

# **Dauphin County**

## **Police Services Study**

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**Police Executive Research Forum**  
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## Executive Summary

The Novak Consulting Group, on behalf of the Dauphin County Board of Commissioners, contracted with the Police Executive Research Forum (PERF) in 2014 to examine the police organizations currently operating in Dauphin County and to provide alternatives, including a countywide option, for delivering police services to its 40 municipalities.

There are now 16<sup>1</sup> municipal police agencies in Dauphin County, one of which (Swatara) provides police services to a nearby jurisdiction (Paxtang) on a contractual basis. The Harrisburg and Lykens stations of the Pennsylvania State Police (PSP) provide police service for the remaining municipalities throughout the county as well as those that do not provide 24-hour coverage by their own department. Additional services are provided throughout the county by the Dauphin County District Attorney's Office detectives, the Dauphin County Sheriff's Department, and the Dauphin County Department of Emergency Services, which is responsible for the police dispatch function in all Dauphin County municipalities except Derry. Calls for police service in Derry can be received directly by the agency or forwarded by the county's dispatch center.

An analysis of current departments throughout the county revealed a wide range of organizations that vary in size and capabilities. The largest department – Harrisburg – is a full-service agency including patrol and investigative capabilities with a sworn staff of approximately 147. There are eight agencies in the county made up of fewer than 10 sworn officers (Halifax, Highspire, Hummelstown, Lykens, Millersburg, Penbrook, Royalton, and Wiconisco). These departments provide primarily patrol service, some only part time. For many of the smaller agencies, investigative and other specialized services are provided by either the State Police or the Dauphin County District Attorney's Office. To maintain minimum staffing levels, eight departments employ part-time officers.

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<sup>1</sup> During the course of the study, Paxtang closed its police department and contracted with Swatara for police services.

## Full time equivalent staffing in Dauphin County<sup>2</sup>

Agency	Sworn FTE	Civilian FTE
Derry Township	40	13
Halifax Borough	1.25	0
Harrisburg District	147	24
Highspire Borough	20	1.3
Hummelstown Borough	7.88	0.5
Lower Paxton Township	52	6
Lower Swatara Township	16	1
Lykens Borough	2.3	0
Middletown Borough	10	0.5
Millersburg Borough	3.3	1
Paxtang Borough	2	0
Penbrook Borough	8	0
Royalton Borough	2.2	0
Steelton Borough	13	1.5
Susquehanna Township	40	2.5
Swatara Township	46	2.5
Wiconisco Township	1	0
<b>Total County Local Police Agencies</b>	<b>412</b>	<b>54</b>

PERF used one year's<sup>3</sup> data on calls for service and crime data from the 2013 FBI Uniform Crime report and the 2013 Pennsylvania Uniform Crime Report<sup>4</sup> to assess workloads and determine staffing levels for each of the proposed consolidated agencies.

A survey instrument was used to collect additional data that was not publicly available from the 16 municipal departments. Additional information was gathered by onsite visits and interviews with municipal, county, and police department stakeholders.

PERF developed seven options for mergers and consolidations. Each scenario below includes key information about the jurisdictions and populations served, staffing levels, and the first-year estimated budget for the consolidated agency.<sup>5</sup> Below is a summary of each option:

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<sup>2</sup> For additional information on analysis, refer to page 17.

<sup>3</sup> The most current data available was used, November 1, 2013 through October 31, 2014.

<sup>4</sup> This is the most recent available complete crime data.

<sup>5</sup> Salaries and benefits were extrapolated from the information provided by the agencies responding to the PERF survey. The number of staff was based on the projected workload for the new agency.

**Option 1: Dauphin Metropolitan Police Department** – 12 police departments that make up the central urban-suburban core of Dauphin County around Harrisburg would form a single metropolitan police department (Derry Township, Highspire Borough, Hummelstown Borough, Lower Paxton Township, Lower Swatara Township, Middletown Borough, Paxtang Borough, Penbrook Borough, Royalton Borough, Steelton Borough, Susquehanna Township, and Swatara Township). **This option could provide an approximate 39% cost savings.**

Expected First Year Cost = \$23,507,490      Current cost for policing in this region =  
\$38,838,711

Population served: 155,009      Number of officers: 198 sworn

**Cost savings: \$15,331,221**

**Option 2: Harrisburg Metropolitan Police Department** – This agency would be composed of the 12 departments that make up the central core of the County, as described in Option 1 above, plus the City of Harrisburg. **This option could provide an approximate 33% cost savings.**

Expected First Year Cost = \$37,124,420      Current cost for policing in this  
region = \$55,333,058

Population served: 204,537      Number of officers: 312 sworn

**Cost savings: \$18,208,638**

**Option 3: Southern Dauphin Merger** – Seven smaller agencies (Highspire Borough, Hummelstown Borough, Lower Swatara Township, Middletown Borough, Paxtang Borough, Royalton Borough and Steelton Borough) would be merged with Swatara to reduce redundancy and improve efficiency. **This option would provide an estimated 26% cost savings.**

Expected First Year Cost = \$11,615,720      Current cost for policing in this region=  
\$15,643,813

Population served: 55,926      Number of officers: 94 sworn

**Cost savings: \$4,028,093**

**Option 4: Southern Dauphin Regional Police Department** – This option would combine five small agencies (Highspire Borough, Lower Swatara Township, Middletown Borough, Royalton

Borough and Steelton Borough) into a single department, with a focus on less redundancy and more effective policing. **This option could provide an approximate 9% cost savings.**

Expected First Year Cost = \$6,720,560      Current cost for policing in this region = \$7,396,017

Population served: 26,465      Number of officers: 52 sworn

**Cost savings: \$675,457**

**Option 5: Derry Regional Police Department** – Hummelstown Borough would be merged with Derry Township under a contract arrangement to provide a more efficient approach to policing in these adjacent jurisdictions. **This option could provide an approximate 32% cost savings.**

Expected First Year Cost = \$4,729,680      Current cost for policing in this region = \$6,971,439

Population served: 29,217      Number of officers: 42 sworn

**Cost savings: \$2,241,759**

**Option 6: Northern Regional Police Department** – This option would combine four small agencies (Halifax Borough, Lykens Borough, Millersburg Borough and Wiconisco Township) north of the mountains to provide expanded coverage to this area. At least two officers would be on patrol around the clock. **This option would result in an estimated 363% cost increase but is provided to demonstrate what would be required for dedicated full-time policing in the north part of the county.**

Expected First Year Cost = \$2,071,660      Current cost of service to the municipalities in the northern region = \$447,851

Population served: 6,387      Number of officers: 17 sworn

**Cost increase: \$1,623,809**

**Option 7: Countywide Police Department** – Although a change in state law would be required to enact this scenario, PERF was asked to examine the parameters for one police department that would serve the entire county. This agency would be composed of four police districts and a

substation, in order to maintain a degree of localized policing. **This option could provide an estimated 29% cost savings.**

Expected First Year Cost = \$39,609,670      Current cost for policing services in the region<sup>6</sup> = \$55,780,909

Population served: 268,100      Number of officers: 325 sworn

**Cost savings: \$16,171,239**

**Summary: Current Costs and Projected Costs for Jurisdictions Impacted by Each Option**

Options	Current Costs	Projected Year-One Costs	Cost savings (or increase)
1. Dauphin Metropolitan	\$38,838,711	\$23,507,490	Savings: <b>\$15,331,221</b>
2. Harrisburg Metropolitan	\$55,333,058	\$37,124,420	Savings: <b>\$18,208,638</b>
3. Southern Dauphin Merger	\$15,643,813	\$11,615,720	Savings: <b>\$4,028,093</b>
4. Southern Dauphin Regional	\$7,396,017	\$6,720,560	Savings: <b>\$675,457</b>
5. Derry Regional	\$6,971,439	\$4,729,680	Savings: <b>\$2,241,759</b>
6. Northern Regional	\$447,851	\$2,071,660	Increase: <b>\$1,623,809</b>
7. Countywide	\$55,780,909	\$39,609,670	Savings: <b>\$16,171,239</b>

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<sup>6</sup> Current cost includes the total operating budget for each police agency that provides services to the jurisdictions cited.

## Introduction

The Novak Consulting Group, on behalf of the Dauphin County Board of Commissioners, contracted with the Police Executive Research Forum (PERF) to examine the police organizations currently operating in Dauphin County and to provide alternatives, including a countywide option, for delivering police services to the area. Dauphin County is comprised of 40 municipalities, including the city of Harrisburg. Critical to PERF's ability to complete the study was the need to collect data on police services currently being provided by the county's existing 16 municipal police departments. Requests were made for crime and workload data; written policies, procedures and directives; calls for service information; memoranda of understanding; and collective bargaining agreements.

In addition, PERF conducted site visits to 19 of the municipalities, in order to discuss policing issues with elected officials, municipal administrators, and, in the jurisdictions that have police departments, police chiefs. Telephone interviews were conducted with other jurisdictions. All three Dauphin County Commissioners were interviewed as part of the study, and each provided valuable input on identifying which municipalities PERF should visit. To provide a broad range of information, it was important that all types of county jurisdictions be contacted – large departments, small departments, and municipalities relying exclusively on the Pennsylvania State Police for service.

In order to further understand the organization, staffing, and services provided by the police agencies in Dauphin County, PERF developed a Police Services survey. (PERF modeled this survey on a law enforcement questionnaire previously used by the Pennsylvania state government, which PERF has used in its studies of Berks County and York County.) Surveys were sent to all 16 municipal police<sup>7</sup> agencies in Dauphin County (but not to departments providing service exclusively on a college or university campus). All but one agency returned a survey.<sup>8</sup> PERF was able to gather some information on the missing information through open-source materials.

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7 When PERF began the study there were 17 police departments in Dauphin County. Since then Paxtang Borough dissolved its department and contracted with Swatara for police services.

8 Lykens Borough did not return a survey to PERF after repeated attempts.

PERF also worked with the Dauphin County Police Regionalization Study committee. This committee is led by Commissioner Mike Pries and District Attorney Ed Marsico. Its purpose is to determine whether various regional police force options would be beneficial for the county by improving public safety, while saving taxpayer money and reducing overlap of police services.

The Regionalization Study committee is comprised of local government and law enforcement representatives from throughout the county. Local officials and residents will ultimately decide whether to implement the recommendations in the study.

#### Committee Co-Chairs

- Mike Pries, Commissioner, Dauphin County
- Ed Marsico, District Attorney, Dauphin County

#### Committee Members

- Jason Brinker, President, FOP Capital City Lodge 12
- Tom Carter, Police Chief, City of Harrisburg
- Randy Coe, Northern Dauphin County Council of Governments
- Nick DiFrancesco, Commissioner, Lower Swatara Township
- Charles Dowell, Police Chief, Hummelstown Borough
- Eddie Sutton, Business Agent, Teamsters Local 776
- Jeff Enders, Mayor, Borough of Halifax
- Jody Flynn, Vice President, Royalton Borough Council
- Bill Hawk, Chairman, Lower Paxton Township Board of Supervisors
- Dave Hodges, President of the Greater Harrisburg Fraternal Order of Police Lodge 78
- Dave Johnson, Public Safety Director, Lower Paxton Township
- Steve Libhart, Director, Dauphin County Emergency Management Agency
- Rob Martin, Public Safety Director, Susquehanna Township
- Gary Myers, Manager, Susquehanna Township
- Patrick O'Rourke, Police Chief, Derry Township
- Jason Umberger, Swatara Township Police Chief and President of the Dauphin County Chiefs of Police Association
- Sean Welby, Partner, Lightman, Welby & Stoltenberg

## **Methodology**

PERF used three primary methodologies for the collection of information: (1) interviews of city and county officials and other stakeholders; (2) the collection, review, and analysis of available data, and (3) on-site observations.

### ***Data Collection***

The project involved the comprehensive collection of available data about the municipalities and law enforcement agencies in the county. Information was also obtained from Dauphin County as well as the Department of Community and Economic Development. In addition, workload data was requested from the Pennsylvania State Police regarding areas they patrol.

During the course of the study, PERF conducted on-site interviews of key personnel in municipalities with police agencies about the policing needs of their community. In those municipalities that currently receive police services from the Pennsylvania State Police and were not visited in person, a representative was contacted via telephone (typically a township manager for townships and a mayor for boroughs) and interviewed about the jurisdiction's policing needs, interest in regional policing, and perspectives on regional policing governance structures.

PERF utilized a survey instrument that has successfully been used in other Pennsylvania regional policing studies to collect information about each of the 16 existing police agencies, including staffing levels (full-time and part-time, sworn and civilian), workload, budgets, work schedules, equipment, facilities, vehicles, contractual agreements, policies, services provided, recruitment, hiring and training practices, and employee compensation and benefits packages.

PERF also obtained current cooperative agreements between police departments to identify services provided to various departments from external agencies, including central booking, investigative support, or arrestee/prisoner transportation. The information collected allowed PERF to assess each department's organizational structure, including the number of managers and supervisors at each level and function and the number of line employees assigned to each unit, and the nature of work performed by each agency.

The survey instrument included requests for information on technology systems, including dispatch, records management, mobile computers, crime analysis, license plate readers, in-car

cameras and body-worn cameras, evidence storage and retrieval, and evidence collection to determine prevalence, compatibility, scalability, and ongoing costs.

### *Regionalization Analysis*

PERF used the following steps to analyze the information gathered in order to develop different geographic and regional scenarios for providing police services in Dauphin County:

- Examination of each police agency in the county to inventory its resources (personnel, facilities, vehicles, and equipment) and to identify the functions it currently performs to meet the needs of its residents.
- Review of the methods and staffing systems employed by the local departments to complete necessary non-patrol functions. This includes investigations, traffic, and administrative functions, such as personnel and training.
- Review of cooperative agreements between police departments and identification of services provided to various departments from external agencies (e.g., communications, central booking, investigative support, arrestee/prisoner transportation).
- Evaluation of each department's organizational structure, including the number of managers and supervisors at every level and function, and the number of line employees assigned to each unit and the nature of work performed in each unit.
- Review of current patrol staffing and workload data for each police department.
- For each consolidation strategy proposed, calculation of the total staffing needs and the most appropriate approach to gain maximum use from facilities and equipment.
- Review of current budgets, with a particular focus on operating expenses.
- Determination of the total current cost of providing law enforcement services throughout Dauphin County.

### *Cost Analysis*

PERF reviewed current budgets, with a particular focus on operating expenses, to determine the total current cost of providing law enforcement services throughout Dauphin County. PERF examined the cost implications of each of the proposed regional options. The pension plan of each municipality, which differed dramatically, was examined to determine its potential impact on regionalization of police services. In addition, PERF reviewed union contracts to consider impacts on regionalization. A start-up budget and a projection of the first year's operating costs were approximated based on available information for each regional option. Potential funding strategies/sources to finance regional police agencies and the impact on participating municipalities were assessed.

## Dauphin County Governance

Dauphin County is designated as a Class 3 county within Pennsylvania based upon its population of approximately 268,000 (Class 3 counties have populations between 210,000 and 499,999.). Municipalities in the county are incorporated as cities, boroughs, or townships. Pennsylvania's municipal government structure dates back to the late 1600s when William Penn established the first counties. Dauphin County contains a single city (Harrisburg), 23 townships, and 16 boroughs.

### Townships

Townships are divided into Class 1 or Class 2, based upon their population. Class 1 townships are overseen by a board made up of five to nine elected commissioners, who serve a four to six-year term. Class 2 townships are governed by a board of three to five elected supervisors, also serving a six-year term. Class 1 townships (along with boroughs and cities) must comply with civil service requirements, but Class 2 townships do not. As with boroughs, not all townships in Dauphin County have their own police departments. Dauphin County is comprised of the following townships (all are Class 2 unless otherwise indicated):

- Conewago
- Derry
- East Hanover
- Halifax
- Jackson
- Jefferson
- Londonderry
- Lower Paxton
- Lower Swatara (Class 1 Township)
- Lykens
- Middle Paxton
- Mifflin
- Reed
- Rush
- South Hanover
- Susquehanna (Class 1 Township)
- Swatara (Class 1 Township)
- Upper Paxton
- Washington
- Wayne

- West Hanover
- Wiconisco
- Williams

To become a first class township, townships of the second class must have a population density of 300 inhabitants per square mile, and voters must approve the change of classification in a referendum. However, some townships have chosen to remain second class townships even though they meet the population density requirements to become first class townships.<sup>9</sup>

### **Boroughs**

Most boroughs are governed by a mayor/council government, and while the mayor has relatively few powers, one important function is oversight of the police department. The council president is appointed and borough council members have broad oversight and appointing authority. A few boroughs in Pennsylvania have replaced the mayor/council form of government with a council/manager system, in which a borough manager oversees the day-to-day operation of the municipality under the general guidance of the council. A borough must comply with civil service processes as outlined in the borough code. Dauphin County has the following boroughs (note that not all boroughs have their own police department):

- Berrysburg
- Dauphin
- Elizabethville
- Gratz
- Halifax
- Highspire
- Hummelstown
- Lykens
- Middletown
- Millersburg
- Paxtang
- Penbrook
- Pillow
- Royalton

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<sup>9</sup> Pennsylvania Local Government” Commonwealth of Pennsylvania.

[http://www.portal.state.pa.us/portal/server.pt/gateway/PTARGS\\_0\\_71264\\_0\\_0\\_18/](http://www.portal.state.pa.us/portal/server.pt/gateway/PTARGS_0_71264_0_0_18/).

- Steelton
- Williamstown

## Dauphin County Demographics

Dauphin County is located in central Pennsylvania with an estimated population of 268,100. From 2000 to 2010, the county population increased 6.5%. The land mass is 525 square miles. The largest city is Harrisburg, with a 2010 census population of 49,528 in 11.3 square miles.

The following U.S. Census Bureau table summarizes aspects of Dauphin County’s demographics.

### Dauphin County Demographics (2013 Census Estimates)

Persons under 5 years, percent, 2013	6.2%
Persons under 18 years, percent, 2013	22.6%
Persons 65 years and over, percent, 2013	14.9%
Female persons, percent, 2013	51.6%
White, percent, 2013	74.5%
Black or African American, percent, 2013	18.6%
American Indian and Alaska Native, percent, 2013	0.3%
Asian, percent, 2013	3.6%
Native Hawaiian and Other Pacific Islander, percent, 2013	0.1%
Two or More Races, percent, 2013	2.9%
Hispanic or Latino, percent, 2013	7.9%
High school graduate or higher, percent of persons age 25+, 2009-2013	89.0%
Bachelor's degree or higher, percent of persons age 25+, 2009-2013	28.5%
Homeownership rate, 2009-2013	64.4%
Median value of owner-occupied housing units, 2009-2013	\$158,800
Median household income, 2009-2013	\$54,066
Persons below poverty level, percent, 2009-2013	13.3%

Source: US Census Bureau State & County QuickFacts

The county is 66.6% non-Hispanic white, with the largest minority being African-American at 18.6%. Over a quarter of the population have bachelor’s degrees or higher. Almost 65% of the population owns their homes. The median household income is \$54,066, and 13.3% of the population is below the poverty level.

The service population, square miles, and type of government reported to PERF for the City of Harrisburg, townships, and boroughs with police agencies are listed below. Some additional data was obtained from the U.S. Census Bureau.

Agency	Service Population	Square miles	Type of Government.
Derry	25,000	27	2 <sup>nd</sup> class Twp.
Halifax	1,000	1	Borough
Harrisburg	49,528 (increases substantially during daytime)	11.3	City
Highspire	2,399 (2010 census)	1	Borough
Hummelstown	4,538	1.3	Borough
Lower Paxton	47,360	28.1	2 <sup>nd</sup> class Twp.
Lower Swatara	8,500	14.6	1 <sup>st</sup> class Twp.
Lykens Borough	1,779	1.3	Borough
Middletown	8,900	2.5	Borough
Millersburg	2,557	0.8	Borough
Paxtang	1,561	0.4	Borough
Penbrook	3,008	0.5	Borough
Royalton	1,083	0.35	Borough
Steelton	5,960	3.1	Borough
Susquehanna	25,000	18	1 <sup>st</sup> class Twp.
Swatara	23,362 (2010 census)	14.6	1 <sup>st</sup> class Twp.
Wiconisco	1,600	10.1	2 <sup>nd</sup> class Twp.

***Dauphin County Police Personnel and Civilian Staffing***

For the purposes of PERF’s analysis, a variety of resources were used (the surveys PERF administered, municipal websites and the FBI Uniform Crime Report for 2013) to determine the

full-time equivalent (FTE) number of officers in order to compare and establish the consolidation options presented later in our report. Information was taken regarding staffing levels from surveys, interviews, UCR, and municipal websites. The chart below identifies our determination of staffing levels based on these sources and conversion to FTE equivalents as eight of the 16 agencies currently use part-time employees, and the number of employees can fluctuate based on needs at the time and a variety of circumstances. A similar methodology was used to determine civilian FTEs, as many of the agencies in Dauphin County use part-time civilian staff.

**Dauphin County Sworn and Civilian FTE Staffing by Agency**

Agency	Sworn FTE	Civilian FTE
Derry Township	40	13
Halifax Borough	1.25	0
Harrisburg District	147	24
Highspire Borough	20	1.3
Hummelstown Borough	7.88	0.5
Lower Paxton Township	52	6
Lower Swatara Township	16	1
Lykens Borough	2.3	0
Middletown Borough	10	0.5
Millersburg Borough	3.3	1
Paxtang Borough	2	0
Penbrook Borough	8	0
Royalton Borough	2.2	0
Steelton Borough	13	1.5
Susquehanna Township	40	2.5
Swatara Township	46	2.5
Wiconisco Township	1	0
Total County Local Police Agencies	412	54

**In Dauphin County the number of civilian employees in the municipalities can be lower than comparable jurisdictions because all dispatching services – other than in Derry – are performed by the county and not by the agency, and thus they do not have civilian dispatchers on staff.**

### ***Police Salaries and Benefits***

The following table shows the pay range for each police rank based on the information supplied for each agency that submitted a survey. For each rank, the lowest possible starting salary in the county is compared to the highest current salaries. These figures are used as a guide in establishing the average pay for each positions used later in this report. The wide disparity reflects the part-time positions some of the departments have.

Rank	High	Low
Chief	\$111,733	\$31,200
Captain	\$105,000	\$82,500
Lieutenant	\$103,073	\$78,000
Sergeant	\$95,000	\$27,040
Corporal	\$91,000	\$27,040
Officer	\$90,000	\$24,480

Another consideration that has to be taken into account in developing cost estimates for consolidated department is fringe benefits. There are a wide variety of fringe benefits, such as vacation, holiday leave, personal leave, bereavement leave and sick leave. Long-term employees accrue more time off than entry-level personnel. Fringe benefits are composed of the average of leave plus other benefits such as health insurance, FICA and retirement. Data provided to us from surveyed agencies was used as a guide in establishing fringe benefits rates used later in this report.

