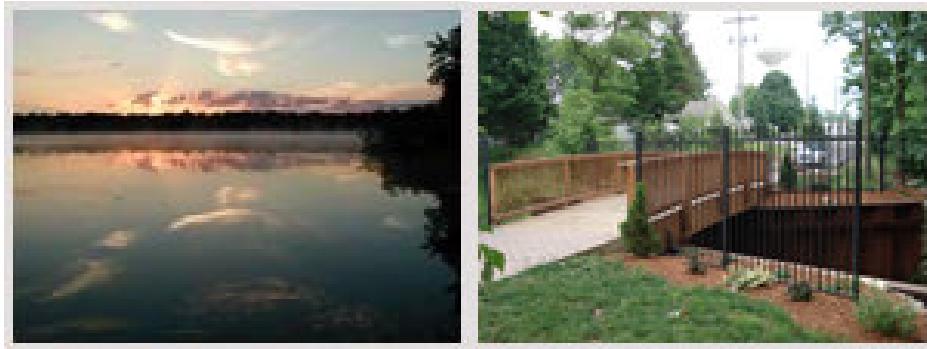


# VILLAGE OF PAW PAW



## POLICE DEPARTMENT OPERATIONAL REVIEW

*July, 2009*



**REHMANN ROBSON**

*Certified Public Accountants*



# REHMANN ROBSON

*Certified Public Accountants*

A member of THE REHMANN GROUP



an independent member of

**BAKER TILLY**  
INTERNATIONAL

July 26, 2009

Mr. Larry Nielsen  
Village of Paw Paw  
111 E. Michigan Avenue  
PO Box 179  
Paw Paw, MI 49079-0179

Dear Mr. Nielsen:

We have completed the operational review of the Village of Paw Paw's Police Department. This final report contains the findings and conclusions resulting from this analysis and recommendations for improvement.

As you review this document, you should remain mindful of the fact that an operational review focuses on areas where upgrade or change would be beneficial. In this regard, the positive aspects of the Paw Paw Police Department are undoubtedly understated. In conducting the study we have concluded that this is a professional and committed police department. Related to this, our recommendations are intended to further improve the operation.

In a time of financial challenge, the Village must consider all means and methods for the provision of police services, including outsourcing of this important function. Therefore, this study also includes analysis pertaining to the possible assumption of police services by the Van Buren County Sheriff's Department. The analysis is intended to provide the Village Council with an additional option as the future of police services (and related costs) are considered.

We appreciate the cooperation extended to us by the Paw Paw Police Department, particularly Police Chief Patrick Alspaugh. In all cases we found Police Department employees to be conscientious, candid and willing to offer suggestions for improving operations.

We have sincerely enjoyed this opportunity to work with the Village of Paw Paw. Should you have questions concerning this report, please do not hesitate to contact me at 248.579.1113.

Very truly yours,

**REHMANN ROBSON**

Mark W. Nottley, Principal  
Governmental Consulting Division

# VILLAGE OF PAW PAW

## POLICE DEPARTMENT OPERATIONAL REVIEW

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## **SECTION I**

### **STUDY OVERVIEW AND EXECUTIVE SUMMARY**

## SECTION I

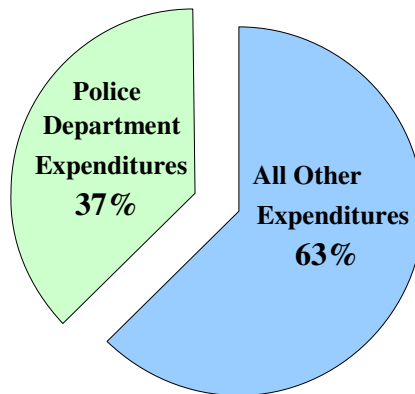
### STUDY OVERVIEW AND EXECUTIVE SUMMARY

The Village of Paw Paw is the county seat and a full-service municipality of approximately 3,300 residents. In the current fiscal environment, Village officials must continuously evaluate operating practices to determine if, and to what extent, costs can be contained and service quality can be improved.

As a highly labor-intensive operation, the Police Department has a significant impact on the General Fund budget. As seen in the following Exhibit 1, Police Department expenditures accounted for more than 37% of total General Fund Expenditures in FY 2007-08, the last audited fiscal year.

#### Exhibit 1

##### Police Expenditures as a Percentage of General Fund Expenditures



At this level of budget commitment, it is critical that police operations maintain a high degree of cost-effectiveness. Recognizing this, the Village commissioned our firm to evaluate Police Department operations and service options, and in the process, determine if cost efficiencies and/or service delivery can be improved. This has included the analysis of:

- The cost effectiveness of current operations
- The appropriateness of current staffing levels and deployment of personnel
- The level of cost effectiveness in comparison to other departments
- The cost and service advantages/disadvantages of other options for police services, such as a contract with the County Sheriff.

The results of this analysis are documented in the following sections of this report. More specifically:

- Section II summarizes our findings and conclusions pertaining to the Paw Paw Police Department,
- Section III contains our analysis of the Van Buren County Sheriff’s contract option
- Section IV contains recommendations for improvement.

In regard to recommendations, we have concluded that the Police Department can operate with fewer resources. We have recommended the elimination of one administrative command position and a clerical position for an estimated annual cost savings of \$117,000-\$123,000. Longer-term, we have recommended an additional clerical reduction for a cost savings of \$35,000.

In regard to the impact of staff reductions on police services, we consider the impact on patrol and complaint response to be negligible. Essentially, we have concluded that the Paw Paw Police Department can function effectively with eight sworn police personnel – rather than the current staff level of nine, and that clerical staffing levels are excessive.

We have also explored and outlined optional approaches for operating the Police Department with seven sworn officers, with and without the use of part-time police officers. We have recommended that the Village hire a minimum of one part-time certified Police Officer to provide a “bridge” to the future in which part-time officers can be used to reduce operating costs.

Additionally, we have examined the potential for contracting for police services with the County Sheriff. We have estimated potential cost savings from this option at \$150,000 to \$235,000 depending on the level of contract resources assigned to the Village. With potential cost savings of this magnitude, we consider contracting to be a viable future option worthy of further review and discussion.

In reviewing the report the reader should remain mindful of the fact that an operational evaluation, by its nature, emphasizes the identification of areas for improvement. In this sense, the report underemphasizes the many fine qualities and solid contributions of the Paw Paw Police Department. From an overall perspective we were highly impressed with the Department’s operations, morale, commitment and service delivery systems. In effect, our recommendations are intended to improve on an already productive and well managed police agency.

\* \* \* \* \*

*In the following section we present our findings and conclusions.*

## **SECTION II**

# **OPERATIONAL FINDINGS AND CONCLUSIONS**

## **SECTION II**

### **FINDINGS AND CONCLUSIONS**

In this section of the report we summarize the findings and conclusions resulting from our review of the Paw Paw Police Department (PPPD). To facilitate review, this information is organized in a number of subsections as follows:

- A. Overview of Service Area and Department
- B. Overall Management and Command Structure
- C. Staffing, Scheduling and Service Scope
- D. Administrative Support
- E. Community Involvement
- F. Fleet.

Each of these areas is discussed separately below.

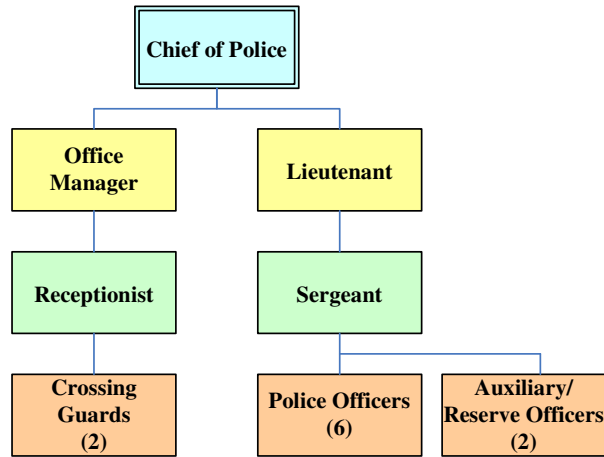
#### **A. OVERVIEW OF SERVICE AREA AND DEPARTMENT**

Each police department operates within a unique physical, service and financial environment. To properly evaluate a department it is necessary to understand the operational environment and proceed from this starting point. Findings and conclusions related to this are discussed below.

##### ***1. THE SERVICE AREA HAS EXPERIENCED AN UPTICK IN CRIMINAL INCIDENCE, BUT HAS SOME DISTINCT OPERATIONAL ADVANTAGES.***

As seen in the following Exhibit 2, PPPD is comprised of nine full-time sworn police positions and two full-time administrative classifications. The department also employs two part-time Auxiliary/Reserve Officers to assist with special events and two part-time Crossing Guards.

**Exhibit 2**  
**Paw Paw Police Department**  
**Current Organization**



Source: Paw Paw Police Department

In regard to the service environment, Paw Paw’s 2007 population is estimated at 3,239<sup>\*</sup>, a 4% decline from the 2000 census population of 3,363. 2009 unemployment levels are reported at 13.3%. As in many small communities, the worsening of the economy appears to be influencing crime trends in a negative fashion. Related to this point, PPPD’s dispatched complaint workload has increased by 8.8% during the two year period 2006-2008; increasing dispatched call volume to a 2008 daily average of 8.1 complaints.

The majority of criminal incidence is focused on property and larceny crimes as well as civil disturbances. In addition, methamphetamine and other drug activity requires a consistent level of vigilance and pro-active police work. The National Comparison for Uniform Crime Reporting for 2007 ranks Paw Paw at 4 on a scale of 1-10 for violent and property crimes. The U.S. average is 3.

