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## **Executive Summary**

This proposal would establish one full-service regional police department, consisting of 12 sworn police officers serving four municipalities with a total resident population of 8,406 residents and 38 square miles. Two School Resources Officers (SRO) would continue to exist but are not listed in the proposal as they are paid entirely by the schools. Counting the SRO's the department's sworn personnel would consist of 14 sworn officers and one civilian clerk.

There is a total of four options being proposed. Option 1 and 2 are similar and involve all four municipalities. Option 3 and 4 involve only three municipalities.

The proposed budget(s) provide for funding for all officers, vehicles, facilities and equipment beginning as early as year 2020.

- Increases patrol coverage to all areas and participating municipalities, with officers assigned to specific patrol zones, along with police supervisors, traffic officers and a detective.
- Qualifies the new regional department to receive Pennsylvania Regional Police Assistance grants, MAP Grants, COPS grants, Aggressive Driving Grants, Seat Belt Grants and GCLGS grants.
- Includes the use of two existing police departments thus making no need to purchase or renovate another building.

## Introduction

The intent of this study is to examine a regional police force by consolidating two existing police departments and four municipalities. The four municipalities are Muncy Borough, Montgomery Borough, Brady Township and Clinton Township. Muncy Borough has an existing police department with three full time officers and three part time officers and covers only Muncy Borough. One of the three fulltime Muncy officers is a school resource officer. Montgomery Borough has an existing police department with one full time officer and an average of five to six part time officers covering both Montgomery Borough and Brady Township. One part-time Montgomery officer is a school resource officer. Clinton Township does not currently have a police department and relies solely on PA State Police coverage.

Over the recent year's community problems, growth, growing cultural diversity, the meth and heroin drug epidemics, traffic problems, fiscal constraints and many other issues have raised major challenges for municipalities and their police departments. Small communities often don't have the budgets to provide adequate police services and struggle to recruit, train and retain officers. The concept of regional policing is seen all over the state and has positive outcomes with better coverage for less expense. There are 35+ regional police departments covering over 125 municipalities statewide.

Presented in this study is information to help each municipality make an informed decision. The information contained herein was obtained via research using the Pennsylvania State Police, State unified crime reporting data, existing municipal police budgets and police call reports as well as information obtained from the International Association of Chiefs of Police (IACP) and the review and/or interviews of other statewide regional police chiefs as well as a comprehensive review of several other regional police studies done in recent years.

Option 1 – Regional Police with Muncy, Montgomery, Brady & Clinton (year two plan)

Option 2 – Regional Police with Muncy, Montgomery, Brady & Clinton (year one plan)

Option 3 – Regional Police with Montgomery, Brady & Clinton

Option 4 – Regional Police with Montgomery, Muncy & Brady

Option 2 is found to be the best option for the budget and coverage with the goal to grow into Option 1 by year two either using grant monies or requiring the municipalities to slightly increase their budgets.

Recommendations have been made concerning the organization of the governing body for the regional police commission. Included in this study are adequate staffing levels, estimated budget costs and distribution.

## 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 characteristics of this method of policing is that the operation of the police agency is outside the 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 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 government unit.

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

Section 1202, clause 34 and 35 of the Borough code; section 1502, clause 53 and 54 of the first-class township code; and section 702, clause 40 of the second-class township code also bestow authority upon municipal governments to enter into agreements for the purpose of intergovernmental cooperation.

### Governing Law:

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

However, in doing so, they have not been deemed in any fashion to have adopted or become so bound to abide by said acts and codes, by implication of past practices, 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 police commission should have expressed authority to conduct business to include but not limiting itself to some, or all, of the following functions:

- 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
- Delegate any of its powers, expressed or implied, to the Chief of Police or his/her next in command, at the discretion of the police commission.

## **Advantages of Regional Police Services**

The general advantages and more common arguments for regional police services are described below.

### **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 establishment of uniform policies, practices, and regulations. The resulting standardization of law enforcement reduces citizens dissatisfaction and encourages voluntary compliance with the law.

### **Improvement in coordination of Law Enforcement Services**

Criminal investigations and law enforcement activities are limited by jurisdictional boundaries. In a regional police department, geographic boundaries are extended, permitting police to focus activity on the source of the disorder rather than simply addressing the symptoms. Under central leadership and direction and with uniformity of purpose, procedure, records keeping and policy, a regional police 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 recruitment, distribution and deployment of police personnel**

Smaller departments find it difficult to recruit, hire, train and retain officers. In a department with one full time officer or even three full time officers' new officers feel there is little room to grow. Smaller agencies can't afford to train properly, and often small departments compete against one another and are at a disadvantage in recruitment and retention. Regionalization of services opens more opportunity. Officers can be assigned to supervisory roles, criminal investigative roles, traffic enforcement, patrol duties or future growth and possibilities such as K-9 divisions or specialty divisions that small town departments simply can not afford.

