

POLICE SERVICES STUDY:

**City of Beacon
Town of Fishkill
Village of Fishkill**



Contents

Acknowledgements	4
Executive Summary.....	5
Report Preparation.....	7
Conclusions of Analysis.....	8
Recommendations.....	9
Other Shared Service Recommendations.....	10
Introduction.....	11
Background & Existing Conditions	13
Demographics	13
Dutchess County	13
The Three Study Communities.....	14
City of Beacon Demographics	14
Town of Fishkill Demographics	15
Village of Fishkill Demographics.....	16
Recent History of Policing in Study Communities.....	17
Study Methodology.....	19
Survey of Elected Officials	19
Police Department Organization Structure	21
City of Beacon.....	21
Town of Fishkill.....	22
Village of Fishkill.....	23
Inventory of Police Services	24
Data Analysis.....	25
Calls for Service Analysis	25
Workload-Based Demand by Shift.....	29
Crime Trends (FBI Data).....	33
Financial Analysis	41
A Statewide Perspective	41
Police Services - Breakout by Expense Category	45
Review of Case Studies	51
Saugerties Police Consolidation Study (2009-2011).....	51
Highland Falls Local Government Reorganization Study (2016-2017)	53
Hudson Falls Police Services Study (2014-2015)	55

Village of Dryden Police Services Restructuring Study (2014)	57
Police Consolidation Involving Cities	58
Consolidation/Shared Service Options	60
Consolidation of City, Town, and Village Departments	60
Merger of Town and Village Departments.....	61
Shared Services Between Village and Town (Assuming no Merger)	64
Move the Village Police Department into the Town Police Department Headquarters	64
Get Rid of Night Shift in Village and Coordinate with Town.....	65
Let VFPD use holding cells at TFPD	66
Standardize Weaponry/Ammunition to enable shared purchasing	67
Shared Services Between All Three Study Communities	67
Create a Traffic Task Force to Find Ways to Share Traffic Enforcement.....	67
Shared Civilian Opioid Coordinator.....	67
Fully utilize the data sharing capabilities of IMPACT software	68
Hold quarterly meetings of the 3 police chiefs to discuss sharing services	68
Intra-Departmental Efficiencies	68
Use Part-Timers or Reserve Officers in Beacon	69
Build or Rent a New Beacon City Hall.....	70
Reexamine Staffing levels of Patrol Shifts	71
Maintain Better Equipment Records	71
Conclusion.....	72
Appendices.....	73
Appendix A - Calls for Service categories.....	74
Appendix B - Elected Officials Survey	76



Acknowledgements

Pattern wishes to thank Dutchess County for providing the funding for this study and thank the elected officials and police chiefs of the study communities for their input and patience. We also thank the many organizations that have spent time studying the workings of police departments across New York State with the goal of improving efficiency and effectiveness. Hopefully this study contributes to that body of work. Most of all, we extend our appreciation to the police officers themselves. They have a difficult job, putting themselves in harm's way to protect and serve the community. It is our hope that this report may spark the discussion and implementation of new initiatives that aid the police departments of Beacon and the Town and Village of Fishkill, and the communities they serve.

Executive Summary

East of the Hudson River and north of Breakneck Ridge, three municipalities share a small area in the southwestern corner of Dutchess County. The City of Beacon, the Town of Fishkill, and the Village of Fishkill have 37,880 residents between them and collectively cover an area of approximately 32 square miles. Being in such close proximity, the residents of these communities share many common experiences. Residents of one municipality have family or friends in a neighboring municipality; they shop at the same stores, attend the same houses of worship, and many of their children attend the same schools.¹

Despite the close proximity of these three municipalities, and the fact that it takes only minutes to traverse the distance between them, government services are provided separately by each community. In particular, each municipality maintains a separate police department. Over the years, therefore, some citizens and elected officials in the three communities have naturally wondered about the feasibility of consolidating the three police departments, or at least sharing services between them. With property taxes a constant concern for Dutchess County (and Hudson Valley) residents, finding ways to streamline government and save money is a priority for many people.

Figure 1 - The Study Communities



Source: Hudson Valley Pattern for Progress

¹ The Beacon City School District serves the city and approximately half (the western half) of the town of Fishkill. The eastern half of the town, and the entirety of the village, is located in the Wappingers Central School District

Those interested in police consolidation don't have to look far to see examples of communities merging or dissolving their police department without suffering increased crime or negatively impacting quality of life. Communities across New York are undergoing these debates, but several in the Hudson Valley have already acted:²

- In 1990, the Village of Nyack (2015 population, 7,004) in Rockland County dissolved its police department. Police service is now provided by the Town of Orangetown Police Department.
- In 1990, the Village of Sloatsburg (population, 3,106) in Rockland County dissolved its police department. Police service is now provided by the Town of Ramapo Police Department.³
- In 1997, the Town of Putnam Valley (population, 11,738) dissolved its police department. Police service is now provided by the Putnam County Sheriff's Office.
- In 1998, the Town of Cortlandt (population of unincorporated areas, 32,202) dissolved its police department. Police service is now provided by the New York State Police and Westchester County Police.
- In 2006, the Village of Haverstraw (population, 12,094) in Rockland County dissolved its police department. Police service is now provided by the Town of Haverstraw Police Department.
- In 2010, the Town of Ossining (population of unincorporated areas, approximately 6,000) dissolved its police department. Police service for the unincorporated part of the town was provided by the Westchester County Police. Four years later, based on cost concerns, the Town decided instead to contract with the Village of Ossining and pay the village for police services. Today the Village Police Department provides police services to the unincorporated sections of the town. The town did not choose to re-establish its own department.
- In 2010, the Village of Saugerties (population, 3,940) in Ulster County dissolved its police department. Police service is now provided by the Town of Saugerties Police Department.
- In 2011, the Town of Copake (population, 3,574) in Columbia County dissolved its police department.⁴ Police service is now provided by the County Sheriff and State Police.

This history indicates that there is ample precedent within the Hudson Valley for a village dissolving its police department and receiving police services from the town police department. Many other communities have studied or considered consolidation and shared services, or are currently weighing the pros and cons of these options.

²"Police Mergers Measured Case by Case." Barbara Nackman and Laura Incalcaterra, *Lohud*, June 22, 2014.

<<http://www.lohud.com/story/news/politics/2014/06/22/police-mergers-spending-case-by-case/11100709/>>

³"Got You Covered." Editorial, *Sloatsburg Village*, August 28, 2013

< <http://www.sloatsburgvillage.com/got-you-covered/>>

⁴ "Old PD's Gone, but Some Want New One." Diane Valden, *The Columbia Paper*, January 19, 2012.

<<https://www.columbiapaper.com/2012/01/by-diane-valden-419/>>

- A 2009 study by the New York State Division of Criminal Justice Services examined options for consolidating services or merging the Village of Cornwall-on-Hudson Police Department with the Town of Cornwall Police Department. The study recommended dissolving the Village's police department.
- A 2009 study by the Center for Government Research recommended options for the Village of Dobbs Ferry to consolidate its police department with the Town of Greenburgh, and offered ideas for sharing services between the village, the town, and other neighboring villages which also maintain their own police departments.
- As of 2017, following a study by Rondout Consulting, the Village of Highland Falls in Orange County is weighing whether to dissolve its police department and have the Town of Highlands provide police service.
- Currently the Village of Ellenville, is part of a statewide competition that Ulster County is participating in. If selected, the Village would study the possibility of entirely dissolving itself, which would entail the dissolution of the village's police department. Among the options under consideration would be to have police service provided by the county sheriff.

In short, consolidation and sharing of services between police departments has ample precedent within the Hudson Valley. This regional trend seems likely to continue, as more and more communities weigh the question of whether the current model of providing police services is fiscally sustainable for local taxpayers.

Report Preparation

Preparation of this report involved a wide range of research and investigation. Interviews were conducted with the elected officials and police chiefs of each of the study communities on multiple occasions. A survey of every elected official in the three communities was also conducted. Extensive documents on the operations and budget of the police departments were requested and received from each community and reviewed by Pattern and its sub-consultant Rondout Consulting. These documents and data formed the basis for the sections analyzing the workload and cost of the three departments, and the conclusions from these sections formed the basis for many of the recommendations in the report. Pattern also conducted an extensive review of other studies of police consolidation and shared services among Police Departments throughout New York State.

Conclusions of Analysis

A detailed analysis of demand for police service utilized call for service data collected from the three study communities for a period of two years, 2014 and 2015. This analysis found that actual staffing levels for certain shifts exceeded the recommended levels of police officer staffing, based on reported demand. For example, while the City of Beacon typically uses 7-8 officers for the evening shift (4pm-Midnight), the analysis suggests that only 4 are needed. The Village of Fishkill uses 2 officers during the overnight shift from Midnight-6am, but the demand analysis suggests that only 1 is needed.

Analysis of crime data show a steady decrease in criminal activity in all three municipalities over the past 20 years. In all three communities, violent crime is low, but the town and village have much lower rates of violent crime than the city. In all three communities, however, the largest type of police activity as indicated by calls for service reported in blotter logs is traffic control/enforcement.

The fiscal analysis in the report identifies several key conclusions:

- Per capita police costs in the Village of Fishkill are among the highest in New York State for comparably sized villages with a police department. In contrast, per capita police costs in the Town of Fishkill are among the lowest in the state among comparably sized towns with police departments.
- In both Beacon and the Village, more than one third of the entire municipal budget goes towards police-related expenditures. In the Town of Fishkill, the figure is closer to 20%.
- With a department of full time officers, in contrast to the all part-time force of the town and village, overtime costs in Beacon are a significant share of the police budget.
- Likewise, the full time officers of the Beacon Police Department generate much higher benefit and pension costs. While 32% of police expenditures by the city go to these and other non-salary personnel costs like Social Security tax, only 12% of the Town's police expenditures go to these type of costs, and only 11% in the village.

Recommendations

Consolidation of All Three Departments not Recommended: This report evaluates the possibility of consolidating and merging all three police departments but recommends against doing so. No example could be found of any city in New York, either now or in the past, that operated a joint police department serving a separate town outside the city. Furthermore, the challenges of integrating a full time department with two part-time departments would be enormous, and very difficult to overcome. Finally, the data suggest that the types of calls handled by the town and village are similar, but those handled by the city are somewhat different, suggesting that there may not be as much in common with the other two departments.

Merger of Town and Village Departments Recommended: Though the report does not recommend consolidating all three departments, it does recommend a merger between the Town and the Village Police Departments.

While prospects for a consolidation of all three departments do not appear bright, a merger of the VFPD into the TFPD would be easier to implement and offers greater potential for success, and savings. There are several successful examples within the Hudson Valley of villages which once had police departments deciding to dissolve the department and merge with the surrounding town. Pursuing this course in Fishkill is based on the following observations and proposals.

- The Village's per capita cost of policing is among the highest in New York State for a community of its size, and the fiscal impact of maintaining a village police department is substantial. Village taxpayers would be better off from a financial perspective if the costs of policing the village were more equitably shared with the entire Town of Fishkill.
- The part-time nature of the two departments and the fact that both departments operate on four 6-hour shifts (unlike Beacon which operates three 8-hour shifts) would make a merger easier to accomplish relative to one with the City.
- With the Town's Police Headquarters located just 1 mile from the existing Village Police Headquarters, the response times to incidents arising in the village should not be significantly different than the current baseline. There are other strategies to ensure that there is little or no increase in response time for the Village.
- The costs to town taxpayers of adding policing responsibilities for the village could be mitigated through an inter-municipal agreement with the village. In order to make the agreement more palatable to Town of Fishkill officials, the Village might agree to pay most or all of the cost of hiring any new officers to the town. Although savings to village residents would be less under this scenario, the village would still be saving on the cost of a police chief, on the cost of at least some officers, and saving the costs of operating a police station. For further savings, the village government could consider selling or leasing the police headquarters building to a private entity which would put the property back on the tax rolls or provide a monthly source of income.
- A common concern expressed by members of the Village government in Fishkill, and often expressed by village residents in other areas that have merged town/village police departments or considered doing so, is that the level of service in the village would suffer,

or that the town would not deploy enough officers in the community. These concerns could be assuaged with an agreement, as part of any merger, that would designate the village as a unique patrol sector to be patrolled by a certain minimum number of officers. That could be accomplished with either a dedicated car, or a foot patrol.

Other Shared Service Recommendations

In addition to the recommendation regarding merging the village and town police departments, this report makes several additional recommendations for sharing services and improving efficiencies between and within the three departments. These recommendations, while simply noted here, can be found in detail later in the report.

- Move the village police department into the town police headquarters (assuming a merger does not take place). The Town's part-time police department currently occupies a 17,000 square foot building.
- The Village police department could eliminate the night shift, based on an analysis of demand (assuming a merger with the town does not take place).
- The village should work out an inter-municipal agreement with the town to use the holding cells in the town police headquarters in cases of emergency, since the village police headquarters lacks holding cells.
- All three communities should create a traffic task force to find ways to jointly enforce traffic laws and generate additional revenue.
- The three departments should share in the creation of a new position--a civilian coordinator dedicated to figuring out the most effective ways to combat the ongoing epidemic of opioid use. Alternately, the opioid coordinator position might be administered by the county (along the model of the existing county domestic violence response coordinator), in order to better coordinate with the county drug taskforce.
- The three departments should fully utilize the data sharing capabilities of the IMPACT crime analysis software package they all currently have.
- The three police chiefs should hold quarterly meetings to discuss issues and share best practices.
- The City of Beacon should consider making use of part-time or reserve⁵ police officers to reduce overtime costs and bring down high pension and health benefit costs.
- The City may also want to consider building or renting a new City Hall, or building an addition to the existing building, to free up more space in the current building for use by the Police Department which is currently overcrowded.
- All three municipalities should improve maintenance of records for equipment purchasing and usage.
- All three departments should re-examine the staffing levels of all their patrol shifts, based on the analysis in this report. In particular due to the findings of the workload-based demand model and crime analysis.

⁵ The term "reserve police officers" is used, rather than "auxiliary police officers" because that is the name given to these officers in the Hudson Valley community, Saugerties, which has pioneered this program.

Introduction

This study is the product of a grant awarded by Dutchess County in response to a joint application by the City of Beacon, the Town of Fishkill, and the Village of Fishkill to study the feasibility of police consolidation and shared services. In response to an RFP, Pattern for Progress was awarded the contract to complete the study, with assistance from Rondout Consulting as a sub-consultant.

The launch of the consolidation study in January 2016 was handicapped by the conclusion of a previous project among the same three municipalities just the month before. The city of Beacon, the Town of Fishkill and the Village of Fishkill had just completed an analysis of the merger/sharing of services of their sewer systems. After a year-long study and a conclusion that the three communities would benefit from a combined system, when it came time to vote to approve the recommendations, one of the communities decided against adopting them, to the frustration of the other two communities.

At the outset of the police study, the consultant team formed an advisory committee which included the chief elected officials from all three communities and their police chiefs. These meetings, though cordial and productive, made it clear that there was a lack of desire by the majority of the stakeholders to seriously consider consolidating the three departments. Given these meetings, the study was reworked as a "Police Services Study" rather than a "Consolidation Study" as the notion of consolidation was mostly removed from consideration.

Subsequently, the consultants appeared before the elected boards of the three municipalities as part of three public hearings. The consultants were given an opportunity to explain the parameters of the study and gain preliminary insight from elected officials. The City of Beacon and Town of Fishkill council members remained open to the idea of consolidation, at least in theory, however members of the Fishkill Village Board expressed their opinions that it was highly unlikely that a consolidation among the three police departments would occur. Despite their skepticism of consolidation, the village trustees did express their willingness to assist the study as long as they could retain control of their department.

In this climate, the consultants were faced with an early choice: to go forth with a consolidation study that at best would be a "report on the shelf" or to add the exploration of shared services and to look for efficiencies in the hope that the report would still achieve cost savings for the three municipalities. This adjustment in scope enabled the study to be aligned with the wishes of the advisory committee.

Individual interviews with the three police chiefs were not able to readily elicit any ideas for sharing of services that would result in cost savings. In order to complete the assignment as articulated by the RFP, Pattern felt compelled to both weigh their opinions and yet still offer suggestions for shared service efficiencies. Further, despite apparent opposition, this report also offers a partial consolidation recommendation. These recommendations are offered respectfully in

the hope that now, or in the future, elected officials, law enforcement leaders, and the residents of the three communities may find them valuable.

Finally, the progress of the study was impacted in late 2016 when the sub-consultant announced that he was making a career change to take a full time job. To the degree possible, that consultant has remained available to assist with questions related to the data analysis his firm had already provided. Some sections of the completed report, especially the section on workload-based demand recommendations, are substantially based on data collected and analysis conducted by Rondout Consulting. Pattern is grateful to their contributions and advice to the study. Pattern subsequently hired additional staff and reassigned personnel in order to complete the research and project. This change in scope and in schedule was explained to the project point person for the three municipalities and was approved.

Background & Existing Conditions

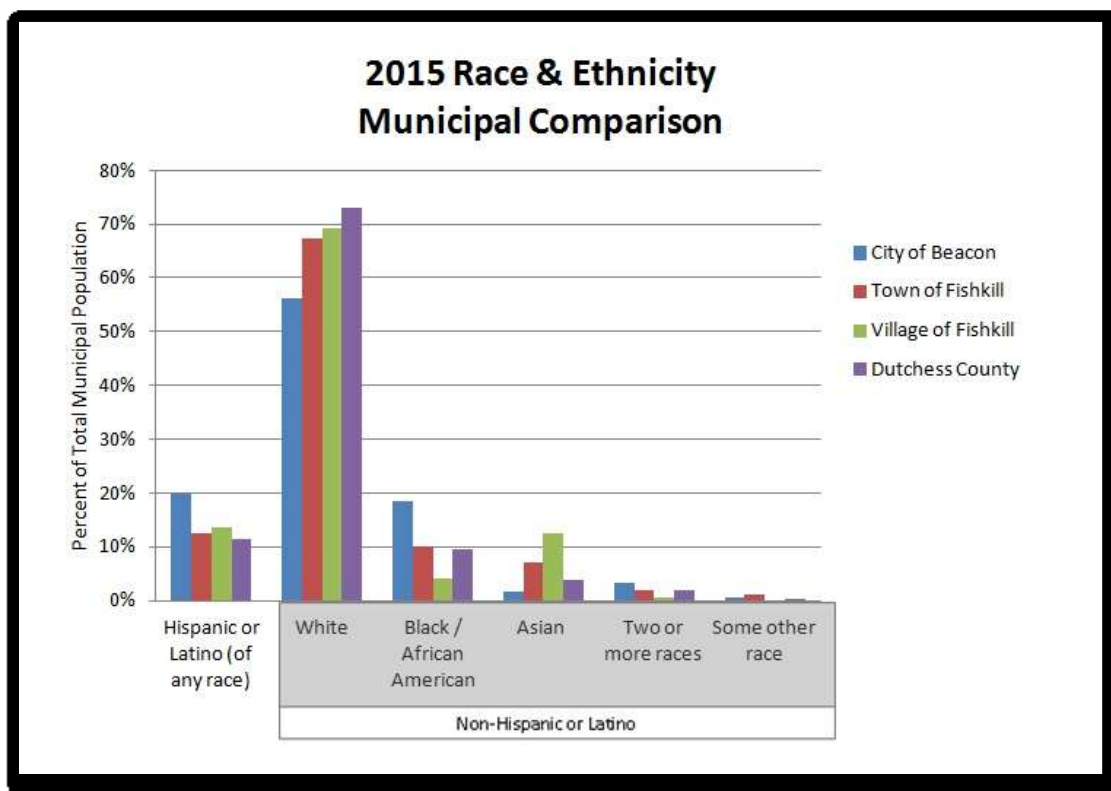
Demographics

Dutchess County

In 2015 Dutchess County had a population of 296,928. Out of the total population there were 33,528 people of Hispanic or Latino descent (any race) which accounted for 11.3% of the total population. There were 263,400 people not of Hispanic or Latino descent which accounted for 88.3% of the total population. Within the non-Hispanic or Latino population the racial breakdown was 216,593 White (72.9% of total population), 27,975 Black/African American (9.4% of total population), 11,417 Asian (3.8% of total population), 379 American Indian/Alaska Native (.1% of total population), 6,080 two or more races (2% of total population), and 956 some other race (.3% of total population).

Similar to Dutchess County, in 2015 the populations of the City of Beacon, the Town of Fishkill and the Village of Fishkill were predominantly non-Hispanic or Latino White. Among these three municipalities, the City of Beacon had the highest percentage of Black/African American residents not of Hispanic or Latino decent. The City also had the highest percentage of residents of Hispanic or Latino descent.

Figure 2



Source: U.S. Census Bureau. 2015 ACS 5-Year Estimates

The Three Study Communities

As of 2015, the Town of Fishkill had 23,505 residents, approximately 8.5% of whom lived in the incorporated Village of Fishkill (population 2,001). The Village of Fishkill is completely surrounded by the town. Since the 2000 Census, all areas of the town have experienced significant population growth, with the population of the unincorporated part of town growing by 16% between 2000-2015 and the population of the incorporated village increasing by 23% over the same period. Like the village, the City of Beacon is surrounded by the Town of Fishkill (except on the west, where the city is bordered by the Hudson River). Unlike the town and village, the city has experienced only a small net change in population since 2000, growing by only 4%. It is important to note that the city saw steady growth between 2000-2010, with an influx of 1,757 new residents (+12%), but between 2010-2015, the population fell by 1,218 people (-8%). Like the city, the village also saw rapid growth in population between 2000-2010 followed by a decrease since 2010.

