



pennsylvania

GOVERNOR'S CENTER FOR
LOCAL GOVERNMENT SERVICES

FRANKLIN COUNTY REGIONAL POLICE STUDY

ANTRIM TOWNSHIP GREENCASTLE BOROUGH

A POLICE PEER PROJECT

**DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT
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INTRODUCTION

The purpose of this study is to explore the feasibility of consolidating the police department of Greencastle Borough with Antrim Township (which currently does not have a police department), examine existing staffing and equipment, and to create one consolidated police department to serve the citizens of the two municipalities. This study will examine and evaluate the cost benefit (if any) and service effectiveness and efficiency benefits (if any) of such an endeavor.

This regional police feasibility study for the two municipalities of the Borough of Greencastle and the Township of Antrim was initiated at the request of the respective elected officials associated with these municipalities. These official bodies made their request via the submission of official "Letters of Intent" to representatives of the Governor's Center for Local Government Services, located in the Pennsylvania Department of Community and Economic Development. The letters of intent officially requested that a study be conducted by the Center and, furthermore, recognized that none of the involved municipalities were obligated, or bound, by the results of the study in any way.

Cultural diversity, a substantial nationwide drug problem, recognition and enforcement emphasis of family and school violence, fiscal constraints, lawsuits, mandatory training, and other substantial issues, have raised new challenges for municipalities and their police departments. It is becoming more and more difficult for small agencies with limited resources to positively impact the problems faced in their communities. In many communities it has become necessary and desirable to consider alternative ways of improving police service while stabilizing costs.

Currently, the concept of regional policing is one method of providing police services which has proven successful. It is also noteworthy to recognize that Pennsylvania has more police departments, over 1,200, than any other state in the nation. Most are quite small and unable to provide a full range of police services. The first regional department in Pennsylvania was established in 1972. There are now over 34 regional departments. More and more, the concept of regional policing is gaining favor with municipal leaders. Most regional police departments have come into being to strengthen existing police services, including the areas of effective administration, supervision, training, investigation, patrol, and specialty services. The concept of regional policing is continuing to experience growth and interest across the Commonwealth.

Presented in this report will be information that will assist the communities of Greencastle Borough and Antrim Township in reaching a decision about the manner in which they deliver and receive police service. Information collected by local officials, Governor's Center for Local Government Services advisors, peer-to-peer consultants, and police officers was used to study, evaluate, and determine the feasibility of consolidation.

Recommendations are made with regard to the organization of a governing body for the proposed regional police agency, the organization and staffing levels of sworn and civilian members for the proposed regional agency, an estimated operating budget for the fiscal year 2008, and methods of cost distribution. Careful examination of this information should be beneficial in determining whether or not the communities desire to continue with the implementation phase of the concept, or continue with the current manner in which police services are delivered and received by these municipalities.

It should be noted that the Center recognizes that many issues discussed in this report may be significant factors in collective bargaining. Utilizing the recommendations of the peer consultant and the Center for the sole purpose of labor negotiations, however, conflicts with the intent of the study. This study's primary purpose is to assess the feasibility of consolidating the police services of the aforementioned two municipalities, while at the same time examining the advantages and disadvantages associated with potential consolidation. It would be improper for the local governing bodies or for any police labor organization to use the work of the peer consultant or the Center to exclusively further their own self-interests.

On behalf of the Governor's Center for Local Government Services, the peer consultant would like to thank all of the local government officials, appointed officials and employees of the involved municipalities for their excellent cooperation and assistance in completing the management reviews of the associated police agency and municipalities to aid in assessing the feasibility of consolidation. Such cooperation was very much appreciated and contributed immensely to the success of the study.

CONSOLIDATED POLICE SERVICE

Definition:

Consolidation of police services requires that individual political subdivision boundaries and individual police departments be abolished, and those existing police departments be consolidated into one regional police department encompassing all political boundaries. The distinctive characteristic of this method of policing is the operation of the police agency outside the direct control of one specific municipality. The police department operates under, and is governed by, a police commission consisting of elected and/or municipal 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 and 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, 1972, serves as the establishing legislation that makes cooperation of public services in the Commonwealth a legal process. Act 180 is now a part of the Pennsylvania Consolidated Statutes Title 53, Sections 2301 through 2315, enacted by State Legislature in 1996.

Section 1202, clause 34 and 35 of the Borough Code; Section 1502, Clause LIII and LIV of the First Class Township Code; and Section 1507 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, 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 next in command, at the discretion of the police commission.

ADVANTAGES OF REGIONAL POLICE SERVICES

Improvement in the Uniformity and Consistency of Enforcement

Police regulations and local law governing police practices and performances often vary from community to community. The implementation of the regional police force requires the establishment of uniform policies and regulations.

Improvement in the Coordination of Law Enforcement Services

It is not uncommon that within a given area, five or six officers from different agencies may be investigating a series of criminal offenses, all committed by the same subject(s). Under consolidation, such an investigation could be handled more efficiently and effectively by one officer. Additionally, each municipal police agency must maintain its own programs, records, and tax procedures. One operation of such systems would be more efficient than two or more, and would reduce tax dollars spent.

Improvement in the Distribution of Police Personnel

Police personnel should be assigned to duty based on the demand for service and activity. If a certain percentage of crimes resulting in the need for police activity occurs during a particular time each day, then the appropriate deployment of police officers can be made during that time. In a police department employing only five officers, little more can be accomplished than simply placing one officer on each duty shift throughout the day. The merging of police manpower through consolidation results in more flexibility to meet peak demands.

