

# Southern Adams County Regional Police Study

Gettysburg Borough & Cumberland Township | July 2013

Governor's Center for Local Government Services  
Howard E. Dougherty, Police Peer-to-Peer Consultant

> ready > set > succeed



## Table of Contents

<u>Subject</u>	<u>Page</u>
Introduction.....	2
Consolidated Police Services.....	5
Advantages of Regional Police Services.....	7
Disadvantages of Regional Police Services.....	9
General Demographics.....	10
Chart 1 – General Demographics.....	11
Existing Equipment and Facilities.....	12
Fiscal Data.....	14
Chart 2(A) – 2012 Fiscal Data.....	15
Chart 2(B) – Fiscal Data.....	16
Crime Rate.....	17
Chart 3 – 2012 Crime Rate.....	19
Projected Police Manpower Needs.....	20
Chart 4 – Estimated Manpower Needs Based on Population.....	23
Chart 5 – Estimated Manpower Needs Based on 2012 Reported Incidents.....	24
Chart 6 – 2012 Crime Rate.....	25
Chart 7 – Comparison of Various Staffing Level Options.....	26
Organization of the Police Agency.....	27
Chart 8 – Organizational Chart.....	28
Operational Budget.....	29
Cost Comparison and Distribution Methods.....	32
Chart 9 – Cost Distribution Based on Population and Road Miles.....	35
Chart 10 – Cost Distribution Based on Population and Assessed Value.....	36
Chart 11 – Cost Distribution Based on Population, Assessed Value and Road Miles.....	37
Conclusion and Recommendations.....	38
Regional Police Implementation Flow Chart.....	40
Municipal Assistance Grant Program.....	41
Regional Police Assistance Grant Program.....	41
Pennsylvania Law Enforcement Accreditation Program.....	42

## INTRODUCTION

The purpose of this study is to explore the feasibility of merging the Gettysburg Borough Police Department and the Cumberland Township Police Department, in Southern Adams County, examine existing staffing and equipment, and to create one consolidated police department to serve the citizens of the two municipalities. This study will examine and evaluate the cost benefit (if any) and service effectiveness and efficiency benefits (if any) of such an endeavor.

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

Presented in this report will be information that will assist the requesting municipalities in reaching a decision about the manner in which they deliver and receive police service. Information collected by local officials, Governor’s Center for Local Government Services advisors, peer-to-peer consultants, and police officers was used to study, evaluate, and determine the feasibility of consolidation. Recommendations are made with regard to the organization of a governing body for the proposed regional police agency, the organization and staffing levels of sworn and civilian members for the proposed regional agency, an estimated operating budget for the fiscal year 2014 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.

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

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

### **Gettysburg Borough:**

Gettysburg is a borough in, and the county seat, of Adams County, and the eponym for the 1863 Battle of Gettysburg and President Abraham Lincoln's Gettysburg Address. The town hosts visitors to the Gettysburg National Battlefield in the Gettysburg National Military Park and has three institutions of higher learning: Lutheran Theological Seminary, Gettysburg College, and Harrisburg Area Community College.

At the 2010 census, the Gettysburg Urban Cluster population was 15,532. However, at the 2010 census, Gettysburg was included within the Hanover Urban Area, which had a population of 66,301.

At the 2010 census, there were 7,620 people, 2,541 households and 1,229 families residing in the borough. The racial makeup of the borough was 85.46% White, 5.79% Black or African American, 0.37% Native American, 1.28% Asian, 0.04% Pacific Islander, 4.67% from other races, and 2.38% from two or more races. 8.02% of the population was Hispanic or Latino of any race.

There were 2,541 households of which 22.5% had children under the age of 18 living with them, 32.6% were married couples living together, 12.6% had a female householder with no husband present, and 51.6% were non-families. 42.5% of all households were made up of individuals and 16.7% had someone living alone who was 65 years of age or older. The average household size was 2.17 and the average family size was 2.94.

16.2% of the population were under the age of 18, 36.2% from 18 to 24, 19.1% from 25 to 44, 15.9% from 45 to 64, and 12.5% who were 65 years of age or older. The median age was 23 years. For every 100 females there were 88.1 males. For every 100 females age 18 and over, there were 85.1 males.

The median household income was \$29,840 and the median family income was \$40,489. Males had a median income of \$30,341 compared with \$21,111 for females. The per capita income for the borough was \$14,157. About 13.2% of families and 19.4% of the population were below the poverty line, including 24.0% of those under age 17 and 5.2% of those ages 77 or over.

The main industry of the borough is tourism associated with such historic sites as Gettysburg National Military Park (including the Gettysburg National Cemetery) and Eisenhower National Historic Site. Gettysburg has many activities and tours to offer to vacationers and tourists who are interested in the Gettysburg area and the history of the community and the battle. Tourists for the annual reenactment of the Battle of Gettysburg use borough facilities, which include the Dobbin House Tavern and Hotel Gettysburg.

### **Cumberland Township:**

**Cumberland Township** is a township in Adams County. In 1863, the American Civil War battle of Gettysburg took place mainly in Cumberland Township.

According to the United States Census Bureau, the township has a total area of 33.5 square miles, of which, 33.5 square miles of it is land and 0.1 square miles of it (0.21%) is water.

