

Received: May 13, 2009
Office of the Town Clerk

Report of the Committee

**Analysis of Need
and Options
for Increasing
Police Protection
in the Town of Durham**

**Public Safety Committee
Town of Durham, Connecticut**

Issued: April 27, 2009

Introduction:

In September of 2008 the Board of Selectmen of the Town of Durham, Connecticut commissioned the town's Public Safety Committee to determine if it is appropriate to supplement the existing level of police coverage being provided; and if so, to determine the preferred method of providing additional coverage.

Present Situation:

The Town of Durham Connecticut encompasses an area of approximately 23.8 square miles and contains approximately 7,200 residents. The town currently obtains General Police Protection from the Connecticut State Police barracks located in Westbrook, Connecticut (Troop F). The cost of this protection is funded by the State of Connecticut.

A number of state-operated major roadways traverse the town (Routes 17, 77, 79, 68 and 147). These roadways are regularly patrolled by the Connecticut State Police and the estimated average number of hours of General Coverage provided to the town is approximately twenty (20) hours per week or 1,040 hours per year.

To reduce crime, maintain continuity in criminal investigations and facilitate community policing efforts, the town entered into a contract with the Connecticut State Police for the services of a Resident State Trooper (RST) in 1998. This contract has subsequently been renewed several times; with Trooper Peter A. DiGioia serving as the town's Resident State Trooper for the entire 11 year period. The average number of Resident State Trooper Hours provided to the town is approximately forty (40) hours per week or 2,080 hours per year.

The combination of the General and Resident State Trooper Coverage Hours represents the Total Coverage Hours provided to the town. This amounts to approximately sixty (60) hours per week or 3,120 hours per year. This represents a Coverage Rate 0.43 or 26 minutes per resident per year. Note that event-specific coverage (ie: Durham Fair, 4-H Shows, Car Shows, etc.) is not included in this figure.

The present cost of the Resident State Trooper Program is \$139,110 per year. Presently, the State of Connecticut covers approximately 30% of the cost of the program with the remaining 70% being funded by the Town of Durham. Under the present structure, the cost of the RST Program is expected to increase by approximately 4% in each of the next three years; due primarily to negotiated labor rate increases.

The State of Connecticut recently announced that it may reduce its participation in the Resident State Trooper Program, from the current 30% to 15% in year 2010, and to 0% in years 2011 and beyond. Because this change has yet to be enacted, the Public Safety Committee has utilized the current pricing structure in this report.

The term of the Resident State Trooper contract has historically been two (2) years; however, the State of Connecticut is considering contracts of a our (4) year duration. Alternate terms and rates may be negotiated, depending on the program and ranking of the participating officer.

Considerations:

In conducting this study, the Public Safety Committee considered many questions:

- Does the town need additional police protection? If so, how much?
- What is the trend of crime in the town?
- What level of coverage is considered “adequate” and what level is “desirable”?
- Should other municipalities be used as a guide in recommending coverage rates?
- What are the probable impacts of the current economic downturn on crime?
- What tasks are performed by the Resident State Trooper? Can some of these be performed by others, to allow for additional police coverage hours?
- What enforcement activities or programs would Durham Residents, its Board of Selectman and the Public Safety Committee like to see increased or decreased?
- Does the town direct policing duties? If so, to what degree does it do so?
- How does the level of General Coverage provided by the Connecticut State Police impact the degree of need for town-paid police protection?
- Are there Options which increase police coverage and can be paid for (in whole or in part) by Federal or State Grant Funds?
- What price would be acceptable to most town residents for police protection?
- What mix of police protection would offer the most value for our residents?

