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EXECUTIVE SUMMARY

- **This proposal would establish a regional, full-service police department**, consisting of 32 sworn full-time officers and 3 full-time civilian clerical personnel to serve the six combined municipalities and a resident population of 28,708.
- Establishes five (5) new operational units within the police department:
 - **Administration (5)**
 - **Patrol (25)**
 - **Detectives (2)**
 - **Traffic Services (2)**
 - **K-9 (1)**
- Proposed budget provides funding for the all 32 full-time officers beginning in 2017.
 - **Eliminates the use of all part-time officers** - from currently 20 down to 0.
 - Increases patrol coverage to provide **5 to 6 uniformed officers on duty at all times** within the 84.6 square mile boundaries of the six municipalities.
- **Increases the total civilian clerical staff by 2 – to a total of 3.**
- **Reduces the total number of police cars by 5, from 27 down to 22.**
 - Includes funding for re-painting & re-equipping of all remaining marked and unmarked cars.
- **Increases the number of full-time Detective Unit personnel to two.**
- **Establishes a full-time Traffic Services Unit with two officers assigned and a K-9 Unit with one officer assigned.**
- **Includes all initial rental and set-up costs for a new 6,000 to 8,000 square foot regional police department headquarters facility**, which is to be located in the geographic center of the coverage area. Also provides for an 800 square foot sub-station in the western coverage area.
- **Qualifies the new regional department to receive up to \$125,000 in Pennsylvania Regional Police Assistance grants** based on availability and needs assessment.
- **Qualifies the new regional department as a possible “Live Scan” site**, along with receiving applicable grants and state mandated processing fees, under the CPIN fingerprint system now in operation throughout the Commonwealth of Pennsylvania.

INTRODUCTION

The intent of this study is to determine if the Townships of Dallas (DT), Franklin (FT), Jackson (JT), Kingston (KT), and Lehman (LT), along with the Borough of Dallas (DB), all contiguous and located in northern Luzerne County, Pennsylvania would benefit from consolidation by forming a full service regional police department to serve these six communities. The study was initiated at the request of the respective elected officials associated with these municipalities. These officials made their requests via the submission of official “Letters of Intent” to representatives of the Governor’s Center for Local Government Services (hereafter referred to as the GCLGS), located in the Pennsylvania Department of Community and Economic Development (DCED). The letters of intent officially requested that a study be conducted by the GCLGS and, furthermore, recognized that none of the involved municipalities were obligated, or bound, by the results of the study in any way.

Similar community needs and issues, growing cultural diversity, county-wide drug enforcement issues, growing regional and county-wide traffic problems, fiscal constraints and other substantial issues have raised new challenges for municipalities and their police departments. It is often difficult for small agencies with very limited resources to positively impact problems faced in the community. It has become necessary in many locations to consider ways to improve police service while stabilizing future costs. The concept of regional policing is one option that many municipalities in Pennsylvania are now exploring.

Presented in this study is information to help each of these communities make that decision. Information collected and provided by the local officials, the GCLGS, and the participating police Chiefs is used to determine the feasibility and the nature, size and design of the consolidation.

Recommendations are made concerning the organization of a governing body for a regional police commission, organization and staffing levels of the regional police department, an estimated operating budget, and some equitable methods of cost distribution.

Lastly, on behalf of the GCLGS, Chief Joseph L. Kirschner (Ret.), the peer consultant, would like to thank all of the local government officials and the appointed employees of the involved municipalities for their excellent cooperation and assistance in completing the reviews of the associated police departments and municipalities to aid in accessing the feasibility of consolidation. Such cooperation was very appreciated and contributed immensely to the success of this study.

CONSOLIDATED POLICE SERVICES

Definition

Consolidation of police services requires the abolishment of political subdivision boundaries for police services and the unification of existing police forces into one regional police department. The distinctive characteristic of this method of policing is that the operation of the police agency is outside the direct control of any one municipality. The police department operates under the guidance of a newly formed regional police commission consisting of elected officials from each of the participating municipalities.

Legal Authority for Police Consolidation:

Section 5 of Article IX of the Constitution of the Commonwealth of Pennsylvania serves as the legal and constitutional basis for consolidation of police services in the state. Section 5 of Article IX states:

A municipality by act of its governing body may, or upon being required by initiative and referendum in the area affected shall, cooperate or agree in the exercise of any function, power or responsibility with or delegate or transfer any function, power or responsibility to, one or more other governmental units including other municipalities or districts, the federal government, any other state or its governmental units, or any newly created governmental unit.

Act 180, as passed by the General Assembly and signed into law by the Governor on July 12, 1976, serves as the enabling legislation that makes cooperation of public services in the Commonwealth a legal process. Contained in the Act are the provisions for initiating the cooperation and identification of the necessary contents of the agreement.

Section 1202, clause 34 and 35 of the Borough Code; Section 1502, clause 53 and 54 of the First Class Township Code; and Section 702, clause 40 of the Second Class Township Code also bestow authority upon municipal governments to enter into agreements for the purpose of intergovernmental cooperation.

Governing Law:

While there has been no decision to date about whether or not any specific law (such as the Borough Code, Police Tenure Act, Civil Service, and/or others) applies, regional police departments have looked to such acts and codes for guidance and direction in the handling of their affairs.

However, in so doing, they have not been deemed in any fashion to have adopted or become so bound to abide by said acts and codes, by implication or past practice, unless they decide to do so. If such a decision is made, it must be stipulated within the Articles of Agreement or Charter Agreement.

Note: The GCLGS has taken the position that all laws that are uniform and applicable for all classifications of municipalities in Pennsylvania are also applicable for regional police departments.

Expressed Authority:

The newly created police commission should have the expressed authority to conduct business to include, but not limiting itself to, some or all of the following:

- lease, sell, purchase real estate;
- lease, sell, purchase personal property;
- enter contracts for purchase of goods and services, and collective bargaining agreements;
- hire, fire, suspend, promote, demote, discipline, set salaries, and otherwise deal with employees;
- serve as a hearing board for employee grievances;
- establish and maintain bank accounts and other financial accounts;
- invest monies;
- borrow monies;
- establish and fund employee benefit programs, including pension fund, and
- delegate any of its powers, expressed or implied, to the Chief of Police or his/her next in command, at the discretion of the police commission.

ADVANTAGES OF REGIONAL POLICE SERVICES

The general advantages of, and some of the more common arguments for, regional police services are described below. Similar issues arise regardless of the manner in which the agencies may be developed, the geographic conditions or the special composition of the area.

Improvement in the Uniformity and Consistency of Enforcement

Police regulations and local law governing police practices and performance often vary from community to community. The implementation of the regional police department requires the establishment of uniform policies, practices, and regulations. The resulting standardization of law enforcement reduces citizen dissatisfaction and encourages voluntary compliance with the law.

Improvement in the Coordination of Law Enforcement Services

Frequently, criminal investigations and law enforcement activities are limited by jurisdictional boundaries. In a regional police department, geographic boundaries are extended, permitting police officers to focus activity on the source of the disorder, rather than simply addressing the symptoms. Under central leadership and direction, with uniformity of purpose, procedure, records keeping and policy, a regional department eliminates duplication of services and competition between local departments. This results in a more cost effective and efficient use of limited public funds.

Improvement in the Recruitment, Distribution, and Deployment of Police Personnel

Recent statutory requirements regarding the selection, eligibility criteria, initial training, and annual certification of police officers have resulted in increased professionalism in the field. This has consequently resulted in higher wages, increased training costs, and competition between various law enforcement agencies in the recruitment of quality personnel.

Smaller agencies, offering lower salaries and fewer incentives, are often at a disadvantage in the recruitment and retention of quality officers. Consolidation of services across a broader tax base often results in improved recruitment ability.

Law enforcement services should be distributed and deployed based upon justified demand for services. Small departments do not maintain the staffing levels required to meet demands. Regional departments have greater flexibility in the scheduling and distribution of officers necessary to meet service demands, due to increased staffing levels. Where municipalities may currently not be able to provide any local police services or part-time services at best, consolidation may permit several local governments to employ full-time police service through cooperative financing.

Improvement in Training and Personnel Efficiency

Providing proper and necessary police training is mandatory pursuant to Act 120, the Municipal Police Officer Education and Training Law. Annual in-service training includes a minimum of sixteen hours of classroom study, annual qualification with all weapons, CPR and first aid, deadly force and use of force training, and training in hazardous materials operations. At the

current time, the minimum required time for training is nearly forty hours per officer, per year. Small departments find it difficult to meet training requirements and still maintain appropriate staffing levels. When sending an officer for training it often means not providing police patrol during certain periods of the day or paying overtime wages to cover shifts. Officers who do not meet minimum training requirements will be decertified as police officers. Any arrests made by such officers are invalid and municipalities that choose to ignore these provisions may find themselves in court, defending costly litigation. Consolidation often means that more personnel will be available to attend needed training. In many cases, local officers can be certified as instructors, thereby reducing the need to send officers away from the department for training. In addition, vacations, losses due to sick time and work related injury, court appearances, and personal days erode the ability of any department to properly staff its patrol and investigative services. Consolidation allows more flexibility in scheduling for such circumstances.