Improvement in Training and Personnel Efficiency

Providing proper and necessary police training can be very difficult for smaller police agencies. Sending an officer for training often means not providing police patrol during certain periods of the day, or paying overtime wages to do so. Consolidation often means more personnel available to attend training. In some cases, officers can be certified as instructors and train members of their own department at headquarters with greater flexibility and reduced overtime costs.

Improved Management and Supervision

Because of limitations in time and personnel, police chiefs in smaller departments often function in the capacity of a patrol officer, with little time for administration and supervision. They are unable to spend the time necessary to develop and maintain sound management systems. Increased efficiency in police management has been found to be a positive result of regional police programs.

Reduced Costs

If each municipality administers and operates its own department, each needs its own personnel and systems for management, supervision, purchasing, insurance, record keeping, police headquarters, and many other items. Regionalization reduces duplication and often results in significant cost reductions.

DISADVANTAGES OF REGIONAL POLICE SERVICES

Arguments against the 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. These fall into the three general areas that follow:

Loss of Local Non-Law Enforcement Services

Police Officers in the Commonwealth of Pennsylvania and elsewhere in the country perform many duties which can not really be considered to be police functions. However, the miscellaneous duties are very much a part of the job of police officers in certain communities. Delivering messages for municipal officials, running errands, and issuing permits and licenses are just some of these extra tasks. Typically, when police consolidation takes place, at least some of these duties are discontinued.

Loss of Local Control

In the traditional law enforcement scenario where the municipality creates and maintains its own police agency, the entire governing body is often directly involved in the day to day operations of the police agency. In a regionalized police agency, a police commission is established consisting of member(s) from each participating municipality. Thus, the governing body's direct involvement with the police department is considerably less.

Loss of Citizen Contact

Sometimes an attitude develops that the citizens of a participating municipality will not have as close a relationship with the regional police department. If this does occur, it will be temporary and exist only until such time as police officers become acquainted with the new area.

GENERAL DEMOGRAPHICS

Several charts, which follow, will illustrate the data for the communities of Greencastle Borough and Antrim Township. These general demographics are to be considered essential in the determination of the staffing levels and equipment necessary to provide a regional police department capable of servicing these two municipalities in southern Franklin County.

Both Greencastle Borough and Antrim Township are located in the southern portion of Franklin County. Greencastle Borough is at the approximate center of and is surrounded by Antrim Township. Antrim Township is bordered to the north by St. Thomas, Hamilton, and Guilford Townships; to the west by Peters and Montgomery Townships; to the east by Quincy and Washington Townships; and the south by the State of Maryland.

Greencastle Borough is a largely residential community with some heavy and light industries. It is important to note that all of the schools of the Greencastle-Antrim school district are contained within Greencastle Borough, representing over 3,000 students. Conversely, it is reported that most of the students live outside of the Borough, in Antrim Township. Basically, these two municipalities have this student population in their area at different times of the day throughout the school year. Antrim Township is also described as largely residential, with mix of heavy and light industries and a large agricultural area. Antrim Township reports concerns regarding an ever increasing flow of traffic through the Township. Interstate 81 does pass through Antrim Township. However, even regardless of whether or not a municipality has its own police department, the Pennsylvania State Police maintain primary jurisdiction over interstate highways. This highway does however increase the traffic in other areas of Antrim Township

Greencastle Borough has an area of 1.57 miles while Antrim Township has an area of 70 square miles. The combined area is 71.57 square miles. The fact that Antrim Township surrounds Greencastle in the manner it is does (centrally) makes these two municipalities ideally situated to be serviced by one police department.

The populations and population densities of these municipalities are illustrated in Chart 1. The reader will note that each municipality has very different populations and population densities, which combine for a total population of 17,181 with an average population density of 240 residents per square mile.

Chart 1			
GENERAL DEMOGRAPHICS			
Municipality	Population	Area/Square Miles	Density
Greencastle Borough	3,722	1.57	2,370
Antrim Township	13,459	70	192.3
Totals	17,181	71.57	240.0

ROAD MILES AND EXISTING PERSONNEL

Chart 2 illustrates road miles and existing police personnel data. The total road miles for the two municipalities are 203.49. Antrim Township has no police department and is covered by the Pennsylvania State Police. Greencastle Borough has a police department. The police chief reports that for the last six months (approximately) the department has provided full time 24/7 police services. Prior to that, there were portions of time when there were no Greencastle police officers on duty and the State Police provided coverage.

The Greencastle Borough police department is comprised of 2 full time officers and approximately 9 or more part time officers (that number changes as part time officer leave and are hired by the department). The reported number of hours worked by the police department for 2005 is 12,928.

Chart 2		
ROAD MILES AND EXISTING POLICE PERSONNEL		
Municipality	Road Miles	Police Personnel
Greencastle Borough	20.84	2 full time 7 part time 12,928 hours
Antrim Township	182.65	0
Totals	203.49	2 full time 7 part time 12,928 hours

EXISTING EQUIPMENT AND FACILITIES

Antrim Township does not have a police department and does not have a police station. However, there are pending plans to construct a new municipal facility which would include a 5,520 square foot police station. A station of this size would serve the proposed regional department well. This facility is planned to be in close proximity to Greencastle Borough, which is also advantageous to both municipalities.

Greencastle Borough has a police department. In the event of the formation of a new regional department, each municipality would receive “credit” for the equipment contributed, which in this case would largely be from Greencastle Borough. A full inventory of such equipment would be necessary so that proper accounting of the same would be available, both for the initial start up and for future accounting purposes.

