

REGIONAL POLICE STUDY

KULPMONT BOROUGH AND MOUNT CARMEL TOWNSHIP, NORTHUMBERLAND COUNTY, PENNSYLVANIA

SEPTEMBER 2022

**Governor's Center for
Local Government Services**
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EXECUTIVE SUMMARY

- This proposal would establish a regional police department consisting of 8 full-time Police Officers, 2 part-time Patrol Officers, 2 part-time School Resource Officers, and 1 part-time Secretary, to serve the two primary municipalities and the one contracted municipality, with their current combined population of 5,818.
- Establishes five new operational units within the police department:
 - **Administration** – 1 Chief of Police
 - **Patrol** – 1 Sergeant, 6 Full-Time Officers, 2 Part-Time Officers
 - **Schools** – 2 Part-Time School Resource Officers
 - **Investigations** – 1 Detective (Use of a trained Patrol Officer as needed)
 - **Clerical / Records** – 1 Part-Time Secretary
- Proposed budget provides funding for all 12 full-time and part-time officers and 1 part-time secretary beginning in 2023, or the first full year of operation.
 - **Increases patrol coverage to 2 officers on duty, for 24 hours each day**, with even more officers available for duty during heavier peak times or during any emergency situations, if needed.
 - Provides for the use of two part-time Police Officers to be assigned to patrol duty with each working approximately 24 hours per week.
 - Provides for two part-time School Resource Officers for the school year, each working 1,440 hours during the school year (180 days x 8 hours). Both positions fully reimbursed by the School District.
- **Decreases** the total number of police vehicles from the current 7 to 5.
 - Includes funding for re-painting & re-equipping of the 5 best marked and unmarked vehicles which will be retained by the two departments and then re-assigned to the regional department.
- **Includes all costs and annual rental costs** for use of the existing 1,440 square foot regional police headquarters at the Mount Carmel Township municipal complex for use as the new Regional PD Headquarters.
- Qualifies the new regional Police Department to receive various Federal, State and/or County Regional Police Assistance grants.

INTRODUCTION

The intent of this study is to determine if Kulpmont Borough and Mount Carmel Township, (with a current contract to cover Marion Heights Borough) all contiguous and located in southeastern Northumberland County, Pennsylvania would benefit from consolidation by forming a regional police department to serve both municipalities, with a contract to continue covering Marion Heights Borough. The study was initiated at the request of the respective elected officials from both Kulpmont Borough and Mount Carmel Township. Those governing bodies 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 neither of the municipalities was obligated, or bound, by the results of the study in any way.

Similar community needs and issues, growing cultural diversity, local and county-wide drug enforcement issues, regional traffic problems, fiscal constraints, part-time and full-time police officer shortages, procurement of specialized equipment, and other current important issues have raised many new challenges for municipalities and their police departments. It is often difficult for small agencies with limited resources to positively address the problems faced in their communities. It has become necessary in many locations to consider ways to improve police services 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 was 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, staffing levels of the regional police department, an estimated operating budget, facilities and equipment recommendations, and some equitable methods of cost distribution.

Lastly, on behalf of DCED and the GCLGS, Chief Joseph L. Kirschner (Ret.), the police consultant, would like to thank all the local government officials and the appointed employees of the involved municipalities for their excellent cooperation and assistance in completing the review of the 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 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.

Expressed Authority:

The newly created regional police commission should have the expressed authority to conduct business to include, but not limiting itself to, some or all 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 issues involving its employees.
- serve as a hearing board for employee grievances.
- establish and maintain bank accounts and other financial accounts.
- invest and borrow monies.
- establish and fund employee benefit programs, including the pension fund, and
- delegate any of its powers, expressed or implied, to the Chief of Police or his/her second 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 under 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, both full-time and part-time.

Smaller agencies, offering lower salaries and fewer incentives, are often at a distinct disadvantage in the recruitment and retention of such 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 smaller local governments to provide professional, full-time police services through their cooperative management and financing of a regional police department.

Improvement in Training and Personnel Efficiency

Providing suitable 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 twelve 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 for much 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 functions and professionalism 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, management and supervision 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. This is nowhere 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 proposed service area.

DISADVANTAGES OF REGIONAL POLICE SERVICES

Arguments against consolidation of municipal police services are basically the same. Similar issues arise regardless of the way 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 many communities and were assigned to the police department by default - there was basically 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 officers. Typically, when consolidation occurs, the police department discontinues many of these tasks to maximize their officers for patrols, crime prevention, traffic enforcement and more police-oriented functions.

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 then directly responsible for all day-to-day operations of the department. The Chief has broad authority and responsibility and is directly 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 officers become acquainted with their “new” area. Furthermore, many of the police officers employed in a regional police department will have previously answered calls for service, provided back-up, or participated in community functions in each of the other municipalities. With this already being the situation now in these three communities, the transition to a regional department should proceed very easily and with no major concerns for the officers or the citizens.

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 future discussions, if required. **However, in this arrangement, the study does not recommend that any full-time positions be eliminated.** In fact, all eight current full-time positions are recommended for retention and should be utilized as full-time officers, some in various new positions, in this proposed regional department.

GENERAL DEMOGRAPHICS OF THE MUNICIPALITIES

Chart 1 provides data on each community and its police department. The three municipalities have a total combined population of 5,818 persons, covering an area of approximately 22.7 square miles. This equates to an average population density of 256 persons per square mile. These population figures were obtained from each municipality and from the 2020 U.S. Census Bureau updates. When viewed independently, the communities are different in many ways. Mount Carmel Township is much larger in area, but less densely populated, while Kulpmont Borough and Marion Heights Borough are smaller in area, but more densely populated. Kulpmont Borough and Marion Heights Borough are only 1.2 square miles in size combined, but with a population density of 2,765 persons per square mile. Conversely, Mount Carmel Township has a population of 2,500 but with a population density of only 116 persons per square mile. Northumberland County has a population density of 191 persons per square mile. Generally, lower population densities generate less of a workload for police than those with higher densities. In reviewing the reported police incidents for the two main municipalities, they appear fairly typical both in the type and the amount that would be anticipated in municipalities of those size and type. As for future police operations, any differences between these municipalities should be *very negligible* and should not be an impediment to efficient regionalized policing once it is fully implemented.

When combined, these municipalities are all part of the Mount Carmel Area School District, along with some shopping and business areas, some light industrial and commercial areas, 54, 61, and 901 are within their borders. Mount Carmel Borough, with a total population of approximately 5,725, is also located inside the boundaries of Mount Carmel Township. The municipalities use several area volunteer fire companies and regional EMS services and are also served by the Northumberland County District Court, #08-2-01.

At the time of this study, the Mount Carmel Township Police Department, was housed in a fairly new 1,440 square foot police headquarters at the Township Municipal Complex. At 1,440 square feet and with only two officers on duty at any time, this building could easily provide the space needed for the proposed full 12-officer regional police department.

REGIONAL POLICE DEPARTMENT COVERAGE MAP

Mount Carmel Township Kulpmont Borough – Marion Heights Borough



22.7 Square Miles

65.9 Miles of State & Local Roads

● Indicates the Current Police Headquarters Locations

Mount Carmel Township
Kulpmont Borough
Marion Heights Borough

21.5 Square Miles
1.0 Square Mile
.2 Square Mile

CHART 1

CURRENT DEMOGRAPHICS OF THE MUNICIPALITIES

(Sources: 2022 DCED Municipal Survey, 2020 U.S. Census, Penn Dot, 2021 FBI Uniform Crime Report)

CATEGORY	Kulpmont Borough	Mount Carmel Township	TOTALS
Population	2,758	2,500 (+560 MHB)	5,818
% of Population	52%	48%	100%
Population Density per sm	2,758	116	256 Average
Number of Housing Units	1,484	1,230	2,714
Median Household Income	\$44,583	\$58,630	\$51,607 Average
Square Miles	1.0	21.5 (+.2 MHB)	22.7
% of Square Miles	5%	95%	100%
Total Road Miles	23.6	38.7 (+3.6 MHB)	65.9
% of Road Miles	38%	62%	100%
Part 1 Crimes (2021)	53	14	67
Part 2 Crimes (2021)	167	105	272
Total Crimes	220	119	339
Total Non-Criminal Incidents	1,393	1,372	2,765
Total Reported Incidents	1,613	1,491	3,104
Full-Time Officers	1	7	8
Part-Time Officers	1 (FTE Hours = .4 Officers)	5 (FTE Hours = 1.2 Officers)	1.6 (Total FTE Officers)
Police Clerical Staff	0	0	0
Police Vehicles	2	5	7

NOTE – "FTE HOURS" INDICATES THE NUMBER OF FULL-TIME EQUIVALENT OFFICERS

POLICE DEPARTMENT BUDGET INFORMATION

As provided by the two primary municipalities, their complete police department budget information for the year of 2022 is listed below. The combined total (100%) for the year is **\$833,888**.

Kulpmont Borough 2022 Net Police Budget (32% of 2022 total)	\$266,300
Mount Carmel Township 2022 Net Police Budget (68% of 2022 total)	\$567,588

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, other government officials and the public concerning the crime problem in Pennsylvania and to provide law enforcement administrators with reliable crime statistics for administrative and operational purposes.