Improved Management and Supervision

In many small police departments, the chief of police and supervisory officers often function in the capacity of patrol officer, with little time remaining for administration and supervision. They are unable to devote the necessary time to develop and maintain sound management systems. Consolidated departments, depending on size, may permit the chief of police to become a full-time manager, improving the overall function of the department. Consolidated departments are generally better able to offer the salaries and benefit packages, which attract high caliber candidates for the position of chief. Increased efficiency in police administration and management is only one positive result of police consolidation or regionalization.

Reduced Costs

Regionalization of any public sector service usually results in decreased cost to the individual municipalities involved, if the municipality already provided that service. Nowhere is this truer than in the area of law enforcement and police services. There are established minimum costs involved in the development and continued funding of any police department. These costs are centered in the police facility, communications, vehicle fleet, office equipment, records system, and administrative services. There are usually many instances where closely adjoining departments duplicate infrastructure and support services. The duplication of support personnel is also a major consideration. Consolidation results in decreased individual costs by reducing duplication of infrastructure and support requirements within the service area. A study previously conducted by the former Department of Community Affairs has indicated in nine out of ten situations and, if properly managed, **regional departments save an average of 24% when compared to traditional police departments.**

DISADVANTAGES OF REGIONAL POLICE SERVICES

Loss of Local Law Enforcement Services

Police officers in Pennsylvania, as well as in every other state in the U.S., routinely perform many duties, which are not typically considered to be a police function. These duties are generally traditional in the particular community and were assigned to the police department by default - there was no one else available at the time. These miscellaneous duties are still very much a part of the everyday job of a local police officer. Running errands, delivering documents, turning on lights for special occasions, flood watches, parking meter enforcement and repair, school crossing duties, escorts for funerals and issuing permits and licenses are some of the extra tasks “inherited” by local law enforcement. Typically, when consolidation occurs, the police department discontinues many of these tasks.

Loss of Local Control

In the traditional law enforcement situation, where each municipality creates and maintains its’ own police department, the entire governing body is often directly involved in the day-to-day operations of the police agency. Regional police departments are governed by a police commission, which provides broad policy guidance to an administrative chief of police, who is directly responsible for all day-to-day operations of the department. The chief of police has broad authority and responsibility and is accountable to the commission. The commission consists of an established number of representatives from each participating community. Direct political and personal control over the department is considerably reduced.

Loss of Citizen Contact

Occasionally there is a concern that the citizens of a participating community will not have as close a relationship with the members of a regional police department as they do with their “own” officers. If this situation develops, it will be temporary and will exist only until the police officer becomes acquainted with their “new” area. In addition, many of the police officers employed in a regional police department will have served previously in each of the municipalities.

Loss of Position

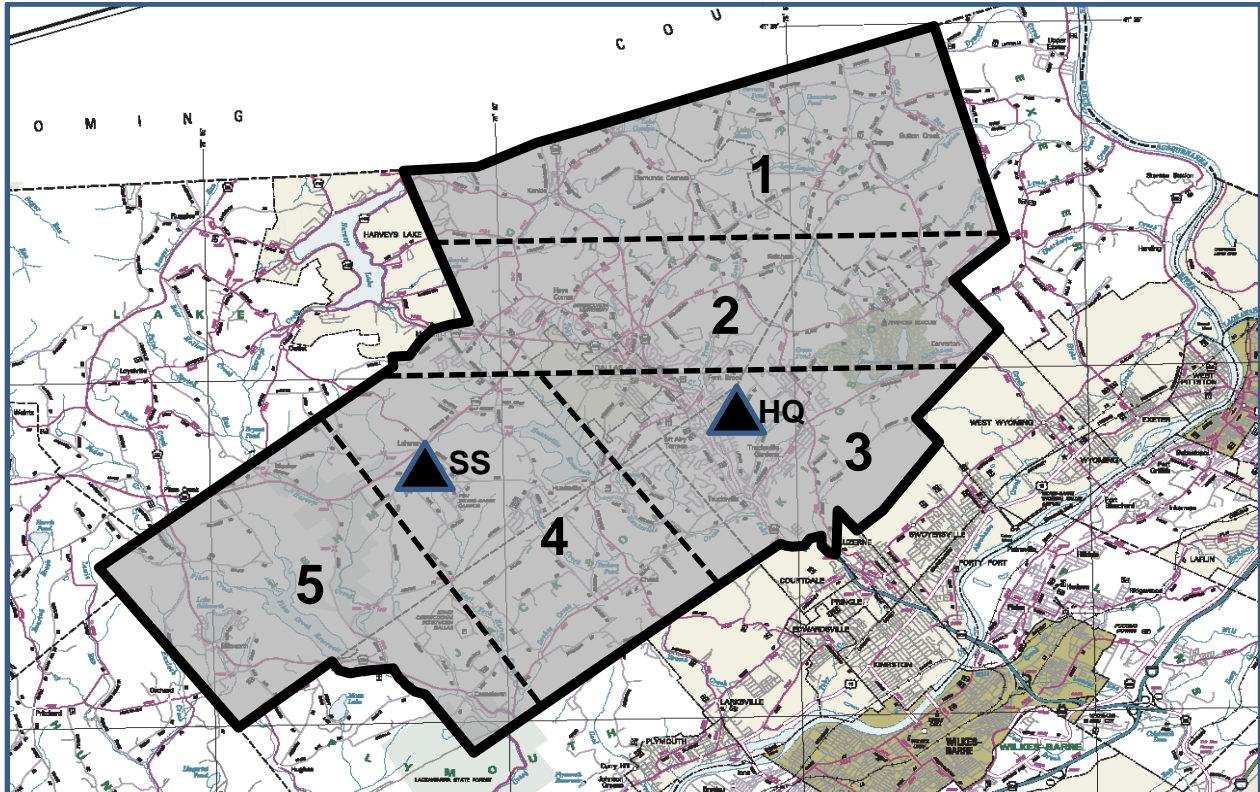
Members of the local police department, current chiefs and elected officials may initially fear a loss of position if regionalization efforts prevail. While it is certainly true that every current chief can’t retain the top position in the consolidated department and that some officers may choose not to participate in the new venture, regionalization is not intended to eliminate individual employment positions. Such concerns can be addressed through negotiations and discussion. In this particular arrangement, however, it is not recommended that any full-time positions be eliminated. All of the current positions should be retained and can be utilized, some under new or different ranks, by the regional department. Furthermore, three new full-time police officer positions would actually be added, along with two new civilian clerical positions.

GENERAL DEMOGRAPHICS OF THE MUNICIPALITIES

Chart 1 provides data on each community and its present police agency, if any. The six communities have a total combined population of 28,708 persons, residing in an area of approximately 84.6 square miles. This equates to an average population density of 340 persons per square mile. However, the population densities in these communities range from a high of 1,168 per square mile in Dallas Borough to a low of 139 per square mile in Franklin Township. These population figures were obtained from each municipality and from the U.S. Census Bureau and are believed to be current and accurate. When viewed independently, the five townships are somewhat similar in size and population density. Dallas Borough is the only borough and, as such, is more densely populated and more built-up. As a rule, lower population densities generate less of a workload for police than higher densities. However, in reviewing the number and types of police incidents, there appears that there almost no differences in the number and types of police services needed by these particular communities. Five municipalities, currently maintain their own police departments, with Franklin Township utilizing only the PA State Police for coverage. The distance between the center of Franklin Township and the PA State Barracks at Shickshinny is approximately twenty (20) miles. Each municipality provides, or makes provisions for, 24 hour police coverage. The five municipalities who currently employ officers have a combined total of 29 full-time officers and 20 part-time officers. Together, this number is the equivalent of 39 full-time officers. However, even with this number, there are only a few supervisory, investigative, or specialty positions among these five departments. As for normal police operations, all the departments provide regular backup and assistance to each other and all operate on the same Luzerne County police radio zone at this time.

Combined, these municipalities have several shopping and business areas, two school districts with several schools, the Wilkes Barre campus of the Pennsylvania State University, Misericordia University, some light industrial and commercial areas, and many residential neighborhoods. Portions of State Routes 29, 118, 309 and 415 are also within their combined borders. They are served by the Lake-Lehman and Dallas School Districts, the Luzerne County District and Common Pleas Courts, and several Back Mountain Regional Fire & EMS stations. The Pennsylvania State Correctional Institution at Dallas (SCI Dallas) is also located within Jackson Township.

