

# CITY OF CORRY

POLICE DEPARTMENT  
(Erie County)

MANAGEMENT REVIEW

*August, 2011*

Conducted by:

Police Chief John Pushak  
Police Consultant Bill Gamble

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## INTRODUCTION

The Mayor and Council of the City of Corry, in Erie County, Pennsylvania, have authorized this police department management review as part of an overall operations management and financial review conducted by the consulting firm of Local Government Solutions (LGS), a municipal financial and management consulting firm.

In keeping with this overall goal, the purpose of the police management review is to provide the City of Corry with an overall analysis of the police department and provide recommendations to provide cost saving alternatives and management initiatives, designed to enhance the professional operation of the police department.

In this regard, this report concentrates on the police department operations of the City of Corry, in Erie County, as it analyzes the following components:

- Police Organization and Staffing
- Cost of Police Operations
- Agency Effectiveness in Field Operations
- Policy Development
- Administrative, Management, Technical and Support Services
- Intergovernmental Cost Sharing Strategies

This police management review was conducted by Police Chief John Pushak and Police Consultant Bill Gamble. Chief Pushak has over 37 years of police experience that includes 29 years as the Police Chief of Cecil Township in Washington County. Police Consultant Bill Gamble has over 30 years of local government experience serving previously as a Borough Mayor and Councilman, and recently retired from Commonwealth employment where Bill served two years as a special investigator for the Auditor General's Office, and 20 years as a police consultant with the Governor's Center for Local Government Services (GCLGS). Additional information and experience is available upon request.

## **BACKGROUND OF THE BOROUGH/POLICE DEPARTMENT**

According to the 2010 census, the City of Corry Police Department serves a population of 6,605, which represents a 2.3% decrease in population of 6,834, in 2000. It is one of only two cities in Erie County that includes the City of Erie, with a population of 101,786. Of this number 6,400 City of Corry residents were white residents and 205 residents were non-white. The City is primarily a residential, professional and service oriented community and is the home of approximately 36 manufacturing firms. According to the Pennsylvania Department of Transportation, the City is 6.10 square miles and the police department patrols 10.86 miles of state highway and 34.32 miles of local roads.

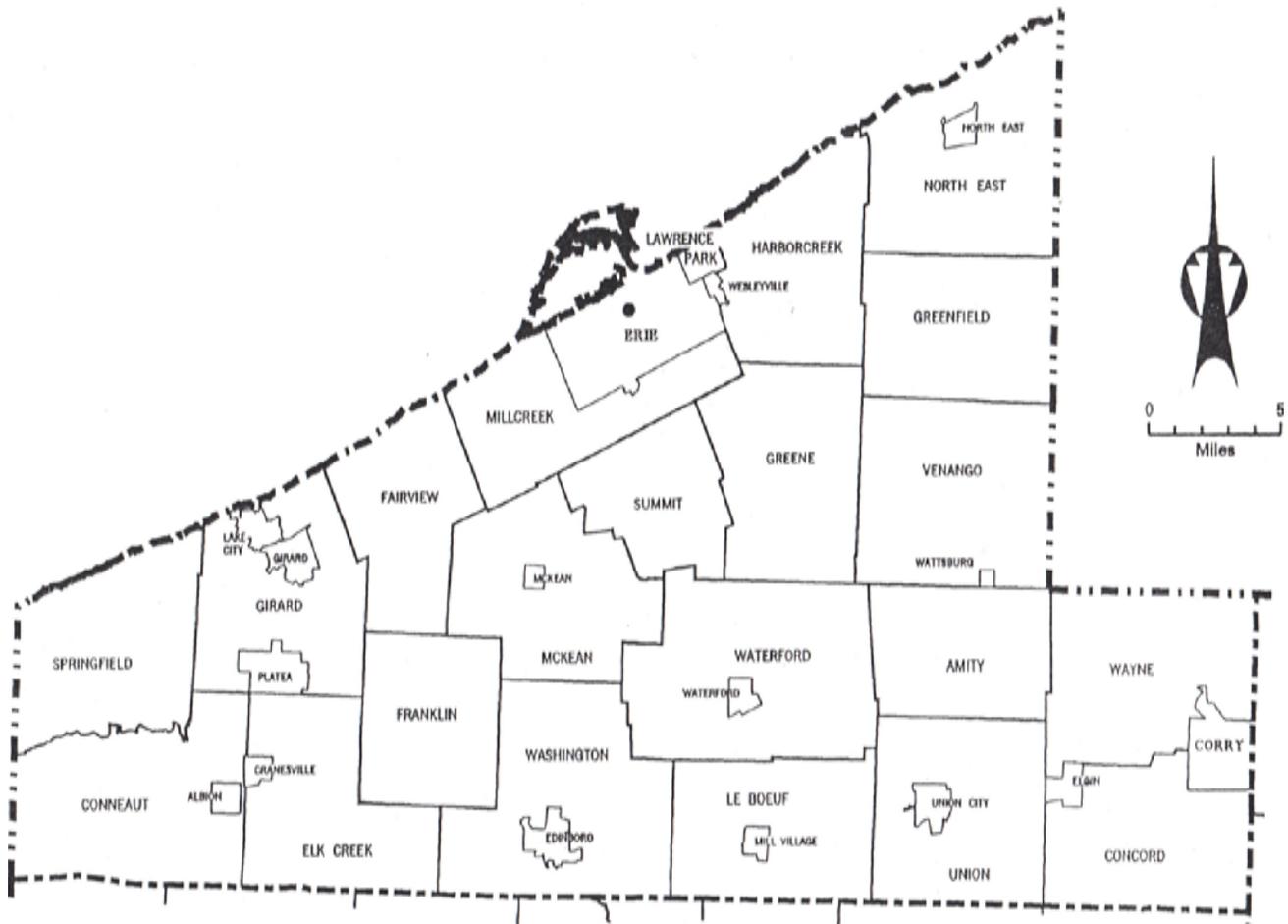
The City of Corry is one of 38 municipalities in Erie County and as a Third Class City their legislative body consists of a mayor and four council members. According to the GCLGS data, the City police department is one of eleven municipalities in Erie County that provide some level of local (traditional) police services and does not rely exclusively on the Pennsylvania State Police to provide local police services. The City of Corry is the third largest police department, with 10 full-time police officers exceeded only by the City of Erie with 173 full-time police officers and Millcreek Township with 57 full-time police officers.

The City police department operates in a separate facility, next to the City offices, at 20 East South Street, Corry, Pennsylvania. The Erie County 911 Emergency Dispatch Center provides police emergency dispatch services for the City and the City police office also maintains a 10 digit phone number that is used for emergency calls from local residents. In addition, the police office maintains a ten-digit phone number for calls that are not of an emergency nature. These phones are generally answered by two police clerks that, when on duty, answer and respond to emergency request or non-emergency information requests from citizens. They are also available to respond to citizens who walk into the police department requesting information and requiring a police response. When the clerks are not on duty, the department has a “button,” outside the police office, which puts the citizen in direct verbal contact with the Erie County 911 Dispatch Center.

The City of Corry is located in southern corner of Erie County and is surrounded by two townships of the second class in Erie County and one township of the second class in Warren County. According to the GCLGS none of these townships that are contiguous with the City of Corry have a local police department. The closest municipality in Erie County with local police services is the Borough Union City that is 12 road miles to the west of the City and has 3 full-time police officer and 2 part-time police officers. The County of Warren borders the City on the east and the closest police departments are the Township of Conewango with four (4) full-time officers and the City of Warren with 15 full-time police officers. Both of these municipal police agencies are approximately 30 miles from the City of Corry. To the south, in Crawford County, the closest police department is well over 20 miles from the City. The City of Corry is bordered to the north by New York State. A municipal map of Erie County is included on the next page as **Chart 1**.

# CHART 1

## ERIE COUNTY



## **POLICE ORGANIZATION AND STAFFING**

The City of Corry Police Department provides 24 hour police service and has a compliment of ten (10) full-time sworn police officers. There are no part-time police officers employed by the City. The full-time sworn officer compliment has been reduced from 12 officers in 2009 to 11 officers in 2010 to the present staffing level. The department employee's two full-time clerks with one scheduled Monday through Friday, 8:00 AM to 4:00 PM and the other clerk scheduled Tuesday through Saturday, 12:00 AM to 8:00 AM.

Chief

1 Lieutenant

1 Sergeant

2 Corporals

5 Full-Time Patrol Officers

2 Full-Time Clerks

The Police Chief oversees the daily operations of the police department and normally works Monday through Friday, daylight shift (7 AM – 3 PM). The Lieutenant is normally scheduled for afternoon shift (3 PM – 11 PM) Tuesday through Friday, and daylight shift Saturday with Mondays and Tuesdays off. The sergeant seems to be also scheduled to work Monday through Friday daylight shift along with the Chief of Police. The two corporals are scheduled to work daylight and afternoon shifts that fill in the days that the chief, lieutenant and sergeant are not normally scheduled. Patrol officers fill in the remaining shifts with the majority of their shifts being afternoon and midnight shifts (11 PM – 7 AM). There is an occasional power shift (8 PM – 4 AM) on the weekends.

One of the police officers is also a K-9 officer. This unit in some departments is considered a luxury. There was nothing in the police department data that separated the use of the canine unit. So the actual employment of the department was not readily available. This unit can be an expensive proposition if it is used mostly for public relations, school activities and assisting other agencies more than being utilized in-house.

Additionally, one officer is assigned as a school resource officer who, when not working at any of the five schools in the City, operates as a patrol officer and is employed full-time with the borough during the summer months. Because of the size of the police department and the “manning requirements,” various specialization positions have not been created, but have been assigned to the various patrol personnel who have been trained in the needed specialization proficiencies.

While the above outlines the structure of the police department, there is “organizational chart,” on file that depicts the personnel structure of the police department.

Personnel costs, those costs associated with paying the salaries and fringe benefits of police employees, often represent 80 to 90 percent of the total police budget. The number of police officers employed in a municipality can have a direct effect on the tax base of the municipality and can mean the difference between whether or not a tax increase is necessary in the community. Therefore, the governing body of a municipality must have reasonable confidence that the number of officers they employ in the police department are adequate to provide police services. In addition, to knowing how many officers are necessary, they must also be certain that police officers are assigned to duty, or used in a manner that will bring the best results. The current budget structure and cost of operations will be covered later in this report.

It should be noted that generally, it takes the equivalent of five (5) full-time police officers to cover 24 hours (each shift) of police service, seven days a week. The “manning” requirement in the collective bargaining agreement requires two officers on a shift. With ten (10) full-time officers, this equates to the fact that if one officer is off, for whatever reason, generally the City will have to provide the second officer on the shift, by authorizing overtime. Thus, with the manning requirement and a sworn police staff of ten (10 officers) and no part-time officers, overtime costs generally will continue to increase. The staffing and police department structure will be covered later in this report.

## SUPERVISION

According to the Pennsylvania Governor's Center for Local Government Services (GCLGS) publication, "Administering Police Services in Pennsylvania," the following represents basic guidelines for municipal officials in determining police supervision needs:

- Supervision should exist only in the amount necessary to provide adequate direction.
- The same rank should have the same responsibility. For example, a police sergeant is usually a first line supervisor. Therefore, every first line supervisor should be a sergeant. It would not be effective to have a sergeant supervise one platoon and a corporal supervises another.
- Rank should be associated with positions of leadership and/or supervision. Rank should not be assigned to specialist positions. This would include the position of criminal investigators (detective).
- Supervisory positions and rank should be transferable. A sergeant supervising a patrol unit should be equally capable of supervising a traffic or criminal investigation unit.
- Depending upon the police unit, an effective span of control (number of persons reporting to one supervisor) is from two to eight.

The glaring conflict with the above guidelines is that: (1) there are five (5) positions of rank in a department that only has ten (10) full-time officers. That is 50% of the full-time force that have some type of rank; and (2), The scheduling of that many supervisory positions in a department this size causes only supervisory persons to be on duty at the same time.

As stated earlier, there is no current organizational chart for the police department. An organizational chart, that illustrates the current structure of the City of Corry Police Department, developed by the consultants, is presented as **Chart 2**, on Page 11.

