



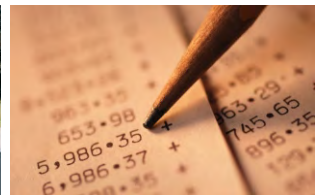
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GOVERNOR'S CENTER FOR
LOCAL GOVERNMENT SERVICES

Administering Police Services in Small Communities

A Manual for Local Government Officials

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Administering Police Services in Small Communities

A Manual for Local Government Officials

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I. Introduction

The basic mission of the Governor's Center for Local Government Services is to be a principal advocate for local government issues and provide important and vital services to local governments in Pennsylvania as a "one stop shop" for local government officials. As part of that mission, the Center provides municipalities with technical assistance in the matter of police management and regionalization. Its strength is a result of its close and lasting relationships that have been developed between individual officials of local and state government while "in the trenches" resolving problems.

This publication relates to an area of daily concern to the elected official responsible for providing municipal police services. The problems arising from attempting to provide a quality police service, even in the smallest community, are sometimes overwhelming for the average elected official unskilled in police administration. How many police officers are necessary? When should they be assigned to duty? How do we get the department to do what we want? Where can we cut costs? These are all very common questions being dealt with daily by elected officials in over **1,100** Pennsylvania communities maintaining a law enforcement agency. Since the average municipality with a police force spends about one-third of its total budget on maintaining it, managing police services must be viewed as a major activity of the governing body.

In addition to being costly, providing police services is a critical function of local government and extremely important to the citizens of the community. Attempts to cut back on personnel or change policing policy on the part of elected officials often results in a very emotional outcry from taxpayers and residents. The elected official suddenly becomes the culprit or the hero depending upon the individual point of view. Nonetheless, citizens of a community have a basic right to expect that it will be safe to walk on the streets of their community, that they will be secure in their homes and property, and when they have a problem requiring police response, that the problem will be resolved quickly and efficiently by a qualified police officer. The role of elected officials is to satisfy that expectation by utilizing the resources and public funds at their disposal in the most cost effective manner possible.

This publication is not intended to be a solution to all police management problems for the local official. It should serve to provide some insight into many of the more common police issues faced by elected officials. You should realize that you are not alone in your struggles to provide an effective police service for our citizens.

Authority to Create a Municipal Police Department

All municipalities in the Commonwealth of Pennsylvania, regardless of their classification or size, have the authority to create a municipal police department. No approval is needed from any other unit of government at the county, state or federal level. Inherent in the act of creating a municipal police department is the obligation to assure that the person or persons entrusted with the municipality's police power are well qualified, properly trained and supported by the municipality. A police officer possesses an awesome power held by few other public officials, that of the ability to deprive persons of their liberty and freedom of movement. An officer exercising that authority, right or wrong, is acting on behalf of the municipality. **The elected officials are ultimately responsible for all operations of their police department.** Therefore, the elected official must feel confident that the person(s) exercising its police power will do so in a proper and effective manner. State law requires that newly appointed police officers undergo a basic training course and complete annual in-service training requirements. The specific authority to establish a police department is outlined and briefly discussed below by municipality classification.

Third class cities. Section 2403 (21) of the Third Class City Code, *53 P.S. 37403*, provides that a third class city may by ordinance “establish and maintain a police force, and define the duties of the same.” Section 2001 of the Code, *53 P.S. 37001*, further provides that “the council shall fix, by ordinance, the number, grades and compensation of the members of the city police force, who shall be appointed in accordance with the civil service provisions of this act.”

Under the commission form of government in third class cities, the mayor has supervisory authority over the police force. The mayor has the authority to designate the police chief and other ranking officers, may appoint extra police officers for a maximum period of 30 days to preserve order and promote public safety. The mayor may suspend police officers for misconduct or violation of regulations or laws of the Commonwealth. Under an optional charter or home rule, supervisory control of the police agency depends on the guidelines of the charter adopted by the municipality.

Boroughs. Section 1121 of the Borough Code, *53 P.S. 46121*, provides that “the borough may by ordinance establish a police department consisting of chief, captain, lieutenant, sergeants, or any other classification desired by the council, and council may, subject to the civil service provisions of this act, if they be in effect at the time, designate the individuals assigned to each office, but the mayor shall continue to direct the manner in which the persons assigned to office shall perform their duties.”

The Borough Code further provides that the borough council has the power and authority to appoint, remove, suspend and demote police officers and fix and determine the total weekly hours of employment. Borough council may also assign the chief of police or any member of the police force to undergo a course of training at any training school for policemen established by the state or federal government.

The mayor in boroughs (except in some home rule municipalities) acts as the chief executive officer of the police department. The Borough Code provides that the mayor shall have full charge and control of the chief of police and the police department and shall direct the time during which, the place where and the manner in which the chief of police and department force shall perform their duties. The mayor may delegate supervisory responsibility to the chief of police or other officers. The mayor has the authority to appoint special police officers during an emergency in which the safety and welfare of the borough and public is endangered. (An emergency has been defined by the courts to essentially mean an event or series of events or occasional combination of circumstances which calls for immediate action or remedy, and arises from a sudden, unexpected and unforeseen occurrence or series of occurrences requiring prompt action to abate or minimize harmful consequences.)

Section 1124 of the Borough Code, *53 P.S. 46124*, gives the authority to the mayor to suspend any police officer for cause and without pay, until the succeeding regular meeting of the borough council. At that time or thereafter the borough council may affirm, modify or reject the action of the mayor. In effect, disciplinary action taken by the mayor against police officers is subject to the review and approval of council.

First class townships. The legal authority to create a municipal police department in townships of the first class is contained in Section 1505 of the First Class Township Code, *53 P.S. 56505*, which provides that “the corporate power of a township of the first class shall be vested in the board of township commissioners. The board has the power to establish, equip, and maintain a police force, and to define the duties of the force.”

Section 1401 of the First Class Township Code, *53 P.S. 5640*, further provides that “the board of township commissioners shall, subject to the civil service provisions of this act, appoint and fix the number, rank and compensation of the members of the township police force.” It also states that “the board of commissioners shall prescribe all necessary rules and regulations for the organization of the police force.” The board has the authority to assign the chief of police and other members of the force to undergo training made available by the state and federal government and to pay the expenses of such training.

Unlike boroughs, the law does not assign supervisory responsibilities over the police department to an individual office (mayor in boroughs). However, the First Class Township Code does permit the adoption of an ordinance or resolution requiring the chief of police and police officers to obey the orders of such person or committee as the board shall designate. In effect, this allows first class townships to create the position of “police commissioner” or similar titles and appoint one of their membership to be responsible for the police department oversight duties they choose to delegate to the position.

Second class townships. The language of the law granting the right to create a municipal police department to second class townships is somewhat different from that of other classes of local government. Section 1901 of the Second Class Township Code, *53 P.S. 66901* et seq. states that “The board of supervisors may by resolution create or disband a police force within the township or, upon the petition of not less than twenty-five registered electors or taxpayers of the township, appoint police officers.” Section 1902 of the Code permits the board of supervisors of the township to provide for the organization and supervision and determine the number and the compensation of the police officers. This section further states that the chairman of the board may swear in police officers and the board of supervisors may assign any police officer to undergo a course of training at any training school for police officers established or made available by the Federal or State Government and provide for payment of the officer’s expense while in attendance at the training school. Additionally, the Code permits the board to provide police officers with a uniform, equipment, means of transportation and pay for their maintenance.

Alternatives to Creating a Municipal Police Department

One of the major difficulties affecting municipal police service in the United States is the lack of coordination in the overall policing effort. This is not a recent discovery by any means, but a well documented conclusion of several national and state studies conducted by credible organizations.

In 1967, the President’s Commission on Law Enforcement and the Administration of Justice recommended the consolidation of police services as a means of reducing fragmentation and improving police service. The following year, the Federal Omnibus Crime Control and Safe Streets Act was adopted and over the next decade millions of tax dollars were spent trying to achieve this goal in Pennsylvania as well as most other states. Additionally, other nationwide studies were completed in 1971 and 1973, each recommending the consolidation of police departments. In 1975, Pennsylvania adopted, as one of its standards and goals for the improvement of police services in Pennsylvania, Standard 6.4 which states “where appropriate to do so, police departments should consolidate for improved efficiency or effectiveness, but in no case should an individual department member lose salary or status as a result of such consolidation.” Regularly, the **former** Pennsylvania Crime Commission in its annual report on crime in the Commonwealth pointed to the excessive number of small police departments as a major deficiency.

After millions of dollars have been spent, and after major efforts have been made to improve the coordination of law enforcement in Pennsylvania, we still have many locations in the state where neighboring police departments cannot communicate by radio with each other, let alone coordinate their efforts. This problem is probably more pronounced in Pennsylvania than in any other state, because Pennsylvania has many more police departments than any other state.

Needless to say, when we look at the big picture of law enforcement in the Commonwealth, we must conclude that the last thing we need is another municipal police department. However, when the elected officials recognize the need for some form of local police service, they focus more on the needs of the community than those of the state or nation. At the same time, they need to consider what is the best approach to providing local police services based upon what it will cost, how effective it will be and what will be the final result. There are several other alternatives to creating a police department for the municipality in need of local police protection.

Contracting or purchasing police service. The most common of the alternatives for providing police service available to municipalities is purchasing police services from a nearby municipality. Purchasing services often proves to be less costly when compared to the cost associated with establishing a municipal police department. The level of service and policing efficiency is often greater, depending upon the agreement developed, because of the availability of the resources of a larger police department. As an example, in a one-officer police department, the officer usually works five days a week for eight-hour periods for a total of 40 hours a week. When not working, the officer is usually “on call” and if called out, the municipality must pay overtime or reimburse the officer. There is usually no patrol conducted during the 16 hour period the officer is off duty. When purchasing service from another department, the forty hours purchased can be distributed throughout the 24 hour day whenever the need for patrol exists. In addition, if an emergency or major case develops, the resources of the larger department, including investigators, crime scene specialists and traffic safety personnel are available to the community purchasing police services. There are also other advantages to contracting with another municipality for police service. Care should be taken to assure that the requirements of the Intergovernmental Cooperation Law, Act 180 of 1972, *53 C.S.A. 2301 et seq.*, are complied with, especially the regulations relating to the elements of the agreement. Many elected officials in Pennsylvania have found this method for providing municipal police service to be very beneficial for their communities.

Consolidated regional police service. A less common method of providing local police service is developing a program of consolidated regional police services. In this approach several municipalities join together to create a police department which is outside the direct control of any one municipality. The police department is governed by a separate board or commission composed of elected officials from each community. The board or commission acts in the same capacity as the borough council, board of commissioners or board of supervisors. That is, the board or commission establishes basic policing policy, establishes funding levels and controls finances, handles matters relating to personnel and establishes operational procedure. Each municipality contributes its share of the total cost of operating the department based upon whatever method of distributing costs is agreed upon. The community’s representative on the board or commission serves as its liaison and expresses the community’s policing needs to the police department through the board or commission.

A community without a police department and considering alternatives to creating its own, may wish to contact neighboring communities to assess their interest in creating a consolidated police department. Municipalities with small police departments may also want to consider this approach as a method of improving police services or reducing cost.

Centralized support services/decentralized patrol. This alternative to providing police services can best be described as simply providing your own police patrol and relying upon other units of government or agencies to provide its support. Purchasing such supporting functions as dispatching services, record keeping, criminal investigation services and personnel service functions can help to keep costs to a minimum and controls unnecessary growth in the police department. Before municipal elected officials move to expand an existing police support service or create a new supporting function within their police department they should consider the alternative of purchasing such services from other sources. It may also be appropriate to consider purchasing such services, even when expansion of an existing unit or creating a new one is not being considered. Purchasing support services often proves to be much less costly than maintaining the service within the police department and is usually just as efficient.

Assistance is available from the Governor’s Center for Local Government Services to those municipalities exploring the feasibility of developing intergovernmental programs in municipal policing.

Role of Elected Officials

The role the elected official plays in providing municipal police service is a most important one. It is the elected official, acting in concert with the majority of other members of the governing body, who decides the level of police service and basic policing policy of the community. The elected officials decide how much money will be spent, and how it will be spent, how many officers will be employed, the organization structure of the department, the amount of equipment available to the department, the number and types of patrol vehicles, salary ranges and fringe benefits (subject to collective bargaining) of employees, the hours of work, the nature of work and general regulations governing police operations. In effect, the governing body sets the parameters for police service and the police chief (and mayor in third class cities and boroughs) works within those guidelines to manage the police department.

Individually, unless specific authority to perform certain functions is granted by the governing body, no individual member of the council, board of commissioners or board of supervisors has authority over the police department. Major responsibilities such as hiring, promotion and discipline may not be delegated to an individual member of the governing body. If authority for certain functions is granted to an individual member of the governing body, it should be written and on the official record.

Defining where the responsibility of the governing body ends and those of the police chief begin is often an issue in many communities in Pennsylvania. When any elected official becomes involved on an individual basis with the internal functions of the police department, they or the governing body can be accused of “political interference.” On the other hand, when a complete “hands off” attitude is taken, the governing body is accused of not caring about the police or being anti-police. Generally, unless the elected official has been given the responsibility to oversee the operation of the police department by an action of the governing body, or if the municipal code mandates that responsibility to an elected official (mayor in boroughs), elected officials should not become involved on an individual basis in the daily operations of the police department. This does not mean that, as a body, the elected officials cannot require accountability from the police chief and police department for what is done, how it is done, why it is done, when it is done and where it is done. This simply means that the relationship between elected officials and the police department functions more smoothly when this basic rule is followed. There is also less opportunity to “play politics.”

Playing politics in police departments is commonplace. It is also a two-sided coin. The elected official uses the police in various ways to satisfy some individual desire or commitment. Likewise, police officers have used elected officials to attain personal goals, such as promotions, special assignments, special training or to forestall disciplinary action. Avoiding one-on-one relationships on the part of elected officials and dealing with the person in charge of the police department as a body does much to strengthen the chain of command and place responsibility and accountability for police department operations where it should be – with the police chief.

Police/public safety committees. Some communities utilize police or public safety committees to strengthen the ties between the governing body and the police department and to assure the soundness of the decision making process. Such committees are composed of elected members of the governing body who possess whatever authority is given them by the entire council, board of commissioners or board of supervisors. Normally, the control of finances is a major function of the committee. The police department must secure approval of the committee to purchase supplies and equipment of a minor nature while major nature purchases require the approval of the entire governing body. The committee also may function as a “sounding board” for proposals from the police department relating to changes in areas such as operational procedures or personnel changes. If the committee supports the proposal, it may play the role of advocate and actually end up selling the idea to the entire governing body.

Police/public safety committees serve a useful purpose in some communities while they are a deterrent to effective police department administration in others. Into which category such a committee may fall usually depends upon how much effort went into clearly defining its role, functions and responsibilities. The

committee should not be permitted to assume what it should do or for what it is responsible. The authority to supervise the police should not be given to committee members individually or as a group and the philosophy under which it should operate should be to strengthen the flow of communication and understanding between those elected and police officials responsible to the community for effective police service.

The mayor/police leader. In third class cities operating under the commission form of government, the mayor is the designated head or supervisor of the police department. This is also true in boroughs. Defining the line between what is the responsibility of the mayor, as opposed to that of the governing body, has always been difficult. Our attempt to define that line here may likely be met with objection by those who interpret the municipal codes differently.

However, we view the elected city and borough councils as the policy-making board in police service. The council, as stated previously, determines the level of police service and other factors relating to the size and nature of the police department. The council also determines city or borough policing policy, (for example, where limited parking zones, stop intersections or metered zones are established). Issues such as whether a curfew will be maintained, loitering will be prohibited or junk cars will be removed are also the responsibility of council. The mayor, as the supervisor of the police department, is then required to carry out the policies of the governing body. The mayor has no power or authority to modify, rescind or refuse to comply with the established policy but is required to implement the policy. For example, should the borough council establish a policy requiring that the police department have an officer assigned to enforce parking meters from 9 AM to 5 PM every week day, the mayor and police department must comply. The mayor with the authority to schedule personnel may decide that one officer will be assigned in the morning and another in the afternoon. The mayor may decide that five different officers will handle the chore. However, the mayor may not decide to enforce the meters only in the afternoon or to hire a non-sworn civilian (meter officer) to enforce the parking meters. The council may establish whatever policy for enforcement and the operation of the police department it deems necessary, so long as it does not infringe upon the right of the mayor to supervise the police function.

Municipal policing has become very complex over the past two decades, compared to what it was prior to that time. The individual rights of citizens, the liability that the municipality, elected and police officials must now accept for the performance or non-performance of police officers, and the limitations placed upon the action of police officers by the courts mandate extreme care in the exercise of police authority.

These developments place additional burdens on those responsible for supervising and overseeing the police function. Professional police chiefs are probably more aware of these limitations than anyone because it is their life's work, their chosen career, that is on the line. The chief will be there in some capacity when the current mayor is gone and a new mayor takes over. On the other hand, the mayor is normally not knowledgeable of the limitations that have been placed upon the police by society and the courts. The mayor is not usually trained in criminal law and criminal procedure and not attuned to the conditions under which an officer may or may not act. Therefore, the mayor is wise not to assume the role of "senior police officer" and become involved in making decisions which should only be made by a trained police officer. Unfortunately, because the mayor is recognized by police officers as an authority figure, they often simply comply with the mayor's directives and do not object even though what is occurring is improper. The appropriate role of the mayor in municipal policing should be that of liaison between the municipal government and the police chief, holding the police chief accountable for carrying out the policies established by elected officials and for the effective operation of the police department.

