

# Northampton County Regional Police Study

Hellertown Borough and Lower Saucon Township | March 2012

Governor's Center for Local Government Services  
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## **INTRODUCTION**

The intent of this study is to determine if the municipalities of Hellertown Borough and Lower Saucon Township, Northampton County, would benefit from consolidation or contracting to form a full service regional police department to serve both of these communities. The study was initiated at the request of the respective elected officials associated with these municipalities. These official bodies made their requests via the submission of official “Letters of Intent” to representatives of the Governor’s Center for Local Government Services (hereafter referred to as the GCLGS), located in the Pennsylvania Department of Community and Economic Development (DCED). The letters of intent officially requested that a study be conducted by the GCLGS and, furthermore, recognized that none of the involved municipalities were obligated, or bound, by the results of the study in any way.

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

Presented in this study is information to help both of these communities make that decision. Information collected by local officials, the GCLGS, and state and local police officers is used to determine the feasibility and the nature of consolidation.

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

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

## **CONSOLIDATED POLICE SERVICES**

### **Definition**

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

### **Legal Authority for Police Consolidation:**

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

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

Act 180, as passed by the General Assembly and signed into law by the Governor on 7/12/76, serves as the enabling legislation that makes cooperation of public services in the Commonwealth a legal process. Contained in the Act are the provisions for initiating the cooperation and identification of the necessary contents of the agreement.

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

### **Governing Law:**

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

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

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

**Expressed Authority:**

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

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

## **ADVANTAGES OF REGIONAL POLICE SERVICES**

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

### **Improvement in the Uniformity and Consistency of Enforcement**

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

### **Improvement in the Coordination of Law Enforcement Services**

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

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

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

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

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

### **Improvement in Training and Personnel Efficiency**

Providing proper and necessary police training is mandatory pursuant to Act 120, the Municipal Police Officer Education and Training Law. Annual in-service training includes a minimum of sixteen hours of classroom study, annual qualification with all weapons, CPR and first aid, deadly force and use of force training, and training in hazardous materials operations. At the current time, the minimum required time for training is nearly forty hours per officer, per year. Small departments find it difficult to meet training requirements and still maintain appropriate staffing levels. When sending an officer for training it often means not providing police patrol during certain periods of the day or paying overtime wages to cover shifts. Officers who do not meet minimum training requirements will be decertified as police officers. Any arrests made by such officers are invalid and municipalities that choose to ignore these provisions may find themselves in court, defending costly litigation. Consolidation often means that more personnel will be available to attend needed training. In many cases, local officers can be certified as instructors, thereby reducing the need to send officers away from the department for training. In addition, vacations, losses due to sick time and work related injury, court appearances and personal days erode the ability of any department to properly staff its patrol and investigative services. Consolidation allows more flexibility in scheduling for such circumstances.

### **Improved Management and Supervision**

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

## **Reduced Costs**

Regionalization of any public sector service usually results in decreased cost to the individual municipalities involved, if the municipality already provided that service. This is nowhere more true than in the area of law enforcement and police services. There are established minimum costs involved in the development and continued funding of any police department. These costs are centered in the police facility, communications, vehicle fleet, office equipment, records system and administrative services. There are usually many instances where closely adjoining departments duplicate infrastructure and support services. The duplication of support personnel is also a major consideration. Consolidation results in decreased individual costs by reducing duplication of infrastructure and support requirements within the service area.

A study previously conducted by the former Department of Community Affairs has indicated in nine out of ten situations and, if properly managed, **regional departments save an average of 24% when compared to traditional police departments.**

## **DISADVANTAGES OF REGIONAL POLICE SERVICES**

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

### **Loss of Local Law Enforcement Services**

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

### **Loss of Local Control**

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

### **Loss of Citizen Contact**

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

## **Loss of Position**

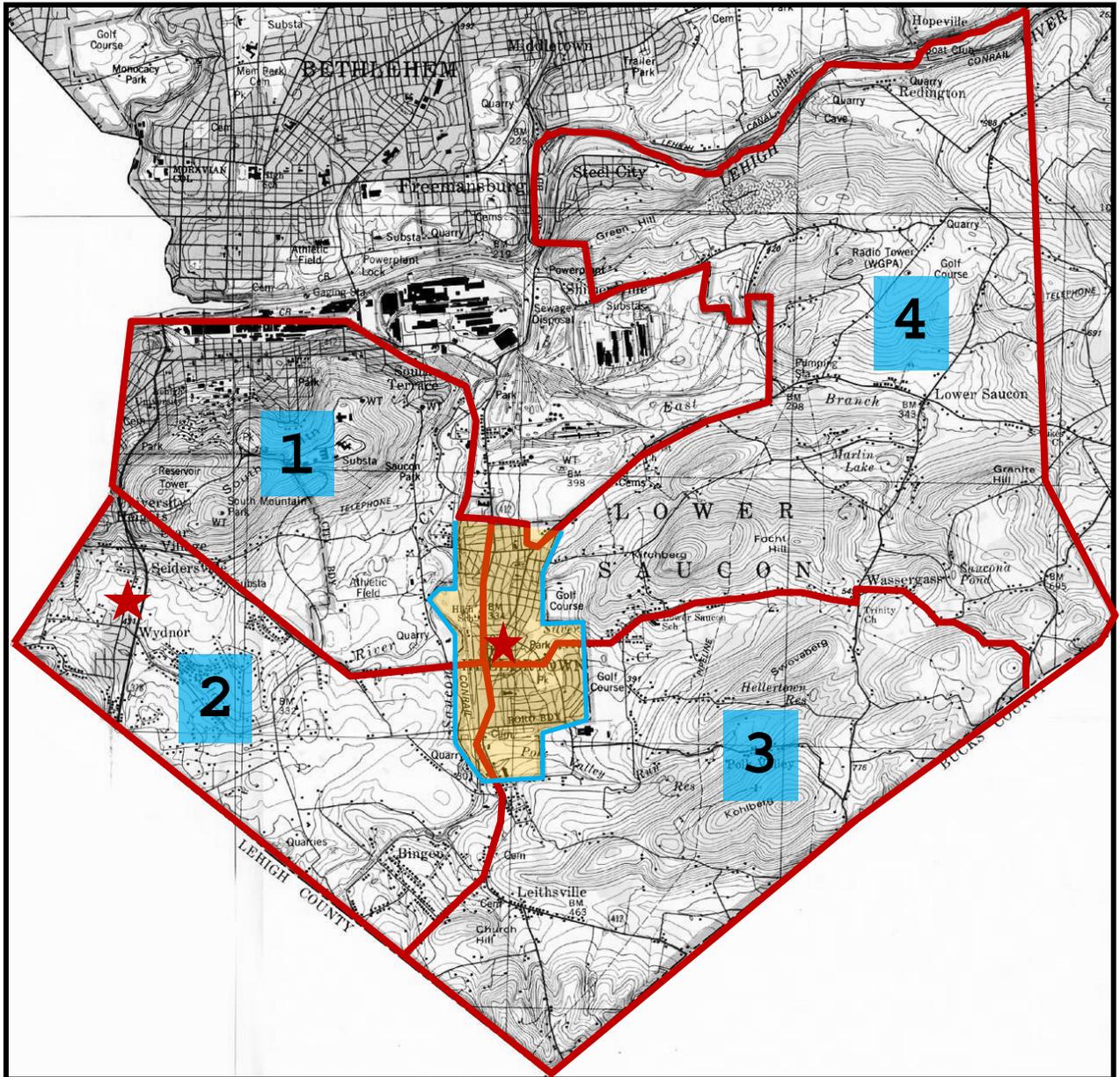
Members of the local police department, current chiefs and elected officials may initially fear a loss of position if regionalization efforts prevail. While it is certainly true that every current chief can't retain the top position in the consolidated department and that some officers may choose not to participate in the new venture, regionalization is not intended to eliminate individual employment positions. Such concerns can be addressed through negotiations and discussion. Under this particular proposal however, no full-time police officer positions would be eliminated. Nine combined part-time positions would, however, be eliminated. In this particular situation, some new positions, needed but not currently in effect in either department, would actually be created. Some of these positions would include two Lieutenants, four Sergeants, two Detectives and two Traffic Officers. The creation of these regional positions would resolve many of the administrative, supervisory, investigative, and traffic enforcement related issues that each department now experiences at times.