The Greencastle Borough police department operates out of the Borough Hall. The department has its own entrance and waiting area. There is a secretary’s office, small squad room (approximately four desks), bathroom, a holding cell, and an evidence storage area. The chief’s office is adjacent and can be accessed via a break room which is shared by other borough employees. The department has two marked police cars, both Ford Crown Victoria’s, one 2002 which is described as “good” condition and one 2006, which is described as “excellent” condition. The department has standard uniforms, firearms, and other personal police equipment. It also has office furniture, computers, chairs, and other items that would be of use in the new regional department.

However, Greencastle Borough’s police station is not large enough to house the proposed regional department. Keeping any portion of it as a “substation” would not be necessary, given the proximity of the proposed new police facility.

Follow up information as well as a recommendation for the distribution of equipment and facility costs will be addressed later in this report.

FISCAL DATA

Antrim Township currently does not have its own police force and therefore does not have any costs of police services.

The reported 2006 police budget for Greencastle Borough is \$417,300.00. The actual expenditures for 2005 were \$321,796.69.

Because Greencastle Borough uses so many part time officers, determining an accurate cost per officer is not possible.

POLICE SALARIES

The salaries and ranks of existing full time police personnel are listed in Charts 3 and 4. Chart 3 lists the rank positions and the number of officers holding each rank in the department. Chart 4 lists the maximum salaries paid to officers in these ranks. This information is provided as a guide and reference for later consideration in establishing salaries of the new regional police department. Part time officer information is not included since no part time officers will be recommended in the new regional department.

Chart 3 EXISTING RANK STRUCTURE		
	Greencastle Borough	Antrim Township
Chief	1	0
Patrol Officer	1	0
Totals	2	0

Chart 4 EXISTING POLICE SALARIES		
	Greencastle Borough	Antrim Township
Chief	\$60,000	0
Patrol Officer	\$36,462	0

A cost per hour of police service can be calculated by dividing the total operating budget of the police department by the total number of hours of police service available. The cost per hour for the Greencastle Borough police department for 2005 was \$24.89.

PROJECTED STAFFING NEEDS

One (1) full-time police officer works 1,760 hours per year. The following data is used to explain this fact:

One police officer, working eight (8) hours per day, would work 2,920 hours per year. $365 \text{ days per year} \times 8 \text{ hours per day} = 2,920 \text{ hours}$. However, a number of factors must be subtracted from these 2,920 hours for an actual accounting of available work hours. Some of these factors include normal days off, vacation days, holidays, training days, and so forth. Chart 5 depicts an average accounting of these days off, illustrating the computation of 1,760 available working hours per officer per year. It must be remembered that actual days off per year vary per department and per officer, dependant upon a number of variables such as longevity, size of the department, contractual benefits, etc. The figures presented in Chart 7 depict the calculated average and standard used by the Pennsylvania Department of Community and Economic Development.

Chart 5	
COMPUTATION OF YEARLY AVAILABLE HOURS OF POLICE WORK	
AVAILABLE PER OFFICER	
Factor	Annual Man Hours
Regular Days Off (2 days/week)	832
Vacation Days Off (15/year)	120
Holidays Off (10/year)	80
Training Days (5/year)	40
Sick and Injury Days (5/year)	40
Miscellaneous Days (1/year)	8
Court Days (5/year)	40
Total Hours Off Per Year	1,160
Total Hours Available Per Year	1,760

$$(2,920 \text{ hours} - 1,160 \text{ hours} = 1,760 \text{ hours available})$$

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 the police, with adequate time allowed for preventive patrol and handling the other administrative tasks associated with municipal policing. It is necessary that appropriate staffing levels be established before making the decision to consolidate police services. Once it is determined how many police officers will be needed to adequately service the area under consideration, it will then be possible to determine how much it will cost each community to become part of the regional police department and how much service it can expect to receive from the police department.

The formula used by the Governor's Center for Local Government Services (GCLGS) to determine police personnel needs was developed by the International Association of

Chiefs of Police (IACP). This formula has been used and applied extensively throughout the Commonwealth by the GCLGS and found to be reliable. However, like most situations when an overall standard is applied to a unique and specific set of circumstances, it is subject to error and should not be considered infallible.

The IACP formula is applied on the assumption that 45 minutes is the average time necessary to handle a police incident. Serious crimes, especially those involving an arrest or prolonged investigation, take considerably longer and minor incidents may take much less than 45 minutes. Forty-five minutes has been found to be a reliable average. One third of an officer’s duty time should be utilized for handling incidents, and a police officer is available to work 1,760 hours per year after consideration of all the time off as depicted in Chart 5. This calculation determines manpower needs for patrol officers “on the street” handling calls, and does not include administrators, supervisors, and specialists. In order for the formula to be accurate, it is extremely important that the number of incidents reported be accurate.

This consultant’s experience has discovered that the reporting of data on incidents in police departments is less than accurate and not uniform. Due to a lack of a standardized reporting network in Pennsylvania, the lack of standardized training of personnel, and the administrative prerogative of individual municipal police departments, there is inconsistency in reporting.

In this situation, Antrim Township relies on coverage from the Pennsylvania State Police. The State Police do comply with Uniform Crime Reporting standards. However, the manner in which they handle and record police *incidents* varies significantly from the manner in which most local police departments handle and record police incidents. Therefore, that data would not be useful in this study. This is also why the data from Greencastle Borough will not be used as a comparison. As per the police chief, 24 hours service was not regularly maintained until the past six months. This causes a hybrid of reporting systems: the State Police and Greencastle Borough’s. The data gained from these sources is not reliable when combined.

