PENNSYLVANIA, BUILT TO ADVANCE

Chester County Regional Police Study

Honey Brook Borough
Honey Brook Township
West Brandywine Township

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Governor's Center for Local Government Services
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INTRODUCTION

The intent of this study is to determine if the Townships of Honey Brook (HBT) and West Brandywine (WBT), along with Honey Brook Borough (HBB), all contiguous and located in northern Chester County, Pennsylvania would benefit from consolidation by forming a full service regional police department to serve these three 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, cultural population 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 regional 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

Arguments against consolidation of municipal police services are basically the same. Similar issues arise regardless of the manner in which the agencies may be developed the geographic conditions or the special composition of the area.

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 not is recommended that any full-time positions be eliminated. All of the current combined five full-time positions should be retained and can be utilized, some under new or different ranks, by the regional department. Furthermore, several new full-time police officer positions would actually be added, along with one new civilian clerical position.

GENERAL DEMOGRAPHICS OF THE MUNCIPALITIES

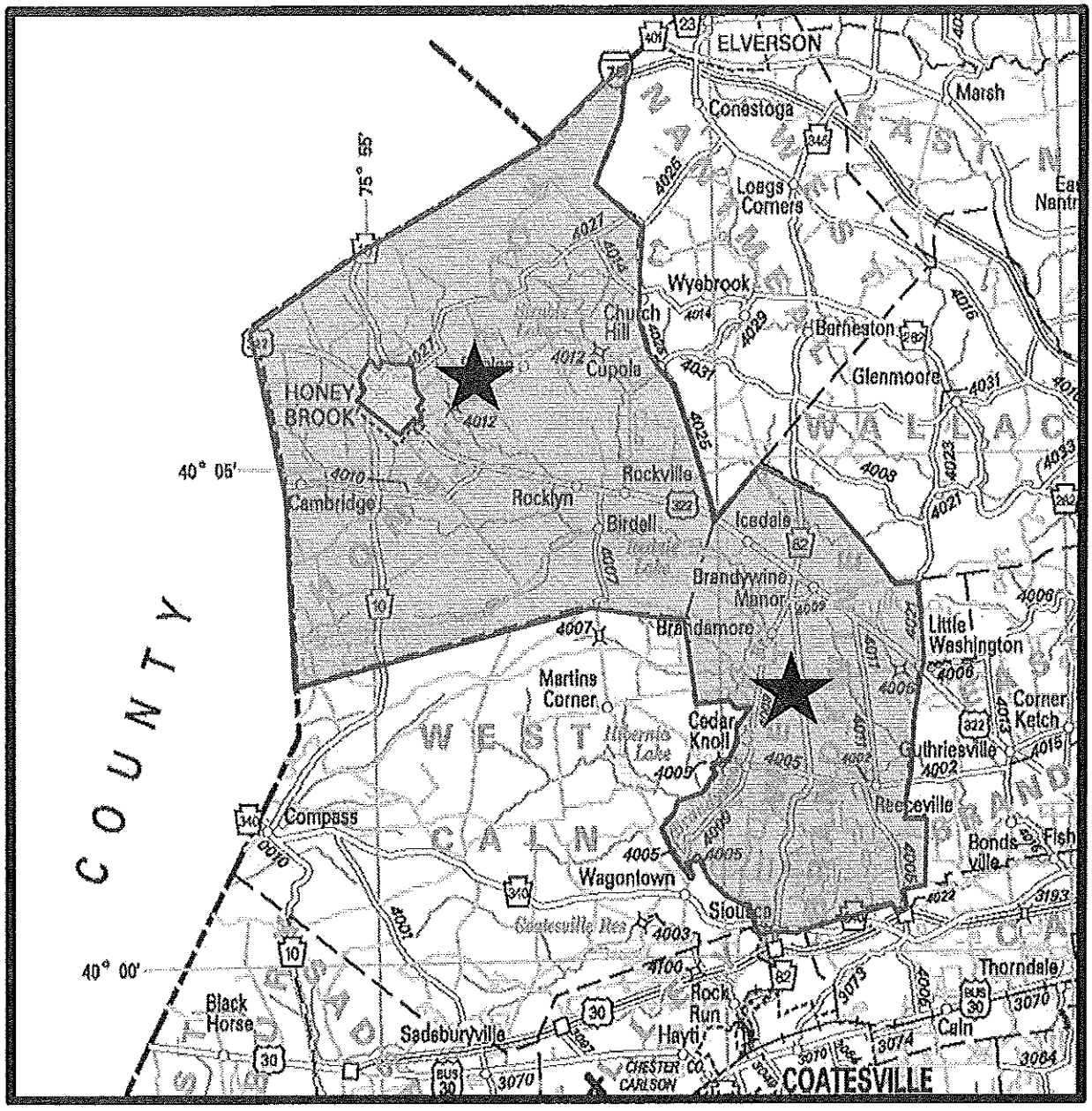
Chart 1 provides data on each community and its present police agency, if any. The three communities have a total combined population of 16,795 persons, residing in an area of approximately 38.6 square miles. This equates to an average population density of 435 persons per square mile. However, the population densities in these communities ranges from a high of 3,984 per square mile in Honey Brook Borough to a low of 306 per square mile in Honey Brook 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 three municipalities are all very similar. Honey Brook Borough is the only borough and, as such, is more densely populated and more built-up. As a rule, higher population densities generate more of a workload for police than do lower densities. In reviewing the reported crimes from Honey Brook Borough, only sixty three were reported for 2013. These numbers, even from a part-time department as HBB is, do not seem to be a significant factor in any future law enforcement projections. One other municipality, West Brandywine Township, currently maintains their own police department. West Brandywine Township provides 24-hour police coverage in the township with a compliment of four full-time and seven part-time officers. Honey Brook Township currently has no police department and relies solely on the Pennsylvania State Police for all of its police coverage. The two municipalities who currently employ officers have a combined total of five full-time and eleven part-time officers. Together, this number is equal to 10.5 full-time officers. With this number relatively small number, there are only a few supervisory positions among these two departments. As for normal police operations, both departments provide regular backup and assistance to each other and both operate on the same Chester County police radio zone at this time.

