

State of New York
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Consolidation Study

FINAL

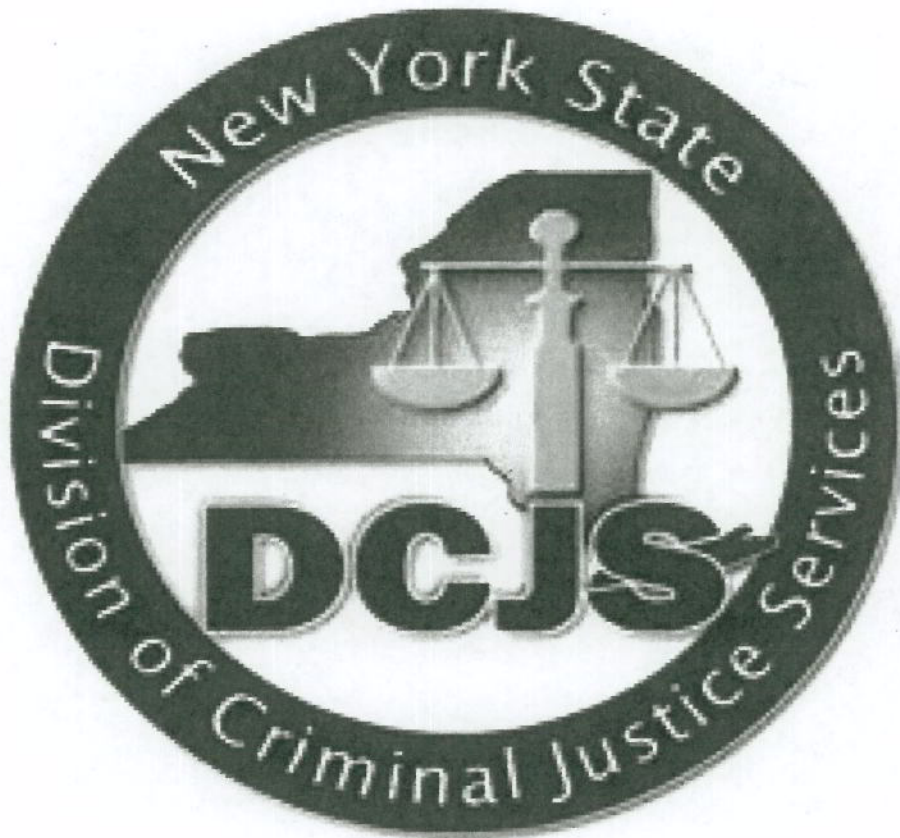
Chautauqua County Sheriff's Office
Jamestown City Police Department

Chautauqua County, New York

June 2009

New York State Division of Criminal Justice Services
Office of Public Safety
4 Tower Place
Albany, New York 12203-3764

OFFICE OF PUBLIC SAFETY



Consolidation Study

Chautauqua County Sheriff's Office
Jamestown City Police Department

CONSOLIDATION STUDY

**Chautauqua County Sheriff's Office
Jamestown City Police Department**

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The New York State Division of Criminal Justice Services would like to thank the following for their cooperation during the course of this study. This report could not have been completed without their assistance.

- Chief Rex Räter – Jamestown Police Department
- Captain Lee Davies – Jamestown Police Department
- Detective Dan Johnson – Jamestown Police Department, President, Kendall Club PBA
- Jayme Reynolds – Jamestown Police Department, Crime Analyst
- Sheriff Joe Gerace – Chautauqua County Sheriff's Office
- Undersheriff Charles Holder – Chautauqua County Sheriff's Office
- Investigator Greg Korcyl – Chautauqua County Sheriff's Office, President, Deputy Sheriff's Association of Chautauqua County

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I. Preface

The Nature of Administrative Studies

Emergencies of the day frequently prevent police administrators from giving adequate attention to the areas of planning and research. Accelerating changes in today's world create unusual pressures on law enforcement agencies and increase the need for flexibility in their management and organization.

The New York State Division of Criminal Justice Services (DCJS) sponsors a number of programs to help public officials meet the many challenges that they now confront. One service in particular, the Administrative Studies Program, offers administrative assistance to local law enforcement agencies, as well as to municipalities exploring the possibility of establishing a police department.

The purpose of the studies is to provide the assistance necessary to aid administrators in combining new ideas, concepts and methods with a professional and objective analysis of local realities. The studies focus on immediate needs and incorporate both historical data and emerging trends, giving decision-makers an impartial look at their police department from the perspective of an outside agency.

A request for a study must be made by the head of an agency. When such a request is received, Office of Public Safety (OPS) staff and/or consultants conduct a site visit to meet with the agency head and other officials, tour the police facility, and become familiar with the jurisdiction. OPS staff or consultants then conduct research as necessary and prepare a written report with findings, recommendations and options for the chief executive officer's consideration. There is no charge for this service.

These studies focus on issues of special interest to a particular agency. An administrative study might address one or more of the following functions: Patrol; Investigation; Training; Records Management System; Policies and Procedures; Organization; Community Relations; Staffing; Mission Statement; Goals and Objectives; Storing and Accounting for Evidence; Equipment; Patrol Sector Design; Consolidation and/or Joint Services; and Feasibility of Forming a Police Department where none exists. Other administrative areas may also be explored in accordance with the wishes of the agency head.

Enabling Authority

The New York State Division of Criminal Justice Services (DCJS) was created by law on September 1, 1972. It has five major components: The Office of Public Safety, the Office of Identification Services, the Office of Funding and Program Assistance, the Office of Justice Systems Analysis, and the Office of Administration and Information

Services.

DCJS conducts administrative studies pursuant to the authority granted by the New York State Executive Law. Article 35, section 837, subdivision 5, states that the Division shall:

"Conduct studies and analyses of the administration or operations of any criminal justice agency when requested by the head of such agency and make the results thereof available for the benefit of such agency."

Responsibility for conducting these studies has been assigned to the Office of Public Safety (OPS)

Disclaimer

Most of the information, recommendations and suggestions contained in this report are based upon an analysis of data compiled and supplied by the Chautauqua County Sheriff's Office and the City of Jamestown Police Department. The analysis is thus directly related to the reliability and validity of the information provided. Accordingly, the Office of Public Safety cannot guarantee the accuracy of all submitted data.

II. Executive Summary

The following is a summary of the findings and recommendations made pursuant to the Division of Criminal Justice Service's analysis. The recommendations are supported by detailed explanations in the body of the report.

Findings

1. On July 1, 2008, the NYS Division of Criminal Justice Services, Office of Public Safety, entered into an agreement with Sheriff Joseph A. Gerace of the Chautauqua County Sheriff's Office and Chief Rexford H. Rater of the Jamestown Police Department to conduct a consolidation analysis of the City of Jamestown Police Department and the Chautauqua County Sheriff's Office.
2. These two police departments provided several types of data for analysis, and the program consultants subsequently conducted an on-site visit to interview appropriate personnel on November 4, 2008. The departments also provided updated information for the final analysis.
3. The Chautauqua County Sheriff's Office Road Patrol is staffed by: one (1) Sheriff, one (1) Undersheriff, one (1) Captain, six (6) Lieutenants, eight (8) sergeants, sixteen (16) detectives, forty (40) full-time uniformed police officers and twenty-nine (29) part-time uniformed patrol officers to respond for calls for service 24-hours a day, seven days a week. Additionally, fifteen (15) full-time civilian dispatchers and seven (7) part-time civilian dispatchers are employed to staff the county consolidated 911 communications center.
4. Calls for service within the County of Chautauqua are received directly at the County Communications 911 Center that is operated and staffed by the Chautauqua County Sheriff's Office. The Chautauqua County Sheriff's Office utilizes a dedicated Road Patrol for response to 911 calls for police services and has adopted the "closest car" concept with the New York State Police.
5. Chautauqua County Sheriff's Office provides contract police services to the Town of Hanover (since 1986) on a full-time (24 hour) basis and sworn contracted police services in localities within the County that do not have their own police department. These consist of the Towns of Ripley, Dunkirk, Pomfret, Hanover, and the Villages of Bemus Point, Brocton, and Sunset Bay on a part-time basis.
6. Pursuant to Chautauqua County Resolution #125-07, the Chautauqua County Legislature officially supported the consolidation of Police Departments "if cost effective in the long run." Further, the resolution indicated that the City of Jamestown "indicated an interest in the consolidation of its law enforcement

operations within the County.” As such an exploratory committee directing the County Sheriff, County Attorney, Director of Human Resources, the President of the Deputy Sheriff’s Association, President of the Chautauqua County Sheriff’s Supervisors Association and two County Legislatures to investigate the consolidation of law enforcement with the City of Jamestown.

7. The Chautauqua County Sheriff’s Office currently has collective bargaining agreements with Chautauqua County as represented by four (4) Unions: the Deputy Sheriff’s Association of Chautauqua County (DSACC) – current contract period of January 1, 2008 to December 31, 2011; the Chautauqua County Sheriff’s Supervisor’s Association – current contract period of January 1, 2008 to December 31, 2011; Civil Service Employees Association (CSEA) – current contract period of January 1, 2004 to December 31, 2007; and the Deputy Sheriff’s of Chautauqua County Association (part time sworn deputies) – current contract period of January 1, 2005 to December 31, 2009.
8. The City of Jamestown Police Department is staffed by one (1) Chief of Police, two (2) Captains, four (4) Lieutenants, nine (9) Sergeants, ten (10) Detectives, and thirty-four (34) Police Officers. Of these numbers, three (3) Lieutenants, nine (9) Sergeants, and thirty-four (34) police officers are dedicated to uniformed patrol activities. In addition, the Agency employs 12 full time and 12 part time non-sworn personnel.
9. Calls for service for the City of Jamestown Police Department are received directly at the 911 center. However, the Department assigns a desk sergeant to the reception area on every shift. This individual is responsible for monitoring cameras for the entire building, monitoring CAD screens to keep track of officers assigned to road patrol, and handling walk-in complaints that civilian reception staff are unable to handle.
10. The Kendall Club Police Benevolent Association, Inc. represents the sworn personnel in the Jamestown Police Department up to and including the rank of Lieutenant. The City and the Club just reached an agreement on a two year contract (one year being retroactive), expiring December 31st of this year. Of note is a section on Metro Police Services, which will be discussed later in this report. The civilian staff is represented by Civil Service Employees Association, Inc. (CSEA) (Local 1000 A.F.S.C.M.E., AFL-CIO). The current contract expires in 2011.

Recommendations

1. The consultants recommend that the agencies continue to build upon their longstanding history of cooperation and collaboration.
2. Implement steps to address barriers to full consolidation which are identified in this report. These barriers include disparity in compensation and benefits between the agencies and a reluctance to incur increased costs which in the short term may be associated with full consolidation.
3. Establish a workgroup of mid-level managers, line-supervisors, and labor representatives to identify opportunities for functional consolidation and also to outline with specificity the differences between the collective bargaining agreements for uniform personnel.
4. Establish an executive level workgroup consisting of representatives of elected officials, city government, and law enforcement CEOs to identify the costs associated with full consolidation, assessing tolerance for any increased costs, identifying legal issues, and determining how operational costs will be distributed among jurisdictions served.
5. If successful in obtaining a 21st Century Demonstration Grant (applied for in January 2009), use available funding to further explore consolidation options and fund systems/infrastructure to facilitate consolidation efforts.

III. Introduction

Task and Methodology

DCJS received a written request from Sheriff Gerace of the Chautauqua County Sheriff's Office, asking the Office of Public Safety to assess the staffing and deployment needs of his Agency and the feasibility of some version of consolidation with the City of Jamestown Police Department.

In accordance with DCJS procedures, the Sheriff of Chautauqua County subsequently signed an agreement that outlined the conditions under which the study would be conducted. The agreement assured OPS of the Agency's complete cooperation during the course of the study. It also gave OPS staff and consultants the authority to examine all relevant documents and to meet with appropriate members of the Department.

The OPS program consultants subsequently visited the Chautauqua County Sheriff's Office and the City of Jamestown Police Department on November 4, 2008 to interview the Sheriff and Jamestown Police Chief and other appropriate personnel to obtain a first-hand understanding of key staffing issues. An opening meeting was scheduled at the Jamestown Police Department's headquarters, located in City Hall, with the following individuals in attendance:

- Chief Rex Rater – Jamestown Police Department
- Captain Lee Davies – Jamestown Police Department
- Captain Barry Swanson – Jamestown Police Department
- Detective Dan Johnson – Jamestown Police Department, President, Kendall Club PBA
- Detective David Kohl – Jamestown Police Department, Trustee, Kendall Club PBA
- Jayme Reynolds – Jamestown Police Department, Crime Analyst
- Sheriff Joe Gerace – Chautauqua County Sheriff's Office
- Undersheriff Charles Holder – Chautauqua County Sheriff's Office
- Investigator Greg Korcyl – Chautauqua County Sheriff's Office, President, Deputy Sheriff's Association of Chautauqua County
- John Murphy – Grant Writer, Chautauqua Home Rehabilitation & Improvement Corporation (CHRIC)
- Carolyn Seymour – Grant Writer, Chautauqua Home Rehabilitation & Improvement Corporation

The attendees were a testament to the agencies' seriousness and commitment to considering all options related to consolidation. The consultants were particularly impressed with the presence of Union leadership from both organizations. The agency

heads outlined the close working relationship and cooperative initiatives that already exist between their respective departments – an excellent springboard for any discussions regarding consolidation. They also described previous attempts to determine if consolidation of some or all of the law enforcement agencies in Chautauqua County was appropriate. Some of these efforts stalled, they believe, because they were internally driven rather than conducted by outside consultants. They all believe the current climate supports a serious study of the issue at this time. Both agencies' representatives were consistent in their positions – appropriately so – that there can be no depreciation of services to their respective service populations.

The grant writers were in attendance because they are applying for a 21st Century Demonstration Grant to fund consolidation efforts if they are determined to be feasible.

The consultants simultaneously toured both agencies' facilities, and toured the jurisdiction patrolled by the each department. Interviews with agency personnel were also conducted by both consultants as a means to gain an understanding of the policies, practices and processes involved with each agency's level of service to the community and their staffing requirements.