In addressing its criminal workload, PPPD benefits from the physical proximity of the county facilities. Lock-up, court activities, prosecutorial consultations and other workload can be accomplished with minimal downtime due to the nearness of the county facilities. The ongoing flow of Sheriff’s Deputies to and from the office and the nearby State Police post also add a distinct advantage in terms of increased police presence in the area.

In summary, PPPD’s workload appears fairly typical for a smaller Michigan community. The economic environment has undoubtedly increased criminal activity, particularly in the areas of larceny, theft and domestic and civil disturbances. The presence of the county facilities within the village limits serves to minimize unproductive travel time for lock-up, court and other duties and potentially allow officers to focus on patrol and other

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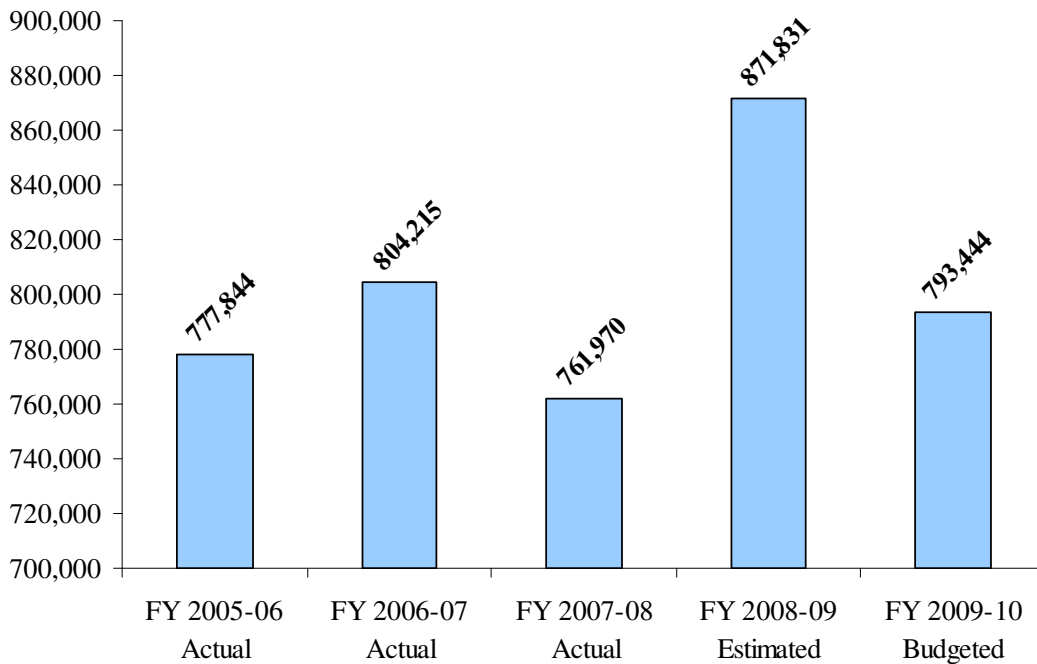
<sup>\*</sup> Source: Sperling’s 2007-2009 demographic projections cited throughout this section.

policing activities. The nearby presence of Sheriff's Department personnel is a further positive both for visual deterrence as well as rapid assistance, if needed.

**2. POLICE DEPARTMENT OPERATING COSTS HAVE RISEN AND ARE HIGH IN COMPARISON TO OTHER SIMILAR-SIZED AGENCIES.**

Exhibit 3 illustrates historic and anticipated net operating costs for the Paw Paw Police Department. As seen in the exhibit, net operating costs rose markedly from FY 2007-08 to FY 2008-09 (estimated year-end), increasing by an anticipated 14%. The majority of the cost increase was in the wage and benefit line items, an area in which related costs are far exceeding the rate of revenue growth.

**Exhibit 3  
Historic and Anticipated Net Police Department Operating Costs**



Source: Paw Paw Police Department

As a labor-intensive operation, PPPD's budget is largely personnel-driven. As an example, in the FY 2009-10 budget, 92% of total costs are related to wages and benefits. In this situation, any meaningful reduction in operating costs must inevitably involve staff reductions.

Further information related to the level of Police Department expenditures is presented in Exhibit 4. This exhibit compares PPPD's 2008-09 budget to that of sixteen other police agencies serving communities of comparable size. As seen in the exhibit, PPPD's cost

per capita for police services is approximately 32% above the average of the survey group – a significant cost differential.

**Exhibit 4  
Comparison of Police Cost Per Capita**

<b>City/Village</b>	<b>Population</b>	<b>FY 2008-09 Police Budget</b>	<b>Cost Per Capita</b>
<b>Paw Paw</b>	<b>3,363</b>	<b>\$871,125</b>	<b>\$259.24</b>
<b>Buchanan</b>	4,681	\$933,953	\$199.52
<b>Cedar Springs</b>	3,112	\$713,155	\$229.16
<b>Chelsea</b>	4,398	\$1,184,941	\$269.43
<b>Clare</b>	3,173	\$895,651	\$282.27
<b>Corunna</b>	3,381	\$419,350	\$124.03
<b>Dewitt</b>	4,702	\$753,877	\$160.33
<b>Fowlerville</b>	2,972	\$624,077	\$209.99
<b>Fremont</b>	4,224	\$626,125	\$148.23
<b>Lowell</b>	4,013	\$835,643	\$208.23
<b>Milan</b>	4,775	\$1,300,000	\$272.25
<b>North Muskegon</b>	4,031	\$600,000	\$148.85
<b>Otsego</b>	3,933	\$748,564	\$190.33
<b>Rockford</b>	4,626	\$1,140,000	\$246.43
<b>Sparta</b>	4,159	\$682,600	\$164.13
<b>St. Louis</b>	4,494	\$577,000	\$128.39
<b>Wayland</b>	3,939	\$626,365	\$159.02
<b>Average</b>	<b>4,038</b>	<b>\$791,331</b>	<b>\$196.29</b>

Source: Rehmann Robson Survey

As seen in the following Exhibit 5, the difference in costs can be (at least in part) attributed to higher uniformed staffing levels. Measured against resident population served, PPPD has approximately one additional officer per 1,000 population or 59% more than the average of the survey group.

**Exhibit 5  
Comparison of Police Staffing**

<b>City/Village</b>	<b>Population</b>	<b>Full-Time Sworn Staff</b>	<b>Full-Time Staff/1,000 Population</b>	<b>Have Part-Time Officers</b>
<b>Paw Paw</b>	<b>3,363</b>	<b>9</b>	<b>2.7</b>	<b>No</b>
<b>Buchanan</b>	4,681	9	1.9	Yes
<b>Cedar Springs</b>	3,112	7	2.2	Yes
<b>Chelsea</b>	4,398	8	1.8	Yes
<b>Clare</b>	3,173	9	2.8	Yes
<b>Corunna</b>	3,381	2	0.6	Yes
<b>Dewitt</b>	4,702	6	1.3	Yes
<b>Fowlerville</b>	2,972	6	2.0	Yes
<b>Fremont</b>	4,224	8	1.9	Yes
<b>Lowell</b>	4,013	6	1.5	Yes
<b>Milan</b>	4,775	9	1.9	Yes
<b>North Muskegon</b>	4,031	7	1.7	Yes
<b>Otsego</b>	3,933	6	1.5	Yes
<b>Rockford</b>	4,626	10	2.2	Yes
<b>Sparta</b>	4,159	5	1.2	Yes
<b>St. Louis</b>	4,494	5	1.1	Yes
<b>Wayland</b>	3,939	5	1.3	Yes
<b>Average</b>	<b>4,038</b>	<b>7</b>	<b>1.7</b>	<b>-</b>

Source: Rehmann Robson Survey

The issue of staffing will be further evaluated in the following subsections. From an overview perspective however, the above data would indicate that PPPD is generously funded and staffed. Further, any meaningful reductions in cost must inevitably focus on the issue of staffing.

**B. OVERALL MANAGEMENT AND COMMAND STRUCTURE**

As a paramilitary operation a police department’s performance will be highly dependent on the effectiveness of the command structure. Key findings and conclusions pertaining to overall management and command include the following:

***1. THE POLICE CHIEF HAS INITIATED A NUMBER OF UPGRADES SINCE ASSUMING COMMAND.***

The Police Chief assumed his position in 2007. Prior to his initial hire by the Village of Paw Paw, the Police Chief had served in the Battle Creek Police Department, retiring from active duty as a command officer. Additionally, the Chief has earned a master's degree in public administration with coursework in criminal justice administration.

With this background, the Police Chief would appear to be well positioned to lead PPPD. In fact, the Chief has initiated a number of important operational upgrades during his brief tenure. These include:

- Upgrade of standard operating procedures (SOP):
  - SOPs are the basis for police officer training, response and professional conduct. This documentation had apparently been allowed to lapse under prior Police Chiefs, resulting in a situation in which police training and response were not guided by consistent, well-documented procedures and directives.

The Chief has made the update of SOP a departmental objective. To date, seventeen key procedures such as deadly force, taser use and others have been developed. Much remains to be done – as seen in Exhibit 6, all of the surveyed agencies report that they are further along in this key area.

