

REGIONAL POLICE STUDY

McDonald Borough, Midway Borough,
Mount Pleasant Township, and Robinson Township
Washington County, PA
September 2023



pennsylvania

GOVERNOR'S CENTER FOR
LOCAL GOVERNMENT SERVICES

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

- This proposal would establish a regional police department, consisting of 13 full-time officers and one full-time clerical person, to McDonald Borough, Midway Borough, Mount Pleasant Township, and Robinson Township and their combined population of 8,387.
- Establishes five new operational units within the police department:
 - **Administration** – 1 Chief, 1 Deputy Chief or Captain
 - **Patrol** – 2 Patrol Sergeants & 7 Patrol Officers
 - **Traffic** – 1 Patrol Officer / Traffic Officer
 - **Investigation** – 1 Patrol Officer / Detective
 - **Clerical / Records** – 1 Administrative Assistant/Secretary
- The proposed budget provides funding for all 13 officers and 1 clerical staff person beginning in 2024, or in the first full year of operation.
 - Eliminates the need for or the use of any part-time police officers.
 - **Increases patrol coverage to a minimum of 2 officers at all times with 3 to 4 officers on duty 60% of most shifts.** More officers are available for duty during heavier peak times or for any emergency situations that may arise.
- **Reduces** the total number of police vehicles, and the subsequent costs for same, from 10 to 8.
 - Includes funding for the re-painting & re-equipping of eight current marked and unmarked vehicles which will then be retained by the two current departments and reassigned to the regional department.
- **Includes all costs, rents, and related expenses** for 1,500 square feet of space at the new Mount Pleasant Township PD headquarters to serve as the regional police headquarters. Also includes all costs to allow for the use of the current McDonald Borough PD headquarters to then serve as a 1,200 square foot regional police substation at that facility 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 McDonald Borough, Midway Borough, Mount Pleasant Township, and Robinson Township, all contiguous and located in both Washington County and Allegheny County, Pennsylvania would benefit from consolidation by forming a full-service regional police department to serve all four municipalities. The study was initiated at the request of the respective elected officials from all four of these municipalities. 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, growing regional traffic concerns, 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.), 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.

REGIONAL 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 four 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 proposed department it is not recommended that any full-time positions be eliminated.*** All 11 of the current full-time positions are recommended for retention and would be used in the new regional department. ***In fact, two additional full-time police officer positions are being recommended for addition to this new department.***

GENERAL INFORMATION ABOUT THE MUNICIPALITIES

Chart 1 provides statistical data and information on each municipality and its police department. The four municipalities have a total combined population of 8,387 and covering an area of approximately 58.3 square miles. This equates to an average population density of 144 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 different in many ways. Mount Pleasant Township (92 persons/square mile_{sm}) and Robinson Township (89 persons/sm) are much less densely populated, while McDonald Borough (2,251 persons/sm) and Midway Borough (2,378 persons/sm), although smaller in area, are much more densely populated. Overall, Washington County has a population density of 244 persons per square mile. Generally, lower population densities generate less of a workload for police than those with higher densities. However, in reviewing the police incidents provided for the municipalities, they appear fairly typical both in the number and the type that would be anticipated in municipalities of this type and size. 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 has been fully implemented.

When combined, these municipalities are all part of the Fort Cherry School District, along with having shopping and business areas, some light industrial and commercial areas, and several residential neighborhoods and developments. Portions of the newly opened Pennsylvania Turnpike route 576, also known as the “Southern Beltway”, U.S. Route 22, and PA Routes 18, 50, 519, and 980, are all within their combined borders. The municipalities use several area volunteer fire companies and regional ambulance services and are also mostly served by the Washington County District Courts and Common Pleas Court systems.

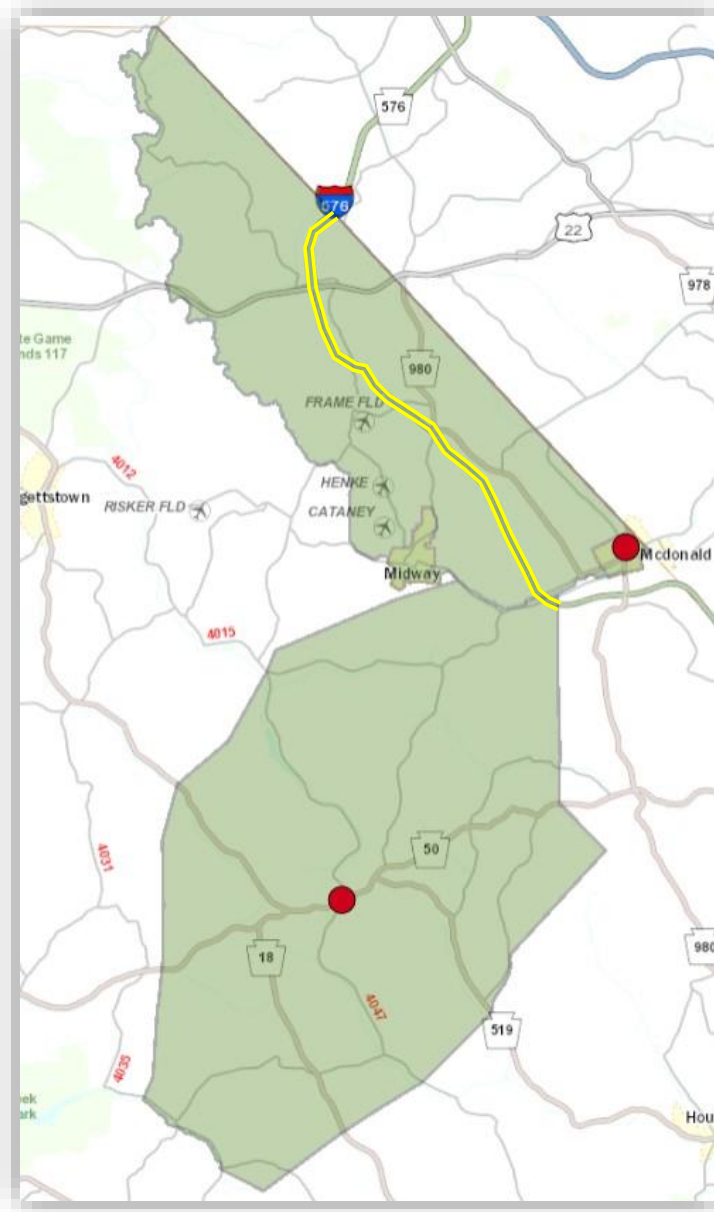
At the time of this study, the Mount Pleasant Police Department had just moved into a renovated police headquarters (a former fire station) in the approximate center of the township. The police section of this building is approximately 1,500 square feet in size and could easily provide the space needed to serve as the main headquarters for the proposed 13-officer regional police department. In addition, McDonald Borough currently operates in a 1,200 square foot headquarters in the borough, which should also be maintained as a regional police sub-station. The use of both of these facilities will greatly enhance the visibility, response times, and the overall efficiency and capabilities of the regional police department and will be discussed in more detail later in this report.