The survey responses provide other information on various fringe benefits. Based on our review of information provided by agencies, PERF's analysis estimates that the typical total fringe benefit package (the total percent of employees' salaries) for sworn officers in Dauphin County is 56%; for police civilian employees 26%. Although there was some measure of inconsistency in how benefits were reported in the survey, **PERF's analysis determined that these percentages for sworn and civilian benefits packages should provide a reasonable rate to be utilized by all agencies for estimated costs of consolidation options.**

## **Hiring Police Personnel**

A distinction with Pennsylvania townships is that class 1 townships must comply with civil service requirements, but class 2 townships do not. Cities and boroughs also have to abide by civil service requirements as part of the hiring process. By practice, regional departments that combine a township with other municipalities have established a process that mirrors civil service procedures. Such a practice has the potential for standardizing the hiring process of police officers throughout Dauphin County, as well as maintaining a high caliber of potential applicants to fulfill law enforcement duties.

Only one of the responding agencies, Wiconisco, does not include an oral interview and background investigation in the hiring process of police officers. Nine departments employ all ten elements of the hiring process included in the PERF survey (see chart below). As a general rule, the smaller the department, the fewer the components that are included in the hiring process. The most frequent gaps in the survey responses are the physical agility test and the drug test.

Recently, ten agencies in Dauphin County have formed the Dauphin County Police Testing Consortium. These agencies have entered into an agreement to conduct a cooperative testing process for new police officers (both the physical agility test and the written exam). The move to share testing for new personnel (and their associated costs) represents a best practice in American policing.

## Hiring Process Requirements

Agency	Written test	Back-ground invest.	Oral interview	Fingerprint check	Physical agility test	Drug test	Psycho-logical exam	Medical exam	Polygraph	Credit check
Derry	X	X	X	X	X	X	X	X	X	X
Halifax		X	X	X		X	X	X		X
Highspire	X	X	X	X	X	X	X	X	X	X
Hummelstown	X	X	X	X	X	X	X	X	X	X
Lower Paxton	X	X	X	X	X	X	X	X	X	X
Lower Swatara	X	X	X	X	X	X	X	X	X	X
Middletown	X	X	X	X	X	X	X	X	X	X
Millersburg	X (Full-Time)	X	X	X		X	X (Full-Time)	X	X (Full-Time)	
Penbrook	X	X	X	X	X	X	X	X	X	X
Royalton		X	X	X			X	X	X	
Steelton	X	X	X	X	X		X	X	X	X
Susquehanna	X	X	X	X	X		X		X	
Swatara	X	X	X	X	X	X	X	X	X	X
Wiconisco*										

\* One person department, no plans to hire additional personnel.

The next table lists the hiring requirements for full-time sworn personnel as reported by the agencies responding to this question on the PERF survey: as Halifax and Royalton are part-time agencies, the state requirements would apply here.<sup>10</sup> All departments mandate that candidates possess a valid driver's license. "ACT 120," a reference to a state law by that number, is the Municipal Police Officers' Training Academy, certified by the Pennsylvania Municipal Police Officers Education and Training Commission. Most of the responding agencies require

<sup>10</sup> The state requires that a person be 18 years old and have a high school degree or a GED.

certification for new officers. The remaining departments sponsor recruits in the police academy.

**Minimum hiring requirements for full-time and part-time sworn officers**

Agency	Age		Education		Driver's License		Act 120		Other	
	F/T Sworn	P/T Sworn	F/T Sworn	P/T Sworn	F/T Sworn	P/T Sworn	F/T Sworn	P/T Sworn	F/T Sworn	P/T Sworn
Derry	21	*	HS	*	Yes	*	*	*	*	*
Halifax	*	21	*	HS	*	Yes	*	Yes	*	*
Harrisburg	21	*	GED	*	Yes	*	*	*	*	*
Hummelstown	21	21	HS/GED	HS/GED	Yes	Yes	Yes	Yes	*	*
Highspire	18	18	HS/GED	HS/GED	Yes	Yes	Yes	Yes	*	*
Lower Paxton	21	*	HS	*	Yes	*	*	*	Child abuse clearance	*
Lower Swatara	21	*	HS	*	Yes	*	Yes	*	Civil service <sup>11</sup>	*
Middletown	21	21	GED	GED	Yes	Yes	Yes	Yes	*	*
Penbrook	18	18	HS	HS	Yes	Yes	No	No	*	*
Royalton	*	*	*	HS	*	Yes	*	Yes	*	*
Steelton	21	21	HS	HS	Yes	Yes	Yes	Yes	*	*
Susquehanna	21	*	HS	*	Yes	*	No	*	*	*
Swatara	21	N/A	HS	N/A	Yes	N/A	No	N/A	*	*
Wiconisco	21	*	HS	*	Yes	*	Yes	*	*	*

\*Information not applicable or not provided.

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<sup>11</sup> Lower Swatara indicated in the returned survey the requirement to follow civil service regulations.

## Law Enforcement Facilities

Information on the police facilities for Dauphin County police agencies was obtained through the PERF survey and while conducting site visits. All police agencies in Dauphin County have dedicated space, some in a stand-alone facility, and others in a shared facility. One department, Swatara, reported multiple facilities: a storage and impound facility in addition to its headquarters. Of the municipal departments providing information through the survey, the three that reported operating from a stand-alone facility were Derry, Susquehanna and Wiconisco. The remaining departments operate out of facilities shared with other municipal entities (for example, the borough hall).

Facilities differ greatly in size. Derry's response to the PERF survey indicated its headquarters is 44,000 square feet. The next largest is Lower Paxton at 27,000 square feet. Other facilities ranged from 15,000 square feet in Susquehanna to 800 in Halifax. Halifax, Hummelstown and Penbrook each reported facilities of less than 1,000 square feet (No information was submitted by Harrisburg or Wiconisco on this topic.).

The age of the police facilities varies greatly from over a century old (Steelton) to a three-year-old building (Middletown). Previous research conducted by PERF indicates that an average of 300 square feet per employee is the optimum space needed. **Comparing this requirement with the size of the municipal police departments throughout Dauphin County, other than the Derry Police Department facility, few would be suitable to house a staff of more than 50, which is a complicating factor in considering consolidation of departments.**

**However, as most consolidation options provide substantial cost savings, these savings could be used over time to make improvements to existing police facilities or commission the construction of new ones to be used by the consolidated agencies.**

## Police Vehicles and Specialty Equipment

Dauphin County law enforcement agencies that completed the PERF survey reported a total of 231 police vehicles throughout the county. Vehicles included were:

- 131 marked police vehicles;
- 83 plain, unmarked units;
- 17 special-purpose vehicles, including motorcycles and trucks.

### Marked vehicles

Agency	Number in fleet
Derry	18
Halifax	2
Harrisburg	48
Highspire	2
Hummelstown	3
Lower Paxton	13
Lower Swatara	9
Middletown	6
Millersburg	2
Penbrook	3
Royalton	0
Steelton	6
Susquehanna	10
Swatara	11

The Harrisburg Police Department reported the highest number of *marked* police vehicles, with 48, with Derry the next highest at 18 vehicles. The large majority of vehicles are less than 10 years old. The miles driven per year by patrol vehicles varied greatly, from a high of 50,000 in Susquehanna to a low of between 4,000 and 6,000 miles in Millersburg. Among the agencies responding to the PERF survey, the average number of miles per year driven by marked patrol units is 22,200 miles.

### Unmarked vehicles

Agency	Number in fleet
Derry	8
Harrisburg	40
Highspire	2
Hummelstown	1
Lower Paxton	13
Lower Swatara	3
Middletown	2
Millersburg	1
Penbrook	1
Royalton	2
Steelton	3
Susquehanna	5
Swatara	10
Wiconisco*	1

*Unmarked* police vehicles are most often used by command staff, detectives or personnel in administrative assignments. Often such vehicles are shared across functions. All departments responded that they use unmarked cars. Most of these agencies indicated they own their unmarked vehicles as opposed to leasing them. Harrisburg reported the highest number of unmarked vehicles with 40.

As is common with other American police departments, unmarked vehicles are usually not driven as much as marked units, and therefore consist of older models that are kept in the fleet longer. Unmarked cars range in model year from 1996 to 2015. Only three agencies reported having unmarked vehicle year models of 2013 or newer.

Many vehicles will need replacement within two years. Departments have a variety of vehicle replacement policies. Most use a formula based upon mileage, years of service, or a combination of both to rotate vehicles in and out of the fleet. An emerging trend identified in Dauphin County, which is being mirrored throughout the nation, is an attempt to extend the service time of police vehicles as a response to the economic challenges facing municipalities.

## **Weapons**

The Glock Model 22, a .40 caliber handgun, was the weapon most often reported being carried by police departments in Dauphin County. AR-15-style rifles were the most often carried rifles, while the Benelli (4 agencies) and the Remington 870 (4 agencies) were the most widely carried shotguns. All reporting agencies with the exception of Lower Paxton indicated that their officers have Taser™-brand Electronic Control Weapons (ECW). Eleven agencies reported that their officers carry pepper spray and nine said their officers carry batons. Information for each agency's primary weapons is found in the tables below.

### Primary duty weapon

Agency	Primary Duty Weapon
Derry	Glock 22 and 23
Halifax	Personal
Harrisburg	Sig Sauer P220/S&W MP45
Highspire	Sig Sauer P220
Hummelstown	Glock 22
Lower Paxton	Sig Sauer P226
Lower Swatara	Glock 21 and 30
Middletown	Glock 22
Millersburg	No information provided
Penbrook	HK USP 40
Royalton	Glock 22
Steelton	Glock 22 Gen-4 .40 cal
Susquehanna	Glock 22
Swatara	Glock .45 cal models 21 and 30
Wiconisco	Glock 22

### Long rifle

Agency	Long Rifle
Derry	HK, Colt, FNN .223/5.56
Halifax	Personal
Harrisburg	Bushmaster M4
Highspire	Bushmaster AR-15
Hummelstown	Bushmaster XM15-E25
Lower Paxton	Colt AR-15
Lower Swatara	Colt and Rock River AR-15
Middletown	Bushmaster AR-15
Millersburg	Ruger Mini-14
Penbrook	Panther Arms DPMS
Royalton	Bushmaster AR-15
Steelton	Uses rifles, but no make/model provided
Susquehanna	Colt M4
Swatara	Colt M4 and S&W MP 15
Wiconisco	Ruger .40 cal. Carbine

## Shotgun

Agency	Shotgun
Derry	Not used
Halifax	Benelli
Harrisburg	Benelli
Highspire	Remington 870
Lower Paxton	Mossberg 12 gauge
Lower Swatara	Remington 870
Middletown	Mossberg 930 and Remington 870
Millersburg	Mossberg 590
Penbrook	Benelli
Royalton	Remington 870 and Mossberg 590
Steelton	Uses shotguns, but make/model not provided
Swatara	Benelli M-1 (12ga)

Every police department has access to a police firing range in Dauphin County, though not all use the same range.

The significance of the types of weapons allocated in the various departments is the extent to which standardization would need to occur in consolidated departments. **It is both an operational concern, because weapons should be interchangeable within an agency, and a cost consideration if new weapons need to be purchased.**

**Recommendation:** *Any merged or consolidated department should require all uniformed officers to carry a departmentally-issued common firearm. For officer and public safety, all patrol firearms should be interchangeable with the weapon, magazine and ammunition the same. Policing today has enhanced risks with active shooting episodes and other high-risk incidents. All uniformed personnel should be completely familiar with each other's firearms, and ammunition, magazines and weapons should be readily shared if necessary.*

Another argument for officers carrying the same make and model of firearm has to do with officer familiarity and compatibility of ammunition and magazines. In the event of a protracted firefight situation, officers should be familiar with the operation of one another's firearms (safeties and magazine releases) and all police ammunition and magazines should be interchangeable. However, because of the need to conceal them, it is impractical to include secondary and off-duty weapons in this restriction. Nevertheless, they should be limited to those departmentally approved for carry. Firearms carried by on-duty officers in undercover assignments may need to be more concealable than the department's chosen uniform firearm, but such firearms still should be owned and issued by the department and loaded with departmental ammunition.

## **Crime Reporting**

The Uniform Crime Report (UCR) system, maintained nationally by the Federal Bureau of Investigation for many decades, seeks to standardize crime reporting across the country. Crimes are reported to the police by victims, witnesses, or other sources. Police officers may also discover infractions and report these as well. The data is systematically coded through a published list of guidelines. Uniform guidelines ensure consistency between police agencies in reporting, to allow for a better understanding of the patterns and trends of crime across the nation. This information is typically reported on a monthly basis and published on a semi-annual and annual basis in a series of reports.

## **Crime Reporting in Pennsylvania**

The State of Pennsylvania mandates reporting of crime by all police agencies through the UCR. While there are some limitations to the UCR, the data is captured by police agencies in Dauphin County and is readily available.

The UCR records crime in two major categories, Part I (or Index Crimes) and Part II. Part I offenses are the more serious matters in a community and the most likely to be reported to police. They include Crimes Against Persons (homicide, forcible rape, robbery, aggravated assault) and Crimes Against Property (burglary, larceny, motor vehicle theft, and arson).

UCR Part II offenses generally are not as serious as Part I offenses, but they can be troublesome for communities. In Pennsylvania, the Part II offenses that are tracked are listed in table on the next page.

The Part II offenses listed in the left column are typically reported by the public to the police and subject to follow-up investigations by detectives. Those in the right column are often first discovered by the police, either by special units such as drug and vice units or by patrol officers who see them occurring while on patrol.

UCR data is often presented in three ways. The first is to count the number of crimes reported to the police, a measure of volume. The second is to report the volume of crime over a specific population. This is referred to as the crime rate. (Depending on the size of the jurisdiction, the crime rate can be presented as crimes per 1,000 population, crimes per 10,000, or crimes per 100,000.) The final way to present crime data is by the volume of crime and/or crime rate compared from one period of time to another, as a percentage change.

### UCR Part II Offenses Recorded in Pennsylvania

Reported Part II Offenses Potentially Subject to Follow-Up Investigation	Part II Offenses Typically Discovered by Special Units or Patrol Officers
Other Assaults (not classified as Part I aggravated assaults)	Stolen Property
Forgery	Weapon Offenses
Fraud	Prostitution
Embezzlement	Narcotics Offenses
Vandalism	Gambling Offenses
Other Sex Offenses	DUI
Offenses against Families and Children	Liquor Law Violations
	Drunkenness
	Disorderly Conduct
	Vagrancy
	Other Offenses

## Crime in Dauphin County

The following tables are from the FBI's Uniform Crime Reporting program for 2013, the latest year for complete data. The first table shows the total number of Violent Crimes Against Persons and the numbers of each type of crime, along with an overall violent crime rate per 1,000 residents. The second table provides similar data for Crimes against Property.

## Violent Crime in Dauphin County, 2013

Jurisdiction	Population	Total Violent Crimes	Violent Crime Per 1,000	Murder	Rape	Robbery	Aggravated Assault
DERRY TWP	24,838	35	1.4	1	1	10	23
HALIFAX BORO <sup>12</sup>	837	*	0.0	*	*	*	*
HARRISBURG CITY	49,203	637	12.9	17	42	349	229
HIGHSPIRE BORO	2,384	9	3.8	1		2	6
HUMMELSTOWN BORO	4,517	1	0.2	*	*	*	1
LOWER PAXTON TWP	47,692	81	1.7	2	19	25	35
LOWER SWATARA TWP	8,331	7	0.8	1	1	2	3
LYKENS BORO	1,771	*	0.0	*	*	*	*
MIDDLETOWN BORO	8,866	20	2.3	*	5	5	10
MILLERSBURG BORO	2,539	3	1.2	*	*	*	3
PAXTANG BORO	1,550	5	3.2	*	*	4	1
PENBROOK BORO	2,985	11	3.7	*	*	4	7
ROYALTON BORO	1,068	*	0.0	*	*	*	*
STEELTON BORO	5,951	26	4.4	*	2	11	13
SUSQUEHANNA TWP	24,443	46	1.9	1	4	18	23
SWATARA TWP	23,857	63	2.6	*	2	27	34
WICONISCO TWP	1,201	1	0.8	*	*	*	1
STATE POLICE	57,939	146	2.5	3	26	9	108
County Total	269,972	1,091	4.0	26	102	466	497

\* None reported (Halifax is not included in 2013 UCR data)

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Halifax is not included in 2013 UCR data

The city of Harrisburg has a substantially higher violent crime rate than any other jurisdiction in the county. Only Harrisburg and Steelton have violent crime rates above the county total of four per thousand. Halifax, Lykens Borough, and Royalton reported no violent crimes for 2013. The overall Dauphin County rate of 4.0 violent crimes per 1,000 residents is higher than the average rate for Pennsylvania (3.4 per 1,000)<sup>13</sup> and the average rate for the United States (3.7 per 1,000).<sup>14</sup>

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13 [https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/5tabledatadecpdf/table\\_5\\_crime\\_in\\_the\\_united\\_states\\_by\\_state\\_2013.xls](https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/5tabledatadecpdf/table_5_crime_in_the_united_states_by_state_2013.xls)

14 [https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/1tabledatadecoverviewpdf/table\\_1\\_crime\\_in\\_the\\_united\\_states\\_by\\_volume\\_and\\_rate\\_per\\_100000\\_inhabitants\\_1994-2013.xls](https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/1tabledatadecoverviewpdf/table_1_crime_in_the_united_states_by_volume_and_rate_per_100000_inhabitants_1994-2013.xls)

## Property Crime in Dauphin County, 2103

Jurisdiction	Population	Total Property Crimes	Property Crimes/ 1,000	Burglary	Larceny	Motor Vehicle Theft	Arson
Derry Twp	24,838	469	18.9	72	386	7	4
Halifax Regional	837	10	11.9	3	4	3	*
Harrisburg City	49,203	2,048	41.6	626	1,270	134	18
Highspire Boro	2,384	77	32.3	10	66	1	*
Hummelstown Boro	4,517	66	14.6	11	51	4	*
Lower Paxton Twp	47,692	1,027	21.5	170	833	21	3
Lower Swatara Twp	8,331	130	15.6	14	111	4	1
Lykens Boro	1,771	23	13.0	4	18	*	1
Middletown Boro	8,866	107	12.1	28	73	5	1
Millersburg Boro	2,539	50	19.7	6	44	*	*
Paxtang Boro	1,550	95	61.3	7	86	2	*
Penbrook Boro	2,985	81	27.1	22	50	9	*
Royalton Boro	1,068	*	0.0	*	*	*	*
Steelton Boro	5,951	200	33.6	47	145	7	1
Susquehanna Twp	24,443	369	15.1	68	284	17	*
Swatara Twp	23,857	874	36.6	96	760	10	8
Wiconisco Twp	1,201	5	4.2	1	4	*	*
State Police	57,939	891	15.4	241	597	38	15
County Total	269,972	6,522	24.2	1,426	4,782	262	52

\* None reported

Paxtang has the highest rate of property crime, due to its small population and relatively high number of larcenies. Harrisburg has the second-highest rate. Highspire, Steelton and Swatara also have high rates of property crime compared to other Dauphin County jurisdictions. The overall rate for Dauphin County, at 24.2 property crimes per 1,000 residents, is higher than the

average rate for Pennsylvania (20.6 per 1,000),<sup>15</sup> but lower than that for the United States (27.3 per 1,000).<sup>16</sup>

## **Police Workload and Staffing**

The staffing of police departments in Dauphin County varies. Some police departments are small, with fewer than 10 full-time officers. Some are predominantly staffed by part-time officers. PERF received information regarding the number of hours that part-time officers work. With this information, PERF was able to calculate the full-time equivalent (FTE) for each agency that employed part-time officers and add that number to the reported full-time officers. There are 412 authorized FTE municipal officers in Dauphin County and 54 FTE civilians.

### *Calls for Service Workload*

Patrol officers in Dauphin County spend their time responding to calls for service from the public, engaging in self-initiated activity such as vehicle stops and proactive patrols, and performing a variety of administrative tasks. Members of the public request police service by calling the county's dispatch center, by hailing an officer in the field, or by going to a police facility. Officers responding to calls for service (CFS) may handle the incident informally, write a report about the incident (usually when their preliminary investigation indicates that a crime has been committed), or make an arrest, if necessary.

Self-initiated activity describes patrol officers' proactive work. Officers may initiate an action because they see suspicious behavior or a traffic violation. They may conduct a follow-up investigation to gather more information on a previous case, or they may look for suspects with outstanding warrants. These are discretionary activities; the officer decides when and where to begin these encounters. The time spent on self-initiated activities is partially dependent on how busy the officer is with calls for service. Self-initiated work also is dependent on the availability of appropriate targets of opportunity.

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15 [https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/5tabledatadecpdf/table\\_5\\_crime\\_in\\_the\\_united\\_states\\_by\\_state\\_2013.xls](https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/5tabledatadecpdf/table_5_crime_in_the_united_states_by_state_2013.xls)

16 [https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/1tabledatadecoverviewpdf/table\\_1\\_crime\\_in\\_the\\_united\\_states\\_by\\_volume\\_and\\_rate\\_per\\_100000\\_inhabitants\\_1994-2013.xls](https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/tables/1tabledatadecoverviewpdf/table_1_crime_in_the_united_states_by_volume_and_rate_per_100000_inhabitants_1994-2013.xls)

Responding to calls for service and engaging in self-initiated activity are both key parts of patrol work. A major difference is that a police agency has little control over when calls for service are received by the department. Residents call the police when they want the police, and they usually expect the prompt arrival of a uniformed officer. Some departments exert some influence on workload by separating urgent calls (necessitating an immediate high-priority response) from non-urgent calls that may permit a delayed response. But the times of day when calls originate cannot be controlled by the police. In contrast, self-initiated work is started by patrol officers when they are not responding to calls. Patrol staffing is based on calls for service workload, since this involves direct response to the public.

PERF received from the county a year's worth of dispatch records (from November 1, 2013 through October 31, 2014). There were 161,240 calls in this database, which did not include calls handled by the state police.<sup>17</sup> PERF sorted the data for the number of citizen-generated calls for service dispatched for each jurisdiction with a police department. The result is shown in the next table.