As of the census of 2010, there were 6,177 people, 2,231 households, and 1,588 families residing in the township. The population density was 171.0 people per square mile. There were 2,365 housing units at an average density of 70.7/square miles. The racial makeup of the township was 93.84% White, 2.54% African American, 0.30% Native American, 1.45% Asian, 0.02% Pacific Islander, 1.05% from other races, and 0.80% from two or more races. Hispanic or Latino of any race was 2.15% of the population.

There were 2,231 households out of which 27.1% had children under the age of 18 living with them, 59.7% were married couples living together, 8.6% had a female householder with no husband present, and 28.8% were non-families. 24.9% of all households were made up of individuals and 12.3% had someone living alone who was 65 years of age or older. The average household size was 2.38 and the average family size was 2.83.

In the township the population was spread out with 20.6% under the age of 18, 6.0% from 18 to 24, 23.6% from 25 to 44, 28.8% from 45 to 64, and 20.9% who were 65 years of age or older. The median age was 45 years. For every 100 females there were 94.1 males. For every 100 females age 18 and over, there were 92.1 males.

The median income for a household in the township was \$48,580, and the median income for a family was \$54,890. Males had a median income of \$41,250 versus \$25,909 for females. The per capita income for the township was \$22,782. About 3.7% of families and 5.5% of the population were below the poverty line, including 5.6% of those under age 18 and 2.2% of those ages 65 or over.

## 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 2302 states: “Local government: A county, city of the second class, second class A and third class, borough, incorporated town, township, school district or any other similar general purpose unit of government created by the General Assembly after July 12, 1972.”

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. These two municipalities have a total population of 13,797 persons who reside within a 35.66 square mile area, representing a population density of 4,771.8 persons per square mile. When viewed independently, Gettysburg Borough has the densest population with 4,590.1 persons per square mile and Cumberland Township has the least dense population with 181.7 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 148.08 miles of local and state roads contained within the two municipalities. Gettysburg Borough Township has 30.08 miles of roads while Cumberland Township has 118 miles.

Gettysburg Borough has thirteen (13) full-time officers, a Chief of Police, two (2) Sergeants, ten (10) full-time officers and four (4) part-time officers. Cumberland Township has nine (9) full-time officers, a Chief of Police, one (1) Lieutenant, two (2) Sergeants, one (1) detective and six (6) part-time officers

Gettysburg Borough Police Department had two civilian employees in 2012 and has one in 2013.

**CHART 1**  
**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY**  
**GENERAL DEMOGRAPHICS**

<b>Municipality</b>	<b>Population</b>	<b>Percent of Total</b>	<b>Square Mile Area</b>	<b>Percent of Total</b>	<b>Population Density</b>	<b>Road Miles</b>	<b>Percent of Total</b>	<b>Full-Time Officers</b>	<b>Annual Hours Part-Time Officers</b>	<b>Full-time Officer Equiv.</b>	<b>Number of Vehicles</b>
Gettysburg Borough	7,620	55.2	1.66	4.7	4,590.1	30.08	20.3	13	1,705	13.29	8
Cumberland Township	6,177	44.8	34	95.3	181.7	118	79.7	9	6,086	11	8
<b>Total/Average</b>	<b>13,797</b>	<b>100</b>	<b>35.66</b>	<b>100</b>	<b>4,771.8</b>	<b>148.08</b>	<b>100</b>	<b>22</b>	<b>7,791</b>	<b>24.29</b>	<b>16</b>

## **EXISTING EQUIPMENT AND FACILITIES**

### **Gettysburg Borough:**

The police facility is located at the municipal complex at 59 East High Street, Gettysburg. The facility consist of the Chief's Office, the clerk's office, a detective office, two sergeant offices, a squad room (with six work cubicles), two interview rooms, the evidence room, an exercise room, a large storage room and an indoor piston range. The offices were remodeled in 2010 and are in excellent condition. New office cubicles, computers and telephones were installed during the renovations.

The department issues and owns the duty firearms. They carry a Glock .40 Caliber, model 22 and 23, which were purchased between 2000 and 2012. Their shotguns are Remington, model 1187, 12 gauge, purchased between 2000 and 2011. The department has no automatic weapons. They also have seven (7) tasers, two (2) VASCAR speed timing units, one (1) ENRADD speed timing units, and ten (10) four AED's, on loan from the Gettysburg Hospital.

The specialized training within the department which includes; a firearms instructor's, a taser instructor, a first aid/CPR instructor, field training officers and a Glock armorer.

There are eleven (11) desktop work stations three (3) mobile data terminals. The Department utilized Informant police software.

They have eight (8) vehicles, which are as follows

Year	Type	Mileage	Condition
2013	Ford Interceptor	7,088	Excellent
2013	Ford Interceptor	6,713	Excellent
2012	Ford Edge	12,229	Excellent
2008	Dodge Charger	50,702	Good
2008	Dodge Charger	48,294	Good
2006	Ford Crown Victoria	72,837	Poor
2005	Ford Crown Victoria	108,701	Poor
1995	Mercury Marquis	89,174	Poor

### **Cumberland Township:**

The police facility is located at the municipal complex at 1370 Fairfield Road, Gettysburg. The facility consists of five offices; a patrol room, two offices, a small locker room and a single occupancy rest room. The department is approximately 1,400 square feet. The police department was constructed in 1995 as an addition to the municipal building. The department has outgrown the facility and does not adequately meet their needs.