Although not designed to be used to compare one agency against another, many police departments do use the UCR's as a benchmarking process and compare their crime rate with that of other similar communities. A high or low crime rate by 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, or other positions, needed in a community. The FBI cites several factors that affect the crime rate in any municipality. These factors include:

- Population density and the age of infrastructure and buildings
- Composition of population, including number of youth and elderly
- Economic conditions including median income and employment
- Cultural conditions including education, religions, and recreation
- Citizens attitudes toward crime and police officers
- Law Enforcement staffing and operational capabilities
- Administrative, patrol or investigative emphasis of the police department
- Crime reporting practices of the citizens
- Regional transportation and traffic related concerns

For the year 2021, the last year that was fully compiled, the two municipalities reported their statistics via the Pennsylvania Uniform Crime Reporting System and are listed in Chart 1. All serious crimes, or 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, some Retail Thefts, Vandalism, Liquor Law Violations, Drug Offenses, Fraud, Disorderly Conduct, etc. are classified as Part 2 crimes under the federal and state Uniform Crime Reporting systems.

For Mount Carmel Township, the Part 1 crimes were 14 and the Part 2 crimes were 105. For Kulpmont Borough, the Part 1 crimes were 53 and the Part 2 crimes were 167. The statistics for both the Part 1 and Part 2 crimes were obtained directly from each department at the beginning of this study and were confirmed by both the FBI and PA State Police 2021 Uniform Crime Reports.

However, because of the many variations which always occur when reporting crimes and, more specifically, the many other non-criminal calls for service that occur, this study will instead only use the “Calls for Service” formula specifically designed and used by the International Association of Chiefs of Police (IACP). This formula is based on an average **that 550 calls for service per 1,000 residents will occur annually** as the accepted standard for projecting police staffing needs. This formula has been used by DCED for many years and has been found to be a **very effective predictor** of police staffing levels in other regional studies conducted in Pennsylvania, as well as by other consulting agencies throughout the country. When using this formula in several recent regional police studies to predict the number of calls for service, and subsequently the number of officers needed, DCED has found the “margin for error” has been around 2% or 3%. Likewise, in this particular study, the preliminary estimates using the IACP formula for future incidents appears to be ***very close*** to what has been reported for 2021 from the two departments, and which again, is only a 3% difference from their reported totals. (See Table # 1 Below).

TABLE 1 – TOTAL 2021 REPORTED & 2023 IACP ESTIMATED INCIDENTS

Municipality	2021 Criminal Reports	2021 Non-Criminal Reports	Totals
Kulpmont Borough	220 (14%)	1,393 (86%)	1,613
Mount Carmel Township	119 (8%)	1,372 (92%)	1,491
Combined Total	339 (11%)	2,765 (89%)	3,104
IACP Formula Estimate	5,818 Residents x .550 Calls per Year = 3,200		3,200

In determining the staffing needs for the new regional department, these projected “calls for service” statistics were carefully considered. Since the municipalities have a combined population of 5,818, the number of calls for service is projected to be 3,200 annually (5,818 x .550) as shown above. Based on these projected calls, the square miles, the number of reported crimes and the overall residential, business, and geographical features of the communities, **a total compliment of 8 full-time officers, 2 part-time patrol officers, 2 part-time school resource officers, and 1 part-time secretary, are being recommended for this new department.** Once formed, the positions in this new department should include: A Chief of Police, one Sergeant, five Patrol Officers, one Patrol Officer/Detective, two Part-Time Patrol Officers, and two Part-Time School Resource Officers. The Patrol Officer/Detective will be used, when needed, to investigate all reported Part 1 and more serious Part 2 crimes as part of his/her regular duties. To assist with all reporting and other administrative services, one part-time secretary is also being recommended. This Secretary would also aid the Chief with administrative and financial matters required within the department. Additionally, this person would serve as the staff secretary for the Regional Police Commission for monthly meetings and any correspondence when required.

The specific schedule, and what cases the Detective should respond to, investigate, his/her on-call status, and so forth should all be developed within the new department's Policy Manual. The assigned Detective should be trained in criminal investigations, juvenile laws, drug laws, etc., as much as possible. Similarly, the Sergeant, and possibly even one Patrol Officer, should receive specialized training in Serious Accident Investigation and Reconstruction. Specialized DUI detection training and equipment should also be provided to all officers. Any criminal or traffic related cases that arise which are beyond the capabilities of the department should be investigated with the aid of the PA State Police, or the Northumberland County District Attorney's Office.

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 along with adequate time allowed for preventative patrol and the handling of 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 the number of police officers necessary to adequately serve the area under consideration is established, then it's possible to determine how much it will cost each community to become part of a regional police endeavor, how much service is anticipated, and what type of services each can expect to receive from the new 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 very 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 time necessary to handle the average police incident.

More serious crimes, especially those involving an arrest or prolonged investigation take considerably longer but minor incidents may take much less time to resolve; therefore the 45-minute number 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 additional time to conduct his or her preventative patrols to help ensure the safety and well-being of the community. This formula adds a "buffer factor" to account for those needs. It should be noted that an officer in a small department needs more administrative time since they are usually responsible for more record-keeping tasks than their counterparts in larger departments who have more support staff for those functions.

In addition, the formula recognizes that each officer is available for duty only 1,702 hours per year when regular days off, vacation, holidays, sick leave, training time, and court time are considered. When applied, the calculations derived from the IACP formula only determines the number of patrol officers who would be assigned "on the street" and needed to handle calls and incidents. It does not include administrators, supervisors, detectives, traffic officers, or any other required specialist positions.

When forming a full service, professional 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 assured, then an 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 study, to ensure uniformity between the three municipalities, we have decided that it was best to use this formula and used the projection of 550 calls for service 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, including the filing of a report.** Incidents **do not** include situations where information was given over the telephone, delivering messages, handling internal police matters, routine patrols, foot patrols, etc. In most cases a department RMS incident number would be assigned, and a police report will be written or otherwise documented by the officer after an incident has been 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 that 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 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.

TABLE 2 - GENERAL BREAKDOWN OF UNAVAILABLE HOURS

Unavailable Days Category	Total 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 (2.25 / year)	18
Miscellaneous (2 / year)	16
TOTAL	1,218

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

Step 5

Once the total available hours of the average patrol officer are established at 1,702, 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 correctly 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 calls for service, if higher than average, along with crime statistics. However, to create a full-time professional police department, the staffing analysis in this study includes a recommendation for a total compliment of 12 sworn officers, including 8 full-time and 4 part-time officers along with one part-time secretary.

CHART 2
PROPOSED POLICE STAFFING LEVELS
for the
Mount Carmel - Kulpmont Regional Police Department
(Based on IACP Formula of 550 Incidents per 1,000 residents)

IACP Staffing Formula and Officer Staffing Recommendations	Totals
Population (2022 provided by the Municipalities & U.S. Census updates)	5,818
Number of Estimated Incidents (@ 550 Incidents per 1,000 residents)	3,200
Time Spent on Incidents; 45 Minutes average (Multiply above by .75)	2,400
Buffer Time (Multiply above by 3 for required Patrol and Administrative time)	7,200
Staffing Hours (Divide above by 2920 to staff for 1 Officer; 365 x 8 = 2,920 Hours)	2.47
Available Hours (Multiply above by 1.72 Officers for the number of Patrol Officers)	4.25
PATROL OFFICERS (Required Patrol Officers per the IACP Staffing Formula)	5
Full-Time Patrol Officers: 5 Full-Time Officers Required by IACP	5
Part-Time Patrol Officers: Recommended 2 @ 1,200 Hours Each = 1.5 FTE	2
Detective / Patrol Officer: 50% investigation of crimes; and 50% required patrols	1
Part-Time School Resource Officers: Fully Reimbursed to PD by MCASD (1.5 FTE)	2
Sergeant: IACP Staffing Recommends 1 Sergeant for every 4 - 7 Officers	1
Chief of Police: 50% Administration; and 50% Supervision and Patrol	1
Clerical & Records: 1 Part Time Police Secretary @ 21 Hours / Week	.5
Total Police Officers & Clerical Staff Recommended	12 + .5

PROPOSED ORGANIZATION OF THE POLICE DEPARTMENT

As previously stated, it is recommended that the regional police department be developed consisting of 12 total officers and 1 part-time secretary. It is also recommended that if the regional department is formed, that it be governed most likely by a three to seven member “Board of Commissioners” and that those Commissioners be comprised of elected officials from each member municipality. The terms of the board, along with the final number of members, should be specified under the “Articles of Agreement” between the two municipalities. As mentioned, the new commission members should be chosen only from elected officials, which should include the various Township Supervisors from Mount Carmel Township, along with the Mayor and/or Borough Council members from Kulpmont Borough. It is also recommended that they be selected for a minimum three-year term on the regional police commission. Again however, the final numbers and make-up of the Regional Police Commission should be determined by the two participating municipalities.