REGIONAL POLICE DEPARTMENT
Combined Coverage Area 84.6 Square Miles
& Possible Patrol Zones (1-5)



Combined Area Total = 84.6 Square Miles (sm)

Dallas Borough	(02.4 sm)
Dallas Township	(19.0 sm)
Franklin Township	(12.7 sm)
Jackson Township	(13.4 sm)
Kingston Township	(13.9 sm)
Lehman Township	(23.2 sm)

▲ Indicates Proposed Headquarters (HQ) and Sub-Station (SS) Locations

CHART 1

CURRENT DEMOGRAPHICS OF THE COMMUNITIES

CATEGORY	Dallas Borough	Dallas Twp.	Franklin Twp.	Jackson Twp.	Kingston Twp.	Lehman Twp.	TOTALS
Population	2,804	8,994	1,757	4,646	6,999	3,508	28,708
% of Population	10%	32%	6%	16%	24%	12%	100%
Population Density	1,168	473	139	348	504	151	340
Square Miles	2.4	19	12.7	13.4	13.9	23.2	84.6
% of Square Miles	3%	22%	15%	16%	16%	28%	100%
Housing Units	1,094	3,125	679	1,004	2,923	1,403	10,228
Total Road Miles	18.1	76.2	34.1	35.9	61.7	62.9	288.9
Full-Time Officers	4	10	0	2	10	3	29
Part-Time Officers	6	1	0	5	0	8	20
Total Reported Crimes	18	274	N/A	61	256	102	711
Other Reported Incidents	1,733	1,866	N/A	527	759	1,562	6,447
Police Vehicles	3	9	0	5	6	4	27
PD Clerical Staff	0	1	0	0	0	0	1

POLICE DEPARTMENT BUDGET INFORMATION

As provided by each municipality, the budget information for each police department, for the year of 2015, is listed below. The reported combined total is \$3,102,900.

Dallas Borough	\$280,485
Dallas Township	\$1,142,582
Franklin Township (PA State Police Coverage Only)	\$0
Jackson Township	331,433
Kingston Township	\$1,068,382
Lehman Township (3% added to 2014 reported total)	\$280,018

CRIME STATISTICS & DATA

There are several methods of measuring and evaluating crime in a community. The most common and universal is participation in the FBI Uniform Crime Reporting system (UCR). The UCR's establish a standardized method of collecting and categorizing crime information. The primary objectives of the Pennsylvania Uniform Crime Report (UCR) Program are to inform the Governor, Legislature, and other government officials and the public concerning the crime problem in Pennsylvania and to provide law enforcement administrators with crime statistics for administrative and operational purposes.

Although not designed to be used to compare one agency against another, many police department use the UCR's as a benchmarking process and compare their crime rate with that of other similar communities in their county and region. A high or low crime rate in itself is not a valid tool to measure the effectiveness of a police department, but it may be used to help determine the number of police officers needed in a community. The FBI cites a number of factors that affect the crime rate in a city. These factors include:

- Population density and degree of urbanization
- Composition of population, including number of youth or elderly
- Economic conditions including median income and employment
- Cultural conditions including educational, religious, and recreational issues
- Family conditions
- Citizens attitudes toward crime
- Law Enforcement strength and operational capability
- Administrative and investigative emphasis of law enforcement
- Crime reporting practices of the citizenry
- Regional transportation and highway systems

For the year of 2014, five of the six municipalities reported a combined total of 711 reported crimes. All Part 1 crimes include the eight major offenses of Murder, Rape, Robbery, Aggravated Assault, Burglary, Theft, Auto Theft, and Arson. All other offenses, such as DUI's, Simple Assaults, Retail Thefts, Vandalism, Liquor Law Violations, etc. are listed as Part 2 crimes under the federal and state UCR reporting systems. However, in this study, the data is incomplete. Crime totals for Franklin Township were unavailable from the PA State Police at the time of this study. As a result, crime data comparisons for all six municipalities could not be completely reported.

However, because of many variations which always occur when reporting crimes and calls for service, this study will focus, instead, on the IACP formula based on the average of 550 calls for service per 1,000 residents as the benchmark for projected police staffing needs. This specific formula has found to be a very effective predictor of police staffing levels in several other regional studies conducted by GCLGS and in other locations throughout the country.

In assessing the manpower needs for the new regional department, the available reported crime statistics were carefully considered. In view of the fact that only five of the six

municipalities reported *at least* 711 crimes in 2014 or an average of fourteen (14) crimes each week for a resident population of 28,708, two detective positions are being proposed for the new regional department's staffing. It is recommended that these positions be lateral positions, not promotions, within the department's structure (See Organizational Chart). At the discretion of the Chief, two of the department's officers should be assigned as these full-time detectives. Those two, under the direct supervision of the Administrative Lieutenant, should then be assigned to investigate all reported crimes and other criminal related incidents. If the levels of crime require it, a third detective could be assigned by moving an officer from patrol or from the traffic unit in the future. The specific policies on what cases they should investigate, their schedules, and their on-call status should all be developed within the department's new Policy and Procedure Manual. At least one of the detectives should additionally be trained in juvenile law and juvenile related investigations. At various times, or if needed to provide additional patrol staffing, these detectives could work in uniform, including wearing an identifiable "soft" uniform, if they would be on patrol or be required to enter the schools or would be dealing with children elsewhere in any of the communities.

At least one of these Detectives, and possibly even one patrol officer per squad, should also be selected and specially trained in forensic evidence collection and crime scene investigation. With the rapidly developing advances in the science and technology of forensic evidence, many crimes can be solved if a department commits the resources, training and equipment to properly process crime scenes. Having these trained personnel, along with maintaining a vehicle and a full selection of modern crime scene equipment, should give this department these professional capabilities now and for many years to come.

PROJECTED POLICE STAFFING AND SERVICE NEEDS

Police personnel needs are determined by workload. The workload of a police department is determined by the number of incidents reported to or discovered by police with adequate time allowed for preventative patrol and handling the other administrative tasks associated with municipal policing. It is necessary that appropriate staffing levels be established before making any decision to consolidate police services. Once it is established how many police officers will be needed to adequately service the area under consideration, then it will be possible to determine how much it will cost each community to become part of a regional police effort, and how much service it can expect to receive from the police department.

The formula used by the GCLGS to determine police personnel needs was developed by the International Association of Chiefs of Police (IACP). The formula has been used and applied extensively throughout the Commonwealth by the GCLGS and found to be reliable. However, like most situations where an overall standard is applied to a unique and specific set of circumstances, it is subject to error and should not be considered infallible. The IACP formula is applied on the assumption that 45 minutes is the average time necessary to handle the average police incident.

Serious crimes, especially those involving an arrest or prolonged investigation take considerably longer and minor incidents may take much less time to resolve; but 45 minutes has been found to be a reliable average. It is recommended that only one third of an officer's duty time be taken up with the response to incidents.

An officer needs time to handle equipment service, court appearances, and administrative duties as well as conduct his or her preventative patrols to help insure the safety and well-being of the community. The formula adds a buffer factor to account for these needs. It should be noted that an officer on a small department needs more administrative time since they are usually responsible for more record-keeping tasks than their counterparts in a larger department who have more support staff.

In addition, the formula recognizes that each officer is actually available for duty only 1,702 hours per year when regular days off, vacations, holidays, sick leave, training time, and court time are all considered.

When applied, the calculations derived from the IACP formula only determines the number of officers "on the street" needed to handle calls and incidents and does not include administrators, police supervisors, detectives or other required specialists.

When forming a full service, professional police agency, it is wise to consider this fact when deciding on staffing levels, and including extra manpower for supervisory and investigative duties is recommended, even when officers assigned to these duties must also work the street. It is important that when using this formula, the number of incidents used for the calculations is accurate. If accuracy cannot be completely assured, then a more accurate estimate of the incident level can be determined by applying the standard that approximately 550 police incidents occur for every 1,000 residents in the community or .55 per person. In this particular study, to insure uniformity between all of the municipalities, we have decided that it was best to use this formula, which approximates 550 calls for service per year for every 1,000 residents, as the most dependable.

DETERMINING PATROL FORCE MANPOWER NEEDS

The following is a step-by-step description of the IACP formula with the applicable numbers displayed in Chart 2, which follows the formula's description to arrive at its projected numbers.

Step 1

Determine the number of complaints or incidents received and responded to by the police departments. Complaints or incidents include all forms of police activity where an officer responded and/or took official action. Incidents do not include situations where advice was given over the telephone, delivering messages, handling internal police matters, etc. In most cases a report will be written, coded, assigned an incident number, and then entered into a computer by an officer or clerk after an incident is completed.

Step 2

Multiply the total number of incidents by .75 (45 minutes). It is generally conceded that 45 minutes is the average time required to handle an incident.

Step 3

Multiply by 3 to add a buffer factor and time for preventive patrol. General experience has shown that about one third of an officer's time should be spent on handling requests for service. Other requirements include servicing police vehicles and equipment, personal relief, eating, and administrative duties must be taken into consideration. Time must also be allotted for preventative patrol.

Step 4

Divide the product by 2,920 - the total number of hours necessary to staff one basic one officer patrol unit for one year ($365 \times 8 \text{ hours} = 2,920$). The result of applying the IACP formula establishes the number of patrol units necessary to police the community (not the number of officers, but the number of units). To determine the number of officers required to staff each patrol unit, the assignment/availability factor must be determined. This is accomplished by determining how many hours the average patrol officer is not available for duty on the street and subtracting that time from the patrol unit hours of 2,920.