Encroachment of non-police functions. There are many variables that affect the ability of a municipality to provide adequate police service. There is no question that if very real constraints did not limit elected officials, every community would have enough police personnel and police equipment to provide an appropriate level of police service. Even though many communities attempt to provide the necessary resources, the police department sometimes becomes so caught up in activity and functions so far removed from the goal of the department that little actual policing occurs. Controlling those activities and functions which limit the police department's ability to police becomes a major responsibility of elected officials.

In *Anytown*, Pennsylvania the police department may be required to:

1. Raise and lower the flag at the municipal building each day.
2. Deliver mail to elected officials each day.
3. Collect the parking meter money every Tuesday and Friday.
4. Read the river depth gauge each day at 6 AM.
5. Turn-on the municipal parking lot lights at dusk and off at 11 PM each day.
6. Deliver the free newspaper to the home of each police officer each morning.
7. Pick up the oncoming shift officers at their homes each day.
8. Transport the mayor to and from meetings at the municipal buildings.
9. Secure all municipal buildings and property at the close of activity each day.
10. Check parking meters each day for malfunctions.
11. Turn the Christmas lights on at dusk and off at midnight each day during the holiday season.
12. Collect the meter ticket fine boxes each Wednesday and Saturday.
13. Pickup the mail from the post office box each day at 11 AM.
14. Close the gate at the municipal park at 9 PM each day.
15. Call the sewage treatment plant operator if the blue light comes on outside the plant and then transport him to the plant.

How much policing is done in Anytown?

Very little!

How did the police department become so involved in activities that have nothing to do with providing police service?

Because they are there!

Unfortunately, many people and elected officials look upon police officers in the same manner as they view firefighters, as employees who wait for something to happen before they are needed (this is an improper assumption in both cases). Therefore, unless the duties of the police officer are understood, the police department can be given responsibility to perform many functions that prevent it from properly policing the community. In most instances, the nature and quality of police service in the community are a reflection of the knowledge of elected officials and the capability and professionalism of the police chief. Police service in any municipality is exactly what those key people choose it to be. When the police department is oriented to serving the internal functions of government, the community suffers. Since police officers are usually the higher paid employees in the municipality, the cost effectiveness of having them perform such routine tasks is questionable.

Special interest groups. In addition to the police department being sometimes used to serve the internal functions of government, they can also become prey to special interest groups in the community. In one community in Pennsylvania, the activity that accounts for most of the department's time each month is providing money escorts to the business community. In another municipality, a study of patrol procedures revealed that the department was using 32 percent of its available manpower to provide round-the-clock foot patrol for the two block downtown business area. In both municipalities, the police department became the

victim of the special interests of the business community. There are similar examples of the special interests of schools, churches or political organizations influencing the operation of the police department.

It is not improper to provide such services or to recognize and serve the needs of special interest groups as a crime prevention activity (in the case of money escorts) or as a service available to all. It is important, however, to recognize the fact that special interest groups can and do become dominating factors in providing police services in some communities and the amount of dominance can and should be controlled by elected officials.

II. Budgeting for Police Services

The development of a budget or financial plan for providing police service is a major responsibility of elected officials. This does not necessarily mean the governing body should actually perform the function of developing a budget, but rather to see that it is accomplished. It is essential to sound fiscal planning to know the actual cost of a service, whether it be water, sewer, highways, recreation, fire or police. Unfortunately many local governments do not know the true cost of police service because they include the cost of maintaining traffic signals, signs and parking meters and exclude such items as insurances, fringe benefits and pension funds in the operating budget.

There are essentially four different approaches to developing a budget for a police department. They are the line item method, performance budgeting method, the planning-programming-budgeting system (PPBS) method and the zero based budgeting method. The vast majority of municipalities in Pennsylvania use the line item method of developing a budget. This method appears to be the most practical for smaller units of government, and it also provides for better control and accountability than do the others. The line item method is also practical from the standpoint that the Governor's Center for Local Government Services and Department of Transportation recommend a Chart of Accounts for Pennsylvania municipalities which is oriented to the line item budgeting method. Line item budgeting tends to limit the degree of long range planning and is largely a year-by-year expansion of the previous year's budget.

The elected official, especially in this time of federal and state financial assistance cutbacks and continuously rising costs, must be certain that the financial plan developed for police services is realistic, free of "fat" and goal oriented. A realistic budget is one which reflects appropriations that are within the means of the municipality to fund. The community which continuously must transfer funds from other departments or units of government to support over spending by the police department usually has a poorly designed financial plan and/or a lack of financial control. However, not every circumstance is predictable. An occasional under funding may occur. A major criminal case can sometimes deplete the overtime account for the entire year, depending upon the nature of the crime. "Fat," or the cushion that those responsible for budget development sometimes build into the spending plan, can and should be eliminated. This is accomplished by requiring documentation for the items and costs included in each account and periodic checks to assure that the anticipated cost projections are accurate. Once the person responsible for developing the budget proposal realizes that padded budgets will not be accepted, the practice of over budgeting will be discontinued. Goal oriented budgets reflect a description of something to be accomplished. All appropriation requests over the basic amount necessary to maintain the present status should relate to a goal or objective of the department.

The following represents an example of a line item budget format for a small police department, the account categories of which are compatible with the chart of accounts recommended by the Governor's Center for Local Government Services.

Figure 1

Protection to Persons and Property Police Services

Account	Current Budget 20____	Proposed Budget 20____
410.100 Personal Services		
410.120 Salary of Chief	_____	_____
410.123 Salaries of Capt., Lt., Sgt., Cpl.	_____	_____
410.130 Salaries of Police Officers	_____	_____
410.140 Salaries and Wages of Civilian Staff	_____	_____

Account		Current Budget 20____	Proposed Budget 20____
410.151	Accident Insurance	_____	_____
410.152	Dental Insurance	_____	_____
410.153	Disability Insurance - Long Term	_____	_____
410.154	Disability Insurance - Short Term	_____	_____
410.155	Eyeglasses	_____	_____
410.156	Health/Hospitalization Insurance	_____	_____
410.157	Health and Welfare Fund	_____	_____
410.158	Life Insurance	_____	_____
410.159	Major Medical Insurance	_____	_____
410.160	Pension/Retirement Pay	_____	_____
410.161	FICA (Social Security)	_____	_____
410.162	Unemployment Compensation Insurance	_____	_____
410.181	Incentive Wages	_____	_____
410.182	Longevity Pay	_____	_____
410.183	Overtime Pay	_____	_____
410.184	Shift Differential	_____	_____
410.185	Cost of Living	_____	_____
410.191	Uniform Maintenance	_____	_____
410.200	Supplies		
410.210	Office Supplies	_____	_____
410.211	Office Stationery	_____	_____
410.212	Forms	_____	_____
410.213	Small Items of Office Equipment	_____	_____
410.226	Cleaning Supplies	_____	_____
410.227	Sanitation Supplies	_____	_____
410.229	Food (Lock-up)	_____	_____
410.230	Heating Fuel	_____	_____
410.231	Vehicle Fuel	_____	_____
410.234	Oil	_____	_____
410.235	Lubricants	_____	_____
410.238	Uniform Supplies	_____	_____
410.240	Other Operating Supplies	_____	_____
410.242	Ammunition and Range Supplies	_____	_____
410.250	Repair and Maintenance Supplies	_____	_____
410.251	Tires/Other Vehicle Parts	_____	_____
410.260	Small Tools/Minor Equipment	_____	_____
410.300	Other Services and Charges		
410.314	Special Legal Services	_____	_____
410.315	Medical, Dental and Hospital Services	_____	_____
410.316	Training/Education Expense	_____	_____
410.321	Telephone Monthly Charges	_____	_____
410.322	Telephone Long Distance Toll Charges	_____	_____
410.323	Telephone Equipment Installation	_____	_____
410.325	Postage	_____	_____
410.326	Radio Equipment Lease	_____	_____
410.327	Radio Equipment Maintenance	_____	_____

Account	Current Budget 20____	Proposed Budget 20____
410.328 Radio Equipment Installation	_____	_____
410.329 Radio Dispatching Fee/Charge	_____	_____
410.331 Travel Expense	_____	_____
410.336 Automobile Rental	_____	_____
410.337 Automobile Allowance	_____	_____
410.341 Advertising	_____	_____
410.342 Printing	_____	_____
410.351 Property Insurance	_____	_____
410.352 Liability Insurance	_____	_____
410.361 Electricity	_____	_____
410.362 Gas (Utility)	_____	_____
410.364 Sewer	_____	_____
410.365 Solid Waste Disposal	_____	_____
410.366 Water	_____	_____
410.372 Improvements other than Buildings	_____	_____
410.373 Repair and Maintenance of Buildings	_____	_____
410.374 Repair and Maintenance/Equipment	_____	_____
410.400 Court Costs and Investigations	_____	_____
410.420 Dues, Subscriptions and Memberships	_____	_____
410.460 Meetings & Conferences	_____	_____
410.700 Capital Purchases		
410.740 Police Vehicles	_____	_____
410.750 Minor Equipment (Office & Other)	_____	_____

Role of the Chief of Police in the Budget Process

To what degree should the chief of police be involved in the process of preparing and controlling the police budget? Completely! The chief of police should have the responsibility of developing and managing the budget, regardless of the size of the community, subject to the scrutiny, control and approval of the governing body. Many municipalities in Pennsylvania remove the police chief from the budgeting process and allow no input from the police department concerning the financial needs of the department. Often because the chief has no role in monitoring the budget, the police chief is unaware of the limits the elected officials have placed upon the department. If spending limits are not known, it is difficult to hold the department to the funding level established for police services. Overtime accounts, the accounts the police chief most directly controls, are usually overdrawn in the first six to nine months of the year. Other accounts, depending upon how much freedom the chief has to purchase, are likewise overdrawn before the end of the year.

Involving the chief in the budget process does not mean issuing a blank check. It simply means that the chief should be required, as a function of the responsibility to manage police services, to submit to the elected officials (through the mayor, manager or chairman of the police committee) a financial plan for the operation of the police department each year. The governing body should then accept, modify or reject the spending levels established by the chief depending upon their own desires and concerns. Once the police department budget is established, the chief should be made aware of the funds available for the department and be held accountable for those limits on spending.

Budget Development

In police departments having the responsibility to prepare a budget, there are basically two approaches utilized. The first approach is based upon the philosophy that preparing the budget is an administrative responsibility of the police chief or management, and it is therefore prepared by the chief or persons designated by the chief. There is usually no input or participation by anyone other than top level police personnel.

The other method, and the one that appears to be most desirable approach, is the staff participation method. This theory holds that the greater the number of affected persons having input into the budget process, the more realistic the final document. In this method, the chief of police establishes the organizational goals for the department and the guidelines under which budget preparation will take place. Limitations on spending, deadlines and assignments are established by the chief. Unit commanders and supervisory personnel then submit their budget requests to the designated person or unit where they are discussed and modified, rejected, or approved. This method, in addition to resulting in a more thoroughly thought out spending plan, makes those responsible for delivering police service feel like they are part of the team. Unit commanders and supervisors should be required to justify requests for increases in appropriations. However, in the initial budget development stages, rigid controls on spending should not be established since this tends to stifle long range planning and prohibit the development of major programs. Rigid timetables for budget submission should be established.

Elected officials and police administrators look to budget preparation as a time to prepare for growth and improvement. Many times throughout the year the thought occurs that something should be done but the funds are not there to do it. The “something” is then placed in the budget file to be included in next year’s budget. In recent years and in many communities throughout Pennsylvania, the budget process has meant the opposite. It has been a time to cut back or curtail expenses. It is not uncommon to read of police officers being furloughed and vital police programs being eliminated. In this atmosphere it becomes even more important to involve the police department in the budget process and to permit input from the various levels of the police department hierarchy. Those responsible for performing the function and/or overseeing the program or unit know far better than anyone where cuts may be made with the least damage. Therefore, elected officials who advise the police department that they must operate with 5 percent, 10 percent or 15 percent less next year and to develop a budget that reflects this reduction, are much further ahead than those who arbitrarily cut four or five officers without consulting the police department. The budget reduction may ultimately result in the furlough of police officers or the elimination of vital programs, but it will be after any unnecessary police department luxuries have been curtailed.

Budget Management

Budgeting is a year round job in a police department as it is in any other organization. Although most of the work appears to be complete when the budget is approved and the new year is underway, it is actually only beginning. The work that went into preparing the budget document is of little value unless appropriate controls over spending are established and maintained. Managing the budget, or staying within the funding limits is as important as the budget itself. If the municipality has no purchase order system, it is necessary that the authority to approve purchases and expenditures be centralized or under the control of one person. None other than that person (usually the chief of police) should be permitted to expend funds. A ledger should be maintained for each account category, and each time a purchase is made, it should be posted and charged against that account. The ledger will reflect the date of each purchase or charge, the amount of the purchase or charge and the balance remaining in each budget category. If properly established and maintained, the person responsible for budget control will know at any given time precisely how much money has been spent by the department and how much is still available in each category.

Figure 2

Account: _____ Account Code: _____

[illegible]

Attaching a Dollar Value to Police Activity and Functions

How much money could be saved if we reduced our traffic safety unit by 50 percent?

How much does it really cost to provide funeral escorts?

How much does it cost the taxpayers each time a police officer conducts an investigation of a burglary?

These appear to be difficult questions, the answers to which might require a great deal of research, time and effort for the elected official. In reality, if the basic principles of financial management are applied and adequate police department records of activity are maintained, they are quite simple. The ability to determine the cost of activities and functions within the police department enhances the elected official's ability to make more intelligent decisions involving police policies and services.

For example, it is easy to determine, based upon police department incident reports, that on the average a funeral escort requires 1.5 hours of a police officer's time in Anytown, Pennsylvania. We know, based upon the number of officers in Anytown and the number of hours they work, that the police department renders 28,000 hours of service each year. We know also that the total police budget this year is \$480,000. Divide the total hours of service into the total cost (\$480,000 divided by 28,000 hours), and it is established that the cost for each hour of service provided by the police department is \$17.14. The cost per hour is then multiplied by the average time required to handle the activity (1.5 hours), and it is concluded that on the average it costs \$25.71 for the police department to escort a funeral in Anytown.

The computation is summarized as follows:

$$\begin{array}{ccccccc} \text{Total} & & \text{Total Hours} & & & & \\ \text{Cost of} & & \text{of Police} & & \text{Cost Per} & & \text{Time to} \\ \text{Police} & \div & \text{Service} & = & \text{Hour} & \times & \text{Handle} \\ \text{Service} & & \text{Provided} & & & & \text{Activity} \\ & & & & & & = \\ & & & & & & \text{Cost} \\ & & & & & & \text{Per} \\ & & & & & & \text{Activity} \end{array}$$

Ballpark figures for the cost of functions or individual police units may be determined by the same or similar method. The man-year cost may be determined by dividing the number of sworn police officers into the total budgeted funds for police services. When the man-year costs are established, this figure is multiplied by the number of officers working in the unit or function. (More accurate unit cost figures may be obtained by actually adding real costs of salaries, fringe benefits, supplies, equipment and support personnel.).

The computation to determine rough costs of police units or functions is:

$$\begin{array}{ccccccc} \text{Total} & & \text{Number} & & & & \text{Unit} \\ \text{Cost of} & & \text{of Sworn} & & \text{Cost} & & \text{or} \\ \text{Police} & \div & \text{Police} & = & \text{Per} & \times & \text{Officers} \\ \text{Services} & & \text{Officers} & & \text{Man-year} & & \text{In Unit} \\ & & & & & & \text{or Function} \\ & & & & & & = \\ & & & & & & \text{Unit} \\ & & & & & & \text{Function} \\ & & & & & & \text{Cost} \end{array}$$

Police departments should be able to determine estimates of costs for all the following:

1. The per capita cost or the amount it cost each resident for police service.
2. The cost for each hour of police service rendered by the police department.
3. The man-year cost for police services.
4. Costs associated with providing each of the various services or activities performed by the police department.
5. Costs of the various units or components within the police department.

III. Measuring Police Effectiveness

Police officers and many police administrators consider the primary function of the police department to be preventing and controlling crime and conducting activities associated with crime. In reality, approximately 85 percent of the average police department's time is spent in providing services and handling activities not associated with crime. However, without doubt, crime is probably the most important responsibility of the police department and the function that most concerns the citizens of the community. Citizens more often judge the police department by its ability to handle crime when it does occur than by any other police activity. Police departments are unique in that their accomplishments are often not as visible as they are in other government, business or industrial enterprises. When a highway is built, a playground maintained, or a building constructed, there is no doubt as to what is accomplished or how well it is done. On the other hand, when a police officer is given an assignment, responds to the aid of a person, or conducts an investigation, how does one measure the results?

Crime and Citizen Safety

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

A national standard has been established to measure the amount of crime occurring in a community. The standard is based upon the number of serious or index crimes (criminal homicide, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft and arson) reported to police as it relates to population. The crime rate may be calculated for any municipality, regardless of size and the method used is also the same regardless of size.

The formula used to calculate the crime rate as it follows.

100,000	÷	Current Population	x	Number of Serious Crimes Occurring in the Year	=	Crime Rate
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The result of the above calculation represents the number of serious crimes that would occur in the community if the population were 100,000. Using the common factor (100,000) allows the formula to be applied to any municipality. For example, the population of *Anytown* is 15,000 and 650 serious crimes occurred this year. The crime rate for *Anytown* is arrived at by applying the formula as follows.

100,000	÷	15,000 Population	x	650 Crimes	=	4333.3 Crime Rate
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Another community close to *Anytown* has a population of 2,500 and 130 serious crimes occurred. Applying the same formula results in a higher crime rate for the smaller community and it must be concluded that the possibility of being a victim of a serious crime is greater in the smaller community than in *Anytown*.