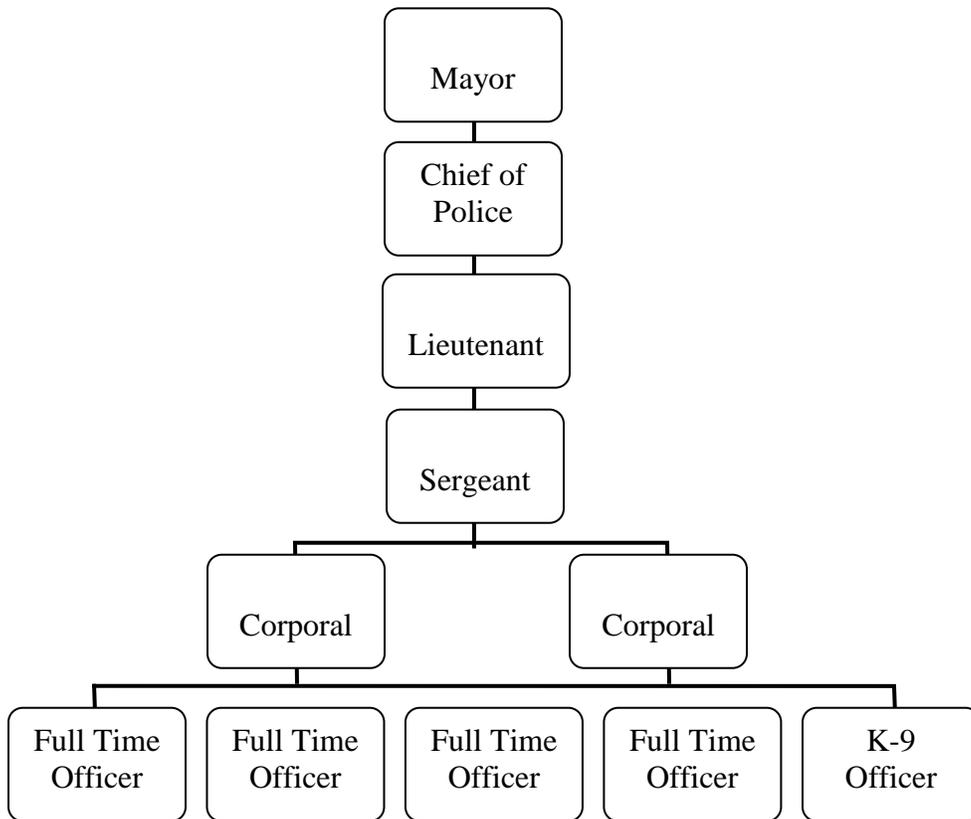
Rank should be created only if there is a need for supervision. There must be someone to be supervised. Far too often in police departments, rank is created or dispensed as a reward for doing a good job in your position.

As stated earlier there are five out of ten officers with rank. This is too many ranking officers for a department this size. The reason is the Collective Bargaining Agreement (CBA) spells out in Section 5.1.2.6 Ranks, that there must be a Chief, 1 Lieutenant, 1 Sergeant, and 2 Corporals. This needs to be addressed since there are shifts when only officers with rank are working. In particular, since both the chief and lieutenant are both needed to fill a routine patrol shift.

**Chart 3** on Page 12, outlines a suggested proposed organizational chart, developed by the consultants, for the City of Corry Police Department. It is understood that the suggested structure below eliminates the positions of lieutenant and corporal, as required in the current CBA. However, this recommendation is consistent with good supervisory principles as outlined earlier.

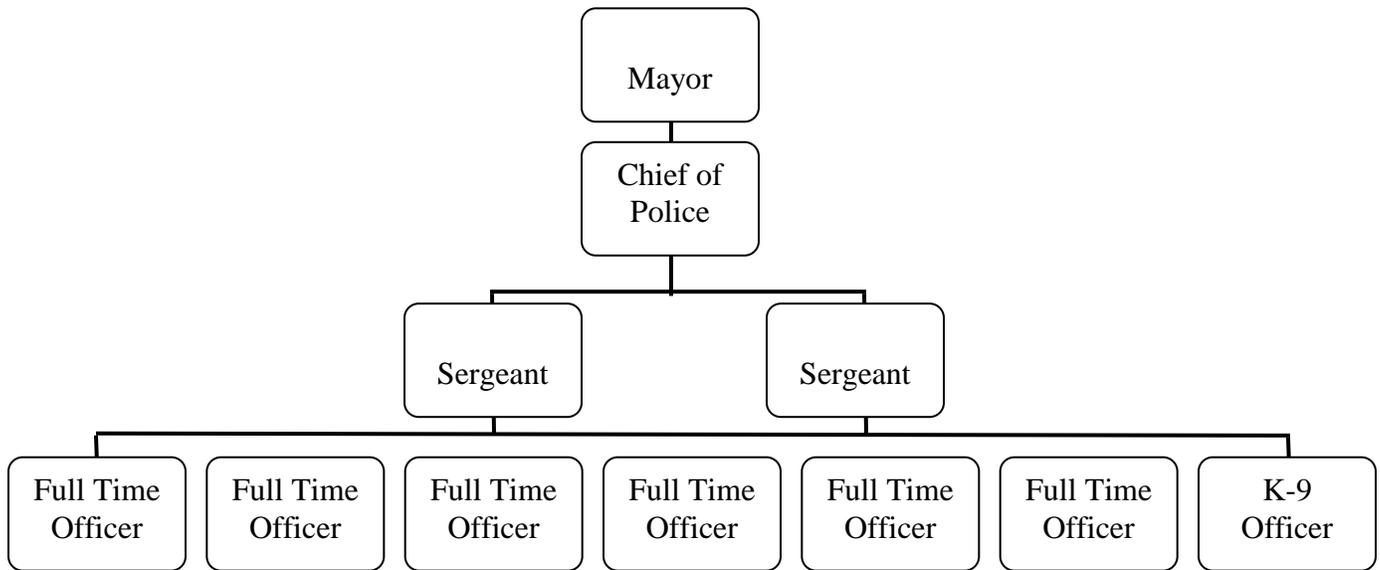
## CHART 2

City of Corry Police Department – Organizational Chart  
(As illustrated by the current staffing)



### CHART 3

City of Corry Police Department – Proposed Organizational Chart



## **DETERMINING THE NUMBER OF PATROL OFFICERS REQUIRED**

### **(IACP Formula)**

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

The International Association of Chiefs of Police (IACP) previously developed a method for determining patrol force manpower needs based on workload or the actual or estimated complaint or incident experience in the community. This method continues to be used by the Department of Community and Economic Development (DCED) in conducting their many police management and regional police studies throughout the Commonwealth. This method will be utilized to determine reasonable staffing needs for patrol officers for the City of Corry Police Department. It should be important to note, that the formula discussed, determines the level of patrol positions and does not include positions of command or specialists.

### **Calculating Patrol Force Staffing Needs**

**Step 1.** Determine the number of complaints or incidents received and responded to in a year by the police agency. Complaints and incidents include all forms of police activity when an officer responded and/or took an official action. It does not include situations where advice was given over the telephone, delivering messages, handling internal police department matters, etc. If the actual complaint or incident count is not available, an estimate may be used. Sound estimates may be made based upon the assumption that, on the average in any community, 550 complaints or incidents will occur for every 1,000 residents, or .55 per resident. The City of Corry has a computer system that does keep track of the calls for service. The police department, according to their record keeping system and the consultants' editing of duplicate reports, responded to 2,847 calls for service in 2010. However if the average of .55 per resident is used, then you would have 3,482 calls for service. This would indicate that the calls for service are lower than the estimate when using population.

**Step 2.** Multiply the total complaints or incidents by 0.75 (45 minutes). It is generally accepted that 45 minutes is the average time necessary to handle a complaint or incident.

$$2,847 \times .75 = 2,135.25 \text{ (supplied)}$$

**Step 3.** Multiply by three to add a buffer factor and time for preventive patrol. General experience has shown that about one-third of an officer’s time should be spent handling requests for services. Other requirements for servicing police vehicles, personal relief, eating and supervision must be considered. Time for preventative patrol must also be taken into consideration. Multiplying by three makes up the unknowns.

$$2,135,25 \times 3 = 6,405.75$$

**Step 4.** Divide the product by 2,920 - the number of hours necessary to staff one basic one-officer patrol unit for one year (8 hours X 365 days = 2,920).

$$6,405.75 / 2,920 = 2.19$$

According to the application of the IACP formula it takes **2.19** patrol elements to handle the supplied 2,847 incidents or calls for service.

If police officers worked every day of the year without any time off, then the respective number of patrol elements would be all that was needed to handle the estimated incidents. Since police officers cannot be expected to work every day, the amount of time an officer is actually on duty must be determined to establish precisely how many officers are required to staff the patrol elements. A review of the benefits department personnel receive indicates that the average police officer in the department has the following amount of time off duty.

**(NON-AVAILABLE POLICE OFFICER TIME)**

Regular Days off (104 days)	832	hours
Holidays (12 days)	96	hours
Bereavement: (3 days)	24	hours
Vacation: (25 days average)	200	hours
Sick Days (estimated average 15 days)	120	hours
Court Time	0	hours
Training Days (estimate of 5 days)	40	hours
Personal Days (3 days)	24	hours

<b>TOTAL AVERAGE TIME OFF</b>	<b>1,336</b>	<b>hours</b>
<b>TOTAL TIME AVAILABLE FOR DUTY</b>	<b>1,584</b>	<b>hours</b>

Of the 2,920 hours needed to staff one patrol element, a police officer in City of Corry is not available 1,336 hours or is available 1,584 hours. To determine how many officers are necessary to staff one patrol element divide the 2,920 hours needed for one year, by the number of hours

available ( $2,920/1,584 = 1.84$ ). This means that 1.84 officers are required to fill each patrol element. By multiplying the availability factor (1.84) by the number of patrol elements you have the number of patrol officers needed.

$$1.84 \times 2.19 = \mathbf{4.04 \text{ or } 5}$$

The calculations indicate that a 5 patrol officer staff is needed to respond to the number of incidents in the City according to the supplied number of calls for service. These calculations indicate the number of patrol officers needed. They do not include the Chief or any other sworn personnel assigned to duties other than patrol. The Chief of Police does perform normal patrol duties. So this number would include all sworn full time personnel. However, as stated in the IACP formula above, it takes approximately 45 minutes to deal with an average call. The GCLGS has developed a Police Activity Weighting Scale that applies to this 45 minute limit. Each type of call or incident is given a “Weight Value” based upon the time it actually took to complete it in a study done by DCED. A “Weight of 1 is given to any type of call that takes 45 minutes or any part there of. So if an average robbery call takes 2 hour and 26 minutes, it will have a weight value of 4. **Chart 4** on Page 17 provides the weighting chart and applicable figures for City of Corry for the year 2010.

By returning to Step 2 of the original IACP formula for calculating patrol force staffing need and using the new computed value of 3,821 as shown in **Chart 4**, the following figures are derived.

**Step 2.** Multiply the total complaints or incidents by 0.75 (45 minutes). It is generally accepted that 45 minutes is the average time necessary to handle a complaint or incident.

$$\mathbf{3,821 \times .75 = 2,865.75 \text{ (calculated with computed value)}}$$

**Step 3.** Multiply by three to add a buffer factor and time for preventive patrol. General experience has shown that about one-third of an officer’s time should be spent handling requests for services. Other requirements for servicing police vehicles, personal relief, eating and supervision must be considered. Time for preventative patrol must also be taken into consideration. Multiplying by three makes up the unknowns.

$$\mathbf{2,865.75 \times 3 = 8,597.25}$$

**Step 4.** Divide the product by 2,920 - the number of hours necessary to staff one basic one-officer patrol unit for one year (8 hours X 365 days = 2,920).

$$\mathbf{8,597.25/2,920 = 2.94}$$

With the new application of the weighting formula it now takes 2.94 patrol elements to handle the 2,847 incidents as calculated for 2010.

Again taking the 1.84 availability figure calculated previously that is required to fill each patrol element and by multiplying that availability factor (1.84) by the number of patrol elements (2.94) you now have a new number of the number of patrol officers needed.

$$1.84 \times 2.94 = 5.43 \text{ or } 6$$

Utilizing this formula one can now see that it takes 6 patrol officers instead of the originally calculated 5 officers to handle the calls for service City of Corry.

The calculations on the Police Activity Weighting Factor Sheet were determined by reviewing the types of calls for service and putting them in the appropriate categories.

It should be reiterated at this point that the calculations deriving the figure of 6 patrol elements is the **minimum** staffing needed to handle the calls for service as reported for the year 2010. Again, it should be strongly indicated that formulas, such as the IACP formula, are not absolute, but provide a “gauge” to determine reasonable police patrol staffing level based on a police department’s workload.

Other factors such as desires of the governing body and the ability to provide the citizens with an overall feeling of security by seeing an adequate number of patrol officers are also determining factors for the size of the patrol force. To have twenty-four hour coverage, 365 days a year it takes a minimum of five (5) full time police officers. If there is a desire for two officers per shift, then you must have at least ten full time officers or the equivalent of ten full time officers.

