

Bucks County Regional Police Study

Warminster & Warrington Townships | Police Peer Project | September 2009

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INTRODUCTION

The intent of this study is to determine if the townships of Warminster and Warrington, Bucks 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, many of the police officers employed in a regional police department will have served previously in each of the municipalities.

Loss of Position

Members of the local police department, current chiefs and elected officials may initially fear a loss of position if regionalization efforts prevail. While it is certainly true that every current chief can't retain the top position in the consolidated department and that some officers may choose not to participate in the new venture, regionalization is not intended to eliminate individual employment positions. Such concerns can be addressed through negotiations and discussion. However, in this particular arrangement, no positions would be eliminated, including the removal of either current Chief of Police. In fact, three new police officer positions would be created and the elimination of four civilian clerical positions would be done through retirement or attrition.

GENERAL DEMOGRAPHICS

Chart 1 provides data on each community and its present police agency or service provider. The two communities have a total combined population of at least 57,586 persons who reside in an area of approximately 23.8 square miles, with a population density of 2,420 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 very similar, with approximately 35,000 persons residing in Warminster Township, and 22,586 residing in Warrington Township. As a rule, lower population densities generate less of a workload for police than higher densities, but there are only minor differences in these particular communities. These 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 provides full service 24 hour per day police coverage, which includes such services as Investigators, Juvenile officers, Traffic officers and so forth.

Combined, these municipalities have many shopping centers, several private and elementary schools, three large high schools, light industrial and commercial areas, and many residential neighborhoods and developments. Portions of State Routes 611, 263, Street Road, County Line Road and many others are within their combined borders. They are served by two different school districts, the Centennial district in Warminster and the Central Bucks district in Warrington. They are also served by two separate District Courts. Some bordering areas, including Horsham Township, Doylestown Township, Upper Southampton Township, Warwick Township and others have also been experiencing a great deal of growth with the development of many residential subdivisions over the last ten years. Much of this regional growth has impacted each township in the form of increased traffic, increased shopping volume, more reported crimes and so forth. Each municipality is served by different local fire companies and EMS services as well.

CHART 1

CURRENT DEMOGRAPHICS OF THE COMMUNITIES

| CATEGORY | WARMINSTER TOWNSHIP | WARRINGTON TOWNSHIP | TOTALS OR AVERAGE |
|------------------------------------|------------------------|------------------------|----------------------|
| Population | 35,000 | 22,586 | 57,586 |
| Percent of Population | 61% | 39% | 100% |
| Square Miles | 10.0 | 13.8 | 23.8 |
| Percent of Square Miles | 42% | 58% | 100% |
| Population Density | 3500 | 1637 | 2419 |
| Total Road Miles | 114 | 95.3 | 209.3 |
| Full-Time Officers | 49 | 31 | 80 |
| Number of Vehicles (+ Motorcycles) | 31 | 18 (+2 MC) | 51 (+2 MC) |
| PD Clerical Staff | 14 | 4 | 18 |

CURRENT POLICE DEPARTMENT BUDGET INFORMATION

As provided by each municipality, the budget information for each police department for the current year of 2009 is listed below:

2009 Warminster Township Police Budget \$7,026,302.00

2009 Warrington Township Police Budget \$4,470,981.00

CRIME STATISTICS & DATA

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

Although not designed to be used to compare one agency against another, many police department use the UCR's as a benchmarking process and compare their crime rate with that of other similar 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 a city. These factors include:

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

For the year of 2008, the two townships reported a combined total of 987 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 townships reported a total of 2,482 different Part 2 crimes in 2008. The combined totals for Part 1 and Part 2 crimes came to 3,469 for the reporting year of 2008.

The breakdown for this reporting in 2008 was: Warminster Township (2,650 total) – 641 Part 1 crimes and 2,009 Part 2 crimes and Warrington Township (819 total) – 346 Part 1 crimes and 473 Part 2 crimes. Based on the Part 1 crime total of 987 for the two communities, this results in a *combined* Crime Rate of 1,714 crimes per 100,000 residents. For such relatively large population base, this is a low rate and is below both the reported county-wide rate for Bucks County of 2,312 and the state-wide rate for Pennsylvania of 2,716 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 manpower needs for the new regional department, the above crime statistics were carefully considered. In view of the fact that the two department's reported a total of over 3,400 crimes for 2008, many investigative positions, or detectives, were allotted in the regional department's staffing. It is recommended that these positions be lateral positions, not promotions, in the new department's structure (See Organizational Chart). At the discretion of the Chief, twelve (12) of the department's officers should be assigned as criminal investigators, or detectives, (8 for adults and 4 for juveniles) to investigate all reported crimes and criminal incidents. Policies on what cases they should investigate, their schedule, their on-call status and so forth should all be developed within the new department's Policy and Procedure Manual. It is further recommended that the four (4) proposed Juvenile Detectives/Investigators be assigned to work in full uniform most of the time. Since these officer's will be entering many schools and dealing with children while on duty, this policy is recommended. Additionally, these four uniformed officers are then available to be quickly deployed to supplement patrol officers, if needed, for responses to emergency calls, assistance with weather related incidents and so forth.