Contributors:

The Public Safety Committee would like to extend its sincere appreciation to the following persons, who provided their invaluable input and assistance to this project:

- Board of Selectmen, Town of Durham
- Residents of the Town of Durham who participated in the PSC Meetings
- Leadership of the Connecticut State Police - Troop F
- Mr. Peter DiGioia; Resident State Trooper – Town of Durham, Connecticut
- Ms. Lois Kameris; Statistician - Department of Public Safety – State of Connecticut
- Mr. Jon A. Brayshaw; First Selectman – Town of Middlefield, Connecticut
- Mr. Timothy C. Griswold; First Selectman – Town of Old Lyme, Connecticut
- Mr. Richard Cabral; First Selectman – Town of Killingworth, Connecticut
- Mr. Mark B. Walter; First Selectman – Town of East Haddam, Connecticut

The Cost-Benefit Analysis Process:

A Cost-Benefit Analysis is a statistical tool which aids in the decision-making process. Unlike more traditional methods, where each committee member takes a position either for or against a particular Option, the Cost-Benefit Analysis forces each member to place a numerical value on each component of a particular option. In doing so, it yields a well-reasoned decision, as opposed to an arbitrary or pre-held position. Once the values of the component parts are summed, the committee votes in a more traditional method to either support or not support the results of the Cost-Benefit Analysis. Following the completion of this project, committee members were asked for their opinions on the process. Comments were generally favorable, with members remarking on how the process increased their level of consideration for each component of each option. A few committee member comments follow:

- “... the process compelled us to really concentrate on the value of each of the components”
- “... it made us justify our reasons for preferring each Option”

Methodology:

The committee:

- 1) Determined whether a need existed, and the magnitude of the need, for additional coverage.
- 2) Determined the “Component Parts” (Considerations) when adding coverage.
- 3) Determined the “Options” (Methods) for providing additional coverage.
- 4) Provided comments on both the Advantages and Disadvantages of each Option.
- 5) Each committee member individually rated each of the Component Parts for each of the Options with a numerical preference (1 – 8; with 1 being the most preferred and 8 being the least preferred). These values were then summed to obtain a raw score.
- 6) The total of these raw scores was divided by the Product of the Number of Respondents (5) and the Number of Components (6) to obtain a decimal score with a Range which falls between 1 and 5.
- 7) The committee ranked the scores numerically (1 through 8) to simplify.

Raw scores allow the reader to gauge the comparative level of preference for each of the Options. For example, the most preferred (1st) Option “*Additional Hours of Resident State Trooper Coverage (Overtime)*” received a score of 2.40; whereas the sixth most preferable Option (6th) “*Second Resident State Trooper - Temporary Duty Coverage - TDY*” received a score of 1.74. While 2.40 does not appear to differ greatly from 1.74, it is significantly different when one realizes that the Range of Ratings is from 1.30 for the least preferred option to 2.40 for the most preferred option.

Components Parts:

After considerable discussion by the committee, Six (6) major Component Categories were determined to be important to the study. These are:

- Costs
- Benefits, Insurance and Liabilities
- Infrastructure Requirements
- Command Structure
- Training
- Coverage

Options Considered:

After considerable discussion by the committee, Eight (8) Options for Providing Additional Coverage were selected. Some of the options require the addition of personnel, while others utilize alternate resources to perform some of the tasks presently performed by the Resident State Trooper. This would release some of the Resident State Trooper's time; allowing for additional patrol, enforcement and other value-added activities. The options considered include:

- Additional Hours of Resident State Trooper Coverage (Overtime)
- Second Resident State Trooper - Temporary Duty Coverage (TDY)
- Second Resident State Trooper – Permanent
- Regionalization with Middlefield (other towns considered)
- Retired Police Officer
- Town Constables
- Formation of Local Police Department
- Hiring of an Administrative Assistant

Exhibits:

The following exhibits were used by the committee during the course of the study and have been included as part of the report:

Exhibit 1: Comparison of Police Costs and Coverage Rates in Connecticut Towns
Developed and Contributed by PSC Member Dan Murphy

Exhibit 2: Methodology for Scoring Components
Developed and Contributed by PSC Member Jim Rossi

Exhibit 3: List of Resident State Trooper Duties
Developed and Contributed by PSC Member Bill Smith

Exhibit 4: Description of Resident State Trooper Program
Developed by the Department of Public Safety; State of Connecticut