### **Improvement in training and personnel efficiency**

Providing proper and necessary training is mandatory. Annual in-service training, firearms qualification, CPR, First Aid, deadly force training and many more mandatory trainings can take up to forty hours per year per officer. Small departments find it difficult to meet training needs and still maintain appropriate staffing. Consolidation often means that more personnel will be available to attend needed training while other personnel is able to cover the required shifts. In many cases local officers can be certified as instructors reducing the need to

send officers away from the department for training. Consolidation allows more flexibility in scheduling for such circumstances.

### **Improved Management and supervision**

In small departments it is not uncommon for the chief of police to function in the capacity of a patrol officer, with little to no time remaining for administrative and supervision. Often small departments do not have supervisory officers working patrol shifts. Leaving new officers and seasoned officers to make important decisions without any guidance or supervision. With the proposed regional department, a minimum of two officers and often three officers will be on duty. The ability to have multiple supervisors and have patrol supervisors on duty will help all officers and reduce the risk of liability as well as provide guidance for new officers and keep seasoned officers on a positive track.

### **Reduced Costs**

Regionalization almost always decreases costs to each municipality. Each municipality gets more coverage for the same or less money. Municipalities with existing police coverage will see greatly increased coverage at little to no increase on costs. Agencies with as little as 130 weekly hours of coverage will see 360+ hours of coverage without increasing their budgets or with minimal increases. Simply stated they can get nearly three times the coverage for the same dollar. Municipalities without police coverage will see a new bill they've never seen before but will be paying about half to one third the cost of what it would cost them to create their own department. These municipalities that are relying on state police coverage will see quicker response times, safer roadways, reduced motor vehicle accidents, reduction in overall crime, a more personal approach from local officers, a steady and regular police presence, community oriented policing, enforcement of their local ordinances and a general feeling of safety. Not to mention eventually the state will likely win the battle of charging these unpoliced municipalities for their state police coverage. This will likely result in municipalities flocking to their local police forces and/or being required to pay much higher premiums for the same service. Thus, placing these municipalities in a position of little to no negotiation.

## **Disadvantages of Regional Police Services**

### **Loss of local law enforcement services**

Officers in small departments often are required to wear many hats. Officers may perform regular duties that are not typically considered to be a police function. Examples such as crossing guard duties, parking meter enforcement, flood watches, escorts for funerals, issuing permits etc. Typically, when consolidation occurs, the police department discontinues many of these tasks. However, the commission would make the decision as to what tasks they wish to keep. Certainly, some or all these tasks could be kept by the commission.

### **Loss of local control**

In the traditional municipal law enforcement situation, each municipality creates and maintains its' own police department, the entire council, mayor or township supervisors are directly involved in day to day decisions. Regional police departments are governed by a police commission not any single mayor, council or township supervisors. The police commission may be made up of a few members of each council, mayor or supervisors but no one municipality will solely be in charge. It will be shared among each participating municipality. Direct political and personal control over the department is considerably reduced. Some may see this as a disadvantage to their community while others may find this to be a major advantage.

### **Loss of citizen contact**

Sometimes there is a concern that no municipality will have their "own" officers. This is usually a temporary or short-lived concern and will only exist until each officer becomes acquainted with their "new" areas of patrol. In addition, many of the police officers employed in a regional police department will have previously served in each of the participating municipalities. Municipalities relying solely on state police coverage will find the opposite to occur. All the sudden their residents and businesses feel they have their "own" police force and new relationships will begin to foster.

### **Loss of positions**

Members of the local police departments may fear the loss of their supervisory role, such as chief. Currently the two departments considering consolidation only have one chief. Montgomery Borough does not have a chief and would not require a chief to step down.

## Demographics of the Municipalities

	Brady Twp.	Clinton Twp.	Muncy	Montgomery
Population:	536	3,700	2,475	1,695
Sq. Miles:	9	28	0.84	0.55
FT Officers:	0	0	3	1
PT Officers:	0	0	3	5
Police Cars:	0	0	3	3
Police Bldgs.:	0	0	1	1

Total Population of proposed coverage area – 8,406 residents with approximately 38.39 square miles.

**Map Highlights the four participating Municipalities**



**Future Growth Available with Muncy Creek Twp. & Washington Twp.**

## Crimes Statistics & Data

There are a few ways to measure crime and call volume in a community. The most common is the use of (UCR's) or the FBI's required Unified Crime Reporting Statistics. UCR's are a standardized method of collecting and categorizing crime information. The primary objective of the Pennsylvania UCR program is to inform the Governor, Legislature and other government officials and the public concerning the crime problem in Pennsylvania and to provide law enforcement administrators with crime statistics for administrative and operational purposes. Below are estimated UCR's based on past records, actual UCR reports and estimated records.

Brady Township & Montgomery Borough report their UCR's collectively as they currently have a shared service agreement.