REGIONAL POLICE DEPARTMENT COVERAGE MAP

McDonald Borough
Midway Borough
Mount Pleasant Township
Robinson Township

58.3 Square Miles and 157.3 Miles of State & Local Roads

● Indicates the Current Mt Pleasant PD and McDonald PD Headquarters Locations



PENNSYLVANIA TURNPIKE (ROUTE 576) “SOUTHERN BELTWAY” INFORMATION AND STATISTICS

Construction was fully completed, and this significant new regional highway was fully opened to traffic in the spring of 2022. Of particular interest to the proposed new Regional Police Department, along with the various municipal Fire Department, EMS, and Emergency Management officials in this area would be:

7 Miles of the Pennsylvania Turnpike (Route 576) also known as the “Southern Beltway” with 3 Interchanges:

McDonald/Midway, Robinson Township, and Route 22
all within the proposed Regional PD coverage area:

- S3 Average Daily Traffic Count – 10,031 (May 2023)
- S7 Average Daily Traffic Count – 8,204 (May 2023)
- S14 Average Daily Traffic Count – 8,649 (May 2023)
- Current PA 576 “Southern Beltway” total Traffic Count is 26,884
- Future PA 576 Traffic Count is estimated **at 36,000 trips per day by 2025**
- Current PA Route 50 average Traffic Count in Mt. Pleasant Twp. is 4,983
- Current PA Route 18 average Traffic Count in Mt. Pleasant Twp. is 6,200

Open the below link for a two-minute “Southern Beltway” PTC video -

https://vimeo.com/624480838/3f7147c3d5?embedded=true&source=video_title&owner=548303

CHART 1

CURRENT POLICE STATISTICS OF THE MUNICIPALITIES

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

CATEGORY		Mt. Pleasant Township		McDonald Borough		Robinson Township		Midway Borough		TOTALS / AVERAGE	
Population		3,290		2,251		1,895		951		8,387	
Population Density (per sm)		92/sm		2,251/sm		89/sm		2,378/sm		144/sm	
% of Population	% of Total Budget	39%	41%	27%	49%	23%	7%	11%	3%	100%	100%
Police Budgets (2023)		\$646,514		\$735,152		\$108,584		\$47,272		\$1,537,522	
Per Capita Cost (2023)		\$197		\$326		\$57		\$50		\$183	
Median Household Income (2020)		\$69,000		\$49,976		\$65,179		\$57,857		\$60,503	
Weekly Coverage Hours (2022)		168 + 893 Calls		168 + 1,135 Calls		28 + 995 Calls		12 + 538 Calls		3,561 (4 MUN)	
Square Miles		35.7		1.0		21.2		.4		58.3	
% of Square Miles		61%		2%		36%		1%		100%	
Road Miles		86.9		10.8		53.5		6.1		157.3	
% of Road Miles		55%		7%		34%		4%		100%	
Part 1 Crimes (2022 UCR)		6		36		With McDonald PD		With McDonald PD		42	
Part 2 Crimes (2022 UCR)		63		76		“		“		139	
Total Crimes (2022 UCR)		69		112		“		“		181	
Total Reported Incidents (2022)		893		4,377 (6 MUN)		“		“		5,270	
IACP Estimated Incidents (2022)		1,810		3,720 (6 MUN)		“		“		5,530	
Current Full-Time Officers		7		4		0		0		11	15
PT / FT Equivalent by Hours (FTE)		1 PT (0 FTE)		5 PT (4 FTE)		0		0		4 FTE	
FT Police Clerical Staff		0		1		0		0		1	
Police Vehicles		5		5		0		0		10	

POLICE DEPARTMENT BUDGET INFORMATION

As provided by all four municipalities, their complete police department budget information for **the year 2023** is listed below. The combined total (100%) for the year is \$1,537,522.

• McDonald Borough 2023 Police Budget (49%)	\$735,152
• Mount Pleasant Township 2023 Police Budget (41%)	\$646,514
• Robinson Township 2023 Police Budget (7% per Contract)	\$108,584
• Midway Borough 2023 Police Budget (3% per Contract)	\$47,272

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 2022, the last year that was fully compiled, the four 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 Mount Pleasant Township, the Part 1 crimes were 6 and the Part 2 crimes were 63. For McDonald Borough (including all reporting for Midway Borough and Robinson Township), the Part 1 crimes were 36 and the Part 2 crimes were 76. The statistics for both set of crimes were obtained directly from each current 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 8,387, the number of calls for service is projected to be 4,613 annually (8,387 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 13 full-time officers and one clerical staff person 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 or Captain, two Sergeants, and nine uniformed Patrol Officers.

One of the nine Patrol Officers will be assigned (approximately 2 days/week) as the department’s “Traffic Officer”. As such, he/she would be assigned to traffic enforcement details and other traffic related duties at peak traffic times. This same officer would also be assigned to and be responsible for conducting all serious and/or fatal traffic accident investigations as part of his/her regular overlapping patrol and traffic duties.

One of the other Patrol Officers would then also be assigned (approximately 3 days/week) as the department’s Detective or Investigative Officer. As such, this officer would then be assigned to conduct all follow-up investigations, suspect and witness interviews, review all evidence, and communicate with the County Detectives and other agencies on any open investigations. He/she would generally be the person designated to provide updated information and supplemental reports on all reported crimes or other criminal related incidents to all the officers in the department.

To assist with all reporting, data entry and other administrative services, one full-time Administrative Assistant/Police Secretary is also being recommended. As the Administrative Assistant, this person would primarily be assigned to assist the Chief and the Deputy Chief/Captain and would support them with all administrative and financial matters that may be conducted within the department.

When acting as the Police Department Secretary, this person would serve in a clerical support role for the entire department. Additionally, this person would serve as the staff person/recording secretary for the Regional Police Commission for their regular monthly meetings, work sessions, or when otherwise required.

The specific policies on what cases the Traffic Officer and the Detective 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 Detective should receive training in criminal investigations, juvenile laws, drug laws, and family related investigations. Similarly, the Traffic Officer, and possibly even one or both of 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 the Traffic Officer, the Sergeants, and all other 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 Pennsylvania State Police, or with the aid of the Washington County or Allegheny County District Attorney's Offices, along with the assistance of their respective County Detective Bureaus.

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 four 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.

CHART 2

GENERAL BREAKDOWN OF AN OFFICER'S UNAVAILABLE HOURS

Category	Annual Unavailable 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
TOTAL	1,218

(2,920 Hours minus 1,218 Unavailable 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 13 full-time officers along with one full-time secretary.