It has been found that the realistic incident data lies somewhere between that reported by police agencies and that expected if using a standardized average of 550 expected police incidents per each 1,000 population. This consultant has found this average to be very reliable. These figures are illustrated in Chart 6, which follows.

Chart 6		
POLICE INCIDENT DATA BASED ON AVERAGE OF 550/1,000		
Municipality	Population Served	Incident Data at 550/1000
Greencastle Borough	3,722	2,047
Antrim Township	13,459	7,402

DETERMINING PATROL FORCE MANPOWER NEEDS

Step 1:

Determine the number of complaints or incidents received and responded to by the police department. Complaints and incidents include all forms of activity in which an officer responds and takes an official action. Incidents do not include situations in which advice is given over the telephone, messages are delivered, or in the handling of internal police department matters and administrative tasks.

If the actual number of incidents is unknown or data provided is unreliable, sound estimates may be made based upon the assumption that on the average, in any community, 550 complaints, or incidents, will occur for every 1,000 residents per year, or .55 per resident.

Step 2:

Multiply the total complaints or incidents by .75 (45 minutes). It is generally considered that 45 minutes is the average time required to handle a complaint or incident.

Step 3:

Multiply by three 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 handling calls for service. Other requirements should be taken into consideration, such as servicing police equipment, personal relief, meal breaks, and supervision. Multiplying by three accounts for these factors and the unknown.

Step 4:

Divide the product by 2,920, the total number of hours necessary to staff one basic patrol unit for one year (365 days x 8 hours = 2,920 hours). The IACP formula establishes the number of patrol elements necessary to police the community (*not* the number of officers, but the number of patrol elements).

To determine the number of officers necessary to staff each patrol element, the assignment/availability factor must be determined. This is accomplished by determining how many hours each year the average police officer is available for actual work from the existing 2,920 hours. This figure, 1,760 hours, has been outlined in Chart 7.

Once the total available hours for each police officer is established (1,760) the assignment/availability factor is determined by dividing the available hours into the patrol element requirement of 2,920 hours. This results in a factor of 1.66 (2,920 divided by 1,760 = 1.66). In other words, it takes 1.66 police officers to staff each patrol element required to police the community. This figure only includes police officers. It does not include administrators, supervisors, or specialists.

Utilizing the steps for determining patrol force manpower needs, Chart 7 illustrates the number of patrol officers necessary to staff the proposed new regional police department utilizing the figures for calls for service based upon the standard anticipated of 550 calls per 1,000 residents. Administrative, supervisory, and specialist personnel are not included in this figure.

Refer to Chart 6 for incident data provided and incident data anticipated utilizing the standard of 550 incidents per 1,000 residents.

Chart 7						
PATROL OFFICER NEEDS BASED UPON 550 INCIDENTS/1,000 POPULATION						
Municipality	Incidents	x .75	x 3	/2,920	x 1.7	Total Patrol
Greencastle Borough	2,047	1,535	4,606	1.58	2.68	2.68* (3)
Antrim Township	7,402	5,551	16,653	5.70	9.69	9.69* (10)
						13 (12.37)

*Since there cannot be a “percentage” of a police officer, the number is rounded up.

Chart 7 illustrates that a total of 13 **patrol officers** will be needed to staff the new regional police department. “Patrol officers” means those officers who will actually handle calls for service and other police related duties. It does not include supervisors (sergeants), administrators (chief and lieutenant), or specialists (detectives).

Chart 8 will illustrate the percentile division and responsibility for each municipality, based upon the number of patrol officers needed for each municipality in comparison to the total number of patrol officers. This same division, or share, will be used later to calculate the actual dollar shares of the regional police operation, as well as the initial start up cost shares, for each municipality.

Chart 8		
PERCENTILE SHARES FOR PATROL OFFICERS AND FINAL STAFFING/OPERATIONAL BUDGET		
Municipality	Patrol Officers	Percent
Greencastle Borough	3 (2.68)	21.6
Antrim Township	10 (9.69)	78.4
Totals	13 (12.37)	100.00

The municipalities, through a Police Commission, can review the data and determine the manpower needs and how to best distribute the cost allocations.

ORGANIZATION OF THE POLICE DEPARTMENT

It is recommended that a Franklin County Regional Police Commission be established to govern the Southern Franklin County Regional Police Department. Each municipality should enjoy the opportunity to hold seat(s) on the “Board”, with full voting privileges, regardless of the amount of service purchased. The member(s) appointed to represent each municipality would be selected by the municipality itself during a regular annual reorganization meeting.

Costs associated with a seat on the Board will depend upon the amount of service, or units, purchased, and would allow for a credit of costs associated with the inventory of equipment currently owned by a municipality, which will become part of the inventory of the newly created agency. Therefore, initial “start up costs”, which include adequate cash flow for operations until the monthly/quarterly billing funds become available, should be established. Each municipality would be assessed a share of the start up costs in accordance with the share of service to be purchased as shown in Chart 8. These start-up costs would need to be calculated after the decisions are reached as to the location of the police facility, the final staffing levels, and the amount of equipment to be purchased (vehicles, office equipment, uniforms, computer equipment, etc.). At this juncture of the regional police study, these start-up costs are unknown. However, as an example, Chart 9 illustrates the breakdown of shares for each municipality for a hypothetical start up cost figure of \$800,000.00. This figure includes an estimated cost of \$550,000.00 to build a new police station based on information received from Antrim Township with respect to the government complex being proposed.

