

VILLAGE OF SLEEPY HOLLOW
SPECIAL MEETING MINUTES
JOINT MEETING WITH EAST AND WEST DUNDEE

JANUARY 6, 2011

A special meeting of the Sleepy Hollow, West Dundee, and East Dundee Village Boards of Trustees was called to order at 7:30 p.m. at the Dundee Township Recreation Center, East Dundee. Board members in attendance from Sleepy Hollow were President Stephen Pickett, Trustees Scott Finney, Dennis Fudala, Russell Getz, Jeff Seiler, and Steve Wind (Trustee Donald Ziemba was absent), from East Dundee were President Jerald Bartels, Trustees John Cichowski, Robert Gorman, Jeff Lyman, Lael Miller, Michael Ruffulo, and Paul VanOstenbridge and from West Dundee were President Keller, Trustees Rebecca Gillam, Patrick Hanley, Norm Osth, Thomas Price, Julie Price, and Andy Yuscka. Also in attendance were several members of the public.

Trustee Yuscka moved with a second from Trustee Hanley to approve the agenda for tonight's meeting. Motion approved unanimously.

West Dundee Village President gave opening remarks, noting that this joint meeting was called so that all three boards receive the same information and can ask questions after the presentation. He stated that no comments or questions would be taken from the public, but that those should be directed to the individual village boards at their regular meetings.

Bill Balling, managing director of WRB LLC, made a lengthy presentation on their study. He was accompanied by Craig Anderson, his partner on this project. He gave some background of the Metropolitan Mayors Caucus which partially paid for this study through a grant, and to which agency Mr. Balling reports. He also briefly explained the other studies in which he is or has recently participated involving police and fire districts in the Chicago area.

Mr. Balling noted that the study of Sleepy Hollow, East Dundee, and West Dundee is not an audit of the police departments. The study reviewed organization and operational issues, infrastructures, labor contracts, and community issues of all departments in order to determine whether shared police services are feasible and cost saving. He reviewed their findings that show the three communities can be supported by a single policing agency. West Dundee has the strongest tax base and most advanced police service structure. Sleepy Hollow has the lowest tax base and lowest cost structure in its department. He also commented on the excellent job done with the budgeting of the Sleepy Hollow Police Department. East Dundee's tax base is most at risk. Traffic control takes up the most time for all three departments. Sleepy Hollow and East Dundee both have more unallocated time than West Dundee due to its commercial developments. All departments currently have professional cooperation among them.

As the most advanced department, West Dundee would be the "contracting" provider for East Dundee and Sleepy Hollow, whose officers would report to West Dundee. Eventually, the plan would be to replace East Dundee and Sleepy Hollow officers with officers hired by West Dundee. Over a transition period of approximately 10 years, West Dundee would eventually become the sole policing agency for all three villages. There would be only one police chief and other duplicate positions would be eliminated, but there would continue to be full coverage in all villages. Mr. Balling discussed the proposed "beat" structure under his proposal. Reduction of the fleet would also be a benefit.

which would incorporate mainly part time officers in Sleepy Hollow, along with Sleepy Hollow paying West Dundee a facilities and management fee of \$500,000 as part of its service contract. Under this

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In terms of total cost, distribution of the total cost per capita would cost Sleepy Hollow substantially more than it currently pays for police. However, Mr. Balling suggested an alternate integrated share of the cost proposal, Sleepy Hollow would save about \$135,000 per year, East Dundee about \$650,000. West Dundee's cost will increase initially, but be reduced by Sleepy Hollow's "purchase" fee.