## GENERAL DEMOGRAPHICS

Chart 1 later in this report provides important data on each community and its present police agency. The two communities have a total combined population of 16,670 persons who reside in an area of approximately 25.85 square miles. This results in a combined population density of 644 persons per square mile. These population figures were provided by each municipality and are believed to be current and accurate. When viewed independently, the communities are somewhat different, with the obvious feature that Hellertown is a small, more densely populated borough of 1.3 square miles and Lower Saucon is a larger, more rural township of 24.55 square miles. Hellertown has a population density of 4,537 persons per square mile (sm) while Lower Saucon has a population density of only 439 persons per square mile. As a general rule, lower population densities generate less of a workload for police than higher densities, but there are other significant differences in these particular communities. Hellertown is in close proximity to a hotel/casino and the Interstate 78 interchange which is the primary exit for this busy casino. Lower Saucon, conversely, has many more miles of state highways and some new shopping areas adjacent to many of them. However, when looked at together, these differences do not seem to be a significant factor in present or future law enforcement projections. Each municipality currently maintains their own police department at the time of this study. Each now provides 24 hour per day of police coverage, with back-up assistance from each other as needed.

Combined, these municipalities could be described as ranging from urban/suburban to rural in nature, with some light industrial and commercial areas and several residential neighborhoods and developments. Portions of Interstate Route 78 traverse through or close to both municipalities. Sections of PA State Routes 378, 412, 212 are all within their combined borders. They are both served by the Saucon Valley school district and by Northampton County District Court # 03-2-04. Much of this area has been impacted by heavy traffic volume using Interstate 78. Both municipalities also border the densely population City of Bethlehem in which the aforementioned casino/hotel is located. This, primarily, has resulted in related issues such as increased interchange and local roadway traffic, increased shopping volume, and more reported crimes related to this increased vehicle and pedestrian traffic. Each municipality is also served by its own local fire companies and regional EMS services as well. As for police radio services, both communities area also served by the Northampton County Police Radio System and the county 9-1-1 center and are on the same dispatch channel at the present time.

## HELLERTOWN BOROUGH & LOWER SAUCON TOWNSHIP Regional Map with Proposed Patrol Zones





**CHART 1**

**CURRENT DEMOGRAPHICS OF THE MUNICIPALITIES**

CATEGORY	HELLERTOWN BOROUGH	LOWER SAUCON TOWNSHIP	TOTALS OR AVERAGE
Population	5,898	10,772	16,670
Percent of Population	35%	65%	100%
Population Density (per sm)	4,536	438	644
Square Miles	1.3	24.6	25.9
Percent of Square Miles	5%	95%	100%
Total Road Miles	24.5	115.9	140.4
Total Reported Crimes (2010)	451	563	1,014
Percent of Reported Crimes	44.5%	55.5%	100%
Full-Time (FT) Officers	12	15	27
Part-Time (PT) Officers	3	6	9
Percent of Police Officers	43%	57%	100%
Police Vehicles	9	9	18
Police Clerical Staff	1.5	2	3.5

**CURRENT POLICE DEPARTMENT BUDGET INFORMATION**

As provided by each municipality, the budget information for each police department, for the year of 2011, is listed below:

<b>2011 Hellertown Borough Police Budget</b>	<b>\$1,210,851</b>
<b>2011 Lower Saucon Township Police Budget</b>	<b>\$2,311,678</b>

## **CRIME STATISTICS & DATA**

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

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

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

For the year of 2010, the two municipalities reported a combined total of 240 Part 1 criminal incidents. These serious crimes, or Part 1 crimes, include the eight major offenses of Murder, Rape, Robbery, Aggravated Assault, Burglary, Theft, Auto Theft and Arson. All other offenses, such as DUI's, Simple Assaults, some Retail Thefts, Vandalism, Liquor Law Violations, etc. are listed as Part 2 crimes under the federal and state UCR reporting systems. The two municipalities reported a total of 774 various Part 2 crimes in 2010. The combined totals for Part 1 and Part 2 crimes were reported at 1,014 for the year 2010.

The breakdown for this reporting in 2010 was:

- **Hellertown Borough (451 total) – 105 Part 1 crimes and 346 Part 2 crimes.**
- **Lower Saucon Township (563 total) – 135 Part 1 crimes and 428 Part 2 crimes.**

Based on the Part 1 crime total of 240 for the two communities, this results in a *combined* Part 1 Crime Rate of 1,440 crimes per 100,000 residents. For such a relatively small population base, this is to be expected and should be considered a very low rate. It is well below the reported county-wide rates for Northampton County (2,366), Lehigh County (3,243), Bethlehem City (3,144) or even the state-wide rate for the Commonwealth of Pennsylvania of 2,617 per 100,000 residents.

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

## **PROJECTED POLICE STAFFING AND SERVICE NEEDS**

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

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

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

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

In addition, the formula recognizes that each officer is actually available for duty only 1,760 hours per year when regular days off, vacation, holidays, sick leave, training time, and court time are considered.

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

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

## **DETERMINING PATROL FORCE MANPOWER NEEDS**

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

### **Step 1**

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

### **Step 2**

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

### **Step 3**

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

### **Step 4**

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

**GENERAL DETERMINATION OF AVAILABLE HOURS**

<b>Factor</b>	<b>Annual Hours</b>
<b>Regular Days Off (104 / year) or (2 / week)</b>	<b>832</b>
<b>Vacation (19 / year)</b>	<b>152</b>
<b>Holidays &amp; Personal Days (15 / year)</b>	<b>120</b>
<b>Court (5 / year)</b>	<b>40</b>
<b>Training (5 / year)</b>	<b>40</b>
<b>Sick / Injury Leave (2.25 / year)</b>	<b>18</b>
<b>Miscellaneous Leave (2 / year)</b>	<b>16</b>
<b>TOTAL</b>	<b>1,218</b>

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

**Step 5**

Once the total available hours of the average patrol officer is established, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.72. In other words, it takes 1.72 police officers to staff each patrol unit required to police the community. This does not include administrators, supervisors, investigators, or other specialists, only patrol personnel.