100,000	÷	2,500 Population	x	130 Crimes	=	5200.0 Crime Rate
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Calculating the crime rate in the community is one method (although somewhat uncertain in terms of whether the police can really control it) of measuring police effectiveness. Studies have shown that only one third of the crimes actually occurring are reported to police. The crime rate of the community may be compared with the state, county or other municipalities. It may also be compared from year-to-year to measure increases and decreases, which are also a measure of effectiveness. Increases and declines in the number of less serious crimes are also measurable statistics.

Unlike the crime rate of the community, and the uncertainty of whether or not it is controllable by the police, the number of crimes that are solved or cleared is a definite measure of police effectiveness. On the average, less than one in four serious crimes reported to police departments in Pennsylvania are cleared or solved. Therefore, if a police department maintains a clearance percentage of 20 to 25 percent, it can be concluded that the department is doing as well as most police departments. On the other hand, if clearance percentages are to one extreme or the other, it may be a reflection of police efficiency. Caution must be exercised when excessively high or low serious crime clearance percentages are recorded. This is often caused by improper procedures in reporting and recording UCR (Uniform Crime Report) crime statistics by the police department. Year-to-year comparison of the clearance percentage of serious crime by a police department is an appropriate measure of police effectiveness. The success rate of police departments in solving less serious crimes is greater than for serious crimes. 59 percent of the less serious or Part II crimes were cleared by police in Pennsylvania in 2008. Less serious crimes, by their very nature, are often solved at the same time they are reported to police. Crimes such as disorderly conduct, driving under the influence, liquor law violations, drunkenness and gambling are in this category.

The success rate of the police department in the investigative aspect of dealing with crime is further assessed by the rate of conviction for cases brought before the courts. If a police department's conviction rate is excessively high or low, it is often a reflection of the effort that went into the investigation of the crime and the preparation of the case for court. The police department's use of the resources (crime laboratory or state and federal drug enforcement agencies) available to it, as well as its effectiveness in documenting information through its police reporting system directly affects its efficiency level in solving crime and obtaining convictions.

Providing Other Services

As discussed to some degree previously, the quality, quantity and type of police service provided in the community are a reflection of the desires of the elected officials. The type and number of services provided, other than those normally accepted as responsibilities of the police (crime deterrence, crime investigation and traffic control) are established or accepted by the governing body and the chief of police. Once accepted or established, the manner in which they are performed becomes a measure of the efficiency of the police department. If, for example, one of the responsibilities of the police department in Anytown is to assist the fire company's ambulance, and the police officers on duty often fail to do so, this is a poor performance level. If the police department is also required to assure the security of the community's business establishments, occasionally finding doors open or fence gates unlocked is an indication that the police are doing their job well.

What measuring devices may be used in addition to simply observing what occurs through reports submitted on police activity and personal observation? One method is simply to inquire of those persons most affected by the service provided. In the two examples just discussed, the fire companies and the business community may be contacted and asked to give their opinion of the service provided by the police department. Specific questions may be asked through the use of a prepared questionnaire or a less formal process may be used through person-to-person contact. Whatever method is used, it is important to make inquiries periodically to continuously be informed of police efficiency in providing other services.

Attitude of the Public

Where a specific group or clientele are the recipients of the police service provided, it is often not difficult to assess the level of efficiency of the police service provided. However, measuring the attitude of the general public when it comes to police department efficiency is always an involved task.

This is true because every resident of the community is a possible recipient of police service, as are all those persons traveling through or temporarily remaining in the community. It is nearly impossible to develop a method of accurately determining how all these people feel about the services provided by the police department. Depending upon the ability of the community to do so, and the value of expected results as related to costs, the elected officials may choose to conduct a survey of citizen attitudes through the use of a prepared questionnaire. This may be accomplished through a mail-out attached to the annual tax notice, periodic water or sewer bill, or through the regular municipal newsletter, if one exists. However, even when the elected officials go to these lengths to determine police efficiency, they are often only assessing the opinions of a minority of clientele served by the police.

Citizen Complaint Procedures

Another method of measuring the attitude of the public concerning the effectiveness of police service is to maintain an adequate record of complaints and commendations resulting from contacts with the police.

Elected officials should assure that procedures are established within the police department to maintain such records. The procedures established should be in written form and should assure that citizens' complaints of police misconduct or poor performance be accepted without fear of reprisal or harassment. Persons making complaints should be assured that the complaint will be investigated and that they will be advised of its outcome or disposition. Periodic review of such records will assist municipal officials in assessing citizen satisfaction to some degree.

IV. Organization of the Police Department

The organization structure of a police department is directly related to the number of police officers employed by the municipality. However, this is not always apparent when viewing rank structures and organization plans of many police departments in Pennsylvania. Basically, the purpose behind developing an effective organization plan for a police department should be to provide for all required functions, yet not overspecialize or over structure. It is more desirable to be conservative when determining rank or specialist needs than to end up with positions that are unnecessary.

As an example of over structuring, in one police department in Pennsylvania with a sworn personnel complement of 65 officers, 35 positions with supervisory, administrative or specialist responsibilities exist. The thirty officers performing patrol represent 46 percent of the total manpower of the agency. Actually, the police department could provide adequate control and support to the patrol force with 15 fewer personnel in supervisory, administrative or specialist positions. In another police department with 42 officers, 18 (43 percent) perform patrol functions while the remainder (57 percent) support the patrol force or provide control. An example of over structuring in a small police department exists in another Pennsylvania police department with three officers where the rank structure consists of a Chief of Police, an Assistant Chief of Police and a Lieutenant.

An effective organization plan or structure will provide only the number of control or support positions necessary to adequately perform those functions. Therefore, the patrol force must be the focal point in determining other personnel needs. The goal of organization development is to group activities into specific categories, delineate authority and responsibility and establish working relationships between the various components. Police organization needs are generally broken down into the following specific categories.

Field Services – Those activities that normally involve direct contact with the public or which are performed on the street, such as patrol, criminal investigation and youth services.

Staff Services – Those functions which normally are associated with administering the police department, preparing and supporting the officer such as training, personnel management, community relations, crime prevention, planning and research.

Auxiliary Services – This category includes such activities as police records, police communications, jail or lock-up.

Since over 56 percent of the police departments in Pennsylvania have ten or fewer police officers, **according to statistics compiled by the Pennsylvania State Police**, it is obvious that there is little need for developing rank structures and separating activities by function in most police departments. Chief of police or its equivalent is often the only rank that is necessary and the chief is normally a “working chief.” A working chief assumes responsibility for overseeing all staff and auxiliary service functions on a part-time basis in addition to performing the regular duties of a patrol officer. The elected municipal official should be cognizant of the principles involved in determining whether or not providing for supervisory, administrative or specialist positions in the police department is necessary and desirable.

The following principles should be applied in the structuring of a police organization:

Grouping By Function – Police operations falling into the same category should be placed in the same unit, division or bureau. (Field, staff and auxiliary services.)

Unity of Command – For any action whatsoever, an employee should receive orders from only one supervisor.

Scalar Chain (Chain of Command) – The chain of superiors ranging from the top authority to the lowest rank, also identified as the chain through which communication, both upward and downward, flow. Breaking the chain of command causes communications to suffer, and those who are excluded from the communications cannot be held responsible.

Unity of Direction – One head and one plan should exist for groups of activities having the same objective.

Authority and Responsibility – Authority must be commensurate with responsibility. Those given the responsibility to perform a task or function must also have the authority to carry it out. Top management has the ultimate responsibility and is accountable for everything that happens in the organization.

Span of Control – Refers to the number of employees reporting directly to a supervisor or commander. Seven or eight individuals is a maximum number of subordinates to be under the control of a supervisor at the lower level of the police department. Due to complexities in relationships and functions, the span of control should be reduced at the upper level of the police department.

Organization Design and its Effect on Service

Why are there hazards in failing to develop a proper and effective organization plan for the police department? Failing to assign and utilize police personnel effectively results in lower productivity from the police department and drastically increases the cost of police services. Recall the police department with 65 officers that had 15 more positions with supervisory, administrative or specialist responsibilities than were actually necessary. Imagine the effect on the work results of that department if fifteen officers were suddenly added to the present thirty-officer patrol force.

While a common practice in many police departments is to create more staff positions than are actually necessary, there may also be a negative impact by failing to create positions when they are necessary. Failing to maintain a supervisory position when it is required can result in a lower performance level by police officers, affecting the department's work output. Not providing for a criminal investigator when the investigative workload cannot be handled by the patrol force on a part-time basis reflects upon the department's efficiency and crime clearance level.

Supervision Requirements

To preclude any breakdown in achieving the goals and objectives of the community in providing police services and to assure compliance with organization policy and procedure, a supervisory component should be built into the structure at every level of need. In the very small police department, the total responsibility for supervision will fall upon the shoulders of the chief of police. In larger organizations, supervisory responsibility can be distributed throughout the organization at each level of need. Some basic guidelines the municipal official should use in determining police supervision needs are listed.

1. Supervision should exist only in the amount necessary to provide adequate direction.
2. The same rank should have the same responsibility. For example, a police sergeant is usually a line unit supervisor. Therefore, every line unit supervisor should be a sergeant. It would not be effective to have a sergeant supervise one platoon of officers, a lieutenant another and a corporal a third platoon.
3. Rank should be associated with positions of leadership and/or supervision. Rank should not be assigned to specialist positions (criminal investigator, juvenile officer or community relations officer).

4. Supervisory positions and rank should be transferable. A sergeant supervising a patrol unit should be equally capable of supervising a traffic or criminal investigation unit.
5. Depending upon the police unit, an effective span of control (number of persons reporting directly to one supervisor) is from two to eight persons.

Specialization

As a general rule, specialty positions should not be created in police departments of fewer than 18 or 20 sworn police officers. Specialty positions should also not normally represent more than ten percent of the total complement of personnel. When attempting to determine the need for specialty positions in the police organization, it should be kept in mind that each time a specialty position is created, there is one less officer on the street (unless a replacement officer is hired).

Since the ultimate goal should be to maintain an adequate level of officers on the street, specialty positions should not be created when there is a question as to whether or not there will be enough work for a full-time position. Part-time specialty positions should be avoided since they have a tendency to become full-time even when the need is not present. In staff service functions, it is sometimes practical to consolidate two or more functions when there is partial need for specialty work in each but not enough to justify a full-time position. For example, personnel administration, training and community relations could all be handled by the same specialist.

Using Civilians for Support

Civilian or non-sworn persons may be used in many positions in the police department that have traditionally been staffed by police officers. Civilian personnel can be utilized in such positions as secretaries and clerks, police dispatchers, records personnel, meter and parking enforcement personnel, police planner, community relations personnel and other staff services positions. There are several benefits in using civilians whenever possible in the police department. Since these positions often command lower salaries than a police officer, civilians are less costly. Civilian personnel are often much more efficient than the sworn police officer since the officer was educated and trained to perform police functions, not type, file, answer the telephone or dispatch police cars.

Civilianizing positions in the police department that have traditionally been staffed by police officers is often resisted by the hierarchy of the police department. Claims that “a police officer will do a better job,” or “a police officer is necessary in the position because of the confidentiality of the work” in most situations are groundless. The real problem is that police leaders sometimes resist change and do not accept the practices and procedures that were adopted by business and industry many years ago. Resistance is sometimes based upon the premise that police work is different. In reality, it is much the same, and police officials would be wise to accept that fact.

A good rule for the elected official to follow in police organization planning is to utilize civilians in all positions in the police department that do not require the exercise of police authority or the application of special police knowledge, aptitude and skills.

V. Police Department Operations

Police department operational units are those which normally deal directly with the public. The patrol division, traffic division, criminal investigation division and juvenile division are all line units which function under the operations component of larger police departments. Smaller police departments obviously are not large enough to justify the creation of divisions, but the functions performed by these units are handled by all police departments, regardless of size. The manner in which the police department performs the responsibilities placed upon it, or accepted by it as a normal function of a police agency, are important to the governing body and the elected official. The police department has an obligation to utilize its personnel and resources in the most effective way possible to secure the desired results. It must also develop and maintain guidelines on operational procedure to assure that specific duties are accomplished in the manner desired. Additionally, police officers must be assigned to duty when and where they are needed, with adequate supervision and guidance and prepared to handle the tasks associated with policing the community.

Establishing Operational Procedures

Every police department should develop and maintain a written operations manual which defines the responsibility of the police department and its individual members. Written policy, procedures and rules assure that the goals and objectives of the community and the police department are understood and that procedures in dealing with police problems will be consistently applied. A written description of the policy and the procedures and rules associated with it should be established in a number of specific areas.

Some examples of areas in which written policy and guidelines are usually necessary are listed below.

Administrative

- Notification priority/major crimes or incidents
- Police response and investigative priorities
- News media relations
- Assignment of manpower
- Maintenance and care of police vehicles
- Authority to void citations and tickets

Personnel

- Personal appearance and wearing of the uniform
- Time off procedures – vacation, sick leave, other
- Outside interests – second occupations
- Attending court – demeanor and procedures
- Citizen complaints against the police

Operations

- Use of **deadly** force and **non**-deadly force
- Hot pursuit
- **Domestic violence**

- Use of **emergency vehicle warning devices**
- Stopping vehicles
- Transporting injured persons
- Transporting prisoners
- Transporting other persons
- **AIDS and communicable diseases**
- **Secondary employment**
- **Sexual harassment**
- **Evidence control**
- Use of speed timing equipment
- Speed and traffic violation tolerances
- Operating outside municipal boundaries
- Traffic control – high volume periods
- Traffic accident investigation
- Enforcing parking regulations
- Motorized escorts
- **Off-duty conduct and powers of arrest**
- Assisting the public

Copies of the operations manual should be provided to each member of the police force. The manual should be in loose leaf form and when changes are made, amendments should be provided to each officer. The governing body should, as a whole, officially adopt or approve the policy, procedures and rules established in the operations manual. It is important that they have access to it at any given time. Since the mayor in boroughs and some third class cities directs operations of the police department, it is necessary that the mayor be a part of the formal process of approving.

Patrol Zones – Accountability

In *Anytown, Pennsylvania* a motor vehicle accident may bring as many as four different patrol vehicles to the scene to assist injured persons, investigate the accident and remove the damaged vehicles from the street. Such a response may be justified in some police situations but not in the case of a motor vehicle accident.

What protection and service do the remainder of the citizens of Anytown receive when all the police are involved in something that could be effectively handled by one (at the most, two) officers?

In nearly all communities large enough to have more than one police officer patrolling at any given time, geographic patrol zones should be established with each officer assigned to patrol a specific zone or sector. The boundaries of patrol zones should be determined by the number of incidents and other activity occurring in a given area, with the objective being to distribute the workload equally. The police officer assigned to a particular zone should then be held accountable for the security of property and the safety of the citizens residing within that zone.

Who would be considered accountable in Anytown for something that occurred (that was easily preventable by the police) on the other side of town while all the on-duty officers were on the accident scene?

Being held accountable does not mean that a police officer should be disciplined or looked upon unfavorably for not being able to prevent crime or unpleasant events from occurring. Obviously, the police cannot possibly foresee every event or (as is often said) be everywhere at the same time. Establishing geographic patrol zones

simply assures more effective use of police manpower, more immediate response to a greater number of police incidents, and the possibility police officers may have the answers for something that occurred in their assigned areas last night if we know for sure that they were there.

Some communities find it difficult, because of physical barriers (such as rivers and streams or railroads) to divide the municipality to establish patrol zones based upon the amount of activity occurring. Little can be done in those situations except to establish patrol zones along the natural boundaries that are available. Even this is better than no accountability at all.

Drop back patrol zone plans are utilized in some communities whereby various patrol zone patterns exist. For example, in a community where at the most, five officers are on patrol at any given time, five patrol zones are established. But then there is also a four-zone plan, where geographic boundaries automatically change when only four are on duty and a three-zone plan when three officers are available. When an officer is on an assigned lunch period (and lunch periods should be assigned with only one officer on lunch period at any given time) the zone coverage shifts from the five-zone to the four-zone plan. Department regulations should prohibit the leaving of patrol zones except for authorized reasons, such as to provide backup to other zone officers, attend hearings or lunch breaks.

Effective Patrol

How does the governing body of a municipality know that the police department is providing effective police patrol? There are some methods of determining this in addition to those that have already been discussed. In order to make such determinations with some degree of accuracy, municipal officials must assume that the police department is not overburdened with non-police functions (see Chapter 1), that adequate written operational guidelines have been established, and that patrol zone accountability is present. When this is certain, it is then simply a matter of looking at statistics and those conditions that exist in the community.

- ***What is the average response time of the police?***
- ***Do broken-down autos remain on the street for lengthy periods of time?***
- ***Do hazardous conditions go unreported?***
- ***Do unruly groups gather on the streets regularly?***
- ***Are there illegally parked vehicles continually present?***
- ***Do the police respond to unanticipated situations such as traffic jams or malfunctioning traffic lights?***
- ***Do the police park the patrol car and walk occasionally when greater numbers of shoppers and pedestrians are present in an area?***
- ***Is there often more than one officer in a patrol car while conducting normal patrol?*** (In all but unusual situations, the use of two-officer patrol cars cannot be justified. They are extremely costly and do not provide the safety or security element for officers that many police officials believe.)
- ***Is the shift supervisor on the street providing direction and assistance as needed instead of in the police office?***
- ***Do the police concentrate their efforts in high crime and high accident areas, and do statistics support this?***

All the above factors, and others that are not listed, depending upon the community, are indicators of the effectiveness of the patrol effort. Effectiveness is not always measured by the number of arrests made by the police, although this is important to some degree. The quality of patrol, or the department's ability to take care of the minor items is equally important.