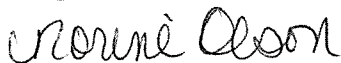
Mr. Balling then answered questions from trustees. He noted that the different pensions complicate the consolidation as well as the fact that Sleepy Hollow is not home rule and does not have a police pension. The goal is to eventually have one policing authority, which would be West Dundee. The challenge will be in the initial implementation and dealing with the differences in the three departments. Part of the study involved review of the union contracts and discussion with the police chiefs. There will be an overall reduction in the police staff. He confirmed that Sleepy Hollow would probably have a separate group of part time patrol officers. Trustee Finney did not feel the benefit was worth the effort for Sleepy Hollow. A West Dundee trustee asked about the command and salary structure which was briefly described by Mr. Balling, which would be a contract arrangement with officers reporting to West Dundee supervisors. The "beats" would have officers from their own village; however accountability would be with West Dundee. Disciplinary action would be handled by the commission or Village Board of the officer. However, if an officer is terminated, or retires, West Dundee would hire the replacement. He said more cost details will be given to board members at a future date. He said West Dundee would be the main police facility, although the Sleepy Hollow station is in good condition and may be used as an un-manned reserve station. West Dundee would have the obligation to maintain its facilities but Sleepy Hollow and East Dundee would contribute through a contract payment. Eventually, all officers would probably wear the West Dundee uniform and patch, but vehicles may be marked to show all 3 villages. The issue of liability would need more review, but West Dundee would have more exposure than Sleepy Hollow and East Dundee.

If the villages agree to proceed and start the transition this spring, the implementation phase could start in 2012.

The West Dundee Village President made closing comments and it was agreed that all Boards would discuss this study further at their own meetings and reconvene in 30-45 days.

Trustee Jeff Lynam moved with a second from Trustee Tom Price to adjourn the meeting at 8:50 p.m. The motion passed unanimously.

Respectfully submitted,



Norine Olson
Village Clerk

The WRB LLC Integrated Policing Model Executive Summary is attached and incorporated as part of these minutes

Integrated Policing Model

Villages of East Dundee, West Dundee, Sleepy Hollow

Executive Summary

William R. Balling

January 6, 2011

Through a 50/50 shared cost arrangement with the Metropolitan Mayors Caucus, the Villages of East Dundee, Sleepy Hollow, and West Dundee have engaged WRB, LLC Consulting and Management Services to examine the feasibility and compatibility of the three participating communities and their respective police departments to share and consolidate resources to create a lower cost but effective police service. The study represents a first phase of investigation from which more detailed work effort and decisions can be made by the communities on designing then deploying a consolidated police service. This report is prepared as preliminary briefing to elected officials and it has not been vetted within the community or its employees and labor organizations all of which have a vested interest in any modifications to policing within the Dundee communities. This report and briefing is intended to launch provocative discussion and input from all stakeholders beginning with the core of elected officials potentially impacted from any service sharing for police operations.

The study examines and inventories the community, operational, and organizations characteristics of the study partners and their police agencies. It inventories assets and activity levels in policing as well as deployments and suggest that in order to meet police service activities similar to 2007, 2008 and 2009 levels, a consolidated police operations can produce:

1. Reduction in force
2. Facilities reduction
3. Vehicle inventory reduction
4. Continued utilization of the lowest existing labor costs, including reliance on part time personnel.

The core service deployment plan structures police services under the command of the West Dundee Police Department governed through intergovernmental agreement (IGA). East Dundee and Sleepy Hollow would commit financial and operational resources to contract for and receive police services. Many of the implementation issues related to personnel and operations can be mitigated using an Intergovernmental Agreement compared to a formal police consolidation which tends to be more permanent and carries less flexibility that would a negotiated IGA. While the West Dundee Police Department, probably through the informal auspices of its Board of Police and Fire Commissioners would evaluate and select personnel from East Dundee and Sleepy Hollow to be a part of the joint police operations, selected individuals from those communities would remain employees of their respective communities. This permits the continued use of the pay and benefit structures from those communities during the implementation phase of the joint services initiative. Those personnel retained by East Dundee and Sleepy Hollow would be under the command of the West Dundee Police Department. West Dundee will receive compensation for leading the police agency and should experience a cost reduction. East Dundee will also experience a reduction in its policing costs. Sleepy Hollow will be challenged to save money on policing within the integrated model over their existing cost structure unless their department is structured primarily as a part time work force. More input and study during the implementation phase will be needed to identify the most equitable cost distribution.

The field deployment in patrol operations is structured to achieve a 2/1 unobligated to obligated time allocation for patrol base on 2009 call experience data for all three departments, and will be deployed around a four beat system 24/7, as opposed to the current six beat system, and will also have a two person tactical unit deployed 16/7. The integrated model would also have a three person investigative unit, 4-5 civilian office and field personnel, and be led under the command of a chief and assisted by a lieutenant. Depending on the completion of detailed individual community assessments the force could be reduced from its present 45 full time equivalent positions (FTE's) to between 33-40 sworn and command personnel.

