Law Enforcement Feasibility Study

BROOME COUNTY, NEW YORK

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Andover, MA 01810
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I. INTRODUCTION AND EXECUTIVE SUMMARY

This initial chapter of the report introduces the approaches utilized in this study and summarizes key findings, conclusions and recommendations to be found in this report.

A. INTRODUCTION

The County of Broome retained the Matrix Consulting Group in the fall of 2010 to conduct a study of the feasibility of consolidating law enforcement services in the County. While the County funded the study, with the assistance of a State of New York Grant, all of the law enforcement agencies in the County participated. These include the following:

- City of Binghamton Police
- Broome County Sheriff's Office
- Village of Deposit Police
- Village of Endicott Police
- Village of Johnson City Police
- Village of Port Dickinson Police
- Town of Vestal Police

There has been a history of examining the feasibility of consolidation in the County with various communities examining the feasibility of consolidation between them (e.g., Endicott and Vestal, Binghamton and Johnson City) as well as communities participating in multi-jurisdictional partnerships for investigations, SWAT and other services.

In interviews with members of each of the law enforcement agencies in Broome County, the project team noted that several services and programs are currently provided jointly. These include the following:

- Binghamton PD (with JCPD) and BCSO have a combined Narcotics Unit.
- BCSO and Endicott have a combined SWAT Unit.
- Vestal PD, Binghamton PD and Johnson City PD have a combined SWAT Unit.
- Binghamton manages the Johnson City PD under a management contract.
- Vestal PD utilizes either the BCSO or Endicott PD's K-9 Unit for explosives.
- Vestal PD utilizes CNET, Binghamton PD or BCSO for longer-term surveillance or wires.

The listing above indicates that there is already some positive cooperation in terms of shared services among law enforcement agencies in the County. This provides reason to believe that further cooperation or consolidation may be feasible.

In reaching the concluding point of the study, the project team has assembled this final report that summarizes our findings, conclusions and recommendations, where appropriate. This report represents the conclusion of several months of analysis focusing on the current services and operations of the Police Departments and Sheriff's Office, as well as our assessment of the feasibility of consolidation or cooperative efforts in the County in the area of law enforcement service delivery. The primary focus of this study was on the consolidation of law enforcement services – of particular concern as the County and many of its cities, towns and villages are struggling to balance revenues with competing demands for services – placing the spotlight on the public safety services due to their large share of local government budgets.

The project team conducted the following data collection and analytical activities:

- Interviews were conducted with the law enforcement chief executive and the lead elected official (or their designee) in each jurisdiction that currently operates a law enforcement agency.

- The project team also utilized intensive process of interviewing staff in each Police Department and collecting a wide variety of data designed to document workloads, costs and service levels. These interviews included not only managers and supervisors, but often line staff.

- The project team developed a descriptive summary, or profile, of each law enforcement agency in the County – reflecting organizational structure, staffing, workloads, service levels and programmatic objectives. This profile was reviewed with managers and staff and is included as an Appendix to this report.

- The project team also compared organizational structure, staffing levels, as well as certain operational and service delivery indices against a series of best practices. These are included as an evaluation of the current service delivery environment as the second chapter of this report.

- The project team also conducted a focus group with community leaders to explore a number of issues and reactions. The results of this focus group session are summarized and provided as an Appendix to this report.

The results of our analysis, summarized in the next section, show that the County and its constituent communities have a number of options facing them.

B. EXECUTIVE SUMMARY

The Matrix Consulting Group believes that the County of Broome and its municipalities should adopt an incremental approach to adopting the findings demonstrated in these analyses. These steps should include:

- Continue with the incremental consolidation between the City of Binghamton and the Village of John City and their police agencies until a full consolidation is achieved.

- Pursue additional 'urban core' consolidations with the merged Binghamton / Johnson City police department as they become feasible.

- Continue to consider 'functional' consolidation of selected services. While many of these will not result in significant, or any, savings, they will provide for improved services in the County for all law enforcement agencies and citizens.

A draft memorandum of understanding has been provided as Appendix C to this document for the preferred, or first, step in this process.

The Matrix Consulting Group project team has identified a number of alternatives for consolidation of law enforcement in Broome County to be examined in this study. These include the following:

- Consolidation of all law enforcement agencies in the County into a single entity – with the New York State Police as a law enforcement partner.
- Consolidation of all law enforcement agencies in the County – with the departure of the New York State Police as a law enforcement partner.
- Consolidation of the City of Binghamton and the Village of Johnson City Police Departments into a single agency.
- Merger of the "urban core" departments into a single entity (Binghamton, Johnson City, Endicott, Port Dickinson and Vestal).
- Merger of the two departments in the Town of Union: Endicott and Johnson City.
- Merger of Endicott and Vestal.

The result of the analyses contained in this report suggest that limited consolidation in Broome County among several law enforcement agencies could result in improved operational coordination *and* would potentially provide for savings in several alternatives. Conversely, several other alternatives would likely result in improved operational conditions but would also result in increased costs. The potential fiscal impacts are show in the following exhibit:

Cost Impact	All Agencies	All Agencies No NYSP Remaining in County	Binghamton / Johnson City	Urban Core	Endicott / Vestal	Endicott / Johnson City
Changes in the Number of Personnel						
Officer	8	78	-6	3	12	2
Sergeant	4	16	0	2	3	1
Lieutenant	-7	-4	0	-6	-1	-1
Captain	-3	-3	-3	-2	1	1
Chief	-5	-5	0	-3	0	0
Support	-1	0	-1	-1	0	0
Salary / Benefits for Classification						
Officer	$81,484	$82,259	$74,321	$80,640	$86,959	$77,224
Sergeant	$91,035	$92,089	$81,666	$90,734	$99,803	$86,457
Lieutenant	$99,094	$100,607	$87,286	$99,290	$111,293	$92,714
Captain	$109,310	$112,615	$93,381	$109,310	$125,238	$105,050
Chief	$118,828	$122,046	$121,139	$117,023	$129,410	$125,274
Support	$42,000	$42,000	$42,000	$42,000	$42,000	$42,000
Total Savings / Cost by Classification by Variance						
Officer	$658,549	$6,422,936	-$427,884	$255,856	$1,037,454	$170,148
Sergeant	$364,139	$1,473,420	$0	$181,469	$299,408	$86,457
Lieutenant	-$693,659	-$402,428	$0	-$595,737	-$111,293	-$92,714
Captain	-$327,929	-$337,845	-$280,143	-$218,619	$125,238	$105,050
Chief	-$594,140	-$610,232	$0	-$351,068	$0	$0
Support	-$42,000	$0	-$42,000	-$42,000	$0	$0
Total	**-$635,040**	**$6,545,852**	**-$750,027**	**-$770,099**	**$1,350,806**	**$268,942**

The paragraphs, below, provide a summary of the impacts of each of these models:

- The project team utilized average salaries (top step) for all participating agencies when calculating the costs for each position.

- A benefit rate of 50% was used to calculate the savings or costs generated by changes in the number of sworn positions and a benefit rate of 40% was utilized to calculate the cost for non-sworn (civilian) positions. This is not intended to suggest that the top step would become the new salary levels for the County.

- Several Alternatives generate potential operational savings of between $635 thousand and $770 thousand per year.

- Several of the alternatives generate a cost increase and are not recommended for future consideration under current conditions.

However, there would be a cost associated with 'normalizing' salaries and benefits. The project team ran a sensitivity analysis on the impact of a $1,500 and of a $3,500 average salary increase and applied it to 50% of the personnel in each scenario. The table, below, shows the impact per scenario, and the impact that such changes would have:

Factor	All Agencies	All Agencies No NYSP Remaining in County	Binghamton / Johnson City	Urban Core	Endicott / Vestal	Endicott / Johnson City
Total Command	69	94	43	61	23	21
Total Line	204	298	104	162	60	50
Total Staffing	273	392	147	223	83	71
50% Estimate Below Salary Target	136.5	196	73.5	111.5	41.5	35.5
Estimated Impact of Normalization @$1,500 adjustment	**$204,750**	**$294,000**	**$110,250**	**$167,250**	**$62,250**	**$53,250**
Estimated Impact of Normalization @$3,500 adjustment	**$477,750**	**$686,000**	**$257,250**	**$390,250**	**$145,250**	**$124,250**

Operating Cost / Savings	-$635,040	$6,545,852	-$750,027	-$770,099	$1,350,806	$268,942
With $1,500 Salary Normalization	-$430,290	$6,839,852	-$639,777	-$602,849	$1,413,056	$322,192
With $3,500 Salary Normalization	-$157,290	$7,231,852	-$492,777	-$379,849	$1,496,056	$393,192

Steps should be taken to continue to pursue merger between Binghamton and Johnson City, with potential future focus on the urban core. Additionally, efforts at functional consolidation should continue to receive attention within the County.

In addition to the operating cost impacts, the participants would have to consider a wide range of one-time costs, including the following estimates:

Factor	Summary Description of Service / Activity	Estimated Cost
Retirement and Insurance Estimate	Estimated costs for insurance liability and retirement actuarial valuation in order to set liability insurance rates and estimate public safety retirement costs.	$50,000 - $200,000
Attorney Fees	Estimated cost associated with Police Service and Charter Review for compliance	$100,000- $300,000
Select Police Chief	Hire an Executive Search Firm (interview incumbent candidates only)	$20,000
Hire Police Chief	Police Chief starts twelve months prior to Department go-live.	$120,000
Hire Assistant Chief(s)	Assistant Chief(s) start(s) six months prior to Department go-live date.	$50,000 - $100,000
Sub Total for Human Resources		**$340,000 – $740,000**
Personal Equipment per Non-Sworn Personnel	Estimated $1,000 / person in uniform conversions.	$30,000 - $200,000
Non-Sworn Marked Vehicle	Estimated $1,000 / vehicle conversion (paint / decals).	$10,000 - $100,000
Sub-Total Equipment		**$80,000 - $300,000**
Contingency @ 5%	Contingency funds for unanticipated administrative support costs, union negotiations, associated with Transition.	$500,000
Total Police Department Transition	***Includes the contingency fund impact entirely***	**$920,000 - $1,540,000**

Note that there are no transition costs associated with communications as all agencies currently are operating under a single PSAP. The project team has assumed that under the larger consolidations (urban core and countywide) that there would be additional IT personnel added to handle the complicated tasks of managing the numerous systems and requests for data.

A major factor that could negatively impact a countywide consolidation of law enforcement is the potential risk that the New York State Police would gradually or entirely redistribute their personnel to other parts of the State that do not have organized countywide law enforcement services. The likelihood of this possibility appears high – and increasing as the State has not held State Police academies recently – increasing the demand for the remaining personnel. This would likely not occur under any of the alternatives that fall short of total County consolidation.

Any kind of consolidation would require the development of an Inter-municipal Agreement (IMA). When negotiating and preparing the IMA, there are several subject areas expressly permitted, under the General Municipal Law, to be included. Among them are:

- A method or formula for equitably providing for and allocating revenues and for equitably allocating and financing the capital and operating costs.
- The manner of employing, engaging, compensating, transferring or discharging necessary personnel, subject, however, to the provisions of the civil service law, where applicable.
- Procedure for periodic review of the terms and conditions of the agreement, including those relating to its duration, extension or termination, provided that the term of the agreement may not be more than five years – though the municipal parties are not prevented or prohibited from either renewing such an agreement upon conclusion of the term established.
- Adjudication of disputes or disagreements, the effects of failure of participating corporations or districts to pay their shares of the costs, and expenses and the rights of the other participants in such cases.

The following chapters lay describe the current delivery of services in the County and identify and evaluate the alternatives briefly described, above.

II. ANALYSIS OF CURRENT SERVICES

This section provides a summary of the current service delivery environment and the project team's assessment of those services compared to a series of best practices.

A. THE PROJECT TEAM SUMMARIZED AND COMPARED THE STAFFING OF THE LAW ENFORCEMENT AGENCIES IN THE STUDY.

The project team summarized the sworn staffing for each of the law enforcement agencies in the study. The following table provides sworn staffing levels for each of the agencies by service area.

Service Area	Agency	Staffing	Comment
Sworn Management	Binghamton	1 Chief 1 Asst. Chief-Staff 1 Asst. Chief-Operations 1 Captain - Administration	
	BCSO	1 Sheriff 1 Undersheriff	
	Deposit	1 Chief	
	Endicott	1 Chief 1 Captain	
	Johnson City	1 Chief 2 Asst. Chief 1 Lieutenant	Binghamton Police Chief and 2 Asst. Chiefs serve in same capacity in JCPD under contract (included in figures at left)
	Port Dickinson	1 Chief	
	Vestal	1 Chief	
Patrol Staffing	Binghamton	3 Patrol Capt. 3 Patrol Lt. 8 Patrol Sgt. 70 Patrol Ofcr.	City divided into 9 patrol zones. Minimum staffing is 10 patrol units.
	BCSO	1 Captain 1 Lieutenant 6 Sergeant 27 Deputy Sheriff	Minimum patrol staffing is 4 units on days, evenings, and 3 at night. 2 Sgts. Each shift. Includes a DWI Task Force, in which 21 Deputies worked 233 hours in 2009.

Service Area	Agency	Staffing	Comment
			Includes a Motor Unit, consisting of 2 Deputies equipped with 2 motorcycles Includes Marine Patrol, consisting of 2 Sergeants and 7 Deputies. Conducts search, rescue and recovery operations and registration checks.
	Deposit	1 FT Officer 9 PT Officer	Note that although the 9 Officers at left are reflected as part time, this is not technically the case, as Civil Service Rules define PT employees as working 20 hours per week. We have used the "PT" designation for convenience. In actuality, these Officers reportedly approximate 0.1 FTEs each.
	Endicott	3 Patrol Lt. 3 Sergeant 18 Patrol Ofcr	Minimum staffing is four (4) officers per shift.
	Johnson City	1 Lieutenant 4 Sergeant 20 Patrolmen	Normal minimum staffing is as follows: Days: 3 Afternoons: 5 Nights: 4
	Port Dickinson	1 Sergeant 2 Sr.Officer (FT) 4 Officer (PT)	
	Vestal	1 Lieutenant 5 Sergeant 24 Patrol Ofcr	Min. staffing (including Sgts.) is 4 on days, 5 evenings, 4 on midnights (Sun through Thurs) and 5 midnights (Fri, Sat.). City divided into 3 zones for patrol purposes. Officers have targeted minimum of 10 self-initiated activities per month.
Traffic Enforcement	Binghamton	1 Traffic Sgt. 2 Patrol Ofcr.	
	BCSO		
	Deposit		
	Endicott		
	Johnson City	1 Patrolman	
	Port Dickinson		
	Vestal		
Investigations	Binghamton	1 Detect. Capt. 3 Detective Sgt 8 Detective Patrol Ofcr. 1 Detective Sgt.	SIU is a combination of members from BCSO and BPD.

Service Area	Agency	Staffing	Comment
		SIU 5 SIU Investig. 1 Crime Scene Sgt. 2 Crime Scene Investigator	
	BCSO	1 Sergeant 4 Detective 1 SIU Sergeant 5 SIU Inves.	One (1) Detective works as Evidence Custodian - PT
	Deposit		
	Endicott	1 Lieutenant 1 Sergeant 2 Detective 2 Officer-Street Crimes	
	Johnson City	1 Sergeant 3 Detective 1 Narcotics Detective	
	Port Dickinson		
	Vestal	1 Lieutenant 2 Detective	Detectives also responsible for warrant control and entry into NYSPIN
Juvenile Investigations	Binghamton	2 Patrol Ofcr.	
	BCSO	1 Detective	
	Deposit		
	Endicott	1 Detective	
	Johnson City	1 Detective	
	Port Dickinson		
	Vestal	1 Juv. Officer	
Warrants	Binghamton	1 Warrants Sgt 1 Patrol Ofcr.	
	BCSO	2 Deputy Sheriff	
Records	Binghamton	1 Sergeant	
Community Response	Binghamton	1 Sergeant 4 Patrol Ofcr.	
Downtown Walking	Binghamton	2 Patrol Ofcr.	
Crime Prevention	Binghamton	1 Sergeant 1 Patrol Ofcr. 1 SRO	
	BCSO	1 SRO	
	Endicott	1 Sergeant 1 SRO	
	Vestal	1 SRO	
Training	Binghamton	1 Sergeant	
	BCSO	1 Sergeant	

The following table summarizes the staffing for all of the agencies combined:

Service Area	Number
Sworn Management	5 Chiefs 1 Sheriff 1 Undersheriff 2 Assistant Chief 2 Captains
Patrol Staffing	4 Captain 9 Lieutenant 27 Sergeant 135 Police Officer (FT) 13 Police Officer (PT) 27 Deputy Sheriff
Traffic Enforcement	1 Sergeant 3 Police Officer
Investigations	1 Captain 1 SIU Sergeant 5 SIU Investigator 2 Lieutenant 6 Sergeant 19 Investigator/Detective 1 Narcotics Detective 2 Crime Scene Investigator 2 Street Crimes Officer
Juvenile Investigations	6 Detective Patrol Officer/Investigator
Warrants	1 Warrants Sergeant 1 Patrol Officer 2 Deputy Sheriff
Records	1 Sergeant
Community Response	1 Sergeant 4 Patrol Officer
Downtown Walking	2 Patrol Officer
Crime Prevention	2 Sergeant 1 Patrol Officer 4School Resource Officer
Training	2 Sergeant

The above tables may be used to make comparisons regarding certain workload and service level characteristics of the agencies. The next table shows metrics relating to patrol staffing.

Agency	2010 Population [1]	Land Area (sq. mi.)	Patrol Officers/Sgts.	Officers per 1,000 pop.	Officers per sq. mi.
Binghamton	47,376	10.4	78	1.65	7.50
BCSO	200,600	715	33	0.16	0.05
Deposit	1,663	43	10	6.01	0.23
Endicott	13,392	3.1	21	1.57	6.77
Johnson City	15,174	4.4	24	4.39	5.45
Port Dickinson	1,641	0.63	6	11.11	4.42
Vestal	28,043	52.5	24	1.06	0.55

An analysis of the above table provides the following highlights:

- It should be noted that the Village of Deposit has only one full time Police Officer and nine (9) part time Officers. In the table, each Officer, whether full time or part time, is treated as a full Officer in the calculations of Officers per 1,000 population and Officers per square mile. If each of the nine part time officers were treated as 0.1 FTE, which is reportedly a fair representation, the calculations would have been 1.2 Officers per 1,000 population, and 0.04 Officers per square mile.

- Similarly, the Village of Port Dickinson has two full time Sr. Officers and four part time Officers. Again, in the table, each Officer is treated as a full time equivalent in the calculations of Officers per 1,000 population, and Officers per square mile. If each of the four part time Officers were treated as 0.5 FTE, the calculations would have been 2.61 Officers per 1,000 residents, and 6.35 Officers per square mile.

- The population covered by the BCSO and NYSP is shown in the table to be 200,600, which is the 2010 population for Broome County as a whole. In reality, the BCSO (and NYSP) does not provide the same level of patrol in the city, town and village limits of those agencies with police forces as in some of the outlying areas of the County. The actual population and land areas covered by the BCSO patrol units is not precisely known, however if the six other agencies' populations and land areas are removed from the calculations in the table, the BCSO covers a population of 93,311, and a land area of 600.97 square miles. Taking these revised figures, they equate to 1.13 Officers per 1,000 population, and 0.15 Officers (or Deputies) per square mile.

- The Binghamton Police Department has the greatest number of Officers per square mile, at 7.50, followed closely by Endicott, which has 6.77 Officers per square mile. Excluding Deposit, however, which employs part time officers working relatively few hours per week, the agency with the next-greatest number of Officers per 1,000 population is Johnson City, with 5.45.

[1] If the service population handled by the BCSO / NYSP is calculated as total population of the County less the populations of communities with their own municipal police departments officer / 1,000 is 1.13.

The next section discusses the response times to calls for service in each of the agencies in the study.

B. THERE ARE VARYING SERVICE LEVELS PROVIDED BY THE AGENCIES, AS MEASURED BY RESPONSE TIMES TO CALLS FOR SERVICE.

The project team obtained data related to calendar year 2009 calls for service, which included response times, for the City of Binghamton, BCSO, the Villages of Endicott and Johnson City, and the Town of Vestal Police Departments. As response times were not calculated within the data provided, the project team computed these response times in a separate calculation. For clarity of understanding, the definition of "response time" was calculated as the elapsed time between a dispatched call for service, and the time an Officer arrived on scene.

It is important to note that not all incidents were counted in the calculations. This is due to the fact that a certain number of logged calls in the data do not have either a time of dispatch or a time of Officer arrival. Therefore, these records were discarded from the calculations, and do not match the actual numbers of calls for service reported by the agencies in their respective reporting documents for 2009. The resulting response times are, however, calculated on a very significant number of incidents, and these are presented in the table below.

Law Enforcement Agency Response Times

Agency	Incidents	Response Time (minutes)
Binghamton	22,417	7.00
BCSO	12,365	11.47
Endicott	7,400	3.93
Johnson City	7,819	4.39
Vestal	5,823	6.97

As is shown in the table, the agency providing the most rapid average response time is Endicott, with the BCSO providing the lengthiest, which may be reflective, at least in part, of the relative distances traveled by responding Officers in the two agencies.