The consultants were also in contact with agency personnel and the grant writing staff after the on-site visit while preparing this report to confirm and/or update the data collected.

The analysis that follows is based upon the expertise of the Office of Public Safety program consultants in conjunction with the use of established formulas that analyze reported agency activity. The validity of all recommendations pertaining to patrol staffing levels is heavily dependent upon the quality of the data provided by the Chautauqua County Sheriff's Office and the Jamestown Police Department.

The County of Chautauqua

Chautauqua County is located in the southwestern corner of New York State, along the New York-Pennsylvania border, and is the westernmost of New York's counties. Chautauqua Lake is located in the center of the county, and Lake Erie is its northern border. Adjacent counties consist of Erie to the north, and Cattaraugus County to the east. The County Seat is the Village of Mayville. Other important cities and villages in Chautauqua County are Clymer, Brocton, Cassadaga, Chautauqua, Cherry Creek, Dunkirk, Fredonia, Jamestown, Sherman, Silver Creek, Forestville, Sinclairville and Westfield. According to the U.S. Census Bureau, the county has a total area of 1,507 square miles (3,885 km²). 1,069 square miles (2,751 km²) of it is land and 438 square miles (1,134 km²) of it (29.20%) is water. There is approximately 2,627 miles of roadway, including a portion of the New York State Thruway Exits 58 (Hanover), 59 (Dunkirk/Fredonia) & 60 (Westfield/Mayville), Interstate 86 and Route 17, New York State Routes 5, 20, 60, 62, 83, 39, 76, 430, 394, 474, and 426. Additionally, the Cattaraugus Reservation is an Indian reservation of the Seneca tribe, located partly in Chautauqua County. The population was 23 at the 2000 census. Most of the inhabitants are of the Seneca tribe. This part of the reservation is small. The remainder of the reservation is in Erie County and Cattaraugus County.

The Chautauqua Institution is a non-profit adult education center and summer resort located on 750 acres (3 km²) in Chautauqua, New York, 17 miles (27 km) northwest of Jamestown in the extreme western part of New York State. The Chautauqua Institution Historic District is listed on the National Register of Historic Places and was further designated a National Historic Landmark.

As of the census of 2000, there were 139,750 people, 54,515 households, and 35,979 families residing in the county. The population density was 132 people per square mile (51/km²). There were 64,900 housing units at an average density of 61 per square mile (24/km²). The racial makeup of the county was 94.04% White, 2.18% Black or African American, 0.43% Native American, 0.36% Asian, 0.03% Pacific Islander, 1.73% from other races, and 1.23% from two or more races. 4.22% of the population was Hispanic or Latino of any race. 17.3% were of German, 15.1% Italian, 11.6% Swedish, 10.9% English, 9.3% Polish, 9.2% Irish and 5.6% Native American ancestry according to Census 2000. 93.0% spoke English and 3.8% Spanish as their first language.

There were 54,515 households out of which 30.50% had children under the age of 18 living with them, 50.90% were married couples living together, 10.80% had a female householder with no husband present, and 34.00% were non-families. 28.10% of all households were made up of individuals and 12.60% had someone living alone who was 65 years of age or older. The average household size was 2.45 and the average family size was 2.99. In the county the population was spread out with 24.50% under the age of 18, 10.30% from 18 to 24, 26.30% from 25 to 44, 23.00% from 45 to 64, and 16.00% who were 65 years of age or older. The median age was 38 years.

The population has realized a slight decrease of 2% from the 1990 census (141,895 to 139,750). It appears that the population may continue to decrease in the coming years, as there was a 3% decrease in population from 1980 to 1990 (146,925 to 141,895). The median income for a household in the county was \$33,458, and the median income for a family was \$41,054. Males had a median income of \$32,114 versus \$22,214 for females. The per capita income for the county was \$16,840. About 9.70% of families and 13.80% of the population were below the poverty line, including 19.30% of those under age 18 and 8.20% of those age 65 or over.

Chautauqua County was governed by a board of supervisors until 1975, when a new county charter went into effect with provisions for a county executive and a 25-seat county legislature. The County Executive is elected every four years as well as the County Sheriff.

In summary, Chautauqua County consists of 27 towns, 15 villages, 2 cities, 18 school districts, BOCES, a full-service Sheriff's Office and seven municipal full-time police departments (Dunkirk City, Fredonia Village, Westfield, Silvercreek, Lakewood/Busti, Ellicott Town and Jamestown City). Police contracted services are provided by the Chautauqua County Sheriff's Office for the Town of Hanover on a full-time basis as well as the primary law enforcement agency for the Jamestown Airport.

The Chautauqua County Sheriff's Office

The Chautauqua County Sheriff's Office is a full-service Sheriff's Office that consists of 249 employees representing jail, police, court security, prisoner transport, civil, 911 dispatching functions, and aviation. Of the 249 employees, the agency commits 74 full-time sworn personnel, 29 part-time sworn personnel and 9 civilians to the law enforcement operations.

Law enforcement operations consist of a dedicated uniform road patrol scheduled on a 24/7 basis for mobile response to 911 calls for service throughout the county. The county is primarily divided into four patrol districts with the addition of a 5th district during the summer months to adjust to the influx of residents who have property on Chautauqua Lake. Each deputy is assigned to work a five-day work schedule with two days off, over the span of 3 shifts in a 24-hour period. In addition to patrol, specialized functions such as Student Resource Officers (three deputies), K9 deputies (two deputies), a Navigation Unit (1 Sergeant and 1 Deputy) and DWI dedicated traffic enforcement (three deputies) are utilized by the agency. In addition to the patrol function, two deputies are assigned to the Jamestown Airport as their sole responsibility is to airport security and safety. A total of 45 of the 74 full-time sworn are dedicated to the uniform patrol function.

The remaining full time sworn personnel are dedicated to investigations (2 Lieutenants, 1 Sergeant, 16 deputies) that perform an investigative role in Narcotics, Criminal Investigations, Welfare Fraud, Crime Scene Technicians, and a DEA task force. Investigations are performed often times in cooperation with other towns/villages/city police departments as well as the NYS Police in the county, as the agency investigates any felony case within its primary jurisdiction or secondary jurisdictions when requested. The Chautauqua County Sheriff's Office investigative function is also a full service unit of the agency. Their job duties include the investigation of all major crimes that occur in the county as well as the primary responsibility for county felony warrants from County and Supreme Courts. Sex Offender Registry, Elder Abuse cases, Cold Cases, Welfare Fraud, Fire Investigations, a Drug Task Force and Field Intelligence are also performed by the appointed rank of Investigator at the Chautauqua County Sheriff's Office.

A Civil Division is staffed by one Lieutenant and two Deputies with the responsibility for civil process service throughout the county. A Court Security Division, staffed by one Lieutenant and one full time Deputy (along with twenty part time Deputies), provides for courtroom security and prisoner transportation. Lastly, one Sergeant is utilized by the Chautauqua County Sheriff's Office to oversee dispatching via the 911 System that the agency has consolidated for county law enforcement. A training Lieutenant and the executive management (Sheriff, Undersheriff and Captain) finalize the full-time table of organization.

As a means to supplement staffing, the Chautauqua County Sheriff's Office utilizes a large contingency of part-time sworn deputies (29) to provide services for the municipalities in Chautauqua County that elect to fund police services through the

Sheriff's Office by municipal contracts, as well as other functions such as civil/courts, navigation, airport and transporting prisoners.

The Chautauqua County Sheriff's Office has a cooperative working relationship with the Jamestown Police Department and the New York State Police and ascribe to the "closest car" concept for dispatching 911 priority calls for service. The Jamestown Police Department and the Chautauqua County Sheriff's Office have consolidated the following services as a means to promote a functional collaboration: the Records Management System (County managed & maintained), participation in the Southern Tier Regional Drug Task Force, creation of a Forensic Identification Team (crime scene management team consisting of representatives of a variety of law enforcement agencies in the county), SWAT Team with County and Jamestown representatives, SCUBA, 911 Center, Regional Training Academy, and Operation IMPACT (Jamestown, Chautauqua County Sheriff's Office and New York State Police).

The Department patrols approximately two thousand, six hundred twenty-seven (2,627) miles of roadway, and the County encompasses approximately 1,069 square miles. In addition to vehicular patrol and marine patrol of the Chautauqua Lake and Lake Erie (6 boats), the Chautauqua County Sheriff's Office has helicopter patrol and medivac capabilities.

Nine-Eleven (911) calls for service are received by the Chautauqua County Sheriff's Office. Calls are received and dispatched through the Sheriff's Office Communications Center via radio directly to the Sheriff's patrol radio or Mobile Data Terminals installed in each police car. A County-wide Computer Aided Dispatch (CAD) and Records Management System (New World) is utilized to track all complaints, calls for service and self-initiated activity by both Chautauqua County Sheriff's Office and Jamestown Police Department.

The Sheriff's Office has no holding cells at the Headquarters office and relies upon a judge's commitment order upon arraignment for transport and holding at the county jail. The Chautauqua County Sheriff's Office does, however, transport defendants from the Jamestown Police Department upon arraignment by the city court judge, as the police department has a holding area for prisoners awaiting arraignment at their agency.

There are currently sixty-seven (67) vehicles, seven (7) boats, and one helicopter in the Department's fleet. Twenty-four (24) vehicles are assigned to Patrol, seventeen (17) are assigned to Investigations, fourteen (14) are assigned as command vehicles or support special operations, and two (2) are assigned to Canine.

In 2008, the Chautauqua County Sheriff's Office had an allotted budget consisting of a total of \$20.6 million dollars. Of the total budget, law enforcement services consisted of \$6.8 million dollars that included an allotment of \$320,580 in overtime. Personnel costs comprise approximately 80% of the Chautauqua County Sheriff's Office budget. Five different bargaining units are recognized by the county, which represent almost all Sheriff's Office employees.

The City of Jamestown

The City of Jamestown is located in southern Chautauqua County, at the southeastern tip of Chautauqua Lake. The City is wholly encompassed by the Town of Ellicott, and is bordered by the Village of Celeron and the Town of Lakewood to the West, and the Towns of Busti and Kiantone to the South. The City has a total area of approximately 9.1 square miles, and there are approximately 154 miles of roadway within its boundaries, with the major thoroughfares being state routes 60, 394, and 430. Terrain is described as hilly.

As of the 2000 census, the Jamestown population was 31,730. (The 2006 Census Bureau estimated population is 29,918, a 6.5% decrease from the last official estimate.) There were 13,558 households, and 7,901 families in the City. The population density was 3,533.4 persons per square mile. There were 15,027 housing units. Of the occupied housing units, 51.3% are owner occupied. The racial make-up of the City, again as of the 2000 census, was: White – 91.5%, Black – 3.4%, American Indian or Alaskan Native – 0.6%, Asian – 0.4%, Pacific Islander – 0.1%, two or more races – 2.2%, Hispanic or Latino origin – 4.9%.

Of the 13,558 households, 58.3% consisted of families, and 31.8% had children under 18 years of age. 39.1% were married couples living together, 14.5% had a female householder with no husband present, and 41.7% were non-families. 35% of all households were made up of individuals and 13.9% had someone living alone who was 65 years of age or older. The average household size was 2.29 and the average family size was 2.94. In the City the population was spread out with 25.80% under the age of 18, 6.9% from 15 to 19, 6.5% from 20 to 24, 28.20% from 25 to 44, 20.90% from 45 to 64, and 16.00% who were 65 years of age or older. The median age was 36.2 years.

The median income for a household in the City was \$25,837, and the median income for a family was \$33,675. Males had a median income of \$30,003 versus \$20,039 for females. The per capita income for the City was \$15,316. About 15.80% of families and 19.50% of the population were below the poverty level, including 29.10% of those under age 18 and 10.20% of those age 65 or over.

The main employers in the area are City and County government, WCA Hospital, Bush Industries (furniture manufacturing) and The Resource Center (human resources provider). The Jamestown School District consists of six (6) elementary schools, three (3) middle schools, and one (1) high school. Major events throughout the year include the annual Labor Day Festival, the Gus Macker 3 on 3 basketball tournament, a Lucy-Desi Days festival (Jamestown is the hometown of Lucille Ball), and Thunder in the Streets, a motorcycle event. The City is managed by a “strong mayor” form of government with a separately elected, full time mayor, the Honorable Samuel Teresi, and a nine-member city council. The City provides public safety services, public works services, economic development services, parks and recreation services, and youth services. Public utilities are provided and overseen by a separate, consolidated Board of Public Utilities.

The Jamestown Police Department

The Jamestown Police Department is a full-service police agency providing law enforcement services 24 hours a day, seven days a week. The Department has a current authorized strength of 60 sworn positions and 12 non-sworn positions. Sworn positions include one (1) Chief of Police, two (2) Captains, four (4) Lieutenants, nine (9) Sergeants, ten (10) Detectives, and thirty-four (34) Police Officers. Of these numbers, three (3) Lieutenants, nine (9) Sergeants, and thirty-four (34) police officers are dedicated to uniformed patrol activities. Non-sworn personnel include receptionists, records clerks, a crime analyst, an animal control officer, crossing guards, matrons, and court security officers whose salary is reimbursed by the New York State Office of Court Administration.

The Agency's table of organization is divided into an Operations Division and an Administrative/Support Services Division. Road patrol services are provided over three shifts by officers working a 4-2 work week (four consecutive workdays followed by two consecutive days off). The shifts run roughly 0700-1500 hours, 1500-2300 hours, and 2300-0700 hours. Patrol officers and supervisors report 10 minutes prior to their shift to stand roll call, compensation for which is provided in their base pay. The service jurisdiction is divided into three patrol zones.