In addition the infrastructure and facilities of the West Dundee police department would be the command and operations center with the Sleepy Hollow police facility redeployed as an unstaffed reserve station and East Dundee serving as an unstaffed reporting substation. Fleet size also could be reduced to 26 vehicles from the existing inventory of 33 vehicles.

The combined budgets for the consolidated force including an allocation to operate and maintain the West Dundee Police Headquarters building is projected to be \$5,200,000 compared to the three separate agency totals of \$5,900,000. Under the combined service model, there are a variety of ways to present the sharing of the cost reductions with annual call volumes using historic data with forward rolling averages, and per capita cost assignments among the more common methods. There will need to be serious consideration on assigning police benefits (and related costs) between communities. Ideally all members should experience some of the benefits of the cost savings. There is however different staffing structures now in place with differing pricing structures. Unfortunately Sleepy Hollow would experience an annual increase in costs using either the per capita or the call utilization methods. They should however experience a comparable or higher level of service as it currently enjoys through service consolidation. There will also be additional savings not identified in this report that will be generated from a combined management system for the departments. Should a reduced cost level of service be needed for Sleepy Hollow to participate, a part time work force would be required for patrol operations. There could also be an alternative approach to cost assignment between the members.

The observations and comments found in this summary report are based on information/data gathered during summer/fall 2010. Call data identified in this report was provided by Quad Com, the central dispatching agency serving all communities. The purpose of this report is to facilitate further discussion and decision-making pertaining to potential consolidation of police services for the villages of East Dundee, Sleepy Hollow, and West Dundee. Supporting documents related to this report have been prepared and are available for review.

Member characteristics:

Basic Demographics

The combined service area of the three villages is 7.4 square miles, with a combined population of ~14,679. With the exception of a small section of East Dundee within Cook County, all of the combined

service area is within Kane County. Sleepy Hollow has contiguity with West Dundee; West Dundee has contiguity with East Dundee. The most recent estimated total EAV for the combined service area is \$575,353,819. West Dundee and East Dundee are home rule; Sleepy Hollow is non-home rule. East Dundee has a full-time Village Administrator; Sleepy Hollow does not have an administrator or a manager; and West Dundee has a full-time Village Manager. The fiscal year for each village is May 1 through April 30.

Primary Sources of Revenue

The main sources of revenue for East Dundee are sales tax, state income tax, and property tax; for Sleepy Hollow, the main sources are property tax, state income tax, and utility tax; and for West Dundee, the main sources are property tax, sales tax, state income tax, telecommunications tax, and utility taxes. East Dundee has a national general merchandise retailer within its corporate boundaries. Sleepy Hollow has very little retail development. West Dundee has a major portion of a regional shopping center within its corporate limits.

Police Department Staffing

Including full-time and part-time, East Dundee has 19 positions, Sleepy Hollow has 21 positions, and West Dundee has 26 positions. At present, the position of Chief in West Dundee is vacant, with the Lieutenant serving as Interim Chief. East Dundee has five management/supervisory positions, Sleepy Hollow has two, and West Dundee has seven. None of the departments has a position of Deputy Chief.

East Dundee and Sleepy Hollow have a significant reliance on part-time Patrol Officers. East Dundee has seven part-time and six full-time Patrol Officers, while Sleepy Hollow has 12 part-time and five full-time Patrol Officers. West Dundee has one part-time and 13 full-time Patrol Officers.

Based on a 2.5 to 1.0 ratio (i.e., 2.5 part-time sworn personnel are equivalent to 1.0 full-time personnel), East Dundee has a Sworn FTE of 13.8 (4.60/1,000 population), Sleepy Hollow has a Sworn FTE of 11.8 (3.19/1,000 population), and West Dundee has a Sworn FTE of 19.8 (2.48/1,000 population). Please note that all sworn positions, including management/supervisory personnel and Patrol Officers, have been considered for these calculations.

For fiscal year 2010/2011, the estimated per capita Police Department operating cost is \$633 for East Dundee, \$235 for Sleepy Hollow, and \$400 for West Dundee.