## CHART 4\_\_

**Police Activity Weighting Factors for the Application of IACP Police Patrol Force Staffing Formula  
City of Corry - 2010**

Activity	Estimated Time To Handle	Weight Value	Reported Incidents	Computed Value
<b>Part I Crimes</b>				
Criminal Homicide	4 hours 57 minutes	7	0	0
Forcible Rape	3 hours 10 minutes	5	1	5
Robbery	2 hours 26 minutes	4	1	4
Aggravated Assault	2 hours 9 minutes	3	14	42
Burglary	1 hours 44 minutes	3	46	138
Larceny/Theft	57 minutes	2	209	418
Motor Vehicle Theft	55 minutes	2	2	4
Arson	2 hours 50 minutes	4	2	8
<b>Total Part I Crimes</b>			<b>275</b>	<b>619</b>
<b>Part II Crimes</b>				
Other Assaults	1 hour 12 minutes	2	30	60
Forgery	1 hour 5 minutes	2	3	6
Fraud	1 hour 6 minutes	2	14	28
Embezzlement	1 hour 41 minutes	3	0	0
Receiving Stolen Property	1 hour 28 minutes	2	0	0
Vandalism	30 minutes	1	116	116
Weapons Offenses	1 hour 19 minutes	2	31	62
Prostitution/Vice	1 hour 9 minutes	2	0	0
Sex Offenses (except 2 & 16)	1 hour 33 minutes	3	24	72
Narcotics/Drugs	1 hour 50 minutes	3	68	204
Gambling	1 hour 4 minutes	2	0	0
Offenses Against Family/Children	1 hour 40 minutes	3	78	234
Driving Under The Influence	2 hours 20 minutes	4	46	184
Liquor Law Violations	52 minutes	2	15	30
Drunkenness	60 minutes	2	59	118
Disorderly Conduct	45 minutes	1	171	171
Vagrancy	45 minutes	1	0	0
All Other Offenses	39 minutes	1	268	268
<b>Total Part II Crimes</b>			<b>923</b>	<b>1553</b>
<b>Other Activity</b>				
Accidents (reportable)	2 hours 10 minutes	3	0	0
Accidents (non-reportable)	45 minutes	1	179	179
Parking Complaints	16 minutes	1	62	62
Driving Complaints	20 minutes	1	41	41
Family Disputes	36 minutes	1	159	159
Fights	41 minutes	1	0	0
Noise Complaints	23 minutes	1	0	0
Barking Dogs	17 minutes	1	30	30
Prowlers	29 minutes	1	2	2
Mischief	28 minutes	1	0	0
Animal Complaints (except 34)	24 minutes	1	108	108
Assisting Other Agencies	32 minutes	1	46	46
Open Doors	32 minutes	1	0	0
Suspicious Circumstances	26 minutes	1	71	71
Suspicious Persons	25 minutes	1	38	38
Escorts	25 minutes	1	0	0
Alarm Response	25 minutes	1	116	116
Dangerous/Hazardous Conditions	1 hour 2 minutes	2	0	0
Other Incidents	45 minutes	1	797	797
<b>Total Other Activity</b>			<b>1649</b>	<b>1649</b>
<b>Grand Totals</b>			<b>2847</b>	<b>3821</b>

*RECOMMENDATIONS:*

- *An evaluation should be conducted to determine if the activities of the K-9 and its cost effectiveness and its true benefit to the City. It was explained to the consultants that much of the use of the K-9 is for outside agencies that provide no compensation to the City.*
- *While the consultants realize the officers with rank will maintain that rank, the City and the collective bargaining unit should give consideration to implementing the proposed organization chart on page 12, through attrition, once the ranking officers retire or are no longer employed by the police departments.*
- *With the location of the City and its isolation from municipalities that can supply backup when needed, it is recommended that a full time equivalency of 10 officers be maintained so there is no less than two officers on shift at all times. Section 5.1.2.8 Minimum Manning, of the current CBA requires a minimum staffing of two “full time officers”. This should be re-evaluated and can be accomplished by a combination of full- time and part-time officers if it were permitted by the CBA. (The discussion of part-time officers will be outlined later in this report)*

## COST OF POLICE OPERATIONS

The City of Corry utilizes a “line item” method of budgeting. The line item method of budgeting is a commonly used method by many, if not most municipalities in Pennsylvania. However, if a line item budget method is to be truly effective, each department’s budget, in the general fund budget, should reflect a line item amount for all direct and indirect costs associated with that particular department. Unfortunately, in many, if not most municipalities, this utilization of the line item budget method, does not occur. While the City of Corry utilizes a “line item” budget, they only include limited costs associated with the police operations. The City of Corry maintains a separate building for their police operations and it is even more important that the facilities costs, associated with the police operations are identified. Presently, there are line item costs under the sub-heading of “ Police Headquarters” but only includes the cost of materials and supplies, and the telephone costs. Other costs such as utilities, insurance, etc. are not included. According to the City administrator, the overtime line item is entitled “Payroll-Police Supplement,” but it does not identify the separate categories of what the overtime represents. Personnel costs for police, in the general fund budget is limited to total salaries for police officers and does not “breakdown” the salaries for each class of police officer. Police benefits, insurances, etc. are not included in the police budget, but lumped in other parts of the general fund budget. Other costs associated with the police operations are very limited in the present structure of the general fund budget. In addition, the current general fund budget, as it relates to police, includes crossing guards and a line item for traffic signals. These costs should not be included as cost of the police operations as they can and do exist without a police department. Because of this, it is almost impossible to effectively manage the police budget, in regards to what the true costs of police services and where costs may be pared or even where costs may need to increase.

**Chart 5 on Page 22** provides the police costs as outlined in the present structure of the police costs in the General Fund Budget. While it does not identify the total costs for police operations, it does give the consultant a basis to analyze those listed increases or decreases over the past seven years, 2004 – 2010. The consultant will not try to analyze all the data, but will summarize the data as presented on **Chart 5**.

The line item for Payroll-Police Officers, for the seven (7) year period has increased overall by \$89, 535 or 2.77%. The increase is not a significant increase, and that can be attested to the fact

that the sworn police over staffing has decreased over the seven year periods. As an example, the number of sworn police officers has decreased from 12 in 2009 to 11 in 2010 and has additional decreased to the present sworn staff of ten (10) sworn police officers. Naturally, if the department staffing had not decreased, these costs would have shown significant increases for the period. As explained by the City administration, the line item “Police Supplement” represents the total overtime costs for each year. While the line item does not “break down” the specific categories of overtime usage, it does reflect that the overtime costs kept fairly consistent from 2004 through 2007, however, the overtime did increase by 35% from 2007 to 2008 and from 46% increase from 2008 to 2009. However, in 2010, the overtime budget did decrease by 38% from 2009. Other personnel costs, while not specifically identified, have probably resulted in a decrease for certain personnel costs, because of the decrease in staffing of sworn police officers. An example is the decrease in the cost of uniforms over the same period.

The cost of dispatchers/clerks has decreased by \$60,328 or 7.55% over the period. The joining of the Erie County 911, in 2007, has resulted in the laying off of clerks/dispatchers to the level of two (2) police clerks which is employed presently. The decrease in this line item can be attributed to that factor.

When looking at the sub-heading “Police Vehicles” the cost information is very sparse. There is a decrease in “Payroll –Maintenance & Repair” and, overall the costs have decreased in these line items. It should be noted that the City employees a mechanic that does general repairs for the police vehicles. However, noticeably absent is the cost of gasoline attributed to the use of the police vehicles and costs associated with police vehicles, such as insurance.

The subheading of “Police Headquarters” shows an overall decrease in costs but, includes very limited costs attributed to the police headquarters/facility. With the police station being housed in a separate building, these costs, such as utilities building insurance, etc. should be included.

Overall the total cost of police operations, as depicted the current line item police budget, as outlined on **Chart 5** shows the police costs have increased from \$782,046 in 2004 to \$805,657 in 2010 or an annual percentage increase of 2.93%.

**Chart 6** on Page 23 provides a projection of cost, analyzed by the consulting firm, starting with the base year of 2011 through 2016. The last column of the chart provides notes as to the analysis that is used to determine the cost projections.

The projections on **Chart 6** indicate that given past practices/trends and other factors, the police costs will increase by an average of approximately 3.13% each year. However, the City and the International Brotherhood of Teamsters Union are presently in negotiations, and depending on the final agreement, these costs could be affected.

**Chart 7**, on page 24, gives an outline of a suggested budget format that can provide the City with the detailed direct and indirect costs of the police operations.

## CHART 5

City of Corry

## POLICE COST COMPARISONS 2004 - 2010

POLICE PERSONNEL, ETC.	2004	2005	2006	2007	2008	2009	2010	Change 2004-2010	Annual % Change	2011
A/P - POLICE OFFICERS							3,400	3,400		
PAYROLL - POLICE OFFICERS	532,154	538,921	569,475	593,521	593,762	577,201	621,689	89,535	2.77%	615,000
PAYROLL - POLICE SUPPLEMENT	39,627	36,148	33,635	34,479	46,663	68,155	42,233	2,606	1.20%	32,000
PAYROLL - CROSSING GUARDS	15,018	14,710	15,380	14,981	14,645	14,397	14,223	(795)	-0.90%	14,000
PAYROLL - K9 EXPENSE	6,358	9,362	9,238	9,027	9,023	8,883	9,600	3,242	5.77%	8,800
A/P - K9 EXPENSE							1,253	1,253		-
UNIFORMS	5,883	5,161	3,700	5,630	5,195	4,743	1,985	(3,898)	-12.59%	2,200
PAYROLL - DISPATCHERS	127,706	133,133	133,863	137,942	145,600	75,552	67,378	(60,328)	-7.55%	65,200
PAYROLL - COURT EXPENSE	16,281	14,407	19,086	13,918	10,472	11,703	18,628	2,347	2.72%	10,000
A/P - POLICE INSTRUCTION	464	172	715	863	593	809	191	(273)	-26.45%	500
PAYROLL - POLICE TRANSPORTS	3,523	2,655	2,664	2,258	3,406	1,587	3,452	(71)	-0.45%	2,300
A/P - COURT EXPENSE								-		-
PAYROLL - POLICE INSTRUCTION							459	459		-
PAYROLL - TRAFFIC SIGNALS								-		-
TRAFFIC SIGNALS-OTHER	6,181	4,777	5,205	4,327	4,045	4,877	4,672	(1,509)	-5.26%	4,000
SUPPLIES PARKING METERS					180			-		-
EQUIPMENT M & R	117				30			(117)		-
<b>TOTAL</b>	<b>753,312</b>	<b>759,446</b>	<b>792,961</b>	<b>816,946</b>	<b>833,614</b>	<b>767,907</b>	<b>789,163</b>	<b>35,851</b>	<b>0.79%</b>	<b>754,000</b>
								-		
POLICE VEHICLES								-		
PAYROLL - MAINTENANCE & REPAIR	6,634	1,862	3,319	4,185	4,483	5,445	3,933	(2,701)	-24.18%	4,000
A/P - MAINTENANCE & REPAIR	3,991	3,599	4,765	7,015	6,922	3,675	3,672	(319)	-1.48%	3,000
PAYROLL - MAINTENANCE & REPAIR								-		-
GAS & OIL	7,500									8,500
<b>TOTAL</b>	<b>18,125</b>	<b>5,461</b>	<b>8,084</b>	<b>11,200</b>	<b>11,405</b>	<b>9,120</b>	<b>7,605</b>	<b>(10,520)</b>	<b>-32.11%</b>	<b>15,500</b>
								-		
<b>POLICE HEADQUARTERS</b>										
PROFESSIONAL SERVICES	193									300
MATERIALS & SUPPLIES - POLICE	7,777	8,241	7,858	5,794	7,609	6,828	4,928	(2,849)	-5.76%	5,500
MATERIALS & SUPPLIES- DISPATCH	581	593	216	267	305	686	184	(397)	-11.16%	300
TELEPHONES	2,058	2,221	2,474	2,579	4,524	3,719	3,777	1,719	12.90%	3,500
<b>TOTAL</b>	<b>10,609</b>	<b>11,055</b>	<b>10,548</b>	<b>8,640</b>	<b>12,438</b>	<b>11,233</b>	<b>8,889</b>	<b>(1,720)</b>	<b>-2.59%</b>	<b>9,600</b>
<b>GRAND TOTALS</b>	<b>782,046</b>	<b>775,962</b>	<b>811,593</b>	<b>836,786</b>	<b>857,457</b>	<b>788,260</b>	<b>805,657</b>	<b>(23,611)</b>	<b>(2.93%)</b>	<b>779,100</b>

