre site
1.01	Public Parking	0	350	0		All public parking in public lot or on street
1.02	Police Vehicles (secure)	8	350	2,800		1 Chief, 5 Patrol, 1 Detective, 1 Sergeant
1.03	Staff Vehicles (secure)	6	350	2,100		
1.04	Impound Area (secure)	2	250	500		At Village Garage
1.05	Building Area			5,916		From Building Total below
1.06	Roads/Walkways	0%		0		Inner Village property/building
1.07	Landscaped Area	0%		0		Inner Village property/building
1.08	Perimeter Buffer Areas	0%		0		Inner Village property/building
2. Building	Staff (FT only) >	15			**5,916**	Total GSF for single story Building Footprint
2.01	**Administrative Areas**					
2.02	Chief of Police	1	225	225		
2.03	Administrative/Records Clerk	1	125	125		
2.04	Conference Room	1	300	300		12 person capacity
2.05	Toilet Room	1	65	65		
2.06	**Staff**					
2.07	Sergeants	3	100	150		
2.08	Detectives	1	100	100		
2.90	Patrol Officers	9	80	720		

Estimated Cost to Upgrade Existing Police Facility, Village of Chester Police Department Only

Component		No.	Area per Item	Item Total (SF)	Component Total (SF)	Notes/Comments
2.10	Briefing/Reports Room	1	525	525		15 person capacity
2.11	Men's Locker/Shower/Toilet	1	280	280		10 person capacity
2.12	Women's Locker/Shower Toilet	1	80	80		1 person capacity
2.13	Interview Room	1	80	80		
2.14	Maps/Files/Resource Room	1	150	150		
2.15	Evidence Storage	1	250	250		
2.16	Secure Storage/Vault	1	180	180		
2.17	**Detention Areas**					
2.18	Men's Lockup	2	80	160		2 person capacity
2.19	Men's Tank/Isolation Room	1	60	60		1 person capacity
2.20	Women's Lockup	1	80	80		1 person capacity
2.21	Women's Tank/Isolation Room	1	60	60		1 person capacity
2.22	Juvenile Detention	1	80	80		1 person capacity
2.23	Juvenile Interview	1	80	80		
2.24	Juvenile Processing	1	100	100		
2.25	Adult Interrogation Room	1	120	120		4 person capacity
2.26	Adult Processing Room	1	120	120		
2.27	**Building Support Areas**					
2.28	Public Entry	1	80	80		

Estimated Cost to Upgrade Existing Police Facility, Village of Chester Police Department Only

Component		No.	Area per Item	Item Total (SF)	Component Total (SF)	Notes/Comments
2.29	Sallyport/Garage	1	350	350		
2.30	Staff/Prisoner Entry	1	80	80		
2.31	Public Lobby	1	150	150		
2.32	Public Toilet Rooms	2	50	100		
2.33	Mechanical/Electrical	0	250	0		Existing systems to be renovated
2.34	Janitor	1	80	80		Existing services to remain
2.35	Internal Building Circulation	20%	4,930	986		

BUDGET PROJECTION:

Existing Building Space Allocation:		1,600	
Additional Building Space Needed (A-B):		4,316	
Construction Budget per SF of Additional Space:		$165	$712,140
Construction Budget per SF of Renovated Existing Space:		$65	$104,000
Soft Costs (Fees, Permits, Contingency):	25%		$204,035
ESTIMATED CONSTRUCTION BUDGET for UPGRADED VILLAGE POLICE FACILITY MAINTAINING STATUS QUO:			**$1,020,175**

Table 28: Estimated Cost to construct a new Consolidated Police Facility

Estimated Cost to Construct a new Consolidated Police Facility						
Component		**No.**	**Area per Item**	**Item Total (SF)**	**Component Total (SF)**	**Notes/Comments**
1. Site					**49,073**	Approximately 1.2 acre site
1.01	Public Parking	10	350	3,500		
1.02	Police Vehicles (secure)	13	350	4,550		6 Patrol, 2 Chief, 2 Detective, 3 Sergeants
1.03	Staff Vehicles (secure)	8	350	2,800		
1.04	Impound Area (secure)	5	250	1,250		
1.05	Building Area			8,838		From Building Total below
1.06	Roads/Walkways	25%		5,235		
1.07	Landscaped Area	50%		13,086		
1.08	Perimeter Buffer Areas	25%		9,815		
2. Building	Staff (FT only) >	27			**8,838**	Total GSF for single story Building Footprint
2.01	**Administrative Areas**					
2.02	Chief of Police	1	225	225		
2.03	Administrative Assistant	1	125	125		
2.04	Deputy Chief of Police	1	180	180		
2.05	Records Clerk (full-time equivalent)	1	125	125		
2.06	Conference Room	1	300	300		12 person capacity
2.07	Toilet Room	1	65	65		
2.08	**Staff**					
2.09	Sergeants	6	100	300		
2.10	Detectives	2	100	200		

2.11	Patrol Officers	16	80	1,280		
2.12	Briefing/Reports Room	1	1,050	1,050		30 person capacity
2.13	Men's Locker/Shower/Toilet	1	440	440		30 person capacity
2.14	Women's Locker/Shower Toilet	1	120	120		2 person capacity
2.15	Interview Room	1	80	80		
2.16	Maps/Files/Resource Room	1	150	150		
2.17	Evidence Storage	1	250	250		
2.18	Processing/Identification Lab	1	120	120		
2.19	Secure Storage/Vault	1	180	180		
2.20	**Detention Areas**					
2.21	Men's Lockup	2	80	160		2 person capacity
2.22	Men's Tank/Isolation Room	1	60	60		1 person capacity
2.23	Women's Lockup	1	80	80		1 person capacity
2.24	Women's Tank/Isolation Room	1	60	60		1 person capacity
2.25	Juvenile Detention	1	80	80		1 person capacity
2.26	Juvenile Interview	1	80	80		
2.27	Juvenile Processing	1	100	100		
2.28	Adult Interrogation Room	1	120	120		4 person capacity
2.29	Adult Processing Room	1	120	120		
2.30	Exam Room	1	80	80		
2.31	Photo Room	1	65	65		
2.32	**Building Support Areas**					
2.33	Public Entry	1	80	80		

2.34	Sallyport/Garage	1	350	350		
2.35	Staff/Prisoner Entry	1	80	80		
2.36	Juvenile Prisoner Entry	1	80	80		
2.37	Public Lobby	1	150	150		
2.38	Public Toilet Rooms	2	50	100		
2.39	Mechanical/Electrical	1	250	250		
2.40	Janitor	1	80	80		
2.41	Internal Building Circulation	20%	7,365	1,473		

BUDGET PROJECTION:

Construction Budget per SF of New Building:		$125	$1,104,750
Construction Budget per SF of New Site:		$10	$490,734
Soft Costs (Fees, Permits, Contingency):	25%		$398,871
ESTIMATED CONSTRUCTION BUDGET for CONSOLIDATED TOWN / VILLAGE POLICE FACILITY:			**$1,994,355**

Summary of Total Potential Cost Savings

Table 29 illustrates the overall potential cost savings for implementing the four service delivery options. The vast majority of potential savings in Option 3 and 4 will come from restructuring personnel. It should be noted that these estimates include an approximate cost for benefits, but do not include overtime. The personnel savings presented also include estimated salary adjustments to demonstrate the potential pay equalization changes that will need to be negotiated as staff is transitioned from two separate departments to one consolidated department, per civil service law. Personnel savings could increase or decrease depending upon the outcome of negotiations.

Table 29: Summary of Annual Personnel, Equipment and Facility Savings

	Option 1	Option 2	Option 3	Option 4
Personnel Savings	$0	-$122,697	$417,602	$602,342
Equipment & Contractual Expenses Savings	$0	$16,000	$102,050	$153,700
Facilities Savings	$0	$100,000	$100,000	$100,000
Total Savings	$0	-$6,697	$619,652	$856,042

Highlights & Conclusions of Implementing Alternative Staffing Models

- The town and village may choose to continue to provide police services separately (Option 1), maintaining the status quo, and keeping the existing 43 employees.
- Consolidating the town and village police departments, without staff changes (Option 2) will not create immediate personnel savings. This alternative is estimated to cost an additional $122,697 more in personnel costs per year than maintaining the status quo.
- Implementing Option 3 (Applying the Relief Factor) will create a consolidated police force of 30, including 27 full-time and 3 part-time employees, saving an estimated $417,602 per year. Option 3 will also save an estimated $102,050 in equipment and contractual expenditures, as well as $100,000 for facilities.
- Implementing Option 4 (Applying the IACP Formula) will create a consolidated police force of 35, including 23 full-time and 12 part-time employees, saving an estimated $602,342 per year. Option 4 will also save an estimated $153,700 in equipment and contractual expenditures, as well as $100,000 for facilities.

Preferred Alternatives

Following a meeting with the Police Consolidation Advisory Committee, it was determined that Options 1 and 2 were not in the best interest of the town and village because the other options offered more potential fiscal savings. It was requested that the consultant analyze the potential tax implications of Options 3 and 4, which is outlined in the following section.

Tax Implications

Methodology

The following analysis is provided to illustrate the fiscal impact of police consolidation in terms of the potential tax impact on town and village taxpayers. The analysis presented in this section was conducted by using figures from the 2011 Town Budget and the 2010-2011 Village Budget to establish a baseline, and applies the potential cost savings estimates for implementing Option 3 or 4 (See **Table 29**). Options 3 and 4 include estimated cost savings for reducing staffing, altering spending on equipment, and rehabilitating a facility to accommodate the merged department. It is important to note that these figures include estimated salary adjustments to demonstrate the potential pay equalization, and an estimated cost of employee benefits. The dollar figures presented in this section are only estimates. Actual cost savings will depend greatly upon the changes in staffing that are agreed upon between the town and village and the outcome of union negotiations.