After reviewing all police facilities, it is apparent that the fairly new, adequately equipped police facility at Mount Carmel Township should serve as the headquarters for the new regional police department. This building is about 1,440 square feet and has equipment needed by a professional police department. In their Police Facility studies and design manuals, the International Association of Chiefs of Police (IACP) recommends a minimum of 250 square feet per full-time employee for any police headquarters building (8 x 250 sf = 2,000 sf required). In previous regional police studies, DCED has recommended 250 square feet per employee and found it to be very adequate for most police department operations. With 1,440 square feet of space, or 180 SF per full-time officer, this facility should be more than adequate to properly house the regional department now and for years into the future. All future expenses related to the operation of the headquarters have been evaluated and have been provided for in the proposed budget.

The Chief of Police in a regional police department has many more administrative duties than his or her counterparts in an individual city, borough, or township police department. In addition to planning, directing, and supervising the activities of the department, the 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 oversees the payroll process. The Chief may also be involved in the administration of the health care plan, department insurances, and even the pension plan. **Every effort must be made by the Regional Police Commission to have a Chief with the necessary administrative police experience, along with the fiscal management skills, to oversee this type of agency.** The part-time Secretary should also be selected with some specific financial skills needed to assist the Chief with many of those administrative functions, including payroll, accounts payable, insurance and general budget management.

CHART 3
RECOMMENDED POLICE VEHICLES
TOTAL = 5

IACP Recommended Ratio = 1.5 to 2.0 Officers per Vehicle
Current Combined Ratio (7 Vehicles for 9.6 FTE Officers) = 1.37
Proposed Combined Ratio (5 Vehicles for 9.5 FTE Officers) = 1.9

Marked Vehicles		Unmarked Vehicles	
Patrol SUV's	2	Administration	1
Patrol Cars	2	Detective	0
Total	4	Total	1

NOTE – All 5 vehicles being recommended for retention and use by the new Regional Police Department are listed as being in “Excellent”, “Good” or “Fair” condition by the respective police departments at this time.

CHART 4

PENNSYLVANIA REGIONAL POLICE DEPARTMENTS

(4 Current / 1 Proposed Regional Police Departments with 4,806 – 5,818 Population)

4 Current Regional PD's 1 Proposed Regional PD (4,806 – 5,818 Population)	Population	Officers (FT and PT)	Square Miles	Municipalities	Officers per 1,000 Persons	Cost per Officer	Cost per Capita
Mt Carmel – Kulpmont Northumberland County (Proposed)	5,818	8 FT 2 PT 2 PT SRO	22.7	2 +1 Contract	1.9	\$81,818	\$155
Conneaut Lake Crawford County	5,200	4 FT 4 PT	50.7	2 +1 Contract	1.2	\$64,666	\$75
Greene County	5,056	2 FT 3 PT	134	3	.7	\$61,143	\$42
Eastern Pike County	5,000	10 FT 4 PT	31.8	2	2.4	\$92,154	\$221
Evans City-Seven Fields Butler County	4,806	3 FT 9 PT	2.0	2	1.6	\$110,682	\$173
Average	5,064	6 FT 5 PT	48.2	2	1.6	\$82,096	\$133

PROPOSED OPERATING BUDGET

To establish an actual cost for a regional police agency that is staffed and structured as has been recommended, 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 12 sworn full-time and part-time officers, including the Chief of Police, and one part-time secretary.

The proposed gross budget calls for an outlay of \$1,100,000 in 2023, or the first full year of expected operation, for which the municipalities would receive a total of 17,720 on-duty hours, including 1,400 hours of overtime, from the 12 sworn officers. This would equate to approximately 48.5 officer on-duty hours per day. This amount would provide a **minimum of two officer coverage at all times, with more if needed, using overtime, for any special events or emergency situations.** The net amount budgeted equates to an hourly cost of \$50.79 to provide this full-time police coverage and operations to all the residents, schools, churches, businesses, and other persons in all the municipalities. **The net annual “cost per officer” would be \$94,737 (\$900,000 / 9.5 FTE Patrol Officers).** This is the annual amount needed to pay, equip, train, manage, supervise, and provide clerical support for **each** sworn full-time and part-time patrol related officer in the department.

The salary figures used in the budget are consistent with the 2022 amounts in the current police contracts. They also anticipate any increases and/or adjustments that would be made in any new labor agreement between the Regional Police Commission and all the regional police officers. The budget used the current highest contractual rates for each officer category (e.g., Chief, Sergeant, Officer, etc.) and those projected for 2023, as the foundation for the remainder of the proposed budget and other 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 only listed in the administrative budget of the township or borough. Some of these often 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, Renovations, etc.)**
- **Utility Costs**
- **Conversion Costs (Uniforms, Reports, Computers, 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 allocating them correctly. All such costs have, in fact, been transferred from the municipal budgets and have been allocated to the regional police department in this study's analysis and future projections.

It should be noted that the proposed gross budget does not include any cost reductions that may be further realized through Federal, State, or local private source grants. Some possible grants would include the Regional Police grant program administered by the Pennsylvania Commission on Crime and Delinquency (PCCD), or a Local Share Account (LSA) grant from the Commonwealth of Pennsylvania administered by DCED. If awarded, any such Federal, State, or local grants would help to offset some of the proposed costs and would reduce the budget amount accordingly. It does, however, include many start-up costs, and other changes or improvements that may be required. The proposed budget has been prepared using the following five (5) general categories as guidelines:

Personnel (Salaries & Benefits) – 80%

This category contains the salaries and related contractual benefits for all 12 sworn and 1 civilian personnel. **The estimated total costs for this category are \$880,000, or 80% of the proposed budget.** With the national average for police personnel costs being 90% of a budget, these costs are well below that number and are fully defined and accounted for in the proposed budget.

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 all other 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 – 3%

Supplies include minor uniform maintenance items, printing, office materials, postage, and general equipment repair or replacement. These are routine operating expenses 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 these categories are \$35,000, or 3% of the proposed budget.**

Support Services – 7%

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 any county radio fees, are also included in this category. **The estimated total costs for this category are \$85,000, or 7% of the proposed budget.**

Vehicle Expenses – 5%

This category includes the purchase, outfitting, fueling, maintenance, and insurance for the department's police vehicle fleet. The budget provides for using 5 of the current best vehicles from both departments, with no additional funds to purchase any new vehicles in 2023. In reviewing the police vehicles from each department, 5 of the best current vehicles, all listed as in "good" or "excellent" condition, were recommended for retention for the regional department. Two vehicles would be recommended to be eliminated.

After this, and by implementing a systematic replacement program of three vehicles per year, should maintain this fleet at a good level for many years to come. The acceptable ratio of officers per vehicle is 1.5 to 2.0, and the IACP's *recommended* replacement rate is 25% to 30% of a police fleet each year. If the department is staffed at the proposed number of 12 officers (9.5 FTE patrol officers), the number of vehicles is recommended to be maintained at 5. This would put the ratio at 1.9 officers per vehicle. **The estimated total costs for this category, including all required changeovers, maintenance, and fuel, are \$50,000 or 5% of the proposed budget.**

Headquarters Expenses – 5%

This category includes all costs associated with the rental, from Mount Carmel Township, of approximately 1,440 square feet of space at their current police facility. After reviewing both current police facilities, it was determined that the only suitable site for this number of officers and staff (12 + .5), is at the current Mount Carmel Township police department facility. (See HQ photo on the next page).

If some additional items of furniture and related equipment are required, money has been allocated in the budget along with some recommendations for various state grants, under the Pennsylvania Local Share Account (LSA) grant program, that could also be applied for to assist the with any required expansion or upgrades to this facility. However, for now **the estimated total costs for this category, to quickly obtain and rent this building from Mount Carmel Township, along with the other related expenses, are projected to be \$50,000 or 5% of the proposed budget.**

**PROPOSED REGIONAL POLICE DEPARTMENT
HEADQUARTERS SITE AT THE
MOUNT CARMEL TOWNSHIP MUNICIPAL COMPLEX**



Total New Regional Police Headquarters = 1,440 Square Feet

CHART 5
PROPOSED REGIONAL POLICE DEPARTMENT BUDGET
PERSONNEL COSTS FOR 12 OFFICERS & SECRETARY

Salary of Police Chief	\$68,000
Salary of Sergeant	\$60,000
Salary of Full-Time Officers (6 @ \$55,000 Average Base Salary)	\$275,000
Salary of Part-Time Officers (2 @ 1,200 Hours Each x \$22/Hour)	\$53,000
Salary of PT School Officers (2 x 180 Days = 2,880 Hours - 100% Reimbursed by the MCASD)	\$0
Salary of Staff (1 PT Clerk @ 1,092 Hours x \$17/Hour)	\$18,500
Overtime (8 Officers @ 1,400 Overtime Hours Total @ \$40/Hour)	\$56,000
Longevity (For any eligible Officers)	\$5,500
SALARIES	\$536,000
BENEFITS (Includes all below items for 8 FT Officers @ \$43,000 average)	\$344,000
• Medical / Dental / Vision Insurance	Included
• Social Security / Medicare	Included
• Life Insurance / Liability Insurance	Included
• Contractual Payments (OIC Shifts, Educational Bonus, Uniform Cleaning, etc.)	Included
• Workers Comp / Unemployment Insurance	Included
• Municipal Pension (Municipality MMO Contributions)	Included
PERSONNEL COST TOTAL (80% of the Proposed Budget)	\$880,000