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 a 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.

| Factor | Annual Hours |
|---------------------------------------|--------------|
| Regular Days Off | 832 |
| Vacation (15 days per year) | 120 |
| Holidays (10 days per year) | 80 |
| Court (5 days per year) | 40 |
| Training (5 days per year) | 40 |
| Sick / Injury Leave (5 days per year) | 40 |
| Miscellaneous Leave (1 day per year) | 8 |
| TOTAL | 1,160 |

(2,920 Hours minus 1,160 Non-Available Hours = 1,760 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 1.7. In other words, it takes 1.7 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. Manpower needs can also be estimated by using formulas based on population and on crime statistics. In order to create a full service and professional department, the staffing analysis includes recommendations for an administrative staff including a Chief of Police, one Captain, and three Patrol Lieutenants, a supervisory staff including ten Sergeants and five Corporals, an investigative staff including twelve Detectives, and additional officers including six Traffic officers, four K9 officers, and at least forty uniformed patrol officers. In addition to these sworn officers, there is a recommendation for a civilian support staff of at least 14 persons serving in various administrative, clerical, data and dispatch positions. Five civilian crossing guards will also be retained and used in this new regional department.

CHART 2**PROPOSED POLICE STAFFING LEVELS****Warminster - Warrington Area Regional Police Department****Based on IACP Officer Formula**

| Category | Warminster Township | Warrington Township | Totals |
|--|---------------------|---------------------|-------------|
| Population | 35000 (61%) | 22586 (39%) | 57586 |
| Step 1 - Number of Estimated Incidents @ 550 per 1,000 | 19250 (61%) | 12422 (39%) | 31672 |
| Step 2 - Time Spent (Multiply above by .75) | 14438 | 9316 | 23754 |
| Step 3 - Buffer (Multiply above by 3) | 43314 | 27948 | 71262 |
| Step 4 - Staffing (Divide above by 2920) | 14.8 | 9.6 | 24.4 |
| Step 5 - Available (Multiply above by 1.7) | 25.16 | 16.32 | 41.48 |
| Total PATROL OFFICERS Needed | 25 | 16 | 41 |
| Detective Sergeant | 1 | 1 | 2 |
| Detectives | 6 | 2 | 8 |
| Juvenile Detectives | 3 | 1 | 4 |
| Patrol Sergeants | 4 | 4 | 8 |
| Patrol Corporals | 2 | 2 | 4 |
| Traffic Corporal | .5 | .5 | 1 |
| Traffic Officers | 3 | 3 | 6 |
| K9 Officers | 3 | 1 | 4 |
| Lieutenants | 2 | 1 | 3 |
| Captain | .5 | .5 | 1 |
| Chief of Police | .5 | .5 | 1 |
| Total Sworn Police Personnel | 50.5 | 32.5 | 83 |
| Difference from Current PD Officer Levels | +1.5 | +1.5 | +3 |
| Administrative / Clerical Personnel | 9 | 5 | 14 |
| Total Proposed Staffing Levels | 59.5 | 37.5 | 97 |
| Percent of Total Staffing Levels | 61% | 39% | 100% |

Current Sworn Officer Levels for each Police Department = Warminster 49 / Warrington 31

PROPOSED ORGANIZATION OF THE POLICE DEPARTMENT

It is recommended that a regional police department be developed consisting of 97 full-time employees. This number would include eighty three (83) sworn officers, including a Chief of Police, one Captain, three Lieutenants, eight Patrol Sergeants, two Detective Sergeants, one Traffic Corporal, four Patrol Corporals, twelve Detectives, six Traffic officers, four K9 officers and forty uniformed Patrol Officers. The department would also employ approximately 14 full-time civilian clerical personnel. **With an appropriate four squad schedule, this would provide for thirteen (13) to sixteen (16) uniformed officers, with sometimes even more, on duty patrolling the 23.8 square mile area of the two townships at all times.** With approximately ten designated patrol zones, this would result in a patrol officer being assigned to an area, or designated patrol zone, of approximately 2.4 square miles with the on-duty Sergeants, Corporals, Traffic officers and K9 officers providing additional coverage, supervision and backup. The forty uniformed officers would be assigned to a rotating schedule which, when combined with the eight patrol sergeants and four patrol corporals, would provide for minimum ten to thirteen officer coverage 24 hours per day. Other peak periods, or those of high activity due to inclement weather, large community events, etc., could also be supplemented by the use of the Administrative staff, the Detectives in uniform and on patrol duty, the Traffic and K9 officers or the use of scheduled, approved overtime.

It is recommended that if a consolidated, regional department is, in fact, formed, that it be governed by a board of police commissioners comprised of elected officials from each township. The board could consist of anywhere from three to five members, based on the number desired under the "Articles of Agreement" between the townships. The new police commission members should be chosen from elected officials, which could include Supervisors from each township. It is further recommended that they be selected for a minimum three-year term on the regional police commission.

