

**AN ADMINISTRATIVE STUDY  
OF THE VILLAGE OF  
PERRY POLICE DEPARTMENT  
PERRY, NEW YORK**

**November, 2006**

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## **CAVEAT**

The majority of the information, recommendations and suggestions contained in this report are based upon calculations and analyses of data obtained from a variety of sources specifically for the Perry Police Department. The extrapolation of the data and subsequent conclusions of the report are directly related to the reliability and validity of the information that was provided.

Even though the submitted data appears to be correct, the author cannot guarantee the accuracy of all submitted data. However, *Police Management Services* does believe that this report provides a sound basis for further discussions from which will come prudent decisions at the local level.

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# I. Preface

## The Nature of Administrative Studies

It is our intent to present a balanced management study that focuses on existing conditions in the Perry Police Department (PPD), pursuant to the charge that we have been given. By their very nature, however, management studies emphasize the search for conditions, policies and practices and operations that *could* be either corrected or improved. To the uninformed reader, this focus skews these studies toward the negative. We urge the people who read this report to recognize this inherent problem and to realize that the purpose of a police management study is to be constructive.

Throughout the remainder of this report, we will offer our observations regarding the PPD, as well as recommendations or suggestions for possibly improving specific administrative or operational issues of this Department. However, we would like to offer the readers of this report three important caveats regarding its contents.

First, it is very difficult to effectively measure the operations of a police department based on limited knowledge and information. The readers must realize that our brief visits and limited background about the Department only gave us a snapshot of PPD. Our intent is to draw meaningful conclusions and professional recommendations from this snapshot. However, the ultimate decisions as to what is best for the citizens of Perry and the Perry Police Department lie with the elected officials and the Chief of Police.

Second, this report will offer comments and/or recommendations for change. These comments and/or recommendations are based on proven research methods and a comparison and/or analysis of professional police management guidelines. However, the readers of this report should realize that the Chief and the elected officials of Perry are the best judges to determine which, if any, of these recommendations make sense for the Perry Police Department. It should be recognized that changing problems and priorities, fiscal constraints and

organizational capacity to change may restrict the adoption or implementation of all, some or none of the comments and/or recommendations that are made here.

Third, deficiencies and areas for improvement can be found in every police department. The comments and recommendations made in this report are designed to help the elected officials and Chief Guesno do their job better in providing better police services to the people of Perry.

## II. Executive Summary

The following is a summary of the findings and recommendations made pursuant to the professional analysis of *Police Management Services*. The recommendations are supported by detailed explanations in the body of the report.

### Findings

1. Police Management Services and the Village of Perry entered into an agreement to conduct an administrative study of the Perry Police Department. This was a two-fold project. The first part of this work involved preparing a policy and procedure manual for the Perry Police Department. The second part of this project involved preparing this administrative study report.
2. On July 20, 2006 this writer conducted an on-site visit to the Perry Police Department and met with Police Chief Robert Guesno. On that date, a data collection instrument was left with the Chief that would be necessary to complete part-two of this project.
3. During the next six weeks, this writer designed a draft policy and procedure manual. A copy of this manual was mailed to the Chief on August 28, 2006. The Chief was requested to review the document, make comments regarding any of the draft policies and procedures, and share the manual with his officers and other key people for their input.
4. On September 26, 2006 this writer received from Chief Guesno the "Administrative Study Checklist" and other data.
5. Upon completion of a draft of this report, a copy was sent to the elected officials of the Village of Perry.
6. A final review was completed and a final version of the report was submitted.

## **Recommendations**

The recommendations that are listed below are not ranked in a priority order. The numbering sequence follows the sequence that they can be found in the report.

**Recommendation #1** – The draft policy and procedure manual currently being reviewed by officials from PPD should be finalized and implemented as quickly as possible. *(See page 24 of this report for specifics)*

**Recommendation #2** – Elected officials should weigh the advantages of achieving accreditation (reduced risk of liability, possible savings on insurance premiums, increased community confidence) versus the disadvantages (increased administrative burden). *(See page 25 of this report for specifics)*

**Recommendation #3** - Based on calls for service, officials should strongly consider eliminating the third shift (9:00 pm – 7:00 am). *(See page 26 of this report for specifics)*

**Recommendation #4** – It is our opinion that the administrative needs of a small police department like PPD could be adequately handled by a part-time police chief and a full-time assistant chief. *(See page 27 of this report for specifics)*

**Recommendation #5** – Under the current schedule, we would recommend the elimination of the part-time police officer working day shift for 20 hours per week. However, if the position of police chief was reduced to a part-time position, obviously there would need to be a full-time officer assigned to day shift.

*(See page 28 of this report for specifics)*

**Recommendation #6** - We support a 10-hour shift schedule in a small agency such as Perry Police Department. It maximizes staffing allocation. Also, if a reduction in the present 24/7 coverage was made, two 10-hour shifts would be most conducive to calls for service, cost and public safety

*(See page 30 of this report for specifics)*

**Recommendation #6** - We recommend a change in the current schedule. If officials decide to maintain the current 10-hour shifts and 4 days on and three days off schedule, then the Chief and Assistant Chief should rotate out of their permanent schedule periodically.

*(See page 30 of this report for specifics)*

### **III. Introduction**

#### **I. Primary Objectives**

In May 2006, elected officials from the Village of Perry contacted *Police Management Services* requesting background information concerning the feasibility of conducting a management study for the Village of Perry and the Perry Police Department. A contract was signed between *Police Management Services* and the Village of Perry that outlined standard conditions under which this study would be conducted. The agreement assured *Police Management Services* of the Police Department's complete cooperation during the preparation of the report, and gave the representatives of *Police Management Services* the authority to examine all relevant documents and to meet with appropriate staff to gain as much insight and information as possible before completing this report.

This management study documents findings and recommendations regarding the Perry Police Department relative to two specific tasks. The primary objectives of this study are to:

1. prepare a policy and procedure manual for the PPD that would be consistent with professional standards as set by the State of New York.
2. Prepare an administrative study of the PPD to review operational and administrative areas and offer comments/recommendations.