According to the 2011 Town Budget and the 2010-2011 Village Budget, the total cost of providing police services in the town and village was a combined $3,255,774, or $1,473,896 for the town and $1,781,878 for the village. Currently, police services provided within the town are included in the Town Outside the Village Budget (Fund B) and police services provided to the village are included in the Village General Budget. It is assumed that should the two police departments merge into one, the funding for the consolidated department would be drawn from the Town-wide General Fund Budget (Fund A), allowing the town to collect taxes from village and town property-owners to cover the cost of police services for both municipalities.

As illustrated in **Table 30** and **31** below, in each alternative model of police services (Option 3 and 4), the consolidation results in a sizeable reduction in taxes to village residents, and a small increase in taxes to town residents. Overall, the implementation Option 3 or 4 will result in a net positive fiscal impact, with Option 3 showing a 19% reduction in costs and Option 4 showing a 26% reduction in cost. However, the intricacies of town and village taxation and the difference in assessed values between the town and village make it challenging to spread the cost of services equitably among town and village tax payers.

It is understood that town taxpayers may feel that the costs are unfairly shifted from the village to the town. It is assumed that the town and village will come to an agreement regarding the apportionment of the cost of the police consolidation so that it is more palatable to town residents.

Option 3 Tax Impact

As discussed in Section IV, the proposed staffing model outlined in Option 3 would conceptually be made up of 27 full-time staff, including, 1 Chief of Police, 1 Deputy Chief of Police, 6 Sergeants, 2 Detectives, 16 full-time Patrol Officers, and 1 full-time clerk/administrative assistant. This staffing model recommends the elimination of all part-time positions, except 2 of the part-time Records Clerks and the part-time Matron. Option 3 would save an estimated $619,652. Subtracting this savings from the combined budgeted cost of $3,255,774 million dollars, would equal a total cost of approximately $2,636,122 million for a consolidated department, a savings of approximately 19%.

Following the consolidation, the Village budget would be reduced by approximately $1,781,878 (the current total cost of police services). Total Town police costs would increase to $2,636,122 which would be shifted to the Town's General Townwide budget. These changes will drive the total tax levy for the General Townwide budget up to $5,614,497, the total tax levy for the General Town Outside Village budget down to zero, and the Village tax levy down to $1,190,025. In effect, Option 3 will impact town property-owners by increasing the Total Town Tax Rate (A + B fund) to 7.1175 per $1,000 (an increase of 0.8879), and will impact village property-owners by decreasing their tax rate to 12.0608 per $1,000 (a decrease of 4.0600) for the new Combined Town/Village Tax Rate of Village Tax Rate. Applying the current equalization rates[32], a town property-owner will see an increase of $50.61 per $100,000 of assessed value and a village property-owner will see a decrease of $206.01 per $100,000 of assessed value. See **Table 30**.

[32] NYS Office of Real Property Tax Services, 2010 Equalization Rates for the Town and Village of Chester.

Table 30: Option 3: Tax Impact

Impact on Town Outside of Village Property-owners			Impact on Village Property-owners	
Town A fund tax rate was:	3.7757		**Village tax rate was:**	12.3451
Town A Fund tax rate increased by:	3.3418		**Village tax rate decreased by:**	-7.4018
Town A fund tax rate is now:	7.1175		**Village tax rate is now:**	4.9433
Town B fund tax rate was:	2.4539		**Town A fund tax rate was:**	3.7757
Town B fund tax rate decreased by:	-2.4539		**Town A fund tax rate increased by:**	3.3418
Town B fund tax rate is now:	0.0000		**Town A tax rate is now:**	7.1175
Combined Town tax rate was:	6.2295		**Combined Town/Village tax rate:**	16.1208
Combined Town tax rate is now:	7.1175		**Combined Town/Village tax rate is:**	12.0608
Overall Town tax rate increased by:	0.8879		**Overall, Town/Village Tax:**	-4.0600
Current annual cost to Town tax payer per $100,000 of assessment:	$355.08		**Current annual cost to Village tax payer per $100,000 of assessment:**	$817.97
New annual cost to Town tax payer per $100,000 of assessment:	$405.70		**New annual cost to Village tax payer per $100,000 of assessment:**	$611.96
Increase in annual tax bill per $100,000 of assessment:	$50.61		**Decrease in annual tax bill per $100,000 of assessment:**	-$206.01

Option 4 Tax Impact

As discussed in Section IV, the proposed staffing model outlined in Option 4 would conceptually be made up of 23 full-time staff, including, 1 Chief of Police, 1 Deputy Chief of Police, 6 Sergeants, 2 Detectives, 12 full-time Patrol Officers, and 1 full-time clerk/administrative assistant. This staffing model recommends keeping the existing 9 part-time Police Officers, 2 part-time Records Clerks and 1 part-time Matron, as a cost-effective solution to supplement the full-time staff when necessary. Option 4 would save an estimated $856,042. Subtracting this savings from the combined budgeted cost of $3,255,774 million dollars, would equal a total cost of approximately $2,399,732 million for a consolidated department, a savings of approximately 26%.

Following the consolidation, the Village budget would be reduced by approximately $1,781,878 (the current total cost of police services). Total Town police costs would increase to $2,399,732 which would be included in the Town's General Townwide budget. These changes will drive the total tax levy for the General Townwide budget up to $5,378,107, the total tax levy for the General Town Outside Village budget down to zero, and the Village tax levy down to $1,190,025. In effect, Option 4 will impact town property-owners by increasing the Total Town Tax Rate (A + B fund) to 6.8178 per $1,000 (an increase of 0.5883), and will impact village property-owners by decreasing their tax rate to 11.7611 per $1,000 (a decrease of 4.3597) for the

new Combined Town/Village Tax Rate of Village Tax Rate. Applying the current equalization rates[33], a town property-owner will see an increase of $33.53 per $100,000 of assessment, and a village property-owner will see a decrease of $221.21 per $100,000 of assessment. See **Table 31**.

Table 31: Option 4: Tax Impact

Impact on Town Outside of Village Property-owners			**Impact on Village Property-owners**	
Town A fund tax rate was:	3.7757		**Village tax rate was:**	12.3451
Town A Fund tax rate increased by:	3.0421		**Village tax rate decreased by:**	-7.4018
Town A fund tax rate is now:	6.8178		**Village tax rate is now:**	4.9433
Town B fund tax rate was:	2.4539		**Town A fund tax rate was:**	3.7757
Town B fund tax rate decreased by:	-2.4539		**Town A fund tax rate increased by:**	3.0421
Town B fund tax rate is now:	0.0000		**Town A tax rate is now:**	6.8178
Combined Town tax rate was:	6.2295		**Combined Town/Village tax rate:**	16.1208
Combined Town tax rate is now:	6.8178		**Combined Town/Village tax rate is:**	11.7611
Overall Town tax rate increased by:	0.5883		**Overall, Town/Village Tax:**	-4.3597
Current annual cost to Town tax payer per $100,000 of assessment:	$355.08		**Current annual cost to Village tax payer per $100,000 of assessment:**	$817.97
New annual cost to Town tax payer per $100,000 of assessment:	$388.62		**New annual cost to Village tax payer per $100,000 of assessment:**	$596.76
Increase in annual tax bill per $100,000 of assessment:	$33.53		**Decrease in annual tax bill per $100,000 of assessment:**	-$221.21

[33] NYS Office of Real Property Tax Services, 2010 Equalization Rates for the Town and Village of Chester.

V. Recommendations and Implementation Steps

Recommended Model

Based on the results of the staffing and tax impact analysis of alternatives, it is clear that consolidating the town and village police departments is feasible. The consolidation will lead to future cost savings, as well as a beneficial relationship to serve each municipality's law enforcement needs. It is recommended that the Town and Village of Chester implement Option 3. Although this model will not save as much money as Option 4, it has the least impact on existing staffing by only eliminating one full-time Police Officer and one full-time Detective position, and is therefore a more politically favorable model. Although Option 3 recommended the elimination of all part-time Police Officers, the transition period may be smoother if this change is implemented gradually since there may be a need to utilize sworn part-time officers to cover shifts while new staff members complete necessary training. The use of part-time officers is also a cost-effective solution to controlling overtime costs during the transition period.

As the consolidated department becomes fully functional over a period of several years, there will be additional opportunities for cost savings. It may be possible that current employees will make individual decisions to retire, creating opportunities to develop a more cost-effective organizational structure. At the discretion of the consolidated department's administration, and subject to any agreements between the town and the village, positions vacated through attrition or retirement after consolidation may be eliminated, thereby further reducing costs and improving the fiscal impact of consolidation. In addition, the town and village should consider the following other Implementation Steps:

Implementation Steps

The following action steps are presented for consideration as the Town and Village of Chester work toward the consolidation of the police departments. Note that funding is available through the New York State Local Government Efficiency grant program to cover the cost of implementing shared services studies.

- Seek expert legal advice to address the numerous legal issues that will need to be considered in pursuit of consolidation. Consolidation of the departments cannot be accomplished without conducting the necessary union negotiations. All municipalities in New York State have a statutory duty pursuant to the New York State Public Employees Fair Employment Act (N.Y. Civil Service Law §§ 200 et seq.) commonly known as the

Taylor Law, to negotiate in good faith all "terms and conditions of employment." In addition, Sections 70(5) and 83 of Civil Service Law pertain directly to the transfer of police personnel upon consolidation with another police agency.