# CHART 6

City of Corry

## POLICE COST COMPARISONS (Projections 2011 – 2016)

POLICE PERSONNEL, ETC.	Base 2011	2012	2013	2014	2015	2016	2016 Average Increase Per year	Based on: Notes
	-	-	-	-	-	-	2.20%	CBO 1-11 CPI
PAYROLL - POLICE OFFICERS	615,000	633,450	652,454	672,027	692,188	712,954	3.00%	Past practice
PAYROLL - POLICE SUPPLEMENT	32,000	32,960	33,949	34,967	36,016	37,097	3.00%	Past practice
PAYROLL - CROSSING GUARDS	14,000	14,420	14,853	15,298	15,757	16,230	3.00%	Past practice
PAYROLL - K9 EXPENSE	8,800	9,064	9,336	9,616	9,904	10,202	3.00%	Past practice
A/P - K9 EXPENSE	-	-	-	-	-	-	2.20%	CBO 1-11 CPI
UNIFORMS	2,200	2,220	2,244	2,272	2,304	2,339	1.52%	PPI 1-11 Apparel
PAYROLL - DISPATCHERS	65,200	67,156	69,171	71,246	73,383	75,585	3.00%	Past practice
PAYROLL - COURT EXPENSE	10,000	10,300	10,609	10,927	11,255	11,593	3.00%	Past practice
A/P - POLICE INSTRUCTION	500	515	530	546	563	580	3.00%	Past practice
PAYROLL - POLICE TRANSPORTS	2,300	2,369	2,440	2,513	2,589	2,666	3.00%	Past practice
A/P - COURT EXPENSE	-	-	-	-	-	-	2.20%	CBO 1-11 CPI
PAYROLL - POLICE INSTRUCTION	-	-	-	-	-	-	3.00%	Past practice
PAYROLL - TRAFFIC SIGNALS	-	-	-	-	-	-	3.00%	Past practice
TRAFFIC SIGNALS- OTHER	4,000	4,052	4,117	4,191	4,275	4,369	2.20%	CBO 1-11 CPI
SUPPLIES PARKING METERS	-	-	-	-	-	-	2.20%	CBO 1-11 CPI
EQUIPMENT M & R	-	-	-	-	-	-	2.20%	PPI 1-11 Machinery and Equipment
<b>TOTAL</b>	<b>754,000</b>	<b>776,506</b>	<b>799,702</b>	<b>823,605</b>	<b>848,234</b>	<b>873,613</b>		
	-	-	-	-	-	-		
<b>POLICE VEHICLES</b>								
PAYROLL - MAINTENANCE & REPAIR	4,000	4,120	4,244	4,371	4,502	4,637	3.00%	Past practice
A/P - MAINTENANCE & REPAIR	3,000	3,003	3,007	3,011	3,015	3,021	0.17%	PPI 1-11 Vehicle Parts
PAYROLL - MAINTENANCE & REPAIR	-	-	-	-	-	-	3.00%	Past practice
GAS & OIL	8,500	8,549	9,013	9,267	9,507	9,635	1.34%	US Energy Information Administration April 2011
<b>TOTAL</b>	<b>15,500</b>	<b>15,672</b>	<b>16,263</b>	<b>16,649</b>	<b>17,025</b>	<b>17,292</b>		
	-	-	-	-	-	-		
<b>POLICE HEADQUARTERS</b>								
PROFESSIONAL SERVICES	300	302	305	309	313	317	1.35%	PPI 1-11 Professional services
MATERIALS & SUPPLIES - POLICE	5,500	5,572	5,661	5,763	5,878	6,007	2.20%	CBO 1-11 CPI
MATERIALS & SUPPLIES-DISPATCH	300	304	309	314	321	328	2.20%	CBO 1-11 CPI
TELEPHONES	3,500	3,493	3,484	3,475	3,464	3,452	-0.34%	PPI 1-11 Commercial Phone Service
<b>TOTAL</b>	<b>9,600</b>	<b>9,671</b>	<b>9,759</b>	<b>9,860</b>	<b>9,975</b>	<b>10,104</b>		
<b>GRAND TOTALS</b>	<b>779,100</b>	<b>801,849</b>	<b>825,724</b>	<b>850,114</b>	<b>875,234</b>	<b>901,900</b>	<b>Average Per Year 3.13%</b>	

## CHART 7

### SUGGESTED BUDGET FORMAT FOR POLICE OPERATIONS

POLICE BUDGET CATEGORY	BUDGETED AMOUNT
<b>PERSONNEL</b>	
Police Chief (Salary)	
Ranking Officers (Salary)	
Patrolman (Salary)	
Clerks (Salary)	
Overtime (Court)	
Overtime – (Filling a shift)	
Overtime (other)	
Police Transports	
General Liability	
Medical, Hosp, Eye, Dental, etc.	
FICA	
Workers Compensation	
Unemployment Compensation	
Longevity	
Life Insurance	
Long Term Disability/Short Term Liability	
Police Prof Insurance (Liability)	
Retirement Contribution	
Uniforms + Equipment	
Training and Education	
K-9 Costs	
Other Personnel Costs (Explain)	
<b><i>TOTAL PERSONNEL COSTS</i></b>	
<b>VEHICLES AND EQUIPMENT</b>	
Vehicle Operating Expense (Fuel, Oil, Lube)	
Repairs and Maintenance	
General Expenses	
Material and Supplies	
Office Supplies	
Office Equipment	
Vehicle Insurance	
Equipment Insurance	
Vehicle / Major Equipment	
DUI Enforcement	
Other – Vehicles and Equipment (Explain)	
<b><i>TOTAL VEH &amp; EQUIPCOSTS</i></b>	
<b>POLICE FACILITIES</b>	
Heating Costs	
Electric Power	
Water & Sewage	
Communications (Telephone)	
Building Insurance	
Other Police Facilities Expenses (Explain)	
<b><i>TOTAL FACILITIES EXPENSE</i></b>	
<b>GRAND TOTAL</b>	

## **POLICE CHIEF'S ROLE IN THE BUDGETING PROCESS**

The Chief of Police should have the responsibility of developing and managing the police budget, subject to the scrutiny, control and approval of the governing body. Involving the police chief in the budgeting process does not mean issuing a blank check. It simply means that the chief should be required, as a function of the responsibility to manage the police services, to submit, through the Mayor, to the elected officials, a financial plan for the police department each year.

In discussions with the City administrator, he noted that the chief of police has little input into the budget comprehensive process, but is contacted from time to time on major purchase needs of the department.

## **POLICE CLERICAL STAFF**

The police department presently has two full-time police clerks. As explained earlier, one police clerk is scheduled Monday through Friday, 8:00 AM to 4:00 PM and the other scheduled Tuesday through Saturday, 12:00 AM to 8:00 AM.

This number has decreased from four in 2007 to the present staffing of two full-time employees. In 2007, the City joined the Erie County "Enhanced 911 Dispatch Center." Previously to that, the City provided its own dispatch services. Presently, the police department does not have job descriptions for the police clerks, but the police chief provided a verbal outline of the present duties of the two employees:

It was explained to the consultants that the police clerks are responsible for a variety of general police clerical and dispatch duties that include, but are not limited to: receptionist duties, answering phones (emergency dispatch calls and non-emergency information calls), responding to "walk-ins (emergency and non-emergency), collecting parking ticket fines, provide parking permits, monitoring prisoners incarcerated in the holding cells, completing the Uniform Crime Reports (UCR)s., etc. In addition, one of the primary functions of the police clerical staff is taking the offense reports, completed by the officers, and then inputting them in the computer. Some questions that arise are:

- How many emergency dispatch calls are handled in the police office by the clerical staff, or officers, that should or could be telephonically transferred to the 911 County Dispatch Center?
- Are the clerk/dispatchers also at risk when the office provides a “safe haven” for someone who enters the police station who is being pursued by an “actor?”
- Is the police clerical staff taking similar type information calls that are also being taken by other City clerical staff? (*Duplication of Services?*)
- If Model Data Terminals (MDTs) are effectively installed in the police cars, is there a need for two clerks? (*To be further addressed later in this report*)
- Can the police clerical staff provide more direct support to the police chief to free him up to better address the issues of supervision and policy and procedures management? (*This will also be discussed later in this report*)

Without a job description, that provides direction and procedures for the police clerks, it can not be determined what is expected job duties and performance of the police clerks. It also cannot be determined what is the most efficient and effective role of the police clerks to provide supportive services to the police operations.

### **POLICE CONTRACT**

First, it should be noted that the police chief and the lieutenant are not a part of the bargaining unit contract as indicated below.

The current police Bargaining Unit Contract expires December 31, 2011. The contract has been in force from 2009 through 2011. While the police officers have previously negotiated their contract through a local bargaining unit they are now affiliated with the International Brotherhood of Teamsters Union. Thus, the City and the police are presently in negotiations for future contract years. Some of the notable provisions of the current contract are listed below:

- Generally, the average general salary increases over the past years has been 3%.
- There are three classified pay rates for patrol officers that create a “phasing-in” of the pay rates over a two year period.

- Longevity payments show an increase of 12% from a Class C patrol person to a Class A patrol officer after 20 years.
- A minimum staffing level of two officers on duty for each shift which includes the police chief and the lieutenant.
- Overtime provisions offer an option of comp time with a defined period to take the comp time.
- Overtime is compensated after 40 hours per week.
- Vacation days vary from 7 days per for one year service to 28 days per year for over 20 years of service.
- Other general time off- time paid provisions per year are provided for: Holidays (10 per year), death in family (3 days), personal days (4), and sick leave (15 days).
- A grievance procedure is outlined that involves the Mayor's investigation and time frame and if not resolved arbitration procedure is outlined.
- Time off provisions are provided.
- Uniforms and equipment provide \$300 per year.
- Major medical is provided at \$11,799 for a family and \$3,778 for an individual for the base year of 2009 with any increases born by the City. The police officers share in the premium costs through payroll deductions of the lesser of 10% of the average premium cost of the department or \$50.00 per pay period.
- Prescription plans, dental plans and vision plans provided with various degrees of premium payment payments born by the City.
- Various degrees of payment to officers who attend hearing are provided including stand-by.
- Payments are provided by various levels of education degrees achieved by the officers.

Summary: While one may conclude that the contract benefits are average or above average, it is not the intent of the consultants to make that determination. The various contracts are negotiated contracts between the City and the bargaining unit, and generally, the consultants do not address or tend to negotiate various sections of the collective bargaining unit contract. However, with the continued increase in the cost of medical, dental and vision insurance, it would seem reasonable, given the financial constraints of the City, that the present language of not passing on future premium increases and the lack of various co-payments should be paramount to review and discussion on future language to address these issues. In addition, the City has never entertained

the prospect of hiring part-time police officers that could result in supplementing the police force to not only provide a cost savings, if instituted properly, but also can have an effect on the safety of the officers, given the manning requirements that presently exist. This would be an issue of collective bargaining and will be outlined next in this report.

Because of the financial constraints facing the City, these are just a couple of issues that the City and the union needs to be seriously discussed in negotiations before there may be a need to down-size needed staffing in all operations of the City, including public safety and the compliment of the police department. It is a simple fact that if the City is going to face these anticipated shortfalls in the future; everyone must compromise financially, if the City is to maintain the service levels necessary to continue to provide a sustainable community for its citizens.

## **PART-TIME POLICE OFFICERS**

While some feel there are positives and negatives in employing part-time officers, there are many areas that cannot be disputed. Part-time police officers are required to be certified and maintain updated certifications, the same as any full-time police officer. In addition, if utilized properly, they can effectively supplement the full-time police force in recognition of the safety of the officers and providing cost saving measures, especially when there are apparent fiscal constraints being experienced by the City. Given the fact that the City has a manning requirement of two officers on a shift, and as explained earlier, provides no flexibility, for call offs and other various reasons for overtime, the question is “How can the full-time complement of police officers continue to function properly,” given that the increased hours of work that are required to “fill” a shift for some reason, when another officer may not be available for duty. Part-time police officers can fill that void. In addition, if part-time police officers are utilized properly, they can help in decrease the cost of police services that may be necessary to maintain the level of police service now being provided by the City.

Part-time police officers should be generally employed to reduce overtime by exclusively being utilized when a scheduled full-time police officer calls off or is off for various reasons. Any other use of part-time officers, such as adding them to shift would be counter-productive and defeat the purpose of the effectiveness of hiring part-time police officers. If the part-time officers are

employed and trained properly, to provide the level of police service that is expected in the City, they can be an additional asset.