Chart 9		
DISTRIBUTION OF START-UP COSTS UTILIZING AN EXAMPLE OF \$800,000		
Municipality	Percent Share	Dollar Amount
Greencastle Borough	21.6	\$172,800
Antrim Township	78.4	\$627,200
Totals	100	\$800,000

Legal counsel should represent the Regional Police Commission and Police Department. The Board should appoint legal counsel at its earliest convenience. This counsel will be an integral part of all proceedings in the establishment of the contractual agreement among the participating municipalities.

The Regional Police Commission should immediately arrange for the implementation of a pension program for the Police Department employees, sworn and civilian. A pension committee with representation from the police officer association (PBA) should be established early in order to arrange for implementation of the pension plan and transfer of monies from the municipalities involved.

The proposed staffing level of the new department consists of thirteen patrol officers as determined by Chart 7, plus sufficient administrative and civilian personnel to effectively operate a police department of this size.

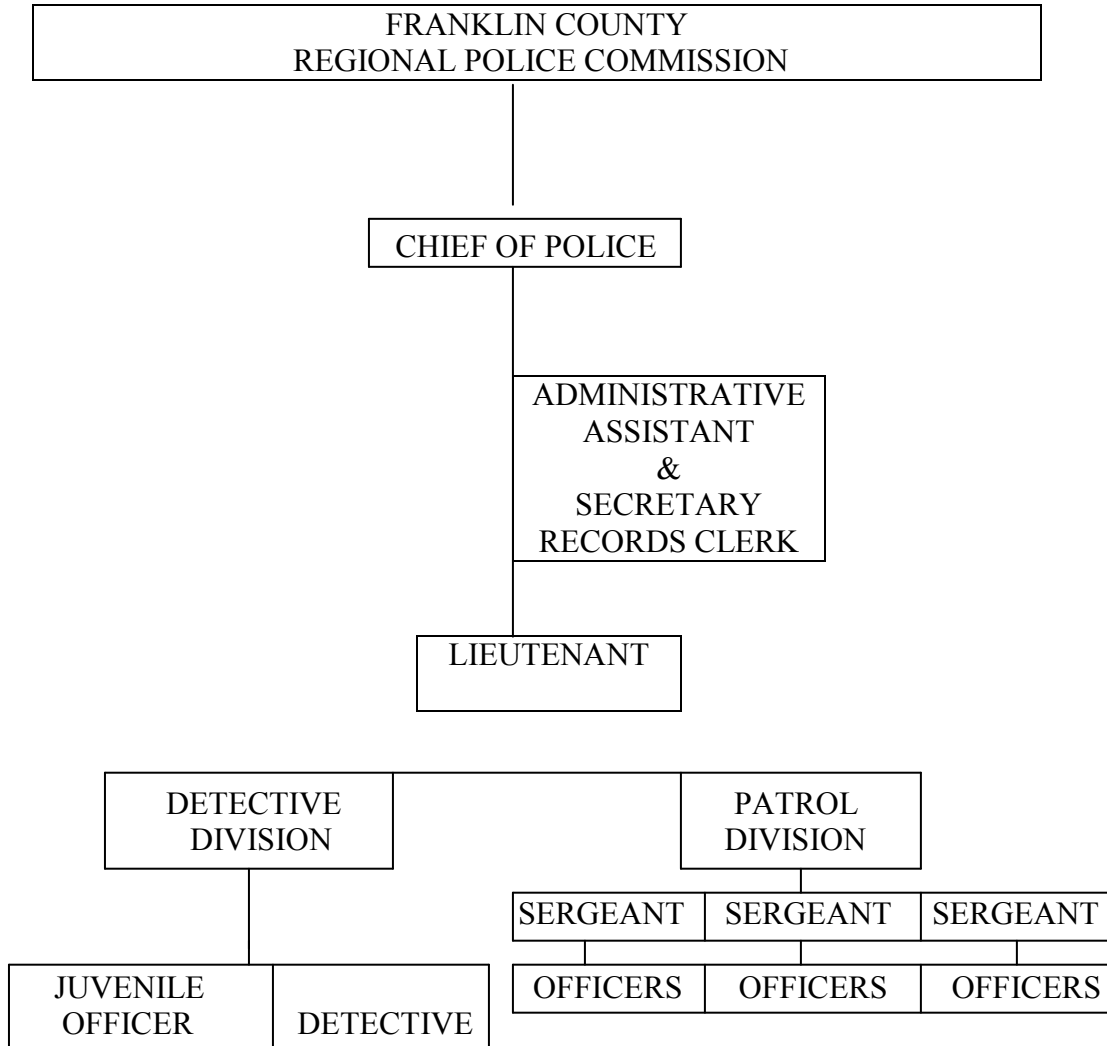
Based upon anticipated staffing needs, as illustrated in Chart 8, thirteen patrol officers (which includes a juvenile officer), plus a detective, three sergeants, a lieutenant and the Chief of Police, are included in the proposed organizational chart. The proposed organizational chart for the police department is illustrated in Chart 10.

- 1 - Chief of Police
- 1 - Lieutenant
- 3 - Sergeants
- 1 - Detective
- 1 - Juvenile Officer
- 12 - Patrolman

In addition to the uniformed staff it is also recommended the following non-uniformed employee's:

- 1 - Administrative Assistant
- 1 - Secretary
- 1 - Records Clerk

Chart 10
POLICE DEPARTMENT ORGANIZATIONAL CHART



In order to accurately account for the activity of police personnel in each participating municipality and to provide a standard for distribution of costs assessed to each participating municipality, there are several funding options that can be considered by the Police Commission.

