

Police Services Restructuring Study Proposal

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Prepared for:
Village of Dryden, NY

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INTRODUCTION

The Center for Governmental Research, Inc. (CGR) is pleased to respond to the Village of Dryden's Request for Proposal (RFP) for a Police Reduction or Dissolution Study. The Village is seeking a comprehensive study that will outline opportunities ***“to balance the need to reduce local property taxes while maintaining the Village's quality of life.”*** The consultant must be sensitive to these competing goals and outline a range of practical solutions. The solutions could range from validating the *status quo* (no action) to shared services to functional/full consolidation models with other departments, including a possible partnership with the Tompkins County Sheriff's Office.

We strongly believe that CGR's expert government management and reorganization team, coupled with our deep familiarity with the delivery of all aspects of public safety services, make us the ideal choice to work with the Village of Dryden to independently evaluate the options and considerations bearing on this important issue. Evidencing our deep experience in this area, CGR is in the final stages of a similar police department study for the Village of Watkins Glen and is working with the City of Jamestown on the implementation of their merger between their police department with the Chautauqua County Sheriff's Office.

This proposal presents the qualifications of CGR's team and outlines a study process that will address our proposed method for the study. CGR is prepared to work closely with the study team to complete the work envisioned in the RFP in a timely manner. Meeting that objective, however, is dependent on the project team having ready access to data, information, stakeholders and interviewees immediately upon starting the project. To the extent that such access is delayed, it will impact the project timeline.

As with any public safety or governance project with which CGR has been involved, our proposed approach for the Village of Dryden is predicated on two fundamental objectives, as presented below.

Objective, fact-based collection and review of data

We firmly believe that an objective collection of basic data and facts is essential to building a shared information foundation for any examination of police service delivery options. To meet this goal, CGR's deeply experienced staff team will spend substantial time on-site meeting with key stakeholders, interviewing officials and agency leaders, and gathering a significant amount of data regarding current police service and municipal operations.

Informing policy makers, educating the community

CGR takes seriously the responsibility of serving as a thought leadership partner with our clients and informing their consideration of options and impacts, while at the same time conveying information on complex public policy matters to the broader community in an accessible way. We are skilled in working with our clients to develop solutions that accomplish both of these goals. CGR has developed a long-standing reputation as a leader in managing the public information process of such studies.

CGR PROFILE

CGR Contact

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A unique resource to the public sector, ***CGR is an award-winning, independent non-profit organization*** that provides research, analysis, management guidance and implementation support to local governments. Founded in 1915 to serve the public interest, we have grown to become a leading organization in the analysis and development of service demands, needs and options across local governments. Our work spans multiple states including New York, New Jersey, Ohio and Massachusetts. CGR's annual gross revenues have ranged from \$1.5 to \$2.0 million over the past three years. CGR was founded in Rochester, NY ninety-eight years ago and remains headquartered there.

A non-profit organized under Section 501(c)(3) of the Internal Revenue Code, CGR is governed by a Board of Trustees. Our 14-member staff of professionals provides expertise on issues spanning numerous issues facing governmental and non-profit organizations. Evidencing our substantive breadth and appreciation for the diverse issues facing local governments, recent CGR studies have addressed the broad range of issues including public safety, law enforcement, fire protection, governance structures, fiscal impact, public works, tax collection and education.

CGR CURRENT AND PAST EXPERIENCE

In recent years, CGR has conducted studies that have examined in detail every type of service provided by local governments, and has explored more cost-effective service delivery options through collaboration, consolidation, shared services and more effectively matching public resource deployment to service needs. This portfolio of work demonstrates CGR's *keen familiarity* with local government structures and budgets; our *deep understanding* of local administrative and service delivery needs; and an *unmatched reputation* for working with local governments to objectively analyze and achieve practical, substantive improvements in the ways they are structured and operate.

We have worked with the entire range of local governments, from small populations in largely rural areas, to mid-sized municipalities, to high-density urban areas. We encourage you to see the full complement of our work by visiting our website at www.cgr.org.

Public Safety Service Consulting

Notably, CGR has an established reputation for conducting reviews of local governments' public safety systems and developing practical, achievable recommendations for improving their overall operations and cost-effectiveness. We have worked with communities and departments to examine the feasibility of potential consolidation options; address growing demands for emergency services; deal with regulations, standards and mandates requiring additional training and equipment; plan for long-term public safety service needs; and respond to fiscal pressures to keep taxes as low as possible without compromising essential service quality.