C. SIMILARLY, THERE ARE VARIANCES BETWEEN AGENCIES IN TERMS OF THEIR ALLOCATED BUDGETS.

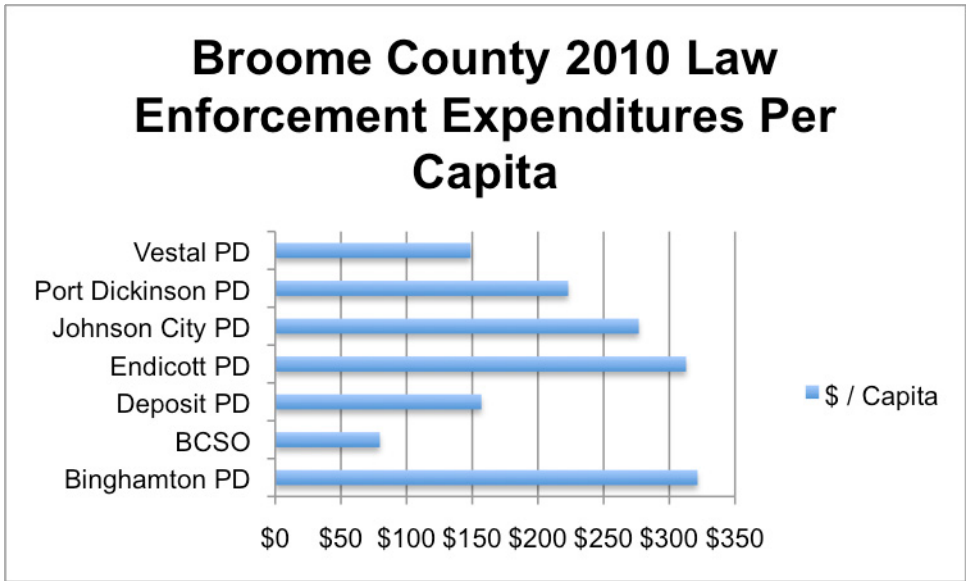
The project team also obtained budgetary data for each of the law enforcement agencies in the study, and has summarized these in the table below. In addition, we have re-printed the 2009 population figures in the table in order to provide a calculation of expenditures per resident. Note that in this table, the project team has eliminated the residents in the BCSO calculation who are covered primarily by the police departments that are a part of this study.

Agency	2010 Population [2]	2010-2011 Budget	Expenditure per Resident
Binghamton	47,376	$15,230,341	$321
BCSO	93,311	$7,433,473	$80
Deposit	1,663	$261,050	$157
Endicott	13,392	$4,188,885	$313
Johnson City	15,174	$4,199,720	$277
Port Dickinson	1,641	$366,046	$223
Vestal	28,043	$4,173,333	$149

As can be seen in the table, the City of Binghamton expends more per resident than any other Department in the study, at $321. This is only $8 more than the Village

[2] Census 2010 data were not available at the time of this report.

of Endicott, which expends the second-most per resident, or less than 1% more. These differences in expenditures can perhaps be best shown graphically, as in the chart below:



The next section compares compensation levels of the various agencies.

D. LAW ENFORCEMENT COMPENSATION LEVELS VARY SOMEWHAT BETWEEN AGENCIES.

The project team analyzed the labor agreements negotiated between the law enforcement agencies and their respective jurisdictional governments and found that compensation levels vary somewhat between these agencies. It must also be noted that the dates of these agreements varies widely, however, and this perhaps explains some of the variability. To illustrate this, the following table provides the timing of the most recent labor agreements that were provided to the project team.

Agency	Controlling Labor Agreement
Binghamton	The salaries for Police Officer, Sergeant, Lieutenant, Captain and Assistant Chief are listed in the 2003 Collective Bargaining Agreement between the City of Binghamton and the Binghamton Police Benevolent Association, Inc. Increases for 2004 and 2005 were provided in hand-written notes in the package. A 2006 – 2011 agreement has recently been completed.

BCSO	Broome County and the NYSUPA Council 82, Local 8500 (Law Enforcement Officers) negotiated the above annual salaries for the noted positions/ranks, effective 2008. The Sheriff's salary was negotiated to be in effect in 2010.
Endicott	The Village of Endicott and the Endicott Police Benevolent Association, Inc., negotiated salaries for all positions/ranks from June 1, 2009 through June 1, 2013.
Johnson City	The Collective Bargaining Agreement between the Village of Johnson City and the Johnson City Police Association established salaries for the positions of Police Officer, Sergeant, Lieutenant and Captain through May 31, 2003. The Village of Johnson City and the Village of Johnson City Management Group negotiated salaries with the Chief and Assistant Chief effective June 1, 2004 through May 31, 2005, with negotiated annual increases to be applied through June 1, 2007
Vestal	Police Officer salaries were negotiated between the Town of Vestal and the Vestal Police Benevolent Assoc., Inc., and were in effect from 1/1/09 through 12/31/10. Salaries for the positions of Sergeant, Lieutenant and Captain were negotiated between the Town of Vestal and the Vestal Police Supervisors Assoc., Inc. and were in effect for the same period.

As can be seen in the table, above, the controlling labor agreements vary widely in their effective periods if the agreements that were provided to the project team are, in fact, the latest negotiated. (It should be noted that the project team does not possess labor agreements for the Villages of Deposit or Port Dickinson.)

The following table provides the latest salary levels for the noted positions for which the project team has access. Note that several jurisdictions negotiate separate wage scales for various levels of Police Officers (e.g., Police Officer Grade 1, Grade 2, Probationary Officer, etc.). In these cases, the project team, for convenience of presentation, has provided only the highest level of Police Officer. Further, some organizations negotiate step increases in certain position classifications. Again, in these cases, the project team has elected to present only the salary level commensurate with the highest step in the classification. (Note that in cases in which cells are blank, the position either does not exist in the applicable jurisdiction, or

compensation levels are not covered in the labor agreements. Note also that, although the Village of Endicott has an agreement in effect through 2013, the compensation levels shown in the table, below, were effective on June 1, 2010). (Note that the figures in the table are presented as they were found in copies of the latest bargaining agreements available. These salaries will be escalated at 3% per annum in the next table in an attempt to portray "current year" salaries for 2010.)

Position	Binghamton	BCSO	Endicott	J. City	Vestal
Police Officer/Deputy Sheriff	$52,255	$56,573	$59,126	$52,475	$59,819
Sergeant	$57,879	$61,491	$64,267	$57,147	$68,803
Lieutenant	$62,029	$65,542	$69,266	$60,892	$79,125
Captain	$66,262	Missing Data	$81,821	$65,255	$85,163
Asst. Chief	$70,636				
Chief/Sheriff		$84,033	$86,273	$80,759	Missing Data

It should be noted that the Broome County Sheriff's Office negotiated salaries for two positions that are not included in the above table. These positions are Deputy Sheriff – Detective (compensated at $58,553) and Deputy Sheriff – Detective Sergeant ($63,643).

In an attempt to present salaries in "current-year" dollars, the project team escalated the salaries found in the latest copies of bargaining agreements for each of the agencies. This provides a more logical basis on which to compare salary levels of each of these agencies, however it does assume that each of the agencies would have negotiated the same (i.e., 3.0%) annual salary increase as all others. Note that since Vestal and Endicott have agreements that cover the current year, these salaries have not been escalated, but rather are re-printed form the previous table in order to facilitate comparisons. Further, the Binghamton Police Department provided updated salaries for these positions for 2011, and these are reflected in the table (although it should be

noted that the project team does not have copies of the bargaining agreements for the current year).

Position	Binghamton	BCSO	Endicott	J. City	Vestal
Police Officer/Deputy Sheriff	$61,465	$60,018	$59,126	$55,928	$59,819
Sergeant	$68,080	$65,236	$64,267	$60,907	$68,803
Lieutenant	$72,962	$69,534	$69,266	$64,899	$79,125
Captain	$77,940		$81,821	$69,549	$85,163
Asst. Chief	$93,085				
Chief/Sheriff	$128,164	$84,033	$86,273	$80,759	

It should be noted that the Broome County Sheriff's Office negotiated salaries for two positions that are not included in the above table. These positions are Deputy Sheriff – Detective (compensated at $62,119 had the position received 3% annual increases) and Deputy Sheriff – Detective Sergeant ($67,519 had the position received 3% annual increases).

As can be seen from the table, above, the Town of Vestal generally has the highest compensation levels for the positions included in its labor agreement with its Police Department. The exception is for the position of Police Officer, and only Binghamton pays more for this position, but only marginally so ($1,646 per year). Conversely, the Village of Johnson City has the lowest compensation levels of any department in the study.

The next section compares the retirement plans of the agencies in the study.

E. LAW ENFORCEMENT AGENCIES IN BROOME COUNTY HAVE SIMILAR RETIREMENT PLANS.

The project team reviewed each of the current labor agreements of the agencies in the study (with the exceptions of Deposit and Port Dickinson, which were not provided), and found very similar retirement plans. A summary of the language included in these labor agreements is provided in the table below for each agency.

Agency	Retirement Plan
Binghamton	All members of the Bureau of Police covered by the agreement who were accepted into the Retirement System on or before 6/30/73 continue to receive Tier I Retirement Plan, including the one year averaging of final salary in accordance with Article 8, Section 302 (9) (d) of the New York State Retirement and Social Security Law. All members of the Bureau of Police covered by the agreement who were accepted into the Retirement System on or after 7/1/73 receive the plan outlined in subsection (A) above as modified by the requirements of the applicable State statute in effect. Section 443 (f) of the New York State Retirement and Social Security Law does not apply.
BCSO	Employer provides coverage for all employees employed prior to 7/1/76 who are eligible under the New York State Retirement System Plan 89-a. Cost of the Plan is paid entirely by the employer. Employees hired after 7/1/76 are subject to the provisions of the 1976 Pension Reform Act. The employer provides 25 years, one-half pay (89-m) retirement under the New York State Retirement System for law enforcement personnel. The employer shall adopt and implement the special retirement plan for Sheriffs, Undersheriffs and Deputy Sheriffs set forth in Article 14-B, Section 552 (20 year retirement), of the New York State Local Employees Retirement System, to be effective no later than 1/19/07.
Endicott	All members covered by the Agreement continue to be covered by the Retirement Plans presently in effect and funded by the Village, those being: 302-9-d one year final average salary; 375-C-E-G-I Career Plans; 384 twenty-five year special; 384-d twenty year special.
Johnson City	Each member of the Department covered by the labor agreement has the right to make an election in accordance with the terms of the Retirement and Social Security Law of the State of New York.
Vestal	Retirement is in accordance with the terms of Retirement and Social Security Law of the State of New York, Section 384-d and Section 375-I and is paid by the Town. The Plan covers all officers in the department, including the Chief. Employees hired prior to 6/1/73 have their benefits based on the highest year salary in accordance with Section 302 (9) (d).

In summary, each of the agencies' employees are covered by provisions in the New York State Retirement System, with some differences in the methods of calculation between Tier 1 and Tier 2 members, corresponding to hire dates.

The next section discusses some of the shared services among law enforcement agencies in the County.

F. THERE IS A HISTORY OF SHARED SERVICES AMONG LAW ENFORCEMENT AGENCIES IN BROOME COUNTY.

In interviews with members of each of the law enforcement agencies in Broome County, the project team noted that several services and programs are currently provided jointly. These include the following:

- Binghamton PD and BCSO have a combined Narcotics Unit.
- BCSO and Endicott have a combined SWAT Unit.
- Vestal PD, Binghamton PD and Johnson City PD have a combined SWAT Unit.
- Binghamton manages the Johnson City PD under a management contract.
- Vestal PD utilizes either the BCSO or Endicott PD's K-9 Unit for explosives.
- Vestal PD utilizes CNET, Binghamton PD or BCSO for longer-term surveillance or wires.

The listing above indicates that there is already some positive cooperation in terms of shared services among law enforcement agencies in the County. This provides reason to believe that further cooperation or consolidation may be feasible.

G. ASSESSMENT OF CURRENT OPERATIONS SHOWS A NUMBER OF SIMILARITIES AND SEVERAL KEY DIFFERENCES.

In this section, the Matrix Consulting Group utilizes a series of best management practices to develop a basic understanding as to the level of services in the current service providers. These are presented in the exhibits on the following pages. The best practices that were selected by the Matrix Consulting Group project team provide a view of the entire breadth of operations.

SUMMARY DIAGNOSTIC ASSESSMENT
Binghamton Police Department (BPD)

Performance Target	Does BPD Meet the Target?	Potential Improvements
Response times to calls for service: • Priority E: 3-5 mins. • Priority 1: 5-15 mins. • Priority Routine: 15-30 mins. • Is there a policy for prioritizing calls?	The BPD provides an overall response time of 7.00 minutes to calls for service (on average). This is appropriate in an urbanized environment where lower priority calls for service may be held as officers deal with higher priority events.	
Given call for service workloads and patrol staffing/deployment, does preventive field time fall within 35%-50% of available time?	Proactive time appears to fall within this range.	
Do field units operate with a proper mix of supervisory and line positions (with a ratio of 1:6 to 1:9)?	The BPD operates its patrol operations within this range of supervisors to staff.	
Are patrol staff deployed consistently with call for service demands by time of day and day of week?	Patrol personnel are distributed across shifts and patrol zones to match workload to personnel. Patrol zones vary widely in size in an effort to balance workload. When zones are to be unstaffed due to availability of personnel they are combined with an effort to balance workload.	
Are current shift schedules appropriate considering the factors of calls for service, deployment, etc.?	See above.	
Field patrol personnel handle preliminary and follow-up investigations of minor crimes.	Field personnel handle preliminary investigations.	Field personnel are not assigned to conduct follow-up investigations.
Are civilian personnel utilized to handle low priority calls for service?		Civilian personnel are not assigned to handle low priority calls for service.
Does the Department have a critical incident tactical response team?	Yes. The BPD participates in a multi-jurisdictional SWAT team.	

Performance Target	Does BPD Meet the Target?	Potential Improvements
Does the Department have a hostage negotiation team?	Yes. The BPD has negotiators on staff in the department.	
Unit supervisors are utilizing a formal case management system that involves screening cases for solvability, assigning cases based on workloads, reviewing cases once assigned, and making decisions about proceeding based on case progress criteria.	Yes. The BPD (and JCPD in the joint unit) use formal criteria for assigning cases and for managing cases.	
A case management automated system exists to support unit supervisors in making decisions and monitoring caseloads.	The BPD utilizes an automated formal case management system.	
Investigative staff utilization by various measures: • Number of case handling investigators compared to the number of Part I crimes (comparative average of 450). • Number of cases per investigator is 15-20 for property crimes and 8-12 for person crimes.	The BPD's level of workload meets these standards for workload per investigator.	
Field supervisors assist in making recommendations about assigning cases.		All cases are referred to the Detectives to make an assessment regarding case assignment.
A crime analysis unit exists to support investigators as well as field staff on cases.		There is no crime analysis.
Are School Resources Officers (SROs) involved in multi-faceted roles (e.g. enforcement, education)?	School resource officers are involved in a wide range of services.	

Performance Target	Does BPD Meet the Target?	Potential Improvements
Does the crime prevention program provide services tailored to the community, utilizing a range of traditional and customized programs?	The Department provides a wide range of crime prevention programs to the community.	
Are civilian personnel used to assist with the delivery of crime prevention services?		There are no civilians involved in the delivery of crime prevention programs.
Are volunteers used to assist with the delivery of crime prevention services?		There are no volunteers utilized with the delivery of crime prevention programs.

SUMMARY DIAGNOSTIC ASSESSMENT
Broome County Sheriff's Office (BCSO)

Performance Target	Does BCSO Meet the Target?	Potential Improvements
Response times to calls for service: • Priority E: 3-5 mins. • Priority 1: 5-15 mins. • Priority Routine: 15-30 mins. • Is there a policy for prioritizing calls?	The BCSO average of 11.5 minutes response time for all calls for service is a high level of service for a rural service provider responsible for almost 650 square miles (of primary response territory).	
Given call for service workloads and patrol staffing/deployment, does preventive field time fall within 35%-50% of available time?		
Do field units operate with a proper mix of supervisory and line positions (with a ratio of 1:6 to 1:9)?	The BCSO tries to have at least one Sergeant on duty for the 4-6 deputies on duty for road patrol.	
Are patrol staff deployed consistently with call for service demands by time of day and day of week?	Patrol staff are deployed to provide for basic geographic coverage – the primary focus of the BCSO is to provide for minimal response time coverage rather than to respond to workload demands.	
Are current shift schedules appropriate considering the factors of calls for service, deployment, etc.?	Personnel are deployed consistently across all shifts in an effort to provide for response times countywide.	
Field patrol personnel handle preliminary and follow-up investigations of minor crimes.	Field personnel handle a large number of follow-up investigations.	
Are civilian personnel utilized to handle low priority calls for service?		Civilians are not utilized to handle low priority calls for service.
Does the Department have a critical incident tactical response team?	The BCSO participates in a multi-agency SWAT team.	
Does the Department have a hostage negotiation team?	The BCSO has hostage negotiators on the staff. They are distributed in a variety of functions and shifts.	

Performance Target	Does BCSO Meet the Target?	Potential Improvements
Unit supervisors are utilizing a formal case management system that involves screening cases for solvability, assigning cases based on workloads, reviewing cases once assigned, and making decisions about proceeding based on case progress criteria.	The detective supervisor in the BCSO examines the incoming cases and makes formal determinations regarding assignment (none, patrol, investigations), case assignment within the unit, etc.	
A case management automated system exists to support unit supervisors in making decisions and monitoring caseloads.	The BCSO has an automated case management system.	
Investigative staff utilization by various measures: • Number of case handling investigators compared to the number of Part I crimes (comparative average of 450). • Number of cases per investigator is 15-20 for property crimes and 8-12 for person crimes.	The BCSO detectives are assigned an average of 10+ cases per month.	
Field supervisors assist in making recommendations about assigning cases.		Field supervisors do not make a recommendation – all cases are reviewed by the detective supervisor.
A crime analysis unit exists to support investigators as well as field staff on cases.		There is no dedicated crime analyst.
Are School Resources Officers (SROs) involved in multi-faceted roles (e.g. enforcement, education)?		There are no school resource officers.
Does the crime prevention program provide services tailored to the community, utilizing a range of traditional and customized programs?		The BCSO does not provide crime prevention programming.

Performance Target	Does BCSO Meet the Target?	Potential Improvements
Are civilian personnel used to assist with the delivery of crime prevention services?		The BCSO does not provide crime prevention programming.
Are volunteers used to assist with the delivery of crime prevention services?		The BCSO does not provide crime prevention programming.

SUMMARY DIAGNOSTIC ASSESSMENT
Endicott Police Department (EPD)

Performance Target	Does EPD Meet the Target?	Potential Improvements
Response times to calls for service: • Priority E: 3-5 mins. • Priority 1: 5-15 mins. • Priority Routine: 15-30 mins. • Is there a policy for prioritizing calls?	Average response time is 3.9 minutes to all calls for service. This is in partial measure related to the small geographic size of the community.	
Given call for service workloads and patrol staffing/deployment, does preventive field time fall within 35%-50% of available time?		
Do field units operate with a proper mix of supervisory and line positions (with a ratio of 1:6 to 1:9)?	Supervisory ratios are less than 1:6 due to the size of the Department.	
Are patrol staff deployed consistently with call for service demands by time of day and day of week?	Staff are deployed according to a minimum staffing plan and are evenly distributed across all shifts.	
Are current shift schedules appropriate considering the factors of calls for service, deployment, etc.?	Shift schedules evenly deploy personnel given that all personnel work all shifts in rotation.	
Field patrol personnel handle preliminary and follow-up investigations of minor crimes.	Field personnel handle follow-up calls on certain calls for service.	
Are civilian personnel utilized to handle low priority calls for service?		Civilian personnel are not utilized to handle calls for service.
Does the Department have a critical incident tactical response team?	The EPD participates in a multi-agency SWAT team.	
Does the Department have a hostage negotiation team?	The EPD has hostage negotiators on staff.	

Performance Target	Does EPD Meet the Target?	Potential Improvements
Unit supervisors are utilizing a formal case management system that involves screening cases for solvability, assigning cases based on workloads, reviewing cases once assigned, and making decisions about proceeding based on case progress criteria.	EPD detective supervisors review all incoming cases for assignment for follow-up. The case management system is utilized for reviewing case progress.	
A case management automated system exists to support unit supervisors in making decisions and monitoring caseloads.	The EPD uses an automated case management system.	
Investigative staff utilization by various measures: • Number of case handling investigators compared to the number of Part I crimes (comparative average of 450). • Number of cases per investigator is 15-20 for property crimes and 8-12 for person crimes.	The EPD's two detectives are handling 200 cases per year (2009). This is approximately 15-20 cases assigned per month.	
Field supervisors assist in making recommendations about assigning cases.		Detective supervisors are responsible for making decisions to assign cases.
A crime analysis unit exists to support investigators as well as field staff on cases.		There is no formal crime analysis capability.
Are School Resources Officers (SROs) involved in multi-faceted roles (e.g. enforcement, education)?	The SRO is responsible for providing a wide range of services in the schools.	
Does the crime prevention program provide services tailored to the community, utilizing a range of traditional and customized programs?		There is little crime prevention programming currently in the Department.

Performance Target	Does EPD Meet the Target?	Potential Improvements
Are civilian personnel used to assist with the delivery of crime prevention services?		Civilians are no utilized to provide crime prevention programming.
Are volunteers used to assist with the delivery of crime prevention services?		Volunteers are not utilized to conduct crime prevention programming.

SUMMARY DIAGNOSTIC ASSESSMENT
Johnson City Police Department (JCPD)

Performance Target	Does JCPD Meet the Target?	Potential Improvements
Response times to calls for service: • Priority E: 3-5 mins. • Priority 1: 5-15 mins. • Priority Routine: 15-30 mins. • Is there a policy for prioritizing calls?	Patrol personnel in the Village are able to provide an average response time of 4.4 minutes to all calls for service.	
Given call for service workloads and patrol staffing/deployment, does preventive field time fall within 35%-50% of available time?		
Do field units operate with a proper mix of supervisory and line positions (with a ratio of 1:6 to 1:9)?		Supervisory ratios are higher in the JCPD than suggested in the best management practices.
Are patrol staff deployed consistently with call for service demands by time of day and day of week?	Personnel are deployed according to workload demands in the Village.	
Are current shift schedules appropriate considering the factors of calls for service, deployment, etc.?	Shift schedules and personnel are deployed according to workloads in the Village.	
Field patrol personnel handle preliminary and follow-up investigations of minor crimes.	Investigations are handled primarily by detectives, not by patrol personnel – as is appropriate given the urban nature of law enforcement in the Village.	
Are civilian personnel utilized to handle low priority calls for service?		Civilian personnel are not utilized to handle calls for service.
Does the Department have a critical incident tactical response team?	The Village participates in a multi-jurisdictional SWAT team.	
Does the Department have a hostage negotiation team?	The Department has hostage negotiators on staff.	