Brady & Montgomery report approximately 750 UCR's annually

Muncy reports approximately 1,250 UCR's annually

Clinton Townships UCR's were estimated based on conversations with Troop F PSP as well as reviewing their Fire/EMS Departments response numbers annually. Most fire/EMS department calls require police presence (structural fires, car accidents, mental patients, assaults, etc.)

Clinton Townships UCR's are estimated at 1,000 UCR's annually.

Please note that Montgomery, Brady and Muncy have seen increases each year in call volume as well as UCR's, Clinton Township would likely see increases as well as if they were to enter regional police department, they will now have officers regularly patrolling, locating and preventing crime. Currently Clinton Township's police response is reactive and not proactive as they do not have their own officers focusing on their township. With increased patrol from a local department Clinton Township can expect to see traffic enforcements and traffic monies, reduction in motor vehicle accidents, increase in reported crime and begin to see a decrease in life safety issues. Currently Montgomery PD officers must drive through a large portion of Clinton to get to Brady. Officers regularly stumble upon crimes, accidents and incidents occurring in the township that may have otherwise gone unreported. Our officers on two occasions in the recent shifts have stopped and changed tires for stranded or broken-down motorists within Clinton Township. Both residents were grateful and relayed a need for local coverage.

There can be many variations which can occur when reporting crimes and calls for service. From reviewing many other studies, it appears the best method is a formula from the International Association of Chiefs of Police (IACP). It is based on 550 calls per 1,000 residents as the benchmark for projected police staffing needs. This specific formula has found to be a very effective predictor of police staffing levels in other regional studies.

In assessing manpower needs the total projected calls for service, not just the reported crimes statistics were carefully examined. Since three of the municipalities have current police coverage those numbers are incredibly accurate. With Clinton Township it is an estimate, but it should be accurate as it is based on factual knowledge of the Fire/EMS monthly reports and average call volume per year as well as knowledge and research through the Pennsylvania State Police.

## **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 calls for service reported to or discovered by police with adequate time allowed for preventative patrol and handling other administrative duties and tasks associated with policing. A formula exists and is used regularly for the Governor's Center for Local Government Services to determine staffing needs. The formula was created by the IACP and has been used extensively throughout the state and is found to be reliable. However, like most situations where an overall standard is applied to a unique set of circumstances it is subject to error and should not be considered infallible. The formula created and used by the IACP is applied on the assumption it takes forty-five minutes of time to complete the average police incident.

Serious crimes clearly take longer while minor incidents take much less time. But 45 minutes has been found to be reliable. It is recommended by the IACP that only one third of an officers' duty time be taken up with the response to incidents. An officer needs time to handle equipment service, court appearances, administrative duties and time to conduct preventative patrols to help ensure the safety of the community. The formula adds a buffer factor to account for these needs. Please note, in smaller departments you may need more of a buffer as officers are usually responsible for more administrative duties such as record keeping tasks whereas larger departments tend to have civilian staff on the payroll to hand this type of work.

## Determining Patrol Staffing Needs

The following is a step by step description of the IACP formula.

### **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. In most cases these are incidents in which a report is generated and reported through the police agency computer system and actual UCR's. The total estimated calls for service would be 3,000. That is generated by adding Muncy's 1,250, Montgomery's 750 and Clintons estimated 1,000.

### **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.

3,000 calls for service times .75 = 2,250

### **Step 3**

Multiply by 3 to add a buffer factor and time for preventive patrol. General experience has shown that about one third of an officer's time should be spent on handling requests for service. Other requirements include servicing police vehicles and equipment, personal relief, eating, and administrative duties must be taken into consideration. Time must also be allotted for preventative patrol. 2,250 times 3 = 6,750

### **Step 4**

Divide the product by 2,920, the total number of hours necessary to staff one basic officer patrol unit for one year (365 days X 8 hours per average shift – 2,920).

The result of applying the IACP formula establishes the number of patrol units needed to police the community. Not the number of officers required to staff each patrol unit, the assignment/availability factor must be determined. This is accomplished by determining how many hours the average patrol officer is not available for duty on the street and subtracting that time from the patrol unit hours of 2,920.

## **General Breakdown of unavailable hours**

Regular days off (104 per year, or two per week) 832 hours, Vacation time (average of 15 days or 112 hours, Holidays and Personal Time (average of 14 days per year or 112 hours), Court five days or 40 hours, Training 5 days or 40 hours, Sick/Injury leave average of 18 hours per year, misc. leave average of 16 hours per year. That is a total of 1,180 hours.

Subtract 2,920 hours minus 1,180 non-available hours = 1,740 available hours.

### **Step 5**

Once the total available hours of the average patrol officer are established, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.68. In other words, it takes 1.68 police officers to staff each patrol unit required to police the community. This does NOT include administrators or investigators but only patrol officers. Using this formula, you would take 1.68 officers per shift multiplied by three eight hour shifts to cover a twenty-four-hour day times seven days per week. That is twenty-one 8-hour shifts in a seven-day week multiplied by 1.68 officers on each shift = 35.28 shifts. Divide 35.28 shifts by five 8-hour shifts per full time or full-time equivalent officer and you have 7.06 officers minimum.

