

The Future of Law Enforcement in Orleans County:

Baseline Report: An Evaluation of Existing Conditions for the Albion Police, Holley Police, Lyndonville Police, Medina Police and Orleans County Sheriff's Office

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Orleans County

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Summary

The County's overall population has declined four percent from its peak in 1995 to 2010, a common trend seen among similar geographies. Some municipalities in Orleans County had modest growth from 2000-2015. The Village of Holley and Town of Clarendon each increased by just over 200 residents in that timeframe, while the town areas outside of the villages in Yates and Medina each increased by around 100 residents. While the villages of Albion and Medina decreased 6 and 7 respectively.

Another trend occurring in Orleans County is the decline in overall population with an increase in the proportion of residents over the age of sixty-five. In 2000, 12% of the population in Orleans County was sixty-five or older; by 2040 it is projected to be 23% of the total population.

Department Profiles

There are six police departments that operate in Orleans County. In addition, the Orleans County District Attorney's Office operates a Major Felony Crimes Task Force. The following profiles provide an overview of the characteristics of each of the agencies. The agencies each reflect the community they serve and their current operations, as they have developed over time.

Albion Police

The Albion Police Department (APD) patrols the Village of Albion with 12 full time officers, including a chief, a lieutenant and three sergeants. APD operates with a two person minimum staffing that is guaranteed as part of their union contract. In 2016-17, the total cost of the department to operate is about \$1.4 million.

Holley Police

The Holley Police Department (HPD) patrols the Village of Holley with 2 full time and 9 part time officers. Since October 2015, the HPD has been led by the Albion Police Chief under an inter-municipal agreement. HPD generally has a single officer on duty. Its employees are not represented by a union. In 2016-17, the full estimated cost to operate the department is about \$362,000.

Lyndonville Police

The Lyndonville Police Department (LPD) is a part time force that relies on a single officer who works about 20 hours per week, mostly in the afternoon and early evening. The current model has been in place for about the last 5 years. The total cost of the department the total cost of the department is about \$27,000 per year

Medina Police

The Medina Police Department patrols the Village of Medina with 11 full time officers including a chief, a lieutenant, a sergeant and 8 patrolmen. There is also a part time officer and a full time police clerk. MPD operates with a two person minimum staffing that is guaranteed by the collective bargaining agreement between the Village and the police union. For 2016-17, the total estimated cost of operating the department is \$1.33 million.

Orleans County Sheriff's Office

The Orleans County Sheriff's Office is headed by an elected sheriff. The responsibilities of the office include law enforcement (road patrol), emergency communications, security for the county court, animal control, civil bureau and operating a jail. The road patrol division has 24 sworn deputies assigned to patrol, investigations and the court house. The total expense for the department is about \$3.5 million although there is offsetting revenue of about \$550,000.

Orleans County Major Felony Crime Task Force

The Orleans County Major Felony Crime Task Force (MFCTF) is an independent department under the supervision of the Orleans County District Attorney. The MFCTF staff is full time and is comprised of a Supervising Investigator who oversees two (2) additional Investigators. The expense for the department is about \$301,000 per year, although the task force often receives funds from forfeitures.

New York State Police

The New York State Police (NYSP) operates out of a barracks in Albion to serve Orleans County. The contingent assigned to the county is part of Troop A that covers eight counties in western New York (Allegany, Cattaraugus, Chautauqua, Erie, Genesee, Niagara, Orleans and Wyoming). A cadre of 10 troopers and a supervising sergeant is assigned specifically to Orleans County. There are also two NYSP investigators from the Bureau of Criminal Investigations that work out of the barracks. The goal for the NYSP in Orleans County is to have one trooper on duty between 7 am and 7 pm and two troopers from 7 pm to 7 am. There is no specific local cost for the NYSP services.

Summary of Law Enforcement Agencies							
	APD	HPD	LPD	MPD	OCSO	OC MCTF	Total
Swom FT	12	2		11	24	3	52
Swom PT	0	10	1	1	9	0	21
Marked Vehicles	4	2	1	5	9	0	21
Station Sq. Ft.	2,800	1,250	300	2,370	7,400	2,400	16,520
911 Calls for Service*	3,471	816	46	2,638	5,579	n/a	12,550
Service Population	5,631	2,032	789	5,936	27,816	42,204	42,204
Dept. Budget (1000s)	\$ 1,360	\$ 300	\$ 30	\$ 1,300	\$ 3,500	\$ 300	\$ 6,790

* Annual average over 3 years. The NYSP responded to an additional average of 1423 911 calls.