#### **II Methodology**

There were four stages to this study.

Phase 1 involved collecting data and information about the operations and conditions specific to PPD. A combination of data collection and sources were used.

1. On July 20, 2006, this writer conducted an on-site visit to Perry and met with Police Chief Robert Guesno to discuss the general nature of management studies and the specifics of the study for PPD.
2. During that same visit, this writer spent several hours observing the operations of various administrative and operational components of PPD.

3. This writer also left with the Chief a data survey instrument necessary to complete the administrative study part of this project.

Phase two concentrated on an analysis and evaluation of data, developing recommendations, and evaluating PPD operations and structure with contemporary professional police standards and operations. This writer considers the formulas, guidelines and standards of the International Association of Chiefs of Police as being the most recognized, professional and applicable source of background information currently available for management studies. In addition, professional police standards currently being promoted by both the New York State Law Enforcement Accreditation Program and the Commission of the Accreditation of Law Enforcement Agencies were reviewed.

Phase three involved a submission and discussion of preliminary findings, recommendations and support material to officials from Perry. These were part of a draft report which was submitted to the Village for review for factual accuracy and other input deemed to be significant by the reviewers.

Phase four involved reactions to the comments, factual corrections and input received during Phase three. In some cases, these were incorporated during preparation of the final report, which completed Phase four of this study.

### **III. Background**

The Village of Perry is located mostly inside the Town of Perry in Wyoming County, in the west-central part of New York State. It is at the junction of New York State Route 39 and New York State Route 246. A small south section of the village is within the Town of Castile. Perry is at the northeast end of Silver Lake. It is west of Letchworth State Park and northeast of Silver Lake State Park.

As of the census of 2000, there were 3,945 people, 1,560 households, and 1,051 families residing in the village. There were 1,764 housing units, and the racial makeup of the village was 97.41% White, 0.74% Black or African American, 0.15% Native American, 0.35% Asian, 0.03% Pacific Islander, 0.46% from other races, and

0.86% from two or more races. Hispanic or Latino of any race were 1.55% of the population.

There were 1,560 households out of which 33% had children under the age of 18 living with them, 48% were married couples living together, 14% had a female householder with no husband present, and 33% were non-families. 27% of all households were made up of individuals and 139% had someone living alone who was 65 years of age or older. The average household size was 2.48 and the average family size was 2.97.

In the village, the population was spread out with 26% under the age of 18, 8% from 18 to 24, 28% from 25 to 44, 23% from 45 to 64, and 15% who were 65 years of age or older. The median age was 37 years. For every 100 females, there were 93 males. For every 100 females age 18 and over, there were 88.0 males.

The median income for a household in the village was \$35,596, and the median income for a family was \$41,090. Males had a median income of \$31,845 versus \$21,486 for females. The per capita income for the village was \$16,794. About 6% of families and 9% of the population were below the poverty line, including 13% of those under age 18 and 3% of those age 65 or over.<sup>1</sup>

**Table 1**  
**Population Trends for**  
**Village of Perry**

Year	Population	Percent Change
1980	4,300	
1990	4,219	- .02
2000	3,945	- .07
2005	3,792	- .04

The Village is primarily a residential community that has experienced a steady and significant decline in population in the past fifteen years. There are several large employers in the Village that includes: J.N. White Design with 125

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<sup>1</sup> Data taken from the United States Census Bureau.

employees, Sally Mae with 450 employees and Creative Foods with 125 employees.

There is one school within the Village limits. In addition, there are numerous businesses in the downtown area consisting primarily of small privately owned shops and other small businesses located for approximately 1/4 mile on both sides of Main St

#### **IV The Village of Perry Police Department**

The Village of Perry provides police coverage 24 hours a day seven days a week to its residents. The Police Department is staffed by six full-time sworn officers, five part-time sworn officers, one full-time civilian and four part-time civilian employees. Sworn personnel include one full-time chief, one full-time assistant chief and nine police officers (four full-time and five part-time).

Dispatching of emergency police calls in the Village of Perry is currently being performed by the Wyoming County 911 emergency phone system by a direct line. There is a full-time secretary who is responsible for handling both emergency and non-emergency calls that come directly into the Police Department, both by phone and in person. She also dispatches radio cars, enters complaints and processes paperwork.

The other four part-time civilians are employed as crossing guards.

The police department schedules a four days on/three days off work schedule based on 10-hour work shifts. There is one officer assigned to each shift, except for a six-hour overlap on night shift, and a 20-hour a week overlap on day shift. Shifts are not rotated and days off are permanent. The Chief of Police works 7:00-5:00 p.m. Monday through Thursday, and schedules a part-time officer to work from noon-5:00 p.m. for a total of 20 hours a week. The Chief states that this frees him up from patrol duties and allows him time to perform administrative paperwork. The Assistant Chief works from 5:00 p.m. to 3:00 a.m.. He works alone from 5:00 p.m. to 9:00 p.m., but pursuant to the current bargaining contract works with another officer from 9:00 pm to 3:00 am. This overlap of two officers on second shift allows the Assistant Chief to perform various administrative duties, as well as being available for back-up. The third shift works from 9:00 p.m. to 7:00 a.m.

As with most small, municipal agencies, the Perry Department prides itself with a quick response time for complaints, with a normal response time of less than one and one-half minutes for the first patrol officer at a scene of a critical call anywhere in the Village.

The crime rate per 1,000 residents in the Village of Perry for Part 1 offenses in 2005 was 30.8.<sup>2</sup> This means that there were 31 Part I crimes committed for every 1,000 persons during that time. Part 1 crimes, for Uniform Crime Reporting purposes, consists of five personal and three property crimes. The five personal crimes, commonly referred to as violent crimes, include: murder, non-negligent manslaughter, forcible rape, robbery and aggravated assault. Serious property crimes include: burglary, larceny and motor vehicle thefts.

The number of serious crimes recorded by PPD for the five-year period from 2000 through 2005 are displayed in the table on the next page. Total numbers remained relatively stable except for the last two years, where a significant drop in Part I crimes occurred. Due to the changing nature of crime, it should also be noted that it is often difficult to predict a pattern of crime, nor explain increases or decreased between years (for example, the number of burglaries decreased significantly in 2004).