Figure 3 - Population Change: 2000-2015

	2000 Pop.	2010 Pop.	2015 Pop.	Change (2000-2015)	% Change (2000-2015)
City of Beacon	13,808	15,565	14,375	567	4.1%
Town of Fishkill - Unincorporated	18,523	19,936	21,504	2,981	16.1%
Village of Fishkill	1,735	2,171	2,001	266	15.3%
TOTAL	34,066	37,672	37,880	3,814	11.2%

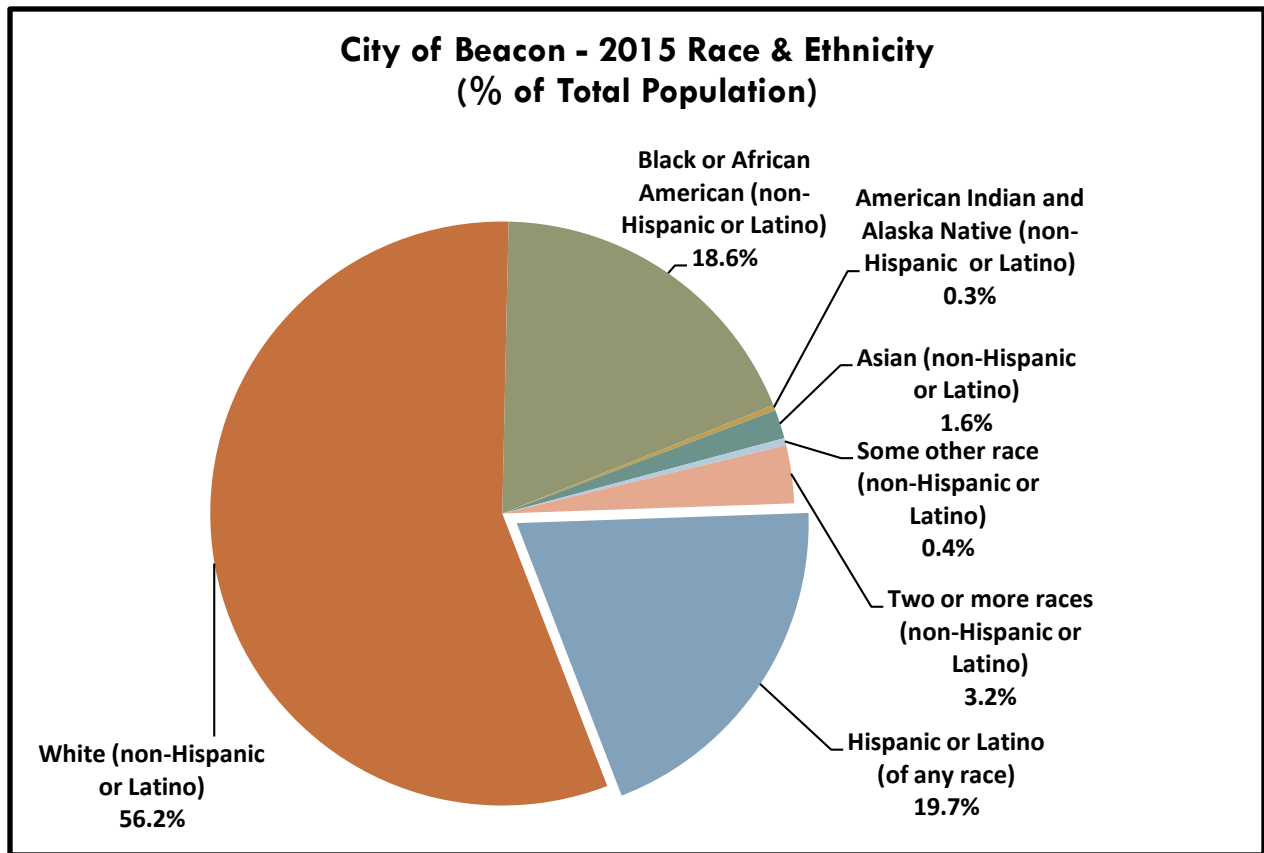
Source: U.S. Census Bureau. 2000 Decennial Census, 2010 Decennial Census, 2015 ACS 5-Year Estimates

City of Beacon Demographics

The City of Beacon is bounded by the Hudson River to the west and the Town of Fishkill to the north, east, and south. The city has a land area of 4.8 square miles. In 2015⁶ the city had a population of 14,375 and a population density of 2,995 people per square mile. Out of the total population of 14,375 there were 2,837 people of Hispanic or Latino descent (any race) which accounted for 19.7% of the total population. There were 11,538 people not of Hispanic or Latino descent which accounted for 80.3% of the total population. Within the non-Hispanic or Latino population the racial breakdown was 8,077 White (56.2% of total population), 2,669 Black/African-American (18.6% of total population), 229 Asian (1.6% of total population), 46 American Indian/Alaska Native (.3% of total population), 453 two or more races (3.2% of total population), and 64 some other race (.4% of total population). The median age of Beacon residents in 2015 was 39.6.

⁶ 2015 data are from the American Community Survey (ACS). Unlike the comprehensive decennial census, the ACS surveys a portion of the population and extrapolates to create estimates about the entire population. Because the ACS partially relies on extrapolation, estimates typically have higher margins of error than the decennial census.

Figure 4



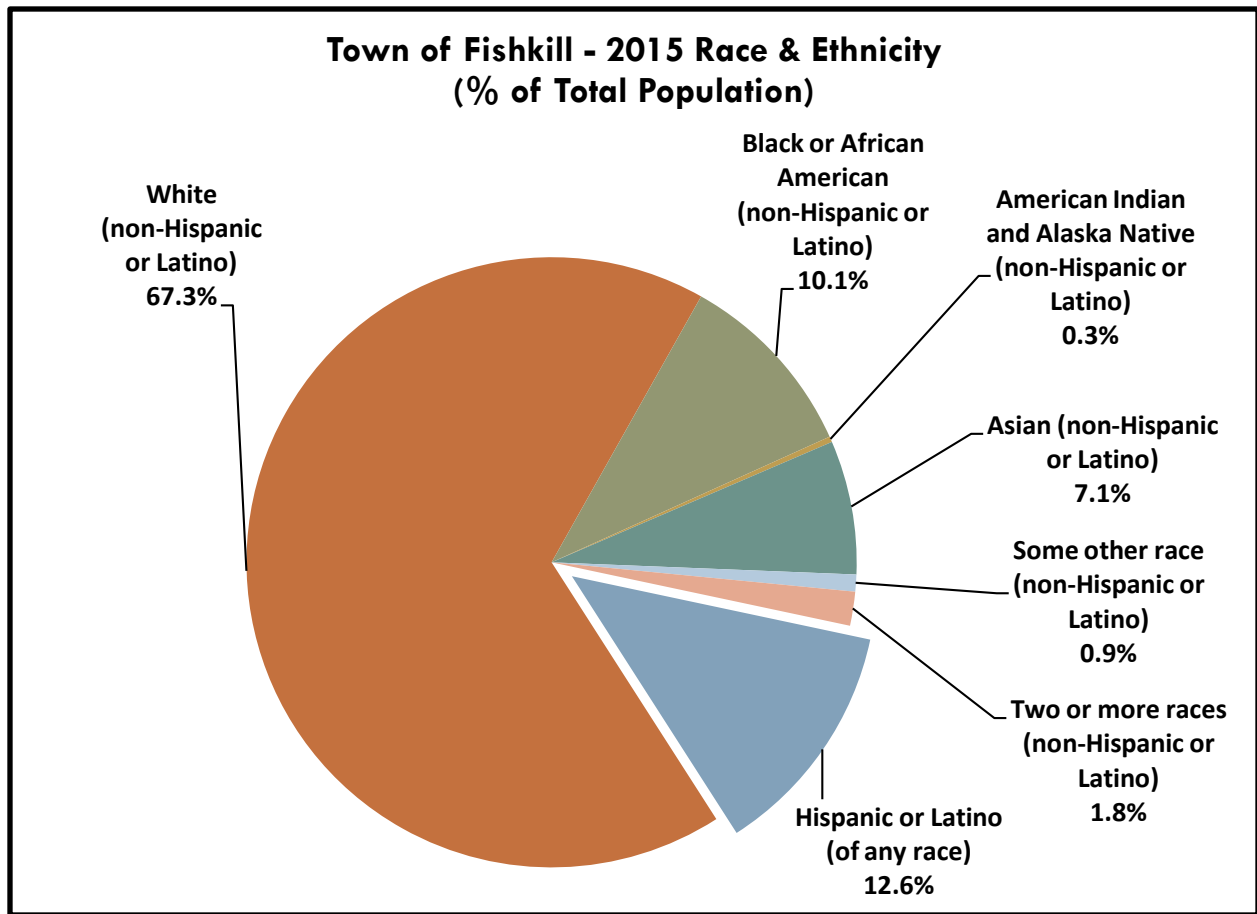
Source: U.S. Census Bureau. 2015 ACS 5-Year Estimates

In 2015 the total number of housing units in the City of Beacon was 5,764 with an average density of 1,200.8 housing units per square mile. The vacancy rate in 2015 was 9%. Of the occupied housing units, 53% were owner occupied and 47% were renter occupied. The estimated median household income in the city was \$65,305 and 11% of households had income below the poverty line.

Town of Fishkill Demographics

The Town of Fishkill is bordered by The Towns of Wappinger, East Fishkill, and Philipstown (Putnam County), the City of Beacon, and the Hudson River. The Town has a land area of 27.3 square miles. In 2015 the town had a population of 23,505 (a total that includes the Village of Fishkill's population) and a population density of 861 people per square mile. Out of the total population of 23,505 there were 2,951 people of Hispanic or Latino descent (any race) which accounted for 12.6% of the total population. There were 20,554 people not of Hispanic or Latino descent which accounted for 87.4% of the total population. Within the non-Hispanic or Latino population the racial breakdown was 15,817 White (67.3% of total population), 2,371 Black/African American (10.1% of total population), 1,658 Asian (7.1% of total population), 78 American Indian/Alaska Native (.3% of total population), 423 two or more races (1.8% of total population), and 207 some other race (.9% of total population). The median age of Town residents in 2015 was 41.9.

Figure 5



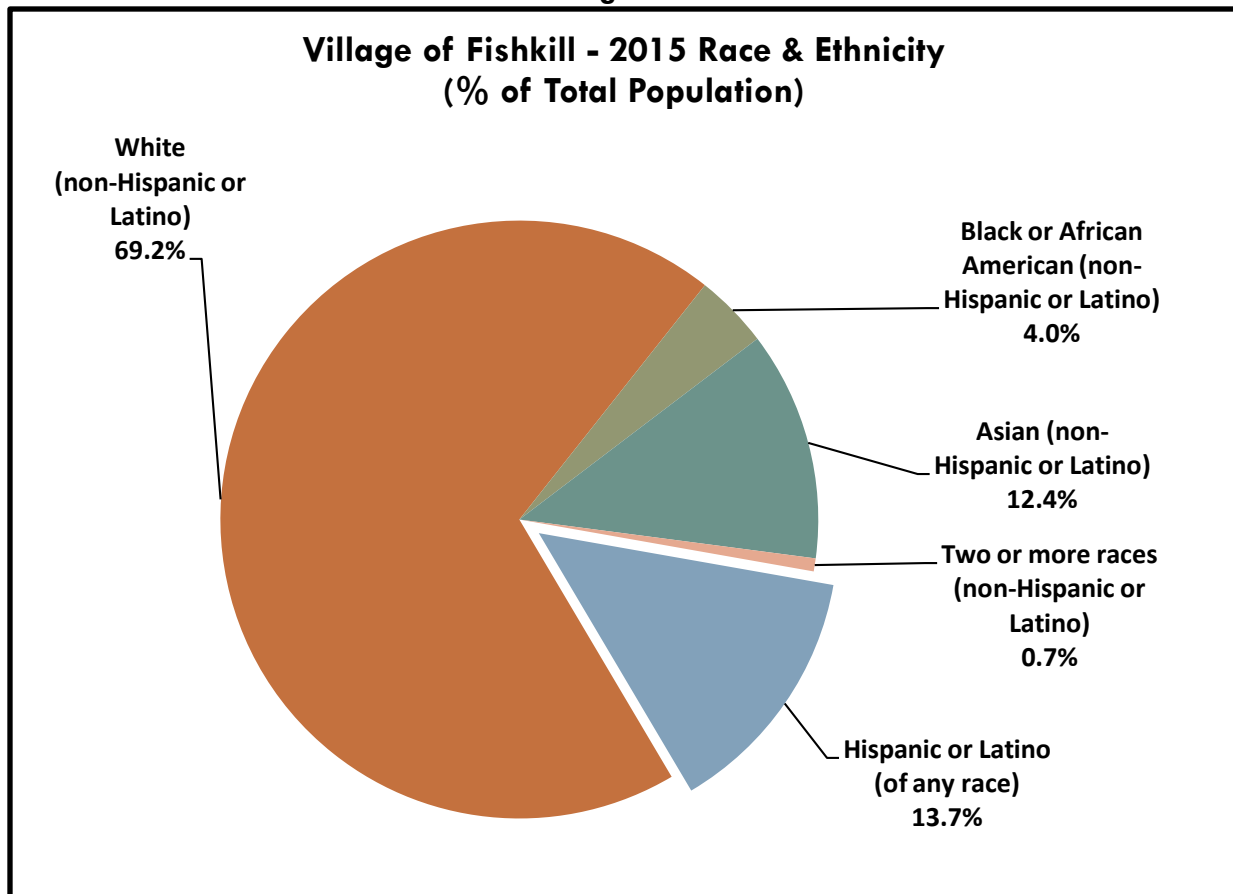
Source: U.S. Census Bureau. 2015 ACS 5-Year Estimates

In 2015 the total number of housing units in the town was 9,440 with an average density of 345.8 housing units per square mile. The vacancy rate in 2015 was 6.9%. Of the occupied housing units in the town, 65.1% were owner occupied and 34.9% were renter occupied. The median household income was \$81,752 and 6.5% of households had incomes below the poverty line.

Village of Fishkill Demographics

The Village of Fishkill is located within the Town of Fishkill and is bordered solely by the town. The village has a land area of .82 square miles. In 2015 the village had a population of 2,001 and a population density of 2,440 people per square mile. Out of the total population of 2,001 there were 274 people of Hispanic or Latino descent (any race) which accounted for 13.7% of the total population. There were 1,727 people not of Hispanic or Latino descent which accounted for 86.3% of the total population. Within the non-Hispanic or Latino population the racial breakdown was 1,382 White (69.1% of total population), 249 Asian (12.4% of total population), 81 Black/African-American (4.0% of total population), and 15 two or more races (.7% of total population). The median age of Village residents in 2015 was 41.6.

Figure 6



Source: U.S. Census Bureau. 2015 ACS 5-Year Estimates

In 2015 the total number of housing units in the village was 1,132 with an average density of 1380.5 housing units per square mile. The vacancy rate in 2015 was 12.3%. Of the occupied housing units in the village, 32.8% were owner occupied and 67.2% were renter occupied. The median household income was \$53,505 and 7% of households had incomes below the poverty line.

Recent History of Policing in Study Communities

In recent years there have been several important developments in the delivery of police services in the three study communities.

Growing Population Fuels Increase in Police Demand

A 2003 Poughkeepsie Journal article reported that police departments in the three study communities (and elsewhere in Dutchess County) were seeing significant increases in demand, driven by rising populations. Calls for service in Beacon, for instance, had risen from "nearly 10,000" in 1990 to "more than 17,000 in 2002" according to the article. The article also quoted

then-Town of Fishkill Supervisor Joan Pagones citing the increasing demand for police services as the motivation to construct a large new police headquarters (see below).⁷

Prior Beacon Police Efficiency Report

A 2003 report by Police Management Services, a company based near Glens Falls, NY, evaluated the Beacon Police Department and suggested ways to improve efficiency. Recommendations included adding civilian dispatchers, changing schedules, and reducing overtime expenses (that this issue was being debated and was the subject of recommendations almost 15 years ago shows that the high cost of overtime has long been a source of concern, and should be addressed). At the time, a police lieutenant answered most phone calls. A staggered schedule to optimize officer staffing for peak demand was suggested. These recommendations have since been largely addressed.⁸

Civil Rights Claims and Justice Department Report

Late in 2010, the Federal Government finally agreed to a resolution with Beacon of a long running investigation into repeated allegations of police brutality. Complaints and lawsuits were filed more than six years earlier by several African-American residents of the city, alleging a variety of abuse at the hands of members of the Beacon Police department. Between 2007-2009 the lawsuits were settled, resulting in payouts to victims of over \$200,000. The agreement with the federal government included a number of reforms such as the incorporation of de-escalation techniques in police training and new restrictions barring the use of chokeholds by the BPD.⁹ While many residents, including elected officials, applauded the scrutiny on the BPD, other residents argued that the probe was unfair to hardworking police officers.¹⁰ The long process also led to a renewed emphasis on community policing. In August, 2016, the United States Department of Justice released Beacon from oversight and concluded its investigation of the City.¹¹

Town of Fishkill Gets a New Police HQ

In 2003, the Town of Fishkill built a large new police headquarters building to house its force of part-time officers. The 17,000-square-foot building was a significant jump in size from the department's prior headquarters, which since 1989 had been located in the basement of the adjacent town hall building. That space was only 4,000 square-feet. Prior to 1989 the Town of Fishkill Police Department was actually headquartered in the Village of Fishkill, in a building on Wood Place that currently serves as the headquarters of the Village of Fishkill Police Department.¹²

⁷ "Complaints Swamp Police as Populations Increase." Rasheed Oluwa and Nik Bonopartis, *Poughkeepsie Journal*, January 19, 2003.

⁸ "Beacon Police Discuss Efficiency." Maeleeke Lavan, *Poughkeepsie Journal*. February 3, 2003

⁹ "Use-of-Force Probe: No Laws Broken." Shantal Parris Riley, *Poughkeepsie Journal*, December 24, 2010

¹⁰ "Build Trust in Beacon Police." Editorial, *Poughkeepsie Journal* November 29, 2003; "Beacon Police Doing Outstanding Job." Letter, *Poughkeepsie Journal*, August 21, 2004.

¹¹ "Feds to Beacon Police: You Are Free to Go." Jeff Simms, *The Highlands Current*, September 23, 2016. (<http://highlandscurrent.com/2016/09/23/feds-beacon-police-free-go/>)

¹² "Fishkill Town Police Station is Envy of Many." Leigh Gomez, *Poughkeepsie Journal*. June 6, 2007

Study Methodology

Preparation of this report involved a wide range of research and investigation. Interviews were conducted with the elected officials and police chiefs of each of the study communities on multiple occasions. A survey of every elected official in the three communities was also conducted. Extensive documents on the operations and budget of the police departments were requested and received from each community and reviewed by Pattern and Rondout. Pattern also researched other communities that had dealt with similar questions of police consolidation or shared services and interviewed the Police Chief of Saugerties, one of the Hudson Valley communities which recently experienced a police consolidation,¹³ and the Police Chief of the Village of Ossining, which provides police service for the unincorporated sections of the Town of Ossining through an inter-municipal agreement.¹⁴ Pattern and Rondout also included an extensive review of other studies of police consolidation and shared services among New York State Police Departments.

Survey of Elected Officials

Wanting to give elected officials the chance to share their thoughts about police consolidation or shared service, Pattern solicited feedback about police services by distributing a brief survey to all elected officials from each of the involved municipalities. A copy of the survey can be found at the end of this report in Appendix B. There are a total of 17 elected officials in the three communities, including seven in Beacon (mayor and six city council members) five in the Town of Fishkill (supervisor and four town council members) and five in the Village of Fishkill (mayor and four village trustees). Though the survey was important to gauge the level of interest, Pattern decided that it could not foreclose the discussion or recommendation of all options for consolidation and shared services.

Surveys were sent to each elected official via e-mail in late 2016. Many officials responded via e-mail; some did not, and in those cases, the survey was completed by phone during the spring of 2017. Ultimately, Pattern received survey responses from **all** elected officials in the three municipalities.

On the topic of consolidating police departments, there was varying levels of enthusiasm from surveyed elected officials. This confirmed the varied opinions the consultants heard during their earlier presentations to the three governing bodies. The survey asks whether it would be preferable for the municipality to retain full control of their police department or consolidate with another municipality. The responses ranged from enthusiasm for consolidation (strong enthusiasm for consolidation was expressed only by one survey respondent) to a strong preference for each municipality to retain full control of their respective police departments. This spectrum of responses was evident in the City of Beacon where two respondents preferred to maintain full control of the police department while one respondent was adamantly in favor of consolidation. Other elected

¹³ In 2010, the Village of Saugerties dissolved its police department and the Town of Saugerties police department now provides police services to the entire town.

¹⁴ In 2014, the Town of Ossining contracted with the Village of Ossining for the Village Police Dept. to patrol the unincorporated parts of the town and provide police services. The agreement took effect at the beginning of 2015.

officials in the City were generally open to the idea of consolidation but only if it could be proven to benefit the city. Similarly, most of the elected officials from the Town of Fishkill responded that they are amenable to consolidation if it could be shown to benefit the Town. In the Village the prevailing opinion of consolidation was negative; all of the elected officials from the Village responded that they would prefer to maintain full control of their police department. One of the elected officials from the village indicated that despite their preference to maintain full control of the police department, they would consider consolidation if the benefits of such an arrangement could be proven.

One of the most frequent sentiments expressed by the surveyed municipal leaders was that existing police services and quality of life should not be diminished as a result of any police consolidation. Several of the responses indicated openness to considering consolidation but only with the condition that it not negatively affect the quality of police services. This position is illustrated by a survey response from a Village Trustee which stated: "...I am very happy with the services we receive from the Village PD. I would however consider supporting a consolidated department if it was proven to cost the Village of Fishkill the same or less than we currently pay for our Village Police, AND was guaranteed to provide our residents with the same (or greater) level of police presence within our Village limits."

The concept of shared services was spoken of more favorably by the respondents. The question asked elected officials if they would be in favor of shared services with another municipality to increase efficiency. Six of the seven respondents from Beacon responded in favor of sharing services. **Every** elected official from the Town of Fishkill responded in favor of sharing services. The majority support for sharing services in Beacon and the Town of Fishkill is in contrast to the Village of Fishkill where **only two** of the elected officials responded in favor of sharing services.