General Breakdown of Unavailable Hours

Factor	Annual Hours
Regular Days Off (104 / year) or (2 / week)	832
Vacation (19 / year)	152
Holidays & Personal Days (15 / year)	120
Court (5 / year)	40
Training (5 / year)	40
Sick / Injury Leave (2.25 / year)	18
Miscellaneous Leave (2 / year)	16
TOTAL	1218

(2,920 Hours minus 1,218 Non-Available Hours = 1,702 Available Hours)

Step 5

Once the total available hours of the average patrol officer is established, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.72. In other words, it takes 1.72 police officers to staff each patrol unit required to police the community. This does not include administrators, supervisors, investigators, or other specialists, only patrol personnel. Staffing needs can also be estimated by using formulas based on population and on crime statistics. In order to create a professional, “full service” department, the staffing analysis in this case includes recommendations for an administrative command staff including a Chief of Police and two Lieutenants. There would also be a supervisory staff including four (4) Sergeants and an Investigative Unit with two (2) detectives. The remaining twenty three (23) uniformed patrol officers would be assigned to rotating 24-hour patrol squads working 8, 10 or 12 hour shifts, depending on their specific assignment. This would provide a squad of six uniformed officers, a Sergeant and five patrol officers, on duty at all times. Working in a proposed five zone patrol coverage system, these officers would patrol the 84.6 square miles of coverage area in these predetermined patrol zones. At various peak times, one or more additional traffic service officers, and a K-9 officer, would also be assigned to special non-patrol details during their shifts. When doing so, these officers should be used for *many* additional functions within the department. Some of these would include directed high activity patrols, traffic patrols, traffic enforcement details, bicycle patrols, community event coverage, plainclothes operations and so forth. In addition to the aforementioned sworn officers, there is a recommendation for a civilian support staff of three (3) persons serving in various administrative, clerical, data, and lobby/reception positions.

CHART 2

PROPOSED POLICE STAFFING LEVELS

Back Mountain Regional Police Department

Based on IACP Formula of 550 Incidents per 1,000 residents

Category	Combined Totals
Population (2015 provided by the municipality)	28,708
Number of Estimated Incidents (@ 550 per 1,000 residents)	15,790
Time Spent (Multiply above by .75)	11,843
Buffer (Multiply above by 3)	35,529
Staffing (Divide above by 2920)	12.16
Available (Multiply above by 1.72)	20.91
PATROL OFFICERS Needed	21
Detectives	2
Patrol Sergeants	4
Additional Officers (2 Traffic)	2
Lieutenants	2
Chief of Police	1
Total SWORN Police Personnel	32
Administrative Assistant / Clerical Personnel	3
Total <u>Proposed</u> Staffing Levels	35
Sworn FT Police Officers (Increased by 3)	32
Sworn PT Police Officers (Decreased by 20 or 10 FTE)	0
Civilian Clerical Personnel (Increased by 2)	3
Total <u>Current</u> Staffing Levels	40
Sworn FT Police Officers	29
Sworn PT Police Officers (20 PT = 10 Full Time Equivalent)	10
Civilian Clerical Personnel	1

PROPOSED ORGANIZATION OF THE POLICE DEPARTMENT

It is recommended that a regional police department be developed consisting of 35 full-time sworn and civilian employees. This number would include thirty two (32) sworn full-time officers, including a Chief of Police, two Lieutenants, four Patrol Sergeants, two Traffic Officers, two Detectives, one K-9 Officer and twenty remaining uniformed Patrol Officers. The department would also employ three full-time civilian clerical personnel. **With an appropriate four squad schedule, this would provide for at least five to six uniformed officers, with the capability of even more if needed, on duty in the 84.6 square mile area of the six municipalities at all times.** With five primary patrol zones, this would result in a patrol officer being assigned to an area, or patrol zone of approximately 17 square miles, with five additional officers, including the Patrol Sergeant, the Traffic Officers, the K-9 Officer, and the Patrol Lieutenant, all providing additional overlap coverage, supervision and backup when needed. The twenty uniformed patrol officers would be assigned to a rotating schedule which, when combined with the Sergeants, would provide for **minimum** of five to six officer coverage 24 hours per day, even at off peak times. At other peak periods, or those of high activity due to inclement weather, large community events, holidays, etc., all patrols could be supplemented by use of the Administrative staff, the Detectives, the Traffic Officers, by assigned overtime, or by the utilization of some select part-time officers, in lieu of overtime, if preferred.

Based on the population of 28,708, this number of 32 sworn officers would result in a rate of approximately 1.1 officers per 1,000 population. While 32 officers may, at first glance, seem to be a relatively high number of officers for these combined communities, it is actually well below the rate for the entire Commonwealth of Pennsylvania, which are 2.23 officers per 1,000 population. It is also below the rate for the Northeast Common Human Service Region (CHSR), which includes Luzerne County. The rate for this region is 2.01 officers per 1,000 residents. These rates are compiled by the Pennsylvania State Police and were published in the 2014 Pennsylvania Uniform Crime Report.

It is recommended that if a regional department is formed, that it should be governed by a seven member "Regional Police Commission" comprised of elected officials from each member municipality, plus one additional member. The terms of the commission, along with the final number of members, should be specified under the "Articles of Agreement" between the six municipalities. The commission members should be chosen from elected officials, which could include a Commissioner or Supervisor from each township and either the Mayor or a Borough Council member from the borough. In addition, the seventh member could be an "at large" member, serving only a one year term, and appointed from each municipality on a rotating basis. It is further recommended that the six permanent members be selected for a minimum three-year term on the commission. However, as mentioned before, the final number and the exact make-up of the Regional Police Commission should be determined by the participating municipalities.

It is strongly recommended that the regional department be headquartered in a new, modern police facility of approximately 6,000 to 8,000 square feet (SF) in size. Ideally, this facility should be centrally located somewhere in the geographic middle of the six municipalities, and on municipal property if possible. However, if a facility like this exists but is not selected or otherwise obtained, then the rental of a new modular facility would then be recommended. After selecting a suitable location, preferably owned by one of the municipalities, a modular facility of approximately 6,000

to 8,000 SF should be constructed and rented.

Using the IACP recommended baseline of 250 SF per full-time police officer, a total of 8,000 square feet would be the recommended size required for the 32 officers and 3 civilian personnel at this time. However, this size would not provide much additional space for any future additions to this department. Police facilities are generally not recommended to go lower than 250 SF of space per full-time employee for what are considered “headquarters” types of facilities. Headquarters facilities, as this new site would be, are those that house all of the required components of a police department in one facility, including administration, general offices, holding cells, processing areas, interview rooms, evidence rooms, locker rooms, records storage, equipment storage and so forth. Renting an existing police facility, or renting a modular facility of approximately 6,000 to 8,000 square feet from one of the many area manufacturers available under state contract would seem to be the easiest and most cost effective way of providing a new, modern police facility now and for many years to come. At the present time, Kingston Township does have the largest police facility and it is close to the geographic center of the regional coverage area. If the Kingston Township P.D. site would be selected for use, a smaller modular building could be attached to it at a later date, or if it is determined to be undersized for the 32 officers and staff.

The police department administration should hire three full-time civilians to serve in clerical positions in the new department. One person each would serve as an Administrative Assistant for the Chief of Police and Administrative Lieutenant. The other two would serve as secretary/clerks within the department. The administrative assistant would also serve as secretary to the Regional Police Commission for meetings and related correspondence. If time permits, this same person could also help with some of the records keeping, general data entry, and other clerical requirements of the department.

The department's personnel should be scheduled to work so that the most officers are generally available for the shifts when the demand for police services is greatest. In many suburban communities, the day shift, or the commuter and business period from 7:00 AM to 7:00 PM, is generally busier and requires more officers on duty than most night shifts. The specific type and design of a suitable schedule to best serve the six combined municipalities should be worked out in advance of the effective date of the regional department becoming operational. Assistance from the GCLGS is available for this, if required. However, a four squad system, using either an 8 or 12 hour patrol schedule, or even a combination of both, would most likely be recommended. Other factors, like crime and traffic patterns, should also be examined in order to provide the best number of officers on duty when required and to provide proper coverage to all the communities.

The Chief of Police in a regional police department has many more administrative duties than his or her counterparts in single agency departments in cities, boroughs, and townships. In addition to planning, directing, and supervising the activities of the department, the Police Chief of a regional department is also responsible for the financial affairs of the agency. He or she monitors the departments accounts, cash flow and disbursements, and also oversees the payroll process. The chief may also be involved in the administration of the health care plan, other department insurance, and even the pension plan. The hiring of a qualified “Administrative Assistant” for the Chief of Police can provide the Chief with financial experience and technical expertise in those aforementioned areas.

Every effort must be made by the Regional Police Commission to select a Chief with the necessary administrative experience and the fiscal management skills to oversee this type of agency. The Lieutenants and Sergeants will provide administration, supervision and guidance to the operational and support units of the department. These same supervisors will also provide daily patrol and investigative supervision to the various police officers and detectives assigned to them. The investigation of all serious crimes and crimes involving juveniles will be handled by the Detectives, supported by the uniformed patrol officers, and also by the Pennsylvania State Police or the Luzerne County District Attorney's Office, when required.