It is further suggested that the regional department be headquartered in a police facility of at least 25,000 square feet, to be either newly constructed or renovated and centrally located somewhere in the geographic middle of the two townships. Based on construction cost estimates obtained for this region of Bucks County, the cost for the new construction of a 25,000 SF facility would be approximately \$250.00 per square foot (SF), or a total of about \$6.25 million. For a renovated facility, such costs would be approximately \$200.00 per square foot, or about \$5 million, for a facility of 25,000 SF. At a municipal bond or municipal mortgage rate of approximately 3.5% over 20 years, the cost per year would be just under \$259,000 for such a facility.

Neither of the existing police facilities is currently large enough to house this size department. A facility, preferably centrally located, should be built or renovated to serve as a headquarters for this new department after a suitable location is determined. If desired, a small one room sub-station could be rented for use in an outlying part of the two township area if the distance to/from the police headquarters facility becomes an issue with the department or the public. However, because both communities will cover a combined total of less than 24 square miles, a sub-station does not seem necessary and is therefore not recommended.

Using the IACP recommended baseline of 250 SF per full-time police employee, the new facility would need to be *a minimum of 25,000 SF in size*. 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. Headquarters facilities, as this would be, are those that house all of the required components of a police department in one facility, including administration, general offices, holding cells, interview rooms, evidence rooms, locker rooms, records storage, equipment storage and so forth.

The police department administration should hire approximately fourteen (14) full-time civilians to serve as secretary/clerks for various units in this new regional department. One person would serve the Chief of Police. One other person would serve, primarily, as an administrative person for the Regional Police Department’s administration and would be used to keep and administer records and personnel services, such as health benefit administration, and keep insurance policies and financial records directly related to the regional department. This same designated assistant should also serve as secretary to the Regional Police Commission for meetings and correspondence. If time permits, this same secretary could also help with some of the records keeping and general data entry and clerical requirements of the department. The other secretary/clerk positions should be used for the remainder of the non regional police duties of the Chief and other staff personnel. Administrative personnel would be assigned to the Captain and each Lieutenant who will be in charge of one of the department’s three units – Patrol, Investigation, and Auxiliary Services. The remaining clerical staff will assigned as data entry clerks, records clerks, township dispatch / lobby reception personnel and so forth.

The department's personnel should be scheduled to work so that the most officers are generally available for the shifts when the demand for police services is greatest. In many suburban departments, the day shift, or commuter and business period from 7:00 AM to 7:00 PM is generally busier and requires more officers on duty than on most night shifts.

The specific type and design of a suitable schedule to serve both communities needs should be worked out in advance of the effective date of the regional department becoming operational. Assistance from the GCLGS is available for this, if required.

The Chief of Police in a regional police department has many more administrative duties than his or her counterparts in cities, boroughs, and 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.

The recommended Captain and three Patrol Lieutenants, along with the Patrol Sergeants and Patrol Corporals will provide daily administrative assistance for the operational and support functions of the department. These same personnel will also provide daily patrol and investigative supervision of the police officers and detectives assigned to their squads or under their supervision during their respective tours of duty. The investigation of all serious crimes and criminal incidents involving juveniles will be handled by the detectives, assisted and supported by uniformed patrol officers, and the Bucks County Detectives or Pennsylvania State Police when required.

CHART 3
**ESTIMATED STAFFING LEVELS FOR REGIONAL
POLICE DEPARTMENT**

83 Sworn Officers Required

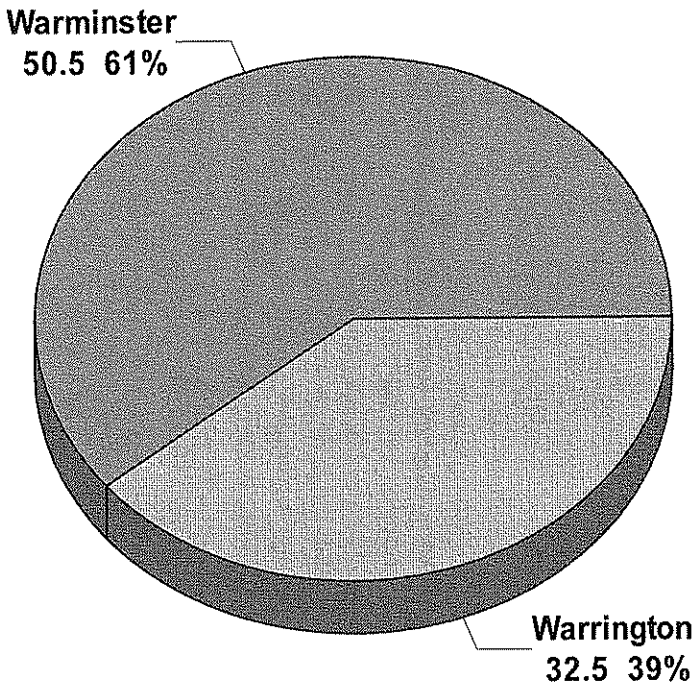


CHART 4

RECOMMENDED POLICE VEHICLES (TOTAL = 43)