At least one elected official from each of the three municipalities reported being approached by a constituent about the topic of police services. A Beacon City Councilman cited high taxes as a common complaint from his constituents. Another councilmember reported that constituents have voiced concerns over the cost of police overtime. In the Town of Fishkill, a Town Board member stated that "Many constituents are curious to know why there are separate police agencies for the town and village. They don't find it practical." Similarly, a Trustee from the Village of Fishkill reported that constituents have inquired about the potential benefits of police consolidation and shared services. These survey responses indicate that in all three participating municipalities there is at least some public interest in exploring options for the delivery of police services.

Police Department Organization Structure

This section examines the organizational structure of the three police departments. All information in this section was current as of summer, 2016. It is important to note that in some cases, the numbers of staff listed in particular positions may have changed since these charts were created.

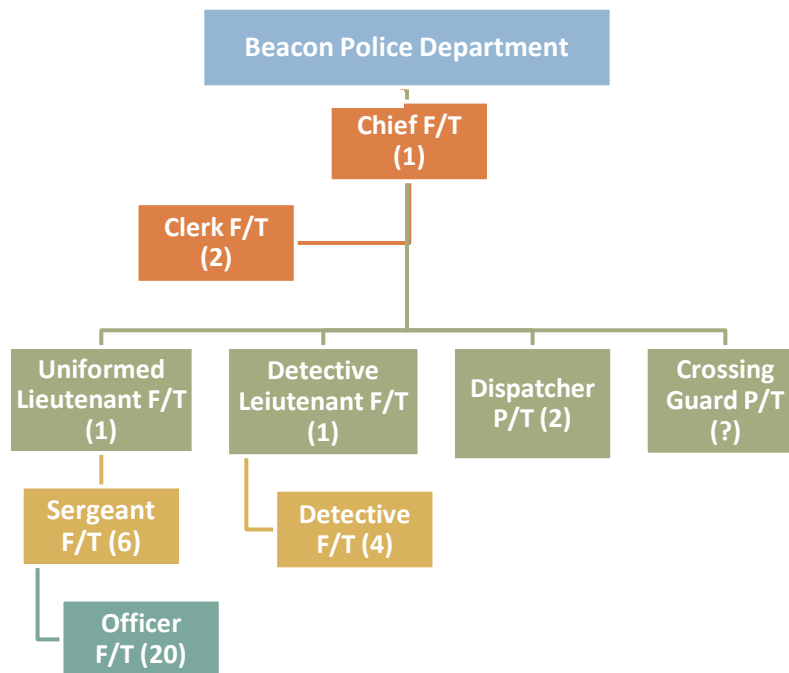
City of Beacon

The City of Beacon provides police coverage 24 hours a day, 7 days a week. The police department has a total of thirty-four (34) full time sworn officers including 1 Chief of Police, 1 Captain, 2 Lieutenants (1 Uniformed Lieutenant overseeing patrol functions and 1 Detective Lieutenant overseeing investigations), 6 Sergeants, 4 Detectives, and 20 Officers. In addition to sworn personnel, the Beacon Police Department (BPD) also employs 2 full time civilian Police Clerks, and 2 part-time Dispatchers.

The BPD generally operates on 8 hour shifts for all employees. The department schedules 3 eight-hour shifts per day of patrol, and maintains a minimum staffing level of 2 sworn officers per shift.

The chart below shows the number of employees, employment status, and title for members of the BPD.

Figure 7 - Beacon Police Department Organizational Chart



Source: City of Beacon Police Department

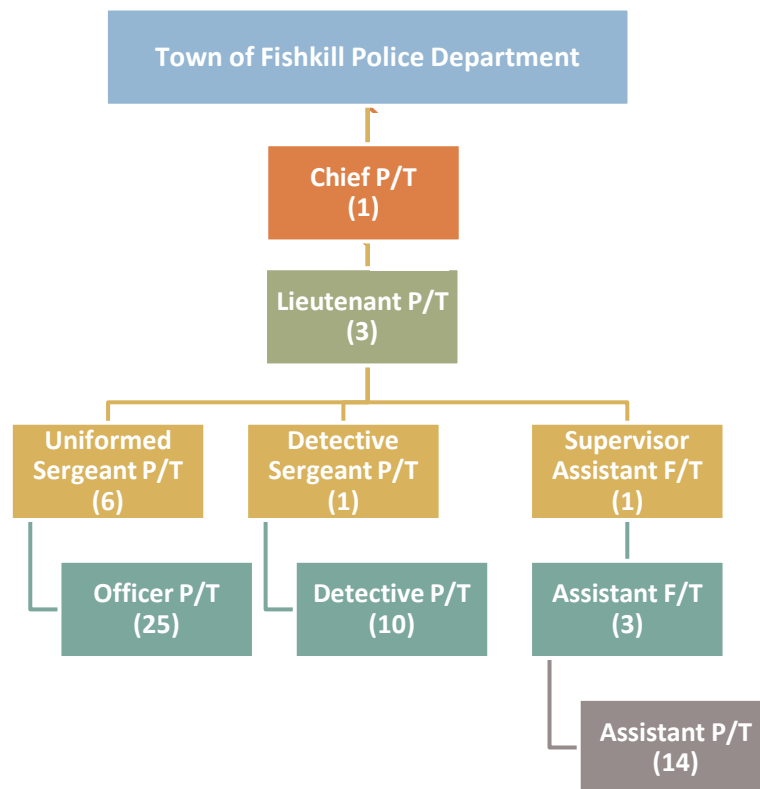
Town of Fishkill

The Town of Fishkill also provides police coverage 24 hours a day, 7 days a week. Unlike the BPD, however, the Town of Fishkill Police Department (TFPD) employs a part-time force with a few exceptions. The TFPD has a total of 46 part-time sworn officers, including 1 Chief of Police, 3 Lieutenants, 6 Uniformed Sergeants overseeing 25 Officers, and 1 Detective Sergeant overseeing 10 Detectives. In addition to sworn officers, the TFPD also employs 18 civilian staff members, including 1 full time Supervisor Assistant overseeing 3 full time Assistants and 14 part-time Assistants.

As a department that is predominantly staffed by part-time employees, both sworn officers and civilian employees work 6 hour shifts and generally do not exceed 20 hours per week. The department schedules 4 shifts a day, each with a minimum of 2 sworn officers.

The chart below shows the number of employees, employment status, and title for members of the TFPD.

Figure 8 - Town of Fishkill Police Department Organizational Chart



Source: Town of Fishkill Police Department

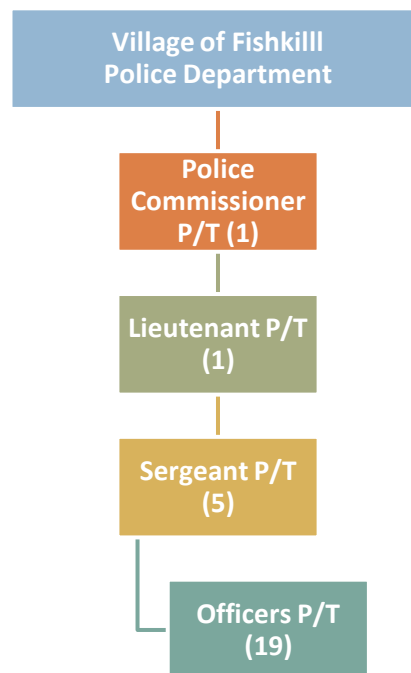
Village of Fishkill

The Village of Fishkill provides police services 7 days a week, 24 hours a day on Thursday, Friday, and Saturday. On Sunday, Monday, Tuesday, and Wednesday, the department provides police services for 18 hours a day. Also, similar to the TFPD the Village of Fishkill Police Department (VFPD) utilizes a part-time staff to provide police services. The VFPD has a total staff of 24 sworn officers, including a Police Commissioner, 1 Lieutenant, and 5 Sergeants overseeing 19 Officers all of whom are part-time. The VFPD does not currently employ any civilian staff members.

Similar to the TFPD (but unlike the BPD), the VFPD schedules 4 shifts a day, each for 6 hours. According to the Village Police Commissioner, each shift is required to maintain a minimum of 2 sworn officers on duty at all times, except from 6:00 am to 6:00 pm on Sundays.

The chart below shows the number of employees, employment status, and title for members of the VFPD.

Figure 9 - Village of Fishkill Police Department Organizational Chart



Source: Village of Fishkill Police Department

Inventory of Police Services

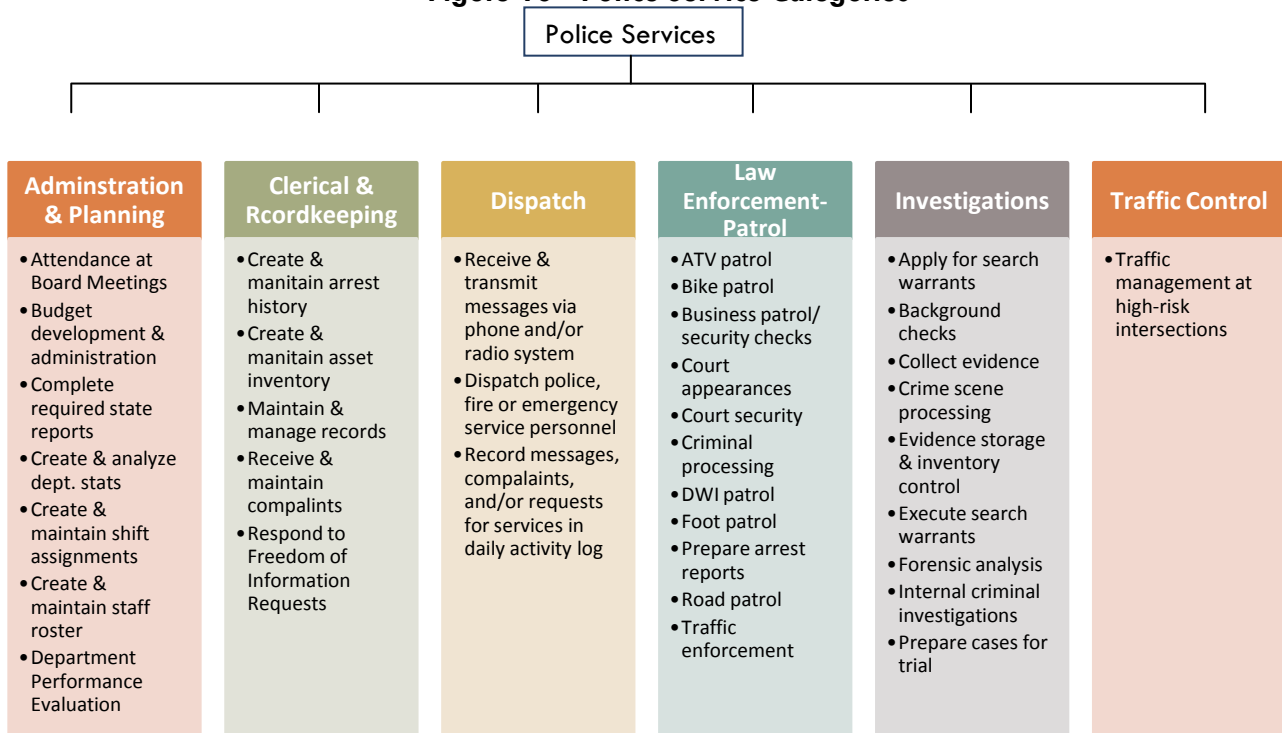
Each department in this study plays an important role in providing valuable services to residents in their respective municipalities. However, while every department provides some level of police services, they do not provide identical services. The policing needs of a city, a suburban/rural town, and a small village are very different. Likewise, the departments do not use the same terminology to describe the work completed, or track the work completed in the same manner. This section aims to create common definitions for police services in order to allow for more accurate inter-municipal comparisons of services.

In a broad sense, the “services” provided by the departments examined in this report could be defined as public safety or security. For the purposes of this study, services have been defined by similar groupings of like activities. This definition allows enough detail to show the unique characteristics of each department, while also avoiding overly specific definitions that would be unwieldy to analyze and difficult for departments to track. Using this method as a basis, the services performed by the departments in this study include the following:

- Administration & Planning
- Clerical & Recordkeeping
- Dispatch
- Law Enforcement/Patrol
- Investigations
- Traffic Control

As mentioned above, each of these services are based on groupings of activities performed by the departments. The figure below provides additional details related to the activities that are included within each of the services examined in this report.

Figure 10 - Police Service Categories



Data Analysis

Calls for Service Analysis

Measuring and comparing the level of police services provided in each municipality can be complicated, but one method commonly used to characterize levels of police services is to examine the calls for service (CFS) received by a department. It is important to note, however, that CFS received is just one component of demand. Another method for examining the demand for services in each municipality, is to review crime levels as reported to the FBI and made available to the public through the FBI's Uniform Crime Reporting Program. This report makes use of both methods. Analysis of the FBI Crime statistics for the three study communities can be found on page 33.

To provide a basis for comparing the demand for police services in each of the three municipalities, call data was collected directly from each municipality. This section on service demand averages the number of CFS from the data received from the three departments. Call data was collected for 2014 and 2015. For each year, the departments reported the total number of calls for service categorized by type of call along with an indication of what time of day or night they were received.

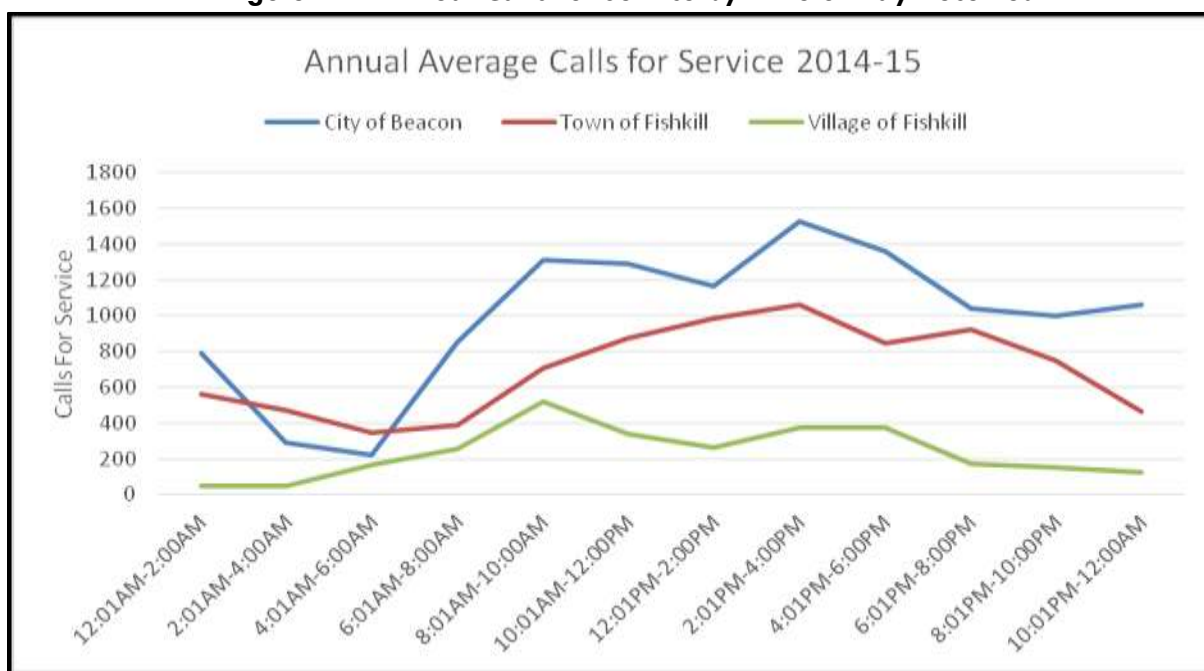
Based on the data provided by the municipalities, the City of Beacon received a total of 11,917 CFS between 2014 and 2015, for an average of 5,958 CFS annually, or approximately one call for every 2.4 residents. During the same period, the Town of Fishkill received a total of 8,382 CFS, for an average of 4,191 CFS annually, or approximately one call for every 5.1 residents. Note that although the Town of Fishkill has a population approximately 50% larger than the City of Beacon, the city recorded 42% more calls for service than the town. The Village of Fishkill received 2,836 CFS, for an average of 1,418 CFS annually, or approximately one call per 1.4 residents. Although the village's population is less than 10% the size of the town, the 2,836 CFS received in the village are almost 33% as many as the 8,382 CFS recorded in the town.

The data provided also allows an examination of demand over the course of an average day. The figure below displays the average number of CFS by time of day for each municipality between 2014 and 2015.

As displayed in Figure 11 below, the BPD generally experiences a higher demand level over the course of an average day, with the exception of the hours between 2-6am when the TFPD experiences higher demand. Both departments experience their highest level of demand between 2-4pm--there were an average of 1,529 CFS per year for the city and 1,063 CFS per year in the town during this time. But while the level of demand begins dropping off rapidly in the Town after 6pm, the level of demand in the City remains steady between 6pm and midnight, perhaps due to the city's larger presence of bars and restaurants. The VFPD, not surprisingly, given the smaller size of the community it serves, experiences a much lower level of demand. Unlike the two larger communities, the VFPD's peak time (with 523 CFS per year) is between 8am-10pm, perhaps associated with the morning rush hour along busy Route 9. There is a substantial lull in

demand for the VFPD in the early morning hours. Between midnight and 4am, there was an average of less than 50 CFS in each two hour period.

Figure 11 - Annual Calls for Service by Time of Day Received



Source: CFS data provided by municipal police departments

Examining the types of calls received in each municipality gives another perspective on the demand experienced by each municipality. Utilizing the CFS data provided, call types were categorized to provide insight into types of demands and to allow for comparison among the departments.

Figure 12 below provides totals for the call categories used in the analysis in the three study communities. Note that while the analysis examines calls for service in general, it also includes figures related to the functioning of any court or jail maintained by the department; these entries have been included because they provide a more detailed look at another component of service demand. The data provided includes most blotter activity except for items such as wrong numbers and other calls that elicited no response.

Figure 12 - Annual Call for Service Totals by Category (Average of 2014-2015)

Category	City of Beacon	Town of Fishkill	Village of Fishkill
Administrative	378	103	12
Assist - Emergency	317	1,051	197
Assist - Non-Emergency	215	1,025	172
Civil	194	255	30
Court/Jail	828	73	113
Dangerous Conditions Reported	807	608	154
Disturbance/Complaint	1,583	1,050	240
Inchoate Crime	22	12	4
Other	1,097	135	107
Personal Crime - Other	537	607	87
Proactive Policing	1,813	960	651
Property Crime - FBI	283	285	67
Property Crime - Other	464	240	39
Statutory Crime	105	242	19
Traffic Control/Enforcement	3,207	1,722	945
Violent Crime	65	20	5
Total	11,913	8,383	2,837

Source: CFS data provided by municipal police departments

Note: For a complete explanation of what types of calls are included in each of these categories, please see Appendix A

In all three communities, the highest average CFS category was Traffic Control/Enforcement calls (3,207 average annual CFS for the BPD, 1,722 for the TFPD and 945 for the VFPD). In Beacon, the second highest category was Proactive Policing, with 1,813 annual CFS. This category encompasses a wide range of police activity ranging from house checks to community relations; the largest component of this category is basic patrolling. The third highest CFS category in the city is Disturbance/Complaint, with 1,583 CFS. This category includes police responses to citizen complaints such as suspicious person, noise complaints, or barking dogs.

In the Town of Fishkill, the highest CFS category is Traffic Control/Enforcement, as noted above. After that, three other categories have almost identical numbers of CFS: Emergency Assistance (1,051) Disturbance/Complaint (1,050), and Non-Emergency Assistance (1,025). Most emergency assistance calls (1,429) were to respond to medical emergencies, while a smaller number were to assist other police departments (461) or help with fire response (185). Examples of non-emergency assistance includes informational requests or assisting residents who have been locked out of their home or car.

The most common categories of CFS in the Village were Traffic Control/Enforcement (945 CFS) and Proactive Policing (651 CFS). In a distant third was the Disturbance/Complaint category (240 CFS).

Calls related to property, personal, or violent crime are not a significant percent of CFS in any of the municipalities. In Beacon, an average of 0.55% of all calls were related to violent crime, and in the Town and Village, it was lower still. Other personal crime accounted for 4.5% of all CFS in the city, 7.2% in the town, and just 3.1% in the village. In both Beacon and the Town, approximately 6.2% of all CFS related to property crimes, while in the Village, just 3.7% of CFS pertained to property crimes.