Law Enforcement Events

The OCSO 911 Center dispatches all agencies in the county. The information was received directly from the software vendor in an electronic format to improve the quality of the data. Information was requested for all law enforcement calls for service and recording activities in Orleans County between January 1, 2014 and December 31, 2016.

Calls by Location by Agency 2014-2016

Municipality	Grand T..	APD	HPD	LPD	MPD	NYSP	OCSO	TASK
Grand Total	71,758	15,532	7,227	240	14,553	5,914	28,115	177
ALBION ToV	6,106	499	4		34	642	4,787	140
ALBION VILLAGE	17,049	14,664	18	1	33	280	2,041	12
BARRE TOWN	1,892	32			10	431	1,418	1
CARLTON TOWN	3,524	27	1	2	2	415	3,076	1
CLARENDON TOWN	2,997	6	115		9	573	2,294	
GAINES ToV	2,732	147			3	478	2,104	
HOLLEY VILLAGE	7,636	34	6,798		3	139	659	3
KENDALL TOWN	1,995	4	7		3	346	1,635	
LYNDONVILLE VILLAGE	867	4	1	199	4	116	541	2
MEDINA VILLAGE	14,962	27	3	1	13,740	146	1,035	10
MURRAY ToV	4,089	33	269		2	702	3,081	2
RIDGEWAY ToV	3,755	31		9	278	835	2,599	3
SHELBY ToV	2,778	8	3	1	404	511	1,848	3
YATES ToV	1,178	2		27	4	281	864	
Outside of County	198	14	8		24	19	133	

Distinct count of Call Records broken down by Agency vs. Municipality. Call records where the municipality was not indicated or was outside of Orleans County were not included.

Law enforcement events include both requests from citizens as well as officer initiated events. About 60 percent of office activity is in a direct response to requests from citizens. However, this varies by agency with NYSP responding to the highest proportion of citizen complaints (72%) and Holley having the most officer initiated work (66%).

The table below shows just the citizen requests for service through the 911 center or approaching an officer. The exclude the events that were initiated by an officer such as a traffic stop or making a property check.

Dispatched Calls by Location by Agency 2014-2016

Municipality	Grand Total	APD	HPD	LPD	MPD	NYSP	OCSD	TASK
Grand Total	41,997	10,414	2,429	139	7,910	4,270	16,758	77
ALBION ToV	3,350	215	4		18	411	2,634	68
ALBION VILLAGE	10,684	9,964	10	1	12	164	529	4
BARRE TOWN	1,422	25			8	313	1,076	
CARLTON TOWN	2,066	20	1		1	321	1,723	
CLARENDON TOWN	2,103	5	46		5	443	1,604	
GAINES ToV	1,811	92			3	330	1,386	
HOLLEY VILLAGE	2,689	21	2,229		1	107	330	1
KENDALL TOWN	1,296	3	5		1	265	1,022	
LYNDONVILLE VILLAG..	590	4	1	106		100	379	
MEDINA VILLAGE	7,894	17	1	1	7,550	85	238	2
MURRAY ToV	2,659	24	128			523	1,984	
Outside of County	69	2	2		10	5	50	
RIDGEWAY ToV	2,493	13		6	119	600	1,754	1
SHELBY ToV	1,985	7	2	1	179	385	1,410	1
YATES ToV	886	2		24	3	218	639	