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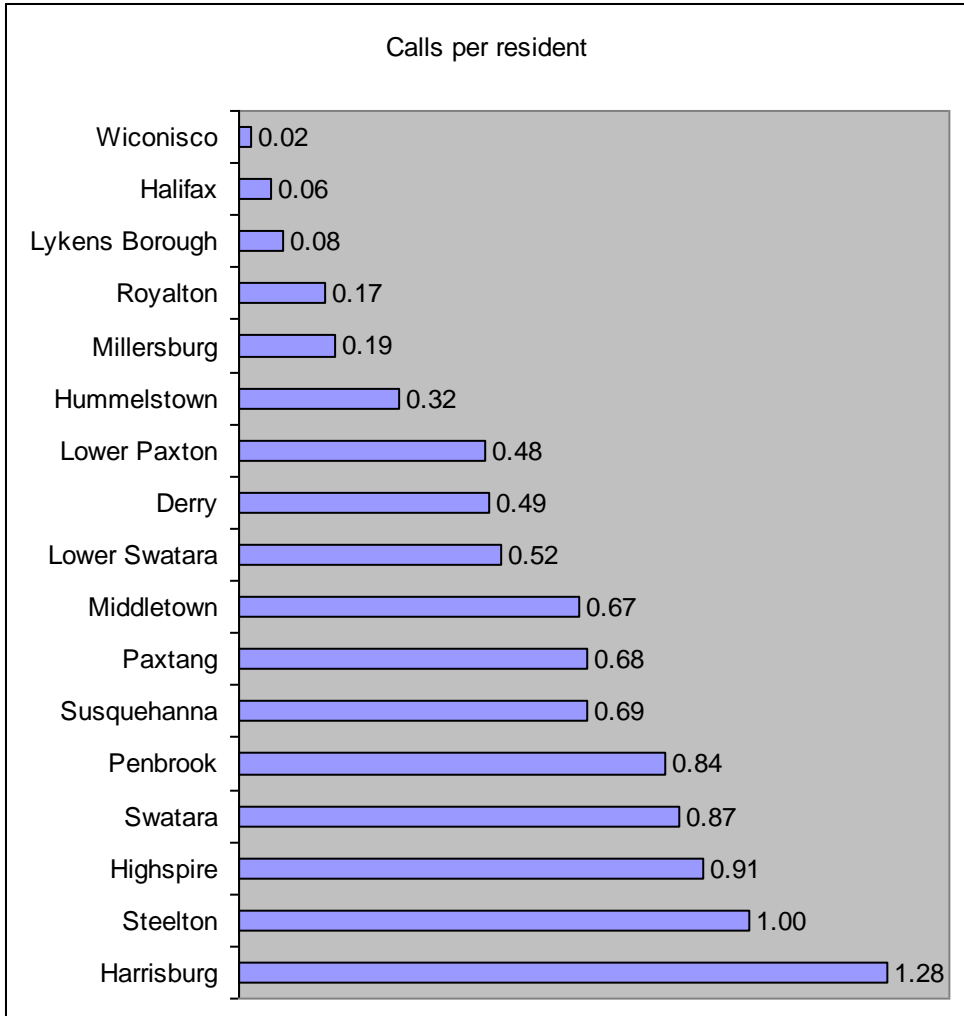
17 PERF sent a Right to Know letter to the Pennsylvania State Police (PSP) to obtain patrol workload data for calls handled by the PSP from November 1, 2013 to October 31, 2014. PERF received a letter from the PSP's Bureau of Records and Identification Right to Know Office dated February 5, 2015 stating "Please be advised that the PSP does not compile, maintain, format or organize records in the manner you seek. Pursuant to section 705 of the RTKL, an 'agency shall not be required to create a record which does not currently exist or to compile, maintain, format or organize a record in a manner in which the agency does not currently compile, maintain, format or organize the record."

### Calls for Service Over 12 Months

Jurisdiction	Population	Calls for Service	Calls per resident	Sworn FTE	Civilian FTE
Derry	24,679	12,178	0.49	40	13
Halifax	841	52	0.06	1.25	0
Harrisburg	49,528	63,279	1.28	147	24
Highspire	2,399	2,191	0.91	20	1.3
Hummelstown	4,538	1,440	0.32	7.88	0.5
Lower Paxton	47,360	22,917	0.48	52	6
Lower Swatara	8,268	4,259	0.52	16	1
Lykens	1,779	151	0.08	2.3	0
Middletown	8,901	5,973	0.67	10	0.5
Millersburg	2,557	487	0.19	3.3	1
Paxtang	1,561	1,069	0.68	2	0
Penbrook	3,008	2,521	0.84	8	0
Royalton	907	155	0.17	2.2	0
Steelton	5,990	6,013	1.00	13	1.5
Susquehanna	24,036	16,471	0.69	40	2.5
Swatara	23,362	20,225	0.87	46	2.5
Wiconisco	1,210	30	0.02	1	0

In terms of total numbers of calls (as opposed to calls per resident), the busiest municipality was Harrisburg, with 63,279 calls for service, followed by Lower Paxton with 22,917. Wiconisco had only 30 calls for service in 12 months; Halifax had 52.

The number of calls *per resident* varies widely, from 1.28 per resident in Harrisburg to .02 in Wiconisco. This data is graphically displayed in the chart below.



In general, the jurisdictions with the smaller populations had fewer calls per resident. But several smaller municipalities located close to Harrisburg (including Steelton, population 5,990, Highspire, population 2,399, and Penbrook, population 3,008) had high numbers of calls for service per resident: Steelton had 1 call per resident, Highspire had 0.91 calls per resident, and Penbrook had 0.84 calls per resident.

### *Call for Service Types*

The next table provides countywide data on the most frequent categories of calls for service during the 12-month period. The single most frequent call was “Supplemental,” with 18,945 calls for the year-long period; this represents calls in which residents provide additional information regarding prior calls for service (for example, a resident contacting an officer several days after a home burglary with a list of serial numbers from items that were stolen). The distribution for other frequent calls follows:

**Numbers of Calls for Service Over 12 Months, by Type**

Domestic Disturbance / Violence	16,823
Alarms	14,765
Disturbance (Nuisance)	14,412
Traffic / Transportation Accident	13,976
Suspicious / Wanted	10,287
Unknown (3rd Party)	9,432
Theft (Larceny)	9,158
Animal	4,676
Traffic Violation / Complaint / Hazard	4,662
Harassment / Stalking / Threats	4,178

The most frequent call among this group is “Domestic Disturbance / Violence.” It is somewhat unusual for this type of call to be at the top of a most frequent calls list. However, systems for collecting this data in other jurisdictions often have separate categories for domestic disturbance calls in which no violence is alleged, and calls in which domestic violence is described by the caller. Combined, those categories generally are of a similar high frequency to that of Dauphin County.

**Recommendation: Given the frequency of Domestic Disturbance/Violence calls countywide, whether consolidation occurs or not, the county dispatch center should generate a report from the CAD system to track how many Domestic Disturbance/Violence calls for police service have occurred at a location over a given**

**time period. For example, if the 911 center ran a weekly report, looking back over the past 28 days and identified any locations in the county that law enforcement officers have responded to more than two times for a domestic-related incident, it should be noted and forwarded to the appropriate agency for possible proactive intervention steps.**

**Though Derry Township handles its own dispatch, it too should consider implementing the same type of review and follow up on domestic-related calls.**

The “Alarms” category is another high-frequency call type for most law enforcement agencies. Because the vast majority of such burglar alarm calls are false, many jurisdictions have various types of alarm ordinances that impose fines or other penalties on residents or businesses that frequently generate false alarms.

The other high frequency categories are typical of similar jurisdictions. Domestic disturbance/violence, theft (larceny), and harassment/stalking/threats are calls for service categories in which a specific crime is alleged at the outset. Other categories require a police response to determine the precise nature of the incident.

## The Cost of Police Service in Dauphin County

The PERF survey included questions about the service population in each jurisdiction and the dollar amounts of the agencies' last three budgets. The next table presents the police expenditure data supplied by each police jurisdiction. The table includes the population, the total 2014 police expenditures,<sup>18</sup> and the cost per resident.

**Police Agency Expenditures, and Cost per Resident**

Municipality	Population	2014 Police Expenditures	Cost per resident	Sworn FTE	Civilian FTE
Derry Township	24,679	\$6,105,240	\$247.39	40	13
Halifax Borough	841	\$42,550	\$50.59	1.25	0
Harrisburg District	49,528	\$16,494,347	\$333.03	147	24
Highspire Borough	2,399	\$891,254	\$371.51	20	1.3
Hummelstown Borough	4,538	588,971	\$129.79	7.88	0.5
Lower Paxton Township	47,360	\$9,256,000	\$195.44	52	6
Lower Swatara Township	8,268	\$1,950,490	\$235.91	16	1
Lykens Borough	1,779	\$88,974	\$50.01	2.3	0
Middletown Borough	8,901	\$2,540,876	\$285.46	10	0.5
Millersburg Borough	2,557	\$266,327	\$104.16	3.3	1
Penbrook Borough	3,008	\$564,000	\$187.50	8	0
Royalton Borough	907	\$61,521	\$67.83	2.2	0
Steelton Borough	5,990	\$1,951,876	\$325.86	13	1.5
Susquehanna Township	24,036	\$7,158,658	\$297.83	40	2.5
Swatara Township	23,362	\$6,817,597	\$291.82	46	2.5
Wiconisco Township	1,210	\$50,000	\$41.32	1	0

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<sup>18</sup> The police expenditure costs were supplied by each jurisdiction. There may be some variation depending on the exact format used for a jurisdiction's budget. For example, vehicle replacement costs may be included in a general municipality-wide line item in one agency, but reported separately in the policing costs in another. The figures supplied by the agencies may be lower figures than actual total policing costs. But they represent what the agency views as its police expenditures. This is not uncommon in municipal budgeting methods.

**The cost per resident for police services varies widely, from \$371.51 in Highspire to \$41.32 in Wiconisco. These per resident costs are an important factor in assessing the costs of consolidated agencies.**

The cost for police service for many local governments can represent the single largest expense. **Public safety expenditures are often 25% to 50% or more of the budget of a municipality.** And the cost of employees – salary and benefits, often negotiated between police unions and local government – is frequently more than 80% of the police budget.

Municipalities with larger populations, higher levels of population density, and greater concentrations of poverty usually have more frequent and complex crime and disorder problems than smaller, less varied jurisdictions. Addressing more complex and frequent crime problems increases the cost of police operation, both on an aggregate level and on a per capita basis. Specialized units and equipment, greater ratios of patrol officers and detectives per population, and the increased compensation levels that are sometimes needed to attract people to a high-stress and high-volume environment, drive up the costs of larger police agencies. The cost of a radio system alone can be in the millions of dollars.

This dichotomy exists in Dauphin County. Some areas do not experience the same crime volume, problems, disorder, or violence that the larger, more populated areas have. As a result, they have some of the lowest police cost-per-citizen ratios in Dauphin County. Policing and policing costs differ between urban areas and rural areas.

## Consolidation, Merger and Regional Policing

According to the Pennsylvania Department of Community and Economic Development, “Pennsylvania has more police departments than any other state in the country, and many are too small to provide a full range of police services. In fact, 83 percent of the municipal police departments have less than 10 officers. The concept of regional policing is gaining favor among municipal leaders who are faced with stagnant or declining sources of revenues. Currently, there are 35+ regional police departments representing 125+ municipalities. Most regional police departments were created to strengthen existing police services in the areas of administration, supervision, training, investigation, patrol and specialty services.”<sup>19</sup>

The President’s Commission on Law Enforcement and Administration of Justice in 1967 was one of the first national reports recommending that “each metropolitan area and each county should take action directed toward the pooling, or consolidation, of police services through the particular technique that will provide the most satisfactory law enforcement service and protection at lowest possible cost.” The Advisory Commission on Intergovernmental Relations in 1971 advised that “small local police departments, particularly those with 10 or fewer men, are unable to provide a wide range of patrol and investigative services to local citizens. Moreover, the existence of these small agencies may work a hardship on nearby jurisdictions. Small police departments, which do not have adequate full-time patrol and preliminary investigative services, may require the aid of larger agencies in many facets of their police work.” The National Advisory Commission on Criminal Justice Standards and Goals in 1973 suggested consideration of “the recombination and consolidation of police departments with less than 10 full-time officers...”

The number of U.S. police agencies and their general small size has been a continuing national issue for nearly 50 years. Public administrators, scholars, and some citizen groups have long advocated the merging of similar government functions as a method for reducing government overhead and inefficiency. The economic crisis that began in 2008 in the United States renewed the call for local government to find more effective and efficient ways to deliver police service to their communities.

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<sup>19</sup> “Police Services.” Pennsylvania Department of Community and Economic Development. <http://community.newpa.com/local-governement/police/>

In Small Police Agency Consolidation: Suggested Approaches,<sup>20</sup> Koepsell and Girard suggest that the following conditions tend to be present when there is a push to consolidate police agencies:

- An increased demand for better law enforcement service, with declining financial resources.
- A concern about inter-jurisdictional overlapping of law enforcement services.
- A significant problem or crisis that is present in a community.
- An agency already exists that can provide police service throughout all political subdivisions.
- A history of cooperation between local governments.
- A jurisdiction's desire to remove itself from the administrative problems that exist in operating a police department.

In 2015, the Final Report of the President's 21<sup>st</sup> Century Task Force on Policing made a recommendation similar to those of previous commissions in support of consolidation. Recommendation 2.14 states that "The U.S. Department of Justice, through the Office of Community Oriented Policing Services and Office of Justice Programs, should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps towards shared services, regional training, and consolidation." The recommendation further notes that smaller agencies "often lack the resources for training and equipment accessible to larger departments and often are prevented by municipal boundaries and local custom from combining forces with neighboring agencies."

When jurisdictions consider merging police departments, there are two common methods. One is to consolidate all police service into one agency and abolish the individual police departments that exist. The other is to contract police services from another agency and abolish the local police department. Both methods often face political and legal challenges, as well as issues such as existing labor agreements and variations in the local police agencies' policies and resources. Often there is community opposition, because residents often prefer having a small department that is nearby and is perceived as responsive to local concerns, even if it is more costly and less effective than a larger department could be. Consolidation requires increased cooperation and leadership at the local level to be successful.

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20 Koepsell, Terry W. and Girard, Charles M., "Small Police Agency Consolidation: Suggested Approaches", Office of Development, Testing, and Dissemination, National Institute of Law Enforcement and Criminal Justice, Law Enforcement Administration, U.S. Department of Justice, Washington, DC, July 1979.

Commonly cited advantages and disadvantages of police mergers include the following:

### **Advantages of Mergers**

- **Effectiveness:** Improve the effectiveness of services delivered. Mergers can reduce the inter-jurisdictional overlapping that can occur with a fragmented police service delivery system. They also can provide consistent enforcement, policies, practices, and procedures across the jurisdiction served by the merged agency.
- **Efficiencies:** Reduce costs through efficiencies. Mergers bring economies of scale to the delivery of police service. Having many small agencies, each with their own facilities, vehicle fleets, communication facilities, records systems, and other capital overhead, is costly. Administrative functions, such as hiring and promotional systems, training, supervision of officers, disciplinary systems, payroll management, and operating costs of managing office supplies, insurance, fuel contracts, and uniforms can be expensive when they must be established for a small number of employees. Mergers can provide a better use of civilian personnel by eliminating multiple communication centers, records sections, crime analysis functions, and human resource functions.
- **Wider range of capabilities:** Improve the amount and quality of services delivered. Merged departments can more easily provide full-time law enforcement and emergency backup capabilities, specialized services for high-risk situations, improved communication capabilities, reduced response time to emergency situations, and improved officer safety through increased availability of back-ups.
- **Professionalism:** Improve police professionalism through consistent training, equipment, supervision and accountability.
- **Recruiting and developing employees:** Improved recruitment, training, and career development of police personnel. Mergers can provide the ability to pay a higher consistent salary across the combined department, whereas small agencies may not be able to compete for the best police officers because they offer lower salaries. Mergers also allow for more training, because there is sufficient staffing to allow officers time off to attend class. Smaller agencies at times cannot send officers to training because of staffing limitations. Mergers permit officers to have more choices for specialized assignments and promotional opportunities. Training and career development prospects tend to attract more candidates, and better qualified candidates, to the agency.

- **Organization:** Improved supervision and organization of the police. Mergers allow a centralized focus on crime and disorder in the jurisdictions covered. Having multiple police agencies with limited jurisdictional authority allows criminals to exploit the weakness of a fragmented police response to crime problems. Mergers also allow the deployment of resources that are consistent across the county and can be focused where the greatest problems exist. The duplication of police service and competition between police agencies for resources can be reduced.
- **Enhanced liability control:** Because of civil litigation, the actions of one police officer can put a small city, township, or borough in financial peril in defending or paying a judgment on a claim. A merged police department also faces litigation, but can spread the liability over a larger tax base and enable the organization to have a staff attorney to manage claims. Small agencies typically retain a law firm for defense work, which may cost more.

### **Disadvantages of Mergers**

- **Possible increase in cost:** Mergers may cost more than leaving the smaller police departments to operate as they do. Both initially and long-term, the most expensive part of any police budget is employee costs. Merged agencies frequently create a salary structure that uses the highest salary levels of the police agencies involved in the merger.
- **Loss of “personalized” services:** A multi-jurisdictional agency may become less accessible to local leaders, and citizen satisfaction with services may decrease. Mergers may result in weakened relationships between members of the local police department and their city, township, or borough. The enforcement of certain local priorities may dwindle in a larger agency that is not devoted to a small jurisdiction’s local neighborhood issues.
- **Decreased upward mobility:** With only a single chief and fewer top command positions, those seeking to advance to the top level will face increased competition. However, there may be an increase of positions for first-line supervisors and mid-managers, depending on the structure of merged agencies.
- **Pension issues:** Agencies typically have different pension structures, and in certain cases, some of the merging agencies may have better pension structures than those of the other agencies being merged.

## **A Countywide Police Agency Would Require A Change in State Law**

**The option of establishing a county police department in the State of Pennsylvania is limited.** Pennsylvania Statute 16 P.S. § 4501 states:

(a) The county commissioners in any county of the second class (identified below) shall have power to employ such number of police as may be fixed by the salary board of the county. The compensation of such police officers shall be paid by the county.

(b) Such police officers shall have jurisdiction anywhere within the county by which employed, and shall have and possess all the following powers:

(1) To make arrests, without warrant, for all violations of the law which they may witness, and to serve and execute warrants issued by the proper authorities. In cases of offenses for violation of any of the provisions of the Vehicle Code, the power to make arrests without warrant shall be limited to cases where the offense is designated a felony or misdemeanor, and cases causing or contributing to an accident resulting in injury or death to any person.

(2) The powers and prerogatives conferred by law upon members of the police forces of the cities of the first class.

(3) The powers and prerogatives conferred by law upon constables of the Commonwealth.

(4) To serve subpoenas issued for any examination investigation or trial had pursuant to any law of the Commonwealth.

County classification (e.g., first class, second class, etc.) in the State of Pennsylvania is determined by population. Designation as a second class (or class 2) county requires a population of 800,000 to 1,499,999. Dauphin County is a third class county. **Currently, only one county in the state (Allegheny) is designated a second class county, and therefore by statute is the only county permitted to employ a countywide police agency. In order for Dauphin County to create a truly county-wide police department, a change in state law will be needed.**

## **Staffing Methodology**

This section describes the methods and processes used by PERF to determine staffing levels, investigative workload, and costs associated with personnel, equipment and facilities. These methods are similar to those used in PERF's previous consolidation studies in Berks County and York County, Pennsylvania, as well as in St. Louis County, MO. They formed the core calculations for each of the seven options presented for Dauphin County.

### ***Staffing of Patrol***

In determining patrol staffing levels for each of the options developed in this report, PERF used the following two factors: the authorized full-time equivalent (FTE) of Dauphin County police agencies and actual calls for service information for a year (November 1, 2013 through October 31, 2104).

Dispatch data was obtained from the Dauphin County Emergency Management Agency (DEMA), which provides call-taking services for all of the county municipal agencies and dispatch services for all agencies except Derry. This information was collated and tabulated for each police department to determine the annual number of calls for service for each municipality. With this patrol workload information developed for each jurisdiction, the projected total patrol workload can be determined for any combination of municipalities.

PERF surveyed the police departments in Dauphin County and received specific information on the number of authorized and actual sworn personnel, including the number of part-time sworn positions. Data was also collected to determine the number of authorized part-time hours per month for those departments that use part-time staff. By reviewing the number of hours a full-time sworn officer works in a year and the number of hours a part-time sworn officer works in a month, the number of part-time officers were converted to FTE positions and added to the number of full-time sworn officers in the department. (To corroborate the number of full-time and part-time sworn police officers, PERF reviewed the Pennsylvania Uniform Crime Report, Summary Employee Report for all police departments in Dauphin County for 2013. This is the most recent year for which complete information was available.)

PERF chose to use the authorized position counts for sworn officers since it does not fluctuate from month to month and also provides the maximum position strength local governments allocate annually to their police departments. PERF used the survey information to determine

the number of officers assigned to the patrol function from each police department. Using these data sources, PERF determined the total number of FTE patrol officers assigned to each police department. Combining the dispatch information and the number of FTE patrol officers, PERF calculated the average number of calls for service each officer is dispatched to on both an annual and daily basis.

The table below shows the workload for each agency and displays the number of full-time equivalent patrol officers (which includes calculations for part-time officers).

### Agency Workloads and Authorized Staffing Levels

Jurisdiction	Population (2010 Census)	Square Miles	Calls for Service (CFS)	Patrol Officers	CFS Per Day	CFS Per Hour
Derry Township	24,679	27	12178	31	33.36	1.39
Halifax Borough	841	1	52	1	0.14	0.01
Harrisburg	49,528	11.3	63279	91	173.4	7.22
Highspire Borough	2,399	1	2191	9	6.00	0.25
Hummelstown Borough	4,538	1.3	1440	6.88	3.95	0.16
Lower Paxton Township	47,360	28.1	22917	38	62.79	2.62
Lower Swatara Township	8,268	14.6	4259	9	11.67	0.49
Lykens Borough	1,779	1.3	151	2.3	0.41	0.02
Middletown Borough	8,901	2.5	5973	7	16.36	0.68
Millersburg Borough	2,557	0.8	487	2.3	1.33	0.06
Paxtang Borough*	1,561	0.4	1069	2	2.93	0.12
Penbrook Borough	3,008	0.5	2521	6	6.91	0.29
Royalton Borough	907	0.35	155	2.2	0.43	0.02
Steelton Borough	5,990	3.1	6013	12	16.47	0.69
Susquehanna Township	24,036	18	16471	31	45.13	1.88
Swatara Township	23,362	14.6	20225	33	55.41	2.31
Wiconisco Township	1,210	10.1	30	1	0.08	0

\*Paxtang receives police services under contract from Swatara, but is included here for analysis purposes.

PERF also reviewed the FTE staffing information for patrol provided in the completed agency surveys. For small agencies, all members of the department, including the chief and sergeant, were included as an available resource to respond to calls for service, based upon the practice of these agencies.

The number of patrol officers needed for each merger scenario was derived by first calculating the total number of calls for service for the combination of jurisdictions in the merged agency. The estimated time consumed per call was set at 45 minutes per call, to include both primary unit and back-up unit time. Many calls require only one officer to respond, and many consume 15 minutes or less. The 45-minute benchmark, based on PERF's experience with some 100 staffing studies, was used to ensure that adequate patrol officer resources would be allocated.

There is no standard for the average amount of a patrol officer's time that should be consumed by calls for service, as opposed to other activities, such as self-initiated, proactive police work. One department may set an informal target at 30% to 40% of an officer's workday being devoted to responding to calls for service. Another department may determine that calls for service should not exceed an average of 60% of officers' time. In many departments, how patrol officers' time is spent is not closely tracked or subject to a formal target. PERF's work in other cities has shown variation in targets for patrol time use. Kansas City, MO had a standard of 35% of an officer's time being used to respond to calls for service. Chandler, AZ (a large Phoenix suburb) set a standard of 40%. In San Francisco, the time consumed by calls for service varied in each of the city's 10 police districts, from a low of 30% to a high of just over 50%. Tallahassee, FL, with an actual figure of 67%, set a target to reduce call-for-service time to 50%. West Palm Beach, FL set a target of 45%. Memphis had an average of 42% of patrol officer time consumed by calls for service. Districts in Gwinnett County, GA, a large suburban Atlanta police force, averaged between 38% and 46%. Austin, TX ranged from 42% to 57% in its districts.