It is understood that all police officers in a third class City are required to be hired under civil service and this would include part-time police officers. The Civil Service Rules would have to be amended to reflect this change and the merit selection process to be implemented.

In addition, it is understood that the issue of hiring part-time police officers a bargaining agreement issue. It would be hoped that the City and the union would see the benefit of taking this action for the sustainability of the police department and the public safety of the officers and citizens.

Some of the effective language/uses of part-time police officers, recommended by the consultants, are outlined below:

- **Unscheduled overtime:** Shall first be awarded to part-time officers – if the part-time officer list is exhausted, the shift shall be filled by full-time officers in a manner described in the current CBA.
- **Sick leave or injury shifts** shall first be awarded to part-time police officers – if the part-time officer list is exhausted, the shift shall be filled by full-time officers in a manner described in the current CBA.
- **Part-time police officers** shall fill open shifts caused by vacations.
- **The City** shall maintain the two (2) police officer on a shift, in compliance with the manning requirement and a third officer (part-time) shall be employed only in an emergency situation and approved by the Chief of Police.

## RECOMMENDATIONS:

- *The City adjust the line item budget format creating line items for all direct and indirect costs (Personnel, Vehicles and Equipment and facilities) as outlined on Chart 7 on Page 24.*
- *The police chief should become an integral part of the budgeting process from the development of the police budget to the management and responsibility for the police budget throughout the year.*
- *Police and Clerical Staff: A complete assessment of the duties of the two police clerks should be taken and job descriptions should be established. The City should explore the discontinuance of any emergency or non-emergency calls to the police department, walk-ins, etc. The police clerk's primary responsibilities should be to work on police operation issues only. They should also be employed to assist the police chief in administrative issues to allow*

*the police chief time to perform the essential duties of supervising the police department in developing job descriptions, evaluations, etc., and other management tools that are necessary to effectively and efficiently manage the police department. Consideration should be given to exclusively using the “button” outside the police office for emergency issues of citizens that would put them in direct verbal communication with the Erie County 911 Dispatch Center. All the emergency calls should be routed to the County 911 Center through a voice activated system that transfers emergency calls directly to the County Dispatch Center. The County 911 number should be the exclusive emergency phone number for the citizens of the City of Corry. Once the MDTs are operational, which should be a priority, the clerks should not be employed to enter officer’s offense reports and other duties police officers can perform on their own. Once this is accomplished, and the above recommendations are implemented, the City should review the duties of the clerks and make a decision whether two clerks are necessary. Given the size of the police department, 10 full-time officers, it would be hard to find other police departments that employ two full-time police clerks. The only issue that may have to be addressed is the monitoring of the prisoners while in the local police office lock-up. An alternative could be training and employing part-time “cell watchers,” a concept that is used by the Mercer Council of Governments.*

*Comment: The discontinuance of many of the so called “traditional” services in cities have been eliminated in many, if not most small cities, in Pennsylvania and the result proved beneficial.*

- *Police Contract: Realizing that the issues of collective bargaining are a matter for the City and the union to resolve, there should be sincere discussions on including future increases in insurance payments to be reimbursed by the police officers and the issue of co-pays should be explored and consideration should be given to develop a co-pay provision for the officers.*
- *Police Contract - Part-time Police: Again, realizing the issue of hiring part-time police officers is an issue of collective bargaining, both parties should also give serious consideration to instituting the hiring of part-time police officers to supplement the full-time police force in recognition of the safety of the officers and the fiscal constraints being experienced by the City. The hiring of part-time police, in regards to the budget constraints, should be to reduce overtime by exclusively being scheduled when a full-time officer “calls off” or is off for any reason. Thus, part-time officers would be given first choice for overtime before any full-time officer is “called out.”*
- *While the consultants did not do an in depth analysis of the sick leave usage of the police department and cannot pass judgment on whether certain officers are taking advantage of their sick leave usage, the City should continuously monitor sick leave usage and where abuse may be happening, corrective action should be taken.*

*Commentary: The consultants are well aware of municipal police departments and their officers, that have failed to address the future financial concerns of their municipality, in a timely manner, and today are operating with a less than needed police force and have their salaries and benefits frozen or decreased due to lack of funds. Also, in many cases, not addressing the future financial concerns of the fiscal constraints has resulted in the disbanding of the local police service in favor of the Pennsylvania State Police.*

## **AGENCY EFFECTIVENESS IN FIELD OPERATIONS**

Police departments are created to provide services directed toward the achievement of public goals. The effectiveness of a police department is measured by its ability to achieve these public objectives. Most citizens of the community probably look upon the relative feeling of safety that exists among the residents of the community as one of the primary objectives of the police. Citizens of the community see that sense of security threatened everyday by the increasing violence in our cities and the gradual spread of that violence to suburban areas.

The ability to measure the effectiveness of the police department becomes more and more of an issue. The crime rate, the ability of the police to respond in a timely fashion and their ability to solve crime once it comes to their attention are the best measures of police effectiveness. Two other factors are also of interest, the level of other services demanded by the elected officials and/or the citizens of the community, and the department's ability to respond effectively to emergency situations and disasters.

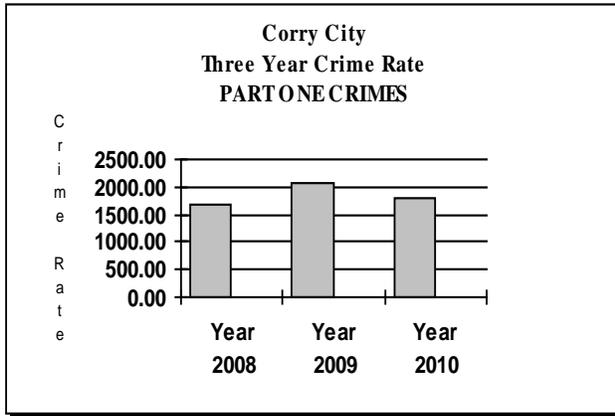
The most utilized measurement of police effectiveness is the Uniform Crime Report (UCR). This national standard for measuring crime in the United States has been in place since 1930. The UCR is regulated by the Federal Bureau of Investigation (FBI). Municipal police agencies submit specific information monthly to the Pennsylvania State Police (PSP). The information is then recorded by the State Police and subsequently forwarded to the FBI.

The crime rate of a community is based upon the number of "Part One" crimes or serious offenses (criminal homicide, forcible rape, robbery, aggravated assault, burglary, larceny/theft, motor vehicle theft, and arson), reported to the police as it relates to population. There are eighteen additional crime classifications of crime that are known as "Part Two" offenses. Most municipal police departments submit these statistics on a monthly basis. The City of Corry Police Department has been submitting UCR's for some time. By using the Uniform Crime Report for 2010 it can be determined that the crime rate in the City for Part 1 Crimes was 1,800.66 per 100,000 population. In 2009 the crime rate was 2,053.39. In 2008 it was 1,690.10. As you can see from Graph #1A, using the same consistent population estimates by the 2010 census of 6,331 you can see there is some fluctuation in the crime rate for the City.

**Crime Rate Statistics**

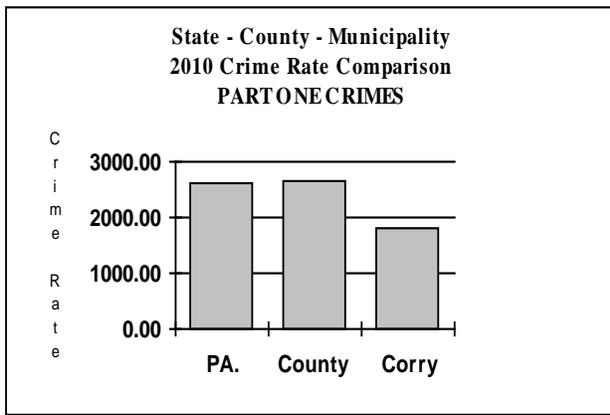
Source: PA Uniform Crime Report

**Graph #1A**



Year	Population	Part 1 Crimes	Crime Rate
2008	6,331	107	1,690.10
2009	6,331	130	2,053.39
2010	6,331	114	1,800.66

**Graph #1B**



Municipality	Population	Part 1 Crimes	Crime Rate
Pennsylvania	12,335,091	325,743	2,616.9
Erie County	278,759	7,357	2.639/2
City of Corry	6,331	114	1,800.7

In order to compare the crime rates of communities of varying sizes (population) the following formula is used. The base population figure of 100,000 is divided by the community's population. The results are then multiplied by the number of "Part One" offenses reported in that year. This figure is the crime rate for that community.

The crime rate year used for comparison will be 2010. The City of Corry's crime rate for the year 2010, as stated above was 1,800.66 part one crimes per 100,000 population. City of Corry's crime rate is below the crime rate for the State of Pennsylvania at 2,602.96 and below that of Erie County at 2,639.20. (See Graph #1B above).

In using the crime rate, it must be noted that these are only crimes reported and reflect only a fraction of the crimes committed. Additionally, these crime statistics result from numerous and various conditions over which the police have little or no control including the incidence of poverty in the community, age demographics, unemployment, and the effectiveness of courts and correctional programs, to name a few.

Another important aspect of a department's efficiency is its clearance rate for reported activity. In most departments the clearance rate is directly related to the investigative unit of the police. Currently, in City of Corry there are no officers assigned as full time investigators. Follow-up investigations are left up to the individual officers as supervised by the police chief and lieutenant.

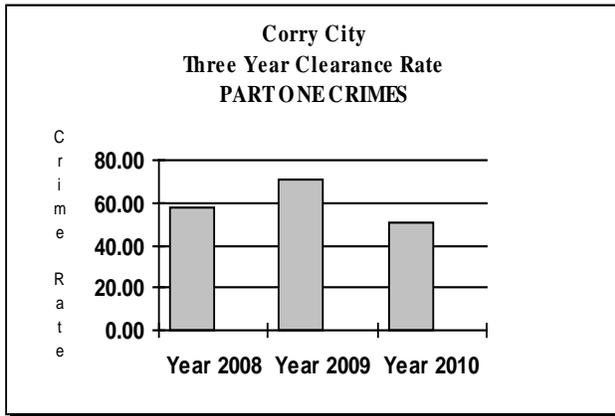
All reports are reviewed by the police chief and he determines which officer will be assigned to follow-up on the case or if it needs to be referred to another agency either in the county or state police bureau. A crime is considered "clear" if there is an actual arrest made, or positive identification has been made of the person or persons who committed the crime but the police were unable to make an arrest. Nationally it is estimated that between 20% and 25% of Part One Offenses are cleared by police. Part Two Offenses, because of their very nature, such as Driving Under the Influence (DUI), when the call is answered the arrest is made and the offense is cleared. Therefore, Part Two Offenses are cleared nationally at a rate of approximately 60%. The three year clearance statistics for the City of Corry Police Department shows an extraordinarily high percentage for Part One Offenses. In 2008 clearance rate for Part One crimes was 57.9%. It

then increases to 70.8% in 2009 and then decreases to 50.07% in 2010.

As stated earlier, on the average, less than one in four serious crimes (Part One) reported to police departments are cleared or solved. Therefore, if a police department maintains a clearance rate of twenty to twenty-five percent, it can be concluded that the department is doing as well as most police departments. On the other hand, if clearance percentages are to one extreme or the other, it may not be a reflection of police efficiency. Caution must be exercised when excessively high or low serious crime clearance percentages are recorded. This is often caused by improper procedures in reporting and recording UCR crime statistics by the police. Graphs #1C and #1D show the Clearance Rate for Part One Crimes of the City of Corry Police Department for three years as well as a one year (2009) comparison with the State and Erie County.

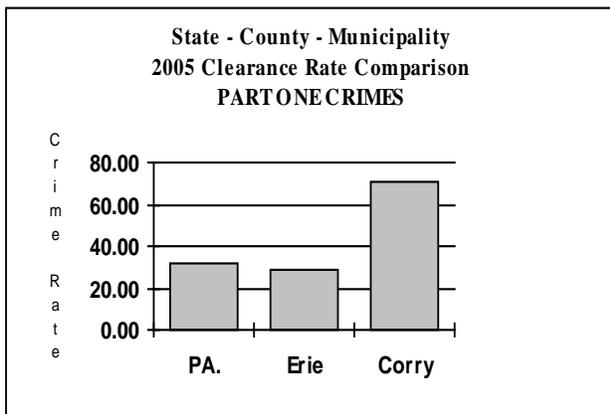
**Clearance Rate Statistics**

Source: PA. Uniform Crime Report



**Graph #1C**

Year	Pop	Part 1 Crimes	Clearance Rate
2008	6,331	107	57.9%
2009	6,331	130	70.8%
2010	6,331	114	50.7%



**Graph #1D**

Municipality	Population	Part 1 Crimes	Clearance Rate
Pennsylvania	12,335,091	325,743	31.3%
Erie County	278,759	7,357	28.2%
City of Corry	6,331	130	70.8%

The public's attitude concerning the effectiveness of the police agency is another means of measuring the agencies efficiency. This can be accomplished by reviewing the records of citizen complaints and letters of commendations resulting from contacts with the police. Citizen complaints should never be ignored, nor should letters commending an officer for his actions.