- Appoint a Police Advisory Board, in accordance with Sections 83 of Civil Service Law, to determine how the consolidated department will best be structured if union negotiations move forward. It is understood that the transfer of village employees to the town will require the consideration of pay equity, job classifications, change of job duties, accumulated vacation and sick leave credits, long term liabilities due to retiree medical insurance provisions, years of service and seniority, longevity pay, health benefits, and other terms and conditions of employment. **Table 6** offers a comparison of the Collective Bargaining Agreements (CBA) as a foundation for preliminary discussions.

- Upon transfer, the town and village will need to determine the best way to address employee time balances/leave accruals and post-retirement benefits. The village has the option to adopt a local law that will permit the pay out of any accrued time that may not be transferred. The process and tools to address time accrual and post-retirement benefits will be determined by the Police Advisory Board and retained legal counsel.

- Determine who would become Chief and how the other command staff would be restructured if necessary. The municipalities should ensure that they hire the most qualified candidate for the job of overseeing the consolidated department.

- Perform an analysis of age, length of service, and eligibility for retirement will be necessary to determine the potential cost savings through attrition.

- Offer incentives to hasten retirements, thus achieving financial savings earlier. At the discretion of the consolidated department's administration, positions vacated through attrition or retirement may be eliminated from the department, further reducing future costs.

- Develop an Intermunicipal Agreement (IMA) between the town and village to clearly outline how cost will be shared. For example, the IMA may include a clause requiring the village to pay the town a determined lump sum of money to cover the cost of specific services that are provided for the benefit of village residents and businesses. For reference, the following are steps to creating an IMA:

    - Identify services to be shared through centralization/decentralization.
    - Identify parties to agreement.

- Determine whether to draft a single agreement or separate agreements with each municipality.
- Determine duration of agreement.
- Determine a method or formula for equitably allocating revenues and costs.
- Determine the manner of employing and compensating personnel.
- Determine the acquisition, ownership, operation, maintenance, and lease and sale of property.
- Determine the manner of handling any liabilities that might be incurred in the operation of the joint service and obtaining adequate insurance coverage.
- Determine custody by the fiscal officer of one of the participants of any or all moneys made available for expenditure for the joint service, and authorization for that fiscal officer to make payments on audit of the auditing official or body of his or her municipal corporation or district.
- Determine periodic review of the agreement, including terms relating to its duration, extension or termination.
- Determine adjudication of disputes or disagreements.
- Determine collective bargaining issues, if any.
- Determine town taxation issues, if any.
- Draft agreement.

- Manage overtime within a new consolidated staffing model in order to realize additional savings potential. The department should maintain an active list of part-time officers that can be called upon when necessary.

- Following the consolidation, the town and village should implement a policy of completing an annual employee utilization study to determine the percentage of time currently allocated to various tasks by current employees. A uniform work activity accounting system will need to be created that permits tracking of employees' work activity by category. The results of this analysis will help the consolidated police department:

  - Determine the baseline coverage requirements necessary to maintain existing services and how staff resources can be reassigned;
  - Identify where future hiring may be necessary; and

  - Identify where staffing reductions can be made through attrition, early retirement, or negotiation of severance packages.

- Create an inventory of equipment including basic information about the equipment's age, condition, value, and anticipated date of replacement. The consolidated department should create a 5 year Capital Plan that will address equipment purchasing to guide future purchases. The plan should be reviewed and approved by the town and village boards.

- The consolidated police department should develop an Annual Report to the town and village board. The report could include the department's Mission Statement, a summary of police operations and how the service is being providing in an integrated fashion, criminal statistics, special cases, highlights of special training, events and activities the department participated in, and any other pertinent items that the public should be aware of.

- Work with the Orange County Division of Budget or the Office of the State Comptroller to understand the opportunities and limitations of the existing budgeting and reporting system and develop more detailed system of tracking personnel, equipment and contractual service expenditures.

- Pursue New York State accreditation for the consolidated department. Accredited departments are recognized for meeting the highest standards of service and professionalism. The accreditation process is a laborious task, but will demonstrate that the consolidated police department is an effective and professional law enforcement agency, and will reduce the insurance risk for department resulting in lower premiums.

Appendix A.
Review of Existing Police Services & Resources

Town of Chester Police Services

Overview of Services and Procedures

The Town of Chester Police Department provides for the protection of people and property and the preservation of order within the Town of Chester 24 hours per day. The department is made up of 22 employees, including 14 full-time employees and 8 part-time employees; however, accounting for those that are out on leave, the full-time force is currently down to 12 full-time officers.

Town Police Department
Mission Statement

The principal mission of the Town of Chester Police Department is to preserve the rights of citizens and reduce fear in the community through the prevention of crime, protection of persons, property, and the maintenance of order in public places; and to anticipate and respond to events that threaten public order and the protection of life and property.

It is essential all members remember that in the execution of their duties they act not for themselves but for the good of the public. They shall respect and protect the rights of individuals and perform their services with honesty, zeal, courage, discretion, fidelity, and sound judgment.

Police officers must seek and preserve public confidence by demonstrating impartial service to law, and by offering service and trust to all members of the public. It is the expressed Policy of this Department that police officers will use force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public cooperation to an extent necessary to secure observance of law or to restore order, and to use only the minimum degree of physical force which is necessary upon any particular occasion for achieving a police objective.

The town is divided into four patrol zones. The union contract requires that no less than two officers are assigned to patrol at all times. As a matter of policy, but not a contractual requirement, two out of three shifts have a Sergeant assigned to supervise the patrol officers. Part-time officers are scheduled as needed to fill vacant shifts based on availability and seniority. They are usually scheduled for 8 hour shifts. They cannot be scheduled for less than 4 hrs to prevent the department from having them come in for only an hour, but the minimum is seldom used. The Chief uses a rotating call list to call upon part-time officers to fill a shift if someone calls in sick. There is a mandatory overtime policy that applies to full-time and part-time officers if it is necessary to ensure that the minimum staffing levels are met.

All calls for police service go through the Orange County Emergency Communications Center. Routine calls are automatically dispatched to the Town Police Department and priority calls received by the 911 Center are dispatched using a polling system; i.e., the closest police unit to

the incident will be assigned the call. The State Police have a substation in the Town of Monroe, and the County Sheriff's Department is located in the Town of Goshen. Both the State Police and the County Sheriff respond to calls if they are the closest car to the scene; however, neither patrols the Town. There is currently no formal mutual aid agreement between the Town and Village of Chester. Emergency assistance is provided and received in accordance with NYS GML 209-m. The Department has no holding cells in their facility and detainees must be transported to the Orange County Sheriff's Department, 8 miles away in the Town of Goshen.

In addition to daily response to calls and patrol responsibilities, the Town of Chester Police Department has many specialty units in operation that support the community, including, Crime Prevention, D.A. R. E., Detective Division, Quality of Life Details, and School Resource Officer. The town provides the same level of medical response as the village. The department has three defibrillators, for each car assigned to patrol and AED-equipped and there is also an oxygen tank and first response bag in every marked vehicle. The department is responsible for coordinating animal control services which are provided through a contractual service agreement with the Warrick Valley Humane Society. Individual Officers are given special assignments, or assigned to work with individual organizations, such as working closely with the senior citizens and crime prevention programs such as VIN etching, home and business security checks, and child identification programs. One of the Officers is assigned as a School Resource Officer (SRO) five days a week within the Chester Union Free School District during the school year. **Table A1** lists the various police services that the town provides.

Table A1: Town of Chester Police Services

Police Services	
Animal Control	Home Security Checks
Attendance at Village and Town Board Meetings	Fingerprinting for Civilian Pre-Employment
Background Checks	In-Service Training
Bike Patrol	Investigation of Criminal Complaints
Business Patrol/Security Checks	Investigation of Non-Criminal Complaints
Car Seat Installation and/or Inspection	Neighborhood Watch
Child Fingerprinting Program/Child ID	NYSPIN Audits
Crime Prevention Programs	Park Patrol
Crime Scene Processing	Senior Emergency Programs & ID Cards
Crowd Control at Events	Sex Offender Registry
Court Security	Traffic Control & Enforcement
DARE/School Resource Officer	Vehicle Lock-Out Service
Emergency Medical Response/Life Support	VIN Etching
Funeral Escorts	

Source: Police Department Head Survey, 2010

Workforce

The Town of Chester Police Department provides 24/7/365 law enforcement coverage within town municipal boundaries, excluding the Village of Chester. The Department is currently made up of 22 employees, including 19 sworn officers and 3 civilian employees. The Department consists of 14 full-time employees, including: 1 Chief of Police, 3 Uniformed Sergeants, 2 Detectives, and 8 Uniformed Police Officers, and 8 part-time employees including: 5 Uniformed Police Officers, and 3 Police Records Clerks. The part-time clerks have regularly scheduled shifts. One works Monday thru Friday from 9 A.M. to 1 P.M., the second works Monday thru Friday from 1 P.M to 5 P.M., and the third works Sundays from 9 A.M. to 2 P.M. One Detective and 1 Police Officer are out on 207c; therefore, the number of sworn officers available to work is currently at 12 full-time and 5 part-time Police Officers. According to the NYS Division of Criminal Justice Services report on law enforcement personnel, since 2008 the Department has grown by 22%, gaining one additional full-time position and three part-time positions[34].

According to the collective bargaining agreement, a minimum of two officers are assigned to patrol. The regular work day is 8 hrs and the regular work week shall not exceed 40 hrs in any 7 day period. The workday is split up into three shifts, A (11 pm-7am), B (7am-3 pm), and C (3pm - 11pm). The School Resource Officer (SRO) is assigned to the B shift and works Monday thru Friday during the school year. All full-time employees, except the Chief and the SRO cover 3 shifts by working a schedule of four days on two days off for 2 consecutive weeks before rotating to a new shift. This rotating schedule allows for every full-time officer to have a Saturday and Sunday off every 6th week. Employees are entitled to mutually switch shifts with approval of the Chief. The Chief usually works Monday thru Friday on the day shift and the Detective usually works Tuesday thru Saturday on the day shift. Two shifts (out of three total daily) also have a Sergeant working with the actual shifts covered varying since they work a rotating schedule.[35] See **Table A2.**

[34] NYS Division of Criminal Justice Services report on Law Enforcement Personnel, 7/10/2009. http://criminaljustice.state.ny.us/crimnet/ojsa/stats.htm

[35] Information provided by the Town Police Chief on the Police Department Questionnaire.