Ratio = 1.93 Officers per Vehicle

| Marked Vehicles | | Unmarked Vehicles | |
|--------------------------------------|-----------|------------------------------------|-----------|
| Patrol (Combination of Cars & SUV's) | 13 | Administration (Chief, Capt, Lts.) | 5 |
| Traffic Unit | 3 | Detective Unit | 7 |
| K9 Unit | 3 | Traffic Unit | 3 |
| Crime Scene Unit | 1 | Court / Training / Miscellaneous | 2 |
| Spare | 5 | Spare | 1 |
| Motorcycles (Not Included Below) | 4 | | |
| Total Marked Vehicles | 25 | Total Unmarked Vehicles | 18 |

CHART 5

2008 MUNICIPAL POLICE DEPARTMENT COMPARISON

| Township | Population | Square Miles | Officers per Square Mile | Sworn Officers | Civilians | Pt 1 & Pt 2 Crimes ² | Pt 1 Crime Rate ² | Crimes per Officer | Residents per Officer |
|-------------------------|------------|--------------|--------------------------|----------------|-----------|---------------------------------|------------------------------|--------------------|-----------------------|
| Abington | 54,500 | 15.2 | 5.7 | 87 | 35 | 3,452 | 2,462 | 40 ⁽²⁾ | 626 ⁽³⁾ |
| Bensalem | 58,788 | 21.0 | 4.9 | 103 | 28 | 5,781 | 4,720 | 56 ⁽⁴⁾ | 570 ⁽²⁾ |
| Bristol | 54,096 | 17.0 | 4.5 | 76 | 13 | 4,791 | 3,662 | 63 ⁽⁵⁾ | 712 ⁽⁵⁾ |
| Lower Merion | 57,555 | 23.6 | 5.7 | 135 | 19 | 2,785 | 1,851 | 21 ⁽¹⁾ | 426 ⁽¹⁾ |
| **Warminster-Warrington | 57,586 | 23.8 | 3.5 | 83 | 14 | 3,610 | 1,714 | 43 ⁽³⁾ | 693 ⁽⁴⁾ |

*Pt 1 & Pt 2 Crimes & Pt 1 Crime Rate are from the 2007 Pennsylvania Uniform Crime Report.

** Statistics shown would be the combined totals for the proposed Warrington-Warminster Regional PD.

PROPOSED 2010 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 eighty three (83) sworn full-time officers, including the Chief of Police, and fourteen (14) full-time civilian clerical positions.

The proposed budget calls for an outlay of \$11,459,285 in 2010, or the first full year of operation, for which the municipalities would receive a total of 172,640 on-duty service hours (or an average of about 473 officer-hours per day) from the 83 sworn officers, excluding any overtime. This amount of time would provide for a minimum of 13 to 16 officer coverage with, at times, even more serving the combined municipalities. The amount of this budget equates to an hourly cost of \$66.38 per officer to provide all full-time, full-service police operations to all residents, schools, churches, shopping centers, businesses and other persons in the townships. **The annual "cost per officer" would come to \$138,063.00.** This is the annual amount needed to pay, equip, train, manage, supervise and provide clerical support for each officer in the department.

The salary figures used in the budget are consistent with the anticipated 2010 requirements of the existing labor agreements between the two townships and their police officers. The budget used the highest contractual rates for each officer category (e.g. Patrolman, Sergeant, Chief) for 2010 as a foundation for the remainder of the proposed budget and related operating costs.

In comparing a regional police budget with that of a typical township, 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 proposed budget does not anticipate some cost reduction that may be realized through intergovernmental cooperation grants or the Regional Police Assistance Program provided by GCLGS. It does, however, include many start-up costs, other changes or improvements that may be desired. The proposed, estimated budget has been prepared using the following five (5) general categories as guidelines:

Personnel Services

This category contains the salaries and related benefits for all 83 sworn and 14 civilian personnel. **The estimated total costs for this category are \$9,793,035 or 85% 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 township appear to be adequately funded and should not prove to be an 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 costs for these categories are \$279,500 or just less than 2.5 % of the proposed budget.**

Support Services

This category includes professional services such as legal counsel and auditing expenses, as well as training, communications, computer services and related expenses. There should be no audit required after the first year of operation, since the year end audit will occur during the second year but its costs were included in this proposed first year budget. All computer software and radio technical expenses, including county radio fees, are also included in this category. **The estimated total costs for this category are \$337,250 or about 3% 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 all current vehicles, with a replacement plan starting with eight (8) new marked patrol cars during the first year of operation. This should provide the basis of a prudent systematic replacement program for future budgets. An acceptable ratio of officers per car is 1.7 to 2.0. If the department is expanded to the proposed number of 84 officers, the number of cars is recommended at a minimum of forty three (43) at this time. This would put the ratio at around 1.93 officers per car. The cars should include twenty five (25) marked cars, including some which will be SUV's for Patrol Supervisory and traffic use, and some which will be used for traffic unit purposes. The eighteen (18) remaining unmarked vehicles should be used by the Chief, Captain, and Lieutenant as full-time administrative vehicles and also by the