CHART 6

PROPOSED REGIONAL POLICE DEPARTMENT BUDGET

NON-PERSONNEL COSTS FOR 12 OFFICERS & 1 SECRETARY

Uniforms & Related Equipment (8 FT Officers @ \$900 each; 2 PT @ \$400 each)	8,000
Office Supplies & Minor Equipment	5,000
Computers & Related Equipment, Software Updates, RMS & Data Services	8,000
Police Equipment (New Purchases, Maintenance and Repairs)	8,000
Miscellaneous Equipment (First Aid Supplies, Ammo, Other Supplies, etc.)	5,000
Traffic Enforcement Equipment & Maintenance	1,000
EQUIPMENT & SUPPLIES SUB-SOTAL (3%)	\$35,000
Education & Training (8 FT Police Officers)	4,000
Dues, Memberships & Legal Publications	500
Legal Services (Regional Police Commission Solicitor & First Year Legal Expenses)	55,000
Accounting, Financial, & Software Services (Payroll, Accounts Payable, Pension Admin, etc.)	25,000
Crime Prevention & Public Relations Programs	500
SUPPORT SERVICES SUB-TOTAL (7%)	\$85,000
Vehicle Maintenance & Repairs (5 Vehicles @ \$2,200 average)	11,000
Vehicle Gas & Oil (5 Vehicles @ \$4,200 average)	21,000
Updated Vehicle Painting, Decaling & New Equipment (5 Kept Vehicles @ \$2,400 average)	12,000
Vehicle & Equipment Insurance	6,000
VEHICLES SUB-TOTAL (5%)	\$50,000
HQ rent to Mt Carmel Township (1,440 Square Feet @ \$7.00/sf = \$10,000)	10,000
Annual Utilities, Furniture, Minor Building Expenses, New Regional Police Signs for HQ, etc.	20,000
Telephones, Cameras & Related Communications Expenses (Includes Internet, WiFi, etc.)	15,000
Property Insurance	5,000
HEADQUARTERS SUB-TOTAL (5%)	\$50,000
NON-PERSONNEL COST TOTAL (20% of the Proposed Budget)	\$220,000

TOTAL PROPOSED BUDGET FOR 12 OFFICERS & 1 SECRETARY - \$1,100,000

PROPOSED COST DISTRIBUTION METHODS

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 either the percent of the total population, or per Capita (per person) based on the 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 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, square mileage and total taxes collected. Other formulas, some that have been used by other regional departments, include looking at the average of certain verifiable categories including population, square miles, road miles, total reported incidents, and total reported crimes. The two municipalities in this study are somewhat different. The first, Mount Carmel Township, is a much larger, but more sparsely populated township, and the second, Kulpmont Borough, is a smaller, but more densely populated borough. However, both are also similar in other ways. Those ways would include basic demographics, crime rates, types of calls for service, topography, school district issues, traffic problems, and the peak times for most calls for police services. The populations, square miles, and road miles are easily obtainable and verifiable. However, because of reporting differences in the two police departments, the total number of calls for service and reported crimes cannot be accurately assessed at this time.

Therefore, after review and evaluation, it is felt that the best option for the most equitable cost distribution for these two municipalities, would be to distribute the costs using a formula with some of the aforementioned categories which would anticipate the amount of coverage needed by each municipality. **These categories would include: 1) Population, 2) Square Miles, and 3) Road Miles.**

Specifically, with regard to Mount Carmel Township, their 2022 net police budget is reported to be \$567,588 or \$227 per capita. Included in this department now are seven full-time officers and five part-time officers. Two of the full-time officers are currently assigned as “School Resource Officers” (SRO) and detailed to various area schools during the entire school year. Even though the full amount of the costs for these officers is reimbursed to the township by the school district, **this practice essentially removes two of the seven full-time officers (29% of the PD) from any patrol duty for 1,440 hours by each officer, or 83% of their available duty hours.** This large void is then made up by the use of part-time officers, or just not staffed – thereby requiring the department to operate with only one officer on duty at many times. **This practice is detrimental to the efficient operation of this department and should be discontinued as soon as possible.** In its place, **the study recommends that two part-time officers be hired, trained, equipped, and then assigned to these two School Resource Officer positions** for the required 1,440 hours each year when the schools are in session (180 days x 8 hours = 1,440 hours). The school district should still fully reimburse the department for all costs associated with these two officers, including salaries, uniforms, radios, and other school related overtime, including after-hours events, various games, and so forth.

Once these new School Resource Officer assignments and procedures have been established, the department would then have the recommended number of eight full-time patrol personnel and two part-time patrol officers to properly staff the department. It would afford the department the required number of officers needed to provide all necessary patrols, investigations, traffic details, and so forth. With some minimal overtime (116 hours per month or 29 hours per week), this total staffing of 10 patrol related officers would provide 48.5 officer-hours of coverage each day, or two officers on duty – *and on patrol in two separate patrol zones in the township and boroughs – at all times.*

CHART 7

BUDGET BREAKDOWN BY CATEGORY

TOTAL for 12 OFFICERS & 1 SECRETARY = \$1,100,000

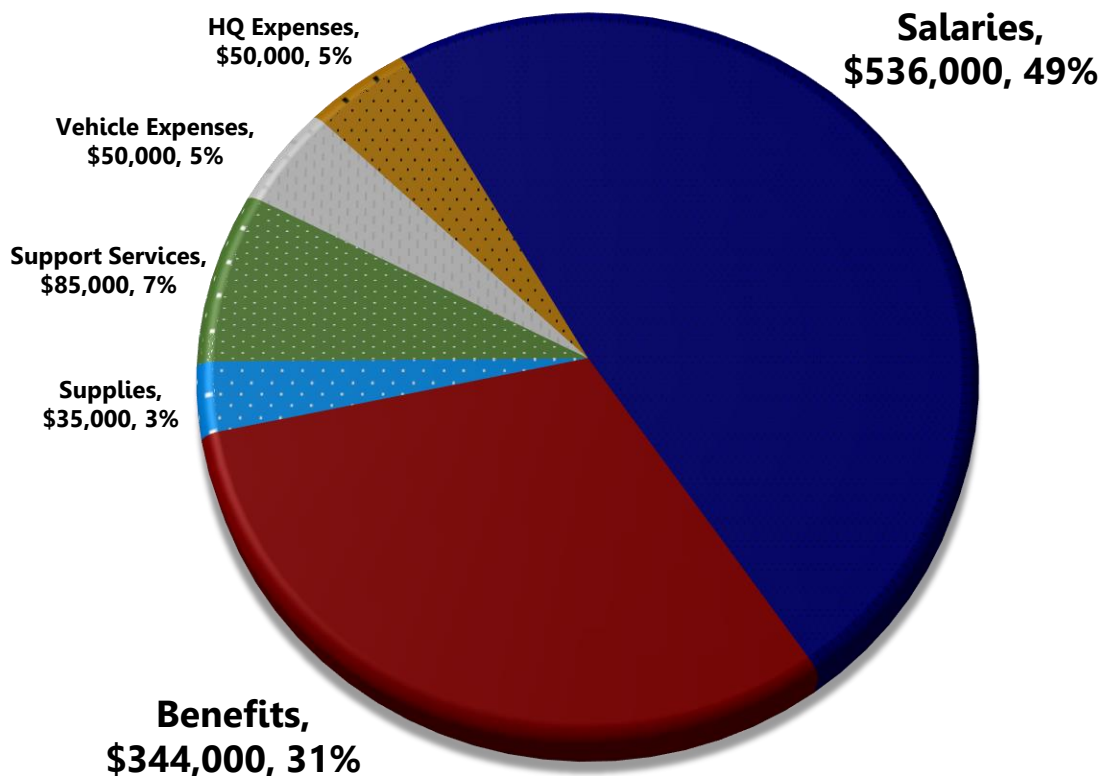


CHART 8

PROPOSED PERCENT DISTRIBUTION BY ESTIMATED COVERAGE AMOUNT PER MUNICIPALITY

Municipality	Population (MCT & KB Only)	Square Miles (MCT & KB Only)	Road Miles (MCT & KB Only)	Estimated Coverage Amount (Total divided by 3)
Mount Carmel Township	48%	95%	62%	68.3%
Kulpmont Borough	52%	5%	38%	31.7%
TOTALS	100%	100%	100%	100%

NOTE – The reported incidents from 2021 from each department correspond *exactly* with the above population breakdown, that being 48% of the reported incidents from Mount Carmel Township and 52% of the reported incidents from Kulpmont Borough. However, under one new standardized reporting system, these numbers could change, up or down, for either municipality. They should be added into and used as part of the above cost distribution formula, only after at least two years of such new, standardized data has been compiled.