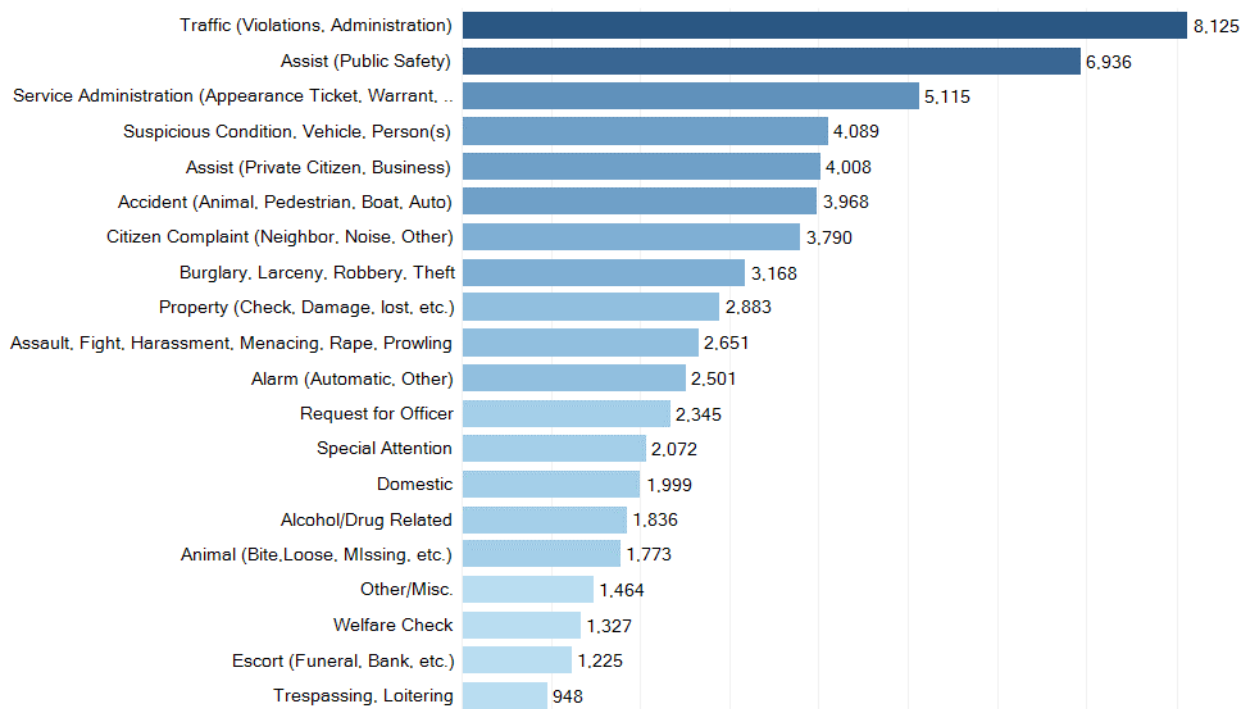
Distinct count of Call Records broken down by Agency vs. Municipality and Dispatched Calls. The Dispatched Calls filter keeps 10 call sources: 911, Alarm, Cell Call, Cellular 911, Lifeline, Other Agency, Telephone, VOIP 911, VOIP Service Transfer, Walk-Up/In Person.

Call records where the municipality was not indicated or was outside of Orleans County were not included.

Call Types

Looking at the county as a whole, the largest call categorization relates to traffic, followed by assisting public safety agencies (EMS and fire), and service administration. The charts below include all calls for service, not just requests from citizens. These five categories account for about 40 percent of calls in the county.

Top 20 Call Types - All Agencies- 2014-2016



There is substantial variation between agencies and those details are presented in the full report.

Response Time

For the whole county, the median response time was 4 minutes and 8 seconds and 90 percent of all calls had unit on scene in 21 minutes and 9 seconds. In the village of Albion, APD had a median response time of 1:55 and a 90th percentile response of 5:07 for Priority One calls. In Holley, HPD had a median response time of 2:09 and a 90th percentile response of 7:06 for Priority One calls. In Medina, MPD had a median response time of 1:58 and a 90th percentile response of 5:45 for Priority One calls. In busiest town for Priority One calls for OCSD, Murray, they had a median response time of 8:33 and a 90th percentile response of 20:32 for Priority One calls. For calls in their overall busiest town, Albion, OCSO had a median response time of 4:46 and a 90th percentile response of 18:48 for Priority One calls.

Crime Analysis

Using 2015 data, Orleans County has the 14th lowest rate of violent crime in counties outside New York City. Orleans has a lower rate of violent crimes than all of its immediate neighbors and is close to those of similar size.

Fiscal Analysis

There is a fundamental challenge in how law enforcement costs are shared across the county. All residents in Orleans County receive and pay for law enforcement services from the Orleans County Sheriff's Office and the New York State Police. The expenses of the NYSP are not controlled locally and are not considered as part of this analysis. Each village property owner pays for the service of a village police department.

Village residents often tax themselves to support higher public safety staffing, partly because property crime is more common when homes are clustered and partly because villages contain services like stores, restaurants and bars that attract nonresidents. There is no perfect way to share these costs. Town-outside-village residents benefit from village police when they shop or dine in the village. But they don't benefit from the property protection services of a village force.

In 2016, the cost of local law enforcement in the county was about \$6.8 million. Fifty-six percent of that cost is for services provided by the county to every resident and paid for by county general fund revenue. The remaining share benefits most residents of the county, but is paid for only through the general fund revenue of the villages. The table compares the costs of the different agencies that provide law enforcement services in the county.