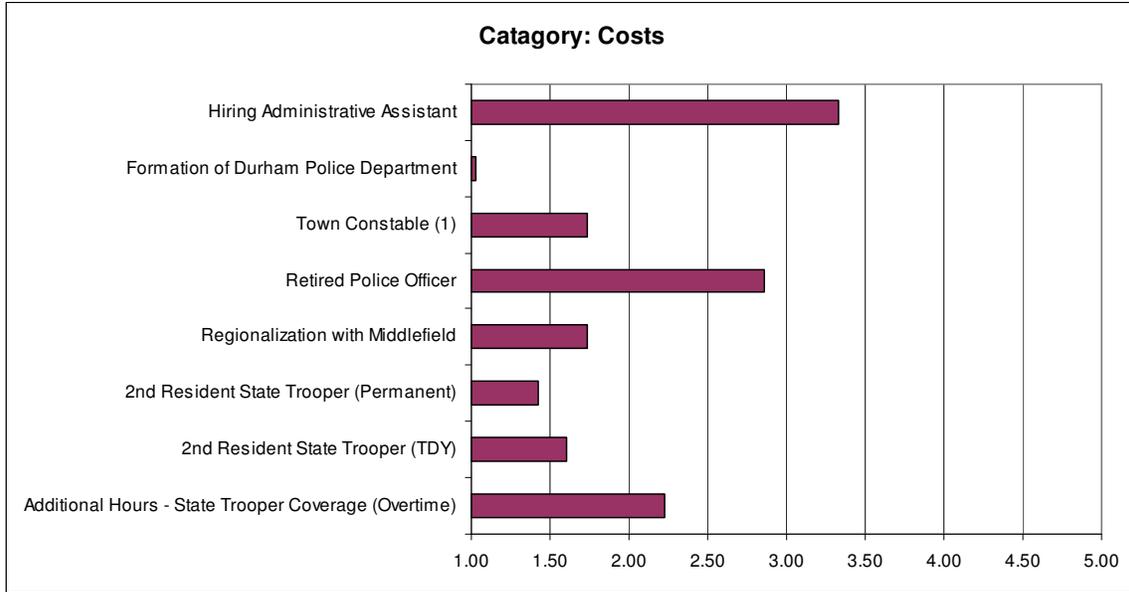
Exhibit 5: Crime Rates in the Town of Durham
Developed by Ms. Lois Kameris; Statistician; Connecticut Department of Public Safety

Exhibit 6: Cost-Benefit Analysis Spreadsheet (Separate Exhibit)
Developed by PSC Members Wendy Manemeit, Jim Rossi and Frank DeFelice

Charts:

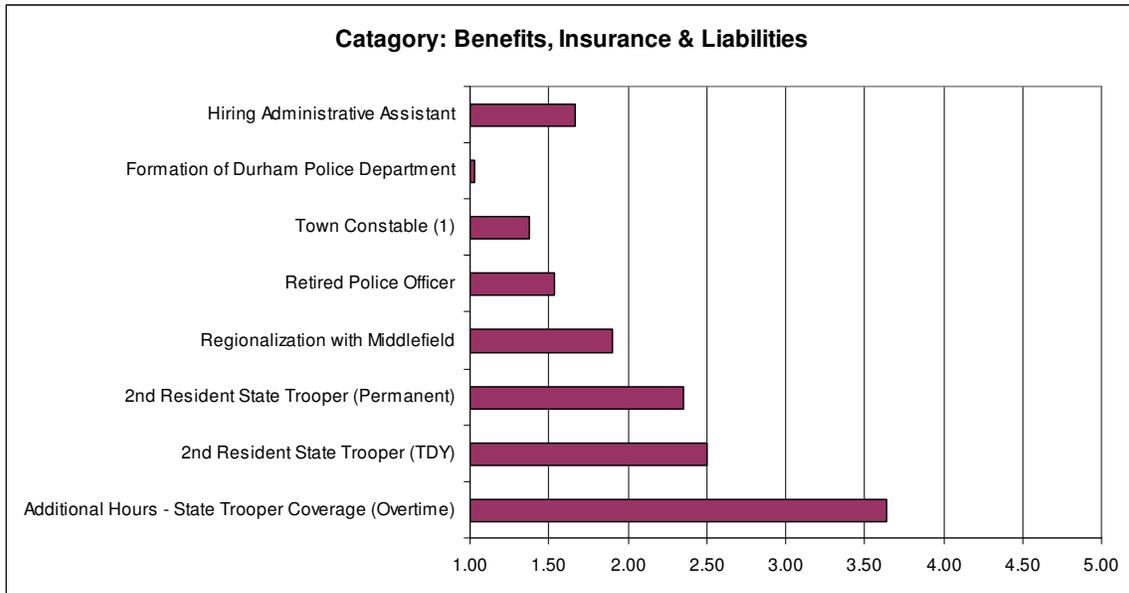
Charts for each Component appear on the following pages. Questions which were considered as a part of each Component are listed below the applicable chart.