Figure A1: Town of Chester Police Department Organization Chart

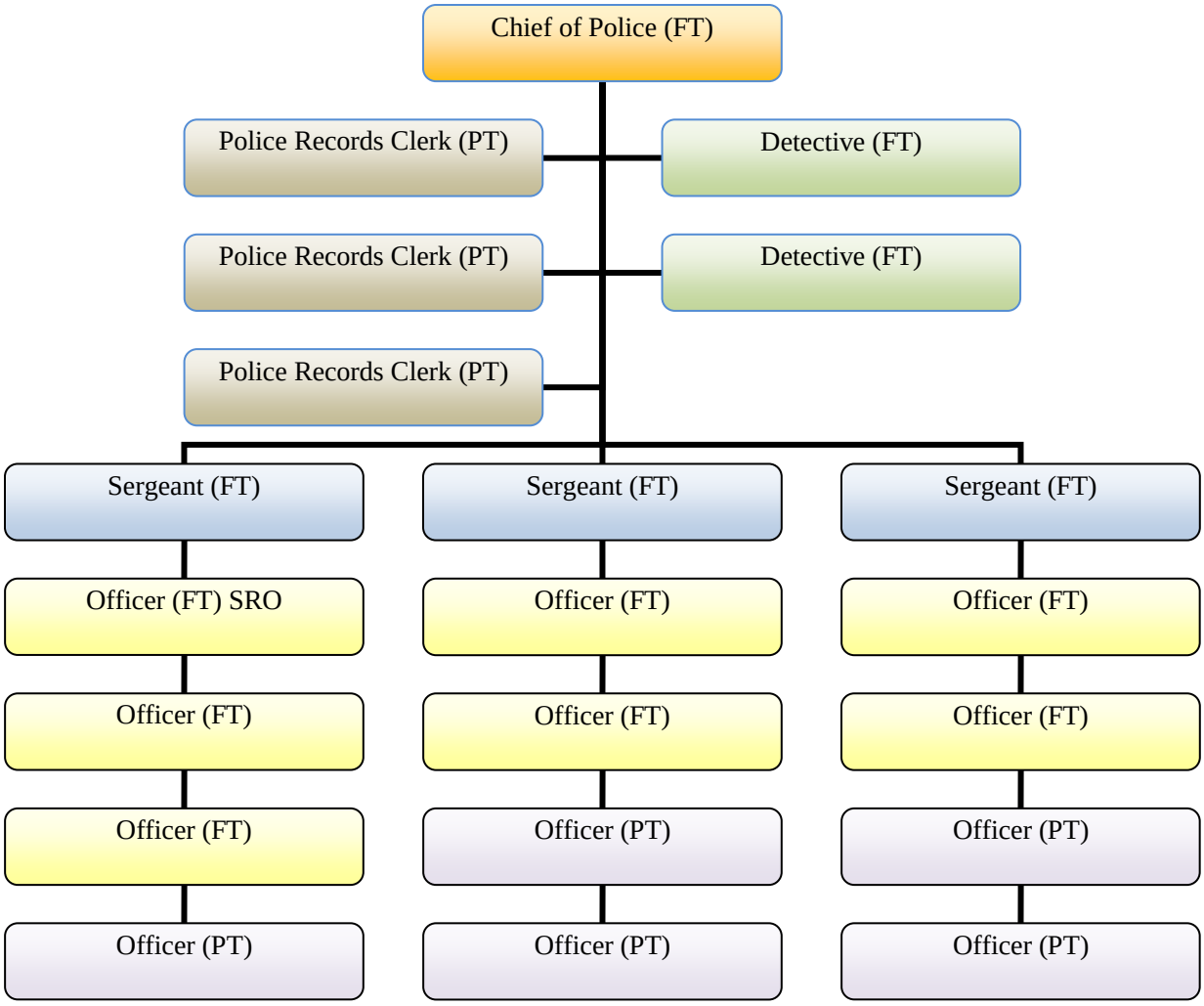

Table A2: Town of Chester Police Department Workforce, 2010

Official Job Title	FT/ PT	Salary or Wage	Years of Service	Duties, Special Skills and/or Special Assignments
Chief of Police	FT	$ 99,700	12	NYS Certified Police Instructor, Glock Armorer, Town Emergency Management Officer, Notary Public, Internal Affairs, General Dept Admin Tasks, Budget Preparation and Administration, Grants, Approve FOIL requests, Represent dept at local, county, and state functions, Manage Town Hall phone system, Payroll Admin, TraCS Admin
Sergeant	FT	$ 79,673	8	Patrol Supervision, NYS Certified Police Instructor, Dept. Stop DWI Coordinator, Field Training Program Supervisor, Applicant Processing, Evidence Room Custodian, LPR Administrator, Bike Patrol Unit Supervisor, Internal Affairs
Sergeant	FT	$ 79,673	7.5	Patrol Supervision, State and Federal Grants, Selective Traffic Enforcement Program Coordinator, NYSPIN/eJustice, Operation Safe Stop Coordinator, Vehicle Maintenance Supervisor, UCRs, TraCS Administrator, Internal Affairs
Sergeant	FT	$ 79,673	6.5	Patrol Supervision, NYS Certified Police Instructor, Firearms Instructor, Glock and Rifle Armorer, Buckle Up New York Coordinator, Dept. Scheduling, Dept. Awards Committee Chairman, Datamaster Admin, Taser Instructor, Internal Affairs
Detective	FT	$ 80,046	11.5	Criminal Investigations, Background Checks, NYS Certified Police Instructor, Sex Offender Registry Management, Neighborhood Watch Coordinator
Detective	FT	$ 75,739	10	Accident Reconstructionist *(207c since 7/05)*[1]
Police Officer	FT	$ 77,234	15	SRO, DARE, Sex Offender Registry Management, Liaison to the Chester School District, Child ID Program Coordinator
Police Officer	FT	$ 75,739	9	Patrol, Child Safety Seat Specialist, Vehicle Maintenance Officer, Bike Patrol
Police Officer	FT	$ 69,770	3.5	Patrol, Senior Citizens Group Liaison, Dept. Business Listings Manager, Bike Patrol
Police Officer	FT	$ 59,119	2.5	Patrol, VIN Etching Coordinator, Quartermaster, Bike Patrol
Police Officer	FT	$ 72,521	1.5	Patrol, Bruderhof Community Liaison, Dept. Computer Admin *(207c since 12/09)* [1]
Police Officer	FT	$ 50,516	1	Patrol, Boy/Girl Scout Liaison, Sugar Loaf Chamber of Commerce/Business Liaison

Official Job Title	FT/ PT	Salary or Wage	Years of Service	Duties, Special Skills and/or Special Assignments
Police Officer	FT	$ 50,516	1	Patrol, EMS Liaison, Bruderhof Community Liaison (temporary)
Police Officer	FT	$ 50,516	unknown	*Salary is estimated. The town is currently in the process of interviewing to fill this position*
Police Officer	PT	$ 19.00/hr	8	Patrol, Assist with VIN Etching, Bike Patrol
Police Officer	PT	$ 19.00/hr	4	Patrol
Police Officer	PT	$ 19.00/hr	4	Patrol
Police Officer	PT	$ 19.00/hr	2.5	Patrol
Police Officer	PT	$ 19.00/hr	2	Patrol, NYS Certified Police Instructor
Police Records Clerk	PT	$ 16.42/hr	15	
Police Records Clerk	PT	$ 16.42/hr	8	
Police Records Clerk	PT	$ 16.42/hr	3	
Total Full-time	14			
Total Part-time	8			
Total	22			

Notes:

1) GML 207-c provides for continuation of first party benefits, i.e., payment of salary, wages, medical and hospital expenses of policemen with injuries or illness incurred in the performance of their duties. One Detective and one Town Police Officer are currently out on 207-c, and therefore unavailable to work.

Source: Town of Chester Police Chief

Workforce Cost

According to the reported salaries and wages per hour shown in **Table A2** and assuming a 20 hour work week for part-time employees[36], the full-time and part-time personnel costs are approximately $1,137,658 per year, not including longevity or other benefits such as night differential, overtime, and uniform allowances. By applying a fringe benefit rate of 40% to the full-time employees, the calculated cost of the current roster of police personnel would equal approximately $1,537,832 per year. According to town payroll records for FY 2009, the actual annual cost of full-time and part-time police personnel was $1,744,427.82 ($1,246,990.00 for salaries and $497,437.82 for benefits at a rate of 39.89%)[37]

[36] Part-time hours are calculated based on a 20 hour week for all part-timers except for one Records Clerk that only works 5 hours per week.

[37] This figure was provided by the Town Bookkeeper, and includes salaries and benefits for 12 full-time, 5 part-time and 3 civilian positions. According to the NYS Office of the Comptroller, the Town reported only $1,400,284 for total Police Expenditures in FY 2009, which included personnel, equipment and capital outlay and contractual expenditures, but not employee benefits.

Vehicle Inventory

The Police Department has six (6) marked and two (2) unmarked vehicles. The vehicles are leased to buy through Ford Motor Credit, and maintained by the dealer under warranties and/or private maintenance. The Town Highway Department mechanic is responsible for preventative maintenance on the police cars. See **Table A3**.