In later sections of this report, adjustments were made to the reported population of Honey Brook Township to account for the large number of Amish families who reside in the township. Because of their religious beliefs and cultural differences, the Amish do not rely or utilize many government services, including police, to the extent that a non-Amish population would do. A recent survey, conducted by the Honey Brook Township administration, showed that approximately one-half of their resident population of 7,647, or about 3,823 persons are Amish. Therefore, for the staffing, budgeting and cost distribution formulas in the remainder of this report, DCED used only the non-Amish population figure of 3,824 for Honey Brook Township instead of the initial reported total population of 7,647.

When combined, these three municipalities have several shopping and business areas, some schools, and some light industrial and commercial areas, along with several residential neighborhoods. Portions of State Routes 10, 82 and 322 are within their combined borders. They are both served by Chester County District Court 15-3-06, along with several area fire and EMS services.

West Brandywine Township is part of the Coatesville Area School District while Honey Brook Borough and Honey Brook Township are part of the Twin Valley School District.

REGIONAL POLICE DEPARTMENT
Coverage Area
★ Indicates Headquarters and Sub Station Locations



Combined Area Total = 38.63 Square Miles (sm)

Honey Brook Borough	(0.43 sm)
Honey Brook Township	(25.0 sm)
West Brandywine Township	(13.2 sm)

CHART 1

CURRENT TOTAL DEMOGRAPHICS OF THE COMMUNITIES

CATEGORY	HBB	HBT	WBT	TOTALS
Population	1,713	7,647	7,435	16,795
% of Population	10.2%	45.5%	44.3%	100%
Population Density	3,984	306	563	435 Average
% of Population Density	82%	6%	12%	100%
Square Miles	.43	25.0	13.2	38.63
% of Square Miles	1%	65%	34%	100%
Total Road Miles	5.82	74.1	41.79	121.71
% of Total Road Miles	4.8%	60.9%	34.3%	100%
Full-Time Officers	1	0	4	5
Part-Time Officers	4	0	7	11
Total Crimes	63	N/A	417	480
# of Vehicles	1	0	7	8
PD Clerical Staff	0	0	1	1

POLICE DEPARTMENT BUDGET INFORMATION

As provided by each municipality, the budget information for each police department **for the year of 2014** is listed below:

- **Honey Brook Borough = $117,262 (Part-Time Coverage Only; +/- 56 Hours Weekly)**
- **Honey Brook Township = $0 (PA State Police Coverage Only)**
- **West Brandywine Township = $910,478 (Full-Time Coverage; 168 Hours Weekly)**

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 2013, two of the three municipalities reported a combined total of 480 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 crime data is incomplete. The crime totals for West Brandywine Township (417) are accurate since they are compiled and reported by their own full-time police department. For Honey Brook Borough, they reported only 63 total crimes. These, however, are crimes reported only when any borough officers, full-time or part-time, were on duty. They report approximately 56 hours of coverage per week, or only about 33% of the time. The remainder of the crimes in Honey Brook Borough, along with all of those reported in Honey Brook Township, were reported to and compiled by the PA State Police. Those numbers of reported crimes were unavailable from the PA State Police at the time of this study. As a result, crime data comparisons for the three municipalities could not be correctly examined and, therefore, were not included or used for any calculations or comparisons in this study.

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 two of the three municipalities (HBB and WBT) reported *at least* 480 crimes in 2013, or about 9 crimes each week for their combined population of 9,148, one detective position is being proposed for the new regional department's staffing. It is suggested that this position be a lateral position, not a promotion, within the department's structure (See Organizational Chart). At the discretion of the Chief, one officer should be selected and then assigned as a detective. That Detective, under the direct supervision of the Chief and also the Sergeants, should then be assigned to investigate all reported crimes and other criminal related incidents. If the levels of crime subsequently require it, a second, or even a part-time detective can be assigned by moving an officer from patrol when needed. The specific policies on what cases the Detective should investigate, his/her schedule, and his/her on-call status should all be developed within the departments new Policy and Procedure Manual. The detective should additionally be trained in juvenile law and juvenile related investigations. At various times, or if needed to provide additional patrol staffing, the detective could work in uniform, including sometimes wearing an identifiable "soft" uniform, if he/she would be required to be on patrol or otherwise required to respond to calls for service, provide backup to other units, or to enter any schools or would be dealing with juveniles elsewhere in any of the communities.