Costs:



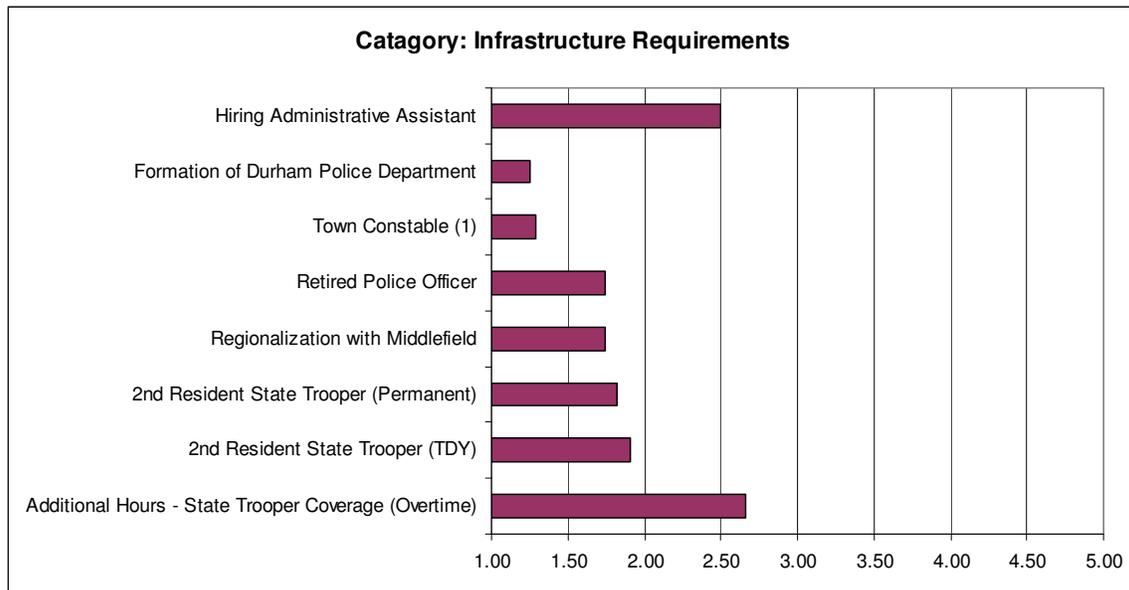
- What is the funding arrangement?
- Who pays?
- How much annually?
- What is the price per hour to the town after the state's contribution?
- What is included? ("Inclusive" includes Benefits and Insurance)
- Who pays for Vehicles, Equipment and Uniforms?
- Is the Cost Negotiable?
- Is Federal or State grant money available to cover costs?

Benefits, Insurance & Liabilities:



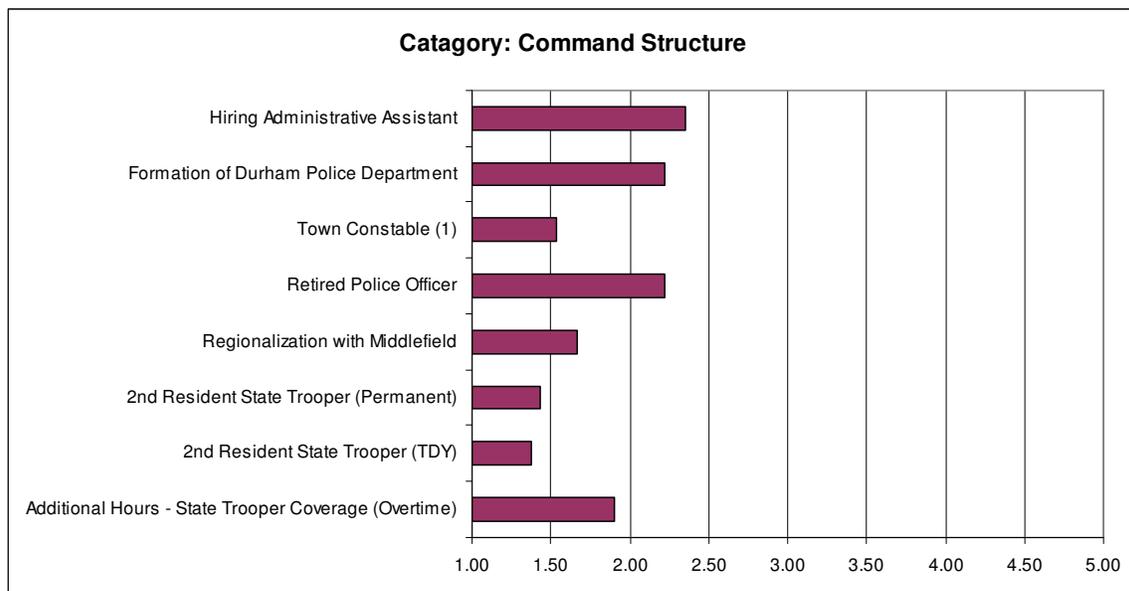
- Who pays for Employee Benefits and Insurances?
- What about Liability for Claims, Damages, False Arrest, Legal Representation?

Infrastructure Requirements:



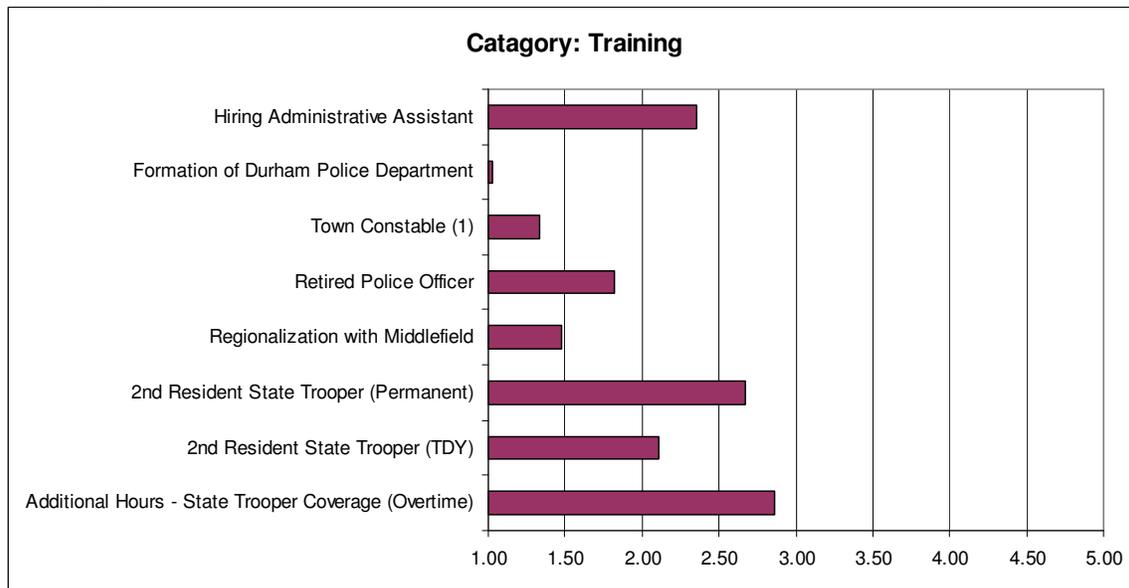
- What are the requirements for office space?
- Must the town supply a vehicle or other major equipment?