Table A3: Town of Chester Vehicle Inventory

Unit	Year	Make	Model	Type	Miles (4/2010)	Financial Obligation
641	2004	Chevy	Tahoe	Marked	71,883	$0
642	2005	Chevy	Tahoe	Marked	66,301	$0
644 [1]	2009	Ford	Crown Vic	Marked	12,975	$8,556.87
645	2008	Ford	Crown Vic	Marked	70,859	$0
646	2007	Dodge	Charger	Unmarked	58,610	$0
647	2010	Ford	Crown Vic	Marked	0	$8,794.43
648	2009	Chevy	Impala	Unmarked	11,160	$7,687.33
649	2010	Ford	Crown Vic	Marked	762	$8,846.07

Notes:
1. The town's lease-to-buy agreement consists of three payments, the first payment is due upon delivery, the 2nd a year later and the 3rd two years later, so the car is paid off in 2 years. The town can then buy the car for $1 at the end of the lease term.

Source: Town of Chester Police Chief

The total financial obligation on existing leases is $33,884.70. The Police Department recently leased the new 2010 Crown Victoria (unit 649) at a cost of $8,846.00 per year for two years, as well as unit 647 at a cost of $8,794.43 per year for two years. The department's equipment budget for 2010 was $40,813, to cover existing lease obligations and the lease of two new cars. To retrofit the new cars, the town recently started using the Warwick DPW sign shop to paint and letter the cars, which costs between $150 and $200. Lights, laptops, and other equipment are moved from the retired cars to the new ones, and any other new parts usually cost less than $1,000 to install. Therefore, a typical new car could cost approximately $26,800, not including interest.

Facility Condition Assessment

A NYS Licensed Architect was given a guided tour of the town's police facilities to determine the facility's current condition, potential lifespan, capacity, needs, and expansion opportunities. **Appendix C** contains the Building/Site Assessment Checklist prepared during this facility tour.

Existing Facility Conditions Summary & Key Findings

Law Enforcement, Town Municipal Departments, Town Board and Town Court activities are all conducted out of this stand alone, two story building located at 1786 Kings Highway. The Police Department is located in the basement of the building, occupying approximately 1,200 square feet. The Department also has a three bay garage that is currently under-utilized. The Police Department is comprised of an office for the Chief, a shared office for the Sergeants and Detectives, a squad room/multi-purpose office area with 3 shared desks and a bench w/handcuffs for holding criminals, a men's locker room, a women's locker room, a unisex staff bathroom and an evidence room.

The building itself is in reasonably good condition. Sufficient area to adequately house the variety of activities, and the individual requirements of the activities that are performed within it are lacking and in need of upgrades. General Building and Fire Code (fire ratings, exiting systems, and alarm systems), security (staff and public), and accessibility issues are prevalent throughout the structure.

Examples of some of the more significant building deficiencies (not in any order of priority) are:

- Limited handicapped accessibility to public and staff functions.
- Inadequate fire detection and exiting system.
- Deficient fire alarm and emergency lighting system coverage.
- Deficient and crowded locker room facilities for male/female employees.

Other deficiencies related to the facility's ability to adequately support municipal law enforcement activities, maintain reasonable public and staff safety, and maintain the rights of those accused would include:

- Separation of public, municipal, court and police activities.
- Significant lack of fire arm/weapons storage, placement and security.
- No decontamination and/or lab area for handling potentially sensitive evidence and/or prisoners.
- Deficient site security.
- Lack of adequate evidence and document storage and access. Presenting potential fire and legal issues.

Observations and Recommendations

It cannot be stressed enough that it is extremely important for any town or village facility be kept as current as possible with developing regulations. Although difficult in tighter budgets and shrinking tax roles, the risk of the potential short and long term liabilities of the Town due to claims on these issues, presents potentially larger financial and legal issues for municipal officials to manage.

It is possible to resolve the deficiencies noted above, by constructing a building addition to the rear of this existing building, and renovate, reconfigure and modify some of the existing interior spaces. Such an addition would have to include an upgrade to the existing mechanical, electrical, plumbing and fire protection systems within the building. The mechanical upgrades would also have to comply with current energy code mandates. It is believed that the existing site could support such an addition without much difficulty with the potential for removal of the existing 3 bay garage if necessary to increase available space to expand.

An alternate resolution would be to find a new location for the certain Town functions or Law Enforcement functions and reconfigure and renovate the existing building to the meet the needs of the remaining municipal functions.

Village of Chester Existing Police Services

Overview of Services and Procedures

The Village of Chester Police Department provides for the protection of people and property and the preservation of order within the Village of Chester 24/7/365. The Village Police Department serves only the village. Although, the town police do have to travel through the village to access some parts of the town and to receive fuel, the Village Police Department has sole authority over the public safety within its borders. The Department is made up of 21 employees, including 15 full-time employees and 6 part-time employees, serving a residential population of approximately 4,000 people, in a 2.1 square mile area.

Village Police Department Mission Statement

The principal mission of the Village of Chester Police Department is to enforce all laws and ordinances in a fair and impartial manner through the prevention of crime, protection against criminal attack, loss or damage to property and by preserving order in public places.
It is essential that all members of the department remember that in the execution of their duties that they act not for themselves, but for the good of the community. They will respect and protect the rights of individuals and perform all Police services with Honesty, Zeal, Courage, Discretion, Fidelity and Sound Judgment without Prejudice.
The Department will at all times endeavor to cooperate with other law enforcement agencies, community agencies, groups or departments to promote Confidence, Understanding, Trust and Competence from the Public to achieve our Police objectives.

According to the Village website, the principal mission of the Village of Chester Police Department is to enforce all laws and ordinances in a fair and impartial manner through the prevention of crime, protection against criminal attack, loss or damage to property and by preserving order in public places. The standard duties and functions of the Police Department include: responding to calls for service; providing basic life support/defibrillator service on medical calls; conducting vehicle/foot/bicycle patrols; vacant house/business security checks; fingerprint services for civilian pre-employment; investigating criminal and non-criminal complaints; investigating traffic collisions crime scene processing; conducting basic and in-service training for department and non-department police officers; conducting training for all village employees when requested; providing presentations to civilian groups/schools when requested; conducting background checks on new officers; conducting background checks on persons applying for peddling permits; conducting traffic/crowd control at events.

The Village of Chester Police Department also has many specialty units. Village of Chester Police Department Officers participate in traffic enforcement checkpoints, DWI enforcement checkpoints, and undercover drug and alcohol/underage drinking operations. Many times, Officer's participate in more than one of the areas listed above, and are responsible for other non-traditional police services such as the issuance of handicap permits, vender permits, village employee ID cards, notary services, and computer and web technical services to other village departments. **Table A4** lists the various police services that the village provides.

Table A4: Village of Chester Police Services Police Services

Police Services	
Animal Control [1]	**Fingerprinting for Civilian Pre-Employment**
Attendance at Village & Town Board Meetings	**Funeral Escorts**
Background Checks	**Handicap Parking Permits**
Bike Patrol	**Home Security Checks**
Business Patrol/Security Checks	**In-Service Training**
Child Fingerprinting Program/Child ID	**Investigation of Criminal Complaints**
Crime Prevention Programs	**Investigation of Non-Criminal Complaints**
Crime Scene Processing	**NYSPIN Audits**
Crowd Control at Events	**Peddling & Solicitation Permits**
Court Security	**Posting of Public Notices**
Drivers Education	**Sex Offender Registry**
Educational Seminars	**Traffic Control and Enforcement**
Emergency Medical Response/Life Support	**VIN Etching**

Source: Police Department Head Survey, 2010

Workforce

The Village of Chester Police Department provides 24/7/365 law enforcement coverage to the Village residents. The Department is made up of 21 employees, including 18 sworn officers and 3 civilian employees. The Department consists of 15 full-time employees and 6 part-time employees including, (1) full-time Chief of Police, (3) full-time Uniformed Sergeants, (1) full-time Detective, (9) full-time Uniformed Police Officers, (1) full-time Police Assistant, (4) part-time Uniformed Police Officers, and (1) part-time Court Officer, and (1) part-time Matron. According to the NYS Division of Criminal Justice Services report on law enforcement personnel, since 2008 the Department has grown by 33%, gaining a four additional full-time positions and one part-time position[38]. See **Table A5**.

According to the collective bargaining agreement, the regular work day is 8 hrs and the regular work week shall not exceed 40 hrs in any 7 day period. The workday is split up into three shifts, A (10pm -6 am), B (6am-2 pm), and C (2pm - 10pm). All full-time employees, except the Chief cover the 3 shifts by working a schedule of four days on two days off for three consecutive weeks before rotating to a new shift.