Detectives and other officers for investigative or administrative functions as needed. Raising the ratio of newer cars usually results in better service, lower gas mileage and overall lower maintenance costs and also prolongs the safe service life of all vehicles. **The estimated total costs for this category are \$609,500 or about 5.5% of the proposed budget.**

Headquarters Expenses

This category includes all costs associated with construction, renovation or rental of a new police station. If newly constructed, the estimated costs for a proposed 25,000 SF facility, at \$250.00 per SF, would come to \$6,250,000.00. Renovation costs should be lower, at around \$200.00 per SF. As detailed in an earlier section of this report, this facility would have to be a minimum of 25,000 SF to properly house a new department of this proposed size of 97 full time employees. There will also be some costs, such as furniture and other equipment, which will be associated with this facility as well. **The estimated total costs for this category are \$440,000 in 2010, or the first year of operation, or about 4% of the proposed budget.**

CHART 6**PROPOSED 2010 BUDGET****Warminster – Warrington Regional Police Department**

| BUDGET CATEGORY | PROPOSED AMOUNT |
|--|------------------------|
| Salary of Police Chief | 125,000 |
| Salary of Captain | 110,000 |
| Salary of Lieutenants (3 @ 95,000 each) | 285,000 |
| Salary of Sergeants (10 @ \$81,700 each) | 817,000 |
| Salary of Corporals (5 @ \$77,100 each) | 385,500 |
| Salary of Patrol Officers & Detectives (63 @ \$73,200 each) | 4,611,600 |
| Salary of Staff Personnel (14 @ \$35,000 each) | 490,000 |
| Salary of Crossing Guards (5 @ \$8000 each) | 40,000 |
| Overtime (80 @ \$3000 each) | 240,000 |
| Longevity / Other Contractual Payments | 150,000 |
| Total Salary Costs (All Above Categories) | 7,254,100 |
| Fringe Benefits (Includes all items below for 83 sworn & 14 clerical personnel @ 35% per person) | 2,538,935 |
| • Medical / Dental Insurance | |
| • Social Security | |
| • Life Insurance | |
| • Liability Insurance | |
| • Workers Comp Insurance | |
| • Municipal Pension Contributions | |
| • Heart & Lung Act Insurance | |
| PERSONNEL COST TOTALS (85% of Proposed Budget) | \$9,793,035.00 |
| Uniforms & Related Equipment (83 @ 1,500 each) | 124,500 |
| Office Supplies & Equipment | 25,000 |
| Education & Training (83 @ 500 each) | 41,500 |
| Dues, Memberships & Legal Publications (83 @ 250 each) | 20,750 |
| Computers, Radios & Related Equipment | 50,000 |
| Police Equipment (Purchase, Maintenance & Repairs) | 50,000 |
| Vehicle Maintenance & Repairs | 50,000 |
| Vehicle Gas & Oil (25 Marked Cars @ 5,000 each +/-; & 18 Unmarked Cars @ 2,5000 each +/-) | 170,000 |
| Vehicle & Property Insurance | 100,000 |
| Utilities & Building Maintenance | 100,000 |
| Crime Prevention & Public Relations Programs | 15,000 |
| K9 Unit Expenses (Food, Vet, Kennels, Equipment, etc.) | 10,000 |
| Traffic Unit Equipment & Motorcycle Equipment & Maintenance (4 @ 2,500 each) | 20,000 |
| Capital Expenses (Total Capital Expenses Listed Below = \$294,500) | |
| • New Vehicles – 8 Marked & Fully Equipped @ 30,000 each | 240,000 |
| • Vehicle Painting & New Decaling – 15 Marked @ 300 each | 4,500 |
| • Vehicle Radios / Portable Radios / MDT's / GPS Units (as needed) – | 25,000 |
| • Miscellaneous New Furniture & Equipment | 25,000 |
| Miscellaneous Expenses (Computer Software Services, Data Services, Tactical, Duty Ammo, etc.) | 80,000 |
| Telephones & Related Service Expenses | 75,000 |
| Headquarters Building Expenses (\$20,000 / Month Rent x 12 Months) | 240,000 |
| Legal Services | 125,000 |
| Accounting Services | 75,000 |
| NON-PERSONNEL COST TOTALS (15% of Proposed Budget) | \$1,666,250.00 |
| TOTAL PROPOSED 2010 REGIONAL POLICE DEPARTMENT BUDGET | \$11,459,285.00 |

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.

Since the two municipalities in this study are similar in many ways, including demographics, square mileage, location, school district expenses, and most likely in the types and times for calls for police services, the most equitable way of cost distribution seems to be population-based and based on the projected uses of services to be provided by this police department.

As listed earlier in this report, each Township will require different numbers of calls for service and also serve different populations. Therefore, it is recommended that the costs be distributed, at least initially, on a proportionate basis based on both the population served and the amount of services anticipated to be required by each township in the form of annual "Calls for Service". Calls for service can be examined in the 4th quarter of each year to see if this ratio needs to be adjusted for any of the municipalities for any subsequent year once the regional department has been established.