CHART 3

PROPOSED POLICE STAFFING LEVELS
for the
Washington County
Regional Police Department
 (Based on IACP Formula of 550 Incidents per 1,000 residents)

Category	Totals
Population (2023 Population via U.S. Census)	8,387
Number of Estimated Incidents @ 550 per 1,000 residents	4,613
Time Spent on Incidents; 45 Minutes Average (Multiply above by .75)	3,460
Buffer Time for Patrol (Multiply above by 3)	10,380
Staffing Hours (Divide above by 2920)	3.6
Availability Hours (Multiply above by 1.72)	6.2
PATROL OFFICERS REQUIRED	7
Patrol Officer / Traffic Officer	1
Patrol Officer / Detective	1
Patrol Sergeants (IACP recommends 1 Sergeant for 4 – 7 Officers; 2 are Proposed)	2
Deputy Chief / Captain	1
Chief of Police	1
Police Secretary / Administrative Assistant	1
TOTAL OFFICERS (13) + CLERICAL STAFF (1)	13 + 1

REGIONAL POLICE COMMISSION INFORMATION AND POLICE DEPARTMENT ADMINISTRATION

As previously stated, it is recommended that the regional police department be developed to consist of 13 full-time officers and one clerical person. It is also recommended that if the regional department is formed, that it be governed by a five to seven member "Regional Police Commission." Those Commissioners should be comprised of at least two elected officials from each primary member municipality, depending on the final design and the cost distribution method determined. The term lengths of the board, along with the final number of members, should be specified under the "Articles of Agreement" between the four 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 location and somewhat larger size with 1,500 square feet, the new police facility at Mount Pleasant Township should serve as the main 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 14 personnel x 250 sf, or a total of 3,500 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. However, with only 1,500 square feet of space, this facility would provide only about 45% of the total 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 slightly smaller sub-station consisting of about 1,200 square feet of space, and with 24-hour access for all police officers, is also recommended and to be maintained at the current McDonald Borough Police Department facility. This building would add 35% to the required square footage and, together with the Mount Pleasant HQ, would give the department 80% of the IACP's recommended space. 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 4
RECOMMENDED POLICE VEHICLES
TOTAL = 8

IACP Recommended Ratio = 1.5 to 2.0 Officers per Vehicle

Current Combined Ratio (15/10 Vehicles) = 1.5 Officers per Vehicle

Proposed Combined Ratio (13/8 Vehicles) = 1.63 Officers per Vehicle

Marked Vehicles		Unmarked Vehicles	
Patrol Cars/SUV's	5	Administration (Chief & Deputy Chief)	2
		Traffic/Detective	1
Total	5	Total	3

NOTE – 4 of the 8 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. Four others of the 8 are listed as being in "Fair" condition. No funds were budgeted for new vehicle replacement in 2024, however several state grant sources are available to both new and existing regional departments for the purchase of new vehicles.

CHART 5
PENNSYLVANIA REGIONAL POLICE DEPARTMENTS
(5 Current and 1 Proposed Regional Police Departments with 8,000 – 11,000 Population)

5 Current and 1 Proposed Regional PD's (8,000 – 11,000 Pop) Western PA County	Population	FTE Officers (Including Part-Time)	Square Miles	Towns	Police Budget (Gross)	Officers per 1,000 Persons	Cost per Officer (Gross)	Cost per Capita (Gross)
Pennridge (Bucks)	10,977	12	30	2	\$2,570,223	1.10	\$214,185	\$234
West Hills (Cambria)	10,358	15	20	4	\$1,450,610	1.45	\$96,707	\$140
Beaver Valley (Beaver)	10,279	15	8.1	4	\$1,453,200	1.45	\$96,880	\$141
Eastern Berks (Berks)	10,000	14.5	10	3	\$2,799,279	1.45	\$193,054	\$280
Ligonier Valley (Westmoreland)	8,459	11.5	92.6	2	\$1,200,000	1.36	\$104,348	\$142
Washington Reg (Washington)	8,387	13	58.3	4	\$1,500,000	1.55	\$115,384	\$180
Average	9,743	13.5	36.5	3	\$1,828,885	1.40	\$136,780	\$186

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 13 sworn officers, including the Chief of Police, and one full-time civilian clerical employee.

The proposed budget calls for a net budget of \$1,500,000 beginning in 2024, or in the first full year of expected operation, for which the municipalities would receive a total of 23,900 on-duty hours, including 1,150 hours of overtime, from the 13 sworn officers. This would equate to approximately 65.5 officer-hours each day. That amount would provide a **minimum of three officer coverage from approximately 7:00 AM to 11:00 PM Monday through Saturday, with even more officers available for special events or any emergency situations that would arise.** The amount budgeted equates to an hourly cost of \$62.76 to provide 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 \$115,385.** 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 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.

Existing or new regional police departments have the opportunity to reduce their budget cost thru 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), Municipal Assistance Program (MAP), or a state-wide Local Share Assessment (LSA) grant program both from the Commonwealth of Pennsylvania administered by DCED. If received, any such grants would help to offset some of the proposed gross costs and would reduce the budget amount and the cost sharing 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) – 80%

This category contains the salaries and related contractual benefits for all 13 sworn and one civilian person. **The estimated total costs for this category are \$1,205,000, or 80% of the proposed budget.** With the national average for police personnel costs being 90% of a budget, these costs are 10% 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 policies for the regional police commission. Also, many regional police departments choose to self-insure for unemployment benefits and make a yearly contribution to a reserve account. Monies are included for these, depending on which method is selected.

Supplies – 4.5%

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 \$65,000, or 4.5% of the proposed budget.**

Support Services – 6%

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 \$90,000, or 6% of the proposed budget.**

Vehicle Expenses – 5.5%

This category includes the purchase, outfitting, fueling, maintenance, and insurance for the department's police vehicle fleet. The budget provides for using eight of the ten current vehicles from both departments, with no additional funds to purchase any new vehicles in 2024. In reviewing the police vehicles from each department, four of the current vehicles are listed as "good" condition, and the four others were listed as "fair" condition. No vehicles would need to be reduced or removed.

After this, and by implementing a systematic replacement program of approximately two 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 13 officers, the number of vehicles is recommended to be maintained at eight. This would put the ratio at 1.63 officers per vehicle. **The estimated total costs for this category, including all required changeovers, maintenance, and fuel, are \$80,000 or 5.5% of the proposed budget.**

Headquarters Expenses – 4%

This category includes all costs associated with the rental from Mount Pleasant Township of approximately 1,500 square feet of space for use as the regional headquarters. It also includes costs for an additional 1,200 square feet to be rented from McDonald Borough 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 Mount Pleasant Township with the regional sub-station at McDonald Borough. (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, rent, and organize these buildings, along with providing for the other related expenses, are projected to be \$60,000 or 4% of the proposed budget.**

**PROPOSED REGIONAL POLICE DEPARTMENT
HEADQUARTERS AT THE NEW
MOUNT PLEASANT TOWNSHIP POLICE DEPARTMENT**
Total Regional Police Headquarters = 1,500 Square Feet



**PROPOSED REGIONAL SUB-STATION AT THE
McDONALD BOROUGH POLICE DEPARTMENT**
Total Sub-Station = 1,200 Square Feet



CHART 6

PROPOSED REGIONAL POLICE DEPARTMENT BUDGET PERSONNEL COSTS FOR 13 OFFICERS & 1 CLERICAL STAFF

Salary of Police Chief	\$85,000
Salary of Deputy Chief/Captain	\$80,000
Salary of Sergeants (2 @ \$65,000 Each)	\$130,000
Salary of Officers (9 @ \$55,000 Average; Current Top Salary: \$53,934)	\$495,000
Salary of Staff (1 Administrative Assistant)	\$35,000
Overtime (1,150 Hours of Overtime)	\$45,000
Longevity (Included in Above Salaries)	\$0
SALARIES	\$870,000
BENEFITS (Includes all below for 13 officers at \$25,800 average)	\$335,000
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
PERSONNEL COST TOTAL (80% of the Proposed Budget)	\$1,205,000

