



pennsylvania

GOVERNOR'S CENTER FOR
LOCAL GOVERNMENT SERVICES

ALLEGHENY COUNTY REGIONAL POLICE STUDY

**ASPINWALL BOROUGH
BLAWNOX BOROUGH
O'HARA TOWNSHIP
SHARPSBURG BOROUGH**

**DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT
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INTRODUCTION

The purpose of this study is to explore the feasibility of creating a consolidated police department to service the municipalities of Aspinwall Borough, Blawnox Borough, Sharpsburg Borough, and O'Hara Township.

This regional police feasibility study for the four municipalities of Aspinwall Borough, Blawnox Borough, Sharpsburg Borough, and O'Hara Township, was initiated at the request of the respective elected officials associated with these municipalities. The governing bodies of these municipalities made their request via the submission of official "Letters of Intent" to representatives of the Governor's Center for Local Government Services (GCLGS), located in the Pennsylvania Department of Community and Economic Development. The Letters of Intent officially requested that a study be conducted by the Center and, furthermore, recognized that none of the involved municipalities were obligated, or bound, by the results of the study.

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

Currently, the concept of regional policing is a method of providing police services which has proven successful. It is also noteworthy to recognize that Pennsylvania has more police departments, over 1,200, than any other state in the nation. Most are quite small and unable to provide a full range of police services. The first regional department in Pennsylvania was established in 1972. There are now over 36 regional departments. More and more, the concept of regional policing is gaining favor with municipal leaders. Most regional police departments have come into being to strengthen existing police services, including the areas of effective administration, supervision, training, investigation, patrol, and specialty services. The concept of regional policing is continuing to experience growth and interest across the Commonwealth.

Presented in this report will be information that will assist the communities of Aspinwall Borough, Blawnox Borough, Sharpsburg Borough, and O'Hara Township, in reaching a decision about the manner in which they may decide to deliver and receive police service. Information collected by local officials, Governor's Center for Local Government Services advisors and the peer-to-peer consultants, was used to study, evaluate, and determine the feasibility of establishing a consolidated department for these communities. Recommendations are made with regard to the organization of a governing body for the proposed regional police agency, the organization and staffing levels of sworn and civilian members for the proposed regional agency, an estimated operating budget for the fiscal year 2019, and methods of cost distribution. Careful examination of this information should be beneficial in determining whether or not the municipalities desire to continue with the implementation phase of the concept or continue with the current manner in which police services are delivered and received by these municipalities.

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

CONSOLIDATED POLICE SERVICES

Definition:

Consolidation of police services requires that individual political subdivision boundaries and individual police departments be abolished, and those existing police departments be consolidated into one regional police department encompassing all political jurisdictions. The distinctive characteristic of this method of policing is the operation of the police agency outside the direct control of one specific municipality. The police department operates under, and is governed by, a police commission consisting of elected and/or municipal officials from each of the participating municipalities.

Legal Authority for Police Consolidation:

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

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

Act 180, as passed by the General Assembly and signed into law by the Governor on July 12, 1972, serves as the enabling legislation that makes cooperation of public services in the Commonwealth a legal process. Act 180 is now a part of the Pennsylvania Consolidated Statutes Title 53, Sections 2301 through 2315, enacted by State Legislature in 1996.

Section 1202, clause 34 and 35 of the Borough Code; Section 1502, Clause LIII and LIV of the First-Class Township Code; and Section 1507 of the Second-Class Township Code also bestow authority upon municipal governments to enter into agreements for the purpose of intergovernmental cooperation.

Governing Law:

While there has been no decision to date about whether or not any specific law (such as the Borough Code, 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

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 service police officers 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. Sending an officer for training 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 required 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 municipalities already provided that service. This is especially true 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 serving the same municipalities.

Improved Career Enhancement Opportunities

The larger police departments resulting from police consolidation provide greater opportunities for police officers to receive a wider range of training and opportunities to specialize in such areas as criminal investigation, youth services, traffic enforcement and crime prevention activities. The potential for advancement and higher salaries is also greater in consolidated 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 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 municipality. 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 municipality will not have as close a relationship with the members of a regional police department as they did 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.

GENERAL DEMOGRAPHICS

Chart 1, which follows, presents data on each community and its police agency. The four municipalities have a total population of 16,086 persons who reside within a 8.85 square mile area, representing a population density of 1,683.88 persons per square mile. When viewed independently, Aspinwall Borough has the greatest population density, 7,002.50. O'Hara Township has the least dense population with 1,199.29 persons per square mile. As a rule, lower population densities would not generate as much police workload as the more densely populated areas within the state.

There are 75.50 miles of local and state roads contained within the four municipalities. Aspinwall Borough has 10.8 miles of roads, Blawnox Borough has approximately 5.75 miles of road, O'Hara Township has approximately 50.14 miles of road and Sharpsburg Borough has 8.81 miles of road.

Based on the information provided, all of the communities in this study currently fund their own police department.