VI. Police Patrol Officer Needs and Deployment

Personnel costs, those costs associated with paying the salaries and fringe benefits of police employees, often represent 80 to 85 percent of the total police budget. One more or one less police officer in a police department sometimes means the difference between whether or not a tax increase is necessary in the community. Therefore, the governing body of a municipality must have reasonable confidence that the number of officers they employ in the police department is adequate to provide police services. In addition to knowing how many officers are necessary, they also must be certain that police officers are assigned to duty, or used in a manner that will bring the best results.

“One police officer per thousand people” has often been quoted by municipal officials as a rule of thumb to follow in determining police officer needs. It is difficult to know for certain from whence this “rule” came, but it is believed to be based upon the information that was released by the Federal Bureau of Investigation concerning the average number of police officers per thousand when it first began to compile Uniform Crime Reports (UCR). This was many years ago and obviously those average officer per thousand population figures have increased a great deal since that time. In 2008, there were an average of 1.7 full-time law enforcement officers for every thousand residents of Pennsylvania, according to the Pennsylvania State Police. In any event, using national or state averages of police officers per thousand population is not a sound method of determining police manpower needs. Each community has its own needs and wants, as was pointed out previously, when it comes to police service. How then, do we determine how many police officers are necessary to police a community?

Determining the Number of Officers Required

There are a variety of formulas used to calculate police manpower needs. Some are complicated and involved, sometimes requiring data that is not available in many police departments. Others are rather simple and easily applied in the average community. Formulas, although a much more reliable method than using averages or simply guessing, are not absolute. They are merely guides and should not be accepted as anything more than this.

The International Association of Chiefs of Police (IACP) **previously** developed a method for determining patrol force manpower needs based on the actual or estimated complaint or incident experience in the community. While the IACP no longer uses this method to determine manpower needs, the Governor’s Center for Local Government Services continues to utilize the previously developed IACP method and considers it a reliable method in determining manpower needs. This method, which follows, determines the level of required patrol officer positions and does not include supervisors, administrators or specialists.

Determining Patrol Officer Needs

Step 1. Determine the number of complaints or incidents received and responded to in a year by the police department. Complaints and incidents include all forms of police activity when an officer responded and/or took an official action. It does not include situations where advice was given over the telephone, delivering messages or handling internal police department matters. If the actual complaint or incident count is not available, an estimate may be used. Estimates may be made based upon the assumption that, on the average in any community, 550 complaints or incidents will occur for every 1,000 residents, or .55 per resident. As an example, if the population of *Anytown* were 21,000 it can be estimated that the police department will handle 11,550 complaints or incidents in a year ($21,000 \text{ population} \times 0.55 = 11,550 \text{ complaints or incidents}$). Estimates are much less reliable when the community is influenced by high nonresident population caused by tourism or industry.

- Step 2.** Multiply the total complaints or incidents by 0.75 (45 minutes). It is generally conceded that 45 minutes is the average time necessary to handle a complaint or incident.
- Step 3.** Multiply by three to add a buffer factor and time for preventive patrol. General experience has shown that about one-third of an officer's time should be spent handling requests for services. Other requirements for servicing police vehicles, personal relief, eating and supervision must be considered. Time for aggressive, preventive patrol must also be taken into consideration. Multiplying by three makes up for the unknowns.
- Step 4.** Divide the product by 2,920 – the number of hours necessary to staff one basic one-officer patrol unit for one year (365 days x 8 hours = 2,920 hours).

In Step 1 above, The specific types of police activities we consider to be countable for the purpose of calculating patrol force staffing needs are:

Incidents

- All reports of crime in the UCR classes
- Accidents
- Parking complaints
- Driving complaints
- Family/neighborhood disputes
- Fights
- Noise/annoyances
- Barking dogs
- Prowlers
- All forms of mischief
- Animal complaints
- Assisting other agencies
- Open doors
- Suspicious persons
- Escorts
- Alarm response
- Dangerous/hazardous situations

The types of routine police activities considered to be not countable for the purpose of determining patrol force staffing needs are:

Nonincidents

- Routine traffic stops
- Delivering mail/messages
- Magistrate stops
- Checking house/business security
- Making municipal purchases
- Servicing vehicles or equipment
- Conducting investigations relating to previously reported incidents
- Community relations work
- Performing in-station tasks

In Step 2, if your municipality is one in which there is a high amount of more serious crime and activity where it appears that more than an average of 45 minutes is spent on the average incident, you may want to consider reviewing activity by category and weighting incidents according to the amount of time spent on each activity. Our analysis of activity and handling time estimates in 16 police departments in Pennsylvania resulted in the average incident handling times and applicable weighting factors shown in Figure 3.

Figure 3

Police Activity Weighting Factors for the Application of IACP Police Patrol Force Staffing Formula

Activity	Estimated Time to Handle		Weighting
Part I Crime			
1. Criminal homicide	4 hours	57 minutes	7
2. Forcible rape	3 hours	10 minutes	5
3. Robbery.	2 hours	26 minutes	4
4. Aggravated assault	2 hours	9 minutes	3
5. Burglary.	1 hour	44 minutes	3
6. Larceny/theft		57 minutes	2
7. Motor vehicle theft		55 minutes	2
8. Arson	2 hours	50 minutes	4
Part II Crime			
9. Other assaults	1 hour	12 minutes	2
10. Forgery	1 hour	5 minutes	2
11. Fraud	1 hour	6 minutes	2
12. Embezzlement	1 hour	41 minutes	3
13. Receiving stolen property	1 hour	28 minutes	2
14. Vandalism		30 minutes	1
15. Weapons offenses	1 hour	19 minutes	2
16. Prostitution/vice.	1 hour	9 minutes	2
17. Sex offense (Except 2 & 16)	1 hour	33 minutes	3
18. Narcotics/drugs.	1 hour	50 minutes	3
19. Gambling	1 hour	4 minutes	3
20. Offenses against family/children	1 hour	40 minutes	3
21. Driving under influence	2 hours	20 minutes	4
22. Liquor law violations		52 minutes	2
23. Drunkenness		60 minutes	2
24. Disorderly conduct		45 minutes	1
25. Vagrancy		45 minutes	1
26. All other offenses		39 minutes	1
Other Activity			
27. Accidents (injury and/or investigated)	2 hours	10 minutes	3
28. Accidents (minor/not investigated)		45 minutes	1
29. Parking complaints		16 minutes	1
30. Driving complaints		20 minutes	1
31. Family disputes		36 minutes	1
32. Fights		41 minutes	1
33. Noise complaints		23 minutes	1
34. Barking dogs		17 minutes	1
35. Prowlers		29 minutes	1
36. Mischief.		28 minutes	1
37. Animal complaints (Except 34)		24 minutes	1
38. Assisting other agencies		32 minutes	1
39. Open doors		32 minutes	1
40. Suspicious circumstances		26 minutes	1
41. Suspicious person		25 minutes	1
42. Alarm Response		25 minutes	1
43. Dangerous/hazardous conditions	1 hour	2 minutes	2
44. Other incidents		45 minutes	1

In applying the IACP method to *Anytown* with a population of 21,000, there would be a need for 8.9 patrol elements to adequately police the community.

Complaints/Incidents (based upon an estimate of 0.55 per 21,000 results)	11,550
Multiply by 0.75 (45 minutes per incident)	8662.5
Multiply by 3 (Buffer Factor)	25987.5
Divide by 2,920 (Hours in a Patrol Unit)	8.899
Total Patrol Elements Required	8.9

If police officers could be expected to work eight hours each day, 365 days each year, there would be a need for nine police officers to provide patrol coverage in *Anytown*. Since this cannot be expected, it must be determined just how many hours in each year a police officer will not be available for duty because of normal time off periods. This can be established by itemizing all the areas or categories in which time off is granted to police officers in *Anytown* and arriving at a total for the year. The Anytown police work a normal 40-hour week.

Therefore, this means that each officer will be off duty sixteen hours each week or 832 hours a year. Listed below are the time-off factors in the Anytown Police Department which subtract from available duty time.

Factor	Annual Officer Hours
Days off (2 days per week)	832
Vacation (15 days per year)	120
Holidays (10 days per year)	80
Court Days (5 days per year)	40
Training (5 days per year)	40
Sick and Injury (5 days per year)	40
Miscellaneous Leave (Death in family, etc.)	8
Total hours not available	1,160

Subtracting the hours that an officer is not available (1,160 hours in Anytown) from the total hours required to staff one patrol element (2,920 hours) we find that each officer actually works a total of 1,760 hours each year. Therefore, to staff one patrol element 365 days a year, requires 1.66 police officers. (2,920 divided by 1,760 = 1.66). Anytown, with a population of 21,000 and a patrol element requirement of nine patrol elements (9 elements X 1.66 officer staffing requirement = 14.9 or 15 officers) needs fifteen patrol officers. Again, this patrol officer requirement does not include supervisors, administrators or specialists.

Actual counts of complaints or incidents are much more reliable than estimates when attempting to determine officer needs. However, when using statistics or incident counts provided by the police department it should be established that all incident activity is being counted. Many police departments in Pennsylvania do not prepare incident or complaint reports on all activity. Sometimes reports are not prepared for the barking dog complaints, escorts or other minor activity. If the counts provided by the police do not include such activity, officer levels based upon such information will likely be lower than is necessary.

Assignment According to Activity

Once the number of officers required to adequately patrol the community has been established, it is necessary to determine how they should be assigned to duty. Basically, the personnel of a police department should be distributed chronologically (or according to the time of day), functionally (by the type of job performed) and geographically (distributed in such a manner to cover the entire area of the municipality). We have already discussed the need to distribute geographically by developing patrol zones or sectors based upon the amount of activity occurring. Functional distribution takes place when officers are assigned to duties other than patrol officer. For example, assigning police officers as detectives, juvenile officers or traffic safety officers is distributing by function. Here, we want to determine how to assign by hour-of-day and day-of-week.

Normally, police activity in the average community occurs at the ratio of: 22 percent at night (12 AM to 8 AM) 33 percent during the day (8 AM to 4 PM) 45 percent in the evening (4 PM to 12 AM).

In order to determine when activity occurs it is necessary first to assure that all activity is being counted by the police department, and second to plot the activity according to the time-of-day and day-of-week it occurs. Figure 4 displays a chart or plotting of police activity by time of day in *Anytown*. In *Anytown* the police force works the regular shifts of 12 AM – 8 AM, 8 AM-4 PM and 4 PM- 12 AM. and the chart displays hour-by-hour the average number of incidents handled by the police. The working shifts established appear to be appropriate, since activity significantly changes at those times making these the best times to increase and decrease personnel complements. Actually, the analysis of incidents in *Anytown* revealed that activity occurs at the ratio of 20.0 percent from 12 AM to 8 AM, 34.3 percent from 8 AM to 4 PM and 45.7 percent from 4 PM to 12 AM.

Therefore, the fifteen patrol officers in *Anytown* should be assigned as follows:

Duty Shift	Percent of Activity	Officers Assigned
12 AM – 8 AM	20.0	3
8 AM – 4 PM	34.3	5
4 PM – 12 AM	45.7	7

Figure 4

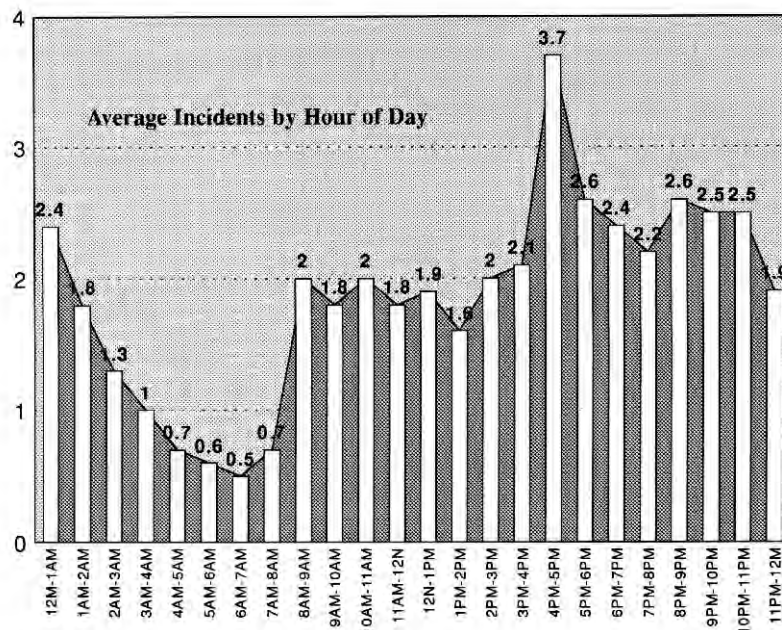


Figure 5 shows a year's comparison of activity or incidents occurring by day-of-week and the average number of patrol officers assigned by day of week. It is obvious from the analysis that the Anytown police department could do a better job of distributing patrol personnel by day-of-week.

As a general rule, police departments in Pennsylvania either do not make adjustments in officer levels according to activity or do so on a very limited basis. Police labor contracts or other municipal regulations sometimes restrict the ability of police departments to adjust officer levels. On the other hand some police chiefs and elected officials question the need to do so on the theory that police work is different than most other service functions. It involves more than just responding to incidents or complaints, there is a need for preventive patrol, business security and above all, adequate backup support for on-duty officers. While it is agreed that police service is somewhat different, the major factor in any product-oriented function, whether it be manufacturing, business or providing services is need based upon demand. The demand for police service can only be gauged by the number of calls, incidents or complaints received, with ample consideration for other functions such as preventive patrol which was provided for in the IACP formula used to determine officer needs.

The elected official and governing body interested in getting the most out of its policing dollars will require the police department to deploy its personnel consistent with the methods just discussed.

Average Officers Working Versus Average Incidents by Day of Week and Shift

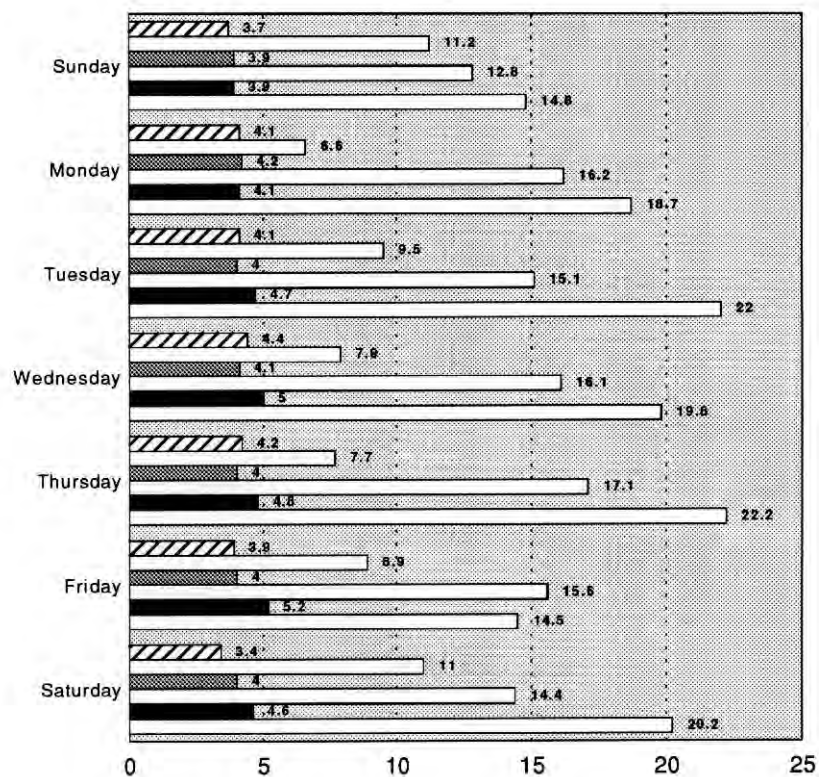
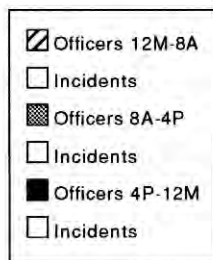


Figure 5

Scheduling Difficulties

The design of a work schedule to accommodate the needs of management as well as those of the rank and file police officer is one of the most difficult tasks of the police administration in a small police department. When the labor agreement specifies certain conditions relating to scheduling officers, problems become even greater. The difficulty of scheduling is probably one of the major causes of the common practice in police departments of utilizing three and four platoon systems that assign equal numbers of officers to each shift. It is much easier, for example, to transfer police officers from one shift to another when there are five on each shift than when there are three on the night shift, five on daylight and seven on the evening shift. Managing the police work schedule is a daily and continuous function. The scheduling of time off for vacation, training, and other leave requires the constant maneuvering of people from one position to the other.

In police departments of five or fewer police officers, with a goal of providing as much round-the-clock coverage as possible, there is no flexibility at all when it comes to scheduling. In the section on determining the number of officers required, we pointed out that it actually takes (in the example of Anytown) 1.66 police officers to staff one patrol element. Since it takes three patrol elements to provide round-the-clock coverage, 4.98 or five officers are necessary. Therefore, it is only when this number is exceeded that the police chief must make the decision concerning when and where an additional officer will be utilized.

Some police departments use midi-shifts or drop-back deployment to get the desired increase in personnel during higher activity periods. The midi-shift is actually an additional shift that usually begins at 7 PM or 8 PM and concludes at 3 AM or 4 AM. This allows the department to use a three or four platoon system with equal numbers of officers on each platoon. The drop-back method of deploying officers simply means that one, two or three officers who would normally be assigned to the 12 AM – 8 AM shift may be scheduled to report at 10 PM and work to 6 AM. These approaches to adjusting manpower according to activity assist in some ways but are not as effective as simply developing an assignment schedule that is designed to achieve this objective.