Salaries and Benefits

In East Dundee, a collective bargaining agreement (MAP, December 29, 2006 through April 30, 2010) includes the position of full-time Patrol Officer and the position of full-time Sergeant; in Sleepy Hollow, a collective bargaining agreement (ICOP, May 1, 2009 through April 30, 2013) includes the position of full-time Patrol Officer; and in West Dundee, a collective bargaining agreement (MAP, May 1, 2006 through April 30, 2010) includes the position of full-time Patrol Officer and the position of full-time Sergeant. In

Sleepy Hollow, ICOP is in the process of negotiating a collective bargaining agreement for the position of part-time Patrol Officer.

Current Salary Ranges	Full Time Patrol Officer	Full Time Sergeant
East Dundee	\$47,699 - \$70,799	\$71,548 - \$83,953
Sleepy Hollow	\$38,722 - \$43,733	N/A
West Dundee	\$50,533 - \$72,599	\$74,924 - \$88,841

Each collective bargaining agreement includes provisions which address benefits such as health insurance, vacation, holidays, and sick leave.

East Dundee and West Dundee each have a Police Pension Fund (PPF). Sleepy Hollow does not have a PPF, but provides a deferred compensation plan, which includes an employer contribution. As of April 30, 2008, the East Dundee PPF was 74.12% funded, while the West Dundee PPF was 71.40% funded.

Department Operations

Each department is a member of Quad Com, which is an intergovernmental E911 dispatch center. East Dundee has two beats, 12-hour shifts, no specialized units, and 10 vehicles. Sleepy Hollow has two beats, 8-hour shifts, no specialized units, and seven vehicles. West Dundee has two beats, 10-hour shifts, a K-9 unit, and 16 vehicles.

In general, each department outsources vehicle maintenance and utilizes the State of Illinois for crime laboratory services. For longer-term housing of stray animals, East Dundee utilizes Anderson Animal Shelter, while Sleepy Hollow and West Dundee contact Kane County Animal Control.

Most Kane County Circuit Court calls for each department are at Carpentersville; some are at Elgin, Geneva, or St. Charles.

Facilities

East Dundee has old facilities in need of renovation located on Barrington Avenue. Office, meeting, general public and storage space is insufficient. Most, if not all, parking space for visitors is on-street. Parking space for staff seems somewhat limited. The jail is antiquated and there is no sally port. The department does have a garage in fairly close proximity to its offices, which appears to be able to accommodate indoor parking for eight to 10 vehicles, although it does not allow for easy-in/easy-out of vehicles.

Sleepy Hollow has fairly contemporary facilities in good condition situated on Thorobred Lane. Office and general public space seems adequate. Some additional storage space seems to be needed.

Off-street parking space is sufficient for visitors and staff. There is no jail, but there is a holding cell and sally port. The attached garage can accommodate two vehicles.

West Dundee has two public safety centers in excellent condition. The Police Department is located at the ~22-year old center on South Eighth Street (Illinois Route 31), along with one of the Fire Department stations. Office, meeting, general public, and meeting space appear sufficient. The jail is up-to-date and there is a sally port. Three parking spaces are available on the Fire Department apparatus floor for Police Department vehicles. Off-street parking space for visitors and staff is sufficient. There is room for campus expansion.

The other West Dundee public safety center is a few years old and located at Illinois Route 72 and Carrington Drive. It houses the other Fire Department station and appears very sufficient with respect to office, meeting, and general public space. Off-street parking space for visitors and staff is significant.

Criminal Activity

Each of the villages has a relatively low incidence of criminal activity. Theft, burglary, and criminal damage represent the preponderance of criminal activity. In West Dundee during CY 2009, ~29% of criminal activity/offenses occurred at Spring Hill Mall and Spring Hill Fashion Center, which are adjacent to each other.

Calls for Service

During CY 2009, Traffic Calls were largest in number for each department. However, with respect to actual time spent, East Dundee spent most of its time on Medium Priority Calls, with Sleepy Hollow and West Dundee each spending most of its time on Low Priority Calls.

During CY 2009, East Dundee had 18% obligated time (assigned to calls) and 82% unobligated time (not assigned to calls); Sleepy Hollow had 14% obligated time and 86% unobligated time; and West Dundee had 34% obligated time and 66% unobligated time.