Project Experience

CGR's portfolio of public safety services work is extensive. We have conducted evaluations of individual departments and police department consolidation studies involving agencies of all sizes. Additionally, the majority of projects involving general municipal management also involve law enforcement evaluation.

Village of Watkins Glen Police Department Restructuring/Consolidation Study

CGR was engaged by the Village of Watkins Glen to evaluate their police department and provide options to reduce costs including sharing services

with the Schuyler County Sheriff's Office. The study began in January 2013 and the options were presented to the community in June 2013. CGR conducted on site interviews with staff of both departments, participated in department observation, and regularly met with the study team. Study team materials, the Options Report and a sample of the public engagement materials are available at www.cgr.org/watkinsglen. The Village is still considering potential options and the project is not yet complete.

Reference: Thomas Struble, Chief of Police, Watkins Glen, New York, watkinspd@watkinsglen.us, (607) 535-7883

Reference: Mark Swinnerton, Jr., Mayor of Watkins Glen, New York, mayorswinnerton@watkinsglen.us, (607) 423-3321

Regional Law Enforcement Consolidation Options: Jamestown, NY

In 2012, CGR was engaged by the City of Jamestown, New York and Chautauqua County, New York to lead a major implementation effort around what could potentially result in the first significant city-county police consolidation in New York State history. The study, which remains ongoing, involves extensive analysis of organizational structures, resource deployment and functional responsibility, and consideration of how a single department a) could be implemented and b) would operate. The study has moved into an implementation phase where CGR is helping the involved departments and community create a long term solution.

Reference: Joseph Gerace, County Sheriff (elected), Chautauqua County, New York, jg@sheriff.us, (716) 753-4900

Yates County and Village of Penn Yan – Shared Services/Consolidation Study for Police/Sheriff and Court Services

As part of examining alternatives for the Village of Penn Yan's police and court services, CGR identified options for consolidating (in full or in part) the Village of Penn Yan's Police Department with the Yates County Sheriff's Office. The overall study involved gathering and analyzing extensive relevant data from the Village and County (e.g., budget, payroll, police calls for service, staffing data, benefits costs) and numerous on-site interviews involving a cross-section of police/sheriff command staff and officers/deputies. CGR presented at public forums and incorporated public feedback into the study process. We identified significant savings for the Village and Village taxpayers through a consolidated law enforcement option. Following completion of our work, the Village opted to maintain its police department, but continue talks with the County on

sharing investigator services. Discussions are on-going between the agencies.

Reference: Sheriff Ronald G. Spike, Yates County Sheriff's Office, Public Safety Building, 227 Main Street, Penn Yan, New York 14527. Phone: (315) 536-4438. Email: spike@yatescounty.org.

Reference: Sarah Purdy, Administrator, Yates County, 417 Liberty St. Penn Yan, New York 14527. Fax: (315) 536-5118. Email: ycadministrator@yatescounty.org.

City of Rochester, NY Police Patrol Division Reorganization

Since the 1970s, the Rochester Police Department (RPD) had been working under an organizational structure of seven patrol sections. Changing crime trends and the need to build a more responsive and effective police department prompted the department to look at reorganization. In 2003, CGR undertook a comprehensive analysis of RPD's patrol division operations to assess different options for reorganization and managing the division. The analysis process included extensive use of interviews, a multi-year analysis of 911 call data, and use of Geographic Information Systems (GIS) to evaluate patterns and volumes of calls for service by street address, and by Census tract. The study took approximately one year, and included both analytic work and numerous interviews, including individual interviews and focus groups, from RPD staff, union officials and members of the community. CGR made several public presentations of the report to the community and Rochester City Council. Based upon this report, and after an extensive planning process, the RPD consolidated from seven sections into two sections to provide better, more responsive service to the community, provide more effective and efficient staffing, and reduce costs.

In 2005, CGR was engaged as a follow-up to evaluate the first six months of the reorganization. Our evaluation concluded that, with the same number of uniformed officers the RPD was able to improve response time to 911 calls for service; the management structure was streamlined; spans of control were made more equitable; and, over \$900,000 were saved in reduced overtime costs. The evaluation noted, however, that community policing still needed improvement, because the first six months of the new organization created changes in the geographic assignments of officers.