Department command outlining their desired patrol staffing for the various shifts, as follows:

Days and Midnights: 1 Shift Commander (Lt.)
1 Desk Officer (Sergeant)
1 Road Supervisor (Sergeant)
3 Patrol Officers
1 Jail Officer

Afternoons: Same as above, with the addition of
one Patrol Officer (increase from 3 to 4)

Desk officers and jail officers are not available to answer calls for service. The desk officer, normally a Sergeant, works from an area behind the reception desk. He can handle walk-in traffic during the midnight shift when no receptionist is on duty, and he is available to assist reception personnel with any issues when they are working. In addition, the desk officer is expected to monitor all of the security cameras for City Hall, the CAD screen to keep abreast of officers' status, and vehicle locations as provided by AVL technology.

The Police Department administers a jail for un-arraigned prisoners waiting to be brought before City Court, and therefore commits one police officer on each shift to serve as the jail officer. This officer provides supervision of the prisoners and assists road patrol personnel with booking of arrestees. This position cannot be considered as available to take calls for service and so must be removed from such consideration in the

staffing analysis that follows later in this report.

Similarly, the Department has several specialized police officer positions which do not routinely answer calls for service. Some are granted-funded or their salaries are otherwise reimbursed in some fashion. They are outlined below:

One (1) **School Resource Officer**: this officer provides police services to schools within the Jamestown School District, and is more or less unavailable for regular patrol duties throughout the year because of summer school obligations. This position is a Monday - Friday day position, funded in large part by reimbursement from the School District.

One **Domestic Violence Officer**: this officer is involved in domestic violence prevention activities and the investigation of domestic violence incidents. The officer's salary is partially reimbursed by a grant through Project Crossroads.

One **K-9 Officer**: this officer works a modified second platoon of 1900-0300 hours. While he engages in proactive patrol, he is not normally used to handle calls for service so as not to impact his availability for K-9 assignments.

One **DWI Enforcement Officer**: this officer also works the modified second platoon shift, concentrates on traffic and DWI enforcement, and is not normally dispatched to calls for service.

One **Traffic Officer**: this officer is primarily responsible for traffic enforcement and motor vehicle accident investigation. Because of these responsibilities, this officer is not normally dispatched to calls for service.

The Investigative Section is part of the Administration and Support Services Division, and is staffed by a Lieutenant (Section Commanding Officer) and 10 detectives. The position of detective is an assigned – that is, appointed – position, compensated at a higher rate than police officer. Most detectives work days, Monday - Friday, with one assigned to hours of 1400-2200. Patrol supervisors can request that a detective respond during nonworking hours if the situation warrants.

The Investigative Section is responsible for all types of criminal investigations that are not resolved at the initial response to the call for service. In addition to "general assignment" detectives, the Department also has detectives assigned to the Juvenile Unit (2) and the Drug Task Force (2). One also serves as the Agency's property clerk/evidence custodian.

The Department also has specialized units which are staffed on a part-time basis by specially trained officers and supervisors. These include: the Special Weapons and Tactics Team, the Critical Incident Negotiations Team, the Fire Investigations Team, and the Color Guard.

The Department provides police services on a contractual basis in two instances. The first is to the Jamestown School District's Alternative Education Program. This is a form of "night school" for problem students and students who do not attend school with the general day population. Two officers are assigned to this program for 5 1/2 hours each day that school is in session, reimbursed by the district.

An officer is also provided to the Gustaphus Adolphus Children's Home, a Division for Youth facility, from 2300 to 0300 hours, Sundays and Thursdays, to assist in processing weekend pass intake and outtake, handle missing person complaints, and generally provide a law enforcement presence.

The Agency is involved in several cooperative initiatives with its neighboring police departments, including:

- A Burglary/Robbery Task Force
- A Reentry Task Force (monitoring parolees and probationers in the City and surrounding jurisdictions)
- The Southern Tier Regional Drug Task Force
- The Water Emergency Team (WET) (area dive team - the Agency contributes 2 divers on a part time basis)
- Bomb Squad
- Forensics Investigations Team (FIT)
- Countywide SWAT Team (The Jamestown Police Department and the Chautauqua County Sheriff's Office each have a Special Weapons and Tactics Team that frequently train and deploy together. The Police Department also uses its team proactively, for example, on high risk search warrants)
- Operation IMPACT

There are currently twenty-seven (27) vehicles and two (2) trailers in the Department's fleet. Twelve (12) vehicles are assigned to Patrol, eight (8) are assigned to Investigations, six (6) are assigned as command vehicles or support special operations, and one (1) is assigned to dog control.

The Agency indicated that their 2008 operating budget was \$4,933,009. \$125,000 was allotted for overtime; however the agency required \$350,000 in overtime to provide necessary services. Of the total figure, personnel costs comprised \$4,705,509. However, this does not include fringe benefits, which by City policy are budgeted to the Comptroller's Office. We were unable to obtain a hard number for fringe benefits, and so used an approximation of 45% of personnel costs, or \$2,108,861, resulting in a total budget of \$7,041,870.

Labor Issues and Concerns

Labor representatives were consulted in each agency, both during the opening meeting and during individual interviews as the consultants worked in each agency. As was stated earlier, their willingness to be involved in the process is to be commended.

In Jamestown, the consultant spoke with Det. Dan Johnson, President of the Kendall Club, and Ms. Brenda Morris, CSEA Union Representative.

Ms. Morris did not see any operational concerns with consolidating the civilian workforce, apart from the natural concern she expressed for the job security of her local membership. She observed that the civilian workforces are performing roughly the same duties and in many cases enter data into the same systems. She felt there would be virtually no learning curve needed by the workforce of either agency should they consolidate.

The Kendall Club represents sworn personnel up to and including the rank of lieutenant. President Johnson expressed cautious support for a serious look at consolidation, as long as his membership does not see any diminution of benefits in the process. As he expressed it, his membership "cannot go backwards" with respect to compensation and working conditions. He pointed out several areas in which his members are perceived to have better benefits than their counterparts in the Chautauqua County Sheriff's Office. These include:

- Compensation
- Health insurance, particularly as it relates to coverage in retirement
- Work schedule – Jamestown officers work a 4-2 work schedule whereas Chautauqua County Sheriff's Office deputies work a 5-2 schedule.
- Retirement Systems – Jamestown officers are eligible for retirement after 20 years of service, while Chautauqua County Sheriff's Office personnel must work a minimum of 25 years to be eligible to retire.

While the consultants believe that the management teams of both agencies truly want to work with their respective labor representatives and they respect their input, President Johnson pointed out a section of the Collective Bargaining Agreement which insures their participation. Article XIV, Section 17 states:

The Union and the City of Jamestown hereby agree to jointly develop and pursue a plan for the provision of metro police services. It is the mutual intent of the parties that metro police services will include and incorporate the professional Police Department employees of the City of Jamestown. Any such plan will include provisions for the continued job security of the present Police Department employees of the City of Jamestown, whether such is accomplished by merger, accretion, subcontracting, consolidation or any other mechanism. The Union shall be a participating member together with the City on any commission, panel, committee, or other organization established to discuss the issue of

providing metro police services. Moreover, it is mutually agreed that the Union shall be consulted at each stage of such negotiations and shall be a full participant in such negotiations or discussions.

President Johnson also expressed a concern over the classification of sworn personnel in any consolidated agency. It is important to him and his membership that they retain their titles of police officer, as compared to being referred to as deputy sheriff. We note that both designations have the same enforcement powers, and pursuant to New York State Criminal Procedure Law Article 1, Section 1.20-34, "sheriffs, undersheriffs and deputy sheriffs of counties outside of New York City" are classified as police officers. The Division of Criminal Justice Services also recognizes both titles as police officers upon successful completion of the New York State mandated Police Officer Training Program requirements.

In the Chautauqua County Sheriff's Office, the consultant spoke with Investigator Greg Korcyl, President of the Deputy Sheriff's Association of Chautauqua County, the uniformed Patrol Deputy's Bargaining Unit.

The Deputy Sheriffs' Association of Chautauqua County represents sworn personnel up to and including the rank of sergeant. President Korcyl expressed his support for the consolidation effort, as he expects his membership to benefit in several areas which include:

- **Compensation:** There is a perception, justifiable in the consultant's opinion, that Jamestown's sworn employees are better compensated than their counterparts in the Sheriff's office. Since this study began, both bargaining units have settled contracts with their respective agencies. The Chautauqua County Sheriff's Office settled on a contract with the membership which provided those in the collective bargaining unit a 16.2% raise over a 5 year period concluding in 2011. The Jamestown Police Department settled a 2 year contract (1 year retroactive) providing a 6% raise over the contract period, which expires December 31st, 2009. Specific step compensation figures are not yet available. However, in 2007, the last year for which figures are available for each agency, the top hourly rate in Jamestown was nearly 18% higher than the Chautauqua rate. Additionally, there is a wide disparity in the time frame required to reach top step pay. In Jamestown, top step is reached after 5 years; in Chautauqua, the mark is 18 years. Therefore, the compensation gap is wider between years 5 and 18.
- **Health insurance**, particularly as it relates to coverage in retirement (Jamestown officers are provided with full medical benefits for life upon retirement, CCSO members receive the equivalent of approximately 3 years of coverage).
- **Work schedule** -- most Jamestown officers work a 4-2 work schedule whereas Chautauqua County Sheriff's Office deputies work a 5-2 schedule.

- **Retirement Systems** – Jamestown officers are eligible for retirement after 20 years of service, while Chautauqua County Sheriff's Office personnel must work a minimum of 25 years to be eligible to retire (Article 14-B). The potential cost for the County to buy into the state retirement system for the 20 year plan is estimated at 1.25 million dollars according to estimated figures by the County (reference being made to the "buy in" by Cattaraugus County for 54 deputies in 2004 that cost 750K).
- **The Jamestown Police Collective Bargaining Agreement** does not allow for the use of part-time police officers.

President Korcyl sees the consolidation as an opportunity to seek better benefits for his membership and, at the same time, provide law enforcement services to the city of Jamestown in a more fiscally prudent manner for the tax payers of the city and county. The differences in benefits between the two agencies as they exist today are significant if parity is the goal of consolidation.

These are the issues raised by the union leadership and a general summary of the differences they perceive in their respective labor contracts. The consultants recommend that a thorough side by side comparison of the collective bargaining agreements of both agencies be conducted to capture all differences (and similarities) in compensation, benefits, and working conditions.

Support of Elected Officials

The Program Consultants had the opportunity to interview the chief elected officials of both jurisdictions. Mayor Samuel Teresi was interviewed on 4 November in Chief Rater's Office. The Mayor began his tenure in January 2000 and is now into his third term. He was very supportive of any efforts to join forces with the County, and he highlighted the nearly three decades of consolidation and/or collaborative efforts between Jamestown and Chautauqua County – a theme he has continued in his administration (see Attachment TBA).

The Mayor outlined some “must haves” from his perspective in order for full consolidation between the agencies to take place. First, there can be no erosion of law enforcement service to the City of Jamestown proper. He contends that there must be a consistent and dedicated police presence within the City, housed in a physical structure. He did offer to make available whatever space is currently occupied by the Jamestown Police Department for a consolidated agency at no cost.

The Mayor also expressed the concern that costs to the taxpayers cannot increase as a result of any consolidation, both **during any transition period** and once a consolidated agency is operational.

The Chautauqua County Executive was also interviewed about the consolidation study. Although he was supportive of the consolidation of government services, his primary concerns were two-fold. First, County Executive Greg Edwards wanted to ensure that the appropriate number of police officers/deputies will be maintained to allow for the necessary and efficient police service to both the County and City. Secondly, Executive Edwards was passionate about ensuring that the County tax payers will not assume the overage costs of benefits that the Jamestown Police Department provides to their employees. Noting that the compensation, medical and retirement benefits are more costly than the Sheriff's Office benefits, the County tax payers would potentially assume a significant financial hardship with long-term effects. The County Executive proposed “red-lining” – that is, freezing – the salaries of the Jamestown officers until the Chautauqua County Sheriff's Office workforce could attain parity with respect to compensation and benefits.

IV. Staffing Analysis

Patrol Staffing

The allocation of staff is a critical issue in any law enforcement agency. By far, the largest part of a law enforcement agency's budget consists of personnel costs.

Patrol is the most fundamental of all law enforcement operations. Uniformed police officers assigned to conspicuous patrol vehicles provide the basic services for which the police agency was established. The patrol force seeks to prevent criminal activity by creating the appearance of omnipresence, thus generating the impression that offenders will be immediately apprehended.

Patrol responsibility is not limited to the prevention of crimes and the apprehension of offenders. The patrol force is also a service unit, providing assistance and emergency care in the event of injury, sickness, loss of property, or even citizen inconvenience. Uniformed officers are usually the first, and sometimes the only contact the public has with a law enforcement agency. The importance of adequate staffing, deployment, supervision and training for patrol can hardly be overemphasized.

An exact means for determining the optimum number of officers to be allocated to the law enforcement function has yet to be developed. Nevertheless, an equitable distribution of enforcement strength by time and area can be achieved with reasonable precision.

Two steps are required to achieve this objective. The first task is to identify the number of posts required. Once that is done, the specific staffing requirements can be calculated.

Determining the Necessary Number of Patrol Posts

The Formula

Two variables largely determine the number of officers who are necessary to staff the patrol force adequately: the number of calls for service for a given period of time (from which the number of patrol posts can be identified), and the average length of time that each officer is available for duty on a yearly basis.

Utilizing a formula developed by the International Association of Chiefs of Police (IACP), the following steps are taken. The formula is a "rule of thumb" that provides an estimate of the number of officers required for patrol duty.

1. The total calls for service for each tour of duty are obtained from departmental records for the previous year.
2. The 12-month total is multiplied by the average time required to respond to a call for service and complete the preliminary investigation. This provides the number of hours per year spent in handling calls for service. Previous studies have shown that the average time required to respond and investigate adequately at the preliminary level by members of a patrol force is approximately 30 minutes in most departments. If the actual average response time is known, that figure would be used instead. For Chautauqua County Sheriff's Office, the CAD system information has captured an average response time over a year period as 61 minutes.
3. The number of calls for service is multiplied by .5, representing $\frac{1}{2}$ hour, and the resulting figure is added to number of hours spent answering calls for service. This number is a "buffer" factor 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.
4. The total hours are then divided by 2,920, the number of hours necessary to staff one post on one 8-hour shift for one year ($8 \text{ hours} \times 365 = 2,920$). The quotient equals the minimum number of patrol posts needed for the particular tour of duty.