WARMINSTER TOWNSHIP (61% Population & 61% Estimated Calls for Service) = \$6,990,163.00

WARRINGTON TOWNSHIP (39% Population & 39% Estimated Calls for Service) = \$4,469,122.00

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.

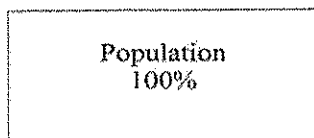
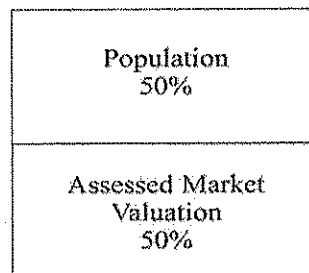
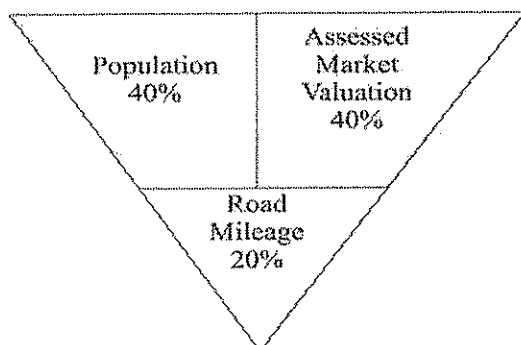
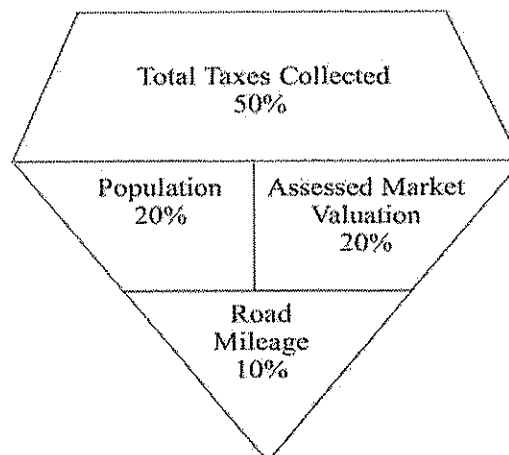
With all of the above methods of cost distribution, the main point that must be kept in mind is that the levels of service is commensurate to the share of percent of budget being paid by each municipality. In other words, a regional police department with a complement of 21 sworn officers could ostensibly 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 |

CHART 7

COST COMPARISON SUMMARY

The following figures were compiled to provide a “financial snapshot” of what the actual cost differences and the funding requirements would be for each township and its residents for current 2009 police protection and if the proposed regional police department is formed starting in 2010.

POLICE YEARLY BUDGET COMPARISON

| Township | 2009 Actual | 2010 Proposed | Difference |
|------------|--------------|---------------------|------------|
| Warrington | \$4,470,981 | \$4,469,122 (39%) | - \$1,859 |
| Warminster | \$7,026,302 | \$6,990,163 (61%) | - \$36,139 |
| Total | \$11,497,283 | \$11,459,285 (100%) | - \$37,998 |

POLICE YEARLY PER CAPITA COMPARISON

| Township | 2009 Actual | 2010 Proposed | Difference |
|------------|-------------|---------------|------------|
| Warrington | \$198 | \$198 | Even |
| Warminster | \$201 | \$199 | - \$2 |
| Average | \$200 | \$199 | - \$1 |

POLICE HOURLY COST COMPARISON

| Township | 2009 Actual | 2010 Proposed | Difference |
|------------|-------------|--------------------------|------------|
| Warrington | \$69 | \$66 | - \$3 |
| Warminster | \$69 | \$66 | - \$3 |
| Average | \$69 | \$66 (for 172,640 Hours) | - \$3 |

POLICE DAILY PER CAPITA COST COMPARISON

| Township | 2009 Actual | 2010 Proposed | Difference |
|------------|-------------|---------------|------------|
| Warrington | .54 | .54 | Even |
| Warminster | .55 | .55 | Even |
| Average | .55 | .55 | Even |