Additionally, the Detective, and possibly even one or two other patrol officers, should 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 officer resources, training and equipment to properly process crime scenes. Having trained personnel, along with 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 those 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 X 8 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 and responsive department, the staffing analysis in this case includes recommendations for a Chief of Police, two Sergeants, and one Detective / Officer. The remaining nine (9) uniformed Patrol Officers would be assigned to rotating 24-hour patrol squads working either 8 or 12 hour shifts. This would provide a squad of two uniformed officers, plus a Sergeant, on duty at most higher activity times. Working in a two or three patrol zone coverage system, these officers would patrol the 38.6 square mile coverage area in these predetermined patrol zones. In addition to the aforementioned sworn officers, there is a recommendation for a civilian support staff of two (2) civilian employees serving in various administrative, clerical, data, and lobby/reception positions.

CHART 2
PROPOSED POLICE STAFFING LEVELS
for the
Honey Brook – West Brandywine Regional Police Department

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

Staffing Category	Totals with Amish Included	Totals without Amish (-3,823)
Population (2014 as provided by the municipality)	16,795	12,972
Number of Estimated Incidents (@ 550 per 1,000 residents)	9,237	7,135
Time Spent (Multiply above by .75)	6,928	5,351
Buffer (Multiply above by 3)	20,784	16,054
Staffing (Divide above by 2920)	7.11	5.49
Available (Multiply above by 1.72)	12.2	9.4
PATROL OFFICERS Needed	**12**	**9**
Detective / Officer	1	1
Patrol Sergeants	2	2
Additional Patrol Officers	0	0
Lieutenant	0	0
Chief of Police	1	1
Total SWORN Police Personnel Recommended	**16**	**13**
Administrative / Clerical Personnel	2	2
Total *Proposed* Staffing Levels	**18**	**15**
Sworn Full Time Police Officers	16	13
Sworn Part Time Police Officers	0	0
Civilian Clerical Personnel	2	2
Total *Current* Staffing Levels	11.5	N/A
Sworn Full Time Police Officers	5	N/A
Sworn PT Police Officers (11 or 5.5 Full Time Equivalent)	5.5	N/A
Civilian Clerical Personnel	1	N/A

PROPOSED ORGANIZATION OF THE POLICE DEPARTMENT

It is recommended that a regional police department be developed consisting of 15 full-time employees. This number would include thirteen (13) sworn full-time officers, including a Chief of Police, two Patrol Sergeants, one Detective, and nine (9) uniformed Patrol Officers. The department would also employ two full-time civilian clerical personnel. **With an appropriate four squad schedule, this would provide for at least two to three uniformed officers, with the capability of even more if needed with overtime, on duty in the 38.6 square mile area of the three municipalities at most times**. With two main patrol zones, this would result in a patrol officer being assigned to an area, or patrol zone, to be determined by population and service needs, along with the on-duty Sergeant, plus the Detective, and at times the Chief, providing additional overlap coverage, supervision, and backup assistance when needed.

Based on the revised, non-Amish, population of 12,972, this number of 13 sworn officers would result in a rate of approximately 1.0 officers per 1,000 population. While 13 officers may, at first glance, seem to be a relatively high number of officers for these combined, somewhat rural communities, it is actually ***well below*** the rate for the entire Commonwealth of Pennsylvania, which is 2.2 officers per 1,000 population. It is also ***below*** the rate for the Southeast Pennsylvania Common Human Service Region (CHSR), which includes all of Chester County. The rate for this region is 1.7 officers per 1,000, excluding the City of Philadelphia. These rates are compiled by the Pennsylvania State Police and are published in the annual Pennsylvania Uniform Crime Reports.

It is recommended that if a regional department is formed, that it should be governed by at least a three member "Regional Police Commission" comprised of elected officials from each member municipality. The terms of the commission, along with the final number of members, should be specified under the "Articles of Agreement" between the three municipalities. The commission members should be chosen from elected officials, which would include a Supervisor from each township and either the Mayor or a Borough Council member from the borough. It is further recommended that the 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 recommended that the regional department be headquartered in a new, modern police facility of at least 4,000 square feet (SF) in size. Since the current police headquarters located in West Brandywine Township is relatively new (built in 2002), very well-equipped, and is more than 6,000 square feet in size as presently configured, this would make an ideal location for the headquarters of the new regional department and is strongly recommended to be used as such.

Using the IACP recommended baseline of 250 SF per full-time police employee, a total of about 4,000 square feet would be the ***minimum*** size required for the 13 officers and 2 civilian personnel at this time. The overall size of the 6,000 square feet West Brandywine Township facility would also provide space for additional officers or staff should they may be added in the future. Police facilities are not recommended to go lower than 250 SF of space per full-time employee for what are considered "headquarters" types of facilities, as this would be.

Headquarters police facilities are those that house all of the required components of a police department in one location, including administration offices, general offices, holding cells, processing areas, interview rooms, evidence rooms, locker rooms, records storage, equipment storage, vehicle garages, parking areas, and so forth.

The police department administration should hire two 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 would assist with the more business related matters such as accounting, payroll, revenue disbursement, and so forth. The other would serve as a secretary/clerk within the department. The administrative assistant would also serve as secretary to the Regional Police Commission for monthly meetings and all related official correspondence. If time permits, the Administrative Assistant could also help with some of the records keeping, general data entry, and other clerical requirements of the department. Two clerical employees would reduce the amount of time that officers would spend on data entry and related clerical duties. They would, in fact, allow the sworn officers to spend more time on patrol and would maximize their visibility in the communities and their response time to all calls for service.