Performance Target	Does JCPD Meet the Target?	Potential Improvements
Unit supervisors are utilizing a formal case management system that involves screening cases for solvability, assigning cases based on workloads, reviewing cases once assigned, and making decisions about proceeding based on case progress criteria.	Cases are assigned using formal processes in this unit (which has been merged with the BPD's own investigative unit).	
A case management automated system exists to support unit supervisors in making decisions and monitoring caseloads.	The Department has a formal and automated case management system.	
Investigative staff utilization by various measures: • Number of case handling investigators compared to the number of Part I crimes (comparative average of 450). • Number of cases per investigator is 15-20 for property crimes and 8-12 for person crimes.	Detectives handled approximately 150 cases each in the past year – between 12-15 cases per month.	
Field supervisors assist in making recommendations about assigning cases.		Cases are assigned based on review by the detective supervisors.
A crime analysis unit exists to support investigators as well as field staff on cases.		There is no formal crime analysis unit in the Department.
Are School Resources Officers (SROs) involved in multi-faceted roles (e.g. enforcement, education)?		There is no school resource officer.
Does the crime prevention program provide services tailored to the community, utilizing a range of traditional and customized programs?		There is no formal crime prevention program in the Village.

Performance Target	Does JCPD Meet the Target?	Potential Improvements
Are civilian personnel used to assist with the delivery of crime prevention services?		There is no formal crime prevention program in the Village.
Are volunteers used to assist with the delivery of crime prevention services?		There is no formal crime prevention program in the Village.

SUMMARY DIAGNOSTIC ASSESSMENT
Vestal Police Department (VPD)

Performance Target	Does VPD Meet the Target?	Potential Improvements
Response times to calls for service: • Priority E: 3-5 mins. • Priority 1: 5-15 mins. • Priority Routine: 15-30 mins. • Is there a policy for prioritizing calls?	VPD provided an average response time of 6.97 minutes in 2009. Although somewhat high (compared to the average response time of other jurisdictions), the Town encompasses over 52 square miles, making it the largest incorporated municipality in the study.	
Given call for service workloads and patrol staffing/deployment, does preventive field time fall within 35%-50% of available time?		
Do field units operate with a proper mix of supervisory and line positions (with a ratio of 1:6 to 1:9)?	Five Sergeants supervise 24 Police Officers in the Patrol Division, for a ratio of 1: 4.8.	
Are patrol staff deployed consistently with call for service demands by time of day and day of week?	The project team analyzed 6 months of calls for service in 2009 and determined that 36% of calls occur on the day shift, 49% on the evening shift, and 15% on the night shift. Although 8 Officers and 1 Sergeant are scheduled on each shift, minimum staffing levels are 4 (including Sgt.) for days, 5 for evenings, and 4 on nights (Sun-Thurs) and 5 on nights on Fri and Sat.	
Are current shift schedules appropriate considering the factors of calls for service, deployment, etc.?		Call volumes are low on night shifts, accounting for less than one in 6 calls during an average 24 hour period, and equating to between 2 and 3 per night. Could minimum staffing levels be adjusted during weekdays?

Performance Target	Does VPD Meet the Target?	Potential Improvements
Field patrol personnel handle preliminary and follow-up investigations of minor crimes.	Patrol staff reportedly take cases as far as possible before turning over to the Investigative Division. Certain types of cases are handled "cradle to grave" by Patrol staff, although they do not perform certain functions, such as dusting for prints. Patrol Officers are allowed and encouraged to bid for rotations that include 4 months of working on "lower level cases" in order to determine which Officers may be future candidates for investigative duties.	
Are civilian personnel utilized to handle low priority calls for service?	There are no civilian personnel in the Department.	
Does the Department have a critical incident tactical response team?	VPD has a combined SWAT with Binghamton and Johnson City PDs. Two Officers attended active shooter training and train VPD staff.	
Does the Department have a hostage negotiation team?	Hostage negotiations are part of the SWAT training.	
Unit supervisors are utilizing a formal case management system that involves screening cases for solvability, assigning cases based on workloads, reviewing cases once assigned, and making decisions about proceeding based on case progress criteria.	There are reportedly relatively few cases in comparison to other surrounding agencies. CID Lieutenant assigns cases based on workloads and expertise. Given the relatively low numbers of cases, CID investigates all.	
A case management automated system exists to support unit supervisors in making decisions and monitoring caseloads.	There are reportedly relatively few cases investigated in comparison to surrounding agencies.	CID does not use an automated case management system.

Performance Target	Does VPD Meet the Target?	Potential Improvements
Investigative staff utilization by various measures: • Number of case handling investigators compared to the number of Part I crimes (comparative average of 450). • Number of cases per investigator is 15-20 for property crimes and 8-12 for person crimes.	The project team did not obtain active cases per Investigator.	In 2007, there were 808 Part I crimes; in 2008 there were 899; and in 2009, there were 754. Given that there are 2 full time criminal investigators in the Division, this equates to an average of about 410 per year per criminal Investigator over the three-year period.
Field supervisors assist in making recommendations about assigning cases.	Yes, field supervisors make recommendations regarding case assignment, and the Patrol Division is actively involved in the investigation of many cases up to certain limits.	
A crime analysis unit exists to support investigators as well as field staff on cases.	The Department is relatively small, and does not have a dedicated crime analysis unit.	
Are School Resources Officers (SROs) involved in multi-faceted roles (e.g. enforcement, education)?		
Does the crime prevention program provide services tailored to the community, utilizing a range of traditional and customized programs?	The CID has instituted a program called, "Operation Safeguard", in which Investigators make visits to all Town businesses to give tips on crime prevention. The CID also sponsors a user group of certain retail store owners who meet monthly to watch videos and to share stories to potentially prevent recurring crimes/robberies.	
Are civilian personnel used to assist with the delivery of crime prevention services?	As noted above, the CID sponsors the user group of retail shop owners who gather monthly to prevent certain types of crimes.	
Are volunteers used to assist with the delivery of crime prevention services?		The Department does not use volunteers for crime prevention services.

III. ANALYSIS OF CONSOLIDATION ALTERNATIVES

This chapter examines the options for consolidation among law enforcement agencies in Broome County.

A. EACH ALTERNATIVE IS DEVELOPED BASED ON A NUMBER OF KEY ASSUMPTIONS.

The following exhibit provides the project team's assumptions regarding the various organizational and operational aspects of the alternative law enforcement alternatives – while many of these would apply only to the merger of two or more agencies, the project team will refer to this exhibit in construction and analysis of all alternatives. These assumptions will serve as the basis upon which the project team will evaluate and analyze the operational structure and costs of the identified law enforcement service alternatives available within the County of Broome.

Service Area or Item	Assumption
Overall Assumption	The level of service provided to each community will "minimally" remain the same. However, we will allow for some shifts in services to account for workload disparities under various scenarios. The primary focus will be on providing for the level of staffing necessary to handle projected workloads.
Service Level Parity	The project team will allow for the development of varying levels of service depending on the character of the service area. For example, in an urban core scenario, we may make allowances for urban and suburban levels of service – defined differently.
Service Level Indicators	The current service level indicators as found from review of available data or from best practices, some of these are: • Respond to calls for service within 3:00 minutes in urban and suburban areas; with a target of 20 minutes in rural areas. • Respond to other calls in a timely fashion in all service areas – with the use of call stacking for lower priority calls. • Provide thorough investigations of felony crimes against persons and property and selected misdemeanors. There would be no assumption of variance between areas of a consolidated jurisdiction in this standard.

Service Area or Item	Assumption
Sworn Management Staffing	Police Executive Team of One (1) Police Chief and appropriate sworn administrative positions (Assistant Chief or Captain) predicated on size and structure of service alternative selected; they will work Monday-Friday.
Sworn Supervisory Staffing	Lieutenants (shift commanders) and one or more Sergeants (line supervisors) will be on duty at all times under most scenarios involving multiple communities. At least one (1) supervisor will be on-duty for each day of the week predicated on the size of the service delivery alternative selected.
Patrol Staffing	There will be sufficient patrol units for each town / village / city based on its respective call for service workload and the ability to meet adequate proactive and response time goals.
Traffic Enforcement	The project team will not assume the presence of any dedicated traffic enforcement unit – this will continue to be assumed to be the responsibility of general patrol officers (not a specialized function) who also handle primary response to calls for service.
Investigations	Maintain the current level of investigative services to provide follow-up investigations for felony "persons and property crimes", youth services and high profile misdemeanor crimes. This staffing will be predicated on the application of contemporary investigative case management policies / practices. Depending on the agencies involved, continue the practice of reassigning misdemeanor cases for follow-up to patrol personnel – particularly in the rural areas.
School Services	Maintain the current level of school services.
Crime Prevention and Community Services	Maintain the same Crime Prevention focus (reactive vs. proactive) as a collateral duty of police staff.
Emergency Preparedness	Continue to support local efforts as a collateral duty of staff.
Police Department Administrative Support	Maintain the current Police Department administrative support staff (with a minimum of 1 FTE administrative assistant support in any alternative) with additional support, as needed, predicated on the alternative selected.
Records / Information	There will be a sufficient number of records clerks, for department records maintenance, data entry, and mandated reporting depending on alternative selected.
Outside Department Administrative / Technical Support	There will be a sufficient number of administrative personnel (human resources, finance / payroll, information systems, legal) based on the number of sworn personnel and necessary administrative work tasks. This could involve additional such personnel depending on the governance structure or host-agency selected.

Service Area or Item	Assumption
Other Programs and Services	Participation in special / regional programs (i.e., task forces, etc.) will be pursued with other regional agencies. Predicated on the alternative selected SWAT / Hostage Negotiation will continue to be coordinated among agencies in the County.
Dispatch	Continue utilizing the consolidated dispatch center at Broome 911.
Jail / Booking	Continue to use the local facility to book prisoners – except for under the countywide option.
Salary Costs	The average top step salary of the involved police departments will be used to estimate salary costs.
Benefit Costs	The most expensive current benefit package from among participating agencies will be used to estimate benefit costs.
Facility Operational Costs	Existing facility maintenance and debt service / rental costs will be used to calculate maintenance and operation costs. Recommendations regarding facilities for various scenarios (including potential need to develop a new facility) will be included.
Vehicle, Information Systems and New Equipment Costs	Existing costs associated with vehicle operation (fuel), maintenance and established replacement protocols will be used as well as those same costs associated with information systems equipment. Depending on the alternative selected the cost for appropriate, (individual and collective) equipment for police service delivery will be used.

One crucial issue to keep in mind as these various alternatives is the impact that a countywide police department may have on the posture of the New York State Police. The NYSP maintain a large presence in the County, with a patrol force that exceeds that provided by the Sheriff's Office. In some instances, the NYSP has withdrawn some or all of its patrol force and investigators following the formation of a countywide police force. Given the potential risk, the project team will run a second alternative for the countywide police department that includes the potential need to cover those calls for service and the territory for which the NYSP has taken primary responsibility.

The following section provides a summary of the alternatives analyzed by the project team.

B. THERE ARE A NUMBER OF ALTERNATIVES FOR CONSOLIDATION OF LAW ENFORCEMENT SERVICES IN THE COUNTY.

The Matrix Consulting Group project team has identified a number of alternatives for consolidation of law enforcement in Broome County to be examined in this study. These include the following:

- Consolidation of all law enforcement agencies in the County into a single entity – with the New York State Police as a law enforcement partner.
- Consolidation of all law enforcement agencies in the County – with the departure of the New York State Police as a law enforcement partner.
- Consolidation of the City of Binghamton and the Village of Johnson City Police Departments into a single agency.
- Merger of the "urban core" departments into a single entity (Binghamton, Johnson City, Endicott, Port Dickinson and Vestal).
- Merger of the two departments in the Town of Union: Endicott and Johnson City.
- Merger of Endicott and Vestal.

In addition, there may be a number of functional alternatives that would enhance services and improve coordination that would fall short of full consolidation. These could include:

- Countywide criminal investigations unit (or some subset including the urban core agencies).
- Countywide evidence collection and storage (or some subset of agencies) located at or near the County Jail.
- Countywide single point of booking at the County Jail – including a holding facility for pre-arraigned inmates.

Analyses of these options are presented on the following pages.

C. EACH OF THE ALTERNATIVES RELIES ON THE UTILIZATION OF A PATROL STAFFING METHODOLOGY THAT DERIVES THE NUMBER OF PERSONNEL REQUIRED FROM THE WORKLOAD TO BE HANDLED.

While it would be useful to identify a 'golden rule' of law enforcement staffing needs, the utilization of various comparative measures does not adequately provide for a comprehensive evaluation of field staffing needs, nor should it be used as the primary basis for a local government to measure the effectiveness of law enforcement services. There are some commonly used metrics to discuss law enforcement staffing levels such as the oft used "officers per 1,000 population." The Matrix Consulting Group does not use a "per capita" or "per 1,000" ratio as an analytical tool in assessing field staffing needs, for the following important reasons:

- Ratios do not consider the seriousness of the workload levels of the jurisdictions being compared. For example, the crime rate is not considered in any comparative analysis of workloads, specifically, the number of serious crimes in a community (e.g. homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, and larceny).

- Ratios do not consider a jurisdiction's approach to alternative service delivery or "differential law enforcement response." The use of civilian personnel or lack thereof, to handle community-generated calls for service and other workloads has great potential to impact the staffing levels of sworn personnel. The level / amount of civilians (i.e. community service officers, telephone reporting, online services, etc.) can be used to maximize the efficiency and effectiveness of sworn personnel. These resources are not calculated in sworn staffing ratios.

- Ratios do not consider the differences in service levels provided or philosophies with which a jurisdiction may deliver law enforcement services (e.g. community-oriented or problem-oriented policing, a reactive versus proactive approach, the utilization of other regional law enforcement resources in solving problems, etc.). These variables contribute to the inability to compare the necessary number of field patrol personnel through a ratio or per-capita analyses.

- Ratios do not consider other differences which have an impact on regular patrol staffing needs such as the existence of special enforcement / support units as well as operational approaches (e.g. the use of field citations versus transported arrests, manual versus automated field reporting systems, and whether patrol officers are expected to follow-up on certain investigations).

- Ratios do not take into account geographic, meteorological and topographical differences (e.g. square miles of a service area) and other response impediments which can impact patrol staffing needs.

- Ratios do not take into account changing population characteristics, such as jurisdictions with a significant exodus of commuters or college towns with large seasonal fluctuations in population.

For these reasons, the project team does not use "per capita" or "per 1,000 residents" ratios as a way for our clients to measure effectiveness in providing law enforcement services, or as a determinant in developing staffing needs. Instead, the project team's analysis of patrol staffing considered the need for a balance of community-generated workloads and the availability of proactive time to perform problem-oriented and proactive policing, while considering as a backdrop the importance of officer / deputy safety. The project team also takes into consideration the impact of geography in rural areas, and adds personnel to account for the need to provide targeted response times. The following subsections describe this analytical process.

1. The Analysis of Field Patrol Resource Requirements Should Be Based on Actual Workloads Handled and Appropriate Targets of Proactive Patrol.

The Matrix Consulting Group utilizes a method in which the number of field (patrol) personnel required is based on an analysis of the unique workloads and service level requirements of a community. In order to evaluate these resources and staffing issues, the project team conducted a data collection and analytical effort focusing on the following:

- Determining community generated workloads to the level of detail necessary to understand the work volume and the time required to handle such work.
- The field resources used to handle calls for service and proactive workloads based on officer availability levels (after taking into account personnel time for vacation, sick, etc.).

- Deployment and scheduling patterns utilized by the Broome County Sheriff's Office.

- Targeting a sufficient amount of time beyond community generated, or "reactive" workload; this can then be utilized to perform proactive or problem-oriented policing services (e.g. special enforcement of high-crime areas, etc.).

- Maintaining a deployment that would help reduce risk and maintain officer safety levels.

Field law enforcement services represent one of the areas of law enforcement operations in which staffing can be quantified based on service levels desired. Several factors determine the level of patrol staffing required in a community, including:

- The community generated call for service demand by time of day, and day of week.

- How officers are utilized in the field, how they are scheduled, and it what manner they are deployed (e.g. one-person versus two-person patrol cruisers).

- How calls for service are managed by a law enforcement agency. Many law enforcement agencies throughout the United States "manage" lower priority calls for service in a number of ways that do not include sworn staff such as use of civilians, telephone reporting units, online self-reporting, etc. What these methods of handling calls for service have in common is that they free up the time of trained, professional officers from handling lower priority routine calls so that more of their available time can be spent on calls requiring a higher level of expertise and training.

- The level of service desired by the community. This reflects the amount of "proactive" time, or "uncommitted" time a community desires. This is a significant factor and primary driver impacting required patrol staffing levels. Uncommitted time involves time not spent handling community generated calls for service and reflects proactive time for which an officer is available for community policing, directed or preventive patrol, self-initiated activity (i.e. observations, including suspicious pedestrians or vehicles, etc.), and other approaches for addressing crime problems, quality of life issues, etc.

The project team has employed a model based on these decision points in evaluating officer field staffing for the various options in terms of workload, service levels, and overall operations. The following section identifies and discusses the

various characteristics and elements of the field staffing model, and how reactive and proactive (uncommitted) time is calculated.

2. Workload and Data Elements Utilized in the Patrol Staffing Model.

One of the primary responsibilities of a patrol officer / deputy is the responding to and handling community generated calls for service. Further, workload related to these calls for service, including reports, arrests / bookings, back-up assistance to another patrol officers on a call, etc., as well as the associated times for these activities, are primary responsibilities of the officer. These elements are foundational in deriving the total field staffing levels required based on desired services levels. In effect, patrol staffing levels are ultimately driven by the patrol officer's time which can be classified into two categories.

(a) Response-Oriented Patrol Requirements (Also Known as "Reactive or Committed Time").

The following points are noted with respect to response-oriented or reactive time:

- This is a primary mission of any law enforcement field patrol force.
- Clearly defined areas of responsibility (e.g. beats) and clearly defined back-up relationships are core to consistent service delivery.
- A department should have clearly defined response policies in place – this includes: prioritization of calls, response time targets for each priority, back-up policies, and supervisor on-scene policies.
- This reactive workload in many communities generally makes up an average between 40% and 60% of each officer's net availability time per shift. This includes the time to prepare reports, transport and book prisoners, and provide field back-up.
- Response times should also be determined to ensure a high reliability of service. Response time is reflective of the speed by which a unit is able to respond on-scene upon the citizenry requesting service.

- In rural areas, the project team often has to add additional staff people in order to provide for some kind of consistent level of responsiveness.

The calculation of reactive or committed time is one of the cornerstones to staffing level findings, conclusions and recommendations. To make this calculation, the project team uses the following key elements:

- Number of calls for service.
- Number of arrests, bookings, level of back-up provided to other officers.
- Time estimates associated with each of these key activities.

With these, the project team can develop an estimate of the reactive time in each department's area of operations.

(b) Proactive Patrol Requirements (Also Known as "Uncommitted or Unobligated Time").

In the staffing model, we set the proactive time at a range of 40% to 50% as a sensitivity test for staffing needs. The following points are noted with respect to proactive or uncommitted time:

- Proactive enforcement addresses all other workloads that are not in response to a community generated call for service. These include such important services as officer self-initiated activity, proactive or preventive patrol, investigative follow-up, traffic enforcement, etc.
- A department should have clearly defined uses for Uncommitted Time. Officers should know what they are expected to do with time between calls for service.
- The "proactive" element of field patrol generally makes up between 40% and 60% of each officer's day, on average. Typically less than 30% net proactive time available to patrol officers results in inefficient bundling of available time – i.e., uncommitted time comes in intervals too short to be effectively used by field personnel. Proactive time of more than 50% generally results in less than efficient use of community resources as it is difficult to effectively manage field patrol personnel with this level of uncommitted time. There are important exceptions, however, to these ratios that can be impacted by such issues as officer safety, response time, etc. By example, very small agencies with only a

small contingent of field staff must have high levels of proactive time in the 60% range to address response time, officer safety, and other performance issues.

Finally, the project team has added in the case of the BCSO and the Town of Vestal, additional personnel to provide for effective response times in the rural areas.

D. THE FIRST STEP IN ALL ALTERNATIVES IS THE CALCULATION OF THE REQUIRED STAFFING FOR PATROL OPERATION.

The first alternative examined by the project team is the most significant of them – the consolidation of all law enforcement operations into a single agency. Note that the project team utilizes the word "officer" to mean either a police officer or sheriff's deputy in our analyses and text.

1. Alternative One: Consolidation of all Law Enforcement Agencies in the County

The model, below and on the following page, shows our staffing calculation for all law enforcement agencies in Broome County:

Alternative One - All Agencies - State Police Remain	Workload Factor
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (Estimated from Incident Reports / Quick Calls)	110,181.00
Handling Time Estimated at 40 Minutes	73,454.00
Total Time for Back Up Unit CFS Handling (60% back-up rate @ 75% of the time)	33,054.30
Number of Reports Written (Initial + Accidents)	87,932.00
Total Time for Report Writing (Estimate: Average of 15 Minutes per Report)	21,983.00
Number of Bookings	7,217.00
Total Time for Bookings (60 Minutes per Arrest)	7,217.00
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	135,708.30
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Proactive Time	135,708.30
45% of Proactive Time	111,034.06
40% of Proactive Time	90,472.20

3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES

50% of Proactive Time	271,416.60
45% of Proactive Time	246,742.36
40% of Proactive Time	226,180.50

4. PER OFFICER AVAILABILITY

Gross Hours Scheduled	2,080.00
Leaves (Includes Worker's Comp)	374.40
Net hours lost on shift (meals / breaks / meetings / court)	164.25
Net hours worked each year	1,541.35

5. OFFICERS REQUIRED TO HANDLE WORKLOADS

50% of Proactive Time	176.09
45% of Proactive Time	160.08
40% of Proactive Time	146.74

6. OFFICERS REQUIRED GIVEN ADJUSTMENT FOR GEOGRAPHY

50% of Proactive Time	188.09
45% of Proactive Time	172.08
40% of Proactive Time	158.74

The following points summarize the key findings form this analysis:

- Section 5 of the model shows that the total combined workload for the County would require 160 officers at 45% proactive time.
- Section 6 of the model shows that figure increases to 172 officers at 45% proactive time when an allowance is made for covering rural areas.
- This figure would result in a very slight increase, overall, in the number of personnel required for line positions in patrol, as shown, below:

Element	All Agencies
Staffing for Workload / Proactive Time	160
Adjustment for Rural Coverage	12
Total Required	172
Current Patrol Staffing (excluding supervisors)	165
Variance	7

The project team will assume that there would be no change in current staffing for line positions in patrol under Alternative One.