CHART 1
ALLEGHENY COUNTY REGIONAL POLICE STUDY
GENERAL DEMOGRAPHICS

Municipality	Population	Percent of Total	Square Mile Area	Percent of Total	Population Density	Road Miles	Percent of Total	Full-Time Officers	Annual Hours Part-Time Officers	Full-time Officer Equiv.	Number of Vehicles
Aspinwall Borough	2,801	17.41%	0.40	4.52%	7,002.50	10.8	14.30%	5	3,800	7.16	3
Blawnox Borough	1,432	8.90%	0.44	4.97%	3,254.55	5.75	7.62%	3	3,328	4.89	2
O'Hara Township	8,407	52.26%	7.01	79.21%	1,199.29	50.14	66.41%	17	0	17.00	5
Sharpsburg Borough	3,446	21.42%	1.00	11.30%	3,446.00	8.81	11.67%	6	5,980	9.40	4
Total/Average	16,086	100%	8.85	100%	1,683.88	75.50	100%	31	13,108	38.45	14

FISCAL DATA

Information is presented in Chart 2 (A) and (B) on municipal finances for the four municipalities under study. The information displayed was originally obtained through survey questionnaires and later refined through direct contact with municipal officials and employees.

A total of \$15,292,671 was spent out of the general fund of four municipalities' in 2018 to operate the municipal governments. O'Hara Township's "General Fund Expenditures" are significantly higher than those of the other three communities. When it comes to police services 26.95% of the \$15,292,671 budgeted for government operations, or \$4,121,663 was utilized to police the four communities.

The 2018 budgets indicate that Aspinwall Borough spent \$857,807, Blawnox Borough spent \$470,333, O'Hara Township spent \$2,308,012, and Sharpsburg Borough spent \$857,780 (actual figure was not available).

Per officer cost in column five, Chart 2B represents the actual cost of placing one officer on the street, fully equipped with everything a police officer needs to function (car, basic equipment, training, wages, benefits, etc.) These figures include limited supervisory support and clerical support for the four communities that provide this service. The per-officer cost is determined by dividing the full-time officer equivalency into the actual cost for police services.

Column seven, Chart 2B indicates the per hour cost of service each municipality anticipates receiving. When the total hours of service are determined, the total hour figure is divided into the total cost for police service to establish the cost per hour.

When looked upon in terms of how much police services cost the individual citizen of each municipalities, Aspinwall Borough residents pays a per capita cost of \$225, Blawnox Borough pays a per capita cost of \$262, O'Hara Township pays a per capita cost of \$269 and Sharpsburg Borough pays a per capita cost of \$249.

**CHART 2A
ALLEGHENY COUNTY REGIONAL POLICE STUDY
2018 FISCAL DATA**

Municipality	(1,000) Real Estate Assessed Value	Percent %	Real Estate Tax Rate (Mills)	% of Real Estate Tax	Earned Income Tax	% of Income Tax	Total General Fund Revenues	% of General Fund Revenue	General Fund Expenditure	% General Fund Expd	Percent of Total
Aspinwall Borough	\$238,582,635	14.27%	5.86	23.83%	\$565,000	13.05%	\$2,468,572	17.72%	\$2,491,800	16.29%	17.03%
Blawnox Borough	\$74,411,500	4.45%	9.85	40.06%	\$173,000	4.00%	\$1,430,680	10.27%	\$1,423,923	9.31%	13.62%
O'Hara Township	\$1,244,811,038	74.46%	1.73	7.04%	\$3,326,130	76.83%	\$8,047,325	57.78%	\$9,505,976	62.16%	55.65%
Sharpsburg Borough	\$113,980,221	6.82%	7.15	29.08%	\$265,000	6.12%	\$1,981,706	14.23%	\$1,870,972	12.23%	13.70%
Total/Average	\$1,671,785,394	100%	24.59	100%	\$4,329,130	100%	\$13,928,283	100%	\$15,292,671	100%	100%

CHART 2B
ALLEGHENY COUNTY REGIONAL POLICE STUDY
2018 ANALYSIS OF POLICE COSTS

Municipality	% Police From General Fund	Total Police Costs From Survey	% Police Cost	Per Officer Costs	% Per Officer Cost	Police Per Hour Cost	% Police Per Hour Cost	Per Capita Costs
Aspinwall Borough	26.29%	\$630,250	15.29%	\$88,035	22.64%	\$50.02	22.64%	\$225
Blawnox Borough	26.37%	\$375,445	9.11%	\$76,764	19.74%	\$43.62	19.74%	\$262
O'Hara Township	23.76%	\$2,258,188	54.79%	\$132,835	34.16%	\$75.47	34.16%	\$269
Sharpsburg Borough	45.85%	\$857,780	20.81%	\$91,275	23.47%	\$51.86	23.47%	\$249
Total/Average	26.95%	\$4,121,663	100%	\$388,909	100%	\$220.97	100%	\$251

CRIME AND SERVICE DATA

Chart 3 displays information relating to crime and the police department's ability to deal with it, as well as other factors affecting police response and workload. This information is collected and gathered each month by each police agency on a Uniform Crime Report, which then is submitted to the state police. The monthly information is compiled and released on an annual basis in a document entitled "Crime in Pennsylvania". The statistics included in this report are based on crimes reported to the police agency which provides services to the area. The "clearance rates" indicate the number of crimes cleared by police (by arrest, death of the offended or other disposition). The reported crimes are divided into two groups, "Part I Offenses", representing serious offenses (homicide, robbery, rape, aggravated assault, burglary, larceny/theft, auto theft and arson), and "Part II Offenses" representing less serious crimes (excluding moving traffic offenses and parking violations, which don't count).