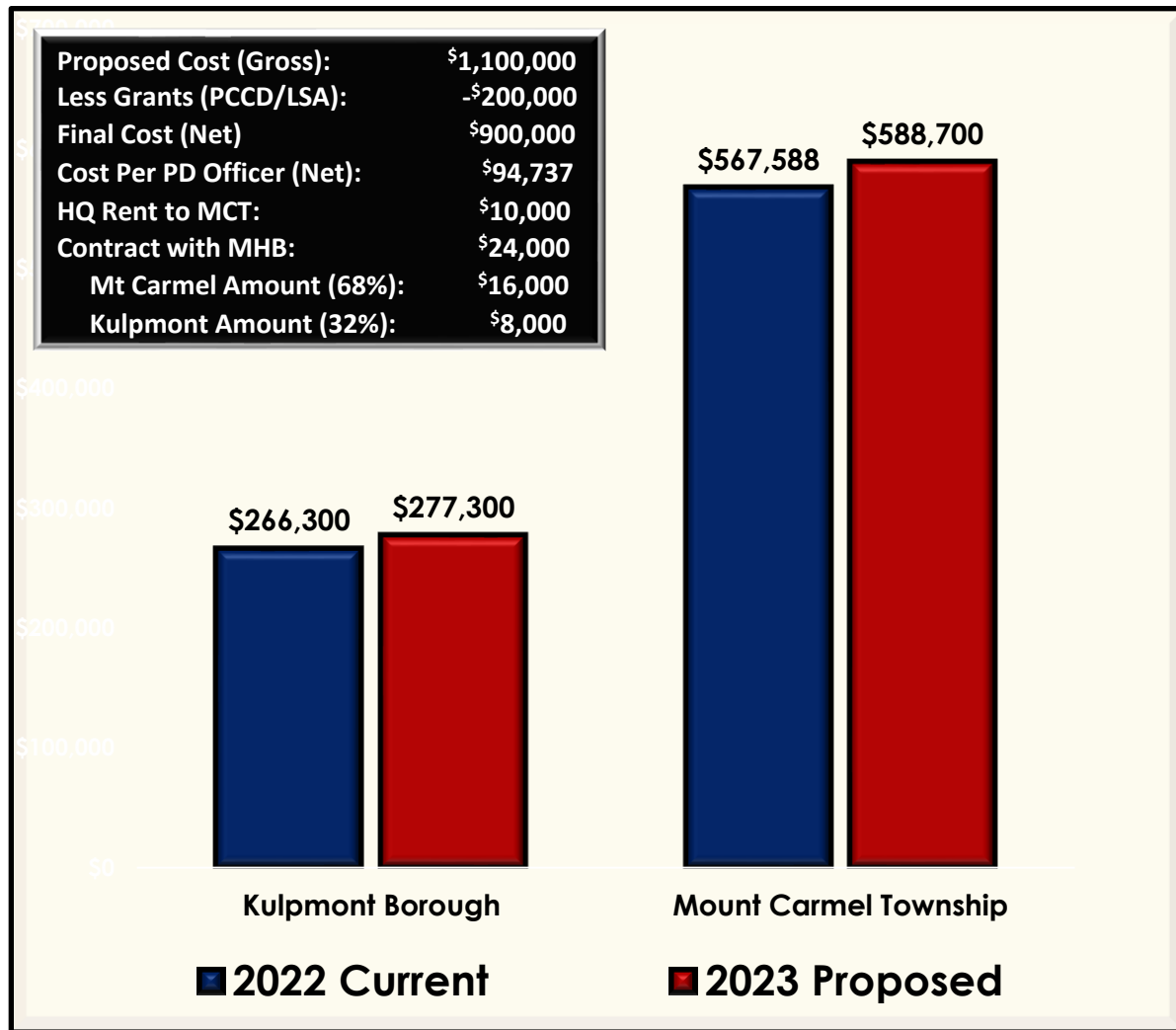
CHART 9
**PROPOSED COST DISTRIBUTION BY ESTIMATED
COVERAGE AMOUNT PER MUNICIPALITY**

Municipality	Estimated Coverage Amount %	Percent Share of \$900,000
Mount Carmel Township	68.3%	\$614,700
Kulpmont Borough	31.7%	\$285,300
TOTALS	100%	\$900,000

CHART 10

COVERAGE AMOUNT COST DISTRIBUTION BREAKDOWN

\$900,000 NET BUDGET



NOTE # 1 – The gross amount for Kulpmont Borough, projected to use 31.7% of the coverage, is \$285,300. This amount would be **reduced by \$8,000** (\$8,000 for a 32% share of the contract amount from Marion Heights Borough). The net amount due in 2023 would then be \$277,300, **or an increase of \$11,000 or +4.1%**, as shown above.

NOTE # 2 – The gross amount for Mount Carmel Township, projected to use 68.3% of the coverage, is \$614,700. This amount would be **reduced by \$26,000** (\$10,000 for HQ rental and \$16,000 for a 68% share of the contract amount from Marion Heights Borough). The net amount due in 2023 would then be \$588,700, **or an increase of \$21,112 or +3.7%** as shown above.

As previously discussed, the immediate concern after a budget has been developed, is the method of determining how much of the total cost will be paid by each municipality. Some of the other more common factors which have been used in developing a cost distribution program for other regional departments 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 U.S. census figures are current and used. It is important that the source for population figures used to determine cost distribution be reliable.

2. Density 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 also directly affect the policing needs of that area. The miles of road, state or local that must be patrolled or traveled to serve the residents, also 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. Method "D" on Chart 11 of the 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. Each community pays a percentage share equal to the proportional share of the total units purchased.

With all the above methods of cost distribution, the main point that must be kept in mind is that the levels of service are 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 1,702 hours of police service per officer or 35,742 hours annually. (21 officers x 1,702 hours = 35,742).

If community “X” pays 10% of the regional police budget, it would be entitled to receive 10% of the department’s services, or 3,574 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 17,871 hours of annual service.

Community “Y” with 17,871 hours of service would have an officer in their community at all times, while community “X” with 3,574 hours of police service for their year would not. 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.

6. Police Incidents or “Calls for Service”

Another excellent way to determine how much an individual municipality should pay toward the regional police operation is to examine the annual reported incidents or “calls for service” annually responded to in each municipality. However, DCED has found that there are *many* differences between police departments as to exactly what is considered to be an “incident” and what is therefore documented, with a police report and an incident number, between many police departments. Therefore, this method is generally not used for any **initial determinations** of cost sharing by DCED for regional police studies with multiple departments. **It should, however, be added and used for such determinations in future years**, once the regional department has been fully formed and has begun using one standardized reporting system based on the new records management system that would be used.

CHART 11 ALTERNATIVE METHODS FOR COST DISTRIBUTION

Method A	Method B
POPULATION 100%	POPULATION 50%
	ASSESSED MARKET VALUE 50%

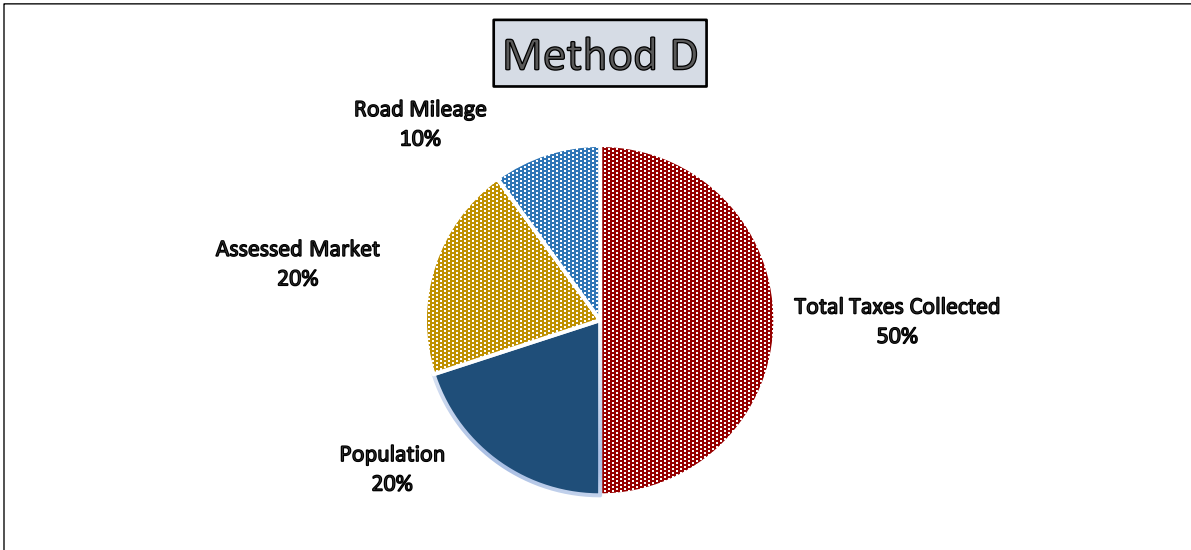
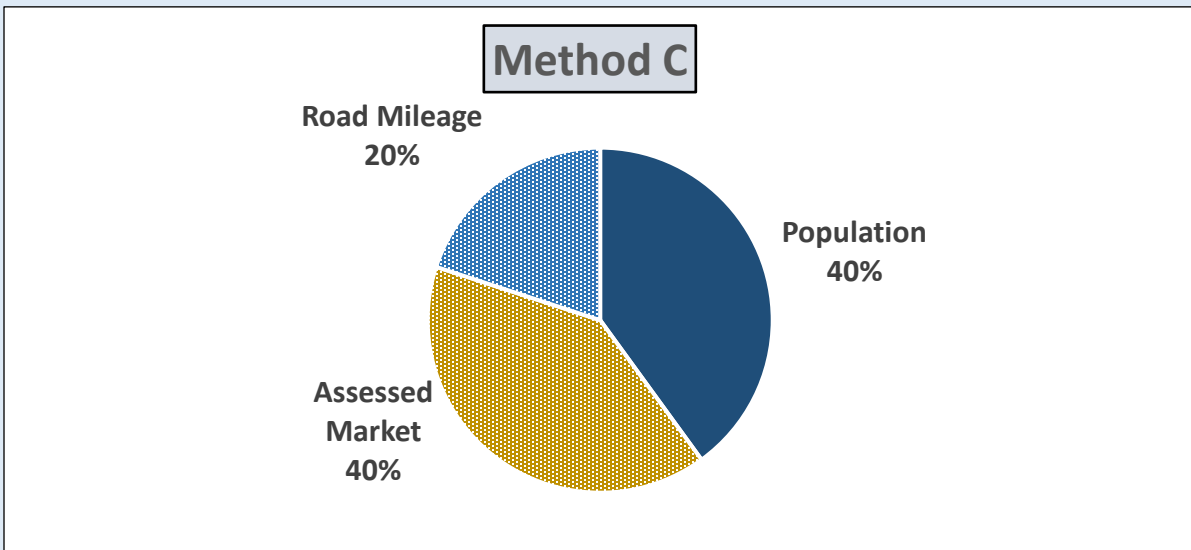