The department has eleven (11) pistols, two (2) shotguns, nine (9) automatic weapons (seven (7) M16's and two (2) AR15's). The department provides weapons for their officer but permit the

officers to carry their personal owned Glock's. They also have one (1) VASCAR speed timing units, one (1) ENRADD speed timing unit, two (2) V- Spec, two (2) Trackers and four (4) tasers.

Specialized training includes; one (1) firearms instructor, one (1) K-9 officer, two (2) accident reconstructionist, two (2) glock armorers and one (1) certified police Chaplin. The Department also participates in the Adams County Drug Task Force and the Adams County DUI Task Force

There are seven (7) HP desktop work stations (new in September 2013), one (1) Panasonic Laptop and five (5) mobile data terminals. Four (4) of the mobile data terminals were purchased in 2012 and one (1) in 2007. The Department utilized Informant software.

They have eight (8) vehicles, which are as follows

Year	Type	Mileage	Condition
2012	Dodge Charger	17,904	Good
2010	Chevrolet Tahoe	39,552	Good
2010	Chevrolet Tahoe	41,681	Good
2010	Chevrolet Tahoe	88,267	Good
2007	Dodge Charger	89,059	Fair
2007	Dodge Charger	115,703	Poor
2006	Dodge Charger	104,105	Fair
2006	Dodge Charger	130,434	Fair

## FISCAL DATA

Information is presented in Chart 2 (A) and (B) on municipal finances for the two 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 \$7,339,874 was allocated out of the two municipalities' general fund in 2012 to operate the municipal governments. The cost of government and the services provided by it is approximately 26.8 percent higher in Gettysburg Borough than in Cumberland Township.

When it comes to police services 38.9% of the \$7,339,874 budgeted for government operations, or \$2,856,111 is to be utilized to police the two communities. The 2012 budgets indicate Gettysburg Borough spent \$1,761,587 and Cumberland Township spent \$1,094,524.

Per officer cost in column seven 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 because the two municipalities provide this information. The cost per officer is determined by dividing the full-time officer equivalency into the actual cost for police services.

Column eight indicates the total number of hours of service each municipality anticipates receiving. When the total hours of service are determined, the total hour figure is divided into the 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 Gettysburg Borough residents pay a per capita cost of \$231.18. Cumberland Township residents pay a per capita cost of \$177.18.

**CHART 2 (A)**  
**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY**  
**2012 FISCAL DATA**

<b>Municipality</b>	<b>(1,000) Real Estate Assessed Value</b>	<b>Percent %</b>	<b>Real Estate Tax Rate (Mills)</b>	<b>Percent %</b>	<b>Earned Income Tax</b>	<b>Percent %</b>	<b>Total General Fund Revenues</b>	<b>Percent %</b>	<b>General Fund Expenditure</b>	<b>Percent %</b>	<b>Percent of Total</b>
Gettysburg Borough	510,161,400	41.3	3.5203	70.1	\$462,441	39.9	\$4,894,348	64.0	\$4,652,065	63.4	55.7
Cumberland Township	726,051,400	58.7	1.5	29.9	\$696,651	60.1	\$2,758,316	36.0	\$2,687,807	36.6	44.3
<b>Total/Average</b>	<b>1,236,212,800</b>	<b>100</b>	<b>5.0203</b>	<b>100</b>	<b>\$1,159,092</b>	<b>100</b>	<b>\$7,652,664</b>	<b>100</b>	<b>\$7,339,872</b>	<b>100</b>	<b>100</b>

**CHART 2 (B)**  
**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY**  
**2012 FISCAL DATA**

<b>Municipality</b>	<b>Total Police Cost From Annual Audit</b>	<b>Percent %</b>	<b>Total Police Cost From Survey</b>	<b>Percent %</b>	<b>Percent Police of Total General Fund</b>	<b>Percent %</b>	<b>Per Officer Cost</b>	<b>Percent %</b>	<b>Police Per Hour Cost</b>	<b>Percent %</b>
Gettysburg Borough	\$1,761,587	61.7	\$1,761,587	61.7	37.9	48.2	\$127,466	56.2	\$74.46	62.8
Cumberland Township	\$1,094,524	38.3	\$1,094,524	38.3	40.7	51.8	\$99,502	43.8	\$44.12	37.2
<b>Total/Average</b>	<b>\$2,856,111</b>	<b>100</b>	<b>\$2,856,111</b>	<b>100</b>	<b>78.6</b>	<b>100</b>	<b>\$226,968</b>	<b>100</b>	<b>\$118.58</b>	<b>100</b>

## CRIME RATE

Chart 3 displays information relating to crime in the Gettysburg Borough and Cumberland Township and their ability to deal with it, as well as other factors affecting police response and workload. The Gettysburg Borough Police Department handled a total of 215 serious crimes and Cumberland Township handled a total of 73 serious crimes in 2012. Serious crimes, or Part I crimes, include the offenses of murder, rape, robbery, aggravated assault, burglary, theft, auto theft, and arson. Of that number Gettysburg Borough Police Department successful in solving 180 or 83.7 percent. The average clearance percentage for all Commonwealth police departments was 29.4 percent in 2012.