**Table 2**  
**Part 1 Crimes Reported in Village of Perry**  
**2005-2006**

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<sup>2</sup>"2005 Crime and Justice Annual Report". New York State Division of Criminal Justice Services. Albany NY.

<b>Offense</b>	<b>2005</b>	<b>2004</b>	<b>2003</b>	<b>2002</b>	<b>2001</b>	<b>2000</b>
murder	0	0	0	1	0	0
negligent manslaughter	0	0	0	0	0	0
rape	1	2	1	0	1	0
robbery	0	0	2	0	1	2
assault	3	3	3	4	8	3
burglary	26	9	29	26	25	27
larceny	87	95	117	127	126	96
motor vehicle theft	6	2	6	2	2	1
Total # of Part 1 Crimes	123	111	155	160	163	129
Crime Rate per 1,000	30.8	n/a	n/a	n/a	n/a	30.6

There are four municipalities in Wyoming County that report crime data to the New York State Division of Criminal Justice Services (DCJS). The highest municipal crime rate per 1,000 residents of any municipality in Wyoming County was the Village of Attica with a crime rate of 39.6, while the lowest municipal crime rate per 1,000 residents in Wyoming County reporting statistics to DCJS was Warsaw Village with a crime rate of 27.7 per 1,000 residents. For that same time period, the Village of Perry reported a 29.3 crime rate.<sup>3</sup>

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<sup>3</sup> The most recent data available from the New York State Division of Criminal Justice Services in this category is from 1999.

**Index Crimes Reported: 2000 - 2005**  
Wyoming County (Municipal Agencies)

Agency	Year	Index Crimes	Violent Crimes	Agg.			Property			MV Theft	
				Murder	Rape	Robbery	Assault	Crimes	Burglary		Larceny
Arcade Village PD	2000	69	7	0	0	0	7	62	10	49	3
Arcade Village PD	2001	82	7	0	0	1	6	75	13	62	0
Arcade Village PD	2002	84	6	0	1	0	5	78	11	66	1
Arcade Village PD	2003	61	5	0	0	0	5	56	2	54	0
Arcade Village PD	2004	49	2	0	0	0	2	47	5	42	0
Arcade Village PD	2005	39	6	0	0	0	6	33	3	30	0
Attica Village PD	2000	111	1	0	0	0	1	110	7	102	1
Attica Village PD	2001	99	0	0	0	0	0	99	6	93	0
Attica Village PD	2002	107	0	0	0	0	0	107	2	104	1
Attica Village PD	2003	97	1	0	0	0	1	96	6	89	1
Attica Village PD	2004	40	1	0	0	1	0	39	6	33	0
Attica Village PD	2005	36	0	0	0	0	0	36	2	33	1
Perry Village PD	2000	129	5	0	0	2	3	124	27	96	1
Perry Village PD	2001	163	10	0	1	1	8	153	25	126	2
Perry Village PD	2002	160	5	1	0	0	4	155	26	127	2
Perry Village PD	2003	155	3	0	0	2	1	152	29	117	6
Perry Village PD	2004	111	5	0	2	0	3	106	9	95	2
Perry Village PD	2005	123	4	0	1	0	3	119	26	87	6
Warsaw Village PD	2000	120	17	0	1	1	15	103	16	87	0
Warsaw Village PD	2001	147	13	0	2	0	11	134	23	109	2
Warsaw Village PD	2002	114	7	0	1	0	6	107	16	90	1
Warsaw Village PD	2003	111	1	0	0	0	1	110	19	89	2
Warsaw Village PD	2004	104	1	0	1	0	0	103	16	84	3
Warsaw Village PD	2005	95	7	0	3	1	3	88	12	70	6
County Total	2000	1,124	113	3	9	7	94	1,011	388	590	33
County Total	2001	1,185	102	1	7	5	89	1,083	435	627	21
County Total	2002	1,145	72	1	7	2	62	1,073	443	604	26
County Total	2003	1,006	80	1	6	6	67	926	299	601	26
County Total	2004	682	59	2	7	3	47	623	110	490	23
County Total	2005	690	83	0	7	1	75	607	113	469	25

It should be noted that the number of Part 1 crimes reported by PPD for this report is slightly fewer than the number of Part I crimes listed for the Village of Perry as reported to the New York State Division of Criminal Justice Services. However, the numbers are not significantly different and do not affect the overall impact of this report.

Police Chief Guesno reports the following crime data for the purposes of this report.

<b>Year</b>	<b>Part I crimes reported for this survey</b>	<b>Number of Part I crimes cleared</b>	<b>% of Part I crimes cleared</b>	<b>Part II crimes reported for this survey</b>	<b>Part II crimes cleared</b>	<b>% of Part II crimes cleared</b>
2005	125	22	17%	594	125	21%
2004	113	15	13%	500	115	23%
2003	147	28	19%	792	239	30%
2002	149	24	16%	712	287	45%
2001	150	25	16%	691	306	44%

The percentage of Part I and Part II crimes cleared may initially appear to be low. A review of the data for the 2004 Federal Bureau of Investigation Uniformed Crime Report revealed that in 2004, law enforcement agencies across the United States cleared 46.3 percent of violent crimes (murder, forcible rape, robbery, and aggravated assault) and 16.5 percent of property crimes (burglary, larceny-theft, and motor vehicle theft) brought to their attention. However, violent predatory crimes (murder, rape, robbery) have a considerably higher clearance rate than assaults, burglary, larcenies and motor vehicle thefts.

Since the vast majority of PPD's Part I crimes fit into the latter category, additional data might prove useful. A breakdown of the clearances revealed that the national average clearance rates are 26.2 percent for robbery offenses, 18.3 percent for larceny-theft offenses, 13.0 percent for motor vehicle theft offenses, and 12.9

percent for burglary offenses.<sup>4</sup>

This additional data shows that the clearance rates for PPD for Part I crimes are within the national norm.