CHART 12
MOUNT CARMEL TOWNSHIP – KULPMONT BOROUGH
REGIONAL POLICE DEPARTMENT
PROPOSED ORGANIZATIONAL CHART
8 FULL-TIME OFFICERS, 4 PART-TIME OFFICERS & 1 PT STAFF

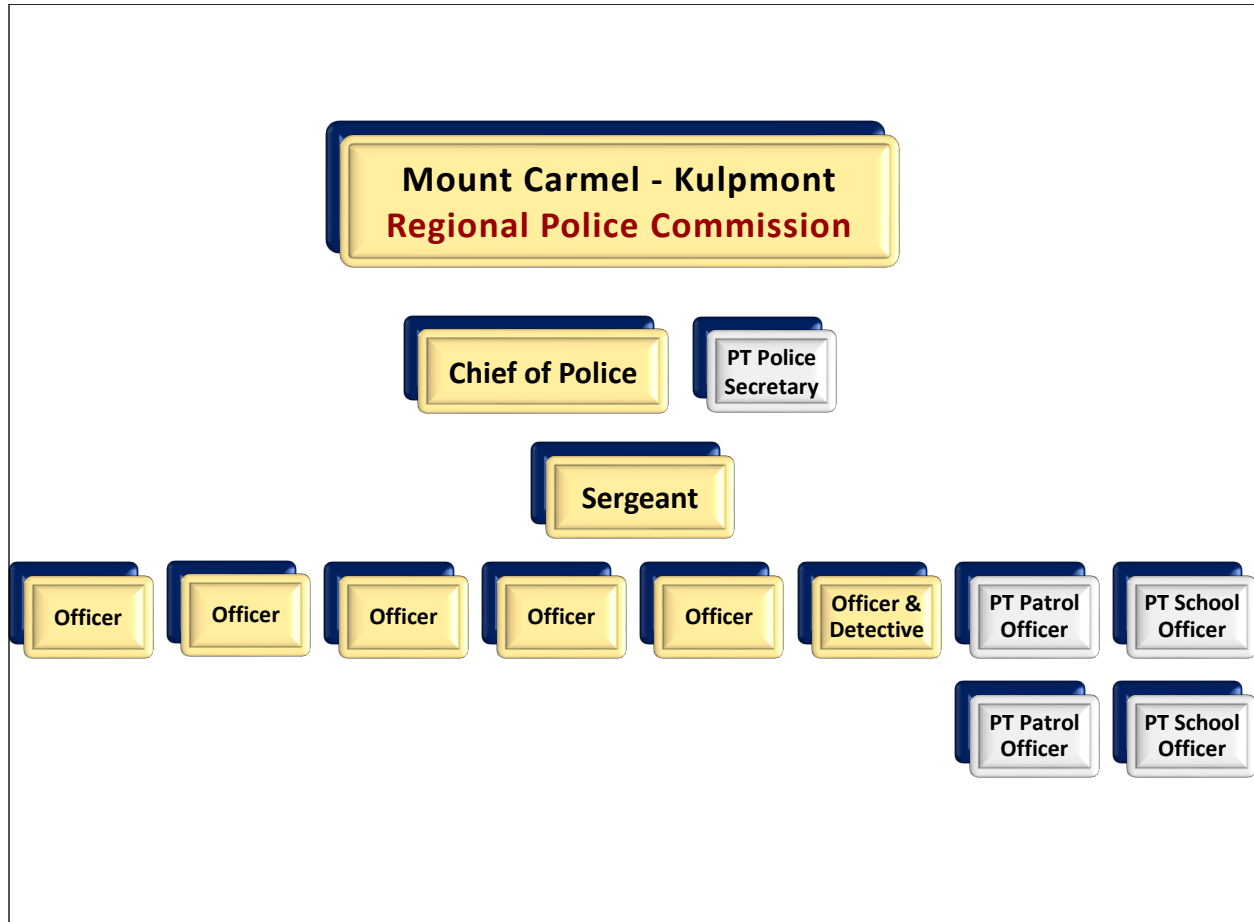
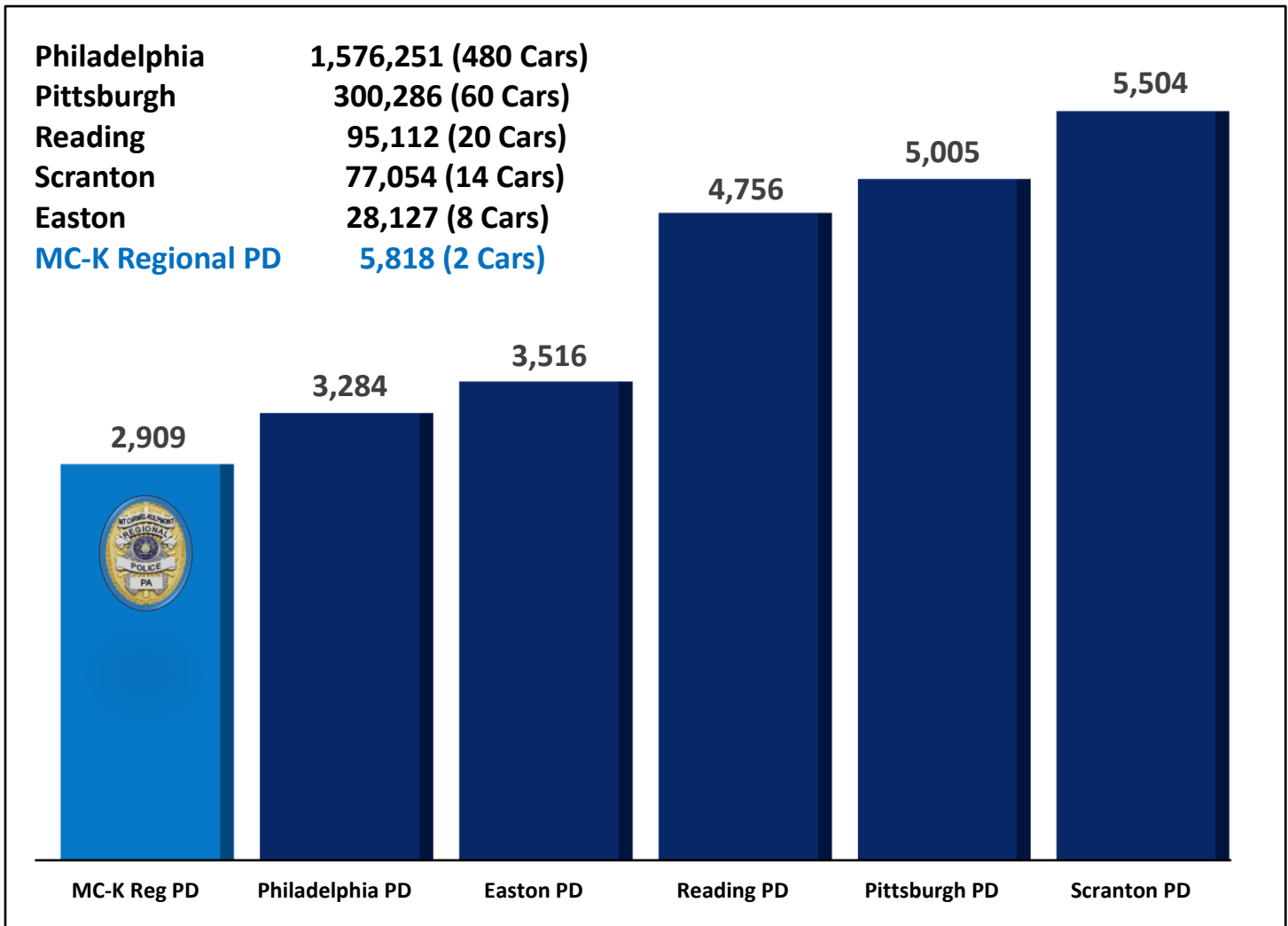
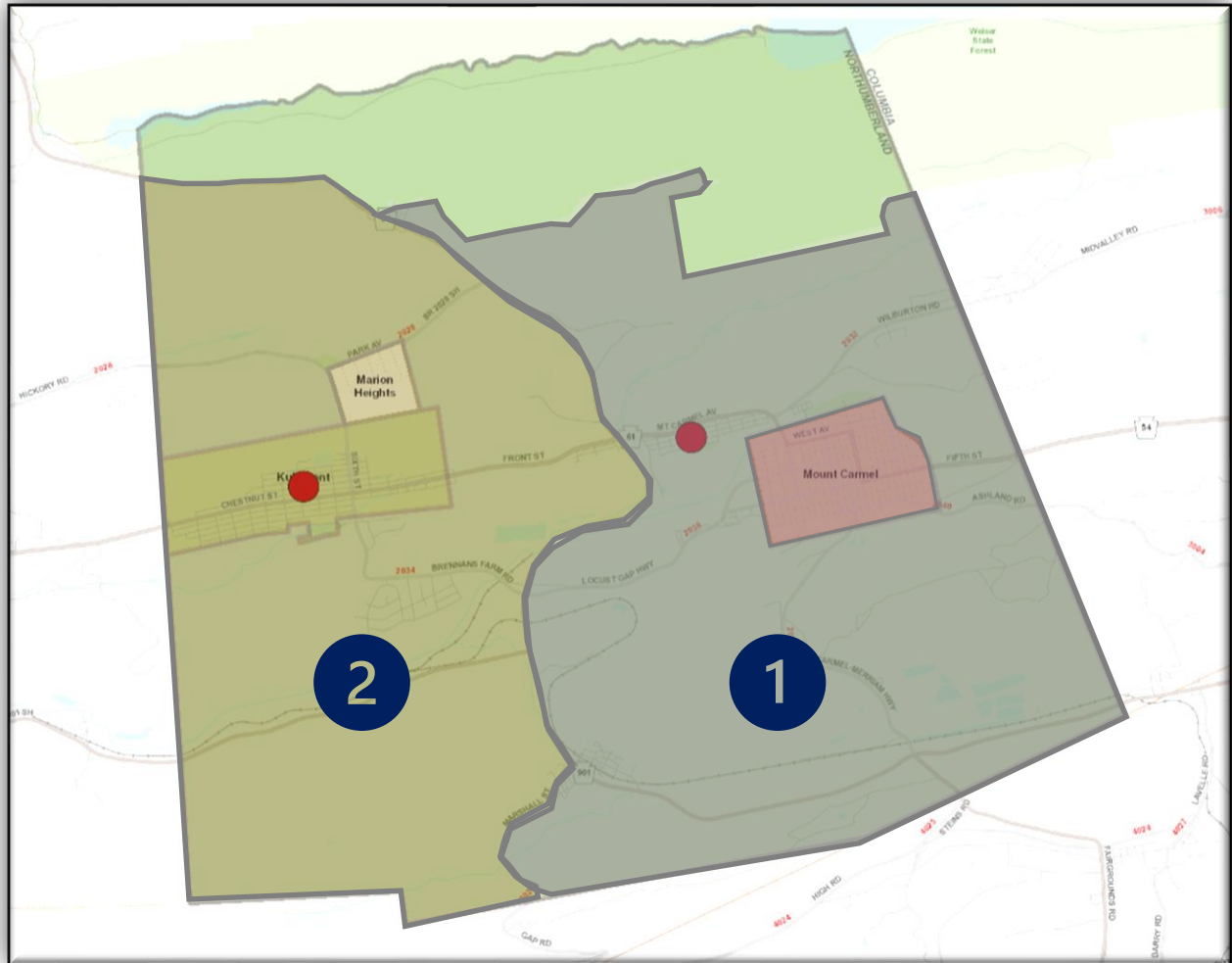