Applying the Formula to the Chautauqua County SO

The first activity in the analysis is to apply the formula, just described in step one, utilizing twelve months of calls for service data for 11/1/07 through 10/31/08 broken out by patrol shifts.

Shift	Total Calls for Service
11 to 7 (night shift)	10,186
7 to 3 (day shift)	23,109
3 to 11 (afternoon shift)	15,925

Next the number of calls for service is multiplied by 1.02 hour (61 minutes) to get the average time expended by officers on calls over the year.

Shift	Approximate Time Expended (Hours)
11 to 7 (night shift)	10,389 hours
7 to 3 (day shift)	23,571 hours
3 to 11 (afternoon shift)	16,243 hours

These time-on-call figures are then converted to total time expended by including the buffer activities and time for routine and/or directed patrol activity (adding CFS x .5 hours).

Shift	Projected Time Expended (Hours)
11 to 7 (night shift)	15,482 hours
7 to 3 (day shift)	35,123 hours
3 to 11 (afternoon shift)	24,205 hours

These numbers are then 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 = 2,920 hours/year).

Shift	Minimum Posts Needed	Adjusted
11 to 7	5.3	5
7 to 3	12.0	12
3 to 11	8.3	8

Patrol Staffing Requirements

Once the total 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.

This coverage cannot be achieved by simply assigning one officer for each post. Consideration must be given to those factors which make an officer unavailable for duty. These factors include regular days off, vacations, sick leave, personal leave, holidays and other factors which affect an officer's availability for patrol duty.

The potential available hours for each officer are 365 days a year of eight-hour tours of duty, or 2,920 hours (365×8). From department records, an average figure is determined for each factor specified in the preceding paragraph. The total of these averages will show the average number of hours in a year that each officer is unavailable for duty. This figure is then subtracted from 2,920 potential hours to give the hours actually available in a year. The hours available are divided into 2,920 hours and the quotient is the **Assignment/Availability Factor**. Multiplying the number of posts needed by this factor will determine the number of officers necessary to staff the required number of posts.

The following data concerning the number of days **not available** comes from the Chautauqua County Sheriff's Office:

Factor	Average Number of Days	X 8 = Staff Hours
Regular Days Off	104	832
Vacation	20	160
Personal Leave	2	16
Sick/Injury	13	104
Holidays	7	56
Court Time [on duty]	1	8
Training	3	24
Compensatory Time	6.2	49.6
Other	0	0
Total	156.2	1250

The resulting figure represents the average number of hours that an officer is **not available** for duty each year. When this number is subtracted from the potential staff year of 2,920 staff hours (365 days x 8 hours), the difference represents the total number of hours that an officer **is available** for duty.

Potential Yearly Hours	Average Unavailable Yearly Hours	Average Available Yearly Hours
2,920	-1250	= 1670

The potential 2,920 hours in a staff-year is then divided by the total hours available per year to calculate the assignment/availability factor. This factor is used to determine the total number of personnel needed to fill the number of patrol posts required by the workload of the agency.

Total Hours in Staff Year	Hours Available	Assignment / Availability Factor
2,920	÷ 1670	= 1.75

The calculations indicate that 1.75 sworn personnel are required to fill each of the patrol posts determined previously.

The following chart combines the 1.75 assignment/availability factor with the number of patrol posts required using a 61-minute preliminary investigation time factor.

Shift	Posts Required	Assignment/Availability Factor	= Number of Police Officers	Actual Number of Police Officers Required
11 to 7	5	1.75	8.75	9
7 to 3	12	1.75	21	21
3 to 11	8	1.75	14	14

This amounts to 44 full-time uniformed personnel required to respond to calls for service. This figure does not include the Sheriff, Undersheriff, Captain, Lieutenants, Sergeants, Detectives or Student Resource Officers (should any full-time supervisory positions be created in the future). Of course, these 44 patrol officer positions can be filled using a combination of full- and part-time officers (under very specific conditions as outlined in the Collective Bargaining Agreement), as is currently being done. This is the recommended minimum number of uniformed police officers established by the application of the formulas as being necessary to staff the Chautauqua County Sheriff's Office to respond to calls for service.

However, at this point the requirement to assign an Airport Deputy on the 0600 to 1400 hour shift and 1400 to 2200 hour shift every day needs to be taken into account. Unlike the specialty assignments such as DWI, SRO and K-9, which are excluded from the calls for service discussion, the Airport Deputy assignment is dedicated to enforcement, security and service to the Airport for 2 shifts each day. These shifts must be staffed whether or not those normally assigned to this duty are available. The best way to account for this responsibility is to consider it an additional post on the second and third shifts. Routine absences affect the staffing of airport just as they do patrol assignments, and so the assignment/availability factor must be applied. Increasing the required posts on each shift and applying the assignment/availability factor results in the following number of officers required.

Shift	Posts Required	Assignment/Availability Factor	= Number of Police Officers	Actual Number of Police Officers Required
11 to 7	5	1.75	8.75	9
7 to 3	13	1.75	22.75	23*
3 to 11	9	1.75	15.75	16

** Approximately 11% of the calls for service on the 7 to 3 shift are generated by the Court Security and Jail Transport functions, and are not handled by road patrol. Therefore, when these calls are factored out, 21 actual officers are required on this shift*

This amounts to 46 required police officers.

Presently at least seven (7) officers are on duty on each of the eight (8) hour tours of duty (24/7), which includes the shift supervisor (Sergeant or Lieutenant). A Lieutenant and/or Sergeant is assigned to each (8) hour tour as the shift supervisor and supplements patrol for service calls approximately 50% to 75% of the time. The Sheriff's HQ has 24 hour access to the public for complaints, questions, service as staffed by communications personnel after hours.

Part-time sworn personnel are utilized as part of the needed staffing for contracted police services in localities within the County that do not have their own police department, which consist of the Towns of Ripley, Dunkirk, Pomfret, Hanover, and the Villages of Bemus Point, Brocton, and Sunset Bay. It is also important to note that additional service calls generated are the result of Jail Transports and Court Security efforts that the Sheriff maintains responsibility (11% of calls of total calls for service). This figure may render the day shift Officer number artificially higher by one or two positions.

Presently, 28 officers are assigned to the various shifts as follows (excluding specialized assignments):

11 to 7 (3rd Platoon) – 8 officers
 7 to 3 (1st Platoon) – 10 officers
 3 to 11 (2nd Platoon) – 10 officers

Based on these figures, the Department appears to be under-staffed with officers to respond to calls for service. The 1st platoon and 2nd platoon show a dramatic staffing shortage, while the midnight shift appears to have the appropriate number of officers based on workload. Given the use of part-time deputies to supplement staffing (29 part time deputies), the full-time equivalent would seemingly adjust for the disparity noted in the staffing study. The agency may want to consider a critical workload staffing analysis between and among the shifts as it pertains to calls for service.

Crime reduction is due to aggressive patrol, response to calls for service or non-criminal matters, quality of life issues, and aggressive follow-up investigations. One must consider the area to be served in square miles, demographics, social-economics, characteristics, response time, patrol units available, frequency of preventative patrol and decrease of overtime. The importance of adequate staffing, deployment, supervision and training for patrol can hardly be overemphasized. The Sheriff is very committed to quality service and response to every call for service. Complaints are not taken by phone and require a police response upon the request of every caller.

Applying the Formula to the Jamestown Police Department

The first activity in the analysis is to apply the formula, as described above, utilizing twelve months of calls for service data, from 11/1/07 through 10/31/08, broken out by patrol shifts.

Shift	Total Calls for Service
11 to 7 (night shift)	6403
7 to 3 (day shift)	10461
3 to 11 (afternoon shift)	14090

Next the number of calls for service is multiplied by the average time spent on a call to get the average time expended by officers on calls over the year. In the case of the Jamestown PD, CAD data reveals that the average time per call was 35 minutes, 51 seconds, or .60 hours per call.

Shift	Approximate Time Expended (Hours)
11 to 7 (night shift)	3841.8 hours
7 to 3 (day shift)	6276.6 hours
3 to 11 (afternoon shift)	8454 hours

These time-on-call figures are then converted to total time expended by including the buffer activities and time for routine and/or directed patrol activity (adding CFS x .5 hours).

Shift	Projected Time Expended (Hours)
11 to 7 (night shift)	7043.3 hours
7 to 3 (day shift)	11507.1 hours
3 to 11 (afternoon shift)	15499 hours

These numbers are then 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 = 2,920 hours/year).

Shift	Minimum Posts Needed	Adjusted
11 to 7	2.41	2
7 to 3	3.94	4
3 to 11	5.31	5

Patrol Staffing Requirements

Once the total 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.

Again, this coverage cannot be achieved by simply assigning one officer for each post. Consideration must be given to those factors which make an officer unavailable for duty, such as regular days off, vacations, sick leave, personal leave, holidays and other factors which affect an officer's availability for patrol duty.

The potential available hours for each officer are 365 days a year of eight-hour tours of duty, or 2,920 hours (365 x 8). From department records, an average figure is determined for each factor specified in the preceding paragraph. The total of these averages will show the average number of hours in a year that each officer is unavailable for duty. This figure is then subtracted from 2,920 potential hours to give the hours actually available in a year. The hours available are divided into 2,920 hours and the quotient is the **Assignment/Availability Factor**. Multiplying the number of posts needed by this factor will determine the number of officers necessary to staff the required number of posts.

The following data concerning the number of days **not available** comes from the Jamestown Police Department:

Factor	Average Number of Days	X 8 = Staff Hours
Regular Days Off	121	968
Vacation	17.8	142.4
Personal Leave	6	48
Sick/Injury	13.4	107.2

Military Leave	4.5	36
Compensatory Time	9.7	77.6
Court Time (on duty)	6	48
Training	7.7	61.6
Total	186.1	1488.8

The resulting figure represents the average number of hours that an officer is **not available** for duty each year. When this number is subtracted from the potential staff year of 2,920 staff hours (365 days x 8 hours), the difference represents the total number of hours that an officer **is available** for duty.

Potential Yearly Hours	Average Unavailable Yearly Hours	Average Available Yearly Hours
2,920	-1488.8	= 1431.2

The potential 2,920 hours in a staff-year is then divided by the total hours available per year to calculate the assignment/availability factor. This factor is used to determine the total number of personnel needed to fill the number of patrol posts required by the workload of the agency.

Total Hours in Staff Year	Hours Available	Assignment / Availability Factor
2,920	÷ 1431.2	= 2.04

The calculations indicate that **2.04** sworn personnel are required to fill each of the patrol posts determined previously.

The following chart combines the **2.04** assignment/availability factor with the number of patrol posts required using a **.60 hour** preliminary investigation time factor.

Shift	Posts Required	Assignment/ Availability Factor	= Number of Police Officers	Actual Number of Police Officers Required
11 to 7	2	2.04	4.08	4
7 to 3	4	2.04	8.16	8
3 to 11	5	2.04	10.2	10

This amounts to **22** full-time uniformed personnel required to respond to calls for service. This figure does not include the Chief, Captains, Lieutenants, Sergeants, Detectives or the specialized officer positions previously described. This is the recommended minimum number of uniformed police officers established by the application of the formulas as being necessary to staff the Jamestown Police Department to respond to calls for service.

However, at this point the requirement to assign a jail officer on each and every shift needs to be taken into account. Unlike the specialty assignments such as DWI and K-9, which are excluded from the calls for service discussion, the jail officer assignment rotates among the patrol officers assigned to each shift, removing the assigned officers from the availability to answer calls for service. The best way to account for this responsibility is to consider it an additional post on each shift. Routine absences affect the staffing of jail officer just as they do patrol assignments, and so the assignment/availability factor must be applied. Increasing the required posts on each shift and applying the assignment/availability factor results in the following number of officers required.

Shift	Posts Required	Assignment/ Availability Factor	= Number of Police Officers	Actual Number of Police Officers Required
11 to 7	3	2.04	6.12	6
7 to 3	5	2.04	10.20	10
3 to 11	6	2.04	12.24	12

This amounts to 28 required police officers.

One (1) lieutenant and three (3) sergeants are also assigned to each platoon, and each sergeant is responsible for, and works the same schedule, as a team of 3 or 4 officers. (The agency estimates that sergeants spend about 20% of their time answering calls for service.) Therefore, given the agency's 4/2 work schedule, there are always two teams working at any given time. Presently, 30 officers are assigned to the various shifts as follows (excluding specialized assignments):

11 to 7 (3rd Platoon) – 10 officers
7 to 3 (1st Platoon) – 9 officers
3 to 11 (2nd Platoon) – 11 officers

Based on these figures, the Department appears to be appropriately staffed with officers to respond to calls for service. However, the day and afternoon shifts may be slightly understaffed, while the midnight shift appears to have more officers than needed based on workload. Given the agency's custom and desire to field a minimum of three cars in the City and staff the jail officer position on every shift (in effect, 4 posts), the minimum number of officers needed on the midnight shift would be 8. **Therefore, the adjusted minimum number of officers to meet these obligations is 30 police officers.**

The consultants shared these preliminary staffing findings with both agencies to insure that they understood our methodology and that we appropriately captured specialty assignments and duties. Chief Rater acknowledged our methodology and its basis in calls for service, but felt that it did not capture certain intangibles that he wanted to make sure the consultants were aware of. These are summarized as follows:

- **More occurrences of violent crime in the City.** Although the City has a smaller service population, the Jamestown Police Department handles nearly 3.5 times the number of violent crimes handled by the Sheriff's Office (2007 UCR figures: CCSO – 49, JPD – 167). These calls require more multiple-officer responses than do non-violent crimes, and necessitate that back up officers be close and available.
- **Taser deployments are on the rise.** This is another indicator of the nature of police work in the City.
- **More backups by neighboring jurisdictions.** Instances in which the closest – or only available – patrol unit to back up a Jamestown officer is from another jurisdiction, are also on the rise.
- **Calls waiting.** Chief Rater indicated that a relatively new and disturbing trend is that of calls waiting to be dispatched. In order to capture the time spent on calls for service, the consultants analyzed the time from dispatch to call cleared. What this does not capture is any time a call may be waiting for an available officer to dispatch to the call. Chief Rater indicates that this is on the rise and is a direct reflection on staffing, or lack thereof.

