

# REGIONAL POLICE STUDY

North Cornwall Township and North Lebanon Township,  
Lebanon County  
June 2023



**Governor's Center for  
Local Government Services**  
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# EXECUTIVE SUMMARY

- This proposal would establish a regional police department, consisting of 24 full-time officers and three full-time clerical personnel, to serve North Cornwall Township and North Lebanon Township along with providing police coverage to West Lebanon Township (under the terms of their current contract) and their combined population of 21,385.
- Establishes five new operational units within the police department:
  - **Administration** – 1 Chief, 1 Deputy Chief or Captain
  - **Patrol** – 4 Patrol Sergeants & 12 Patrol Officers
  - **Traffic** – 4 Patrol / Traffic Officers
  - **Investigation** – 2 Detectives
  - **Clerical / Records** – 1 Administrative Assistant and 2 Secretaries
- The proposed budget provides funding for all 24 officers and 3 clerical staff persons beginning later in 2023, or in the first full year of operation possibly in 2024.
  - Eliminates the need for or the use of any part-time police officers.
  - **Increases patrol coverage to a minimum of 3 officers at all times but with 4 or 5 uniformed officers on duty on most shifts**, with even more officers possible for duty during heavier peak times or for any emergency situations as needed.
- **Maintains** the total number of police vehicles at 13.
  - Includes funding for the re-painting & re-equipping of all current marked and unmarked vehicles which will be retained by the current departments and reassigned to the regional department.
- **Includes all costs, rentals, and related expenses** for 5,400 square feet of space at the current North Lebanon Township PD to serve as the regional police headquarters at their municipal building. Also includes all costs to permit the use of the current North Cornwall Township PD to serve as a 2,000 square foot regional police substation at their municipal building as well.
- Qualifies the new regional Police Department to receive various Federal, State and/or County Regional Police Assistance grants.

## **INTRODUCTION**

The intent of this study is to determine if North Cornwall Township (NCT), North Lebanon Township (NLT), and West Lebanon Township (WLT and under contract status through 2026), all contiguous and located in Lebanon County, Pennsylvania would benefit from consolidation by forming a full-service regional police department to serve all three municipalities. The study was initiated at the request of the respective elected officials from North Cornwall and North Lebanon Townships. The governing bodies made their requests via the submission of official “Letters of Intent” to representatives of the Governor’s Center for Local Government Services (hereafter referred to as the GCLGS), located in the Pennsylvania Department of Community and Economic Development (DCED). The letters of intent officially requested that a study be conducted by the GCLGS and, furthermore, recognized that neither of the requesting municipalities were obligated, or bound, by the results of the study in any way.

Similar community needs and issues, growing cultural diversity, local and county-wide drug enforcement issues, regional traffic problems, fiscal constraints, part-time and full-time police officer shortages, procurement of specialized equipment, and other current important issues have raised many new challenges for municipalities and their police departments. It is often difficult for small agencies with limited resources to positively address the problems faced in their communities. It has become necessary in many locations to consider ways to improve police services while stabilizing future costs. The concept of regional policing is one option that many municipalities in Pennsylvania are now exploring and subsequently participating in.

Presented in this study is information to help each of these communities make that decision. Information collected and provided by the local officials, the GCLGS, and the participating Police Chiefs was used to determine the feasibility and the nature, size, and general design of the consolidation.

Recommendations are made concerning the organization of a governing body to serve as the regional police commission, the police organization itself, staffing levels of the regional police department, an estimated operating budget, facilities and equipment recommendations, and some equitable methods of cost distribution.

Lastly, on behalf of DCED and the Governor’s Center for Local Government Services, Chief Joseph L. Kirschner (Ret.), the police consultant, would like to thank all the local government officials and the appointed employees of the involved municipalities for their excellent cooperation and assistance in completing the review of the police departments and municipalities to aid in accessing the feasibility of consolidation. Such cooperation was very appreciated and contributed immensely to the successful completion of this study.

# CONSOLIDATED POLICE SERVICES

## Definition

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

## Legal Authority for Police Consolidation:

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

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

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

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

## Governing Law:

While there has been no decision to date about whether 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.

**Expressed Authority:**

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

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

## **ADVANTAGES OF REGIONAL POLICE SERVICES**

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

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

Police regulations and local law governing police practices and performance often vary from community to community. The implementation of the regional police department 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, record 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 much competition between various law enforcement agencies in the recruitment of quality personnel, both full-time and part-time.

Smaller agencies, offering lower salaries and fewer incentives, are often at a distinct disadvantage in the recruitment and retention of such qualified 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 such demands. Regional departments have greater flexibility in the scheduling and distribution of officers necessary to meet service demands, due to their 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 smaller local governments to provide professional, full-time police services through their cooperative management and shared financing of a regional police department.



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

Providing suitable and necessary police training is mandatory pursuant to Act 120, the Municipal Police Officer Education and Training Law. Annual in-service training sessions mandated by the Municipal Police Officer's Education and Training Commission (MPOETC) includes a minimum of twelve hours of classroom study, annual qualification with all weapons, CPR and first aid, deadly force and use of force training, and training in hazardous materials operations. At the current time, the minimum required time for training is nearly forty hours per officer, per year. Small departments find it difficult to meet training requirements and still maintain appropriate staffing levels. When sending an officer for training it often means not providing police patrol during certain periods of the day or paying overtime wages to cover shifts. Officers who do not meet minimum training requirements are decertified as police officers. Any arrests made by such officers can become invalid and municipalities that choose to ignore these provisions may find themselves in lawsuits and defending them with costly litigation. Consolidation often means that more personnel will be available to attend this needed training. In many cases, local officers can be certified as instructors, thereby reducing the need to send officers away from the department for training. In addition, vacations, losses due to sick time and work-related injury, court appearances, and personal days erode the ability of any department to properly staff both its patrol and investigative functions. Consolidation allows for much more flexibility in scheduling for all 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 procedures. Consolidated departments, depending on size, may permit the chief of police to become a full-time manager, improving the overall functions and professionalism of the department. Consolidated departments are generally better able to offer higher salary and benefit packages which, in turn, usually attract, or retain a more experienced candidate for the position of chief. Increased efficiency in police administration, management and supervision is only one of the many positive results from police consolidation or regionalization.

## **Reduced Costs**

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



## **DISADVANTAGES OF REGIONAL POLICE SERVICES**

Arguments against consolidation of municipal police services are basically the same. Similar issues arise regardless of the way the agencies may develop and serve the various geographic regions or the special composition of the proposed area.

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

Police officers in Pennsylvania, as well as in every other state in the country, routinely perform many duties, which are not typically considered to be a police function. These duties are generally traditional in many communities and were assigned to the police department by default - there was basically no one else available at the time. These miscellaneous duties are still very much a part of the everyday job of many local police officers. Running errands, delivering documents, turning on lights for special occasions, flood watches, parking meter enforcement, school crossing duties, escorts for funerals, and issuing permits and/or licenses are some of the extra tasks “inherited” by local law enforcement officers. Typically, when consolidation occurs, the police department discontinues many of these tasks in order to maximize their officers’ time for patrols, crime prevention, traffic enforcement, criminal investigations, and more desirable police related duties and functions.

### **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 regional police commission, which provides broad policy guidance to an administrative Chief of Police, who is then directly responsible for all day-to-day operations of the department. The Chief has broad authority and responsibility and is directly accountable to the commission. The commission consists of an established number of representatives from each participating community. Political and personal control over the department is maintained through the members of the commission but is considerably reduced.

### **Loss of Citizen Contact**

Occasionally there is a concern that the citizens of a participating community will not have as close a relationship with the members of a regional police department as they do with their “own” officers. If this situation develops, it will be temporary and will exist only until the police officers become acquainted with their “new” area. Furthermore, many of the police officers employed in a regional police department will have previously answered calls for service, provided back-up, or participated in community functions in each of the other municipalities. With this already being the situation now in these three communities, the transition to a regional department should proceed *very easily* and with no major concerns for the officers or the citizens.

## 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 cannot 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 future discussions, if required. ***However, in this arrangement it is not recommended that any full-time positions be eliminated.*** All 21 of the current full-time positions are recommended for retention and will be used in this new regional department. In fact, three additional police officer positions are actually being recommended.

## GENERAL DEMOGRAPHICS OF THE MUNICIPALITIES

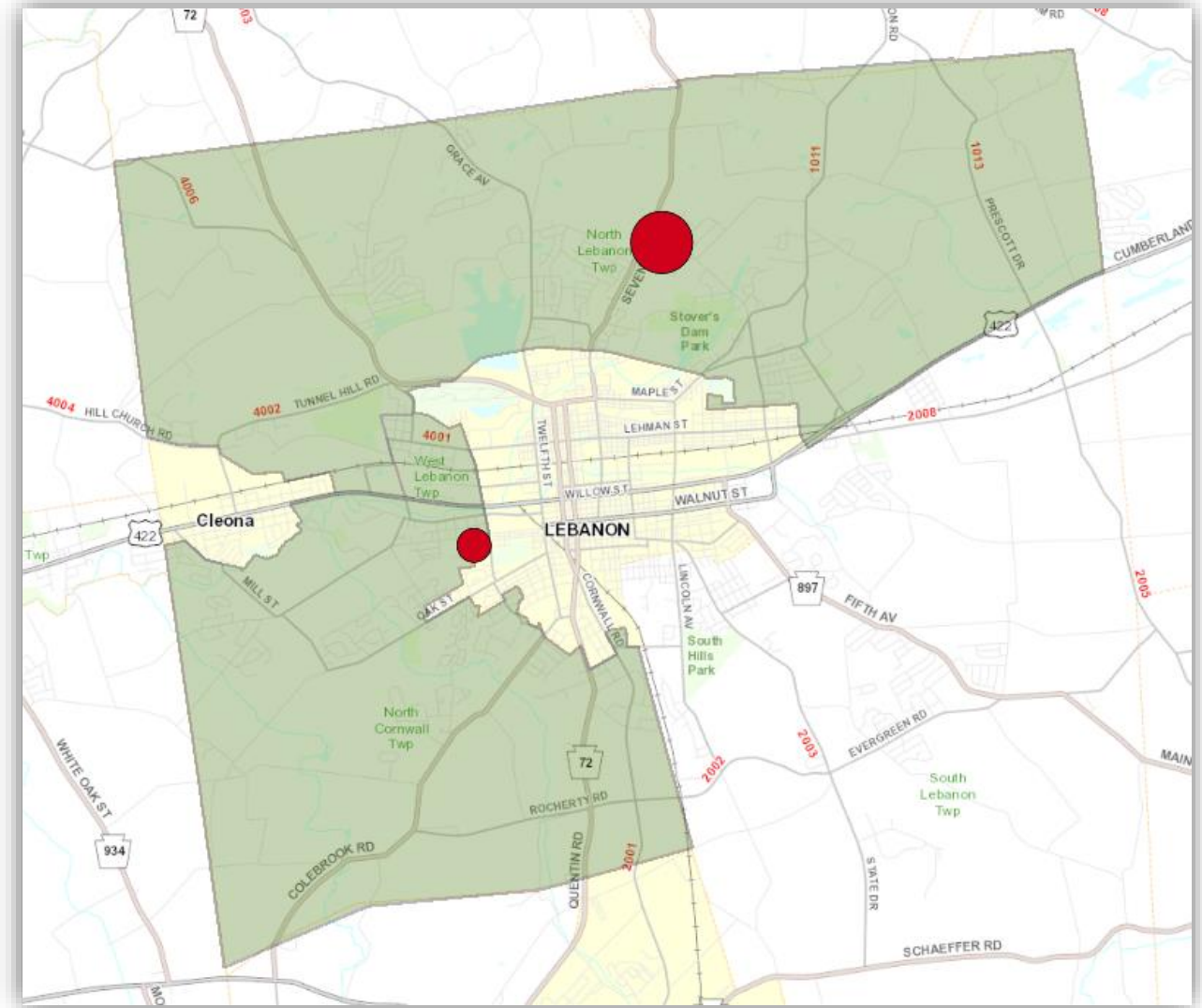
Chart 1 provides statistical data on each community and its police department. The three municipalities have a total combined population of 21,385, covering an area of approximately 26.7 square miles. This equates to an average population density of 801 persons per square mile. These population figures were obtained from each municipality and from the 2020 U.S. Census Bureau updates. When viewed independently, the communities are very similar in many ways. North Cornwall Township (896 persons/sm) and North Lebanon Township (748 persons/sm) are less densely populated, while West Lebanon Township, although much smaller in size and population, is much more densely populated (2,098 persons/sm). Overall, Lebanon County has an even lower population density than this area, with only 388 persons per square mile. Generally, lower population densities generate less of a workload for police than those with higher densities. In reviewing the police incidents for the two primary townships, they appear fairly typical both in the number and the type that would be anticipated in municipalities of this size and nature. As for future police operations, any differences between these municipalities should be ***very negligible*** and should not be an impediment to efficient regionalized policing once it is fully implemented.