CHART 13 RESIDENTS PER PATROL CAR COMPARISONS



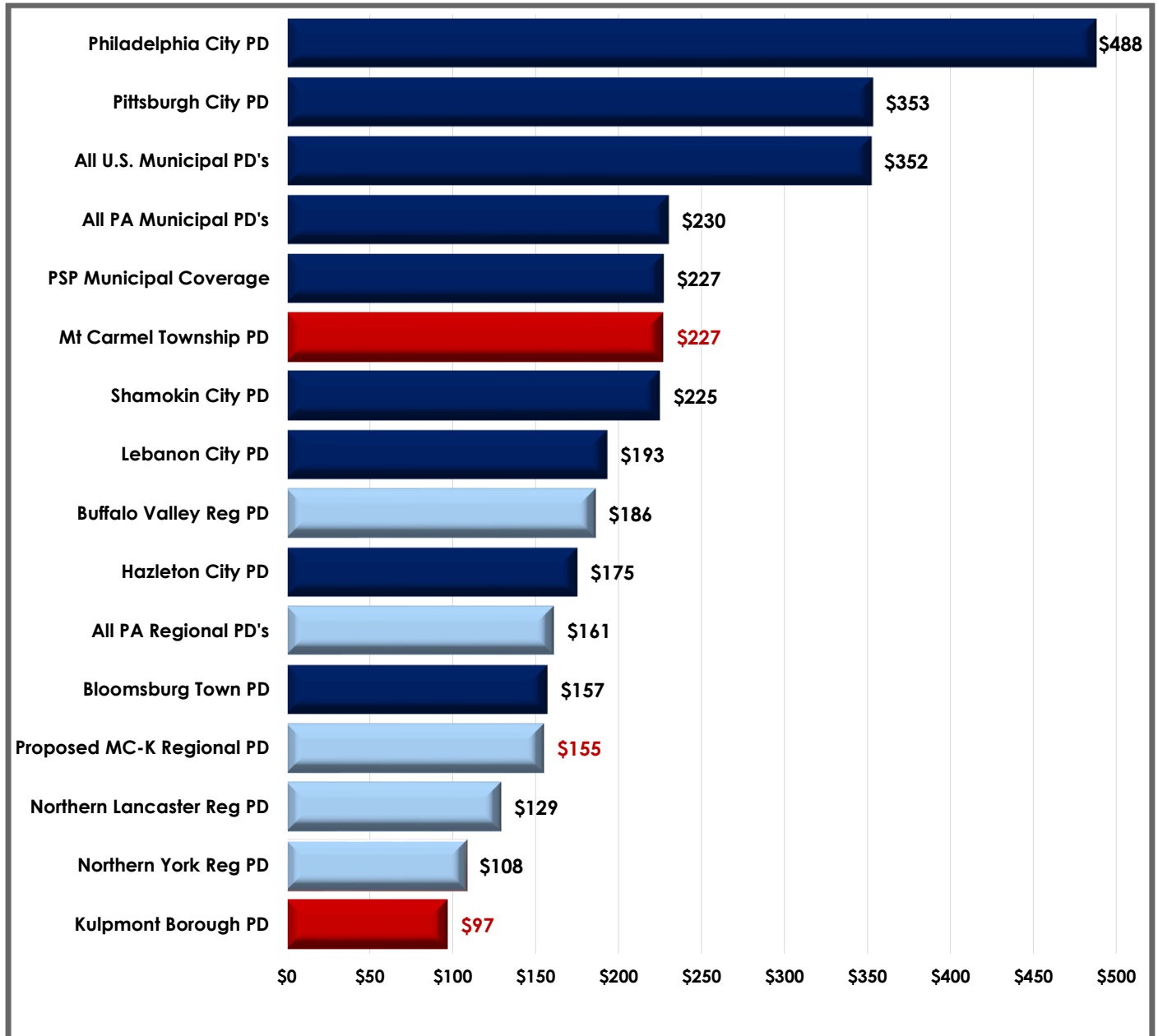
NOTE – With two patrol cars on duty covering 5,818 persons, this would be one patrol car for every 2,909 persons. This is also *better* coverage than the five large Pennsylvania cities shown above, including the City of Philadelphia, which is the 5th largest Police Department in the U.S. This practice would also provide for maximum community coverage and visibility, faster response times to calls, and allow for faster and more reliable back-up for the officers, by always having two of them on-duty in the 22.7 square mile area.

CHART 14 PROPOSED PATROL ZONES



- **ZONE # 1 – EAST ZONE (+/- 9.5 SQUARE MILES)**
- **ZONE # 2 – WEST ZONE (+/- 9.5 SQUARE MILES)**
- **WEISER STATE FOREST (3.7 sm) NOT ASSIGNED TO EITHER ZONE**
- **REGIONAL POLICE HQ TO BE AT MOUNT CARMEL TOWNSHIP**
- **KULPMONT BOROUGH POLICE HQ NO LONGER TO BE USED**

CHART 15 STATE AND REGION COST PER CAPITA COMPARISONS



NOTE - Light Blue in above chart indicates the Per Capita costs for some current regional PD's and the proposed MC-K regional police department. Red indicates the current Per Capita costs for both Mount Carmel Township and Kulpmont Borough.

CONCLUSION AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout this study *strongly* supports our recommendation that the two primary municipalities should combine their resources and create a new regional police department. The consolidation of the police services for these two, along with the contract to Marion Heights Borough, and any future municipal additions or contracts, will result in the following major improvements in the delivery of all future police services.