- **Unaddressed calls.** Similar to calls waiting, an unaddressed call occurs when there is no officer available to send to the call for inordinate period of time – so long, in fact, that the call is administratively cleared without sending an officer. This occasionally occurs with annoyance or quality of life calls. Again, Chief Rater indicates that these occurrences are also on the rise – a new phenomenon for his agency.

V. Consolidation

Overview

Some management specialists contend that a multitude of law enforcement agencies in a county may result in a fragmented and uncoordinated crime control system. Duplication of services and redundant efforts, where they exist, can create impediments to effective policing. Budgetary problems have also focused interest on consolidation as a means of saving tax dollars.

Police department consolidation can take varied forms, or occur in varying degrees. Some of these are:

1. Mutual aid agreements;
2. Functional consolidation;
3. Contract law enforcement; and
4. Creation of a new agency.

If these forms of consolidation were considered to be on a continuum with the low end of the scale being mutual aid and the upper being a new agency creation, most consolidation studies would fall somewhere on the scale.

Consolidation Options

Simple

Complex

Mutual Aid
Agreements

Functional
Consolidations

Contract Law
Enforcement

Creation of a
Combined Agency

As a rule, most agencies are involved in verbal, informal mutual aid agreements with neighboring agencies to assist each other in case of emergency. In many cases, these cooperative agreements are reduced to writing in some fashion.

While some have only written agreements, a small number of agencies are found further along the consolidation scale and have been functionally consolidated. Shared records, training, purchasing, and dispatching are examples of functional consolidation.

Contract law enforcement involves even a fewer number of police departments. In this type of consolidation, one agency provides law enforcement service for another jurisdiction on a contractual basis.

On the far end of the continuum, two or more departments are combined to form a new, consolidated agency.

In this report, we will discuss these options and how they relate to policing in the Chautauqua County Sheriff's Office and the Jamestown Police Department.

Mutual Aid Considerations

On April 6, 2004, the Chautauqua County Sheriff's Office and Jamestown Police Department (as well as a number of other local law enforcement agencies within the County and the New York State Police) entered into a written agreement for interagency assistance pursuant to the General Municipal Law, Section 119-o. In the Memorandum of Understanding (MOU), the police agencies agreed to mutual assistance during "emergency situations." In the spectrum of possibilities for the two agencies to provide mutual aid services, this written agreement as well as a standing operational practice of shared services remains the daily protocol for interagency cooperation.

Functional Consolidation

To date, the Chautauqua County Sheriff's Office and Jamestown Police Department have consolidated a myriad of different functions that mutually benefit both agencies. As such, the following outlined services have been dedicated to County oversight with responsibility for assuming services to the City of Jamestown as well as the County Sheriff's Office.

- County-wide centralized 911 Dispatching services – The Chautauqua County Sheriff's Office recently assumed costs, staffing and all duties relating to the call-taking, dispatching and CAD recording of all 911 requests for police services for the City of Jamestown.
- A shared county-wide centralized Records Management System (RMS) (New World is the vendor) is maintained and supported by the Chautauqua County Sheriff's Office and made available to all law enforcement agencies in the County. The RMS is integrated into the 911 CAD System and the Jamestown Police Department has the ability to readily draw information from, compile reports and gain statistical information specific to their agency.
- Police Communications (hardware and software) is purchased by the Jamestown Police Department. This equipment is maintained by the County on a chargeback basis, but at a substantially reduced rate. This includes the portable radios and vehicle mobile radios.
- Entry-level Recruit Training – All entry level academy trained police officers attend the same Regional Public Safety Training Facility (Region 13) for Chautauqua County Sheriff's Office and Jamestown Police Department.

- Special Teams Training and Staffing – A County-wide SWAT team consisting of members from the Jamestown Police Department, the Chautauqua County Sheriff's Office and other local police agencies comprise the staffing of this team. Deployment and jurisdiction for activation encompass the entire county to include the city of Jamestown. In addition, the SWAT team as well as the Dive Team and Bomb Squad for both jurisdictions routinely train together.
- Information Services.– The County recently consolidated Information Technology services such as email, electronic records and web-based applications for the Jamestown Police Department.
- Forensic Identification Team (FIT) – This crime scene processing team is representative of both the Chautauqua County Sheriff's Office and the Jamestown Police Department and is used to provide crime scene processing services to major crime scenes in the County and City.
- Southern Tier Regional Drug Task Force – The task force is comprised of members of the Chautauqua County Sheriff's Office, the Allegany County Sheriff's Office, the Cattaraugus County Sheriff's Office, and Jamestown Police Department for the purpose of conducting drug related investigations.
- The City and County Civil Service Departments consolidated in July 2008 and handle the civil service responsibilities for both agencies.

In addition to those services highlighted above that have already been consolidated, other opportunities for functional consolidation potentially exist in the following areas:

- Agency In-Service Training – the agencies' entry level officers are trained in the same regional academy, and the specialty squads comprised of members from both agencies train together, but beyond that, there is little or no joint in-service training. The agencies should actively seek out opportunities for joint in-service training. There are potential cost savings involved by eliminating duplication of effort. More importantly, if the agencies desire to move towards full consolidation, sworn personnel routinely sharing a classroom and being trained in the same manner can ease transition issues associated with merging in the future.
- Fleet Services – sharing fleet services can provide economies of scale and facilitate a standardization process which would be necessary in a consolidated agency.
- General Purchasing – to include, but not limited to, quartermaster duties and uniform procurement.
- Filing/Records Rooms – the agencies already contribute to many of the same databases. Centralized storage of paper records offers potential cost savings and also presents an opportunity to start to merge the civilian workforces.

- K-9 Services - both agencies have independent K-9 Units. While it is understood that these units work well together and provide services to the other's jurisdiction based on informal mutual aid agreements, more structured joint training and coordinated scheduling to insure countywide coverage presents another opportunity for functional consolidation.
- Criminal Investigations - the agencies work well together with respect to investigations. They both commit resources to the Southern Tier Regional Drug Task Force, and their field intelligence officers communicate on a regular basis. They should explore further opportunities to coordinate and cooperate. The consultants were advised that they are considering a joint homicide team, similar to the FIT team. The consultants endorse this idea, and suggest that the model be used to investigate other types of crime (i.e., burglaries, robberies, auto thefts). Given the greater pool of investigators, case management and case loads could be more evenly distributed. Not only will this strengthen the working relationship between the investigative components of each agency, but it could lead to higher clearance rates and start the transition process for any consolidation that may result in the future. The criminal element does not respect jurisdictional boundaries, and coordinated investigative initiatives are a means to address this dynamic.
- Professional Standards Enhancement - these would include internal investigations, inspections and audits, and would provide the command staffs of the respective agencies to work more closely together, just as some of these other suggestions allow line level personnel to collaborate. These areas also provide additional opportunities for policy consolidation and procedural compliance, as well as consistent due process and discipline across both organizations (within the confines, of course, of the respective collective bargaining agreements).
- Accreditation -- both agencies are currently accredited by the New York State Law Enforcement Accreditation Program, and both have independent Accreditation Managers. A cooperative approach to maintaining accredited status may pave the way for merging policies and procedures down the road, and also for insuring compliance with the standards in a uniform manner in a merged agency.

The current state of both agencies tends to show a significant emphasis on functional consolidation on a number of initiatives and specific functions. They should continue the momentum they have built up over the years. At a minimum, these cooperative endeavors are traditionally more cost effective than working separately. More importantly, they often result in better service delivery to their respective communities.

Contract Law Enforcement

One option to consider in lieu of full consolidation is a contract arrangement between the two jurisdictions to provide law enforcement services. The legalities of contract policing come under the purview of Article 5G of the General Municipal Law.

In the case of the City of Jamestown and Chautauqua County, the most logical arrangement would involve Jamestown contracting with the County to receive police services to the City proper. The consultants are NOT recommending this as a viable option, but merely mention it as but one alternative on the consolidation continuum.

This option is normally employed when one jurisdiction wants to continue to provide police services to its service population, but would like to replace, augment or supplement its coverage with personnel resources from another jurisdiction. Based on discussions with the representatives of both governments, such an arrangement is not the desired end state of this study. As seen by the staffing analysis, the Chautauqua County Sheriff's Office is not in a position to absorb additional patrol responsibilities in the City of Jamestown without an influx of road patrol personnel. If anything, the Jamestown Police Department is more appropriately staffed with full time personnel to meet its current service demands than is the Sheriff's Department. And while the respective agencies work very well together, it is not the intent of the Jamestown Police Department to offload work to the Sheriff's Office through a contractual relationship as a means to cut their costs or increase the law enforcement presence in the City.

In discussing options along the consolidation continuum with the agencies, Sheriff Gerace advised that his agency provides contract law enforcement services to other jurisdictions on a contractual, reimbursable basis. He indicated that these relationships require that a certain level of law enforcement coverage be maintained in these jurisdictions. For example, the patrols dedicated to these areas can not leave the municipality except for emergencies that would normally draw officers away from their assigned areas, i.e., officer needing assistance or other emergency. Sheriff Gerace stated that if full consolidation did occur between the agencies, such a relationship between the City and the County could be struck to insure that certain levels of service would continue in the City, rather than having resources diverted to other areas of the County. Minimum City staffing could be negotiated on a chargeback basis. Such an arrangement could mitigate potential concerns of both City and County residents that resources will be diverted to one jurisdiction to the detriment of the other.

Full Consolidation

The last option we will focus on is full consolidation. When two municipalities fully consolidate in whatever area of service delivery, they often disband existing departments and create a new, combined department. However, in this case the Chautauqua County Sheriff's Office has concurrent jurisdiction with the Jamestown Police Department and already has statutory authority to provide law enforcement service to the entire county, including the City. It would not make sense to disband both agencies and create a third, so in our discussions of full consolidation we are operating on the premise that the Jamestown Police Department would disband and the employees and resources of that agency will be incorporated into the Chautauqua County Sheriff's Office.

That being said, when discussing our preliminary findings with the agency representatives, including labor representatives, President Johnson requested that we acknowledge as an option the dissolution of the Jamestown Police Department and the Sheriff's Office road patrol, and the formation of a new countywide police department. There is precedent for this model in New York State, as evidenced by some downstate police departments like Nassau and Suffolk Counties. In such a model, the new department would be commanded by a police chief or commissioner. The Sheriff's Office would continue to exist, but with the primary responsibilities of jail, civil, and court security.

This model would achieve the same result as Jamestown personnel being absorbed into the Sheriff's Office, but would add several steps to the process. Not only would both entities have to disband their law enforcement operations, but a new agency would have to be created, both physically and by legislative process. Potential benefits could be the perception of a "fresh start" for both workforces, rather than the specter of one workforce absorbing another, and possibly the ability to more easily negotiate a collective bargaining agreement. An entirely new agency would require a completely new bargaining unit and a new agreement.

Arguments for Full Consolidation

1. The agencies already have a close working relationship, as is highlighted throughout this report. They have capitalized on opportunities to work together with each other and with other law enforcement agencies, and they are receptive to new opportunities to do so.
2. The agencies have a history of functional consolidation in such areas as dispatch, records management, computer systems, and radio maintenance. They also train together in their shared specialty squads, and in areas like K-9 training. Entry level personnel all attend the same regional academy.
3. There is strong political support to explore and consider consolidation. The elected leadership in both jurisdictions has a history of collaboration and consolidation in other areas of government. The upper command in each agency is also receptive to the idea of consolidation if it proves to be feasible.
4. The Union leadership is open to the prospect of consolidation, provided that no diminution of benefits results. Organized labor is traditionally resistant to such initiatives; however, the consultants found the leaders of both sworn bargaining units to be cautiously supportive of studying the concept.
5. Given that the City of Jamestown is wholly incorporated within Chautauqua County, there are no jurisdictional or boundary issues to impede consolidation.
6. As with any two large law enforcement agencies serving the same general area, there is bound to be duplication of services. Given that each department is a full

service agency, they perform similar functions with respect to patrol, investigations, and specialty squads. While workload and demands for service will not decrease in a consolidated department, consolidation will provide the opportunities for economies of scale in areas such as purchasing. A larger workforce can also more readily absorb absences and vacancies, and there will likely be opportunities to reduce the number of support staff without compromising operations.

7. Given the current staffing of each agency at the patrol (officer/deputy) level, there will most likely not be any personnel savings at the line level of service delivery. However, consolidation provides an opportunity to adjust staffing at the supervisory and upper command level, resulting in a potentially positive fiscal impact.

Arguments Against Full Consolidation

1. There will undoubtedly be initial costs associated with merging two large law enforcement agencies, primarily in achieving standardization of basic operational and equipment components. Some examples include:
 - a. Different service weapons. While it is not mandatory that all line level officers carry the same model of sidearm, there is a potential officer safety risk associated with deploying styles and makes of handguns among the workforce. It is not inconceivable that an officer may be forced to use a fellow officer's firearm in the heat of battle, and in such situations officers invariably revert to their training and motor skills. The different functionality of various weapons can cause significant problems in these situations. The Jamestown Police Department currently issues Glock model 22 .40 caliber handguns to its patrol officers and Glock model 23 .40 caliber handguns to its investigators. The Chautauqua County Sheriff's Office issues Beretta model 96G .40 caliber handguns to its deputies.
 - b. Different uniforms.
 - c. Different vehicles. While different models of vehicles are not a major issue, remarking vehicles to a standardized design should happen as soon as possible.
 - d. Different property and evidence operations. Merging these high liability functions must be done carefully and with meticulous recordkeeping so as not to jeopardize pending investigations and prosecutions.
 - e. Mobile Data Computers (MDCs). While in-car computers are compatible between the two agencies, the Jamestown Police Department purchases their units and the Chautauqua County Sheriff's Office leases theirs.
2. The disparity of pay and benefits between the sworn workforces would have to be rectified. It is generally perceived that the Jamestown officers have greater compensation and benefits than do their counterparts in the Sheriff's Office. Examples include a more desirable 4/2 work week, health insurance in retirement,

and the ability to retire after 20 years of service. The respective union leaders understandably have taken the position that there be no reduction in compensation or benefits as a result of consolidation. On an item by item basis, they would most likely be seeking the greater benefit by comparison, regardless of which bargaining unit secured it, and initial costs would be significant.