There is nothing in the City of Corry Police Departments Policy and Procedure Manual that deals with citizen complaints against police officers. Although Department Policy: Standards of Conduct, Section IV. 5 a – c, deals with “Conduct Toward the Public.” there should be a detailed policy for the police department to receive and deal with complaints for violating these rules. The procedures established should be in written form and should assure that complaints of police misconduct or poor performance be accepted without fear of reprisal or harassment. Persons making complaints should be assured that the complaint will be investigated and that they will be advised of the outcome or disposition.

Policies will be dealt with in detail in another section of this report. However, the Chief of Police will be provided a sample policy that should assist in drafting a citizen complaint procedure for the department.

## RECOMMENDATIONS:

- *It is recommended that an expanded policy on Citizen Complaint Reviews be drafted. Any discussions that the Chief of Police or authorized officer has with an officer regarding an infraction should be documented at least as a counseling session to maintain records of supervision.*
- *It is recommended that the police force full-time personnel remain at the current level as stated earlier with a complement of part-time officers that can fill in when the need arises. This will maintain twenty-four hour coverage with two officers per shift should the elected officials continue to desire that coverage.*
- *It is recommended that patrol officers continue to follow-up on investigations as supervised by the Chief of Police.*

## **POLICY DEVELOPMENT**

The City of Corry Police Department has a Policy and Procedure's Manual. There is no documentation as to when or if it was officially adopted by the City Council. The entire manual was read and reviewed and any recommendations will be presented later in this section.

The basic idea underlying the drafting of a manual is to provide guidance and direction to employees of the organization. It assures that the goals and objectives of the community and the police department are clearly defined and understood and that procedures dealing with police problems will be consistently applied. Employees must know what is and is not acceptable behavior before they can be held accountable for their actions, otherwise discipline cannot be properly administered.

The passage of a new law or a recently rendered court decision can necessitate the revision of policies procedures, rules or regulations. This ever-changing environment mandates that procedures should also be developed that require an annual review of policies, procedures, rules, and regulations in an effort to stay current.

The structure of the manual should follow a logical sequence. The sequence should include a mission statement, table of contents, the organizational structure, job descriptions of those individuals the policies are drafted to assist, chain of command, rules of conduct and policy and procedure.

Policy provides generalized direction or a goal which is being sought. Procedures are step by step guidelines or a course of action that provides more specific direction on how to achieve compliance with policy. Policy and procedure complement one another.

The elected officials and the Chief of Police have the responsibility of formulating policy, rules of conduct, and procedures which are consistent with the intent of the governing body. Policies, rules of conduct, and procedures which do not exist or are not clearly written are often misinterpreted, easily forgotten and unenforceable or may permit actions which are improper.

Although the responsibility of developing policy and rules of conduct usually falls upon the police chief, a more effective process would be to include elected officials, the Chief of Police and the officers. This can be accomplished through the formation of a "Labor Management

Committee.” *(The additional benefits of a “Labor Management Committee” will be discussed later in this report.)*

The main focus of this section will be to look at the General Policy Manual of the City of Corry Police Department. By looking at the structure of the current set of rules and regulations, there are some additions that may be included.

The manual contains a table of contents but no page numbers to navigate to the particular policy. This is due to the fact that the manual is not really structured as a manual, but basically just a compilation of separate policies.

There is no “Mission Statement” in the manual. It is critical that all members understand and support the agency’s mission. The mission of the organization provides the legitimate basis to exist and forms the basis upon which the professional ethics, rules, regulations, operating policies, procedures, and practices of the agency rests. The mission is functionally defined by the powers established by legislated authority as well as the demands the public makes upon the organization for services. Defining the mission is the direct and ultimate responsibility of the administration and is an interpretation of public demands and the delivery of expected services.

It is the responsibility of the municipality to provide its employees with current, clearly defined job descriptions. The job descriptions should accurately define the job tasks and responsibilities for each position. When both the employer and employee have a clear understanding of what is expected the job performance of any position can be addressed. There are no job descriptions in the manual. Consultants will supply the police department with a job description for the different positions including the police clerks. These job descriptions are American Disabilities Act (ADA) compliant.

The bulk of a manual should address the policies and procedures that dictate the major concerns, in detail, of how officers are to respond to specific work situations.

Every municipality seeks to protect itself by purchasing liability insurance. Insurance carriers require that certain policies exist covering specific issues. The following list was developed after reviewing insurance applications from four other liability carriers. There are specific policies that are commonly requested and are include for the possible use by the police department.

- Use of non-deadly force
- Use of deadly force
- Domestic Violence
- Aids or Communicable Diseases
- Citizen Complaint Review
- Off duty conduct & powers of arrest
- Post shooting procedures
- Transportation of prisoners
- Evidence Control
- Emergency vehicle warning devices
- Secondary employment
- Sexual Harassment/Harassment and Discrimination in the Workplace
- Vehicle Pursuit

The current manual contains detailed policies on Use of Force, Domestic Violence, Evidence Control, Harassment & Discrimination in the Workplace, Off Duty Conduct: Powers of Arrest, Secondary Employment, Transport of Prisoners, and Vehicle Pursuit. There are a number of policies that are missing from the above list and the current ones are in need of updating to include some of the following information:

- The Crime Bill of 1994 also affects the content of domestic violence policies and the handling of domestic violence incidents. Specifically, it makes it a violation of federal law for the individual who is the subject of a court issued PFA to possess, purchase or carry a firearm. The unique problem is this, “What if one of your officers becomes the subject of a court ordered PFA?” Both of these issues need to be addressed in a domestic violence policy.
- Changes in handling of juveniles - A variety of laws have been passed in 1996 specifically dealing with changes in the handling of juveniles. These new laws permit law enforcement officers to fingerprint juvenile offenders for a wider range of offenses, and permits departments to share juvenile information more readily with other law

enforcement agencies. The Section in existence is primarily concerned with how juveniles are held while in custody.

- Zero Tolerance Law - Passed in July of 1996 - This new law has affected three different sections of the motor vehicle code relating to minors (anyone under the age of 21 years) who operate vehicles with alcohol in their system. This law permits the arrest of a minor for drunk driving when is blood alcohol is 0.02 or higher.
- On September 30, 1996 President Clinton signed the Omnibus Appropriations Bill (H.R. 4278). Section 658 bans individuals convicted of most criminal acts, involving domestic violence, from owning or possessing a firearm. This law makes no provision for applying this ban only to convictions after September 30, 1996. Law enforcement officers are specifically **not exempted** from this prohibition. This section can have serious implications on current personnel who have a previous conviction relating to domestic violence. The department should also carefully screen all new applicants for any such convictions.

It must be noted that the above list of policies is not meant to be all encompassing and are not the only policies that are needed to administer a police department. Additionally, the list may vary depending on the type of liability insurance and the coverage the municipality desires. The City of Corry Police Department policy manual does have quite a few additional policies that are well written to address a lot of these issues.

In completing the task of generating policies and procedures, there are a number of things that must be kept in mind. Any policy, procedure, rule or regulation must have three central characteristics. If these characteristics do not exist in the policy, procedure, rule or regulation it will be useless and subsequently abandoned at every level of the organization.

- 1 It must be reasonable.
- 2 It must be based on a need to insure group effort and discipline.
- 3 The goals that the policy was developed to address, must be achievable by conformance to the rule.

Once the appropriate materials are drafted, they should be reviewed by council and department personnel for any problem areas which might have gone unseen. Feedback should be encouraged and serious consideration should be given to any comments submitted. When the

final draft is prepared it should be submitted to the municipality's solicitor for review and finally presented to council for approval.

Upon approval the process does not end. The municipality is obligated to provide its employees some instruction relating to this document. Furnishing this manual to department personnel and expecting them to read it on their own is a mistake. This error will become evident when an employee is held accountable for some violation of the manual and he fights whatever action is taken, because he was not given instruction or training on its contents.

Again, the current manual appears to be just a group of policies and procedures put into a binder. It does not contain any rules for the officers to follow.

The following recommendations are by no means a criticism on its content or its drafting procedures.

Policies, Procedures and Rules are all very separate forms of written directives. Some use them interchangeably. But they are very distinct.

- A **policy** is a broad term to guide employees. It sets limits of discretion and guides the organization toward achieving its "Mission" and reflects an overall plan for the department. In short it is a "guide to thinking".
- A **procedure** is a way of proceeding. It is a routine to achieve an objective. It gives employees an expected method of operation. "It is a guide to action."
- A **rule** directs the specific actions of police officers. Rules significantly reduce or eliminate discretion by specifically stating what must or must not be done. Rules are inflexible and no deviations or exceptions are permitted.

The current manual does not contain any rules nor does it contain a range of discipline that can be expected if rules are violated.

The International Association of Chiefs of Police (IACP) Model Policy Center has drafted a total of one hundred and five policies. It is recommended that the City of Corry Police Department join this program. All one hundred and five policies can be purchased from the IACP for approximately one hundred fifty-dollars.

However, as stated earlier, should the police department be in **immediate** need of model policies to update their manual, the consultants will supply two different manuals that can be used as guidelines.

**RECOMMENDATIONS:**

- *The proposed manual should be reviewed to include the additional policies as outlined above.*
- *A Labor-Management Committee, made up of the individuals, identified in this report, should be named and formed to accomplish the revision process to include the development of a mission statement and job descriptions.*
- *The manual once finished should be adopted and approved by the governing body.*
- *The police department should join the IACP Model Policy Program.*

## **ADMINISTRATIVE, TECHNICAL AND SUPPORT SERVICES**

Since patrol is the oldest of police services and is the focal point of all police activities, it then follows that all other police services should be supportive of or supplemental to these operations.

### **MANAGEMENT INFORMATION**

A reporting system whether manual or automated serves as the memory of the department and must be considered a critical function. The heart of the reporting system consists of a "Officer's Daily Log", "Offense Report", "Supplemental Investigation Report", "Field Notes", "Adult Arrest Report", "DUI Arrest Report" and "Juvenile Arrest Report". Additional reports exist and are incident specific, for example the "Stolen Motor Vehicle Report", "Recovered Property Report", "Police Report Requests" etc.

The City of Corry Police Department is dispatched by Erie County 911 Emergency Center where they receive their initial calls for service.

The department uses the VISUAL ALERT Police Reporting System for completion and submission of their reports. The City of Corry Police Department utilizes three main paper reports to document their police data. There is the "Offense Report", the "Incident Memo" and "Shift Activity Report". These are all completed by the officer handwriting the information and then submitting them to one of the police clerks to enter into the computer data system.

This is an unusual system of record keeping and is not done by many police departments. Most departments, this size, have the officers enter their information directly into the records management system. This would necessitate the officers coming back to the office on a staggered basis and utilizing the in house computers to enter their reports.

It is the understanding of the consultant that Erie County 911 dispatch center has the necessary equipment and database software for mobile data management where computers can be installed in all of the patrol vehicles.

This would be a major benefit to the City of Corry Police Department. It would give the officers the ability to directly input their data into the system thus eliminating the possibility for interpretation errors. It would also keep the officers out on the street in the patrol cars where

they can enter their data directly. Additionally it would be the beginning of a technological process where officers could request and receive “real time” information regarding driving records, wanted information, criminal history information etc. This “real time” information would definitely be an added safety factor for the officers on the street. This could also have the future benefit of consideration of eliminating a police clerk position, as outlined earlier in this report, since the officers would directly input their own reports.

The consultant understands that both elected officials as well as police department management are well aware of this need and have been consistently dealing with the Erie Dispatch Center to expedite the implication of mobile data terminals for the patrol vehicles.

*RECOMMENDATION:*

- *It is recommended that the mobile data terminal program be a high priority for implementation for the City of Corry Police Department.*
- *Until the mobile data terminal program becomes effective, officers should start inputting their own reports by staggering their time in the station when utilizing the office computer system.*

## **POLICE PERSONNEL MANAGEMENT**

There are several areas of police administration with which the elected officials should be concerned. Due to the cost associated with supporting the police employee (salary, fringe benefits, pensions and insurance), discussed earlier in this report, the elected officials must feel confident that the persons selected for police positions are the best available. Once on board, employees should be prepared for police work through exposure to appropriate training and on-the-job experience. In summary, the police employee should be made to feel that they are part of the police team and the community, very much involved in performing the functions that make the community a better and safer place in which to live.