CHART 3

RECOMMENDED POLICE VEHICLES

(CURRENT TOTAL = 27)

(RECOMMENDED TOTAL = 22)

Ratio = 1.5 Officers per Vehicle

(IACP Recommended Ratio = 1.5 to 2.0 Officers per Vehicle)

Marked Vehicles		Unmarked Vehicles	
Patrol SUV's	5	Administration	3
Patrol Cars	7	Detectives	2
Traffic / K-9 SUV's & Crime Scene Van	3	Unmarked Patrol & Traffic Details	2
Totals	15	Totals	7

CHART 4

PENNSYLVANIA REGIONAL POLICE DEPARTMENT COMPARISON

(Five Regional Police Department's with 25,000 – 35,000 Population Range)

Regional Department	Population	Officers	Square Miles	Municipalities	Officers per 1,000	Cost per Officer
Northern Lancaster County Regional	35,723	26	72.0	3 T	.7	\$128,823
Stroud Regional (Monroe)	34,620	53.5	39.1	2 T & 1 B	1.5	\$140,771
Northern Regional (Allegheny)	34,000	32	52.0	3 T & 1 B	.9	\$152,147
Westtown – East Goshen Regional (Chester)	32,023	33	22.6	3 T	1.0	\$204,246
Back Mountain Regional	28,708	32	84.6	5 T & 1 B	1.1	\$101,097
TOTALS	165,074	176.5	270.3	19	5.2	\$727,084
AVERAGE	33,015	35	54	4	1.1	\$145,417

PROPOSED 2017 OPERATING BUDGET

In order to establish an actual cost for the police department that is structured and staffed as we have suggested, we have prepared a proposed budget for the Regional Police Department. The full budget that appears later in this report is based on an estimated need for thirty two (32) sworn full-time officers, including the Chief of Police, and three (3) full-time civilian clerical positions.

The proposed budget calls for a gross outlay of \$3,235,100 in 2017, or the first full year of expected operation. For this amount, the municipalities would receive a total of 54,464 on-duty service hours (1,702 annually or an average of about 149 officer-hours per day) from the 32 sworn officers, excluding any overtime. This amount of time would provide for a minimum of 5 to 6 officer coverage with, at times, even more officers serving the six combined municipalities. The amount of this budget equates to an hourly cost of \$59.40 per officer to provide all full-time, full-service police operations to all residents, schools, churches, shopping centers, businesses and other persons in the six municipalities. **The annual “cost per officer” would be \$101,097.00.** This is the annual amount needed to pay, equip, train, manage, supervise, and provide clerical support for *each* sworn officer in the department. For comparison, the “Cost per Officer” amount for the similarly sized Northern Regional Police Department in Allegheny County was \$152,147 in 2015.

The salary figures used in the budget are consistent with the anticipated 2017 requirements of the existing labor agreements between five of the six municipalities and their current police officers. The budget used the current highest contractual rates for each current officer category (e.g. Patrolman, Sergeant, etc.) and those anticipated for 2017 as a foundation for the remainder of the proposed budget and related operating costs.

In comparing a regional police budget with that of a typical township or borough, you must be careful to compare actual line item inclusions and costs. Often, items that appear in a regional police budget are not in the budget of a municipality's police agency but are instead found in the administrative budget of the township or borough. Some of these unlisted or “hidden” costs are:

- **Liability Insurance**
- **Workmen's Compensation Insurance**
- **Vehicle and Property Insurance**
- **Medical, Dental, and Life Insurance**
- **Legal Fees & Services**
- **Accounting, Auditing and Financial Services**
- **Building & Maintenance Costs (Rental, Construction or Renovations)**
- **Utility Costs**
- **Conversion Costs (Uniforms, reports, computers, firearms, etc.)**
- **Administrative / Operational Costs**

These costs are taken out of the respective municipal budgets when a regional police department is formed. Therefore, when comparing budgets, it is important that the true cost of police services be determined by apportioning them correctly.

The proposed budget does not include any additional cost reductions that may be realized through intergovernmental cooperation grants or the Regional Police Assistance Program provided by GCLGS. If awarded, any such Federal, State or Local grants would further help to offset some

of these proposed costs and would reduce the budget amount accordingly. It does, however, include many start-up costs, other changes or improvements that may be desired. The proposed, estimated budget has been prepared using the following five general categories as guidelines:

Personnel

This category contains the salaries and related benefits for all 32 sworn and 3 civilian personnel. **The estimated total costs for this category are \$2,759,400, or 85% of the proposed budget.** The pension costs for the regional police department and the non-sworn pension fund will be returned by the municipalities after they receive state aid funds and by any contributions required of the pension plan participant.

The current pension plans for each municipality appear to be adequately funded and should not prove to be a significant impediment to regionalization. Monies were also budgeted for municipal liability and required insurances in the proposed budget.

Some municipalities feel they are adequately covered by their individual policies, and some purchase separate policies for the regional police commission. Also, many regional police departments choose to self-insure for unemployment benefits, and make a yearly contribution to a reserve account. Monies are included for these, depending on which method is selected.

Supplies

Supplies include uniform purchase and maintenance, printing, office materials, postage, and equipment replacement. These are operating expenses only and do not include a complete uniform changeover or weapons change that may be desirable for the regional police department. **The estimated total costs for this category are \$97,000, or about 2% of the proposed budget.**

Support Services

This category includes professional services such as legal counsel and auditing expenses, as well as training, communications, computer services and related expenses. There should be no audit required after the first year of operation, since the yearend audit will occur during the second year but its costs were included in this proposed first year budget. All computer software and radio technical expenses, including county radio fees, are also included in this category. **The estimated total costs for this category are \$101,200, or about 4% of the proposed budget.**

Vehicle Expenses

This category includes the purchase, outfitting, fueling, maintenance, and insurance for the department's police vehicle fleet. The budget provides for standardizing and using the best and newest twenty two (22) vehicles from each department and not purchasing any new vehicles in the first year of operation. Using these twenty two vehicles should provide the solid basis from which to operate and with an adequate number as well. The acceptable ratio of officers per vehicle is 1.5 to 2.0, according to the IACP. If the department is staffed at the proposed number of 32 officers, the number of cars would therefore be recommended at a minimum of twenty two (22) at this time. This would put the ratio at exactly 1.5 officers per car and in the low or "good" end, of the

acceptable range. These cars should include fifteen (15) marked vehicles, including some which will be SUV's for Patrol Supervisory and/or traffic use, and some which can be used for special patrol purposes. The remaining seven (7) unmarked vehicles should be used by the Chief and the Lieutenants as full-time administrative vehicles and also by the Detectives and other officers, as needed, for investigations, traffic patrols, unmarked patrols, court, training, or administrative functions. Raising and keeping the ratio of newer, lower mileage cars usually results in better service, better gas mileage, and lower maintenance costs. It also prolongs the safe and efficient service life of all vehicles. **The estimated total costs for this category are \$175,500, or about 5% of the proposed budget.**

Headquarters Expenses

This category includes all costs associated with the rental of approximately 6,000 square feet of space from Kingston Township, at \$10 per square foot annually, or for renting a similarly sized modular building from a state contract provider. Based on estimates from several such companies, a 6,000 to 8,000 square foot building would rent for about \$5,000 per month, or \$60,000 per year. An additional amount of about \$12,000 would be required for site prep work, signs, etc. This amount comes to \$72,000.00 for the first year of operation. After that, only the \$60,000 annual rental, either to Kingston Township or to the providing company, would be required. An additional amount of \$8,000 has been budgeted for the additional rental of 800 Sf of space, at \$10 per square foot annually, for a western sub-station at the current Lehman Township Police Department. Money has been budgeted for all of these expenses. **The estimated total costs for this category are \$102,000, or about 4% of the proposed budget.**

- **Personnel Costs** **85%**
- **Supplies** **2%**
- **Support Services** **4%**
- **Vehicle Expenses** **5%**
- **Headquarters Expenses** **4%**