When combined, these municipalities are part of the Cornwall-Lebanon School District, along with some shopping and business areas including the regional Lebanon Valley Mall, some light industrial and commercial areas, and several residential neighborhoods and developments. Portions of PA State routes 72, 241, 343, and 422, are within their borders. Lebanon Valley College, with a total student population of approximately 2,000, is also located approximately three miles away in Annville Township. The municipalities use several area volunteer fire companies and regional EMS services and are also served by the Lebanon County District and Common Pleas Courts systems.

At the time of this study, the North Lebanon Township Police Department is housed in the Township Municipal Building at the Police Department Headquarters. The police section of this building is 5,400 square feet in size and could easily provide the space needed to serve as the main headquarters for the proposed 24-person regional police department. In addition, North Cornwall Township could also maintain a smaller 2,000 square foot police sub-station at their municipal building as well. The use of both of these facilities will greatly enhance the visibility, response times, and the overall capabilities of the regional police department and will be discussed in more detail later in this report.

# REGIONAL POLICE DEPARTMENT COVERAGE MAP

North Cornwall Township  
North Lebanon Township  
West Lebanon Township  
26.7 Square Miles  
143.5 Miles of State & Local Roads



North Cornwall Township – 9.5 Square Miles & 54.2 Road Miles

North Lebanon Township – 16.8 Square Miles & 84.0 Road Miles

West Lebanon Township – .4 Square Miles & 5.3 Road Miles

● Indicates the Current NCT and NLT Police Headquarters Locations

## CHART 1

### CURRENT STATISTICS OF THE MUNICIPALITIES

(Sources: 2023 Municipal Survey, 2020 U.S. Census, Penn Dot, 2022 FBI Uniform Crime Report)

CATEGORY	North Cornwall (NCT)	North Lebanon (NLT)	West Lebanon (WLT)	Totals
Population	8,511	12,041	833	21,385
% of Total Population	40%	56%	4%	100%
Population Density per Square Mile	896/sm	748/sm	2,083/sm	801/sm
2023 Police Budgets	\$1,987,137	\$2,262,656	\$85,698 per Contract	\$4,335,491
% of 2023 Total Police Budgets	46%	52%	2%	100%
2023 Police Per Capita Cost	\$233	\$188 (\$176 w/WLT)	\$103	\$203
Total Square Miles	9.5	16.8	.4	26.7
Percent of Total Square Miles	36%	63%	1%	100%
Total Road Miles	54.2	84.0	5.3	143.5
Percent of Total Road Miles	38%	58%	4%	100%
Part 1 (Eight Major) Crimes (2022 UCR)	124	281	Included with NLT UCR	405
Part 2 (All Other) Crimes (2022 UCR)	150	426	"	576
Total Crimes (2022 UCR)	274	707	"	981
Percent of Total Crimes	28%	72%	"	100%
Total Crimes/1,000 Persons (2022 UCR)	32	55	"	46
Total Full-Time Officers	11	10	0	21
Total Part-Time Officers	0	0	0	0
Police Clerical Staff	1	1.5	0	2.5
Police Vehicles	5	8	0	13

## **POLICE DEPARTMENT BUDGET INFORMATION**

As provided by all three municipalities, their complete police department budget information for **the year 2023** is listed below. The combined total (100%) for the year is \$4,335,491.

- **North Cornwall Township 2023 Police Budget (46%)      \$1,987,137**
- **North Lebanon Township 2023 Police Budget(52%)      \$2,262,656**
- **West Lebanon Township 2023 Police Budget (2% per Contract)      \$85,698**

## **CRIME STATISTICS & DATA**

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

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

- Population density and the age or degree of infrastructure and buildings.
- Composition of population, including number of youth or elderly persons.
- Economic conditions including median income and employment.
- Cultural conditions including educational, religious, and recreational issues.
- Citizens attitudes toward crime and police.
- Law Enforcement staffing and operational capabilities and considerations.
- Administrative, patrol or investigative emphasis of the police department.
- Crime reporting practices of the citizens and the police department.
- Regional transportation and traffic related concerns.

For the year 2021, the last year that was fully compiled, the three municipalities reported their statistics via the Pennsylvania Uniform Crime Reporting System and are listed in Chart 1. All serious crimes, or Part 1 crimes, include the eight major offenses of Murder, Rape, Robbery, Aggravated Assault, Burglary, Theft, Auto Theft, and Arson. All other offenses, such as DUI's, Simple Assaults, some Retail Thefts, Vandalism, Liquor Law Violations, Drug Offenses, Fraud, Disorderly Conduct, etc. are classified as Part 2 crimes under the federal and state Uniform Crime Reporting systems.

For North Cornwall, the Part 1 crimes were 124 and the Part 2 crimes were 150. For North Lebanon (including West Lebanon), the Part 1 crimes were 281 and the Part 2 crimes were 486. The statistics for both sets of crimes were obtained directly from each department at the beginning of this study and were confirmed by both the FBI and PA State Police 2022 Uniform Crime Reports.

However, because of the many variations which always occur when reporting crimes and, more specifically, the many other non-criminal calls for service that occur, this study will instead only use the “Calls for Service” formula specifically designed and used by the International Association of Chiefs of Police (IACP). This formula is based on an average **that 550 calls for service per 1,000 residents will occur annually** as the accepted standard for projecting police staffing needs. This formula has been used by DCED for many years and has been found to be a **remarkably effective predictor** of police staffing levels in several other regional studies conducted in Pennsylvania, as well as by other agencies throughout the country. When using this formula in several recent studies to predict the number of calls for service, and subsequently the number of officers needed, the “margin for error” has only been around 2% or 3%.

In determining the staffing needs for the new regional department, these projected “calls for service” statistics were carefully considered. Since the municipalities have a combined population of 21,385, the number of calls for service is projected to be 11,762 annually (21,385 x .550). Based on these projected calls, the square miles, the number of reported crimes and the overall residential, business, and geographical features of the communities, **a total compliment of 24 full-time officers and three clerical personnel is being recommended for this new department at this time.** Once formed, the positions in this new department should include: A Chief of Police, one Deputy Chief/Captain, four Patrol Sergeants, two Detectives, four Patrol/Traffic Officers, and twelve uniformed Patrol Officers. The Patrol/Traffic officers will be assigned to duty at higher traffic volume times and assigned to related enforcement details, along with more serious traffic related investigations, as part of their regular overlapping patrol and traffic duties. To assist with all reporting, data entry and other administrative services, one full-time Administrative Assistant, and two full-time secretaries are also being recommended. The Administrative Assistant would primarily be assigned to assist the Chief and the Deputy Chief/Captain and would support them with all administrative and financial matters required within the department. Additionally, this person would help to serve in a clerical support role for the department, and as the staff person/secretary for the Regional Police Commission for their monthly public meetings and when otherwise required.

The specific policies on what cases the Detectives and the Traffic Officers should respond to, investigate, their schedules, uniforms, on-call status, and so forth should all be developed within the new department’s Policy Manual. The assigned Detectives should be fully trained in criminal investigations, juvenile laws, drug laws, and family related investigations. Similarly, the Traffic Officers, and possibly even the Patrol Sergeants, should receive advanced specialized training in Serious Accident Investigation and Reconstruction. Specialized DUI detection training techniques and equipment should also be provided to both the Traffic Officers and to all Patrol Officers. Any criminal or traffic related cases that arise which are beyond the capabilities of the department should be investigated with the aid of the PA State Police, or the Lebanon County District Attorney’s Office with the assistance of the Lebanon County Detective Bureau.

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

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

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

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

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

In addition, the formula recognizes that each officer is available for duty only 1,702 hours per year when regular days off, vacation, holidays, sick leave, training time, and court time are considered.

When applied, the calculations derived from the IACP formula only determines the number of patrol officers who would be assigned "on the street" and needed to handle calls and incidents. It does not include administrators, supervisors, detectives, traffic officers, or any other required specialist positions.



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

## **DETERMINING PATROL FORCE MANPOWER NEEDS**

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

### **Step 1**

Determine the number of complaints or incidents received and responded to by the police departments. **Complaints or incidents include all forms of police activity where an officer responded and/or took official action, including the filing of a report.** Incidents **do not** include situations where information was given over the telephone, delivering messages, handling internal police matters, routine patrols, foot patrols, etc. In most cases a department RMS incident number would be assigned, and a police report will be written or otherwise documented by the officer after an incident has been completed.

### **Step 2**

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

### **Step 3**

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

### **Step 4**

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

## General Breakdown of Unavailable Hours

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

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

### Step 5

Once the total available hours of the average patrol officer are established at 1,702, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.72. In other words, it takes 1.72 police officers to staff each patrol unit required to correctly police the community. This does not include administrators, supervisors, investigators, or other specialists, **only patrol personnel**. Staffing needs can also be estimated by using formulas based on calls for service, if higher than average, along with crime statistics. However, to create a full service, professional police department, the staffing analysis in this study includes a recommendation for a total complement of 24 sworn officers along with three full-time clerical personnel.