### **CIVIL SERVICE PROVISIONS**

Any discussion of personnel management starts with hiring procedures, promotion and an appeal process for disciplinary actions. The Third Class City Code, sections 4401 through 4407, governs the procedures in addressing the hiring, promotion, and disciplinary proceedings for Civil Service Police Officers. The City of Corry is required to hire all sworn police officers under the Civil Service provisions of the code.

The consultants requested a copy of the civil service rules and regulations, but apparently one does not exist. This can be a major liability issue for the City as Pennsylvania Appellate Courts have been very consistent in their holdings that legal hiring must be in “strict compliance” with the civil service provisions of the code and that “substantial compliance” is not sufficient. Generally, what this means is that if the appointment of a police officer does not strictly adhere to the civil service provisions of the code, the appointment is void. This is true, as attested by court decisions, even if much time has elapsed from the original illegal appointment.

Section 4401 (Examination Required of All Appointees) of the Third Class City Code states in part “No person or persons may be appointed to any position whatever in the police department.....without first having passed all the examinations hereinafter provided for,

and having been appointed in the manner and according to the terms and provisions and conditions of this article.”

Section 4401 (Rules and Regulations: Examinations further states the following:

Each of said boards shall prepare and adopt such rules and regulations to cover the selection and appointment of all persons as hereinbefore provided, to be hereafter employed or appointed in said cities, as in the judgment of said boards shall be best adapted to securing the best service for the public. Such rules and regulations shall provide for ascertaining and determining, so far as possible, the physical qualifications, habits, reputation, standing, experience and education of all applicants for such positions, respectively; and they shall provide for examinations upon any and all subjects deemed proper or necessary by said boards for the purpose of determining their qualifications for the position sought and applied for.

Simply put, the civil service commission is required, by law, to develop the rules, regulations and procedures that are to be followed for the examinations of applicants for positions and promotions. Once adopted and/or amended by the civil service commission, they are then submitted to the mayor and City council for ratification. In addition, these rules and regulations should be a public document and be made available to anyone who wants to know what the police hiring and promotional procedure entails.

Additional, the Third Class City Code provides for a due process procedure for those officers disciplined or discharged. However, the collective bargaining agreement provides an arbitration procedure. Courts have determined that a police officer should have one option to address any disciplinary proceeding and not two that may be interpreted. The police bargaining agreement indicates that the grievance/disciplinary process shall be administered through the arbitration process, and not the civil service process, as outlined in the collective bargaining agreement.

## **POLICE APPLICATIONS**

The City provided the consultants with a copy of the police application. The application form does not appear to be in violation of the American's with Disability Act or other discriminatory acts. The application includes the physical fitness requirements, release of information waiver, and the essential functions/duties of a police officer.

## **PERFORMANCE EVALUATIONS**

Being aware of the output of police employees, from the standpoint of both quantity and quality, is an important aspect of administering the police department. It is as important to the municipality as it is to the individual police officer. If properly established with specific and clearly defined objectives, a formal performance evaluation system serves to maintain a consistent performance standard for the department. It should not only address the weaknesses of the employee's performance, but also the strengths.

Presently, the City of Corry Police Department does not have a performance evaluation process in effect. The police chief indicated that the officers are observed on a daily basis and if there are issues, they are addressed. While this may suffice, to a certain degree, it does not provide a formal method of measuring a police officer's performance. Simply knowing how well an officer performs should not be the sole intent of evaluating performance. There are many benefits to conducting a formal performance evaluation process that include identifying training needs and deficiencies, strengths and weaknesses and provide a permanent record of each officer's development from the time of appointment throughout their law enforcement career. Developing a formal evaluation system will result in the adoption of a procedure that is usually understood and accepted.

In order for the police chief to develop and maintain a formal evaluation system, time is required. Given the manning requirement and the fact that the police chief also acts as a patrolman, it is questionable whether there is time to effectively maintain a formal evaluation process without consideration of re-aligning the police clerical staff as outlined earlier in this report.

## **LABOR MANAGEMENT COMMITTEE**

As indicated earlier in this report, the formation of “Labor Management Committee” can be a capable vehicle to address the writing of the operational policies and procedures. Additional benefits may be derived from this combined effort. A “Labor Management Committee” may serve to improve the relationship among the municipality, administration and the bargaining unit. If this committee is properly established and functions effectively it will provide the best avenue to improve productivity, increase morale, reduce grievances and improve the overall environment within the working unit. This can be established by scheduling periodical meeting throughout the year to strengthen communications by providing meaningful discussions on specific issues facing the City and the police department. It should not be a “gripe” session, but legitimate discussions of concern facing the City and the police officers.

## **PERSONNEL RECORDS**

The maintaining of personnel files is governed by the Pennsylvania law “*The Pennsylvania Personnel File Inspection Law.*” Generally, the law outlines those records that should be in a personnel file and those records that are prohibited. Prohibited records include records relating to investigations; letters of reference documents that are dealing with civil criminal or grievance procedures, including internal investigation materials; information available to employees under the Fair Credit Reporting Act. In addition, medical records must be kept in a separate file that is kept either in a locked cabinet or some other place with limited employee access.

Personnel file contents should include the following:

1. Any application for employment
2. Wage and salary information
3. Notices of commendations
4. Warnings or discipline
5. Authorization for deduction for withholding of pay
6. Fringe benefits information

7. Employment history including salary history, job title, dates of changes, retirement records, attendance records, and performance evaluations

Prohibited contents include:

1. Records relating to the investigation of a possible criminal offense
2. Letters of reference
3. Documents which are being developed or prepared for use in civil, criminal or grievance procedures including internal investigation matters
4. Medical records (Under ADA and HIPPA, employers must keep an employees medical records in a separate file that is kept either in a locked cabinet or some other place with limited employee access
5. Information available to employees under the Fair Credit Reporting Act

Although personnel files are deemed confidential, it is important to note that most of them are subject to the public records laws of the state and do have the potential for review by others under those laws. The exception to most of these public record reviews is information regarding medical records. If this information is kept in a separate folder, then in most cases, it may not be subject to public review as easily. Because of the above laws, it is important that all employees know that they are permitted by law to review their personnel file. Access should be obtained by written request. Employees should also be permitted to enter objections or explanations to any items (disciplinary actions, reprimands, etc.) contained in their file.

While the consultants did not conduct a review of the police personnel records, the City administrator did indicate that the borough maintains separate personnel records, separating those documents that are prohibited from the general personnel records. These records should be reviewed from time to time to assure the compliance with the "*Pennsylvania Personnel File Inspection Law.*"

## **TRAINING**

Police responsibilities are constantly changing. New laws governing the rules of criminal procedure, vehicles and traffic and criminal laws of the state and nation are provided on a continuing basis. Supreme Court Rulings can drastically affect the manner in which the police department performs. In addition, the issues of training or lack of training can also present an issue of liability, for the police department, if adequate training has not been provided to the police officers.

The only method available to keep the officer abreast of new developments in procedures, laws and court opinions, as well as replenish basic police knowledge, is through a well designed and regular training program.

Every Police Department receives the Municipal Police Officers Training and Education Committee (MPOTEC) monthly newsletter. These newsletters contain vital information regarding decisions the commission has made which affects all municipal police departments in Pennsylvania. These newsletters contain information on the number of hours and content of re-certification training, grants that have been awarded by the commission for training and recommendations as to the procedures that should be followed in hiring police officers, etc.

The Municipal Police Officers Training and Education Committee (MPOTEC) have strongly recommended that the following activities be included in the testing procedures for all sworn police officers:

1. An employment application (The application must conform to the standards of the Americans with Disabilities Act. The application should also include the essential functions of the job, a job description of the position being tested for, that also conforms to ADA.
2. A written test
3. An agility test (job related)
4. Oral Interviews

The following items are not suggested but mandated prior to hiring a police officer:

5. Background investigation
6. Physical examination
7. Psychological examination

In keeping with the MPOETC guidelines, once a candidate has successfully completed the first five parts of the hiring process as outlined above, a “Conditional Offer of Employment” should be offered. *(Comment: These very recommendations are also a part of the civil service merit selection hiring process that should be outlined in the City’s civil service rules and regulations).*

Act 120, the Mandatory Training Act, requires that municipal police officers receive a specific amount of training prior to being permitted to enforce the law in the Commonwealth of Pennsylvania. The Act mandates that a standard number of hours of training must be completed in order to be eligible for state certification. This training provides the recruit with knowledge of

the Pennsylvania Crimes Code, Criminal Procedures, Vehicle Code and some basic skills. In addition, the Act also requires annual recertification. Each year the Municipal Police Officer's Training and Education Commission, the governing body of the Act, specifies the number of hours and the course content that will make up the annual recertification training.

State recertification also requires annual firearms qualification and maintenance of current certification in CPR and First-Aid. The responsibility for conforming to these three requirements falls on the municipality. Failure to comply with any of these standards can result in the officer losing his police powers.

In his 2010 annual report the police chief indicated that the officer's attended the state mandated Act 120 Training, CPR and Firearms Training. The K-9 Officers and K-9 Zeus participated in monthly training and were state certified in narcotics detection, search and aggression control. Two officers assigned to the County SERT Team attended monthly training and officers, not including the K-9 Team and CERT officers, received a total of 196 hours of mandated and non-mandated training.

The police chief did indicate that there was an opportunity for "cost free" on-site training, a week in duration, but due to "manning requirement" the cost of overtime would have made it cost prohibitive.

As is the case in many small police departments, the training budget is minimal. It basically covers the mandatory training for the year with a few other training options available. Because of the current budget format, explained earlier, the consultants were not able to obtain the training costs for the police department.

The Borough does not presently have a Field Training Program. A Formal Field Training Program is one of the most important aspects that a department can offer new employees. Not only will this give the new officers a better feeling of confidence and professionalism, it could also act as deterrence for future liability suits. Presently the police chief and assistant chief monitor the activities of newly hired police officers, but no formal Field Training Program is in existence.

Upward mobility in small police departments is very limited, and other than personal satisfaction, there is little if any incentive for the individual to excel. The police department must

find ways to respond to these issues. An employee recognition program is one way to acknowledge an employee who performs exceptionally well, has perfect attendance or performs an outstanding or heroic act. An employee recognition program does not necessarily have to be a function of the department. Many departments have successfully recruited a community organization to promote such a program.

Every employee has career goals and aspirations. The administrator who takes the time to determine the goals and aspirations of his employees may find it very beneficial to both the employees and the organization by responding with training which will assist the employees in achieving their goals. As an additional incentive in this area, the community could offer some degree of tuition reimbursement for successful completion of course work directed at a degree in law enforcement. The positive benefits derived from such programs will outweigh their cost.

Law enforcement is an ever changing profession. Programs of continuing education are a necessity to keep apprised of the newest techniques and changes that are occurring in the police profession.

Education, coupled with training, leads to a well rounded professional. Training budgets are usually quite limited for most police departments. Unfortunately, as in most municipalities, training tends to be one of the places that take the most budget cuts.

Even though there is a definite cost for training, alternatives do exist. Grants are occasionally available through the MPOETC. The International Association of Chiefs of Police (I.A.C.P.) has developed a program in conjunction with some of America's major corporations entitled "Operation Bootstrap". Under this program, any course offered by participating corporations is available to law enforcement for a minimum fee of fifty dollars (\$50.00). The Department is responsible for paying for traveling, overnight accommodations and meals. Penn State University offers two supervisory programs; Police Officer Supervisory Institute Training (P.O.S.I.T.) and Police Executive Training (P.O.L.E.X.). These two programs, although not cheap, many times are funded by grants which reduce costs. Many training facilities offer either discounted tuition or free tuition to agencies that host their seminars. Alternatives do exist but it is important to note that researching, applying for grants, scheduling or arranging the training will take up valuable time of the police chief.

Currently, as indicated by the police chief no police officers have completed the P.O.S.I.T training or the P.O.L.E.X. training. However, the police chief did indicate that he and others have attended other management training.

Unfortunately, many elected officials see training as a luxury cost, when in fact, the lack of it can be a major liability for the municipality. Realizing that cost constraints can dictate what training is provided, the City should develop a training needs program and gradually address the training needs of the department.

In discussion with the police chief, he outlined various training that he and the officers have attended, although there is no formal plan to address a defined training plan. The chief did stress that the City does not send police officers to training, when it is available, because of the constraints of the budget.