Staffing needs can also be estimated by using formulas based on population and on crime statistics. Officer staffing can also be based on a population ratio of 1.0 full time or full-time equivalent officers per 1,000 population which is, generally the average officer-to-population ratio used in many similar regional police departments. With this formula you would take 1.0 officers per 1,000 residents. 8,406 residents would require 8.4 full time or full-time equivalent officers.

While neither formula is full proof, both have worked successfully in other regional departments. One requires a minimum of 7 full time or full-time equivalent officers whereas the other required a minimum of 8.4 full time or fulltime equivalent officers. Regardless it is fair to say the department should error on the safe side of the average which would be 8 full time or full-time equivalent officers.

## Proposed Police Staffing Levels

With all four municipalities it is always highly recommended that 6 full time patrol officers and 6 part time patrol officers be staffed (6 – 20 hour per week part-time officers are equivalent to 3 full-time). That is an equivalent of 9 full time officers', but you cannot count the chief = 8 patrol

With Option 3 which accounts for Muncy not being a part of the formulas and regional PD it requires 6 full time ofc's or a proposal of 3 full time and 6 part time = 5.5 FT equivalent.

With Option 4 which accounts for Clinton not being a part of the formulas and regional PD it requires 5 full time or as proposed 4 full time and 5 part time officers = 6 FT equivalent.

**Note:** The full-time Muncy school resource officer and the part-time Montgomery school resource officer positions are not counted in the above staffing. It is highly recommended that both positions continue but not be counted in this proposed budget since both positions are fully paid for by the school. When examining patrol staffing needs the chief and the school officers can not be counted. Only officers whom are assigned to patrol duties are counted in these figures.

## **General Organization of the Proposed Police Department**

It is recommended that the regional police department is formed, that it should be governed by appointed members of a “Regional Police Commission”. The commission would be comprised of elected officials from each participating municipality. The terms of the commission, along with the final number of members, should be specified under the “Articles of Agreement” between these municipalities. The commission members should be chosen from elected officials, which could include a Supervisor(s) from each township and the Mayor and a council member of each borough. If needed to make an odd number of members for voting purposes, an additional member could be added, serving as an “at large” member for a one-year term from each municipality on a rotating basis. It is further recommended that the permanent members be selected for a minimum three-year term on the commission.

Choosing how many members each municipality will have on the commission can be determined several ways. One of the most common and often seem as the most appropriate way is to base the decision on the budgeted amount per municipality. Municipalities placing more money into the commission/budget would get more seats. Another way is to look at size of population however a small municipality may put in a large sum of budget and it may be unfair to that municipality to not have a “fair say”. One example of a way it could work would be to look at each budget and base it on a percent of each budgeted share. Example – if Municipality A&B pay 18-23% of the overall budget then they get 2 seats each on the commission. Municipality C perhaps pays 24-30% of the budget thus getting 3 seats and municipality D pays 31-35% would receive 4 seats etc. Thus, the total seats in this scenario would be 11 committee members. Being that a Mayor of a Borough is typically seen via Borough code as the head of the police department it would be recommended that each Borough have the mayor hold one of the seats. The remaining seats could be held by council OR as stated above a combination of a council member and public if needed to make an odd number.

In some cases of regionalization there have been issues regarding where the police facility is located, in what municipality and what is central to the entire patrol region. Many cases require a brand-new expensive police facility to be constructed and can easily cost into hundreds of thousands of dollars and/or millions of dollars. This can be risky and can place a newly formed commission in serious debt. It is recommended that Muncy Borough, whom just finished construction on a brand new, state of the art police station be housed as the regional police headquarters. Montgomery Borough can house about six officers with little or even no renovation. Montgomery Borough could be utilized as a substation as it is the most central to all four communities. Montgomery has a garage that could hold three of the seven to eight

cruisers that are needed while the remaining cruisers would be housed at Muncy which has a significantly larger facility and more parking.

The Chief of Police in any regional police department has many more administrative duties than his or her counterparts in a single agency department in a city, borough or township. In addition to planning, directing, and supervising the activities of the department, the Chief of Police 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, other department insurance plans, and even the pension plan. The hiring of a qualified part time civilian clerk, who can then serve as an "Administrative assistant" for the Chief of Police can provide the Chief with financial experience and technical expertise in those areas. It is possible any of the current secretaries such as the borough secretaries that currently handle payroll and administrative could be hired by the commission on a part-time basis to handle this or hiring outside could be an appropriate option too. The commission should consider at least the idea of a part time secretary. I added this item into the budget in option one and option two. It should be noted that none of the budgets presented herein include any grant monies. The goal would be to obtain at least one if not several grants which would open \$50,000-\$100,000 in annual budgeted funds. This not only will save all four municipalities but will help in deciding if it is necessary or not to add any civilian support staff.