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 three 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 insurances, and sometimes even the pension plan. The aforementioned hiring of a qualified "Administrative Assistant", preferably with a business or accounting background, can provide the Chief and the department with the needed experience and expertise in those 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 Sergeants will provide administration assistance, supervision and general guidance to the officers and staff of the department. The investigation of any serious crimes, or crimes involving juveniles, will be handled by the Detective, supported by the uniformed patrol officers, and by the Pennsylvania State Police or the Chester County District Attorney's Office, when required.

CHART 3

RECOMMENDED POLICE VEHICLES
(CURRENT TOTAL = 8)
(RECOMMENDED TOTAL = 8)

Ratio = 1.62 Officers per Vehicle
(IACP Recommended Ratio = 1.5 to 2.0 Officers per Vehicle)

Marked Vehicles		Unmarked Vehicles	
Patrol SUV's	2	Administration	1
Patrol Cars	3	Detective	1
		Unmarked Patrol & Traffic Details	1
Totals	5	Totals	3

CHART 4

PENNSYLVANIA REGIONAL POLICE DEPARTMENT COMPARISON

(Nine Regional Police Department's with 12,000 – 18,000 Population Range)

Regional Department	Population	Municipalities	Sworn Officers	Square Miles	Officers per 1,000 Population
SW York Regional	18,163	3T/1B	14	69.8	.8
NW Lancaster Regional	17,000	2T	17.5*	48.0	1.0
Mifflin County Regional	16,480	3T/1B	12	91.0	.7
SW Fayette Regional	13,861	3T/6B	15*	91.0	.92
Susquehanna Regional (Lancaster County)	13,700	2T/1B	14.5*	45.0	1.1
HB – WB Regional	**12,972**	**2T/1B**	**13**	**38.6**	**1.0**
Northern Berks Regional	12,690	2T/1B	13	30.8	1.0
SW Mercer Regional	12,500	1T/2B/1C	24.5*	34.5	2.0
Buffalo Valley Regional (Union County)	12,200	1T/1B	17*	17.4	1.4
AVERAGES	14,821	3.7	17.5	51.8	1.1

Chart average without SW Mercer (Farrell City Included) is 1.0 / 1,000
Average for SE Pennsylvania region is 1.7 / 1,000 (without Philadelphia)
Average for the Commonwealth of Pennsylvania is 2.2 / 1,000

PROPOSED 2016 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 thirteen (13) sworn full-time officers, including the Chief of Police, and two (2) full-time civilian clerical positions.

The proposed budget calls for a gross outlay of $1,783,600 in 2016, or the first full year of expected operation. For this amount, the municipalities would receive a total of 22,126 on-duty officer service hours (1,702 annually or an average of about 61 officer-hours per day) from the 13 sworn officers, not including any overtime. This amount of hours would equate to a minimum of 2 to 3 officer coverage with, at times, even more officers serving the three combined municipalities. The amount of this budget equates to an hourly cost of $80.61 per officer to provide all full-time, full-service police operations to all residents, schools, churches, shopping centers, businesses and other persons in the three municipalities. **The annual "cost per officer" would be $137,200.00.** 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 larger, but also Chester County based Westtown - East Goshen Regional Police Department, was reported at $187,000 in 2014.

The salary figures used in the budget are consistent with the anticipated 2016 requirements of the existing labor agreements between two of the three municipalities and their current police officers. The budget used the current highest contractual rates for each officer category (e.g. Patrolman, Sergeant, etc.) and those anticipated for 2016 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 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 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 13 sworn and 2 civilian personnel. **The estimated total costs for this category are $1,404,200, or 79% 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 polices 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 $49,000, 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 year end 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 $106,400, or about 6% 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 six (6) vehicles from the two existing departments and then also purchasing two (2) new vehicles in the first year of operation. Using this total of eight (8) 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 13 officers, the number of vehicles would therefore be recommended at a minimum of eight (8) at this time. This would put the ratio at 1.62 officers per car and in the lower end of the acceptable range. These cars should include five (5) 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 such as inclement weather conditions. The remaining three (3) unmarked vehicles should be used by the Chief, the Detective and by 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. It is generally recommend that a police department replace about 25% of its fleet each year. Based on eight vehicles, the department should plan a capital outlay of $70,000 each subsequent year, and should replace at least two vehicles annually. If the department is maintained at 13 officers and 8 vehicles, this process should maintain the fleet in good working condition. **The current estimated total costs for this category are $156,000, or about 9% of the proposed budget.**

Headquarters Expenses

This category includes all costs associated with the initial rental of approximately 4,000 square feet of required space, in the current West Brandywine Township police facility at a rate of $10 per square foot per year to be the headquarters of the regional police department. An additional amount of $5,000, is allotted to rent approximately 500 square feet of space from Honey Brook Township to house a sub-station for the regional department. An additional amount of about $23,000 has also been budgeted for new signs for both sites, along with utilities costs, maintenance costs, telephones, and so forth. **The estimated total costs for this category are $68,000, or about 4% of the proposed budget.**