CHART 5

PROPOSED 2017 REGIONAL POLICE DEPARTMENT BUDGET

BUDGET CATEGORY	2017 Proposed Amount
Salary of Police Chief	\$80,000
Salary of Lieutenants (2 @ \$65,000 each)	\$130,000
Salary of Sergeants (4 @ \$60,000 each)	\$240,000
Salary of Officers (25 total @ \$55,000 average)	\$1,375,000
Salary of Civilian Staff Personnel (2 Clerks @ \$30,000; Admin Assistant @	\$100,000
Overtime (29 Officers @ \$3,000 average)	\$87,000
Longevity / Other Miscellaneous Contractual Payments (32 @ \$1000 each)	\$32,000
Total SALARY Costs	\$2,044,000
Benefits (Includes all below items for 32 sworn & 3 clerical @ 35% per person)	\$715,400
• Medical / Dental Insurance	<i>Included</i>
• Social Security	<i>Included</i>
• Life Insurance	<i>Included</i>
• Liability Insurance	<i>Included</i>
• Workers Comp Insurance	<i>Included</i>
• Municipal Pension Contributions	<i>Included</i>
PERSONNEL COST TOTALS (85% of Proposed Budget)	\$2,759,400
Uniforms & Related Equipment (32 @ \$1,000 each)	\$32,000
Office Supplies & Equipment	\$20,000
Education & Training (32 @ \$250 each)	\$8,000
Dues, Memberships & Legal Publications (32 @ \$100 each)	\$3,200
Computers, Related Software Migration, Visual Alert Updates, Data Services	\$10,000
Police Equipment (New Purchases, Maintenance and Repairs)	\$25,000
Vehicle Maintenance & Repairs (22 Cars @ \$2,000 each / average)	\$44,000
Vehicle Gas & Oil (22 Cars @ \$4,000 each / average)	\$88,000
Vehicle & Property Insurance	\$25,000
Utilities & Building Maintenance	\$15,000
Crime Prevention & Public Relations Programs	\$1,000
Traffic Unit & K9 Unit Equipment & Maintenance	\$4,000
New Cars – None; (Listed 20 as “Good” & 2 as “Fair” condition by PD’s – all 22	0
Painting, Decaling, & Equipment – 15 Marked @ \$1,000 each; 7 UM @ \$500	\$18,500
Miscellaneous Expenses (Computer Software, Data Services, Duty Ammo, etc.)	\$15,000
Telephones & Related Service Expenses (Includes Postage)	\$7,000
HQ Expenses - \$68,000 for HQ and Sub-Station Rent; \$12,000 for Site Prep,	\$80,000
Legal Services	\$50,000
Accounting, Financial Services & Software (Payroll, Accounts, etc.)	\$30,000
NON-PERSONNEL COST TOTALS (15% of Proposed Budget)	\$475,700.00
TOTAL PROPOSED 2017 REGIONAL POLICE DEPARTMENT BUDGET	\$3,235,100

PROPOSED COST DISTRIBUTION METHOD

There are several methods for the distribution of cost once a budget has been established for a regional police department. Most often in regional departments where the municipalities are similar, the costs are divided equally or proportionally according to population and proposed required staffing and service levels. Some other alternative cost distribution methods are described later in this report. Other factors relating to revenue or use may be incorporated into a formula in an effort to achieve costs that are shared in the most equitable manner. Some of these other factors that are sometimes considered are assessed market valuation of real estate, road mileage, and total taxes collected.

The six municipalities in this study are somewhat different, four being larger, more populated townships, one a more rural township, and one a smaller, but more densely populated borough. However, they are also similar in many ways, including demographics, general types of crimes, geography, school district expenses and procedures, and peak times for calls for police services. In some studies, reported Calls for Service can be examined and can be included as one of the cost distribution factors. However, in reviewing the reported calls for service from the various municipalities, there was both varying and incomplete data. This makes reported calls for service largely unreliable for comparison purposes and are, therefore, not recommended to be included as part of the initial cost distribution formula. However, in future years and under a standardized reporting system used by the new regional department, calls for service should be included as part of the cost distribution factors and the subsequent amount to be paid by each municipality.





As a result, and at this time, the most equitable way of cost distribution for this study seems to be an average of the combination of four other main factors which can be verified and which also directly impact the amount and type of police services that will be required in each municipality. These four are:

- 1) Population**
- 2) Total Crimes**
- 3) Square Miles**
- 4) Total Road Miles (State & Local)**

Other formulas can be determined but the aforementioned method, at least initially, does provide one fair and equitable way of cost sharing based on the amount of police services that is anticipated to be used by each municipality. Each of these numbers can be examined in the 3rd or 4th quarter of each subsequent year to see if this ratio needs to be adjusted, up or down, for any of the municipalities once the regional department has been established. Additional items that could be examined for inclusion in future cost distribution formulas could include Earned Income Tax (EIT) and Property Assessments. Once standardized, the calls for service should be added in future years. The chart on the next page provides a detailed breakdown of the four current categories being recommended as a way to divide the **initial** costs for the operation of this new department.

CHART 6

PROPOSED COST DISTRIBUTION PER MUNICIPALITY Based on average of Population, Total Crimes, Square Miles & Road Miles

Municipality	Total Population	 % Pop	Total Crimes	 % Total Crimes	Square Miles	 % Square Miles	Total Road Miles	 % Road Miles	Average Percent
Dallas Borough	2,804	10%	18	3%	2.4	3%	18.1	7%	5.75%
Dallas Township	8,994	32%	274	38%	19	22%	76.2	26%	29.5%
Franklin Township	1,757	6%	0	0%	12.7	15%	34.1	12%	8.25%
Jackson Township	4,646	16%	61	8%	13.4	16%	35.9	12%	13%
Kingston Township	6,999	24%	256	36%	13.9	16%	61.7	21%	24.25%
Lehman Township	3,508	12%	102	15%	23.2	28%	62.9	22%	19.25%
TOTALS	28,708	100%	711	100%	84.6	100%	288.9	100%	100%

Note – The sum of the four percentages divided by four equates to the Average Percent.

ALTERNATE COST DISTRIBUTION METHODS

The immediate concern, after a budget has been developed, is a method of determining how much of the total cost will be paid by each municipality. Some of the more common factors which have been used in developing a cost distribution program are as follows:

1. Population

Population is often used as the sole factor for cost distribution. The primary responsibility of any police department is to protect the public and render service. Population is a very reliable factor, especially if the US census figures are current and used. It is important that the source for population figures used to determine cost distribution be reliable.

2. Land Area and Mileage

Population, when combined with land area and/or road mileage adds another dimension to the impact of people on police services and law enforcement. The distribution of population over an area (density factor) can affect the policing needs of that area. The miles of road that must be patrolled or traveled to serve the residents directly impacts upon the department.

3. Property Value

Assessed valuation of real property can be used in conjunction with population as a formula for cost distribution. The combination links two components that are any police agency's primary goal: to protect life and property. Assessed market value is determined at the local level through county assessment.

4. Revenue and Taxes Collected

The percentage of distribution of total municipal revenues and taxes collected reflect the wealth of a community. Plan "D" on the following page of cost distribution analysis adds the factor of "total taxes collected" which is very similar to the Assessed Market Valuation Factor.

5. Police Protection Unit

The Northern York County Regional Police Department uses a "police protection unit" concept in determining cost shares for each municipality. A police protection unit consists of ten hours of service each week or one quarter of the amount of time available from one officer. Each community purchases the number of units it desires, and therefore, has direct control over the amount of and cost of police services it receives. Each municipality determines, in advance of the budget year, how many units of ten-hours-a-week it desires in the coming year. A separation of administrative costs from direct service costs occurs in the Northern York Regional Police cost assessment method. In reality, each community pays a percentage share equal to the proportional share of the total units purchased.

With all of the above methods of cost distribution, the main point that must be kept in mind is that the levels of service is commensurate to the share of percent of budget being paid by each municipality. In other words, a regional police department with a complement of 21 sworn officers could ostensibly provide 1,680 hours of police service per officer or 35,280 hours annually. (21 officers x 1,680 hours = 35,280)

If community "X" pays 10% of the regional police budget, it would be entitled to receive

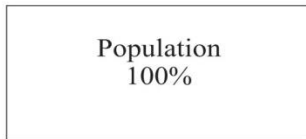
10% of the department's services, or 3,528 hours of service annually.

If community "Y" pays 50% of the regional police budget, that community will be paying five times the amount as community "X", and therefore, it is entitled to five times the hours of service, or 17,640 hours of annual service.

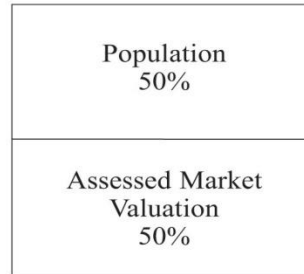
Community "Y" with 17,640 hours of service would have an officer in their community at all times, while community "X" with 3,528 hours of police service for their year would not. In essence, each community should receive the amount of service for which it pays. Please refer to the next page for the graphics for the previously mentioned methods of cost distribution.