A Deputy Police Chief, whether full time or part time could be an option to assist with the necessary duties of the Chief. Patrol supervisors and potentially a part time detective could be considered too within the current budgeted officers. Some of these positions can also be combined much like other local departments do. One local PD in Lycoming County has a full-time deputy chief whom acts as the departments detective and handles patrol duties too. This department is of nearly the same size as the regional police department that we are recommending. Often in small departments officers can wear several hats. It is recommended to have at least one patrol supervisor per every three to four patrol officers. One officer could act as a traffic enforcement officer on a part time basis focusing on traffic crimes and incidents. With a twelve-officer department there become many options and opportunities for officers to specialize in many different aspects of policing. With these abilities you will find you can attract new officers who truly can have a career and career growth in your regional police department.

Each municipality could be assigned a community liaison officer. This is an officer who is available every month to attend the monthly municipal meetings and answer questions, present the police report, meet with the public, handle complaints and provide a sense of community policing for the residents whom attend the public meetings. This is usually a job of a patrol supervisor or divided between officers. This is an important role as it assures that each community has an officer that they can speak to about concerns, issues, aggressive driving, neighborhood complaints etc. It is of the utmost importance that each community feels like the Regional Police are their communities' police.

## Recommended Police Vehicles

The need for additional police vehicles is based off the current three patrol cruisers that Muncy Borough owns and the three patrol cruisers that Montgomery Borough owns. A total of six cruisers can go into service at the start of the regional police department. An additional two cruisers are recommended. The IACP recommended ratio is between 1.5 to 2.0 patrol officers per vehicle. With twelve total officers it is recommended that the department have 6-8 cruisers. With two potential school resource officers taking up two cruisers per day for 182 days of school it is recommended that two more cars be purchased for a total of eight.

**Special Note:** The two school resource officers (SRO's) are not counted in the patrol budget as they are paid for entirely by the school and they are not available for patrol duties most of the year. In other words, twelve officers (6 part time and 6 full time) PLUS two additional SRO's for a total staffing of 7 full time and 7 part time officers. Montgomery's SRO is a part time position and is entirely paid for by the school. Muncy's SRO officer is a full-time position with a pro-rated portion of the officers' benefits and pension being paid as well as the entire salary during the school year. An extra \$12,000 should be set aside or added into the budget to pay for this officers' salary during the summer as this officer will become a seventh full time patrol officer during the summer months only. This is good timing as the summer brings a great increase in call volume and an extra officer added into patrol will help significantly. Typically, other officers tend to take a week or two of vacation during the summer months for summer vacations. With this additional officer available in patrol to cover their shifts it will keep from over time rates racking up against the commission. The use of six part time officers is also vitally important to keep overtime at a minimum. The extra \$12,000 may be able to come from re-negotiating the school contract or it may be able to come out of the part time budget as an absolute worst-case scenario. If this money was to be split between all municipalities as they all benefit from this officers' summer hours, then we are talking an average of \$3,000 per municipality.

Additional vehicles should be budgeted at \$40,000 each. It could be beneficial to the communities involved in the regional service to start with the purchase of one then after twelve months begin to buy another. Please note that there are grants that do specify the cost of start-up costs including vehicles as well as decals and uniforms. With regional police departments it opens various grants that are specific to regional departments only as well as the ability to still apply for grants that are available to all departments.

## Current Police Department Budget Information

Montgomery PD Projected 2020 Budget - \$212,916

Brady Township Police Projected 2020 Budget - \$177,840

Muncy PD Projected 2020 Budget - \$298,450

Clinton Township Police Budget - \$0

To obtain what each officer cost based on each citizen or taxpayer you would divide the total municipal police budget by the total residents. For example, Muncy Borough has a budget of \$298,450 divided by their 2,475 residents = \$120.59 per resident. Montgomery and Brady township total police budget \$390,756 divided by their 2,231 residents = \$175.15 per resident. In examining a study from the IACP in 2017 they compared seventeen regional police departments throughout the entire state and found the average cost per resident was \$165. With our neighbor in Union County, Buffalo Valley Regional Police (Lewisburg) having a per resident cost of \$186. When examining these costs, it is safe to say that Clinton township, if they were to start their own police force would expect to pay \$165 per resident times their 3,700 residents = \$610,500. Even examining Muncy's budget of \$120 which is well below the average in Pennsylvania would place Clinton Township at \$120 times 3,700 residents = \$444,000. With regionalization of all four municipalities and taking the highest proposed budget in Option One the cost per person is only \$102 per resident. Regionalization saves money for all participating municipalities. Take the total population of the four municipalities (8,406 residents) and multiply it by the average cost of their own police department at \$165 and you get the sum of \$1,386,990. However, option 1's budget to adequately staff all four municipalities as a regional police department via the cost sharing method that regionalization provides, and you find the budget of \$860,000. This cost savings factor can be found in nearly all the thirty-five existing regional police departments. Therefore, communities choosing to consolidate their services are finding this method to be very successful. It is the responsible thing to do when examining police needs for your community.