CHART 5

PROPOSED 2016 REGIONAL POLICE DEPARTMENT BUDGET

BUDGET CATEGORY	2016 Proposed Amount
Salary of Police Chief	100,000
Salary of 2 Sergeants (2 @ $85,000 each)	170,000
Salary of 10 Officers (2 Current @ $75,000 each & 8 New Officers @ $60,000 each)	630,000
Salary of Staff Personnel (1 @ $25,000 and 1 @ $30,000)	55,000
Overtime (12 @ $3,000 each)	36,000
Longevity / Other Contractual Payments	12,000
Total SALARY Costs	1,003,000
Benefits (Includes all below items for 13 sworn & 2 clerical @ 40% per person)	401,200
• Medical / Dental Insurance	*Included*
• Social Security	*Included*
• Life Insurance	*Included*
• Liability Insurance	*Included*
• Workers Comp Insurance	*Included*
• Municipal Pension Contributions	*Included*
PERSONNEL COST TOTALS (79% of the Proposed Budget)	$1,404,200
Uniforms & Related Equipment (13 @ $1000 each)	13,000
Office Supplies & Equipment	10,000
Education & Training (13 @ $200 each)	2,600
Dues, Memberships & Legal Publications (13 @ $100 each)	1,300
Computers, Related Software Migration, Visual Alert Updates, Data Services	5,000
Police Equipment (New Purchases, Maintenance and Repairs)	10,000
Vehicle Maintenance & Repairs (8 Cars @ $2,000 each / average)	16,000
Vehicle Gas & Oil (8 Cars @ $4,000 each / average)	32,000
Vehicle / Property Insurance	25,000
Utilities & Building Maintenance	10,000
Crime Prevention & Public Relations Programs	2,500
Traffic Enforcement Equipment & Maintenance	1,000
New Cars – Two Proposed @ $35,000 each (8 Listed as "Good" by all PD's – 6 to be used)	70,000
Painting, Decaling, & Equipment – 5 Marked @ $2,000; 3 UM @ $1000 each.	13,000
Miscellaneous Expenses (Computer Software, Data Services, Duty Ammo, etc.)	10,000
Telephones & Related Service Expenses (Includes Postage)	8,000
Headquarters Expenses ($45,000 for Rent & $5,000 for Signs at WBT & HBT Sub-station)	50,000
Legal Services	60,000
Accounting, Financial Services & Software (Payroll, Accounts, etc.)	40,000
NON-PERSONNEL COST TOTALS (21% of the Proposed Budget)	379,400
TOTAL PROPOSED 2016 REGIONAL POLICE DEPARTMENT BUDGET	**$1,783,600**

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 three municipalities in this study are somewhat different, two being larger, more rural townships, compared to one 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 probable peak times for calls for police services. In some studies, reported crimes can also be examined and can be included as one of the cost distribution factors. However, in reviewing reported crimes from the various municipalities, there was incomplete data. This makes reported crimes largely unreliable for comparison purposes and are, therefore, not recommended to be included as part of the initial cost distribution formula. Likewise, the types and methods of reporting calls for service differed between the municipal departments and also from those used by the PA State Police. This, also, made calls for service unreliable for comparison purposes for this study. However, in future years and under a standardized reporting system, ***crimes and total calls for service*** should certainly 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 three 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 three are:

1) Population
2) Square Miles
3) 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. The calls for service can, and should, be continued in future years, once a standardized formula for reporting them is established within the regional department. The chart on the next page provides a detailed breakdown of the three current categories being recommended, ***along with one based on population only***, as possible ways to fairly distribute the costs for the operation of this new department.

CHART 6

PROPOSED COST DISTRIBUTION PER MUNICIPALITY

Based on

***Option # 1** (An Average of Population, Square Miles & Road Miles) -*

Municipality	Total Population	% Pop ↓	Square Miles	% Square Miles ↓	Total Road Miles	% Road Miles ↓	Average Percent
HBB	1,713	13.2%	.43	1%	5.82	4.8%	6.3%
HBT	3,824	29.5%	25.0	65%	74.1	60.9%	51.8%
WBT	7,435	57.3%	13.2	34%	41.79	34.3%	41.9%
TOTAL	12,972	100%	38.63	100%	121.71	100%	100%

***Option # 2** (Population Based Only) –*

Municipality	Population	% of Population
HBB	1,713	13.2%
HBT	3,824	29.5%
WBT	7,435	57.3%

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)

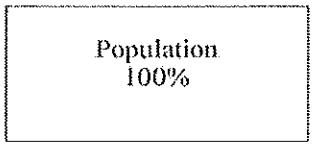
If community "X" pays 10% of the regional police budget, it would be entitled to receive 10% of the department's services, or 3,528 hours of service annually.

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.

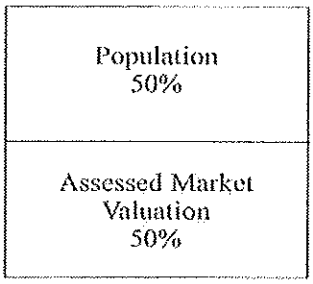
Community "Y" with 17,640 hours of service would have an officer in their community at all times, while community "X" with 3,528 hours of police service for their year would not. In essence, each community should receive the amount of service for which it pays. Please refer to the next page for the graphics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