To illustrate one method of developing an assignment schedule designed to place officers on duty according to the amount of activity occurring, we will return again to Anytown, Pennsylvania. We determined that fifteen patrol officers were necessary to police Anytown. This number does not include the chief, the platoon sergeants, the detective or juvenile officer. We also concluded that in order to assign them according to activity, three should be on the night shift, five on daylight and seven on the evening shift. Figure 6 illustrates a 28-day, 5 on 2 off, work schedule which could actually continue indefinitely if police officers worked permanent shifts. In addition, the schedule takes the fluctuations in activity that occur by day-of-week into consideration by placing more officers on duty on Thursday, Friday and Saturday. The problem with the assignment schedule in Figure 6 is that patrol officers never get a Saturday night off.

To illustrate what occurs when police departments attempt to accommodate the human element in scheduling, another assignment schedule is displayed in Figure 7. This is also a 28-day schedule that provides each patrol officer with one three-day weekend off in the four-week period. Now, however, we are not able to distribute personnel as effectively. In some instances patrol officers must work for eight or nine day periods without a day off and we find that in some weeks, more officers are on duty on Tuesday and Wednesday than on the weekend. The elected official should be cognizant of the difficulties in scheduling but at the same time should insist upon the police department assigning officers to duty based upon the amount of activity occurring.

Figure 6

Twenty-Eight Day - 5 on/2 off - Police Department Assignment Schedule

September 30 - October 27

(Permanent Shifts)

	30	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27
12 MID-8AM	S	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
OFFICER (A)					X	X						X	X						X	X						X	X	
OFFICER (B)				X	X					X	X						X	X						X	X			
OFFICER (C)	X	X						X	X						X	X						X	X					
8AM-4PM																												
OFFICER (D)				X	X						X	X					X	X							X	X		
OFFICER (E)			X	X					X	X						X	X							X	X			
OFFICER (F)		X	X					X	X						X	X							X	X				
OFFICER (G)	X	X					X	X						X	X							X	X					
OFFICER (H)	X						X	X					X	X						X	X							X
4PM-12MID																												
OFFICER (I)				X	X						X	X					X	X							X	X		
OFFICER (J)			X	X						X	X					X	X							X	X			
OFFICER (K)		X	X					X	X						X	X							X	X				
OFFICER (L)		X	X					X	X						X	X							X	X				
OFFICER (M)	X	X					X	X						X	X						X	X						
OFFICER (N)	X	X					X	X						X	X					X	X							
OFFICER (O)	X						X	X					X	X					X	X								X

Figure 7

Twenty-Eight Day - Variable off - Police Department Assignment Schedule

October 1-28

Change
To

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
12 MID-8AM	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
OFFICER (A)						X	X	X							X	X						X	X					X
OFFICER (B)				X	X							X	X	X			X	X					X	X				
OFFICER (C)	X	X								X	X								X	X	X					X	X	
8AM-4PM																												
OFFICER (D)	X	X			X	X	X								X	X							X					
OFFICER (E)		X	X									X	X	X									X	X				X
OFFICER (F)			X	X					X	X										X	X	X			X			
OFFICER (G)	X	X								X	X						X									X	X	X
OFFICER (H)			X			X	X							X	X									X	X			
4PM-12MID																												
OFFICER (I)		X	X			X	X						X	X							X							
OFFICER (J)			X	X							X	X	X					X						X	X			
OFFICER (K)				X					X	X			X	X					X	X	X						X	
OFFICER (L)									X	X						X	X						X			X	X	X
OFFICER (M)	X	X			X	X	X						X							X	X							
OFFICER (N)			X	X					X	X			X	X										X	X			
OFFICER (O)		X				X	X							X	X				X	X	X							X

VII. State Laws Impacting Police Personnel Administration

A number of state laws provide important constraints on the operation of local police departments. These chiefly affect police personnel administration. The laws are discussed in this chapter and are further referred to in the succeeding chapter on personnel administration.

Civil Service Commission

In all third class cities and in first class townships and boroughs with three or more police officers, it is necessary that a civil service commission be created to assist elected officials in hiring and promotions, as well as to assure the individual rights of police officers. Although the language of the various municipal codes regulating civil service differ somewhat, the basic function of the civil service commission is to develop the qualifications for police positions, to establish a method of testing and qualifying applicants for those positions, to prepare candidates for hiring and promotion by overseeing the administration of the testing elements established and to conduct hearings for police officers suspended, removed or reduced in rank. Civil service is not required for police employed in second class townships. The regulations governing civil service for police officers are found in the applicable codes:

- **Third Class Cities:** Sections 4401 through 4410 of the Third Class City Code, *53 P.S. 39401 – 39410*.
- **Boroughs:** Sections 1171 through 1195 of the Borough Code, *53 P.S. 46171 – 46195*.
- **First Class Townships:** Sections 625 through 650 of the First Class Township Code, *53 P.S. 53251 – 53277*.

While there are no civil service requirements for police officers in second class townships or boroughs and first class townships where the number of officers are less than three, suspensions, removals or reductions in rank are regulated by the Police Tenure Act, *53 P.S. 811-815*. While providing for certain rights to employment, there are no provisions in the act for hiring and promotions, a major function of civil service.

There are many interested and dedicated persons serving as members of local civil service commissions throughout Pennsylvania. Since members of civil service boards receive no compensation for their labor, only those persons who are committed to serving their community are usually appointed to civil service commissions. Appointing members to the civil service commission is one of the most important acts of the elected official when it comes to local police service. Assuring that commission members are competent and willing to devote the effort that is necessary to establish a sound selection and promotion process, free of political or personal favoritism, is vital to providing effective police service.

The 1989 and **subsequent** amendments to the police training law, Act 120 of 1974, which empowers the Municipal Police Officer's Education and Training Commission to establish employment requirements for police officers impacts upon civil service procedures currently utilized in many municipalities.

All civil service procedure in the various municipal codes provides for an after-the-fact hearing procedure for officers who are suspended, removed or reduced in rank. A United States Supreme Court decision in 1985, *Cleveland Board of Education v. Loudermill*, also requires that persons who have a "property interest" in their position, (normally those persons who have completed a probationary period), must be given a pre-termination hearing prior to dismissal. The pre-termination hearing should be structured to acquaint the persons with the charges against them and provide an opportunity to respond. This requirement exists only in situations where a person is dismissed, removed from employment or suffers a property loss. Municipal officials should be aware of this requirement.

The Police Tenure Act

The Police Tenure Act, *53 P.S. 811-816*, applies to all townships of the second class as well as boroughs and first class townships with police forces of less than three full-time officers. The law provides that no regular full-time officer may be suspended, removed or reduced in rank except for the following reasons:

1. Physical or mental disability affecting the officer's ability to continue in service, in which case the officer shall receive an honorable discharge from service.
2. Neglect or violation of any official duty.
3. Violating any law constituting a misdemeanor or felony.
4. Inefficiency, neglect, intemperance, disobedience of orders or conduct unbecoming an officer.
5. Intoxication while on duty.

The law also prohibits removals for religious, racial or political reasons and requires that a written statement of charges be furnished to the officer within five days after such charges are filed.

Procedures are established in the Police Tenure Act for the furlough and reinstatement of officers for economic and other reasons and for the granting of hearings to officers who are suspended, removed or reduced in rank.

The law assures that all full-time officers in the Commonwealth have job security, through either civil service or the Police Tenure Act, depending upon the size of the department or the class of municipality.

The courts of Pennsylvania have ruled in several cases that to be covered by the act it is not always necessary that police officers be what is normally considered a full-time officer (works a regular 40 hour week with fringe benefits and overtime). Any officer regularly scheduled to work for the municipality, even though not the same number of hours as a full-time officer, and is available at all times for duty, may be covered by the Police Tenure Act. Municipalities to which the Police Tenure Act applies should become familiar with the law to avoid any procedural problems in handling disciplinary problems or furloughs of employees.

Act 111 – Collective Bargaining and Police Arbitration

Act 111 of 1968, *43 P.S. 217.1 - 217.10*, authorizes collective bargaining between municipal police officers and their public employers concerning the terms and conditions of employment (compensation, hours, working conditions, retirement, pensions and other benefits), the right to an adjustment or settlement of grievances or disputes, and provides for arbitration in the event an agreement cannot be reached.

There is probably no greater influence upon the ability of the governing body to provide police service to the community than Act 111. Since in the average police budget **80 to 85 percent** of the available funds are related to personnel costs, Act 111 has a direct influence on the amount of money spent for police service. Of equal significance, however, is the fact that working conditions and conditions of employment are negotiable issues and subject to arbitration. This includes almost any item, many of which were considered to be management rights prior to Act 111. In some communities, no longer does the elected official and management have exclusive control over work assignments, hours of work, overtime, the equipment utilized or the promotion process. Nearly every item has become subject to the bargaining process and is included in the police labor agreement.

Following are some general guidelines to assist the elected official in living with Act 111 and preserving those basic rights to manage the police agency not already removed through the bargaining process.

1. Accept Act 111 as it was intended – a means by which police officers may be recognized and permitted to bargain for their individual benefits.
2. Require that the association or group representing the police show proof that they represent the majority of membership.
3. Spell out those items considered to be management rights and preserve them in the language of the contract.
4. Put all agreed upon conditions in writing and assure that all interested in-house officials and employees have access to the written agreement.
5. Comply with the letter of the law in terms of the timetables and other requirements.
6. Include the chief of police as a management employee whenever possible, and make the chief part of the negotiations process as a resource person. Do not agree to a demand of the police officers until the chief of police has had an opportunity to appraise you of its actual impact.
7. Attach a dollar value to every demand (where possible), so that the actual cost is known.
8. Do not agree to a demand of the police simply because it does not appear to cost as much as another. It may very well handicap the department in more serious ways.
9. For every demand made by the police, make a counter demand on behalf of management. Improved efficiency and performance may also be negotiated as a demand of management.
10. Do not punish the police because of an unsatisfactory arbitration award. Eliminating training programs or equipment purchases injures you as well as the police.

Act 120 – Police Training Law

In 1974, Pennsylvania enacted legislation requiring that municipal police officers undergo a basic training course within one year after being hired. Officers who were hired prior to the law were not required to undergo basic training and were considered to be “grandfathered.” Act 120, which created the Municipal Police Officer’s Education and Training Commission and authorized it to establish minimum courses of study and to certify qualified officers, instructors and training schools was amended in 1988. The amendment significantly broadened the power of the commission by authorizing the establishment of physical fitness, psychological and background investigation standards for newly hired officers. The law now requires that persons hired as police officers by municipalities must undergo physical fitness exams, psychological exams and background investigations prior to performing duty. The commission has also mandated annual in-service training for all municipal police officers, including those who were previously “grandfathered” under the original legislation. Failing to complete the required in-service training is cause for decertification by the commission and loss of the authority to function as a police officer. Persons hired as municipal police officers have no power to enforce the crime codes or vehicle code or to carry a firearm until certified by the commission.

In 1996, a total rewrite of the Rules and Regulations for the Administration of Act 120 took effect. Some of the significant rules now in effect include:

1. Police officer certification terminates when an officer is no longer employed by the department for which certification was issued.
2. Physical and psychological standards have been published by the Commission and must be met to be certified. Forms developed by the Commission for physical and psychological examinations must be submitted with the application for certification.

3. A previously certified officer can be certified with a new department through the use of a Change of Status Form only when the officer is still employed by the original department, however, physical and psychological examinations are required. Officers that terminate employment in one department and begin employment in a different department must go through the certification process.
4. A certification examination will be required for all police officers graduating from police academies and all police officers requesting waivers of training.

In 1998, the Rules and Regulations “qualified section” of Act 120 was amended to permit certified officers and state police officers to obtain certifications without meeting any standards for two years following their separation from their previous police employment.

Act 120 applies to both part-time and full-time municipal police officers, but excludes persons employed to check parking meters and/or to perform only administrative duties, auxiliary and fire police. Sixty percent of an officer’s salary while actually in training is reimbursed to the municipality. Tuition costs and certain travel expenses are also paid by the Police Training Commission. Authorizing the payment of a salary to a person not in compliance with Act 120 can result in a fine and imprisonment for municipal officials. Since the 1988 amendment, the commission also has the power to stop the payment of funds which flow through the State Treasurer to municipalities until the offending municipality complies with the act.

Act 120 is a very necessary law and has been instrumental in improving the quality of law enforcement in Pennsylvania since its enactment. The broadened power of the commission to establish employment standards for municipal police officers further improves law enforcement. It also increases the financial investment the municipality makes in newly hired officers. After receiving basic training and certification, the officer becomes attractive as a potential employee for other municipalities. Some municipalities which pay lower than normal wages and fewer benefits find themselves becoming the training provider for officers who end up on neighboring police departments. Although current law requires that a municipality hiring a certified police officer employed less than two years by another municipality must reimburse that municipality the nonreimbursable portion of the salary paid to the officer while undergoing training, movement from one department to another continues to be a problem in some areas. Eliminating incentives that attract an officer to another community by paying comparable wages and providing comparable benefits will help in retaining officers.

Some municipalities have developed agreements with newly hired police officers requiring that, should the officer choose to leave prior to the expiration of a certain period of time, the officer will reimburse the municipality for certain expenses incurred in employing the officer. Training costs have been included along with uniforms, equipment and other items. A graduated scale of reimbursement is provided for, depending upon when the officer leaves the police department within the time period established. Some legal documents of this nature have been declared invalid by the courts, and whether this is a legitimate method of attempting to retain employees is questionable. There appears to be no question, however, that Act 120 influences the ability of the elected official to provide police service.

The Municipal Police Officers Education and Training Commission moved into new headquarters in 2004. Questions concerning Act 120 and its regulations should be directed to the following.

Municipal Police Officers’ Education and Training Commission
8002 Bretz Drive
Hershey, PA 17112-9748
Telephone: (800) 342-0858

Heart and Lung Act

The Heart and Lung Act, *53 P.S. 637-638*, assures the continued full salary or wages of police officers injured in the line of duty for the duration of such injury. The law applies to all classes of municipalities and all police officers, regardless of the size of the department. The law also provides that all medical and hospital bills incurred in connection with the injury shall be paid by the municipality. Disease of the heart and tuberculosis of the respiratory system contracted or incurred by officers after four years of continued service and caused by extreme overexertion in times of stress or danger or by exposure to heat, smoke, fumes or gases arising directly from employment are covered by the law. Worker's compensation payments received or collected by the injured employee must be turned over to the municipality for deposit in the municipal treasury and the employee receives a full salary.

The courts or agencies having jurisdiction have ruled that normal payroll deductions are not permissible for employees on temporary, job-related disabilities. For example, federal income tax, Pennsylvania personal income tax, Social Security tax, earned income tax and Medicare hospital tax may not be deducted from the injured officer's salary. Municipalities are also not permitted to deduct sick leave from the employee while on job related disability.

It is important that municipal officials be aware of the requirements of the Heart and Lung Act to avoid complications in the event of injury to the police officers they employ.

Police Employment and Military Service

Municipalities employing police officers who are also members of the National Guard or military reserves are required to release such officers for a two-week period each year to attend military training. Police officers who also serve in the military sometimes require other consideration to allow them to fulfill their obligations to their military unit. Permitting work schedule adjustments in such situations to permit weekend training is common. Section 4102 of the Military Code, *51 P.S. 4102*, specifies that members of the Pennsylvania National Guard "shall be entitled to leaves of absence from their respective duties without loss of pay, time or efficiency rating on all days not exceeding 15 days in any one year during which they shall... be engaged in training under orders authorized by law."

Veterans may also be eligible to receive credit for military service in their pension programs and are eligible to receive preference when applying for police positions, as discussed in Chapter 8.

VIII. Police Personnel Administration

There are several areas of police personnel administration with which the elected official must be concerned. Due to the cost associated with supporting the police employee (salary, fringe benefits, pension and insurances) the elected official must feel confident that the persons selected for police positions are the best available. Once on board, employees should be prepared for police work through exposure to appropriate training and on-the-job experience. Employees should be provided with the opportunity to maintain their ability through proper, regular in-service training. Employees should be given the opportunity to compete for advancement opportunities if and when they exist. Finally, employees should be made to feel that they are part of the police team of the community, very much involved in performing functions aimed at making the community a better place in which to live. The following subjects all relate in some way to these issues.

Selecting and Promoting Police Officers

The municipal official should take the same precautions and place the same importance on hiring a police officer as would be placed upon making a **\$1,000,000** expenditure for equipment or construction. In fact, hiring a police officer is a major investment in every community. Consider an average annual salary of **approximately \$40,000** with an approximate **25 to 30 percent** added on for fringe benefits; multiply that by the minimum **20 years** the officer will be employed before retirement; and you have a major municipal investment of over **\$1,000,000**. Therefore, it makes good sense to assure that your investment will bring the kind of results that will benefit the community.

As discussed in the previous chapter, all forms of government in Pennsylvania, except townships of the second class, require a civil service procedure in hiring if the police department employs police officers (more than two in boroughs and first class townships). The language of the various municipal codes is rather broad and somewhat ambiguous when it comes to defining what elements must be used to qualify applicants for police positions. For example, the Borough Code merely states that “All examinations for positions or promotions shall be practical in character and shall relate to such matters and include such inquiries as will fairly test the merit and fitness of the persons examined to discharge the duties of the employment sought by them.” It does not define what the testing elements should be. Therefore, it is up to municipal officials to develop their own strategy to recruit and qualify applicants for police positions.