For CY 2008, with the exception of West Dundee, Traffic Calls were largest in number for each department. For West Dundee, Low Priority Calls were largest in number. In CY 2007, Traffic Calls were largest in number for each department.

During CY 2008, East Dundee and Sleepy Hollow each spent most of its time on Low Priority Calls, while West Dundee spent most of its time on Medium Priority Calls. For CY 2007, each department spent most of its time on Low Priority Calls.

Discussion

It appears that some economies of scale could be realized for East Dundee, Sleepy Hollow, and West Dundee through consolidation of police services via an intergovernmental agreement, with West Dundee as the contract service provider. While it is recognized that such a transition would present

some difficult challenges, current economic conditions, the perception of the general public, and the necessity to accept the fact of a “new normal”, seem to merit an attempt to address those challenges.

Listed below are some thoughts, ideas, or suggestions in support of consolidation of services, through an intergovernmental agreement among East Dundee, Sleepy Hollow, and West Dundee, with West Dundee as the service provider:

- The State of Illinois Compiled Statutes allow for intergovernmental cooperation through mutual agreement. An intergovernmental agreement would seem to be more practicable than creation of a jointly governed regional police department.
- West Dundee is generally centrally located between East Dundee and Sleepy Hollow, has the most up-to-date facilities for staff and the general public, and has some room for expansion. If possible, having a Police Department substation at the public safety center located at Illinois Route 72 and Carrington Drive might provide for additional public convenience. Also, each of the West Dundee public safety centers is located on a major thoroughfare.
- The new combined service area and population would be approximately twice the area and twice the population currently covered by West Dundee. Based on the present West Dundee Sworn FTE/1,000 population ratio and Civilian FTE/1,000 population ratio, and absent any other factors, it appears that the consolidated service would require a maximum of 40 FTE Sworn and 6 FTE Civilian. At present, the combined FTE Sworn for the three departments is 45.4; the combined FTE Civilian is 5.6.
- The position of West Dundee Chief is currently vacant. Considering all three departments as a whole, management/supervisory staff do not seem too great in number, but some reorganization would seem to be necessary, which could be done in conjunction with the appointment of a new West Dundee Chief.
- Each department now operates with two beats, is a member of Quad Com, has Kane County Circuit Court calls at the same locations, outsources most vehicle maintenance, utilizes State of Illinois Crime Laboratory services, and utilizes other agencies for longer- term housing of stray animals.
- Each department has an adequate vehicle fleet.
- The Village of East Dundee and the Village of Sleepy Hollow could each utilize the space vacated by its respective Police Department for other purposes.

Noted below are a number of items that need to be addressed related to the process of consolidation of services:

- Structure/organization of the West Dundee department, including whether personnel from the East Dundee and Sleepy Hollow departments can or will be hired/promoted by West Dundee vis-à-vis existing eligibility lists, as well as whether there will be an increased reliance on part-time sworn officers.
- Employee transition process for personnel from East Dundee and Sleepy Hollow, whether or not hired by West Dundee, including effect of any applicable collective bargaining agreement provisions.

- Effects, if any, on negotiation of a successor collective bargaining agreement for West Dundee (most recent agreement expired April 30, 2010).
- East Dundee Police Pension Fund liability and Sleepy Hollow deferred compensation obligation.
- Consolidation positives, negatives, and approach or process need to be presented to/discussed with employees, local officials, and the general public (e.g., capacity to respond, efficiency and flexibility, potential cost savings, opportunity for advancement for sworn and civilian personnel, dissolution of East Dundee and Sleepy Hollow departments, overall transition plan, “start-up” costs of larger West Dundee department, and evaluation/adjustment of overall transition plan after implementation)¹.
- Development of terms and conditions for consolidation of services, including pricing, and preparation of the intergovernmental agreement and service contract for approval by each of the three Village Boards.

Vehicle analysis

Well run police departments require well maintained specialized vehicles with built in inventory redundancies in their fleets to accommodate core emergency responsibilities. Through consolidated operations there is the opportunity to reduce the total inventory required to dispatch police services due to a beat reductions and a sharing of redundant equipment. The following tables provides an illustration on a fleet reductions scenario shrinking the fleet from the current 33 vehicle inventory to 26 vehicles.