The primary purpose of the Pennsylvania Uniform Crime Report (UCR) program is to inform the governor, legislature, and other government officials and the public concerning the crime problem in Pennsylvania and to provide law enforcement administrators with crime statistics for administrative and operational purposes. The federal UCR program is designed to inform federal officials of these same statistics for many of the same purposes and to provide a comparison of these statistics from state to state.

The amount of crime occurring in a community is not entirely the responsibility of the police department. There are many factors and social elements that contribute to the amount of crime occurring in a municipality, most of which are uncontrollable by police. However, the police department does accept a major responsibility for the amount of crime, since crime and its control directly relate to its primary purpose for existing.

Police departments "clear" a crime when they arrest a person for committing a particular crime, or by exceptional means when they can positively identify the person or persons who committed the crime, but, for reasons beyond their control, cannot make an actual arrest. An example of their "exceptional clearance" would be if the perpetrator of a crime was determined but that person is now deceased, and therefore impossible to physically place under arrest.

Part I Offenses generally come to the attention of the police through a report from a citizen or the public, at large. As a rule, there is an increased likelihood of a report being made to police if the public perception is that the severity of the crime is great. Thus, murder, kidnapping and armed robbery are more likely to be reported than a minor theft. There are exceptions. Although extremely serious in nature rape is under-reported because the victim may seek to avoid publicity or social stigma. Where the reporting of rape is encouraged, reported rapes increase. This is not to say that the occurrence has increased, merely that more victims report it (as in the case of Pittsburgh in 1994 where rape offenses showed an alarming increase). There is also a higher percentage of reported crime involving offenses where insurance is involved, such as in auto theft.

CHART 3									
ALLEGHENY COUNTY REGIONAL POLICE STUDY									
2016 CRIME – CLEARANCES – CRIME RATE ANALYSIS OF POLICE COSTS									
Municipality	Population	Part I Offenses Reported	PART I Offenses Cleared	Clarence Percentage	Crime Rate	Part II Offenses Reported	PART II Offenses Cleared	Clarence Percentage	Crime Rate
Aspinwall Borough	2,801	39	5	12.82%	1,392.36	97	11	11.34%	3,463.05
Blawnox Borough	1,432	4	4	100.00%	279.33	20	19	95.00%	1,396.65
O’Hara Township	8,407	36	4	11.11%	428.21	118	80	67.80%	1,403.59
Sharpsburg Borough	3,446	45	34	75.56%	1,305.86	167	166	99.40%	4,846.20
Total/Average	16,086	124	47	37.90%	770.86	402	276	68.66%	2,499.07

*All crime data is obtained from the 2016 Uniform Crime Reports Published by the PA State Police.

PROJECTED POLICE MANPOWER NEEDS

Police personnel needs are determined by workload. The workload of a police department is determined by the number of incidents reported to police with adequate time allowed for preventive patrol and handling the other administrative tasks associated with municipal policing. It is necessary that appropriate staffing levels be established in advance of making any decisions about whether consolidation of police services is practical. Once staffing levels are established, it is then possible to determine approximately how much it will cost each community to become a part of a regional police effort, as well as how much service it should expect from the department.

The International Association of Chiefs of Police (IACP) developed a formula to determine police personnel needs. The Regional Police Study Committee used this formula to determine staffing levels. The formula has been used and applied extensively throughout the Commonwealth by the Governor's Center for Local Government Services and found to be reliable. However, like most situations where an overall standard is used to determine a factor, it is subject to error and should not be considered infallible.

The IACP formula is based on the assumption that it takes an officer forty-five (45) minutes to handle the average call for service. It also assumes that one third of a police officer's time should be utilized handling calls for service. Finally, the formula takes into consideration the amount of time the officer is actually available for duty. On average once the total of all forms of time off are computed (vacation, training, holidays, sick leave, court time, personal days and emergency days) an officer is actually available for duty approximately 1,760 hours a year.

The calculation determines only the manpower needs for officers "on the street" handling calls, and does not include administrators, supervisors, or specialists. It is extremely important that the number of incidents reported in the survey be accurate. If accuracy cannot be assured, then an estimate of the incident level can be determined by applying the standard that approximately 550 incidents should occur for every 1,000 residents in the community, or .55 per person. The IACP formula is summarized as follows:

DETERMINING PATROL FORCE MANPOWER NEEDS

Step 1:

Determine the number of complaints or incidents received and responded to by the police department. Complaints and incidents include all forms of police activity where an officer responded and/or took an official action. Incidents do not include situations where advice was given over the telephone, delivering messages or handling internal police department matters. If an actual complaint or incident figure is not available because the community does not have a police department, records are not accessible or are unreliable, an estimate may be used.