Every municipality, in order to assure a sound selection process, should prepare and define, in written form, the qualifications of applicants for entry and promotional positions in the police department. The written regulations should further outline and describe the selection and promotion process including the testing elements to be used and the passing levels or scores that must be achieved in each category. The Borough Code and First Class Township Code require the development of such regulations by the civil service commission and specifies that they be approved by the governing body. *Model Hiring Manual for Pennsylvania Municipalities* is available from the Governor’s Center for Local Government Services. This publication provides guidelines for hiring all municipal employees including police officers in civil service communities and non-civil service communities.

The recruitment and selection process that is advocated by the Governor’s Center for Local Government Services for entry level police officer positions is as follows.

Recruitment. The recruitment effort should be directed toward attracting the most qualified applicant. This can only be accomplished by recruiting as widely as possible from all available sources. Special emphasis should be placed upon attracting minorities and women, as well as those who have prepared themselves for a law enforcement career through a college program.

Qualifications. Residency within the municipality or within a certain radius of the municipality may be required after appointment but may not be a requirement to qualify for a police position. A minimum age of 18 years should be set. A maximum age may be set but the municipality should be able to justify the age limit is actually related to a person's ability to perform as a police officer in the community. There should be no minimum or maximum heights, but weight should be in proportion to height. If a minimum education requirement is set, the job relatedness of it may have to be established (the written examination measures those knowledge and aptitude areas that determine a person's ability to be a police officer. Therefore, minimum education requirements may serve no purpose). A valid motor vehicle operator's license is necessary. Sound mental and physical condition are to be determined by psychological, physical and medical examinations.

Examination elements – There are six examination elements recommended to determine an applicant's fitness for the position of police officer.

Step	Element	Passing Score	Weighting
1	Physical Agility Test	Completion of All Exercises	Pass/fail
2	Written Examination	70%	70%
3	Oral Examination	70%	30%
4	Background Investigation		Pass/fail
5	Medical Examination		Pass/fail
6	Psychological Examination		Pass/fail

The Americans with Disabilities Act (ADA) prohibits the administration of medical and psychological examinations until after an offer of employment has been made. Employment is contingent upon successful completion of the examinations.

State law requires the awarding of additional points to civil service applicants who served in the armed forces of the United States during a period of armed conflict. Court decisions dealing with that law have interpreted it to mean that any person who served in a branch of the military services since July 1953, including the National Guard or military reserve and who have completed both the training and service components of their military commitment and has an honorable discharge, must have an additional ten points added to their score in boroughs and first class townships and 15 per centum added to their score in third class cities. Veteran's points are added after all the examination elements contributing to the score have been completed or as a last step of the process. Because of the complexities of the Veteran's Preference Law, it is advisable that the municipal solicitor review any issue involving the interpretation of the language of the law which is contained in the Military Code of Pennsylvania, *51 Pa. C.S.A. 7103a, 7107*. The Military Code also provides for preference to veterans in non-civil service positions and for seniority purposes in reductions of the police force.

The requirements developed for the various promotional positions in municipal police departments depends to some extent upon the police department. However, the same care that is necessary in developing the criteria to recruit and select police officers is also necessary in developing the procedures for promotions. Qualifications should normally include a period of experience as a police officer or in a rank immediately below that for which testing is being conducted. They may include certain types of training or education in the area of responsibility of the position. For example, to be eligible for advancement to sergeant, a municipality could require that a person have three years' experience as a police officer and an associate degree in police science. Five examination elements are recommended for use in determining fitness for the positions of corporal, sergeant, lieutenant and captain.

Step	Element	Passing Score	Weighting
1	Physical Agility Test	Completion of All Exercises	Pass/fail
2	Written Examination	70%	70%
3	Oral Examination	70%	30%
4	Medical Examination		Pass/fail
5	Psychological Examination		Pass/fail

All examination elements and qualifications established for police positions (entry and promotional) must be job-related and designed to determine a person's fitness to perform in the position to be filled. The Governor's Center for Local Government Services is able to assist communities in their efforts to develop such criteria. Assistance is available in determining the specific factors that relate to the various positions.

Selecting the Chief of Police

Thus far we have pointed out that the chief of police should have the ability to determine the operational procedures of the police department, develop and manage the department's budget, design and manage a work schedule which distributes the department's workforce according to fluctuations in activity, supervise personnel and recommend an appropriate organization structure. In addition, the chief must assure that adequate training is provided to personnel, evaluate performance and provide an appropriate system to control conduct and protect the liability of the municipality. These responsibilities alone require that some method be used to determine that the person selected has this ability and talent. Obviously, none of the foregoing are duties normally performed by a police officer. Therefore, it does not follow that the person who performs well as a police officer will perform well as a chief of police. The duties of each position have little in common.

All too often municipal officials select a person for the chief's position only to find out the person does not perform well, even though there was good performance as an officer, sergeant or lieutenant. The situation then becomes unpleasant, because removal reflects negatively upon the chief and the appointing governing body. Action is avoided for this reason and the municipality ends up with a person in one of the most sensitive and responsible positions in municipal government who does not perform well and may never perform well. The person in the position is often equally unhappy especially if aware of inability to do the job as it should be done. Who suffers? The elected officials because they are not getting out of the chief what they should be getting, the chief who is over his/her head and knows it, but most of all, the citizens because they are not getting what they are paying for in terms of service and efficiency from the police department. In this situation, some communities go to the extreme of appointing another person to a public safety director, police commissioner or police administrator position to isolate the chief and provide the necessary leadership and management know how. This makes the citizens suffer more so because they must now pay the wages of two persons to manage the police department.

What role should seniority in the department play in the appointment of a police chief? In some situations seniority should have significance. For example, to establish priority for vacation time-off or choice of overtime, seniority serves well as a method of determining priority. It is sometimes used as a credit in promotional examinations. However, seniority should not be considered in the selection of a chief of police. If seniority and performance in the present function were sound criteria to determine fitness to head the organization, hospitals would be managed by the oldest doctors, manufacturing companies would be run by the oldest machinists and the supermarket would be managed by the oldest stocker or checkout clerk.

Municipal officials sincerely interested in selecting an effective police chief should do the following.

- a. Determine precisely what qualifications are desired in a chief of police. Minimum education, minimum experience in police management positions, physical and mental condition, minimum age, and prior police management training are all criteria that may be used to establish qualifications.
- b. Once the qualifications for the position are established, determine and implement a method of receiving applications and screening out all those who do not meet the minimum qualifications. An application form may be used or resumes may be required. Recruitment should be open to all who meet the minimum qualifications.
- c. Determine a method of measuring knowledge, ability and qualifications above the minimum level. A written examination may be used as a first step of the testing process to bring out those most knowledgeable. The written test should measure management and leadership knowledge and should relate to the job to be performed. An oral examination may be used to test a person's ability to perform in an example situation as well to measure their ability to communicate. An oral examination by a three-member board composed of professional police chiefs from other communities with a precise method of evaluating candidates is a good method. Other assessment exercises, such as an in-basket exercise which is designed to measure a person's ability to sort out problems and perform under stress may also be used. Medical and psychological examinations should be used to measure physical and mental conditions. Where the person selected is from outside the department, the medical and psychological examinations and a background investigation is required before employment. The medical and psychological examinations may not be administered until after an offer of employment if the person selected is from outside the department.
- d. Be certain that the person appointed to the position has a full understanding of what is expected in terms of performance. A job description should define precisely what responsibilities are associated with the position. Such things as whether the position is covered by the police labor agreement, overtime requirements, and the methods of accounting for performance should be spelled out and a minimum probationary period should be established.

The cost and effort that goes into the selection of a chief of police will be returned to the municipality in police efficiency, productivity and performance. If the person is selected for the job rather than the job adjusted to accommodate the talents of the person selected, the police department, municipal government and the citizens of the community will all benefit.

Third Class Cities, operating under the commission form of government, are somewhat limited in their ability to open eligibility to all qualified persons. Section 2002 of the Third Class City Code, 53 P.S. 37002, requires that the chief of police be designated by the mayor from the membership of the police force.

Job Descriptions

The basis for determining an employee performance level is to compare the work that is performed by the employee with what they are required to do. It is difficult to measure performance unless both the employer and employees know precisely what the employee is supposed to do. But everyone knows what a police officer is supposed to do, right? Wrong! As we pointed out in previous sections, policing in every community is a reflection of the desires, ability and knowledge of key people in government. Therefore, policing is different from community to community. The fact that it is different requires that we do not accept what we perceive the job to be as the actual duties of the position. Duties and functions must be spelled out in a job description understood by the employee. Job descriptions should be developed for all classes of rank or position in the police department, including civilian positions. Job descriptions are especially helpful in situations involving litigation over discipline matters. The courts often do not accept statements like "the employee should have

known what the job was,” or “all our police officers know they must report to duty fifteen minutes before the hour” as evidence that the employee understood the job requirements. On the other hand, a written job description along with supporting evidence that the officer had access to the job description and was required to review it, leaves little doubt.

Providing Adequate Training

Police responsibilities are constantly changing. New laws governing the rules of criminal procedure, vehicles and traffic and the criminal laws of the state and nation are approved on a continuing basis. Supreme Court rulings can drastically effect the manner in which police departments perform. In addition, the longer on the job, even though one usually becomes more skilled in performance, the further away the officer is from the basic police knowledge obtained at the police academy. The only method available to keep the officer abreast of new developments in procedures, laws and court opinions as well as replenish basic police knowledge is through a well designed and regular training program. Every municipality interested in assuring efficiency in individual police officer performance will require an appropriate level of training. In order to develop an effective training program it is necessary to document the training provided. This is accomplished by developing a training profile on each officer listing the training they have had since becoming a member of the force. If the officer was employed by another department previously, the training received there should also be listed. Once this is done it becomes quite clear where training deficiencies exist. Each year a department-wide training program can then be developed addressing the individual training needs of the members of the department. Every officer on the department should receive some form of training each year in addition to being required to qualify with firearms.

Specialized training should be provided to those persons performing specialist functions in the police department. Additionally, training should be provided in supervision and management to those officers holding rank or positions requiring such skills. Quality police training is available from several sources throughout the Commonwealth as well as from institutions outside the state. Penn State University offers training programs in supervision and police executive development and many of the community colleges and state-owned universities also offer training courses in many areas. The Pennsylvania State Police, through their academy at Hershey and regional training facilities, provide training in many areas of police service to local police officials. Specialized training is also provided through one-day and two-day seminars in police management subjects conducted by various state municipal associations under contract with the Department of Community and Economic Development.

Evaluating Employee Performance

Being aware of the work output of employees, from the standpoint of both quantity and quality, is an important aspect of administering the police department. It is as important to the municipality as it is to the individual police officer. If properly established with specific and clearly defined objectives, a formal performance evaluation system serves to maintain a consistent performance standard for the department. Police officers should be rated by their immediate superior at least annually in comparison with the output of an average police officer in the department. The officers' strengths and weaknesses should be noted on the standard rating form adopted for that purpose by the department. A post-evaluation conference between officers and the rater should be mandatory to assure that the officers are aware of the results of their evaluations. Performance ratings may be used as an integral part of the promotion process as well as indicators of training needs and deficiencies. They also establish a permanent record of each employee's development from the time of appointment throughout their law enforcement career.

Some police officials in small police departments shy away from implementing a formal performance

evaluation system. The chief often claims understanding of the performance level of the officers without having to resort to a formal method of measuring it. However, simply knowing how well an officer performs should not be the sole intent of evaluating performance. Involving the rank and file in the development of a formal performance evaluation system will result in the adoption of a procedure that is usually understood and accepted.

Enhancing Employee Performance

Police work is a very stressful and demanding occupation. There is constant concern for individual safety. At the same time the emotions of anger, fear, sadness, pain or total frustration caused by not being able to help individuals involved in situations, are encountered regularly by police officers. Add to this uncertainty about where they fit into the police organization, concern for the quality and quantity of the equipment used on the job or individual career goals, and it is easy to see why law enforcement is a hazardous occupation. The hazard may be as much from the threat of the criminal element of society rather than from oneself and one's ability to withstand such pressure. Preoccupation with these concerns affects performance. It is therefore beneficial to the municipality to eliminate and control as many of the negative aspects of the job as possible. This means making the job as desirable as it can be in the areas which are manageable by the municipality. Eliminating the worry about whether a worn tire on the patrol car may blow out in a high speed pursuit, or whether there will be an opportunity for assignment to the criminal investigation unit, or whether the department will adjust the work schedule to permit going to college all contribute to making the police department a good place to work. All are also totally controlled by the municipality. Keeping officers informed on the operational procedures of the department, involved in the decision making process and motivated by an atmosphere that tells them they are a member of a team dedicated to making the community a pleasant place in which to live all contribute to job satisfaction.

Not everyone can be chief and there are only so many positions of rank, so how can we establish advancement opportunities? In-grade salary advancement, after specific periods of time and specified education and training achievements give officers opportunities to advance within their particular classification. Special assignments after minimum accomplishment also are ways of establishing career advancement opportunities. There are many ways in which elected officials can help to make the job of enforcing the law more pleasant for the officer and at the same time more profitable for the municipality. Job satisfaction enhances performance.

IX. Police Support Functions

Police support functions are all those things that must be done in a police department to provide support and assistance to officers on patrol. Many support functions are nearly as vital to the delivery of police services as the patrol officer. Imagine, for example, the difficulty a police department would have today without the ability to communicate by radio and the assistance provided by the dispatch. Response time for complaints and requests for service would greatly increase, the safety factor for officers would be enormous and they would be completely cut off from the information sources that they regularly depend on. An important aspect of supporting functions is that (with few exceptions) they may be performed with nonsworn, civilian personnel. Most do not require the exercise of police power, authority or knowledge. This often allows the municipality to provide the service at less cost than utilizing sworn officers to perform the function. Using civilians may also result in greater efficiency.

Police Communications Systems

There are many variations of police communications systems throughout the municipal police agencies in Pennsylvania. They range in sophistication from the citizen's band radio staffed by an answering service that also handles calls for businesses and professional offices, to elaborate computer-aided dispatch systems. Many have no tie-in or link to other area emergency services (police, fire, and EMS) and, therefore, have difficulty cooperating with other agencies. Many have no field access to the Commonwealth Law Enforcement Assistance Network (CLEAN) computer that has been placed in strategic locations throughout the state to provide immediate access to information on items such as wanted persons and stolen vehicles and property.

Although major accomplishments have been made in the past decades in developing countywide and areawide emergency communications systems, there is probably no area of municipal services where there is more duplication of effort and overlapping services. For example, in one county there existed a countywide emergency communications system that provided dispatch for all the police departments in the county except one. In the same building, one floor above, was the communications system for that one police department. One system provided dispatch services for the entire county, the other for one police department. From the standpoint of staffing costs, it probably cost half as much to dispatch the one police department as it did to dispatch all others in the county.

It should be noted that the Public Safety Emergency Telephone Act, Act 78 of 1990, as amended, outlined provisions for a county-wide toll free 911 emergency dispatch system. Not only has the implementation of this Act resulted in costs saving for local municipalities, the enhancement provisions of the County 911 system has resulted in improved opportunities for saving lives through a more effective system.

Municipal officials interested in holding the line on police costs and assuring maximum efficiency from their and other area police departments will insist upon cooperating with other municipal governments in providing this service. Obviously, if other area municipal governments do not wish to cooperate, then there is little choice but to maintain your own system. Police communications systems should be developed and maintained consistent with the following basic guidelines:

1. The communications system should have the ability to monitor and transmit on the police, fire and EMS frequencies serving other area municipalities.
2. Access to a CLEAN terminal from mobile units should be assured.

3. The communications system should be staffed by nonsworn civilian employees.
4. The communications system should be operated 24 hours a day or during those times when officers are on duty.

Police Records

The police department records system serves as the memory of the police department. This is where information is collected and stored on all reported crimes and the details of the investigation of each crime. In addition, records of criminal arrests, traffic accident investigations, complaints or incidents and juvenile offenses are maintained. The nature and sophistication of the police department records depend to a great extent upon the police department. Some police departments have fewer records than are necessary while others duplicate information and record unnecessary data. The police records system affects the ability of the police department to perform effectively. Although there are few standard reporting forms and procedures, every police records system should be consistent with the following basic principles.

1. A record or report should be made and maintained on every incident responded to by the police department.
2. The records system should record only that information necessary to document the facts surrounding the incident.
3. An indexing method should be maintained to permit immediate access to the information stored by the names of the victim, witness or perpetrator.
4. The information maintained on juveniles should be separated and maintained in conformance with the Juvenile Justice Act.
5. Police department records (excluding in-house investigations of officers, personnel files and certain information relating to the investigation of drugs and vice) should be accessible by patrol officers at all times. Procedures should be established requiring accountability for records removal.
6. The reporting system should require the completion of a daily activity report by each police officer summarizing the incidents handled and documenting the amount of time spent in each activity. The activity report form should be comparable with Figure 8A and B on pages 47-48.
7. The records system should permit the compilation and extraction of management information necessary to establish productivity levels, determine manpower needs and assignments, and to report to the governing body on the activities of the department on a monthly basis.
8. When the volume of reports and records requires extensive time to maintain the system, consideration should be given to the use of a microcomputer. The lower cost of this equipment now makes its use in police service more practical.

The monthly report should document the types of information contained in Figure 9 A, B and C on pages 49-51. All police departments in Pennsylvania maintaining criminal history records on individuals are required to comply with the regulations of the Criminal History Records Information Act, *18 Pa.C.S. 9101-9183*, administered by the Attorney General. This act provides for proper collection, storage, dissemination and use of criminal history records information and permits review by individuals under certain conditions. It is important that the police reporting and records system developed by local police departments be in compliance with this law.

Today, most police departments operate and maintain computerized records systems. Whatever computer system is used, the municipality should make sure that proper training is provided and accurate computerized records are maintained and security provisions are established and enforced.