Villages of East Dundee, Sleepy Hollow and West Dundee Police Fleets Exhibit A			
Current	East Dundee	Sleepy Hollow	West Dundee
Population	3,000	3,704	7,975
Square Miles	2.7	2.0	2.7
FTE Sworn Personnel	13.8	11.8	19.8
Vehicles			
Chief	1	0	1
Command	2	1	2
Patrol Investigator	7	4	11
Administration	0	1	2
Public Relations	0	1	0
Total Number of Vehicles	10	7	16
Vehicles/1,000 Population	3.33	1.89	2.01
Vehicles/Square Mile	3.7	3.5	5.93
Vehicles/Sworn FTE	.72	.59	.81

¹ Adapted from *Consolidating Police Services: An IACP Planning Approach Executive Brief*, International Association of Chiefs of Police, May 2003, supported by grant from Bureau of Justice Assistance, U.S. Department of Justice

Based on an IGA with West Dundee as the lead agency and having four patrol beats or districts, the proposed fleet size is 26 vehicles:

Villages of East Dundee, Sleepy Hollow and West Dundee Police Fleets Exhibit B	
Chief	1
Patrol	8
Investigator	2
Tactical	2
Command	4
Sergeant	4
CSO	2
Administration	2
Public Relations	1
TOTAL	26

The proposed fleet size of 26 vehicles assumes that several vehicles will be out of service at any given time:

Villages of East Dundee, Sleepy Hollow and West Dundee Police Fleets Exhibit C	
Vehicles/1,000 Population	1.77
Vehicles/Square Mile	3.51
Vehicles/Sworn FTE	0.57

Organization and staffing structure:

The plan suggested for the integrated policing model is flexible but can produce reduced staffing levels of between 5 and 13 full time equivalent positions, with a sworn staffing structure of between 33 and 40 positions, and including the following:

Command:

- Full time Chief: 1
- Full time Lieutenant: 1
- 24/7 Patrol services
 - Supervisory: 1
 - Sergeant required staffing: 5
- Beat officers
 - 4 officers per shift - Required staffing: 20
- 16/7 Tactical unit: Supervisory: 1 sergeant- no relief
- Tactical officer: 1 per shift - required staffing : 3.
- Investigations: Supervisory - 1 sergeant- no relief
- Investigators: 2 officers – no relief
- Admin and Community Service: 4-5 civilians

Budget impact from consolidation

The current year total costs for police services for the three departments are \$5,957,889. There are additional costs for the upkeep of the West Dundee police station which is carried as an element of the buildings and grounds budget. Some additional costs are outside the department budgets for the other two participating departments. This produces a per capita cost of \$405. The integrated policing model has been structured to operate at approximately \$5,200,000 and takes advantage of the lower cost and part time staffing in the participating departments. This budget produces a per capita cost of \$353. Should we apply that figure to the three members the new budget would be allocated as follows:

Member	2010-2011 Budget	Integrated budget at \$352 per capita
East Dundee	\$1,899,282 (\$633 pc)	3000 x \$352 = \$1,056,000
Sleepy Hollow	\$870,000 (\$235 pc)	3704 x \$352 = \$1,303,808
West Dundee	\$3,187,907 (\$400 pc)	7975 x \$352 = \$2,789,600

Since the cost of this policing model is likely unachievable for Sleepy Hollow, an alternative system configuration utilizing part time personnel to police Sleepy Hollow but under the command and control of West Dundee could produce the following:

Sleepy Hollow: Contributed part time labor with 12% benefits - \$235,200

West Dundee: Management and Facilities Fee - \$500,000

Integrated budget: \$5,200,000

Less Sleepy Hollow contribution: \$ 735,200 \$199 per capita

Net remaining: \$4,464,800 \$ 407 per capita

East Dundee share: (27% pop) \$1,205,496 \$402 per capita

West Dundee share: (73% pop) \$3,259,304 \$411 per capita

West Dundee net per capita: \$2,524,304 \$318 per capita after **Sleepy Hollow** contribution

Next Steps

1. Enhance analysis of costs and operational and deployment details
2. Refine field operations plan
3. Develop desired contract services plan including in kind and cash contributions
4. Draft and agree upon contract terms
5. Establish an implementation calendar
6. Launch initiative