Figure 13 - Annual Call For Service Totals - Serious Crime Categories (Average of 2014-2015)

	Beacon		Town of Fishkill		Village of Fishkill	
	Number	% of CFS	Number	% of CFS	Number	% of CFS
All Property Crime	749	6.29%	523	6.24%	106	3.74%
<i>Property Crime - FBI*</i>	283	2.39%	285	3.38%	67	2.36%
<i>Property Crime - Other**</i>	464	3.90%	240	2.86%	39	1.37%
Personal Crime - Other***	537	4.51%	607	7.24%	87	3.07%
Violent Crime	65	0.55%	20	0.24%	5	0.18%
TOTAL Property and Personal Crime	1351	11.34%	1150	13.72%	198	6.98%

Source: CFS data provided by municipal police departments

* Includes property crimes reported to the FBI (burglary, larceny, theft, and motor vehicle theft)

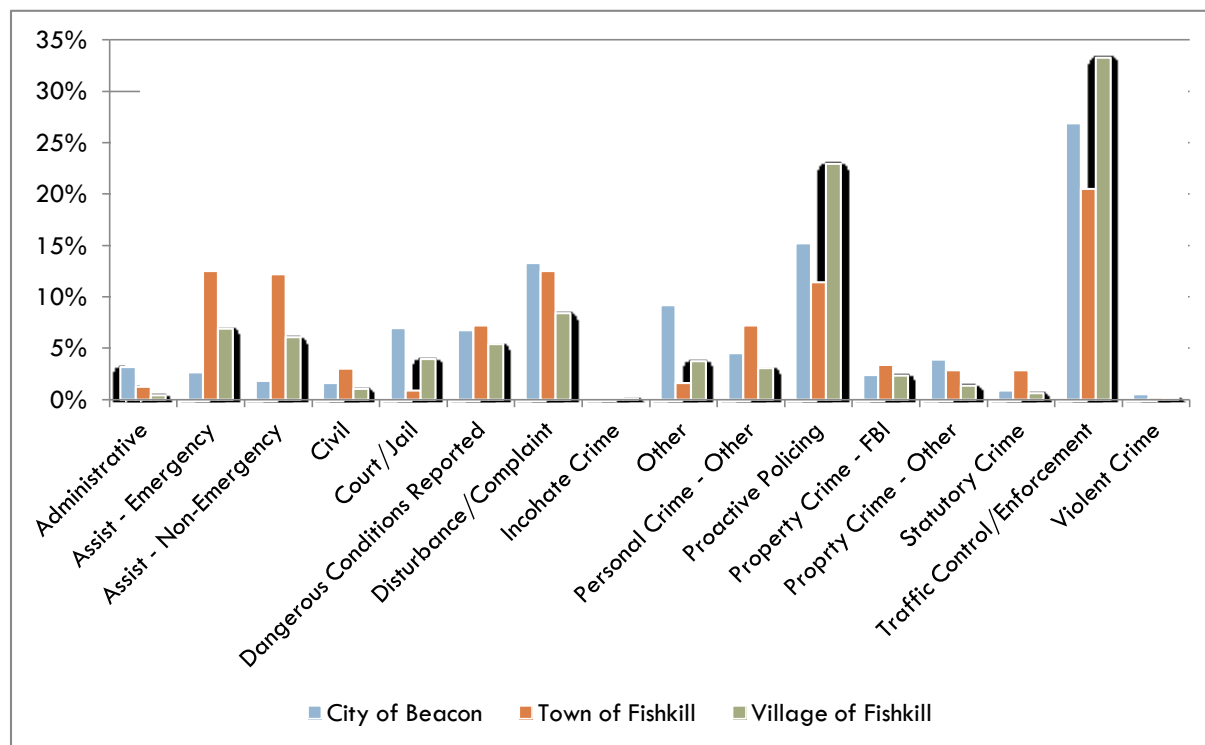
**Includes all other property crimes

***Includes other crimes against people such as harassment, child abuse, and domestic violence

One notable difference between the three departments is the percent of CFS dealing with proactive policing efforts, requests for non-emergency assistance and traffic control and enforcement--categories of policing that do not directly deal with responding to criminal activity. For the BPD and TFPD, these three categories account for a combined 44% of all CFS. However, in the VFPD, 62% of all CFS are for just these three categories. In the Village, almost a quarter of all CFS are for proactive policing, compared to just 11% in the Town.



Figure 14 - Annual Call For Service by Municipality, Percent by Type (Average of 2014-2015)



Source: CFS data provided by municipal police departments

Workload-Based Demand by Shift

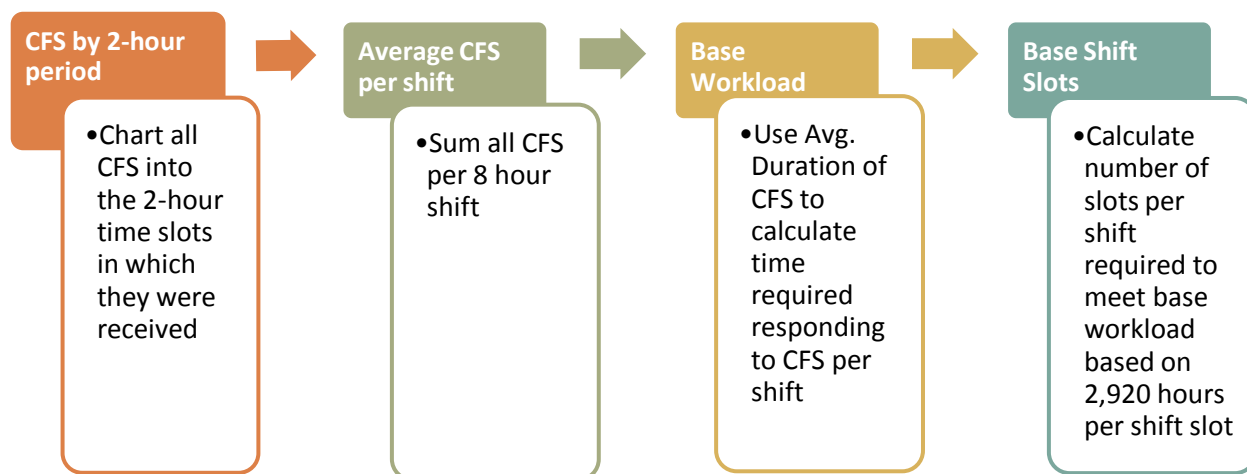
As another means of providing a basis for comparing service demands, a workload-based service demand analysis has been performed by shift for each of the departments. This analysis builds a patrol staffing model for each department based on the levels of demand discussed above.

The workload analysis began by examining existing records related to calls for service to determine a base workload, or the average number of hours responding to CFS required by each department on each shift between 2014 and 2015. Then, several factors were taken into consideration to determine the number of officers required in each shift to meet the average demand.

The first step was to chart average total (CFS) for each department, by each 2-hour period. Next, each CFS was translated into an amount of time, or work, required to respond to the request for service. Using figures from a study performed by the International City/County Management Association (ICMA), an estimated total service time was calculated (35.05 minutes of total service time per CFS). The total number of CFS were multiplied by the estimated service time per call to create a base workload per shift.

The number of slots per shift required to meet the average demand was then calculated by dividing the total hours of workload by the total number of hours of a shift slot (8 hours per day, 365 days per year = 2,920 hours per shift slot)¹⁵. The figure below illustrates the steps completed in determining the base number of shift slots required to meet demand for services in each department.

Figure 15 - Workload-Based Demand Methodology



Once a base number of shift slots is calculated, other factors that impact the staffing level requirements in a police department were then incorporated to create a more accurate estimate of FTE Officers required to meet the demand based on CFS. Other factors considered included occasions when multiple officers were dispatched, a performance goal allowing enough time for more proactive policing, and a shift relief factor that accounts for the time off stipulated in the Collective Bargaining Agreements of each department.

The software used by the departments in this study did not account for those occasions when multiple officers were required when responding to a CFS. To account for the increased workload resulting from multiple officers dispatched, the base shift slot figures were increased by 25%.

The analysis then took into consideration general performance objectives. According to a workforce-demand approach utilized by the ICMA, no more than 60% of patrol time should be committed to responding to CFS. The remaining 40% should be discretionary, allowing patrol officers to address community problems and be available in case of an emergency situation. This ratio of dedicated time to discretionary time is referred to as the Saturation Index. Another way of looking at this index is to consider reactive vs. proactive time. According to this method, if too much of a patrol officer's time is consumed by reactively responding to CFS instead of balancing

¹⁵ The Village and Town of Fishkill use 6-hour shifts. This analysis uses 8-hour shifts for the purpose of comparison with the City of Beacon.

time with more proactive policing, the overall performance of the officer and department will be diminished. In the figure below, this staffing consideration is referred to as “Performance Goal.”

Lastly, a staffing adjustment factor was then included to account for working conditions detailed in the Collective Bargaining Agreements (CBAs) of each department. Training, sick days, vacation, and other regular demands that affect officer availability were summed to determine the number of Full Time Equivalents (FTEs) needed to fill a shift slot. For example, the CBA detailing working conditions for the BPD provides a total of 1,307 hours off annually, or 163 days. Accordingly, one full time FTE Officer fills 55% of a shift slot.

The result of these calculations was then rounded up, resulting in a total number of FTE Officers required to meet service demands based on CFS. The figure below details the results of incorporating other staffing characteristics and preferences in determining the total patrol staff required to meet demands for service.

Figure 16 - Workload-Based Demand Analysis—Results

Factor	Shift	Time	Beacon PD	Town of Fishkill PD	Village of Fishkill PD	TOTAL
Average CFS*	A	8:00am - 4:00pm	5,300	3,630	1,497	10,427
	B	4:00pm - 12:00am	4,464	2,984	823	8,271
	C	12:00am - 8:00am	2,154	1,769	517	4,439
Base Workload (Hours)**	A	8:00am - 4:00pm	3,091	2,118	873	6,082
	B	4:00pm - 12:00am	2,604	1,741	480	4,824
	C	12:00am - 8:00am	1,257	1,032	301	2,589
Base Shift Slots***	A	8:00am - 4:00pm	1.06	0.73	0.30	2.08
	B	4:00pm - 12:00am	0.89	0.60	0.16	1.65
	C	12:00am - 8:00am	0.43	0.35	0.10	0.89
Multiple Response Increase	A	8:00am - 4:00pm	1.32	0.91	0.37	2.60
	B	4:00pm - 12:00am	1.11	0.75	0.21	2.07
	C	12:00am - 8:00am	0.54	0.44	0.13	1.11
Performance Goal	A	8:00am - 4:00pm	2.21	1.51	0.62	4.34
	B	4:00pm - 12:00am	1.86	1.24	0.34	3.44
	C	12:00am - 8:00am	0.90	0.74	0.21	1.85
Shift Relief Factors	A	8:00am - 4:00pm	3.99	2.11	0.87	6.98
	B	4:00pm - 12:00am	3.36	1.74	0.48	5.58
	C	12:00am - 8:00am	1.62	1.03	0.30	2.95
Number of FTEs	A	8:00am - 4:00pm	4.00	3.00	1.00	8
	B	4:00pm - 12:00am	4.00	2.00	1.00	7
	C	12:00am - 8:00am	2.00	2.00	1.00	5

Source: Source: CFS data provided by municipal police departments

*2014-2015

**Based on assumption of 35 min average time responding to a CFS. This amount is based on information presented in “A Performance Based Approach to Police Staffing and Allocation” by Jeremy M. Wilson and Alexander Weiss.

***2,920 hours per shift slot (8 hours a day, 365 days a year)

As a point of reference for the figures provided above, the table below provides information about existing staffing by patrol shift in each department. Please note that this information is estimated based on limited input provided by the departments. Also, some of the figures show a range of employees on each shift. In the Town, the figures are not an exact 1:1 match. Currently the Town operates on a 4-shift schedule. For the Village, data provided did not schedule a consistent number of officers on each shift on each day. The range presented here reflects the higher and lower numbers based on the sample monthly schedule provided.

Figure 17 - Officers by Shift: Current vs. Recommended

Shift	City of Beacon	Town of Fishkill	Village of Fishkill	Actual Total	Workload-Demand Recommended Total
A (8am-4pm)	4-5	2	2-3	8-10	8
B (4pm-12am)	4-5	2	1-2	7-9	7
C (12am-8am)	4-5	2	1-2	7-9	5

Data Source: Current officer totals from City of Beacon, Town of Fishkill and Village of Fishkill

The conclusions of this analysis suggest that actual staffing is aligned with recommended workload-based staffing for the day shift (Shift A) and the afternoon shift (Shift B). The morning shift has an actual staffing level of 8-10 officers active in the three study communities, while the workload-based staffing analysis recommends a total of 8 officers for that shift. The afternoon shift has an actual staffing level of 7-9 officers while the workload-based staffing analysis recommends a total of 7 officers. **For the night shift (Shift C) from 12am-8am, the actual staffing levels differ from those recommended by the analysis; while there are actually 7-9 officers active in the three communities on the night shift, the workload-based staffing analysis suggests that only 5 are required.** This divergence is primarily caused by the City where 4-5 officers are assigned to the shift but the demand analysis estimates that only 2 are required. Some of this discrepancy may be caused by required supervision levels. **Even if the assumptions informing this analysis lead to a conclusion that slightly understates the number of officers required, the disparity between current staffing levels and recommended levels suggests the possibility for examining the current number of officers on duty during the night shift.**

Crime Trends (FBI Data)

Federally Reported Crime Statistics

The Federal Bureau of Investigation (FBI) compiles annual crime statistics as part of the Uniform Crime Reports (UCR) program. The UCR defines violent crime as crimes involving the use of force or threat of force. Violent crime includes non-negligent manslaughter, aggravated assault, murder, and rape. In addition to violent crime, the FBI also compiles statistics for property crime. Property crime includes larceny, burglary, motor-vehicle theft, and arson. Due to differing collection procedures and varying levels of municipal participation, reporting on arson statistics is limited.

In 2015 the FBI expanded their definition of rape to more accurately reflect the number of sexual assaults occurring each year. Due to this change, comparing rape statistics before and after 2015 is tricky. If the number of reported rapes in a given municipality increased after 2015 it is difficult to determine whether the increase is explained by more crime or because more crimes fit the expanded definition of rape.

2015 New York State Crime Statistics based on a population of 19,795,791

609 murders, that is
3.1 murders per
100,000 people

10,463* rapes, that
is 52.9 rapes per
100,000 people

23,936 robberies,
that is 120.9
robberies per
100,000 people

44,546 aggravated
assaults, that is 225
assaults per
100,000 people

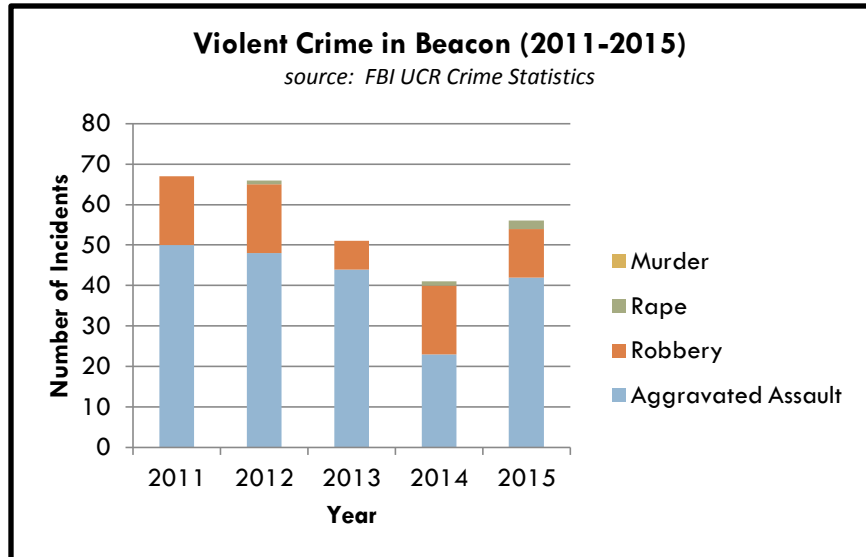
Source: <https://ucr.fbi.gov/crime-in-the-u.s/2015/crime-in-the-u.s.-2015/tables/table-4>

* The figures used in the rape (revised definition) column contain the combined number using the (revised definition) and the (legacy definition) and were estimated using the revised Uniform Crime Reporting (UCR) definition of rape. See data declaration for further explanation.

City of Beacon Crime Statistics

Figure 18

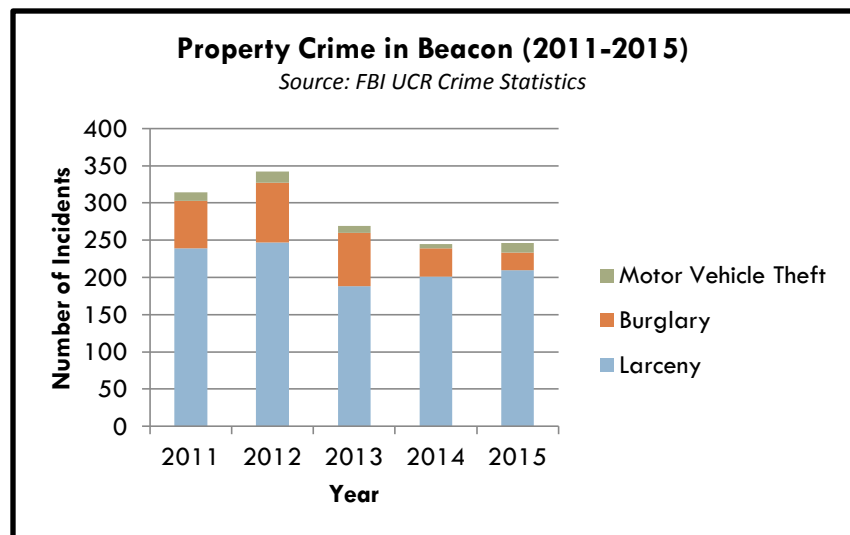
The number of violent crimes in the city of Beacon has been trending downward since 2011. The total number of violent crimes reported in Beacon decreased three years in a row from 2011 to 2014 before increasing in 2015. The increase of reported violent crime in 2015 was largely driven by the number of reported aggravated assaults which



decreased from 43 in 2013 to 23 in 2014 but then rose again to 42 in 2015. Additionally, aggravated assault accounts for the majority of all violent crime in Beacon with an annual average of 41.4 reported aggravated assaults from 2011-2015 compared to an annual average of 14 robberies and .8 rapes reported over the same time period.

Figure 19

Similar to violent crime, property crime in the City of Beacon has also been trending downward. Larceny accounts for the majority of property crimes in Beacon with an annual average of 217 reported incidents of larceny from 2011 to 2015. The number of burglaries has steadily decreased each year from 86 in 2012 to 38 in 2016.



Town of Fishkill Crime Statistics

Figure 20

Violent crime is rare in the Town of Fishkill. From the 2011 to 2015 there were no reported incidents of murder or rape. Over the same time period the average annual number of robberies and aggravated assaults was 1.4 and 4.4 respectively. With so few incidents of violent crime, no clear conclusion about crime trends can be drawn other than the fact that violent crime levels remain low.

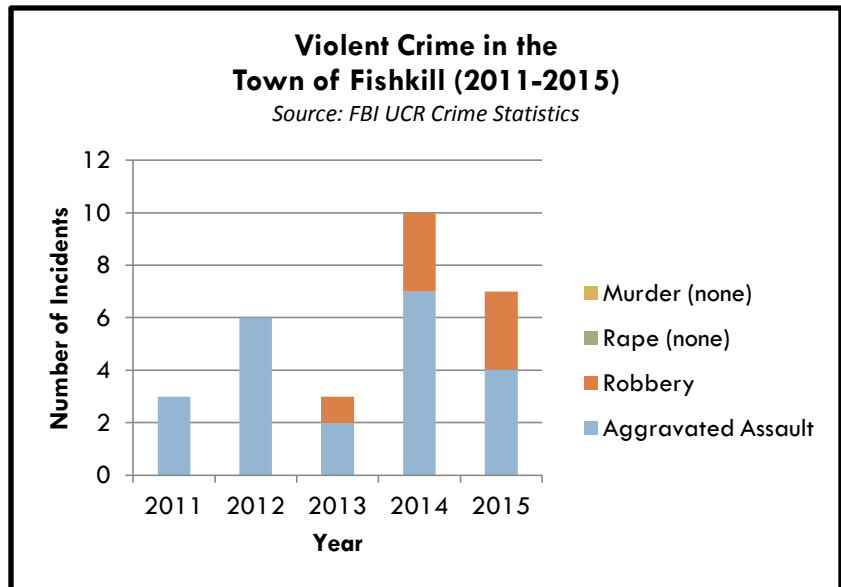
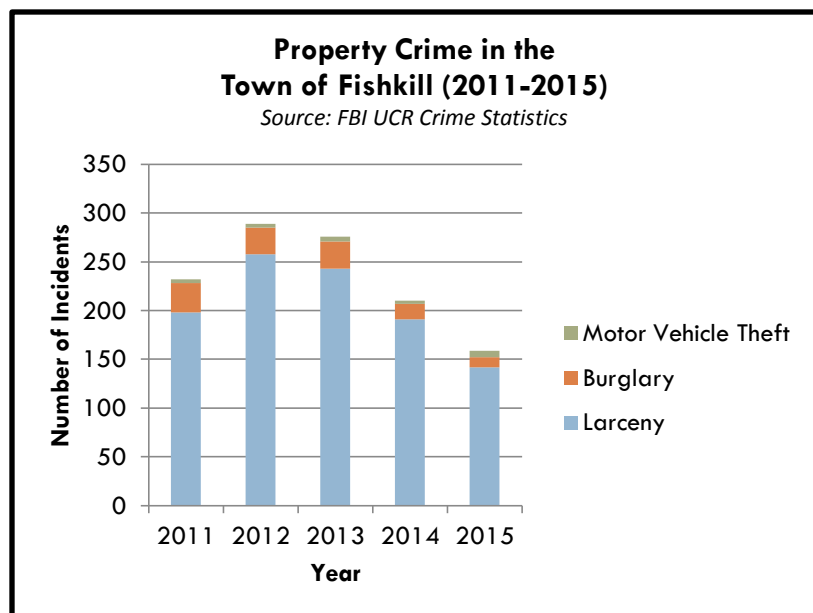


Figure 21

Property crime in the town is far more common than violent crime. From 2011 to 2015 there was an average of 206.4 reported incidents of larceny each year. Over that same time period there was an average of 22.2 burglaries and 4.6 motor vehicle thefts reported each year.



Village of Fishkill Crime Statistics

Figure 22

Similar to the Town of Fishkill, violent crime in the Village of Fishkill has been so infrequent that clear trends are difficult to identify. From 2011 to 2015 there were no reported incidents of rape or murder and in 2014 and 2015 there were no violent crimes at all. In the same time period, the highest number of total violent crimes committed in a year occurred in 2011 with 4 incidents of aggravated assault.