The average crime rate (based on Part I Offenses) for all municipalities in Pennsylvania in 2012 was 2,555.6 serious crimes per 100,000 residents. The survey shows that Gettysburg Borough Police Department was 54.3 percent above the state average and Cumberland Township was 10.3 percent above the state average.

In Part II Offences the survey shows that Gettysburg Borough was 27.3 percent higher than the state average and Cumberland Township was 10.0 percent higher than the state average.

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 the police. However, the police department does accept a major responsibility in the amount of crime occurring, since crime and its control directly relate to its primary purpose for existing.

A crime rate can be calculated for any municipality regardless of size. The method used is also the same regardless of size. The format used to calculate the crime rate for the reporting municipalities on Chart 3 is as follows:

<b>100,000 Divided By Current Population</b>	<b>Multiplied By Number of Serious Crimes Reported in a Year</b>	<b>= Crime Rate</b>
--	--	---------------------

The less serious crimes (Part II) reported to and cleared by police are also displayed in Chart 3. Part II crimes by their very nature are often easier to solve than many serious crimes. Driving under the influence, for example, is often solved when the incident occurs due to the nature of the crime and due to the fact that the police officer has the offender in custody when he or she is writing the incident report. Other less serious offenses, such as liquor law violations, disorderly conduct, offenses against the family and children, also fall into the category of being almost solved when the police become aware of them. The average clearance percentage of Part II crimes in Pennsylvania in 2011 was 58.0 percent.

The primary objective of the Pennsylvania Uniform Crime Report (UCR) Program is to inform the Governor, Legislature and other governmental officials, and the public of the nature of the crime problem in Pennsylvania and to provide law enforcement administrators with criminal statistics for administrative and operational purposes. It is important to note that the Pennsylvania UCR Report will include any municipality that submits at least nine monthly reports.

Numerous studies use crime statistics to estimate the workload or number of police incidents in a municipality. It is generally estimated that the number of crimes reported to police represent approximately 10% of all calls for service.

**CHART 3**  
**SOUTHERN ADAMS REGIONAL POLICE STUDY**  
**2012 CRIME RATE, OFFENSES REPORTED TO AND CLEARED BY POLICE**

<b>Municipality</b>	<b>Population</b>	<b>Part I Offenses Reported</b>	<b>Part I Offenses Cleared</b>	<b>Clearance Percentage</b>	<b>Crime Rate</b>	<b>Part II Offenses Reported</b>	<b>Part II Offenses Cleared</b>	<b>Clearance Percentage</b>
Gettysburg Borough	7,620	215	180	83.7	2,821.5	530	452	85.3
Cumberland Township	6,177	73	29	39.7	1,181.8	100	68	68.0
<b>Totals</b>	<b>13,797</b>	<b>288</b>	<b>209</b>	<b>61.7</b>	<b>4,003.3</b>	<b>630</b>	<b>520</b>	<b>76.7</b>
Adams County	101,486	1,370	520	38.0	1,349.9	2,864	1,715	59.9
Pennsylvania	12,763,536	326,185	95,744	29.4	2,555.6	594,518	343,004	58.0

## **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 1760 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
<b>Total</b>	<b>1,160</b>
(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, the following Charts represent three different methods in determining manpower needs:

- Chart 4: Population
- Chart 5: Incidents
- Chart 6: Crime Data

Chart 7 represent a comparison chart of the three staffing methods explained above.

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.

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

<b>Municipality</b>	<b>Population Times 0.55</b>	<b>Step 1 Times 0.75</b>	<b>Step 2 Times 3</b>	<b>Step 3 Divided by 2,920</b>	<b>Step 4 Times 1.7</b>	<b>Plus Supervisory &amp; Support Component</b>	<b>Total</b>	<b>Hours of Service</b>	<b>Percent</b>
Gettysburg Borough	4,191	3,143.25	9,429.75	3.23	5.49	2	7.49	13,184	53.7
Cumberland Township	3,397	2,547.75	7,643.25	2.62	4.45	2	6.45	11,352	46.3
<b>Total/Average</b>	<b>7,588</b>	<b>5,691</b>	<b>17,073</b>	<b>5.85</b>	<b>9.94</b>	<b>4</b>	<b>13.94</b>	<b>24,536</b>	<b>100</b>

**CHART 5**  
**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY**  
**ESTIMATED POLICE PERSONNEL NEEDS, DISTRIBUTION AND HOURS OF SERVICE**  
**BASED UPON 2012 REPORTED INCIDENTS**

<b>Municipality</b>	<b>Reported Incidents</b>	<b>Step 1 Times 0.75</b>	<b>Step 2 Times 3</b>	<b>Step 3 Divided by 2,920</b>	<b>Step 4 Times 1.7</b>	<b>Plus Supervisory<sup>(1)</sup> &amp; Support Component</b>	<b>Total</b>	<b>Hours of Service</b>	<b>Percent</b>
Gettysburg Borough	5,504	4,128	12,384	4.24	7.2	2	9.2	16,192	47.9
Cumberland Township	6,073	4,554.8	13,664.4	4.68	8.0	2	10	17,600	52.1
<b>Total/Average</b>	<b>11,577</b>	<b>8,682.8</b>	<b>26,048.4</b>	<b>8.92</b>	<b>15.2</b>	<b>4</b>	<b>19.2</b>	<b>33,792</b>	<b>100</b>