**CHART 2**  
**PROPOSED POLICE STAFFING LEVELS**  
*for the*  
**North Cornwall Township**  
**North Lebanon Township**  
**West Lebanon Township**  
**Regional Police Department**  
**(Based on IACP Formula of 550 Incidents per 1,000 residents)**

Category	Totals
Population (2023 Population via U.S. Census)	21,385
Number of Estimated Incidents @ 550 per 1,000 residents	11,762
Time Spent on Incidents; 45 Minutes Average (Multiply above by .75)	8,822
Buffer Time for Patrol (Multiply above by 3)	26,466
Staffing Hours (Divide above by 2920)	9.06
Availability Hours (Multiply above by 1.72)	15.6
<b>PATROL OFFICERS REQUIRED</b>	<b>16</b>
Patrol Sergeants (IACP recommends 1 Sergeant for 4 – 7 Officers; 4 Are Proposed)	4
Detectives (981 Total Reported Crimes; 274 Part 1 Crimes and 707 Part 2 Crimes)	2
Deputy Chief / Captain	1
Chief of Police	1
Police Secretaries (2 FT) & Administrative Assistant (1 FT)	3
<b>TOTAL OFFICERS + CLERICAL STAFF</b>	<b>24 + 3</b>

## **PROPOSED ORGANIZATION OF THE POLICE DEPARTMENT**

As previously stated, it is recommended that the regional police department be developed to consist of 24 officers and 3 clerical personnel. It is also recommended that if the regional department is formed, that it be governed by a five-member "Regional Police Commission." Those Commissioners should be comprised of at least two elected officials from each primary member municipality (NCT and NLT) and then also with an "at large" community member or a rotating elected township official from NCT or NLT. The term lengths of the board, along with the final number of members, should be specified under the "Articles of Agreement" between the two primary municipalities. It is also recommended that they be selected for a three-year term on the regional police commission. Again, the final number of members and the exact make-up of the Regional Police Commission should be determined by the participating municipalities.

After reviewing both police facilities it is apparent that, because of its size with 5,400 square feet, the police facility at North Lebanon Township should serve as the headquarters for the new regional police department. The police portion of this building appears to have all the equipment and other items that are needed by a full-service police department. In their Police Facility studies and design manuals, the International Association of Chiefs of Police (IACP) recommends a minimum of 250 square feet per full-time employee for any police headquarters building. In this case, space for 27 personnel x 250 sf, or a total of 6,750 sf, would be required. In previous regional police studies, 250 square feet per employee has been recommended and was found to be very adequate for most police department operations. With 5,400 square feet of space, this facility would provide only about 80% of the space required to properly house the proposed regional department. Because of this, along with the total square mileage of the coverage area and the distance between some parts of the municipalities, a smaller sub-station consisting of about 2,000 square feet of space with 24-hour access for all police officers is also recommended and to be located at the North Cornwall Township Municipal Building. All future expenses related to the operations of both the headquarters and the proposed substation have been considered and have been provided for in the proposed regional budget.

The Chief of Police in a regional police department has many more administrative duties than his or her counterparts in an individual city, borough, or township police department. In addition to planning, directing, and supervising the activities of the department, the Chief of a regional department is also responsible for the financial affairs of the agency. He or she monitors the department's accounts, cash flow and disbursements, and oversees the payroll process. The Chief may also be involved in the administration of the health care plan, department insurances, and even the pension plan. Every effort must be made by the Regional Police Commission to have a Chief with the necessary administrative police experience, along with fiscal management skills, to oversee this type of agency. The Administrative Assistant should also be selected with some specific financial skills needed to assist both the Chief and the Deputy Chief/Captain with many of those administrative functions, including payroll, accounts payable, insurance and general budget management.

**CHART 3**  
**RECOMMENDED POLICE VEHICLES**  
**TOTAL = 13**

**IACP Recommended Ratio = 1.5 to 2.0 Officers per Vehicle**  
**Current Combined Ratio (21/13 Vehicles) = 1.62 Officers per Vehicle**  
**Proposed Combined Ratio (24/13 Vehicles) = 1.85 Officers per Vehicle**

<b>Marked Vehicles</b>		<b>Unmarked Vehicles</b>	
<b>Patrol SUV's</b>	<b>7</b>	<b>Administration (Chief &amp; Deputy Chief)</b>	<b>2</b>
<b>Traffic SUV's</b>	<b>1</b>	<b>Detectives</b>	<b>2</b>
		<b>Traffic</b>	<b>1</b>
<b>Total</b>	<b>8</b>	<b>Total</b>	<b>5</b>

**NOTE** – 11 of the 13 vehicles being recommended for retention and use by the new Regional Police Department are listed as being in “Good” condition by the two respective police departments at this time. Two of the 13 are listed as being in "Fair" condition. No funds were budgeted for new vehicle replacement in 2023 or 2024, however several grant sources are available to both new and existing **regional** departments for new vehicles.

## CHART 4

### PENNSYLVANIA REGIONAL POLICE DEPARTMENTS

(3 Current and 1 Proposed Regional Police Departments with 18,000 – 22,000 Population)

3 Current / 1 Proposed Regional PD's  18,000 – 22,000 Total Population	Population	# Officers	Square Miles	Towns	2023 Police Budget (Gross Amount)	Officers per 1,000 Persons	2023 Cost per Officer (Gross)	2023 Cost per Capita (Gross)
NCT – NLT (Lebanon County)	21,385	<b>24</b>	26.7	3	\$4,865,000	1.1	\$202,708	\$227
Northwest (Lancaster County)	19,000	<b>20</b>	53	2	\$3,958,357	1.0	\$197,917	\$208
Colonial (Northampton County)	18,540	<b>27</b>	21	2	\$4,687,236	1.5	\$173,601	\$253
Wyoming Area (Luzerne County)	18,400	<b>19</b>	34	5	\$1,800,000	1.1	\$97,297	\$98
Total / Average	19,331	<b>22</b>	34	3	\$3,948,118	1.1	\$174,577	\$204

## PROPOSED OPERATING BUDGET

To establish an actual cost for a regional police agency that is staffed and structured as has been recommended, we have prepared a proposed budget for the Regional Police Department. The full budget that appears later in this report is based on an estimated need for 24 sworn officers, including the Chief of Police, and three full-time civilian clerical employees.

The proposed budget calls for a net budget of \$4,542,000 later in 2023, or in the first full year of expected operation, for which the municipalities would receive a total of 43,070 on-duty hours, including 1,550 hours of overtime, from the 24 sworn officers. This would equate to approximately 118 officer-hours each day. That amount would provide a **minimum of three officer coverage at all times, with as many as four to six uniformed patrol and traffic officers on duty in the municipalities for up to 20 hours, or about 83%, of each day.** The amount budgeted equates to an hourly cost of \$105.45 to provide all full-time, full-service police services to the residents, schools, churches, businesses, and other persons in the municipalities. **The net annual “cost per officer” would be \$189,250.** This is the annual amount needed to pay, equip, train, manage, supervise, and provide clerical support for each sworn officer in the department.

The salary figures used in the budget are consistent with the 2023 amounts in the current police contracts. They also anticipate any increases and/or adjustments that would be made in any new labor agreement between the Regional Police Commission and the regional police officers. The budget used the current highest contractual rates for each officer category (e.g., Chief, Sergeant, Detective, Patrolman, etc.) and those projected for later in 2023 or in 2024, as the foundation for the remainder of the proposed budget and other related operating costs.

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

- **Liability Insurance**
- **Workmen's Compensation Insurance**
- **Vehicle and Property Insurance**
- **Medical, Dental, and Life Insurance**
- **Legal Fees & Services**
- **Accounting, Auditing and Financial Services**
- **Building & Maintenance Costs (Rental, Construction or Renovations)**
- **Utility Costs**
- **Conversion Costs (Uniforms, reports, computers, firearms, etc.)**
- **Administrative/Operational Costs**

These costs are taken out of the respective municipal budgets when a regional police department is formed. Therefore, when comparing budgets, it is important that the actual cost of police services be determined by allocating them correctly. All such costs have, in fact, been transferred from the municipal budgets and have been allocated to the regional police department in this study's analysis and future budget projections.



It should be noted that the proposed net budget **does include \$200,000 in cost reductions** from several grants that can be obtained from various regional federal and state grant programs. Some of these potential grants would include the Regional Police grant program administered by the Pennsylvania Commission on Crime and Delinquency (PCCD), or a state-wide Local Share Assessment (LSA) grant program from the Commonwealth of Pennsylvania administered by DCED. If awarded, any such Federal, State, or local grants would help to offset some of the proposed gross costs and would reduce the budget amount and the cost share amounts accordingly. It does, however, include many start-up costs, and other changes or improvements that may be required. The proposed budget has been prepared using the following five (5) general categories as guidelines:

***Personnel (Salaries & Benefits) – 88%***

This category contains the salaries and related contractual benefits for all 24 sworn and 3 civilian personnel. **The estimated total costs for this category are \$4,295,000, or 88% of the proposed budget.** With the national average for police personnel costs being 90% of a budget, these costs are 2% below that number and are fully defined and accounted for in the proposed budget.

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

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

***Supplies – 2%***

Supplies include minor uniform maintenance items, printing, office materials, postage, and general equipment repair or replacement. These are routine operating expenses and do not include a complete uniform changeover or weapons change that may be desirable for the regional police department. **The estimated total costs for these categories are \$110,000, or 2% of the proposed budget.**

***Support Services – 4%***

This category includes professional services such as legal counsel by a new Regional Police Solicitor and auditing expenses, as well as training, communications, computer services and related expenses. All computer software and radio technical expenses, including any county radio fees, are also included in this category. **The estimated total costs for this category are \$175,000, or 4% of the proposed budget.**

### ***Vehicle Expenses – 3%***

This category includes the purchase, outfitting, fueling, maintenance, and insurance for the department's police vehicle fleet. The budget provides for using all 13 of the current vehicles from both departments, with no additional funds to purchase any new vehicles in 2023. In reviewing the police vehicles from each department, 11 of the current vehicles are listed as "good" condition, and two others are listed as "fair" condition. No vehicles would need to be reduced or removed.

After this, and by implementing a systematic replacement program of approximately three vehicles per year, should maintain this fleet at a satisfactory level for many years to come. The acceptable ratio of officers per vehicle is 1.5 to 2.0, and the IACP's *recommended* replacement rate is 25% to 30% of a police fleet each year. If the department is staffed at the proposed number of 24 officers, the number of vehicles is recommended to be maintained at 13. This would put the ratio at 1.85 officers per vehicle. If required, the number of vehicles could be lowered to 12. This would result in an officer to car ratio of 2.0 to 1 but still within the IACP recommended range. **The estimated total costs for this category, including all required changeovers, maintenance, and fuel, are \$150,000 or 3% of the proposed budget.**

### ***Headquarters Expenses – 3%***

This category includes all costs associated with the rental from North Lebanon Township (NLT), of approximately 5,400 square feet of space for use as the regional headquarters. It also includes costs for an additional 2,000 square feet to be rented from North Cornwall Township (NCT) for use as a regional sub-station. After reviewing both police facilities, it was determined that the most suitable site for the headquarters was at NLT with the regional sub-station to be at NCT. (See HQ and SS photos on the next page).