CHART 7

PROPOSED REGIONAL POLICE DEPARTMENT BUDGET NON-PERSONNEL COSTS FOR 13 OFFICERS & 1 CLERICAL STAFF

Uniforms & Related Equipment (13 FT Officers @ \$1,000 each)	\$13,000
Office Supplies & Minor Equipment	5,500
Computers & Related Equipment (Software Licenses, New Combined RMS & Data Transfer)	30,000
Police Equipment (New Purchases, Maintenance and Repairs)	10,000
Miscellaneous Equipment (First Aid Supplies, Ammo, Other Supplies, etc.)	5,500
Traffic Enforcement Equipment & Maintenance	1,000
EQUIPMENT & SUPPLIES SUB-SOTAL (4.5%)	\$65,000
Education & Training (13 FT Officers)	4,000
Dues, Memberships & Legal Publications	500
Legal Services (Regional Police Commission Solicitor & First Year Legal Expenses)	55,000
Accounting, Financial, & Software Services (Payroll, Accounts Payable, Pension Admin, etc.)	30,000
Crime Prevention & Public Relations Programs	500
SUPPORT SERVICES SUB-TOTAL (6%)	\$90,000
Vehicle Maintenance & Repairs (8 Vehicles @ \$2,500 average)	20,000
Vehicle Gas & Oil (8 Vehicles @ \$4,000 average)	32,000
Updated Vehicle Painting, Decaling & New Equipment (8 Vehicles @ \$2,500 average)	20,000
Vehicle & Equipment Insurance	8,000
VEHICLES SUB-TOTAL (5.5%)	\$80,000
HQ rent to Mt Pleasant (1,500 SF = \$7,500) & SS rent to McDonald (1,200 SF = \$6,000)	13,500
Annual Utilities, Furniture, Minor Building Expenses, New Regional Police Signs for HQ, etc.	20,000
Telephones, Cameras & Related Communications Expenses (Includes Internet, Wi-Fi, etc.)	15,000
Property Insurance and Miscellaneous Expenses	11,500
HEADQUARTERS SUB-TOTAL (4%)	\$60,000
NON-PERSONNEL COST TOTAL (20% of the Proposed Budget)	\$295,000

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. Two of the municipalities in this study (McDonald and Midway) are smaller, but much more densely populated, boroughs. The two others (Mount Pleasant and Robinson) are larger, but much less densely populated townships. However, these four municipalities are also similar in many other ways. Those ways would include basic demographics, crime rates, types of reported crimes, geography, school district costs and issues, 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 four municipalities, would be for each of them to join the proposed new regional police department as a full participating member, including each having voting representation on the Regional Police Commission. Based on that full participation, each one would then share the costs on a “Per Capita” basis depending on the number of residents in their respective municipalities. Both from an operational and also a financial basis, this method appears to be an easily understood, **but very fair method of cost distribution.**

Specifically, Mount Pleasant Township’s per capita would be reduced from \$197 to \$180. McDonald Borough’s per capita would also be reduced from \$326 to \$180. However, for several reasons involving the future growth that is expected in Robinson Township (the turnpike, traffic volume increases in the township, new business campuses, future housing developments, and the direct bordering on both Findlay and North Fayette Townships with their combined population of 22,539), **Robinson’s per capita would increase from \$57 to \$180.** Midway Borough, with only .4 square miles of land area and 6.1 miles of roads in the borough, would be charged a lesser per capita rate, **resulting in an increase to them of from \$50 to \$90.** Refer to Charts 8 and 9 on the next pages for the current and proposed costs for each municipality under this cost distribution method.

If any significant discrepancies in cost distributions would develop in the future, some other formulas, such as the ones later described on pages 33 – 35, could be implemented to address them at that time. **Nevertheless, it is felt that this proposed Per Capita 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 3rd or 4th quarter of each year to see if these costs would need to be adjusted, up or down, for any of the municipalities in any upcoming budget.

CHART 8

**2022 CALLS FOR SERVICE AND COST DISTRIBUTION BY
MUNICIPALITY**

for

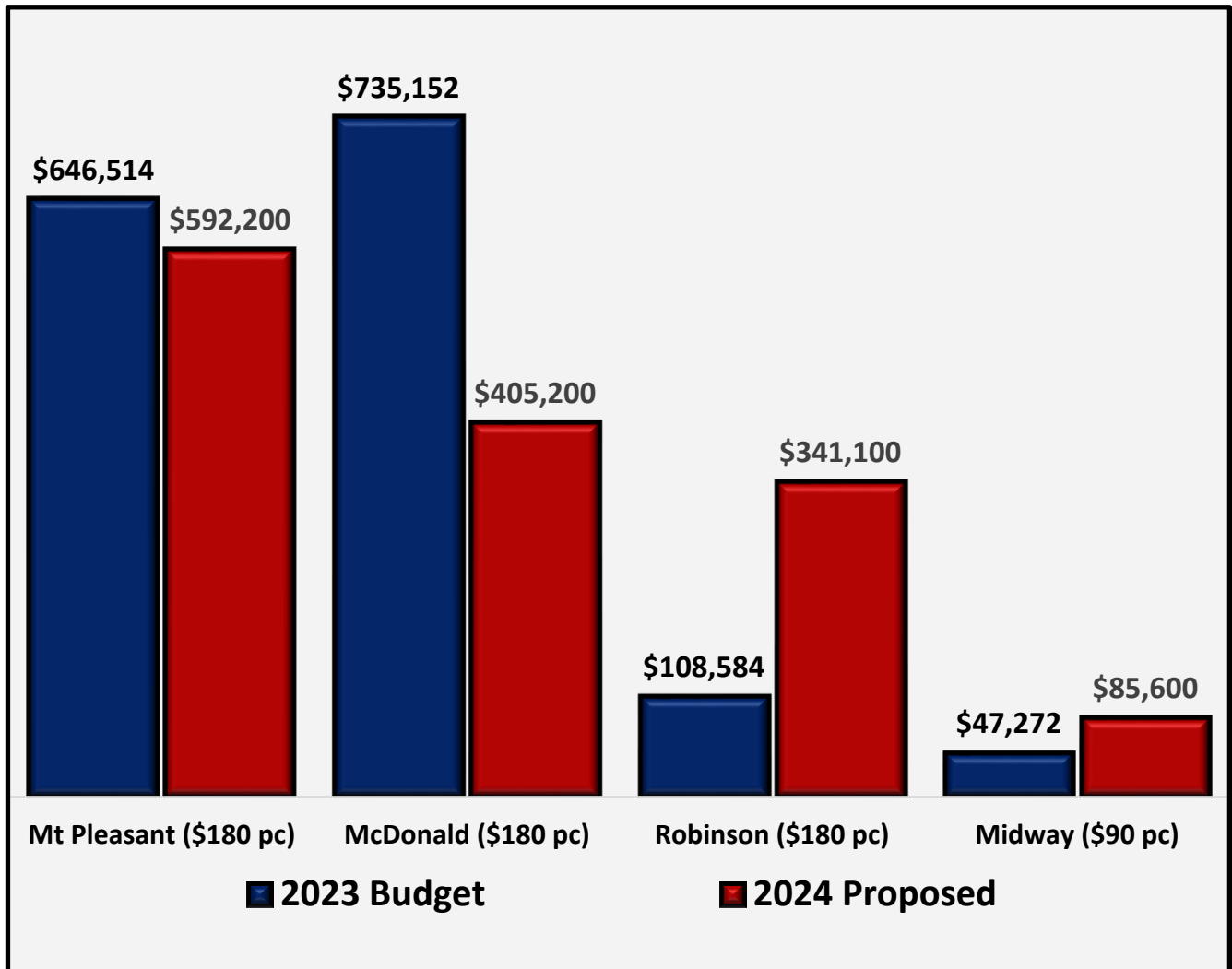
McDonald Borough, Robinson Township, and Midway Borough