**For the Dauphin County options, in order to provide adequate patrol time for proactive, officer-initiated activity and community engagement, an average target figure of 40% was used for the amount of officers' time to be spent on calls for service. This 40% target figure was determined based upon past experiences in jurisdictions similar to those in Dauphin County.**

Finally, since all officers do not come to work each shift they are scheduled to, with absences due to vacation, illness, training, court appearances, and other leave, the show-up rate typical for agencies like those in Dauphin County of 70% was used. This means that, due to various leaves and training, an officer is available to work 70% of their standard 2080 hours per year.

Therefore, the number of patrol officers for each option, then, (except for Option 6, the “Northern Regional” option, for reasons that will be explained in PERF’s Option 6 analysis) was determined by the total number of calls for service at 45 minutes per call, with 40% of a patrol officer’s time consumed by calls for service, and with 70% of the scheduled officers showing up for each shift.

### ***Staffing of Supervisors***

With regard to the need for supervisors to manage line officers, there are no precise standards for the span of control for a patrol sergeant and his/her officers. Recommendations usually vary between six and 10. For this study, a sergeant was allocated for each eight patrol officers. From our extensive experience conducting management studies, PERF believes that the 1:8 ratio will provide adequate officer supervision for Dauphin County agencies.

### ***Staffing of Investigations***

Successful investigation of crimes depends on the initial investigation report describing a high level of solvability factors, or the follow-up investigators developing enough solvability factors to solve the crime. Minor crimes reported to many police departments – especially UCR Part II offenses, other than vice crimes – generally have few, if any solvability factors and thus usually merit little investigative effort. However, such offenses make up a large amount of the reported crime in Dauphin County and have an impact on the safety and quality of life in county communities. Therefore, recommendations for staffing the investigation function of merged agencies, in the various options that are presented, not only take into account the investigation of serious offenses, but also devote adequate personnel to attempt to solve more minor, quality-of-life crimes.

The potential number of cases that should be considered for investigation each year by each merged agency was measured by taking into account the total number of Part I and Part II offenses reported by all of the agencies to be included in the merged department. All Part I

crimes were included in the cases for potential investigation, as were approximately 43% of the Part II reported crimes.

**Specific Part 2 non-traffic crimes considered for investigation included:**

- Non-aggravated assaults,
- Forgery and counterfeiting,
- Fraud,
- Embezzlement,
- Sex offenses other than rape and prostitution,
- Offenses against family and children, and
- Vandalism.

Other frequently occurring Part II crimes, such as narcotics violations, driving under the influence and disorderly conduct, were not included because they are often not investigated by detectives. Special units or patrol officers are involved in the investigation of such crimes.

The following table shows the number of subject Part II crimes for each jurisdiction.

**Number of Part II Offenses Typically Assigned to Investigators, Dauphin County Municipalities, 2013<sup>21, 22</sup>**

	Total	Simple Assault	Forgery	Fraud	Embezz- elment	Vandal- ism	Sex Offenses	Family/ Children Offenses
Derry Twp.	1,370	130	55	188	3	129	41	14
Halifax Regional	41	10	*	*	1	4	*	2
Harrisburg City	4,669	915	42	132	2	759	82	38
Highspire Borough	195	33	4	13	*	23	2	4
Hummelstown Borough	275	29	2	18	*	35	5	1
Lower Paxton Twp.	1,416	178	53	243	2	199	55	8
Lower Swatara Twp.	269	54	2	30	4	39	12	*
Lykens Borough	64	8	*	2	*	17	4	*
Middletown Borough	320	72	4	21	*	18	18	6
Millersburg Borough	291	6	*	9	*	24	*	1
Paxtang Borough	116	22	*	5	1	9	2	*
Penbrook Borough	39	39	*	*	*	*	*	*
Royalton Borough	*	*	*	*	*	*	*	*
Steelton Borough	401	73	8	18	*	84	9	7
Susquehanna Twp.	861	201	24	44	*	45	27	5
Swatara Twp.	1,727	346	30	235	8	225	25	10
Wiconisco Twp.	15	*	*	*	*	4	*	*
State Police	2,232	387	45	160	13	256	100	26

\*None reported

21 Data from <http://www.paucrs.pa.gov/UCR/Reporting/Annual/AnnualFrames.asp?year=2013>

22 The totals for the State Police are included since the area they currently cover would be policed by the countywide Police Department proposed in Option 1. Specialized agencies would not be included in the countywide agency and those totals are not included. These agencies are Drug Enforcement, Liquor Enforcement, Dauphin County Detectives, Capitol Police Department, Penn State Harrisburg Campus Police, Harrisburg International Airport Police, Pennsylvania Fish & Boat Commission Police, and Bureau of Forestry Police.

These crimes constituted 43% of the *total* Part II crime countywide. This countywide benchmark of 43% of Part II crimes was added to the Part I crimes total for each merged department to develop the base number of crimes for potential investigation.

Another factor that must be considered in detective staffing is the reality that not all of the crimes reported receive the same level of follow-up. It is generally the practice of departments to assign all Part I “crimes against person” offenses, such as homicide, sexual assaults and aggravated assaults, to detectives for follow-up investigation. In some categories such as homicide, a team of investigators can be expected to exhaust all leads on each reported crime. In other offense categories, including robbery and burglary, the follow-up investigation may range from telephone re-contact of victims and witnesses to field work, depending on leads and elements of solvability factors. There are many solvability factors that may be considered, such as whether there was a witness to a crime, whether a suspect has been identified or there is a description of a suspect, and whether there is physical evidence, such as fingerprints, a firearm shell casing, or blood or other sources of DNA evidence. Because of the volume of property crimes reported to the police, only those with a significant likelihood of being solved, based upon the solvability factors identified, usually result in further action by detectives, along with crimes of particular interest or threat to the community.

Based upon a review of the level of effort required for investigations in Dauphin County, PERF’s previous work with departments across the country, and research in the field, PERF estimated that 35% of the cases that are to be considered for investigation (the combination of Part I and Part II crimes described above) would result in in-depth investigations. The remaining cases are viewed as pending, waiting for new evidence to come to light, or are handled by patrol officers in the field. The number of cases to be investigated annually was calculated for each set of merged agencies, based on 2013 crime reports, the most recent year that complete reports were available.

The next step in determining the number of detectives needed takes into account the number of new cases each detective can be expected to open per month. This caseload is an average, because some detectives (such as those handling serious crimes against persons) normally carry a lower caseload than those investigating higher-volume, less serious offenses. Analysis of current investigative staffing in Dauphin County was combined with PERF’s knowledge of best practices in the profession for jurisdictions similar to Dauphin County. As a result, a benchmark for average caseload per detective was set at 15 new cases per month, or 180 per year. This

average takes into account both a “specialist” approach in larger departments as well as a “generalist” approach in smaller agencies.

The number of investigators needed for each scenario was determined by taking 35% of the cases to be considered for investigation and dividing that by 180 – the caseload per detective per year.

### ***Personnel Costs***

Police mergers usually set salaries and benefits for employees in the merged agency at, or close to, the highest level of those coming into the merged agency. Mergers require significant cooperation, negotiation, and persistence by the officials of the merging jurisdictions.

Discussion of salary and benefits packages can be difficult, and in many instances may be the single issue that ultimately prevents a merger. Police officers and their unions are more likely to support a merger if their salary and benefits increase, or at least do not decrease.

PERF surveyed the police departments in Dauphin County and received specific information on the salary of sworn positions in agencies. The information included salaries from entry-level police officers to chiefs of police for 2014. To understand the extent of the salary and benefits, PERF reviewed many of the current labor contracts for police departments in Dauphin County. As a follow-up, PERF made telephone contacts to some departments for additional information and clarification. Together these data sources provided PERF with a good sample of salaries and benefits for sworn police personnel in Dauphin County. This research revealed a wide range of salaries and benefits across Dauphin County police departments.

The following table shows the salary levels PERF used in developing the year one annual personnel costs for each of the consolidation options. There were derived partly from the salary information presented earlier furnished by the municipalities in response to the PERF survey. The exact figure is an average (derived from the salary ranges provided by agencies in the survey) for all those who would be employed in a consolidated department in any of the options presented in the seven consolidation options discussed later; some personnel would be at a higher rate, some at a lower rate. The figures represent the salaries needed to attract and retain professional, well-trained personnel at all levels, both sworn and civilian. In some instances salaries are higher for specialized positions because they would require more experience and advanced training. Examples include detective sergeants, special enforcement sergeants, training

officers, detectives, and special enforcement unit officers. Descriptions for each position appear after the table below.

**Average Year-One Proposed Salaries  
Used to Calculate Costs in all PERF Options**

Chief of Police	\$110,000
Assistant Chief of Police	\$102,000
Captain	\$98,000
Lieutenant, Watch Commander	\$95,000
Lieutenant (other)	\$95,000
Sergeant, patrol supervisors	\$68,000
Sergeant (other)	\$68,000
Patrol Officers	\$58,000
Detective Sergeant	\$70,000
Detective	\$65,000
Training Officer	\$61,000
Special Enforcement Unit Sergeant	\$70,000
Special Enforcement Unit Officer	\$61,000
Property Technicians	\$40,000
Evidence Technician	\$30,000
Crime Analyst	\$50,000
Civilian Supervisors	\$32,000
Clerical	\$27,500

### ***Position Descriptions***

Police Commissioner / Chief: Position serves as agency head.

Deputy Commissioner: Position serves as 2nd in command and is only used in the largest agency, the countywide department.

District Chief: Position used to identify the geographic district commander in countywide agency. This term was chosen based on interviews with elected officials and their request to maintain the “Chief” designation for geographic commanders in countywide police force.

Captain: Position equivalent to District Chief in other options where used with the exception of the countywide department. Traditionally serves as a division commander such as Patrol, Investigation, or Support components.

Lieutenant/Watch Commander: Position description for the lieutenant responsible for patrol functions agency wide during most hours. Three shifts would be covered with one relief lieutenant to cover absences.

Lieutenant: Position description to command sections such as investigations, special enforcement and support.

Sergeant Patrol Supervisors: Position that serves as first-line supervisor to patrol officers and generally has a ratio of approximately one patrol sergeant to eight patrol officers.

Sergeant: Position description for other first-line supervisor positions serving areas such as internal affairs, public information, and administrative oversight.

Patrol Officers: Position description for patrol functions and allocated as per methodology section.

Detective Sergeants: Position description for first-line supervisors overseeing investigations and allocated on a basis of one sergeant to five or six detectives. This sergeant may investigate crimes as well.

Detective: Position description for investigators and allocated as described in methodology section.

Training Sergeant: Position used to describe a first-line supervisor for larger agencies that would require a training supervisor.

Training Officers: Position description for an officer who instructs other officers and department staff. The number of training officers depends on agency size. Dedicated training personnel represent an organizational commitment to on-going professional development.

Special Enforcement Sergeant and Officers: Position description for one sergeant and eight officers used to combat drugs problems, act as a traffic squad, and as problem-solving unit. Depending on department size one, two, or three teams are allocated.

Crime Scene Technician: Position description for civilian personnel to be allocated around the clock if needed to process crime scenes and collect and analyze evidence. The number of Property Technicians increases as the department size increases.

Property Technicians: Position description for civilian personnel responsible for storing, processing and keeping accessible evidence and recovered property. They are allocated according to department size.

Crime Analyst: Position description for a crime analyst that should be allocated as part of a professional agency to help guide the efforts of patrol deployment using crime data and intelligence. Crime analysis is also used to assist detectives in solving crimes.

Civilian Supervisors: Position description for civilian supervisors such as records managers or lead clerks depending on the size of the agency. They are allocated at a rate of one supervisor to four or five clerical/administrative positions.

Clerical Staff: Positions description for staff assistants, payroll clerks and other civilian staff who perform administrative tasks. They are allocated according to department size.

### ***Fringe Benefits***

The survey revealed a wide variation and range of fringe benefits provided by the police departments in Dauphin County. In calculating the dollar amount for benefits, PERF used a figure of 56% of the salary for sworn personnel and 26% of the salary for civilian employees, which was estimated based on the information provided in agency surveys. The difference in retirement costs between the sworn and civilian classifications accounts for the difference in percentages used for each group.

### ***Equipment Costs***

PERF examined the major categories of equipment necessary for each of the proposed merged agency options. A comparison was made of existing equipment based on information provided by departments responding to the PERF survey; the number required for each agency based on the methodology explained below; and the difference between the two. In some cases there was an excess of equipment, which could either be reserved for replacement or allocated to another proposed merged department. For some items, a 10% buffer should be maintained for replacement and damage to minimize disruption of operations.

Marked Police Vehicles – The number of marked vehicles needed was set at 50% of the total number of sergeants and officers assigned to patrol, including special enforcement units in some agencies. This percentage will allow for effective shift changes and possible shift overlaps, and is based on a review of the age and use of current vehicles supplied via the agency survey. For departments that require a watch commander at the rank of lieutenant, each watch commander should have a marked vehicle.

Estimated cost per unit: \$36,000 (including radio and computer equipment)

Unmarked Vehicles – As is current practice in Dauphin County, marked vehicles should be allocated to each command staff member (chief, assistant chief and captains), because of their need for immediate response from home to critical incidents. Also, due to the nature of their jobs, administrative lieutenants and sergeants and detective sergeants should each be assigned a vehicle. In addition, one vehicle should be allocated for every two detectives and officers in an administrative function.

Estimated cost per unit: \$26,500 (four-door mid-sized sedan)

Rebranding – There are almost as many distinct police vehicles and uniforms as there are police departments in Dauphin County. Important to a new, regional or consolidated agency is rebranding equipment and uniforms. This entails everything from new badges and uniforms and patches to marked police vehicle configuration. It has been PERF's experience that when changing patches on a uniform, it is almost always necessary to purchase new shirts, jackets, etc. to maintain a professional image to the community. There is a cost for these necessities. PERF researched the expense of uniforms as well as repainting and decaling police vehicles to determine an estimated cost for each.

Uniform Rebranding - PERF estimates it will cost \$1,605 per officer to rebrand uniforms (i.e., to purchase new ones). This would include items such as badges, uniform shirts, pants, hats, jackets, and other related insignia.

Vehicle Rebranding – For changing the color combination and decals of a marked police unit, PERF estimates a total cost of \$2,000 per vehicle. (Expenses for re-branding vehicles may be eliminated if a regional agency changes vehicles through attrition rather than modifying the entire fleet at the initiation of the new agency.)

Computer Equipment –100% of command staff (ranks between chief and lieutenant); detective personnel; administrative specialists; special enforcement sergeants; and civilian staff would each need their own computer. Depending on the size of the patrol operations for each agency, an appropriate number of shared computers were assigned for sergeants in a supervisors' office and officers for a report-writing room. This category includes computers and printers (shared and networked) and reflects that some personnel may select a laptop rather than desktop. A 10% replacement/damage stock is included.

Estimated cost per unit: Laptop \$2,000 (new) and desktop \$1,500 (new).

Unit Radios – 100% of the total number of vehicles would require radios, plus 10% shelf stock (extra radios).

Estimated cost per unit: \$2,500 (new).

Handheld Radios – 100% of sworn personnel and civilians (such as Property Technicians) assigned to work the field in uniform would need handheld radios, plus 10% shelf stock.

Estimated cost per unit: \$1,200 (new).

Vehicle Computers – 100% of marked and specialty vehicles would require computers, plus 10% shelf stock.

Estimated cost per unit: \$5,000 (new).

Communications: All departments in Dauphin County are on the same radio system. A vehicle radio is estimated at \$5,500 and handheld radios at \$1,200. Costs associated for radio equipment have been included with other vehicle costs in charts below.

### ***Building Costs***

Based upon PERF's analysis of policing facilities in Dauphin County, with very few exceptions, existing facilities would not meet the needs of a regional or consolidated approach to policing. In order to establish building costs for facilities that would be required to realize each of the options provided in this study, PERF has previously consulted with two architectural firms. These firms have substantial experience in designing police facilities in the United States, and estimate that a typical police facility today requires between 280 and 320 square feet of space for each employee. PERF used the median value of 300 square feet for the analysis. By multiplying the number of employees in each option by the median square foot estimate, the approximate amount of space needed for the option was determined.

PERF consulted the RS Means Building Construction Cost Data for 2013 on Police Stations. One factor that affects the cost of any new building construction is size. Generally, larger buildings built in the same locality with the same specifications result in a lower cost per square foot because there is an economy of scale that is achievable by their size.

Based off the RS Means Building Construction Cost Data for 2013 on Police Stations, the estimated cost to build a typical large police facility is \$235 per square foot. The cost for smaller facilities was estimated to be \$285 per square foot. Based upon the square footage of each proposed facility, the appropriate value was used to calculate cost.

**For those recommendations that require the construction of a new police headquarters or substation(s), one way to fund development is through the issuance of municipal bonds.**

Municipal bonds are often issued to raise funds for government entities for capital projects. State and municipal laws govern whether or not the issuance of a bond must be approved by voters, which may pose an issue if multiple jurisdictions each need to vote to issue a bond to raise revenue to offset capital costs.

## **Funding and Governance**

Determining how police services are funded is an important consideration in implementing any regional or merged agency approach. Some common factors used to distribute costs among communities include: population, land area, property value, percentage of services provided, percentage of municipal revenues, and a combination of one or more of the criteria.

Governance is another factor to consider in a regional or consolidated approach to policing. Oversight of the department is sometimes accomplished by a Police Board or Police Commission, in which representatives of each municipality participating in the regional police department appoint members. The Chief of Police is then accountable to the board or commission, whose members represent the interest and concerns of their constituents. There may be controversy as to the make-up of such a board. The appropriate number of representatives for each participating municipality would need to be considered fairly. When there is equal representation, larger jurisdictions, using the greatest amount of service and contributing the most financially, feel underrepresented. When membership is determined by population or service levels, smaller jurisdictions may feel underrepresented.

One approach sometimes used is a joint police powers authority when the new police authority is given the powers inherent in each participating agency. The agreement which establishes the authority defines the powers of the authority and usually establishes a board of directors. The authority is an independent police agency and may hire staff and create policies independent of the agencies which form it.

## **Consolidation Success Stories**

Though there are a number of challenges to creating a consolidated police department, there are a number of examples where consolidation has occurred successfully, even within large jurisdictions. For example, in 1993 the Charlotte (NC) Police Department and the Mecklenburg County (NC) Police Department merged to become the Charlotte Mecklenburg Police Department. In 2005, the Savannah (GA) Police Department merged with the Chatham County (GA) Police Department to become the Savannah Chatham Metropolitan Police Department. In 2007, the Indianapolis (IN) police department merged with the Marion County (IN) Sheriff's Department to become the Indianapolis Metropolitan Police Department. As these are all large agencies, a good degree of complexity was involved in executing their respective consolidation

strategies; however, they are examples of how even large law enforcement agencies can successfully consolidate into a new agency.

Closer to Dauphin County, there are a number of smaller jurisdictions in Pennsylvania that have regionalized or utilized mechanisms such as a contract services agreement to provide for enhanced police coverage.

Northern York Regional Police Department, formed in 1972, provides policing services under contract for eight municipalities in York County, Pennsylvania. The Northeastern Regional Police Department, formed in York County in 1983, was the result of a merger of the East Manchester Township and Mount Wolf Borough Police Departments, and later that year with the Manchester Borough Police Department.

In 1998, the Northern Berks Regional Police Department was formed through the merger of the Maiden creek Ontelaunee Joint Police Commission (which itself was the merger of the Maiden creek and Ontelaunee Township Police Departments) and the Leesport Borough Police Department. Prior to this merger, each jurisdiction had only a part-time police department that provided limited services.

The charts below illustrate the various regional police departments currently operating in York County, along with the municipalities served, the composition of the police agency, number of officers and population served, among other items of interest.

Agency/ Creation	Municipalities Served	Regional Police Commission Chairman	Police Chief Executive	website	Composition of Regional Police Agency	Number of Officers	Popul ation Served	Sq. Mile Area	Ofc. per 1000 Popul ation
York County  Northeastern Regional Police Dept.  01-01-83	East Manchester Twp. Manchester Boro Mount Wolf Boro	David Naylor 1070 Canal Road Manchester, PA 17345 717-266-1572	Bryan Rizzo 5570 Board Road Mt. Wolf, PA 17349 717-266-6195 x 101 Fax 717-268-8645 <a href="mailto:chief@neregionalpd.us">chief@neregionalpd.us</a>	<a href="http://www.neregionalpd.us/">http://www.neregionalpd.us/</a>	8 Commission members  2 representatives from each borough 4 representatives from the township	11 FT	8,801	17.5	1.3
York County  York Area Regional Police Dept.  06-29-00	York Twp. Windsor Twp. Dallastown Borough Jacobus Borough Windsor Borough Yoe Borough Red Lion Borough  Contract to: Felton Borough	Paul Smith 33 Oak Street York, PA 17402	Thomas Gross 33 Oak Street York, PA 17402 717-741-1259 Fax 717-741-5209 <a href="mailto:chief@vapd.org">chief@vapd.org</a>	<a href="http://www.vapd.org/">http://www.vapd.org/</a>	3 Commission members  1 representative from each municipality 1 member at large	50 FT	50,685	59.0	1.2

York County Southern Regional Police Dept. 01-01-92	New Freedom Borough Shrewsbury Borough Glenn Rock Borough Stewartstown Borough  Contracts to: Railroad Boro Winterstown Boro Southern York County School District	Richard Buchanan 212 Cardinal Drive Shrewsbury, PA 17361 717-235-1878 <a href="mailto:buckchopper@aol.com">buckchopper@ aol.com</a>	James Boddington 47 E. High Street New Freedom, PA 17349 717-235-3944 Fax 717-235-1609 <a href="mailto:chief@srpd.us">chief@srpd.us</a>	<a href="http://www.srpd.us/">http://www.srpd.us/</a>	9 Commission members  3 mayors 3 council 3 citizens	11 FT 1 PT [11.5]*	11,500	9.0	1.0
York County Southwestern Regional Police Dept. 07-01-02	Heidelberg Twp. Manheim Twp. North Codorus Twp. Spring Grove Boro	John Rupert 6115 Thoman Drive Spring Grove, PA 17362 717-225-1333 Fax 717-225- 0635	Gregory M. Bean 6115 Thoman Drive Spring Grove, PA 17362 717-225-1333 x 101 Fax 717-225-0635 <a href="mailto:gbean@swrpd.org">gbean@swrpd.org</a>	<a href="http://swrpd.org/">http://swrpd.org/</a>	8 Commission members  1 elected and one appointed from each municipality	13 FT	17,947	69.8	1.0
York County Northern York County Regional Police Dept. 09-01-72	Conewago Twp. Dover Boro Dover Twp. Franklin Twp. Jackson Twp. Manchester Twp. North York Boro Paradise Twp. Spring Grove School District	Lance A. Biesecker 1445 E. Canal Road Dover, PA 17315	Mark Bentzel 1445 E. Canal Road Dover, PA 17315 717-292-0542 Fax 717-292-0543 <a href="mailto:chief@nvcrrpd.org">chief@nvcrrpd.org</a>	<a href="http://nvcrrpd.org/">http://nvcrrpd.org/</a>	8 Commission members  1 representative from each municipality  Spring Grove School District non-voting member	50 FT	64,023	145.0	.7

### *Contract Services Agreements*

An approach which avoids many conflicts is the use of Contract Services Agreements. There is a current example of such a contract for police service in Dauphin County, with Paxtang contracting for services with Swatara. Such agreements are common in other Pennsylvania counties.