**CHART 6**

**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY  
2012 CRIME RATE, OFFENSES REPORTED TO AND CLEARED BY POLICE**

<b>Municipality</b>	<b>Population</b>	<b>Part I Offenses Reported</b>	<b>Part I Offenses Cleared</b>	<b>Clearance Percentage</b>	<b>Crime Rate</b>	<b>Part II Offenses Reported</b>	<b>Part II Offenses Cleared</b>	<b>Clearance Percentage</b>
Gettysburg Borough	7,620	215	180	83.7	2,821.5	530	452	85.3
Cumberland Township	6,177	73	29	39.7	1,181.8	100	68	68.0
<b>Total/Average</b>	<b>13,797</b>	<b>288</b>	<b>209</b>	<b>61.7</b>	<b>4,003.3</b>	<b>630</b>	<b>520</b>	<b>76.7</b>
Adams County	101,486	1370	520	38.0	1,349.9	2,864	1,715	59.9
Pennsylvania	12,763,536	326,185	95,744	29.4	2,555.6	594,518	343,004	58.0

**CHART 7**

**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY  
 COMPARISON OF VARIOUS STAFFING LEVEL OPTIONS**

<b>Municipality</b>	<b>Staffing Based on Population</b>	<b>Hours of Service</b>	<b>Staffing Based on Incidents</b>	<b>Hours of Service</b>	<b>Staffing Based on Crime</b>	<b>Hours of Service</b>	<b>Current Staffing</b>	<b>Current Hours of Service</b>
Gettysburg Borough	7.49	13,184	9.2	16,192	9.6	16,896	13.29	23,390
Cumberland Township	6.45	11,352	10	17,600	8.2	14,432	11	19,360
<b>Total/Average</b>	<b>13.94</b>	<b>24,536</b>	<b>19.2</b>	<b>33,792</b>	<b>17.8</b>	<b>31,328</b>	<b>24.29</b>	<b>42,750</b>

## **ORGANIZATION OF THE POLICE AGENCY**

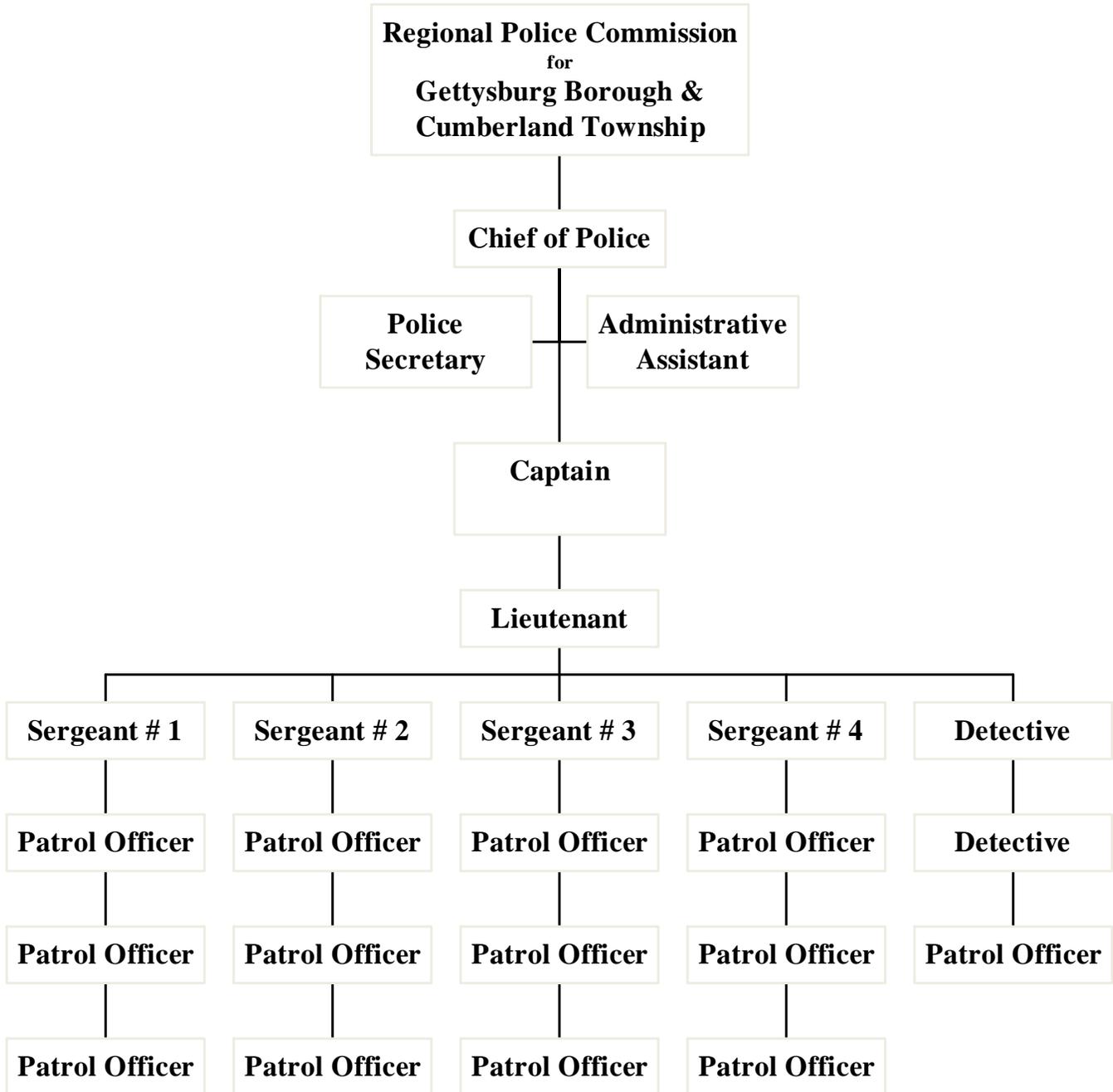
Usually it's easy to determine staffing needs based on the staffing formulas, however, in this particular study we have to take into consideration Gettysburg Borough and Cumberland Township has an average of 1,900,000 visitors a year to attend the civil way reenactments, bike week, various special events (car and dog shows, etc.), soccer tournaments and other military and charity events. Three campgrounds in Cumberland Township have approximately 189,622 visitors per season. Gettysburg Borough is the home of Gettysburg College with accounts for approximately 2,400 students. These are factors that are not accounted for in the population formulas; therefore, the Police Commission will have to take these into account when determining staffing needs for a regional police department.