If some additional items of furniture and related equipment are required, money has been allocated in the budget along with some recommendations for various state grants, under the Pennsylvania Redevelopment Assistance Capital Program (RACP) that could also be applied for to assist the with any required expansion or upgrades to either facility. However, for now **the estimated total costs for this category, to quickly obtain and rent these buildings, along with the other related expenses, are projected to be \$135,000 or 3% of the proposed budget.**

**PROPOSED REGIONAL POLICE DEPARTMENT  
HEADQUARTERS SITE AT THE  
NORTH LEBANON TOWNSHIP MUNICIPAL BUILDING  
Total Regional Police Headquarters = 5,400 Square Feet**



**PROPOSED SUB-STATION SITE AT THE  
NORTH CORNWALL TOWNSHIP MUNICIPAL BUILDING  
Total Sub-Station = 2,000 Square Feet**



## CHART 5

### PROPOSED REGIONAL POLICE DEPARTMENT BUDGET PERSONNEL COSTS FOR 24 OFFICERS & 3 CLERICAL STAFF

Salary of Police Chief	<b>\$125,000</b>
Salary of Deputy Chief/Captain	<b>\$120,000</b>
Salary of Sergeants (4 @ \$100,000 Each)	<b>\$400,000</b>
Salary of Officers (18 @ \$90,000 Average; Current Range: \$62,000 - \$97,000)	<b>\$1,620,000</b>
Salary of Staff (1 Administrative Assistant & 2 Secretaries)	<b>\$140,000</b>
Overtime (For 4 Sergeants & 16 Officers @ 1,550 Hours Overtime)	<b>\$100,000</b>
Longevity	<b>\$35,000</b>
<b>SALARIES</b>	<b>\$2,540,000</b>
<b>BENEFITS</b> (Includes all below for 24 officers & 3 staff at \$65,000 average)	<b>\$1,755,000</b>
Medical / Dental / Vision Insurance	Included
Social Security / Medicare	Included
Life Insurance / Liability Insurance	Included
Contractual Payments (OIC Positions, Educational Bonus, Cleaning, etc.)	Included
Workers Comp / Unemployment Insurance	Included
Municipal Pension (MMO / Other) Contributions	Included
<b>PERSONNEL COST TOTAL</b> (88% of the Proposed Budget)	<b>\$4,295,000</b>

## CHART 6

### PROPOSED REGIONAL POLICE DEPARTMENT BUDGET NON-PERSONNEL COSTS FOR 24 OFFICERS & 3 CLERICAL STAFF

Uniforms & Related Equipment (24 Officers @ \$1,000 average)	\$24,000
Office Supplies & Minor Equipment	\$20,000
Computers & Related Equipment, Software Updates, RMS & Data Services	\$25,000
Police Equipment (New Purchases, Maintenance and Repairs)	\$25,000
Miscellaneous Equipment (First Aid Supplies, Ammo, Other Supplies, etc.)	\$10,000
Traffic Enforcement Equipment & Maintenance	\$6,000
<b>EQUIPMENT &amp; SUPPLIES SUB-SOTAL (2%)</b>	<b>\$110,000</b>
Education & Training (24 Police Officers & 3 Clerical Personnel)	\$20,000
Dues, Memberships & Legal Publications	\$1,000
Legal Services (Regional Police Commission Solicitor & First Year Legal Expenses)	\$100,000
Accounting, Financial, & Software Services (Payroll, Accounts Payable, Pension Administration, etc.)	\$50,000
Crime Prevention & Public Relations Programs	\$4,000
<b>SUPPORT SERVICES SUB-TOTAL (4%)</b>	<b>\$175,000</b>
Vehicle Maintenance & Repairs (13 Vehicles @ \$2,615 average)	\$34,000
Vehicle Gas & Oil (13 Vehicles @ \$5,000 average)	\$65,000
Updated Vehicle Painting, Decaling & New Equipment (13 Retained Vehicles @ \$2,500 average)	\$32,500
Vehicle & Equipment Insurance	\$18,500
<b>VEHICLES SUB-TOTAL (3%)</b>	<b>\$150,000</b>
HQ rent to NLT (5,400 sf x \$5 = \$27,000) & SS rent to NCT (2,000 sf x \$5 = \$10,000) plus \$13,000 Expenses	\$50,000
HQ Major Furniture and Equipment	\$20,000
Annual Utilities, Furniture, Minor Building Expenses, New Police Signs for HQ, etc.	\$30,000
Telephones, Cameras & Related Communications Expenses (Internet, WiFi, Postage)	\$25,000
Property Insurance	\$5,000
<b>HEADQUARTERS SUB-TOTAL (3%)</b>	<b>\$130,000</b>
<b>NON-PERSONNEL COST TOTAL (12% of the Proposed Budget)</b>	<b>\$570,000</b>

## PROPOSED COST DISTRIBUTION METHOD

There are several methods for the distribution of cost once a budget has been established for a regional police department. Most often in regional departments where the municipalities are similar, the costs are divided equally or proportionally according to either the percent of the total population, or per capita (per person) based on the proposed required staffing and service levels. Some other alternative cost distribution methods are described later in this report. Other factors relating to revenue or use may be incorporated into a formula to achieve costs that are shared in the most equitable manner. Some of these other factors that are sometimes considered are assessed market valuation of real estate, road mileage, square mileage and total taxes collected. Other formulas, some that have been used by other regional departments, include looking at the average of certain verifiable categories including population, population density, square miles, road miles, total reported incidents, and total reported crimes. The two primary municipalities in this study are very similar. North Lebanon Township is larger in area, but less densely populated (748 persons/sm). North Cornwall Township is slightly smaller in area, but more densely populated (896 persons/sm). However, both are very similar in many other ways. Those ways would include basic demographics, crime rates, types of reported crimes, geography, school district costs and concerns, traffic problems, and the peak times for most calls for police services.

Therefore, after review and evaluation, it is felt that the best option for the most equitable cost distribution for these two municipalities, would be just to distribute the costs on a **Population Percentage basis** based on the percentage of each municipality. From a financial distribution aspect, this method appears to be an easily understood, but very fair, method of cost distribution.

Specifically, with regard to North Lebanon Township, their 2023 police budget is reported at \$2,262,656 or \$188 per capita. Under the proposed budget, for 59% of the population, this cost would **increase** to \$2,674,600 or up to \$222 per capita. As for North Cornwall Township, their 2023 police budget is reported at \$1,987,137 or \$233 per capita. Under the proposed budget, for 41% of the population, this cost would actually **be reduced** to \$1,867,400 or down to \$219 per capita.

Although they would see an increase in their per capita costs by \$34 a person, the residents of North Lebanon Township would essentially be doubling the size of their police department – from the current approved number of 12 officers (10 currently on staff) up to the recommended total complement of 24 officers. By having the main police headquarters in the center of their township, those residents would also see a **significant increase in police presence throughout the township – and for an increase of less than \$3 per month per resident**. Refer to Charts 8 and 9 for a breakdown of this cost distribution method and the adjusted final costs for each municipality.

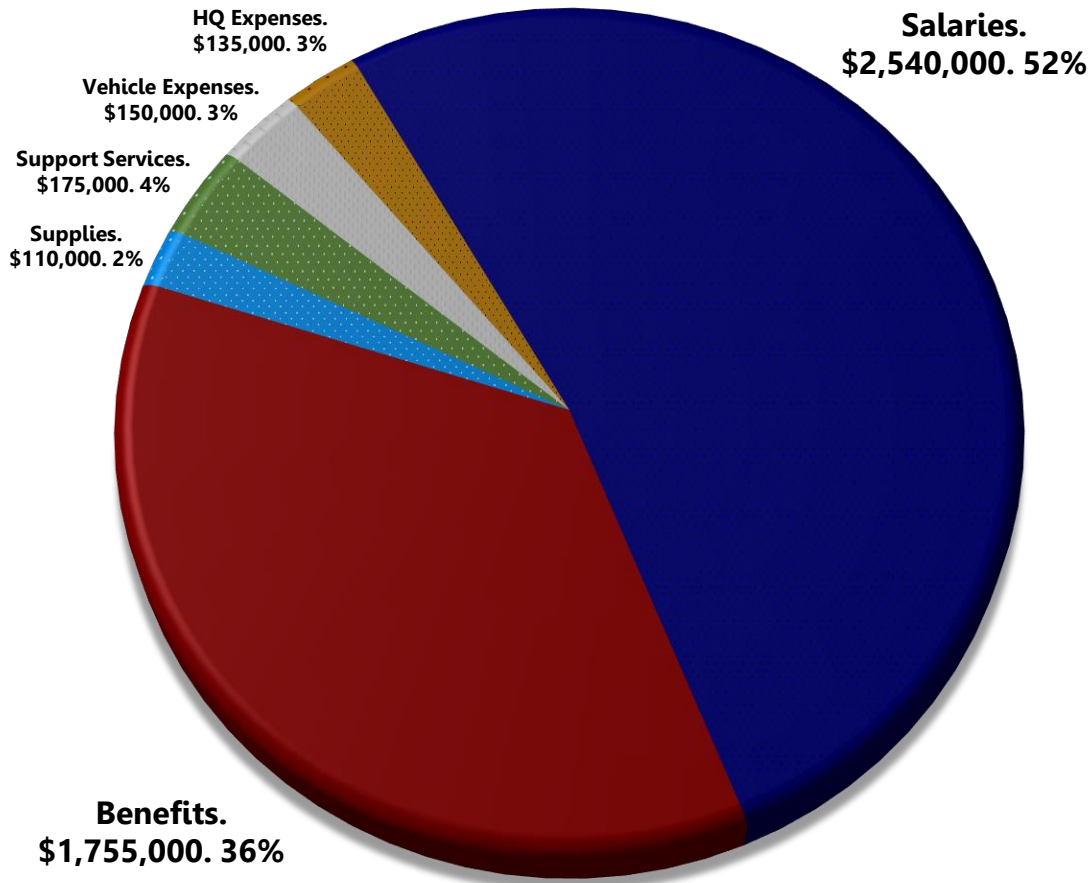
North Cornwall Township would also see similar increases in police presence throughout their township as well, with their increase going from 11 officers up to the recommended 24. They would also benefit from the fact that the number of police vehicles servicing their township would also noticeably increase from their current 5 up to 13. Along with the regional substation remaining at their township building, the results of this consolidation would greatly impact them as well – **and for a per capita reduction of from \$233 down to \$219 for their residents**.

If any significant discrepancies in cost distributions would develop in the future, some other formulas, such as the ones later described in Chart 10, could be implemented to address them at that time. **Nevertheless, it is felt that the population percentage method would initially provide a very fair and equitable way of cost sharing.** By using a common incident reporting system in the future within the new regional department, this formula could be modified to include “Calls for Service,” road mileage, reported crimes, and other specific categories, if desired. If modified, each method should be examined in the 3<sup>rd</sup> or 4<sup>th</sup> quarter of each year to see if these costs would need to be adjusted, up or down, for any of the municipalities.