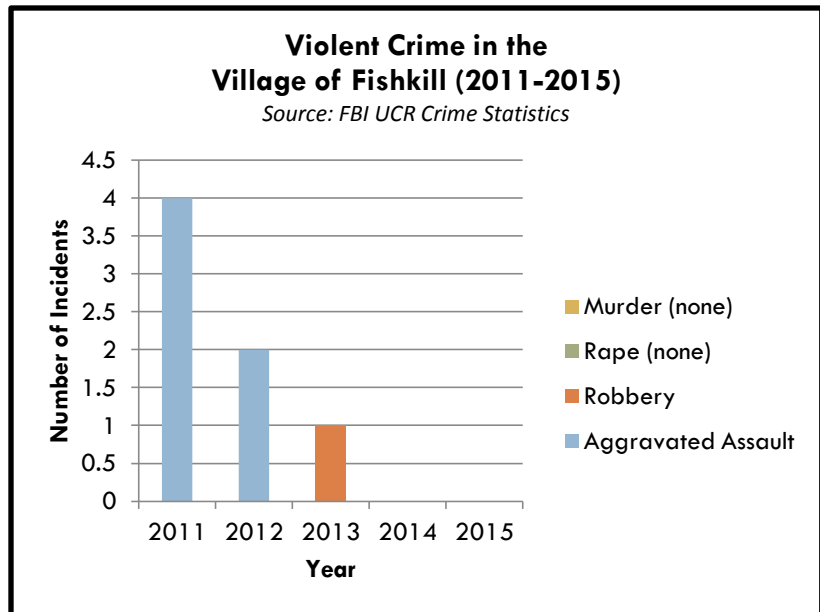
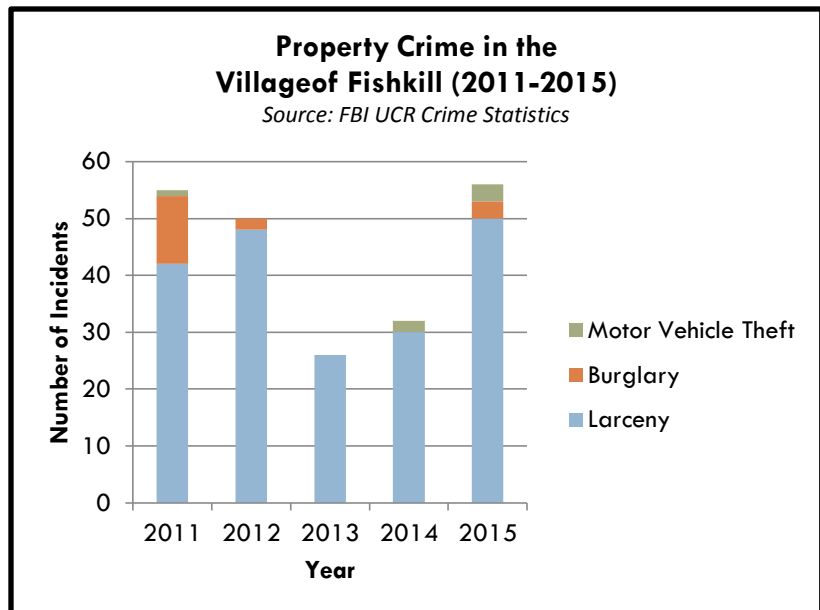


Figure 23

The level of property crime is generally higher than violent crime in the village. Larceny accounts for the vast majority of property crime in the village. From 2011 to 2015 the average number of reported larceny was 39 in contrast to an annual average of 3.4 burglaries and 1.2 motor vehicle theft over the same time period.



Longer Term Trends

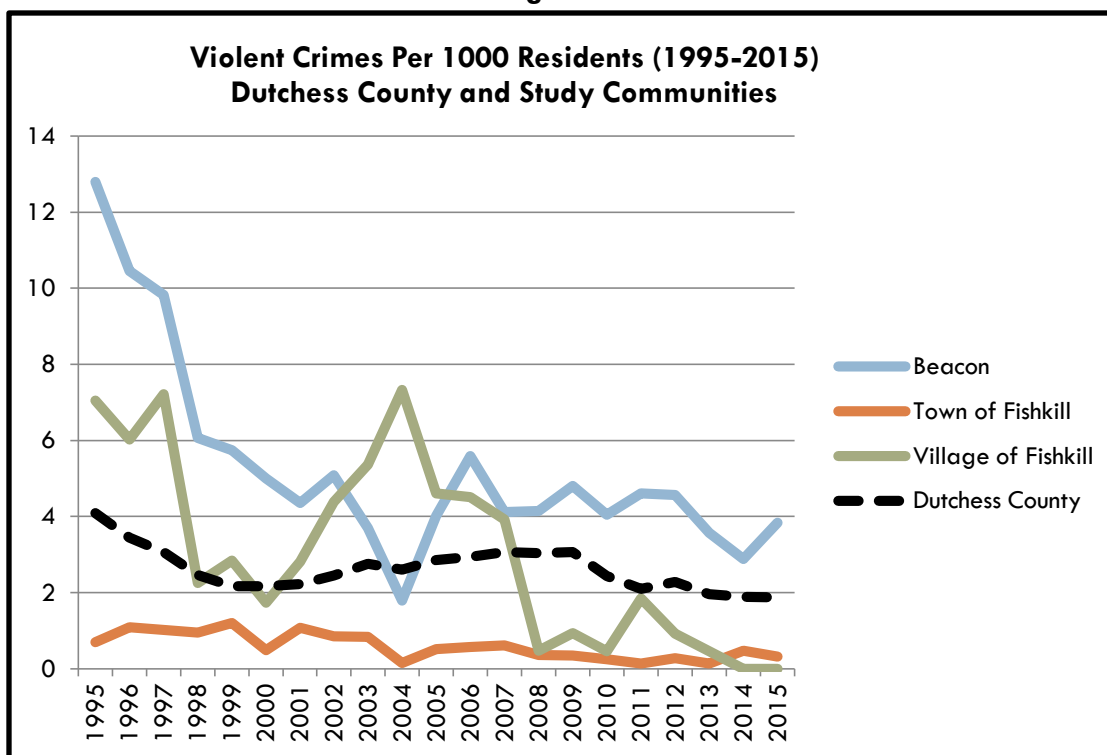
This section takes a longer view of crime trends in the three study communities, using the same data on FBI Crime Statistics provided by the New York Division of Criminal Justice Services. Taking a 20-year perspective, a clear picture emerges of significant drops in crime in all three communities--which mirrors similar decreases seen in cities and towns through the country over the same period. Except for the period between 2003-2005, the violent crime rate was highest in the City of Beacon in every year since 1995. From 1995-2013, the Town of Fishkill had the lowest violent crime rate of the study communities, but in 2014 the Village of Fishkill's violent crime rate fell below the Town's for the first time.

In Beacon, the violent crime rate, which in 1995 was more than 12 per 1000, has fallen dramatically and now has not risen above 5 per 1000 since 2007. With a small population, the crime rate fluctuates more in the Village of Fishkill, but here too, the trend is clear, and significant. Prior to 2008, the violent crime rate fell below 2 per 1000 only once between 1995-2008. Since then, the violent crime rate has been at or below that level every year. The Town of Fishkill has had a very low rate of violent crime for the entirety of the period reviewed so trends are harder to discern. Still, the violent crime rate seems to have decreased by a small but measurable amount in recent years. Across Dutchess County, violent crime has also been on a downward trend since 1995, although progress has not been even. The violent crime rate fell by 50% from 1995-2000 before increasing again by about 25% from 2001-2009. Since 2009, however, the violent crime rate has decreased significantly and has been below 2 per 1000 since 2013.

It is worth noting that the significant decreases in crime rates observed in the three study communities since 1995 have been matched in communities throughout the country. From big cities to small towns, crime rates have fallen dramatically over the past two decades. No single local factor explains this decline. Some cities which saw large decreases in crime, like New York, adopted police reforms such as "broken windows" policing and added officers, while other cities with similar declines in crime did not change their policing tactics or add many new officers.¹⁶ Therefore, answering the question of whether the declines in crime recorded in the three study communities are due to local factors or national trends cannot easily be determined.

¹⁶ Since the sweeping decline in crime, with improved strategies to address crime, the NYPD has decreased dramatically in size.

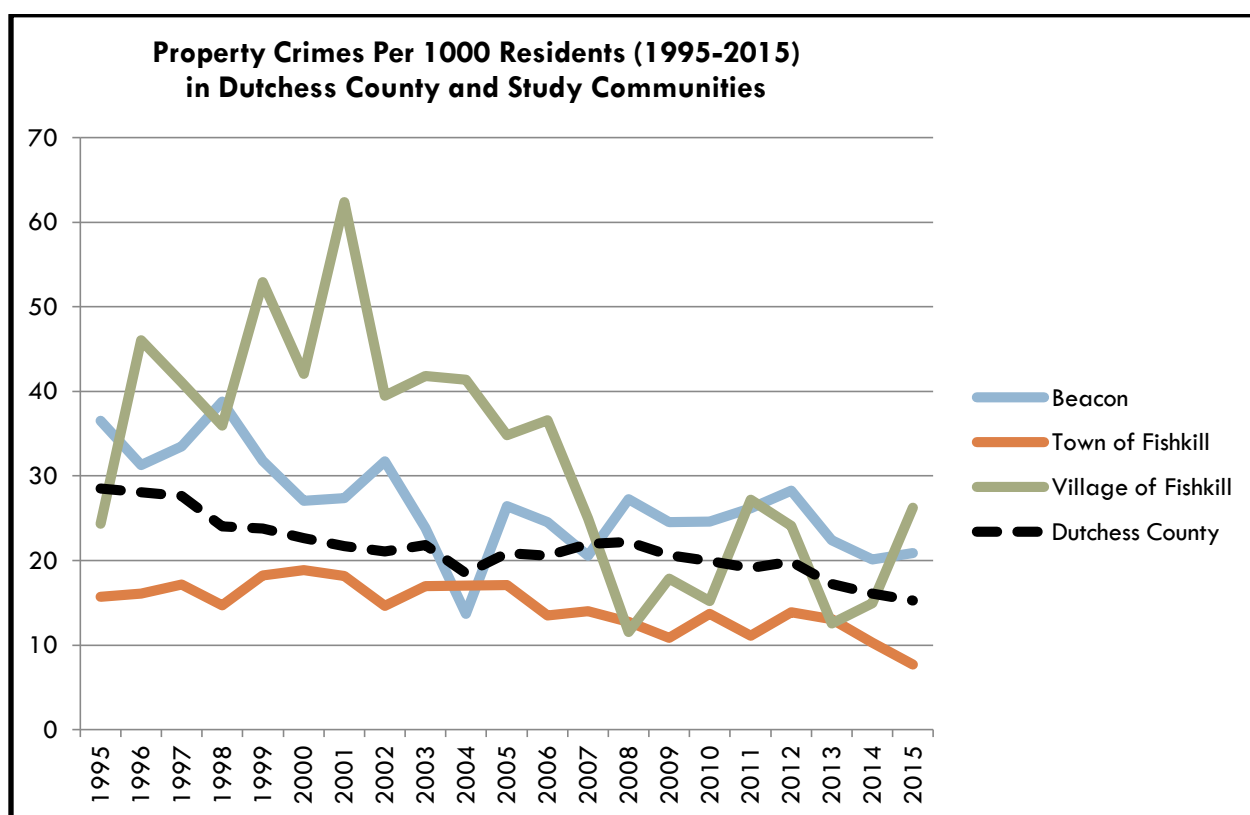
Figure 24



Source: FBI UCR Crime Statistics

A review of trends in property crime rates reveals a slightly different picture. While the violent crime rate in the City of Beacon exceeded the Town or Village in almost every year, the property crime rate in the Village of Fishkill was actually higher than the City or the Town in most years before 1997, and was again the highest in 2011 and 2015. Of course, the raw number of property crimes remains lower in the Village than in the other two communities, but because of the village's small population, the per capita crime rate has reached high levels in some years. The crime rate in the City has generally been declining since 1995 while in the Town, the property crime rate rose slightly from 1995-2000 but has fallen by about 50% since then. The countywide property crime rate has been on a largely steady downward trend for the past 20 years, and is now about half of what it was in 1995. As it is difficult to use police presence as a deterrent to property crime unless in large numbers, the village should continue to engage the community in strategies residents can use to reduce crimes against properties (e.g. home alarms, locking car doors, leaving lights on when away, etc.).

Figure 25



Source: FBI UCR Crime Statistics

Crime Statistics Comparison

Comparing CFS and crime data among multiple municipalities can be tricky, and the FBI encourages special consideration be given when attempting to rank or make comparisons. There are a variety of factors that contribute to crime levels, such as population, socio-economic conditions, etc., and comparing crime levels without taking into consideration other factors can be misleading.

Taking these potential pitfalls into account, Figure 26 was created to provide additional insight into the crime levels in the municipalities of this study. The table shows 2015 crime statistics for the three municipalities of this study as well as average crime statistics of similarly sized municipalities (populations +/-20% of the study communities) in New York State. This table provides useful context for crime levels in Beacon, the Town Fishkill, and the Village of Fishkill without directly comparing them with any one municipality. Because crime statistics are generally reported by police departments, municipalities with no local police department (i.e. towns in which police service is provided by the New York State Police or a county sheriff) were not included in this analysis.

As depicted in Figure 26, Beacon had a higher number of incidents of violent crime in 2015 than other municipalities in New York State with a similar population. This is mostly due to Beacon's

relatively higher rate of aggravated assault which was double the rate of similarly sized municipalities. Total 2015 property crime in Beacon was less than similarly sized municipalities in New York State. The number of burglaries in Beacon, which has been trending downward in the city since 2011, was significantly lower than similarly sized municipalities. In fact, motor vehicle theft was the only type of property crime where Beacon fared worse than similar sized municipalities.

Both total violent crime and total property crime levels were lower in the Town of Fishkill than average crime levels in municipalities of similar size. In particular, aggravated assault and burglary occurrences were significantly lower.

There was no violent crime reported in the Village of Fishkill in 2015. Average violent crime of similarly sized municipalities was also very low at an average of 1.6 incidents of violent crime reported in 2015. Furthermore, several of the similarly sized municipalities also had no reported incidents of violent crime in 2015. Property crime, on the other hand, was significantly more prevalent in the Village compared to similarly sized municipalities. This is primarily due to the high rate of reported larceny in the village which was more than double that of similarly sized municipalities in 2015.

Figure 26 - 2015 Crime Statistics in Study Communities and Comparable Communities

	City of Beacon (2015 Pop: 14,347)	NY Cities & Villages with Population within 20% of Beacon (Avg)	Town of Fishkill (2015 Pop: 21,493)	NY Towns with Population within 20% of the Town of Fishkill (Avg)	Village of Fishkill (2015 Population: 2,133)	NY Villages with Population within 20% of the Village of Fishkill (Avg)
Type of Crime	# of Incidents					
Murder	0	0.1	0	0.1	0	0.0
Rape	2	6.3	0	1.5	0	0.5
Robbery	12	7.3	3	2.7	0	0.3
Aggravated Assault	41	18.1	4	8.2	0	1.1
Total Violent Crime	55	31.8	7.0	12.6	0	1.9
Burglary	23	59.8	10	34.1	3	3.0
Larceny	210	289.4	141	238.6	50	22.5
Motor Vehicle Theft	12	7.9	7	6.0	3	0.5
Arson	0	1.5	1	0.8	0	0.1
Total Property Crime	245	357.2	158	278.6	56	26.1
<i>Source: FBI UCR Crime Statistics</i>						

Financial Analysis

This section first compares the cost of providing police services in the three study communities as compared to other similarly-sized municipalities across New York State. Next it examines in more detail the spending of each of the three departments and what specific police services the money supports.

A Statewide Perspective

How much, on a per capita basis, do residents of Beacon and the Village and Town of Fishkill pay for policing and how does this amount compare to other similarly sized, comparable communities elsewhere in New York? Answering this question will provide a benchmark for whether the three study communities are paying a lot or a little, relative to other municipalities, for the cost of providing police services, and therefore suggest whether spending efficiencies should or should not be a priority for each community.

To address this question, data was collected from the Office of the State Comptroller's Open Book New York website. This database includes complete audited information on financial expenditures, broken out by type of expenditure, for each municipality in the state. While there are some issues of data comparability because different municipalities may report fiscal data in somewhat different ways, this dataset represents the only efficient way to compare spending by municipalities from across New York State. It is important to note that police spending data obtained from the Comptroller generally does *not* include the cost of providing health and retirement benefits to officers--it does include all other personnel and operational costs. Because of this fact, actual spending totals reported via this method may differ from totals reported through budget review of individual municipalities. However, because benefit data is excluded across the board, the accuracy of comparisons between municipalities should not suffer.

For each community, data from Open Book New York was collected for both 2014 and 2015, then averaged to create a more accurate picture of annual expenditures. Population figures were drawn from the 2015 American Community Survey. In towns (such as Fishkill) where a village has its own police department, that village's population was subtracted from the town total in order to give a more accurate estimate of the amount that town residents are paying for police services.

Study Communities

Among the three communities in this study the Town of Fishkill stands out as having dramatically lower per capita police costs than either the Village or the City. Based on the average expenditures on policing in 2014-2015, the Town of Fishkill spent just \$79 per resident per year to provide police services to the 21,504 people who live in the unincorporated part of the town. By contrast, the Village of Fishkill, though the actual police budget was far smaller than the town's spent more than three times as much, per capita, an average of \$292 per resident per year to provide police services. The City of Beacon was slightly lower, spending an average of \$284 per resident per year.

Figure 27 - Per Capita Police Expenditures - Study Communities

Municipality	Average Police Exp. (2014-2015)	Population (2015)	Per Capita Police Cost
Village of Fishkill	\$583,822	2,001	\$292
City of Beacon	\$4,079,380	14,375	\$284
Town of Fishkill	\$1,694,693	21,504	\$79

Source: New York State Comptroller

It should be noted that these totals do not include the cost of providing health and retirement benefits to current or retired officers. If these were added in, the total per capita police cost for the City would likely be significantly higher, since the all full-time city department has higher benefit costs than the all part-time village and town departments. However, the addition of benefit costs would not change the conclusion that the Village of Fishkill has significantly higher per capita policing costs than the Town.

Statewide Comparisons

In order to evaluate whether the amount being spent in these communities was high or low relative to the norm for similar communities, data was collected for other communities in New York. Specifically, police expenditures were collected for all municipalities with populations up to 20% larger or smaller than each of the three study communities. For the Village of Fishkill, this meant including all villages with police departments and with populations between 1,601 - 2,401, a total of 51 other villages. For the Town of Fishkill, 17 comparable towns were identified with police departments and with populations between 17,203 and 25,804. For the City of Beacon, 16 comparable cities or large villages with police departments were identified with populations between 11,500 and 17,250.

This comparative analysis reveals that per capita police costs for the Village and the City are among the highest in the state for comparable municipalities, while per capita police costs for the Town are among the lowest. It should be noted again that these totals do not include the cost of providing health and retirement benefits to current or retired officers nor do they indicate whether the municipalities in question are "overstaffed" with respect to the number of police officers.

Figure 28 - Per Capita Police Expenditures: Village of Fishkill and Statewide Comparables

County	Village	Average Police Exp. (2014-2015)	Pop. (2015)	Per Capita Police Cost	Rank (out of 52 statewide)
Suffolk	Westhampton Beach	\$2,127,216	1,918	\$1,109	1
Nassau	Old Brookville	\$2,239,894	2,307	\$971	2
Nassau	Oyster Bay Cove	\$1,979,987	2,190	\$904	3
Suffolk	Sag Harbor	\$1,810,642	2,075	\$873	4
Nassau	Laurel Hollow	\$1,371,489	1,835	\$747	5
Westchester	Buchanan	\$895,480	2,218	\$404	6
Suffolk	Nissequogue	\$661,616	1,692	\$391	7
Dutchess	Fishkill	\$583,822	2,001	\$292	8
Onondaga	Liverpool	\$538,600	2,230	\$242	9
Wyoming	Arcade	\$503,638	2,214	\$227	10
Schuyler	Watkins Glen	\$418,296	1,912	\$219	11
Tompkins	Dryden	\$436,386	2,014	\$217	12
Otsego	Cooperstown	\$473,061	2,185	\$217	13
Broome	Port Dickinson	\$316,338	1,648	\$192	14
Dutchess	Red Hook	\$371,845	1,990	\$187	15

Source: New York State Comptroller

With per capita police costs of \$292, the Village ranks as the 8th most costly village among the 52 villages evaluated. Of the seven villages with higher per capita police costs, six of them are in extremely affluent areas of Long Island and the seventh is home to Indian Point nuclear power plant, which presumably drives the cost of policing in the Village of Buchanan somewhat higher than it would otherwise be.¹⁷ While wealthy communities may choose to impose higher property taxes on themselves in order to provide a “deluxe” level of police service, it is questionable why Fishkill, which has a much lower median income and relatively little crime, would choose to do so.

By contrast, the Town of Fishkill, with per capita police costs of only \$79, has lower costs than almost all other similar towns. The Town ranks 15th out of 18 comparable towns. It is therefore easier to understand why the Town would provide this service.

¹⁷ It is also possible that the taxes paid by Indian Point nuclear point have allowed Buchanan to afford a larger police department than would otherwise have been possible.

Figure 29 - Per Capita Police Expenditures: Town of Fishkill and Statewide Comparables

County	Town	Average Police Exp. (2014-2015)	Pop.* (2015)	Per Capita Police Cost	Rank (out of 18 statewide)
Suffolk	East Hampton	\$12,247,032	17,694	\$692	1
Suffolk	Southold	\$8,395,984	20,096	\$418	2
Westchester	Bedford	\$5,674,981	17,335	\$327	3
Westchester	Eastchester	\$6,254,608	20,054	\$312	4
Westchester	New Castle	\$5,213,886	17,569	\$297	5
Orange	New Windsor	\$5,477,202	26,577	\$206	6
Onondaga	DeWitt	\$4,050,831	25,838	\$157	7
Schenectady	Niskayuna	\$3,397,191	22,393	\$152	8
Oneida	New Hartford	\$2,164,181	18,818	\$115	9
Ulster	Saugerties	\$2,176,601	19,174	\$114	10
Schenectady	Glenville	\$3,170,069	29,480	\$108	11
Onondaga	Camillus	\$2,200,026	23,064	\$95	12
Orange	Blooming Grove	\$1,659,277	18,028	\$92	13
Dutchess	Hyde Park	\$1,786,525	21,241	\$84	14
Dutchess	Fishkill	\$1,694,693	21,504	\$79	15

Source: New York State Comptroller

*Population figures include only unincorporated areas served by the town police department. In cases where a village or villages within a town has a separate police department, the population of that village is subtracted from the overall town population to arrive at this number.