**CHART 2**  
**PROPOSED POLICE STAFFING LEVELS**  
**Based on IACP Formula of 550 Incidents per 1,000 residents**

Category	Hellertown Borough	Lower Saucon Township	Totals
Population	5,898	10,772	16,670
Number of Estimated Incidents @ 550 per 1,000 residents	3,244	5,925	9,169
Time Spent (Multiply above by .75)	2,433	4,444	6,877
Buffer (Multiply above by 3)	7,299	13,332	20,631
Staffing (Divide above by 2,920)	2.50	4.57	7.07
Available (Multiply above by 1.72)	4.30	7.86	12.16
<b>Total PATROL OFFICERS</b>	<b>5</b>	<b>8</b>	<b>13</b>
Detectives	1	1	2
Patrol Sergeants	1.5	2.5	4
Traffic / Additional Patrol Officers	2	3	5
Lieutenants	1	1	2
Chief of Police	.5	.5	1
<b>Total Proposed Officer Staffing Level</b>	<b>11</b>	<b>16</b>	<b>27</b>
Administrative / Clerical Personnel	1.5	2.5	4
<b>Total Proposed Staffing Level</b>	<b>12.5</b>	<b>18.5</b>	<b>31</b>
<b>Percent of Staffing Levels</b>	<b>40%</b>	<b>60%</b>	<b>100%</b>

*Current Staffing –*

Hellertown Borough (13.5 fte) = 12 FT Officers & 3 PT Officers; 1.5 Civilians

Lower Saucon Township (18.0 fte) = 15 FT Officers & 6 PT Officers; 2 Civilians

## PROPOSED ORGANIZATION OF THE POLICE DEPARTMENT

It is recommended that a regional police department be created consisting of 27 full-time officers. This number would include sixteen (16) Patrol Officers, four (4) Sergeants, two (2) Detectives, two (2) Traffic Officers, two (2) Lieutenants and the Chief of Police. Additionally, we would recommend four (4) full-time civilian administrative and secretary/clerk positions. With an appropriate 8 or 12 hour schedule, this number of officers should be able to continue to provide sufficient patrol coverage to both communities on a 24-hour per day basis and **with a minimum of 4 to 5 officer coverage at all times.**

In light of the important need for police supervision, along with the fact that the Chief of Police will have many additional duties as the administrator of a Regional Police Department, it is recommended that one Lieutenant be designated as the primary Patrol Commander to manage the compliment of twenty primary patrol personnel. The other Lieutenant would be that of an Administrative Lieutenant. That position would be designated as the primary administrator and manager for the Detectives, Traffic Officers and all civilian clerical and records personnel. This Lieutenant would also be responsible for overseeing all criminal investigations, crime scenes, investigative coordination with other law enforcement agencies and so forth. The IACP recommended staffing level of supervisors to officers is generally considered as 1 supervisor to every 4 to 7 officers. With the recommended number of 2 Lieutenants and 4 Sergeants to supervise the remaining 20 officers and detectives, this is a range of 3.4 officers per first line supervisor, putting it at or above the IACP's recommended range.

It is suggested that if a regional department is, in fact formed, that it be governed by a board of police commissioners comprised of elected officials from each municipality. It is recommended that the board consist of between three and five members, but the exact final number would be determined by the "Articles of Agreement" between the two municipalities. The new police commission members should be chosen from elected officials, which would include Supervisors from Lower Saucon Township and Borough Council members from Hellertown Borough. It is further recommended that they be selected for a minimum three-year term on the regional police commission.

It is also recommended that the regional department be headquartered in a police facility of about 7,700 square feet. Ideally, it should be centrally located somewhere in the geographic middle of the two municipalities as well. **The Lower Saucon Township police department facility does meet both aforementioned conditions, while that in Hellertown Borough does not.** Therefore, it is strongly recommended that the Lower Saucon Township police facility be used as the main headquarters for the new regional department. An agreed annual rental amount, recommended at a prevailing rate of \$15.00 per square foot annually, would be paid to Lower Saucon Township by the regional police department for the rental and general maintenance of this facility.



Using the IACP recommended baseline of 250 SF per full-time police employee, the aforementioned facility would meet all recommended size and facility requirements. Police facilities are generally not recommended to go lower than 250 SF of space per full-time employee for what are considered “headquarters” types of facilities, for which the Lower Saucon township facility would be used. Headquarters facilities, as this, are those that house all of the required components of a police department in one facility, including administrative offices, general offices, holding cells, interview rooms, evidence processing and storage rooms, locker rooms, records storage, equipment rooms, vehicle equipment with secure parking areas, and so forth.

The Chief of Police in a regional police department has *many more administrative duties than his or her counterparts in cities, boroughs, or townships*. In addition to planning, directing, and supervising the activities of the department, the regional chief is also responsible for the financial affairs of the agency and monitors the departments bank accounts, cash flow and disbursement, and also oversees the payroll. The chief may also be involved in the administration of the health care plan, other department insurance, and even the pension plans.

One of the recommended full-time clerical positions would be designated as an “Administrative Assistant” and would be assigned to assist the Chief with many of these administrative duties, e.g. payroll, purchasing, Commission meetings, etc., in addition to providing other required clerical services to the police department if time permits. The two Detectives would be specially trained and assigned to investigate all reported adult and juvenile crimes, with the assistance of the Northampton County District Attorney’s Office or the PA State Police if required.

### Police Vehicle Recommendations

(Ratio = 1.8 Officers/Car) (IACP Recommended Ratio = 1.5 to 2.0 Officers/Car)

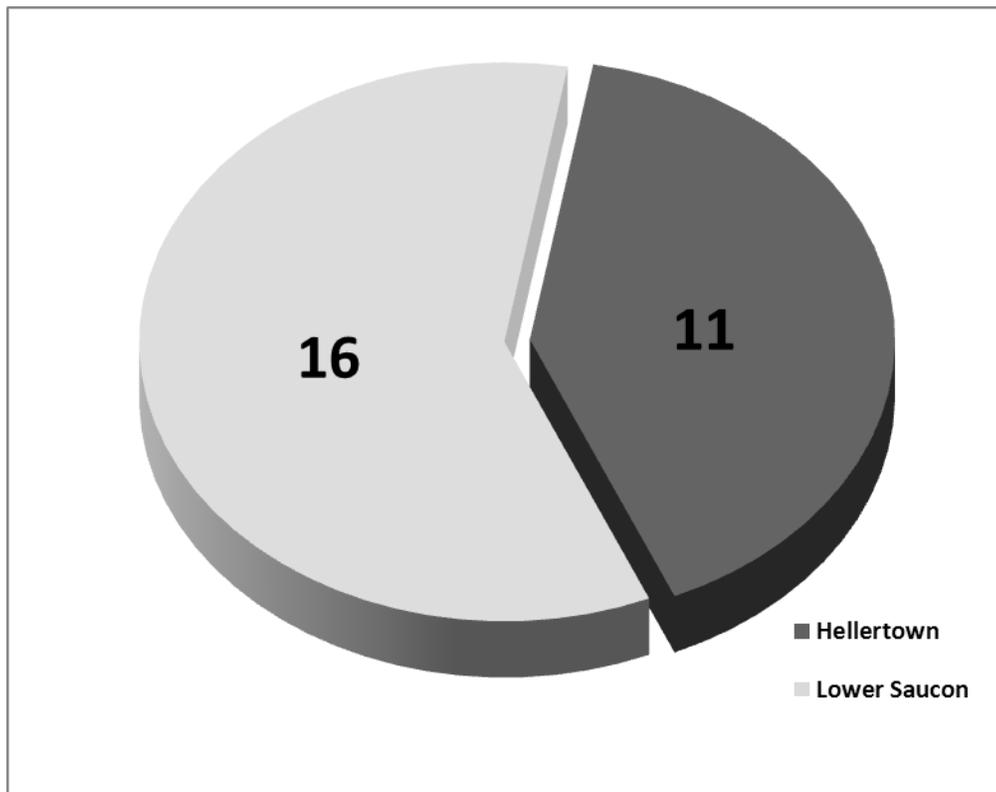
Marked Vehicles		Unmarked Vehicles	
Patrol (Cars & SUV’s)	7	Administration	3
Traffic Officers	1	Traffic Officers	1
Spare	1	Detectives	2
<b>TOTAL</b>	<b>9</b>	<b>TOTAL</b>	<b>6</b>