[38] NYS Division of Criminal Justice Services report on Law Enforcement Personnel, 7/10/2009. http://criminaljustice.state.ny.us/crimnet/ojsa/stats.htm

Figure A2: Village of Chester Police Department Organization Chart

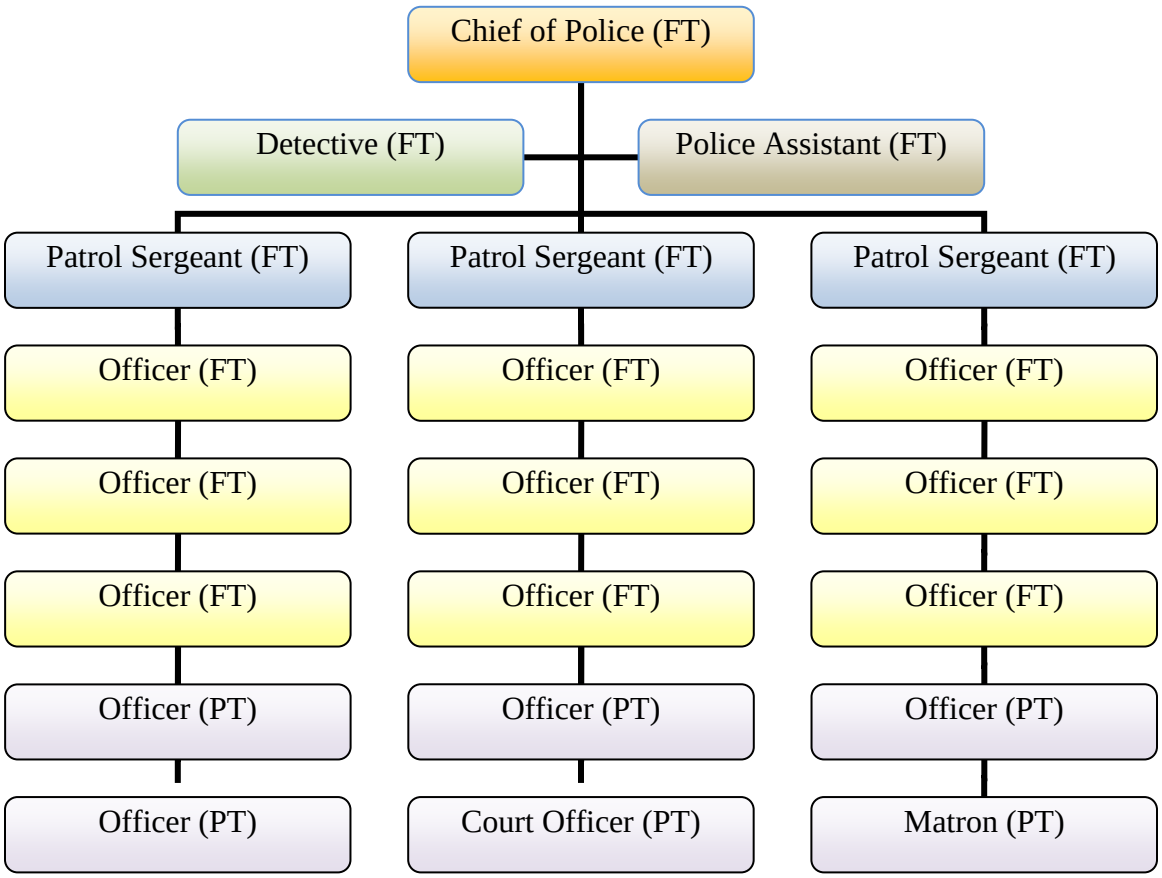

Table A5: Village of Chester Police Department Works Workforce, 2010

Official Job Title	FT/ PT	Salary or Average Wage	Years of Service	Duties, Special Skills and/or Special Assignments
Chief of Police	FT	$ 89,627	21	Dept. admin./training DCJS Master Instructor/Pistol, AR-15 M-16 and 9MM sub-machine gun armorer, computer network, web administrator
Sergeant	FT	$74,438	19	Supervision of patrol, various admin duties (currently out on 207-c) [1]
Sergeant	FT	$74,438	14	Supervision of patrol, various admin duties, DCJS Instructor, productivity, sex offender management, personnel evaluations, Uniform Crime Reporting (UCR)

Sergeant	FT	$74,438	9	Supervision of patrol, various admin duties, DCJS Instructor, computer network admin, personnel evaluations, GTSC Grants, TraCS Admin, pistol armorer, DMT admin, evidence/property room supervisor, LPR admin
Detective	FT	$68,358	3	Criminal investigations/background checks, internal affairs, firearms instructor, DCJS Instructor, sex offender management
Police Officer	FT	$65,729	9	Patrol
Police Officer	FT	$65,729	6	Patrol
Police Officer	FT	$65,729	5	Patrol, NYSPIN and EJustice TAC
Police Officer	FT	$59,793	3	Patrol
Police Officer	FT	$59, 793	3	Patrol, warrant admin, bike patrol maintenance
Police Officer	FT	$59,793	4	Patrol, crime scene processing, evidence/property room admin.
Police Officer	FT	$65,729	2	Patrol, assist investigations
Police Officer	FT	$53,759	2	Patrol, RADAR admin.
Police Officer	FT	$65,729	1	Patrol
Police Assistant	FT	$40,105	16	5 yrs PT, 11 yrs FT. General admin, issue handicap permits, records retentions, process cases and reports, answer phones, process messages, process FOIL requests
Police Officer	PT	$20.65/hr	2	Patrol
Police Officer	PT	$20.65/hr	2	Patrol
Police Officer	PT	$19.75/hr	6 mo	
Police Officer	PT	$19.75/hr	2 mo	Patrol, assist investigations patrol
Court Officer	PT	$23.06/hr	7	Court security
Matron	PT	$10.00/hr	20	Secure, search and observe female prisoners during arrests
Total Full-time	15			
Total Part-time	6			
Total	21			

Notes:
1) GML 207-c provides for continuation of first party benefits, i.e., payment of salary, wages, medical and hospital expenses of policemen with injuries or illness incurred in the performance of their duties. One Sergeant is currently out on 207-c, and therefore unavailable to work.

Source: Village of Chester Police Chief

Workforce Cost

According to the reported salaries and wages per hour shown in **Table A5** and assuming a 20 hour work week for part-time employees, the full-time and part-time personnel costs are approximately $1,101,601 per year. Assuming a fringe benefit rate of 40%, the village police force would cost approximately $1,494,876, annually, not including overtime, longevity or other benefits such as night differential, and uniform allowances. According to the Chief of Police, the department budgeted an additional $300,000 to cover overtime in 2009, making the total annual cost of the department an estimated $1,794,876 per year if the entire overtime budget is expended.

Vehicle Inventory

The Police Department has five (5) marked and three (3) unmarked vehicles. The vehicles are purchased outright or leased to buy, and maintained by the dealer under warranties and/or private maintenance. The Village Street Department mechanic is responsible for preventative maintenance on the police cars. The total financial obligation on existing leases is $ $10,989.18.

Table A6: Village of Chester Vehicle Inventory

Unit	Year	Make	Model	Type	Miles (4/2010)	Financial Obligation
314	2009	Chevy	Impala	Marked Patrol	10,614	$0.00
315	2010	Chevy	Impala	Marked Patrol	400	$0.00
316 [1]	2009	Dodge	Durango	Unmarked/Sgts	13,802	$7,938.18
317 [2]	2008	Chevy	Impala	Unmarked/Chief	24,510	$3,051.00
318	2007	Chevy	Impala	Marked Patrol	51,989	$0.00
319	2008	Chevy	Impala	Marked Patrol	43,608	$0.00
320	2007	Chevy	Impala	Marked Traffic	16,353	$0.00
321	2004	Chevy	Impala	Unmarked/Detective	117,773	$0.00

Notes:

1) Unit 316 was purchased on a 3year State bid fleet lease.

2) Unit 317 was purchased on a 3year local dealer lease.

Source: Village of Chester Police Chief

Facility Condition Assessment

A NYS Licensed Architect was given a guided tour of the village's police facilities to determine the facility's current condition, potential lifespan, capacity, needs, and expansion opportunities. **Appendix C** contains the Building/Site Assessment Checklist prepared during this facility tour

Existing Facility Conditions Summary & Key Findings

Law enforcement, Village Municipal Departments, Village Board and Village Court activities are all conducted out of a three story building located at 45-47 Main Street within the village core. These municipal functions actually housed within three adjacent "row" structures that are inter-connected at the first and second floors, and are therefore, not part of a single building or structure. The basement is primarily occupied by the Courtroom, although there is a 13x38 Police Storage Room and a mechanical room/changing area for police in the basement as well. The Police Department occupies roughly 1,200 square feet of the first floor and is comprised of several offices for the Chief, Sergeants and Detectives, an interviewing/booking area, a single man holding cell, a squad room/multi-purpose office area with 4 desks, and an area for mug shots at the top of the basement stairs. The Department also has staff locker and storage space on the second floor. Due to the 9 inch step from the sidewalk at the front entrance, the Department is not handicap accessible. Generally, existing doors are non-rated hollow core wood or hollow metal doors. Required door closers and hardware are generally substandard, including those on evidence storage areas. Door ratings and wall construction fire separators, security and control are practically non-existent on the first and second floors.

Security of the Police Department is a serious concern. There is a common use lobby for access to the public meeting room that poses a security issue during public meetings, as the front door must be left unlocked and there is potential for civilians to gain access to an unoccupied police station if all officers are out on calls. Court personnel, lawyers, and other civilians pass through the police station to get to the court, and often congregate or meet in the squad room for conferencing of cases. Civilians have access to non-secured evidence storage areas in the second floor breezeway between the Village's public meeting rooms and the second floor offices. In addition, closets for the storage of private property, records, uniforms, evidence, training equipment, weapons and ammunition are not secure due to the use of hollow wood doors with exterior hinges, located in public areas, or areas easily accessible to the public.

The building itself is in reasonably good condition, but lacks sufficient area to adequately house the variety of activities, and the individual requirements of the activities that are performed within it.. General Building and Fire Code (fire ratings, exiting systems, and alarm systems, etc), security (staff and public), and accessibility issues are prevalent throughout the existing structure. The OCA recommended separations of law enforcement, municipal functions, court

and general public activities would be extremely complicated, if even possible, to resolve within the existing building envelope.