Like the Village, the City has per capita police costs that are among the highest in the state for similarly sized communities. Beacon's \$284 per capita costs place it 5th in the state out of 17 comparable cities and large villages. Outside of Long Island and Westchester, it has the second highest costs.

Figure 30 - Per Capita Police Expenditures: City of Beacon and Statewide Comparables

County	City/Village	Average Police Exp. (2014-2015)	Pop. (2015)	Per Capita Police Cost	Rank (out of 17 statewide)
Nassau	Village of Floral Park	\$6,831,400	16,093	\$424	1
Westchester	City of Rye	\$6,217,581	15,944	\$390	2
Westchester	Village of Scarsdale	\$6,405,188	17,621	\$363	3
Chautauqua	City of Dunkirk	\$3,526,785	12,308	\$287	4
Dutchess	City of Beacon	\$4,079,380	14,375	\$284	5
Ontario	City of Geneva	\$3,262,164	13,157	\$248	6
Erie	City of Tonawanda	\$3,203,142	15,000	\$214	7
Erie	Village of Depew	\$3,195,587	15,227	\$210	8
Broome	Village of Endicott	\$2,707,582	13,143	\$206	9
Albany	City of Cohoes	\$3,250,460	16,281	\$200	10
Broome	Village of Johnson City	\$2,887,969	14,903	\$194	11
Fulton	City of Gloversville	\$2,839,158	15,293	\$186	12
Cattaraugus	City of Olean	\$2,561,192	14,099	\$182	13
Warren	City of Glens Falls	\$2,570,273	14,496	\$177	14
Erie	Village of Kenmore	\$2,649,866	15,271	\$174	15

Source: New York State Comptroller

The results of this analysis suggest that further reductions in police costs are likely to be difficult in the Town of Fishkill, as the town already spends less per capita than almost any similarly sized town in the state. In the Village and the City, however, it may be more feasible to find ways to reduce costs or share services since these two municipalities have unusually high policing costs for municipalities of their sizes. The Village, especially, should consider ways to reduce the costs associated with maintaining its own police department, and all options, up to and including consolidation with the town's much cheaper police department, should be considered.

Police Services - Breakout by Expense Category

While the preceding section considers police costs as reported to the State Comptroller by municipalities across the state, these costs (as was noted above) generally include only direct expenditures on police services and police salaries. Costs for health, retirement, and other benefits are generally reported separately to the Comptroller's office, and their reporting differs significantly between communities, making a statewide analysis of these costs impractical.

For the three study communities, however, it is possible to conduct a more detailed budgetary analysis to determine the full costs of the three police departments. To complete this section, Pattern reviewed budget information provided directly by the Finance Department in the City, the Comptroller's Office in the Town, and the Village Treasurer. For the city and town, the 2016 adopted budget was reviewed. The village uses a different fiscal year; the 2016-2017 adopted budget was used instead. In all three cases, the final totals for each department reflect a two-

step process. First, all budget lines in the sections of each municipality's budget that are listed as police expenditures were included. Second, for items such as health benefits or liability insurance that were not segmented by department in the municipal budgets, this study estimated the share of these expenses that could be attributed to the police department.

Examining the topline numbers reveals that while police costs make up a sizable part of the budgets of all three communities, Beacon and the Village of Fishkill are spending a significantly larger share of the budget on police costs than the Town. In the city and the village, police costs account for over a third of total budgeted expenditures, while in the town, police costs account for only around 20% of the total budget.

Figure 31 - All Police Expenditures as Percentage of Municipal Budget

	Total 2016 Budgeted Expenditures	2016 Police Budgeted Expenditures	Police Exp. % of Total
Beacon	\$19,062,655	\$6,747,349	35.4%
Fishkill (Town)	\$11,527,450	\$2,345,812	20.3%
Fishkill (Village)	\$2,273,594	\$765,208	33.7%

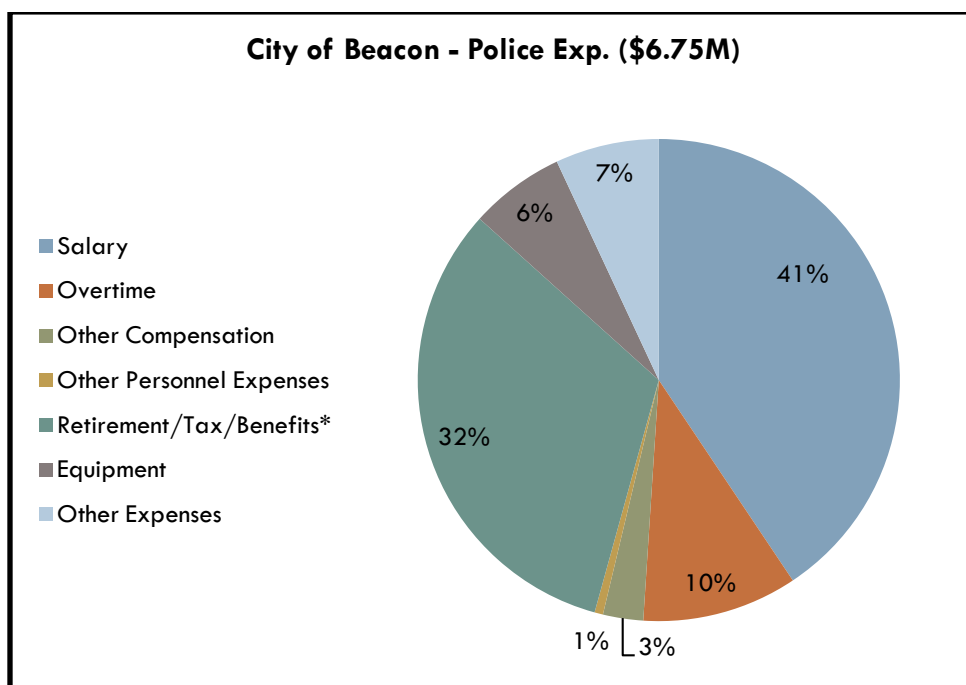
Source: Adopted Municipal Budgets

That police costs account for nearly a third of the city's budget is not surprising given the fact that the city maintains a full time department. Likewise, the lower size of police costs in the town relative to the overall budget may be easily explained by the use of only part-time officers in the town's department. Harder to explain is the relatively high share of the village's budget devoted to police costs, since the village's officers also work part-time. In theory it could be that police costs make up such a large share of the village budget because spending on other services is unusually low. However, the statewide analysis which indicated that the village's per capita police costs are among the highest in the state for a community of its size suggest that the reason 34% of the village's budget goes to police services is due to higher than normal police expenditures rather than lower than average non-police expenditures.

City of Beacon

In the City of Beacon, personnel-related costs take up nearly the entire 2016 police budget; 87% of the budget is devoted to personnel-related expenses, with only 13% for other costs, including expenditures for equipment (\$431,000). Direct employee compensation, including regular salary, overtime, and other types of compensation (such as Holiday Pay, Sick Leave Pay, Training Stipends, etc.) account for 55% of the budget (\$2.74 million), while the cost of providing health benefits, pensions, and employee-based taxes such as Social Security payroll tax, account for an additional 32% of the budget (\$2.18 million). In 2016, the median compensation (without overtime) earned by any of the 32 full time sworn officers¹⁸ in Beacon was just over \$83,000. With overtime included, the median compensation of officers in the department rose to \$107,000.¹⁹ These totals suggest that the city is unlikely to achieve any significant reduction in its police budget without making changes to departmental staffing or compensation level.

Figure 32 - Breakdown of Police Expenditures



Source: Municipal adopted budgets

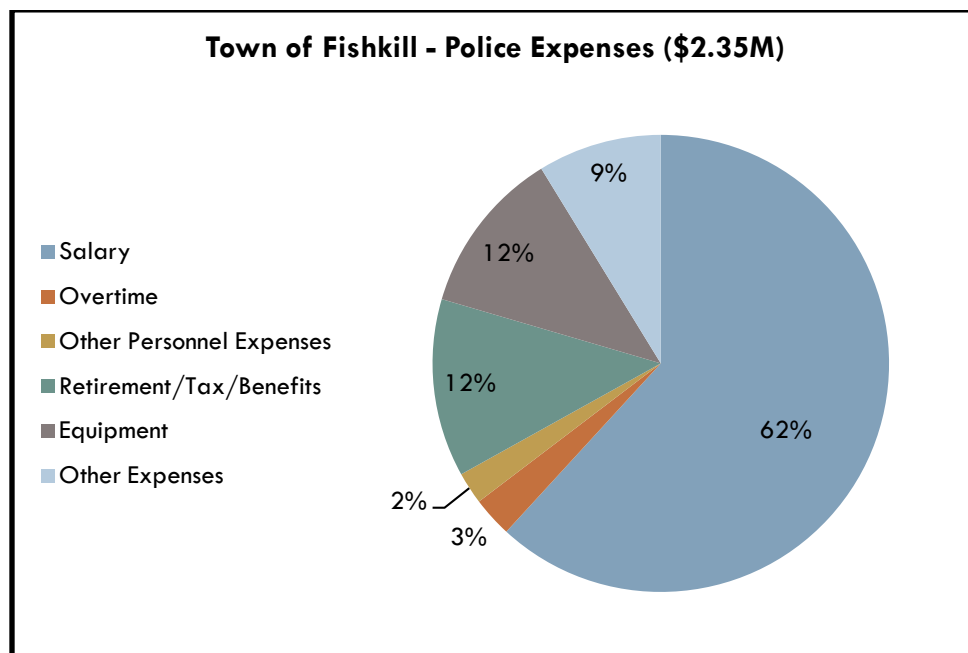
¹⁸ The Police Chief and Police Captain are not included in these figures.

¹⁹ Officers who worked only part of the year in 2016 are not included in overtime calculations. Data on overtime by officer from www.seethroughnyny.net. It should be noted that overtime is not evenly distributed within the department. Over \$225,000 in overtime was paid to **just three officers** in the department, almost one third of the department's total overtime budget. More than half of the department's overtime was paid to just six officers.

Town of Fishkill

The Town of Fishkill's total police budget is approximately one third as large as the city's. With a department composed exclusively of part-time officers, the town spends a much smaller share of the budget on benefits (health and retirement) than the city. Just 12% of the town's police expenditures go towards these areas, compared to 32% in the city. With fewer fringe benefits for the part-time officers, the cost of all forms of compensation (salary, plus overtime, plus other compensation) takes up a larger piece of the town's budget (65%) than the city's (54%). In 2016, the median compensation (without overtime) earned by any of the 45 full time sworn officers²⁰ in the Town of Fishkill was just over \$22,750. When the health/retirement costs are included, out of the total 2016 police expenditures of \$2.35 million, approximately 79% went to personnel-related costs, lower than the 87% in the city.

Figure 33 - Breakdown of Police Expenditures



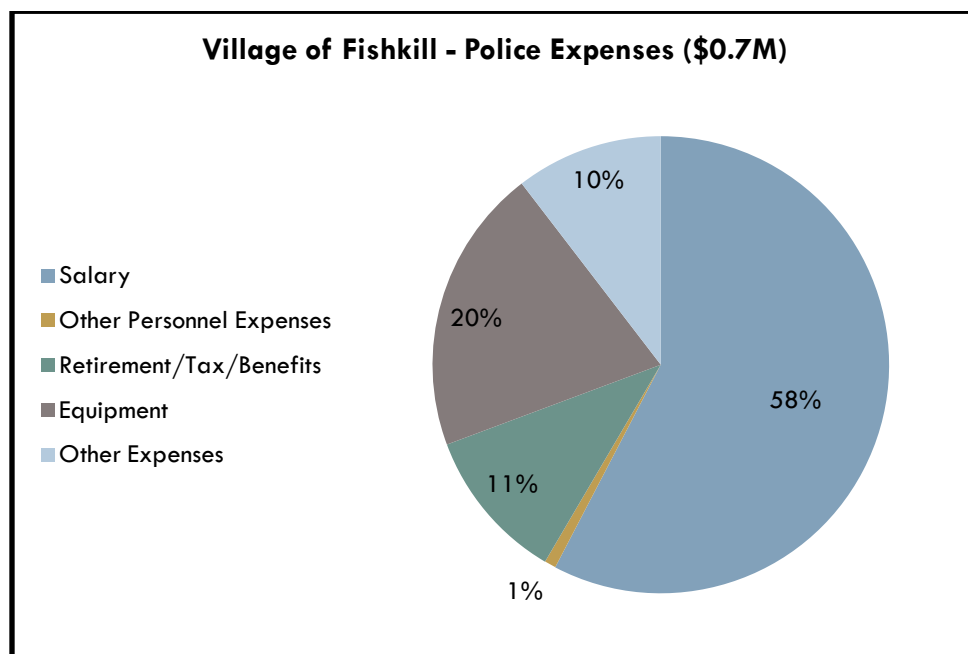
Source: Municipal adopted budgets

²⁰ The Police Chief is not included in these figures.

Village of Fishkill

Like the Town, the Village of Fishkill spends a relatively larger share of the police budget on non-personnel expenses, 30% of the 2016-17 budget (\$234,000). The overall share of personnel expenses (70%) is lower than either the town or the city, although it is unclear whether the relatively large 20% of the budget devoted to expenditures is a trend or an anomaly. Although personnel expenses remain the largest piece of the town and village police budgets, the larger share of equipment and other expenses relative to the city indicates that there may be more room to reduce expenditures without reductions in the number of, or compensation for law enforcement officers. In 2016, the median compensation earned by any of the 23 part-time sworn officers²¹ in the Village of Fishkill was just over \$15,350.

Figure 34 - Breakdown of Police Expenditures

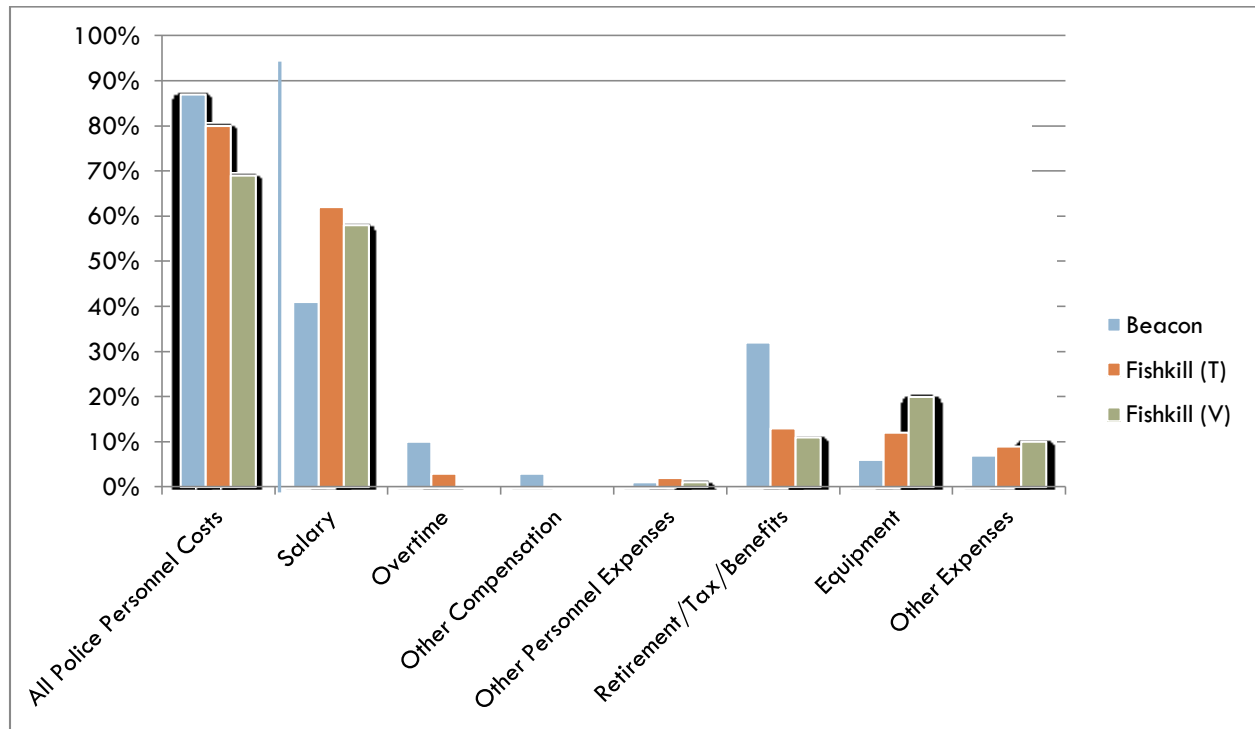


Source: Municipal adopted budgets

²¹ The Police Commissioner is not included in these figures.

The chart below illustrates a comparison of how each of the three study communities spend their police budgets.

Figure 35 - How Police Budget is Spent in Study Communities



Source: Adopted Municipal Budgets

Review of Case Studies

Examining efforts to share police services in other communities can yield insights into best practices for the City of Beacon and the town and village of Fishkill. In addition to the studies explained in detail below, numerous other studies from municipalities throughout New York State were also reviewed as part of the preparation for this report.

Saugerties Police Consolidation Study (2009-2011)

Involved Municipalities

Village of Saugerties, Town of Saugerties

Number/Type of Officers

In 2009, the final year for which data about the Village's police department is available from New York State, there were 10 full time and 20 part-time officers working for the Village of Saugerties Police Department and 16 full time and 8 part-time officers working for the Town of Saugerties Police Department. Three years later, in 2012, when the departments had been fully combined, there were 23 full time and 8 part-time officers working for the combined Town of Saugerties Police Department.²² As of 2016 the department had 24 full time and 12 part-time officers.²³ According to the Saugerties Police Chief the total departmental budget is now less than the cost of the two departmental budgets at the time of consolidation.

Study Goals

To reduce the property tax burden experienced by residents of the Village, while also continuing to provide an adequate level of municipal service to residents.

Resident Perceptions

At public meetings held throughout the study, residents and employees of the Village and the Town expressed a strong desire to preserve the quality of police services provided in both communities. Overall, however, public input suggested that consolidation would be favored by the community if it reduced costs while protecting current service levels. By working closely with the project steering committee, which included the chiefs of the Village Police Department and the Town Police Department, the study was able to identify a range of workable staffing options and department configurations for a consolidated department, and though the Village encountered some resistance as it sought to implement the merger, voters cast their ballots in favor of the consolidation by a margin of 2 to 1.

Study Recommendations

²² "Law Enforcement Personnel by Agency: Beginning 2007." NYS Division of Criminal Justice, 2016.
<<https://data.ny.gov/Public-Safety/Law-Enforcement-Personnel-by-Agency-Beginning-2007/khn9-hhpq>>

²³ "Law Enforcement Personnel in 2016." NYS Division of Criminal Justice, 2016.
<<http://www.criminaljustice.ny.gov/crimnet/ojsa/2016-le-personnel.pdf>>

The study focused primarily on the full consolidation of the Town and Village police departments. While other mechanisms for consolidation were explored, the representatives on the steering committee quickly zeroed in on an option involving dissolution of the Village Police Department, with the Town Police Department automatically taking on policing responsibilities in the Village area.

One important aspect of the recommended configuration for the merged department was the retention of virtually all personnel from the Village, who would be hired by the Town in order to take on the increased workload associated with policing the Village area. The study involved the elimination, through attrition, of two administrative positions within the Village Police Department. It also called for a phased-in reduction of the combined police budget of 10% within three years of implementation of the merger.

Study Results

Several months elapsed after the conclusion of the project before the Village Board was prepared to take up the matter of dissolution of the Village Police Department. Once the board took action, a permissive referendum was called for. The referendum passed, and shortly thereafter the Village department was dissolved, with policing duties assumed by the Town Police Department.

According to published reports²⁴ the Village saw an immediate savings, which resulted in a decrease in Village tax rates the year after the merger was implemented. In conversations with the current Town chief, the department's budget continued to be lower in 2016 than prior to the merger.

Factors Contributing to Success or Failure

According to conversations with the current Town chief, one major factor that led to the successful implementation of the merger was the detailed analysis presented in the study of several options for configuring the merged department. By constructing multiple scenarios for staffing the merged department, the study both provided a degree of confidence to Village staff that their employment was likely to continue, and assured the Board and residents that the merger could generate substantial savings without compromising service quality.

Additionally, it is worth noting that the period from commencement of the study to implementation of the merger was over two years. This lengthy timeline was necessary to ensure that all parties – employees, elected officials, and the general public – were able to ask questions and address their concerns.

²⁴ "Village of Saugerties Tax Rate to Drop Sharply." Ariel Zangla-Girard, *Daily Freeman News*, April 6, 2011. <www.dailyfreeman.com/general-news/20110406/village-of-saugerties-tax-rate-to-drop-sharply>

Highland Falls Local Government Reorganization Study (2016-2017)

Involved Municipalities

Village of Highland Falls, Town of Highlands

Number/Type of Officers

As of 2016, the Village of Highland Falls Police Department had 7 full time and 15 part-time officers. The Town of Highlands had no full time and 22 part-time officers.²⁵

Study Goals

To reduce the property tax burden experienced by residents of the Village, while also continuing to provide an adequate level of municipal service to residents.