**Exhibit 6  
Comparison of Police Documentation**

City/Village	Performance evaluation?	% SOP/Orders Currently Updated
<b>Paw Paw</b>	<b>Yes</b>	<b>21%</b>
<b>Buchanan</b>	No	25%
<b>Cedar Springs</b>	No	90%
<b>Chelsea</b>	Yes	85%
<b>Clare</b>	Yes	100%
<b>Corunna</b>	No	50%
<b>Dewitt</b>	No	85-90%
<b>Fowlerville</b>	No	100%
<b>Fremont</b>	Yes	95%
<b>Lowell</b>	No	75%
<b>Milan</b>	Yes	30%
<b>North Muskegon</b>	No	100%
<b>Otsego</b>	Yes	100%
<b>Rockford</b>	Yes	100%
<b>Sparta</b>	Yes	98%
<b>St. Louis</b>	Yes	85%
<b>Wayland</b>	Yes	90%

Source: Rehmann Robson Survey

- The Police Chief has also initiated a performance evaluation system. As seen in the previous Exhibit 6, roughly half of the surveyed agencies also use this management tool. In PPPD, the performance evaluation process considers a multitude of factors including statistical-driven activity/performance factors. As such it is a significant upgrade over prior administrations, and is still evolving as a management tool.
- Training schedules have been developed and PPPD has become a partner in a southwest Michigan training consortium. Training is scheduled in advance, depending on what is offered and overtime for training activities appears to be very minimal. More than 500 hours of training was completed in 2008.
- All Police Officers and command officers have been given special assignments consistent with particular expertise and/or department need, including particular areas of instruction, technical maintenance, evidence, inventory and others.
- Computer capabilities and automated records management systems have reportedly been upgraded and initial implementation of DDP software (the county-wide standard) has been accomplished.

In summary, the Police Chief has instituted a number of progressive upgrades within PPPD. Morale is very high among uniformed staff and the department appears poised for further professional growth.

2. ***THE LIEUTENANT POSITION IS A LUXURY FOR SUCH A SMALL DEPARTMENT.***

As seen in Exhibit 2, PPPD has two administrative command positions: the Police Chief and Lieutenant. The Lieutenant is not generally assigned to patrol duty, the duties of the position are mostly office/administrative in nature. The position does provide shift relief and coverage, reportedly serving as a patrol officer roughly 20% of assigned time. Like the Police Chief, the Lieutenant is scheduled on a 5/8 basis, typically working Monday-Friday, 7am-3pm.

The Lieutenant appears to be a solid, committed and knowledgeable command officer. The incumbent has responsibility for shift scheduling, court documentation, much of the data analysis, training coordination and more complex investigative work (shared with the Sergeant). Further, he provides the Chief with flexibility in shift coverage, assuming a ten-hour patrol schedule if needed.

All in all, the Lieutenant appears to be dedicated and highly professional in his approach to police work. However, in a small department such as PPPD, the presence of two largely administrative command positions may be a luxury that is difficult to justify and afford in the current fiscal environment.

As seen in Exhibit 7, four of the sixteen surveyed agencies also have three command officers. The majority, however, have fewer and the average of the entire groups is two.

**Exhibit 7**  
**Comparison of Command Staffing**

City/Village	Full-Time Sworn Staff	Number of Command Officers
<b>Paw Paw</b>	<b>9</b>	<b>3</b>
<b>Buchanan</b>	9	3
<b>Cedar Springs</b>	8	3
<b>Chelsea</b>	7	2
<b>Clare</b>	9	3
<b>Corunna</b>	2	1
<b>Dewitt</b>	6	2
<b>Fowlerville</b>	6	2
<b>Fremont</b>	8	3
<b>Lowell</b>	6	2
<b>Milan</b>	9	3
<b>North Muskegon</b>	7	1
<b>Otsego</b>	6	2
<b>Rockford</b>	10	3
<b>Sparta</b>	5	1
<b>St. Louis</b>	5	2
<b>Wayland</b>	5	1
<b>Average</b>	<b>7</b>	<b>2</b>

Source: Rehmann Robson Survey

In the event of a staff reduction, the Lieutenant position would be the position that would most logically be eliminated. The duties of the Lieutenant position could be assumed by others within the flow of operational activities, resulting in a more cost efficient administrative structure. More specifically:

- Administrative recordkeeping, FOIA and shift coordination tasks could be assumed by the Police Chief, as well as training coordination. More routine FOIA responsibilities and other reporting tasks could be delegated to administrative staff in some instances.
- Court documentation/delivery is not a daily requirement and could be handled by the assigned day shift Police Officer.
- Investigations could be more fully assigned to the Sergeant, the person now responsible for coordinating shift-related investigative activities. Police Officers currently do much of their own investigative follow-up and could also do their own warrant requests.

- Additionally, a more efficient shift scheduling system could lessen the need for the periodic patrol assignments borne by the Lieutenant, possibly to include having the Police Chief assume some patrol and coverage responsibilities – an issue discussed in the following subsection.

In summary, PPPD is somewhat “top heavy” in a time of scarce resources. PPPD’s command might argue that more command staff equates to more consistent administrative presence and command oversight, but even this argument lacks substance under the current system for scheduling command officers.

By way of explanation, all three command officers are currently scheduled on a Monday – Friday schedule as follows:

- Police Chief: 7am-3pm
- Lieutenant: 7am-3pm
- Sergeant: typically 1pm-9pm

Under this schedule, there is no weekend supervision, nor any supervision on any day from 9pm-7am. Essentially, all command officers are scheduled in a relatively narrow time frame. In this situation, it can be difficult to justify the need for current command levels based on the argument of enhanced supervisory oversight.

## **C. STAFFING, SCHEDULING AND OUTPUT**

As seen in the previous Exhibit 7, PPPD’s sworn staffing levels are high in comparison to a sample of comparably-sized agencies. Related to this, staffing levels for PPPD appear to be at least one position higher, and possibly two, depending on the measurement used.

While useful to the analysis, this comparison provides no indication of other key factors, such as output and performance, or work scheduling effectiveness. In this subsection, we examine each of these factors, with the objective of determining methods for maximizing work output and increasing scheduling efficiency. Key findings include the following.

### ***1. PPPD’S PATROL OPERATIONS APPEAR TO BE PRODUCTIVE.***

As previously discussed, the Police Chief appears committed to upgrading operating practices in PPPD and has a high level of support among the Police Officers. Accountability is emphasized as statistical performance is tracked for purposes of performance evaluation, and special duties are assigned to all Police Officers.

As seen in Exhibit 8, the emphasis on accountability appears to positively impact patrol performance in some key performance areas. When compared to the other agencies, PPPD far exceeds the average in arrests for Driving While Intoxicated (DWI), total arrests and traffic citations. It should also be noted that the Police Chief employs a very conservative system for recording police incidents. Unlike some agencies, “double

counts” are avoided in documenting accidents, complaints and other statistics. Consequently, the disparity in output noted in Exhibit 8 is likely somewhat greater.

**Exhibit 8  
Comparison of Service Calls**

City/Village	Total Service Calls	Total DWI	Total Arrests	Total Traffic Citations	Total Annual Mileage
<b>Paw Paw</b>	<b>3,365</b>	<b>66</b>	<b>397</b>	<b>979</b>	<b>63,151</b>
<b>Buchanan</b>	4,426	21	243	482	49,131
<b>Cedar Springs</b>	3,509	68	312	754	54,000
<b>Chelsea</b>	5,554	26	146	574	120,120
<b>Clare</b>	3,196	73	516	740	163,241
<b>Corunna</b>	1,740	20	190	255	52,260
<b>Dewitt</b>	1,852	7	62	152	70,000
<b>Fowlerville</b>	4,303	49	218	1,259	-
<b>Freemont</b>	3,831	43	392	892	-
<b>Lowell</b>	4,088	32	506	811	100,000
<b>Milan</b>	8,900	40	320	900	60,000
<b>North Muskegon</b>	1,500	25	93	248	60,000
<b>Otsego</b>	2,930	-	346	834	-
<b>Rockford</b>	4,400	53	438	1,040	100,000
<b>Sparta</b>	2,042	35	168	477	28,500
<b>St. Louis</b>	1,500	20	145	480	57,000
<b>Wayland</b>	2,070	27	249	314	37,538
<b>Average</b>	<b>3,490</b>	<b>36</b>	<b>272</b>	<b>638</b>	<b>73,215</b>

Source: Rehmann Robson Survey  
Dash indicates not reported

Exhibit 8 indicates a comparatively high level of output for the patrol function. A second consideration for the patrol function is the cost efficiency of the scheduling system. This is discussed in the following finding.

**2. THE POLICE OFFICERS ARE SCHEDULED ON A 4/10 SYSTEM. THE CURRENT SCHEDULE HAS SOME DISTINCT ADVANTAGES AND DISADVANTAGES.**

The current patrol schedule is illustrated in Appendix A-1. Under this schedule, the Police Officers work a ten hour shift, completing 16 shifts in each 28-day work cycle. Police Officers rotate between different shifts (i.e. 7am, 5pm or 9pm starting time) every

two months and can be moved unilaterally in response to operational vacancies and needs.

The Police Chief has a significant amount of discretion in Police Officer scheduling under provisions of the labor agreement. He has utilized this discretion to minimize the occurrence of overtime pay. As an example, PPPD recorded only 283 hours of total overtime in 2008, of which 116 hours was grant reimbursable.

Overtime is avoided in several ways, including the following:

- Patrol Officers may be granted compensatory time in lieu of overtime pay. (In 2008, 60.5 total hours were earned.)
- Patrol Officers may be moved to an open shift to cover a vacancy. As noted, the Police Chief has a significant level of contract discretion in scheduling exceptions of this type.
- The 4/10 shift schedule (as illustrated in Appendix A-1) has significant amounts of shift overlap. Moreover, daytime command staffing levels, as discussed, are high. Consequently, the Police Chief has a fair amount of coverage options at his disposal.