Under Contract Services Agreements, specific service levels are identified, such as the type and amount of police service to be provided, along with an associated cost. Contract language provides specificity as to services that are to be provided. The list below offers examples of items commonly included in such agreements:

- The number of officers mandated to be deployed during specific times of the day and/or days of the week;
- The definition of “patrol service,” (i.e. randomly patrolling all residential, business and public areas during all shifts; routine ticketing for traffic violations with specific attention given to parking ordinances, etc.);

- Crime prevention programs offered to encourage community involvement, including Neighborhood Watch and Business Watch programs;
- Criminal investigation services;
- Crime lab services;
- Maximum span of control for first-line supervision (e.g., a rate of one sergeant for every eight officers);
- Requirement for weekly, monthly and annual reports on police service;
- The need for special event traffic patrol services, such as 10 days per year for events such as parades and 4<sup>th</sup> of July celebrations; and
- The required availability of the Chief of Police to attend public meetings to answer questions and provide information regarding police to elected officials, residents, business owners, and staff, as needed.

Also included in contracts are items such as:

- Agreed upon prices for such services;
- Method and timing of payment;
- Liability and indemnification;
- Equipment supplied;
- The approved use of revenues gained through activities such as traffic enforcement, red light cameras (fines), etc.; and
- Review, continuation and termination of agreement.

The State of Pennsylvania provides limited funding to support the regionalization of police services in the form of the Regional Police Assistance Grant Program. The grant is administered by the Pennsylvania Governor’s Center for Local Government Services. Grants may be awarded for two more municipalities that regionalize police operations and may be used to pay for the regional police chief salary and other expenses. Grants are for up to \$99,000 for a period of up to three years. Regionalization must have already taken place before a grant can be awarded.<sup>23</sup>

## Pensions

Pennsylvania Act 111 authorizes collective bargaining between police officers and firefighters and their public employers, provides for arbitration in order to settle disputes, and requires compliance with collective bargaining agreements and findings of arbitrations. **This Act has a**

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<sup>23</sup> <http://community.newpa.com/programs/regional-police-assistance-grant-program/>

**direct bearing on a merger of police agencies, as merged departments must comply with existing bargaining agreements or renegotiate them.** Pennsylvania also provides that in the case of a merger of police departments, employees cannot lose their “position,” meaning employment or salary. Nothing would preclude a merger from lowering the rank of individuals, **but their salary must remain the same as per Act 111.** This may result in an issue of equity in that members of the realigned department with the same rank may have different salaries.

In 2005, Pennsylvania Act 600<sup>24</sup> was amended to increase the maximum dollar amount that regional police departments are authorized to provide to retired officers as “length of service increments.” Like other discretionary Act 600 pension benefits, municipalities are not legally required to increase the length of service increment, but may elect to do so during contract negotiations or as a result of being directed to provide this increase by an interest arbitration panel.

A merged agency would have to provide the same pension benefit to sworn members of the new department, negotiate pension benefits with its members or comply with the findings of an interest arbitration panel if convened.

Generally, in the event of a merger, existing personnel from each agency would be grandfathered in under their current bargaining agreements, whereas new hires would be under a separate bargaining agreement.

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<sup>24</sup> <http://www.legis.state.pa.us>

## Merger – Consolidation Options

PERF developed a number of options for possible mergers and/or consolidations of Dauphin County law enforcement agencies, each designed to provide improved levels of police service to county residents. The percentage of each change was established by comparing current costs to proposed costs. These options are:

**Option 1: Dauphin Metropolitan Police Department** – 12 police departments that make up the central urban-suburban core of Dauphin County around Harrisburg would form a single metropolitan police department (Derry Township, Highspire Borough, Hummelstown Borough, Lower Paxton Township, Lower Swatara Township, Middletown Borough, Paxtang Borough, Penbrook Borough, Royalton Borough, Steelton Borough, Susquehanna Township, and Swatara Township). **This option could provide an approximate 39% cost savings.**

**Option 2: Harrisburg Metropolitan Police Department** – This agency would be comprised of the 12 departments that make up the central core of the County as described in Option 1, plus the City of Harrisburg. **This option could provide an approximate 33% cost savings.**

**Option 3: Southern Dauphin Merger** – Seven smaller agencies (Highspire Borough, Hummelstown Borough, Lower Swatara Township, Middletown Borough, Paxtang Borough, Royalton Borough and Steelton Borough) would be merged with Swatara to reduce redundancy and improve efficiency. **This option could provide an approximate 26% cost savings.**

**Option 4: Southern Dauphin Regional Police Department** – This option would combine five small agencies (Highspire Borough, Lower Swatara Township, Middletown Borough, Royalton Borough and Steelton Borough) into a single department with a focus on less redundancy and more effective policing. **This option could provide an approximate 9% cost savings.**

**Option 5: Derry Regional Police Department** – Hummelstown Borough would be merged with Derry Township under a contract arrangement to provide a more efficient approach to policing in these adjacent jurisdictions. **This option could provide an approximate 32% cost savings.**

**Option 6: Northern Regional Police Department** – This option would combine four small agencies (Halifax Borough, Lykens Borough, Millersburg Borough and Wiconisco Township) north of the mountains to provide expanded coverage to this area. At least two officers would be on patrol around the clock. **This option would include a 363% plus cost increase but is provided to demonstrate what would be required to provide full-time policing in the north part of the county.**

**Option 7: Countywide Police Department** – Although a change in state law would be required to enact this scenario, PERF was asked to examine the parameters for one police department that would serve the entire county. This agency would be composed comprised of four police districts and a substation to maintain a focus on the localities involved. **This option could provide an approximate 29% cost savings.**

Each option is described in detail below, with more details about its coverage, staffing, and costs. Most cost savings identified in the options below are due to changes in the number of personnel needed to provide appropriate, professional police service. Consolidated agencies will reduce duplication of services. Although cost estimates are based on only required positions, rather than eliminating existing positions, PERF recommends that changes in staffing should be met through attrition so as not to overly disrupt any municipality.

### *Centralized/Shared Services Option*

As PERF reviewed regional police options, it considered a model maintaining the current police agencies but utilizing centralized or shared services for a variety of non-patrol tasks and services. It was determined this model would not significantly enhance services or reduce costs considering the current centralized services already in existence in Dauphin County. Already in place are the regional 911 system, investigative capabilities of the county District Attorney's office, and numerous task force operations including the Drug Task Force, Crisis Response Team, Forensics Unit and Domestic Violence Task Force. Additionally, the vast majority of Dauphin County police agencies are using In-Synch for their Records Management System (RMS) needs. Harrisburg, Millersburg and Penbrook utilize a different system, (with Harrisburg currently in the process of fully moving over to In-Synch) and Wiconosco does not currently use one at all.

**Recommendation:** *Harrisburg should ensure its transition to In-Synch for their RMS and the remaining agencies with a different/no RMS should make the move to In-Synch as soon as feasible.* A shared, countywide records system provides several benefits. First, there are economies of scale that can be achieved, particularly in relation to infrastructure. More importantly, a shared records system can create the ability to share criminal and intelligence information between county law enforcement agencies. The availability of sophisticated analytic tools over a shared database enhances crime analysis and enables data-driven decision making.

Adding additional centralized services such as personnel management, fleet management, or other specialized police functions were not found to be viable considerations. For example, centralized fleet management would have little to no benefit in the county at the police department level, given the variety of police vehicles used by each agency, as well as the fact that for the most part, each municipality has the capability already to maintain their own fleets and cost savings would be negligible, if at all.

However, PERF has identified three areas for the sharing of police services (whether sharing existing services or implementing new ones to be shared by agencies in the county) that would be of benefit to police departments in Dauphin County.

- **Shared K-9 resources:** K-9 dogs and their handlers are specially trained to augment street-level patrol in a variety of functions, such as tracking (for example, fugitives on the run from patrol officers as well as burglary and other crime scenes to track potential suspects), criminal apprehension (dogs can be trained to perform bark and hold techniques to restrain suspects until officers arrive), drug detection, and other situations patrol officers may encounter. Memoranda of Understanding (MOAs) may be drafted among participating agencies to share current K-9 resources or to fund the training of K-9 officers and the purchase of police dogs. Ideally, K-9 resources should be funded so that all participating agencies will be able to request the assistance of a K-9 team across jurisdictions and shifts so that there is at least one K-9 team in the field at all times. All such dogs should be dual purpose dogs: trained for drug detection as well as general patrol work.
- **School Resource Officer intelligence sharing:** School Resource Officers (SROs) are a valuable contribution to an agency's community policing and juvenile crime response

efforts. The City of Harrisburg should re-implement their SRO program at the high school level, as interviews indicated countywide SROs were very successful in sharing information between surrounding districts. For example, this information sharing assists with crime prevention, intelligence gathering, and the provision of social services. Building upon this, for those agencies in Dauphin County that utilize SROs, consideration should be given to sharing information on a regular basis in order to identify trends and patterns in the school districts they work in that could affect other jurisdictions or schools in the county.

- **Drug Task Forces:** The Harrisburg Police Department should work to integrate its drug task force back into the Dauphin County Drug Task Force. Interviews with Harrisburg Police Department staff revealed that Harrisburg was once part of the countywide task force, but broke off to create their own task force. The Harrisburg Police Department and the county's task force should move towards re-implementing a combined task force. In any event, both task forces should ensure that they are deconflicting with the Pennsylvania State Police to ensure that participants on both task forces are aware of operations in each other's jurisdiction. As there are multiple task forces in the county (the city and county task forces, as well as task forces for the state police and the state attorney general's office), it is crucial that all task forces deconflict, preferably with the state police, to ensure the safety of all task force members.

### *A Note Regarding Staffing for Each Consolidation Option*

PERF's recommendations in its consolidation options for Dauphin County typically result in fewer officers in the combined agency than in each of the individual agencies affected. Extra personnel in each option should not be laid off—attrition (particularly in the form of retirements) is expected to gradually bring the staffing levels of the combined agency in line with our staffing recommendations. However, even with extra personnel, municipalities participating in these options will still realize cost savings, with the fullest benefit achieved once attrition brings staffing down to the recommended levels.

### ***Option 1: Dauphin Metropolitan Police Department***

This option would merge the 12 police agencies close to the City of Harrisburg into a single large agency. A primary advantage to this configuration is cost. Currently the total police expenditures for these municipalities are \$38,838,711. The combined agency has a projected first year budget of \$23,507,490. **This option could provide an approximate 39% cost savings.**

#### **Current Resources and Workload of All Agencies that Would Be Impacted by Option 1**

Dauphin Metropolitan Police Department	Population (2010 Census)	Square Miles	Calls for Service	FT Sworn FTE	Civilian	2014 budget
Derry Township	24,679	27	12,178	40	13	\$6,105,240
Highspire Borough	2,399	1	2,191	20	1.3	\$891,254
Hummelstown Borough	4,538	1.3	1,440	7.88	0.5	\$866,199
Lower Paxton Township	47,360	28.1	22,917	52	6	\$9,256,000
Lower Swatara Township	8,268	14.6	4,259	16	1	\$1,950,490
Middletown Borough	8,901	2.5	5,973	10	0.5	\$2,540,876
Paxtang Borough	1,561	0.4	1,069	2	0	\$564,000
Penbrook Borough	3,008	0.5	2,521	8	0	\$675,000
Royalton Borough	907	0.35	155	2.2	0	\$61,521
Steelton Borough	5,990	3.1	6,013	13	1.5	\$1,951,876
Susquehanna Township	24,036	18	16,471	40	2.5	\$7,158,658
Swatara Township	23,362	14.6	20,225	46	2.5	\$6,817,597
Total, Dauphin Metropolitan Police Department	155,009	111	95,412	257	29	\$38,838,711

### Crime in Option 1 Police Jurisdictions

Dauphin Metropolitan Police Department	Violent Crime	Violent Crime per 1000	Property Crime	Property Crime per 1000
Derry Township	35	1.4	465	18.7
Highspire Borough	9	3.8	77	32.3
Hummelstown Borough	1	0.2	66	14.6
Lower Paxton Township	81	1.7	1,024	21.5
Lower Swatara Township	7	0.8	129	15.5
Middletown Borough	No Report			
Paxtang Borough	5	3.2	86	55.5
Penbrook Borough	6	2	56	18.8
Royalton Borough	0	0	0	0
Steelton Borough	26	4.4	199	33.4
Susquehanna Township	46	1.9	369	15.1
Swatara Township	63	2.6	866	36.3
Dauphin Metropolitan Police Department	279		3,337	

Following are the estimated first-year costs of implementing Option 1:

<b>STAFFING AND COSTS: OPTION 1 – DAUPHIN METROPOLITAN POLICE DEPARTMENT</b>			
Dauphin Metropolitan Police Dept.	Position	Avg. Salary	Total Salary
Chief of Police	1	\$110,000	\$110,000
Captain	3	\$98,000	\$294,000
Lieutenant Watch Commander	4	\$95,000	\$380,000
Lieutenant Other	2	\$95,000	\$190,000
Sergeant Patrol supervisors	17	\$68,000	\$1,156,000
Sergeant Other	2	\$68,000	\$136,000
Patrol Officers	133	\$58,000	\$7,714,000
Detective Sergeant	2	\$70,000	\$140,000
Detective	14	\$61,000	\$854,000
Training Officer	2	\$61,000	\$122,000
Special Enforcement Unit Sergeant	2	\$70,000	\$140,000
Special Enforcement Unit Officer	16	\$61,000	\$976,000
Property Technicians	4	\$40,000	\$160,000

Crime Analyst	1	\$50,000	\$50,000
Civilian Supervisor	1	\$32,000	\$32,000
Clerical	9	\$27,500	\$247,500
TOTAL SWORN	198		\$12,212,000
COST SWORN: SALARY AND FRINGES		56%	\$19,050,720
TOTAL CIVILIAN	15		\$489,500
COST CIVILIAN: SALARY AND FRINGES		26%	\$616,770
TOTAL PERSONNEL COSTS			\$19,667,490
ANNUAL OPERATING*		\$3,600,000	
YEAR ONE CAPITOL COSTS		\$240,000	
TOTAL ESTIMATED YEAR ONE BUDGET			\$23,507,490
* Includes Overtime			

**Option 1: Dauphin Metropolitan Police Department  
Current and Future Costs per Resident**

Municipality	Current Costs	Future Costs
Derry Township	\$247.39	\$151.65
Highspire Borough	\$371.51	\$151.65
Hummelstown	\$190.88	\$151.65
Lower Paxton Township	\$195.44	\$151.65
Lower Swatara Township	\$235.91	\$151.65
Middletown Borough	\$285.46	\$151.65
Paxtang Borough	\$361.31	\$151.65
Penbrook Borough	\$224.40	\$151.65
Royalton Borough	\$67.83	\$151.65
Steelton Borough	\$325.86	\$151.65
Susquehanna Township	\$297.83	\$151.65
Swatara Township	\$291.82	\$151.65

Only Royalton would pay more per resident in this agency.

**Option 1: Dauphin Metropolitan Police Department  
Current and Future Costs per Municipality**

Dauphin Metropolitan	Current Costs	Future Costs
Derry Township	\$6,105,240	\$3,742,630
Highspire Borough	\$891,254	\$363,814
Hummelstown	\$866,199	\$688,198
Lower Paxton Township	\$9,256,000	\$7,182,258
Lower Swatara Township	\$1,950,490	\$1,253,862
Middletown Borough	\$2,540,876	\$1,349,858
Paxtang Borough	\$564,000	\$236,729
Penbrook Borough	\$675,000	\$456,170
Royalton Borough	\$61,521	\$137,548
Steelton Borough	\$1,951,876	\$908,398
Susquehanna Township	\$7,158,658	\$3,645,117
Swatara Township	\$6,817,597	\$3,542,903

As with the previous chart, only Royalton would pay more as a municipality under this arrangement.

**Start-Up Costs**

Item	# Needed	Reusable	New	Cost Per units	Total cost
Marked Vehicles	104	40	64	\$36,000	\$2,304,000
Plain Vehicles	20	12	8	\$26,500	\$212,000
Special Purpose Vehicles	3	3	0	\$30,000	\$0
Computers	86	58	28	\$2,000	\$56,000
Printers	64	30	34	\$500	\$17,000
Rebranding Vehicles	104	0	104	\$2,000	\$208,000
Uniform & Equipment	198	0	198	\$1,600	\$316,800
Administrative Implementation Cost					\$109,000
<b>TOTAL</b>					<b>\$3,222,800</b>

Start-up costs are based on an assessment on the amount of current equipment that can be reused and how much would have to be purchased. **A substantial portion of the vehicles and IT equipment described in the survey is near or at the end of its usefulness.**

### Facility

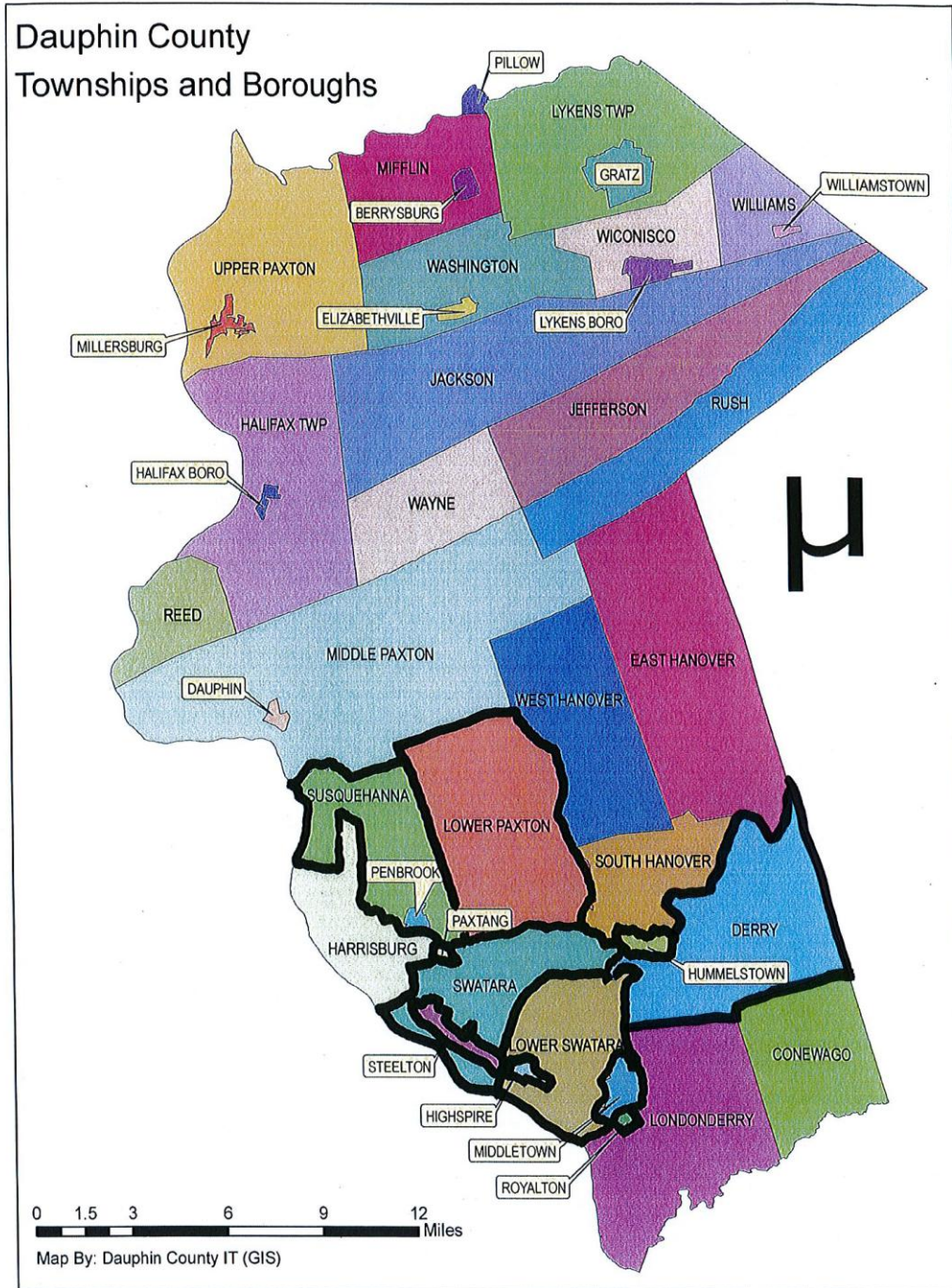
Personnel	Square Feet	Building Cost	Furnishings	Total
213	33900	\$7,966,500	\$3,425,595	\$11,392,095

The total space need is 63,390 square feet. 30,000 would come from renovating the existing Derry facility as a substation.