Resident Perceptions

Concerns most often expressed by residents were related to perceived reductions in service levels, job loss, and lack of savings. Comments received expressed fears that police coverage would be insufficient, anger that local jobs would be lost, and a belief that there wouldn't be enough savings to justify any changes. Similarly, even the hopes expressed by residents often mentioned the desire to maintain existing jobs. Still, increased efficiencies achieved through reduced costs and improved services was a hope commonly expressed.

Study Recommendations

The service reorganization portion of the Highland Falls study determined that a merged Town wide police department offered the greatest potential for achieving significant savings while also minimizing any reductions in services. Accordingly, the focus of the project then shifted to identifying a preferred model for the creation of a merged Town wide police department.

Utilizing input from Committee members, department officials, and area residents, the proposed Town wide department would not eliminate any current full time positions. Any staffing reductions would be handled through attrition.

It was also recommended that all emergency dispatching services would be transferred to the Orange County Department of Emergency Response. The current full time dispatchers would be freed up to perform other clerical and administrative tasks.

Study Results

As a result of the recommended changes, the study concluded that the implementation of a merged Town wide police department would result in an estimated annual savings of \$225,000 in personal service costs, \$191,000 in health insurance costs, \$10,000 in overtime costs, and \$211,000 in other costs such as equipment, retirement costs, liability insurance, etc. Total annual

²⁵ "Law Enforcement Personnel in 2016." NYS Division of Criminal Justice, 2016.
<<http://www.criminaljustice.ny.gov/crimnet/ojsa/2016-le-personnel.pdf>>

savings resulting from implementation of the recommended changes amounted to approximately \$638,000.

It is important to again note that this study is still in progress.

Factors Contributing to Success or Failure

While this study is still in progress and it is not yet known if the municipalities will implement the recommended changes, it is believed that one factor that will strongly contribute to any success or failure during implementation will be related to the ability of involved parties to negotiate successfully in good faith. In particular, officials from the Village of Highland Falls, along with representatives of the Village's Police Benevolent Association will have to determine agreeable conditions for employment in the proposed Town wide department. During the course of the study, the Joint Police Commission was dissolved; there was a change in village leadership which raises questions about the resolve of the localities to move forward with the police merger.

Hudson Falls Police Services Study (2014-2015)

Involved Municipalities

Village of Hudson Falls, Village of Fort Edward, Washington County

Number/Type of Officers

As of 2016, the Village of Hudson Falls Police Department had 14 full time and 4 part-time officers. The Village of Fort Edward Police Department had 5 full time and 10 part-time officers.²⁶ The Washington County Sheriff's Department did not report data in 2016, but in 2015, the Department had 35 full time and 7 part-time officers.²⁷

Study Goals

Identify opportunities for improving the quality of police services in the area while maintaining or reducing the cost of those services. The per capita cost for police services for residents in the Village of Hudson Falls was in the top 25% of comparable municipalities in New York State.

Resident Perceptions

The most commonly reported concerns related to the study referred to fears of reduced service levels and reduced public safety. Comments expressed worry about increased crime, increased response times and decreased personalization. Other comments commonly reported concern related to job loss, lost sense of community, taxpayer cost and distrust of the study.

The two most commonly reported hopes for the study were to increase/enhance police services and to maintain/increase service levels AND lower cost. Comments related to increased services mentioned desires for increased coverage, protection and presence.

Study Recommendations

The study determined that police departments in the region suffered from inefficient record-keeping systems and outdated dispatching systems. The study recommended that a Computer Automated Dispatch (CAD) and Records Management System (RMS) be purchased and integrated throughout the county.

The study also recommended the creation of a formal Mutual Aid Agreement to minimize liability concerns and more clearly define legal authority when providing assistance. Without clear guidelines establishing liability and authority, regular and meaningful assistance between the municipal police departments was discouraged.

Lastly, the study identified that the three departments in the study maintained high costs associated with police training. The study recommended that a Regional Officer Training Program be established through a collaborative effort with nearby SUNY Adirondack. The new training program would offer Pre-Employment Training and continuing professional development with the goal of improving service levels while also cutting costs.

²⁶ "Law Enforcement Personnel in 2016." NYS Division of Criminal Justice, 2016.

<<http://www.criminaljustice.ny.gov/crimnet/ojsa/2016-le-personnel.pdf>>

²⁷ "Law Enforcement Personnel by Agency: Beginning 2007." NYS Division of Criminal Justice, 2016.

<<https://data.ny.gov/Public-Safety/Law-Enforcement-Personnel-by-Agency-Beginning-2007/khn9-hhpq>>

Study Results

As a result of the recommended changes, the study concluded that the implementation of regional CAD/RMS systems would result in an estimated savings of \$10,000 - \$23,000 per year, and the annual savings related to reduced training costs was estimated between \$28,000 and \$29,000. Total annual savings resulting from implementation of the recommended changes amounted to approximately \$52,000. While these savings are only modest, it was determined that the increased efficiencies resulting from implementation of these options would significantly improve the delivery of police services in the area.

In addition to annual savings expected, the county was also awarded a \$400,000 grant in 2014 through the NY Department of State Local Government Efficiency Program. The grant was awarded to fund the implementation of an updated records management system throughout the county.

Factors Contributing to Success or Failure

The success of the project was in large part due to the joint effort of the three municipalities. In particular, the inclusion of Washington County provided the impetus to consider both CAD/RMS countywide integration and the establishment of a regional police training academy. The county agreed to assume most of the implementation and ongoing costs required for the CAD/RMS systems implementation. Also, the county Sheriff's Office helped create incentive for nearby SUNY Adirondack to establish a regional police training academy.

Another contributing factor to the outcomes achieved is related to the range of options found acceptable by the municipalities involved. If savings were the only goal, the Village of Hudson Falls would likely have more strongly considered consolidation as a more viable option. However, despite higher savings, it was apparent that the community valued its police services as they currently exist, as well as the local authority to govern those services. Accordingly, the options identified for further consideration possessed the greatest potential to produce significant service level improvements and modest financial benefit. However, should municipal representatives, department officials, or area residents determine further exploration of police consolidation is desired, the consolidation design discussed in this project is likely to provide the most desirable consolidation option.

Village of Dryden Police Services Restructuring Study (2014)

Involved Municipalities

Village of Dryden (Tompkins County)

Number/Type of Officers

As of 2016, the Village of Dryden Police Department had 4 full time and 8 part-time officers.²⁸

Study Goals

The operating cost of the Dryden Police Department (DPD) increased 18 percent over 4 years from 2010 to 2014. The increased cost of police services was identified as a significant contributor to a trend of rising property taxes in the Village. The goal of this study was to identify strategies for reducing the cost of police services in the Village while maintaining or improving the existing quality of police services.

Report Findings/Recommendations

The study determined that the rising cost of the DPD was largely driven by personnel costs such as retirement and healthcare. Accordingly, the study identified a handful of potential cost-saving options concerning staffing and personnel.

The study analyzed the salaries of the DPD and found that a full time officer costs roughly double the amount of a part-time officer working 40 hours per week. It further determined that the DPD could save an estimated \$39,000 per year by replacing one full time officer with several part-time officers. It was noted that increased reliance on part-time officers may present challenges such as lack of operational knowledge and officer turnover.

Analysis of DPD calls for service revealed very low activity during the night shift. The study proposed eliminating the night shift due to lack of demand for police services. This option also called for the elimination of one full time officer that would no longer be needed without the night patrol. This option yielded an estimated cost savings of \$60,000 to \$82,000 depending on how many shifts are eliminated.

Full dissolution of the DPD was also considered in the study. Dissolution is the most substantial change proposed in this study and consequently also produced the most substantial estimated cost savings. If the DPD was completely dissolved, police services would be provided by the Tompkins County Police Department (TCPD) and State Police. The estimated cost savings of this option range from \$250,000 to \$620,000 depending on whether the village contracts with the TCPD for dedicated officers in the village.

²⁸ "Law Enforcement Personnel in 2016." NYS Division of Criminal Justice, 2016.
<<http://www.criminaljustice.ny.gov/crimnet/ojsa/2016-le-personnel.pdf>>

Results

The final report outlines a total of 11 possibilities for police consolidation or shared services. The options ranged from keeping the status quo to complete dissolution of the police department. This provided the Village Trustees with a variety of possible avenues for cost savings and improved efficiency. In April 2015 the Village of Dryden Board of Trustees unanimously voted to reduce the DPD budget by roughly \$89,000, a 14 percent cut. The budget cut was aimed at eliminating or reducing the number of patrols during nighttime hours. CGR's finding that the DPD had low demand during nighttime hours was cited as one of the reasons behind the budget cut. The \$89,000 figure is in comparison to the \$60,000 to \$82,000 estimated by the CGR study.

Factors Contributing to Success or Failure

The decision to cut the police budget was controversial in the Town. It can be reasonably expected that most budget cuts in any scenario will be met with some opposition; however, the situation was further exacerbated in this case because the public was not notified before the decision. The budget cut was not on the publicly distributed meeting agenda. In the aftermath of the vote both the Mayor of Dryden and the Dryden Police Benevolent Association expressed their surprise and disappointment. At this point it is difficult to label this scenario as a success or failure. At the very least it can be said that, though controversial, the police budget was not an arbitrary cost cutting measure. It was based on empirical analysis from the study which suggested that the night patrol in the village may be unnecessary.

Police Consolidation Involving Cities

The above review of case studies provides useful contextual background of police consolidation and shared services in towns and villages. Given that this study includes the city of Beacon, Pattern searched for examples of a city police department in New York State successfully consolidating with a town or village department. Pattern found **no** readily apparent examples of successful police consolidation involving a city with a village or town. Pattern inquired of the New York State Department of State, and a preliminary review confirmed this

To further examine the issue, Pattern identified 22 small to mid-sized cities in New York that, like Beacon, have a geographically larger town surrounding them. Though none of these 22 cities have consolidated their police departments with a village or town, a handful of them did at least consider consolidation or shared services.

Consolidation efforts in these cities often didn't get past the conceptual. Even when elected officials or residents expressed interest in consolidation, the idea seldom gained enough traction to get implemented. Such was the case in the City of Batavia where, in 2015, the City Council unanimously voted for city leadership to explore the feasibility of consolidating their police department with Genesee County.²⁹ However, in early 2016 the Batavia City Council reversed

²⁹ "City Council Arrests Attempt to Study Police Consolidation, New Station the Focus Again." Jim Krencik, The Daily News, January 26, 2016.
< <http://www.thedailynewsonline.com/bdn01/city-council-arrests-attempt-to-study-police-consolidation-new-station-the-focus-again-2016012>>

their position and voted not to submit a grant application to fund the police consolidation study. Members of the City Council cited concerns over potentially longer police response times and increased criminal activity. A similar situation played out in the City of Dunkirk (Chautauqua County) in 2016. The city entered into preliminary discussions with the Village of Fredonia about building a new shared facility that would house the police departments of both municipalities.³⁰ However, after reviewing the financial logistics of the shared building, village leadership decided against it. Instead they chose to explore the idea of improving the existing village police building and abandoned further study of a shared building.

A 2007 study analyzed the feasibility of consolidating five municipal police departments in Broome County to form one metropolitan police department.³¹ The study included the Village of Port Dickinson, the Village of Johnson City, the Town of Endicott, the Town of Vestal, and the City of Binghamton, each with their own dedicated police departments. The impetus behind the study was the potential cost savings and increased efficiency that could be brought about by a consolidated metropolitan police force. Furthermore, the study came on the heels of a successful 2004 consolidation of the Special Investigation Unit's (SIU) of Broome County and the city of Binghamton. Despite recent cooperation and the successful SIU consolidation, the metropolitan police department never came to fruition. The topic of police consolidation became politicized and municipalities balked at the logistical challenge of consolidating five distinct police departments.

Over the past couple of years the City of Elmira and Chemung County have established a number of successful shared services. In early 2016 the two municipalities took a serious look at expanding this relationship to include shared police services and the possibility of consolidation. These efforts went as far as reaching out to potential consultants and sitting down with representatives from the New York Department of State to discuss funding opportunities.³² Chemung County recently announced that they hired a consultant to perform a study exploring options for additional shared services and consolidation.³³ The scope of the study contains multiple services including police. It involves every municipality in the County, including the City of Elmira.

³⁰“Lack of Shared Police Facility Remains a Disappointment.” Rebecca Cuthbert, *Observer*, January 28, 2017. <<http://www.observertoday.com/news/page-one/2017/01/lack-of-shared-police-facility-remains-a-disappointment/>>

³¹ “Executive Fiala Unveils Police Consolidation Proposal.” Press Release, Broome County Government, retrieved May 23, 2017. <<http://www.gobroomecounty.com/node/49694>>

³² “Elmira, Chemung Want Help to Fund Police Consolidation Study.” Jeff Murray, *Star Gazette*, February 20, 2016. <<http://www.stargazette.com/story/news/local/2016/02/20/elmira-chemung-county-seek-state-funds-police-study/80628520/>>

³³ “Consultant to Find New Shared Services for Chemung.” Amanda Renko, *Star Gazette*, May 23, 2017. <<http://www.stargazette.com/story/news/local/2017/05/23/consultant-find-new-shared-services-chemung/339004001/>>

Consolidation/Shared Service Options

Consolidation of City, Town, and Village Departments

Within the original scope of work for this report was a goal of considering whether it would be possible or advisable to consolidate all three police departments in the study communities into one jointly-run department. For the reasons laid out in the executive summary of the report--the close proximity of all three communities, the common interests and experience of the residents, the fact that many other communities with populations equivalent to the combined population of Beacon and the Town and Village of Fishkill successfully operate police departments—it was reasonable to evaluate the option of a full consolidation involving all three police departments.

After review of this option, for a variety of reasons this report does not recommend proceeding towards full consolidation of the three police departments. The first and most significant reason is that none of the 62 cities in New York State currently has local (as opposed to a county-wide) police department to serve both a city and a town nor could Pattern find any examples of any such joint city-town departments operating in the past. A contact at the New York State Department of State said that the Department was not aware of any law prohibiting the formation of a joint city-town police force, but were also not aware of any examples of such a department ever being created. This finding alone is not a reason to abandon the concept of a consolidation involving a city. However, it is telling that such a consolidation has never been accomplished in New York State.

There are additional reasons that merging the BPD with the departments of the Town and Village would present particular challenges and concerns. The BPD currently operates exclusively with full time officers while the other two departments operate exclusively with part-time officers. Creating a combined department would pose enormous logistical and financial challenges. Would the new department be staffed primarily by full time officers? If so, police costs for the town and village would substantially increase, as the part-time officers currently used have significantly lower labor costs than a force made up of full time officers would have. Or would the new department be staffed primarily by part-time officers? If so, the jobs of many members of the BPD could be jeopardized. Perhaps a hybrid system where the new department would continue using full time officers in the city and deploying part-time officers in the town and village? While theoretically possible, this would create a deeply segmented police force of "haves and have nots," make scheduling of shifts extraordinarily difficult, and frustrate attempts to create a unified entity that could take advantage of economies of scale.

Scheduling a consolidated police department would be another significant logistical hurdle. Currently the BPD uses a patrol schedule of 3 8-hour shifts. In contrast, both the VFPD and TFPD use a patrol schedule of 4 6-hour shifts. While not an insurmountable problem, the difference in scheduling would likely raise collective bargaining issues that would need to be addressed during the consolidation process.

Furthermore, the amount CFS (calls for service) received in the City differs significantly from the Village and the Town. Despite the fact that the Town has a significantly larger total population

than the City, The City received 42% more CFS than the Town from 2014-2015. While traffic enforcement was the most common type of CFS received by all three municipalities, the consultants believe that the higher population density and urban development pattern of the City requires a different approach to policing that would not be best served by a consolidation with the Town or the Village.

Lastly, The BPD has emerged from a dark period of review by the federal government. The department has been successfully navigating a pathway to address the issues raised during that investigation. In late 2016 the BPD was released from federal oversight. In light of the BPD's recent progress, the consultants do not believe that now is the time for the BPD to be involved in a consolidation. For all of the above reasons, this report does **not** recommend pursuing a full consolidation of the three departments.

Merger of Town and Village Departments

While the prospects for a consolidation of all three departments do not appear bright, a merger of the VFPD into the TFPD would be easier to implement and offers greater potential for success, and savings. As noted in the executive summary of this report, there are several successful examples just within the Hudson Valley of villages which once had police departments deciding to dissolve their department and merge with the surrounding town.

Since 1990, the villages of Sloatsburg, Nyack, Haverstraw, and Saugerties, have all pursued this course, and all are now well served by the town police departments of, respectively, Ramapo, Orangetown, Haverstraw, and Saugerties. Other villages, such as Dobbs Ferry and Highland Falls, have considered or are considering mergers of village and town police departments. Additionally, many towns in the Hudson Valley operate police departments that have always served villages within those towns and provided high levels of service. In Rockland, for example, the Town of Ramapo Police Department serves the villages of Airmont, Chestnut Ridge, Hillburn, Kaser, Montebello, New Hempstead, New Square, Pomona, Sloatsburg, and Wesley Hills. In Orange County, the Blooming Grove Town Police Department serves the Village of South Blooming Grove, the Town of Warwick Police Department serves the Village of Warwick,³⁴ and the Town of Mount Hope Police Department serves the Village of Otisville. These are just a few examples; there are others. The lesson of these examples is that there is ample precedent for a town police department to serve the residents of villages within those towns; it requires both the support of the residents and a willingness to adjust policing strategies. Pursuing this course of action in Fishkill would therefore be in keeping with what many other communities have already done.

³⁴ The Village of Warwick once had its own police department. 25-30 years ago, this department was dissolved and merged with the Town of Warwick Police Department.

Why a Merger Makes Sense

1. As noted previously in this report, the Village's per capita cost of policing is among the highest in New York State for a community of its size, ranking 8th out of 52 comparable communities. While the village's expenditures associated with operating a police department³⁵ are less than a third the size of the town's, these police-related expenditures take up more than a third of the village's budget, while in the town, police-related expenditures account for just 20% of the town budget. Even though the village uses part-time officers who are not highly paid relative to the full time officers used in Beacon (the average earnings of a VFPD officer were approximately \$16,500 in 2016), overall police costs remain high, since the VFPD, which serves only 2,000 residents, employs 24 law enforcement officers whose direct salary alone (not accounting for other personnel costs) accounts for approximately \$400,000 per year (out of a total village budget of just \$2.2 million). These figures strongly suggest that the fiscal impact on the village of maintaining a village police department is substantial, and they beg the question of whether village taxpayers would be better off from a financial perspective if the costs of policing the village were more equitably shared with the entire Town of Fishkill.³⁶
2. The part-time nature of the TFPD and VFPD and the fact that both departments operate on four 6-hour shifts (unlike Beacon which operates three 8-hour shifts) would make a merger easier to accomplish relative to one with the City.
3. Both departments currently use the same caliber ammunition. In a merged department, this would allow for easy integration of exiting ammunition inventories and future ammunition purchasing.
4. While the types of CFS reported by the TFPD and VFPD are very similar, as outlined previously in this report, the CFS in Beacon are more typical of an urban environment than the suburban town and village. This suggests that the TFPD and VFPD are already doing similar work and handling similar problems, making combination easier.
5. With the Town's Police Headquarters located just 1 mile from the existing Village Police Headquarters, the response times to incidents arising in the village should not be significantly different than the current baseline.
6. The TFPD currently employs civilians to perform dispatching duties for the department. The VFPD, on the other hand, currently relies on the State Police for dispatching services. In a merged department the civilians currently employed by the Town could perform all of the dispatching duties and the assistance of State Police would no longer be required.
7. For the town, the costs of adding policing responsibilities for the village would impose some costs, but not as many as might be feared, and these could be mitigated through an inter-

³⁵Including indirect expenses such as paying for liability insurance

³⁶ If a village within a town elects to dissolve its police department and requests service from the town, the town police department is obligated to provide police services to that village, supplemented by the County Sheriff and State Police.

municipal agreement with the village (discussed in more detail below). The town currently employs 45 part-time police officers (not counting the Chief) to patrol a population of 21,504--a ratio of one officer for every 478 residents. The Village, by contrast, employs 23 part-time officers (not counting the Commissioner) to patrol a population of 2,001--a ratio of one officer per 87 residents.³⁷ If a combined town department were to assume patrolling responsibility for residents of the village while maintaining the same ratio of officers to residents currently in existence in the rest of the town, an additional 4-5 part-time officers would be needed in the town. If these five new officers worked the same average number of hours as existing TFPD officers at the same average hourly cost, the additional costs to the Town would be approximately \$152,000, or approximately \$22.50 per household in the unincorporated areas of the town.

8. However, if the Village wanted to maintain a somewhat higher officer to resident ratio than the town (even if less than the current 1:87) it should be possible to work out an agreement for the village to pay the town some share of the cost to hire more than 5 additional officers. Alternately, in order to make the agreement more palatable to Town of Fishkill officials, the Village might even agree to pay the Town for most or all of the cost of hiring any new officers needed to patrol the Village. Although savings to Village residents would be less under this scenario, at a minimum the Village would still be saving on the cost of a police chief, on the cost of at least some officers, and saving the costs of operating a police station. For further savings, the village government could consider selling or leasing the police headquarters building to a private entity which would put the property back on the tax rolls or provide a monthly source of income.

9. While there are important fiscal benefits (discussed above) to a merger, there would also be other, non-fiscal benefits as well. The VFPD currently has just one Black officer and no Hispanic officers, despite being 17% Black and Hispanic. The Town has 3 Black officers and 3 Hispanic officers, meaning that a combined department would allow for the village to be policed by a more diverse police department which more closely mirrors the diversity of the community.

10. A larger, combined department would open up new opportunities for career advancement to current members of the VFPD.

11. A common concern expressed by members of the Village government in Fishkill, and often expressed by village residents in other areas that have merged town/village police departments or considered doing so, is that the level of service in the village would suffer, or that the town would not deploy enough officers in the community. These concerns could be assuaged with an agreement, as part of any merger, that would designate the village as a unique patrol sector to be patrolled by a certain minimum number of officers. That could be accomplished with either a dedicated car, or a foot patrol. It may also be advisable to follow the lead of other communities such as Saugerties which have merged their village and town police departments and continue to use some of the existing village police vehicles, painted similar colors to the existing VFPD; doing so can make it clear to residents that even though they may not see "Village of Fishkill Police Department" painted on the vehicle, they are still receiving a high level of police service.