2. Alternative Two: All Communities Consolidated – Assuming that the New York State Police Would Ultimately Depart the County.

In Alternative Two, the project team examines the impact of consolidating all communities and law enforcement agencies in the County. In addition, in this exercise, we assume that the New York State Police would ultimately withdraw from the County as a primary law enforcement provider (as has happened in other counties). The analysis, that follows, shows the patrol staffing required to handle the workload and geography in the County:

Alternative Two - All Agencies - State Police Depart	Factor
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (Estimated from Incident Reports / Quick Calls)	139,181.00
Handling Time Estimated at 40 Minutes	92,787.33
Total Time for Back Up Unit CFS Handling (60% back-up rate @ 75% of the time)	41,754.30
Number of Reports Written (Initial + Accidents)	111,076.00
Total Time for Report Writing (Estimate: Average of 15 Minutes per Report)	27,769.00
Number of Bookings	9,116.00
Total Time for Bookings (60 Minutes per Arrest)	9,116.00
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	171,426.63
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Proactive Time	171,426.63
45% of Proactive Time	140,258.15
40% of Proactive Time	114,284.42
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES	
50% of Proactive Time	342,853.27
45% of Proactive Time	311,684.79
40% of Proactive Time	285,711.06
4. PER OFFICER AVAILABILITY	
Gross Hours Scheduled	2,080.00
Leaves (Includes Worker's Comp)	374.40
Net hours lost on shift (meals / breaks / meetings / court)	164.25
Net hours worked each year	1,541.35

5. OFFICERS REQUIRED TO HANDLE WORKLOADS

50% of Proactive Time	222.44
45% of Proactive Time	202.22
40% of Proactive Time	185.36

6. OFFICERS REQUIRED GIVEN ADJUSTMENT FOR GEOGRAPHY

50% of Proactive Time	305.44
45% of Proactive Time	285.22
40% of Proactive Time	268.36

The following points summarize the key findings form this analysis:

- Section 5 of the model shows that the total combined workload for the County would require 202 officers at 45% proactive time.
- Section 6 of the model shows that figure increases to 285 officers at 45% proactive time when an allowance is made for covering rural areas.
- This figure would result in a significant increase, overall, in the number of personnel required for line positions in patrol, as shown, below (compared to the current levels in Broome County agencies – excluding those paid for under the NYSP budget):

Element	All Agencies
Staffing for Workload / Proactive Time	202
Adjustment for Rural Coverage	41
Total Required	243
Current Patrol Staffing (excluding supervisors)	165
Variance	78

This would result in a significant increase in county tax-payer funded law enforcement positions with more than 78 new positions required to handle workload and geography should the NYSP withdraw from the County.

3. Alternative Three: The City of Binghamton and the Village of Johnson City

In Alternative Three, the project team examines the impact of consolidating the City of Binghamton Police Department with that of the Village of Johnson City. The analysis, that follows, shows the patrol staffing required to handle the workload:

Alternative Three - Binghamton and Johnson City	Workload Factor
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (Estimated from Incident Reports / Quick Calls)	57,879.00
Handling Time Estimated at 40 Minutes	38,586.00
Total Time for Back Up Unit CFS Handling (60% back-up rate @ 75% of the time)	17,363.70
Number of Reports Written (Initial + Accidents)	46,192.00
Total Time for Report Writing (Estimate: Average of 15 Minutes per Report)	11,548.00
Number of Bookings	3,791.00
Total Time for Bookings (60 Minutes per Arrest)	3,791.00
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	71,288.70
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Proactive Time	71,288.70
45% of Proactive Time	58,327.12
40% of Proactive Time	47,525.80
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES	
50% of Proactive Time	142,577.40
45% of Proactive Time	129,615.82
40% of Proactive Time	118,814.50
4. PER OFFICER AVAILABILITY	
Gross Hours Scheduled	2,080.00
Leaves (Includes Worker's Comp)	395.20
Net hours lost on shift (meals / breaks / meetings / court)	164.25
Net hours worked each year	1,520.55
5. OFFICERS REQUIRED TO HANDLE WORKLOADS	
50% of Proactive Time	93.77
45% of Proactive Time	85.24
40% of Proactive Time	78.14
6. OFFICERS REQUIRED GIVEN ADJUSTMENT FOR GEOGRAPHY	
50% of Proactive Time	93.77
45% of Proactive Time	85.24
40% of Proactive Time	78.14

A review of the preceding exhibit shows that the combined Binghamton / Johnson City Police Department would have the following staffing requirements:

- Section 5 shows a need for 85 police officers to maintain a 45% level of proactive time.

- The project team did not make any adjustment to this staffing figure for rural response time given that this does not make up any of the response area of the two communities.

- The impact on line patrol staffing requirements is shown, below, providing for a slight reduction in overall staffing:

Element	B/JC
Staffing for Workload / Proactive Time	85
Adjustment for Rural Coverage	0
Total Required	85
Current Patrol Staffing (excluding supervisors)	90
Variance	-5

This analysis shows that the two communities could reduce patrol line staffing slightly should they pursue consolidation further that it has already progressed under the current management contract.

4. Alternative Four: Creation of an Urban Core Police Department

The fourth Alternative considers by the project team involves the creation of an 'Urban Core' Police Department. This would include the following communities:

- Binghamton
- Endicott
- Johnson City
- Port Dickinson
- Vestal

The analysis, which follows, provides our calculation of patrol line staffing for a multi-agency 'urban core' police department:

Alternative Four - 'Urban Core' Consolidation	Workload Factor
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (Estimated from Incident Reports / Quick Calls)	89,065.00
Handling Time Estimated at 40 Minutes	59,376.67
Total Time for Back Up Unit CFS Handling (60% back-up rate @ 75% of the time)	26,719.50
Number of Reports Written (Initial + Accidents)	71,080.00
Total Time for Report Writing (Estimate: Average of 15 Minutes per Report)	17,770.00
Number of Bookings	5,834.00
Total Time for Bookings (60 Minutes per Arrest)	5,834.00
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	109,700.17
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Proactive Time	109,700.17
45% of Proactive Time	89,754.68
40% of Proactive Time	73,133.44
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES	
50% of Proactive Time	219,400.33
45% of Proactive Time	199,454.85
40% of Proactive Time	182,833.61
4. PER OFFICER AVAILABILITY	
Gross Hours Scheduled	2,080.00
Leaves (Includes Worker's Comp)	395.20
Net hours lost on shift (meals / breaks / meetings / court)	164.25
Net hours worked each year	1,520.55
5. OFFICERS REQUIRED TO HANDLE WORKLOADS	
50% of Proactive Time	144.29
45% of Proactive Time	131.17
40% of Proactive Time	120.24
6. OFFICERS REQUIRED GIVEN ADJUSTMENT FOR GEOGRAPHY	
50% of Proactive Time	150.29
45% of Proactive Time	137.17
40% of Proactive Time	126.24

The staffing analysis for the ‘urban core’ shows the following key findings:

- In Section 5, 131 officers are required to handle patrol workloads and to deliver a 45% level of proactive time.

- In Section 6, this is increased to 137 officers (the additional six to provide for coverage in the more rural areas of the Town of Vestal).

- This would result in a slight increase in patrol line staffing, as shown, below:

Element	Urban Core
Staffing for Workload / Proactive Time	131
Adjustment for Rural Coverage	6
Total Required	137
Current Patrol Staffing (excluding supervisors)	134
Variance	3

This analysis indicates that there would be little to no increase in patrol staffing to ensure a 45% level of proactive time among the 'urban core' communities of Binghamton, Johnson City, Port Dickinson, Endicott and Vestal.

5. Alternative Five: Village of Endicott and Town of Vestal

The fifth consolidation alternative considered by the project team is the consolidation of law enforcement between the Village of Endicott and the Town of Vestal. The result of our patrol line staffing model are shown, on the following page:

Alternative Five - Endicott and Vestal	Workload Factor
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (Estimated from Incident Reports / Population)	31,186.00
Handling Time Estimated at 40 Minutes	20,790.67
Total Time for Back Up Unit CFS Handling (60% back-up rate @ 75% of the time)	9,355.80
Number of Reports Written (Initial + Accidents)	24,889.00
Total Time for Report Writing (Estimate: Average of 15 Minutes per Report)	6,222.25
Number of Bookings	2,043.00
Total Time for Bookings (60 Minutes per Arrest)	2,043.00
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	38,411.72
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Proactive Time	38,411.72
45% of Proactive Time	31,427.77
40% of Proactive Time	25,607.81
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES	
50% of Proactive Time	76,823.43

45% of Proactive Time	69,839.48
40% of Proactive Time	64,019.53

4. PER OFFICER AVAILABILITY

Gross Hours Scheduled	2,080.00
Leaves (Includes Worker's Comp)	395.20
Net hours lost on shift (meals / breaks / meetings / court)	164.25
Net hours worked each year	1,520.55

5. OFFICERS REQUIRED TO HANDLE WORKLOADS

50% of Proactive Time	50.52
45% of Proactive Time	45.93
40% of Proactive Time	42.10

6. OFFICERS REQUIRED GIVEN ADJUSTMENT FOR GEOGRAPHY

50% of Proactive Time	56.52
45% of Proactive Time	51.93
40% of Proactive Time	48.10

The model shows the following key results related to the consolidation of law enforcement between these two communities:

- Section 5 indicates that a total of 46 officers are required to handle workload in the Village and Town.
- Section 6 indicates that this figure should be increased by six officers to a total of 52 officers to account for covering the rural area of the Town of Vestal with appropriate response times.
- This analysis indicates that these two communities are currently understaffed to provide a 45% proactive time, as shown, below:

Element	E / V
Staffing for Workload / Proactive Time	46
Adjustment for Rural Coverage	6
Total Required	52
Current Patrol Staffing (excluding supervisors)	42
Variance	10

This analysis shows that an increase of as many as 10 patrol officers would be required to bring the two communities to a level of 45% proactive time. This is the level that would be required to provide 45% proactive time in the two communities with no additional staffing provided to bring down response times in the rural areas of Vestal.

6. Alternative Six: Consolidation of Law Enforcement between Endicott and Johnson City

The final alternative, consolidation between Endicott and Johnson City, and the resulting analysis of patrol line staffing, below, is conducted using the same model, provided below and on the following page:

Alternative Six - Endicott and Johnson City	Workload Factor
1. COMMUNITY GENERATED WORKLOADS	
Calls for service (Estimated from Incident Reports / Quick Calls)	27,977.00
Handling Time Estimated at 40 Minutes	18,651.33
Total Time for Back Up Unit CFS Handling (60% back-up rate @ 75% of the time)	8,393.10
Number of Reports Written (Initial + Accidents)	22,328.00
Total Time for Report Writing (Estimate: Average of 15 Minutes per Report)	5,582.00
Number of Bookings	1,832.00
Total Time for Bookings (60 Minutes per Arrest)	1,832.00
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	34,458.43
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Proactive Time	34,458.43
45% of Proactive Time	28,193.26
40% of Proactive Time	22,972.29
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES	
50% of Proactive Time	68,916.87
45% of Proactive Time	62,651.70
40% of Proactive Time	57,430.72
4. PER OFFICER AVAILABILITY	
Gross Hours Scheduled	2,080.00
Leaves (Includes Worker's Comp)	395.20
Net hours lost on shift (meals / breaks / meetings / court)	164.25
Net hours worked each year	1,520.55
5. OFFICERS REQUIRED TO HANDLE WORKLOADS	
50% of Proactive Time	45.32
45% of Proactive Time	41.20
40% of Proactive Time	37.77
6. OFFICERS REQUIRED GIVEN ADJUSTMENT FOR GEOGRAPHY	
50% of Proactive Time	45.32

45% of Proactive Time	41.20
40% of Proactive Time	37.77

The paragraphs, that follow, provide a summary of the key findings:

- Overall, the model calculates that 41 patrol officers would be required to handle current workload and to provide for 45% proactive time.

- This results in almost no change in line staffing compared to current levels:

Element	E / JC
Staffing for Workload / Proactive Time	41
Adjustment for Rural Coverage	0
Total Required	41
Current Patrol Staffing (excluding supervisors)	40
Variance	1

A merger between Endicott and Johnson City would not require additional staffing, nor would it result in significant staff reductions.

E. OVERALL STAFFING REQUIREMENTS IN EACH ALTERNATIVE ARE DRIVEN BY PATROL STAFFING, SUPERVISORY TARGETS AND OVERALL SIZE AND ORGANIZATION OF THE DEPARTMENT.

The next steps in our analyses of the various options involved making determinations as to the levels of staffing in non-patrol functions, supervision and management. This section of the report documents our findings and recommendations relating to each of the alternatives.

1. The Number of Investigators in Each Law Enforcement Agency Is Appropriate Given Current Workloads. This Would not Change Under Any Consolidation Alternatives.

The project team reviewed the assessment of current operations and the workload handled in each agency to develop an assessment of the current level of staffing in investigative functions. In each agency, the project team found that the number of Detectives assigned is well matched to current levels of workload and to

community expectations for case follow-up. The table, below, shows the current level of detective staffing in each of the law enforcement agencies:

Agency	Curr. Det
BPD	7
BCSO	4
EPD	2
JCPD	3
NYSP	11
VPD	2
Total	**29**

The table, below, shows the staffing required (assuming that there is no change in the level of detective unit staffing) for the various combinations of agencies:

Scenario	All Agencies	All Agencies – No NYSP	B / JC	Urban Core	E / V	E / JC
Projected	18	29	10	14	4	5
Current Funded in Broome County	18	18	10	14	4	5
Variance	0	11	0	0	0	0

The table, above, shows that there is no variance in the number of generalist case-handling detectives in any of the scenarios, with the exception of the scenario in which the NYSP does not any longer provide primary law enforcement services in the County. The following table shows the number of specialist detectives in each agency:

Agency	Curr. Det
BPD	8
BCSO	3
EPD	2
JCPD	1
NYSP	12
VPD	0

The table, below, shows the impact on the special case handling units:

Scenario	All Agencies	All Agencies – No NYSP	B / JC	Urban Core	E / V	E / JC
Projected	14	26	9	11	4	4
Currently Funded in Broome County	14	14	9	11	2	3
Variance	0	12	0	0	2	1

A review of the above exhibit will show that the project team has assumed no change in the first three scenarios, with an increase in the unit size to four personnel under the third and fourth scenario (to make the unit a viable size). In the second scenario, the County would likely increase the size of the unit to match current levels if the NYSP were to withdraw from the County.

2. Supervisory and Management Staffing Represent the Most Significant Changes in Staffing Under Most Consolidation Alternatives.

The next step in the development of pro forma costs is to determine the number of supervisors and management staff required to oversee the operations in the various combinations of personnel. The project team referred to the key assumptions we developed in a previous section in constructing these command and supervisory positions. The exhibit, below, provides a summary of our conclusions:

Classification	All Agencies	All Agencies - No NYSP	B / JC	Urban Core	E / V	E / JC
Chief	1	1	1	1	1	1
Asst. Chief	2	2	2	2	1	1
Patrol Capt.	1	1	1	1	1	1
CID Capt.	1	1	1	1	0	0
Admin Capt.	1	1	1	1	1	1
Shift Cmdr (Lt)	3	6	3	3	3	3
CID Cmdr (Case) - Lt	1	1	1	1	0	0
CID Cmdr (Special) - Lt	1	1	1	1	0	0
Patrol Sgt.	29	41	14	23	9	7
CID Sgt.	2	4	2	2	1	1
CID - Special - Sgt	2	3	1	2	1	1
Admin Sgt.	1	1	1	1	1	1

Classification	All Agencies	All Agencies - No NYSP	B / JC	Urban Core	E / V	E / JC
Professional Standards Lt	1	1	1	1	0	0
Professional Standards Sgt	1	1	1	1	1	1
Warrants Sergeant	1	1	1	1	0	0
Warrants Officers	4	8	2	2	0	0
SRO Sgt	1	1	1	1	1	1
SRO Officer	4	3	4	4	2	2
Crime Analysts	2	2	0	2	0	0
IT Professionals	2	2	0	2	0	0
Forensics	3	3	0	3	0	0
Evidence Sgt	1	1	1	1	0	0
Evidence Officer / Specialist	4	8	3	4	0	0

The following are key points to keep in mind when reviewing the table, above:

- The project team assumed a ratio of 1:6 for supervisors to personnel in the field, and a ratio of 1:9 for supervisors to officers in investigative units.
- Specialty units were given a supervisor regardless of unit size, reflecting their importance in the department.
- We assumed that shift supervisors for patrol would be covered by one of the other on-duty supervisors and that one would be assigned responsibility for each shift.
- We assumed the need to increase the number of supervisors in Alternative Two if the NYSP were to withdraw.
- We have assumed the need for Crime Analysts, IT Staff and Forensics personnel under several alternatives due to the size of the proposed agency.

The next section estimates the number of personnel who would be required for various support functions.

3. The Number of Support Personnel Would Not Change Significantly

The project team next examined the number of support personnel required under each scenario. These include administrative assistants as well as records personnel. The table, below, provides a summary of the current number of civilian personnel under each jurisdiction (these are full time positions and do not include crossing guards, etc.):

Agency	# of Civilians
BPD	11
BCSO	11
EPD	2
JCPD	2
VPD	3
Total	29

The project team has made the following assumptions under this pro forma exercise – that civilian staffing will remain unchanged with the exception of the following:

- Only one secretary would be required to support the chief.
- Only one records unit supervisor would be required on each shift.

Therefore, the civilian staffing required under each scenario would be as shown, below:

Scenario	Targeted Staffing	Variance from Current
All Agencies	23	-1
B / JC	12	-1
Urban Core	12	-1
E / V	2	0
E / JC	1	0

Merger of agencies does not impact the level of staffing significantly in the civilian support classifications under any scenario. Typically, this is the equivalent to reducing by one the number of administrative assistant level staff assigned to support the chief officers in a merged agency.

4. Three of the Alternatives Result in Headcount Reductions and Two of the Alternatives Result in Increases in Overall Staffing.

This section provides a synopsis of the position changes in the five consolidation alternatives. These changes have been described in detail in preceding sections:

Cost Impact	All Agencies	All Agencies No NYSP	B / JC	Urban Core	E / V	E / JC
Changes in the Number of Personnel						
Officer Variance	8	78	-6	3	12	2
Sgt Variance	4	16	0	2	3	1
Lt Variance	-7	-4	0	-6	-1	-1
Capt Variance	-3	-3	-3	-2	1	1
Chief Variance	-4	-4	0	-4	0	0
Support Variance	-1	0	-1	-1	0	0

The following paragraphs provide a summary of the changes shown, above:

- Three of the scenarios generate position reductions based on the criteria used in our analyses:
  - Targeting 45% proactive time in patrol.
  - Adding patrol personnel in areas where geography makes it impractical to utilize workload as the sole determinant for staffing.
  - Best practices levels of supervision in patrol (1:6) and dedicated supervision for all specialty units.
  - Appropriate spans of control and division of responsibility for command and support staff.
- Alternative One, a full merger of law enforcement in the County, would result in position reductions, though it would also result in increased staffing in the field.
- Alternative Two, a full merger of law enforcement in the County, with a potential withdrawal of the New York State Police as a primary law enforcement provider, would require a significant overall increase in staffing. This increase would primarily occur at the line level – with increase in patrol officers, detectives, line supervisors, etc. to replace the resources in the County current provided by the NYSP. This would result in a total increase in Broome County tax-payer funded personnel of at least 80 personnel to handle workloads, geography and supervision.

- Alternative Three, a full consolidation between Binghamton and Johnson City, would likewise result in position reductions, though the patrol staffing model indicates that some position reductions could occur in this merger between Binghamton and Johnson City. If the patrol reductions were not taken by the two communities, the savings that could result from the merger would be reduced.

- Alternative Four, the 'urban core' model, results in position reductions through reductions in command positions. There is a slight increase recommended for field staffing in this model.

- Alternative Five, a merger between the Village of Endicott and the Town of Vestal, would actually require additional personnel if the same criteria are followed that were applied in Alternatives One through Three. This appears to be driven by increasing demand for patrol resources in the Village of Endicott, and by the requirement to cover rural areas in the Town of Vestal (essentially one officer per shift to provide for rural response time service levels).

- Alternative Six, a merger between the Villages of Endicott and Johnson City (both in the Town of Union), result in a slight increase in staffing of three positions (all sworn). This is driven again by an increasing demand for patrol resources in Endicott relative to their current patrol force (offset by a slight overage in Johnson City).

The next section provides an estimate of the various financial impacts from the consolidation Alternatives described above.

F. THE OPERATING BUDGET IMPLICATIONS OF EACH ALTERATIVE LARGELY FOLLOW THE STAFFING IMPLICATIONS.

The project team developed a budget estimate for each of the five Alternatives. These were developed to show the fiscal impact of each alternative (showing the impact of the position changes on the bottom lines). The project team has also developed an estimate of one-time costs that may be incurred during a transition. These are presented following the operating budget impact analysis, below:

Cost Impact	All Agencies	All Agencies No NYSP	B / JC	Urban Core	E / V	E / JC
Changes in the Number of Personnel						
Officer	8	78	-6	3	12	2
Sgt	4	16	0	2	3	1
Lt	-7	-4	0	-6	-1	-1
Capt	-3	-3	-3	-2	1	1
Chief	-5	-5	0	-3	0	0
Support	-1	0	-1	-1	0	0
Salary / Benefits for Classification						
Officer	$81,484	$82,259	$74,321	$80,640	$86,959	$77,224
Sgt	$91,035	$92,089	$81,666	$90,734	$99,803	$86,457
Lt	$99,094	$100,607	$87,286	$99,290	$111,293	$92,714
Capt	$109,310	$112,615	$93,381	$109,310	$125,238	$105,050
Chief	$118,828	$122,046	$121,139	$117,023	$129,410	$125,274
Support	$42,000	$42,000	$42,000	$42,000	$42,000	$42,000
Total Savings / Cost by Classification by Variance						
Officer	$658,549	$6,422,936	-$427,884	$255,856	$1,037,454	$170,148
Sgt	$364,139	$1,473,420	$0	$181,469	$299,408	$86,457
Lt	-$693,659	-$402,428	$0	-$595,737	-$111,293	-$92,714
Capt	-$327,929	-$337,845	-$280,143	-$218,619	$125,238	$105,050
Chief	-$594,140	-$610,232	$0	-$351,068	$0	$0
Support	-$42,000	$0	-$42,000	-$42,000	$0	$0
Total	**-$635,040**	**$6,545,852**	**-$750,027**	**-$770,099**	**$1,350,806**	**$268,942**

The paragraphs, below, provide a summary of the impacts of each of these models:

- The project team utilized average salaries (top step) for all participating agencies when calculating the costs for each position.