Example Plans for Cost Distribution

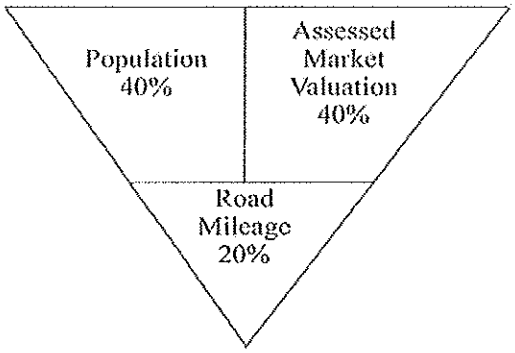
Plan A



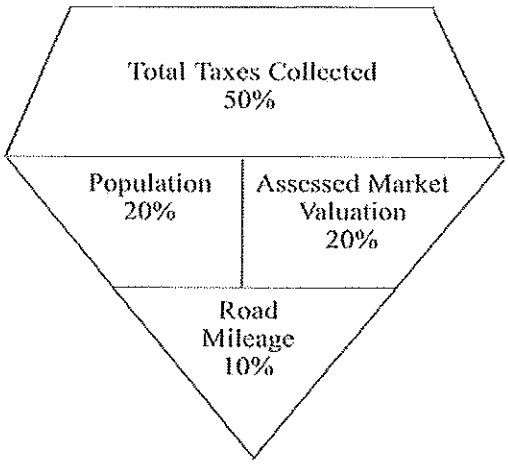
Plan B



Plan C



Plan D



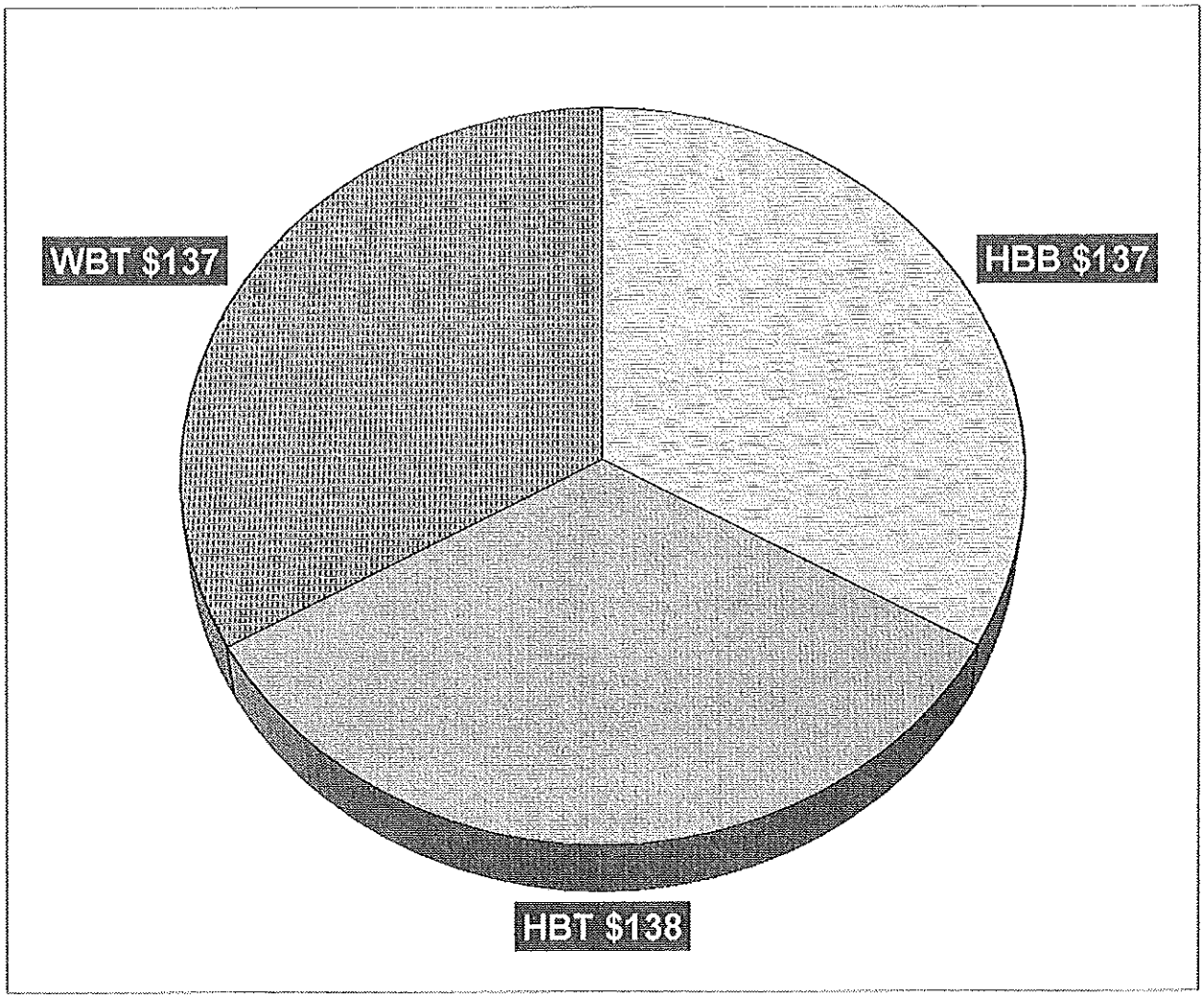
COST DISTRIBUTION PLAN B - APPLIED TO THREE EXAMPLE COMMUNITIES

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	$680,692
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