### Summary: Option 1

	Current	Merged
Officers	257	198
Civilians	29	15
Costs	\$38,838,711	\$23,507,490
Result	Cost savings of <b>\$15,331,221</b>	

The following map shows the area that would be served by the Dauphin Metropolitan Police Department, outlined in black:



**Option 2: Harrisburg Metropolitan Police Department**

This option would merge the City of Harrisburg Police Department and the 12 police agencies close to the city into a single large agency. A primary advantage to this configuration is cost. Currently the total police expenditure for these municipalities is \$55,333,058. The combined agency has a projected first year budget of \$37,124,420. **This option could provide an approximate 33% cost savings**

**Current Resources and Workload of All Agencies that Would Be Impacted by Option 2**

Harrisburg Metropolitan Police Department	Population (2010 Census)	Square Miles	Calls for Service	FT Sworn FTE	Civilian	2014 budget
Harrisburg	49,528	11.3	63,279	147	24	\$16,494,347
Derry Township	24,679	27	12,178	40	13	\$6,105,432
Highspire Borough	2,399	1	2,191	20	1.3	\$891,254
Hummelstown Borough	4,538	1.3	1,440	7.88	0.5	\$866,199
Lower Paxton Township	47,360	28.1	22,917	52	6	\$9,256,000
Lower Swatara Township	8,268	14.6	4,259	16	1	\$1,950,490
Middletown Borough	8,901	2.5	5,973	10	0.5	\$2,540,876
Paxtang Borough	1,561	0.4	1,069	2	0	\$564,000
Penbrook Borough	3,008	0.5	2,521	8	0	\$675,000
Royalton Borough	907	0.35	155	2.2	0	\$61,521
Steelton Borough	5,990	3.1	6,013	13	1.5	\$1,951,876
Susquehanna Township	24,036	18	16,471	40	2.5	\$7,158,658
Swatara Township	23,362	14.6	20,225	46	2.5	\$6,817,597
<b>Total, Harrisburg Metropolitan Police Department</b>	<b>204,537</b>	<b>123</b>	<b>158,691</b>	<b>404</b>	<b>53</b>	<b>\$55,333,058</b>

**Crime in Option 2 Police Jurisdictions**

Harrisburg Metropolitan Police Department	Violent Crime	Violent Crime per 1000	Property Crime	Property Crime per 1000
Harrisburg	727	14.7	2,426	49
Derry Township	35	1.4	465	18.7
Highspire Borough	9	3.8	77	32.3
Hummelstown Borough	1	0.2	66	14.6
Lower Paxton Township	81	1.7	1,024	21.5
Lower Swatara Township	7	0.8	129	15.5
Middletown Borough				

Paxtang Borough	5	3.2	86	55.5
Penbrook Borough	6	2	56	18.8
Royalton Borough	0	0	0	0
Steelton Borough	26	4.4	199	33.4
Susquehanna Township	46	1.9	369	15.1
Swatara Township	63	2.6	866	36.3
Harrisburg Metropolitan Police Department	1,006		5,763	

Following are the estimated first-year costs of implementing Option 2:

<b>STAFFING AND COSTS: OPTION 2 – HARRISBURG METROPOLITAN POLICE DEPARTMENT</b>			
	Position	Avg. Salary	Total Salary
Chief of Police	1	\$110,000	\$110,000
Deputy Chief of Police	1	\$102,000	\$102,000
Captain	4	\$98,000	\$392,000
Lieutenant Watch Commander	6	\$95,000	\$570,000
Lieutenant Other	5	\$95,000	\$475,000
Sergeant Patrol supervisors	27	\$68,000	\$1,836,000
Sergeant Other	6	\$68,000	\$408,000
Patrol Officers	214	\$58,000	\$12,412,000
Detective Sergeant	5	\$70,000	\$350,000
Detective	23	\$61,000	\$1,403,000
Training Officer	2	\$61,000	\$122,000
Special Enforcement Unit Sergeant	2	\$70,000	\$140,000
Special Enforcement Unit Officer	16	\$61,000	\$976,000
Property Technicians	8	\$40,000	\$320,000
Evidence Technicians	4	\$38,000	\$152,000
Crime Analyst	1	\$50,000	\$50,000
Civilian Supervisors	2	\$32,000	\$64,000
Clerical	12	\$27,500	\$330,000
<b>TOTAL SWORN</b>	<b>312</b>		<b>\$19,296,000</b>
<b>COST SWORN: SALARY AND FRINGES</b>		<b>56%</b>	<b>\$30,101,760</b>
<b>TOTAL CIVILIAN</b>	<b>27</b>		<b>\$916,000</b>
<b>COST CIVILIAN: SALARY AND FRINGES</b>		<b>26%</b>	<b>\$1,154,160</b>
<b>TOTAL PERSONNEL COSTS</b>			<b>\$31,255,920</b>
<b>ANNUAL OPERATING COSTS *</b>		<b>\$5,500,000</b>	
<b>YEAR ONE CAPITAL COSTS</b>		<b>\$368,500</b>	
<b>TOTAL ESTIMATED YEAR ONE BUDGET</b>			<b>\$37,124,420</b>
* Includes Overtime			

**Option 2: Harrisburg Metropolitan Police Department –  
Current and Future Costs per Resident**

Municipality	Current Costs	Future Costs
Harrisburg	\$333.03	\$181.50
Derry Township	\$247.39	\$181.50
Highspire Borough	\$371.51	\$181.50
Hummelstown	\$190.88	\$181.50
Lower Paxton Township	\$195.44	\$181.50
Lower Swatara Township	\$235.91	\$181.50
Middletown Borough	\$285.46	\$181.50
Paxtang Borough	\$361.31	\$181.50
Penbrook Borough	\$224.40	\$181.50
Royalton Borough	\$67.83	\$181.50
Steelton Borough	\$325.86	\$181.50
Susquehanna Township	\$297.83	\$181.50
Swatara Township	\$291.82	\$181.50

Only Royalton would see an increase in the cost per resident in this configuration.

**Option 2: Harrisburg Metropolitan Police Department –  
Current and Future Costs per Municipality**

Harrisburg Metropolitan	Current Costs	Future Costs
Harrisburg	\$16,494,347	\$8,989,563
Derry Township	\$6,105,240	\$4,479,354
Highspire Borough	\$891,254	\$435,430
Hummelstown	\$866,199	\$823,668
Lower Paxton Township	\$9,256,000	\$8,596,061
Lower Swatara Township	\$1,950,490	\$1,500,681
Middletown Borough	\$2,540,876	\$1,615,573
Paxtang Borough	\$564,000	\$283,329
Penbrook Borough	\$675,000	\$545,966
Royalton Borough	\$61,521	\$164,625
Steelton Borough	\$1,951,876	\$1,087,213
Susquehanna Township	\$7,158,658	\$4,362,646
Swatara Township	\$6,817,597	\$4,240,312

On the municipal level, only Royalton would see an increase in future costs.

**Start-Up Costs**

Item	# Needed	Reusable	New	Cost Per units	Total cost
Marked Vehicles	147	70	77	\$36,000	\$2,772,000
Plain Vehicles	34	30	4	\$26,500	\$106,000
Special Purpose Vehicles	5	5	0	\$30,000	\$0
Computers	136	20	116	\$2,000	\$232,000
Printers	102	70	32	\$500	\$16,000
Rebranding Vehicles	147	0	147	\$2,000	\$294,000
Uniform & Equipment	312	0	312	\$1,600	\$499,200
Administrative Implementation Cost					\$160,000
<b>TOTAL</b>					<b>\$4,057,200</b>

Start-up costs are based on an assessment on the amount of current equipment that can be reused and how much would have to be purchased. **A substantial portion of the vehicles and IT equipment described in the survey is near or at the end of its usefulness.**

### Facility

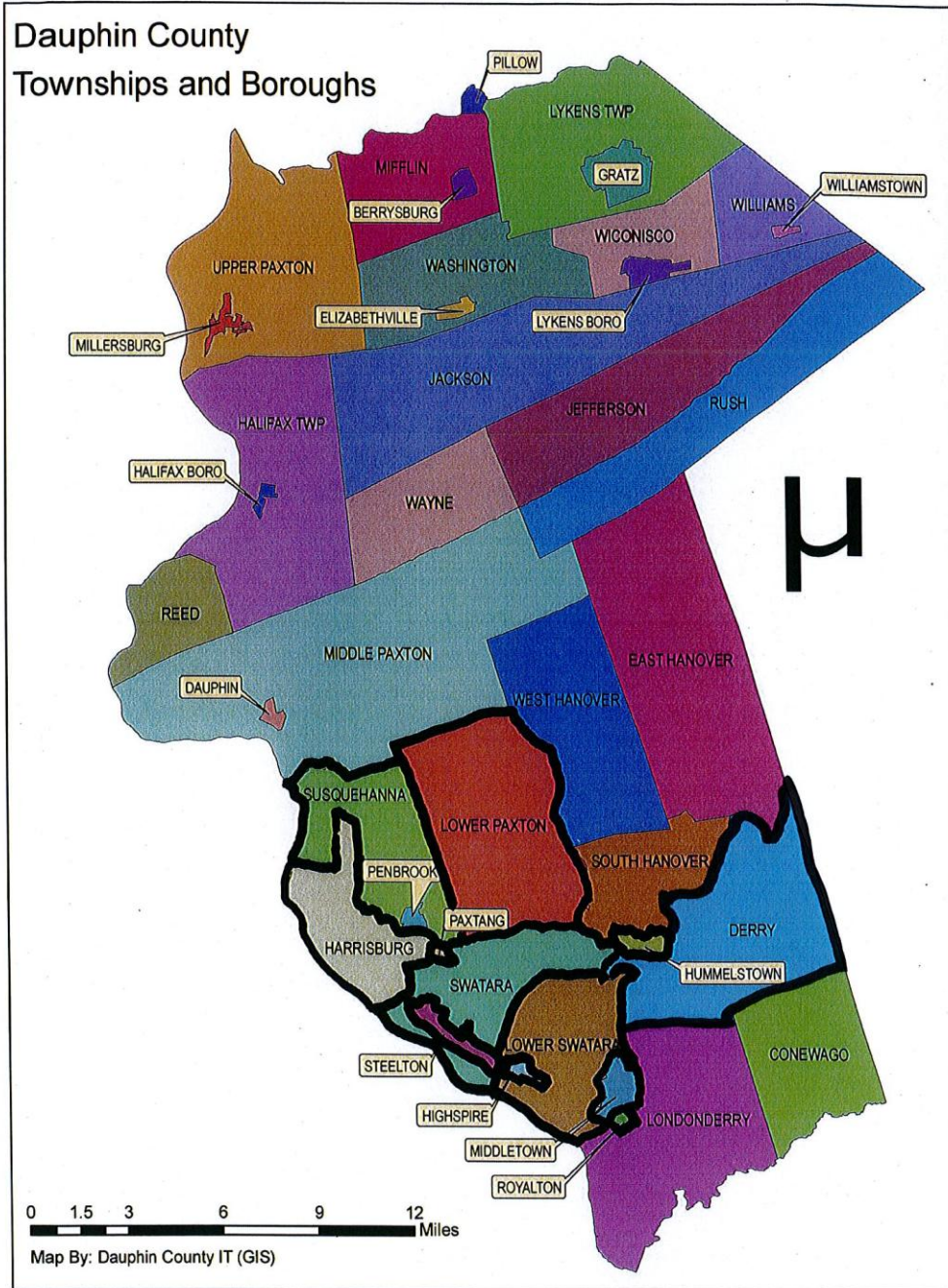
Facility	Personnel	Square Feet	Building Cost	Furnishings	Total
Headquarters	239	71,700	\$16,849,500	\$7,245,285	\$24,094,785
Derry substation	100	30,000	\$0	\$0	\$0

The total space needed is 101,700 square feet. 30,000 square feet would come from re-use of the Derry station.

### Summary: Option 2

	Current	Merged
Officers	404	312
Civilians	53	27
Costs	\$55,333,058	\$37,124,420
Result	Cost savings of <b>\$18,208,638</b>	

The following map shows the area covered by this consolidated agency.



**Option 3: Southern Dauphin Merger**

This regional agency would consolidate seven smaller agencies with Swatara. The combined current cost of police services for these eight jurisdictions is \$15,643,813. The cost of the regional agency is estimated to be \$11,615,720 for the first year of service. **This option could provide an approximate 26% cost savings.**

**Current Resources and Workload of All Agencies that Would be Impacted by Option 3**

Southern Dauphin Merger	Population (2010 Census)	Square Miles	Calls for Service	FT Sworn FTE	Civilian	2014 budget
Highspire Borough	2,399	1	2,191	20	1.3	\$891,254
Hummelstown Borough	4,538	1.3	1,440	7.88	0.5	\$866,199
Lower Swatara Township	8,268	14.6	4,259	16	1	\$1,950,490
Middletown Borough	8,901	2.5	5,973	10	0.5	\$2,540,876
Paxtang Borough	1,561	0.4	1,069	2	0	\$564,000
Royalton Borough	907	0.35	155	2.2	0	\$61,521
Steelton Borough	5,990	3.1	6,013	13	1.5	\$1,951,876
Swatara Township	23,362	14.6	20,225	46	2.5	\$6,817,597
Total, Southern Dauphin Merger	55,926	38	41,325	117	7	\$15,643,813

The following chart depicts crime incidents and the crime rates for the municipalities included in this option.

**Crime in Option 3 Police Jurisdictions**

Southern Dauphin Merger	Violent Crime	Violent Crime per 1000	Property Crime	Property Crime per 1000
Highspire Borough	9	3.8	77	32.3
Hummelstown Borough	1	0.2	66	14.6
Lower Swatara Township	7	0.8	129	15.5
Middletown Borough	No Report			
Paxtang Borough	5	3.2	86	55.5
Royalton Borough	0	0	0	0
Steelton Borough	26	4.4	199	33.4
Swatara Township	63	2.6	866	36.3
Southern Dauphin Merger	111		1,423	

Following are the estimated first-year costs of implementing Option 3:

<b>STAFFING AND COSTS: OPTION 3 – SOUTHERN DAUPHIN MERGER</b>	Position	Avg. Salary	Total Salary
	Chief of Police	1	\$110,000
Captain	3	\$98,000	\$294,000
Lieutenant Watch Commander	4	\$95,000	\$380,000
Lieutenant Other	1	\$95,000	\$95,000
Sergeant Patrol supervisors	7	\$68,000	\$476,000
Sergeant Other	2	\$68,000	\$136,000
Patrol Officers	54	\$58,000	\$3,132,000
Detective Sergeant	2	\$70,000	\$140,000
Detective	7	\$61,000	\$427,000
Training Officer	4	\$61,000	\$244,000
Special Enforcement Unit Sergeant	1	\$70,000	\$70,000
Special Enforcement Unit Officer	8	\$61,000	\$488,000
Property Technicians	4	\$40,000	\$160,000
Crime Analyst	1	\$50,000	\$50,000
Clerical	4	\$27,500	\$110,000
<b>TOTAL SWORN</b>	<b>94</b>		<b>\$5,992,000</b>
<b>COST SWORN: SALARY AND FRINGES</b>		<b>56%</b>	<b>\$9,347,520</b>
<b>TOTAL CIVILIAN</b>	<b>9</b>		<b>\$320,000</b>
<b>COST CIVILIAN: SALARY AND FRINGES</b>		<b>26%</b>	<b>\$403,200</b>
<b>TOTAL PERSONNEL COSTS</b>			<b>\$9,750,720</b>
<b>ANNUAL OPERATING COSTS*</b>		<b>\$1,750,000</b>	
<b>YEAR ONE CAPITAL COSTS</b>		<b>\$115,000</b>	
<b>TOTAL ESTIMATED YEAR ONE BUDGET</b>			<b>\$11,615,720</b>
* Includes Overtime			

The following chart depicts the current and estimated policing costs per resident.

**Option 3: Southern Dauphin Merger –  
Current and Future Costs per Resident**

Municipality	Current Costs	Future Costs
Highspire Borough	\$371.51	\$207.70
Hummelstown Borough	\$190.88	\$207.70
Lower Swatara Township	\$235.91	\$207.70
Middletown Borough	\$285.46	\$207.70
Paxtang Borough	\$361.31	\$207.70
Royalton Borough	\$67.83	\$207.70
Steelton Borough	\$325.86	\$207.70
Swatara Township	\$291.82	\$207.70

The costs per resident would increase in Hummelstown and Royalton, while decreasing in the other jurisdictions.

**Option 3: Southern Dauphin Merger –  
Current and Future Costs per Municipality**

Municipality	Current Costs	Future Costs <sup>25</sup>
Highspire Borough	\$866,199	\$498,268
Hummelstown Borough	\$891,254	\$942,534
Lower Swatara Township	\$1,950,490	\$1,717,247
Middletown Borough	\$2,540,876	\$1,848,720
Paxtang Borough	\$564,000	\$324,217
Royalton Borough	\$61,521	\$188,382
Steelton Borough	\$1,951,876	\$1,244,111
Swatara Township	\$6,817,597	\$4,852,241

Hummelstown and Royalton would pay more per municipality under this option; the other municipalities will see cost savings.

The following chart depicts the equipment needs and estimated costs for this option.

**Option 3 Start-Up Costs**

Item	# Needed	Reusable	New	Cost Per units	Total cost
Marked Vehicles	49	25	24	\$36,000	\$864,000
Plain Vehicles	13	8	5	\$26,500	\$132,500
Special Purpose Vehicles	3	3			
Computers	48	35	13	\$2,000	\$26,000
Printers	36	15	21	\$500	\$10,500
Rebranding Vehicles	49	0	49	\$2,000	\$98,000
Uniform & Equipment	94	0	94	\$1,600	\$150,400
Administrative Implementation Cost			1	\$100,000	\$100,000
<b>TOTAL</b>					<b>\$1,381,400</b>

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<sup>25</sup> Future costs per municipality were determined by weighting each municipality's population and applying it as a percentage of the total future costs of this option.

Start-up costs are based on an assessment on the amount of current equipment that can be reused and how much would have to be purchased. **A substantial portion of the vehicles and IT equipment described in the survey is near or at the end of its usefulness.**

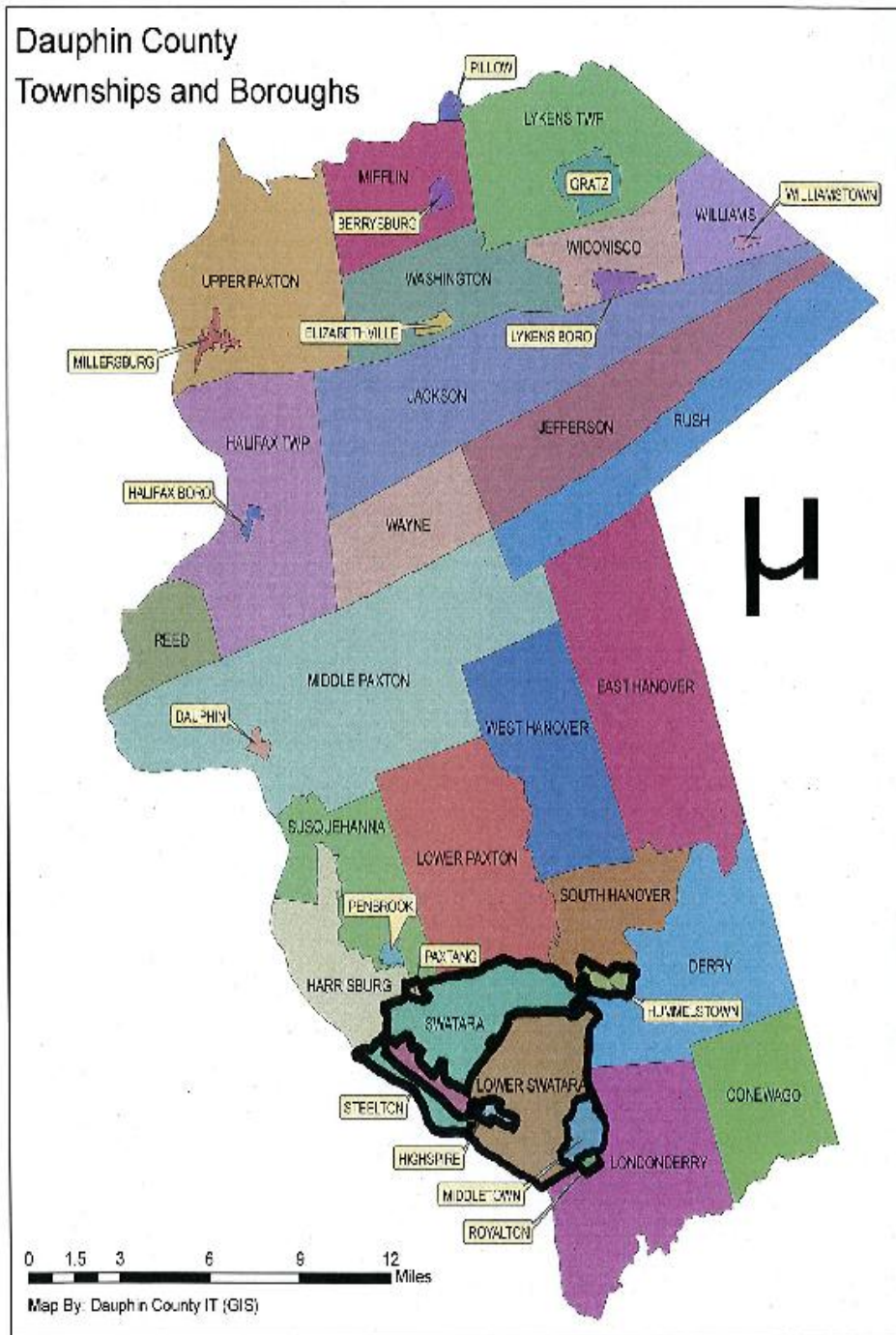
**Facility**

Personnel	Square Feet	Building Cost	Furnishings	Total
103	30900	\$7,261,500	\$3,122,445	\$10,383,945

**Summary: Option 3**

	Current	Merged
Officers	117	94
Civilians	7	9
Costs	\$15,643,813	\$11,615,720
Result	Cost savings of <b>\$4,028,093</b>	

A new facility large enough to accommodate the new department would have to be constructed. The map below shows the jurisdictions that would make up Option 3, outlined in black:



**Option 4: Southern Dauphin Regional Police Department**

This configuration takes several small agencies and merges them into a single regional department. The new agency would maintain a local character but would be able to provide around-the-clock patrol service across the area.

Currently the five agencies have a combined police expenditure of \$7,396,017. The consolidated agency has an estimated first year cost of \$6,720,560. **This option could provide an approximate 9% cost savings.**

**Current Resources and Workload of All Agencies That Would Be Impacted by Option 4**

Southern Dauphin Regional Police Department	Population (2010 Census)	Square Miles	Calls for Service	FT Sworn FTE	Civilians	2014 budget
Highspire Borough	2,399	1	2,191	20	1.3	\$891,254
Lower Swatara Township	8,268	14.6	4,259	16	1	\$1,950,490
Middletown Borough	8,901	2.5	5,973	10	0.5	\$2,540,876
Royalton Borough	907	0.35	155	2.2	0	\$61,521
Steelton Borough	5,990	3.1	6,013	13	1.5	\$1,951,876
Total, Southern Dauphin Regional Police Department	26,465	22	18,591	61	4	\$7,396,017

**Crime in Option 4 Jurisdictions**

Southern Dauphin Regional Department	Violent Crime	Violent Crime per 1000	Property Crime	Property Crime per 1000
Highspire Borough	9	3.8	77	32.3
Lower Swatara Township	7	0.8	129	15.5
Middletown Borough				
Royalton Borough	0	0	0	0
Steelton Borough	26	4.4	199	33.4
Southern Dauphin Regional Police Department	42		405	

Following are the estimated first-year costs of implementing Option 4:

<b>STAFFING AND COSTS: OPTION 4 -- SOUTHERN DAUPHIN REGIONAL</b>			
	Position	Avg. Salary	Total Salary
Chief of Police	1	\$110,000	\$110,000
Captain	1	\$98,000	\$98,000
Lieutenant Watch Commander	4	\$95,000	\$380,000
Sergeant Patrol supervisors	6	\$68,000	\$408,000
Sergeant Other	2	\$68,000	\$136,000
Patrol Officers	24	\$58,000	\$1,392,000
Detective Sergeant	1	\$70,000	\$70,000
Detective	3	\$61,000	\$183,000
Training Officer	1	\$61,000	\$61,000
Special Enforcement Unit Sergeant	1	\$70,000	\$70,000
Special Enforcement Unit Officer	8	\$61,000	\$488,000
Property Technicians	3	\$40,000	\$120,000
Crime Analyst	1	\$50,000	\$50,000
Clerical	4	\$27,500	\$110,000
<b>TOTAL SWORN</b>	<b>52</b>		<b>\$3,396,000</b>
<b>COST SWORN: SALARY AND FRINGES</b>		<b>56%</b>	<b>\$5,297,760</b>
<b>TOTAL CIVILIAN</b>	<b>8</b>		<b>\$280,000</b>
<b>COST CIVILIAN: SALARY AND FRINGES</b>		<b>26%</b>	<b>\$352,800</b>
<b>TOTAL PERSONNEL COSTS</b>			<b>\$5,650,560</b>
<b>ANNUAL OPERATING COSTS *</b>		<b>\$1,000,000</b>	
<b>YEAR ONE CAPITAL COSTS</b>		<b>\$70,000</b>	
<b>TOTAL ESTIMATED YEAR ONE BUDGET</b>			<b>\$6,720,560</b>
* Includes Overtime			

**Option 4, Southern Dauphin Regional Police Department –  
Current and Future Costs per Resident**

Municipality	Current Costs	Future Costs
Highspire Borough	\$371.51	\$253.94
Lower Swatara Township	\$235.91	\$253.94
Middletown Borough	\$285.46	\$253.94
Royalton Borough	\$67.83	\$253.94
Steelton Borough	\$325.86	\$253.94

Under this configuration, Lower Swatara and Royalton would pay more per resident. Each of the other jurisdictions would see a reduction in per resident costs.