- A benefit rate of 50% was used to calculate the savings or costs generated by changes in the number of sworn positions and a benefit rate of 40% was utilized to calculate the cost for non-sworn (civilian) positions. This is not intended to suggest that the top step would become the new salary levels for the County.

- Several Alternatives generate potential operational savings of between $635 thousand and $770 thousand per year.

- Several of the scenarios generate additional costs under merger and are not recommended for future consideration.

However, there would be a cost associated with 'normalizing' salaries and benefits. The project team ran a sensitivity analysis on the impact of a $1,500 and of a $3,500 average salary increase and applied it to 50% of the personnel in each scenario. The table, below, shows the impact per scenario, and the impact that such changes would have:

Factor	All Agencies	All Agencies - No NYSP	B / JC	Urban Core	E / V	E / JC
Total Command	69	94	43	61	23	21
Total Line	204	298	104	162	60	50
Total Staffing	273	392	147	223	83	71
50% Estimate Below Salary Target	136.5	196	73.5	111.5	41.5	35.5
Estimated Impact of Normalization @$1,500 adjustment	**$204,750**	**$294,000**	**$110,250**	**$167,250**	**$62,250**	**$53,250**
Estimated Impact of Normalization @$3,500 adjustment	**$477,750**	**$686,000**	**$257,250**	**$390,250**	**$145,250**	**$124,250**

Operating Cost / Savings	-$635,040	$6,545,852	-$750,027	-$770,099	$1,350,806	$268,942
With $1,500 Salary Normalization	-$430,290	$6,839,852	-$639,777	-$602,849	$1,413,056	$322,192
With $3,500 Salary Normalization	-$157,290	$7,231,852	-$492,777	-$379,849	$1,496,056	$393,192

Note that the impact of the normalization is significant in all cases, reducing (but not eliminating) savings in the three scenarios which generate savings and increasing costs in the other three alternatives.

In addition to the operating cost impacts, the participants would have to consider a wide range of one-time costs, including the following estimates:

Factor	Summary Description of Service / Activity	Estimated Cost
Retirement and Insurance Estimate	Estimated costs for insurance liability and retirement actuarial valuation in order to set liability insurance rates and estimate public safety retirement costs.	$50,000 - $200,000
Attorney Fees	Estimated cost associated with Police Service and Charter Review for compliance	$100,000- $300,000
Select Police Chief	Hire an Executive Search Firm (interview incumbent candidates only)	$20,000
Hire Police Chief	Police Chief starts twelve months prior to Department go-live.	$120,000
Hire Assistant Chief(s)	Assistant Chief(s) start(s) six months prior to Department go-live date.	$50,000 - $100,000
Sub Total for Human Resources		**$340,000 – $740,000**
Personal Equipment per Non-Sworn Personnel	Estimated $1,000 / person in uniform conversions.	$30,000 - $200,000
Non-Sworn Marked Vehicle	Estimated $1,000 / vehicle conversion (paint / decals).	$10,000 - $100,000
Sub-Total Equipment		**$80,000 - $300,000**
Contingency @ 5%	Contingency funds for unanticipated administrative support costs, union negotiations, associated with Transition.	$500,000
Total Police Department Transition	***Includes the contingency fund impact entirely***	**$920,000 - $1,540,000**

Note that there are no transition costs associated with communications as all agencies currently are operating under a single PSAP. The project team has assumed that under the larger consolidations (urban core and countywide) that there would be additional IT personnel added to handle the complicated tasks of managing the numerous systems and requests for data.

G. FUNCTIONAL CONSOLIDATION MAY PROVIDE OPPORTUNITIES TO MOVE FORWARD AND TO ENHANCE SERVICE DELIVERY WITHOUT TACKLING THE IMPLICATIONS OF FULL CONSOLIDATION.

In addition to the full consolidations listed, above, the project team identified several opportunities to engage in functional – or partial – consolidation. These include the following key alternatives:

- Countywide criminal investigations unit (or some subset including the urban core agencies).
- Countywide single point of booking at the County Jail – including a holding facility for pre-arraigned inmates.
- Countywide evidence collection and storage (or some subset of agencies) located at or near the County Jail.

These are addressed in the exhibit that follows:

Opportunity	Discussion
Consolidate Investigative Functions Between Two or More Agencies	• Could be accomplished through a contract for service between two or more agencies. • Could be located, if countywide, under the auspices of the Sheriff's Office or some other law enforcement agency as the host department. • Investigations could be assigned to personnel across their normal jurisdictions – this would require that each jurisdiction grant the individuals assigned to the unit specific powers within their community (this has been done for Binghamton and Johnson City detectives for example). • This would build on the countywide example represented by the Special Investigations Unit. • Depending on the number of communities that became involved, it would be possible to reduce the number of supervisors, even while maintaining the level of detective staffing for case follow-up.

Opportunity	Discussion
Consolidate Investigative Functions Between Two or More Agencies (Continued)	• Creation of a countywide, 'urban core' or other multi-jurisdictional unit could have the added benefit of allowing personnel to somewhat specialize in case assignments (either geographically as is now the case, or by type of crime (property, person, juvenile, etc.). • Pooling of resources would allow for dedication of personnel to major cases (homicides, sexual assaults, etc.) that may not be feasible or practical today. • The decision could be made to either normalize detective salaries among all agencies (making them equal) or individual communities could continue to set their own pay scale. • Assignment to the unit would likely be made by the employee's employer-community with the host community having a veto for cause. • Case assignments would not be made only on the individual's jurisdiction of employ, but rather as needed. • Depending on the size (Binghamton and Johnson City are operating from two existing facilities with their merged detective unit) the cost for rental space would vary. Commercial rental rates in and around Binghamton range from $1 - $2 per square foot per month. If all Detectives were merged into a single unit, the annual rent would be approximately $50,000 for commercial space.
Develop a Single Point of Booking and Evidence Storage	• Currently, each agency books their own arrestees at their own police stations. Property is held at the arresting agency. • Storage of evidence at multiple locations results in a wide variety of policy approaches and storage methods. Prosecutors would prefer a single point of storage. • Many agencies in the County utilize detective or other personnel to handle evidence processing and storage. • Field collection is handled by officers, deputies, detectives and specialists from BPD and the BCSO. • Development of a single point of booking and single point of evidence storage would require the construction of a new pre-arraigned inmate housing unit (J-Pod) and would require the construction of a new evidence storage facility. • Construction of a new jail pod would range between $15 million and $20 million based on recent construction costs for 70-80 bed expansion jail housing pods in the Northeast and Midwest. • Construction costs for a new evidence storage facility could range $500,000 to $2 million depending on the style of construction, based on similar projects conducted in the Northeast and Midwest.

<table>
<tr><th>Opportunity</th><th>Discussion</th></tr>
<tr><td>Develop a Single Point of Booking and Evidence Storage (Continued)</td><td>

In addition, the Sheriff's Office would require additional staff people in booking (2) and in the housing unit (2) around the clock.
Two additional positions would also be required to handle processing, storage and inventory.
The total cost of these positions would be $$1.2 million.

<table>
<tr><td>Booking</td><td>2</td></tr>
<tr><td>Housing</td><td>2</td></tr>
<tr><td>24-Hour Coverage</td><td>20</td></tr>
<tr><td>Evidence Custodians</td><td>2</td></tr>
<tr><td>Cost / Deputy</td><td>$56,573</td></tr>
<tr><td>Cost / Evidence Cust.</td><td>$42,000</td></tr>
<tr><td>Total Cost</td><td>$1,215,460</td></tr>
</table>
</td></tr>
</table>

The County's law enforcement agencies have two primary options for functional consolidation to consider – consolidating detective resources and development of a unified booking / evidence position.

H. CONCLUSIONS AND RECOMMENDATIONS

The Matrix Consulting Group believes that the County of Broome and its municipalities should adopt an incremental approach to adopting the findings demonstrated in these analyses. These steps should include:

- Continue with the incremental consolidation between the City of Binghamton and the Village of John City and their police agencies until a full consolidation is achieved.
- Pursue additional 'urban core' consolidations with the merged Binghamton / Johnson City police department as they become feasible.
- Continue to consider 'functional' consolidation of selected services. While many of these will not result in significant, or any, savings, they will provide for improved services in the County for all law enforcement agencies and citizens.

A draft memorandum of understanding has been provided as Appendix C to this document for the preferred, or first, step in this process.

IV. GOVERNANCE OPTIONS FOR CONSOLIDATION SERVICES

The project team has, in the previous pages, outlined the financial, management and organizational issues related to the consolidation of law enforcement services in Broome County. In this chapter, we provide the governance issues related to the various options the agencies should consider in any consolidation.

A. NEW YORK STATE LAW PROVIDES FOR THE CONSOLIDATION OF LAW ENFORCEMENT AGENCIES UNDER SEVERAL DIFFERENT MODELS.

The laws of the State of New York allow for the abolition of a town police department and/or the provision of police services to the town under contract with the county in which it is located. These laws also allow for a town or village to contract with another town or village under a fixed price contract or on a fee for service basis. Alternatively, under New York General Municipal Law, Section 119-o, a town or village can contract with the Sheriff in the county in which it is located. There are examples of towns and villages contracting with the Sheriff for law enforcement services across the State of New York through an agreement defined legally by Section 5-G of the General Municipal Laws. We have provided a copy of one such agreement between the Village of Corinth and Saratoga County in Appendix C.

Another option for consideration is the creation of a joint town or village police department. Section 121-a of Article 6 of the General Municipal Law provides for this, and we have included a copy of this in Appendix B. In this option, multiple towns or villages would create a single police department that would serve each of the municipal entities. The Chief and other command staff would be jointly governed by multiple

boards. Costs for the joint department would be shared by the towns and/or villages based upon a pre-defined allocation basis (for example, population, calls for service, or some other arrangement). However, individual officers may continue to remain employees of the separate towns or villages. This may allow for the potential for differentiating between salaries and benefits. Under this option, the total costs of the new single department would be shared between the multiple towns and/or villages under some proportional arrangement that would be determined by an Inter-municipal Agreement IMA.

In whatever manner law enforcement services are consolidated or shared, an IMA will have to be prepared providing the terms for the provision of police services to the Town by the County or by another town or village. And the IMA cannot take effect without approval by a majority of the total voting strength of each of the town boards and the county legislature. In this type of majority, absentees count the same as "no" votes.

When negotiating and preparing the IMA, there are several subject areas expressly permitted, under the General Municipal Law, to be included. Among them are:

- A method or formula for equitably providing for and allocating revenues and for equitably allocating and financing the capital and operating costs.
- The manner of employing, engaging, compensating, transferring or discharging necessary personnel, subject, however, to the provisions of the civil service law, where applicable.
- Procedure for periodic review of the terms and conditions of the agreement, including those relating to its duration, extension or termination, provided that the term of the agreement may not be more than five years – though the municipal parties are not prevented or prohibited from either renewing such an agreement upon conclusion of the term established.

- Adjudication of disputes or disagreements, the effects of failure of participating corporations or districts to pay their shares of the costs, and expenses and the rights of the other participants in such cases.

The next section discusses governance models that have been successfully implemented in other parts of the country.

B. THERE ARE NUMEROUS GOVERNANCE MODELS FOR REGIONALIZATION IN EFFECT THROUGHOUT THE UNITED STATES.

In order to help address the governance issues likely to surface in Broome County, the project team researched and evaluated several different governance models throughout the United States. Framing this research were the comments registered at the Michigan Center for Regional Excellence's Regional Collaboration Best Practices symposium.

1. The Center for Regional Excellence Notes Several Important Points Regarding the Successful Implementation of Collaborative Service Delivery Efforts.

In June 2005, more than 70 participants gathered in Lansing, Michigan to discuss regional collaboration. Half were community representatives from all over Michigan who had long participated in a variety of regional projects. The other half were people interested in the issues – state and local government representatives, university faculty and interest groups – who wanted to learn more about the practical applications of regional collaboration. Important perceptions were provided not only on governance, but on collaborative efforts in general. The following insights were offered:

- When creating formal boards to oversee endeavors, some collaboratives form more than one board: 1) a technical board that oversees the day-to-day running of services or programs with one representative from each entity, and 2) an oversight board made up of elected officials from each participating entity.

- Any community or other entity that might be affected by collaborative efforts should be at the table, at least initially, and consideration should be given to including unions among that group since jobs or job descriptions may be affected as well. People or organizations that are left out at the beginning of a collaboration effort may be much harder to convince at the end. If everyone feels a part of the initiative, support will be broader.

- As quoted in the symposium summary, "*You have to cede power to get power".* In almost every case, each community involved, no matter its size, has one vote on the board. This may be different when a major urban area is involved, but even then, those urban areas would be wise to not insist on board seats reflecting their numbers. "Trust is critical."

- Having an independent revenue source is helpful in resolving collaboration issues as financial decisions are often at core of many collaborative efforts.

- Complex collaborative efforts can be staged such that steps can be identified on collaborative projects that are immediately achievable. This gives the collaborative participants the confidence of early success and helps with credibility in the public and media.

- Most areas said it took anywhere from nine months to two years to form a collaborative group and become productive in their joint efforts.

- Having third party facilitators might be very helpful, especially in the beginning, to resolve issues regarding collaborative efforts. One suggestion is to turn to local universities for help with facilitation or mediation.

Whereas the project team understands the perceptions of the Best Practices symposium may not be applicable in all collaborative efforts, the insights do provide a framework under which to evaluate consolidation issues, particularly those related to a few vital issues such as an acceptable governance model.

2. Regional Operations Throughout the United States Have a Variety of Governance Models Under Which They Operate.

In order to identify potential governance models that would suit the respective needs of the likely participants in any consolidation effort in Broome County, the project team researched various regionalized operations throughout the United States to

demonstrate the variety of governance models that are currently in place, and found that several lessons and generalizations can be made, such as the following:

- Governance models are in effect in other areas of the United States that utilize proportional representation and a one-agency-one-vote concept.
- Other governance models are in effect that demonstrate disproportional representation.
- Still other governance models exist that provide some form of oversight from more than one board or committee composed a various kinds of political or executive managers.

In sum, the research suggests there is no single governing model that is prevalent relative to proportional versus disproportional representation. Clearly, based on the data, all types of governance models can work if the participants have a vested interest in collaboration and leading an organization effectively. The models do provide some insights relative to how a multi-tiered governance model might work, however.

C. A CONSOLIDATED AGENCY SHOULD BE GOVERNED BY CHIEF OF POLICE REPORTING TO THE GOVERNING BODY OR BODIES OF THE REPRESENTED COMMUNITIES.

The project team recognizes that the Chief of Police for any consolidated agency will require autonomy and authority to function as the chief law enforcement officer. For the purposes of a consolidation, the Chief of Police, who would be representing more than one community, must be responsive to each community. To that end, the Chief should be employed by one 'host' community, but should be prepared to attend Council meetings, or to send a representative. This is similar to the arrangement currently being utilized by the City of Binghamton and the Village of Johnson City.

D. ANY CONSOLIDATED AGENCY WILL REQUIRE A DEFINITION OF THE METHODS BY WHICH COSTS WILL BE ALLOCATED TO EACH PARTICIPANT.

The project team has experience with several charge-back models throughout the country, the more common of which are based on some workload equivalencies. Further, the project team is pre-disposed to the efficacy of workload-based models as we believe they represent the fairest methods to assess costs. There are potential problems, of course, associated with workload modeling that is based on the amount of time law enforcement officers actually spend in transit and at incidents, as specific jurisdictions in the consolidated agency that cover large geographical areas may be assessed disproportionately greater costs of the combined organization. A potential allocation model that is perceived as "fair" may involve a division of fixed costs on one basis (number of officers, numbers of vehicles, population, etc.) and variable costs on another (numbers of calls for service, e.g.).

Ultimately, the charge-back formulae that are used are somewhat immaterial as long as the end-user public safety clients believe that costs are equitably distributed and there is an ability to audit the charge-back methodologies. What is important is ensuring that a consistent charge-back approach is used for all public safety organizations involved in a consolidated agency. This should be developed as a component of any new consolidated agency's Standard Operating Procedures and afforded high priority.

APPENDIX A
DESCRIPTIVE PROFILE

The pages, which follow, provide descriptive profiles of the law enforcement agencies in Binghamton, Johnson City, Endicott, Vestal, Port Dickinson and the Broome County Sheriff's Office. The purpose of the descriptive profile is to document the project team's understanding of the agencies' organizations, allocation of staff by unit and function, workloads and financial data. Data contained in the profile were developed based on the work conducted by the project team over the past month, including:

- Interviews with staff within each of the agencies.
- Collection of various data describing organization and staffing, workload and service levels as well as costs. These efforts are continuing over the next few weeks of the project.
- Documentation of key practices as that relates to work planning and scheduling, policies and procedures, as well as work processes.

The descriptive profile does not attempt to recapitulate all organizational and operational facets of the agencies – our work continues to document these characteristics. In this draft document, the structure of this descriptive profile is as follows:

- Organizational charts showing all staff positions by function and shift as appropriate and reporting relationships.
- Listings of staff by rank in each agency.
- Basic workload and service data.
- Financial information.

These data will be reviewed for accuracy and completeness by management staff in each agency. Because of the short period of time on this project up to this point and the large number of interviews conducted, this document should be viewed as an initial draft only. Comments and corrections generated from our staff reviews will be incorporated into the final version of this document. Information contained in the descriptive profile will, however, ultimately be employed in the analysis of issues during subsequent stages of the project. For this reason we need to work to ensure its accuracy.

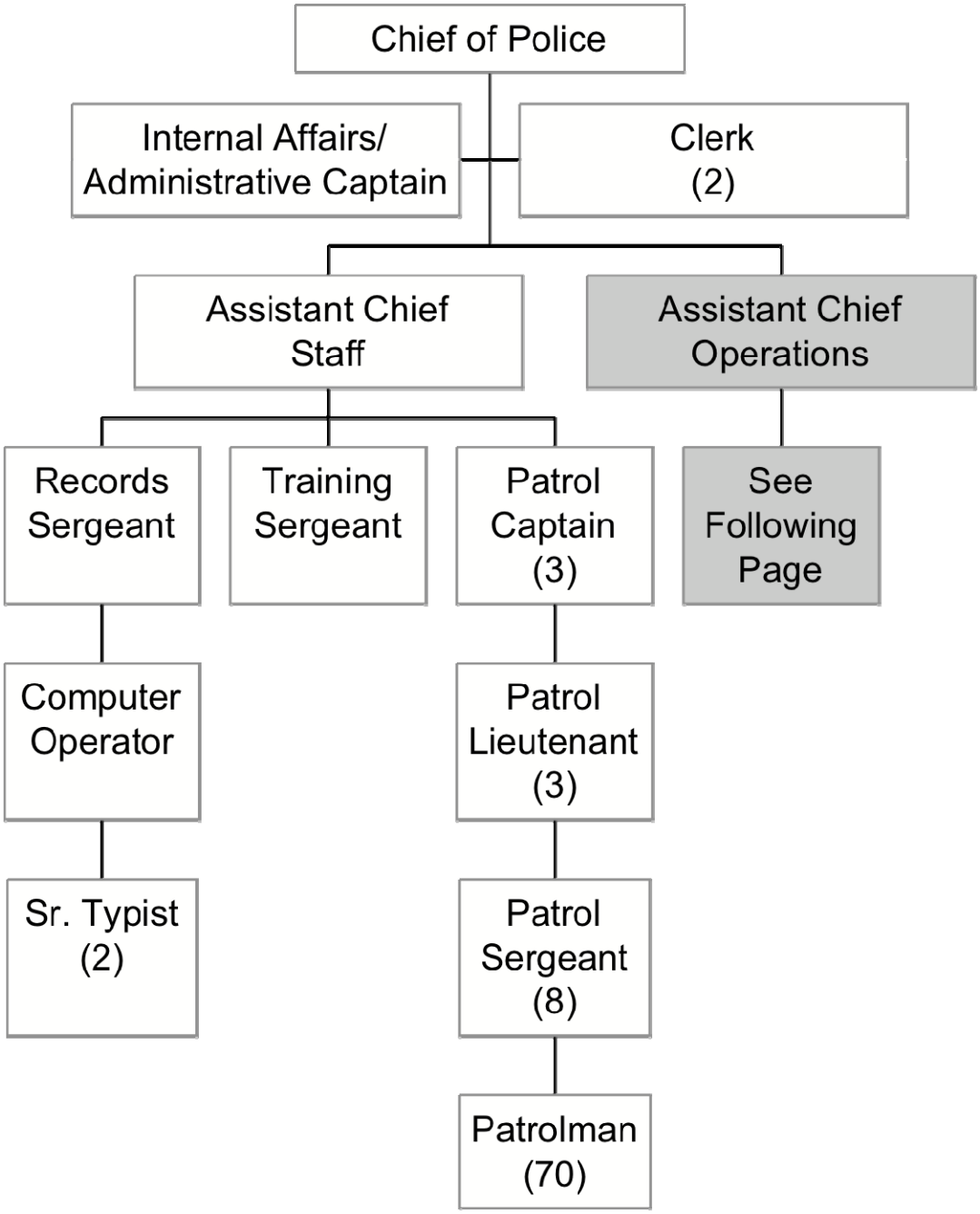
A. BINGHAMTON POLICE DEPARTMENT

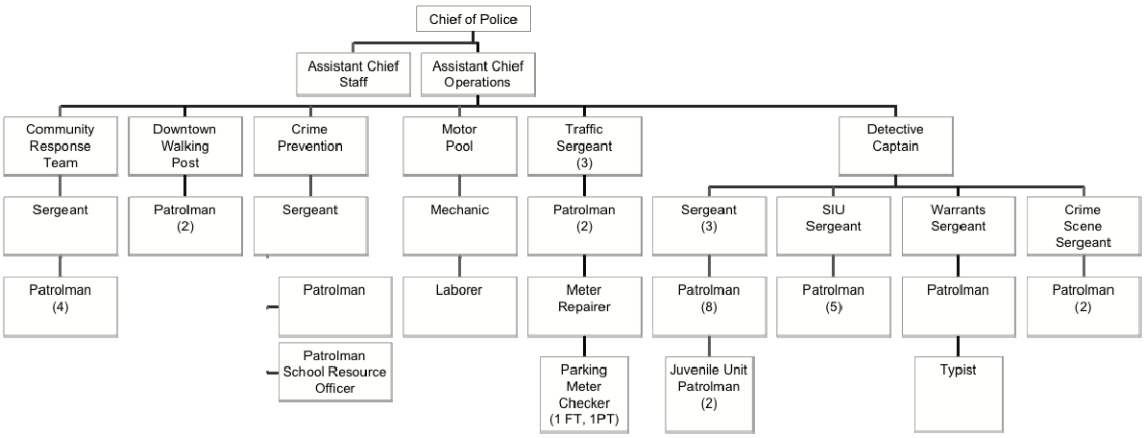
The Binghamton Police Department (BPD) is a full service police department providing service to a community of 44,401 (2009 Census figure) residing in an area covering 10.4 square miles, making it the most densely populated jurisdiction included in this study, at 4,269 persons per square mile. The City's population has declined from 53,008 in 2000 to its present level, indicating a decline of 8,607 residents, or 16.2% in the nine-year period.