3. The Chautauqua County Sheriff's Office relies on part time deputies to supplement their workforce. It is clear from our staffing analysis that they could not meet calls for service demands without supplementing their workforce in this fashion. The Jamestown Police Department does not use part time sworn personnel, and any such use, at least in that Department, would be a labor issue. This would have to be rectified in a consolidated department.
4. When any consolidation occurs, there is normally a concern that one jurisdiction's resources will be drawn to provide service to the other's population, to the detriment of the first jurisdiction. While this concern is not always justified, the concern itself can be pervasive. Both consultants heard this issue in their respective interviews during and after the site visit. Normally, the concern is that an urban area will draw resources from the surrounding areas. However, as previously stated, the Jamestown Police Department appears more appropriately staffed to deal with its workload than is the Sheriff's Office, and there may be concern that the City's current workforce may be drawn to outlying areas.
5. While both political leaders expressed genuine support for the concept of consolidation, they also each outlined conditions that may singularly or in aggregate prevent full consolidation. These include:
 - a. Mayor Teresi
 - i. There must be a dedicated police presence in the city proper, housed in facility inside the city limits.
 - ii. There can be no additional costs to the Jamestown taxpayers, including during a transition period. As indicated above, there will almost certainly be startup costs in order to standardize operations.
 - b. County Executive Greg Edwards
 - i. There can be no additional costs to the Chautauqua County taxpayers. Again, startup costs are unavoidable.
 - ii. He is well aware of the difference in compensation and benefits between the two agencies, and believes that raising the deputies' compensation and benefits to that of Jamestown's officers would be cost prohibitive.

Legal Aspects

It appears from current research on the legal feasibility of consolidating police services at the County level, the County and City can accomplish this through a simple agreement. In the analysis of Article 5-G of the General Municipal Law below, Murray Jaros, Counsel for the Association of Towns, points out that anything a municipality is

authorized to do on its own, it may do so for another municipality. Also discussed in this analysis is Article 4 of the Municipal Home Rule Law, which empowers a county to adopt an alternative form of county government. The county may provide for the transfer of functions from a city, and this includes police services.

With respect to a public referendum, there is an opinion of the State Comptroller (78-613) which states that an agreement establishing a joint police department under Article 5-G GML is not subject to voter approval.

A check with DCJS on any other County/City police consolidation cases revealed that there were not any known situations of any city that has consolidated its police department with a sheriff's Office. There does not appear to be any State statutes which expressly authorize a city to establish or dissolve its police department. However, Civil Service Law Section 70 (5a) alludes to cities in discussing police consolidations.

The following is the actual opinion of Murray Jaros, Counsel for the Association of Towns of the State of New York on the legal aspects of consolidation as it pertains to Article 5-G.

ARTICLE 5-G, GENERAL MUNICIPAL LAW

Introduction

We are all familiar with population shifts and growth patterns since World War II which have contributed to the most dynamic industrial and residential expansion and development that we have ever experienced. We also know, too well, the resulting pressures on government from the continuing social and political changes in our society. These various influences have had a profound impact on many aspects of governmental operations and effectiveness. One such aspect is the demands for additional and improved services. A great deal of the demands fall upon the local governments who provide some of the most essential services required by the people.

It has become evident that the rising demand for services and the concomitant increase in the cost of government, has spurred the competition among all units of government for a greater share of the taxpayer's shrinking dollar. Based upon the present level of expenditures and the militant resistance to enlarging the already onerous tax burden, the message comes through loud and clear: "We will have to do more with what we have."

This brings me directly to the subject at hand, namely, the presentation of alternatives for providing or upgrading one of the most essential services required by a civilized society -- police services -- within the available resources.

1. General Municipal Law, Article 5-G

Cooperation of necessity implies the involvement of two or more parties and their desire to achieve a common goal. Where the willingness to cooperate exists and the means are available therefore, the barriers to progress quickly fall apart.

With respect to the means, in New York State we have one of the broadest authorizations for municipal cooperation which is contained in Article 5-G of the General Municipal Law. In essence, Article 5-G provides that two or more local governments may agree to perform a function or service, or to provide a facility either jointly, or on a cooperative basis -- where one of the parties renders the service or provides the facility for the other.

This authorization is predicated on each of the parties having the authority or power to perform the service or provide the facilities on its own. In other words, anything that the local government can do separately by themselves, they may cooperate in doing it either as a joint undertaking or as an undertaking whereby one does it for the other.

Article 5-G outlines some of the considerations that have to be taken into account by the contracting parties when negotiating or even at an earlier stage, when exploring, the possibilities of cooperation under such statute. These considerations, among others, include (1) allocation of capital costs; (2) allocation of operation and maintenance costs; (3) administrative structure and supervision; (4) employment practices and procedures; (5) the charging of rates or fees, if any.

The statute provides the broadcast latitude for the contracting parties to work out an arrangement which is most suitable for their needs.

Let us look in terms of practical application how Article 5-G can be utilized in providing police services on a cooperative basis. In terms of parties two or more towns, a town and a village or village and a town, or a city and a town or a city and a village or any combination of such local governments may cooperate pursuant to Article 5-G. The cooperation can be by way of establishing a joint police department or by way of a contract whereby one of the parties will provide the necessary police services to the other contracting parties. Thus, a village can provide police protection services to the area of the town outside a village or for that matter, to another town or city.

The type of services that can be provided under Article 5-G is also

far ranging. For example, the contracting parties do not have to start with the formation of a police department. If one already exists, Article 5-G can be used to provide a central or single facility such as communications, a police headquarters, a crime laboratory, and so forth.

The foregoing merely represents an outlining of the major provisions and capabilities of Article 5-G. It goes without saying that the statute itself will have to be read when considering a cooperative agreement authorized by it.

2. General Municipal Law, Section 121-a

Pursuant to Section 121-a of the General Municipal Law, two or more towns in the same county and the villages within such towns are authorized to adopt a proposition for the establishment of a joint town and village police department.

You will note that this statute is more limiting than the provisions of Article 5-G mentioned earlier, but it is one of the existing alternatives for cooperation among towns and villages.

3. County Police Department

Cooperation takes on many facets of which one of them involves the shifting of the service to another level of government such as the county. Pursuant to the County Charter Law which is contained in Article 4 of the Municipal Home Rule Law, a county is empowered to adopt an alternative form of county government. As part of such alternative form of county government it may provide for the transfer of a function from cities, towns or villages therein to the county level. Police services is one of the functions which may be transferred to the county as part of an alternative form of county government.

Of course, it remains to be decided locally whether such a step is feasible economically, or from a practical and political point of view. However, it cannot be overlooked as one of the available alternatives for cooperation among all units of local government.

4. Concurrent Services by the County

A transfer of the function necessarily means that one level of government takes over the service or function to the exclusion of the other. However, a transfer of function is not the only avenue whereby a county may play an important role in providing an essential service.

One of the possible approaches to police services at the county level is through the establishment of a county police department by local law of the county. A county police force on a concurrent basis could be established either around the sheriff's office, or as a separate department to be headed by a police commissioner, director or other department head. This approach would mean that the county would be providing the police services on a concurrent basis with that of the cities, towns and villages therein without effecting a transfer to the county. The cities, towns and villages, while retaining the power to continue to have their own police departments, would have the option of reducing or discontinuing voluntarily, their own agency and accepting the services provided by the county.

Providing the service at the county level does not necessarily mean that the county must go into the full scope of a police agency operation. The county could provide a particular aspect of police services such as communications, crime laboratory and investigative services. In other words, this could be taken on as a supportive role to the other police departments within the county who do not have the resources, skills or facilities to provide such essential segments of police services on an individual basis.

5. Interlocal Agreements, Article 14-G

In addition to the authorization to cooperate among local governments within the State, Article 14-G of the General Municipal Law authorizes local governments of this State to cooperate with local governments of another state in providing certain services and facilities cooperatively. With respect to the police services area, Article 14-G authorizes a local government of this State to cooperate with a local government or another state in providing fire and police radio and communications systems. This authorization is predicated on the ability or authority of the local government of the other state being summarily authorized to enter into such an agreement.

6. County Police Districts

The foregoing alternatives are available under existing law without further authorization from the State Legislature. Another alternative bears mentioning: a county police district either for the entire county, or on a part-county basis, such as has been established in the counties of Nassau and Suffolk, or an analogous police service area. The type of extent of service including the charging of expenses therefore, would have to be specified in any such proposal.

7. *Feasibility Studies*

An undertaking often requires a device by which a preliminary review can be made of its feasibility. One such device is a joint municipal survey committee which would study the various alternatives, gather the necessary information, data and background and then make recommendations to the governing bodies would be in a position to make a judgment before deciding on one or the other approach.

In conclusion, public officials must be ever mindful of the fact that the consolidation of the police departments will foster a number of legal considerations. Attorneys from each jurisdiction should be involved in every stage of a proposed consolidation. Full consolidation is permissible under Article 5-G and Article 6, Section 121-A of the General Municipal Law of the State of New York.

Provisions of Civil Service Law

Officials considering a consolidation should become familiar with the following sections of the New York State Civil Service Law applicable to municipal consolidation/service sharing.

- a. Position Classification (§ 22)
- b. Police Chief Requirement (§ 58)
- c. Transfer of Employees – voluntary (§ 70.1)
- d. Transfer of Function – involuntary (§ 70.2)
- e. Dissolution of Police Departments (§ 70.5)
- f. Abolition of Positions (§ 80)
- g. Merger of Police Departments (§ 83)

Section 83-A of the Civil Service Law provides for the creation of a Police Advisory Board by the local legislative bodies. This board will facilitate the regrouping of personnel affected by a police consolidation. The intent of this statute is "...to provide a uniform and equitable method for transferring the members of existing police departments into the combined agency structure."

The Police Advisory Board also monitors personnel transfers and makes recommendations to the President of the N.Y.S. Civil Service Commission concerning rank and assignments. A copy of Section 83 of the Civil Service Law is included in Appendix (TBD) of this report.

Officials are encouraged to contact Mr. Richard J. Ciprioni, Director, Municipal Service Division, NYS Department of Civil Service, at 518-473-5022 or richard.ciprioni@cs.state.ny.us for additional information concerning police department consolidation.

Staffing a Consolidated Police Department

Patrol--Staffing of 5/2 Wheel to 4/2 Wheel:

In order to properly compare the workload of two agencies and determine appropriate staffing levels, we must first adjust for the differences in work schedules between them. As previously described, the Chautauqua County Sheriff's Office road patrol works a 5/2 schedule, whereas the Jamestown Police Department works a 4/2 schedule. Given the comments of the labor leaders in each organization, we can assume that a consolidated agency would adopt the more favorable work schedule from labor's perspective. Therefore, we have to convert the Sheriff's Department staffing analysis to the 4/2 schedule.

The 4/2 schedule allows for 17 more days off in a calendar year. Given this additional time off, it stands to reason that the number of police officers required to fill the minimum number of posts will increase. By adding the 17 days to the regular days off category, a new value is produced increasing the time off for the average employee.

Factor	Average Number of Days	X 8 = Staff Hours
Regular Days Off	121	968
Vacation	20	160
Personal Leave	2	16
Sick/Injury	13	104
Holidays	7	56
Court Time [on duty]	1	8
Training	3	24
Compensatory Time	6.2	49.6
Other	0	0
Total	173.2	1385.6

The resulting figure represents the average number of hours that an officer is not available for duty each year. When this number is subtracted from the potential staff year of 2,920 staff hours (365 days x 8 hours), the difference represents the total number of hours that an officer is available for duty.

Potential Yearly Hours	Average Unavailable Yearly Hours	Average Available Yearly Hours
2,920	-1386	=1534

The potential 2,920 hours in a staff-year is then divided by the total hours available per year to again calculate the assignment/availability factor. This factor is used to determine the total number of personnel needed to fill the number of patrol posts required by the workload of the agency.

Total Hours in Staff Year	Hours Available	Assignment / Availability Factor
2,920	÷ 1534	=1.90

The calculations indicate that 1.90 sworn personnel are required to fill each of the patrol posts determined previously.

Shift	Posts Required	Assignment/Availability Factor	= Number of Police Officers	Actual Number of Police Officers Required
11 to 7	5	1.90	9.5	10
7 to 3	13	1.90	24.7	25*
3 to 11	9	1.90	17.1	17

** As previously mentioned, approximately 11% of the calls for service on the 7 to 3 shift are generated by the Court Security and Jail Transport functions, and are not handled by road patrol. Therefore, when these calls are factored out, 23 actual officers are required on this shift.*

Converting to the 4/2 wheel will ultimately increase the needed number of officers by at least one officer per shift and 2 officers for the 7am to 3pm shift when compared to the original analysis. A unique feature to Chautauqua County Sheriff's Office is their ability to use part-time deputies to off-set staffing for specific functions. Given this staffing ability, the use of their 29 positions may supplement the need for additional staffing where appropriate. This may ultimately be a collective bargaining issue. Jamestown's current labor agreement does not allow for the use of part time officers, and a merged agency would obviously require a new collective bargaining agreement with the consolidated workforce. The ability to use part time officers would certainly be an item of discussion.

Whether or not part time officers are used, we can get a sense of the full time

equivalent (FTE) number of officers needed to staff a consolidated jurisdiction based on current workload. We will deal with road patrol first and then discuss some of the specialty assignments that require officers or deputies.

Recall that the staffing analysis for Jamestown indicated that based on current workload, 30 police officers were needed to staff the agency across all three shifts. This number, however, includes staffing the jail officer position, the duties of which are rotated among the various patrol officers. This function may or may not be needed in a consolidated department. For now we will assume a "worst case" scenario that this responsibility will continue to be filled by officers, and then discuss potential adjustments under specialty assignments below.

