

November 26, 2013

Mr. Rick Smith, Township Manager  
1580 Paoli Pike  
West Chester, PA 19380  
Via Electronic Mail

Dear Mr. Smith:

CGR and the Laberge Group are pleased to submit a joint proposal to provide professional services in the form of a study to identify the costs and issues related to the merging of the West Goshen Police Department and the Westtown East Goshen Regional Police Department (WEGO).

### *Who We Are*

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A unique resource to the public sector, **CGR** is an independent non-profit organization that drives improvement in governments, businesses, nonprofits and the communities they serve through objective analysis, mission-critical data and strategic counsel. Founded in 1915 to serve the public interest, we have grown to become a leading organization in the development of efficiency improvement plans for local governments, particularly involving public safety issues.

**Laberge Group** has provided engineering, architecture, surveying and planning services since 1964. Its diverse portfolio of successfully completed projects and community plans, coupled with an experienced core of project management and design staff, provides clients creative, integrated and distinctive solutions.

### *Project Understanding*

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We understand the primary objectives of the project are to review each department to quantify the cost of all aspects of the police operation and also to identify the impact that a department merger would have on the operations and costs associated with the police departments. The proposal identifies key areas that will need to be evaluated. The study areas impact the operational, administrative and fiscal aspects of the organization.

Our proposal outlines a study process that would be completed within 90 days of contract award, incorporating time for data collection, analytical review, interaction with key members of the municipality and creation of the project's final report.

### *Project Plan Summary*

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Building upon our extensive joint portfolio of shared services and consolidation studies, CGR and Laberge Group are prepared to provide the Townships of East Goshen, West Goshen and Westtown the latest, cutting edge perspective on options and implementation solutions. Our

project plan incorporates the elements defined in the Townships' RFP and complements them with expert project management and overall understanding of the sensitivity required in helping a community consider police department reorganization.

- **Project Coordination:** Communication is an essential aspect in all community wide projects. The Project Team will work with an Advisory Committee composed of key leaders from the Townships and police departments to help shape the study and assist the Project Team in completing the study in a timely manner. Regular updates between the Project Team and Advisory Committee will keep both parties up to date with project progress.
- **Baseline Data Collection and Assessment:** Following the kickoff meeting, the Project Team will conduct a baseline review of the existing operations and administration of the West Goshen and WEGO Police Departments through interviews and gathering documentation. The interviews and data requests will allow us to gain quantitative and qualitative information documenting “what exists” for police services in the three Townships. Some of the necessary data has already been shared by the departments and this will aid in expediting the report process. At the end of this stage, the Project Team will create and share a Baseline Report that describes the existing state of law enforcement in the community. This report will serve as the basis for developing the consolidation options.
- **Developing and Presenting Options:** Organizational change is always a challenge and changes involving law enforcement organizations can be especially challenging as the organizations are full of tradition and provide an essential service 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 identify the costs and benefits and identify the service level impacts that a departmental merger might have on the three Townships. If there are appropriate options that are short of full consolidation they will be discussed as potential alternatives. The *Final Report* will be presented to a joint public meeting of the three Boards of Supervisors of the Townships and would be published on a study website for public comment and review. If required, CGR would present the findings to the community at a public meeting.

We look forward to discussing further how we can put our firms' nearly 150 years of combined public sector experience to work for your communities on this critically important issue.

Sincerely,



Paul A. Bishop  
Senior Associate  
[pbishop@cgr.org](mailto:pbishop@cgr.org)  
585-327-7068

# **Merger Evaluation for West Goshen and Westtown-East Goshen Regional Police Departments Proposal**

**November, 2013**

Prepared by:  
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Project Director

In partnership with:



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# INTRODUCTION

CGR Inc., in partnership with Laberge Group, is pleased to respond to East Goshen, West Goshen and Westtown Township's Request for Proposal (RFP) to complete a merger feasibility study for the West Goshen Police Department and Westtown East Goshen Police Department. The examination sought by the municipalities requires a consultant team with deep experience not only in public sector efficiency strategies, but also a keen understanding of public safety, organizational capacity, engineering and law enforcement service delivery. We strongly believe that our team of government management, public safety, information technology, engineering and service delivery experts is ideally situated to deliver innovative solutions for the three municipalities. We would be honored to put our two firm's nearly 150 years of combined public sector experience to work for the three communities, driving results that matter to elected officials, public safety department heads, municipal personnel and, most importantly, residents and taxpayers throughout the region.