Reference: Michael Wood, Deputy Chief for Operations, Rochester Police Department, Office of the Chief, City Public Safety Building, 185 Exchange Blvd., Rochester NY 14614 Phone: (585) 428-7035

Reference: Cedric Alexander, Chief of Police Dekalb County, (Former Chief of Police, Rochester Police Department), DeKalb County Police Department Headquarters, 1960 West Exchange Place, Tucker, Georgia 30084 Phone: (770)724-7440

CGR PROJECT PLAN

Building upon our extensive portfolio of shared services and consolidation studies, CGR is prepared to provide the Village of Dryden the latest, cutting edge perspective on options and implementation solutions. Our project plan will incorporate the elements defined in the Village's RFP and complement them with expert project management and overall understanding of the sensitivity required in helping a community consider police department reorganization.

Proposed Project Timeline

CGR will work with the Village of Dryden to accomplish this study on a mutually agreeable timeline. The project timeline shown below is a draft and will be modified based on the needs of the project. Key phases of the project are outlined below. Meetings are planned to occur in person unless otherwise indicated.

- **Month 1**

- Project initiation with Steering Committee
- Website published for community interaction
- Initial data request will be submitted
- Initial interviews and site visit

- **Months 2 and 3**

- Supplemental data requests and interviews are conducted
- Data analysis is conducted
- Distance meeting conducted with Steering Committee, if needed

- **Months 4 and 5**

- Any final data requests are conducted
- *Baseline Report* is drafted and shared with Steering Committee
- Final version of *Baseline Report* is shared with public after Steering Committee approval
- Initial discussion regarding options occurs with Steering Committee

- **Months 6 and 7**

- Restructuring and consolidation options will be evaluated
- Draft *Options Report* will be shared electronically with the Steering Committee

- Feedback related to *Options Report* will be incorporated into a final Options Report that will be presented in person to a forum decided by the Steering Committee
- **Month 8**
 - Work with Steering Committee to create an *Implementation Plan* (if necessary) using electronic means.
 - Present an *Implementation Plan* to the Steering Committee in person

Project Phases

Project Initiation

Upon contract approval, CGR will attend a kickoff meeting with the Steering Committee to review and refine the scope of work. The meeting will allow CGR to become acquainted with the key stakeholders in the project and offer an opportunity to clarify logistical matters such as communication protocols, identifying a communication liaison, and refining an overall project timeline. Early on in the project, a study specific website will be established to encourage community interaction.

A project Steering Committee is essential, in our experience, to facilitate a successful study. If a project Steering Committee has not been assigned, CGR is willing to offer advice on how to develop one.

Data Collection and Assessment

Following the kickoff meeting, CGR will begin conducting a baseline review of the existing operations and administration of the Village Police Department and the Tompkins County Sheriff's Office through interviews and gathering documentation. The interviews and data requests will seek to gain quantitative and qualitative information documenting "what exists" for police services in the Village and County. This will include but not be limited to:

- Review of budget documents for both departments for last 3 years;
 - Capital expenses for last 5 to 10 years;
 - Tax rates;
- Listing of staff with credentials and rank;
- Current operational plans, union contracts and personnel policies;
- List of retirees with associated post-employment benefit costs (if costs assigned to department);
- Existing mutual aid plans, disaster plans and any contracts for services;
- Data for police calls for prior 24 months with location, time of day, type of call, disposition, dispatch call typing, actual call type, and prisoners;

- Data regarding crime including Part 1 and Part 2 Offenses, clearance rate, confession rates, officer complaints and arrests;
- Training completed in last 24 months and planned for next 12 months;
- Facility schematics with detailed descriptions of space utilization;
- Copy of Field Training Manuals; and
- Inventory of equipment including list of equipment issued to police officers and all rolling stock.

The information will primarily be gathered during site visits which will include study team interviews with the Mayor, County Administrator, Police Chief, Sheriff, Village Board, municipal judges, municipal attorneys, shift supervisors, detectives, union representatives, dispatch center staff and select police officers. An effort will be made to identify similarities and differences between equipment, any shared services, and the workplace culture of the Village and County departments.