## **IV. Staffing Analysis**

### **Patrol Division**

The allocation of staff is a critical issue in any law enforcement agency. The police budget is usually the largest of all municipal departmental budgets, and personnel salaries account for the largest expenditure, typically from 80 to 85 percent.<sup>5</sup>

Patrol is the most fundamental of all law enforcement operations. Uniformed police officers assigned to conspicuous patrol vehicles provide the basic services for which the police department was established. It is the Department's primary method of delivery service. Patrol officers respond to calls for service, self-initiate activity (ex: making a motor vehicle stop), perform traffic enforcement, handle minor criminal investigations and perform a multitude of "community-oriented" activities. The patrol force seeks to prevent criminal activity by creating the appearance of omnipresence, thus generating the impression that offenders will be immediately apprehended.

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

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<sup>4</sup> [http://www.fbi.gov/ucr/cius\\_04/offenses\\_cleared/index.html](http://www.fbi.gov/ucr/cius_04/offenses_cleared/index.html)

<sup>5</sup> Karen Hess and Wayne Bennett. *Management and Supervision in Law Enforcement*. (New York: West Publishing, 1998, p. 236.

An exact means for determining the optimum number of officers to be allocated to the law enforcement function has yet to be developed. Among the reasons for this is the fact that no precise method exists for determining the optimum number of staff-hours necessary for preventive patrol coverage as compared with the personnel necessary for handling investigations of offenses and incidents, inspectional services, and other activities that can be measured with some degree of exactness. Nevertheless, an equitable distribution of enforcement strength by time and area can be achieved with reasonable precision.

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

## **Determining the Necessary Number of Patrol Posts**

### **The Formula**

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

Utilizing a formula developed by the International Association of Chiefs of Police [IACP], the following steps are taken.

1. The total calls for service for each tour of duty are obtained for the previous year. A call for service should not be limited to an initial complaint in the department's record system. Rather, it should include any instance in which an officer provides service, initiates activity (for example, makes a traffic stop) or spends time either following-up on an initial call or assisting another officer or agency with a call. The total calls for service should include initial calls, follow-up calls, assists, all traffic stops and multiple unit responses.

2. The 12-month total of calls for service is multiplied by the average time required to respond to a call for service and complete the preliminary investigation.

This provides the number of hours per year spent in handling calls for service. PPD does not specifically track the amount of time spent on each call. Many police departments do not track this. However, previous studies have shown that the average time required to respond and investigate adequately at the preliminary level by members of a patrol force is 30 minutes (.50 hours) for this type of jurisdiction where the response time to calls for service is generally quick due to short travel distances.

It should be noted that this “average time spent on calls” may seem high to some, but it has been shown to be a reliable number through both IACP research and previous management studies.<sup>6</sup> A routine traffic ticket may only take a few minutes to clear from, yet some criminal investigations may take many hours to complete.

To further add to the “average time spent on calls for service” is the increasing mandates that police departments must operate under. For example, the pro-arrest policy for responding to domestic violence complaints that Perry follows means that for every response, someone must be arrested. Prior to this, some domestic complaints could be resolved in several minutes by merely driving one party involved to another location. Now, a pro-arrest policy means that an officer usually spends several hours processing an arrest. Also, increased focus in dealing with mental health cases or other social service calls often increase the time commitment of officers investigation these types of cases to at least an hour or more.

3. The hours per year in calls for service are multiplied by three. This number is a "buffer" factor to account for the time spent on preventive patrol, directed patrol, inspectional services, report writing, vehicle servicing, personal needs, etc. This step provides the total patrol hours.

The “buffer factor” or uncommitted time is essential in policing for several reasons, including:

- Providing proactive crime-deterrent patrols

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<sup>6</sup>The International Association of Chiefs of Police used a 45-minute average for many years. However, based on more specific and reliable data gathered from approximately ten years of experience in management studies at the New York State Division of Criminal Justice Services, a more accurate average of time spent on each call for service is thirty minutes.

- Providing for officer-initiated activity
- Enhancing citizen and officer safety
- Community policing activity

Uncommitted time is also essential for administrative functions such as report writing, vehicle servicing, meals, agency meetings, etc.

4. The total hours are then divided by 2,920 which is the number of hours necessary to staff one post on one 8-hour shift for one year (8 hour shift x 365 days a year = 2,920). The quotient equals the minimum number of patrol posts needed for the particular tour of duty.

### **Applying the Formula to Perry**

The next step in the analysis is to apply the formula just described utilizing twelve months of calls for service data provided by the Village of Perry Police Department.

Before utilizing the data presented to us, it was analyzed and converted into:

1. The time of the activity; and
2. Ten (10) hour blocks that correspond with PPD shift assignments

For the purpose of these equations, the “Year End Totals” of calls for service was determined by extrapolating known data received from Chief Guesno. Current record keeping for PPD does not allow the total number of calls for a year, so we will extrapolate that number based on the averages of a slow, busy and average month.

Total number of calls for slow month = 230

Total number of calls for busy month = 405

Total number of calls for average month = 317

Multiplied by four, the total number of calls that PPD could expect to respond to in an average year is **2,632**.

Additionally, record keeping by PPD does not track the number of calls received per shift in a method that would allow for reasonable access. Therefore, for the purposes of this report, we will incorporate averages that, based on our experiences in dealing with agencies of this size, we believe are reasonably accurate. These percentages are based on previous studies done on similar sized agencies that

use a 10-hour work schedule.

<b>Shift</b>	<b>% of call for service per shift</b>	<b>Number of calls for service per shift</b>
<b>Day Shift (7 am – 5 pm)</b>	<b>55%</b>	<b>1,447</b>
<b>Afternoon (5 pm - 3 am)</b>	<b>32%</b>	<b>842</b>
<b>Evening (9 pm - 7 am)</b>	<b>13%</b>	<b>342</b>

Next these numbers were multiplied by .50 to get the average time expended by officers on calls over the year. (This number has been used as a standard for committed time for many years and is based on an average that both the IACP, DCJS and this consultant have found to be very consistent regardless of size of agency or location.)