It would be recommended the Police Commission look at more than one funding option which could include population, call for service, assessed real estate value, road mileage, revenues, or a combination of them. However, it is this consultant's experience that often the simplest formula is the one that endures over time. So, keeping with population and incident based figures could prove to be the most reliable for these municipalities.

Another popular funding option that I would recommend be reviewed by the Police Commission is Police Protection Units (PPU). Each municipality would have the options of purchasing PPU'S from the Commission. One PPU would equal 10 hours of service a week. However, strict adherence to the service level goals of PPU's could lead to inaccuracies in the equity of coverage if not handled properly.

Most importantly it is up to the regional police commission and municipal boards to determine which method of funding that fit their needs.

All administrative personnel, including the Chief of Police and Administrative Assistant, are included in the overall total cost of departmental operations. When calculating budgetary amounts, these administrative costs are added into all other costs outlined in the budget.

Administrative costs include salaries of administrative personnel as well as salaries expended for training, vacation, sick leave, overtime, etc. The terminology of "administrative costs" is therefore frequently misunderstood.

The police equipment currently owned by Greencastle Borough would become the property of a new agency and additional equipment will need to be purchased to meet the needs of the new larger agency.

It is recommended that all full time personnel of the existing police departments become members of the new agency. Promotions and staffing of new positions will be necessary. This should be accomplished by means of competitive examinations and hiring procedures, in compliance with all procedures of PA Act 120 and the Municipal Police Officers' Education and Training Commission. Proposed staffing of the new Regional Police Department is outlined on pages 15 and 16.

OPERATING BUDGET

To be able to establish estimated costs for a regional police department, structured and staffed as previously discussed, to serve the two municipalities participating in this study, an operating budget for the year 2008 has been developed. This budget is based on the calculated needs of the municipalities as outlined, establishing the required staffing levels for the agency.

Many of the costs associated with traditional police operations, such as labor negotiations, legal counsel, insurance, taxes, and facilities, which would normally appear in the municipal budget instead of the police budget, will now be reflected within the regional police department budget. It is important to remember that the regional police department will be an agency independent from its municipalities, and consequently is responsible for all of its own operating costs. Therefore, when reviewing the operating budget, there are no additional or hidden costs over and above those which appear within the budget.

Many variables will impact upon the proposed budget in comparison to the finalized actual budget. These variables include actual staffing levels, the selection of the police facility, salary scales established, new equipment purchased, and the like. For these reasons, the proposed 2008 operating budget is an estimate only, to be used as a guide for further study and negotiations.

The Per Officer Cost, determined by dividing the operating budget by the total number of sworn personnel (chief and administrative/ supervisory personnel included) is intended to serve as a similar calculation. Per Officer Costs in the Commonwealth vary widely from a low in the \$45,000 range to a high of over \$125,000.

The Per Officer Costs will serve as a guide for the regional study committee in determining the appropriate and suitable cost of operation for the new regional police agency, in comparison with existing regional police agencies operating throughout the Commonwealth of Pennsylvania.

2008 OPERATING BUDGET PROPOSAL

Expenditures

PERSONNEL SERVICES 410.000

410.110	Police Chief Salary	70,000
410.111	Police Lieutenant Salary	62,000
410.112	Supervisory Staff Salary (3 Sergeants)	162,000
410.113	Full-time Officers (14, including detective & juvenile officer)	700,000
410.114	Overtime	50,000
410.115	Salary of Support Staff	82,000
410.116	Medical and Hospitalization Insurance	214,000
410.117	Police Liability Insurance	14,000
410.118	Life Insurance	37,200
410.119	Workers Compensation	79,493
410.120	F.I.C.A.	38,250
410.121	Unemployment Compensation	4,600
410.122	Prescription	5,000
410.123	Dental Insurance	21,400
410.124	Vision Insurance	2,800
410.125	Disability Insurance	3,800
410.126	Directors and Officers Insurance	4,000
410.180	Pension Contribution	50,000
410.181	Educational Allowance	5,000
	TOTAL PERSONNEL SERVICES	\$ 1,605,543

SUPPLIES 410.200

410.210	Uniform Purchase (Full-Time Officers)	8,000
410.220	Ammunition, Firearms, and Related Supplies	3,500
410.230	Advertising and Printing	1,500
410.240	Office Materials and Supplies	5,000
410.250	Postage	1,500
410.260	Equipment Replacement	3,000
	TOTAL SUPPLIES	\$ 22,500

OTHER SERVICES AND CHARGES 410.300

401.301	Bank Service Charges	100
410.310	Legal and Engineering	4,000
410.320	Training	7,000
410.330	Personnel Recruiting	1,000
410.350	Office Machine Maintenance	2,500
410.360	Radio Communications	6,000
410.370	Communications Equipment Maintenance	3,000
410.380	Travel and Subsistence	2,000

410.390 Membership Fees, Subscriptions Dues & Conferences	3,000
410.395 Records Retention	15,000
TOTAL OTHER SERVICES AND CHARGES	\$ 43,600

VEHICLE EXPENSE 410.400

410.410 Minor Equipment	5,000
410.420 Insurance	15,000
410.430 Vehicle Maintenance/Parts	15,000
410.431 Vehicle Maintenance/Labor	10,000
410.432 Car Wash	1,500
410.440 Gasoline, Oil & Lube	40,000
410.450 Tires and Tubes	4,000
410.460 Speed Timing Equipment Calibration & Repairs	1,500
410.470 Major Equipment	24,000
TOTAL VEHICLE EXPENSE	\$ 116,000