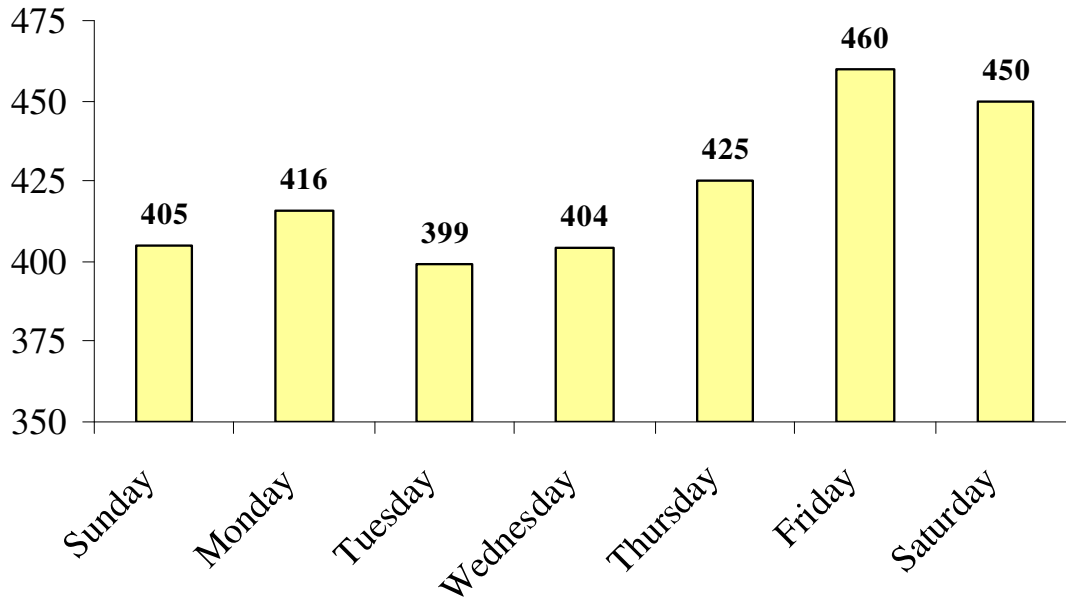
The avoidance of overtime occurrence is a distinct advantage with the current scheduling system. However, as previously discussed, this is achieved with a comparatively high level of staffing, including two command officers that perform limited, or no patrol duty.

In addition to personnel levels, other disadvantages of the current scheduling system include:

- As discussed previously, no command officers are assigned on weekends or after 9pm.
- The scheduling of up to four Police Officers on certain days and times of the week.
- Weekend staffing limited to one on-duty Police Officer on a number of days in the cycle, up to 9pm.

In regard to weekend staffing, Exhibit 9, a breakdown of service calls by day of week for 2008, indicates that weekend work volume is no lighter than other week days, and, as such, may benefit from supervision and greater staffing. In this sense, the current schedule may be disproportionately weighted to Monday-Friday staffing.

**Exhibit 9  
Paw Paw Police Department  
Calls for Service by Day of the Week – 2008**



Source: Paw Paw Police Department

In summary, the current 4/10 shift schedule has some distinct advantages but also some cost and service inefficiencies. Our analysis, continuing in the following findings, is focused on exploring optional approaches to shift scheduling that could potentially reduce operating costs while maintaining an acceptable staffing and service level.

**3. *AN ALTERNATIVE 4/10 SCHEDULE OR 12-HOUR SHIFT SCHEDULE COULD ALLOW FOR STAFF REDUCTIONS WHILE MAINTAINING REASONABLE LEVELS OF PATROL COVERAGE.***

As seen in the following Exhibit 10, a number of the surveyed agencies (like PPPD) use a 4/10 shift schedule. A primary reason for this choice is the flexibility that the schedule allows for maximizing resources during select workload periods.

Other agencies in Exhibit 10 use a 12-hour schedule, an option that is somewhat less complex for scheduling purposes. 12-hour shifts have both proponents and detractors. Patrol Officers often favor the 12-hour shift because it increases the number of off-days by concentrating work hours into fewer shifts and days. Detractors feel that the 12-hour shift can lead to reduced productivity resulting from fatigue and/or increased sick-time use.

**Exhibit 10**  
**Comparison of Patrol Officer Scheduling**

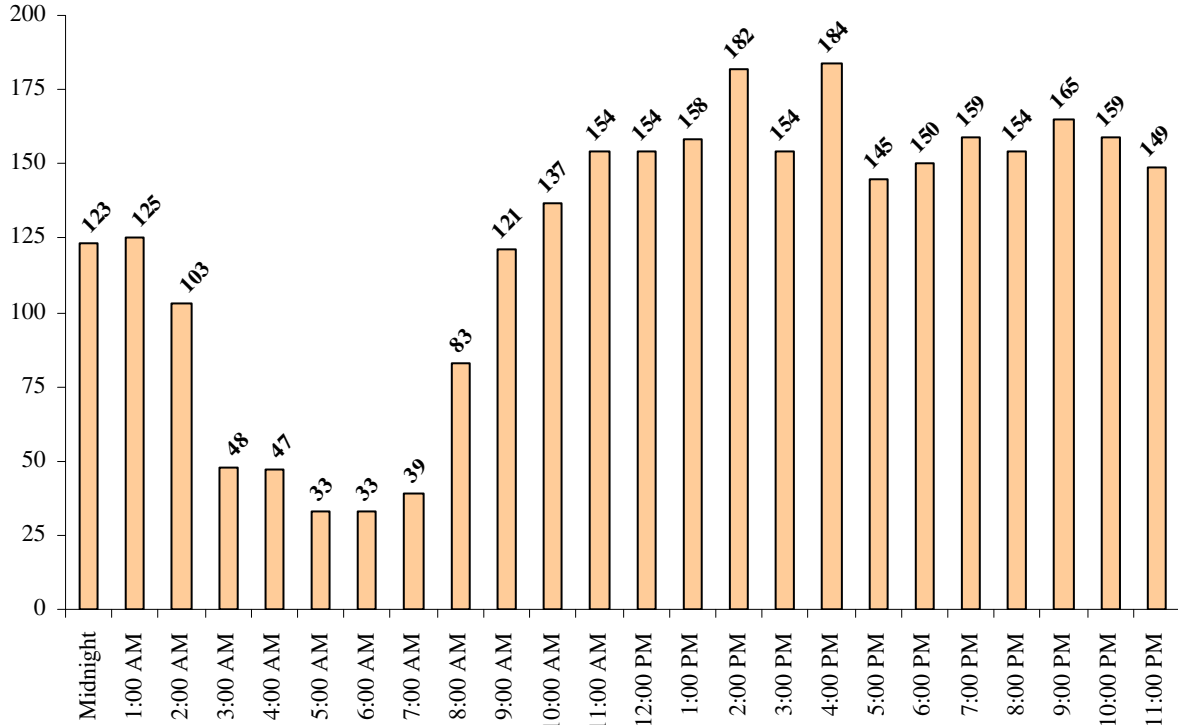
City/Village	Patrol Shift Configuration	Fixed or Rotating
<b>Paw Paw</b>	<b>4/10</b>	<b>Rotating</b>
<b>Buchanan</b>	4/8.5	Fixed
<b>Cedar Springs</b>	4/10	Fixed
<b>Chelsea</b>	5/8	Fixed
<b>Clare</b>	12	Rotating
<b>Corunna</b>	5/8	Fixed
<b>Dewitt</b>	4/10	Fixed
<b>Fowlerville</b>	5/8	Fixed
<b>Fremont</b>	4/10	Rotating
<b>Lowell</b>	12	Fixed
<b>Milan</b>	8/5 - 4/10	Rotating
<b>North Muskegon</b>	4/10	Fixed
<b>Otsego</b>	12	Fixed
<b>Rockford</b>	4/10	Fixed
<b>Sparta</b>	12	Fixed
<b>St. Louis</b>	12	Fixed
<b>Wayland</b>	12	Fixed

Source: Rehmann Robson Survey

Note: Buchanan shift allocates unused time to training

Regardless of shift choice, the overall objective of shift scheduling should be to maximize personnel on patrol duty during times of greatest workload and potential need. As seen in the following Exhibit 11, this time period in Paw Paw is generally between the hours of 9am-3am with the largest call volume between 11am-11pm.

**Exhibit 11**  
**Paw Paw Police Department**  
**2008 Complaints by Hours**



Source: Paw Paw Police Department

An examination of Appendix A-1 will illustrate that the current shift schedule is relatively successful (with some previously-noted exceptions) in matching resources to time periods of greatest potential need. In evaluating new shift schedules and related staff reductions, we have also attempted to maximize staffing for these time periods with the least possible impact on patrol strength. This is achieved with varying levels of success, depending on the type of shift schedule and the number of positions eliminated. These shift options can be examined in Appendix A. In summary, they can be described as follows:

- Appendix A-2:** This shift option maintains the current 4/10 schedule with a two month shift rotation. The only change to the schedule is the elimination of the Lieutenant classification. Under this scenario, the Police Chief would fill any vacancies currently handled by the Lieutenant or adjust work schedules to achieve coverage. The impact on coverage is one less person during the time period 7am-3pm, or possibly two, if the Police Chief must temporarily cover another shift. Summarily, one position is eliminated with minimal impact on patrol operations.

- **Appendix A-3:** This shift option maintains a 4/10 schedule with one position eliminated. The schedule, as illustrated, includes two Sergeant positions, the assumption being that the current Lieutenant would become a Sergeant and the current Sergeant would retain rank.

Under this scenario, both Sergeants are assigned to afternoon work – ideally one would be retained on a 5pm-3am fixed schedule. The result would be increased supervision on afternoon shifts into the early morning hours and on weekends. Summarily, one position would be eliminated with minor impact on patrol operations. Supervisory coverage would be greatly improved.

- **Appendix A-4:** We consider the 4/10 schedule to be the best option for an operation with eight police officers in terms of potential coverage and employee utilization. However, if the Village finds that finances dictate a reduction of two positions, a 12-hour schedule would provide the better coverage. Under a 12-hour system, police officers must work a 2,184 hour annual schedule (as opposed to 2,080) to effectively fill the required 12-hour shifts. In this situation, the police officers must be compensated for 104 additional hours at a negotiated rate. For this analysis we have assumed straight pay.