<b>Shift</b>	<b>Approximate Time Expended</b>
<b>Day Shift (7 am – 5 pm)</b>	<b>723.5</b>
<b>Afternoon (5 pm – 3 am)</b>	<b>421</b>
<b>Evening (9 pm- 7 am)</b>	<b>171</b>

These figures were converted to include a buffer and time for routine and/or directed patrol activity (x 3).

<b>Shift</b>	<b>Projected Time Expended</b>
<b>Day Shift (7 am– 5 pm)</b>	<b>2,170.5</b>
<b>Afternoon (5 pm - 3 am)</b>	<b>1,263</b>
<b>Evening (9 pm - 7 am)</b>	<b>513</b>

These numbers are then divided by 3,650 which represents the total hours required to fill a ten-hour post for one year (365 days a year x 10 hour shift = 3,650 man/hours).

<b>Shift</b>	<b>Minimum Post Needed</b>	<b>Adjusted</b>
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<b>Day Shift (7 am - 5 pm)</b>	<b>.59</b>	<b>1</b>
<b>Afternoon (5 pm – 3 am)</b>	<b>.34</b>	<b>1</b>
<b>Evening (9 pm - 8 am)</b>	<b>.14</b>	<b>1</b>

**Note:** We would normally round numbers down to the nearest whole number if less than .50. However, since it is physically impossible to have less than one office working per shift, we have rounded this number up to one (1).

This low number of “minimum posts needed” should be noted, as this will be a factor later on in this report when considering organizational issues.

### **Patrol Staffing Requirements**

#### **The formula**

Once the total number of patrol posts for each tour of duty are determined, the next step is to ascertain the staff needed to fill these posts adequately.

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

The potential available hours for each officer are 365 days per year of ten-hour shifts, or 3,650 hours (365 x 10). From department records, we determined an average figure for each factor specified above. The total of these averages shows the average time per year that officers are unavailable for duty. This is subtracted from 3,650 hours to give the hours actually available. The hours available are divided into 3,650 hours and the quotient is the assignment/availability factor. Multiplying the number of posts needed by this factor determines the minimum number of officers necessary to staff the required posts.

### **Applying the formula to PPD**

The following data is our best estimate of officer availability from the Perry Police Department, based on the data provided by the Department. This would be the average number of staff-hours per officer taken from normal duty during the past

twelve months for each of the following factors:<sup>7</sup>

<b>Factor</b>	<b>Number of Days (avg.)</b>	<b>x 10 = Staff Hours</b>
<b>Regular Days Off</b>	<b>156</b>	<b>1560</b>
<b>Vacation</b>	<b>16.07</b>	<b>160.7</b>
<b>Personal Leave</b>	<b>2.85</b>	<b>28.5</b>
<b>Sick/Injury</b>	<b>4.07</b>	<b>40.7</b>
<b>Military Leave</b>	<b>0</b>	<b>0</b>
<b>Court Time [on duty]</b>	<b>0</b>	<b>0</b>
<b>Compensatory Time</b>	<b>0</b>	<b>0</b>
<b>Training</b>	<b>0</b>	<b>0</b>
<b>Holidays</b>	<b>7.07</b>	<b>70.07</b>
<b>Total</b>	<b>186.06</b>	<b>1859.97</b>

The resulting figure represents the average number of hours that a PPD police officer is unavailable for duty each year. If this number is subtracted from the basic staff year of 3,650 staff hours (365 days x 10 hours) the difference would represent the total hours that an officer is available for duty.

<b>Hours in Staff Year</b>	<b>Average Hours Unavailable</b>	<b>Hours Available</b>
<b>3,650</b>	<b>- 1,859.9</b>	<b>1790.1</b>

The 3,650 hours in a staff-year are then divided by the hours available to calculate the assignment/availability factor. This factor will be used to determine the total number of personnel needed to fill patrol posts that are required by the workload of the agency.

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<sup>7</sup> See Appendix D.

<b>Total Hours in Staff Year</b>	<b>Hours Available</b>	<b>Assignment Availability Factor</b>
<b>3,650</b>	<b>÷ 1,790.1</b>	<b>2.03</b>

The calculations indicate that it requires **2.03** police officers to fill each of the patrol posts determined previously. In most police departments that work an eight-hour schedule, it takes between 1.70 and 1.90 officers to fill a patrol post each man-year. The numbers generated through this estimation for Perry are slightly higher than this average because of the high numbers of days off and the multiplier of 10 (hours worked per shift), as opposed to an 8 multiplier.

The following chart combines the 2.03 assignment/availability factor with the number of patrol posts required using a **30 minute** preliminary investigation time factor.

<b>Shift</b>	<b>Posts Required</b>	<b>Assignment/Availability Factor</b>	<b>= Number of Police Officers</b>	<b>Actual Number of Police Officers Required</b>
<b>Day</b>	<b>1</b>	<b>2.03</b>	<b>2.03</b>	<b>2</b>
<b>Afternoon</b>	<b>1</b>	<b>2.03</b>	<b>2.03</b>	<b>2</b>
<b>Evening</b>	<b>1</b>	<b>2.03</b>	<b>2.03</b>	<b>2</b>

Adjusted, this data indicates that Perry needs the equivalent of six full-time uniformed personnel required to respond to calls for service. This figure would not normally include the Chief of Police or Assistant Chief sergeants. Of course, these six patrol officer positions can be filled using a combination of full- and part-time officers, as is currently being done. This is the recommended minimum number of uniformed police officers established by the application of the formulas as being necessary to staff the Village of Perry Police Department to respond to calls for service for 24/7 coverage based on the current 10-hour shift schedule.

This figure does not include the chief of police or assistant chief. Under the present work schedule, these officers are assigned to work shifts and perform a

dual-role and handle some calls for service in addition to their other administrative and supervisory tasks, these positions should not be considered primary responders to calls. This point is worthy of some attention.