Step 2:

Multiply the total complaints or incidents by 0.75 (45 minutes). It is generally conceded that 45 minutes is the average time required to handle a complaint or incident.

Step 3:

Multiply by three to add a buffer factor and time for preventive patrol. General experience has shown that about one-third of an officer's time should be spent handling requests for services. Other requirements for servicing police vehicles, personal relief, eating, and supervision must also be taken into consideration. Multiplying by three accounts for these factors and the unknown.

Step 4:

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

To determine the number of officers required to staff each patrol element, the assignment/availability factor must be determined. This is accomplished by determining how many hours each year the average police officer is not available for duty on the street and subtracting that time from the patrol element hours of 2,920. Summarized below is the calculation to determine the assignment/availability factor.

FACTOR	ANNUAL MAN HOURS AWAY FROM DUTY
Regular Days Off (2 days per week)	832
Vacation (15 days per year)	120
Holidays (10 days per year)	80
Court Days (5 days per year)	40
Sick and Injury (10 days per year)	80
Miscellaneous Leave (1 day per year)	8
Total	1,160
(2,920 hours - 1,160 Non-Available Hours = 1,760 Available Hours)	

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 patrol element 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 element required to police the community. This does not include administrators, supervisors, or specialists. This calculates only the number of patrol personnel necessary.

Once the patrol force manpower is established, as outlined above, a factor of one supervisor or support person, per four police officers, is added to the equation. This determines how many police officers including supervisory/support personnel (full-time equivalency) is needed for the regional police department based on the criteria established. By taking the amount of officers needed times 1,760 we determine the amount of hours that are needed. A percent of the total is then calculated by calculating the hours of service needed in each of the municipalities.

To demonstrate the application of the IACP manpower formula to the study committee members, Chart 3 is the statistical representation of the above explanation utilizing the populations of the participating municipalities.

Again, it should be noted that these formulas only address “patrol manpower needs” and not ranking or specialized officers and, should not be considered an absolute but, a “gage” in determining police manpower needs.

COMMENT: While the IACP may be used to determine manpower needs, in structuring a regional police department staffing compliment, all existing full-time police officers should be included in the proposed regional police department. If the IACP Formula determines a lesser amount of patrol officers, then the regional police department, once implemented, may consider the IACP Formula manpower be attained through attrition. If the IACP Manpower formula indicates a need for more police officers than presently employed, then the regional police study committee, in structuring the report may want to increase staffing to that level. In all cases it should be understood that the minimum level to provide 24 hour police service is a police compliment of the equivalent of five full-time police officers. The IACP Formula, once calculated may not provide the staffing level of 5 full-time police officers in all cases.

It is also important to note that the IACP no longer supports this formula. They have concluded that each municipality should determine the amount of police coverage that they want.

CHART 4
ALLEGHENY COUNTY REGIONAL POLICE STUDY
ESTIMATED POLICE PERSONNEL NEEDS, DISTRIBUTION AND HOURS OF SERVICE
BASED UPON POPULATION (IACP FORMULA)

Municipality	Population Times 0.55	Step 1 Times 0.75	Step 2 Times 3	Step 3 Divided by 2,920	Step 4 Times 1.7	Plus Supervisory & Support Component	Total	Hours of Service	Percent
Aspinwall Borough	1,540.55	1,155.41	3,466.24	1.19	2.02	0.45	2.47	4,343.71	17.27%
Blawnox Borough	787.60	590.70	1,772.10	0.61	1.03	0.25	1.28	2,255.80	8.97%
O'Hara Township	4,623.85	3,467.89	10,403.66	3.56	6.06	1.50	7.56	13,300.19	52.89%
Sharpsburg Borough	1,895.30	1,421.48	4,264.43	1.46	2.48	0.50	2.98	5,249.58	20.87%
Total/Average	8,847.30	6,635.48	19,906.43	6.82	11.59	2.90	14.49	25,149.27	100%

ORGANIZATION OF THE POLICE AGENCY

It is a basic premise in developing a regional police department that all currently employed full-time officers in the participating municipalities be incorporated into the regional police department. A 24-hour-a-day police agency was developed consisting of 28 full-time police officers. The 28 officers would consist of a Chief of Police, Captain, 3 Sergeants, 2 detectives and 21 patrol officers. It should be noted that it generally takes the equivalent of five full-time officers to provide a minimum twenty-four-hour police service, seven days a week. The manpower suggested for patrol officers, using the IACP formula, indicate that there is a need for 15 full-time patrol officers for the area covered.