Municipality & Population	2,668 Total Calls for these 3 Municipalities in 2022	% of Population for these 3 Municipalities in 2022	% of Total Calls for these 3 Municipalities in 2022	% of the Total Cost of \$891,008 for these 3 Municipalities in 2022
McDonald 2,251	1,135	44%	43%	82.5%
Robinson 1,895	995	37%	37%	12.0%
Midway 951	538	19%	20%	5.5%
Total 5,097	2,668	100%	100%	100%

CHART 9

PROPOSED PER CAPITA COST DISTRIBUTION BY MUNICIPALITY

TOTAL BUDGET for 13 OFFICERS & 1 STAFF = \$1,500,000

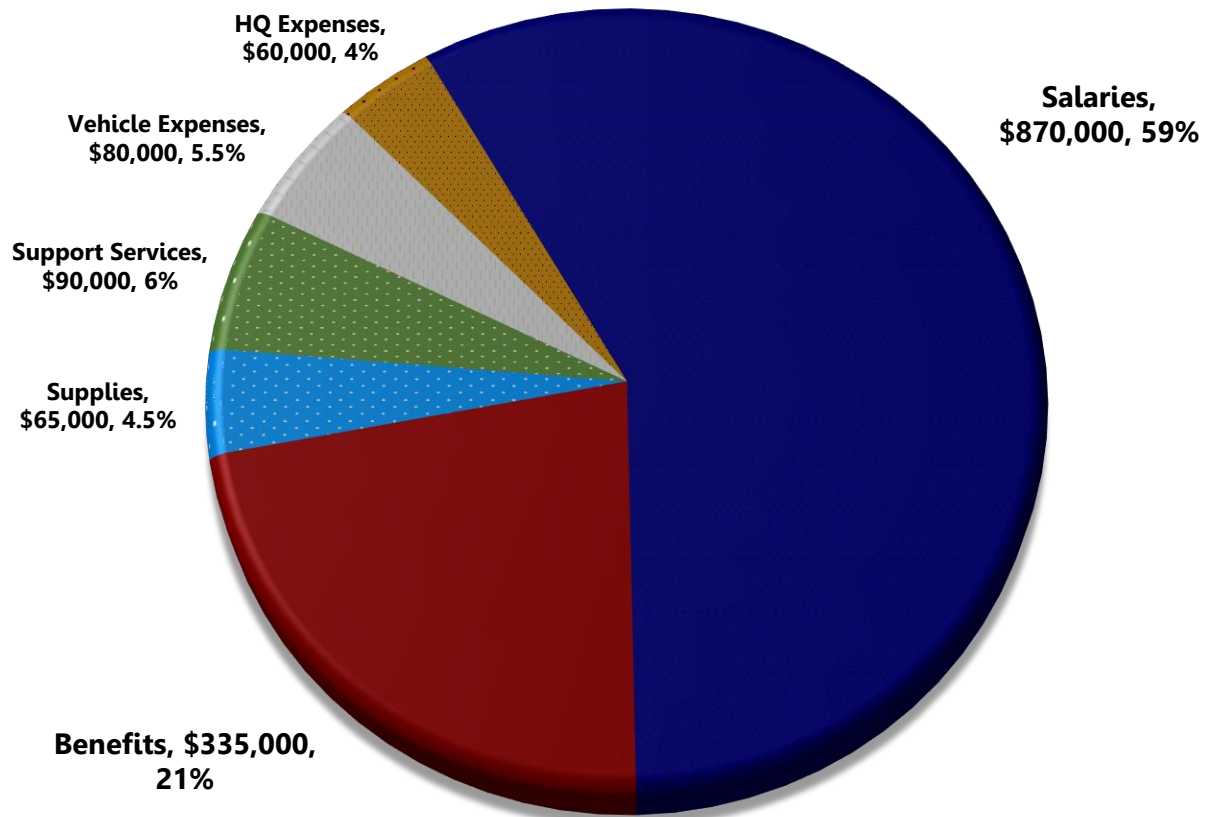


NOTE – The total of the above Per Capita costs comes to \$1,424,100. With the addition of a previously approved and already received private foundation grant toward the salary of one officer for \$75,000, the total regional revenue would come to \$1,499,100 - or only \$900 below the proposed amount needed for the full budget for the 13 full-time officers and one secretary.