(Proposed number of cars is reduced from 18 currently combined to 15)

### CHART 3

#### PROPOSED STAFFING LEVELS BY MUNICIPALITY *for the* Hellertown – Lower Saucon Regional Police Department

**Total of 27 Sworn Police Officers**



**CHART 4**

**PENNSYLVANIA REGIONAL POLICE DEPARTMENT  
COMPARISON**

**(8 Regional Police Departments with 10,000 – 20,000 Population)  
(Ranked by Combined Population)**

<b>Regional Police Department</b>	<b>Population</b>	<b>Rank</b>	<b>Sworn Officers</b>	<b>Square Miles</b>	<b>Population Density</b>	<b>Officers per 1,000 Population</b>
<b>Colonial Regional (Northampton County)</b>	<b>19,404</b>	<b>1</b>	<b>24</b>	<b>21.2</b>	<b>880</b>	<b>1.2</b>
<b>SW York Regional</b>	<b>18,004</b>	<b>2</b>	<b>13</b>	<b>69.8</b>	<b>258</b>	<b>.7</b>
<b>NW Lancaster Regional</b>	<b>17,000</b>	<b>3</b>	<b>17</b>	<b>50.0</b>	<b>340</b>	<b>1.0</b>
<b>Hellertown – Lower Saucon Regional</b>	<b>16,670</b>	<b>4</b>	<b>27</b>	<b>25.9</b>	<b>644</b>	<b>1.6</b>
<b>SW Mercer Regional</b>	<b>13,000</b>	<b>5</b>	<b>25.5</b>	<b>34.5</b>	<b>377</b>	<b>2.0</b>
<b>West Hills Regional (Cambria County)</b>	<b>11,779</b>	<b>6</b>	<b>15</b>	<b>19.9</b>	<b>591</b>	<b>1.3</b>
<b>Southern York Regional</b>	<b>11,500</b>	<b>7</b>	<b>10.5</b>	<b>9.0</b>	<b>1,100</b>	<b>.9</b>
<b>Susquehanna Regional (Lancaster County)</b>	<b>11,161</b>	<b>8</b>	<b>14.5</b>	<b>45.0</b>	<b>248</b>	<b>1.3</b>
<b>TOTALS</b>	<b>118,518</b>	<b>---</b>	<b>146.5</b>	<b>275.3</b>	<b>4,438</b>	<b>10</b>
<b>AVERAGE</b>	<b>14,815</b>	<b>---</b>	<b>18.3</b>	<b>34.4</b>	<b>555</b>	<b>1.3</b>

## PROPOSED 2012 OPERATING BUDGET

In order to establish an actual cost for a regional police agency that is structured and staffed as we have suggested we have prepared a proposed budget for the Regional Police Department. The full budget that appears later in this report is based on an estimated need for twenty seven (27) sworn full-time officers, including the Chief of Police, and four (4) full-time civilian clerical positions.

The proposed budget calls for an outlay of \$3,631,800 in 2012, for which the municipalities would receive a total of 56,160 on-duty service hours (or an average of about 154 officer-hours per day) from the 27 sworn officers, excluding any overtime. This amount of time would provide for a **minimum of 4 to 5 uniformed patrol officer coverage** for approximately 24 hours per day as is currently provided by each department. The amount of this budget equates to an hourly cost of \$64.66 per officer to provide all full-time, full-service police operations to the residents, schools, churches, shopping centers, businesses and other persons in both communities. **The annual “cost per officer” would come to \$134,511.** This is the annual amount needed for the salary and benefits, equipment, training, supervision, and clerical support for each full-time officer in the department.

The salary figures used in the budget are consistent with the anticipated 2012 contract requirements and are based on the existing labor agreements between the two municipalities and their police officers. The budget used the highest contractual rates for each officer category (e.g. Patrolman, Sergeant, Chief) for 2012 as a foundation for the remainder of the proposed budget and related operating costs. Expected 3.5 percent cost increases were added for 2011 and 2012 to reach the proposed budget figures for 2012.

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

- **Law Enforcement Liability Insurance**
- **Workmen's Compensation Insurance**
- **Vehicle and Property Insurance**
- **Medical, Dental, and Life Insurance**
- **Legal Fees for Solicitor**
- **Accounting and Audit Fees**
- **Building & Maintenance Costs (Rental, Construction or Renovations)**
- **Some Utilities**
- **Conversion Costs (Uniforms, reports, computers, firearms, etc.)**
- **Administrative / Operational Costs**

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

The gross amount of the proposed budget **does not** anticipate any cost reductions that may be realized through payments from any county casino grants, intergovernmental cooperation grants or the Regional Police Assistance Grant Program provided by PCCD. It does, however, include many of the start-up costs, changes or improvements that may be required. The proposed, estimated budget has been prepared using the following five (5) general categories as guidelines:

### *Personnel Services*

This category contains the salaries and related benefits for all 27 sworn and 4 civilian personnel. **The estimated total cost for this category is \$3,002,400 or 83% of the proposed budget.** The pension costs for the regional police department and the non-sworn pension fund will be returned by the municipalities after they receive state aid funds and by any contributions required of the pension plan participant.

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

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

### *Supplies*

Supplies include uniform purchase and maintenance, printing, office materials, postage, and equipment replacement. These are operating expenses only and do not include a complete uniform changeover or weapons change that may be desirable for the regional police department. **The estimated total cost for this category is \$89,000 or 2.3% of the proposed budget.**

### *Support Services*

This category includes professional services such as legal counsel and auditing expenses, as well as training, communications, computer services and related expenses. There should be no audit required after the first year of operation, since the year end audit will occur during the second year but its costs were included in this proposed first year budget. All computer software and radio technical expenses, including county radio fees, are also included in this category. **The estimated total cost for this category is \$178,900 or 5.0% of the proposed budget.**