It is recommended that a twenty-four hour a day police agency be developed consisting of twenty-two (22) full-time police officers and two (2) support staff. The twenty-two (22) officers would consist of a Chief of Police, a Captain, a Lieutenant, four (4) Sergeants, two (2) detectives and thirteen (13) full-time 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 fourteen (13.94) to nineteen (19.2) full-time patrol officers for the area covered. The Chief of Police will administer the regional police department operations. This is an essential factor in providing a professional police force to serve the citizens of these communities.

It is suggested that a five member board or commission govern the department and be composed of two elected officials from each community and one resident who resides in one of the participating municipalities. The resident member could rotate between the municipalities on a yearly or bi-yearly basis between the two municipalities.

An organizational chart (Chart 8) on the following page depicts the structure of the organization.

**CHART 8  
SOUTHERN ADAMS COUNTY 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 two municipalities, an operating budget was developed. The budget that appears on the following pages is based upon a Chief of Police, a Captain, a Lieutenant, four (4) sergeants, two (2) detectives, thirteen (13) full-time officers and two (2) support personnel. The financial plan calls for an outlay of \$2,908,359 in the first full year of operation. On the following page is a proposed budget for the first year of the regional department.

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. 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 fourteen (13.94) to nineteen (19.2) officers should staff this department while the budget indicates twenty-two (22) full-time officer and two (2) support staff. It takes a minimum of eight full-time officers to staff three shifts a day with two officers three hundred sixty-five days a year. The Chief will perform the administrative duties necessary to run a professional department. The regional police budget is based on twenty-two (22) full-time police officers as determined by the IACP Formula in the previous charts, because the municipalities involved in the study wanted to provide its citizens with police services 24 hours per day.

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

Many variables will impact upon the proposed budget in comparison to the finalized actual budget. These variables include actual staffing levels, the selection of the police facility, salary scales established, new equipment purchased, and the like. For these reasons, the proposed 2014 operating budget is an estimate only, to be used as a guide for further study and negotiations.

**SOUTHERN ADAMS COUNTY REGIONAL POLICE DEPARTMENT  
2014 OPERATING BUDGET PROPOSAL**

<b>Personnel Services</b>		
410.110	Salary of the Chief	\$79,500
410.110.1	Salary of Captain	\$71,000
410.110.2	Salary of Lieutenant	\$67,500
410.111	Salary of Sergeants (4)	\$264,340
410.112	Salary of Detectives (2)	\$116,564
410.113	Salary of Full-Time Patrolman (13)	\$757,666
410.114	Salary of Part-Time Officers	\$120,000
410.115	Police Overtime	\$100,000
410.116	Salary of Support Staff (Admin. Assistant. & Secretary)	\$68,000
410.117	Longevity	\$30,000
410.118	Educational Bonus	\$5,000
410.190	Other Personnel and Insurance Benefits (Dental/Vision)	\$31,152
410.192	Social Security (.062)	\$107,720
410.193	Medicare (.0145)	\$25,193
410.194	Unemployment (.0285)	\$27,923
410.195	Workman's Compensation (.1013)	\$107,001
410.196	Medical and Hospitalization Insurance (sworn/non-sworn)	\$390,400
410.197	Life Insurance	\$15,500
410.351	Professional Liability	\$28,000
410.352	Commission Liability	\$5,000
410.397	Pension Contribution	\$100,000
<b>Total Personnel Services</b>		<b>\$2,517,459</b>

<b>Supplies</b>		
410.210	Office materials and Supplies	\$5,000
410.215	Postage	\$4,000
410.238	Clothing/Uniforms	\$14,000
410.239	Ammunition and Similar Supplies	\$4,000
410.341	Advertising and Printing	\$6,000
410.750	Equipment Replacement	\$5,000
<b>Total Supplies</b>		<b>\$38,000</b>