Comparison of 2016 Law Enforcement Costs						
	Albion	Holley	Lyndonville	Medina	OCSO	OC MCTF
People	\$ 884,251	\$ 206,680	\$ 19,500	\$ 862,456	\$2,003,713	\$ 272,358
Salaries - Officers	\$ 690,208			\$ 619,246	\$1,694,792	\$ 198,206
OT	\$ 176,406			\$ 85,000	\$ 250,000	
Other	\$ 17,637			\$ 158,210	\$ 58,921	
Gasoline	\$ 20,808			\$ 59,500	\$ 60,000	\$ 7,500
Equipment	\$ 33,947	\$ 38,151			\$ 107,206	
Other	\$ 80,259	\$ 45,000	\$ 2,436	\$ 71,200	\$ 337,660	\$ 21,745
Benefits *	\$ 379,614	\$ 72,338	\$ 4,875	\$ 340,585	\$ 994,654	\$ 74,152
Total	\$ 1,398,879	\$ 362,169	\$ 26,811	\$ 1,333,741	\$3,503,233	\$ 301,603

* For Albion and Medina, a rate of 55 % of salary was used for benefits. Because of the number of part-time staff, Holley was 35 % and Lyndonville 25%.

Key Findings

These key findings are based on the information gathered through project interviews and the accompanying data analysis.

- The police agencies in Orleans County already cooperate on several key issues including using the closest car for serious events, a cooperative SWAT team, some shared training initiatives, and most visibly, a central dispatch center with common record keeping.

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- The crime rate is low compared to similar sized counties in New York and neighboring counties.
 - The village police agencies provide a very quick response to calls (under 5 minutes 90 percent of the time) while agencies serving the broader geography in the county have a slower response time.
 - There are relatively few calls for service for all agencies between midnight and 8:00 am. Peak call volume occurs between 4:00 pm and midnight depending on the community. Saturdays are the busiest day of the week for requests for service.
 - The law enforcement workforce is relatively new to their positions with about half the officers being hired since 2012 and two of the agency leaders starting in 2016.
 - Anecdotally, a significant portion of the turnover in village agencies is officers leaving for better paying positions in law enforcement. Very few deputies leave the OCSO for another law enforcement agency.
 - The pay scale for law enforcement in the county is lower than for nearby counties with a greater demand for police services such as Erie and Monroe.
 - There are substantial differences between the contracts of the three departments with collective bargaining units, especially in rates of pay and hours of work.
 - There is strong community support for the local village police departments, even with the relatively high cost compared to areas outside the villages.
 - Police protection is expensive, partly because it is needed at all hours, every day of the week. The total cost in the county is about \$6.8 million. However, police departments in peaceful places like Orleans County have few active calls for service in early morning hours. Further cooperation across the county can reduce total staffing, both at the officer and the command levels. The minimum staffing requirements and command needs require taxpayers to spend more than is necessary.
 - There is an open mind among elected officials for the possibility for changes in the police service, although there is requirement that the level of service remain similar to what it is today.
 - As currently operated, The Major Felony Crimes Task Force is able to provide an experienced investigative resource to the community at a relatively lower cost than using sworn officers operating inside another agency.
 - The current political environment in the county contributes to mistrust between organizations and individuals. This may inhibit successful change to law enforcement operations.

Next Steps

As part of the project, CGR's team will develop a series of potential options for law enforcement services for Orleans County. These options will be presented to the steering committee in a draft form and then refined based on input from the committee. The options, once vetted by the committee, will be presented to community at several different meetings to ascertain their opinions. A final report will be prepared for the steering committee that includes options for redesign of law enforcement in the county.

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Sheriff Randy Bower Orleans County Sheriff
Hon David Callard Chairman of the Legislature
Joe Cardone County District Attorney
Hon. John DeFilipps Orleans County Legislature
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William Francis Union President of Albion Police
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Jeff Gifaldi Orleans County Sheriff, Union President
Hon. Lynne Johnson Orleans County Legislature
Police Chief Chad Kenward Village of Medina, Police Chief
Hon. Dean London Village of Albion, Mayor
Brian Marsceill Medina Police Dept
Daniel Monacelli Member of the Public
Police Chief Roland Nenni Villages of Albion & Holley, Police Chief
Chuck Nesbitt Chief Administrative Officer, Orleans County
Cynthia Robinson Member of the Public
David Schubel County Attorney
Hon. Mike Sidari Village of Medina, Mayor
Hon. Brian Sorochty Village of Holley, Trustee

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Staff Team

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