### ***Vehicle Expenses***

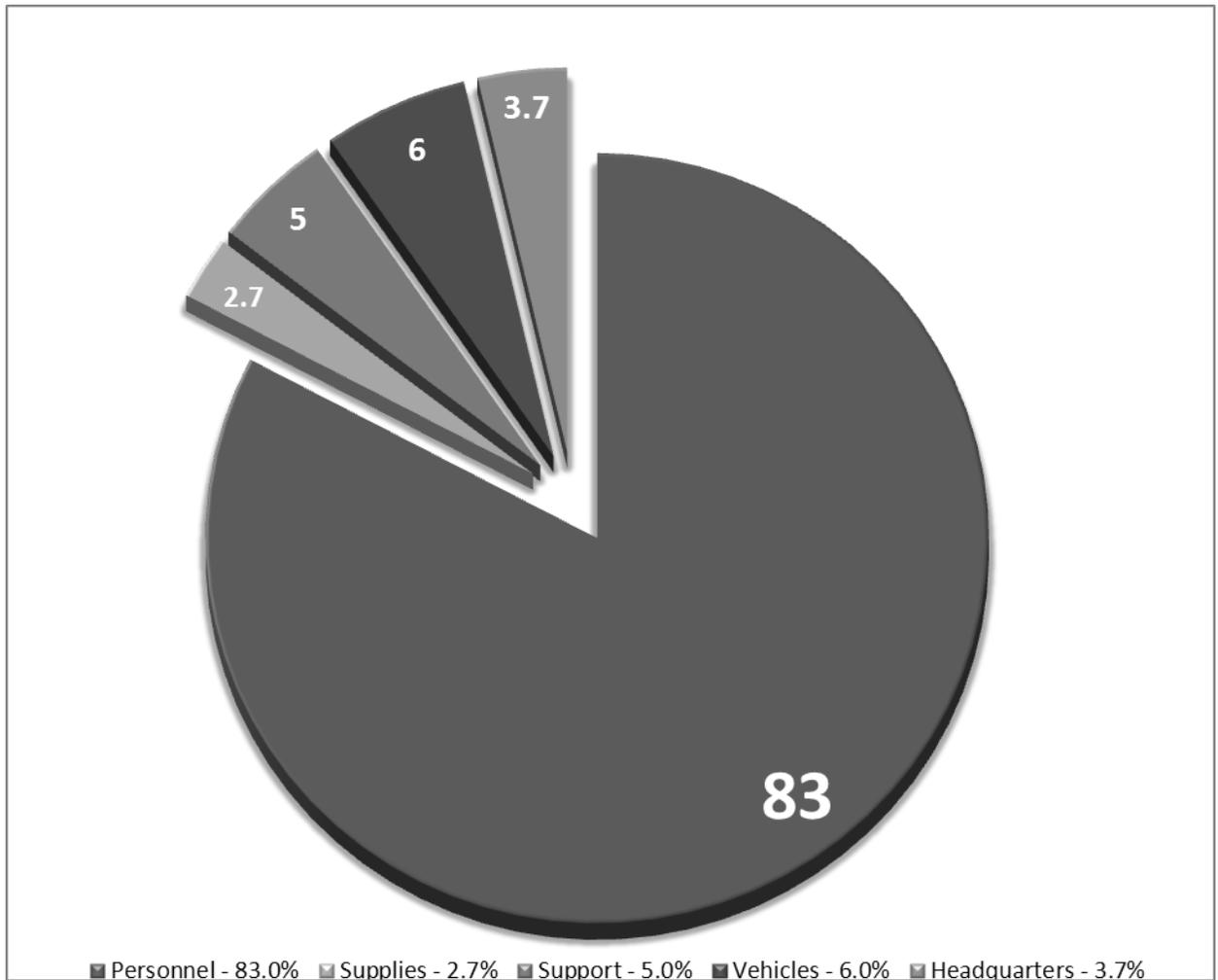
This category includes the purchase, outfitting, fueling, maintenance, and insurance for the department's police vehicle fleet. The budget provides for retaining and using the fifteen (15) best of the current eighteen (18) current vehicles owned between the two departments. In addition, the purchase of three (3) new patrol vehicles, at \$32,000 each, has been budgeted for the replacement of three vehicles in the 2012 budget. If the department remains at its present staffing level and with fifteen (15) vehicles, three to four vehicles or 25%, of the fleet is recommended to be replaced each year. In a four year period, all vehicles would then have been replaced. According to the IACP, an acceptable ratio of officers per car is in the range of 1.5 to 2.0. If the department is expanded to the proposed number of 27 officers, the number of cars is recommended at fifteen (15), with 9 being marked and 6 being unmarked. This would put the ratio at 1.8 officers per car. The unmarked cars should include one or two which should be set up for patrol use and then the remaining unmarked cars set up only for administrative use (the Chief's, the detective cars, etc.). Raising the ratio of newer cars in a fleet usually results in better service, lower gas mileage, and overall lower maintenance costs. It also prolongs the safe, efficient service life of all vehicles and provides a professional "first impression" image of the department to the public. **The estimated total cost for this category, to support a total of fourteen vehicles, is \$222,000 or 6.0% of the proposed budget.**

### ***Headquarters Expenses***

This category includes all costs associated with the initial set-up costs and eventual annual lease payments to Lower Saucon Township for approximately 7,500 square feet of space which will serve as the main police headquarters for the regional department. Annual rental rates of \$15.00 per square foot have been paid in other similar sized regional departments. With the relatively close proximity of the Lower Saucon Township police facility to the center of Hellertown Borough, about 3.2 miles, it is not recommended that the regional police department require a sub-station. However, since Hellertown Borough does request a sub station in the borough, it is recommended that the borough absorb such costs within their own budget and provide the rooms needed for this sub station. Any required equipment for the sub station would be provided by the regional police department.

Only one or two small rooms, equipped with a computer, telephone and some desks and chairs and a file cabinet is all that would be required for a sub station operation. A new sign, designating the location of the sub-station, along with an accessible lobby with a public 9-1-1 direct dial telephone, should also be constructed. The existence of the sub station would be maintained mostly for the visibility and convenience of nearby borough residents and would not normally be required as part of a regional police operation of this geographic size. **The estimated total cost for this category is \$139,500 in 2012, or 3.7% of the proposed budget.**

**CHART 5**  
**PROPOSED 2012 BUDGET BREAKDOWN BY CATEGORY**



**CHART 6  
PROPOSED 2012 BUDGET  
Hellertown – Lower Saucon Regional Police Department**

<b>BUDGET CATEGORY</b>	<b>2012 Proposed +3.5% over 2011</b>
Salary of Police Chief	100,000
Salary of Lieutenants (2 @ 85,000)	170,000
Salary of Sergeants (4 @ \$75,000)	300,000
Salary of Patrol Officers & Detectives (20 @ 68,000)	1,360,000
Salary of Staff Personnel (4 @ \$38,000 Average)	152,000
Salary of Crossing Guards (4 @ \$4,000 Average)	16,000
Overtime (24 @ \$3,000 Average)	72,000
Longevity / Other Contractual Payments (27 @ \$2,000 Average)	54,000
<b>Total SALARY Costs</b>	<b>2,224,000</b>
<b>Fringe Benefits (Includes all items for 27 sworn &amp; 4 clerical @ 35% per person)</b>	<b>778,400</b>
• Medical / Dental Insurance	<i>Included</i>
• Social Security	<i>Included</i>
• Life Insurance	<i>Included</i>
• Liability Insurance	<i>Included</i>
• Workers Comp Insurance	<i>Included</i>
• Municipal Pension Contributions	<i>Included</i>
• Heart & Lung Act Insurance	<i>Included</i>
<b>PERSONNEL COST TOTALS (83 % of Proposed 2012 Budget)</b>	<b>\$3,002,400</b>
Uniforms & Related Equipment (27 @ \$1,000 each)	27,000
Office Supplies & Equipment	20,000
Education & Training (27 @ \$500 each)	13,500
Dues, Memberships & Legal Publications (27 @ \$200 each)	5,400
Computers, Related Hardware & Software, Data Services, Visual ALERT Updates	20,000
Police Equipment (New Purchases, Maintenance & Repairs)	12,000
Vehicle Maintenance, Tires & Repairs	40,000
Vehicle Gas & Oil (9 Marked Cars @ \$5,000 each +/-; & 6 UM Cars @ \$2,500 each +/-)	60,000
Vehicle & Property Insurance	20,000
Utilities & Building Maintenance	10,000
Crime Prevention & Public Relations Programs	5,000
Traffic Unit Equipment & Maintenance	5,000
Capital Expenses – \$104,000 as listed below	-----
• New Vehicles – 3 New Marked & Fully Equipped @ \$32,000 each	96,000
• Vehicle Painting & New Decaling – 6 Marked @ \$1,000 each	6,000
• Vehicle Radios / Portable Radios / MDT's	0
• Miscellaneous New Furniture & Equipment	2,000
Miscellaneous Expenses (Duty Ammo, Firearms Equipment, etc.)	10,000
Telephones & Related Service Expenses	15,000
Headquarters Building Rentals (\$9,375/mo x 12 months for 7,500 sf & Set-up Costs)	112,500
Legal Services	100,000
Accounting Services	50,000
<b>NON-PERSONNEL COST TOTALS (17 % of Proposed 2012 Budget)</b>	<b>629,400</b>
<b>TOTAL PROPOSED 2012 REGIONAL POLICE DEPARTMENT BUDGET</b>	<b>\$3,631,800</b>