## Project Objectives

We understand the primary objectives of the project are to review each department in order to quantify the cost of all aspects of the police operation *and* to identify the impact that a department merger would have on the operations and costs associated with the police departments. The proposal identifies key areas that will need to be evaluated. The study areas impact the operational, administrative and fiscal aspects of the organization.

Our proposal outlines a study process that would be completed within 90 days of contract award, incorporating time for data collection, analytical review, interaction with key members of the municipalities and creation of the final report.

## Fundamental Principles

Our deep commitment to a transparent study process reflects the communities' desire to inform not only elected and appointed decision makers, but ultimately the broader community of residents and stakeholders. Our experience validates that for such projects to be effective – during the study phase *and* the implementation component – broad stakeholder engagement is essential to ensure efficiency improvements are understood and implemented.

## *Key Points*

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- ***We see our role on a project like this as one of strategic information provider, not decision maker.*** Our expert team performs a comprehensive review of existing conditions and generates a *range of options and opportunities* for enhancing efficiency and effectiveness, while not compromising service quality. Through detailed review and fact-based analysis, we strive to assist officials and the communities they serve in making *the most informed decisions possible* about structures, services and investments while fully understanding the tradeoffs inherent in such decisions.
- ***We believe that in order to evaluate the efficiency of public sector operations, it is important to acknowledge stakeholder / community priorities as part of the process.*** It is critically important for governments to evaluate not only where their resources are currently being invested, but to consider how efficiencies in one area may enable reallocation of resources to other areas capable of producing better returns on investment.
- ***We know that any evaluation of efficiency opportunities must be holistic, examining all parts of the organization in context.*** This is because the resources available to any government are finite. A dollar spent in one department is a dollar that cannot be spent on other priorities. Similarly, a dollar saved in one part of the organization is a dollar “freed up” to invest elsewhere – whether to enhance other services, provide taxpayer savings or protect against future fiscal stress.

As with any public sector efficiency or shared service study with which we have been involved, our proposed approach for the three municipalities is predicated on two fundamental objectives.

### *Objective, Fact-Based Collection and Review of Data*

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An objective collection of basic data and facts is essential to building a shared information foundation for *any* examination of finances, operations and services. To meet this goal, our deeply experienced staff team spends time on-site meeting with key stakeholders, interviewing officials and department heads, and gathering a significant amount of data regarding budgets, police service demand, operations, governing structures and resource allocation / deployment.

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### *Facilitate an Active Public Engagement Strategy*

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Our experience confirms that, irrespective of the end result, any efficiency improvement project must encourage an active, transparent and open flow of information between the assigned steering committee and the broader community of stakeholders, including residents. CGR and Laberge have both developed a long-standing reputation as leaders in facilitating public outreach and engagement as part of our work with government entities. We recognize the sensitivity of evaluating public safety reorganization in the public domain, and understand the desire of the committee and / or governing bodies to preliminarily review any analysis, reports or recommendations in caucus or closed work sessions prior to their public release. We look forward to balancing those interests in a productive way to ensure this project's ultimate success.

## **ABOUT OUR TEAM | QUALIFICATIONS**

### **CGR**

A unique resource to the public sector, CGR is an independent non-profit organization that drives improvement in governments, businesses, nonprofits and the communities they serve through objective analysis, mission-critical data and strategic counsel. Founded in 1915 to serve the public interest, we have grown to become a leading organization in the development of efficiency improvement plans for local governments.

CGR is an industry leader in providing strategic analytical support for independent, objective evaluations of municipal efficiency, including internal reviews of individual governments *and* shared service and consolidation efforts spanning multiple communities. In the past seven years, CGR has completed *more than seventy* municipal-level efficiency and consolidation projects for local governments throughout the Northeast, in New Jersey, New York, Massachusetts and Ohio. Those analyses have covered the broad range of services and issues affecting local government today, including governance structures, fiscal impact, law enforcement, public safety, tax collection, assessment, human services, health, highways, public works and education.

### *Statement of Qualifications*

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CGR has extensive and unique experience in assessing and identifying alternative ways to organize local governments in order to provide the most effective and efficient municipal services. In recent years, we have conducted studies that have examined in detail every type of service provided by local governments, and have explored more cost-effective

service delivery through different combinations of shared services and consolidated or unified governments. This portfolio of work demonstrates our keen familiarity with municipal budgets; deep understanding of municipal administrative, public works and public safety services and needs; and unmatched reputation for working with local governments to analyze and achieve practical, substantive improvements in the ways they are structured and operate.