CHART 10

BUDGET BREAKDOWN BY CATEGORY

TOTAL BUDGET for 13 OFFICERS & 1 STAFF = \$1,500,000



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 11

ADDITIONAL COST DISTRIBUTION METHODS

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

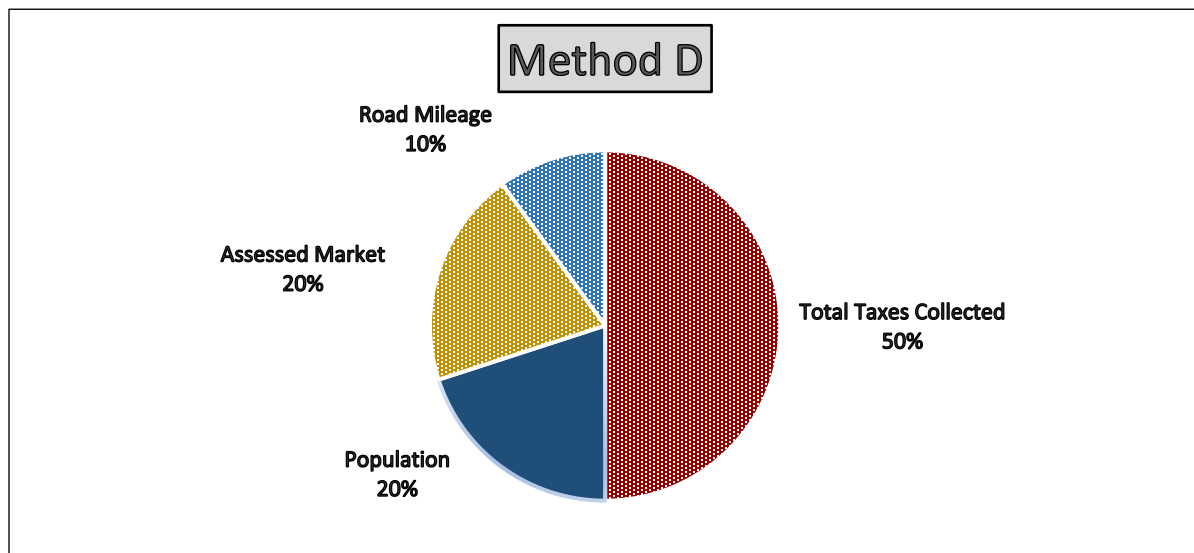
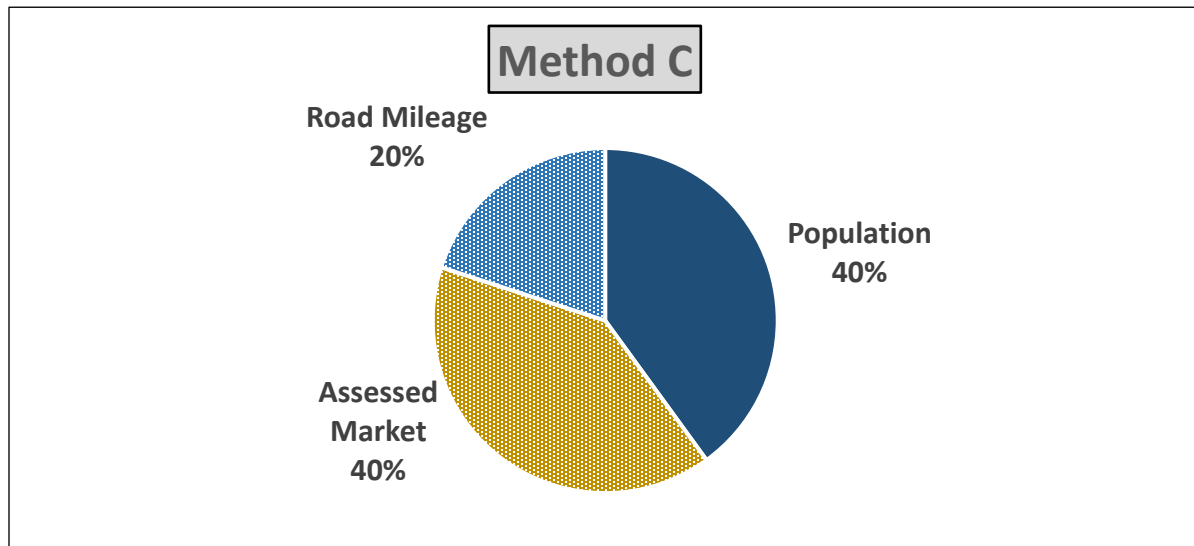
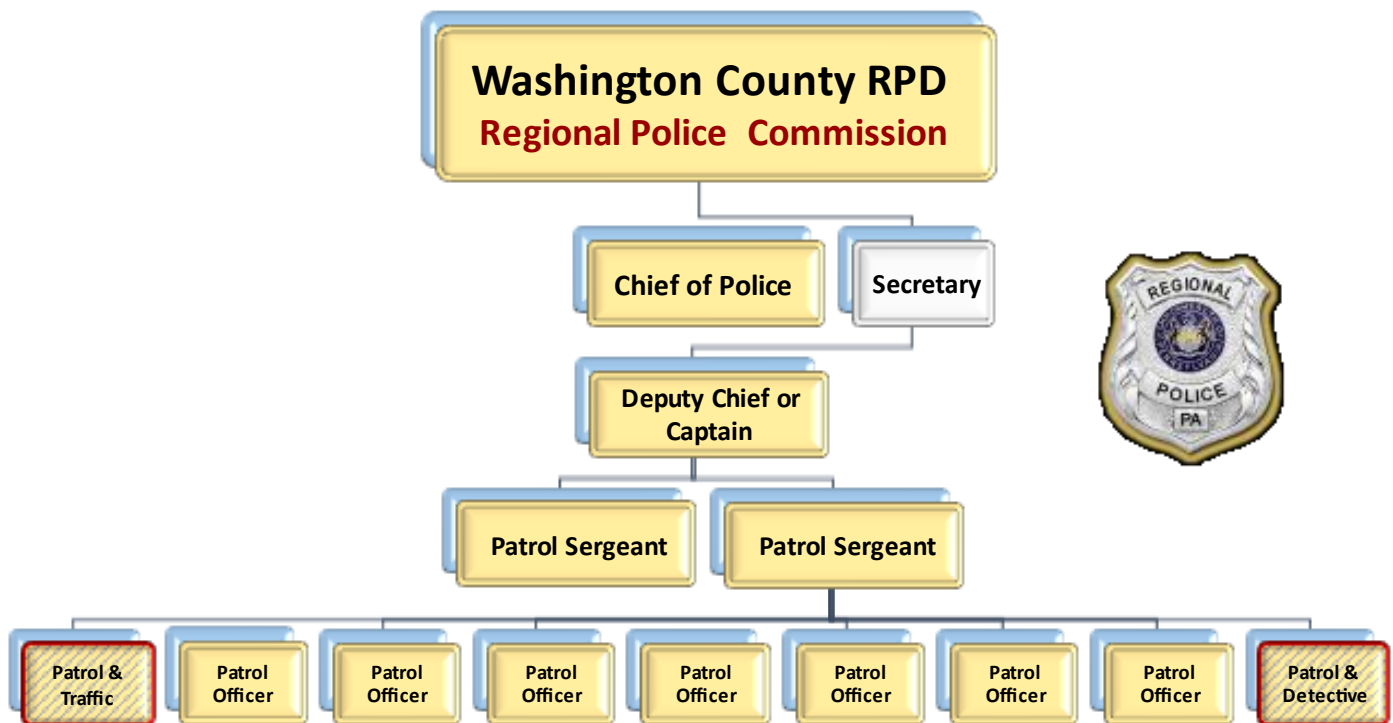