Also, it is important for the reader to keep in mind that these numbers represent the minimum number of police officers needed to respond to calls for service. It would be a mistake to use these numbers to determine the maximum number of officers needed. A number of other factors need to be taken into account when discussing staffing levels that are appropriate for Perry. It appears that the PPD is very community-oriented and provides both residents and visitors with services that many other departments stopped providing many years ago. If the number of police officers were reduced or coverage cut-back, many of these additional services, that the community expects, would have to be reduced or totally eliminated. Examples of some of these services include providing a School Resource Officer in a full-time status. This is a major commitment of the equivalent of a full-time patrol position in a department as small as Perry. Officers also provide for emergency opening of locked cars doors, checking vacant houses when people are away for extended periods of time, responding to animal calls, providing back-up on ambulance calls, working school crossings when a crossing guard is not available, and establishing a strong police presence through routine patrol and motor vehicle stops<sup>8</sup>.

(It is critical in any community to establish a strong police presence to deter criminal activity. Although this is difficult to quantitatively measure, a strong police presence in a community means that the police are in contact with the people, they are aware of what is going on (often through motor vehicle stops or talking to people on the street), and they are involved in working with the community, not necessarily being an occupying force. It also means that burglars or drug dealers or other criminals tend to go where there is a lesser chance of being observed, detected and arrested.)

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<sup>8</sup> Making motor vehicle stops is a critical part of providing public safety for many obvious reasons. It is not “make work” for a police department. Rather, they are providing a valuable service to the community in a non-intrusive manner. This enforcement of motor vehicle laws, usually through verbal warnings, provides for effective public safety, yet makes the Department more “community oriented”.

There is currently a total of four full-time and five part-time uniformed police officers available to perform the patrol function of the Perry Police Department. It appears that based on the previous staffing analysis that this number is near the minimum number of officers necessary to respond to calls for service, if the municipality wishes to keep police services status quo.

## **V. Related Administrative and Operational Issues**

When evaluating the functions and operations of a police department, administrative studies frequently offer recommendations in areas other than staffing. In this case, we were asked our professional opinion concerning other areas that officials may consider when evaluating ways of maintaining and/or improving the effectiveness and overall efficiency of the Perry Police Department. We will include in this section a discussion of the following two issues:

1. Review the organization and operations of the Village of Perry Police Department as these relate to both cost and public safety;
2. Review options that elected officials could consider when examining the need for police services for the Village of Perry. Offer comments and/or additional information for elected officials to consider.

### **I. Review the organization and operations of the Village of Perry Police Department as these relate to both cost and public safety**

This writer was requested to review the organization and operations of the Village of Perry Police Department as these relate to both cost and public safety, and comments will be included in both sections of this chapter.

#### **A. Policy and procedure manual**

The first phase of this consulting project was a request to design a policy and procedure manual for PPD. We would encourage elected officials and the Police Chief to implement these policies in a timely manner.

The Police Chief should review the draft policies that were initially submitted to see if they impose undue burdens on PPD or if there are any editions or deletions that should be made. The Chief should then allow all officers to review these policies for input and review. (As of the writing of this section of the report, these steps were being completed.) Once finalized, these policies should then be submitted to the elected officials and the Village Attorney for review and approval.

Once approved, these policies should be implemented as quickly as possible. Any delay will only continue to open the PPD and the Village of Perry to the unnecessary risk of litigation. Once implemented, these policies should be reviewed by the Chief of Police once a year to keep current with the changing needs of the Police Department. It is imperative that not only should these policies and procedures be implemented, but they should be diligently maintained and reviewed.

**Recommendation:** The draft policy and procedure manual currently being reviewed by officials from PPD should be finalized and implemented as quickly as possible

B. Accreditation

In spite of its size, it is not out of the question for the Village of Perry to consider getting accredited through the State of New York Law Enforcement Accreditation Program. Smaller agencies than Perry have achieved accreditation status (Village of Dryden with 6 full-time officers, Village of East Syracuse with 8 full-time officers, Village of Liverpool with 5 full-time officers, Marcellus Village with 4 full-time officers, etc). Some research should be done to determine if there would be financial advantages for striving for this goal. For example, some municipalities have received considerable savings in their annual insurance premiums.

Accreditation is a progressive and contemporary way of helping police agencies evaluate and improve their overall performance. It provides formal recognition that an organization meets or exceeds general expectations of quality in the field. Accreditation acknowledges the implementation of policies that are conceptually sound and operationally effective.

The New York State law enforcement accreditation program became operational in 1989 and has four principle goals:

1. To increase the effectiveness and efficiency of law enforcement agencies utilizing existing personnel, equipment and facilities to the extent possible;
2. To promote increased cooperation and coordination among law enforcement agencies and other agencies of the criminal justice services;
3. To ensure the appropriate training of law enforcement personnel; and
4. To promote public confidence.

It should be noted that achieving and maintaining accreditation involves a

major commitment of time from a key player in an agency. Typically in a small agency like PPD, this added responsibility would fall onto the Chief or Assistant Chief. This is not an easy administrative task for a small agency to achieve and maintain accreditation, but it is possible for PPD to strive for and achieve this worthwhile goal.

**Recommendation:** Elected officials should weigh the advantages of achieving accreditation (reduced risk of liability, possible savings on insurance premiums, increased community confidence) versus the disadvantages (increased administrative burden). Although we strongly support law enforcement accreditation, small agencies like Perry often find it difficult to achieve and maintain. We would leave this decision in the hands of elected officials and police administrators

C. Other specific options regarding the internal structure/operations of PPD will be included in the following section.

## **II. Review options that elected officials could consider when examining the need for police services for the Village of Perry.**

These options are not listed in any particular order, nor are any of these the recommendations of this writer. Our purpose is merely to supply the decision makers of Perry with options, information and ideas to consider when deciding the level of police services that will work best for the citizens of Perry.

### **1. Does the Village of Perry need police coverage 24/7?**

Elected officials have several options to consider in determining what level of police services will work best for the citizens of Perry. For example:

As determined on page 15 of this report, there is not enough calls for service on any of the three shifts to justify one police officer per shift (.59 officer for day shifts, .34 officer for second shift and .14 for third shift). Since it is not possible to put .59 or .34 or .14 officer on a shift, we rounded up to the nearest whole number. However, for staffing purposes, Village officials should take note of these low numbers in deciding: Does the Village of Perry need police coverage 24/7?