We have worked with the entire range of municipal combinations, from a small population located in a large rural area, to a mid-sized village / borough and township combination, to high-density urbanized areas. We encourage you to see the full complement of our work on municipal efficiency, governance and service delivery issues by visiting our website at <http://www.cgr.org>.

## Laberge Group

Laberge Group has provided engineering, architecture, surveying and planning services since 1964. Our diverse portfolio of successfully completed projects and community plans, coupled with an experienced core of project management and design staff, provides clients creative, integrated and distinctive solutions.

The firm has an excellent record for performing work on time, within budget and providing recommendations that are accepted and implemented by our clients. We have over forty years of extensive experience working with private clients and communities of all sizes. Offering a full range of engineering, architecture, surveying and planning services under one roof we can achieve project milestones efficiently and economically and with the reassurance it is the very best quality of services available.

Laberge Group's philosophy is a simple one: **The highest quality service for each client's requirements.** Implementation of this philosophy requires highly competent comprehensive professional services provided on a personal and individual plane. This requires that we establish and maintain relationships and communication with our clients. ***We don't build projects; we build communities and organizations...one project at a time.*** We do this by assisting our clients in determining and prioritizing their needs. We research available funding, matching priorities with the client's individual projects. This becomes an on-going process of matching available funding with desired projects and/or needs, building the individual projects, updating the plan, and implementing the projects.

This project, if awarded to us, will be accepted with the **pledge** that our total individual and collective knowledge, experience and judgment will be put to work for you, the Client. Our entire staff will be available to you.



No one person could (or should) handle all aspects of the project, as many different areas of expertise are required. We all will be actively involved in the assurance of quality services and the completion of all projects on time and within budget.

Laberge Group is known for technical excellence, the ability to respond to a client's needs, and dedication to project implementation. The staff understands that success comes from providing concise and attentive consulting in a fast-paced environment. ***Laberge Group is committed to team building, enthusiastic service, project management and multi-disciplinary expertise.*** Our intent is to provide you with the best service available to meet your goals and objectives.

## Coordinated Expertise

CGR and Laberge Group believe that our combined strengths and experience will be leveraged to provide the communities with an exceptional study result. CGR will serve as the lead organization on the project and will coordinate all activities related thereto. CGR's Project Director will serve as the primary point of contact for the project. Paul Bishop is a Senior Associate at CGR and an experienced public safety professional. He has experience leading projects both in evaluating law enforcement consolidation opportunities and local government efficiency.

# QUALIFICATIONS AND REFERENCES

## CGR's Relevant Experience

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 police and public safety departments to examine the feasibility of potential consolidation options; address growing demands for services; deal with regulations, standards and mandates requiring additional training and equipment; plan for long-term service needs; and respond to fiscal pressures to keep taxes as low as possible without compromising essential service quality.

Our recent work on law enforcement / public safety agency efficiency and operations includes the following.

### ***City of Jamestown (NY) and Chautauqua County***

An engagement for the City of Jamestown (NY) Police Department and Chautauqua County (NY) Sheriff's Office wherein CGR developed, assessed the fiscal / operational impacts of, and is currently facilitating negotiation of a shared service agreement for consolidation of the law

enforcement function within the County agency, including both administrative and patrol services. This spanned a combined sworn- and non-sworn staff of 300 full- and part-time employees, including 60 dedicated directly to road patrol activities in the City.

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

### ***Township and Borough of Princeton, NJ***

Serving as project manager from 2010-12 for the Township and Borough of Princeton (NJ) consolidation process, developing operational models for all municipal departments *including police*, and resulting in the identification of staffing efficiencies at both the managerial and patrol levels *while increasing service levels* within specialized functions such as the “safe neighborhoods” unit. This spanned a combined sworn- and non-sworn staff of 90 full- and part-time employees.

Reference: Robert Bruschi, Administrator, Princeton, New Jersey, [rbruschi@princetonnj.gov](mailto:rbruschi@princetonnj.gov), (609) 924-5176

### ***Rochester Police Department***

CGR completed two engagements for the City of Rochester (NY) Police Department. The focus of both was an in-depth analysis of existing services and recommendations for a restructured patrol division that yielded greater geographic and operational efficiency, and reduced overtime costs. This spanned a combined sworn- and non-sworn staff of 800.