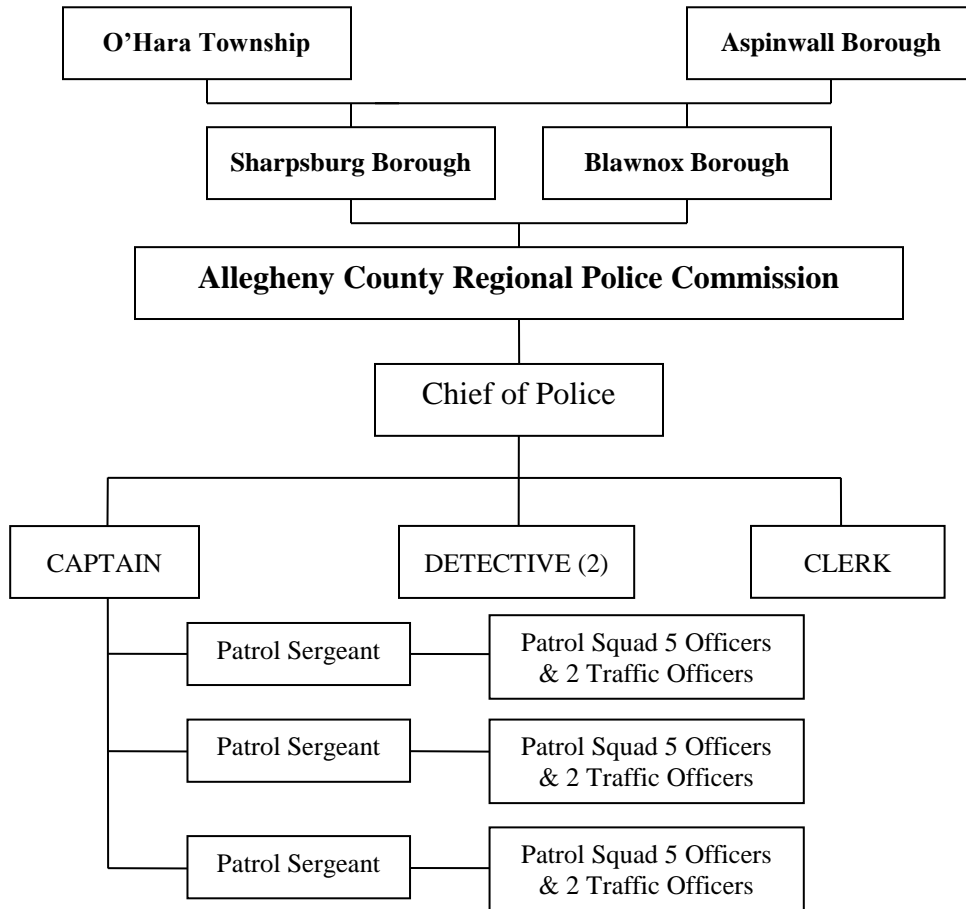
It is suggested that a five-member board or commission govern the department and be composed of one elected official from each community. The fifth member should either be rotated on an agreed upon basis or appointed at large. The primary members should each have an alternate member who may be any interested party including another elected officials. Discussions should take place to determine how these members are chosen.

The police agency should be housed in one of the municipal facilities. Based on existing facilities, we would recommend the O'Hara Township, until other facilities can be made available and agreed upon. One municipality should be designated as the administrative municipality and perform the functions of maintaining police payroll and personnel records, titles to equipment, insurance policies and financial records, until such time as those responsibilities may be assumed by the police chief and administrative staff of the regional department. The Commission may decide to contract some of these support services.

A civil service or personnel system should be decided upon and developed prior to the actual merger of the departments. An organizational chart (Chart 5) on the following page depicts the structure of the organization.

CHART 5

REGIONAL POLICE ORGANIZATION CHART



OPERATIONAL BUDGET

In order to establish an actual cost for a police agency, structured and staffed as outlined previously and designed to serve four municipalities, an operating budget was developed. The budget that appears on the following pages is based upon a Chief of Police, a Captain, three Sergeants and 22 full-time officers. The financial plan calls for an outlay of \$4,203,497 in the first full year of operation. On the following page is a proposed budget for the first year of the regional department.

There are two officers retiring in 2019. These officers are not included in the budget as one officer from O'Hara will be retiring in January of 2019, and one officers from Blawnox will be retiring in mid-2019. It is important to note that there are two officers in the Ohara Township Police Department that are eligible to retire at any time.

The proposed budget does not anticipate any cost reductions, which may be achieved through an application for a Shared Municipal Services Grant or Regional Police Assistance Grant through the Governor's Center for Local Government Services. These grants may assist in the initial implementation of the regional department but should not be viewed as ongoing annual funding; more information on these programs is provided at the end of this report.

It is important to note that earlier in this study the calculations indicated that it would take 15 officers to staff this department while the budget indicates 28 full-time officers. As stated earlier it is a basic premise in developing a regional police department that all currently employed full-time officers in the participating municipalities be incorporated into the regional police department. The regional police budget is based on 28 full-time police officers.