For example, as previously listed, the number of calls for service on midnight

shift is very low (estimated at 342 for the entire year.) Broken down per shift, this amounts to less than one call per shift for the entire year. We believe that officials should carefully examine the need for a third shift compared to the cost of maintaining a third shift.

If the third shift were eliminated (and calls for service would indicate that the need for this shift is very low), then a reduction in 24/7 coverage would mean a reduction in the number of officers needed to adequately staff PPD. As mentioned in the staffing section of this report, based on current number of calls for service, 24/7 coverage would necessitate six full-time officers (in some combination of full and part-time officers.) However, if only two shifts re scheduled then staffing data from earlier in the report would indicate the need for only four full-time officers. Of course, any reduction in the number of shifts scheduled could mean a reduction in cost of services for policing in the Village of Perry.

For example, as previously determined earlier in this report, even though the calls for service indicate the need for .14 officers on night shift, it was determined that it takes the equivalent of two full-time positions to staff this third shift (see page 20 of this report). If the third shift were eliminated, there would be a savings in the operating budget of PPD. We project that by eliminating the third shift, there could be a potential for up to \$100,000 in annual savings. We arrive at this number from the following estimates:

Savings in salaries and benefits:

- A.) 1 full-time police officer position @ \$58,500 annually (using a \$44,000 annual salary plus 33% added in benefits)
- B.) 1 part-time position @ \$29,400 annually. (Assuming the second officer needed to staff this shift based on Officer Availability data discussed earlier in the report would be a part-time position. (196 shifts to cover a year X 10 hours per shift X \$15.00/hour)
- C.) Estimated \$12,000 in non-personnel operating expenses (maintenance on vehicles, cost of gasoline, uniforms, etc).

**Recommendation:** Based on calls for service, officials should strongly consider eliminating the third shift (9:00 pm – 7:00 am).

We are of the opinion that this would not significantly increase the risk to public safety or create a risk to other officers currently employed by PPD.

2. If elected officials decided to opt for less than 24/7 coverage, several more options would present themselves.

For example, if elected officials decided that two ten-hour shifts would not jeopardize public safety, this would drastically reduce the cost of operations of PPD. With two 10-hour shifts in place, that would allow for 20 hours a day of police coverage. (Language in the current bargaining contract would still require a second officer on duty after 9:00 pm.) Calls for service that came in during the remaining four hours (perhaps from 3:00 am until 7:00 am) could be covered by the Sheriff's Department or the State Police.

If Village officials felt that the 4-hour window without police coverage would jeopardize public safety, they could consider contracting with the Sheriff's Department to pay for a deputy sheriff to patrol the Village of Perry during that time. Should less than 24/7 coverage be an option that elected officials would consider, a meeting with representatives of the Wyoming County Sheriff's Department and the New York State Police would be in order to get their input and discuss options from their perspective. It should be noted that, according to Police Chief Guesno, the nearest State Police barracks is approximately ten miles from Perry (although this is no indication of where their patrols are located), and the County Sheriff typically puts out 10-13 cars per shift, with about five of these assigned to road patrol.

Elected officials could also discuss whether two eight-hour shifts would jeopardize public safety. Some small municipalities only provide 16-hours of police coverage. The issues and concerns for this option would be the same as the two ten-hour shift options discussed above. Again, perhaps discussing a contract with the Sheriff's Department would be an option for the shifts that were not covered by PPD.

**Recommendation:** We believe that it is an unnecessary expense to provide 24/7 police coverage in the Village of Perry. It is also a duplication of services, especially since there are two other police agencies that could handle calls in Perry (Wyoming county Sheriff's Department and the New York State Police).

If Village officials opt to eliminate the third shift, we recommend that a 6-month evaluation be conducted to objectively determine the impact of this change.

3.) If the Village decided that less than 24/7 coverage would provide adequate police coverage for the residents of the Village of Perry, would the

structure of the existing police department need to be re-configured?

For example, this consultant conducted a management study of a small village (population 2,759) that did not have any full-time administrators. This village police department had an Officer-in-Charge, who was a full-time police officer who also worked alone on day shift and handled calls for service, a part-time officer (with considerable administrative and supervisory skills), who handled the day-to-day operations of the agency, and several other full and part-time officers to respond to calls for service. The arrangement that this village choose may not be the ideal administrative structure for a police department, but this village balanced their needs and resources, and created a police structure that worked for them.

There are several options for the elected officials of the Village of Perry to consider should they decide to re-configure the existing police department, should they decide to opt for less than 24/7 coverage.

**Recommendation:** It is our opinion that the administrative needs of a small police department like PPD could be adequately handled by a part-time police chief and a full-time assistant chief.

Under the current schedule (see the next section), the Assistant Chief has at least 24 hours a week when he and another officer are working. This time, in junction with the part-time police chief's position, should allow for at least 44+ hours of time dedicated to performing administrative tasks, in addition to other hours where the Assistant Chief is working. This should be enough time to deal with the administrative requirement necessary to properly manage this police department.

If elected officials determine that a part-time police chief's position is appropriate, the role of this part-time police chief would primarily involve handling the macro- issues involved in running a police department. We believe that a part-time chief could adequately handle policy and compliance issues, such as: working directly with the Mayor and Board members, ensuring compliance with federal and state mandates, attending Board meetings, civic club meetings, regional and state chiefs meetings, and other such matters. We would envision the role of the Assistant Chief to be a "working supervisor" who oversees the day-to-day operations of the department. Typical duties would include, but not be limited to: approving reports, following up on investigations, ensuring the flow of paperwork through the agency, tracking department inventory and supplies, handling supervisory related matters, etc. Of course, the part-time chief and Assistant Chief

would be in a better position to detail the specific duties and responsibilities of each position

If the current position of full-time police chief were eliminated, a police officer would have to be scheduled to work day shift to respond to calls for service. However, we believe that the current staffing levels of full and part-time officers would be adequate to cover this shift (especially if the third shift were eliminated.). We do not believe that hiring an additional full-time officer would be necessary at this time. Further, even if the third shift were eliminated, we do not believe that it would be necessary to hire additional officers to cover day shift. If elected officials determined that eliminating the full-time chief's position and eliminating the third shift was advisable, we would conservatively estimate a savings of more than \$150,000 annually. (This, of course, would not include the added expense of the salary for a part-time chief, and the cost of a full-time officer on day shift.)