Reference: George Markert, Chief of Police, New Smyrna Beach, Florida (formerly Executive Deputy Chief, City of Rochester Police Department), [gmarkert@cityofnsb.com](mailto:gmarkert@cityofnsb.com), (386) 424-2234

### ***Village of Watkins Glen, New York***

An engagement with the Village of Watkins Glen (NY) Police Department, examining options for reorganizing public safety services within the surrounding Schuyler County Sheriff’s Office. This spanned a combined sworn- and non-sworn staff of 35 full- and part-time employees. The final report suggested several options for changes in service levels including consolidation of the two departments.

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

## ***Yates County and Village of Penn Yan, New York***

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. 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](mailto: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](mailto:ycadministrator@yatescounty.org).

## **Laberge Group's Relevant Experience**

With a reputation as one of the most reliable and respected firms in the region, our diverse portfolio of completed projects, coupled with an experienced core of project management and design staff, provides clients with the resources to propose creative, integrated and distinctive solutions for today's environments. Our firm's experience in developing shared services and consolidation studies, including law enforcement, are highlighted by the project descriptions provided below.

## ***Town and Village of Chester, New York***

The Laberge Group reviewed the existing police protection services provided by each municipality and described potential areas where sharing manpower, facility space, or specific functions could result in positive outcomes for one or both of the municipalities. The study included a staffing analysis to determine the optimum number of officers that are necessary to perform police functions in a consolidated department using two methods, the International Association of Chiefs of Police (IACP) formula, and the Relief Factor. In addition, a detailed review of each police facility was conducted by a NYS Licensed Architect to determine facility condition, lifespan, capacity, safety, and expansion opportunities.

The results of the analysis provided the town and village with a number of options for restructuring police services. Fiscal comparisons and staffing models for alternative organizational structures were developed to illustrate potential future cost savings as well as enhanced services delivery. The final

analysis illustrated the fiscal impact of police consolidation in terms of the potential tax impact, and recommended that the town and village proceed with implementation steps to consolidate the two police departments.

Following the completion of the Police Consolidation Feasibility Study, the Town and Village of Chester jointly contracted with the Laberge Group to assist with the necessary implementation steps. The transitional steps for accomplishing the merger include the development of an organization chart that both parties agree upon; a detailed review and comparison of existing collective bargaining agreements; review of current benefit levels; pay equity review and recommendations regarding salary adjustments; mediation, and dispute resolution involved with employee transfer; public education and communication strategy to facilitate a smooth transition; a site selection process that will result in a preliminary design for a joint facility, and development of an Intermunicipal Agreement (IMA) that will clearly outline how the cost of police services will be fairly distributed among Town and Village tax payers.

Reference: Stefan Neuhaus, Town Supervisor, 1786 Kings Highway, Chester, NY 10918 (845) 742-3879, [sneuhaus@thetownofchester.org](mailto:sneuhaus@thetownofchester.org),

## ***Warren-Washington County Regional Emergency Services Training Center, Queensbury, New York***

This project involves the shared efforts of both Warren and Washington Counties. With a SMSI Grant of \$400,000 Laberge Group will design this multi-building emergency services training campus. This facility will consist of administration, maintenance and specialized training buildings and structures, an EVOC training course, and appropriate storage facilities for related equipment and props. Laberge Group has assisted both Counties in mutual site evaluations and recommendations to determine the most appropriate site for this joint-use campus. Approximately ten acres of area is required to provide the necessary buffer and safety zones for the training activities. This multi-phased project is expected to be funded through combined Warren/Washington County appropriations, an awarded SMSI grant, and additional appropriate grant programs. The current conceptual budget for the W-WCRES Training Center is estimated at \$4.8 million.

Reference: Brian LaFlure, Warren County Emergency Medical Services, 1340 State Route 9, Annex Building 11 Lake George, NY 12845 (518) 761-6537, [laflureb@co.warren.ny.us](mailto:laflureb@co.warren.ny.us)

## ***Shared Highway Services and Consolidation Study, Chemung County, New York***

The Laberge Group was retained by Chemung County to conduct a *Shared Highway Services Study* to assist the County in identifying options for consolidating and/or sharing highway services. The goal of the Study is to reduce operating costs and improve efficiency for fifteen local government entities including Chemung County, the City of Elmira, the Towns of Ashland, Baldwin, Big Flats, Catlin, Chemung, Erin, Elmira, Horseheads, Southport, Veteran and Van Etten and the Villages of Elmira Heights and Horseheads. A thorough inventory and analysis of each highway department was conducted, which included an examination of department organization, level of service provision, and annual operating figures. This analysis, coupled with information garnered from department head questionnaires and interviews, helped to identify potential opportunities for sharing or consolidating highway services. The Study resulted in the development of an innovative model for providing highway services in Chemung County, which incorporated aspects of functional consolidation of services among certain neighboring municipalities, centralization of specialized County highway services, and decentralization of certain highway services. Implementation of the Recommended Model will lead to widespread efficiencies across the County, optimally resulting in greater efficiency and financial savings for the municipalities and taxpayers.