The 12-hour schedule illustrated in Appendix A-4 contemplates a reduction of two Police Officers for PPPD. The four remaining Police Officers would be scheduled on a 12-hour schedule. The Police Chief and two Sergeants would be scheduled on an 8-hour shift. As seen in the Appendix, shift staffing is reduced under this scenario, but still generally maintained at 2-3 (before off-time) with the exception of weekends and the slow period from 3am-7am. Overtime occurrence would be a larger concern and challenge with this schedule, and the Police Chief's scheduling flexibility would be more limited. Moreover, the Police Chief would be required to work every other weekend and be fully engaged in patrol activities.

Summarily, under Appendix A-4, the Village would reduce sworn staffing by two positions. However, cost savings would be partially offset by a required 416 additional hours of compensation that would be needed to fill the 12-hour schedule (i.e. 104 hours for each of four Officers assigned to the 12-hour shift).

- **Appendix A-5:** This is also a 12-hour shift option, however, in this example, the Village would not cover the 416 extra patrol hours required to fill out the 12-hour schedule. Instead, Patrol Officers would be limited to 8 hours on select days, thereby limiting working hours to Fair Labor Standards Act (FLSA) limits.

Under this option, shift staffing would be more severely constrained and increased overtime would likely occur. Two positions would be eliminated but some of the cost savings would likely be offset by overtime costs. One

option for overtime avoidance could be the use of the part-time police officers in the patrol rotation – an option discussed in the following findings.

In summary, there are an infinite number of shift options available for the scheduling of police officers. The above examples would provide for staff reductions and could be used as presented or modified to provide for particular operational needs, ease of scheduling or other needs as determined by the Police Chief. The point of this evaluation is to illustrate methods for PPPD to operate with one or two fewer Police Officers and reduce operating costs.

The use of part-time police officers for patrol duty could also be very beneficial as a means of bolstering staffing during peak times or avoiding overtime costs. PPPD now limits part-time assignments to special events. The two Auxiliary/Reserve Officers that perform this work are not state-certified and could not be used for front-line police work. The possible use of certified part-time personnel working in the role of regular Police Officers is examined in the following findings.

**4. *THE DEPARTMENT WOULD BENEFIT FROM THE HIRE AND USE OF PART-TIME POLICE OFFICERS.***

At present, PPPD has two Reserve/Auxiliary Police Officers. Both have prior experience in law enforcement; though neither is currently an MCOLES certified Police Officer. The reserve officers are used for special events on a relatively infrequent basis, totaling only 47 hours of duty in 2008.

In contrast, as seen in Exhibit 12, all of the sixteen surveyed police agencies report having part-time Police Officers that are used for patrol duties.

**Exhibit 11  
Comparison of Part-Time Officer Usage**

<b>City/Village</b>	<b>Part-time Officers?</b>	<b>Used for Patrol?</b>
<b>Paw Paw</b>	<b>No</b>	<b>-</b>
<b>Buchanan</b>	Yes	Yes
<b>Cedar Springs</b>	Yes	Yes
<b>Chelsea</b>	Yes	Yes
<b>Clare</b>	Yes	Yes
<b>Corunna</b>	Yes	Yes
<b>Dewitt</b>	Yes	Yes
<b>Fowlerville</b>	Yes	Yes
<b>Fremont</b>	Yes	Yes
<b>Lowell</b>	Yes	Yes
<b>Milan</b>	Yes	Yes
<b>North Muskegon</b>	Yes	Yes
<b>Otsego</b>	Yes	Yes
<b>Rockford</b>	Yes	Yes
<b>Sparta</b>	Yes	Yes
<b>St. Louis</b>	Yes	Yes
<b>Wayland</b>	Yes	Yes

Source: Rehmann Robson Survey

The primary reason for the extensive use of part-time police officers focuses on two factors: cost and flexibility. Regarding cost, the advantage of part-time personnel can be seen in a comparison of hourly costs between PPPD’s full-time and Auxiliary/Reserve Officers. More specifically:

- Auxiliary/Reserve Officer: \$14.62
- Average of Patrol Officers: \$31.87

Essentially, the hourly cost of a full-time Officer is more than double that of the part-time reserve/auxiliary. In a compensation study that we recently completed for Cass County, part-time police officer wage (for certified police officers) was found to be \$14.36 on average for ten out-state police agencies, with a high wage of \$19.88 for one of the communities. At any wage within this range, PPPD would realize a significant level of cost relief through the use of part-time police officers.

The second benefit that can be derived from the use of part-time police officers is flexibility in deployment. Part-time personnel can be assigned a routine shift or used simply in the capacity of a relief officer. In regard to the latter this might include providing coverage for planned and unplanned absences, filling in odd shift hours or “staffing up” for special events. All of these would be applicable to PPPD’s

operations if staffing was reduced below eight full-time Police Officers (as contemplated in Appendix A-4 and A-5).

The part-time option, if enacted in PPPD would need to be done with preplanning and care. Some police departments using this option experience frequent turnover as part-time police officers move on to full-time positions. In this situation, training requirements increase and operating continuity can suffer. The key is to identify some potentially longer-term employees such as relatively young retirees from other agencies. If necessary, one or more of these individuals could be blended with some younger police officers to create a small cadre that would experience a manageable level of turnover and operating consistency.

#### **D. ADMINISTRATIVE SUPPORT**

As seen in the previous Exhibit 2, (Page II-2) PPPD is supported by two clerical administrative positions, including:

- Office Manager
- Receptionist.

Key findings include the following:

***1. THE POLICE OFFICERS DO NOT TYPE THEIR REPORTS. THIS IS A PRIMARY DUTY OF THE ADMINISTRATIVE STAFF.***

PPPD's Police Officers dictate all reports for later typing by the administrative staff. The resulting workload requires a major time commitment by the Office Manager (reported at four hours average per day) and the input of the Receptionist to assist in heavy volume and overflow.

As seen in Exhibit 13, Police Officers type their own reports in many of the surveyed agencies, with administrative or command input then limited to proof-reading or review. Additionally several of the surveyed agencies require Police Officers to type their reports on the in-car computer – a practice that effectively serves to keep the Police Officers “on the road” rather than the station house.

**Exhibit 13  
Comparison of Generating Reports**

<b>City/Village</b>	<b>Do Officers type own reports?</b>	<b>If yes, type in-car computer?</b>
<b>Paw Paw</b>	<b>No</b>	<b>-</b>
<b>Buchanan</b>	Yes	No
<b>Cedar Springs</b>	Yes	Yes
<b>Chelsea</b>	Yes	No
<b>Clare</b>	Yes	No
<b>Corunna</b>	Some	Yes
<b>Dewitt</b>	No	-
<b>Fowlerville</b>	Yes	No
<b>Fremont</b>	Yes	Some
<b>Lowell</b>	No	-
<b>Milan</b>	Yes	Yes
<b>North Muskegon</b>	Yes	No
<b>Otsego</b>	No	-
<b>Rockford</b>	No	-
<b>Sparta</b>	Yes	No
<b>St. Louis</b>	No	-
<b>Wayland</b>	No	-

Source: Rehmann Robson Survey  
Dash indicates not applicable

PPPD reportedly does not yet have the in-car capability to type and transmit reports, though it is conceivable that this could be accomplished by using a flash drive or other technology – an option which should be investigated as a “bridge” solution to provide PPPD with this technological advantage at the earliest point-in-time.

On a more fundamental level, Police Officers should type their own reports regardless of location. If competency is an issue, training is available in report writing. If technology utilization is the issue, it should be addressed. Under the current system, redundancy is the rule and unnecessary and excessive administrative input is expended.

**2. ADMINISTRATIVE/CLERICAL STAFFING LEVELS ARE EXCESSIVE.**

As previously mentioned, PPPD has two clerical positions: the Office Manager and Receptionist. The Office Manager’s primary duties are to serve as the Police Chief’s secretary, type reports, maintain payroll, perform other simple reconciliations and balances, send code enforcement notices, maintain other files, review the Police Officers’

MICR entries and perform other tasks. The Office Manager is permitted to work an eight hour day (7am-3pm) with no lunch break.

The Receptionist appears to have a very limited work scope. The incumbent reportedly assists with overflow report typing, provides lobby service as needed, answers the phone and does some cleaning. The incumbent also enters information pertaining to the infrastructure checks (a fairly recent assignment) and does some file maintenance and data transfer.

From our observations and reported duties, it would appear that the Receptionist position is underutilized and could be eliminated with negligible operational impact. Current duties could be assumed by the Office Manager or others as follows:

- The Office Manager's hours could be changed to 9am-5pm to accommodate new office hours (or) 8am-5pm with the office closed one hour for lunch. Since the Police Department provides very limited administrative services, a slight reduction in office operating hours would not have a great impact.
- The Office Manager could assume responsibility for the infrastructure check spreadsheet and the relatively simple daily input and filing, as well as reception and other clerical duties.
- Other provisions could be made for the cleaning performed by the Receptionist.

In regard to the Office Manager, the current Police Chief appears quite computer-literate, with little need for the correspondence and typing typically provided by a "Police Chief's Secretary" – a stated duty of the position. The actual workload of the position would also be dramatically reduced if report typing responsibility was removed. The Office Manager indicates that report typing consumes approximately four hours of work time (7am-11am) daily. If this responsibility was transferred to the Police Officers, this time block would no longer be needed. With this loss of work, it would be difficult to justify more than a half-time assignment for the Office Manager.

As seen in the following Exhibit 14, many of the surveyed agencies operate with a much lesser level of administrative support – some with no full-time support.