CGR will evaluate the staffing needs associated with patrolling the Village of Dryden and Tompkins County based on call volume, population, patrolling patterns and community factors. An analysis of fiscal data for both operations will be completed to establish a baseline. Additional information from the Village of Freeville will be requested to evaluate the impact of the recent policing changes on that community.

The collected information will be organized into the *Baseline Report* that documents the current status of the Village Police Department and Tompkins County Sheriff in a narrative accompanied by a series of tables and graphics.

Analysis of Restructuring Options

The *Baseline Report* will serve as the analytical framework to review options, including the *status quo*. We understand that most communities are deeply tied to their local police officers and the sense of safety that comes with proximity and access. Any review of available options must consider the *status quo* and the impact it will have on the future. CGR will develop cost estimates for the *status quo* and will use those estimates for comparative analysis against the other potential restructuring options.

CGR's police restructuring studies typically consider options on a continuum of service changes and cost savings impact. *Shared services* between organizations have the lowest impact on operations and finances, but may provide greater ease of implementation. They allow for each existing partner to maintain their current operation but look for ways each can more efficiently partner with other service providers. We analyze strengths and weaknesses and assess opportunities to better allocate scarce resources.

Functional consolidation increases the potential for cost savings and service change. An example in this area might be for the County Sheriff to take over all investigations for the Village of Dryden Police Department. This could impact staffing, or simply shore up a service that may not currently be receiving adequate staffing or resources. By functionally consolidating, the Village may cease to provide one or more services but would assure that the service is maintained under a different structure.

The most dramatic potential for cost savings and service change is to have the Village Police Department *dissolve*. In this case, the County Sheriff would absorb the jurisdiction of the Village of Dryden and become the primary law enforcement agency. Related options may include the County Sheriff providing enhanced services through a contract with the Village or simply adding the patrol of the Village to the normal routine of the Sheriff's Office. CGR would examine each of these and other possible alternatives in detail. A permissive referendum would likely be needed if police department dissolution is pursued by the Village.

Recommendations and Implementation Planning

Organizational change is always a challenge and changes involving law enforcement organizations can be especially challenging as they are full of tradition and regarded as essential to the community. Additionally, any adjustment to the delivery of police services will be highly visible to the community. Any significant changes to organizational structures or operational behaviors will require support from all levels of the impacted organizations and the citizens that are served. The objective of this phase is to develop a process that can be followed by all involved parties in the event the Village opts to move forward with a particular alternative to the *status quo*.

The draft *Implementation Plan* will be shared first with members of the Steering Committee for a detailed review and to identify any areas needing revision. A revised, complete plan will be presented to the involved organizations and to the public using the project website.

The completed *Implementation Plan* will identify potential cost savings and a proposed methodology of the fiscal relationship between municipalities. An analysis of the probable impacts on the delivery of services will be included as part of the report.

Project Close Out

The *Final Report* will be designed to map out a pathway toward the most desirable outcome for the community, as identified collaboratively by the Steering Committee and other stakeholders in the Village. It will contain specific actions that will have been identified during the process by

members of the impacted organizations, elected officials and citizens. The objective is to develop a plan that all parties will be willing and able to implement to reach the shared goal of fiscally responsible, high quality public safety services.

The *Final Report* will be presented to the board of the Village of Dryden and other organizations as requested by the Steering Committee.

PROPOSED STAFFING

The analysis sought by the Village of Dryden demands that the selected consultant team have expertise in looking at both *overall administrative issues within the context of government management* and *specific operational issues regarding public safety and emergency services*. Below we include résumé summaries for key personnel that would be involved in providing services as part of this project and who have specific expertise in both areas. Full resumes for the key staff members are attached to the proposal.

Scott Sittig, M.P.P. – Project Director *Associate Director – Government Management*

Scott Sittig is an Associate Director at the Center for Governmental Research (CGR). He is a certified Black Belt in Lean Six Sigma and his consulting and research focus on government management efficiency and shared services/consolidation. He also engages projects on the topics of economic analysis, public finance, human services, and education. In 2010, his work as project manager on a two- part, two-year study for the community of Seneca Falls, NY was recognized with a national award from the Governmental Research Association. The national group awarded its Outstanding Policy Achievement Award to CGR for examining ways to reduce the cost of government to stimulate economic growth in the community, and subsequently for helping develop a dissolution plan for the village.