Adjusting for a 4/2 work wheel and factoring out the calls for service generated by Court Security and Jail Staff functions, the Chautauqua County Sheriff's Office requires 50 FTEs to handle current workload. That results in a total of 80 officers in a combined agency to handle current workload. While this number is arrived at by simply adding the two required workforces together, there may be some factors which might adjust the numbers downward. These include:

1. A potential decrease in response time. We note that the actual time spent on a call for service in Chautauqua County is nearly double that spent on a call in Jamestown (61 minutes vs. 36 minutes). This makes sense given the huge disparity in the size of the jurisdictions. The County is 1507 square miles, while the City is only 9.1 square miles, and the Sheriff's Office's response time reflects the greater distances traveled. While patrol areas in a consolidated agency must be based on an equal distribution of workload, and the areas in and around Jamestown must be staffed accordingly, there may be an opportunity to distribute a combined workforce more efficiently across the entire County and reduce response times.
2. Greater ability to absorb vacancies. While we do not recommend staffing below the minimum number of officers, it is recognized that a larger workforce is greater able to absorb absences and vacancies, and when they occur, their cumulative impact is not as severe as when they occur among a smaller pool of officers.

That being said, without a significant increase in the patrol officer workforce (potentially 22 additional officers), the combined workforce must continue to have the ability to make use of part time officers.

Specialty Assignments

As mentioned earlier in this report, each agency has officers dedicated to non-patrol or specialty assignments. Some of these will be discussed below. We note that where possible, these assignments have been accounted for in our review by either:

1. Not counting them in the workforce, as in the case of K-9 officers, or

2. Adjusting the staffing numbers to accommodate them, as in the case of jail officers and airport deputies.

A few of these assignments will be discussed below.

- A. **K-9 and Traffic/DWI Officers.** The consultants recognize the value that these specialized officers add to service delivery, and we recommend that they continue to be staffed. If full consolidation takes place, we recommend that a workload analysis of each function be conducted to determine the appropriate number of such officers necessary in a combined agency. Fewer such positions may be required.
- B. **School Resource Officers.** Both agencies have School Resource Officers (SROs) and the consultants believe that these positions are worthwhile. A typical SRO handles many incidents that would otherwise result in a call for service being dispatched to road patrol. They also provide intangible positive benefits that are difficult to measure, such as serving as a role model and fostering positive police/community relations at a young age.
- C. **Domestic Violence Officer:** Jamestown has a Domestic Violence Officer who addresses domestic violence issues from both a prevention and enforcement perspective. This officer's salary is partially reimbursed by a grant. If the position were to be continued in a consolidated agency, there may be the opportunity to expand services beyond the City's borders.
- D. **Jamestown Jail Officer.** As mentioned earlier, the Jamestown Police Department details one officer on every shift to serve as the jail officer. In a consolidated agency, this position may not be necessary unless the City Courts require that prisoners be held prior to arraignment and arraignments are not conducted during off hours. Even if the requirement continues, the duties performed are very similar to jail deputies and perhaps this function can be performed by such deputies in a merged agency, freeing up an officer for road patrol.
- E. **Airport Deputies/Marine Unit.** These responsibilities would not be lost in a consolidated agency and would continue to be staffed.

Investigations

The most current crime statistics compiled by the New York State Division of Criminal Justice Services show the following number of Part I crimes as reported by the two municipalities:

Part 1 crimes, for Uniform Crime Reporting purposes, consist of five personal and

three property crimes. The five personal crimes, commonly referred to as violent crimes, include: murder, non-negligent manslaughter, forcible rape, robbery and aggravated assault. Serious property crimes include: burglary, larceny and motor vehicle thefts.

Part 1 Crimes (2000-2007)

(Data supplied by agencies as reported to NYS)

CHAUTAUQUA COUNTY SHERIFF'S OFFICE

	2000	2001	2002	2003	2004	2005	2006	2007
Part I	977	1,038	946	1,040	1,154	1,066	792	945

JPD

	2000	2001	2002	2003	2004	2005	2006	2007
Part I	1,296	1,174	1,256	1,394	1,219	1,345	1,377	1,321

	Population	Average Part I	Avg. Index
CHAUTAUQUA COUNTY SHERIFF'S OFFICE	60,766*	995	16.3
JPD	31,730	1,298	40.9

The "Average Index" refers to the crime rate per 1,000 residents for Part 1 offenses. This is the average of the three years listed above. This means that there were an average of 16.3 Part I crimes per 1,000 residents for the County and an average of 40.9 Part I crimes per 1,000 population for the City of Jamestown during that time. Although there would not be an accurate way of predicting future crime rates in both municipalities, given the downward trend of population growth and socioeconomic instability (specifically in the city), crime rates may either increase or remain constant as seen in the 8-year comparison above.

It is difficult to determine with accuracy the number of detectives/investigators it would take to cope with the above workload. There are too many variables with the investigative function that do not exist when reviewing a patrol unit's workload. It is known that when detectives are given time to "work on" cases, arrests and clearance rates should improve.

Between these two municipalities, there were a total of 2,266 Part I offenses in the most recent year. And, as the previous years indicate, the combined number of serious Part I offenses between both agencies appears to be consistently in the high 2200's. A consolidated investigative function warrants the combined use of the current contingency of Chautauqua County Sheriff's Office investigators (14 investigators) with the

Jamestown Police Department investigative staff of 12 investigators for a total of 26 investigators to handle the Part I volume. Using the 8 year average of 2293 Part I Crimes for both jurisdictions, this would clearly allow for better allocation of case management given a larger pool of investigators, seemingly more so for the city investigators who had a higher caseload than the County.

Given the nature of the Part II Crimes, the following is an analysis of the agencies in terms of crimes that are defined as property related, drug related and public order related.

CHAUTAUQUA
COUNTY
SHERIFF'S
OFFICE

	2000	2001	2002	2003	2004	2005	2006	2007
Total	3,464	3,654	3,364	3,215	2,920	3,065	2,605	2,918
Part I	977	1,038	946	1,040	1,154	1,066	792	945
Part II	2,487	2,616	2,418	2,175	1,766	1,999	1,813	1,973

JPD	2000	2001	2002	2003	2004	2005	2006	2007
Total	5,038	4,971	4,838	4,908	4,856	5,130	4,884	4,913
Part I	1,296	1,174	1,256	1,394	1,219	1,345	1,377	1,321
Part II	3,742	3,797	3,582	3,514	3,637	3,785	3,507	3,592

	Population	Average Part II	Avg. Index
CHAUTAUQUA COUNTY SHERIFF'S OFFICE	60,766*	2,156	35.4
JPD	31,730	3,645	114.8

**The total population for Chautauqua County according to 2000 US Census statistics is 139,750. To accurately reflect the service population, only Chautauqua County Sheriff's Office areas of primary jurisdiction were represented by this value. By subtracting the following jurisdictions (Jamestown - 31,370, Dunkirk - 13,131, Fredonia - 10,706, Silver Creek - 2,896, Ellicott - 9,280, Lakewood - 3,258, Busti - 4,502, Westfield - 3,481) that have their own dedicated police departments, a population of 60,766 resulted.*

In terms of Part II Crimes, it appears that the County has seen a steady decrease in the rate of crime, whereas the City remains at a constant rate of crime over the past 8 years. Although Part II Crimes may require assistance of an investigator if the complexity of the criminal investigation reaches beyond the patrol officer or deputy, an investigator is not always needed for follow-up or case completion. Therefore, the nature of this data does not have the case management impact seen in the Part I Crimes. The Part II Average Index value noted for Jamestown Police Department will impact the patrol function in terms of field investigative work necessary, resulting in more officer

unavailability. The volume of reported Part II Crime in the City is nearly three times the index rate of that reported in the County. The consolidation of investigative resources may offer an opportunity to address the non-violent crimes in a more strategic and aggressive manner found with a larger investigative staff.

Line Level Supervision – Lieutenants and Sergeants

Line level supervision is critical to effective service delivery and insuring that department standards are adhered to by officers interacting daily with the public. In both of these agencies, first line supervision is provided by sergeants and lieutenants. If a sergeant is absent or unavailable, the lieutenant would assume direct supervisory responsibility for the officer or deputy level.

Even when relatively few officers are working, they require supervision, and so supervision is assigned by shift in such a way as to provide continuous supervisory coverage regardless of the number of officers working. Because of this dynamic, fewer supervisors may be needed in a consolidated department.

Span of control refers to the number of employees directly supervised by a supervisor at any given time. It is generally held the span of control can be greater the less specialized the nature of the work the employee is performing. Highly specialized, complex or unique responsibilities normally require a shorter span of control. For the purposes of this discussion, road patrol is considered more of a general responsibility in law enforcement circles, allowing for greater spans of control. As stated earlier, the Jamestown Police Department's preferred staffing is as follows:

Days and Midnights: 1 Shift Commander (Lt.)
1 Desk Officer (Sergeant)
1 Road Supervisor (Sergeant)
3 Patrol Officers
1 Jail Officer

Afternoons: Same as above, with the addition of one Patrol Officer
(increase from 3 to 4)

As one can see, the supervisor to employee ratio is very high, even if the road supervisor is responsible for supervising all police officers on a shift. If the responsibility is shared among the available supervisors, the ratio is even higher.

As previously stated, the Chautauqua County Sheriff's Office requires that minimally a sergeant or lieutenant is assigned to each shift to provide line level supervision. Six lieutenants and eight sergeants are dedicated to road patrol. In a consolidated agency, it appears that the number of supervisors available to supervise the road patrol function – even an increased patrol force – would be more than adequate, and could allow for redeployment of these positions to administrative assignments and/or attrition of some positions.

Potential functions that may benefit from additional supervision in a larger consolidated department include, but are not limited to: Training, Internal Affairs, Property Management (both agency and non-agency owned), Specialty Squads, Records Management, and Investigations. We note that in the Jamestown Police Department no sergeants are assigned to the investigative function, and one lieutenant supervises the investigative staff. More supervisory resources devoted to this function might have a positive effect on clearance and closure rates.

The position of desk sergeant is unique to the Jamestown Police Department. The agency is comfortable that this is an effective use of a supervisory position, and the consultants do not question this determination. We do note, however, that if a similar position is not required in a consolidated agency, even more supervisory positions may be freed up for redeployment or attrition.

In summary, of all the ranks reviewed, it appears that adjustments in the numbers of lieutenants and sergeants offers the most significant opportunity for cost savings in a consolidated department.

Executive Management

An executive level management position would need to be incorporated into the staffing table of organization for the Sheriff's Office in order to maintain constructive and active command that oversees the operational components specific to city law enforcement services. With the absence of a Chief for the city, additional responsibility would fall upon the Sheriff in terms of accountability to the city constituents. Therefore, the consultants suggest that an operations manager at the executive level oversee the day to day operational needs of the stakeholders within the city limits. This individual – a Chief Deputy or a Captain – would assume many of the same responsibilities as the Chief of Police but also fall within the chain of command to the Sheriff. In order to maintain the tenets of community policing, executive level command is necessary to act as the direct contact for a unique set of service needs not seen in a suburban or rural policing setting.

Currently, the Jamestown Police Department has one Chief of Police and two Captains. A captain (although he may be titled differently) could assume the police chief's responsibilities, answerable to the Undersheriff and Sheriff. This would in essence allow for the attrition of the Chief's position and one Captain's position, or redeployment of a Captain's position to oversee administrative responsibilities in a larger, combined organization.

Clerical and Support Personnel

While we will not go into a detailed discussion of how civilian support personnel could be deployed in a consolidated agency – that was not the primary focus of the study – the consultants do not foresee major issues with merging this portion of the workforce.

The civilian personnel in both agencies are represented by the same parent organization, the Civil Service Employees Association (CSEA). A review of their respective collective bargaining agreements, negotiated by different local units, indicates that they have similar titles and pay scales. Given the functional consolidation that already exists between the agencies, the support staff are familiar and work with some of the same systems and databases, such as CAD and records management. Ms. Morris, CSEA Union representative for Jamestown, did not see any operational concerns with merging the civilian workforce, although she expressed appropriate concern for the job security of her membership.

Facilities

Each of the two agencies involved in this study has its own headquarters facility. Based on the consultants' tour of each agency's building, it does not appear that either facility is particularly well suited to absorb an influx of additional personnel.

This may not present an issue, however, based on Mayor Teresi's insistence that there be a law enforcement presence in the City of Jamestown proper, coupled with his offer to provide space in the facilities currently occupied by the Jamestown Police Department. If consolidation does take place under these circumstances, the agencies must guard against a "paper consolidation", wherein the current Jamestown Police Department operation remains essentially intact in the facilities it now occupies. That would defeat the overall intent of merging the agencies. While the Jamestown space could and should be utilized, its availability should not serve as a barrier to fully combining operations and relocating/commingling personnel where it is justified based on mission area and service delivery.

Budget Information

The information presented in the manpower analysis section of consolidated police operations provides the basis for a potential budget. Personal services represent a very high percentage (80% - 90%) of all police budgets. Traditionally, when departments are consolidated, all involved agencies are brought up to parity with the highest paid department. Thus, the higher salary base and fringe benefit rate of the involved agencies would be used as the basis when computing compensation scales for the new department. This procedure lessens union objections and provides an advantage to all personnel being absorbed. In the case of the Chautauqua County Sheriff's Office, the full-time officers are paid less than the City of Jamestown Police Department and it is expected that their benefits/pay would increase. However, these decisions are to be made at the local level and will be a byproduct of the collective bargaining process. Therefore, for this section of the report, we can only speculate and project.

Based upon discussions previously mentioned above, there may be a need to address the staff shortages reflected in the Chautauqua County Sheriff's Office absent the allowance to utilize part-time deputies to supplement staffing. Additionally, the potential for redeployment of the captain, some sergeant and lieutenant positions from Jamestown Police Department may offer a more efficient use of supervision without additional costs

to a consolidated agency. Given the fact that the Jamestown Police Department's CBA prohibits the active downsizing of personnel, staff reductions through attrition may be the only viable option. Costs savings in terms of involuntary staff reductions may not be realized absent a negotiated settlement with the Labor Unions as well as compliance with Civil Service Law.