<b>Support Services and Charges</b>		
410.311	Auditing Services	\$0
410.314	Legal Services	\$10,000
410.321	Communications Expenses (Telephone & Wireless)	\$12,000
410.374	Office Machine Maintenance	\$15,900
410.420	Membership Fees and Expenses	\$3,000
410.460	Training	\$10,000
410.471	Personnel Recruiting and Testing	\$3,500
410.489	All other Unclassified Expenses	\$9,000

<b>Total Support Services and Charges</b>	<b>\$63,400</b>
---	-----------------

<b>Vehicle Expense</b>		
410.231	Gasoline	\$70,000
410.236	Vehicle Maintenance and Supplies	\$43,000
410.239	Tires and Tubes	\$18,000
410.352	Insurance	\$19,500
410.451	Communications Maintenance and Repair	\$7,000
410.750	Minor Equipment	\$5,000
410.740	Vehicle Purchase	\$28,000
<b>Total Vehicle Expense</b>		<b>\$190,500</b>

<b>Headquarters Expense</b>		
410.321	Telephone	\$6,000
410.351	Contents Insurance	\$5,000
410.361	Electric Costs	\$7,000
410.368	Heating Costs	\$12,000
410.374	Maintenance and Repair	\$7,000
410.383	Rental of Headquarters	\$50,000
410.720	Furniture and Fixtures	\$12,000
<b>Total Headquarters Expense</b>		<b>\$99,000</b>

<b>Budget Summary</b>	
Total Personnel	\$2,517,459
Total Supplies	\$38,000
Total Support Services	\$63,400
Total Vehicle Expenses	\$190,500
Total Headquarters	\$99,000
<b>Total Proposed Budget</b>	<b>\$2,908,359</b>

## **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 that 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 35.66 square miles 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 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)

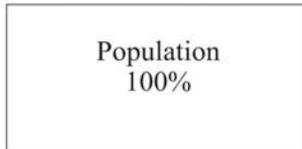
If community “X” pays 10% of the regional police budget, it would be entitled to receive 10% of the department’s services, or 3,528 hours of service annually.

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.

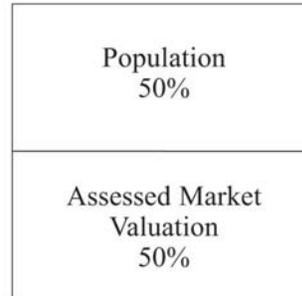
Community “Y” with 17,640 hours of service would have an officer in their community at all times, while community “X” with 3,528 hours of police service for their year would not. In essence, each community should receive the amount of service for which it pays. Please refer to the next page for the accompanying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

## Example Plans for Cost Distribution

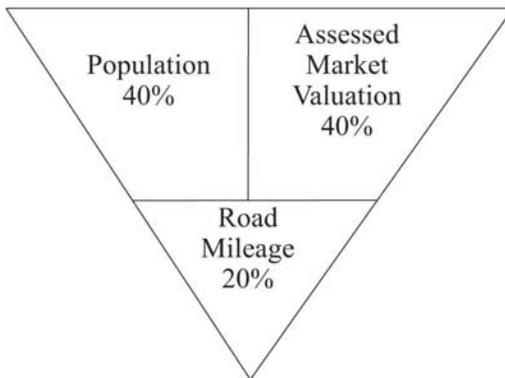
**Plan A**



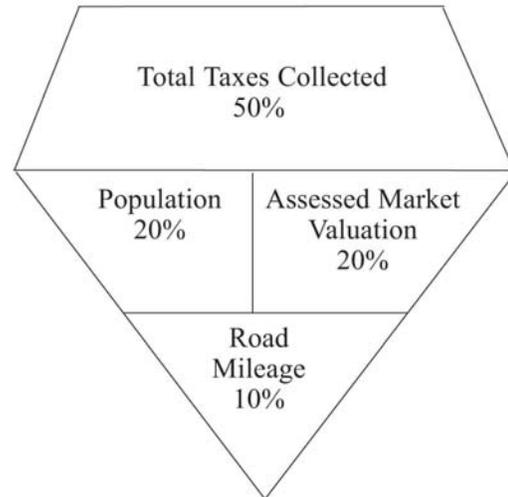
**Plan B**



**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 9**  
**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY**  
**COST DISTRIBUTION BASED ON 50% POPULATION AND 50% ROAD MILES**

<b>Municipality</b>	<b>Population</b>	<b>Percent of Total</b>	<b>Times 0.50</b>	<b>Road Miles</b>	<b>Percent of Total</b>	<b>Times 0.50</b>	<b>Average Percentage</b>	<b>Cost using existing Budget</b>
Gettysburg Borough	7,620	55.2	27.6	30.08	20.3	10.15	37.75	\$1,097,906
Cumberland Township	6,177	44.8	22.4	118	79.7	39.85	62.25	\$1,810,453
<b>Total/Average</b>	<b>13,797</b>	<b>100</b>	<b>50</b>	<b>148.08</b>	<b>100</b>	<b>50</b>	<b>100</b>	<b>\$2,908,359</b>