Command Structure:



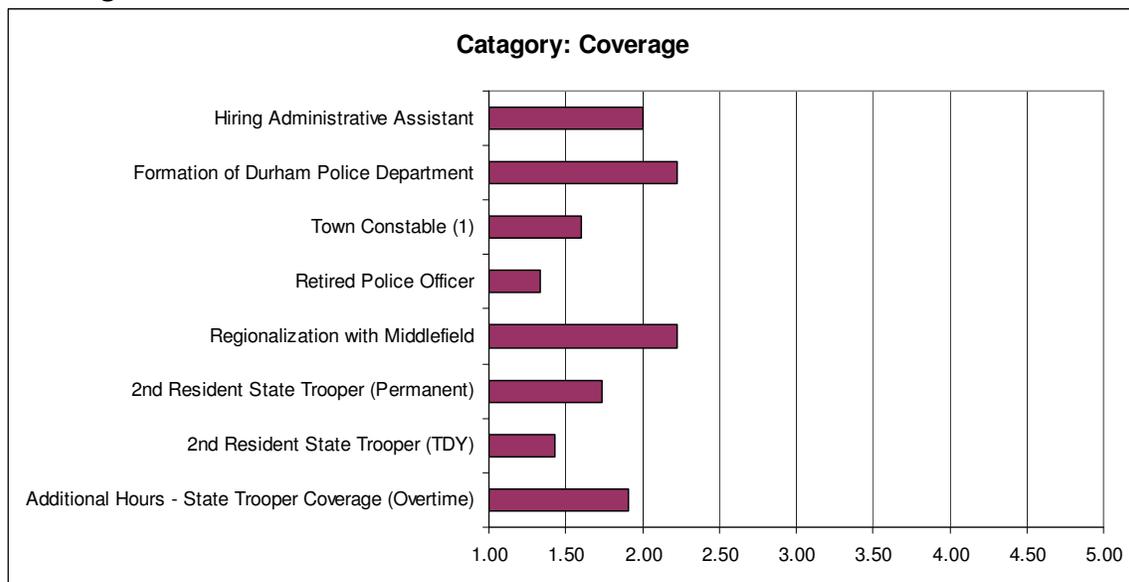
- What is the Reporting Structure?
- Is continuity of coverage maintained during court appearances, training, etc?
- Who establishes Work Hours?
- How much time is required to establish?
- Is the Command Structure "Local-Task" Oriented?
- Does the town direct policing activities?

Training:



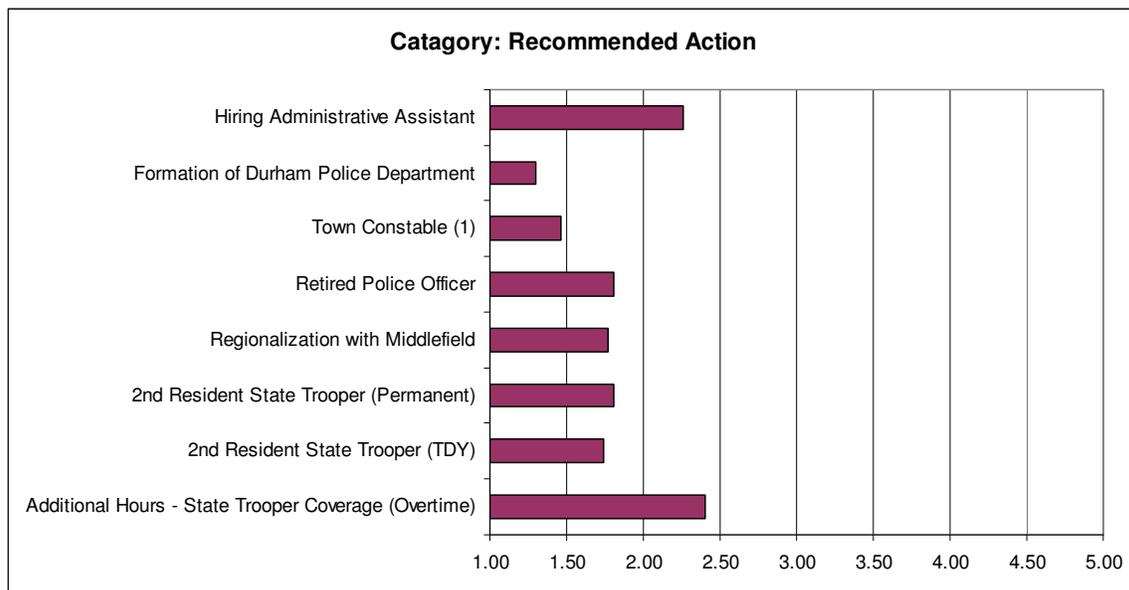
- Who covers the costs associated with Continuing Education?
- What is the Skill Level (Law Studies, Statutes, Policing, Investigations)