Example Plans for Cost Distribution

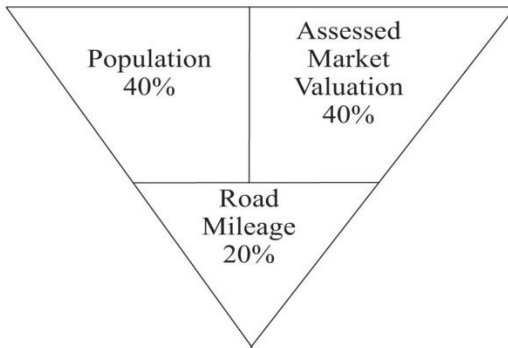
Plan A



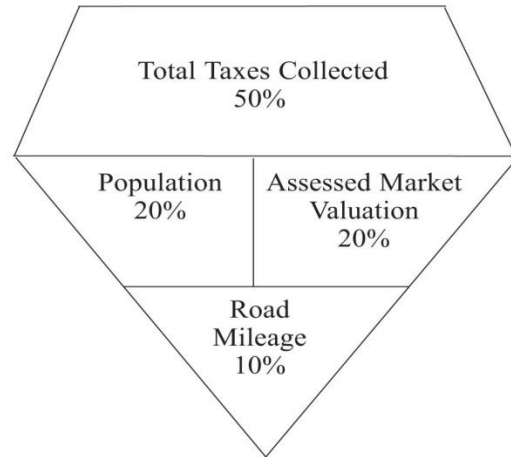
Plan B



Plan C



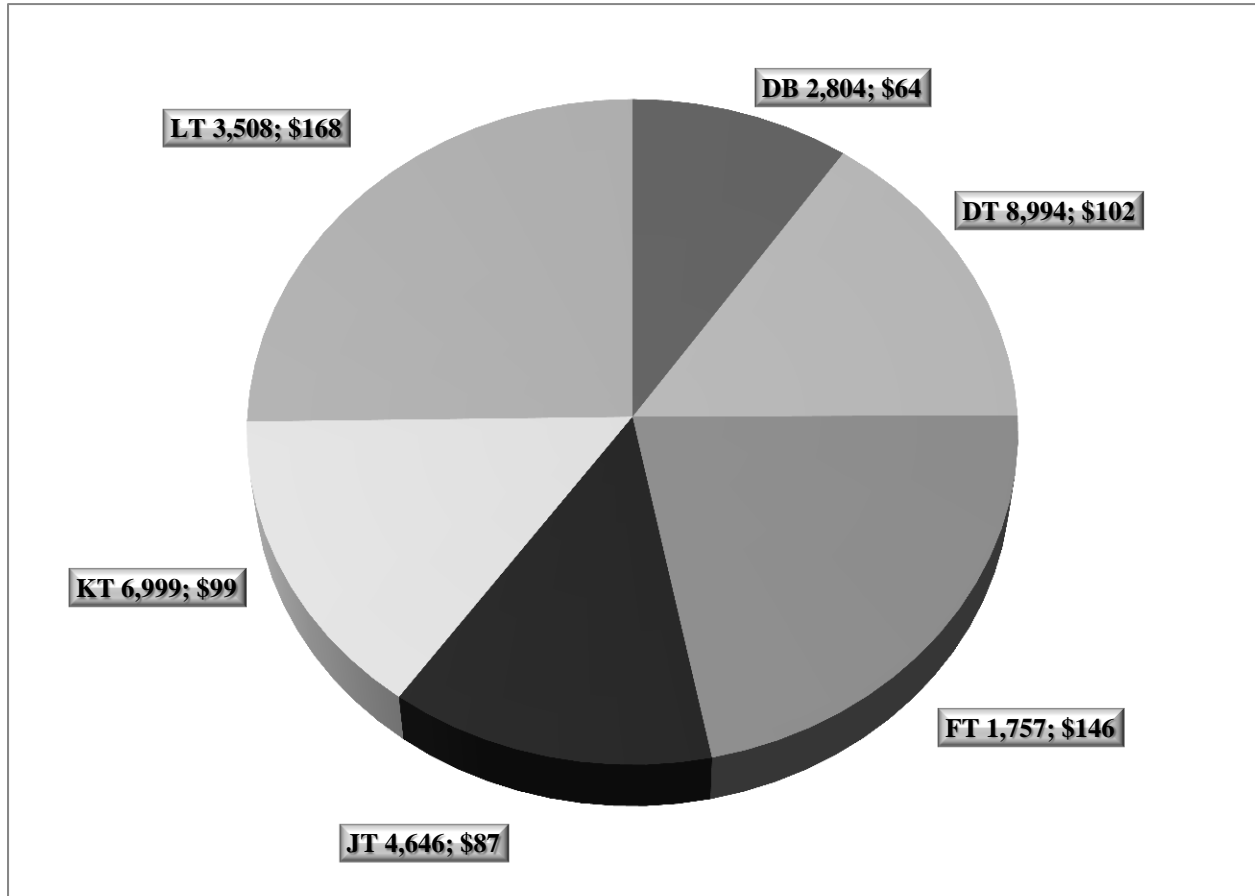
Plan D



COST DISTRIBUTION PLAN B - APPLIED TO THREE EXAMPLE COMMUNITIES

Community	(1) Population	(2) Percent of Total	(3) Times 50%	(4) Market Value Property	(5) Percent of Total	(6) Times 50%	(7) Total % Share Columns 3 & 6	(8) Cost Share of Total Budget
A	19,500	57.02	28.51	\$22,500,000	54.09	27.04	55.55	\$680,592
B	4,500	13.16	6.58	4,200,000	10.09	5.05	11.63	\$142,490
C	10,200	29.82	14.91	14,900,000	35.82	17.91	32.82	\$402,107
Totals	34,200	100.00	50.00	\$41,600,000	100.00	50.00	100.00	\$1,225,188

CHART 7
ESTIMATED YEARLY PER CAPITA COST
AVERAGE = \$106



DAILY PER CAPITA COSTS

Dallas Borough (DB)	.18
Dallas Township (DT)	.28
Franklin Township (FT)	.40
Jackson Township (JT)	.24
Kingston Township (KT)	.27
Lehman Township (LT)	.46

CHART 8

ADJUSTED FINAL COSTS PER MUNICIPALITY

Municipality	Regional % Share	2015 PD Current Budget & % of 2015 Total	2017 PD Regional Budget & % of 2017 Total	Minus \$125,000 State Grants	2017 Projected Final Cost	2015 to 2017 Projected Difference
Dallas Borough	5.75%	\$280,485 9%	\$186,018 5.75%	-\$7,188	\$178,830	-\$<u>101,655</u>
Dallas Township	29.5%	\$1,142,582 37%	\$954,355 29.5%	-\$36,875	\$917,480	-\$<u>225,102</u>
Franklin Township	8.25%	\$0 (PSP)	\$266,896 8.25%	-\$10,312	\$256,584	+\$256,584
Jackson Township	13.0%	\$331,433 11%	\$420,563 13%	-\$16,250	\$404,313	+\$72,880
Kingston Township	24.25%	\$1,068,382 34%	\$784,512 24.25%	-\$90,313*	\$694,199	-\$<u>374,183</u>
Lehman Township	19.25%	\$280,018 9%	\$622,756 19.25%	-\$32,062*	\$590,694	+\$310,676
TOTALS	100%	\$3,102,900	\$3,235,100	-\$193,000	\$3,042,100	-\$<u>60,800</u>

CHART 9

BACK MOUNTAIN REGIONAL POLICE DEPARTMENT PROPOSED ORGANIZATIONAL CHART



CONCLUSION AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout this study *strongly* supports our recommendation that the six municipalities should combine their resources and create a new regional police department for the “Back Mountain” area of Luzerne County. The consolidation of the separate police departments will result in the following major improvements in the delivery of police services.

- The ability to establish a uniform and consistent police enforcement program throughout the region which comprises all six contiguous, comparable municipalities and would employ 32 full-time sworn officers and 3 full-time civilian clerical personnel in this endeavor.
- The ability to utilize police personnel more effectively by staffing and deploying officers based upon geography, workload, calls for service patterns, crime trends, etc.
- The ability to provide more efficient and effective police services by eliminating the duplication of many services, facilities, and items of equipment that currently exists.
- The ability to conduct more thorough investigations by the creation of a full-time Detective Division. Included in this expansion will be two full-time detectives / juvenile officers. Being free from any regular patrol duties, these detectives will have more time to receive more specialized training and develop expertise in juvenile investigations, school crimes, crime scene investigations, forensic technology, as well as drug and gang related investigations.
- The ability to utilize many special units, plainclothes units, traffic enforcement details, and others to address special challenges and needs as they arise in each community with the flexibility that a larger force provides to its citizens.
- Eliminates the use of all part-time personnel that are being used by most of the departments at this time. This should eliminate all of the costs associated with these part-time personnel as well, along with providing better training, supervision, and management for the thirty two (32) full-time personnel being recommended for employment.

The following facts regarding the consolidation of police departments reinforce our recommendation for consolidation of the departments serving these six contiguous municipalities.

- The National Advisory Commission on Criminal Justice Standards and Goals notes in Standard 5.2 that every state and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. **It also notes, that, at a minimum, police agencies that employ fewer than ten sworn employees should consolidate for improved efficiency and effectiveness.**
- Pennsylvania adopted in its Pennsylvania police standards for the improvement of police services Standard 6.4 which notes that where appropriate to do so, police

departments should consolidate to improve efficiency and effectiveness but in no case should an arbitrary limit or agency size be imposed, and in no case should individual agency members lose salary or status as a result of such consolidation.

- According to a U.S. Department of Justice study published in 2011, Pennsylvania currently has around 965 municipal (local) police departments serving a population of approximately 12.7 million. This is the highest number of municipal police departments in the United States. Even the state of Texas, which is almost six times larger in area than Pennsylvania, has only about 788 local police departments, and for a total population of approximately 26.9 million. Over 83% of Pennsylvania's full-time police departments have less than ten officers. Small agencies generally lack the resources to provide adequate continuous patrol and an ability to provide a full range of police services. **A consolidated regional police department eliminates duplication, better utilizes resources, provides better training, and is better able to respond to area-wide problems.**
- A study titled *"A Review of the Northern York County Regional Police Department"*, completed in 1989 by the Pennsylvania Department of Community Affairs, concluded that the regional police department was providing a higher level of service at a significantly lower cost by using less personnel and resources. The average citizen in the communities served by the Northern York County Regional Police Department paid 25.6% less for police services than did the citizens served by their own department in the model communities. (Reference DCA Bi-Monthly Publication Volume 2- No. 3, August, 1989). This fact was recently affirmed through another DCA study conducted using data from 1996.