In June, the BPD contracted with the Village of Johnson City to assume the management of the JCPD operations.

1. Organization of the Binghamton Police Department

The organizational structure of the Binghamton Police Department is provided below.


Chief of Police
Internal Affairs/ Administrative Captain
Clerk (2)
Assistant Chief Staff
Assistant Chief Operations
Records Sergeant
Training Sergeant
Patrol Captain (3)
See Following Page
Computer Operator
Patrol Lieutenant (3)
Sr. Typist (2)
Patrol Sergeant (8)
Patrolman (70)



2. Staffing by Classification

Staffing by classification for the Binghamton Police Department is provided in the following table.

Classification	2008	2009	2010 (as of 1/1/10)
Chief	1	1	1
Assistant Chief	2	2	2
Captain	5	5	5
Lieutenant	5	3	3
Sergeant	19	19	19
Patrolman	113	111	98
Principal Clerk			2
Computer Operator			1
Senior Typist			4
General Equipment Mechanic			1
Laborer			1
Parking Meter Maintainer			1
Parking Meter Checker			1
TOTAL			**128 Sworn** **11 Non-sworn**

Note that the above table reflects a total of 98 Patrolmen in the Department. This figure includes six (6) Patrolmen who are on probationary status, and will begin work on March 14, 2011. It is anticipated that these Patrolmen will be certified and able to work an assigned shift in November, 2011. It is anticipated that these six Patrolmen will be placed on a Patrol shift, although it is unclear at this time which shift each will work.

Their numbers are reflected in the table above, as well as in the organization chart preceding it.

The project team did not obtain the number of non-sworn positions in 2008 and 2009, however, the number of sworn staff have decreased from 145 in 2008 to 129 in 2010, a decrease of 16, or 11%. There will be a reported further decrease in personnel in March, 2011, as five (5) Police Officers are retiring that month.

Note that the contractual minimum staffing levels for BPD are as follows:

- Monday through Saturday: 8 during days, and 10 on afternoons and nights.
- Sunday: 7 during days, and 9 on afternoons and nights.

3. Workload and Service Data

This section provides a description of the various workload and service level data collected by the members of the project team.

Type of Crime	2003	2004	2005	2006	2007	2008
Violent	182	155	177	206	214	278
Property	1,947	1,967	1,902	2,353	2,100	2,389

As the table shows, the absolute numbers of both violent and property crimes increased from 2003 to 2008. This was during a period of general population decline, indicating an increase in the incidence of both types of crimes on a per capita basis.

The following table provides data relating to the number of crimes cleared by the BPD in 2008, the most recent year for which complete data were available to the project team.

Crime	Reported	Cleared	Percent Cleared
Homicide	1	1	100%
Forcible Rape	14	4	29%
Robbery	84	39	46%
Aggravated Assault	149	99	66%
Burglary	340	49	14%
Larceny	1,976	433	22%
Motor Vehicle Theft	32	5	16%

The following table provides workload measures related to incidents and calls for service generated by the BPD for 2009 and 2010.

Activity	2009	2010
Incidents requiring written report	33,758	35,092
Quick calls	10,523	8,879
Other activities (tickets issued, transports, school crossings)	20,458	21,973
Total	**64,739**	**65,944**

The next section provides details of the BPD's finances.

4. Department Finances

The BPD adopted 2011 budget is presented in the table below.

Item	Cost
Adopted personal services	$8,353,783
School Guards	$235,000
Holiday pay	$369,344
Education incentive	$23,000
Shift differential	$160,000
Out of title	$15,000
Health insurance incentive	$44,200
Longevity	$124,550
Overtime	$323,470
New vehicles	$66,000
Furniture	$1,500
Equipment	$17,885
Office supplies	$13,000
General operating supplies	$28,440
Printing	$13,904
Vehicle parts	$40,000
Tires	$15,000
Gas	$150,000
Ammunition	$29,101
K-9	$5,646
Construction	$1,500
Clothing allowance	$111,600
Cell phones	$15,600
On house training	$6,100
Outside vehicle repair	$20,000
Building maintenance	$6,000
Equipment repair/maintenance	$25,054
Travel and training	$42,215
Dues/memberships	$2,405
Prisoner meals	$3,000
Reward fund	$1,000
Prisoner transfer	$400
Spec Law Enforcement Fund	$20,000
Background check	$1,500
Subtotal	**$10,275,197**

Item	Cost
Additional: On street parking:	
Meter Checker	$24,956
Meter maintainer	$39,000
Longevity	$520
PT Meter Checker	$12,480
Equipment	$5,500
Supplies	$12,000
Uniforms	$2,420
Total On street parking	**$96,876**
TOTAL DEPARTMENT BUDGET	**$10,372,073**

In addition to the line items in the above table, the City budgets for certain retirement, insurance and social security costs on behalf of BPD employees. These costs, expressed as percentages of direct salaries (except in the case of health insurance which is a calculated cost on a per-employee basis), are reflected below:

Item	Percent of Salary	Calculated Cost
Retirement contribution	20.9%	$1,745,941
Social Security	6.0%	$501,227
Medicare	1.5%	$125,307
Workers' Compensation	5.0%	$417,689
Unemployment insurance	2.0%	$167,076
Health Insurance		$1,901,028
Total	**NA**	**$4,858,268**

The addition of these items to the overall BPD budget in the previous table results in a total 2011 cost of Police services in Binghamton of $15,230,341.

The City of Binghamton and the Binghamton Police Patrolmen's Association negotiated the following salaries with the noted positions/ranks. The salaries are reflective of rates in effect in 2011.

Position/Rank	Salary
Grade 1 Patrol Officer	$61,465
Sergeant	$68,080
Lieutenant	$72,962
Captain	$77,940
Assistant Chief (includes JCPD stipend of $6,000)	$93,085
Chief (includes JCPD stipend of $30,000)	$128,164

B. BROOME COUNTY SHERIFF'S OFFICE

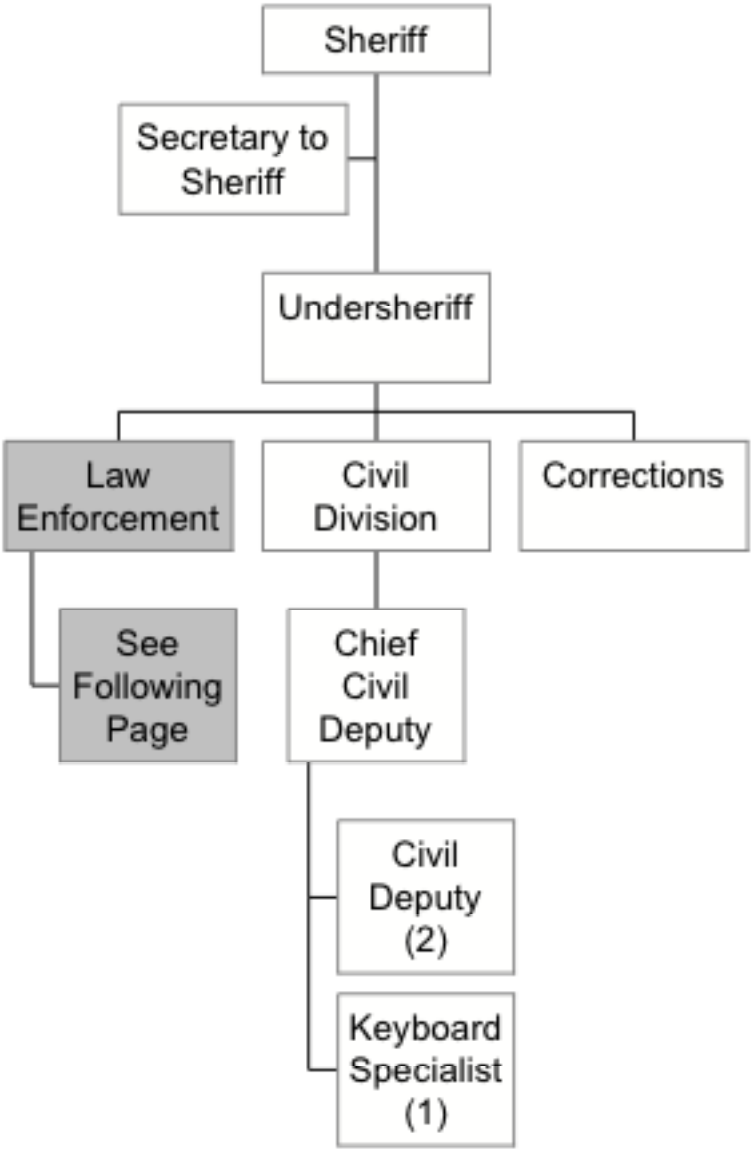
The Broome County Sheriff's Office (BCSO) is a full service law enforcement agency providing services to a population of 194,630 (2009 Census) in a geographical area covering 715 square miles. The population is down from 212,160 in 2000, representing a decline of 17,530, or 8.2% in the nine-year period.

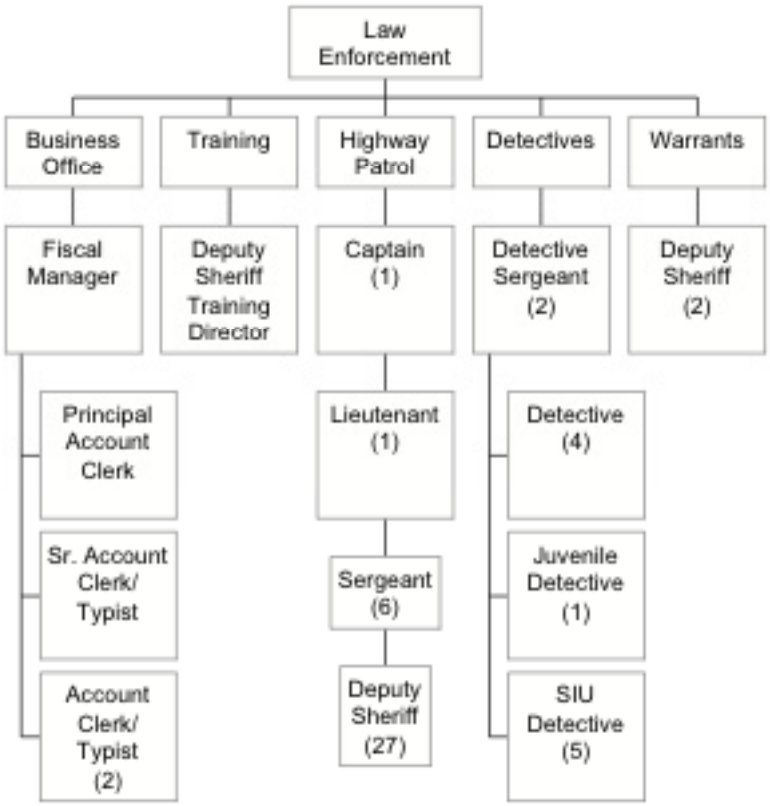
The BCSO's Law Enforcement Division patrols 350 miles of County roads, 1,008 miles of State Highway and 927 miles of roads in various towns in the County. Further, it serves as backup for five municipal law enforcement agencies in the County.

Although the BCSO operates the Jail in the County, the Corrections Division is not a part of this feasibility study, and therefore the project team does not provide workload, staffing or budget details for the Corrections Division here.

1. Organization of the Broome County Sheriff's Office

The organizational structure of the Broome County Sheriff's Office is provided below.


Sheriff
Secretary to Sheriff
Undersheriff
Law Enforcement
Civil Division
Corrections
See Following Page
Chief Civil Deputy
Civil Deputy (2)
Keyboard Specialist (1)


Law Enforcement
Business Office
Training
Highway Patrol
Detectives
Warrants
Fiscal Manager
Deputy Sheriff Training Director
Captain (1)
Detective Sergeant (2)
Deputy Sheriff (2)
Principal Account Clerk
Sr. Account Clerk/ Typist
Account Clerk/ Typist (2)
Lieutenant (1)
Sergeant (6)
Deputy Sheriff (27)
Detective (4)
Juvenile Detective (1)
SIU Detective (5)

2. Staffing by Classification

Staffing by classification for the non-Corrections divisions of the Broome County Sheriff's Office is provided in the following table.

Unit/Classification	Number
Administration	
Sheriff	1
Undersheriff	1
Secretary to Sheriff	1
Civil Division	
Chief Civil Deputy	1
Civil Deputy	2
Keyboard Specialist	2
Business Office	
Principal Clerk	1
Sr. Account Clerk/Typist	1
Account Clerk/Typist	2
Stenographic Specialist	2
Keyboard Specialist	1
Highway Patrol	
Captain	1
Lieutenant	1
Sergeant	6
Deputy Sheriff	27
Detectives	
Detective Sergeant	2
Detective	4
Juvenile Detective	1
SIU Detective	5
T**OTAL**	**62**

Detectives in the BCSO work a 5 & 2 schedule, with the Sergeants over General Investigations and the SIU rotating weeks of on call coverage. Patrol Deputies work a 4 & 2 schedule. Patrol patterns are determined by the available staffing on each shift. The following provides the standard patrol areas:

Zone 1 North	Towns of Binghamton, Conklin, Kirkwood, Windsor, Sanford, Colesville
Zone 2	Towns of Dickinson east of Exit 71, Rte. 17 and Glenwood Road, Chenango, Fenton, Barker, Triangle, Lisle, Nanticoke
Zone 3	Towns of Maine, Union, Vestal, Dickinson west of Exit 71 & Glenwood Road

The following table presents the enhanced staffing patrol area zones.

Zone 1 North	Town of Colesville west of Susquehanna River
Zone 1 South	Towns of Binghamton, Conklin, Kirkwood, Windsor west of Susquehanna River
Zone 1 East	Towns of Sanford, Colesville east of Susquehanna River
Zone 2 North	Towns of Barker, Triangle, Lisle, Nanticoke

Zone 2 South	Towns of Dickinson, Chenango, Fenton
Zone 3 East	Towns of Union and Maine east of Nanticoke Drive and 17C Endicott to Flint Road Nanticke, Vestal Rte. 26 east to Town of Binghamton
Zone 3 West	Towns of Union and Maine west of Nanticoke Drive % 17C Endicott to Flint Road Nanticoke, Vestal Rte. 26 west to Tioga County
Zone 4	Combination Zone 2 South and Zone 3 East

The following table presents the reduced, two-zone system:

Zone 1	All townships to east of the Chenango River from County Line Township of Fenton to City of Binghamton intersection of Rte. 17 & 81, all Townships to east of line from City of Binghamton intersection of Rte. 17 & 81 to Pennsylvania border following Park Ave. & Hawleyton Rd. Towns of Binghamton, Conklin, Kirkwood, Colesville, Fenton, Windsor, Sanford.
Zone 2	All townships to west of the Chenango River lines described in Zone 1 listed above. Towns of Chenango, Dickinson, Barker, Triangle, Lisle, Nanticoke, Maine, Union, Vestal.

3. Workload and Service Data

This section provides a description of the various workload and service level data collected by the members of the project team.

The Patrol Division handled a total of 19,528 calls for service (CFS) in calendar year 2009. A breakdown by shift is provided in the table below.

Shift	CFS	Percentage
Day (0700-1500)	7,362	37.7%
Evening (1500-2300)	9,434	48.3%
Night (2300-0700)	2,732	14.0%
Total	**19,528**	**100.0%**

The breakdown of CFS by day of the week is provided in the following table.

Day	CFS	Percentage
Sunday	2,493	12.8%
Monday	2,752	14.1%
Tuesday	2,800	14.3%
Wednesday	2,915	14.9%
Thursday	2,833	14.5%
Friday	3,103	15.9%
Saturday	2,632	13.5%
Total	**19,528**	**100.0%**

Highlights from a review of the two tables, above, include the following:

- The BCSO receives the greatest percentage of CFS on Fridays, at 15.9% of all calls.

- The evening shift, running from 1500 – 2300, receives the greatest percentage of calls for service, at 28.3%

- The BCSO receives the fewest calls for service on Sundays, at 12.8%, and on the night shift, at 14.0%.

- It should be noted that there are other officer-initiated calls into the dispatch center. These "quick calls" added another 11,972 calls into the dispatch center.

The CFS for the BCSO came from a total of 27 villages and towns, and several from outside the County. A listing of the jurisdictions from which these calls came in 2009 is provided below:

Jurisdiction	Number
City of Binghamton	406
Afton	1
Barker	542
Town of Binghamton	685
Chenango	2,729
Colesville	901
Conklin	814
Town of Deposit	3
Dickinson	3,436
Fenton	1,367
Greene	7
Kirkwood	1,072
Town of Lisle	371
Maine	858
Nanticoke	186
Sanford	73
Triangle	168
Union	4,175
Vestal	81
Town of Windsor	538
Village of Deposit	14
Endicott	161
Johnson City	216
Village of Lisle	35
Port Dickinson	124
Whitney Point	269
Village of Windsor	132
Out of County	13
Multi-jurisdictional	151
Total	**19,528**

As the table shows, the numbers of calls for service range from a low of 1 CFS in the Town of Afton, to a high of 4,175 coming from Union (21.3%), followed by the Town of Dickinson's 3,436 (17.6%).

The BCSO's Detective Division is comprised of two Detective Sergeants who supervise General Investigations and the Special Investigations Unit (SIU). Members of the Detective Division maintain the sex offender registry, DNA gathering and evidence control. They are also assigned to the Southern Tier Child Predator Task Force, Operation Impact, Child Advocacy Case Review Committee, Gang Task Force meetings, Counter Terrorism Zone Meetings, Bank Security Meetings and Retain Security Meetings. The numbers of cases handled by the General Investigations Division's Criminal and Juvenile section, by month for 2009, are presented in the table below.

Month	Criminal	Juvenile
January	33	8
February	30	10
March	27	15
April	24	9
May	25	14
June	25	17
July	31	11
August	49	10
September	24	17
October	21	20
November	18	14
December	19	6
Total	**326**	**151**

The Division initiated a total of 360 arrests in 2009 for felonies (203), misdemeanors (78), violations (3) and juvenile cases (76).

The next section presents budget and financial information for the BCSO.

4. Department Finances

The BCSO 2009 and adopted 2010 budgets are presented in the table below.

Item	2010 Adopted Budget
Personal Services	$4,486,013
Equipment and Capital	$0
Contractual Expenditures	$439,686
Chargeback Expenses	$811,566
Employee Benefits	$1,696,208
Total	**$7,433,473**

Highlights from a review of the above table include the following:

- Although the 2009 budget is not specifically shown above, the budget for 2010 is essentially unchanged on a percentage basis from 2009, adding only $1,710 to the overall budget this year.

- Chargeback expenses, which include such items as insurance premium chargebacks, food service chargebacks, gasoline chargebacks, and others, accounted for $439,686 of the 2010 budget, which represents a decrease of $23,373, or 5.6%.

- Although not shown in the table above, the BCSO generated revenue of $259,371 in 2009, which was $159,055 less than was budgeted. The BCSO budgeted $436,571 in revenues for 2010.

- Note that retiree health care costs of $530,743 have been deducted from the Employee Benefits figures in the table.

Broome County and the Law Enforcement Officers union negotiated the following annual salaries for the noted positions/ranks, effective 2008, with step increases provided:

Position/Rank	Step 1	Step 2	Step 3	Step 4
Deputy Sheriff	$41,267	$46,369	$51,468	$56,573
Deputy Sheriff – Detective				$58,553
Deputy Sheriff – Sergeant				$61,491
Deputy Sheriff – Detective Sgt.				$63,643
Deputy Sheriff – Lieutenant				$65,542
Deputy Sheriff – Training Dir.				$65,542

In addition to the salaries in the table, above, the Captain is compensated at an annual salary of $72,500, the Undersheriff at $74,099, and the elected Sheriff is compensated at an annual salary of $84,033 in 2010.