Examples of some of the more significant building deficiencies (not in any order of priority) are:

- Deficient fire rated exiting systems and/or exit enclosure assemblies.
- Lack of viable separation of public, municipal, court and police activities.
- Deficient handicapped accessibility to public and staff functions on first or second floors.
- Lack of fire sprinkler system and/or fire walls throughout the building.
- Lack of fire control or separation at party walls and adjoining doors.
- Lack of fire alarm system and clear path of egress for safe exiting in the case of an emergency at all floor levels.
- Deficient emergency lighting coverage or system.
- Inadequate ventilation system.
- Lack of a decontamination and/or lab area for handling potentially sensitive evidence and/or prisoners

Other deficiencies related to the facility's ability to adequately support municipal law enforcement activities, maintain reasonable public and staff safety, and maintain the rights of those accused would include:

- Separation of juvenile facilities from adults.
- Improved weapon/fire arm storage, placement and security.
- Significantly improved securable evidence and document storage and access.
- Provide decontamination and/or lab area for handling potentially sensitive evidence and/or prisoners.
- Improve site security.
- Deficient, non-secure and crowded locker room that is housed within the boiler room in the basement which must be shared by male and female officers.
- Deficient, non-secure locker room on the second floor, located within the breezeway between the Village's public meeting rooms and the second floor offices, secured only by hollow-core doors.

- Lack of a break room, forcing officers to eat meals in the presence of criminals being processed.
- Telephones and computer network server are not in a secure location.
- Lack of adequate fire rated doors and rated wall openings.

Observations and Recommendations

The Building and Fire Code deficiencies above pose significant short and long term liabilities to the Village. The Accessibility deficiencies expose the Village to potential liabilities for non-compliance with ADA. The Law Enforcement and OCA deficiencies (evidence storage for example) potentially expose the Village to safety and legal issues that undermine law enforcement and diminish public safety. In the best short and long term interests of the Village, corrective action on all of these deficiencies must be undertaken immediately regardless of the outcome or final disposition of the consolidation study.

To resolve the deficiencies above, it would be necessary to construct a building addition on the rear of this building, and reconfigure, renovate and modify the existing interior spaces. Such an addition would have to include an upgrade to the existing accessibility, mechanical, electrical, plumbing and fire protection systems within the building. The mechanical upgrades would have to comply with current ventilation and energy code mandates. It appears that the existing site could support such an addition; however, the current municipal public parking area would be impacted.

An alternate resolution would be to find a new location for the Village functions or Law Enforcement functions and reconfigure and renovate the existing building to meet the needs of the remaining functions.

APPENDIX B. Fiscal Profile

Methodology

The following analysis provides the preliminary steps required to investigate the potential cost of shared police services between the Town and Village of Chester. The first part of this analysis compares the overall police expenditure budgets of each of the two municipalities. The analysis uses the fiscal metrics for each municipality from the Comptroller's Local Government Database, Open Book New York, to create a common denominator for comparing spending habits within the town and the village. As a part of this analysis, the financial data are reported as an average of four (4) fiscal years: 2004, 2005, 2006, and 2007 to ensure that the data were not skewed by one year of unusually high or low spending. This trends analysis gives a greater understanding of government costs over a period of time. Utilizing this averaging, the expenditures per person were calculated for comparison purposes.

The second part of the analysis includes the comparison of police expenditures through several variations to illustrate spending trends. The process begins by comparing the total police expenditures for the Town and Village of Chester from 2006 through 2009. Two neighboring additional communities have been added to the analysis, the Town and Village of Goshen, also located in Orange County, for comparative purposes. The information, presented for the most recent available that encompasses all four municipalities, will assist the town and village in identifying any differential in local spending while providing the same or similar police services.

Town and Village Police Expenditure & Revenue Comparison

The delivery of police services is comprised of a myriad of budget expenditures, which include personnel costs and services, equipment and capital outlay, and contractual expenditures. Services, on average, can range from Animal Control to Vehicle Identification Number (VIN) etching and can include more than 30 police-performed duties and activities.

For the purpose of this study, the comparison begins in year 2006 when the Town of Chester's annual total expenditures were reported at $9,287,249 and the total police expenditures reported at $978,686 (not including fringe benefits) or 11% of the town's total expenditure budget. During that same period, the village reported a total annual expenditure of $4,531,844 and total police expenditures of $1,024,626 (not including fringe benefits) or 23% of the village's total expenditure budget.

As reflected in **Tables B1 and B2**, beginning with 2006 and over the course of the next three years, the town's police expenditures grew from $978,686 to $1,400,284, a 43% increase, and the village's police expenditures increased from $1,024,626 to $1,444,577, a growth of 41%. Please note that these costs do not include fringe benefits.

Table B1: Town and Village of Chester, Police Expenditure Comparison, 2006

	Town of Chester	Village of Chester
Total Expenditures FY 2006	$9,287,249	$4,531,844
Total Police Expenditures FY 2006	$978,686	$1,024,626
% of Total Expenditures	11%	23%

Source: New York State Office of the Comptroller for fiscal year-2006. Total Expenditures do not include fringe benefits

Table B2: Town and Village of Chester, Police Expenditure Comparison, 2009

	Town of Chester	Village of Chester
Total Expenditures FY 2009	$10,059,595	$5,060,361
Total Police Expenditures FY 2009	$1,400,284	$1,444,577
% of Total Expenditures	14%	29%

Source: New York State Office of the Comptroller for fiscal year-2009

In order to obtain a greater understand of the similarities and differences between local police spending trends and to create a common denominator for comparing spending among the town and village, the following analysis utilized the financial data are reported by each municipality to the NYS Office of the Comptroller, for fiscal years 2006 through 2009. To ensure that the data were not skewed by one year of unusually high or low spending, the expenditures are presented as an average.

As illustrated in **Table B3,** the Town of Chester spent an average of $1,240,651 on police between 2006 and 2009. The majority of expenditures occurred within the *Personnel Services* category at an average of $1,054,649, not including fringe benefits. The second largest expenditure occurs within the *Contractual Expenditures* category at an average of $122,275 between 2006 and 2009. The Village of Chester spent an average of $1,218,524 on police between 2006 and 2009. The majority of expenditures also occurred within the *Personnel Services* category at $980,569, not including fringe benefits. The second largest expenditure occurred in the *Contractual Expenditures* category at an average of $197,816. **Table B3** also illustrates that while police expenditures for both jurisdictions have risen over time, police revenues have remained essentially level over the same period of time, meaning much of the costs to provide police services fall to the local taxpayers.

Table B3: Average Police Expenditure Comparison 2006-2009

Municipality	Town of Chester					Village of Chester				
Year	**2006**	**2007**	**2008**	**2009**	**06-09 Average**	**2006**	**2007**	**2008**	**2009**	**06-09 Average**
Total Expenditures	$9,287,249	$10,121,091	$10,770,463	$10,059,595	$10,059,600	$4,531,844	$4,712,285	$4,504,191	$5,060,361	$4,702,170
Police Expenditures	$978,686	$1,163,809	$1,419,825	$1,400,284	$1,240,651	$1,024,626	$1,229,591	$1,175,302	$1,444,577	$1,218,524
Personal Services [1]	$784,522	$969,982	$1,217,101	$1,246,990	$1,054,649	$903,473	$944,001	$907,753	$1,167,051	$980,569
Equipment & Capital Outlay	$87,898	$60,322	$61,977	$44,712	$63,727	$18,479	$29,528	$26,268	$50,614	$31,222
Contractual Expenditures	$106,266	$133,505	$140,747	$108,582	$122,275	$102,674	$245,390	$227,817	$215,383	$197,816
On-street Parking Personal Services	NA	NA	NA	NA	NA	NA	$10,670	$13,465	$11,531	$11,889
Police Revenues [2]	$65,511	$75,906	$80,170	$99,134	$80,180	$16,926	$17,629	$16,819	$16,698	$17,018
Net Cost of Police to Local Taxpayers	$913,175	$1,087,903	$1,339,655	$1,301,150	$1,160,471	$1,007,700	$1,211,962	$1,158,483	$1,427,880	$1,201,506

Note 1: The Personal Services category includes accounting codes A31201, A31202, A31204. The cost of fringe benefits is not included in this figure.

Note 2: The revenues reported for the Town include revenue account codes 2544, 1520, 2268, 2260, 2611, 3820, 3001, 4089. The revenues reported for the Village include revenue account codes 1520, 2260, 3389 and 3960. Per capita Expenditure Formula: (average expenses fiscal years 2006-2009) / 2008 Census Population Estimate

Source: NYS Office of the Comptroller Financial Data for Local Government

Spending Trends among Neighboring Communities

In order to better understand the similarities and differences between town and village police spending in neighboring communities, the following comparative analysis looks at the town and village of Goshen, located in Orange County. The consultant chose these communities for comparison purposes as both the towns of Chester and Goshen have similar populations per the 2008 census estimates; 13,483 and 13,815 respectively, and the Village of Chester has a population of 3,576 compared to the Village of Goshen with a population of 5,586. The financial data provided through the Comptroller's Database is the most recent available and covers the four-year period: 2005, 2006, 2007 and 2008.

As illustrated in **Table B4,** during this four-year period**,** the Town of Chester's police expenditures grew at a rate of 72.9%, a significantly greater pace than that of the Town of Goshen who reported a 43.4% increase during the same period of time. The Village of Chester reported a 22.6% expenditure increase while the Village of Goshen reported a lower expenditure increase of 14.6%. In both examples, each town showed a greater percentage of police expenditures growth over that of the villages.

Table B4: Police Expenditure Comparisons 2005-2008 (4-year)

Municipality	2005	2006	2007	2008 [1]	% change 05-08
Town of Chester	$821,361	$978,686	$1,163,809	$1,419,825	72.9%
Village of Chester	$958,594	$1,024,626	$1,229,591	$1,175,302	22.6%
Town of Goshen	$989,792	$1,183,735	$1,232,730	$1,419,357	43.4%
Village of Goshen	$1,488,487	$1,590.734	$1,720,508	$1,705,756	14.6%
Note 1: Town of Chester costs rose substantially between 2007 and 2008 because the Police Department added a third shift for 24 hour coverage, and added two additional full-time Sergeant positions.					