HEADQUARTERS/OPERATIONAL EXPENSE 410.500

410.500 Custodial Salary	5,000
410.510 Cleaning & Maintenance Supplies	1,000
410.521 Telephone	12,000
410.530 Building & Contents Liability Insurance	2,000
410.550 Maintenance & Repairs	2,500
410.560 Audit Expense	3,500
410.561 Administrative Computer Software & Support	2,500
410.570 Equipment Maintenance	2,000
410.580 Equipment Rentals	1,000
TOTAL HEADQUARTERS/OPERATIONAL EXPENSE	\$ 31,500

Revenue

Department Receipts	
Miscellaneous Income (photocopies, donations)	15,000
Interest	10,000
Alarm/Permit/Fine Receipts	40,000
Total Department Receipts	\$65,000

Personnel Services	1,605,543
Supplies	22,500
Other Services and Charges	43,600
Vehicle Expense	116,000
Headquarters Operating Expense	31,500
Less Department Receipts	-65,000
Total Budget	\$1,754,143

Per Officer Cost - Budget (\$1,754,143) divided by Total Sworn (19) = \$92,323

Chart 11
2008 OPERATING BUDGET PROPOSAL
MUNICIPAL COST SHARES BASED ON PROJECTED
INCIDENTS/POPULATION

Municipality	Percent Share	Municipal Cost Share
Greencastle Borough	21.6	\$378,895
Antrim Township	78.4	\$1,375,248
Totals	100	\$1,754,143

Please note this funding formula is only a suggested formula. The final funding formula will be determined by the participating municipalities by determining what is most desirable for their municipality when determining their final cost allocations.

CONCLUSION AND RECOMMENDATIONS

The proposed year 2008 operating budget reflects a total cost to the two municipalities for police service of \$1,754,143. Chart 11 illustrates the division among the municipalities of this total budget based on the percent shares recommended. It must be remembered that the budget proposal is an overall estimate and the study committee in preparation of an actual budget proposal will require some “fine tuning.”

Since Antrim Township does not have its own police force, no cost comparison can be made. However, the 2006 police budget for Greencastle Borough is \$417,300. It is important to note that the 2008 costs estimated with the proposed regional department are \$38,405 less than that amount.

The consolidation of the existing police department of Greencastle Borough with Antrim Township, with the addition of necessary staffing and equipment to meet the requirements of the new regional police agency is both feasible and workable. The new regional police agency would provide full time 24 hour police service to both municipalities. The immediate and long term results will be as follows:

- The new regional police department will provide immediate and direct response to calls for service 24 hours per day within the entire 71.47 square mile jurisdiction (17,181 residents).
- The new agency will provide strengthened administration, supervision, and specialization services while allowing for better training opportunities and career advancement.
- The new agency will have the ability to utilize police personnel more effectively by staffing and deploying officers based on workload. The proposed organizational structure distributes personnel in accordance with sound administrative practices.
- The new agency will provide enhanced professional police services to the communities. Each municipality would in essence benefit from the abilities of the entire organization, staffed with 19 sworn personnel.

The following facts regarding the consolidation of police departments reinforce our recommendation for consolidation of the two municipalities in Franklin County into a regional police department.

1. 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 less than ten (10) sworn employees should consolidate for improved efficiency and effectiveness.
2. 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 or effectiveness, but in no case should an arbitrary limit on agency size be imposed, and in no case should individual agency members lose salary or status as a result of such consolidation.

3. The Pennsylvania Crime Commission in its annual report notes that Pennsylvania has over a thousand individual police departments. There is no other state in the nation, which comes even close to Pennsylvania's number of local police units. Over 60 percent of Pennsylvania full-time police departments have less than five (5) officers. Small agencies lack officers to provide adequate continuous patrol and an ability to provide a full range of police services. A consolidated force eliminates duplication, better utilizes resources, provides better training, and is better able to respond to area-wide problems.
4. A study titled "*A Review of the Northern York County Regional Police Department*", completed in 1989 by the Pennsylvania Department of Community Affairs, and concluded that the regional police department was providing a higher level of service at a significantly lower cost by using less personnel and resources. (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.

We commend the elected officials from the two municipalities for looking into the possibility of consolidating police services. We know that intergovernmental cooperation in municipal policing is probably more difficult to achieve than in any other municipal service.

The President's Commission Law Enforcement Administration of Justice Task Force Report on police states that:

"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".

Internal opposition has occurred with nearly every major change in policing since the turn of the century. Today, police academy training, civil service merit systems for hiring and promotions, and telecommunications systems that dispatch police for whole counties are taken for granted as indispensable to a modern police force, but each of these innovations was accepted only after a hard fought battle.

This report does not cover all the factors regarding the implementation of a regional police department. The regional police commission will have to address other issues such as selection of a police chief, development of articles of agreement, design of a personnel or civil service system, merging of police pensions, police contracts, etc. However, in our view, enough information has been developed in this report to allow the two municipalities to make a decision on whether to proceed. Should the communities indicate a desire to do so, the GCLGS has offered its assistance in addressing the remaining issues.

Also, it is important to note that the GCLGS has two grant programs available to financially assist qualifying communities in the establishment of regional police

departments. They are the “Shared Municipal Services Grant Program” and the “Regional Police Assistance Grant Program,” both administered by the GCLGS.

The Shared Municipal Services Grant Program is usually used to finance up to 50 percent of the total cost of a consolidation project. Activities eligible for financing under this program may include start up costs, new or used equipment purchases, and some of the police personnel costs associated with providing police services to one or more communities. Applications for the Shared Municipal Services Grant are received by the GCLGS on a year-round basis, while grants awards are made on a quarterly basis.