**CHART 10**  
**SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY**  
**COST DISTRIBUTION BASED ON 50% POPULATION AND 50% ASSESSED VALUE OF PROPERTY**

<b>Municipality</b>	<b>Population</b>	<b>Percent of Total</b>	<b>Times 0.50</b>	<b>Assessed Value [2013]</b>	<b>Percent of Total</b>	<b>Times 0.50</b>	<b>Average Percentage</b>	<b>Cost using existing Budget</b>
Gettysburg Borough	7,620	55.2	27.6	510,161,400	41.3	20.65	48.25	\$1,403,283
Cumberland Township	6,177	44.8	22.4	726,051,400	58.7	29.35	51.75	\$1,505,076
<b>Total/Average</b>	<b>13,797</b>	<b>100</b>	<b>50</b>	<b>1,236,212,800</b>	<b>100</b>	<b>50</b>	<b>100</b>	<b>\$2,908,359</b>

<b>CHART 11</b>										
<b>SOUTHERN ADAMS COUNTY REGIONAL POLICE STUDY</b>										
<b>COST DISTRIBUTION BASED ON 33% POPULATION AND 33% ASSESSED VALUE OF PROPERTY AND 33% ROAD MILES</b>										
<b>Municipality</b>	<b>Population</b>	<b>Percent of Total</b>	<b>Times 33%</b>	<b>Assessed Property Value (1,000)</b>	<b>Percent of Total</b>	<b>Times 33%</b>	<b>Road Miles</b>	<b>Percent of Total</b>	<b>Times 33%</b>	<b>Average of Three</b>
Gettysburg Borough	7,620	55.2	18.2	510,161,400	41.3	13.6	30.08	20.3	6.7	38.5
Cumberland Township	6,177	44.8	14.8	726,051,400	58.7	19.4	118	79.7	26.3	60.5
<b>Total/Average</b>	<b>13,797</b>	<b>100</b>	<b>33</b>	<b>1,236,212,800</b>	<b>100</b>	<b>33</b>	<b>148.08</b>	<b>100</b>	<b>33</b>	<b>99</b>

**Gettysburg Borough - \$1,119,718**  
**Cumberland Township - \$1,759,557**

## CONCLUSION AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout the course of this study supports our recommendation that Gettysburg Borough Police Department be consolidated with the Cumberland Township Police Department. The consolidation of the police agencies will result in the following major improvements in the delivery of police services:

1. The ability to establish a uniform and consistent police enforcement program throughout the two municipalities.
2. The ability to provide more efficient and effective police service by eliminating the duplication of services.
3. The ability to provide 24-hours 365-days a year police service (with twenty-four full-time personnel) to the two municipalities.

The following facts regarding the consolidation of police departments reinforce our recommendation for consolidation of the Gettysburg Borough Police Department with the Cumberland Township Police Department.

1. The National Advisory Commission on Criminal Justice Standards and Goals notes in Standard 5.2 that every state and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. It also notes that, at a minimum, police agencies that employ less than ten (10) sworn employees should consolidate for improved efficiency and effectiveness.
2. Pennsylvania adopted in its Pennsylvania Police Standards for the Improvement of Police Services, Standard 6.4 which notes that where appropriate to do so, police departments should consolidate to improve efficiency or effectiveness, but in no case should an arbitrary limit on agency size be imposed, and in no case should individual agency members lose salary or status as a result of such consolidation.
3. The Pennsylvania Crime Commission in its annual report notes that Pennsylvania has over a thousand individual police departments. There is no other state in the nation, which comes even close to Pennsylvania's number of local police units. Over 60 percent of Pennsylvania full-time police departments have less than five (5) officers. Small agencies lack officers to provide adequate continuous patrol and an ability to provide a full range of police services. A consolidated force eliminates duplication, better utilizes resources, provides better training, and is better able to respond to area-wide problems.
4. A study titled "*A Review of the Northern York County Regional Police Department*", completed in 1989 by the Pennsylvania Department of Community Affairs, and concluded that the regional police department was providing a higher level of service at a significantly lower cost by using less personnel and resources. (Reference DCA Bi-Monthly Publication Volume 2- No. 3, August, 1989). This fact was recently affirmed through another DCA study conducted using data from 1996.

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

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

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

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

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

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

## REGIONAL POLICE IMPLEMENTATION FLOW CHART

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 MAP  
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.

## **MUNICIPAL ASSISTANCE GRANT PROGRAM**

This grant program is administered by the Governor's Center for Local Government Services. Grant funds are usually used to finance up to 50% of the total project cost. Any group of two or more municipalities, or a body authorized to act on behalf of two or more municipalities is eligible to apply for the funds. Police eligible activities include Regional Police Departments and 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 throughout the year. For applications and program information, contact the Governor's Center for Local Government Services, Ron Stern, at our toll free number 888-223-6837, or email [rstern@state.pa.us](mailto: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 yearly basis. For applications and program information, contact Robert Ardner, Pennsylvania Commission on Crime and Delinquency, 717-265-8456, [rdner@pa.gov](mailto:rdner@pa.gov).

## **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 319 law enforcement agencies have enrolled and 93 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 132 standards. Most agencies will discover that they are closer to compliance than anticipated.

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

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

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

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

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