The exercise of identifying a consolidated budget between the Chautauqua County Sheriff's Office and Jamestown Police Department would require a number of variables and assumptions. First, the percentage difference of base pay would increase costs to Chautauqua County if parity is the goal. Secondly, the personnel costs for each budget should be taken into account to determine the acceptable/targeted personnel percentage of the total budget. Thirdly, the rate of annual budget increase may differ and provisions should be added to control or reduce escalating costs. Lastly, the fringe benefits percentage per employee will need to be determined and added to the budget, as this is not performed now by the city of Jamestown.

Cost savings could be realized with consolidated purchasing, ordering and equipment standardization. A cost that is not reflected in the total consolidated budget would involve the "buy-in" to the NYS Retirement System for the upgraded plan for Chautauqua County Sheriff's Office for the parity in retirement benefits currently provided to the Jamestown officers (20 year retirement plan). It is estimated by the Chautauqua County Sheriff's Office that the expense for this type of benefit may reach and exceed the \$1,250,000 one time buy in amount. Each additional patrol deputy would cause at least an additional cost to the County budget of approximately \$90,000 per employee (this does not include the cost of testing, selection, academy training, equipment/uniforms, etc.).

Given the fact that Chautauqua County Sheriff's Office utilizes part-time staff to supplement their full-time personnel in situations that are controlled in the collective bargaining agreement, additional staffing studies would need to occur to properly identify the exact extent of the need for more full-time patrol deputies. The 18 deputies that were earlier identified as being the shortfall would in essence create a need to increase the County specific budget by \$1.6 million dollars if there was a need to vacate the use of part-time deputies.

These additional costs do not offset the projected savings from any staffing reductions realized from the consolidation.

Noting the budget charts below over the past 5 years:

Jamestown Police Department Budgets

Year	Original Submission	Adjusted*
2008	4,933,009	7,041,870
2007	4,813,330	6,871,029
2006	4,859,762	6,937,310
2005	4,683,482	6,685,671
2004	4,462,598	6,370,359

** The budget information supplied by the Jamestown Police Department does not include fringe benefits. This cost is charged to the City Comptroller's office, and they were unable to provide a fixed cost for Police Department's fringe benefits. Therefore the Adjusted budget was arrived at by estimating the percentage of the total budget allocated for personnel costs (this too was not readily available) and then adding 45% of those costs to the overall budget. (Agency personnel provided a fringe estimate of as high as 60 %!).*

Chautauqua County Sheriff's Office Budgets

Year	Original Submission
2008	6,827,306
2007	6,645,024
2006	6,160,837
2005	6,130,047
2004	6,286,981

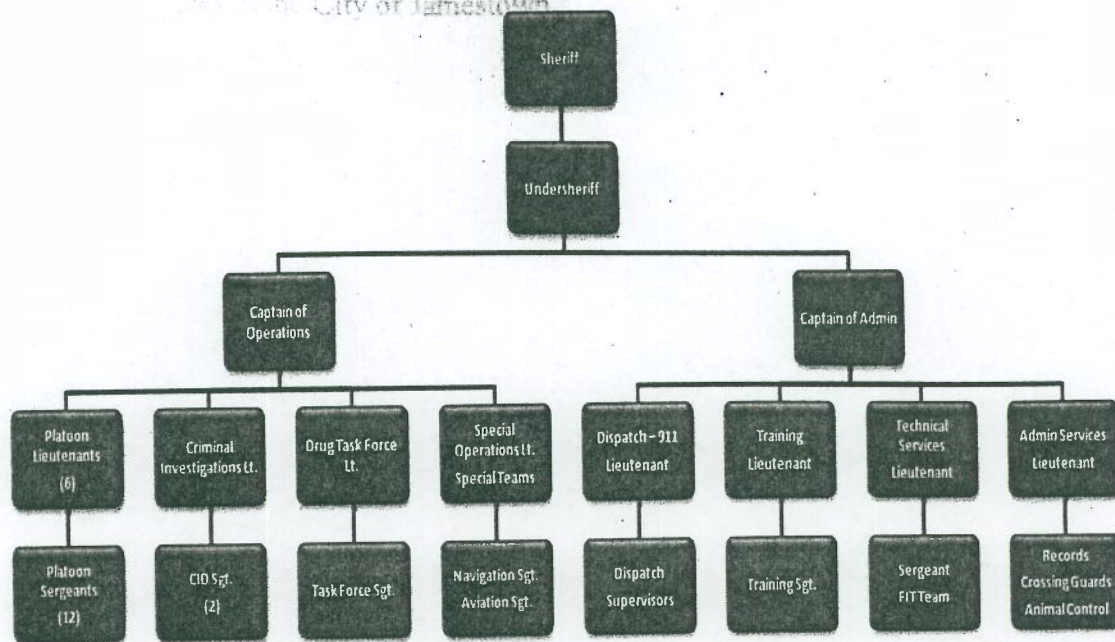
The review of both budgets show an 8% increase in a 5-year period for Chautauqua County Sheriff's Office whereas the Jamestown budget reflects a 10% increase in the same time frame. Escalating medical benefit costs appear to be the variable that creates the outpacing factor in the Jamestown budget as compared to Chautauqua County Sheriff's Office. The benefit differences and the manner in which both municipalities address these disparities in any consolidated organization will require careful analysis, discussion and agreement as to which tax bases will fund which tax burdens.

Potential Organizational Structures

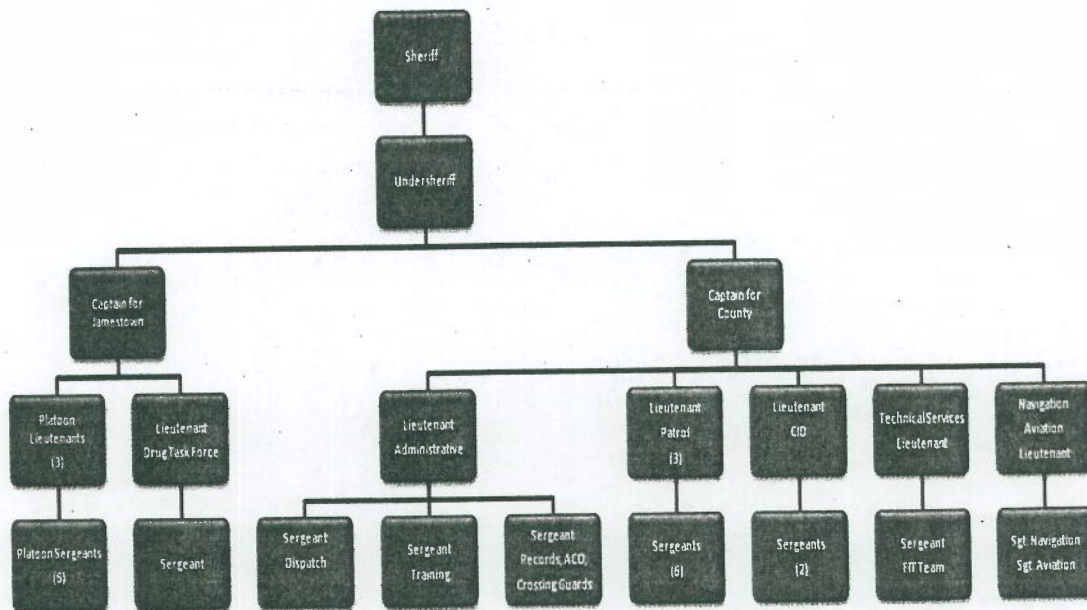
Any discussion of consolidation must include mention of potential organizational structures. While the samples below are not meant to be all encompassing, they suggest how a consolidated agency MIGHT be organized. Two potential options are described below.

Scenario #1 – The proposed Table of Organization reflects a division of labor based upon operational and administrative responsibilities for a consolidated agency. An executive manager labeled here as a captain would execute all operational functions for both the city and county. The administrative executive manager would oversee the agency wide staff services and personnel functions. This scenario would promote more general utilization of resources based upon the overall county-wide need.

The primary difference between these
consolidated agency, choosing a ger
City of Jamestown



Scenario #2 – The proposed Table of Organization reflects a division of labor that specifically identifies a command structure germane to the City of Jamestown. County and City operations would remain somewhat separate with the administrative function consolidated for both jurisdictions under an executive manager. While such a model should be considered based on the workload currently associated with the City proper, the consultants caution against creating a situation and culture which, in effect, results in two de facto police agencies operating within the same parent organization.



The primary difference between these models is the approach to management within the consolidated agency, choosing a general or direct approach to the overseeing of police services to the City of Jamestown.

VI. Conclusions and Recommendations

The consultants were impressed with each agency's commitment to this process. Their forthrightness and cooperation began well before the site visit and continued throughout the preparation of this report. As mentioned earlier, the number of attendees at the opening meeting, as well as their varied responsibilities, attests to the breadth of involvement across both agencies and their willingness to include all stakeholders.

The consultants believe that full consolidation of the agencies can be achieved if that becomes their ultimate goal after review of the material contained herein and further discussion among all potentially effected by such a restructuring. However, we do not believe it is possible to achieve consolidation in one fell swoop. Too many issues need to be rectified, some of which if they remain unresolved appear to be "deal breakers". These include, but are not limited to:

- The elected officials' insistence in both jurisdictions that no additional costs be incurred, including during any transition period
- The disparity in pay and benefits between the sworn workforces, including:
 - Compensation
 - Retirement benefits
 - Retirement plans
- The County Executive's concern over the costs of addressing these benefit disparities as they pertain to compensating a combined workforce
- The liberal use of part time officers by the Chautauqua County Sheriff's Office, which would need to continue in a combined workforce absent significant hiring of additional entry level personnel

The consultants recommend that the agencies continue to build upon their long history of cooperation and functional consolidation. As mentioned in the discussion of functional consolidation above, areas where the agencies have already functionally consolidated have proven to be "win-win" scenarios for both agencies. They can and should serve as the foundation for additional cooperative ventures (some already contemplated by the agencies), eventually paving the way for full consolidation. These include areas such as records management, purchasing and investigative collaborations.

As the agencies explore ways to further consolidate by function, they should also implement steps to address the barriers to full consolidation, so that if and when there is consensus that full consolidation is appropriate, some of the outstanding issues will have been resolved. Taking this approach will also, quite frankly, identify true "deal breakers"

if they exist.

We recommend that:

1. An **"operational workgroup"** of representatives of both agencies be constituted to continue work on line level cooperative opportunities.
 - a. Members should include a representative of each rank of Captain and below, with a Captain from each agency co-chairing the group
 - b. Labor leaders or their respective designees should also be members of the group
 - c. The charge to this group should be to focus at the operational level and:
 - i. Identify additional areas for working cooperatively between the agencies
 - ii. Identify areas for actual functional consolidation
 - iii. For the labor leaders, conduct a side by side comparison of their respective collective bargaining agreements and produce a summary of similarities, disparities, and desired benefits and working conditions in a consolidated agency

1. NOTE: this suggestion is not meant to in any way circumvent the established collective bargaining process. It is generally assumed that the labor organizations in agencies contemplating consolidation will seek the best benefits from each bargaining agreement on an issue by issue basis. This is simply meant to produce a comprehensive list of what those benefits are.

2. An **"executive workgroup"** should also be constituted, to focus on the broader questions of full consolidation
3.
 - a. Members should include:
 - i. Representatives from the Mayor's Office and the County Executive's Office (preferably someone from the budget offices of each jurisdiction)
 - ii. Representatives from City Council and the County Legislature
 - iii. Representatives of the respective Law Departments
 - iv. The Chief of Police and the Sheriff, or their designees
 - b. The charge to this group should be to focus at the executive level

and:

- i. With specificity, identify the costs associated with full consolidation, primarily as they pertain to
 1. equalization of benefits and compensation
 2. buying into a different retirement system, which would be required in the case of county employees
 3. health insurance in retirement
- ii. Realistically assess each jurisdiction's tolerance for increased costs during a transition period. These appear to be unavoidable but were items of concern to elected officials in both the City and County.
- iii. Identify legal issues which would have to be addressed if full consolidation were to occur
- iv. Identify how the costs of a consolidated agency would be borne by the served jurisdictions, particularly as it pertains to Jamestown
- v. Identify other jurisdictions which have successfully consolidated to assess successes and shortcomings based on their experiences.

These groups should be assembled in the order listed, which might at first appear counterintuitive. The consultants recognize that the agencies might not ultimately achieve full consolidation, but we firmly believe that there are more opportunities for functional consolidation and these should be explored and implemented regardless of the final outcome of the full consolidation question. Effectiveness and better service delivery will ultimately result for both service populations. We also recognize that as more cooperation and consolidation of functions takes place between the agencies, full consolidation may become more of a logical next step, even if at present some of the hurdles appear insurmountable.

The 21st Century Demonstration Grant is a federal program that allocated \$29.4 million dollars for Local Government Efficiency Grants in the 2008-09 New York State budget. This potential demonstration project would provide legal, technical, and financial assistance to a county that would consider consolidating police operations countywide, including the county sheriff's department and other police operations. Another possibility for the grant would be the consolidation of a high proportion of existing municipal police operations.

As noted in the grant, "A consolidated police force can increase efficiency by eliminating redundant units and functions and creating more efficient patrol areas." The grant recognized that consolidating police forces is very difficult and there is also a very real possibility that "leveling up" of salary and benefits across existing units could consume administrative savings. Both short-term and continuing incentives to offset local costs would be needed to achieve local buy-in to this approach, and could include additional state aid or support.

This grant opportunity was explored and an application was completed by Chautauqua Home Rehabilitation & Improvement Corporation (CHRIC) in January 2009. This agency's representatives attended the opening meeting during the site visit and stayed in touch with the consultants during the report preparation process. If they are successful in obtaining an award, the issue of consolidation could be explored in much more detail and programs/infrastructure could be put in place to facilitate full consolidation in the future.