YEARLY PER CAPITA COST BASED ON POPULATION SHARE ONLY

AVERAGE = $137



DAILY PER CAPITA COSTS BASED ON POPULATION

.38 CENTS PER DAY

CHART 8

ADJUSTED FINAL COSTS PER MUNICIPALITY

OPTION # 1 (Combination of Population, Square Miles, & Road Miles) -

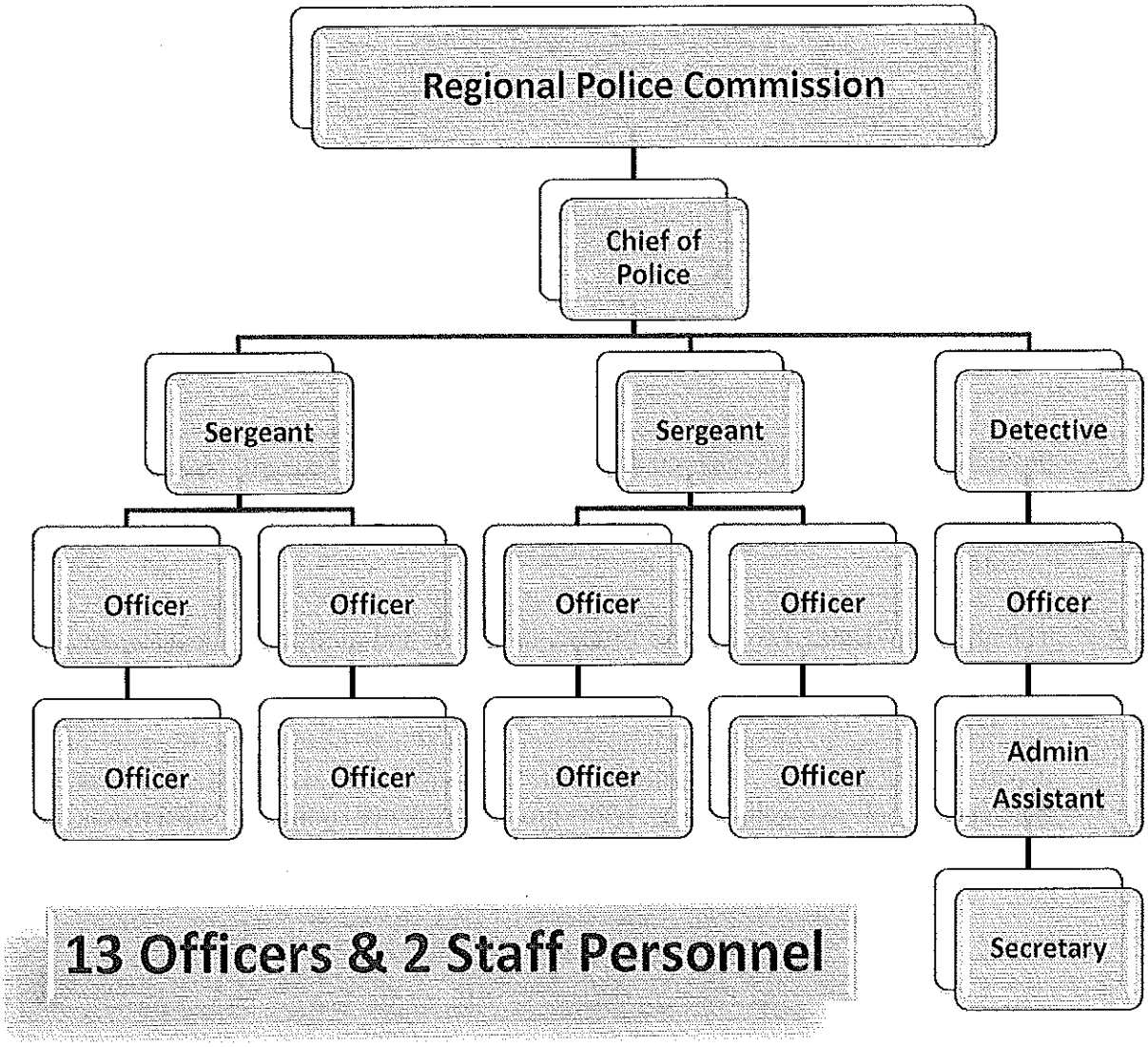
Municipality	2015 Regional % Share	2014 Current PD Budget	2016 Regional PD Budget	PD Rental Income	Projected Final Total Cost	2014 to 2016 Difference
HBB	6.3%	$117,262	$112,367	$0	$112,367	-$4,895
HBT	51.8%	$0	$923,905	-$5,000	$918,905	+$918,905
WBT	41.9%	$910,478	$747,328	-$40,000	$707,328	-$203,150
Totals	100%	$1,027,740	$1,783,600	-$45,000	$1,738,600	+$710,860

Option # 2 (Population Based Only) -

Municipality & Population	2015 Population Share	2014 Current PD Budget	2016 Regional PD Budget	PD Rental Income	Projected Final Total Cost	2014 to 2016 Difference
HBB 1,713	13.2%	$117,262	$235,436	$0	$235,435	+$118,174
HBT 3,824	29.5%	$0	$526,162	-$5,000	$521,162	+$521,162
WBT 7,435	57.3%	$910,478	$1,022,002	-$40,000	$982,002	+$71,524
Totals 12,972	100%	$1,027,740	$1,783,600	-$45,000	$1,738,600	+$710,860

CHART 9

HONEY BROOK – WEST BRANDYWINE 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 three municipalities should combine their resources and create a new regional police department for this area of northern Chester County, Pennsylvania. 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 three contiguous, comparable municipalities and would employ 13 full-time sworn officers and 2 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 services, facilities, and items of equipment that currently exists.