Reference: Michael Krusen, Deputy County Executive, John H. Hazlett Building, 203 Lake Street, P.O. Box 588, Elmira, New York 14902, [mkrusen@co.chemung.us](mailto:mkrusen@co.chemung.us) (607) 737-2031

## **PROJECT PLAN**

Building upon our extensive joint portfolio of shared services and consolidations studies, CGR and Laberge Group (Project Team) are prepared to provide the Townships of East Goshen, West Goshen and Westtown the latest, cutting edge perspective on options and implementation solutions. Our project plan will incorporate the elements defined in the Townships' RFP and complement them with expert project management and overall understanding of the sensitivity required in helping a community consider police department reorganization.

The Project Plan as described can be completed within the 90 days requested by the RFP. However, completion is dependent on data being provided on a timely basis and key personnel being available for interviews when requested.

## **Task 1: Project Coordinaton Meetings**

Communication is an essential aspect in all community wide projects. The Project Team will work with an Advisory Committee composed of key leaders from the Townships and police departments to help shape the study and assist the Project Team in completing the study in a timely manner. Regular updates between the Project Team and Advisory Committee will keep both parties up to date with project progress.

**Activity 1.1 Advisory Committee Kick-off Meeting:** The Project Team will attend an initial “kick-off” meeting to discuss the project plan, and review the project goals, expectations, responsibilities and proposed timeline. In addition, the Project Team will work with the Committee at the kick-off meeting to identify stakeholders that will be engaged during the data collection process.

**Activity 1.2 Advisory Committee Coordination Meetings:** The Project Team will attend up to two (2) coordination meetings with the appointed Advisory Committee. The meetings will serve as work sessions and will provide the Advisory Committee with an opportunity to review draft documents, discuss questions and concerns, and provide input. Any additional meetings will be conducted using electronic formats.

**Activity 1.3 Public Meetings:** The Project Team will present the final report at a joint public meeting of the Board of Supervisors of the Townships to review project outcomes, and discuss recommendations and alternatives for police department restructuring or consolidation. The Project Team will also attend any additional public hearings that are requested by the Advisory Committee under an extended agreement to cover the additional costs.

**Activity 1.4 Study Website:** The Project Team will create a study specific website to aid in the distribution of documents and to keep the public informed of the progress of the study. The Advisory Committee will be asked to develop guidance related to which documents are posted publically and will have the responsibility of approving content prior to publication. The Project Team believes that a well-informed public is essential for the eventual success of the project. The website will also allow the public to share their opinions related to the project with the Project Team and Advisory Committee.

## **Task 2: Baseline Data Collection and Assessment**

Following the kickoff meeting, the Project Team will conduct a baseline review of the existing operations and administration of the West Goshen and WEGO Police Departments 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 three Townships. Some of the necessary data has already been shared by the departments and this will aid in expediting the report process. At the end of this stage, the Project Team will create and share a *Baseline Report* that describes the existing state of law enforcement in the community. This report will serve as the basis for developing the consolidation options.

**Activity 2.1 Personnel Interviews:** The Project Team will conduct key personnel interviews to effectively evaluate current police department operations in the West Goshen Police Department and the Westtown East Goshen Regional Police Department (WEGO). One-on-one interviews will help clarify any potential questions about duties and specialized skills of individuals, current operations, organization, workload, levels of service, salaries, and eligible retirements. The Project Team anticipates conducting the interviews over two visits to the community. Follow up interviews will be conducted remotely.

**Activity 2.2 Staffing Analysis and Personnel Costs:** A summary of the existing conditions will be developed in order to illustrate the current staffing levels, department costs, chain of command, deployment, scheduling and costs for the West Goshen Police Department and the Westtown East Goshen Regional Police Department (WEGO). In order to complete this task, department heads will be asked to provide detailed information on individual work status (full time/ part time), salary or hourly wage, years of service, benefits, seniority, duties, special skills and/or assignments, and scheduling methods based on local polices, and/or collective bargaining agreements. Organizational charts and a written description summarizing the workforce will be prepared. This baseline data will be augmented as necessary with feedback obtained from on-site interviews with appropriate police supervisors and staff as described in Activity 2.1. The results of this analysis will include a proposed organizational chart for a combined department based on current level of service for the patrol, traffic and detective functions (CLS), and a detailed description of the personnel costs including projected impacts as outlined in the RFP including salary, insurance benefits, leaves, pension, post-retirement medical and miscellaneous issues.