**Exhibit 14**  
**Comparison of Clerical Staffing**

City/Village	Full-Time Clerical/Administrative	Part-Time Clerical/Administrative
Paw Paw	2	0
Buchanan	1	0
Cedar Springs	0	1
Chelsea	1	0
Clare	1	1
Corunna	1	0
Dewitt	1	0
Fowlerville	0	1
Fremont	1	0
Lowell	2	0
Milan	1	0
North Muskegon	0	2
Otsego	1	0
Rockford	2	0
Sparta	0	2
St. Louis	1	0
Wayland	1	0
<b>Average</b>	<b>0.9</b>	<b>0.4</b>

Source: Rehmann Robson Survey

NOTE: Buchanan, Fremont, Lowell and Rockford personnel also dispatch

Milan has a dispatch operation not included in the above

## **E. COMMUNITY INVOLVEMENT**

Unfortunately, Police Officers are often cast as the “bad guys” since many citizen/police interactions involve infractions, interventions or other negative experiences. Faced with this prospect, police departments often emphasize programs of outreach and public relations activities. Key findings pertaining to PPPD include the following:

***1. THERE IS SOME PERCEPTION THAT PPPD IS NOT WELL INTEGRATED INTO THE COMMUNITY.***

In conducting project interviews, it was frequently mentioned that the Police Department is not well integrated into the culture and service concerns of the community. Apparently no sworn member of the Police Department resides in the Village – a fact that adds some fuel to the accusation. As seen in Exhibit 15, PPPD is rather extreme in this regard.

**Exhibit 15  
Comparison of Residence**

<b>City/Village</b>	<b>Residency Required for Officers?</b>	<b>Estimated % Officers Live in City/Village</b>
<b>Paw Paw</b>	<b>No</b>	<b>0%</b>
<b>Buchanan</b>	Yes	50%
<b>Cedar Springs</b>	No	0%
<b>Chelsea</b>	Yes	20%
<b>Clare</b>	No	50%
<b>Corunna</b>	No	20%
<b>Dewitt</b>	Yes	30%
<b>Fowlerville</b>	No	20%
<b>Fremont</b>	No	50%
<b>Lowell</b>	Yes	not specified
<b>Milan</b>	Yes	not specified
<b>North Muskegon</b>	No	25%
<b>Otsego</b>	No	33%
<b>Rockford</b>	No	50%
<b>Sparta</b>	No	0%
<b>St. Louis</b>	Yes	20%
<b>Wayland</b>	No	20%

Source: Rehmann Robson Survey

Having interviewed most employees of the Police Department we do not consider this claim to be true, as related to performance and commitment. However, perceptions can be damaging, and every Police Department must emphasize outreach to counter such a perception.

Some programs designed to foster a sense of teamwork are listed in Exhibit 16. As seen in the exhibit, PPPD is not focused in any of these three service areas. In fact, having viewed the service area, we consider the downtown to not be ideal for a walking beat due to its layout across several main streets. Additionally, door checks are considered by many to be an outmoded and inefficient use of time.

**Exhibit 16  
Comparison of Operating Practices**

<b>City/Village</b>	<b>Officer Downtown Walking Patrol? If yes, percent or amount of time</b>	<b>Officer Downtown Door Checks? If yes, percent of time</b>	<b>Officer Neighborhood Bike Patrol? If yes, percent of time</b>
<b>Paw Paw</b>	<b>Police Chief only</b>	<b>No</b>	<b>No</b>
<b>Buchanan</b>	4 Hours/Week	10-14 Hours/Week	8-16 Hours/Week
<b>Cedar Springs</b>	No	Yes	5% of time
<b>Chelsea</b>	25%	25-30%	No
<b>Clare</b>	Every Shift	Yes	Daily
<b>Corunna</b>	2nd,3rd Shifts	3rd Shift	No
<b>Dewitt</b>	10%	Twice Nightly	No
<b>Fowlerville</b>	Nightly	Nightly	No
<b>Fremont</b>	Once Daily	3x/Week	Summer Intern
<b>Lowell</b>	Yes	Yes	No
<b>Milan</b>	Daily	Daily	Special Events
<b>North Muskegon</b>	No	Nightly	No
<b>Otsego</b>	Yes	Nightly	No
<b>Rockford</b>	Daily	Nightly	As Allows
<b>Sparta</b>	Yes	Yes	Several Times/Week
<b>St. Louis</b>	1hr/Shift	Every Shift	Limited
<b>Wayland</b>	Once/Shift	Nightly	Once/Shift

Source: Rehmann Robson Survey

However, the Village of Paw Paw would appear to be an ideal locale for neighborhood bike patrols. While PPPD does not have sufficient resources for a consistent and organized community policing program, it does have the manpower necessary for periodic seasonal patrols when staffing is at peak. Or, part-time police officers could be assigned to this duty if PPPD were to embrace this concept.

**F. FLEET**

PPPD currently has five police vehicles, with three assigned to patrol and two assigned to administrative use. Pertinent information is included in Exhibit 17 below.

**Exhibit 17  
Paw Paw Police Department  
2009 Vehicle Assignments**

<u>Vehicle Type and Year</u>	<u>Approximate Mileage on 3/1/09</u>	<u>Assignment</u>
2005 Ford Crown Victoria	122,000	Patrol
2007 Chevrolet Impala	65,000	Patrol
2007 Chevrolet Impala	25,000	Patrol
2007 Ford Taurus	11,000	Lieutenant
2007 Ford Taurus	26,000	Police Chief

Key findings pertaining to the fleet include the following.

***1. THE VEHICLE FLEET DOES NOT CURRENTLY FOLLOW A DEFINED REPLACEMENT SCHEDULE.***

In regard to vehicle replacement, the Village's past practices has reportedly been to replace one vehicle each fiscal year. Due to budget constraints, no vehicle was replaced in FY 2008-09. Consequently, one current patrol vehicle, the 2005 Ford, is rapidly nearing the end of its useful life.

From a mileage perspective, it was reported that the Village's vehicle replacement system has historically been grounded in a 100,000 turnover standard. As seen in Exhibit 18, this is a common level of turnover for the surveyed police agencies, with some departments following a lesser or greater mileage schedule.

**Exhibit 18**  
**Comparison of Vehicle Practices**

<b>City/Village</b>	<b>Number of patrol cars</b>	<b>Number of administrative cars</b>	<b>Estimated Mileage for Turnover</b>
<b>Paw Paw</b>	<b>3</b>	<b>2</b>	<b>Was at 100,000</b>
<b>Buchanan</b>	4	1	140,000
<b>Cedar Springs</b>	4	0	100,000+
<b>Chelsea</b>	4	1	90-95,000
<b>Clare</b>	4	1	120,000+
<b>Corunna</b>	2	0	100,000+
<b>Dewitt</b>	3	0	2 years
<b>Fowlerville</b>	3	1	90-100,000
<b>Fremont</b>	3	3	90,000
<b>Lowell</b>	4	2	85-100,000
<b>Milan</b>	5	1	100,000
<b>North Muskegon</b>	5	0	70-80,000
<b>Otsego</b>	4	1	130,000
<b>Rockford</b>	4	2	90,000
<b>Sparta</b>	3	0	85,000
<b>St. Louis</b>	3	1	75-85,000
<b>Wayland</b>	4	0	100,000+
<b>Average</b>	<b>3.7</b>	<b>0.9</b>	<b>-</b>

Source: Rehmann Robson Survey

In regard to vehicle replacement, some would argue that passenger/patrol cars are capable of exceeding 100,000 miles and should be kept in service to a higher odometer reading. We do not concur with this argument for a concentrated service area like the Village for several reasons. Specifically:

- Police cars are subjected to harder driving conditions than typical cars and depreciate more quickly.
- Repair costs for suspension parts, drive train and various other components can accelerate quickly at higher mileage. With vehicle replacement cost remaining relatively stable in the \$22,000-\$25,000 range, consistent vehicle turnover is typically a more cost-effective option.
- Police Officers (like anyone) are more likely to spend time in a newer vehicle that is comfortable, attractive and responsive. Related, the goal of any police agency is to maximize patrol time with available resources. Providing a comfortable operating environment can facilitate achievement of this goal.

At present, police vehicles are purchased through the State of Michigan's pooled purchase program. As noted, vehicle cost is typically in the \$22,000-\$25,000 range depending on changeover cost. While this is a significant annual cost for a small municipality like the Village, it is likely the best option when total potential costs are considered, including unforeseen high-mileage maintenance costs and the possible loss of productivity associated with a lack of enthusiasm for the vehicle associated with patrol duty.

**2. *PPPD SHOULD OPERATE WITH THREE PATROL VEHICLES AND ONE ADMINISTRATIVE CAR.***

As seen in Exhibit 18, PPPD currently operates with five vehicles, two of which are administrative. Should the Lieutenant position be eliminated, the rationale for a car assignment would cease to exist. Should this happen, we would suggest that PPPD could function effectively with four vehicles.

As a cost saving measure, the Lieutenant's current assigned vehicles, a 2007 Taurus with approximately 11,000 miles on 3-1-09, could be used in the patrol rotation as the replacement for the 2005 Ford Crown Victoria. While the Taurus is not a rated police vehicle it would be satisfactory for patrol duty.

\* \* \* \* \*

*In the following section we evaluate the option of outsourcing police services.*

**SECTION III**

**VAN BUREN COUNTY SHERIFF'S DEPARTMENT  
OUTSOURCING OPTION**

## SECTION III

### VAN BUREN COUNTY SHERIFF'S DEPARTMENT OUTSOURCING OPTION

In this section of the report we present information regarding an optional approach for police services: the contracting of responsibility to the Van Buren County Sheriff's Department. Under this option, the Village of Paw Paw Police Department would be dissolved, possibly with some employees being hired by Van Buren County.

At present, the Sheriff's Department provides police services to several communities including Geneva and Keeler Townships and the City of Gobles. Costs for police services are based on an allocation formula that calculates the cost per Deputy Sheriff as well as vehicle costs.

The above mentioned communities are much less populated than the Village of Paw Paw and certainly less complex in regard to daily and ongoing policing needs. In our meeting with the Sheriff and his staff, the Sheriff seemed confident that service could be rather seamlessly provided to the Village of Paw Paw on a similar basis. It must be noted that the Sheriff did not actively promote a change to contracted service, but rather, simply responded to our inquiries in a straight forward manner. Key points related to that discussion and our conclusions, concerning the Sheriff's contract option are discussed below.