## CHART 7

### BUDGET BREAKDOWN BY CATEGORY

**GROSS TOTAL for 24 OFFICERS & 3 STAFF = \$4,865,000**





## CHART 8

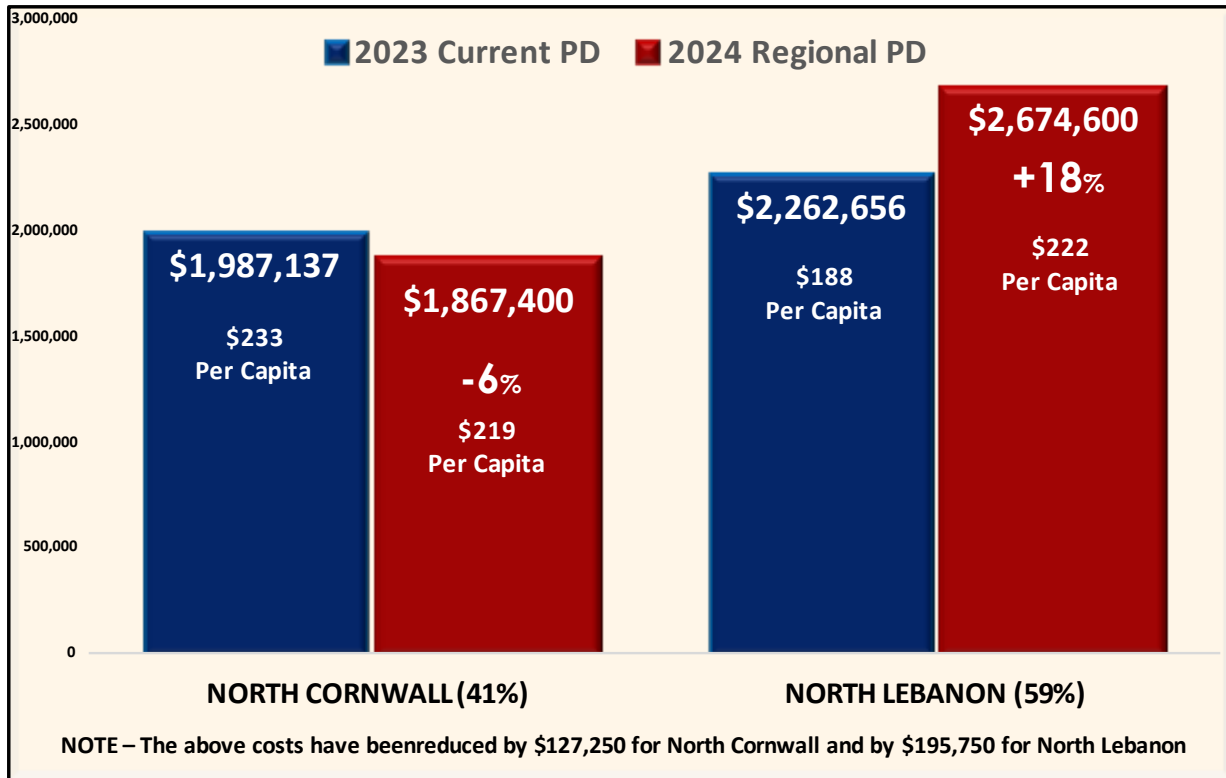
### PROPOSED POPULATION PERCENTAGE COST DISTRIBUTION BY MUNICIPALITY

Township	Estimated Cost Percentage By Population	Estimated Net Cost Share of Required Police Budget
North Lebanon (59% of the Population)	<b>59%</b>	<b>\$2,674,600</b>
North Cornwall (41% of the Population)	<b>41%</b>	<b>\$1,867,400</b>
Net Total	<b>100%</b>	<b>\$4,542,000</b>

## CHART 9

### POPULATION COST DISTRIBUTION METHOD BREAKDOWN \$4,542,000 NET BUDGET

**2023 Current PD vs 2024 Proposed Regional PD Budget  
24 Officers - POPULATION (NCT 41% & NLT 59%) COST METHOD**



**NOTE – The above costs have been reduced by some expected grants, building rents, and the 41/59 share of the West Lebanon contract by \$127,250 for North Cornwall Township and by \$195,750 for North Lebanon Township.**

## **ALTERNATIVE COST DISTRIBUTION METHODS**

As previously discussed, the immediate concern after a budget has been developed is the 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 cost distribution programs for other regional departments are listed below:

### **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 and used. It is important that the source for population figures used to determine cost distribution be reliable.

### **2. Density and Mileage**

Population, when combined with land area and/or road mileage adds another dimension to the impact of people on police services and law enforcement. The distribution of population over an area (density factor) can directly affect the policing needs of that area. The miles of road, state or local, that must be patrolled or traveled to serve the residents, also 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. Method "D" on Chart 10 of the 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. Each community pays a percentage share equal to the proportional share of the total units purchased.

With all the above methods of cost distribution, the main point that must be kept in mind is that the levels of service are commensurate to the share of percent of budget being paid by each municipality. In other words, a regional police department with a complement of 21 sworn officers could ostensibly provide 1,702 hours of police service per officer or 35,742 hours annually. (21 officers x 1,702 hours = 35,742).

If community “X” pays 10% of the regional police budget, it would be entitled to receive 10% of the department’s services, or 3,574 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 17,871 hours of annual service.

Community “Y” with 17,871 hours of service would have an officer in their community at all times, while community “X” with 3,574 hours of police service for their year would not. Each community should receive the amount of service for which it pays. Please refer to the chart on the next page for the graphics for the previously mentioned methods of cost distribution.

## **6. Police Incidents or “Calls for Service”**

Another excellent way to determine how much an individual municipality should pay toward the regional police operation is to examine the annual reported incidents or “calls for service” annually responded to in each municipality. However, DCED has found that there are *many* differences between police departments as to exactly what is considered to be an “incident” and what is therefore documented via a police report and/or given an incident number between many police departments. Therefore, this method is generally not used for any **initial** determinations of cost sharing by DCED for initial regional police studies with multiple departments. It should, however, be added and used for such determinations in future years, once the regional department has been fully formed and has begun using one **standardized reporting system** based on the new records management system that would be used.

## **7. “Five Category” Cost Sharing Method**

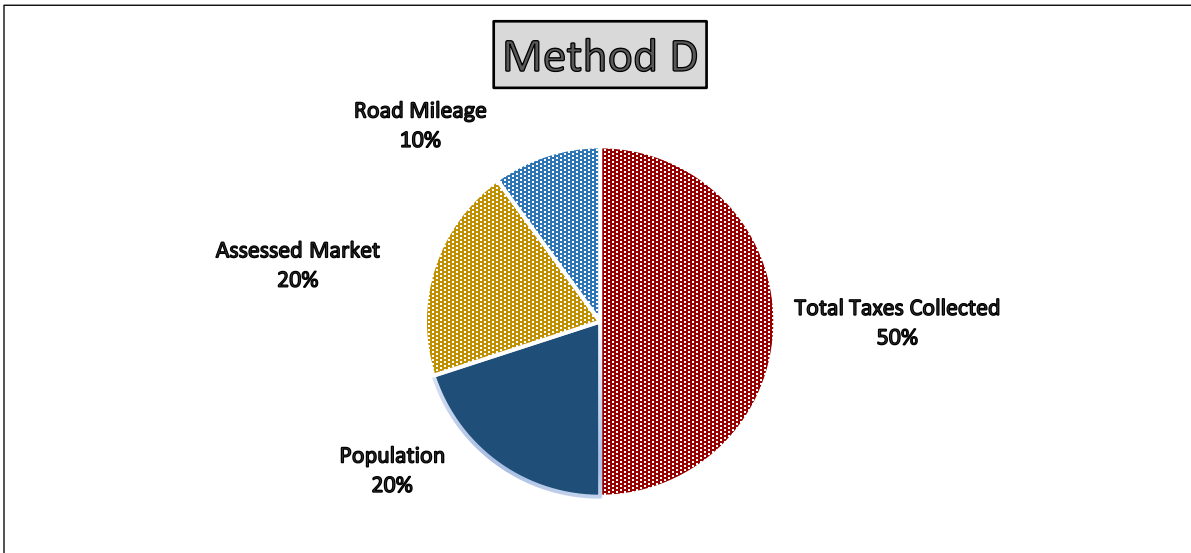
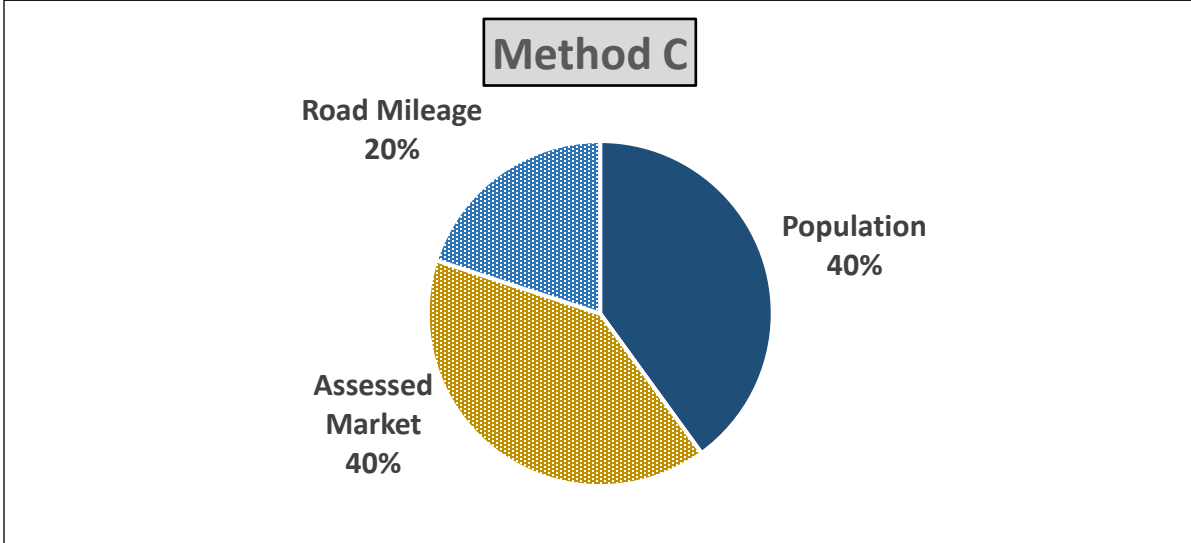
Another popular method used by many regional police departments to determine how much an individual municipality should pay toward the regional police operation is to examine the average of the five most relevant categories and then base the cost shares on the average determined for each municipality. The five categories which are normally included in this method include:

- **% of Population**
- **% of Square Miles**
- **% of Road Miles**
- **% of Total Crimes**
- **% of Total Calls for Service**

# CHART 10

## ADDITIONAL COST DISTRIBUTION METHODS

Method A	Method B
POPULATION 100%	POPULATION 50%
	ASSESSED MARKET VALUE 50%



**CHART 11**  
**NORTH CORNWALL AND NORTH LEBANON**  
**REGIONAL POLICE DEPARTMENT**  
**PROPOSED ORGANIZATIONAL CHART - 24 OFFICERS & 3 STAFF**  
**VERSION # 1**