**Option 4, Southern Dauphin Regional Police Department –  
Current and Future Costs per Municipality**

Municipality	Current Costs	Future Costs <sup>26</sup>
Highspire Borough	\$891,254	\$609,205
Lower Swatara Township	\$1,950,490	\$2,099,588
Middletown Borough	\$2,540,876	\$2,260,333
Royalton Borough	\$61,521	\$230,325
Steelton Borough	\$1,951,876	\$1,521,109

At the municipal level, Lower Swatara and Royalton would pay more under this option. The other jurisdictions involved would see a reduction in costs.

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<sup>26</sup> Future costs per municipality were determined by weighting each municipality's population and applying it as a percentage of the total future costs of this option.

### Start-Up Costs

Item	# Needed	Reusable	New	Cost Per units	Total cost
Marked Vehicles	36	15	21	\$36,000	\$756,000
Plain Vehicles	2	2	0	\$26,500	\$0
Special Purpose Vehicles	3	3	0	\$30,000	\$0
Computers	31	15	16	\$2,000	\$32,000
Printers	22	8	14	\$500	\$7,000
Rebranding Vehicles	36	0	36	\$2,000	\$72,000
Uniform & Equipment	52	0	52	\$1,600	\$83,200
Administrative Implementation Cost			1	\$100,000	\$100,000
<b>TOTAL</b>					<b>\$1,050,200</b>

Start-up costs are based on an assessment on the amount of current equipment that can be reused and how much would have to be purchased. **A substantial portion of the vehicles and IT equipment described in the survey is near or at the end of its usefulness.**

### Facilities

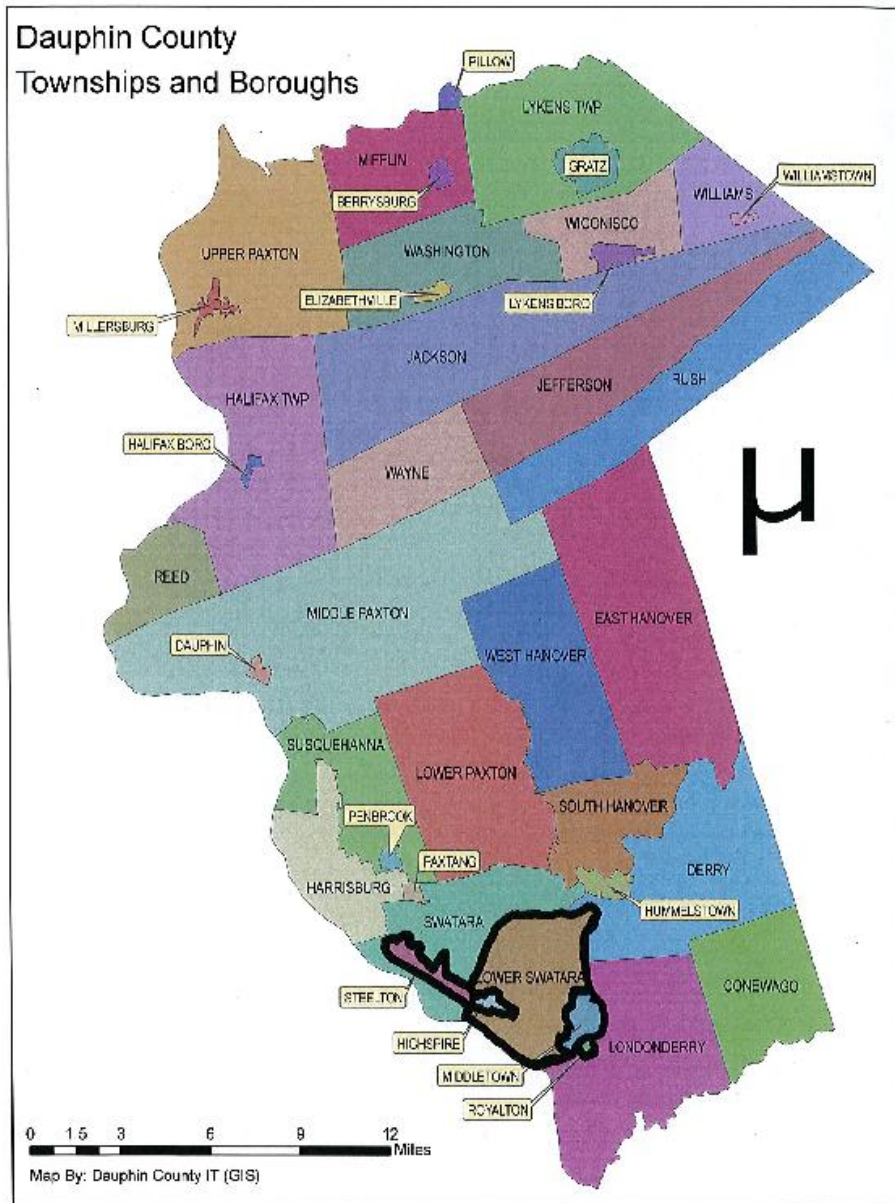
Personnel	Square Feet	Building Cost	Furnishings	Total
60	18000	\$4,230,000	\$1,818,900	\$6,048,900

None of the facilities in the area to be covered by this regional department are adequate to handle the new agency. A new building would have to be constructed.

### Summary: Option 4

	Current	Merged
Officers	61	52
Civilians	4	8
Costs	\$7,396,017	\$6,720,560
Result	Cost savings of <b>\$675,457</b>	

The following map shows the location of the agencies which would be consolidated in this option, highlighted in black.



**Option 5: Derry Regional Police Department**

This option merges the Hummelstown Police Department into the Derry Police Department. Derry Township almost completely surrounds Hummelstown Borough. This consolidation would provide Hummelstown with enhanced around-the-clock service.

Currently the two municipalities spend \$6,971,439 annually for police service. This option would reduce the cost to \$4,729,680. **This option could provide an approximate 32% cost savings.**

In this scenario, PERF recommends that Derry’s collective bargaining agreement remain in place for Hummelstown personnel.

**Current Resources and Workload of Agencies That Would Be Impacted by Option 5**

Derry Regional Police Department	Population (2010 Census)	Square Miles	Calls for Service	FT Sworn FTE	Civilian	2014 budget
Derry Township	24,679	27	12,178	40	13	\$6,105,240
Hummelstown Borough	4,538	1.3	1,440	7.88	0.5	\$866,199
Total, Derry Regional Police Department	29,217	28	13,618	48	13	\$6,971,439

**Crime in Option 5 Police Jurisdictions**

Derry Regional Police Department	Violent Crime	Violent Crime per 1000	Property Crime	Property Crime per 1000
Derry Township	35	1.4	465	18.7
Hummelstown Borough	1	0.2	66	14.6
Derry Regional Police Department	36		531	

Both jurisdictions have relatively low crime rates.

Following are the estimated first-year costs of implementing Option 5:

<b>STAFFING AND COSTS: OPTION 5 -- DERRY REGIONAL POLICE DEPARTMENT</b>	Position	Avg. Salary	Total Salary
	Chief of Police	1	\$110,000
Lt Watch Commander	3	\$95,000	\$285,000
Sergeant Patrol supervisors	6	\$68,000	\$408,000
Patrol Officers	18	\$58,000	\$1,044,000
Detective Sergeant	1	\$70,000	\$70,000
Detective	3	\$61,000	\$183,000
Property Technicians	2	\$40,000	\$80,000
Crime Analyst	1	\$50,000	\$50,000
Clerical	7	\$27,500	\$192,500
<b>TOTAL SWORN</b>	<b>42</b>		<b>\$2,422,500</b>
<b>COST SWORN: SALARY AND FRINGES</b>		<b>56%</b>	<b>\$3,779,100</b>
<b>TOTAL CIVILIAN</b>	<b>7</b>		<b>\$183,000</b>
<b>COST CIVILIAN: SALARY AND FRINGES</b>		<b>26%</b>	<b>\$230,580</b>
<b>TOTAL PERSONNEL COSTS</b>			<b>\$4,009,680</b>
<b>ANNUAL OPERATING COSTS *</b>		<b>\$710,000</b>	
<b>YEAR ONE CAPITAL COSTS</b>		<b>\$10,000</b>	
<b>TOTAL ESTIMATED YEAR ONE BUDGET</b>			<b>\$4,729,680</b>
*Includes Overtime			

**Option 5: Derry Regional Police Department –  
Current and Future Cost per Resident**

Municipality	Current costs	Future costs
Derry Township	\$247.39	\$161.88
Hummelstown Borough	\$190.88	\$161.88

Both Derry and Hummelstown would see cost per resident reductions in this consolidation.

**Option 5: Derry Regional Police Department –  
Current and Future Cost per Municipality**

Municipality	Current costs	Future costs <sup>27</sup>
Derry Township	\$6,105,240	\$3,995,064
Hummelstown Borough	\$866,199	\$734,616

At the municipal level, both Derry and Hummelstown would realize cost savings.

**Start-Up Costs**

Item	# Needed	Reusable	New	Cost Per units	Total cost
Marked Vehicles	16	10	6	\$36,000	\$216,000
Plain Vehicles	5	5	0	\$26,500	\$0
Special Purpose Vehicles	2	2	0	\$30,000	\$0
Computers	30	30	0	\$2,000	\$0
Printers	22	12	10	\$500	\$5,000
Rebranding Vehicles	16	0	16	\$2,000	\$32,000
Uniform & Equipment	43	0	43	\$1,600	\$68,800
Administrative Implementation Cost			1	\$100,000	\$100,000
<b>TOTAL</b>					<b>\$421,800</b>

Start-up costs are based on an assessment on the amount of current equipment that can be reused and how much would have to be purchased. **A substantial portion of the vehicles and IT equipment described in the survey is near or at the end of its usefulness.**

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<sup>27</sup> Future costs per municipality were determined by weighting each municipality's population and applying it as a percentage of the total future costs of this option.

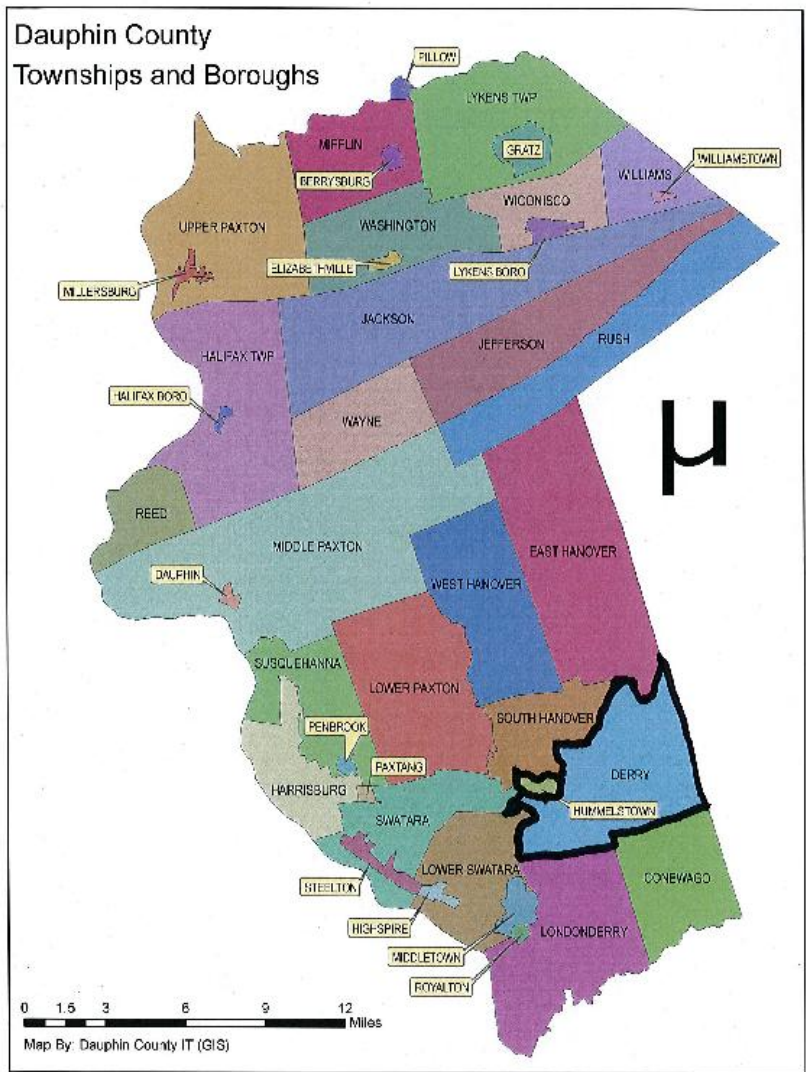
## Facility

The current Derry Police facility is more than adequate to handle the needs of this option. It could continue to be used.

### Summary: Option 5

	Current	Merged
Officers	48	42
Civilians	13	7
Costs	\$6,971,439	\$4,729,680
Result	Cost savings of <b>\$2,241,759</b>	

The following map shows the areas to be merged to create the Derry Regional Police Department, highlighted in black:



**Option 6: Northern Regional Police Department**

This option would consolidate four small agencies into a single regional agency that would operate north of the mountains. It would provide around-the-clock patrol service, with two officers on duty constantly. This would provide for officer back-up and additional safety for both officers and the public, but this would require increasing existing staffing for the area eight to 17 officers. The calls for service workload in this area is low, and the cost of the around-the-clock patrol is high, compared to the current cost. Consideration should be given to extending the service to other northern municipalities, especially since their state police patrol service may come at a cost to them in the future, as there have been several proposals in the Pennsylvania state legislature over the years that would require municipalities to start paying for state police coverage. **This option would include a 363% plus cost increase for policing services.**

**Current Resources and Workload of All Agencies that Would Be Impacted by Option 6**

Northern Regional Police Department	Population 2010 Census	Square Miles	Calls for Service	Sworn FTE	Civilian FTE	2014 Budget
Halifax Borough	841	1	27	1.25	0	\$42,550
Lykens Borough	1,779	1.3	54	2.3	0	\$88,974
Millersburg Borough	2,557	0.8	93	3.3	1	\$266,327
Wiconisco Township	1,210	10.1	30	1	0	\$50,000
Total, Northern Regional Police Department	6,387	13	204	8	1	\$447,851

**Crime in Proposed Merged Option 6 Police Jurisdictions**

Northern Regional	Violent Crime	Violent Crime per 1000	Property Crime	Property Crime per 1000
Halifax Borough	None Reported			
Lykens Borough	0	0	22	12.4
Millersburg Borough	3	1.2	50	19.7
Wiconisco Township	None Reported			

Following are the estimated first-year costs of implementing Option 6:

<b>STAFFING AND COSTS: OPTION 6 -- NORTHERN REGIONAL POLICE DEPARTMENT</b>			
	Position	Avg. Salary	Total Salary
Chief of Police/OIC	1	\$95,000	\$95,000
Sergeant Patrol supervisors	3	\$68,000	\$204,000
Patrol Officers	12	\$58,000	\$696,000
Detective	1	\$61,000	\$61,000
Clerical	2	\$27,500	\$55,000
<b>TOTAL SWORN</b>	<b>17</b>		<b>\$1,056,000</b>
<b>COST SWORN: SALARY AND FRINGES</b>		<b>56%</b>	<b>\$1,647,360</b>
<b>TOTAL CIVILIAN</b>	<b>2</b>		<b>\$55,000</b>
<b>COST CIVILIAN: SALARY AND FRINGES</b>		<b>26%</b>	<b>\$69,300</b>
<b>TOTAL PERSONNEL COSTS</b>			<b>\$1,716,660</b>
<b>ANNUAL OPERATING COSTS*</b>		<b>\$305,000</b>	
<b>YEAR ONE CAPITAL COSTS</b>		<b>\$50,000</b>	
<b>TOTAL ESTIMATED YEAR ONE BUDGET</b>			<b>\$2,071,660</b>
*Includes Overtime			

Residents in each of the four jurisdictions would pay substantially more for around-the-clock patrol coverage than they do for the part-time policing they have now. Current and future costs are identified below.

**Option 6: Northern Regional Police Department –  
Current and Future Costs per Resident**

Municipality	Current Cost	Estimated Future Cost
Halifax Borough	\$50.59	\$324.36
Lykens Borough	\$50.01	\$324.36
Millersburg Borough	\$104.16	\$324.36
Wiconisco Township	\$41.32	\$324.36

**Option 6: Northern Regional Police Department –**

**Current and Future Costs per Municipality**

Municipality	Current Cost	Estimated Future Cost <sup>28</sup>
Halifax Borough	\$42,550	\$272,783
Lykens Borough	\$88,974	\$577,029
Millersburg Borough	\$266,327	\$829,378
Wiconisco Township	\$50,000	\$392,470

Municipalities involved in this option would pay considerably more than their current costs.

The chart below identifies the current and estimated equipment needs of this option. **Additional vehicles are required because of the increased staffing requirements for this option.**

**Option 6 Start-Up Costs**

# Needed		Reusable	New	Cost Per units	Total cost
Marked Vehicles	7	3	4	\$36,000	\$144,000
Plain Vehicles	1	1	0	\$26,500	\$0
Computers	10	5	5	\$2,000	\$10,000
Printers	5	2	3	\$500	\$1,500
Rebranding Vehicles	7	0	7	\$2,000	\$14,000
Uniform & Equipment	17	0	17	\$1,600	\$27,200
Administrative Implementation Cost			1	\$25,000	\$25,000
TOTAL					\$221,700

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28 Future costs per municipality were determined by weighting each municipality's population and applying it as a percentage of the total future costs of this option.

## Facilities

The chart below describes the estimated cost to build and furnish a police facility for this option. No current facility exists to meet the needs of the staffing requirements of this option.

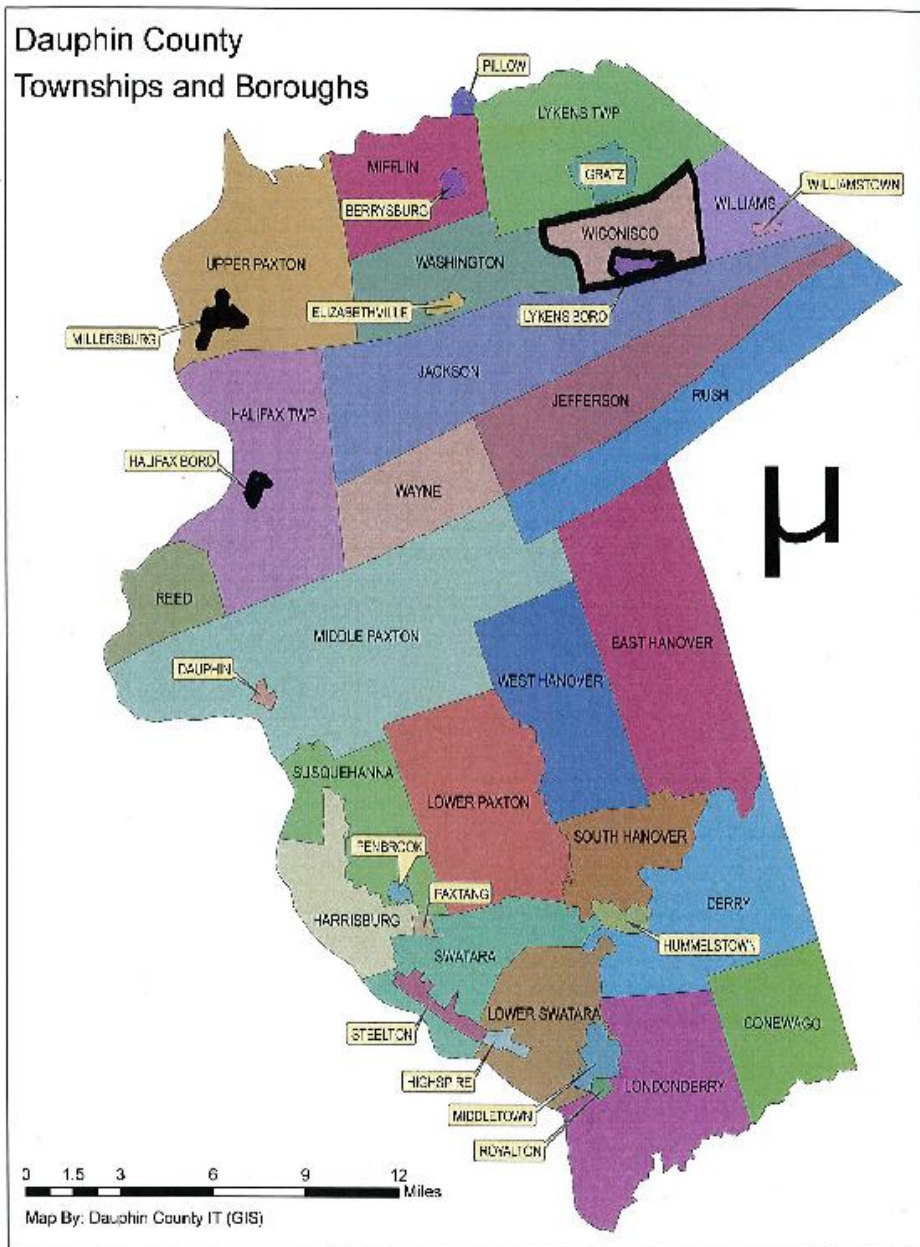
Personnel	Square Feet	Building Cost	Furnishings	Total
19	5700	\$1,624,500	\$698,535	\$2,323,035

The map below shows the location of the departments that would be consolidated under this option, highlighted in black. Travel time between the jurisdictions is estimated to be 10 to 15 minutes.

### Summary: Option 6

	Current	Merged
Officers	8	17
Civilians	1	2
Costs	\$447,851	\$2,071,660
Result	Cost increase of <b>\$1,623,809</b>	

The following map shows the location of the agencies which would be consolidated in this option, highlighted in black.



### ***Option 7: Dauphin Countywide Police Department***

The final option is for a complete countywide police department. This new agency would provide coverage throughout the entire county and would provide all patrol, investigative,<sup>29</sup> and specialized police services. Its budget would include all direct, overhead and administrative costs. **The estimated annual cost for such a department is \$39,609,670, an estimated 29% savings when compared to the current total police expenditures for all Dauphin County jurisdictions of \$55,780,909.** This is intended to be an all-inclusive budget that contains realistic operational, capital and administrative expenditures.

There is a wide range of salary schedules among current Dauphin County municipal police departments. A consolidated, large agency would have to set salaries at the highest end of the current pay scales to meet the state's legal requirement that prevents any officer's salary and benefits from being decreased when consolidating or regionalizing police service. The impact of this law will notably affect the bottom line and is non-discretionary.