CHART 8
ESTIMATED COSTS PER MUNICIPALITY

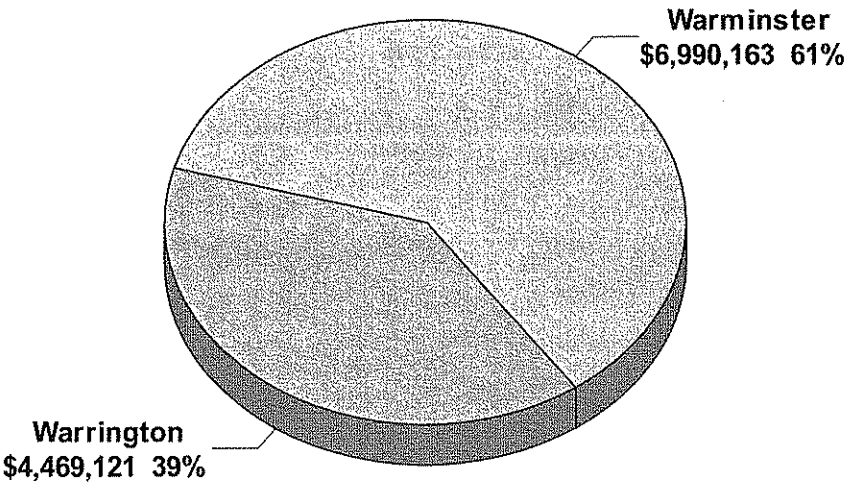


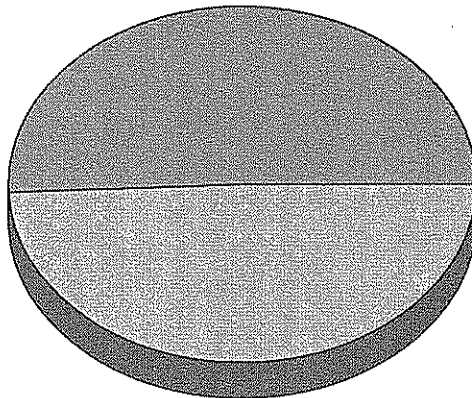
CHART 9

ESTIMATED COSTS PER HOUSING UNIT AND PER CAPITA

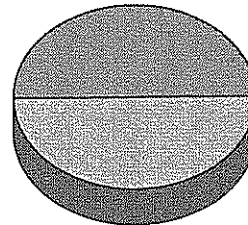
Cost Per Housing Unit

Cost Per Capita

Warminster per House
\$564



Warminster per Capita
\$198



Warrington per Capita
\$199

Warrington per House
\$550

CONCLUSION AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout this study supports our recommendation that the two municipalities located in this south central portion of Bucks 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 a uniform and consistent police enforcement program throughout the two municipalities.
- The ability to utilize police personnel more effectively by staffing and deploying officers based upon geography and workload.
- The ability to provide more efficient and effective police service by eliminating the duplication of many services that currently exists.
- The ability to conduct more thorough investigations by the expansion of the size and scope of the Detective Division. Included in this expansion will be twelve full-time detectives and others with specialized training and expertise in juvenile investigations, all school related matters, crime scene investigation and technology, and drug or gang related investigations.
- The ability to retain, expand or form many special units, crime task forces, and address other special challenges and needs as they arise with the flexibility that a larger force provides to its citizens.

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 the four 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

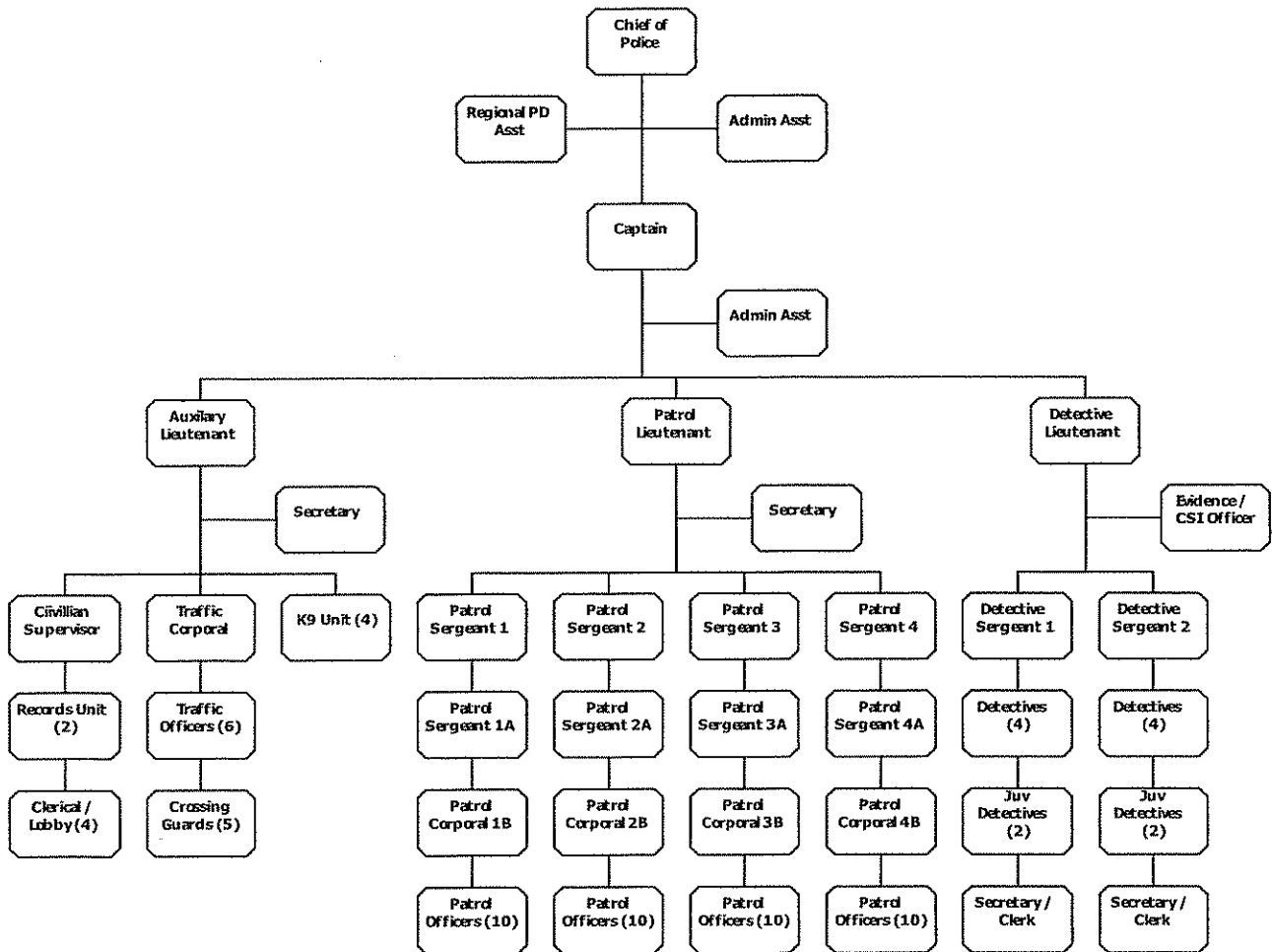
Based on the results of this study, the following options and recommendations are made for each municipality with regard to their continuing need to provide police services.