None of the four municipalities can provide fulltime 24/7-365 police coverage on their own. However, by consolidating all four can provide this service and do so for a fraction of the cost.

## **Proposed 2020 Operating Budget**

On the pages to follow a total of four budgets are proposed. Option 1, 2, 3 and 4.

Option 1 presents a budget with all four participating municipalities at a full compliment providing the best coverage for everyone. This budget relies on six full time patrol officers and six part time patrol officers. With a seventh full time school resource officer at Muncy school and a seventh part time school officer at Montgomery school. Neither school resource position is listed in any of the budgeting as both are entirely covered by the school. These expenses are reimbursed by each participating school district. In this budget the department is a full time 24/7 - 365 days per year agency. This is a fully operational police department and one that will attract excellent candidates with great opportunity. In this budget we rely on NO grants and assume a worst-case scenario. One or more grants will likely be obtained.

Option 2 presents what could be the beginning steps in the first year of regionalization. This option displays a budget of only five full time officers and six part time officers. It still presents all four municipalities participating in the regionalization. This budget would be a great starter for the commission as it can function for up to a year before the commission either needs to raise the budget approximately seventy four thousand dollars (spread between four municipalities) to cover the sixth full time officer or it will hopefully have obtained at least one grant to cover the hiring of the sixth full time officer. In this budget the municipalities rely on a grant being obtained within one year of starting the commission. At a worst-case scenario, no grant is obtained and in the beginning of the second year the commission begins operating under option 1 budget. It is also possible that two or even three grants could be obtained. In this case the commission can consider adding only one more officer to get to six or they could add a seventh and eighth. Be advised that if adding a seventh and eighth when the grant expires, you'll typically be required to keep these full-time positions as a part of the grant. Another option would be to utilize these additional grants as a savings for the future. In other words, the extra \$50,000-100,000 in grant money could be used for the fifth and fourth officer thus off setting your entire budgeted amount and placing you into year two or three at \$50,000-100,000 ahead of your budget. Call it a safety net.

Option 3 presents a budget without Muncy Borough participating. This budget calls for three full time officers and five part time officers. This is not a 24/7 – 365 days a year police agency. This is still much better coverage than what Montgomery and Brady township are getting now but still not the best option. However, it is a very feasible option should Muncy choose not to participate.

Option 4 presents a budget without Clinton Township participating. This budget calls for four full time and five part time officers. This is very close to a full time 24/7 police department. It is close to a full time 24/7 – 365 department but is still not the best option. But it is feasible should Clinton Township choose to not participate.

## Explanation of 2020 Operating Budget Line Items

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 budget are not in the budget of a municipality's police agency but are instead found in the administrative budget of the township or borough. Some of these unlisted or "hidden" costs can be: Liability insurance, worker's comp, vehicle ins, medical or health insurance, and administrative costs. All these costs were examined and placed in the proposed budgets.

Personnel costs: Please note that when examining the salaries line item, or the first item on each budget page, the salaries of the full-time officers is based on newer officers with a starting salary of \$43,000 annually and seasoned officers are based on figures set between \$48,000-\$55,000. These figures are derived from looking closely at the true salaries of the four full time existing officers in the two separate boroughs as well as looking at each boroughs' starting pay for new officers. When looking to part-time officers' salaries, the figure of \$20 per hour was used, while both departments currently pay between \$17-19 per hour for part time officers it takes into consideration seasoned part-time officers whom may make \$21-22 and newer part-time officers making \$17-19. It is an average and the figures are based on each part-time officers' working an average of 20 hours per week all 52 weeks.

The line item for full time officer paid time off is to show the real-life costs based on every full-time officer utilizing all or most of their paid time off each year. This shows the cost of having another officer covering the shift that the other officer took off. This guarantees no shortage of coverage even when an officer takes a two-week vacation or is off for sick leave.

Part time civilian support staff is the line item that covers having a 20 hour per week clerk or secretary dedicated to the police department. This is an important role and can be very beneficial especially in a department of this size. This persons' salary is based on 20 hours weekly at \$15 per hour.

The gas line item is based on both borough police departments current gas use. Muncy averages 36,000 miles annually where as Montgomery/Brady average 44,000 annually. With the additional coverage of Clinton Township, I am estimating an additional 40,000 miles of patrol. While this number may be high as Montgomery police already drive through a large portion of Clinton daily to get to Brady and thus this is a duplicated number, I feel it is important to base the budget item on a considerably higher number to calculate for any error.