Coverage:



- What level of coverage is provided (hours per week)?
- Is there a minimum daily work increment (work period)?
- What would be the likely proposed Work Schedule?
- Who determines the Work Schedule?
- Who provides Relief Coverage during training, court appearances, etc.?
- Would the same individual provide coverage (continuity)? What is the realistic ability of the town to discontinue participation in the event the economy deteriorates further?

The Committee's Recommendation:



At its April 7, 2009 meeting, the Public Safety Committee voted to recommend the following and the results of the Cost-Benefit Analysis to the Board of Selectmen:

#1: The PSC feels that additional police coverage is warranted at this time.

#2: The PSC recommends that Board of Finance appropriate monies (approximately \$20k-40k per annum) to be used for providing Additional State Police Coverage on an Overtime, Task-Specific Basis (**Most Preferred Option: Additional Overtime Coverage - State Trooper**).

The results of the Cost-Benefits Analysis clearly show a strong preference by the committee for this Option; because of its effectiveness and high cost-to-benefit value. Reasons given for this as the most preferred option include: the ability to achieve specific, targeted enforcement (for example, speeding on a specific road or at specific times of day) where and when the town's residents desire additional coverage; or when the Board of Selectmen feel an additional police presence is warranted. By allowing the town to direct the work assignments, it receives policing hours of comparably higher-value, similar to those of a Municipal Police Department; but at a lower initial cost.

Other reasons include the ability to schedule coverage in smaller blocks (for example, four-hour blocks, during each night of the week, say from 3:00 PM to 7:00 PM or 7:00 PM to 11:00 PM). And because the Resident State Trooper is given the First Right of Refusal for Overtime, our own RST Peter DiGioia could provide the coverage.

The committee has received information that grant money is available to assist with overtime coverage. There are no contract terms; meaning that coverage could be curtailed (or increased) according to the availability of funds or economic conditions.

3) The PSC restates its prior recommendation to utilize a Part-time Administrative Assistant to free-up the Resident State Trooper's time by assisting with grant writing and other Administrative functions. This course of action is estimated to allow the Resident State Trooper to provide an additional 208 hours of service to the town each year. (**2nd Most Preferred Option: Part-Time Administrative Assistant**)

Recommendations in Order of Preference

- #1: Additional Overtime Coverage - State Trooper (Score 2.40)**
- #2: Part-Time Administrative Assistant (Score 2.26)**
- #3: Retired Police Officer (Score 1.80)**
- #4: Second Resident State Trooper - Permanent (Score 1.80)**
- #5: Regionalization with Middlefield (Score 1.76)**
- #6: Second Resident State Trooper - TDY (Score 1.74)**
- #7: Town Constable (Score 1.46)**
- #8: Formation of Durham Police Department (Score 1.30)**

Advantages and Disadvantages:

1. Additional Overtime Coverage - State Trooper (Score 2.40)

Advantages:

- Totally task-orientated.
- "Ala-carte" coverage.
- Able to target specific needs of town (Specific areas / specific times of day) for enforcement programs (e.g.: speeding).
- Town of Durham determines work priorities.
- Town of Durham is protected from liability.
- All equipment (Speed Guns, etc.) is included.
- No long-term agreement.
- \$40k buys approximately 713 hours of coverage which equates to approximately 180 days of 4 hour shifts.
- Able to be funded by grant money.
- No additional office space required.
- High Skill Level.
- Simple to discontinue participation if funding not available.
- Present RST has first opportunity for OT.
- Allows for more continuous hours of coverage, rather than double-coverage.