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

Many variables will impact upon the proposed budget in comparison to the finalized actual budget. These variables include actual staffing levels, the selection of the police facility, salary scales established, new equipment purchased, utilizing the equipment from each department where practical, and the like. For these reasons, the proposed 2019 operating budget is an estimate only, to be used as a guide for further study and negotiations. It should be noted that the budget assumes that five patrol units from O'Hara Township Police Department and seven patrol units from the other three departments will become part of the regional department to assist in controlling costs.

**ALLEGHENY COUNTY REGIONAL POLICE DEPARTMENT
2019 OPERATING BUDGET PROPOSAL**

Personnel Services

410.110	Salary of the Chief	\$ 111,000
410.111	Salary of Captain (1)	\$ 103,000
410.112	Salary of Sergeants (3)	\$ 294,927
410.113	Salary of Officers (24)	\$ 2,027,794
	Part-time Officers (0)	\$ 0
410.114	Police Overtime	\$ 40,000
410.115	Salary of Support Staff	\$ 102,419
410.196	Medical and Hospitalization Insurance	*\$ 570,301
410.190	Other Personnel and Insurance benefits	\$ 0
410.352	Professional Liability	\$ 25,000
410.198	Life Insurance	\$ 0
410.198	Disability Insurance	\$ 10,509
410.195	Workman's Compensation (.1013)	\$ 262,744
410.192	Social Security (.062)	\$ 164,435
410.193	Medicare (.0145)	\$ 38,482
410.194	Unemployment	\$ 0
410.111	Shift Differential	\$ 0
410.112	Educational Bonus	\$ 5,000
410.113	Longevity (in wages)	\$ 0
410.197	Pension Contribution(covered by state aid)	\$ 0
	Other Personnel Costs	\$ 32,000
	Total Personnel Services	\$ 3,787,629

Medical & Hospitalization – It is next to impossible to estimate the rise in this benefit. The expectation is that it will rise in double digit percentages for the next couple of years. The size of that rise will be significantly impacted on by the plan that is being renewed. The better plans will rise at a greater rate in an effort to discourage renewal of those plans.

The rise in the health care may be offset by the reduction in overtime.

Supplies

410.238	Clothing and Uniforms	\$41,000
410.239	Ammunition and Similar Supplies	\$10,000
410.341	Advertising and Printing	\$ 1,000
410.210	Office materials and supplies	\$ 8,000
410.215	Postage	\$ 500
410.750	Equipment Replacement	\$13,000
	Total Supplies	\$73,500

Support Services and Charges

	Errors & Omissions	\$ 4,000
410.311	Auditing Services	\$ 4,200
410.314	Legal Services	\$ 8,200
410.460	Training	\$ 7,800
410.471	Personnel recruiting and testing	\$ 2,500
410.374	Office machine maintenance	\$ 8,000
410.321	Communications expenses	\$ 5,500
410.489	All other unclassified expenses	\$ 4,000
410.420	Membership fees and expenses	\$ 1,000
	Total Support Services and Charges	\$ 45,200

Vehicle Expense

	Mechanic	\$ 5,000
410.236	Vehicle Material and Supplies	\$ 13,500
410.352	Insurance	\$ 4,500
410.451	Vehicle Maintenance and Repair	\$ 35,000
410.231	Fuel Oil Lube	\$ 46,000
410.239	Tires and Tubes	\$ 20,000
	Minor Equipment	\$ 3,000
410.750	K-9 Expenses	\$ 10,000
410.740	Vehicle Purchase (2)	\$ 75,000
	Total Vehicle Expenses	\$ 212,000

Headquarters Expense

410.321	Telephone	\$ 4,000
410.351	Contents Insurance	\$ 5,000
410.383	Rental of Headquarters	\$32,850
410.361	Electric Costs	\$ 5,100
410.368	Heating Costs	\$ 9,600
410.374	Maintenance and Repair	\$ 6,300
410.720	Furniture and fixtures	\$ 3,000
	Building Insurance	\$ 9,300
	Building Maintenance & supplies	\$ 5,000
	Other Facility Expenses	\$ 5,000
	Total Headquarters Expense	\$ 85,150

Budget Summary

Total Personnel	\$3,791,629
Total Supplies	\$ 73,500
Total Support Services	\$ 45,200
Total Vehicle Expenses	\$ 212,000
Total Headquarters	\$ 85,150
Total Proposed Budget	\$4,203,479

COST COMPARISONS AND 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 U.S. census figures are current. It is important that the source for population figures used to determine cost distribution be reliable.

2. Land Area and Road Mileage

Population, when combined with land area and/or road mileage adds another dimension to the impact of people on police services. The distribution of population over an area (population density) can affect the policing needs of that area. The miles of roads 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. A 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 level of service is commensurate to the percent of budget being paid by each municipality. In other words, a regional police department with a complement of 10 sworn officers could ostensibly provide 1,760 hours of police service per officer or 17,600 hours annually. (10 officers x 1,760

hours = 17,600)

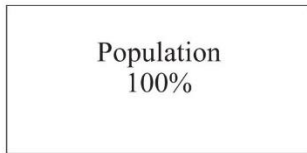
If community “X” pays 10% of the regional police budget, it would be entitled to receive 10% of the department’s services, or 3,528 hours of service annually.