Vehicle maintenance is based on Montgomery's real cost of maintenance for their vehicles over the past few years per cruiser. These are real figures and tend to be lower when purchasing new cars and higher when utilizing older or used cars. If the regional police department chose to buy several new cars in the first year, they would likely see this budget figure go down.

Supplies, office, PBT, etc. This category covers everything from general office supplies such as paper and ink. As well as items such as new PBT's, outfitting the additional new cruisers with stop sticks, needed equipment and need to replace equipment as it gets damaged or outdated. This figure is also based on real needs and past budgeting between both current departments.

Health care costs. While not every full-time officer requires health care, for example, one officer currently does not utilize Muncy's health care due to being on his spouse's health care. It is still an important line item and one of the most expensive items. You must plan for nearly all full-time officers to require health care. However, it would be irresponsible to plan for health care for part-time officers. The entire reason of having part-time officers is to provide coverage at lower costs without pension or healthcare costs. It is highly recommended that the police commission pay close attention to all part-timers and set rules on how many hours part-time officers can work to assure no part-time officer goes over the legal number of hours requiring health care. Most police departments set rules for part-timers based on the applicable laws for health care coverage. The commission will be responsible for seeking out a health care provider and offering health care benefits to all full-time officers.

Pension costs are a mandatory cost but can be offset with new officers via the states credit program. The credits of up to \$10,000 are not taken into consideration in this budget. This means that these costs will be slightly offset and will cost much less than what is projected. Again, I utilize costs based on the highest worst-case scenario in all the budgets. The current pensions for Muncy and Montgomery Boroughs will remain within these respective boroughs. The pension costs displayed on this budget are based on Montgomery's 2020 projected costs not counting Montgomery's one-time commitment that is planned for 2020. While these costs are displayed in the actual estimated budgets, they will not be a true part of the commissions budget. The commission will be responsible for selecting a pension plan for any new hires that are hired after the formation of the commission. Existing officers' pensions will remain the burden of the municipality. For example, Muncy's \$50,000 and Montgomery's \$60,000 pensions will not be a part of the commissions budget. While it will be taken into consideration as these boroughs participation it will be monies held within the boroughs budget. It is recommended that both municipalities keep their pensions separate from one another and keep them out of the commissions budget. These costs are based on actions and officers that worked before the commission was created and they are the sole responsibility of each of these two municipalities. I placed them in this budget only to show real actual costs to each respective budget. Pension costs for new officers hired by the new regional commission are the only pension costs that should be paid by the commission. Existing pension costs are to be the responsibility of each municipality and remain that way.

Employer taxes, workers comp, vehicle insurance and police liability insurances are all based on the exact figures that Montgomery borough police department pays now. It is possible that by joining in a regional police department and thus having larger numbers we may

be able to bundle these figures and potentially lower these costs. However, for this budgets purposes we are utilizing the highest cost scenario.

Uniform allowance is based on real figures with todays contracts with Montgomery Borough police. It is \$400 per part-time officer and \$800 full-time annually. The first year no officer would receive a uniform allowance as this line item would buy every officer the newly designed regional uniforms.

Computers, office, reporting etc. This budget line item covers upgrades to current computers as needed. It covers placing new laptops in new cruisers as well as any needed office upgrades and annual reporting system fees. Currently both police departments utilize the same reporting system making it very easy for the two to combine. It will also alleviate any extra training costs as the officers are all trained on the same system. This will help assure the transition is seamless and will significantly save on costs.

Cell phones and phone systems. This line item covers a new phone system with a new regional number being installed as well as several cell phones for officers. It is recommended the current police departments keep the existing numbers and have them forwarded to the new phone system to assure anyone whom attempts to contact the police through old or new numbers can reach the police.

Dues, trainings and subscriptions. This line item covers any necessary dues and subscriptions as well as provides annual monies for officers to obtain trainings and advancement.

Annual body camera storage fees. Currently Montgomery is struggling with paying for these expenses and finding that this can be an extremely expensive endeavor. Muncy currently has a system that has been in place for a few years. By joining together and utilizing their system with slight upgrades this can quickly become an easy solution. This line item is based on the existing cameras and a real time upgrade to the system for additional storage. While this number may be high most of the expense is seen in year one. Year two will be significantly reduced.

Grants are not included in any of the budgets. Again, all budgets are based on the worst-case scenario and assuming that the newly formed regional police department is not able to obtain any grant money. However, it is very likely that within the first two years the regional police department will be able to obtain several grants.

## Start Up Costs (Not included in annual budgets)

Start up costs are unavoidable and will be a one-time expense. It should be noted that there are several very specific grants available to regional police departments that just cover start up costs. These tend to have a limit of \$20,000.

Legal expenses, new uniforms, new decals for cruisers and other miscellaneous expenses will need to be funded by the four participating municipalities. While it is likely a grant will pay for these expenses it is not a guarantee and therefore the worst-case scenario should always be budgeted. Below is a description of what to expect with start up costs.