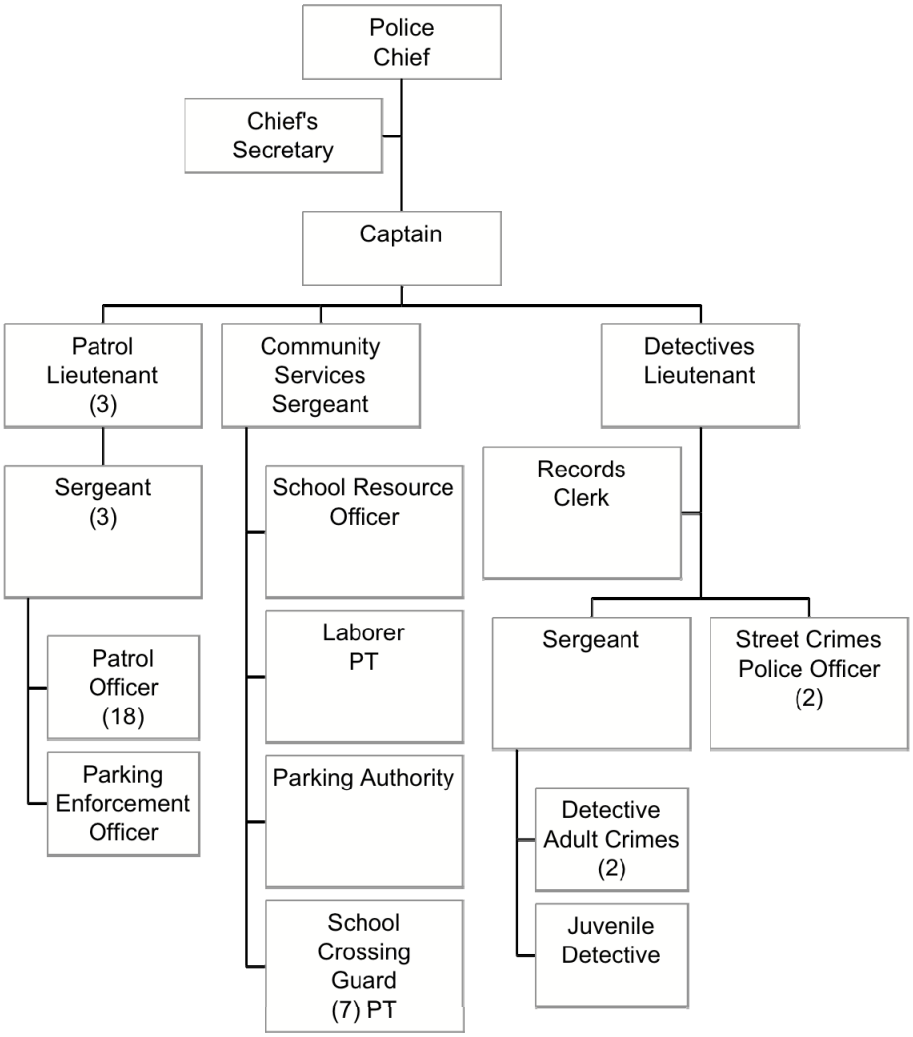
C. VILLAGE OF ENDICOTT POLICE DEPARTMENT

The Village of Endicott Police Department (EPD) provides law enforcement services to a population of 12,306 within a geographical area of 3.1 square miles. The population in the Village has declined from 13,531 in 2000, or 9%.

The EPD is a full service department, providing patrol and investigations as major divisions, and with part time assignments to the Street Crimes Unit, K-9, Special Response Team (SRT), Bomb Squad, Bicycle Patrol, Community Services, Accident Reconstruction, and others.

1. Organization of the Endicott Police Department

There are a total of 35 sworn officers, three (3) full time civilian personnel and nine (9) part time civilian personnel in the EPD. The organizational structure of the Department is provided below.


Police Chief
Chief's Secretary
Captain
Patrol Lieutenant (3)
Community Services Sergeant
Detectives Lieutenant
Sergeant (3)
Patrol Officer (18)
Parking Enforcement Officer
School Resource Officer
Laborer PT
Parking Authority
School Crossing Guard (7) PT
Records Clerk
Sergeant
Street Crimes Police Officer (2)
Detective Adult Crimes (2)
Juvenile Detective

2. Staffing by Classification

Staffing by classification for the Endicott Police Department is provided in the following table.

Unit/Classification	Number
Administration	
Chief	1
Chief's Secretary	1
Captain	1
Patrol	
Lieutenant	3
Sergeant	3
Patrol Officer	18
Parking Enforcement Officer	1
Community Services	
Sergeant	1
School Resource Officer	1
Laborer PT	1
Parking Authority	1
Detectives	
Lieutenant	1
Sergeant	1
Detective – Adult	2
Juvenile Detective	1
Police Officer – Street Crimes	2
Total	**46**

Certain personnel in the Department have part time assignments. These include the following:

Assignment	Personnel
Endicott/Johnson City SRT	8 members
Bomb Squad	6 certified bomb technicians from EPD (one from Fire Dept.)
Child Safety Technicians	2
Swift Water Rescue Team	2 (work with Fire Department)
Bicycle Patrol Officer	2
Accident Reconstructionist	1
CVSA Operator	1
Firearms Instructor	5
Defensive Tactics Instructor	2
EDPRT trained Officers	4

3. Workload and Service Data

This section provides a description of the various workload and service level data collected by the members of the project team.

The following table provides 2005-2009 complaints received by the EPD as well as quick calls, or officer-initiated calls relating to such issues as road hazards, traffic stops, warrant checks, etc.

Call Type	2009	2008	2007	2006	2005
Criminal Complaint	2,393	2,551	2,384	1,632	2,227
General Complaint	7,579	7,709	7,672	8,071	8,003
Subtotal Community-Generated	**9,972**	**10,260**	**10,056**	**9,703**	**10,230**
Quick Calls	4,246	4,815	4,900	4,413	3,839
Total	**14,218**	**15,075**	**14,956**	**14,116**	**14,069**

Workload volumes for the same time period related to vehicles and traffic are presented in the table below:

Activity	2009	2008	2007	2006	2005
Tickets Issued	2,441	2,681	2,989	2,547	2,211
Parking Tickets	4,053	5,275	5,674	6,357	6,502

Notably, tickets issued by the EPD have shown some volatility over the 5-year period, whereas there have been a steady decline in the number of parking tickets issued during the same time period. These have declined by almost 38% since 2005.

The following table shows the number of felony arrests made from 2007 to 2009.

Type of Charge	2009	2008	2007
Arson	1	6	3
Assault	18	16	6
Burglary	21	17	29
Burglary, Attempted	3	4	3
Criminal Contempt	10	22	22
Possession of:			
Controlled Substance	11	11	14
Forged Instrument	11	6	10
Marihuana	0	2	0
Weapon	7	8	6
Stolen Property	8	3	1
Criminal Sale of:			
Controlled Substance	17	31	44

Type of Charge	2009	2008	2007
Marihuana	0	1	0
Criminal Mischief	9	8	13
Criminal Sex Act	2	2	2
DWI	13	6	9
Driving with .10%/.08%	1	0	2
Forgery	7	12	10
Larceny, Grand	14	14	10
Manslaughter	0	0	0
Murder	0	0	2
Murder, Attempted	2	1	0
Rape	4	6	7
Reckless Endangerment	0	2	4
Robbery	5	8	9
Sexual Abuse	5	3	8
Total	**169**	**189**	**214**

Highlights from a review of the table above include the following:

- Overall, the numbers of felony arrests have decreased from 214 to 169 over the three-year period, or by 21%.

- The number of arrests for assault has increased three-fold, from 6 in 2007 to 18 in 2009.

- Arrests for possession of controlled substances have declined markedly, from 44 in 2007 to 17 in 2009, a decline of 61%.

The following table presents workloads of the Detectives Division for the period 2005 through 2009.

Activity	2009	2008	2007	2006	2005
Investigations	379	457	615	549	543
Interviews Conducted	4,422	4,068	4,578	5,060	5,854
Individuals Questioned	117	91	99	173	161
Written Statements Taken	253	350	377	404	233
Fingerprints Taken	1,343	1,848	1,767	1,866	1,521
Search Warrants	9	24	30	34	25
Surveillances	162	192	295	365	262

Highlights from a review of the above table include the following:

- Almost all activities decreased from 2005, with written statements taken being the lone exception.

- Investigations dropped sharply in the five-year period, from 543 in 2005 to 379 in 2009. The decline was even steeper from 2007, when there were 615 investigations, a 38% decrease.

- The number of interviews conducted declined from 5,854 to 4,422 over the five-year period, a 24% decline.

The next section presents budget and financial information for the EPD.

4. Department Finances

The proposed 2010-2011 budget, less retiree health insurance costs, for the Endicott Police Department is $4,188,885. Details of the proposed budget are included in the table, below:

Item	Amount
Salaries for Police Officers	$2,432,166
Contractual Obligations	$39,000
Salaries for Support Staff	$116,544
Overtime	$92,500
Property & Liability Insurance	$70,000
NYS Retirement	$458,678
NYS Disability Insurance	$1,500
Social Security	$193,813
Worker's Compensation	$60,000
Less: Retiree Health Costs	($424,330)
Health Insurance	$770,803
Vehicles	$75,000
Telephone/Computer	$95,676
Electric	$14,000
Gasoline	$75,000
Building Maintenance	$12,000
Cleaning Contract	$10,000
Radio Equipment	$15,000
Central Garage	$40,000
Training	$10,000
Travel	$1,500
Special Response Team	$3,700
Traffic Supplies	$1,200
Medical Supplies	$1,800
Firearms Supplies	$6,425
Auxiliary Police	$3,000
Bomb Squad	$3,360
Evidence	$4,500
Background Investigation	$1,050
Clothing-Departmental	$5,000
TOTAL	**$4,188,885**

The Village of Endicott and the Endicott Police Benevolent Association, Inc., negotiated the following salaries for the noted positions/ranks.

Position/Rank	6/1/09	5/31/10	6/1/10	6/1/11	6/1/12	6/1/13
		$500 added to base	3% raise	3% raise	3.5% raise	3.5% raise
Entry Level	$34,940.56	$35,440.56	$36,503.78	$37,598.89	$38,914.85	$40,276.87
After 6 mos.	$38,313.49	$38,813.49	$39,977.89	$41,177.23	$42,618.43	$44,110.08
2nd Grade	$47,723.10	$48,223.10	$49,669.79	$51,159.89	$52,950.48	$54,803.75
1st Grade	$56,903.80	$57,403.80	$59,125.91	$60,899.69	$63,031.18	$65,237.27
Sergeant	$61,894.70	$62,394.70	$64,266.54	$66,194.54	$68,511.35	$70,909.24
Lieutenant	$66,748.66	$67,248.66	$69,266.12	$71,344.10	$73,841.15	$76,425.59
Captain	$78,938.29	$79,438.29	$81,821.44	$84,276.08	$87,225.74	$90,278.65
Chief	$83,260.14	$83,760.14	$86,272.94	$88,861.13	$91,971.27	$95,190.27

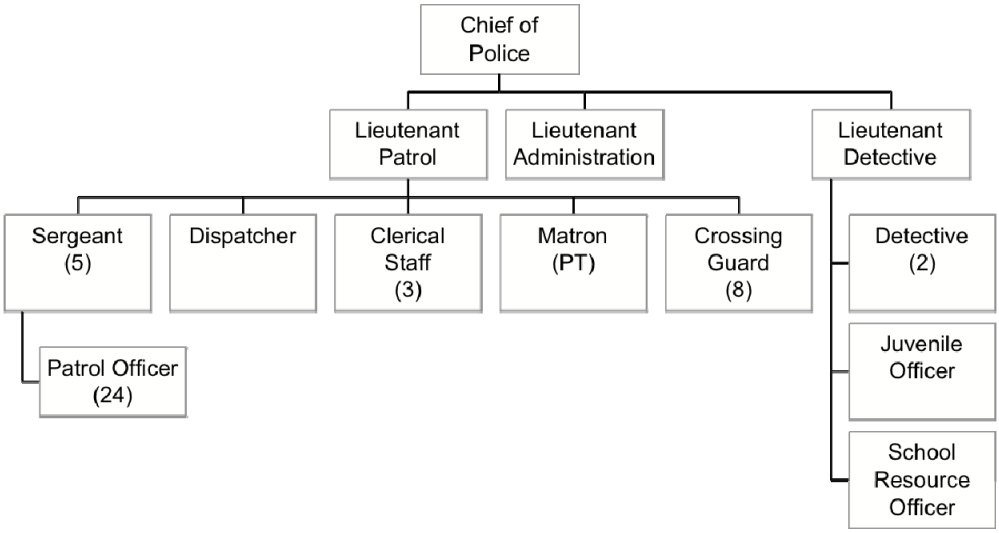
D. TOWN OF VESTAL POLICE DEPARTMENT

The Vestal Police Department (VPD) is a full service law enforcement agency providing service to a population of 27,369 within a geographical area covering 52.5 square miles. The Town's population has increased from 26,733 since 1990, making it the only municipality in this study to have experienced an increase in population over the past decade.

Although the Town has a very low incidence of criminal activity, it is the home of Binghamton University, which has a population of 13,000 students, and an additional 2,000 faculty and staff. The Town contains the major east-west corridors of State Routes 17 and 434, as well as Vestal Road, and the north-south corridors of Stet Routes 26 and 201. The VPD's Patrol Division is responsible for handling complaints, crime prevention, citizen safety and vehicular traffic issues. The Detective Division conducts case investigations and assists patrols when necessary, handle intelligence gathering and evidence handling as well.

1. Organization of the Vestal Police Department

There are a total of 37 sworn officers, four (4) full time civilian personnel, one part time Matron, and eight (8) part time Crossing Guards in the VPD. The organizational structure of the Department is provided below.



2. Staffing by Classification

Staffing by classification for the Vestal Police Department is provided in the following table.

Unit/Classification	Number
Administrative	
Chief	1
Administration	
Lieutenant	1
Patrol	
Lieutenant	1
Sergeant	5
Patrol Officer	24
Dispatcher	1
Clerical Staff	3
Matron (PT)	1
Detective	
Lieutenant	1
Detective	2
Juvenile Officer	1
School Resource Officer	1
Total	**50**

The minimum staffing requirements for the Patrol Division are as follows:

- Day Shift (7:00 am – 3:00 pm): Four (4) Officers
- Afternoon Shift (3:00 pm – 11:00 pm): Five (5) Officers, except Sundays, which require four (4) Officers. Desk is closed on Sundays.
- Midnight Shift (11:00 pm – 7:00 am):

  Sunday through Thursday: 11:00 pm – 3:00 am, four (4) Officers
  3:00 am – 7:00 am three (3) Officers

  Friday/Saturday 11:00 pm – 7:00 am: Five (5) Officers

3. Workload and Service Data

This section provides a description of the various workload and service level data collected by the members of the project team. The VPD handled 9,687 complaint calls in 2009, plus an additional 7,430 "quick calls", for a total of 17,117. The total complaint calls for 2005-2009 are presented in the table below:

Year	Complaint Calls
2005	11,491
2006	11,041
2007	10,666
2008	10,964
2009	9,687

As the table shows, the numbers of complaint calls have declined relatively consistently since 2005, when 11,491 such calls were received, which was 1,761, or 15.3%, more than were received in the most recent complete year.

Similarly, the numbers of incident-based offenses declined from 2007 to 2009, as the table below shows:

Offense	2009	2008	2007
Murder	0	0	0
Negligent Manslaughter	0	0	0
Rape	2	0	0
Robbery	3	0	0
Aggravated Assault	7	17	8
Simple Assault	157	142	120
Burglary	35	45	25
All Larceny	481	556	558

Motor Vehicle Theft	5	3	14
Criminal Impersonation	64	136	83
Total	**754**	**899**	**808**

As the table shows, the total offenses declined from 808 to 754 from 2007 to 2009, a 6.7% decrease. Other highlights from a review of the table include the following:

- The decline from 2008 to 2009 was 145 offenses, a 16.1% decrease.
- Larcenies declined by 13.8%, from 558 to 481 in the three-year span.
- Criminal impersonation, including identity theft, sharply rose from 83 events in 2007 to 136 in 2008, an approximate 64% increase. However, these declined markedly in 2009, to 64, equating to a 53% decline.
- Running counter to the trend of declining offenses, simple assaults and burglaries showed significant increases over the three years. Simple assaults rose from 120 in 2007 to 157 in 2009, a 31% increase, and burglaries rose from 25 to 25 in the same period, equating to a 40% increase.
- The total of 754 offenses equates to an incidence of 27.5 per 1,000 population.

The Patrol Division issued a total of 3,102 traffic tickets in 2009. This included 29 felonies, 581 misdemeanors, and 2,493 traffic infractions of the Vehicle & Traffic Law. The total numbers of tickets issued from 2005 though 2009 are shown in the table below:

Year	Traffic Tickets Issued
2009	3,102
2008	3,557
2007	3,398
2006	3,676
2005	3,498

As the table shows, the number of tickets issued remained relatively stable from 2005 through 2008, when the average was 3,532. However, the number issued declined markedly in 2009 to a total of 3,102, representing a 14% drop from the previous four-year average. There were a total of 166 reported personal injury

accidents in 2009, which equates to a ratio of almost 19 tickets per personal injury in Vestal. Data by the Northwestern University Traffic Safety Institute have indicate that there is a relationship between the numbers of citations issued and the number of personal injury accidents, and that a ratio of between 30 and 40 citations per injury accident result in an effective traffic enforcement program.

4. Department Finances

The 2010 budget for the Vestal Police Department is $4,173,333. Details of the proposed budget are included in the table, below:

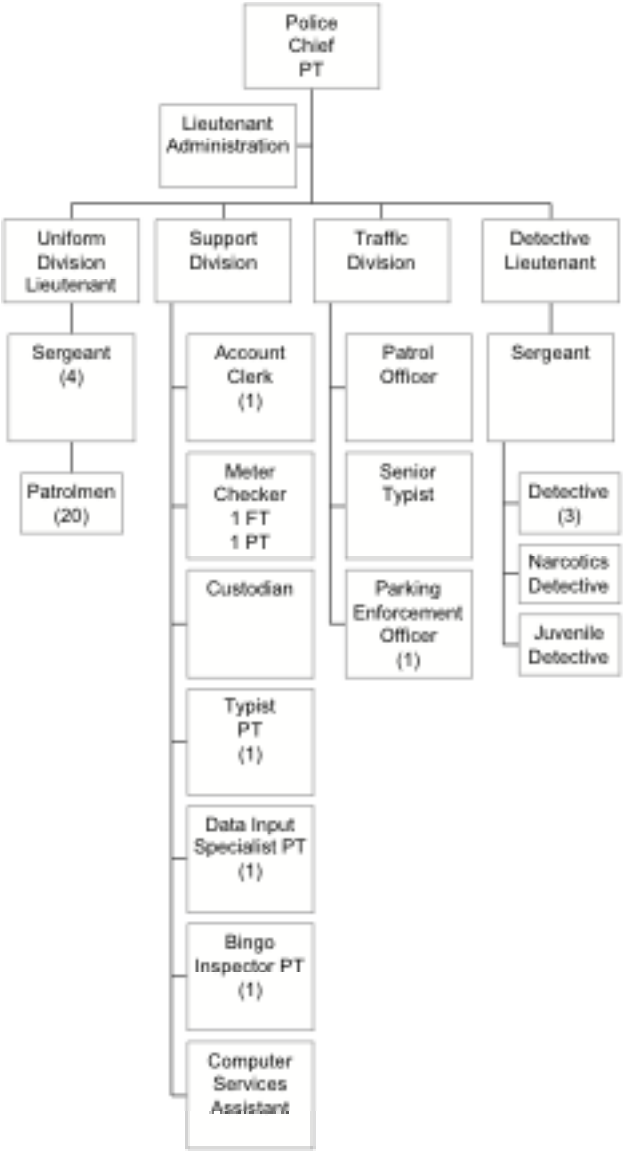
Item	Amount
Salaries	$2,428,392
Salaries, CSEA employees	$96,048
Part Time Labor	$7,667
School Guards	$40,000
Spec. Off. & Emergency PT Dispatcher	$4,000
Overtime	$119,068
Shift Premiums	$48,000
VSPA On Call Pay	$18,250
PBA Officer in Charge Pay	$3,224
Contractual and Professional Services	$2,000
Office Expenses & Supplies	$5,500
Educational & Travel	$8,000
College Tuition and Books	$4,000
Vehicle Maintenance	$45,000
Telephone & Radio Lines	$4,000
Cellular Telephone	$8,500
Operating Expense and Supplies	$17,000
K-9	$1,500
Mobile Data Terminal Program	$4,750
Uniform & Clothing Allowance	$38,175
Gasoline	$65,000
Machine Maintenance and Leases	$2,900
Software Maintenance	$2,155
Books, Periodicals, Dues, Subscrips.	$750
NYS Retirement	$395,000
NYS Retirement CSEA Employees	$10,757
FICA	$211,495
Workers Compensation	$30,000
Disability & Life Insurance	$324
Health Insurance Buyout	$18,000
Health/Dental	$447,099
Health/Dental CSEA Employees	$47,904
BAN P&I	$38,875
TOTAL	**$4,173,333**

E. VILLAGE OF JOHNSON CITY POLICE DEPARTMENT

The Village of Johnson City Police Department (JCPD) provides law enforcement services to a population of 14,629 within a geographical area of 4.4 square miles. The population in the Village has declined from 16,880 in 2000, or 13%. The JCPD has a Uniform Division and Detectives Division, as well as a Support Division that provides clerical, administrative and maintenance support, as well as a Traffic Division that is responsible for posting and monitoring traffic signs, ordering and maintaining RADAR units, Breathalyzers and Datamaster, as well as vehicle maintenance and ordering of emergency equipment.

1. Organization of the Johnson City Police Department

There are a total of 39 sworn officers, six (6) full time civilian clerical and administrative personnel, one full time Crossing Guard, a Meter Checker, a Custodian, and two Laborers in the JCPD. The organizational structure of the Department is provided below.



2. Staffing by Classification

Staffing by classification for the Johnson City Police Department is provided in the following table.

Unit/Classification	Number
Administrative	
Chief (from Binghamton)	1
Assistant Chief (from Binghamton)	2
Lieutenant	1
Uniform Division	
Lieutenant	1
Sergeant	4

Unit/Classification	Number
Patrolman	20
Detective Division	
Sergeant	1
Detective	3
Juvenile Detective	1
Narcotics Detective	1
Support Division	
Account Clerk	1
Computer Services Asst.	1
Meter Checker FT	1
Meter Checker PT	1
Typist PT	1
Data Input Specialist PT	1
Bingo Inspector PT	1
Custodian	1
Traffic Division	
Patrol Officer	1
Parking Enforcement Officer	1
Senior Typist	1

3. Workload and Service Data

This section provides a description of the various workload and service level data collected by the members of the project team.