**Activity 2.3 Patrol Post Analysis:** The Project Team will apply the International Association of Chiefs of Police (IACP) formula, to estimate the optimum number of patrol officers that are necessary to perform police functions for the combined department. The IACP formula will be used to develop staffing models by estimating the number of patrol posts necessary to staff a police force based on known variables such as the number of calls for service in a given period of time, and the average length of time that each officer is available for duty on a yearly basis (including regular days off, vacations, sick leave, personal leave, holidays

and other factors). The result of this analysis will be a proposed organizational chart for a combined department based on IACP standards.

**Activity 2.4 Operational Analysis:** The Operational Analysis will include a review of the department's vehicles, equipment, weapons, communications, records management, uniforms, school resource officer programs, information technology and holding cell utilization. The analysis will be conducted with the perspective of identifying areas of concordance and potential areas of friction should a merger proceed. It is important to note that some areas are easily quantified (vehicle operations) but other must include a qualitative perspective (benefits of self-dispatching). As much as possible, cost estimates will be provided for each area of analysis, however other qualitative factors will also be included to provide perspective to decision makers. Specific plans and costs will be created in the areas specified in the RFP such as weapons, uniforms, and vehicles.

**Activity 2.5 Inventory and Disposition of Facilities:** The Project Team shall inventory the existing West Goshen and East Goshen/Westtown Police facilities. The inventory shall include square footage and use thereof, lockers, parking, and any other related Police Department features. It is assumed that current plans of each facility will be made available prior to visiting the site in order to allow a more thorough review and inventory. The inventory shall be presented in outline form with side by side comparison.

The Project Team shall prepare space programming for the following alternatives: combined forces at West Goshen, combined forces at East Goshen/Westtown and continued use of both facilities. The space programming shall be prepared in tabular format with written explanation as required. It is expected that these alternatives will be refined in the early stages of the project and may be adjusted somewhat to suit the client's needs.

Based upon the space programming developed above, the Project Team shall prepare an opinion of cost for improvements for each alternative. The cost opinions will be preliminary in nature and intended to help identify the relative cost differences between the alternatives. The Project Team will develop recommendations for the disposition and utilization of the facilities based upon the selected alternative.

**Optional Facilities Task:** If desired by the committee, concept site and floor plans of each of the facilities can be provided to assist the committee in determining the best alternative to select. It is assumed that basic site plans and floor plans will be available for the Project Team's use in providing this service. (\$4,000 per alternative)



## Task 3: Developing and Presenting Options

Organizational change is always a challenge and changes involving law enforcement organizations can be especially challenging as the organizations are full of tradition and provide an essential service 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 identify the costs and benefits that a departmental merger might have on the three Townships. If there are appropriate options that are short of full consolidation they will be discussed as potential alternatives.

The *Final Report* will be presented to a joint public meeting of the three Boards of Supervisors of the Townships and would be published on the study website for public comment and review. If required, CGR would present the findings to the community at a public meeting as specified in Activity 1.3.

**Activity 3.1 Cost Allocation Model:** The Project Team will develop models to project the cost of police service for the different communities. The models will include the status quo, a merged current level of service (CLS) model, and an IACP recommended model. The cost structures will include a flat fee per township and PPU assignment method. A projection for future costs will also be developed based on changes that are suggested in the options. Benefits and drawbacks will be described in both quantitative and qualitative terms. We will also perform a search to identify grants that might be used to assist the departments to merge or consolidate.

**Activity 3.2 Final Report:** The *Final Report* will include the information gathered in the *Baseline Report* and will build on it by providing options for the Study Committee to consider. The Final Report will describe benefits and drawbacks for the different options that are identified. Qualitative and quantitative support for each of the options will be provided to inform the decisions that will need to be made related to the future of law enforcement in the Townships.

## PROJECT COST

The cost proposal for the project including all overhead, other expenses and one public presentation is \$97,000.

If the Project Team is requested for additional public meetings, they will cost \$3,000.