## PROPOSED COST DISTRIBUTION METHOD

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

The two municipalities in this study are different in many ways, including demographics, square miles, crimes rates, and road miles. Different methods of policing are now employed to appropriately patrol each municipality. Some of these include smaller patrol zones in the denser borough and larger zones in the township. Some of these features will have to be maintained by the regional department to provide the required levels of service to each municipality. This has already been factored in with the proposed number of officers for the regional department as required by each municipality.

**Of the 27 proposed officers, 11, or 40%, were calculated and proposed primarily because of statistics from and the needs of Hellertown Borough. The other 16, or 60%, were calculated and proposed primarily because of statistics from and the needs of Lower Saucon Township. Therefore, the most equitable way of cost distribution seems to be along these same percentages. 40% of the total cost is allocated to Hellertown Borough and 60% of the total cost is allocated to Lower Saucon Township.**

It is recommended that the total costs be distributed, at least initially, on this aforementioned basis. These, or any additional categories that may be added in the future, should be re-examined in the 3<sup>rd</sup> or 4<sup>th</sup> quarter of each year to see if they need to be adjusted, for either of the municipalities. Then, for the subsequent year and before the regional department budget has been developed and approved, appropriate annual costs can be determined.

**CHART 7  
PROPOSED COST DISTRIBUTION  
(Total Regional PD Budget = \$3,631,800)**

MUNICIPALITY	% SHARE	2012 PD AMOUNT	2012 REGIONAL AMOUNT (LESS GRANTS)	DIFFERENCE
HELLERTOWN	40%	\$1,253,230	\$1,412,720	+\$159,490
LOWER SAUCON	60%	\$2,392,586	\$2,119,080	-\$273,506

**ALTERNATE COST DISTRIBUTION METHODS**

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

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

**2. Land Area and Mileage**

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

**3. Property Value**

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

**4. Revenue and Taxes Collected**

The percentage of distribution of total municipal revenues and taxes collected reflect the wealth of a community. Plan “D” on the following page of cost distribution

analysis adds the factor of “total taxes collected” which is very similar to the Assessed Market Valuation Factor.

## **5. Police Protection Unit**

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

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

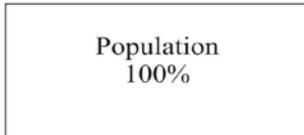
If community “X” pays 10% of the regional police budget, it would be entitled to receive 10% of the department’s services, or 3,528 hours of service annually.

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

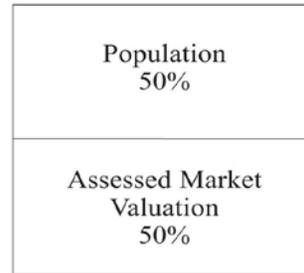
Community “Y” with 17,640 hours of service would have an officer in their community at all times, while community “X” with 3,528 hours of police service for their year would not. In essence, each community should receive the amount of service for which it pays. Please refer to the next page for the graphics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

**Example Plans for Cost Distribution**

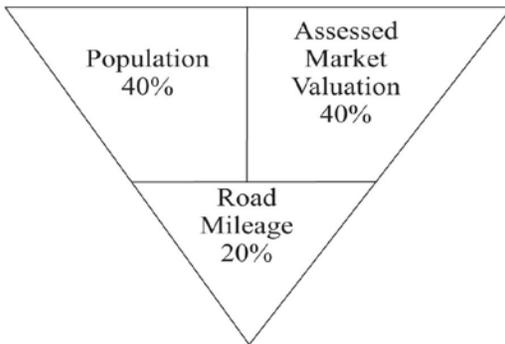
**Plan A**



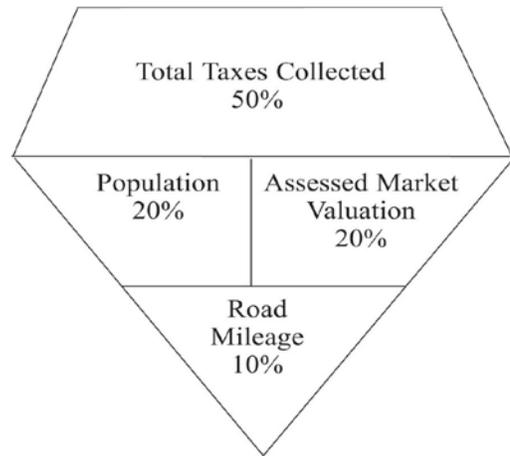
**Plan B**



**Plan C**



**Plan D**



**COST DISTRIBUTION PLAN B - APPLIED TO THREE EXAMPLE COMMUNITIES**

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

### COST COMPARISON SUMMARY

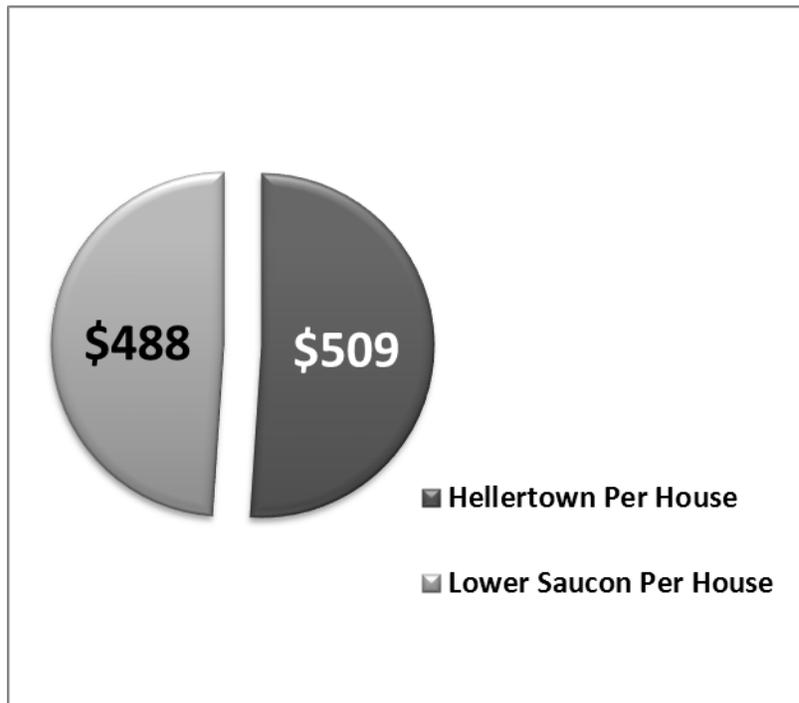
The following figures were compiled to provide a “financial snapshot” of what the actual cost differences and the funding requirements are for each township and its residents in 2010 and the anticipated net costs if the proposed regional police department is formed starting sometime in 2012 or later.