CHART 12

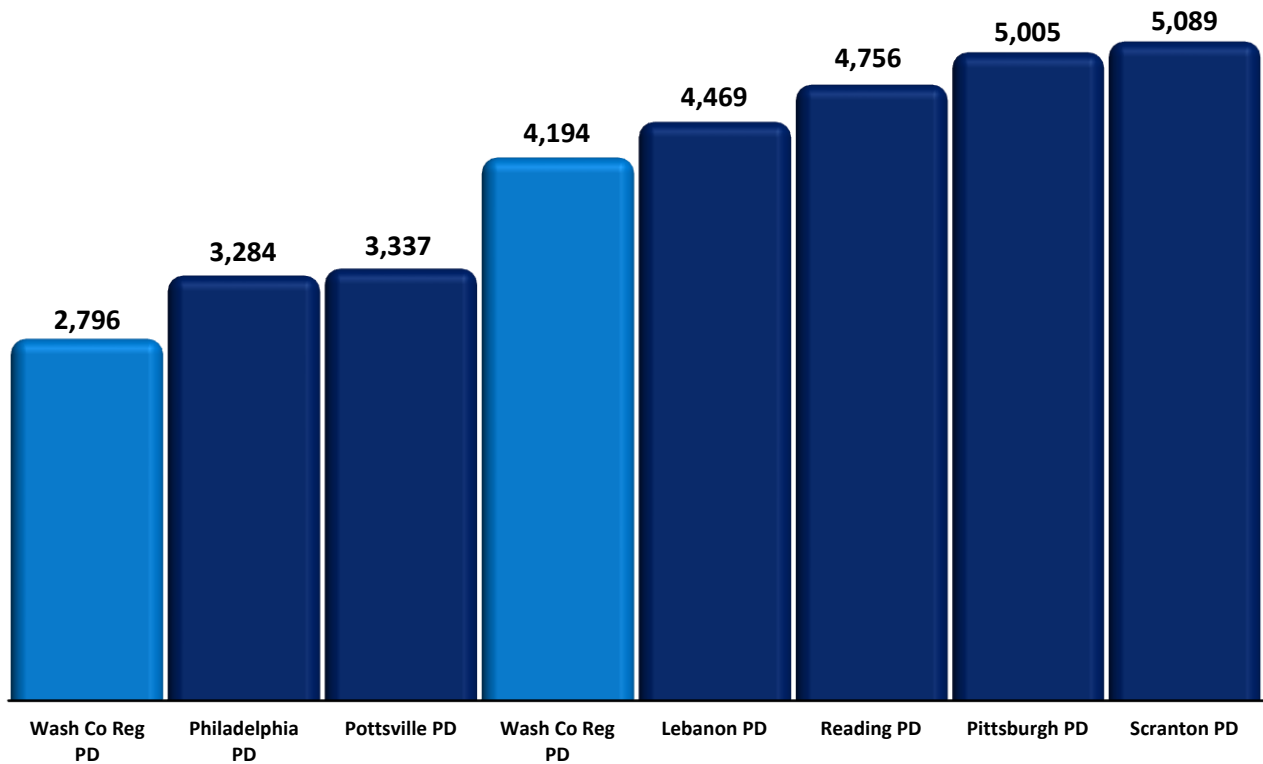
WASHINGTON COUNTY REGIONAL POLICE DEPARTMENT PROPOSED ORGANIZATIONAL CHART



13 OFFICERS & 1 SECRETARY

CHART 13

OFFICERS / PATROL CARS PER PERSON COMPARISONS



NOTE # 1 – The Washington County Regional PD “Officers per Person” for patrol coverage is shown in the Light Blue color above. There would be 1 Officer/Car for every 4,194 persons when 2 patrol cars are on duty (about 40% of all shifts). There would then be 1 Officer/Car for every 2,796 persons when 3 patrol cars are on duty (about 60% of all shifts).

NOTE # 2 – When 3 patrol cars are on duty, the regional police department would be providing better per person coverage than all of the larger municipalities shown in the above chart, including the City of Pittsburgh and the City of Philadelphia (currently the 4th largest police department in the country).

CHART 14

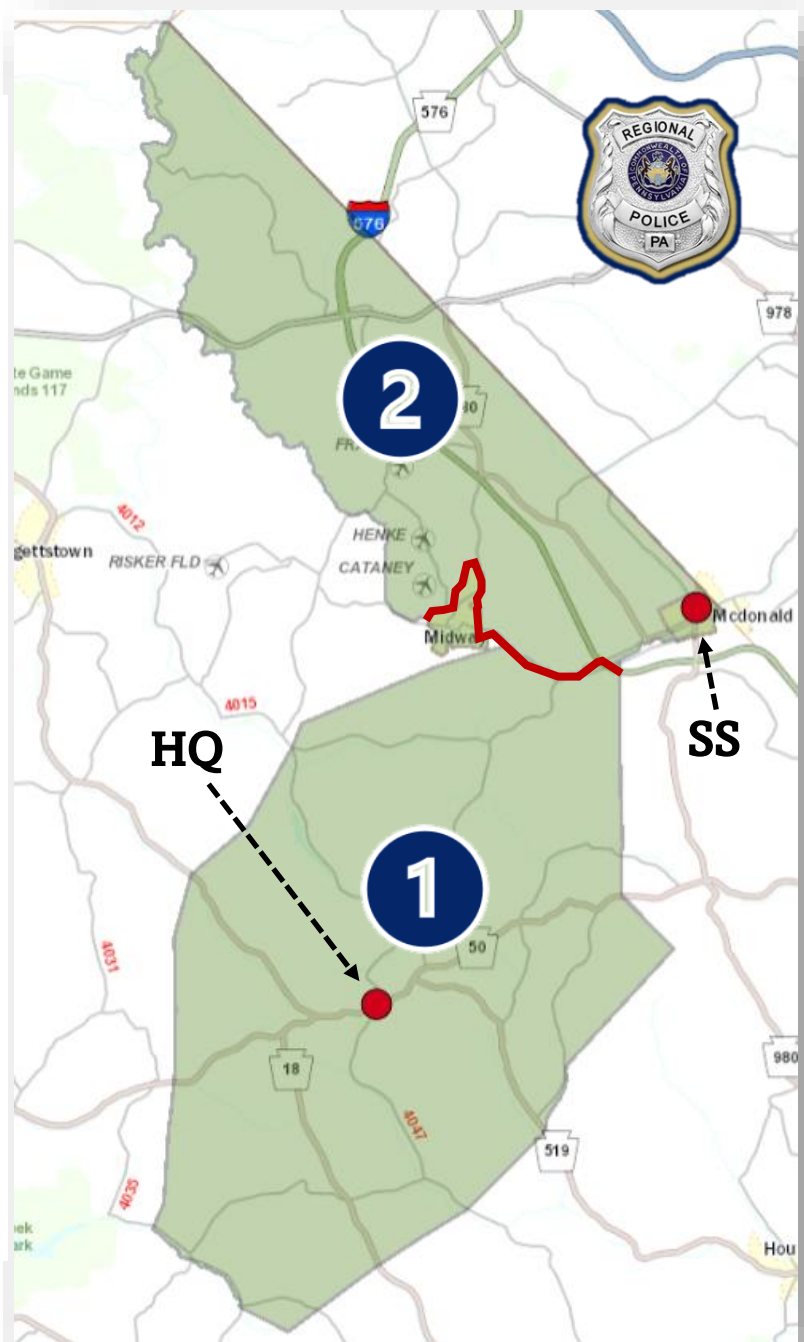
PROPOSED PATROL ZONES

2 PATROL ZONES 24/7
plus ...

1 “Roving” Car from
7:00 AM – 11:00 PM

Zone 1 (4,241 Population)
Mt Pleasant Township &
Midway Borough

Zone 2 (4,146 Population)
Robinson Township &
McDonald Borough



CONCLUSION AND RECOMMENDATIONS

Our analysis of the data and information obtained throughout this study **strongly** supports our recommendation that four municipalities, McDonald Borough, Midway Borough, Mount Pleasant Township, and Robinson Township should combine their operational and financial resources and create a new regional police department as described in this study. The consolidation of the police services for these four, 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 four 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 or items of equipment that may currently exist between the two current police departments.

The following facts regarding the general consolidation of police departments reinforces our recommendation for the consolidation of these four 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 13 million persons. 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 these 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 important 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 vital undertaking.