The JCPD made a total of 1,396 traffic arrests in 2009, which was an increase of 76 over the prior year. The following table shows the arrests for the past three years for which full-year data exist.

Year	Arrests
2009	1,396
2008	1,320
2007	1,574

As the table shows, traffic arrests were up by 76 from 2008 to 2009, however 2009 represented a decrease of 178, or11%, from 2007.

The following table presents criminal complaints by type for 2009 for the JCPD.

Incident Type	Number
ABC Law	8
Assault	44
Burglary	107
Criminal Mischief	208
Disturbance	289
Dispute	399

Incident Type	Number
Fight	126
Noise	405
Domestic	572
Fireworks	20
Forgery/Fraud	58
Harassment	388
Larceny	853
MV Theft	23
Local Ordinance Violation	18
Dumping	7
MHL	164
Narcotics	57
Child Offense	17
Other Investigation	199
Persons Annoying	248
Sex Offender Registry	9
Robbery	9
Sex Related Incident	33
Suspicious Incident/Person/Vehicle	496
Trespass	71
Weapons	13
Shots Fired	21
Total	**4,862**

The following table provides certain miscellaneous activities conducted by the JCPD in 2008 and 2009.

Workload/Activity	2008	2009
Alarms-Business/Car/Residence	342	387
Animal-All Complaints	135	123
Open Doors/Windows	86	80
Property/Evidence Handled	1,415	1,467
Property Recovered for Patrol	$97,044.00	$47,782.26
Quick Calls	3,259	3,317
Subpoenas	485	647
Warrants/JCPD/Arrests/Bench/Other	192	158
Injury Accidents	108	97
Parking Tickets	5,790	6,836
Ratio of Parking Tickets to Injury Accidents	54:1	70:1
Complaints and Quick Calls Received	14,106	13,908

Note that Calls for Service data provided to the project team for 2009 in a separate electronic spreadsheet totaled 10,306. However, when subtracting the number of Quick Calls (3,317) from the total of Complaints and Quick Calls Received as shown in the table (13,908), there is a discrepancy, as this subtraction indicates a total of 10,591, 285 calls greater than was reported in the spreadsheet.

The JCPD Detective Division reported the following activities and workloads for 2009.

Workload/Activity	2008	2009
Complaints Received	558	510
Complaints Closed	378	341
Complaints Investigated from Prior Years	32	5
Adult Arrests	506	252
Warrants	48	30
Juvenile Apprehensions	339	256
Total Juvenile Complaints	228	179

4. Department Finances

The 2010-2011 adopted budget for the Johnson City Police Department is $3,388,047. Details of the proposed budget are included in the table, below:

Item	Amount
Personal Services	$2,405,613
Equipment	$45,509
Contractual	$328,223
Total	**$2,779,345**

In addition to the line items in the above table, the Village budgets for certain retirement, insurance and social security costs on behalf of JCPD employees. These costs, expressed as percentages of direct salaries (with the exception of health insurance cost, which is a calculated figure based on a per-employee amount), are reflected below:

Item	Percent of Salary	Calculated Cost
Retirement contribution	20.9%	$502,773
Health Insurance		$568,788
Social Security	6.0%	$144,337
Medicare	1.5%	$36,084
Workers' Compensation	5.0%	$120,281
Unemployment insurance	2.0%	$48,112
Total	**NA**	**$1,420,375**

The addition of these items to the overall JCPD budget in the previous table results in a total 2011 cost of Police services in Johnson City of $4,199,720.

The Village of Johnson City and the Village of Johnson City Management Group negotiated the following salaries with represented positions effective June 1, 2004 through May 31, 2005, with the noted negotiated annual increases to be applied through June 1, 2007 (the latest year for which the project team possessed data):

Salary/Increase	Police Chief	Assistant Chief
Base Negotiated	$71,739.36	$66,083.77
6/1/05 – 2% increase	$73,174.15	$67,405.45
12/1/05 – 2% increase	$74,637.63	$68,753.55
6/1/06 – 2% increase	$76,130.38	$70,128.62
12/1/06 – 2% increase	$77,652.99	$71,531.20
6/1/07 – 4% increase	$80,759.11	$74,392.44

The Collective Bargaining Agreement between the Village of Johnson City and the Johnson City Police Association established the following salaries for the noted positions through May 31, 2003 (the latest year for which the project team possessed data):

Position/Rank	Salary
Captain	$58,246
Lieutenant	$54,352
Sergeant	$51,009
Patrol, 1st Grade	$46,839
Patrol, 2nd Grade	$36,174
Patrol, 3rd Grade	$33,721
Patrol, 4th Grade	$27,297

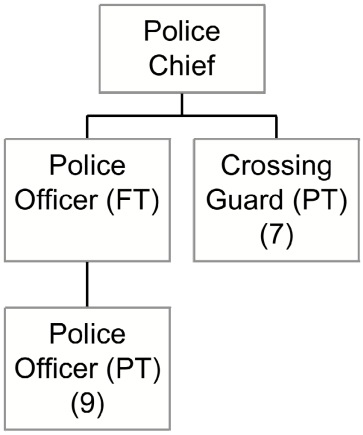
E. VILLAGE OF DEPOSIT POLICE DEPARTMENT

The Village of Deposit Police Department (DPD) provides law enforcement services to a population of 789 in Broome County and 787 in Delaware County, for a total population of 1,576 within a geographical area of 43 square miles. The population in the Village has declined from 1,936 in 2000, or almost 19%. The Village is located by the North Branch of the Delaware River and the Southern Tier Expressway, 30 miles east of Binghamton, with about half of the population in Broome County and the other half in Delaware County.

The DPD consists of only a Chief, one full time Police Officer, and nine (9) Part time Police Officers. In 2009, the Department lost one of its full time Officers to another local Sheriff's Office, effectively reducing police services to the community. Criminal activity in the Village has, according to the most recent annual report, has risen subsequent to the resignation of the other full time Police Officer.

1. Organization of the Village of Deposit Police Department

There are a total of 2 sworn officers, nine (9) part time Police Officers and seven (7) part time Crossing Guards in the DPD. The organizational structure of the Department is shown below.



2. Staffing by Classification

Staffing by classification for the Deposit Police Department is provided in the following table.

Unit/Classification	Number
Chief	1
Police Officer (FT)	1
Police Officer (PT)	9
Crossing Guard (PT)	7
Total	**19**

Although there are nine (9) Offices shown as part time employees, this is not technically the case under Civil Service Rules, as these Rules define part time

employees as those working 20 hours per week. The officers listed in the table do not work 20 hours per week, and do not, in fact, work regular schedules. Interviews with DPD personnel indicate that these officers approximate about 0.1 FTE each.

3. Workload and Service Data

The following table provides a description of the various workload and service level data collected by the members of the project team.

Workload/Activity	Number
Reported Incident (Broome County only)	215
Incidents Closed by Investigation	A reported 9 cases remained open as of end of year. Therefore, 206 were closed
Incidents Closed with adult arrest warrant	138
Incidents Closed with Juvenile Arrest	2
Felony Arrests	23
Misdemeanor Arrests	81
Violation Arrests	22
Infractions	14
Other Arrests	9
Traffic Tickets Issued	465

4. Department Finances

The 2010-2011 adopted budget for the Deposit Police Department is $261,050. Details of the proposed budget are included in the table, below:

Item	Amount
Personal Services (Salaries)	$177,188
Retirement	$13,805
Health Insurance	$26,722
Dental Insurance	$3,220
Unemployment Insurance	$1,035
Social Security	$4,280
Equipment	$6,800
Contractual Services	$28,000
Total	**$261,050**

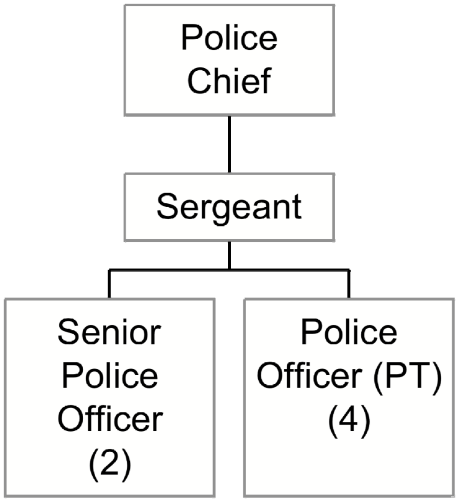
F. VILLAGE OF PORT DICKINSON POLICE DEPARTMENT

The Village of Port Dickinson Police Department (PDPD) provides law enforcement services to a population of 1,585 (per 2009 estimate) in Broome County within a geographical area of 0.63 square miles. The population in the Village has

declined from 1,697 in 2000, or about 6.6%%. The Village is located just north of Binghamton and south of the Town of Fenton, with the Chenango River bordering to the west, and on the east by the Town of Kirkwood. The PDPD consists of only a Chief, one full time Sergeant, two (2) full time Senior Police Officers, and four (4) part time Police Officers. Part-time Officers are budgeted for a total of 3.5 hours per week.

1. Organization of the Village of Port Dickinson Police Department

As noted above, there is a Chief, and Sergeant, two full time Senior Police Officers and four part time Officers in the PDPD. The organizational structure of the Department is shown below.



2. Staffing by Classification

Staffing by classification for the Port Dickinson Police Department is provided in the following table.

Unit/Classification	Number
Chief	1
Sergeant	1
Sr. Police Officer (FT)	1
Police Officer (PT)	4

3. Workload and Service Data

The following table provides a description of the various workload and service level data collected by the members of the project team.

Workload/Activity	2009 Number	2010 Number
Complaints	1,523	1,588
Arrests	541	648
Traffic Tickets Issued	709	810

4. Department Finances

The 2010-2011 adopted budget for the Port Dickinson Police Department is $286,238. Details of the proposed budget, as well as that of 2009-2010, are included in the table, below:

Item	FY 09-10	FY 10-11
Personnel and Related Expenses	$243,469	$235,704
FICA	NA	$21,897
Retirement	NA	$20,671
Health Insurance	NA	$37,240
Contractual and Related Expenses	$37,026	$38,534
Equipment and Related Expenses	$12,000	$12,000
Total	**$292,495**	**$366,046**

APPENDIX B
SUMMARY OF FOCUS GROUP CONDUCTED ON LAW ENFORCEMENT FEASIBILITY

The Matrix Consulting Group conducted a focus group with municipal and community leaders on January 11th, 2011. The Focus Group was comprised of elected officials and community leaders from more than a half-dozen Broome County communities. The group focused on addressing a number of issues, in a structured way, led by a member of our project team. The issues covered in the focus group meeting included:

- What were community views towards current services? Respondents might consider response times, programs, community focus, traffic enforcement or other issues.
- What changes would participants make to the current service delivery system under current financial constraints, or alternatively, if money were no object?
- What are participants views regarding service delivery alternatives, including: contracting with another agency for service, fully consolidating with another agency or functional (programs, units, etc.) consolidation?
- What are the significant impediments to change under the current system? What issues might facilitate change?
- What are the advantages and disadvantages of staying the same compared to the alternatives?

The exhibit that follows provides a summary of the focus group session:

Topic	Findings
Views Towards Current Services?	• Current services are excellent. • Current services are minimal in rural areas. • Officers are responsive to community needs. • Reductions in the number of officers in most communities have caused some of the increases in crime. • Law enforcement agencies work well together (specific examples included the BCSO and the NYSP in rural areas). • Recognize that services are expensive to provide, but view law enforcement services as critical.
What Would They Change?	• If money were no object, increase staffing. • With money as it is today, participants did not view change as practical or necessary.
Views Towards Alternative Service Delivery Methods?	• Contracts for service viewed as a possibility. • Most indicated that contracts for service would be the most desirable approach due to their flexibility and the fact that they can be changed. • Full consolidation was viewed with more skepticism. Specific concerns were expressed regarding the variations in levels of service, urban vs. non-urban issues (defined as: gangs, drugs, violent crime, etc.).
What Are the Impediments to Change?	• Varying levels of service delivery in the communities. • Significant law enforcement issues in some communities that are less prevalent in others. • Potential loss of local law enforcement services and known providers and officers / deputies / troopers. • Concerns that local tax payers in suburban communities will be asked to pay increased costs to cover Binghamton and other urban area law enforcement costs. • Concerns that any consolidation will result in a reduction in law enforcement coverage in suburban areas in an effort to provide appropriate service levels in urbanized areas.
What Are the Incentives for Change?	• Increasing pressure on center-city budgets will require novel solutions. • Opportunity for all communities to resist pressure to reduce services by finding joint approaches that are more cost-effective. • Improved regional efforts at addressing criminal issues.

Topic	Findings
What Are the Advantages of Alternatives to the Current Approach?	• May produce some savings in terms of local budgets. • Could result in enhanced coordination of service delivery for all law enforcement services. • Would allow for regional approaches to new law enforcement challenges such as increasing gangs and drug issues.
What Are the Disadvantages of Alternatives to the Current Approach?	• Loss of local identity – particularly in the Villages. • Suburban communities having to take on the issues found in Binghamton and the other urban core areas. • Shifting costs from Binghamton to other communities. • Reduction in law enforcement services in suburban and rural communities as resources are pulled into the center of the urbanized areas. • Loss of local control. • Creation of a single, larger union which could be more difficult to control.

APPENDIX C
EXAMPLE INTER-MUNICIPAL AGREEMENT (BETWEEN THE CITY OF BINGHAMTON AND THE VILLAGE OF JOHNSON CITY)

The Matrix Consulting Group conducted a focus group with municipal and community leaders on January 11th, 2011. The Focus Group was comprised of elected officials and community leaders from more than a half-dozen Broome County communities. The group focused on addressing a number of issues, in a structured way, led by a member of our project team. The issues covered in the focus group meeting included:

DRAFT

AGREEMENT FOR SPECIALIZED LAW ENFORCEMENT SERVICES

This agreement, made this 1st day of May, 2012, BY AND BETWEEN,

CITY OF BINGHAMTON, a municipal corporation of New York with offices at xxx, Binghamton, New York (CITY), acting through its Police Department (POLICE),

and

VILLAGE OF JOHNSON CITY, a municipal corporation of New York with offices at xxx, Johnson City, New York xxx (VILLAGE)

1. STATEMENT OF AGREEMENT

THE CITY and the POLICE will provide "Specialized protection" to the VILLAGE during the term of this agreement. The VILLAGE agrees to pay for such services as outline herein. Both parties wish to continue this mutually beneficial relationship.

2. LEGAL BASIS

This agreement is authorized by 119-0 of the General Municipal Law.

3. SPECIALIZED PROTECTION

Specialized protection is that protection given to the VILLAGE in excess of that normally furnished by the POLICE. In this case, Specialized Protection is defined as a higher quality and level of exclusive service not normally provided by regular CITY patrol. All

references to Specialized Protection or specialized law enforcement services are those services to be delivered hereunder.

4. DELIVERY OF SERVICE

4.1 Service Area: The POLICE shall provide Specialized Protection within the corporate limits of the VILLAGE. Assigned Deputies will not leave the VILLAGE except in an extreme emergency and will continue the expanded presence and patrol for designated parklands and residential and secondary roadways within the VILLAGE.

4.2 Enforcement Responsibilities: The POLICE shall enforce State statutes, CITY ordinances and those VILLAGE ordinances that are of the same type and nature as CITY ordinances enforced by the POLICE. The POLICE shall not be required to assume any other enforcement duty or function not consistent with those customarily performed by the POLICE under the laws of the State.

4.3 Quantity of Service: The POLICE shall deliver xxx hours of Specialized Service Protection each week.

4.4 How Delivered: The POLICE shall provide four deputies and one patrol car to patrol the VILLAGE. The specific times of patrol will be determined by the POLICE and the VILLAGE MAYOR.

4.5 Reporting: The POLICE shall provide to the VILLAGE a monthly report of the specialized protection.

4.6 Service Management: The POLICE shall determine the planning, organization, scheduling direction, and supervision of his personnel and all other matters incident to the delivery of specialized law enforcement services to the VILLAGE. The POLICE shall retain executive authority over his personnel.

4.7 Responsiveness: The POLICE shall promptly consider all VILLAGE requests regarding the delivery of specialized law enforcement services and make every effort to comply with them in a manner consistent with good law enforcement practices and this agreement.

4.8 Dispute Resolution: Any conflict regarding the extent or manner of performance o the specialized law enforcement services shall be resolved by the POLICE and VILLAGE MAYOR. The POLICE'S decision shall be final and conclusive.

4.9 Coordination: The VILLAGE and the POLICE shall each designate a specific individual and alternates to coordinate and implement the delivery of specialized law enforcement services to the VILLAGE.

5. RESOURCES

DRAFT

5.1 CITY Responsibilities: Except and otherwise agreed, the CITY and the POLICE shall furnish all labor, equipment, facilities and supplies.

6. LIABILITY
The CITY shall assume liability for and secure the VILLAGE from claims and/or all costs for damages allegedly caused by POLICE'S personnel and arising out of the performance of this agreement.

7. PERSONNEL
7.1 Employee Status: For purposes of this agreement only, all persons employed by the POLICE for this Specialized Protection shall be CITY officers or employees, and they shall not have any benefit, status, or right of VILLAGE employment.

7.2 Payment: The VILLAGE shall not be liable for the direct payment of salaries, wages, workers compensation benefits or any other compensation for CITY officers or employees providing specialized law enforcement services hereunder.

8. FEES
The VILLAGE shall pay the CITY the sum of $xxx per year, in equal monthly installments for Specialized Protection.

9. DURATION
The term of this agreement shall be for three years: 6/1/12 – 5/31/15.

10. TERMINATION
This agreement may be terminated at any time upon ninety days (90) prior written notices to the other party.

11. AUTHORIZATION
This agreement is made and executed pursuant to CITY Resolution # 112-07 and a resolution approved by the VILLAGE board of Binghamton #

12. EXECUTION
The parties have hereunto signed this agreement on the day and year appearing opposite their respective signatures.

DRAFT

ATTEST: CITY OF BINGHAMTON, NEW YORK

BY

MAYOR DATE
Per Resolution #

POLICE CHIEF DATE

ATTEST: VILLAGE OF JOHNSON CITY, NEW YORK

BY: DATE
MAYOR

APPROVED AS TO FORM AND CONTENT

CITY ATTORNEY

DRAFT

APPENDIX D: NY GENERAL MUNICIPAL LAW ARTICLE 6

New York State General Municipal Law, Article 6

§ 121-a. Creation of village and town police department in certain towns and villages. Notwithstanding the provisions of any law, general or special, the town board or boards of a town or towns in the same county and the board or boards of trustees of an incorporated village or villages located wholly within such town or towns, may, upon the adoption of propositions therefor duly submitted in such town or towns and village or villages, determine to create a joint town and village police department for such town or towns and village or villages. The proposition to be submitted in such village or villages may be submitted at a general or special election of each village and the proposition to be submitted in such town or towns may be submitted at a general or special election of each town. Upon the adoption of a proposition therefor as herein provided, the town board or boards and the board or boards of trustees of the village or villages shall meet in joint session, at a time and place to be determined by agreement of such boards, and organize such joint police department and establish rules and regulations governing the same. Such boards shall at such meeting, by a majority vote, appoint a chief of police for such joint police department. Such chief of police shall be a resident of the area covered by such joint department and be subject to the control, direction and supervision of such joint boards. Such chief of police shall be appointed for a term of office of three years, and shall receive such compensation as the town and village boards at joint session may determine. A chief of police may be removed by joint action of the town and village boards upon written charges for malfeasance or misfeasance in office. Such charges shall be filed in duplicate in the offices of the town and village clerks and a copy thereof served personally on the chief of police. The town and village boards shall, in joint session, designate a time and place for a hearing upon such charges and cause notice of such hearing to be served personally upon the chief of police at least five days before the day set for the hearing. The town and village boards shall hear the evidence in support and in defense of such charges and by majority vote make an order sustaining or dismissing the charges. An order sustaining the charges shall operate as a removal and the town and village boards shall thereupon appoint another person to fill the vacancy. The person so appointed shall hold office for the balance of the unexpired term or until the entry of a final order by a court of competent jurisdiction determining that the chief of police was wrongfully or unlawfully removed. An appeal to the county court may be taken by the chief of police removed within thirty days after personal service of a copy of such order of removal. The county court shall consider the charges presented and review the evidence taken before such joint board. It may hear additional evidence and shall make such determination as justice requires. A copy of such order shall be filed in the offices of the town and village clerks. An order by the county court determining the charges shall, upon such filing, act as the reinstatement of the person removed. The board or boards of trustees of each village shall appoint village policemen for service inside the area covered by such joint department, and the town board or boards shall appoint town policemen for service inside the area covered by such joint department. Such town and village policemen shall be appointed for such terms of office and receive such compensation as the town or village board may determine. The expense of village policemen, chargeable by law to a village shall be a charge against the village employing them, and the expense of the town policemen chargeable by law to a town, shall be a charge against real property in the town employing them situated outside of such participating village or villages. The salary of the chief of police and other expenses of the department, except compensation of village and town policemen, shall be apportioned between the village or villages and the town or towns by such boards in joint

session. The portion of such expense to be borne by a town shall be a charge in that portion of the town situated outside of such participating village or villages and the portion to be borne by a village a village charge. Upon the creation of a joint town and village police department as herein provided, the term of office of all town constables heretofore elected in such town or towns shall terminate and thereafter no constables shall be elected in any such town, unless and until such police department is abolished as hereinafter provided. A joint police department established as provided by this section may be abolished upon the adoption of a proposition duly submitted at a general or special village or town election to take effect on January first succeeding the next general election at which town officers are elected. Whenever the town board of a town or towns in the same county and the board of trustees of an incorporated village or villages located wholly within such town or towns, either create or abolish a joint town and village police department, the joint board taking such action shall notify the commissioner of the division of criminal justice services of the action taken by them within thirty days of such action.