³⁷ The average number of hours per year worked by a TFPD officer is 709. The average number of hours worked per year by a VFPD officer is 587.

12. In sum, the merger of the town and village departments would allow for clear department specialization between the new merged department and the BPD. The Town and Village department can specialize in suburban policing and traffic enforcement, while the City can focus on more urban policing.

Shared Services Between Village and Town (Assuming no Merger)

While this report recommends a merger between the town and village departments, even if this course is not pursued, there are a number of ways that the two departments could further share services, short of a merger.

Move the Village Police Department into the Town Police Department Headquarters

Improved efficiency and potentially significant financial benefits could be realized by both police departments if the Village of Fishkill Police Department (VFPD) relocated into the Town of Fishkill Police Department (TFPD) building. As depicted on the map below, the TFPD and VFPD headquarters are currently located just one mile from each other. The TFPD headquarters was built in 2003. It is a two-story building approximately 17,000 in size. The VFPD is currently housed in a one-story building approximately 3,800 square feet in size.

Figure 36 - Location of Police HQ in Study Communities



Source: Hudson Valley Pattern for Progress

In this shared building arrangement, the VFPD and the TFPD could share the costs of occupying and maintaining the building (e.g. utilities, office equipment, etc.). Current VFPD building could be repurposed for another municipal use or turned into a ratable. Aside from these financial benefits, a shared building would improve the ease of inter-department communication and camaraderie.

With more than four times as much square footage in the TFPD building, there is likely enough space for both police departments. Furthermore, both police departments are part-time organizations which means only a limited amount of staff would be present in the building at one time. This is especially true for the VFPD where currently the police commissioner is often the only staff person in VFPD building. Although the long-term savings of a shared building could be significant, it must be acknowledged that some upfront costs may arise from reconfiguring the TFPD building to suit the needs of two police departments.

Get Rid of Night Shift in Village and Coordinate with Town

The question of whether or not the Village of Fishkill Police Department (VFPD) should continue to operate a night shift (Midnight-6am) is important to consider. At present, the village does not operate a night shift on Sunday, Monday, Tuesday or Wednesday night. On Thursday, Friday, and Saturday nights, there are generally two officers assigned to the night shift each night (although a review of departmental schedules from January-April 2017 indicates that approximately 1-2 nights a month, only one officer is scheduled for the night shift). Response to incidents arising on nights when no VFPD officer is on duty is handled by the Town of Fishkill PD or New York State Police.

Service Demand during Night Shift

In 2014 and 2015 there were an average of 260 calls for service per year reported by the VFPD between midnight and 6am, as indicated in the table below. These numbers indicate that the VFPD is responding to an average of less than **5 calls per week** during the night shift. These totals represent only the three nights a week when the VFPD operates a night shift. Again, there are generally two officers on duty during the night shift on Thursday, Friday, and Saturday, for a total of six officer shifts per week. Undoubtedly there are additional calls for service or incidents on the other four nights of the week, which are already handled by the TFPD, Dutchess County Sheriff, or State Police as mentioned above. Assuming conservatively that 60% of weekly nighttime calls for service come from the three busiest days (Thursday-Saturday), that means these other departments are collectively already handling approximately 173 calls per year from the Village of Fishkill on Sunday-Wednesday nights (an average of 3.3 calls per week). Eliminating the night shift entirely would only add an additional 5 calls per week on average to these other departments. These figures strongly suggest that it may not be necessary for the VFPD to operate a night shift at all, based on demand for service.

Figure 37 - Average Annual Calls for Service (2014-2015) during night shift

Municipality	12:01am-2:00am	2:01am-4:00am	4:01am-6:00am
Village of Fishkill	48.5	46.5	164.5

Source: CFS data provided by municipal police departments

Cost of Operating the Night Shift

In 2016, the average hourly salary of a VFPD officer was \$27.03, according to documents provided by the VFPD. When other personnel-related costs are included, Pattern calculated that the average cost to the village of one hour of a VFPD officer's shift time is \$32.89. For each six hour night shift, therefore, the cost to the village is \$162.18 in salary alone, and \$197.34 when accounting for all personnel-related costs. Since there are almost always two officers working at night, the average nightly cost of the night shift to the village is \$324.36 in salary or \$394.68 when all personnel-related costs are included. With three nights of night shifts a week, costs run \$973.08 in average salary costs or \$1,184.04 in all personnel costs per week. **These totals indicate that the night shift, as currently operated, is costing the village approximately \$50,600 per year in salary costs or \$61,576 in all personnel-related costs, each year.**³⁸

Figure 38 - Costs of Night Shift

Estimated Annual Cost of Operating Night Shift	
Based on officer salary only	Based on estimate of all personnel-related costs
\$50,600	\$61,576
Estimated 5-Year Cost of Operating Night Shift ³⁹	
Based on officer salary only	Based on estimate of all personnel-related costs
\$253,000	\$307,880

For these reasons, this report recommends that the night shift of the VFPD be eliminated, and calls for service during this time handled by the TFPD or the New York State Police. Doing so would save money for the village (reducing total spending on police services by 6.6% to 8%) without negatively impacting delivery of service.

Let VFPD use holding cells at TFPD

While the BPD and TFPD have sufficient holding cells to meet their needs (5, and 3, respectively) the VFPD does not have any holding cells at the police headquarters. Though the Village Police Commissioner did not indicate that the lack of holding cells had posed a problem, this report recommends the creation of an inter-municipal agreement between the town and the village to enable the village to utilize the town's holding cells in case of emergency. Doing so would improve public safety and represent an important benchmark of cooperation between the two departments.

³⁸ It should be noted that because about once or twice a month the VFPD uses only one officer during a night shift, not two, that this estimated yearly cost of operating a night shift may in reality be about 5-6% lower than reported here.

³⁹ It should be noted that these estimates do NOT account for any increase in hourly police salary or total personnel costs. Since some increases are almost certain to occur, these numbers probably understate the total cost, over five years, for the VFPD to continue operating a night shift.

Standardize Weaponry/Ammunition to enable shared purchasing

The TFPD and VFPD currently use the same caliber ammunition (0.45) although they do not currently use the same guns. The TFPD recently purchased new guns, so will not need to replace its weaponry in the near future. However, the fact that both departments use the same caliber of ammunition suggests that standardization of weaponry in order to enable joint purchasing in the future would be a possibility. In the long run, the BPD should consider working with the other two departments as well in order to standardize weaponry and aid in realizing savings from bulk purchasing.

Shared Services Between All Three Study Communities

Regardless of whether or not the Town and Village agree to pursue a merger, there are several ways that all three study communities could share services.

Create a Traffic Task Force to Find Ways to Share Traffic Enforcement

Calls for service (CFS) related to traffic enforcement make up a disproportionate share of all CFS handled by the three police departments. In Beacon, 27% of all CFS in 2014-2015 were for traffic enforcement, in the Town, 21% were for traffic enforcement, and in the Village, 33% were for traffic enforcement. These percentages make traffic enforcement by far the most common type of call handled by the three departments. In total, the three communities handled an average of 5,873 traffic enforcement calls per year in 2014-2015.

Given these totals, and the unique geography of the three communities--where officers from the TFPD must drive through Beacon and through the Village to reach other parts of the town--this report suggests that the time is right for inter-municipal cooperation with respect to traffic enforcement. The three departments should discuss ways to jointly share in traffic enforcement so that total officer time spent responding to traffic incidents could decrease, leading to cost savings. Many municipalities across the country have turned to speed and red light cameras, a technology that can aid in consistent enforcement of local traffic laws, reduce the need for costly police time spent on "speed traps" and provide additional revenue to local communities. According to Beacon officials, in New York State, special approval may be needed from the Legislature to allow any municipality under 50,000 people to install speed or red light cameras. Part of the agreement would include a commitment to maintain the current revenue for each municipality. Revenue generated from traffic enforcement is collected by the respective municipal justice courts. It is recommended that the three study communities consider the installation of cameras at key locations. A pilot program could begin on Route 9D adjacent to the ramps to/from the Newburgh-Beacon Bridge and I-84.

Shared Civilian Opioid Coordinator

Many Hudson Valley communities are struggling to deal with the prevalence opioid drug use and the associated criminal activity. Dutchess County is no different. It was noted in the 2016 Beacon Police Department Annual Report that: "The heroin epidemic is running rampant throughout the county." Pattern recommends that the three municipalities of this study consider the creation of a shared **civilian** position focused on providing assistance to opioid users in the area. It is recommended as a civilian position rather than an officer position with the hope that an opioid

addict would be less fearful of punishment from a civilian, and therefore more likely to decide to seek help and treatment. This focus on helping opioid users get the treatment they need would complement the efforts of the Dutchess County Drug Taskforce, which helps drug users as well, but also focuses on the criminal distribution of drugs. Alternately, it may make sense to create this position at the county level, using the model of the county's domestic violence response coordinator.

Fully utilize the data sharing capabilities of IMPACT software

All three municipalities currently make use of a software program called IMPACT. This software is advertised as an all-in-one solution for records management and data sharing. The data sharing function allows police departments to quickly search the records of other participating police departments in another municipality. At present, the police departments of Beacon, the Town of Fishkill, and the Village of Fishkill use IMPACT's data sharing capability with varying degrees of regularity. Fully utilizing the data sharing function of IMPACT is a way to complement and bolster the existing methods of communication using a tool that is already in place in all three departments.

Hold quarterly meetings of the 3 police chiefs to discuss sharing services

The recommendations contained in this report are not an exhaustive list of all possible ways that could ever be identified to share services. Moreover, implementation will take time and require careful coordination and cooperation between the three departments. It is therefore recommended that the police chiefs of Beacon and the Town of Fishkill, and the police commissioner of the Village of Fishkill establish a regular forum, ideally a quarterly meeting, to discuss these and other areas of potential cooperation and shared services between their three departments.

These quarterly meetings could be used to discuss the shared services detailed in this report as well as any additional shared service opportunities that arise. For example, the three municipalities could discuss the feasibility of shared gasoline purchasing and a centralized fueling location. The meetings could also be used to share best practices and ideas for combating criminal activity and protecting and improving the quality of life in the three study communities. Elected officials in the three communities should give great weight to ideas for sharing services and reducing costs that may come out of these discussions between the three leaders of the communities' police departments. A similar forum has been established by Pattern for Progress for mayors of cities in Dutchess, Orange, and Ulster Counties, and recently for the superintendents of urban school districts in the Mid-Hudson Valley, giving professionals the chance to candidly share ideas about what works and offer insights to their peers. A similar model can work in Beacon and Fishkill for law enforcement.

Intra-Departmental Efficiencies

In addition to the shared services described above, this report makes other recommendations, that, if pursued by the three departments individually could improve efficiencies within each department and potentially save money for taxpayers.

Use Part-Timers or Reserve Officers in Beacon

With the highest costs of any of the three departments, on both an aggregate and per-capita level, and the highest average police officer salaries, the City of Beacon has the most potential of the three departments to seek savings in personnel costs. Such costs, as noted, account for nearly 90% of the department's budget.

Likewise, on an hourly basis, the city's police officers cost significantly more than the town's or village's to put into the field. An analysis conducted for this report found that, after accounting for all costs associated with police departments (including pension, health benefit, social security tax, and other costs) the cost for every hour of police time worked in Beacon was \$84. In the Town of Fishkill, a similar analysis found that the cost of an hour of police time was \$43, and in the Village of Fishkill, it was \$33.

The discrepancies in these hourly costs owe much to the town and village police departments' decisions to use exclusively part-time officers. Doing so significantly reduces the cost of benefits, pensions, and overtime. Pensions and benefits are especially reduced; according to interviews with the Town Police Chief and the Village Police Commissioner, a significant number of their part-time officers are retired full time officers in other jurisdictions, such as Beacon and Poughkeepsie, meaning that retirement and benefit costs are paid for by the prior jurisdiction. The demand for police services in Beacon does not make an all part-time department either feasible or advisable, but the city could surely bring down its substantial overtime bill (approximately \$700,000 in 2016)⁴⁰ with a judicious use of part-time officers (perhaps some of the same ones who work in Fishkill) to cover unexpected peak demand, rather than running up overtime bill.

Another possibility to save money is a "reserve officer" program of the type established in Saugerties. This program provides a pool of free junior officers to the community, saves on training costs for the department, and provides onsite backup to full time officers on patrol. According to Saugerties Police Chief Joe Sinagra, it has been a great success and has won the full support of his police union.

In an interview conducted for this report, Sinagra described the program as follows:

"Right now most of the colleges provide phase one of the police academy.. the only way that you can get phase two of the police academy and become a certified police officer is if you actually work for a police agency. In order to work for a police agency you have to be hired. New York State has a law that says that volunteers for a municipality are actual employees of the municipality. Based on that premise I have a program that Ulster County civil service bought into and NY State Department of Criminal Justice Services bought into that we would take somebody on [as a reserve officer]. I don't pay them, I swear them in as a police officer, I provide them with all of the equipment, and in turn, they get an opportunity to go to phase two.

They have to do their field training with us. In order to get put on the state registry you have to finish your field training with the agency that you started so at minimum it's 120 hours of field training that they have to perform to get on the state registry. We require that they do 360 hours. Now at the end of 360 hours it can be recommended by the field training officer that they become part-time police officers here, and I will take them on as part-time police officers. There are some that, they do great, but I'm at my quota, so I don't offer them that. But they stay on as reserve police officers so they can find a full time or a part-time job with

⁴⁰ Overtime costs have been reduced somewhat in 2017, which is a trend that should be encouraged.

another agency, because these kids really want to be cops. Now, I get two cops in the car for the price of one."

The program, said Sinagra, was implemented in stages:

"The first year we did it as a pilot, and I told the union I would take on no more than six reserve police officers. Then we would evaluate the program. The [reserve officers] can only work with a full time police officer, they cannot work with a part-time police officer. That was important for the full timers to buy into this. At the end of one year if you felt that this program was detrimental to our agency then I would do away with it, I gave them my word."

At the end of the year, the union was fully in support of the program and asked for it to be continued. The benefits to the department were clear:

"It keeps my field training officers up to snuff because they constantly have people in. I don't hire anyone part-time anymore. You come in through my reserve training program, it gives me an opportunity to evaluate people with no strings attached. ...One of the things that appealed to my full time officers is that they didn't have to be alone on patrol. ...especially when you're working the midnight shift. You could have a second cop in the car with you. Your backup is immediately there. Walking a post in the village? Instead of walking the village by yourself, you have someone to talk to. Especially at night."

For individuals in the reserve program, the benefits were important:

"[They] get an opportunity, when I get a call from a chief or a sheriff or another agency saying, 'we're looking to hire some cops, do you have anyone who's ready to go?' 'Yes I do, here's their names'. I've had guys hired from my program by the city of New York, City of Kingston, Dutchess County Sheriff's office, Albany County. I have two guys that got hired full time and said, 'chief can I stay on as part of your reserve program' because they felt they owed something back to the program.' [The reserve officers] are full-fledged police officers. You can't tell the difference between a full time cop, a part-time cop, and a reserve cop. Like I said, there's no caste system here. Everyone wears the same uniform, the same badge, the same gun. That is so important."

With clear benefits to officer training, costs and patrol efficiency, creating a pipeline for new officers, and no apparent downsides, this report recommends that Beacon consider adopting a reserve officer training program similar to the one used in the Town of Saugerties. The Saugerties Police Chief indicated that we would be willing to meet with officials in the Beacon Police Department or city government to provide more details of the operations of the program. Further, as mentioned earlier in this report, Police Chief Sinagra reports that the cost of the police department today (post consolidation with village) is lower than it was at the beginning of the restructuring, due to programs like this.

Of course, the use of part-time or reserve police officers within the City of Beacon would certainly be a subject of the collective bargaining agreement with the PBA. Therefore, it is recommended that current full time officers be grandfathered, and that both of these practices (reserve or part-time officers) be implemented as soon as it could be negotiated.

Build or Rent a New Beacon City Hall

The Beacon Police Department is located in the basement level of Beacon City Hall. Apparently, the building was originally intended to house just the police department and justice court, but after it was completed, the entire city government was relocated to the new building. The result has been crowded, sub-optimal conditions for the police department and the rest of city

government. While precise square footage totals were not available, the available space for the department is clearly significantly less than that available to the Town of Fishkill Police Department, even though the Beacon PD is larger and handles more calls for service each year.

This report recommends that the City Government explore the feasibility of renting or building a new city hall or building an addition to the existing building. This would free up the existing building for use solely as a police department headquarters and justice court, as originally intended. Giving the police department an appropriate amount of space would also create possibilities for future cooperation with other nearby departments. There are often state grants associated with new city halls.

Reexamine Staffing levels of Patrol Shifts

The workload-based demand analysis revealed that all three police departments may benefit from reexamining the number of officers assigned to each shift. While only an estimate, the analysis raises the question of whether each department has the appropriate number of officers assigned to each patrol shift.

In the City of Beacon, the consultants suggest that the administration and police department carefully examine the staff of the 12am-8am shift to insure the number of officers matches call demand. Pattern estimates that the cost for every hour of police time worked in Beacon is \$84. This means that the cost of one officer filling an 8-hour shift for every day of the year costs an estimated \$245,280 annually. The 12am-8am shift is currently staffed with 4-5 officers while the demand analysis estimates that a minimum of only 2 officers are required. Supervisory needs, as well as a concern for the nature of crime committed in the overnight hours may be leading to a discrepancy in the number of officers provided as compared to crimes reported. This should be carefully evaluated to see if there are opportunities for savings.

The number of officers assigned to shifts in the Village and the Town are similar to the number of estimated number of officers required. However, Pattern recommends that the VFPD eliminate their night shift entirely and have the TFPD take over that duty for them. This recommendation is presented in detail in a previous section of this report.

Maintain Better Equipment Records

At its most basic level, maintaining accurate records of equipment allows police departments to accurately review what equipment is on hand and the condition of that equipment. Maintaining records takes time and effort and the payoff may not be immediately felt. However, there are numerous benefits that ultimately make it a worthwhile effort. Tracking the condition and age of equipment can signal a need for repair or replacement. Additionally, a detailed inventory of equipment may highlight a previously unknown area of deficiency and inform future spending decisions and capital planning. Further, a more precise method of tracking equipment and equipment usage may lead to savings from inter-departmental cooperative purchasing or sharing equipment. For these reasons, Pattern recommends that all three police departments adopt policies to maintain detailed inventories and records of equipment.

Conclusion

The highest priority of any police department is to ensure the safety of the residents they serve. This study sets forth several findings and recommendations that can lead to cost savings and improved efficiency without sacrificing the ultimate goal of providing quality public safety. Some of these recommendations may not be easy to implement but the benefits could be substantial. Pattern hopes that the ideas and findings discussed in this study will generate useful discussion and will be utilized by the police departments, elected officials, and residents of all three communities to inform decision making processes going forward.

Appendices

Appendix A - Calls for Service categories

Please note that the call types listed below are simply examples of the calls included in the category; they are not meant to be an exhaustive list of all calls included.

Category	Definition	Call Types Included
Assist - Emergency	Assisting another officer or another agency in an emergency.	Fire response, medical assistance, assisting officer, etc.
Assist - Non-Emergency	Assisting pedestrians in non-emergency situations.	Vehicle lockout, information, lost dog, etc.
Civil	Dispute between civilians.	Neighbor dispute, custody dispute, landlord/tenant, etc.
Court/Jail	Performing tasks related to the functioning of court and jail.	Serving court documents, prisoner care and transport, etc.
Dangerous Conditions Reported	Citizens reporting a variety of types of hazardous conditions.	Alarms, flooding, road closed, shots fired, etc.
Disturbance/Complaint	Citizens reporting suspicious or unwanted activity.	Disorderly behavior, noise complaints, suspicious activity, etc.
Inchoate Crime	Offenses involving the tendency to commit, or to indirectly participate in a crime.	Solicitation, conspiracy, attempted burglary, etc.
Other	Other or unknown problem, and those items not easily categorized.	Unknown, notification, missing person, repossession, etc.
Personal Crime	Crimes perpetrated against an individual. Violent crimes not included.	Fighting, aggravated harassment, protection order, child abuse, etc.
Proactive Policing	Discretionary police activities.	Patrols, extra property checks, community relations, personal welfare checks, etc.
Property Crime – FBI	As defined by the FBI, this category includes burglary, larceny, theft, and motor vehicle theft	Larceny, burglary, theft, criminal mischief, etc.

Property Crime - Other	Crimes involving the taking of property or items of value, for analysis purposes, Violent Crime of Robbery and other than FBI tracked property crimes have been excluded from this category.	Fraud, identity theft, graffiti, trespass, etc.
Statutory Crime	Other crimes committed that involve the violation of statutes.	Alcohol related, drug related, etc.
Traffic Control/Enforcement	Calls requiring action to control traffic conditions and/or enforce traffic laws.	Accidents, disabled vehicles, parking, school crossing, etc.
Violent Crime	As defined by the FBI, this category includes murder, rape, robbery, and aggravated assault.	Domestic violence, rape, robbery, assault, etc.

Appendix B - Elected Officials Survey

The following questions were asked of all elected officials in the study communities.

1. Should your municipality retain full control over its police department or would you prefer a consolidated department with the other municipalities?
2. Would you be in favor of shared services with one or more municipalities to increase efficiency?
3. Would you prefer that your municipality retain exclusive responsibility over police services?
4. Do you have any areas of concern with regard to the delivery of police services within your municipality?
5. Have any of your constituents expressed an issue or given a suggestion to improve the delivery of police services?
6. Do you have any questions or comments about the delivery of police services?