Source: NYS Office of the Comptroller Financial Data for Local Government, 2005-2008

With the exception of the villages, expenditures for each municipality consistently increased from 2005 through 2007. The 2008 figures show that the villages of Chester and Goshen each reported a decrease in budget expenditures while the towns of Chester and Goshen showed an increase. While there appears to be a variation in the percentages of growth, the actual 2008 expenditure amounts for each municipality do not extensively differ, again taking into consideration the Village of Goshen's 2005 expenditure budget exceeded the other three communities by nearly a half million dollars at that time.

Expenditures per Person

Analyzing the total police service expenditures per person is useful for comparing the cost of the police services provided by the Town and Village of Chester. As noted elsewhere in this study, the 2008 population estimates are the most recent available and are used here to calculate per capita costs. Since 2009 expenditure data was not available for all comparative communities, the consultant used 2008 data.

The Town of Chester reported 2008 Police Expenditures of $1,419,825. Dividing this number by the total estimated town population of 13,483 provides a per capita (per person) cost of $105.30. The Village of Chester reported 2008 Police Expenditures of $1,175,302. Dividing this number by the total estimated village population of 3,576 provides a per capita cost of $328.66. For comparative purposes, the Town of Goshen has an estimated population of 13,815, and spent $1,419,357 on police services in 2008, equating to $102.74 per capita. The Village of Goshen, with an estimated population of 5,586, spent $1,705,756 on police services in 2008, which equates to $305.36 per capita. It is important to note that this comparison of expenditures per capita is for illustrative purposes only. It does not take into consideration important factors such as the number of calls for service, crime rates, number of police personnel, mileage of the jurisdiction, or other variables that drive the cost of police services in a specific community.

To provide a further per capita comparative analysis, the Town of Warwick, Orange County New York was chosen as it has a consolidated police force that serves both the town and village. Warwick's estimated 2008 population is reported to be 32,794. The Office of the State Comptroller, Open Book New York, reports the Town of Warwick's 2008 Police Expenditures at $4,470,196. Dividing their expenditures by the 32,794 population figure results in a per capita cost of $136.31. It should be noted that the Town of Warwick is comprised of 104.9 square miles, four times the area of the Town of Chester. See **Table B5**.

Table B5: Police Expenditure Comparison Per Capita

Municipality	Population 2008	Police Expenditures 2008	Per Capita Expenditures
Town of Chester	13,483	$1,419,825	$105.30
Village of Chester	3,576	$1,175,302	$328.66
Town of Goshen	13,815	$1,419,357	$102.74
Village of Goshen	5,586	$1,705,756	$305.36
Town of Warwick	32,794	$4,470,196	$136.31

Source: NYS Office of the Comptroller Financial Data for Local Government, 2008

Appendix C. Building/Site Assessment Checklist

Town & Village of Chester, NY Law Enforcement Facilities

Building/Site Assessment Checklist

Project No.: 20100034

Date Assessed: 5.26.10

p1of2

Building/Site Name:	**Town of Chester**
Building/Site Address:	1786 Kings Road Highway
Ownership:	Town
Year Constructed:	1978
Number of Stories:	1 story w/ full basement
General Use/Occupancy:	Town Hall & Police functions
Type of Construction:	Wood framed
As-built drawings available:	no

				Checked	Deficiency	Notes
A	**Site**					
1		Size:		■		Shared site; size undetermined
2		Use:		■		Shared site use but rear property is Police controlled
		Access:		■		Good access from Kings Highway; building unsecure
		General Environs:		■		Part of pair of buildings in rural setting
		Parking:	Public:	■		Adjoining but separate on same lot
			Staff:	■		adjoining but separate on same lot
			Vehicle Storage/Impound:	■		Adjoining but separate on same lot
		Surface:		■		Paved
3		Stormwater Mgt.	Date Built:	■		None noted
			Describe System:			
4		Special Features:	Sight Lines:	■		General site views are unrestricted
			Security/Separation:	■		Fair separation with shared Town functions
5		Fuel Storage:	Date Built:	■		None noted
			Above Ground			
			Below Ground			
			Size/Capacity:			
6		Other Site Components:		■	■	Town Hall and Court functions are located on main, on-grade level. Town Police functions are located and accessed on day-lighted, on-grade basement level. Transfer of prisoners (into building and to Court) is problematic at best.

Town & Village of Chester, NY Law Enforcement Facilities p2of2

Building/Site Assessment Checklist (cont)

			Checked	Deficiency
B	**Building**			
1	Exits			
	Site components:		■	On grade exit with 2nd exit at upper level
	Number/Arrangement:		■	2; arrangement and exit through storage areas
	Exit Enclosure Construction:		■	Exit enclosures do not comply
	Accessibility:		■	Numerous accessibility deficiencies
	Doors/Openings/Hardware:		■	Entry door does not comply; ease of opening
	Deficiencies Noted:			Various accessibility and FR rated enclosure issues
2	Function			
	Officer Facilities:	Office:	■	Shared officer facilities
		Locker/Shower:	■	
	Weapons Storage:		■	Locked cabinets
	Firing Range:		■	None noted
	Evidence Storage:		■	Several locked rooms; none totally secured
	Prisoners:	Holding/No.:	■	No holding cell, only locked bench
		Residence/No.:		No residence of prisoners
2	Sprinkler System (Y/N)		■	No sprinkler system
3	Structural System(s)		■	Combination brick/block/wood/steel
	Type:			
	Deficiencies Noted:			No real deficiencies noted or reported.
4	Exterior Building Enclosure System(s):		■	
	Roof:		■	Asphalt shingles
	Exterior Walls/Openings:		■	Brick/block
	Deficiencies Noted:			No real deficiencies noted or reported.
5	Mechanical System(s):		■	Forced air system
	Type/Age:			Unreported age
	Deficiencies Noted:			No ventilation air observed
6	Plumbing System(s):		■	No real deficiencies noted or reported.
	Deficiencies Noted:			
7	Electrical System(s):		■	No real deficiencies noted or reported.
	Emergency Power:			None reported
	Deficiencies Noted:			Minimal emergency lighting observed.
8	Fire Alarm System(s) (Y/N):		■	No system observed.
	Deficiencies Noted:			
9	Fire Protection Systems (Y/N):		■	No system observed.
	Deficiencies Noted:			
10	Other Notes/Observations:		■	Transfer of prisoners to Court is poor and requires use of stair from basement; which presents a hazard for the guards.

Town & Village of Chester Law Enforcement Facilities

Building/Site Assessment Checklist

Project No.: 20100034
Date Assessed: 5.26.10
p1of2

Building/Site Name:	**Village of Chester**
Building/Site Address:	45 Main Street & 1 Hadley Alley
Ownership:	Village
Year Constructed:	mixed
Number of Stories:	3 story; 3,400sf per story
General Use/Occupancy:	Municipal/Police
Type of Construction:	Mixed
As-built drawings available:	no

				Checked	Deficiency	Notes
A	**Site**					
1		Size:		■		
2		Use:		■		Mixed business use
		Access:		■		via one-way street
		General Environs:		■		Middle of down town Village
		Parking:	Public:	■		Non-separated from Public access and use
			Staff:	■		Non-separated from Public access and use
		Vehicle Storage/Impound:		■		Impound at Hadley Alley
		Surface:		■		Paved
3		Stormwater Mgt.	Date Built:	■		None observed; surface runoff
			Describe System:			
4		Special Features:	Sight Lines:	■		Generally good upon exiting premises to the rear
			Security/Separation:	■		None observed
5		Fuel Storage:	Date Built:	■		None observed
			Above Ground			
			Below Ground			
			Size/Capacity:			
6		Salt Storage:	Date Built:	■		Not applicable
			Size/Capacity:			
			Describe System:			
7		Recycling:	Date Built:	■		None observed
			What Materials:			
			Describe System:			
8		Solid Waste Transfer:		■		Not applicable
			Date Built:			
			Describe System:			

Town & Village of Chester Law Enforcement Facilities p2of2

Building/Site Assessment Checklist (cont)

		Checked	Deficiency	Notes
B	**Building**			
1	Access/Exits	■		
	Site components	■	■	Step down when exiting in front; ok in rear
	Number/Arrangement	■		Number and arrangement are ok
	Exit Enclosure Construction	■	■	Exit enclosures not fire rated
	Accessibility	■	■	Access/exits are not accessible
	Doors/Openings/Hardware	■	■	Doors are not fire rated
	Deficiencies Noted		■	
2	Function			
	Officer Facilities	■	■	Shared office space
	Weapons Storage	■		Cabinets
	Evidence Storage	■	■	Unsecured boxes located in unsecured space
	Separation of Public	■	■	Public has access to internal law enforcement space
	Separation of Prisoners	■	■	Single holding cell available; no juvenile facilities
2	Sprinkler System (Y/N)	■		None observed
3	Structural System(s)	■		
	Type	■		Mixed heavy timber, wood, steel and masonry
	Deficiencies Noted			None observed
4	Exterior Building Enclosure System(s)	■		
	Roof	■		Assumed sheet rubber roofing
	Exterior Walls	■		Masonry/wood stud
	Deficiencies Noted	■		No roof inspection conducted
5	Mechanical System(s)	■		
	Type	■		Gas fired forced air
	Age	■		Furnaces circa 1990
	Deficiencies Noted		■	no ventilation system observed
6	Plumbing System(s)	■		No reported deficiencies
	Deficiencies Noted			
7	Electrical System(s)	■		No reported deficiencies
	Deficiencies Noted			
8	Fire Alarm System(s) (Y/N)	■		No fire alarm system observed
	Deficiencies Noted			Inadequate emergency lighting
9	Fire Protection Systems (Y/N)	■		None observed
	Deficiencies Noted			
10	Other Notes/Observations:	■		Numerous Energy Code deficiencies