Police records is another area where the municipal official should consider cooperating with other nearby governments. This is not an area where costs will be greatly reduced by working together, but the effectiveness of police service can be enhanced by making more information available to neighboring police departments.

Crime Prevention/Community Policing

Community policing is a major responsibility of the police chief regardless of the size of the community. Assuring that the citizens of the community are informed of the activities of the police department and the conditions on crime and citizen safety is important for the future of the police department. Seeing that the department is represented and involved in community activity through schools, service and civil organizations is an appropriate administrative function of the chief or chief's designee. Regular presentations to such groups serve to make the police a part of the community, rather than apart from it.

Involving citizens in the department's efforts to contain and reduce neighborhood crime has been an effective police tool in many Pennsylvania communities. Neighborhood crime watch programs and organized citizen observation patrols have been effective deterrents to crime. Assistance is available from the Pennsylvania Commission on Crime and Delinquency and the Pennsylvania State Police in developing such programs. The costs are minimal when compared to the results attained in crime and control and citizen appreciation of the policing effort. This is also an area where several communities may work together to accomplish the same goal.

Property and Evidence Control

Police departments regularly come into possession of valuable property in the handling of reported crime and incidents. Stolen property is recovered and retained by the department as evidence until such time as the case is disposed of in the courts. Resolution sometimes takes years. In some situations the ownership of stolen property is not established and its disposition is not specified by the court. Other property coming into the possession of the police is property found by someone and turned over to the police department to hold until the owner is located. Unfortunately, police departments have lost cases and suffered embarrassment over improper handling of property and evidence. If property placed in police custody cannot be found, evidence is tainted because the security over it cannot be established. Providing for the proper collection, storage and disposal of property and evidence will protect against such occurrences.

First, an adequate property storage area should be provided for the department. Security factors should be built into the storage area and large amounts of money, jewelry or excessively valuable property should be stored in a safe. Second, a good records system and procedure should be established to handle property and evidence and all members of the department should be required to comply. All property and evidence should be tagged immediately upon receipt by the investigating officer. The tag should include the following.

1. Name of the complainant, victim, suspect
2. Location and date
3. Incident, offense or complaint number
4. Description of the property
5. Officer's signature

A description of the property should be entered in a property control book or file and periodic inventories should be conducted by the department. Property or evidence checked out of the property room for hearings or trials should be signed out and signed in upon its return. Persons claiming property should be required to properly identify the item and they should be properly identified for the record. The final disposition of all retained property and evidence should be reflected in the property record book or file.

Unclaimed property is regulated by state law, *1982 P.L. 248, 72 P.S. 1301.1*, and requires that unclaimed or abandoned property coming into possession of municipalities and their police agencies be turned over to the Pennsylvania Department of Revenue under certain conditions. Property, other than bicycles, must be unclaimed for seven years. Bicycles may be donated to charitable organizations or sold at public auction by the municipality after unclaimed for more than 90 days. Contraband (items unlawful for anyone to possess, such as drugs or sawed-off shotguns) may be disposed of by court order when necessary.

The Escheats Division of the Pennsylvania Department of Treasury should be contacted (1-800-222-2046) when there is a question concerning the proper disposition of unclaimed property.

Police Equipment and Facility

Local officials exercising their authority to create and maintain a municipal police department must also accept the responsibility of providing adequate facilities and equipment. No matter how much effort is put into the selection process or how much training is provided, the ability of the officer to perform greatly depends upon the equipment used on the job. Vehicular, investigative, personal and safety equipment should be supplied in adequate amount and maintained regularly. Wherever possible, equipment such as vehicles, firearms or uniforms should be purchased and supplied by the municipality rather than the individual officer. When owned by the municipality, greater control can be established over officer appearance and the care and maintenance of equipment. Regular schedules should exist for the replacement of patrol vehicles based upon length of use, mileage and per-mile cost to operate. Vehicles and other equipment may be purchased through the cooperative purchasing program of the Department of General Services (COSTARS). Surplus property may also be available to municipalities through the Department of General Services.

The facility housing the police department will require more attention and maintenance than a normal municipal office. The fact that it is often used and occupied on a 24-hour basis (in police departments large enough to be staffed at all times) means that furniture and equipment will wear out more rapidly and require more repair and maintenance. Since the officer and the police offices are often the first and sometimes the only contact a citizen will have with municipal government, what they see is the citizens' perception of municipal government. In addition, the facility and environment where officers must work affects their attitude and performance. Therefore, if municipal officials hope to achieve positive performance and high levels of production from police employees and reflect an atmosphere of good government, a clean, pleasant and adequately equipped police facility must be provided.

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Figure 8B

Time Received	Time Completed	Time Consumed	Source of Complaint	Location Type of Activity and Action Taken							
Supplemental Notes and Details of Special Activities											
Activity and Time Summary											
Traffic Activity	No	Hrs	Min	Criminal Activity	No	Hrs	Min	Administrative & General	No	Hrs	Min
Accidents Investigated				Investigations				Supervision			
Arrests from Accidents				Arrest Felonies				Office Detail			
Vehicle Code Arrests				Arrests Misdemeanors				Public Talks			
Traffic Ordinance Arrests				Arrests - Ordinances				Equip. Services/Repair			
Parking Control & Arrests				Special Detail				Patrolling			
DUI Enforcement				Complaints/ Incidents				Other Investigations			
Special Traffic Detail				Courts				Processing Records			
Traffic Complaints								Other Assignments			
Court											
Written Warnings											
Total Traffic				Total Criminal				Total Admin/General			

Figure 9A**Police Department Monthly Activity Report**

Month of _____, 20____

Reports of Criminal Activity

Part I Offences	Reported to Department	Year to Date	Last Year to Date	Cleared by Department	Year to Date	Last Year to Date
Murder	_____	_____	_____	_____	_____	_____
Manslaughter	_____	_____	_____	_____	_____	_____
Rape	_____	_____	_____	_____	_____	_____
Robbery	_____	_____	_____	_____	_____	_____
Aggravated Assault	_____	_____	_____	_____	_____	_____
Burglary	_____	_____	_____	_____	_____	_____
Larceny	_____	_____	_____	_____	_____	_____
Motor Vehicle Theft	_____	_____	_____	_____	_____	_____
Arson	_____	_____	_____	_____	_____	_____
Total	_____	_____	_____	_____	_____	_____

Part II Offences	Reported to Department	Year to Date	Last Year to Date	Cleared by Department	Year to Date	Last Year to Date
Other Assaults	_____	_____	_____	_____	_____	_____
Forgery	_____	_____	_____	_____	_____	_____
Embezzlement	_____	_____	_____	_____	_____	_____
Receiving Stole Ppty.	_____	_____	_____	_____	_____	_____
Vandalism	_____	_____	_____	_____	_____	_____
Weapons Offenses	_____	_____	_____	_____	_____	_____
Prostitution	_____	_____	_____	_____	_____	_____
Sex Offenses	_____	_____	_____	_____	_____	_____
Narcotics/Drugs	_____	_____	_____	_____	_____	_____
Gambling	_____	_____	_____	_____	_____	_____
Offenses Against	_____	_____	_____	_____	_____	_____
Family & Children	_____	_____	_____	_____	_____	_____
Drv. Under Influence	_____	_____	_____	_____	_____	_____
Liquor Laws	_____	_____	_____	_____	_____	_____
Drunkenness	_____	_____	_____	_____	_____	_____
Disorderly Conduct	_____	_____	_____	_____	_____	_____
Vagrancy	_____	_____	_____	_____	_____	_____
All Other Offenses	_____	_____	_____	_____	_____	_____
Total	_____	_____	_____	_____	_____	_____

Figure 9B

Police Service Activity			
Incident/Activity	This Month	Year to Date	Last Year to Date
Accidents Reported	_____	_____	_____
Accidents Investigated	_____	_____	_____
Parking Complaints	_____	_____	_____
Driving Complaints	_____	_____	_____
Family/Neighborhood Disputes	_____	_____	_____
Fights	_____	_____	_____
Noise/Annoyances	_____	_____	_____
Animal Complaints	_____	_____	_____
Mischief	_____	_____	_____
Assisting Other Police Agencies	_____	_____	_____
Open Doors	_____	_____	_____
Suspicious Circumstances	_____	_____	_____
Suspicious Persons	_____	_____	_____
Escorts	_____	_____	_____
Alarm Response	_____	_____	_____
Dangerous/Hazardous Situations	_____	_____	_____
Other Services/Activities	_____	_____	_____
Totals	_____	_____	_____

Traffic Enforcement			
Enforcement Effort	This Month	Year to Date	Last Year to Date
Citations Issued (Moving)	_____	_____	_____
Citations Issued (Non-Moving)	_____	_____	_____
Parking Violations	_____	_____	_____
Meter Violations	_____	_____	_____
Traffic Warnings Issued	_____	_____	_____
Ordinance Violations	_____	_____	_____

Vehicles			
Item	This Month	Year to Date	Last Year to Date
Miles Driven	_____	_____	_____
Fuel Consumed	_____	_____	_____
Oil Consumed	_____	_____	_____
Repair Maintenance Cost	_____	_____	_____

Figure 9C

Administrative			
Time Expended	This Month	Year to Date	Last Year to Date
Patrol Hours	_____	_____	_____
Investigation Hours	_____	_____	_____
Administrative Hours	_____	_____	_____
Community Relations Hours	_____	_____	_____
Sick Leave Hours	_____	_____	_____
Holiday Hours	_____	_____	_____
Training Hours (Paid)	_____	_____	_____
Training Hours (Non-Paid)	_____	_____	_____
Court Hours (Paid)	_____	_____	_____
Court Hours (Non-Paid)	_____	_____	_____
Other Leave Hours	_____	_____	_____
Overtime Hours	_____	_____	_____
Part-Time Officer Hours	_____	_____	_____
Total Hours Worked for Period	_____	_____	_____

X. Police Management Checklist

The following checklist is designed to provide a management audit of local police services and may be applied by local police officials to their own police departments. A “yes” response indicates a positive situation and a “no,” a negative one. Obviously, positive responses to all the questions is the ideal. The more negative responses, the less effective the police department is in accommodating the citizens of the community and the employees that make up the department. Areas generating a “no” response are areas in which emphasis on improvement should be placed by local and police officials.

Police Department Structure

	YES	NO
1. It is important for police officers to know precisely where they fit into the organization. This provides incentive for officers to recognize their roles in the big picture of law enforcement in the community.		
<i>Is each member of the department aware of the organization of the department and the duties, responsibilities and functions of each unit?</i>	<input type="checkbox"/>	<input type="checkbox"/>
2. Someone should be held accountable for performing each function in the police organization. This places responsibility and assures that tasks will be completed as required. In situations where responsibility is shared between two or more people for a particular task or function, a full explanation should be made of “who does what.”		
<i>Has each police task been made the unmistakable duty of someone?</i>	<input type="checkbox"/>	<input type="checkbox"/>
3. Each employee should have a supervisor who is directly responsible for their performance and who is accessible for advice and direction. Likewise, every supervisor should know who they are responsible for supervising. This is not usually a problem in very small departments where the chief is the only supervisor but “floating” unsupervised employees can be a problem in larger organizations.		
<i>Does each member of the force, including civilians, know to whom they are responsible or who is accountable to them?</i>	<input type="checkbox"/>	<input type="checkbox"/>
4. Whenever possible, depending upon the size of the department, a supervisor should be available to employees at all times. This assures uniformity in applying police procedures and carrying out the policies of the community and police department.		
<i>Is adequate supervision provided at all times?</i>	<input type="checkbox"/>	<input type="checkbox"/>
5. Caution should be exercised in creating specialty positions (detective, juvenile officer, traffic safety specialist). They should not be created unless the workload is present to justify a full-time position and unless the position they vacate on the patrol force is filled by the addition of another officer.		
<i>Has overspecializaion been avoided?</i>	<input type="checkbox"/>	<input type="checkbox"/>
6. Every ranking position in the police department should have supervisory or administrative duties attached. Rank should not be attached to specialty positions (detective sergeant, juvenile lieutenant), unless the primary responsibility of the position is to supervise other specialists.		
<i>Does each existing rank have leadership responsibilities attached to it?</i>	<input type="checkbox"/>	<input type="checkbox"/>

7. Police services often represents one third of the municipal budget. It is therefore important to require accountability for how the police department performs. The department should be required to document what it does and how time is spent on a regular basis.

Does the police department account to the governing body monthly and annually for its activity, functions and responsibilities?

☐ ☐

Department Effectiveness in Field Operations

Police departments are required to report statistics on the amount of crime occurring in the community to the Pennsylvania State Police, which is later published in an annual report titled *Crime in Pennsylvania*. Information on your community, neighboring communities and the county are published in that report. The crime rate should be calculated using the following formula and compared with the county, state and other communities of comparable size. (Divide current population into 100,000 and multiply the results of that calculation times the number of Part 1 offenses reported to the police).

1. One of the major problems with the Uniform Crime Reporting system is that many small departments do not submit data on crime.

Does the department submit crime information to the Pennsylvania State Police for inclusion in the Uniform Crime Report?

☐ ☐

2. The second major difficulty with the UCR system is the accuracy of the data. The Pennsylvania State Police, Bureau of Research and Development may be contacted to determine accuracy.

Are crime statistics compiled and reported by the department accurate and reliable?

☐ ☐

3. Crime statistics that are inconsistent with other area communities, such as very high clearance rates usually indicate errors in compiling crime data.

Is the crime rate comparable to other communities in the area and the county?

☐ ☐

4. Legitimate increases in crime rates are normally associated with a cause factor.

Are increases in crime rates justifiable by coinciding increases in population, significant industrial or commercial development or environmental and/or economic changes in the community?

☐ ☐

5. If the department's clearance percentage is a great deal lower than average, it may indicate a lack of effort by the police, or poor police investigative procedures.

Does the crime clearance rate reflect a concentrated effort to investigate criminal incidents?

☐ ☐

6. Even though solving crime is the primary function of investigators, they are often not aware of how successful they are in doing this job. Like the baseball game, it is important to know the score at all times, how many outs and the ball and strike count on the batter.

Are investigators aware of the community's clearance rate of Part I and Part II crime?

☐ ☐

7. More serious person-to-person crime (murder, rape, robbery and aggravated assault) usually require more police time and are a major concern of the citizens. Normally, violent crime represents 10 percent to 15 percent of the total Part I Crime.

In the ratio of violent crime to total Part I crime comparable to the county and state?

☐ ☐

8. The well organized police department has strategies developed for effectively handling major events. Prior planning reduces errors and assures that all points are covered. Plans for handling such situations should be written so that each player knows his role.

Has the department prepared plans for the handling of major events (parades, conventions or disasters)?

☐ ☐

9. One of the major problems associated with drug control in the state and nation is the lack of overall coordination of the enforcement effort. Police departments have much more impact on such problems if they work with the other departments, the county and state in attacking such major social problems.

Does the department participate in the efforts of other police departments, the District Attorney or the State Police in specific areawide enforcement efforts (drugs, D.U.I.)?

☐ ☐

Patrol

This section covers those areas which relate in some way to the department's efforts in providing adequate police patrol.

1. Police workload does not occur equally on each working shift. Some shifts have more work than others. To avoid overworking or underworking patrol officers, it is important that they be assigned for duty throughout the average workday consistent with the need determined by workload.

Does the department deploy its patrol force consistent with the existing workload?

☐ ☐

2. The first step to accomplishing the effective distribution of patrol force personnel is the gathering of workload (incidents) data.

Does the department gather the necessary data that would allow it to distribute personnel based upon workload?

☐ ☐

3. If all police officers are expected to perform in the same manner in a given situation, and they should be, written operational procedures must be established and enforced.

Are patrol officers aware of and do they comply with defined operating procedures?

☐ ☐

4. Similar to assuring workload consistency by effectively distributing the patrol force on shifts, the same is true for assignments in the shifts. Each officer should have a particular geographic area of responsibility and their workload should be similar to other officers on the shift although their area may be geographically larger or smaller. This is accomplished by documenting the location of activity and establishing patrol zones accordingly.

Is the patrol force distributed geographically by workload and are specific patrol zones established?

☐ ☐

5. Patrol officers should conduct the preliminary investigation on all but the most serious situations. After exhausting all efforts to deal with the situation on the shift and if further investigation is required, it should then be referred to the investigative unit for follow-up. This procedure provides incentive for officers to exercise the skills for which they were trained, makes each feel a part of the team and also prevents dumping of distasteful tasks on another unit. It also holds the need to create specialist positions to a minimum.

Does the patrol force investigate reports of crime and incidents to the fullest extent possible before turning them over to investigators?

☐ ☐

6. All police officers should be able to contact another law enforcement officer for assistance in handling a call or situation. If, because of the size of the department, backup is not available from within, mutual assistance pacts should be developed with neighboring departments.

Are officers responding to calls provided with backup?

☐ ☐

7. Police officers are not above the law. They should not be permitted to park illegally, violate speeding laws or disobey stop signs unless complying with the law prevents them from effectively doing their job. Such practices give citizens a low opinion of the police and hinders the department's image.

Do patrol officers practice safety and comply with existing law (such as wearing seat belts and parking legally) except when noncompliance is necessary to do their job?

☐ ☐

8. The use of two-officer units for patrol purposes is necessary only in extreme, high hazard situations. Two-officer units cost nearly twice as much to operate, are less effective and do not provide the officer safety factor that would normally be expected.

Does the department operate with one-officer patrol vehicles?

☐ ☐

9. Police officers are normally the highest paid municipal employees and receive specialized and costly training. It does not make sense to use their work time to perform tasks which are unrelated to police services and which could be performed by another municipal employee at a much lower cost.

Are non-patrol tasks (such as delivering mail or making purchases) kept to a minimum?