In 2007 a study titled *"A Comparative Review of a Regional Police Department and Traditional Police Departments"* was completed by the Pennsylvania Department of Community and Economic Development. This study focused on the West Hills Regional Police Department in Cambria County. Again, DCED concluded that the regional police department was providing a higher level of service at a significant lower cost. The average citizen in the communities served by the West Hills Regional Police Department paid 24.2% less for police services than the citizens served by their own police agencies in the model communities. A copy of these reports is available upon request.

We commend the elected officials from the six municipalities for looking into the possibility of consolidation of police services. We know that intergovernmental cooperation in municipal policing is probably more difficult to achieve than any other municipal service. The President's Commission on Law Enforcement Administration of Justice Task Force Report on Police states:

"The political and social pressures linked to the desire for local self-government offers the most significant barrier to the coordination and consolidation of police services".

Similar internal opposition has occurred with nearly every major change in policing since the turn of the century. Today, testing and selection policies, police academy training, and modern telecommunication systems which dispatch police departments for entire counties are taken for granted as indispensable to a modern police force, but all of these developments were accepted only after a hard fought battle. If the municipalities continue to be interested in a regional police department after review of this study, then we recommend that public hearings be set up to explain the proposal to local residents and police officers. This report does not cover all of the factors regarding the implementation of a regional police department.

The municipalities will have to address other issues such as the final selection of a police chief, development of the articles of agreement, police pension issues, facility improvement, selection or construction, and the negotiation of a new police labor contract. However, in our view, enough information has been developed in this report to allow the interested municipalities to make an informed decision on whether or not to proceed with this project. Should the communities desire to do so, the GCLGS can offer assistance in addressing all of the remaining issues.

OPTIONS FOR FUTURE POLICE SERVICES

Based on the results of this study, the following are some options and recommendations made for each municipality with regard to their continuing need to provide police services.

- Establish a new regional police department between the six municipalities as per the general recommendations of this study, *or...*
- Remain in operation, as at the present time, as the small, some part-time police departments operating in their own respective municipalities, *or...*
- Regionalize between two, three or more of these municipalities, even if the desired six municipality agreement cannot be completed, *then...*
- Have the newly formed regional department provide police services, on a full-time or part-time contractual basis, to any remaining municipality that does not join the regional department.

Regional Police Implementation Flow Chart

DATE:
Recommendation Presented to the Participating
Municipalities

One Municipality Rejects Recommendations
No Further Action Needed

DATE:
The Six Municipalities Accept the Recommendations

DATE:
Governing Bodies Apply for a SMS Grant and/or a
Regional Policing Grant

DATE:
Governing Bodies Appoint a Regional Police
Commission

DATE:
Police Commission Prepares for Implementation -
Minimum Requirements Listed on Pages F-1, F-2, and
F-3 of Regional Police Services in Pennsylvania

DATE:
Governing Bodies Accept Plan

DATE:
Solicitor Reviews and Approves Agreement

DATE:
Police Agency Begins Operation

Comment: While this implementation process may also seem overwhelming to some, please keep in mind that technical assistance and guidance provided by the GCLGS will assist the regional police study committee in developing all aspects of implementation.

MUNICIPAL ASSISTANCE GRANT PROGRAM

This grant program is administered by the Governor's Center for Local Government Services. Grant funds are usually used to finance up to 50% of the total project cost. Any group of two or more municipalities, or a body authorized to act on behalf of two or more municipalities is eligible to apply for the funds. Police eligible activities include regional police departments, municipal police agencies providing contractual police services or a related intergovernmental police service to another municipality. Eligible activities may include: Start-up costs for small regional police agencies, new or used equipment purchased by regional police departments or contractual police departments and the cost of police personnel that may provide police services to one or more communities. Grant applications are received year-round and grant awards are made each month during the year. For applications and program information, contact the Governor's Center for Local Government Services, Ron Stern, at our toll free number 1-888-223-6837, or email rstern@state.pa.us.

REGIONAL POLICE ASSISTANCE GRANT PROGRAM

This grant program is administered by the Pennsylvania Commission on Crime and Delinquency (PDDC). The purpose of this grant is to improve the delivery of public safety services through intergovernmental cooperation, by facilitating the formation of full-time, full service regional police departments.

The Articles of Agreement, between municipalities forming a regional department, must be executed in order to be eligible to apply for funding. New departments may be considered for up to three years of funding to support the police chief's salary and benefits according to the following:

- First year, a maximum of 50% of the chief's salary, not to exceed \$50,000.
- Second year, a maximum of 50% of the chief's salary, not to exceed \$50,000.
- Third year, a maximum of 50% of the chief's salary, not to exceed \$50,000.

Continuation applications are required each year, and continued funding in years two and three is contingent upon acceptable performance in previous year(s) as well as the availability of funding. For applications and program information, contact Robert Ardner, Pennsylvania Commission on Crime and Delinquency, 717-265-8456, rardner@pa.gov.

PENNSYLVANIA LAW ENFORCEMENT ACCREDITATION PROGRAM

The Pennsylvania Chiefs of Police Association introduced the Pennsylvania Law Enforcement Accreditation Program to the Commonwealth in July 2001. Since then, over 300 law enforcement agencies have enrolled and 102 law enforcement agencies have attained accredited status.

Accreditation is a progressive and time-proven way of helping institutions evaluate and improve their overall performance. The cornerstone of this strategy lies in the promulgation of standards containing a clear statement of professional objectives. Participating administrators then conduct a thorough analysis to determine how existing operations can be adopted to meet these objectives. When the procedures are in place, a team of independent professionals are assigned to verify that all applicable standards have been successfully implemented. The process culminates with a decision by an authoritative body that the law enforcement agency is worthy of accreditation.

The Pennsylvania Law Enforcement Accreditation Program was designed and developed by professional law enforcement executives to provide a reasonable and cost effective plan for the professionalization of law enforcement agencies within the Commonwealth. The underlying philosophy of the program is to have a user-friendly undertaking for the departments that will result in a “success” oriented outcome.

Your law enforcement peers want the program to be consistent and achievable for all types and sizes of law enforcement agencies within the Commonwealth. That perspective has been used in the development of the program and in its implementation. Regardless of the size of your agency your department can successfully undertake and complete the Pennsylvania Law Enforcement Accreditation Program of the Pennsylvania Chiefs of Police Association.

Of course there will be complex work involved, but that is true of any professional project that is worth accomplishing. However, the Commission members, the accreditation staff, and the accreditation coalition support groups in various parts of the state are in place to assist you and your personnel with the process leading to accredited status and the Commission recognition and certification.

It is the goal of the Pennsylvania Law Enforcement Accreditation Program to be affordable, Pennsylvania-specific, and user-friendly. They will continue to endeavor to accomplish those purposes for the law enforcement agencies of the Commonwealth of Pennsylvania.

The program can be broken down into three phases.

Phase One – Application:

The police department and local government officials make the joint decision to pursue police accreditation. Together, you notify the accreditation staff at the Pennsylvania Chiefs of Police Association via a Letter of Intent. Staff then provides all materials to begin the

accreditation process. Not only does the agency receive the manuals, but also organizational materials such as labels for the accreditation folders and a software tracking program. A video is included to assist you in concisely explaining the program to your agency staff. A free training class is also available for newly appointed Accreditation Managers and their Chief. There is a one-time fee of \$100 to participate in the Pennsylvania Law Enforcement Accreditation Program. This payment should accompany the Letter of Intent.

Phase Two – Self-Assessment:

The Accreditation Manager will begin the process internally by performing a self-assessment of the agency. This begins as an exercise in comparison. The Accreditation Manager will compare how the current policies comply with the program's 123 standards. Most agencies will discover that they are closer to compliance than anticipated.

When the agency has completed the self-assessment phase, it will want to host a mock-assessment. This is a final review to ensure a smooth assessment in phase Three. Staff is available throughout the process, offering support and guidance to ensure every agency's success. In addition, several localized coalitions have been formed by Accreditation Managers to assist one another. There is also a state coalition that can be very helpful.

Phase Three – Formal Assessment:

The final phase of the accreditation process is the Commission assessment. Trained assessors will do an on-site, two day review of agency files ensuring compliance with all standards. Please note that the assessment is a success oriented process.

Your accredited status will remain valid for a three years period. With accredited status, your agency may experience insurance savings; stronger community relations; and increased employee input, interaction and confidence in the agency.

For program information, contact Richard E. Hammon, Pennsylvania Accreditation Coordinator, Pennsylvania Chiefs of Police Association, 3905 N. Front Street, Harrisburg, PA 17110, telephone 717-236-1059, or email rhammon@pachiefs.org.

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