#### ***1. A SHERIFF'S CONTRACT, PROPERLY STRUCTURED, COULD PROVIDE A SIGNIFICANT LEVEL OF COST SAVINGS OVER CURRENT POLICE EXPENDITURE LEVELS.***

In evaluating the Sheriff's contract option it has been necessary to extrapolate costs based on existing contracts and our preliminary estimation of minimal service and staffing needs. Related to this, the following assumptions have been used in formulating our findings and conclusions:

- A contract with the Sheriff would generally follow cost allocations and contractual terms provided to Geneva and Keeler Townships and the City of Gobles.
- From an overview perspective, the Village would be charged for actual patrol time on an hourly basis and patrol mileage at a predetermined rate (currently \$.65 per mile).
- All other required functions, such as investigative tasks and administration, would be handled by the Sheriff's Department without additional contract cost.
- In regard to staffing, we have assumed a minimal need of one Police Officer on a 24-hour basis and one additional Police Officer from 3pm-3am, Monday-Friday.

This level of staffing is estimated to require six sworn officers, one of whom would be at the Sergeant level.

- A part-time clerical would be required for report typing and records management.
- Cross guard and auxiliary/reserve costs would continue to be the responsibility of the Village.

Based on these inputs, we have calculated potential contract costs, as illustrated in the following Exhibit 19. Using this very broad assumption of costs we estimate a savings of approximately \$235,000 per annum over the Paw Paw Police Department's FY 2009-10 budget.

**Exhibit 19**  
**Paw Paw Police Department**  
**Estimate of Financial Impact of Outsourcing Police Services to the County Sheriff**

<b>Police Officer Line Items</b>	<b>Police Officer Cost</b>	<b>Assume 5 Officers</b>	<b>Assume 1 Sergeant</b>	<b>Assume Part-time Clerical</b>	<b>Equipment Costs</b>	<b>TOTAL COST BY CATEGORY</b>
Wages	\$48,131	\$240,655	\$52,970	\$12,730	-	\$306,355
Holiday Pay	3,500	17,500	3,850	0	-	21,350
Disability Insurance	418	2,090	460	0	-	2,550
FICA	4,259	21,295	4,685	974	-	26,954
Medical Coverage	19,567	97,835	19,567	0	-	117,402
Life Insurance	36	180	40	0	-	220
Thrift Plan	4,175	20,875	4,593	0	-	25,468
Workers' Compensation	1,269	6,345	1,396	0	-	7,741
Uniforms	500	2,500	500	0	-	3,000
Laundry	500	2,500	500	0	-	3,000
<b>TOTAL PERSONNEL COSTS</b>	<b>\$82,355</b>	<b>\$411,775</b>	<b>\$88,560</b>	<b>\$13,704</b>	<b>-</b>	<b>\$514,039</b>
Radio Maintenance					500	500
Vehicles (based on .65 per mile)					39,000	39,000
<b>TOTAL VEHICLE COSTS</b>					<b>\$39,500</b>	<b>\$39,500</b>
<b>TOTAL ESTIMATED CONTRACT COST</b>						<b>\$553,539</b>
<b>TOTAL FY 2009-10 PAW PAW POLICE BUDGET</b>						<b>\$788,735</b>
<b>POTENTIAL SAVINGS FROM OUTSOURCING</b>						<b>\$235,196</b>

Assumptions:

1. Geneva Township FY 2009-2010 budget worksheet used as basis for cost estimates
2. 24/7 coverage and additional officer from 3pm - 3am, Monday -Friday
3. One Sergeant position for command duties estimated at 10% higher wage and applicable line items
4. Assume 60,000 patrol miles per annum, consistent with current trends
5. Clerical needs assumed by part-time clerk (1040 annual hours) at hourly salary of current full-time Receptionist
6. Crossing guard and part-time police officer costs are assumed to continue and have been subtracted (\$4709 - 2008 level)
7. Some small line item expenses could remain from the Police Budget pertaining to office supplies, postage or other

It must be repeated that the above estimate of potential cost savings is only an estimate. Actual terms and conditions would require negotiation. The above is intended to provide a starting point for Village Officials to consider the viability of a contract option.

**2. *UNDER A SHERIFF'S CONTRACT, THE NUMBER OF DEDICATED POLICE OFFICER HOURS WOULD LIKELY DECLINE.***

The estimation of contract costs presented in Exhibit 19 is based on the assumption that the sheriff would provide single coverage on a 24-hour basis and an additional patrol Officer Monday-Friday, from 3pm-3am. Under this scenario, the Village would receive a total of 11,880 Police Officer hours per annum.

As seen in the following Exhibit 20, we have estimated actual annual patrol hours by PPPD at 13,925. This number does not include the Police Chief's time nor 80% of the Lieutenant's time. Essentially, there is an estimated 2,045 hour differential between the Exhibit 19 cost estimate for the Sheriff's contract and what the Village currently receives.

If the Exhibit 19 cost estimate were calculated for an "apples to apples" comparison of dedicated patrol time, one would need to assume the need for approximately one more Sheriff's Deputy at an added cost of \$84,335. Under this scenario, the cost savings associated with the contract option would be nearer \$150,000.

**Exhibit 20**  
**Paw Paw Police Department**  
**Estimate of Impact on Coverage if Outsourcing Police Services to the County Sheriff**

<p><b>CURRENT OPERATION - GROSS POTENTIAL PATROL HOURS</b></p> <p>6 Patrol Officers and Sergeant = 14,560  Lieutenant = 20% of 2080 = 416  Total Gross Potential Patrol Hours = 14,976</p>
<p><b>CURRENT OPERATION - ESTIMATED ACTUAL PATROL HOURS</b></p> <p>Average Annual Hours Worked (based on 2006-2008 average) = 1934  6 Patrol Officers and Sergeant = 13,538  Lieutenant = 20% of 1934 = 387  Add Overtime Hours Net of Comp. Time = 223  Total Actual Patrol Hours = 14,148</p>
<p><b>SUMMARY: Average of 38.8 patrol hours per day</b></p>
<p><b>SHERIFF'S DEPARTMENT COVERAGE ASSUMPTION (BASIS FOR BUDGET)</b></p> <p>One police officer or sergeant on 24/7 basis = 8,760  One additional police officer on duty M-F, 3am - 3pm = 3,120  Total Gross Patrol Hours = 11,880  Minimum Number of Committed Officers Required = 6 (5.71)</p>
<p><b>SUMMARY: Average of 32.5 patrol hours per day</b></p>

Note: Above estimate for Paw Paw Police does not include Police Chief or 80% of Lieutenant's time

\* \* \* \* \*

*In the following section we present our recommendations for improvements.*

## **SECTION IV**

# **RECOMMENDATIONS FOR IMPROVEMENT**

## SECTION IV

### RECOMMENDATIONS FOR IMPROVEMENT

Our recommendations are based on the findings and conclusions contained in Sections II and III. Related to this, they focus on the following areas:

- “Right-sizing” the police agency
- Modifying the scheduling system to maximize coverage
- Instituting new practices for improved productivity
- Improving community/police integration.

Specific recommendations are as follows:

#### ***1. THE LIEUTENANT CLASSIFICATION SHOULD BE ELIMINATED WITH SWORN STAFFING REDUCED TO EIGHT POSITIONS.***

As noted in the findings, we have concluded that PPPD could eliminate one administrative command position without significant impact on service delivery. Related, the Village should consider elimination of the Lieutenant classification.

In terms of actual implementation of this recommendation, it is presumed that the position incumbent would return to the ranks in a lower classification and one Police Officer position would be eliminated. In regard to cost impact, we have considered two options.

1. The Lieutenant returns to the ranks as a Sergeant and the current Sergeant also retains rank. If one Police Officer position was then eliminated, estimated cost savings would be \$76,839.
2. The Lieutenant returns to the ranks as a Sergeant and the current Sergeant is reduced to a Police Officer. One Police Officer is then eliminated for an estimated cost savings of \$82,947.

The difference in cost savings between these options is \$6,108. While it is certainly the Village’s choice, we consider Option 1 to be less disruptive to department operations and morale. Should the Village follow this course, it should ultimately reduce command staffing to one Sergeant position at such time that a vacancy occurs. In regard to the staff reduction, several Police Officers are reportedly seeking positions with other agencies. Should a Police Officer leave, it would provide the ideal “window” to effect the staffing reduction. Otherwise, the Village will have to decide between reduction through layoff or attrition.

**2. *PPPD SHOULD CONTINUE TO SCHEDULE PATROL OPERATIONS ON A 4/10 SCHEDULE.***

As discussed in the findings, the current 4/10 shift scheduling system can continue to function with one less administrative command position (see Appendix A-2). The Police Chief will be required to assume relief patrol duties currently performed by the Lieutenant or effect other changes in relief coverage.

An alternative 4/10 schedule is also provided in Appendix A-3. The Police Chief may wish to consider adoption of this optional schedule or retain the status quo. In either event, the 4/10 concept appears to be most efficient for an eight officer department and should be retained.

**3. *THE RECEPTIONIST POSITION SHOULD BE ELIMINATED.***

As discussed in the findings, the workload of the Receptionist position is extremely light and could be assumed by the Office Manager, Consequently, it is our recommendation that this position should be eliminated. As with the Police Officer position, the Village must decide between attrition or termination of the incumbent as an approach to downsizing. Cost savings associated with position elimination are \$40,499.

**4. *POLICE OFFICERS SHOULD BE ASSIGNED RESPONSIBILITY FOR TYPING REPORTS. ONCE IMPLEMENTED THE OFFICE MANAGER POSITION COULD POTENTIALLY BE REDUCED TO PART-TIME.***

At present, the Police Officers dictate reports for later typing by administrative staff. It is our recommendation that the Police Officers assume responsibility for typing their own reports. This is not an overly complex process for most reports and would serve to lessen the administrative burden while eliminating a redundant process.