☐ ☐

10. Foot patrols are the least productive, in terms of handling police workload, of all patrol methods. At the same time, they build strong relationships between the police department and the community. Foot patrols are normally used when a small geographic area (several blocks) has an excessive amount of citizen activity. Very often a combination vehicle patrol and foot patrol addresses the patrol needs more effectively.

If foot patrol beats exist are they justified and if so, has consideration been given to "park and walk" alternatives?

☐ ☐

11. Similar to the police chief being held accountable for the performances of the police department, patrol officers should be held accountable for what happens and their related performance in their particular patrol area.

Are patrol officers held accountable to some extent for what happens in their zones?

☐ ☐

12. Commercial areas present attractive targets for the criminal at all times. These are especially appealing to the burglar at night when commercial buildings are unoccupied. From a preventive standpoint, it is important that such areas be patrolled and checked by the police throughout the nighttime hours. Since the passage of time reduces the potential for apprehending persons who would burglarize such establishments, it is better for the police to discover a building entry soon after it occurs than to have the business owner or operator discover it in the morning and then report it to the department.

Are commercial establishments checked periodically as part of normal nighttime patrol?

☐ ☐

13. Shift change times should be established at times when significant changes in activity occur, such as just before the rush hour or when business establishments close. Overlap shifts, having one officer report for duty an hour before the rest of the shift, assures that an officer will be on duty, on the street, to answer calls during the shift change period.
- Are shift change times appropriate and is there always a patrol vehicle on the street to handle calls?* ☐ ☐
14. To assure the availability of adequate patrol coverage at all times, patrol officer downtime should be assigned rather than permitting officers to select their own lunch and dinner breaks.
- Are lunch periods assigned to assure having duty officers available at the lunch and dinner hours?* ☐ ☐

Investigations

This section will be applicable only if the police department has an established investigative unit. Questions to be addressed include the following.

1. The factor that should be used to determine the need for investigators is the same as the patrol force – workload. The workload for investigators is the number of reported crimes requiring follow-up investigation.
- Does the number of Part 1 and Part 11 crimes reported to the police department justify the number of officers assigned to this unit?* ☐ ☐
2. To assure equal distribution of the workload, and to avoid situations where investigators only work on the type of cases they enjoy, cases should be assigned.
- Are cases assigned to investigators by a supervisor rather than investigators selecting the cases they work on?* ☐ ☐
3. Similar to the patrol force, using two officers as an investigative team is costly and less productive. Investigators should team up only when dealing with hazardous situations, making arrests or dealing with violent persons.
- Do investigators work cases alone with only one investigator working on a particular case?* ☐ ☐
4. Some crimes reported to the police have little chance of being solved. For example, situations where something was stolen within the past year without information on specific time periods, possible witnesses or suspects, are almost impossible for the investigator to develop further. It makes little sense for the police to waste their time on such cases. Cases should be evaluated and those which have few leads should not be followed up.
- Are cases assigned to investigators based upon the likelihood of their being solved?* ☐ ☐
5. Investigators should be required to account for the use of their time and document individual accomplishments in the workday through an established reporting system.
- Are investigators required to submit daily reports documenting the time spent on various activities?* ☐ ☐
6. Continuing to carry cases as active or open when all leads have been exhausted, artificially inflates the caseload of the investigative units and individual investigators.
- Are cases closed within a specific period of time if no progress has been made toward identifying the actor?* ☐ ☐

7. Periodic contact assures the victims that the police department considers their case an important one and sometimes brings out more information that the victim may have remembered since the original incident.
Does an investigative policy exist requiring contact with the victim at specific intervals of the investigation and before closing a case? ☐ ☐
8. Considering the nature of the crime being investigated, emphasis should be placed upon equal distribution of workload among the investigators
Are case assignments to each investigator equal in number? ☐ ☐
9. The police department dispatchers or the investigative unit should be constantly aware of the location of each of the investigators and their particular assignment to assure their safety.
Are investigators required to account for their whereabouts at all times? ☐ ☐
10. Feedback to patrol officers on cases referred to the investigative unit should be assured through established channels of communications. The investigative unit should provide patrol with information on crime hot spots or problem areas.
Is the patrol unit kept aware of the progress of investigations, and provided with other investigative information which may help them in their patrol efforts? ☐ ☐

Operational Policy Development

This section addresses the need to establish written operational policy and procedure, rules, orders and directions to assure uniformity of police operations.

1. Operational policies and procedures should be established and published in a manual to assure uniformity in police operations.
Does the department have a manual of operations outlining procedures to be used in dealing with common police problems? ☐ ☐
2. Nearly as important to the need to prepare an operations manual is the need to keep it current. Outdated and unenforced regulations tend to be ignored by police officers.
Is the manual kept up-to-date and current? ☐ ☐
3. To assure that all officers have an opportunity to become totally familiar with department guidelines the manual should be accessible to them at any time.
Does each officer have a copy of the manual or have immediate access to it? ☐ ☐
4. The operations manual should be comprehensive and cover each area of operations where it is important to have uniform procedures.
Does the manual of police operating procedures cover all the areas which should be covered? ☐ ☐
5. It is important that day-to-day orders and directives be documented, kept current and rescinded when no longer applicable.
Is a file maintained on general orders or directives and are existing orders and directives rescinded when changes occur in operating procedures? ☐ ☐

6. In order to assure that written operational procedures adequately cover the situation, the officers actually dealing with the issue should be asked for input in defining operational procedures.

Are line officers involved in the process of or have input into defining operating procedures? ☐ ☐

Management of Information and Communications

This section deals with issues surrounding the administration of the department and the providing of support and services to the patrol force.

1. It is inappropriate to hold accountable for controlling costs any police chief not given an opportunity to appraise the governing body of the department's financial needs nor allowed to be involved in developing and managing the police budget.

Is the police chief involved in the budget process? ☐ ☐

2. The police chief should attend the regularly scheduled meetings of the governing body and special meetings when requested to attend by the governing body, and be available to respond to inquiries and issues involving the police department. As a team player, the chief should operate as part of the management of the local government.

Is the police chief a part of the management team of the municipality, attending and participating in the regular meetings of the local governing body? ☐ ☐

3. Each and every time a police officer responds to a request for service, accident, reports of crime or any situation requiring response, a record should be made of the incident, documenting its occurrence. Arguments that this creates too much paperwork and is not necessary are invalid. Such reports should be easily accessible by the officers in the department.

Has a record system been established which appropriately documents each incident or request for assistance responded to by the department and which permits immediate and easy access? ☐ ☐

4. The information contained on incident reports should include data relating to time (time the call was received, time of response, arrival time and completion time) and specific location of the incident.

Does the records system provide information necessary to determine the number of staff required in each unit and where and when they should be assigned? ☐ ☐

5. When the police department is large enough (approximately five or more full-time officers) nonsworn civilian employees should be used to perform some tasks, thus allowing police officers to perform law enforcement functions which more directly relate to the training they receive and the purpose for which they were hired. Using civilians also results in performing nonpolice-related tasks at a much lower cost.

Are civilians used in performing tasks that do not require the expertise or authority of a uniformed police officer? ☐ ☐

6. Assuring that all the requirements of the police labor agreement are met results in a productive relationship between the community and its police department.

Has the department established procedures to assure that the mandates of the police labor agreement are complied with in every respect? ☐ ☐

7. Records, recordkeeping and the work associated with documenting department activity can often be reduced through an automated records system.
- If the computerization of records would enhance the records function of the department, has computerization of records been put in place?* ☐ ☐
8. Records should be maintained and kept current on all public and municipal equipment and property to assure integrity and accountability.
- Is an inventory maintained and kept up-to-date on police equipment and property?* ☐ ☐
9. The police reporting system should be simplified to the lowest level possible without sacrificing quality and require as little office time as possible, thus keeping officers on patrol and visible to the public.
- Has a field reporting system been adopted which keeps patrol downtime to a minimum and eliminates the need for officers to go in the office to type reports?* ☐ ☐
10. The police radio communications system is the officers' link to backup support and assistance from numerous sources. Assuring that no weaknesses exist in the communications system assures that such support will be there whenever needed.
- Is the dispatch service provided to the officers on the street adequate?* ☐ ☐
11. Every police department in the Commonwealth should have the ability to receive and broadcast information on crime and criminals on a statewide and nationwide basis.
- Does the department have access to the Commonwealth Law Enforcement Assistance Network and the NCIC through its communication system?* ☐ ☐
12. The community and police department should be looking to providing effective radio communications at the lowest possible cost.
- Are radio communications provided economically and efficiently?* ☐ ☐
13. Every citizen should have the right to file complaints against police officers, be assured that they will be properly investigated and brought to a satisfactory conclusion without fear of reprisal by the police.
- Is there an effective policy to properly handle citizens complaints against police officers?* ☐ ☐
14. Participating in 911 emergency telephone systems normally assures the citizen of quicker access to emergency services.
- Is the department and community served by the County 911 telephone system?* ☐ ☐

Personnel Management and Training

This subject area covers all the issues relating to the hiring, promotion and maintaining of personnel, including the selection process, promotion process, training, performance evaluation, career development and morale.

1. The Borough Code and First Class Township Code require that a civil service process be in place in the municipality when the third officer is hired. The Third Class City Code requires civil service procedures in all police officer hiring. Civil service also covers promotions and provides for after the fact hearings in cases of suspensions, removals or reductions in rank.
- Is the department recruiting and selecting process consistent with the civil service provisions of the municipal code if civil service is required?* ☐ ☐

2. The Americans with Disabilities Act also places requirements on all municipalities in the recruiting and selection of police officers.
Is the recruiting and selection process consistent with the requirements of the Americans With Disabilities Act? ☐ ☐
3. The Municipal Police Officer's Education and Training Commission further regulates the hiring of police officers.
Does the department comply with the regulations established by the Municipal Police Officer's Education and Training Commission? ☐ ☐
 - a. *Is an adequate background investigation conducted?* ☐ ☐
 - b. *Are psychological and medical examinations administered after provisional appointment of new officers?* ☐ ☐
 - c. *Are all officers on the department certified?* ☐ ☐
4. The Federal Fair Labor Standards Act requires municipalities with five or more employees to pay overtime wages after a specific number of hours worked.
Does the department comply with the Fair Labor Standards Act? ☐ ☐
5. Choosing the most qualified persons for ranking positions assures the most effective leadership in the department.
Are promotions based upon competitive testing? ☐ ☐
6. Each employee in the police department should have a clear understanding of their job responsibilities and functions.
Do written job descriptions exist for each rank of specialty position? ☐ ☐
7. If not clearly defined in a labor contract, employees should be made aware of the benefits provided by the municipality through a comprehensive personnel manual.
Are police officers fully aware of all the benefits provided to them by the municipality? ☐ ☐
8. The parameters for individual performance should be clear to each employee.
Are the rules of conduct written and clearly spelled out? ☐ ☐
9. The procedure for employees to follow when a conflict develops between them and the administration of the department should be make known to all employees.
Is there a grievance procedure in place and are all officers aware of it? ☐ ☐
10. Employees should be encouraged and provided with the means to personally improve their job skills and further their ability to advance in rank or position.
Are there programs in place to encourage employee development or career enhancement? ☐ ☐
11. Providing incentives to employees to further their education usually results in improved levels of performance.
Is there an education incentive program in place in the department? ☐ ☐
12. The annual in-service training requirements of the Municipal Police Officer's Education and Training Commission are the minimum level. Ideally, additional training will be provided by the department to more adequately address individual officer needs.
Is adequate in-service training provided beyond that required by the MPOETC? ☐ ☐

13. Officers promoted to supervisory positions should receive specific training on human relations and supervisory techniques.
Are supervisors properly trained? ☐ ☐
14. Training should be accessible to all officers based upon their personal development needs and the needs of the department.
If an adequate training program exists, is it available to all officers and not just a select few? ☐ ☐
15. The tasks associated with effectively managing a police organization are far different than those relating to line functions, supervision or middle management positions. Providing executive development training is essential to assure adequate preparation for the job.
Is the chief or head of the department properly prepared for the position through appropriate training or experience? ☐ ☐
16. The selection process for the police chief position should be comprehensive and contain job related measuring devices which test the applicant's ability to perform in the position. Very often persons are selected for leadership positions based upon how they perform in the position held prior to appointment which results in less than desirable performance.
Is the selection process for the police chief position designed to select the most qualified person? ☐ ☐
17. Low morale in a police department is difficult to measure but when present, adversely affects the department's performance. It is the obligation of the police chief to be aware of morale and take the necessary steps to maintain employees satisfaction when possible.
If poor morale is a problem in the department, have attempts been made to deal with morale issues? ☐ ☐
18. Regulations should be established within the department which prevent the abuse of the sick leave privilege.
Have attempts been make to control abuses of sick leave in the department? ☐ ☐
19. The Heart and Lung Act assures that police officers in the Commonwealth receive their full pay while on leave due to job-related, temporary disabilities. The act prohibits reduction of the injured officer's sick leave and certain payroll deductions. The benefits are not extended to long term or permanent injuries or disabilities.
Are extended or long-term injuries and illness handled and consistent with the Heart and Lung Act? ☐ ☐
20. Recognizing exceptional employee performance provides incentive to do a good job and assists in maintaining morale within the police organization.
Is there an employee recognition program in place designed to recognize outstanding performance? ☐ ☐
21. Personnel files should be maintained on each employee in the police department, documenting employment history, education, training, discipline, equipment inventory, promotions, commendations and citizen complaints. Employees should be given reasonable access to do the information contained in their files.
Do adequate personnel files exist and do officers have access to the information in the files when appropriate channels are followed? ☐ ☐

Facilities, Vehicles and Equipment

Included in this section are all issues relating to the police facility and areas or building used by the police department vehicles and other police and personal equipment used by the department and it's officers.

1. A headquarters facility, adequate in size and structure should be provided by the community.
Is the police facility large enough to accommodate the space needs of the department? ☐ ☐
2. Citizens and the general public perceive the police as a reflection of the local government. The nature of the police facility also impacts on the attitudes and performance of police employees.
Does the police facility present a professional and pleasant working environment? ☐ ☐
Is the police facility well lighted and ventilated? ☐ ☐
Are the furnishings and office equipment adequate? ☐ ☐
3. The police facility should be easily located with appropriate directional signs and accessible to all citizens, including the handicapped.
Does the general public have easy access to the police facility? ☐ ☐
4. The police patrol vehicle is a vital tool to the police in fulfilling their obligation to police the community. The number of vehicles should be adequate to assure that officers do not have to double up for patrol purposes and to provide backup for maintenance and repairs.
Are there enough patrol and other vehicles to accommodate the needs of the police department? ☐ ☐
5. Police vehicles should be maintained regularly, repaired promptly and retired when they are no longer reliable in hazardous driving conditions.
Are the current police vehicles adequate and safe for operation? ☐ ☐
6. Police vehicles should be equipped with sirens, emergency lights, safety screens, radios and fire extinguishers, to assure the personal safety of the officer.
Are the patrol vehicles appropriately equipped with operational and safety equipment? ☐ ☐
7. Vehicles should be replaced when they have achieved a predetermined life cycle based on age and maintenance cost.
Is there an adequate replacement and maintenance program in place for police vehicles? ☐ ☐
8. Accountability controls should be assured in the storage and handling of property and evidence so that its location and security may be documented at all times.
Is evidence and property properly secured and maintained? ☐ ☐
9. The appearance of the officers is a reflection of the police department and community.
Are the uniforms and personal equipment of the officers adequate? ☐ ☐
10. Police officers should be equipped with up-to-date tools for doing their jobs.
Has the department been provided with the necessary specialized equipment such as speed timing devices and breathalyzer? ☐ ☐

11. To assure the ability to maintain control over the use of firearms, weapons should be purchased by the municipality and be identical so that all officers become familiar with a standard weapon.
Are firearms provided by the municipality and are they uniform in caliber and model? ☐ ☐
12. In situations where the municipality permits the carrying of personally-owned weapons, it should assure that each officer is qualified with the weapon and it is registered with the department. In addition to registration of personal weapons, it is advisable to retain a spent bullet (for ballistic purposes) from each weapon used on duty.
If the use of personal firearms is permitted, are they properly registered with the department and are officers properly trained in their use? ☐ ☐
13. The use of offensive weapons should be controlled by written policy and each officer using such weapons should be trained in their use.
If mace or stun guns are permitted for use by officers, are they properly controlled through written regulations and are officers trained in their use? ☐ ☐
14. Body armor should be provided to line officers and its use while on duty should be required.
Is body armor provided to each officer and is its use required? ☐ ☐

Governing Body – Police Department Relationship

The issues covered in this area relate in some way to the relationship that exists between the elected officials and administrative staff of the municipality and the police department.

1. Police officers should not be permitted to bypass their supervisor in attempts to have problems solved, promote their ideas or influence higher authority in the operation of the police department.
Is the chain of command followed by members of the police department? ☐ ☐
2. Elected officials should deal only with the chief of police on matters pertaining to the operation and control of the police department.
Is the chain of command followed by members of the governing body and its staff? ☐ ☐
3. Individual members of the governing body have no authority to become involved in matters relating to the operation of the police department unless such authority is bestowed upon them by the governing body.
Do individual members of the governing body who have not been authorized to do so, avoid becoming involved in or interfering with the operation of the police department? ☐ ☐
4. Communities utilizing public safety committees to facilitate control over the police department should clearly define in writing, the specific role of such committees.
If a public safety committee exists, has its role and responsibility been clearly defined? ☐ ☐
5. Poor relationships between the governing body and the police can seriously affect the delivery of police service and should be dealt with immediately.
Have attempts been made by the governing body and the police department to overcome a poor relationship if one exists? ☐ ☐

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