- The ability to conduct more thorough investigations by the creation of a Detective position. Being free from any regular patrol duties, the detective will have more time to receive specialized training and to develop expertise in juvenile investigations, school crimes, crime scene investigations, forensic technology, interviewing, and drug related investigations.

- The ability to deploy two to three officers on a shift and to provide adequate coverage and services to all three communities.

- Eliminates the use of all part-time personnel that are being used by two of the departments at this time. This will eliminate all related costs associated with these part-time personnel as well, along with providing better training, supervision, and management for the thirteen (13) full-time personnel that are being recommended for the department.

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

- Pennsylvania currently has approximately 1,000 municipal police departments serving a population of approximately 10 million. The State of Texas, which is almost six times larger in size than Pennsylvania, has only about the same number of local police departments, about 1,010 local police departments, for a population of almost 25 million. Over 60% of Pennsylvania's full-time police departments have less than five officers. Small agencies generally lack the resources to provide adequate patrols or the ability to provide a full range of other police services. **A consolidated regional police department eliminates duplication, better utilizes resources, provides better training, and is better able to understand and 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 three 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 location, 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 options and recommendations are made for each municipality with regard to their continuing need to provide police services.

- Establish a new regional police department between the three 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...***

- Consolidate or provide a contractual arrangement between two or three of these municipalities, even if the desired three municipality regional arrangement cannot be fully developed.

REGIONAL POLICE IMPLEMENTATION FLOW CHART

DATE:
Recommendations Presented to
the Participating Municipalities

One Municipality Rejects
Recommendations
No Further Action Needed

DATE:
The Three Municipalities
Accept Recommendations

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

DATE:
Governing Bodies Appoint
Regional Police Commission

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

Governing Bodies Reject Plan
No Further Action Needed

DATE:
Governing Bodies Accept Plan

DATE:
Solicitor Reviews and Approves Agreement

DATE
Police Agency Begins Operations

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 is administered by the Governor's Center for Local Government Services through a funding program provided by the Pennsylvania Commission on Crime and Delinquency. The purpose of this grant program is to improve the delivery of public safety services, through intergovernmental cooperation, by facilitating the formation of full-time, full-service police departments. Minimum staffing requirement is a full-time chief and five full-time patrol officers. The program provides financial aid for a period of up to three years, for the start-up, of consolidated police departments. PCCD will allow existing regional police departments that bring on a new municipality to apply for a percentage of the total budget of the municipality joining the regional police department to cover the police chief's salary/benefits up to a maximum of $150,000. Funding levels for Regional Police Assistance Grant Projects will be awarded on a decreasing cost basis according to the following:

- First year, a maximum of 75% of the project costs.
- Second Year, a maximum of 50% of the project costs.
- Third year, a maximum of 25%, of the project costs.

Applications will be required each year, and continued funding in years two and three will be contingent upon acceptable contract performance in previous year(s) as well as the availability of state and federal funding. Applications for funding are received and considered for funding on a yearly basis. 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 335 law enforcement agencies have enrolled and 96 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 Joseph C. Blackburn, Pennsylvania Accreditation Coordinator, Pennsylvania Chiefs of Police Association, 3905 N. Front Street, Harrisburg, PA 17110, telephone 717-236-1059, or email jblackburn@pachiefs.org .

EXECUTIVE SUMMARY

- **This proposal would establish a regional police department,** consisting of 13 sworn full-time officers and 2 full-time civilian clerical personnel to serve the three combined municipalities and a resident population of 12,972, excluding the Amish population of 3,823 in Honey Brook Township.

- Establishes three (3) new operational units within the police department:
  - **Administration (3)**
  - **Patrol (11)**
  - **Detective (1)**

- Proposed budget provides funding for the all 13 full-time officers beginning in 2016.
  - **Eliminates the use of all part-time officers** - from currently 11 down to 0.
  - Increases patrol coverage to provide **2 to 3 uniformed officers on duty** within the 38.6 square mile boundaries of the three municipalities.

- **Increases the total civilian clerical staff by 1 – to a total of 2.**

- **Maintains the total number of police cars at 8.**
  - Includes funding for re-painting & re-equipping of all remaining marked and unmarked cars.
  - Provides for five (5) marked and three (3) unmarked police vehicles.
  - Provides for the purchase of two (2) new police vehicles in 2016.

- **Provides complete funding to assign one (1) specially trained Detective to investigate all crimes and criminal related incidents**.

- **Includes all rental and set-up costs for a new 4,000 square foot regional police department headquarters facility**, to be located in West Brandywine Township. Additionally, an approximate 500 square foot regional police sub-station will also be located in the Honey Brook Township municipal building to serve that area.

- **Qualifies the new regional department to receive Pennsylvania Regional Police Assistance grants** based on availability and needs assessment.

- **Qualifies the new regional department as a possible future "Live Scan" site,** along with receiving applicable grants and state mandated fees, under the CPIN fingerprint system now in operation in Pennsylvania, once a fee system is initiated in Chester County.

NOTES