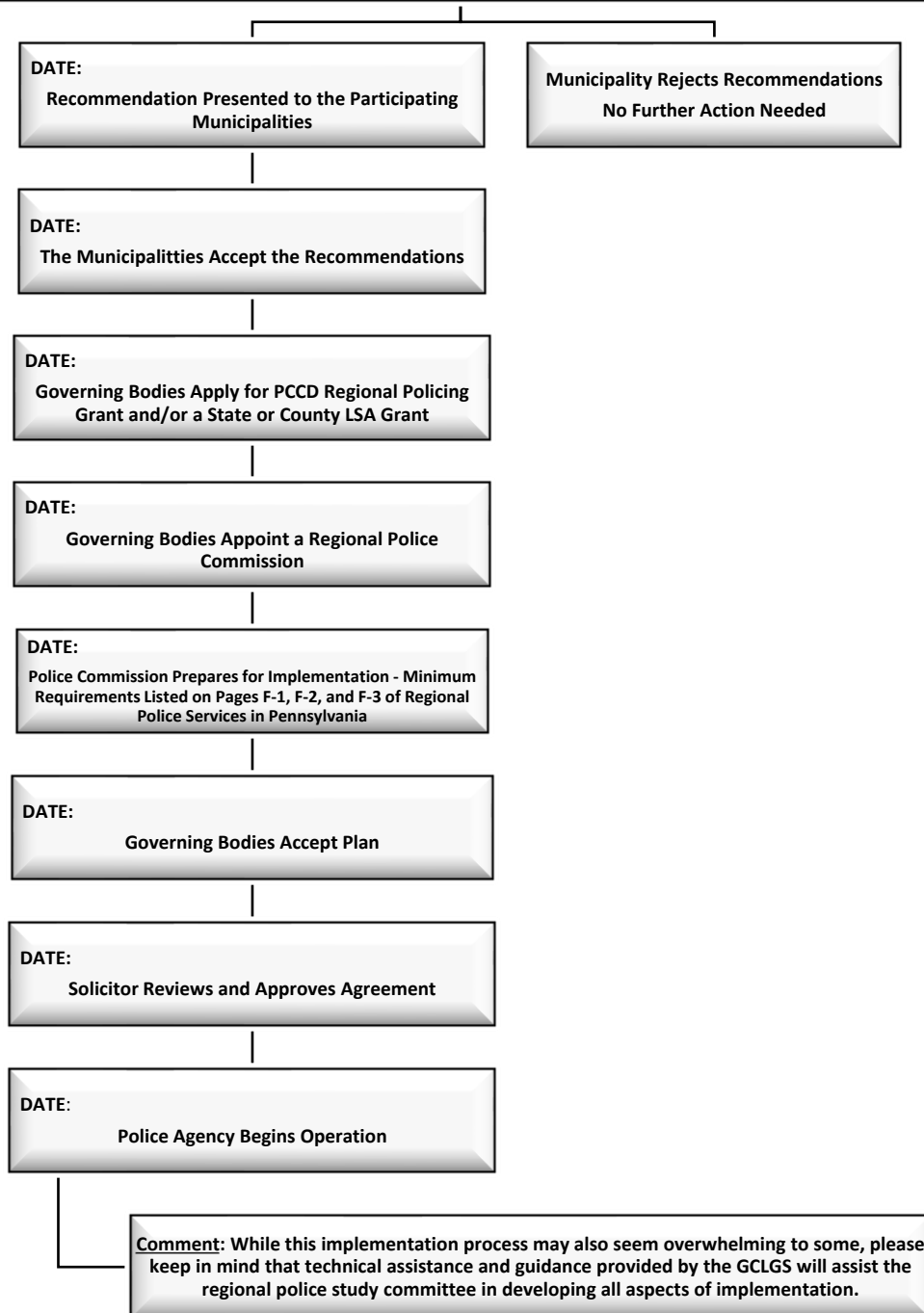
RECOMMENDATIONS FOR FUTURE POLICE SERVICES

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 four municipalities, as per the general recommendations of this study *including ...***
 - **13 full-time officers and 1 police secretary *with ...***
 - **Suitable 2,700 square foot (combined) regional police facilities in both Mount Pleasant Township (HQ) and McDonald Borough (Sub-Station).**
 - **Operate with eight (8) retained Police Vehicles (5 Marked and 3 Unmarked recommended).**
- **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, and/or contracting services from another police department as is now being done by Midway Borough and Robinson Township.**

CHART 15

REGIONAL POLICE IMPLEMENTATION FLOW CHART



APPENDIX A

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>.

APPENDIX B

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 160 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.



APPENDIX C

Article published in the Pittsburgh Post-Gazette - May 22, 2017

“Robinson Township in Washington County expects growth when the Southern Beltway is completed”

Residents of Robinson Township in Washington County waited more than three decades for the construction of the Southern Beltway to begin.

And they may have to wait a bit longer to see if the new thoroughfare will spark the growth so many hope it will, said township manager Monica Miller.

“If it does, we’re ready,” she said. “If it doesn’t, we’re good, too.”

When it’s finished, the 13-mile, \$700 million toll road project will provide easy access to Pittsburgh International Airport, the Southpointe complex in Washington County, and Shell Chemical’s multibillion dollar petrochemical plant under construction in Beaver County.

Construction on the stretch of road through Robinson — which cuts four miles from Route 22 to Quicksilver Road — began in January. When it’s completed, the project will include one interchange, three bridges and one overpass, according to the Pennsylvania Turnpike Commission. Crews will excavate about 5 million cubic yards by the time the project is complete.

As of mid-February, Ms. Miller hadn’t seen a surge in interest from new businesses or builders looking to put down roots in the municipality. But that doesn’t mean they won’t within the next year.

The tiny township’s board of supervisors is counting on it.

“The potential for development with an interchange close to you is much better than when you have back roads you have to travel,” board chairman Roger Kendall said.

A dozen homes were knocked down to make way for the toll road, Mr. Kendall said. A single road is closed right now, although more will be closed as the process moves forward. Some residents weren’t pleased with the disruption the months of construction will bring, but he believes the majority of them welcomed the project.

“Other than the inconvenience of them doing the work, when it’s all finished and done, absolutely it’s a good thing,” Mr. Kendall said. “In the long run, it’s very good. In the short term, yeah, it’s like having your house remodeled while you’re living in it.”

Mary Donaldson, another supervisor, agreed that the construction is only a brief nuisance.

“It’s all just a temporary inconvenience for positive growth towards the future,” she said.

Ms. Donaldson isn’t sure what businesses will be attracted to the area thanks to the new connections, but she’s confident they will come. She expects more residential growth in the area, as well, since the beltway will create a faster commute for roughly 2,200 people who live in Robinson.

The Moon-based Imperial Land Corp., which owns about 1,200 acres of land that will be bisected by the new road, has installed water and electric infrastructure with hopes of developing the property for light industrial space and possibly some office space, development director Brian Temple said.

“The plan is once it’s completed to develop the area, pretty similar to what we have done in Findlay Township off the first leg of the Southern Beltway,” he said, referring to the 400-acre development of office park and warehouse space on Imperial Land parcels.

The first leg of the Beltway, known as the Findlay Connector, was completed in 2006 and links I-376 near the airport to Route 22 in northern Washington County.

Connections between the airport, the cracker plant, and Southpointe in Washington County are very appealing, Mr. Temple said.

“The term ‘energy corridor’ gets thrown around a lot,” he said.

Discussions about the project and what it could mean for Robinson Township have been happening for about 30 years, Mr. Kendall said.

Now that it’s finally happening, he said, “the majority of people are glad to see it coming.”

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