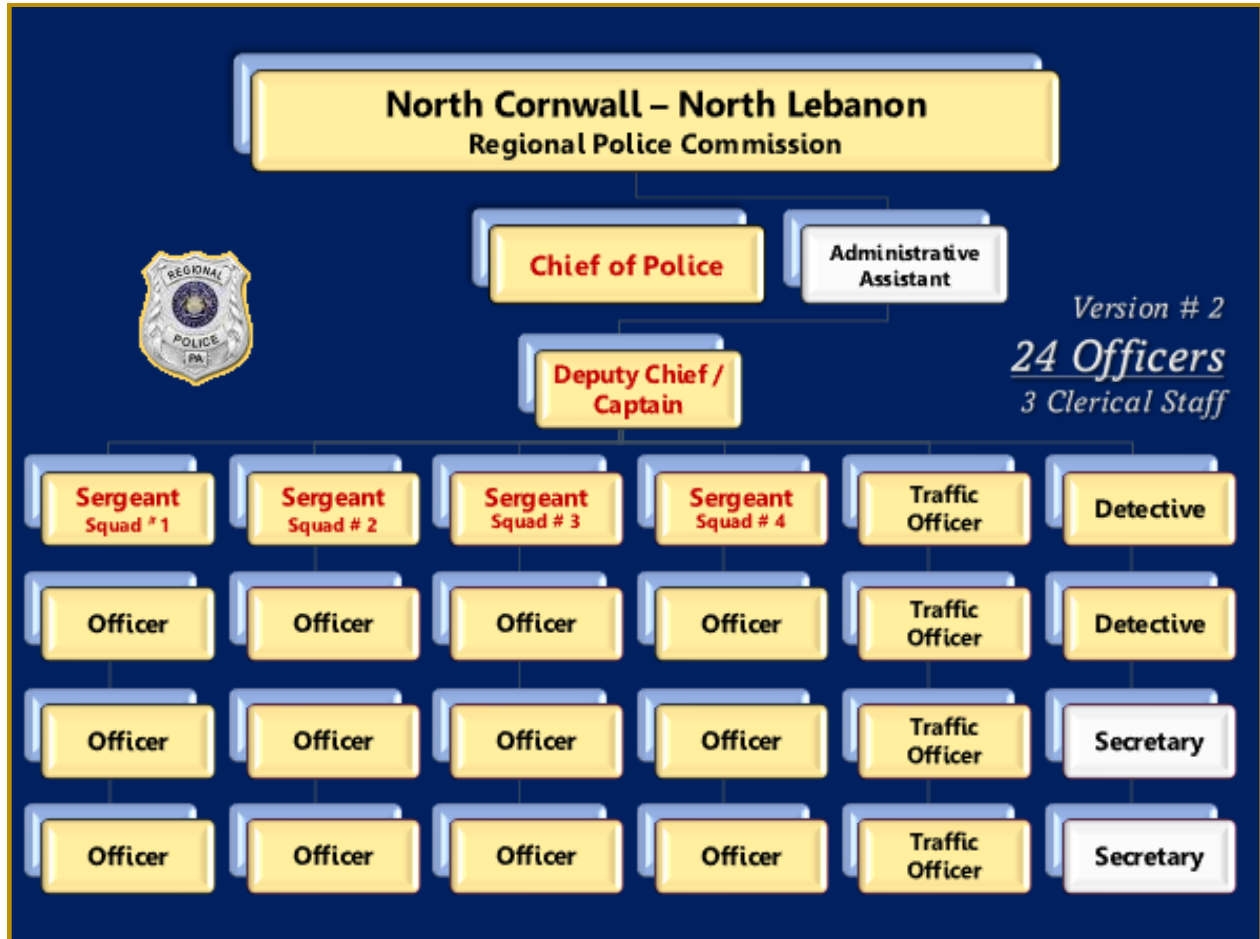


# CHART 12

## NORTH CORNWALL AND NORTH LEBANON REGIONAL POLICE DEPARTMENT

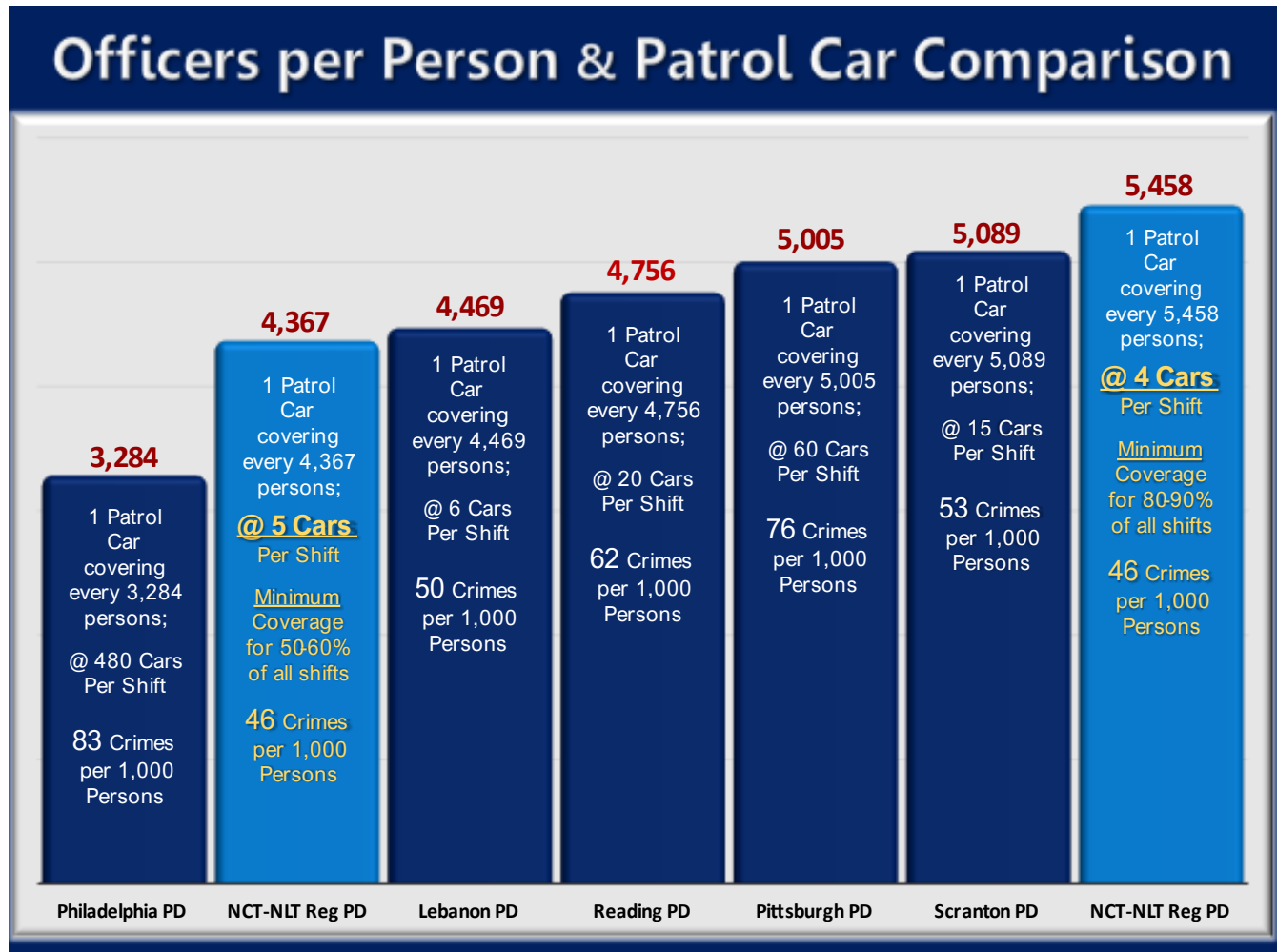
### PROPOSED ORGANIZATIONAL CHART - 24 OFFICERS & 3 STAFF

### VERSION # 2



## CHART 13

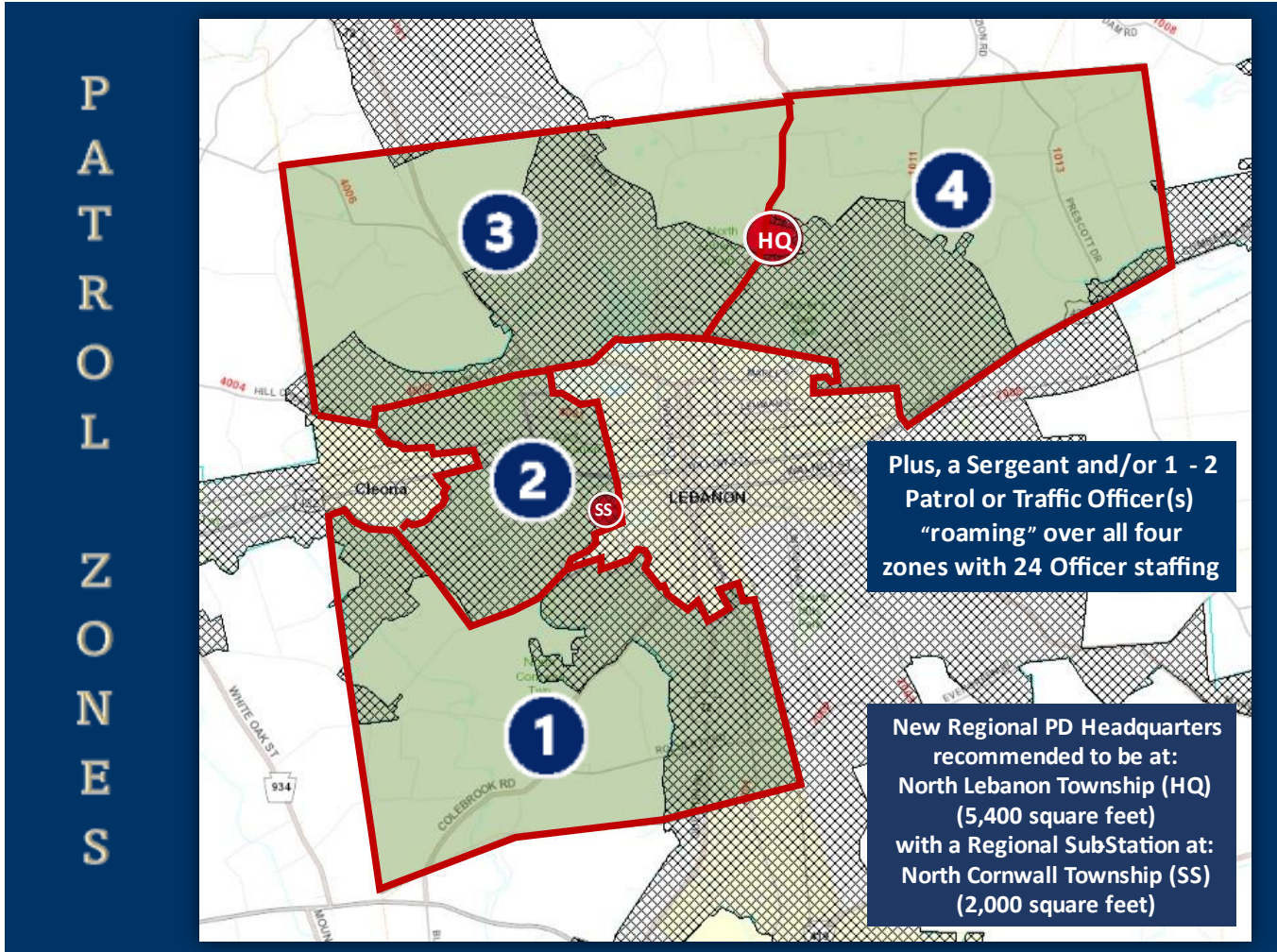
### OFFICERS PER PERSON AND PATROL CAR COMPARISONS





# CHART 14

## PROPOSED PATROL ZONES



**NOTE** – The darker cross-hatched areas in the above map indicate the “urbanized” areas, (densely developed residential, commercial, or other non-residential areas) as defined by the 2020 U.S. Census.