If projected state grants totaling \$100,000 are received (\$50,000 for an equipment grant & \$50,000 for a Police Chief’s salary grant) the **net amount would be reduced by \$100,000 to \$3,531,800.**

Using that net amount of \$3,531,800, the actual cost to Hellertown Borough would be reduced by \$40,000, based on the 40% share, and would come to \$1,412,720. The actual cost to Lower Saucon Township, based on a 60% share, would be reduced by \$60,000, down to \$2,119,080. Examined on a per housing unit cost, the costs for each municipality’s residents, beginning in 2012, would be as is shown in the chart below.

#### CHART 8

#### HOUSING UNIT COST COMPARISON



Hellertown Borough (2,774 Housing Units) = \$509 / Year or \$1.39 / Day  
Lower Saucon Township (4,340 Housing Units) = \$488 / Year or \$1.34 / Day

## CONCLUSION AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout this study definitely supports our recommendation that the two municipalities, located in this well populated portion of Northampton County, combine their resources to create a new regional police department. The consolidation of the police agencies will result in the following major improvements in the delivery of police services.

- The ability to establish uniform and consistent police enforcement and patrol presence throughout the two adjoining municipalities.
- The ability to utilize police personnel more effectively by staffing and deploying officers based upon geography, workload, traffic patterns, and school district requirements.
- The ability to provide more efficient and effective police service by eliminating the duplication of services that currently exists.

**The following facts regarding the consolidation of police departments reinforce our recommendation for consolidation of the departments serving the four adjacent municipalities -**

- The National Advisory Commission on Criminal Justice Standards and Goals notes in Standard 5.2 that every state and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. **It also notes, that, at a minimum, police agencies that employ fewer than ten sworn employees should consolidate for improved efficiency and effectiveness.**
- Pennsylvania adopted in its Pennsylvania police standards for the improvement of police services Standard 6.4 which notes that where appropriate to do so, police departments should consolidate to improve efficiency and effectiveness but in no case should an arbitrary limit or agency size be imposed, and in no case should individual agency members lose salary or status as a result of such consolidation.
- Pennsylvania currently has over 1,100 local police agencies. There is no other state in the nation that even comes close to Pennsylvania's number of local police agencies. Over 60% of Pennsylvania's full-time police departments have less than five officers. Small agencies generally lack the resources to provide adequate continuous patrol and an ability to provide a full range of police services. **A consolidated force eliminates duplication, better utilizes resources, provides better training, and is better able to respond to area-wide problems.**

- A study titled "*A Review of the Northern York County Regional Police Department*", completed in 1989 by the Pennsylvania Department of Community Affairs, concluded that the regional police department was providing a higher level of service at a significantly lower cost by using less personnel and resources. The average citizen in the communities served by the Northern York County Regional Police Department paid 25.6% less for police services than did the citizens served by their own department in the model communities. (Reference DCA Bi-Monthly Publication Volume 2- No. 3, August, 1989). This fact was recently affirmed through another DCA study conducted using data from 1996.
- In 2007 a study titled "*A Comparative Review of a Regional Police Department and Traditional Police Departments*" was completed by the Pennsylvania Department of Community and Economic Development. This study focused on the West Hills Regional Police Department in Cambria County. Again, DCED concluded that the regional police department was providing a higher level of service at a significant lower cost. The average citizen in the communities served by the West Hills Regional Police Department paid 24.2% less for police services than the citizens served by their own police agencies in the model communities. A copy of these reports is available upon request.

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

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

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

The municipalities will have to address other issues such as the final selection of a police chief, development of an article of agreement, police pension issues, and forging a new police officers labor contract. However, in our view, enough information has been developed in this

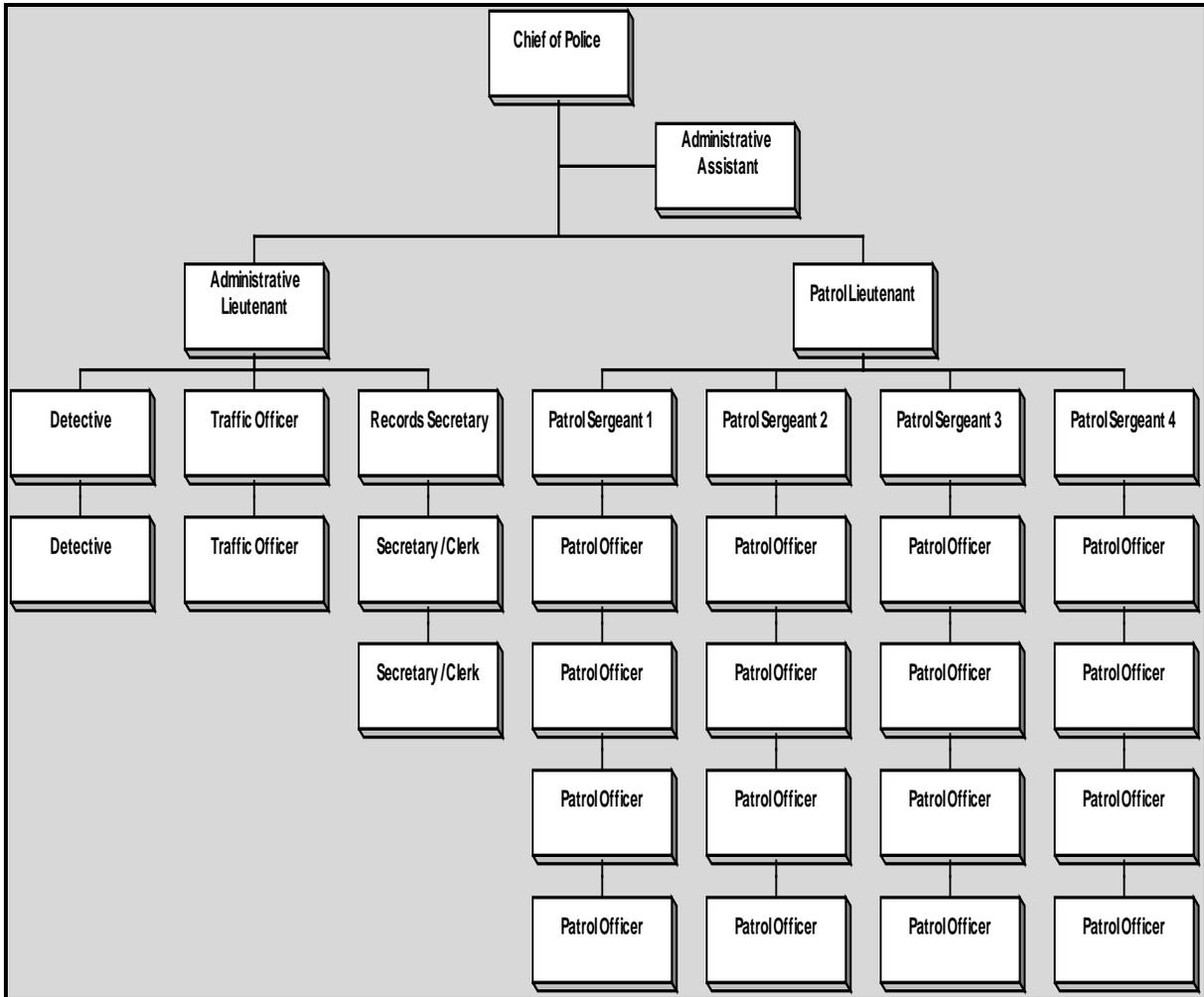
report to allow the interested municipalities to make an informed decision on whether or not to proceed with this project. Should the communities desire to do so, the GCLGS can offer assistance in addressing all of the remaining issues.