If concept site and floor plan drawings are requested for the facilities options, they can be created at a cost of \$4,000 per alternative.

CGR and Laberge group reserve the right to increase the cost should the scope of the project change and/or additional elements be added by the Townships or their designated committee that were not part of the original RFP and/or could not be anticipated as part of this proposal process.

## PROPOSED STAFFING

Biographical resumes for each of the key personnel are provided below.

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

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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.

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***Most recently in the area of public safety, Mr. Bishop is the Project Manager for the law enforcement consolidation study a plan that CGR completed 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.***

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His recent projects at CGR include acting as the lead associate on the Hoosick Falls NY Dissolution/Shared Services Study, leading the review of police service in Hopewell, NJ as part of a government efficiency study, 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.

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

Scott Sittig is a Senior Associate 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.

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***Most recently in the area of public safety, Mr. Sittig has managed CGR's Massachusetts PSAP consolidation analysis for the Blackstone Valley towns of Douglas, Upton, Uxbridge, Sutton and Northbridge. He is also project manager for the law enforcement consolidation study CGR is completing for Chautauqua County and the City of Jamestown, NY. In 2011, he directed CGR's assessment of shared service / consolidation opportunities for the Monroe County fire districts of Hamlin, Morton and Walker.***

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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.

***Dr. Joseph Stefko, Senior Project Consultant***  
*President and Chief Executive Officer*

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Dr. Joseph Stefko is the 10th President and Chief Executive Officer of CGR, the Rochester NY-headquartered consulting research organization founded by George Eastman in 1915. A Buffalo, NY native, Dr. Stefko was named CGR's Director of Public Finance in 2008 and Vice President in February 2012. In those capacities, he directed the organization's public finance and government restructuring engagements, working on issues related to consolidation, budgeting, municipal fiscal distress, service delivery and government management. His project work has spanned counties, cities, towns, villages and school districts in New York, New Jersey, Ohio and Massachusetts. Notably, he directed CGR's landmark 2010-11 municipal consolidation engagement for the Township and Borough of Princeton NJ, which resulted in voter approval of that state's largest local government merger in 60 years and, significantly, the first under the state's Local Option Municipal Consolidation law.

***Most recently in the area of public safety, Dr. Stefko directed CGR's multi-year examination of the emergency ambulance and medical system in North Hempstead, New York; CGR's ongoing analysis of police consolidation options for what would be a first-of-its-kind merger between the City of Jamestown and Chautauqua County, New York; CGR's ongoing study of public safety service demands related to***

***industrial park development in Upstate New York; and CGR's work with the City of Yonkers, New York to benchmark resource allocation in its police and fire departments.***

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Dr. Stefko serves on the Government Accounting Standards Advisory Council, the national body that assists the Government Accounting Standards Board (GASB) in the standard-setting process for financial reporting by public sector entities nationwide. He is appointed to that position by the member organizations of the national Governmental Research Association.

Dr. Stefko rejoined CGR in 2008 after spending nearly 5 years on senior staff to the Buffalo Fiscal Stability Authority (BFSA), the NYS financial control board responsible for monitoring the fiscal condition of the City of Buffalo, the Buffalo Public Schools and other critical city agencies, including the Buffalo Urban Renewal Agency and Buffalo Municipal Housing Authority. He served as Principal Analyst and Deputy Director of BFSA before being named Acting Executive Director in 2007. Under the control board's guidance, the City generated more than \$230 million in budgetary savings, experienced a 4-fold increase in fund balance reserves and earned multiple credit rating upgrades from Wall Street.

Dr. Stefko worked at CGR twice earlier in his career, from 1998-00 as a Research Associate and from 2002-03 as a Senior Associate. He was recognized by Buffalo Business First as a "40 Under Forty" rising leader award winner in 2005.

He holds B.A. (Phi Beta Kappa, Magna Cum Laude), M.A. and Ph.D. degrees in Political Science from the University at Buffalo, State University of New York, with doctoral concentrations in public policy and subnational / local government. Dr. Stefko has served as an adjunct faculty member in the Department of Public Administration at the State University of New York College at Brockport, as well as the Departments of Political Science and Urban and Regional Planning at the University at Buffalo.

***Peter Brunett, CGR Subconsultant Weapons and Police Operations***

*Program Coordinator for Law Enforcement In-Service at MCC and Retired Commander Rochester Police Department*

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Peter Brunett currently is a Program Coordinator and Instructor for the Public Safety Training Center at Monroe Community College in Rochester, NY. Mr. Brunett retired as a Police Commander from RPD with 25 years of law enforcement experience. He will be serving as an independent contractor to CGR to assist with the analysis and development of options related to the public safety areas of the study.