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.

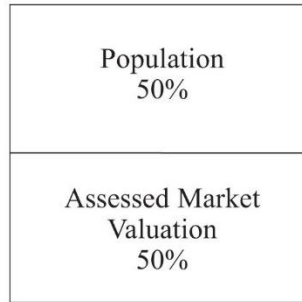
Community “Y” with 17,640 hours of service would have an officer in their community at all times, while community “X” with 3,528 hours of police service for their year would not. In essence, each community should receive the amount of service for which it pays. Please refer to the next page for the accompanying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

Example Plans for Cost Distribution

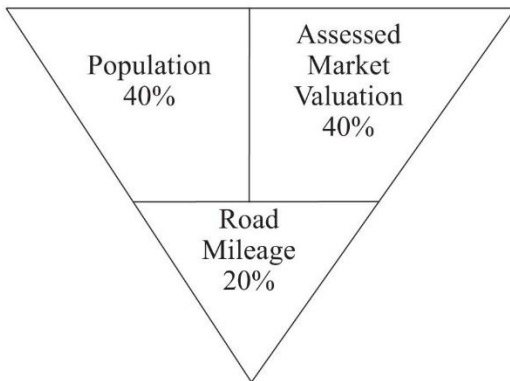
Plan A



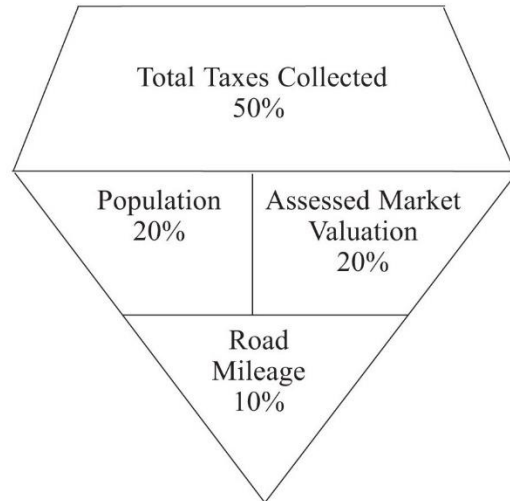
Plan B



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

The following charts demonstrate cost distribution based on three of those formulas. They are:

- Chart 9: Cost Distribution based on 50% population and 50% road miles
- Chart 10: Cost Distribution based on 50% population and 50% assessed value
- Chart 11: Cost Distribution based on 33% population, 33% road miles and 33% assessed value

CHART 6
ALLEGHENY COUNTY REGIONAL POLICE STUDY
COST DISTRIBUTION BASED ON 50% POPULATION AND 50% ROAD MILES

Municipality	Population	Percent of Total	Times 0.50	Road Miles	Percent of Total	Times 0.50	Average Percentage	Cost using Proposed Budget
Aspinwall Borough	2,801	17.41%	8.71%	10.80	14.30%	7.15%	15.86%	\$ 666,615
Blawnox Borough	1,432	8.90%	4.45%	5.75	7.62%	3.81%	8.26%	\$ 347,166
O'Hara Township	8,407	52.26%	26.13%	50.14	66.41%	33.21%	59.34%	\$ 2,494,206
Sharpsburg Borough	3,446	21.42%	10.71%	8.81	11.67%	5.83%	16.55%	\$ 695,491
Total/Average	16,086	100%	50.00%	75.50	100%	50%	100.00%	\$ 4,203,479

	2018 Budget	2018 Final Police Costs	2019 Police Budget	DIFF IN 2018 FINAL & REGIONAL COST	DIFF IN 2019 & REG COSTS
Aspinwall Borough	\$ 857,807	\$630,250	\$518,034	-\$ 36,365	-\$148,581
Blawnox Borough	\$ 470,333	\$375,445	\$341,985	\$ 28,279	-\$ 5,181
O'Hara Township	\$2,308,012	\$2,258,188	\$2,389,344	-\$236,018	\$104,862
Sharpsburg Borough	\$ 857,780	\$857,780	\$934,633	\$162,289	\$239,142
TOTAL	\$4,493,932	\$4,121,663	\$4,183,996	- \$ 81,816	\$190,242

	2018 Municipal Budget	2019 Municipal Budget
Aspinwall Borough	\$2,491,800	\$2,649,750
Blawnox Borough	\$1,573,935	\$1,471,205
O'Hara Township	\$8,749,878	\$8,899,849
Sharpsburg Borough	\$1,870,972	\$2,717,659

CHART 7
ALLEGHENY COUNTY REGIONAL POLICE STUDY
COST DISTRIBUTION BASED ON 50% POPULATION AND 50% ASSESSED VALUE OF PROPERTY