If instruction is needed, there are police professional training courses available to develop skills in report writing. But ultimately, all Police Officers should have this responsibility.

As technology becomes available, report preparation within the patrol car should become the standard. This will serve to keep officers on the road and increase overall visibility.

At such time that Police Officers are routinely preparing their own reports, the issue of clerical staffing should be revisited. The Office Manager estimates that one-half of her workday is consumed with this task. If so, PPPD can likely operate with a half-time administrative position following the transition. If this proves to be the case, a part-time position with a pay rate of \$15 working 20 hours per week would be compensated at \$15,600. This would be a savings of \$35,975 from the current full-time compensation of the Office Manager.

Should this transpire, provision must be made for office reception. PPPD provides very few office services to the public, consequently a further reduction in office hours would be a credible option.

**5. *THE VILLAGE SHOULD ESTABLISH AND MAINTAIN A CONSISTENT VEHICLE REPLACEMENT SCHEDULE.***

As discussed in the findings, the Lieutenant's currently assigned vehicle should be used for patrol purposes following elimination of the position. This will serve to defer any required vehicle purchase into at least the next fiscal year.

Going forward it is our recommendation that patrol car inventory be maintained at three, with one administrative vehicle. Further, a 100,000 average turnover mileage should be maintained for patrol vehicles, with a lesser mileage for vehicles identified as problematic and possibly a higher mileage for exceptional performers. With a reported 60,000 miles annually driven by the patrol officers, a new vehicle would likely be required every other year – or more frequently if mileage totals prove to be higher. The service capability and the 100,000 mileage standard should be taken in consideration together to guide the replacement schedule.

**6. *IF FINANCES WORSEN OVER THE COMING YEAR, AN ADDITIONAL POLICE OFFICER POSITION COULD BE CONSIDERED FOR ELIMINATION.***

As discussed, PPPD could conceivably operate with seven sworn personnel. However, under this scenario, overtime costs would likely increase absorbing a portion of potential savings.

As an example, the 12-hour shift illustration in Appendix A-5 would provide a feasible operating schedule for seven officers and could be utilized. However, the schedule would require 416 additional assigned hours to fill out the 12-hour schedule. This would effectively eliminate 20% of the cost savings associated with the reduction in staffing of one Police Officer.

The schedule provided in Appendix A-6 would not fill the shifts for the additional 416 hours and would eliminate one Police Officer. But it would undoubtedly trigger overtime from shift shortages. The hire and deployment of part-time Police Officers could provide a buffer against overtime occurrences under this scheduling option.

**7. *PPPD SHOULD PROCEED TO HIRE AT LEAST ONE PART-TIME POLICE OFFICER.***

As illustrated in our survey results, the use of part-time police officers is widespread among similar-sized police agencies. Ideally, PPPD would have several part-time

officers that could be used for relief coverage or to fill some shifts. In this situation, the current level of full-time officers would not be required.

If finances dictate a further reduction in police staffing (seven or fewer) it would be highly advantageous to have part-time resources. Rather than wait until the need is overwhelming, PPPD should proceed to identify and hire one part-time officer in the near future with the objective of deploying this individual a minimum of 120 hours over the course of a calendar year (The likely State standard to be adopted). This could include the special event work currently performed by the Auxiliary/Reserve Officers, relief coverage, traffic enforcement and other tasks. This could serve to establish the “bridge” to a new operating model that will rely more heavily on part-time Police Officers in the future. Assuming a total rate of \$16 per hour, total annual cost would \$1,920.

**8. *THE SHERIFF’S CONTRACT OPTION SHOULD BE CONSIDERED AS A VIABLE OPTION IF OPERATING COSTS CONTINUE TO BE AN ISSUE.***

The recommendations presented above would result in immediate cost savings of approximately \$117,000-\$123,000 associated with the elimination of the Lieutenant position and the Receptionist. An additional savings of \$35,000 could be achieved if the Office Manager position was reduced to part-time status. Essentially, these three personnel actions could reduce operating costs by more than \$158,000 with only minimal impact on actual police services.

Should reductions of this magnitude come to fruition, the option of contracted police services is less desirable. We have estimated cost savings of \$150,000 for similar patrol time commitment – a virtual wash with the cost savings that would result from the above reductions.

The Sheriff’s contract option outlined in Exhibit 19 would provide a lesser level of resources and would result in a much higher estimated savings of \$235,000. In a period of financial retrenchment it may have growing appeal and relevance. As such, it is an option that should be further discussed, defined and quantified. Simply put, it is in the interest of the Village to have viable options available for a service area with the importance of police services.

**APPENDIX A**

**POLICE SCHEDULES**



**Appendix A-1 (cont'd)**  
**Paw Paw Police Department**  
**Current Patrol Schedule**

Chief and Lt. work day shift, 7A-3P, M-F S/S off

Sergeant works an afternoon shift, 1P-9P, M-F, S/S off

No supervision after 9P, M-F and no supervision on weekends, all shifts

Some officers may work up to three different shifts in a one month period

i.e. Hutson, 3P-1A, 5P-3A, 7A-5P - Kusmack, 7A-5P, 3P-1A - Rottman, 5P-3A, 9P-7A - Bower, 9P-7A, 3P-1A, 5P-3A

Staffing levels heavy during day hours, 7A-3P



**Appendix A-2 (cont'd)**  
**Paw Paw Police Department**  
**Current Patrol Schedule with Lieutenant's Position Eliminated**

**Assumptions:**

Chief and Lt. work day shift, 7A-3P, M-F S/S off

Sergeant works an afternoon shift, 1P-9P, M-F, S/S off

No supervision after 9P, M-F and no supervision on weekends, all shifts

Some officers may work up to three different shifts in a one month period

i.e. Hutson, 3P-1A, 5P-3A, 7A-5P - Kusmack, 7A-5P, 3P-1A - Rottman, 5P-3A, 9P-7A - Bower, 9P-7A, 3P-1A, 5P-3A

Elimination of Lieutenant reduces 7A-3P staffing by one and Chief must now cover shortages or make other arrangements



**Appendix A-3 (cont'd)**  
**Paw Paw Police Department**  
**Alternative 4/10 Schedule With Enhanced Command**

**Assumptions:**

Lieutenant position eliminated, overall staffing drops from nine sworn to eight sworn  
Incumbent Lieutenant presumed to assume a Sergeant rank with loss of one Police Officer  
Two Sergeants, rather than one Lieutenant and one Sergeant  
Chief works M-F, 7A-3P, S/S off.  
One Sergeant assigned M-F, 1P-9P S/S/M off, T-S, 1P-9P, Sunday off - cycle repeats, every other weekend off.  
One Sergeant falls into current 10 hour shift cycle and rotation  
Chief and Sergeants included toward minimum staffing levels.  
Improved supervision on afternoon and night shift depending on Sergeants' schedules  
Day Shift 7A -3P  
Afternoon Shifts are considered 1P-9P, 3P-1A, and 5P -3A  
Night shift 9P-7A  
Chief to follow the current practice of adjusting schedules as needed.  
May require either Sergeant to change shifts to maintain adequate staffing levels  
Includes Chief toward staffing levels during his tour of duty



**Appendix A-4 (cont'd)**  
**Paw Paw Police Department**  
**12-hour Schedule Option - 2 Positions Eliminated, 2184 Hours, 104 Paid at Straight-Time**

**Assumptions:**

Eliminate two positions

Sworn staffing at seven

Six platoon system

Incumbent Lieutenant presumed to assume a Sergeant rank with loss of one Police Officer

Two Sergeants, rather than one Lieutenant and one Sergeant

Chief and Sergeants maintain 2080 hours

Four platoons made up of one Patrol Officer on each: 7A-7P shift and 7p-7A shift. Also two eight hour platoons, staffed by the Sergeants, (11A-7P and 7P-3A)

Two 7A-7P platoons

Two 7P-7A platoons

One platoon, 11A-7P staffed by one Sergeant

One platoon, 7P-3A, staffed by the other Sergeant

Provides adequate shift supervision for most days and afternoon shifts, Chief on Days, one Sergeant on afternoons and a Sergeant on an overlap night shift

Allows for a two person (Sergeants) supplemental overlap shift, 11A-7P and 7P-3A.

Chief and Sergeants to be included in shift minimums

Chief and Sergeants must remain flexible to adjust their schedules to accommodate unscheduled shift shortages.

Only one officer is allowed off at a time for vacation, compensatory or personal time. Continue to follow current practice.

Shift Officers: Allows for adequate leave time and weekends off, 26 scheduled weekends off per year

Every other weekend off, 26 – 3 day weekends off per year

Work 182 days per year, leave days 182 days per year

42 hour work week

Workday off day cycle, 2 on 2 off, 3 on 2 off, 2 on 3 off

Police Officers are paid straight time for additional 104 hours



**Appendix A-5 (cont'd)**  
**Paw Paw Police Department**  
**12-hour Schedule Option – 2 Positions Eliminated, 2080 Hours Maintained for Patrol Officers**

**Assumptions:**

Eliminate two positions

Sworn staffing at seven

Six platoon system

One Sergeant, rather than one Lieutenant and one Sergeant

Similar schedule to that illustrated in Appendix A-5 except that all personnel are limited to a 40-hour workweek

Police Officers work 12-hour shifts and periodic 8-hour shifts to comply with FLSA limitations.

Police Chief's presence in the patrol rotation is critical

Coverage is lighter and increased overtime can be anticipated with this option

Part-time Police Officers could be used to minimize overtime occurrence by filling shift absences

Part-time Police Officers could be regularly scheduled to boost patrol strength during certain time periods