Our charge in preparing this management study was not to review the budget of PPD and make recommendations that would cut their budget. We are well aware of the dangers of trading dollars and cents for public safety, officer safety and agency efficiency. However, in making these recommendations, we do not believe that public safety or officer safety will be jeopardized, as we do believe that agency efficiency will be increased.

#### 4.) The best schedule for PPD.

There is no "best" shift coverage for any municipal police department. Each has advantages and disadvantages. For example, a ten-hour work schedule has a high "Officer Availability Factor" because of more days off, more hours used on a shift of sick leave, etc. But, ten-hour shifts tend to spread limited staffing over longer shifts, and provides for better coverage.

- A. The current shift configuration for PPD allows for two officers on duty for 50 hours a week. (A part-time officer works from noon to 5:00 pm for twenty hours a week to allow the Chief time to do administrative work, and the current language of the bargaining contract requires two officers to work from 9:00 pm to 3:00 am.) It would appear to some people that fifty hours of two-officers being on duty, especially based on a ten-hour shift, might be excessive in such a small agency. The first twenty-hours are discretionary to allow the Chief the opportunity to do "Chief" work, instead of responding to calls for service. However, the

Assistant Chief also has about twenty-four hours a week when there are two officers working second shift. Between both administrators, this means that about 54 hours a week are free for them to devote exclusively to the administrative duties that a professional police department require. Of course, this would be in addition to the time available to them when working alone and not answering calls for service. Some administrators in other similar sized agencies do perform both the patrol function and the administrative function without having 50-hours a week of two officers working on the same shift.

Elected officials could decide to reduce the number of hours per week that two officers are working. The discretionary twenty hours a week on day shift that is currently on the schedule would appear to cost the Village approximately \$300. per week (20 hours X \$15. an hour, or more than \$15,000 a year). The second officer scheduled between 9:00 pm and 3:00 am is primarily for officer safety. Many high-risk calls occur between those hours and back-up in rural areas such as Perry, and back-up units are often far away. However, elected officials realize that any item in a bargaining contract is negotiable.

If the number of hours where two officers were working was reduced, some compensations could be made to make sure that the various administrative tasks that are necessary to run a professional police department are still be performed. For example, the Chief and Assistant Chief could delegate various lower-level administrative duties across the board to police officers to lighten their administrative load.

**Recommendation:** Under the current schedule, we would recommend the elimination of the part-time police officer working day shift for 20 hours per week. The current “administrative time” allowed for the Chief (at least 20 hours a week) and the Assistant Chief (at least 24 hours a week) would appear to be excessive.

However, if the position of police chief was reduced to a part-time position, obviously there would need to be a full-time officer assigned to day shift.

- B. Shift assignments - There is no language in the current bargaining

contract regarding the scheduling of shifts (for example, 8-hour shifts or 10-hour shifts). There is also nothing in the contract regarding shift rotation or scheduled days off. Typically, based on rank, the police chief in any municipality works day shift. This is expected. After that, there is some means of filling the remaining shifts (remember that some small agencies may only have two shifts), whether it be based on seniority, a bidding process, rotating shifts, permanent shifts, etc. In a municipality the size of Perry, a fair and equitable means of scheduling is not easy. In the case of PPD, the Chief works permanent day shift (Monday-Thursday), the Assistant Chief works permanent second shift, and the other officers fill in the remaining shifts, probably based on seniority and shift availability. In effect, everyone works permanent shifts. However, working permanent shifts, especially with permanent days off can create personnel concerns. Unfortunately, the present configuration of 10-hour shifts with such a small agency limits options. Nevertheless, there are options that are available, should elected officials and the Police Chief wish to pursue them.

**Recommendation:** We support a 10-hour shift schedule in a small agency such as PPD. It maximizes staffing allocation. Also, if a reduction in the present 24/7 coverage was made, two 10-hour shifts would be most conducive to calls for service, cost and public safety.

- C. Days off - The same issues concerning shift assignments also apply to days off. The current 10-hour shifts create scheduling problems. With a four days working and three days off schedule, an employee falls into having permanent days off. Again, some personnel issues arise in this situation. Everyone would like a weekend off once in a while, but the current schedule does not allow for that.

It is not up to this consultant to determine what schedule works best for the Village of Perry. However, we encourage elected officials, and the Police Chief, should consider all scheduling options. There are several considerations that should be addressed in considering these scheduling options: public safety, officer safety, officer's mental health and cost.

**Recommendation:** We recommend a change in the current schedule. If officials decide to maintain the current 10-hour shifts and 4 days on and three days off schedule, then the Chief and Assistant Chief should rotate out of their permanent schedule periodically.

We would encourage the Chief to consider rotating his shift once a month between days worked (currently the Chief works Monday through Thursday), and also to a different shift (currently the Chief works steady day shift.). That would increase his visibility and presence in the community, and also allow other officers to benefit by giving them different days off and/or different shifts to work occasionally.

There are several scheduling options that could be implemented to break up the permanent shifts and permanent days off. Officials may wish to consult other municipalities for sample work schedules or purchase a police scheduling software program. (There are several reasonably priced computer programs currently on the market.)

## **VI. Conclusion**

The objective of this report is to give the decision-makers in Perry an impartial look at their police department from the perspective of an outsider.

Officials reading the report should be aware that the recommendations made herein are professional opinions on our part. We do not purport to understand all the intricacies involved in the administration of the Village of Perry Police Department.

Officials should also be aware that staffing analysis is not an exact science. Our judgments and subsequent recommendations are based on generally accepted principles. We nevertheless believe that this report provides a sound basis for discussion at the local level.

The recommendations made in this report are meant only to enhance this law enforcement agency.

## **VII. APPENDICES**

- Appendix A - Management Study Checklist
- Appendix B - Typical monthly reports of calls for service
- Appendix C - 2006-2007 budget worksheet
- Appendix D - Map of patrol area for the Village of Perry