## CONCLUSION AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout this study *strongly* supports our recommendation that North Cornwall Township and North Lebanon Township, the two primary municipalities, along with West Lebanon Township pursuant to the terms of their current contract, should combine their resources and create a new regional police department. The consolidation of the police services for these three, along with any future outside police contracts or mergers, will result in the following *significant improvements* in the delivery of all future police services.

- The ability to establish uniform and consistent police enforcement programs throughout this entire region, which includes all three municipalities.
- The ability to utilize police personnel more effectively by staffing and deploying officers based upon geography, workload, calls for service times, crime trends, etc.
- The ability to provide more efficient and effective police services for all citizens by eliminating the duplication or differences in any services, facilities, and/or items of equipment that may currently exist between the three townships.

The following facts regarding the general consolidation of police departments reinforces our recommendation for the consolidation of these three departments.

- The National Advisory Commission on Criminal Justice Standards and Goals notes in Standard 5.2 that every state and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. **It also notes that at a minimum police agencies that employ fewer than ten sworn employees should consolidate for improved efficiency and effectiveness.**
- Pennsylvania adopted in its “Pennsylvania Police Standards for the Improvement of Police Services” standard 6.4 which notes that, where appropriate to do so, police departments should consolidate to improve efficiency and effectiveness but in no case should an arbitrary limit or agency size be imposed, and in no case should individual agency members lose salary or status because of such consolidation.
- Pennsylvania currently has 968 municipal police departments serving a population of approximately 12.8 million. There are another 152 County Detectives, County Sheriffs, and the State Police in Pennsylvania as well. The entire State of Texas, which is almost six times geographically larger than Pennsylvania, has about the same number of local police departments. Texas does have a combined total of 1,010 municipal, school, hospital, and port authority police departments but for a population of approximately 29.2 million. **In Pennsylvania, 618 of the 968 municipal police departments (63%) have less than ten officers, with many of those actually having less than five officers.** Small agencies normally lack the resources to provide adequate patrols, training or to offer a full range of police services. **A regional police department eliminates much duplication, better utilizes resources, provides better training and supervision, and is generally better able to respond to any area-wide problems or crime trends as they arise.**

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

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

Similar internal opposition has occurred with nearly every major change in policing since the turn of the century. Today, testing and selection policies, police academy training, and modern telecommunication systems which dispatch police departments for entire counties are taken for granted as indispensable to a modern police force, but all these developments were accepted only after long political and economic disputes. If the municipalities continue to be interested in a regional police department after reviewing this study, then we recommend that public meetings be set up to explain the proposal to all residents and police officers. This report does not cover all the issues regarding the implementation of a regional police department but emphasizes that the municipalities can remain in contact with the Governors Center for Local Government Services to further assist them through this process.

The municipalities will have to address other issues such as the final selection of a police chief, development of the articles of agreement, future police pension matters, final facility location and/or any needed improvements, and the negotiation of a new police labor contract. However, in our view, enough valuable information has been developed and provided in this report to allow the interested municipalities to make an informed decision on whether or not to continue with this important undertaking.

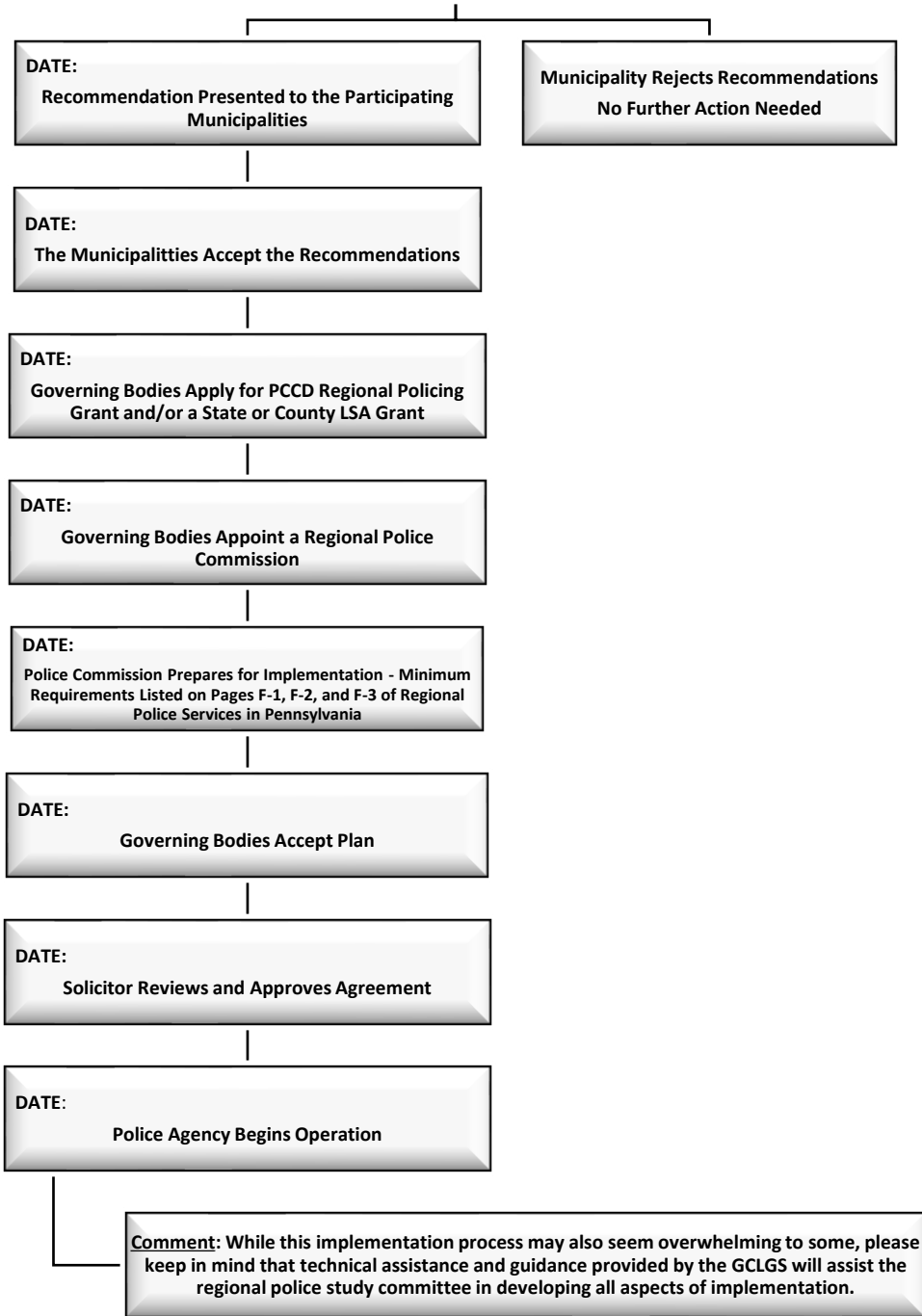
## **RECOMMENDATIONS FOR FUTURE POLICE SERVICES**

Based on the results of this study, the following recommendations are made for each municipality regarding their continuing need to provide quality police services.

- **Establish a new regional police department, between the two primary and one contracted municipality, as per the general recommendations of this study *including ...***
- **24 full-time officers and 3 clerical staff *with ...***
  - **An adequate 5,400 square foot regional police headquarters at the North Lebanon Township Municipal complex.**
  - **A strategically located 2,000 square foot regional police substation at the North Cornwall Township Municipal Building.**
  - **13 retained Police Vehicles (8 Marked and 5 Unmarked)**
- **After formation and some initial years of successful operation and potential future state accreditation, consider expanding the regional police department by combining with other area municipalities, with or without existing local police departments, *or...***
- **Provide coverage to adjoining or smaller area communities without a full-time police department on a contractual, fee for service, or expanded regional basis, *or ...***
- **Remain in operation as, at the present time, with each municipality continuing to operate its own separate police department.**

# CHART 15

## REGIONAL POLICE IMPLEMENTATION FLOW CHART



# **PENNSYLVANIA COMMISSION ON CRIME & DELINQUENCY**

## **REGIONAL POLICE ASSISTANCE GRANT PROGRAM**

There are potential sources of grant funding administered by the Pennsylvania Commission on Crime and Delinquency. The purpose of these grant programs is to improve the delivery of public safety services, through intergovernmental cooperation, by facilitating the formation of full-time, full-service, regional police departments. These programs will provide financial aid for various regional police “start-up” costs, including a portion of the salary and benefits for the regional Chief of Police and also for police equipment.

For availability of current PCCD grant opportunities, please visit:

**<https://www.pccd.pa.gov/Funding/Pages/Active-Funding-Announcements.aspx>**

To receive email notifications about PCCD grant opportunities as they become available:

**<https://www.pccdegrants.pa.gov/Egrants/Public/Subscribe.aspx>**

## PENNSYLVANIA CHIEFS OF POLICE ASSOCIATION ACCREDITATION PROGRAM

The Pennsylvania Chiefs of Police Association introduced the Pennsylvania Law Enforcement Accreditation Program to the Commonwealth in July 2001. Since then, over 375 law enforcement agencies have enrolled, and 149 law enforcement agencies have now 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.

In Lebanon County, the Annville Township Police Department is currently one of the 149 fully accredited police departments in Pennsylvania. They received their accreditation on December 11, 2014 and they remain the only accredited police department in Lebanon County at this time.

If the new regional police department is formed including North Cornwall Township, North Lebanon Township, and serving West Lebanon Township, DCED would ***strongly recommend*** that they apply for and begin the process of full state accreditation as soon as possible.