## **OPTIONS FOR POLICE SERVICES**

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

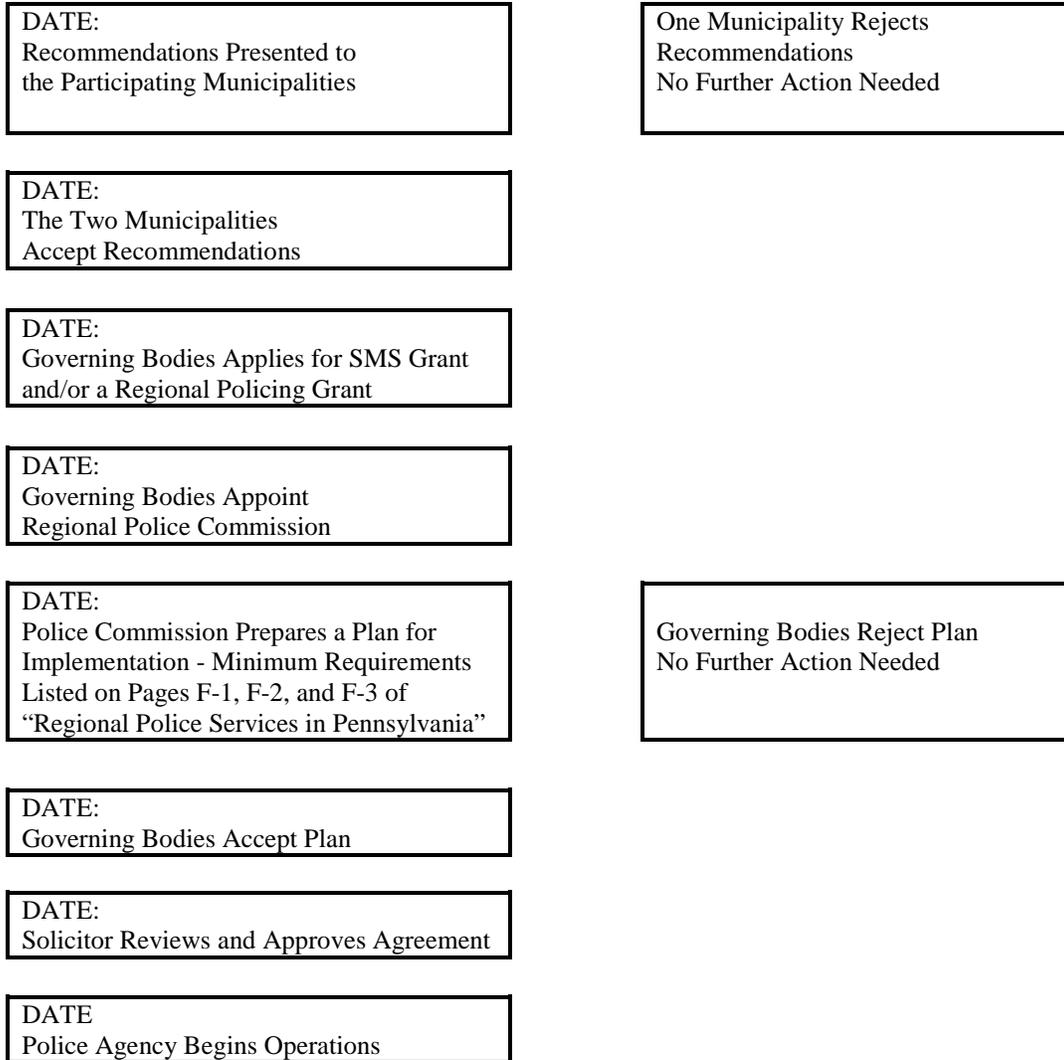
- Either establish a new regional police department between the two communities as per the general recommendations of this study, *or...*
- Remain in operation as they are at the present time, as the full-time police departments solely for their own respective township and borough.

**CHART 9**  
**PROPOSED ORGANIZATIONAL CHART**  
*for the*  
**Hellertown – Lower Saucon Regional Police Department**  
**Northampton County, Pennsylvania**



**27 Sworn Officers & 4 Civilian Staff Personnel**

## 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 implementation.

## **MUNICIPAL ASSISTANCE GRANT PROGRAM**

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

## **REGIONAL POLICE ASSISTANCE GRANT PROGRAM**

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

- First year, a maximum of 75% of the project costs, not to exceed \$49,000.
- Second Year, a maximum of 50% of the project costs not to exceed \$33,000.
- Third year, a maximum of 25%, not to exceed \$16,666.

Applications will be required each year, and continued funding in years two and three will be contingent upon acceptable contract performance in previous year(s) as well as the availability of state and federal funding. Applications for funding are received and considered for funding on a yearly basis. For applications and program information, contact the Pennsylvania Commission on Crime and Delinquency at 717-265-8456.

## **PENNSYLVANIA LAW ENFORCEMENT ACCREDITATION PROGRAM**

The Pennsylvania Chiefs of Police Association introduced the Pennsylvania Law Enforcement Accreditation Program to the Commonwealth in July 2001. Since then, over 301 law enforcement agencies have enrolled and 76 law enforcement agencies have attained accredited status.

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

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

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

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

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

### **Phase One – Application:**

The police department and local government officials make the joint decision to

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

### **Phase Two – Self-Assessment:**

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

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

### **Phase Three – Formal Assessment:**

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

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

For program information, contact Joseph C. Blackburn, Pennsylvania Accreditation Coordinator, Pennsylvania Chiefs of Police Association, 3905 N. Front Street, Harrisburg, PA 17110, telephone 717-236-1059, or email [jblackburn@pachiefs.org](mailto:jblackburn@pachiefs.org) .

## EXECUTIVE SUMMARY

- Proposal would establish a combined regional police department consisting of **27 full-time sworn officers and 4 full-time civilian staff persons** to serve the two combined municipalities.
- Eliminates the current use of nine (9) part-time officers, **or the equivalent of 4.5 full-time officers**, between the two departments.
- **Reduces the total number of police cars by 3** (Current number of 18 to be reduced to 15).
  - Includes funding for the purchase & equipping of three new vehicles in 2012.
  - Includes funding for the re-painting & equipping of 6 remaining marked cars.
  - Includes funding for the re-painting & equipping of 6 unmarked cars as needed.
- **Includes set-up and annual rental costs** for 7,500 square feet of space at the Lower Saucon Township building for the new regional department police headquarters.
- New regional P.D. of 27 sworn officers **automatically qualifies to receive Pennsylvania Regional Police Assistance grants** both for equipment and financial assistance with the Police Chief's salary.
- Locates a new, modern police facility in a reasonably central area between the two municipalities. This facility should be easily accessible to all officers and citizens and provides more modern, efficient police facilities for all officers and clerical staff.
- New regional department would qualify for location assignment and 75% funding to be a "Live Scan" site under the state's automated fingerprint identification network. Income generated from this site from "booking fees" would be returned to this site and used to offset future costs for each municipality.
- Establishes a "Regional Police Sub Station" at the Hellertown Borough Municipal Building. However, designation of the Lower Saucon Township facility as the main headquarters for the regional police department eliminates any need for a similar facility in Hellertown Borough, thus resulting in a savings to the borough of approximately \$1.2 million in future construction costs.

## NOTES