- The ability to establish uniform and consistent police enforcement programs throughout this entire region, which includes all three municipalities.
- The ability to utilize police personnel more effectively by staffing and deploying officers based upon geography, workload, calls for service times, crime trends, etc.
- The ability to provide more efficient and effective police services for all citizens by eliminating the duplication or differences in any services, facilities, and/or items of equipment that may currently exist between Mount Carmel Township and Kulpmont Borough.

The following facts regarding the general consolidation of police departments reinforces our recommendation for the consolidation of these three departments.

- 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 because of such consolidation.
- Pennsylvania currently has 968 municipal police departments serving a population of approximately 13 million. There are another 152 County Detectives, County Sheriffs, and the State Police in Pennsylvania as well. The entire State of Texas, which is almost six times geographically larger than Pennsylvania, has about the same number of local police departments. Texas does have a combined total of 1,010 municipal, school, hospital, and port authority police departments - but for a population of 29.2 million. **Over 60% of Pennsylvania's police departments have less than five officers, and 83% have less than ten officers.** Small agencies lack the resources to provide adequate patrols, training and often a full range of police services. **A consolidated regional police department eliminates duplication, better utilizes resources, provides better training, and is better able to quickly respond to any area-wide problems.**

We commend the elected officials from the two primary 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 these developments were accepted only after long political and economic disputes. If the municipalities continue to be interested in a regional police department after reviewing this study, then we recommend that public meetings be set up to explain the proposal to all residents and police officers. This report does not cover all the issues regarding the implementation of a regional police department but emphasizes that the municipalities can contact the Governors Center for Local Government Services to further assist them through this process.

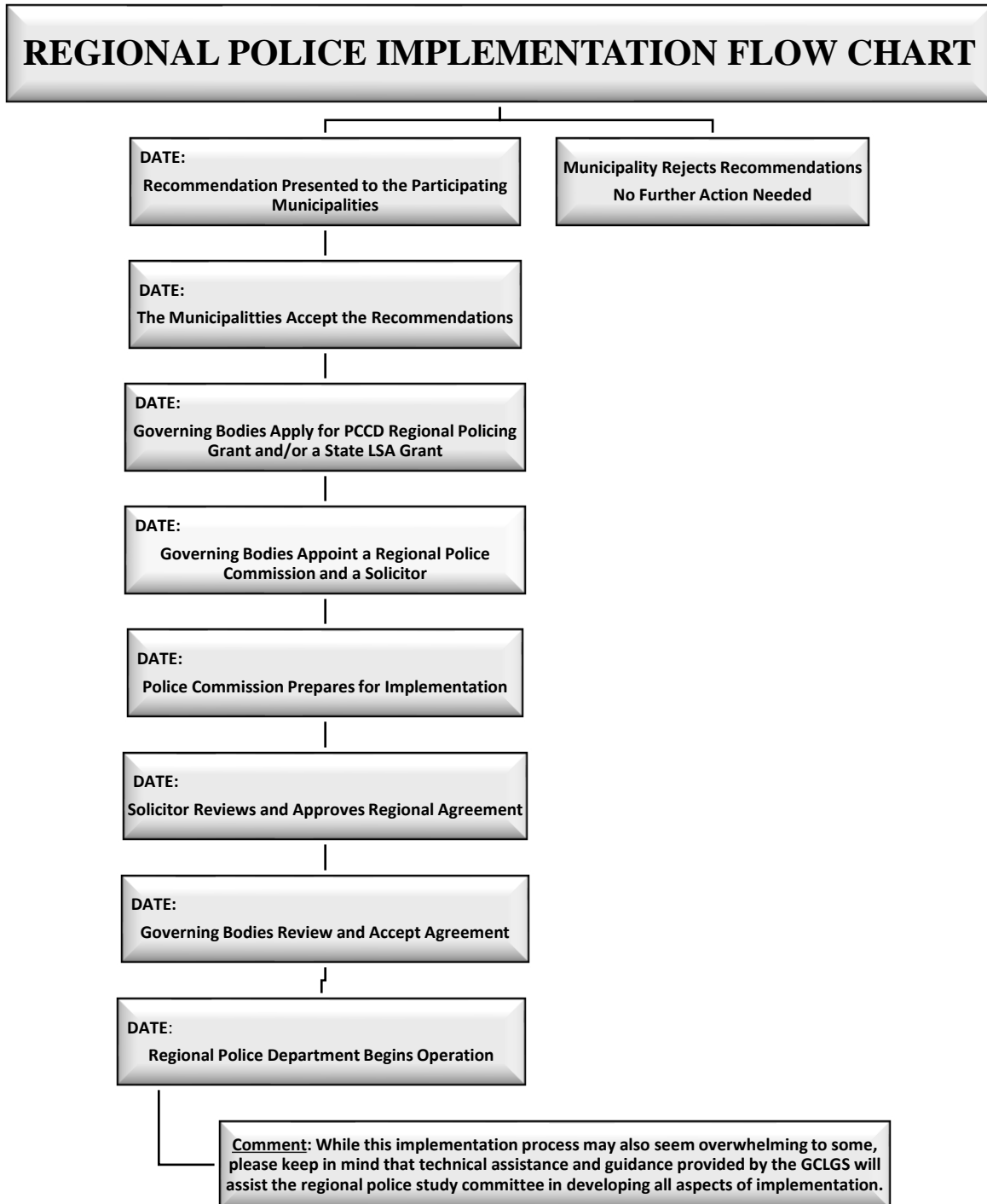
The municipalities will have to address other issues such as the final selection of a police chief, development of the articles of agreement, future police pension matters, possible facility improvements, and the negotiation of a new police labor contract. However, in our view, enough information has been developed and provided in this report to allow the interested municipalities to make an informed decision on whether or not to continue with this important project.

RECOMMENDATIONS FOR FUTURE POLICE SERVICES

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

- **Establish a new regional police department between the two primary municipalities along with the third contracted municipality as per the general recommendations of this study including ...**
- **8 full-time Officers, 2 part-time Patrol Officers, 2 part-time School Resource Officers, and 1 part-time secretary with ...**
 - **An adequate 1,440 square foot regional police headquarters at the Mount Carmel Township Municipal complex.**
 - **5 retained Police Vehicles (4 Marked and 1 Unmarked recommended)**
- ***AND / OR ...* After formation and some initial years of successful operation and potential future accreditation, consider expanding the regional police department by combining with other area municipalities, with or without their own police department, especially including Mount Carmel Borough, with a current compliment of eight full-time and 3 part-time officers covering 5,725 residents.**
- ***AND / OR ...* Continue to provide coverage to adjoining or smaller area communities without a full-time police department on a contractual, fee for service, or expanded regional basis.**
- ***OR ...* Just remain in operation, as is done at the present time, with each municipality operating its own separate police department.**

CHART 16



PENNSYLVANIA COMMISSION ON CRIME & DELINQUENCY (PCCD) REGIONAL POLICE ASSISTANCE GRANT PROGRAM

There are potential sources of grant funding administered by the Pennsylvania Commission on Crime and Delinquency. **The purpose of these grant programs is to improve the delivery of public safety services, through intergovernmental cooperation, by facilitating the formation of full-time, full-service, regional police departments.** These programs will provide financial aid for various regional police “start-up” costs, including a portion of the salary and benefits for the regional Chief of Police and also for police equipment.

For availability of current PCCD grant opportunities, please visit:

<https://www.pccd.pa.gov/Funding/Pages/Active-Funding-Announcements.aspx>

To receive email notifications about PCCD grant opportunities as they become available:

<https://www.pccdegrants.pa.gov/Egrants/Public/Subscribe.aspx>

PENNSYLVANIA DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT (DCED) STATEWIDE LOCAL SHARE ACCOUNT GRANT PROGRAM

There are potential sources of grant funding administered by DCED from a state-wide Local Share Account (LSA) grant program. Statewide funding for this particular grant is administered by DCED for various counties under the PA Horse Race Development and Gaming Act (Act 2004-71). **Grants awarded under this program must be used for projects in the public interest.** Eligible applicants for these awards include Pennsylvania Counties and Municipalities.

For information on current LSA grant opportunities, please visit:

<https://dced.pa.gov/programs/local-share-account-lsa-statewide/>

PENNSYLVANIA CHIEFS OF POLICE ASSOCIATION ACCREDITATION PROGRAM

The Pennsylvania Chiefs of Police Association introduced the Pennsylvania Law Enforcement Accreditation Program to the Commonwealth in July 2001. Since then, over 375 law enforcement agencies have enrolled and 145 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.

The involved 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 the agency, any 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 the department and all 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, they notify the accreditation staff at the Pennsylvania Chiefs of Police Association via a Letter of Intent. PCPA 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 the Chief in concisely explaining the program to your agency and 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. PCPA 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 of accredited departments 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.

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

For program information, contact James Adams, Pennsylvania Accreditation Coordinator, Pennsylvania Chiefs of Police Association, 3905 N. Front Street, Harrisburg, PA 17110, telephone 717-236-1059 x 103, or email jadams@pachiefs.org



Department of Community and Economic Development Governor's Center for Local Government Services



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