## APPENDIX "A"

### SAMPLE 12-HOUR PATROL SQUAD SCHEDULE

**Sample 12-Hour Schedule (Shifts = 7am x 7pm & 7pm x 7am); 28 Day Rotation  
(14 Days On / 14 Days Off)**

Squad	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	Hours
<b>1</b>	7a	7a	X	X	7a	7a	7a	X	X	7a	7a	X	X	X	7a	7a	X	X	7a	7a	7a	X	X	7a	7a	X	X	X	168
<b>2</b>	7p	7p	X	X	7p	7p	7p	X	X	7p	7p	X	X	X	7p	7p	X	X	7p	7p	7p	X	X	7p	7p	X	X	X	168
<b>3</b>	X	X	7a	7a	X	X	X	7a	7a	X	X	7a	7a	7a	X	X	7a	7a	X	X	X	7a	7a	X	X	7a	7a	7a	168
<b>4</b>	X	X	7p	7p	X	X	X	7p	7p	X	X	7p	7p	7p	X	X	7p	7p	X	X	X	7p	7p	X	X	7p	7p	7p	168

Squad	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	Hours
<b>1</b>	7p	7p	X	X	7p	7p	7p	X	X	7p	7p	X	X	X	7p	7p	X	X	7p	7p	7p	X	X	7p	7p	X	X	X	168
<b>2</b>	7a	7a	X	X	7a	7a	7a	X	X	7a	7a	X	X	X	7a	7a	X	X	7a	7a	7a	X	X	7a	7a	X	X	X	168
<b>3</b>	X	X	7p	7p	X	X	X	7p	7p	X	X	7p	7p	7p	X	X	7p	7p	X	X	X	7p	7p	X	X	7p	7p	7p	168
<b>4</b>	X	X	7a	7a	X	X	X	7a	7a	X	X	7a	7a	7a	X	X	7a	7a	X	X	X	7a	7a	X	X	7a	7a	7a	168

**Note: One 12-hour "Comp" Day is accrued after three 2-week cycles. 3 cycles x 84 hours = 252  
Officer is paid for 240 (3 x 80) plus given a 12-hour "Comp" day.**

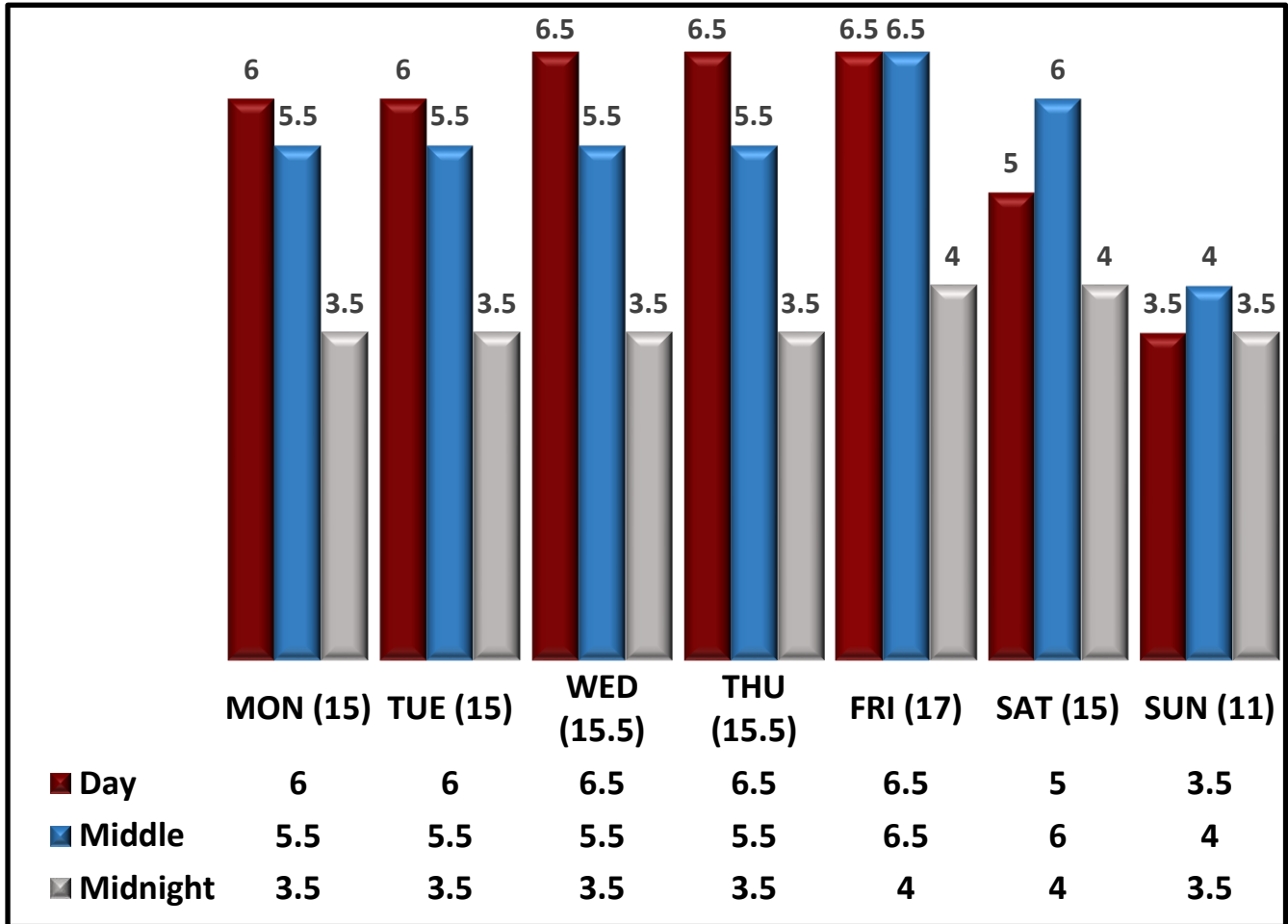
**"Comp" day can be taken as wanted by an officer within each 6-week period; OR given as an assigned day off and built into the schedule at regular intervals.**

**Overtime would be paid for any hours worked over 12 hours on any scheduled workday or on any Regular Day Off, e.g. – Court, Details, etc.**

**Officers would be assigned to duty either 182 or 183 days each year, depending on squad. The remaining days would be Regular Days Off (X).**



**APPENDIX “B”**  
**POSSIBLE POLICE COVERAGE PER WEEK**  
**WITH 24 OFFICERS**

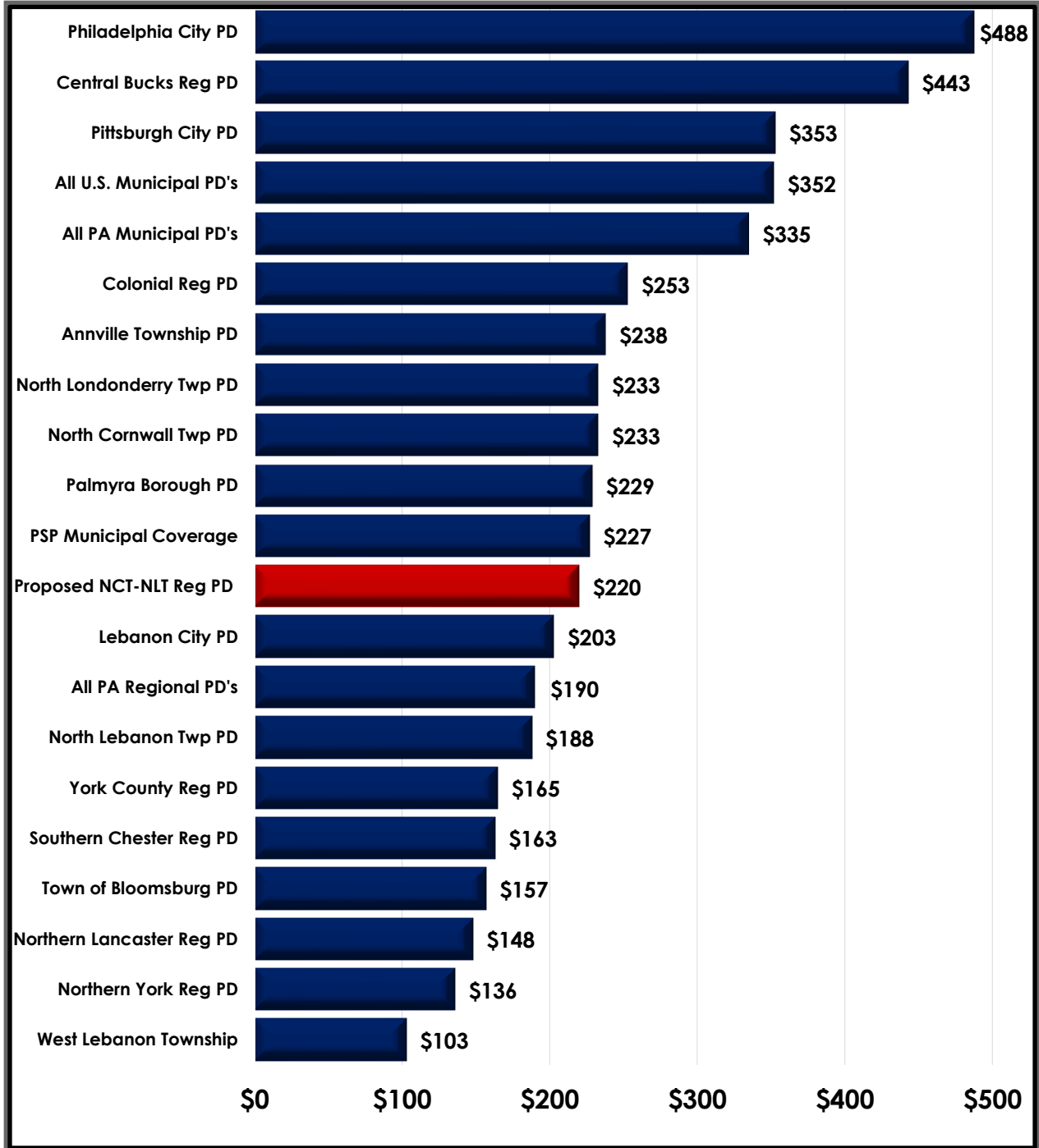


**NOTE # 1** – With 24 full-time officers, there will be 104 8-hour shifts available each week. With that number, a minimum of 4 to 5 officer coverage should be maintained for about 80% of all shifts, or from approximately 7:00 AM to 3:00 AM each day. There would be a minimum of 3 officer coverage on about 20% of the remaining shifts, or from approximately 3:00 AM to 7:00 AM on most days.

**NOTE # 2** – If desired, a 12-hour shift schedule could be implemented for either 12 or 16 patrol officers in the department using a four-squad system (See Appendix A). No additional officers or patrol vehicles are required to implement a 12-hour schedule which then provides the same coverage as a standard 8-hour shift, but with more time off for the assigned officers due to the longer shifts when they are on duty. If desired, assistance is available from the DCED staff with the full implementation of a 12-hour schedule.

## APPENDIX “C”

### SOME COST PER CAPITA COMPARISONS



**Department of Community and Economic Development  
Governor's Center for Local Government Services**



**Richard P. Vilello, Jr., Deputy Secretary  
Community Affairs and Development**

**Kelly Robertson, Executive Director  
Governor's Center for Local Government Services**

**Yvonne Lemelle, Local Government Policy Manager  
and Emergency Services Program Manager**

**Anne Weaver Morrow, Local Government Policy Specialist**

**Chief Joseph L. Kirschner (Ret.), Police Consultant**

# NOTES