Prior to joining Monroe Community College as a staff member, Mr. Brunett served in the Rochester Police Department (RPD) for 23 years. He joined the department in 1984 as an officer before working as a member of an emergency task force from 1989-1999 and joining the chief's staff as a captain in 1999. As a confidential aide to the chief, he conducted research and evaluation for RPD, handled all aspects of the police budget, and served as a labor relations specialist. He had a key role in the conduct and implementation of the CGR's study the consolidated the sections from seven to two. From 2006-2007, Mr. Brunett was the Police Commander of RPD's East Division.

During his tenure with RPD, Mr. Brunett served on a number of committee and task force initiative. He was the RPD Director of the Reorganization study with CGR. Most recently, he served as a training specialist, was involved in labor relations as a Wasserman Committee member, worked on the Duct Tape Robberies and Emergency Task Forces, and assisted in the development of strategic operational plans.

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***Most recently at CGR, Mr. Brunett has assisted with the law enforcement analysis for a merger/shared services evaluation for four suburban Cleveland municipalities. He has developed numerous training plans for agencies with experience in weapons transitions.***

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Mr. Brunett holds B.A. and M.S. degrees from the State University College at Buffalo in Criminal Justice (1986 and 1980, respectively), and an A.A.S degree from Monroe Community College (Police Science/Criminal Justice, 1978). He also attended the FBI National Academy in Quantico, VA (2002). Mr. Brunett's instructor certifications include: DCJS (Master Instructor, Defense Tactics Instructor, General Topics Instructor, Advanced Reality Based Training, Physical Fitness, Aerosol Restraint), Fitness Specialist, SPEAR instructor, Pressure Point Control Tactics Instructor, Crossfit-level one instructor.

***Benjamin H. Syden, A.I.C.P., E.D.P., Project Staff***  
*Laberge Group - Director in Charge*

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Mr. Syden has an extensive 20 year background with New York State municipalities in the areas of government efficiency, local government consolidation, program management, economic and community development, project financing, grant writing and management. Having served as a legislative staff member in both the NYS Assembly and Senate, as a Budget/Policy Analyst and Economic Development Specialist for Albany County, and as a municipal consultant to governments, Mr. Syden has earned a reputation as an expert in municipal planning and government management.

Mr. Syden is a frequent facilitator, author, and guest speaker on the topic of government efficiency and shared services, and brings a unique twist on the concept of a “**government do-over day**” for local government. Mr. Syden has led the development of over 120 community plans, has assisted in the securing of over \$125 million in funding for municipal projects, and is the Project Director for all of the firm’s shared services projects.

***Stephanie L. Siciliano, A.I.C.P., Project Staff***  
*Laberge Group - Senior Planner*

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As a Senior Planner with Laberge Group for over eleven years, Ms. Siciliano brings knowledge and experience in developing and managing a wide range of shared municipal services studies, including the Town and Village of Chester Police Consolidation Feasibility Study, the Town and Village of Chester General Shared Services Study, the Chemung County Shared Highway Services Study, the Albany County Shared Highway Services Study, the St Lawrence County Court Consolidation Feasibility Study, and the Shared Highway Services Study for the towns of Deposit and Sanford, and the Village of Deposit. Ms. Siciliano understands the many challenges associated with sharing, consolidating and/or dissolving municipal services. Ms. Siciliano will assist with the analysis of existing staffing, including collecting, compiling, and organizing detailed uniformed personnel information from each police department, performing a patrol post analysis with the formula provided by the International Association of Chiefs of Police (IACP), determining recommended staffing levels, developing organizational chart for each Township and determine their impact on future police staffing. In addition, she will assist with meeting facilitation, on-site interviews, research and preparation of draft reports. Her background in planning work for local, county and state government and excellent skills in project coordination and public outreach strategies, make her a valuable addition to our team.

***James C. Clarke, AIA, Project Staff***  
*Laberge Group - Managing Architect*

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Mr. Clarke is a Registered Professional Architect in New York and Alaska, with nearly thirty years of professional experience. Mr. Clarke’s experience includes planning, design and management of municipal, public safety, commercial, industrial, recreational, housing and health care clients. This experience encompasses over two million square feet of design of new and renovated office, and residential space for municipal, private and corporate clients.

Mr. Clarke provides will provide space programming and design services on this project.