Municipality	Population	Percent of Total	Times 0.50	Assessed Value	Percent of Total	Times 0.50	Average Percentage	Cost using Proposed Budget
Aspinwall Borough	2,801	17.41%	8.71%	\$ 238,582,635	14.27%	\$119,291,318	15.84%	\$ 665,911
Blawnox Borough	1,432	8.90%	4.45%	\$ 74,411,500	4.45%	\$37,205,750	6.68%	\$ 280,649
O'Hara Township	8,407	52.26%	26.13%	\$1,244,881,038	74.46%	\$622,405,519	63.36%	\$2,663,383
Sharpsburg Borough	3,446	21.42%	10.71%	113,980,221	6.82%	\$56,990,110	14.12%	\$ 593,536
Total/Average	16,086	100%	50.00%	\$ 1,671,785,394	100%	\$ 835,892,697	100%	\$4,203,479

	2018 Budget	2018 Final Police Costs	2019 Police Budget	DIFF IN 2018 FINAL & REGIONAL COST	DIFF IN 2019 & REG COSTS
Aspinwall Borough	\$ 857,807	\$630,250	\$518,034	-\$ 35,661	-\$147,877
Blawnox Borough	\$ 470,333	\$375,445	\$341,985	\$ 94,796	-\$ 61,336
O'Hara Township	\$2,308,012	\$2,258,188	\$2,389,344	-\$405,195	-\$274,039
Sharpsburg Borough	\$ 857,780	\$857,780	\$934,633	\$264,244	\$341,097
TOTAL	\$4,493,932	\$4,121,663	\$4,183,996	-\$ 81,816	-\$19,516

CHART 8

ALLEGHENY COUNTY REGIONAL POLICE STUDY

COST DISTRIBUTION BASED ON 33% POPULATION AND 33% ASSESSED VALUE OF PROPERTY AND 33% ROAD MILES

Municipality	Population	Percent of Total	Times 33%	Assessed Property Value (1,000)	Percent of Total	Times 33%	Road Miles	Percent of Total	Times 33%	Average of Three
Aspinwall Borough	2,801	17.41%	5.75%	\$ 238,582,635	14.27%	4.71%	10.8	14.30%	4.72%	15.33%
Blawnox Borough	1,432	8.90%	2.94%	\$ 74,411,500	4.45%	1.47%	5.75	7.62%	2.51%	6.99%
O'Hara Township	8,407	52.26%	17.25%	\$ 1,244,811,038	74.46%	24.57%	50.14	66.41%	21.92%	64.38%
Sharpsburg Borough	3,446	21.42%	7.07%	\$ 113,980,221	6.82%	2.25%	8.81	11.67%	3.85%	13.30%
Total/Average	16,086	100%	33.00%	\$ 1,671,785,394	100%	33.00%	75.50	100%	33.00%	100%

	2018 Budget	2018 Final Police Costs	2019 Police Budget	DIFF IN 2018 FINAL & REGIONAL COST	DIFF IN 2019 & REG COSTS
Aspinwall Borough	\$ 857,807	\$630,250	\$518,034	-\$ 14,121	-\$126,337
Blawnox Borough	\$ 470,333	\$375,445	\$341,985	\$ 81,635	\$ 48,175
O'Hara Township	\$2,308,012	\$2,258,188	\$2,389,344	-\$447,919	-\$316,763
Sharpsburg Borough	\$ 857,780	\$857,780	\$934,633	\$298,590	\$375,410
TOTAL	\$4,493,932	\$4,121,663	\$4,183,996	-\$ 81,816	-\$ 19,516

PROPOSED REGIONAL BUDGET COSTS

Aspinwall Borough	\$ 644,371
Blawnox Borough	\$ 293,810
O'Hara Township	\$2,706,107
Sharpsburg Borough	\$ 559,190
TOTAL	\$4,203,479

CONCLUSION AND RECOMMENDATIONS

At the initiation of this study the Consultant meet with representatives of all the participating communities. There were a number of individuals that were concerned with the cost of providing police services. They were genuinely concerned that their community would not be able to afford their share. These concerns were reinforced as the Consultant visited and rode with representatives of each community to become more familiar with the area.

Although there are advantages to regionalizing police departments, the one most sought by the participating municipalities is a reduction in costs. Those cost reductions must be spread across the board so that each community gains some financial relief. The cost distribution scenarios utilized in this study fail to demonstrate cost reductions for all the participants. In fact, cost increases in some of the scenarios are significant.

The Consultant calculated that included different combination of the participating municipalities. These calculations returned very similar results where one municipality might see a savings, and another would experience an increase in cost ranging from approximately \$5,000 to over \$2,000,000 or more. It was obvious that the other option would not be seen as a worthy venture.

The Consultant cannot recommend that this project move forward in its original form.

The Consultant believes that there is one option that may prove viable. O'Hara should discuss with Blawnox discussing contracting police services. This option would only necessitate O'Hara absorbing one officer. Cost for services could easily be calculated by taking the budgeted amount for police services in O'Hara and dividing that by the total number of officers proving services in O'Hara.

This option also avoids the host department from having to include rental costs of the police facility.