### Legal Expenses:

- Legal Expenses will begin at the formation of the commission. Immediately an attorney will need to be hired to assure the Articles of Agreement and all other necessary legal paperwork is filed. It is hard to estimate this expense as every attorney will bill differently. Based on what this generally costs for corporate documents such as LLC formation and article of agreements as well as other necessary documents I would suggest budgeting no less than \$5,000.

### New Uniforms:

- A new Regional Police force will likely require new uniforms, new patches and new badges. This cost will average about \$800 per officer. However, this entire cost can nearly be covered by the line item in the budget for "uniform expense". As officers will not need to replace these items in the first year. They tend to last more than one year. Therefore, monies could be utilized from a line item the first year and not an extra cost. To be on the safe side an extra \$2,000 could be budgeted in case these start-up costs are found to be greater than the line item budget.

### Patrol Cars, decals and markings:

- Estimating 7 patrol cars and outfitting each car with new decals and markings. This is an average cost of \$750 per car however two existing cars are already outfitted as unmarked cars and can remain unmarked. 5 cruisers at \$750 each = \$3,750
- Purchase of an additional patrol car at \$40,000 (optional)

Total of above start-up expenses - \$10,750

If these expenses are split between four municipalities it would be less than \$3,000 per municipality.

It may be recommended to consider the purchasing of a \$40,000 cruiser as optional start-up cost. While the dept's combined have 6 existing a 7<sup>th</sup> will be needed.

## Room for Growth & Shared Service Agreements

Once a regional police department and a commission is started and becomes successful it is much easier to grow. Neighboring communities such as Muncy Creek Township and Washington Township may see what is happening and realize the obvious benefits. The commission can approach additional municipalities and begin coverage as either a “shared service agreement” or (customer base) or consider adding them into the commission if the commission approves. A shared service agreement can be entered quickly and requires much less work than that of a regional commission. Brady Township is provided police service via a shared service agreement currently through Montgomery Police. All the current municipalities could forego a regional police department by choosing one department to be the host agency and the remaining municipalities could focus entirely on being a shared service municipality. The downfall to such an agreement is that the municipality has little or no say in the operations of the police department and they never truly have their own police department. Whereas with a true regional police department it is ruled by a commission, has better opportunity for grants and everyone that chooses to be a part of the commission becomes an important decision maker. Please keep in mind there are existing regional police departments that have two participating municipalities and then have shared service agreements with two other municipalities. An example would be Porter Township and Jersey Shore Borough are a part of the regional commission with Piatt and Nippenose Townships being a shared service agreement. The commission can choose to give them voting power or not to give those powers. Old Lycoming police department operates completely on a shared service agreement with Lycoming and Hepburn Townships. They have chosen not to create a commission and have operated as such for 15+ years with no problems.

Two municipalities that may have an interest and become a part of the regional police could be:

Muncy Creek Township has 3,511 residents and 20.61 square miles

Washington Township has 1,619 residents and 48.33 square miles

## Conclusions and Recommendations

The analysis of the data and information obtained throughout this study strongly supports the recommendation that all four municipalities should combine their resources and consolidate to create one large regional police department.

**Special Note:** While it is recommended that ALL four municipalities combine please note that the cost savings can be achieved even with just three municipalities. While this study suggests four options please understand many other options are possible. For example, this study utilized and assumed that Montgomery and Brady township are involved in all for options. It is very possible to provide excellent coverage should either Brady or Montgomery choose not to be involved in regional police services. Upon request I would be happy to provide budgets without either of these municipalities. However, it is my hope that all four municipalities examine this study thoroughly and see the benefits and join.

I am grateful the elected officials from all four municipalities are considering the possibility of consolidation of police services. I 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 departments for entire counties are taken for granted as indispensable to a modern police force, but all these developments were accepted only after hard-fought battles to enact them. If the municipalities continue to be interested in a regional police department after review of this study, then I suggest they begin to act immediately. While this will not be an easy process nor an over-night process it can be achieved in as little as a few months or in a year. The longer the municipalities wait the less of a chance it has of becoming a reality.

The municipalities will have to address many issues such as the selection of the police chief, a solicitor, development of the articles of agreement, pension, negotiation of a new police labor contract as the current labor contracts will not apply.

Some of the future steps will include:

- Each municipality holding a public meeting with residents and voting to make a resolution to begin to enter into a regional police force.
- The municipalities creating a commission and hiring a solicitor to help with forming an article of agreement.
- All participating municipalities accepting the plan and voting to accept the commission
- The newly created police commission begins applying for grants and forming their new regional police department
- Solicitor creates and reviews any other necessary requirements for obtaining ORI's, contacting the state for necessary accreditations etc.
- Newly formed police department begins operation

Obviously, there will be other steps along the way at the recommendation of the solicitor and each step may not occur in the above stated order. This is meant to be a starting guideline and ultimately the newly selected solicitor will assure all goes smoothly and legally for all municipalities.