Disadvantages:

- Individual Trooper may vary; although Durham RST is permitted first refusal.
- Slightly higher cost than other options.

2. Administrative Assistant (Score 2.26)

Advantages:

- While not directly providing police coverage, this option would permit the Resident State Trooper to devote an additional estimated 10% or 208 hours per year to providing protection; and this is valued at \$10k annually.
- Able to work on Grant Applications and Pistol Permits
- Opportunity may exist to share an experienced AA with Middlefield.

Disadvantages:

- Requires Bonding and Certification for certain Public Safety tasks (e.g.: bonding / pistol permits)

3. Retired Police Officer (Score 1.80)

Advantages:

- Experienced
- Readily available.
- Town selects candidate.
- Flexibility in scheduling
- Continuity of investigations
- Prior training and employment may result in possible benefit savings.
- The town sets the salary & benefits

Disadvantages:

- Must hire office with up-to-date training; or town will incur all costs for training and equipment.
- Recurring training will have to be paid for by town.
- Cost of vehicle & required equipment

4. Second Resident State Trooper - Permanent (Score 1.80)

Advantages:

- Continuity of Personnel.
- Recognizable by residents.
- State assumes liability and pays for equipment.
- Continuity of investigations is maintained.
- High Skill Level.
- Cost per hours is less than some other options.
- Continuity remains intact if RST leaves or is temporarily unavailable.

Disadvantages:

- Lack of Local Control.
- Contract cost is difficult to justify in poor economy.
- Town may have input but no command over police operations.
- Town may have input, but little control over selection of Trooper.

- May require additional office space.
- Difficult to revert back to single RST should economic conditions worsen.

5. Regionalization with Middlefield (Score 1.76)

Advantages:

- Opens door to possible state incentives for regionalization of Public Safety services.
- More likely to be familiar with our town and families.
- May be more responsive to local concerns
- Would allow police protection at RSD 13 facilities.
- Possible economies of scale?
- Middlefield Police Department has one RST, two officers and one secretary. If combined with Durham's RST, we could have a five person police department.

Disadvantages:

- Reporting to two masters; which town has priority?
- May not be available in town when needed
- Possible CSP labor issues; which RST commands?
- Differences between coverage and costs of sharing pensions, medical coverage, vehicles and equipment.
- Will have to be setup as independent entity
- Liability to Town of Durham
- Limited Skillset of Middlefield's Constables
- Middlefield Police Department has one RST, two officers and one secretary. If combined with Durham, we could have a five person police department which covers mostly Middlefield.
- Replacements may be from other towns.
- Who would be the governing body or board? (ie: Regional Public Safety Commission / Regional Police Commission) like DIMMAB, RSD 13
- Regionalization of Public Safety in Durham-Middlefield is still untested.

6. Second Resident State Trooper - TDY (Score 1.74)

Advantages:

- State assumes liability and pays for all needed equipment.
- Continuity of ongoing investigations expanded.
- Cost per hours is lower than some other options.
- All equipment (Speed Guns, etc.) is included.
- High Skill Level.

Disadvantages:

- How will the BOS select & justify the particular period of coverage? Winter/Summer?
- Cancellation is not realistically simply to rationalize.
- Board of Selectmen have advisory input only.

7. Town Constable (Score 1.46)

Advantages:

- Town selects candidate.
- Town sets salary & benefits
- Flexibility in scheduling.
- Possible career / long term commitment.

Disadvantages:

- Town incurs all costs for training and equipment.
- Town incurs liability for Constable's actions.

8. Formation of Durham Police Department (Score 1.30)

Advantages:

- Allows 24 / 7 / 365 Coverage
- Town has complete control over selection process, costs, reporting structure.
- Complete task-orientation.

Disadvantages:

- High Start-up Costs
- Town incurs all liabilities.
- Town incurs all costs for training and equipment.

The Durham Public Safety Committee

Frank C. DeFelice	Chairman
Bill Smith	Vice-Chairman
James M. Rossi	Secretary
Wendy Manemeit	Member
Daniel Murphy	Member
Malcolm Pierce	Member