Most recently in the area of public safety, Mr. Sittig is the project manager for the law enforcement consolidation study and implementation plan that CGR is completing for Chautauqua County and the City of Jamestown, NY. In 2013, he served as the Project Director for the Watkins Glen Police Restructuring Study and the Township of Hopewell (New Jersey) Efficiency Review Project with an extensive law enforcement component. In 2011, he directed CGR's assessment of shared service / consolidation opportunities for the Monroe County fire districts of Hamlin, Morton and Walker.

An expert on local government service and structural reorganization, Mr. Sittig's other recent project work includes the following: Creation of a new city charter for the City and Town of Batavia, NY; analysis of shared service opportunities for the Village of East Syracuse and Town of DeWitt, NY; assessment of shared service / consolidation opportunities for highway services in Schoharie County, NY; dissolution / reorganization studies for the Villages of Perrysburg, North Collins and Speculator, NY; examination of consolidation options and fiscal / operational impacts for the Village of Dansville and Town of North Dansville, NY; and consolidation studies for Princeton, New Jersey and Chester, New Jersey, both of which involved public safety elements.

Mr. Sittig holds a B.S. (Summa Cum Laude) in Business Administration and Sociology from Roberts Wesleyan College and a Master of Public Policy from the University of Chicago.

Mr. Sittig rejoined CGR in June of 2011 after spending five months serving as a Principal Management Analyst for the Rochester City School District. In that role he facilitated the district's rollout of their new funding model known as Equitable Student Funding. Prior to that, he had been with CGR since 2007. Previous to CGR, Mr. Sittig served as a church executive pastor, where he focused on strategic change. He also served as an executive director for a group of physicians serving the underserved, where he helped guide a strategic planning process that led to creation of a state-licensed medical and diagnostic treatment center. Other career experiences include serving as a consultant to a major social service organization and as vice president of finance and operations for a Chicago-based mission, where he helped facilitate the organization's expansion to another state and overseas.

Paul Bishop, M.P.A., --Project Manager
Senior Associate – Government Management / Public Safety

Paul Bishop is a Senior Associate at the Center for Governmental Research (CGR). He is a public policy researcher with a passion for addressing public safety issues. He brings his experience of emergency response, system coordination and thorough analysis to each CGR project on which he works. He also brings the perspective of being a supervisor, educator and care provider to each aspect of analysis.

Most recently in the area of public safety, Mr. Bishop is the Project Manager for the law enforcement consolidation study a plan that CGR is completing for the Village of Watkins Glen. He served as the Lead Associate for the public safety impact study for the proposed STAMP high technology industrial development in Alabama, NY. He conducted

the analysis of public safety services for a four municipality shared services study in Cuyahoga County, OH.

His recent projects at CGR include acting as the lead associate on the ongoing Hoosick Falls NY Dissolution/Shared Services Study, leading the review of police service in Hopewell, NJ as part of a government efficiency study, aiding in the development of a public works shared capital equipment process in Lake County (Ohio) and assisting in the analysis of the potential merger of the Oswego and Onondaga-Cortland-Madison BOCES School Library Systems.

Prior to joining CGR in 2012, Mr. Bishop was the Manager of Emergency Medical Services (EMS) Education at the Public Safety Training Center at Monroe Community College for 10 years. His work focused on all aspects of education for EMS including initial certification for emergency medical technicians (EMTs) and paramedics, as well as leadership development.

His expertise includes program assessment, strategic planning and accreditation. He has had extensive involvement and leadership roles with regional and state EMS organizations. During his tenure at Monroe Community College, he worked collaboratively with many members of law enforcement and the fire service. He was called upon to instruct for their disciplines, including on topics related to organizational leadership, personal development, and medical care. He also served for 7 years as a member of the Monroe County Local Emergency Planning Committee and was a founding member of the Western New York Emergency Management Assistance Team.

Mr. Bishop is currently an adjunct faculty member at Monroe Community College, and a paramedic for a Rochester NY area EMS organization. Earlier in his career, he was involved in providing EMS care for patients and also supervised EMS providers in an urban setting. He earned his B.A. in Political Science from the University of Rochester and Master of Public Administration from SUNY-Brockport.