Although administered by the GCLGS, the Regional Police Assistance Grant Program is actually furnished by the Pennsylvania Commission on Crime and Delinquency. The purpose of this program is to improve the delivery of public safety services through intergovernmental cooperation, by facilitating the formation of full-time, full-service police departments in the Commonwealth. In order to qualify, a department must be staffed with a chief of police and at least five full-time patrol officers, of which the proposed Southern Franklin County Regional Police Department is recommended to have. The program provides financial aid for a period of up to three years to help defray some of the start up costs associated with the regional agency.

Further information about the Regional Police Assistance Program can be obtained upon request to the Governor’s Center for Local Government Services, 400 North Street, 4th Floor, Commonwealth Keystone Building, Harrisburg, PA, 17120, and Phone: 1-888-223-6837.

Funding levels for the Regional Police Assistance Projects will be awarded based on a decreasing cost basis according to the following schedule:

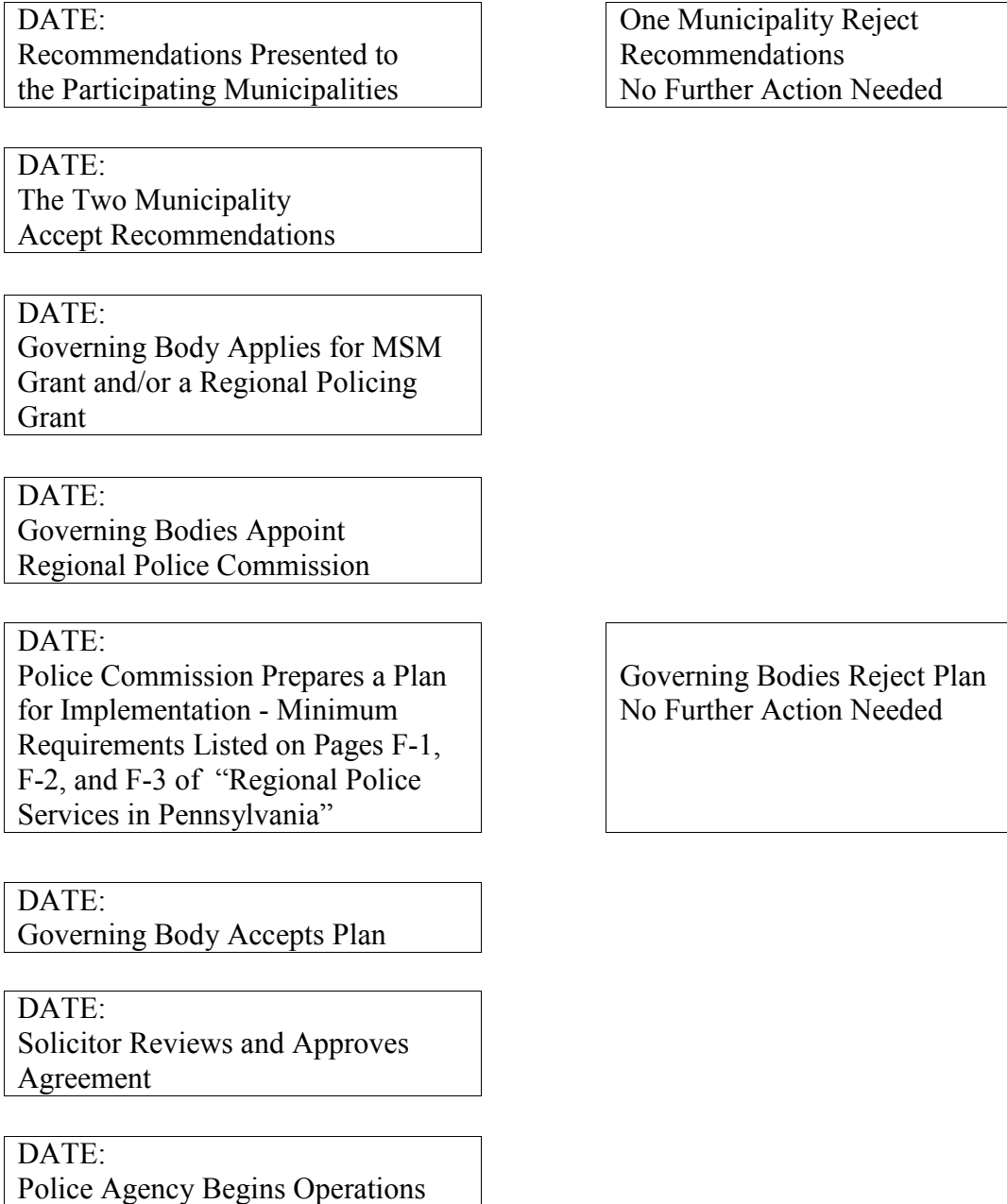
1. A maximum of 75% of project costs in the first year, not to exceed \$49,000.
2. A maximum of 50% of project costs in the second year, not to exceed \$33,333.
3. A maximum of 25% of project costs in the third year, not to exceed \$16,666.

All approved funding must be used to pay the costs of salary and fringe benefits of the full-time police chief and for any and all costs associated with the maintenance and operation of the police agency. Acquisition of a computerized records management system will be included as an element of all applications.

Among the required criteria for eligibility is the advertisement of the chief executive position with an open recruitment drive containing GCLGS approved credentials.

The following is a very general Regional Police Implementation Flow Chart” that provides an outline of process of implementing a regional police department.

REGIONAL POLICE IMPLEMENTATION FLOW CHART



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 the implementation.