A countywide police department is intended to be a full-service police agency. The department would be responsible for providing law enforcement services for the City of Harrisburg and in all other units of government, including areas currently served by the Pennsylvania State Police.<sup>30</sup> The resulting agency would be large, composed of 338 sworn members and 33 civilians.<sup>31</sup> Although not currently permitted under Pennsylvania law (as per Pennsylvania Statute 16 P.S. § 4501), this option is presented to provide county residents with an example of the potential cost and structure of a single Dauphin County Police Department.

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29 The District Attorney's Office would maintain its investigative capacity.

30 Although comparable call data was not available from the Pennsylvania State Police (PSP), an analysis of Part I and II crime countywide was reviewed and compared to crime data of the municipalities currently served by the 16 municipal agencies. The crime that is currently reported and likely handled by the state police is approximately 10% more than that reported by the 16 municipal police agencies. This additional crime and the associated workload can most likely be absorbed by the proposed county police agency without adding additional officers. This workload would need to be reviewed yearly to ensure the forecasted staffing needs of the new countywide police agency will meet the needs of jurisdictions currently served by the state police. In addition, the PSP would likely continue to receive a small portion of the calls for police service due to the citizen's request for PSP or them coming upon the incident during proactive patrols.

31 Dispatch and communication services would be continued to be furnished by the existing Dauphin County emergency communications center.

The county police department would be organized into four districts – a Harrisburg District and Central, Eastern and Southern Districts, plus a Northern Substation. The current resources for each of these districts are shown in the following table.

**Current Resources and Workload of All Agencies that Would Be Impacted by Option 7**

Dauphin Countywide Police Department	Population (2010 Census)	Square Miles	Calls for Service	Sworn FTE	Civilian FTE	2014 budget
Harrisburg District	49,528	11.3	63,279	147	24	\$16,494,347
<b>Northern Substation</b>						
Halifax Borough	841	1	27	1.25	0	\$42,550
Lykens Borough	1,779	1.3	54	2.3	0	\$88,974
Millersburg Borough	2,557	0.8	93	3.3	1	\$266,327
Wiconisco Township	1,210	10.1	30	1	0	\$50,000
Total, Northern Substation	6,387	13	204	8	1	\$447,851
<b>Central District</b>						
Lower Paxton Township	47,360	28.1	22,917	52	6	\$9,256,000
Penbrook Borough	3,008	0.5	2,521	8	0	\$675,000
Susquehanna Township	24,036	18	16,471	40	2.5	\$7,158,658
Total, Central District	74,404	47	41,909	100	9	\$17,089,658
<b>Eastern District</b>						
Derry Township	24,679	27	12,178	40	13	\$6,105,240
Hummelstown Borough	4,538	1.3	1,440	7.88	0.5	\$866,199
Total, Eastern District	29,217	28	13,618	48	13	\$6,466,199
<b>Southern District</b>						
Highspire Borough	2,399	1	2,191	20	1.3	\$891,254
Lower Swatara Township	8,268	14.6	4,259	16	1	\$1,950,490
Middletown Borough	8,901	2.5	5,973	10	0.5	\$2,540,876
Paxtang Borough	1,561	0.4	1,069	2	0	\$564,000
Royalton Borough	907	0.35	155	2.2	0	\$61,521
Steelton Borough	5,990	3.1	6,013	13	1.5	\$1,951,876
Swatara Township	23,362	14.6	20,225	46	2.5	\$6,817,597
Total, Southern District	51,388	37	39,885	109	7	\$14,777,614
Total County Local Police Agencies	210,924	136	158,895	412	54	\$55,780,909
Remaining County	57,176					
Combined Total	268,100					

The next table shows the UCR Part 1 crimes and crime rates for each of the agencies that would form the county police department.

**Crime in Option 7 Police Jurisdictions**

Countywide Police Department	Violent Crime	Violent Crime per 1000	Property Crime	Property Crime per 1000
Harrisburg District	727	14.7	2,426	49
<b><i>Northern Substation</i></b>				
Halifax Borough	Not Reported			
Lykens Borough	0	0	22	12.4
Millersburg Borough	3	1.2	50	19.7
Wiconisco Township	Not Reported			
Total, Northern Substation	3	0.5	72	11.3
<b><i>Central District</i></b>				
Lower Paxton Township	81	1.7	1,024	21.5
Penbrook Borough	6	2	56	18.8
Susquehanna Township	46	1.9	369	15.1
Total, Central District	133	1.8	1,449	19.5
<b><i>Eastern District</i></b>				
Derry Township	35	1.4	465	18.7
Hummelstown Borough	1	0.2	66	14.6
Total, Eastern District	36	1.2	531	18.2
<b><i>Southern District</i></b>				
Highspire Borough	9	3.8	77	32.3
Lower Swatara Township	7	0.8	129	15.5
Middletown Borough				
Paxtang Borough	5	3.2	86	55.5
Royalton Borough	0	0	0	0
Steelton Borough	26	4.4	199	33.4
Swatara Township	63	2.6	866	36.3
Total, Southern District	110	2.1	1,357	26.4
Countywide Police Department	1,009		5,835	

Patrol or uniform police services are currently provided to the communities of Dauphin County from either the Pennsylvania State Police or a municipal police department. Some municipalities have established their own local department which provides service only within that agency. Paxtang Borough now receives police services through a contractual agreement with Swatara. Other jurisdictions receive coverage only by the Pennsylvania State Police (PSP). Finally, some jurisdictions provide part-time coverage via their own officers and rely on the PSP the rest of the time.

Across Dauphin County, residents and business owners served by local departments are accustomed to a personal policing approach, in which many residents are familiar with their local officers, who in turn have a keen knowledge of the residents and problems in the jurisdiction. Access to the department and its leaders is uncomplicated. Though residents in the municipalities served exclusively by the PSP may not get the personal service received by those with their own police departments, municipal leaders and elected officials told PERF in interviews that these communities are satisfied with the level of policing they receive from the state police.

In order to provide the level of service that the communities of municipal departments are accustomed to, a Dauphin County Police Department should deliver services with a decentralized philosophy, using a district approach. The police headquarters, located in downtown Harrisburg, should house administrative, support and some investigative functions, along with one of the uniform divisions providing service to the City of Harrisburg. A substation would serve the area north of the mountains and would be staffed to provide two officers on patrol around the clock. Three other district offices – Central, Eastern and Southern – would be located at strategic points across the county and would provide patrol services.

Each of the four districts would be under the command of a district chief who would have around-the-clock responsibility for that area. The district chief would be responsible for all

police services in that geographic area and would be accountable not only to the countywide police commissioner, but also to the elected officials and members of the communities served by those under his/her command. It would be the responsibility of the district chief to identify the needs of the community and assign personnel accordingly.

As an example, if traffic is a key concern in the district, the district chief would have the authority to select an appropriate strategy to address the problem. The district chief would have discretion about whether to solicit the resources of the department’s Special Enforcement Unit to address problems, assign patrol officers to the issue, or assign officers to full-time traffic duty in the district.

Under this structure, there is no confusion as to who should be contacted to respond to a police matter anywhere in the county. The district chief should be intimately familiar with the crime and disorder problems in the communities, and should know key stakeholders and public, private and non-profit resources and service providers.

- Patrol Staffing - In order to provide the same level of police service throughout the county, uniformed personnel should be assigned to each of the districts based upon workload, per the following table:

**Allocation of Patrol Resources per District: Countywide Police Department**

District	Patrol Officers	Patrol Sergeants	Lieutenant Watch Commanders
Harrisburg	70	9	3
Northern Substation	12	3	1
Central	56	9	3
Eastern	21	4	2
Southern	47	8	3

- Investigative Staffing - The approach to investigative (detective) staffing calculation is presented in the methodology section above. For the entire county’s 7,613 Part 1 crimes and 6,298 eligible Part 2 crimes, with 35% of the total subject to investigation (the

remaining cases placed into a pending file awaiting new evidence), there would be an estimated 4,868 crimes to investigate in a year. With the standard of 180 cases per detective per year, a total of 27 detectives will be needed.

Following are the estimated first-year costs of implementing Option 7:

<b>STAFFING AND COSTS: OPTION 7 -- COUNTYWIDE POLICE DEPARTMENT</b>			
	Position	Avg. Salary	Total Salary
Police Commissioner	1	\$110,000	\$110,000
Assistant Police Commissioner	1	\$102,000	\$102,000
District Chief (4)/Division Captains(3)	7	\$98,000	\$686,000
Lieutenant Watch Commander	12	\$95,000	\$1,140,000
Lieutenant Other	4	\$95,000	\$380,000
Sergeant Patrol supervisors	26	\$68,000	\$1,768,000
Sergeant Other	4	\$68,000	\$272,000
Patrol Officers	206	\$58,000	\$11,948,000
Detective Sergeant	5	\$70,000	\$350,000
Detective	27	\$65,000	\$1,755,000
Training Sergeant	1	\$70,000	\$70,000
Training Officer	4	\$61,000	\$244,000
Special Enforcement Unit Sergeant	3	\$70,000	\$210,000
Special Enforcement Unit Officer	24	\$61,000	\$1,464,000
Property Technicians	8	\$40,000	\$320,000
Evidence Technician	5	\$30,000	\$150,000
Crime Analyst	1	\$50,000	\$50,000
Civilian Supervisors	4	\$32,000	\$128,000
Clerical	15	\$27,500	\$412,500
<b>TOTAL SWORN</b>	<b>325</b>		<b>\$20,499,000</b>
<b>COST SWORN: SALARY AND FRINGES</b>		<b>56%</b>	<b>\$31,978,440</b>
<b>TOTAL CIVILIAN</b>	<b>33</b>		<b>\$1,060,500</b>
<b>COST CIVILIAN: SALARY AND FRINGES</b>		<b>26%</b>	<b>\$1,336,230</b>
<b>TOTAL PERSONNEL COSTS</b>			<b>\$33,314,670</b>
<b>ANNUAL OPERATING*</b>		<b>\$5,900,000</b>	
<b>YEAR ONE CAPTIAL COSTS</b>		<b>\$395,000</b>	
<b>TOTAL ESTIMATED YEAR ONE BUDGET</b>			<b>\$39,609,670</b>
* Includes Overtime			

**Option 7: Countywide Police Department –  
Current and Future Costs per Resident**

Municipality	Current	Estimated Future Costs
Harrisburg	\$333.03	\$147.74
Halifax Borough	\$50.59	\$147.74
Lykens Borough	\$50.01	\$147.74
Millersburg Borough	\$104.16	\$147.74
Wiconisco Township	\$41.32	\$147.74
Lower Paxton Township	\$195.44	\$147.74
Penbrook Borough	\$224.40	\$147.74
Susquehanna Township	\$297.83	\$147.74
Derry Township	\$247.39	\$147.74
Hummelstown Borough	\$190.88	\$147.74
Highspire Borough	\$371.51	\$147.74
Lower Swatara Township	\$235.91	\$147.74
Middletown Borough	\$285.46	\$147.74
Paxtang Borough	\$361.31	\$147.74
Royalton Borough	\$67.83	\$147.74
Steelton Borough	\$325.86	\$147.74
Swatara Township	\$291.82	\$147.74
Remaining County	0	\$147.74

**Other than in the four northern police jurisdictions and Royalton, residents of all nine other county municipalities with police departments would pay less.** Those municipalities with only coverage from the Pennsylvania State Police, who pay nothing for police service, would have to pay for service.<sup>32</sup>

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32 The Pennsylvania State Police has long provided routine patrol for jurisdictions without their own police departments. Periodically proposals surface to require fees for this service.

**Option 7: Countywide Police Department –  
Current and Future Costs per Municipality**

Municipality	Current	Estimated Future Costs <sup>33</sup>
Harrisburg	\$16,494,347	\$7,317,373
Halifax Borough	\$42,550	\$124,251
Lykens Borough	\$88,974	\$262,833
Millersburg Borough	\$266,327	\$377,777
Wiconisco Township	\$50,000	\$178,768
Lower Paxton Township	\$9,256,000	\$6,997,068
Penbrook Borough	\$675,000	\$444,408
Susquehanna Township	\$7,158,658	\$3,551,130
Derry Township	\$6,105,240	\$3,646,128
Hummelstown Borough	\$866,199	\$670,454
Highspire Borough	\$891,254	\$354,433
Lower Swatara Township	\$1,950,490	\$1,221,532
Middletown Borough	\$2,540,876	\$1,315,053
Paxtang Borough	\$564,000	\$230,625
Royalton Borough	\$61,521	\$134,002
Steelton Borough	\$1,951,876	\$884,975
Swatara Township	\$6,817,597	\$3,451,552
Remaining County	\$0	\$8,447,305

Under the countywide option, most municipalities would save on future costs with the exception of the northern agencies (Halifax, Lykens, Millersburg, Wiconisco) and Royalton.

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<sup>33</sup> Future costs per municipality were determined by weighting each municipality's population and applying it as a percentage of the total future costs of this option.

### Option 7 Start-Up Costs

EXPENDITURE	# Needed	Reusable	New	Cost per Unit	Total Cost
Marked Vehicles, including equipment, radio, vehicle computer	146	70	76	\$36,000	\$2,736,000
Plain Vehicles	33	50	0	\$26,500	\$0
Special Purpose Vehicles	6	10	0	\$30,000	\$0
Computers	167	125	42	\$2,000	\$84,000
Printers	95	65	30	\$500	\$15,000
Rebranding Vehicles	146	0	146	\$2,000	\$292,000
Uniform & Equipment	325	0	325	\$1,600	\$520,000
Administrative Implementation Cost			1	\$300,000	\$300,000
<b>TOTAL</b>					<b>\$3,947,000</b>

Start-up costs are based on an assessment on the amount of current equipment that can be reused and how much would have to be purchased. This provides an estimate for how much money is needed to begin the new agency over and above the annual operating costs. These numbers are derived from PERF’s work in comparable studies and extensive knowledge of police departments, their structures and equipment needs. **A substantial portion of the vehicles and IT equipment described in the survey are near or at the end of their usefulness as reported on the agency surveys received by PERF.**

### Facilities

Personnel		Square Feet	Building Cost	Furnishings	Total
Headquarters	180	54000	\$12,690,000	\$5,456,700	\$18,146,700
Northern Sub-station	17	5100	\$1,453,500	\$625,005	\$2,078,505
Central District	71	21300	\$5,005,500	\$2,152,365	\$7,157,865
Eastern District	29	8700	Derry HQ Reused		
Southern District	61	18300	\$4,300,500	\$1,849,215	\$6,149,715
Total construction costs					\$33,532,785

The only current facility that could be used for the county department is the Derry police building. It could serve as the Eastern District Station. Other facilities would have to be built or suitable space would have to be located and renovated for police purposes.

Temporary locations would need to be secured during the start-up phases while the new space was being secured.

**Summary: Option 7**

	Current	Merged
Officers	412	325
Civilians	54	33
Costs	\$55,780,909	\$39,609,670
Result	Cost savings of <b>\$16,171,239</b>	

## Conclusion

Seven options for merging/consolidating police agencies in Dauphin County have been presented. As the table below illustrates, six of the options would generate cost savings for county residents subject to the merged jurisdictions.

### Summary: Current Costs and Projected Costs for Jurisdictions Impacted by Each Option

Options	Current Costs	Projected Year-One Costs	Cost savings (or increase)
1. Dauphin Metropolitan	\$38,838,711	\$23,507,490	Savings: <b>\$15,331,221</b>
2. Harrisburg Metropolitan	\$55,333,058	\$37,124,420	Savings: <b>\$18,208,638</b>
3. Southern Dauphin Merger	\$15,643,813	\$11,615,720	Savings: <b>\$4,028,093</b>
4. Southern Dauphin Regional	\$7,396,017	\$6,720,560	Savings: <b>\$675,457</b>
5. Derry Regional	\$6,971,439	\$4,729,680	Savings: <b>\$2,241,759</b>
6. Northern Regional	\$447,851	\$2,071,660	Increase: <b>\$1,623,809</b>
7. Countywide	\$55,780,909	\$39,609,670	Savings: <b>\$16,171,239</b>

**Option 1** would merge the 12 police departments that make up the central urban-suburban core of Dauphin County around Harrisburg to form a single metropolitan police department. The departments that would be included are Derry Township, Highspire Borough, Hummelstown Borough, Lower Paxton Township, Lower Swatara Township, Middletown Borough, Paxtang Borough, Penbrook Borough, Royalton Borough, Steelton Borough, Susquehanna Township, and Swatara Township.

**Option 2** would be comprised of the 12 departments that make up the central core of the County as described in Option 1, plus the City of Harrisburg.

**Option 3** would merge seven smaller agencies (Highspire Borough, Hummelstown Borough, Lower Swatara Township, Middletown Borough, Paxtang Borough, Royalton Borough and Steelton Borough) with Swatara to reduce redundancy and improve efficiency.

**Option 4** would combine five small agencies (Highspire Borough, Lower Swatara Township, Middletown Borough, Royalton Borough and Steelton Borough) into a single department with a focus on less redundancy and more effective policing.

**Option 5** would merge Hummelstown Borough with Derry Township under a contract arrangement to provide a more efficient approach to policing in these adjacent jurisdictions.

**Option 6** would combine four small agencies (Halifax Borough, Lykens Borough, Millersburg Borough and Wiconisco Township) north of the mountains to provide expanded coverage to this area. At least two officers would be on patrol around the clock. *As this option involves a significant increase of staffing, this is the only option that would result in a cost increase.*

**Option 7** is for a complete countywide police department. This new agency would provide coverage throughout the entire county and would provide all patrol, investigative<sup>34</sup> and specialized police services. Its budget would include all direct, overhead and administrative costs.

Cost savings for the options other than Option 6 are a result of elimination of duplication of services. In a small agency, a patrol officer typically patrols only within the boundaries of the jurisdiction, which in some instances in the county is a square mile or less. This can be an inefficient use of resources when appropriate coverage can be gained by expanding the patrol area, with a patrol sector that transcends municipality boundaries.

The less expensive proposed options reduce the need for high-level command personnel, again through creating more standard spans of control. One police chief for eight, 10 or 16 officers is not as efficient as having one police chief for 40, 50 or 100 officers.

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<sup>34</sup> The District Attorney's Office would maintain its investigative capacity.

The next table shows projected costs per resident for each option, for each municipality, compared to current costs. (Shaded cells indicate that a municipality would not be affected by the option.)

**Current Costs per Resident, and Costs per Resident for Each Option**

	Current	Option 1 Dauphin Metropolitan	Option 2 Harrisburg Metropolitan	Option 3 SW Dauphin Merger	Option 4 Southern Dauphin Regional	Option 5 Derry Regional	Option 6 Northern Regional	Option 7 County- wide
Harrisburg	\$333.03		\$181.50					\$147.74
Halifax Borough	\$50.59						\$324.36	\$147.74
Lykens Borough	\$50.01						\$324.36	\$147.74
Millersburg Borough	\$104.16						\$324.36	\$147.74
Wiconisco Township	\$41.32						\$324.36	\$147.74
Lower Paxton Township	\$195.44	\$151.65	\$181.50					\$147.74
Penbrook Borough	\$224.40	\$151.65	\$181.50					\$147.74
Susquehanna Township	\$297.83	\$151.65	\$181.50					\$147.74
Derry Township	\$247.39	\$151.65	\$181.50			\$161.88		\$147.74
Hummelstown Borough	\$190.88	\$151.65	\$181.50	\$207.70		\$161.88		\$147.74
Highspire Borough	\$371.51	\$151.65	\$181.50	\$207.70	\$253.94			\$147.74
Lower Swatara Township	\$235.91	\$151.65	\$181.50	\$207.70	\$253.94			\$147.74
Middletown Borough	\$285.46	\$151.65	\$181.50	\$207.70	\$253.94			\$147.74
Paxtang Borough	\$361.31	\$151.65	\$181.50	\$207.70				\$147.74
Royalton Borough	\$67.83	\$151.65	\$181.50	\$207.70	\$253.94			\$147.74
Steelton Borough	\$325.86	\$151.65	\$181.50	\$207.70	\$253.94			\$147.74
Swatara Township	\$291.82	\$151.65	\$181.50	\$207.70				\$147.74
Remaining County	0							\$147.74

The following table summarizes projected costs per municipality for each option, compared to current costs. (As with the table above, shaded cells indicate that a municipality would not be affected by the option.)

**Current Costs per Municipality, and Costs per Municipality for Each Option**

	Current	Option 1 Dauphin Metropolitan	Option 2 Harrisburg Metropolitan	Option 3 SW Dauphin Merger	Option 4 Southern Dauphin Regional	Option 5 Derry Regional	Option 6 Northern Regional	Option 7 County- wide
Harrisburg	\$16,494,347		\$8,989,563					\$7,317,373
Halifax Borough	\$42,550						\$272,783	\$124,251
Lykens Borough	\$88,974						\$577,029	\$262,833
Millersburg Borough	\$266,327						\$829,378	\$377,777
Wiconisco Township	\$50,000						\$392,470	\$178,768
Lower Paxton Township	\$9,256,000	\$7,182,258	\$8,596,061					\$6,997,068
Penbrook Borough	\$675,000	\$456,170	\$545,966					\$444,408
Susquehanna Township	\$7,158,658	\$3,645,117	\$4,362,646					\$3,551,130
Derry Township	\$6,105,240	\$3,742,630	\$4,479,354			\$3,995,064		\$3,646,128
Hummelstown Borough	\$866,199	\$688,198	\$823,668	\$942,534		\$734,616		\$670,454
Highspire Borough	\$891,254	\$363,814	\$435,430	\$498,268	\$609,205			\$354,433
Lower Swatara Township	\$1,950,490	\$1,253,862	\$1,500,681	\$1,717,247	\$2,099,588			\$1,221,532
Middletown Borough	\$2,540,876	\$1,349,858	\$1,615,573	\$1,848,720	\$2,260,333			\$1,315,053
Paxtang Borough	\$564,000	\$236,729	\$283,329	\$324,217				\$230,625
Royalton Borough	\$61,521	\$137,548	\$164,625	\$188,382	\$230,325			\$134,002
Steelton Borough	\$1,951,876	\$908,398	\$1,087,213	\$1,244,111	\$1,521,109			\$884,975
Swatara Township	\$6,817,597	\$3,542,903	\$4,240,312	\$4,852,241				\$3,451,552
Remaining County	\$0							\$8,447,305

In most instances, the jurisdiction will pay less per resident with a merged agency. However, a municipality like Royalton, with 0.35 square miles, 907 residents, and only part-time officers, would see a cost increase for each option. The trade off would be the value of the expanded around-the-clock coverage by full time professional officers, versus the increased cost.

**PERF was asked to develop options for regionalization, mergers and consolidations of the local police departments in Dauphin County. A single, county-wide agency provides the best coverage at the lowest cost per resident for most county residents. Those in the northern part of the county and those who currently have coverage only from the Pennsylvania State Police would pay for services they currently receive at no cost from the state police, but would receive expanded countywide policing service.** It may be that smaller scale mergers/contracts, such as the new partnership between Swatara and Paxtang, may pave the way for a larger consolidation in the future.

Creating more efficient, professional police agencies with better coverage for county residents will serve Dauphin County better than its current policing practices which are uneven across the county. Increasingly, county residents are considering the likely option that a well-designed and well-funded larger agency could meet their policing needs more effectively than the patchwork of smaller agencies, some of which are unable to provide full-time service.

## Appendix 1: References

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