- Either establish a new regional police department between the two townships as per the general recommendations of this study, or...
- Remain in operation, as at the present time, as the full-time police department solely for their own respective townships.

CHART 10

PROPOSED ORGANIZATIONAL CHART

for the
Warminster – Warrington Regional Police Department



Totals =
 83 Sworn Officers
 14 Civilian Clerical Personnel
 5 Civilian School Crossing Guards

Divisions =
 10 Administration (10%)
 18 Auxiliary Division (19%)
 + 5 Crossing Guards
 52 Patrol Division (54%)
 17 Detective Division (17%)

REGIONAL POLICE IMPLEMENTATION FLOW CHART

DATE:
Recommendations Presented to
the Participating Municipalities

One Municipality Rejects
Recommendations
No Further Action Needed

DATE:
The Two Municipalities
Accept Recommendations

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

DATE:
Governing Bodies Appoint
Regional Police Commission

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

Governing Bodies Reject Plan
No Further Action Needed

DATE:
Governing Bodies Accept Plan

DATE:
Solicitor Reviews and Approves Agreement

DATE
Police Agency Begins Operations

COMMENT: While this implementation process may also seem overwhelming to some, please keep in mind that technical assistance and guidance provided by the GCLGS will assist the regional police study committee in developing all aspects of implementation.

SHARED MUNICIPAL SERVICES GRANT PROGRAM

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

REGIONAL POLICE ASSISTANCE GRANT PROGRAM

This grant is administered by the Governor's Center for Local Government Services through a funding program provided by the Pennsylvania Commission on Crime and Delinquency. The purpose of this grant program is to improve the delivery of public safety services, through intergovernmental cooperation, by facilitating the formation of full-time, full-service police departments. Minimum staffing requirement is a full-time chief and five full-time patrol officers. The program provides financial aid for a period of up to three years, for the start-up, of consolidated police departments. PCCD will allow existing regional police departments that bring on a new municipality to apply for a percentage of the total budget of the municipality joining the regional police department to cover the police chief's salary/benefits. 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 year-wide basis. 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.

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 270 law enforcement agencies have enrolled and 63 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 Richard Hammon, Pennsylvania Accreditation Coordinator, Pennsylvania Chiefs of Police Association, 3905 N. Front Street, Harrisburg, PA 17110, telephone 717-236-1059, or email rhammon@pachiefs.org.

EXECUTIVE SUMMARY

- Proposal would establish a larger, state-accredited police department of 83 sworn officers and 14 civilian staff personnel to serve the combined townships.
- Establishes four (4) new operational divisions within the police department:
 - Administration
 - Patrol
 - Detective
 - Auxiliary Service
- Proposed budget provides funding for the **addition** of 3 full-time officers.
 - Increases the current number of sworn officers from 80 to 83.
 - Increases patrol coverage to approximately 13 – 16 officers on duty at all times.
- **Reduces** the total civilian clerical staff by 4.
- **Reduces** the total number of police cars by 8 (51 to 43).
 - Includes funding for the purchase of 8 new marked patrol cars.
 - Includes funding for the addition of 2 new motorcycles to 4.
- **Increases** the full-time number of K-9 teams to 4.
- Provides staffing to **establish** a new, full-time Traffic Unit with 7 uniformed officers.
- **Increases** the full-time number of Detectives / Investigators to 12.
 - 8 Detectives.
 - 4 Juvenile Officers (will have 3 high schools plus other schools).
 - Provides funding to establish a full-time “Evidence / CSI Officer” position.
- **Includes all construction or renovation costs** for a modern 25,000sf police facility.
- New regional P.D. qualifies to receive Pennsylvania Regional Police Assistance grants.
- Allows for **an overall decrease** in the combined police budgets for 2010 of \$38,000.
- Allows for **an overall projected decrease in 2010 spending of about 4%** - despite a 3.75% contractual salary increase due for police personnel next year.

NOTES