CGR COST PROPOSAL

CGR offers to complete the project for an all-inclusive fixed fee of \$25,000. This fee is based on an estimate 230 hours of staff time, five in person meetings, three site visits and the development of a project specific website.

This all-inclusive fee (covering all consultant fees, travel, and miscellaneous expenses) assumes that the Village will pay all costs for legal advertisements and public notices and all mailing and/or duplication or publication costs for any public information releases the Committee

chooses to send out during the project, and will arrange for public meeting spaces. CGR reserves the right to negotiate a different fee and/or time frame should the Steering Committee request work not anticipated in our proposal, or if the Work Program and/or Budget contained in the final Local Government Efficiency (LGE) agreement between the Village and New York State contain work or project components not identified in or not consistent with this proposal.

STAFF RESUMES

SCOTT F. SITTIG, M.P.P.

Associate Director

Expertise

Research in the areas of economic analysis, public finance, government management, human services, workforce development, education

Experience

- Consolidation and implementation study for the Jamestown City Police Department and the Chautauqua County Sheriff
- Marketing of [informANALYTICS](#), a web-based economic and fiscal impact tool for municipal officials and others interested in economic impact modeling
- Consolidation Feasibility Study for Department of Health and Department of Mental Hygiene in Dutchess County
- Police Restructuring options for the Watkins Glen Police Department
- Municipal efficiency study for the Township of Hopewell, NJ
- Assessment of shared service / consolidation opportunities for fire districts and also shared highway service opportunities
- Study of consolidation opportunities for public safety access points (PSAP) in five towns in Massachusetts
- Analytical support for the NYS Regional Economic Impact Council sub-committees
- Consolidation study for the Borough and Township of Princeton, NJ
- Regional economic impact study for the University of Rochester
- Dissolution studies for the Villages of Medina, Seneca Falls, Perrysburg, North Collins and Speculator NY

Education

- B.S. (Honors) Business Administration and Sociology from Roberts Wesleyan College
- Master of Public Policy from the University of Chicago

Background

Mr. Sittig was named Associate Director in January 2013, and except for a brief period has been a member of the CGR staff since 2007. In early 2011 he served the Rochester City School District as a Principal Management Analyst, helping the district transition to an equitable student funding model. Prior to joining CGR in 2007, Mr. Sittig served as an executive pastor, where he focused on strategic change. Previously he was executive director for a group of physicians serving the underserved, where he helped guide a strategic planning process that led to creation of a state-licensed medical and diagnostic treatment center. Other career experiences include serving as a consultant to a major social service organization and as vice president of finance and operations for a Chicago-based mission, where he helped facilitate the organization's expansion to another state and overseas.

PAUL A. BISHOP, M.P.A.

Senior Associate

Expertise

Research in the areas of public safety, local government efficiency, community success and education

Experience

- Review of law enforcement operations for opportunities for improvement include possible consolidation
- Analysis of the impact of a village dissolution on the community
- Evaluation of service sharing options and internal efficiencies in multiple municipalities in New York, New Jersey and Ohio
- Facilitation regarding the sharing of public works equipment in a county in the state of Ohio
- Identification of possible impact to public safety of a large technology manufacturing plant in a rural community
- Research and analysis involving indicators of a community's performance in economic, educational and health areas.
- Active provision of emergency medical care in a prehospital environment
- Extensive teaching and administration at consolidated public safety academy, including instruction of law enforcement topics

Education

- B.A. in Political Science from the University of Rochester
- Master of Public Administration from the State University of New York at Brockport

Background

Prior to joining CGR in 2012, Mr. Bishop was the Manager of Emergency Medical Services (EMS) Education at the Public Safety Training Center at Monroe Community College for 10 years. His work focused on all aspects of education for EMS including initial certification for emergency medical technicians (EMTs) and paramedics, as well as leadership development.

His expertise includes program assessment, strategic planning and accreditation. He has had extensive involvement and leadership roles with regional and state EMS organizations. During his tenure at Monroe Community College, he worked collaboratively with many members of law enforcement and the fire service. He was called upon to instruct for their disciplines, including on topics related to organizational leadership, personal development, and medical care. Mr. Bishop is currently an adjunct faculty member at Monroe Community College, and a paramedic for a Rochester NY area EMS organization.