## RECOMMENDATIONS:

- *The City start the process of establishing civil service rules regulation, first with determining the members of the civil service commission and if their appointments are still valid. Second, have the civil service commission start the process of writing civil service rules and regulations to be in compliance with the law.*
- *The department should complete and adopt a professional performance evaluation policy.*
- *Form a “Labor Management Committee” to improve the relations between the police chief, the mayor, and the bargaining unit or others that may be appropriate. Schedule periodical meetings throughout the year to strengthen communications by providing meaningful discussions on specific issues facing the City and the police department.*
- *Review “The Pennsylvania File Protection Law” to assure that each officer has a set of folders with at least the above categories on the folders and the appropriate information filed in those folders.*
- *Develop a formal training program/plan, including a “Field Training Officer Program” and gradually provide the needed training outlined in the plan.*

## **INTERGOVERNMENTAL COOPERATION**

The City of Corry, like many other municipalities in the Commonwealth, is painfully aware of the rising costs associated in providing basic services to its citizens. Based on the police budget data presented in this report, that reflects the shrinking tax base, the City is well aware of the ever increasing costs associated with providing police services.

There are many opportunities for local government police departments to not only save money, but to also provide an equal or better level of police protection to the citizens of the community. In many cases, without really knowing it, municipal police departments work together to save money on a daily basis, through cooperative efforts. This results in making individual municipalities a safer place in which to live, primarily at a level that would not be possible for any one municipality on its own.

Listed below are some of those intergovernmental cooperative efforts that the City presently is involved in or should strongly consider exploring. These efforts can provide a cost savings and achieve a higher level of police protection services than it could provide on its own.

- **Mutual Aid Agreements:** The police chief indicated that the City has no mutual aid agreements on file except with the Erie County District Attorney's Drug Task Force. Mutual aid is a necessary tool for police officers, in neighboring police departments and other police response agencies who consistently assist each other as "back-up" and other incidents that require additional police manpower or special response requirements. This is common practice and is necessary to address the many types of incidents where the City may be assisting other police agencies and where other agencies may be assisting the City of Corry Police Department. Properly written mutual aid agreements are necessary, not only to help protect the police department and the police officer in a time of need but, a liability issue that may result in not having current written mutual aid agreements.

- **County-wide 911 System:** The City is part of an enhanced Erie County 911 system that is designed to eliminate the confusion in the citizens' mind as to what number to dial to obtain a response from emergency services. In addition, the counties 911 center offers enhanced dispatch service by being able to identify the callers address and phone numbers, as soon as the emergency call is received. The establishment of the Erie County Center not only provides local citizens with enhanced technology to identify the callers name and number, many times saving lives, but also provides a tremendous example of cost savings for all of the municipal police agencies that previously had local dispatch operations. The police clerks, employed by the City, continue to take some emergency phone calls at the City, a practice they should eliminate, as explained earlier in this report. In addition, because, the Erie County 911 Center provides an "enhanced" 911 county system, it may more important that these recommendations be implemented.
- **Joint Police Task Forces:** The City of Corry currently participates in various multi-municipal police tasks forces in the county that includes the Erie County District Attorney's Drug Task Force and DUI Task Force Drug, and the Attorney General's Drug Task Force. Various City of Corry Police Officers are trained in the enforcement of these various task forces and the officers are reimbursed by the various agencies for their participation. Needless to say, if any one municipality were to provide these joint public safety task forces on its own, it would be cost prohibitive.

## **JOINT PURCHASING**

Another area of consideration for cost savings is in the area of joint purchasing of police supplies and police equipment. The consultants talked to the Northwest PA Tri-County Council of Government's (COG) Executive, Michael McNierney and he indicated that the City has been involved in joint purchasing of equipment, but not police equipment. Realizing the COG has only one other member that has a municipal police department, opportunities may be limited but opportunities do exist. The COG is still an avenue for joint police purchasing between Union City Borough and the City of Corry for like purchases, if a concerted effort is made to identify the equipment needs of both departments and taking the initiative to begin a joint purchasing

program for police equipment. In addition, there are eleven other police departments in Erie County that may also have a mutual need for like equipment and this should be explored either through the Erie County Government resources.

## SHARING POLICE SERVICES

There are two other major intergovernmental cooperative efforts, in Pennsylvania, that have been undertaken by many municipalities in Pennsylvania to not only save money but to provide an equal or better police service to its citizens. These are the regional police concepts of Contracted Police Services, and Consolidated Police Services and comments provided on how they may affect the City of Corry.

- **Contracted Police Services:** Contracting police services is the most common method of regionalized police service in the State. This results when one community with a police department provides police services to another who has no police service for a mutually agreed dollar amount based on certain services provided. Generally, there are two situations where this develops. First, a municipality that provides no police service to its citizens decides to contract from a neighboring community that has a police force. Second, municipalities may chose to disband their existing police service, usually a very small police department, in favor of a neighboring community that has an existing police department and has the resources to provide adequate police services. Many small municipalities with virtually no tax base or municipalities with a diminishing tax base that cannot afford an adequate police service can and do benefit from contracting police services from a neighboring municipality with a resourceful police department.

*Comment: On the surface, it would appear that contracting out police services may be a viable option for the City of Corry. As mentioned earlier in this report, the City is surrounded by townships of the second class with no local police service. While it has been mentioned that these townships have not expressed an interest in contracting police services, the City could initiate some discussions to see if there is, in fact, any interest. Also, presently there are a number of legislative acts being proposed that would require those municipalities without local police*

*services, relying on the Pennsylvania State Police (PSP) for protection, to pay a fee for that protection, if they did not have any type of local police presence. One of those bills indicates that the fee would be well over \$100.00 per capita. While various types of this legislation have been proposed for at least the last 12 years, there has been no serious move on passing those legislative acts. However, if that would happen, most municipalities, with no local police service, because of what may be absorbent fees imposed by the PSP, would probably be looking to neighboring communities, with local police services to provide contracted police services.*

- **Consolidated Police Services:** Consolidation of police services requires the abolishment of political subdivision boundaries for police services and the unification of existing police forces into one regional police department. The operation of this type of police agency is outside the direct control of any one municipality. It is governed by a policy board or police commission made up of representatives of each of the municipalities participating. This board appoints the chief, evaluates the chief, sets policy and adopts the budget. One of the big differences between a consolidated police agency and a contractual police agency is that with a consolidated police agency all municipalities participating have representation on the board that governs the police operations.

*Comment: As outlined earlier in this report, the City of Corry has no municipalities that have a contiguous boundary that also have a local police department. The closest municipality with a police department is Union City Borough that is approximately twelve (12) road miles from the City. While the City could explore the feasibility of consolidating police services with Union City Borough, the probability is remote. One of the issues that deters City police departments from consolidating police services with other municipal forms of governments, is an 1998 amendment to the police pension law that requires all police departments, who consolidate their police departments to form a pension plan under Act 600. Unfortunately, this conflicts with the Third Class City Code that generally provides more lucrative pension benefits than Act 600. As a result, there is only one third class City that is included in the thirty-four regional police departments in Pennsylvania and that regional consolidated police department was formed before the pension amendment in 1998.*

## OUTLINE OF MEASURING FACTORS FOR ALTERNATE POLICE SERVICES

To eliminate police services from a municipality, once the community is accustomed to having its own twenty-four hour police service, is very difficult. If the financial situation of the municipality dictates a change there are several options that can be used. First, is to continue to maintain your own police department either on the same level or a reduced level of service. Second, the municipality can depend totally on the Pennsylvania State Police for services. Third, they can contract services from an adjoining municipality or Fourth, they can regionalize a consolidated police service with adjoining municipalities. *The previous commentary has expanded on the later; contracted police services and regional consolidated police services.*

Realizing that the citizens of Corry are accustomed to local police services and while disbanding the police department, in favor of the Pennsylvania State Police, may be an option, the consultants do not feel that is a viable option at this time. However, the following information is being presented, in general terms, to provide an overview of five measuring factors and some of the positive and negative features of the four policing concepts in Pennsylvania: (Traditional Municipal Police Department, Pennsylvania State Police, Contract Police Services, and Regional Consolidated Police Services)

**1. Range of Services and Resources:** *This is the types and number of services and other resources available. For example, dedicated specialized investigative units such as criminal investigation, juvenile crime, arson, and other units, i.e. crime prevention, tactical unit, and crime analysis, all of which serve to support the patrol force.*

**Traditional Municipal Police Department:** In a department the size of Corry, the main focus is on patrol. There are not enough officers to have any dedicated specialized range of services and resources other than patrol.

**Pennsylvania State Police:** They are large enough to have all the specialized services and do. Their resources are many, varied and professional.

**Contract Police Services:** Contracting of services from or to a larger police department will supply you with some of the more basic services and resources such as investigators and traffic specialists.

Regional Consolidated Police Services: The police department can be designed and created to supply the resources and services that are needed and acceptable by the participating municipalities.

**2. Enforcement:** *Can be defined as the number of and types of laws and regulations which are enforced by the police agency, including Federal, State and Local law addressing such areas as curfew violations, soliciting, health codes, building codes, etc.*

Traditional Municipal Police Department: In a department the size of Corry again, the main focus is on patrol. However, based upon the desires of the elected officials and management, officers can enforce a wide range of laws including ordinances and codes, provided there is enough manpower.

Pennsylvania State Police: Troopers will not be expected to enforce local ordinances for the municipalities such as curfew, parking etc. They will only enforce the state laws.

Contract Police Services: A contract can certainly be entered into an agreement that will provide the municipality with enforcement of their ordinances and local codes.

Regional Consolidated Police Services: The police department can be designed and created to enforce the laws and ordinances that are agreed upon by the participating municipalities.

**3. Coverage:** *The ability of the police agency to effectively patrol the area or jurisdiction on a full-time basis and its availability to respond to calls for services at all times.*

Traditional Municipal Police Department: Local police have the ability to effectively patrol the area on a full time basis and respond to calls for service, provided they have the manpower needed.

Pennsylvania State Police: The resources of the PSP in many counties are thin because of the wide areas that need to be covered. With the overwhelming number of communities that rely on the state police for coverage, their ability to effectively perform routine patrol and respond to calls for service is severely limited.

Contract Police Services: A contract can be enacted that will permit timely response to calls for service as well as routine patrolling of the client municipality.

Regional Consolidated Police Services: The police department can be designed and created that will have enough manpower to affect efficient and effective coverage.

**4. Cost/Cost Effectiveness:** *The cost of the services, in proportion to the amount of services available and those perceived to be necessary by the resident and/or citizen of the community. The return of desired services for the tax dollar spent.*

Traditional Municipal Police Department: The cost of a municipality to provide its own police services is becoming higher each year. The increase in wages and benefits are a burden that is causing some elected officials to look at other alternatives.

Pennsylvania State Police: This is the strong reason for PSP coverage. Basically it is free. Other than the state tax that is already paid by the residents of the community, there is no additional charge at this time. You do get what you pay for in terms of the above measuring factors.

Contract Police Services: Financially, you will pay for all of the services that you request. The more services you desire, the more you will be charged by the servicing municipality. It is obvious that the municipality will not enter into an agreement that will cost them money. In some cases, they may even turn a profit.

Regional Police Services: This is also a strong reason for Regionalization. The elimination of duplication of services, buildings, equipment and eventually personnel will be a cost saving. The burden for running a regional police force is fairly distributed among all participating municipalities.

5. **Control and Input into Operations:** *This is the degree of control the governing body of the municipality exercises over the police department including the regulation of activities, assignments, hiring, promotions, conduct and discipline.*

Municipal Police Department: The governing body will have total control over the input into the operations of its own police department.

State Police: The governing body will have no control over the input into operations of the state police including how many troopers are in your area. There will be no control over the hiring or promoting of officers that patrol your area. Also, there will not be any control over the police and what they do while in your area.

Contract Police Services: Like the state police, the local governing body contracting for police services will have very little control over the input into operations of the servicing police department when you contract services from another agency.

Regional Police Services: The local governing body will not have as much direct control over the personnel in a regional police department as they have with their own department. But they will certainly have more control into the input and operations than with either the state police or a contracting department. Each municipality will have representation on the Regional Police Commission Board who is responsible for the operation of the regional police department. That municipal representative will have input into the budget, the hiring and discipline, and operation of the regional police department.

*Comment: It must be noted that the above is a very quick overview of the options afforded to local officials. Thus, it provides only a cursory overview of the types of police service in Pennsylvania and their general components and also provides measuring factors of the four policing concepts that can offer a better understanding for City officials. A much more in-depth discussion could be provided by the consultants.*

## **RECOMMENDATIONS:**

- *Complete a process to develop written mutual aid agreements with any police agency that the City interacts with to not only help protect the City residents and police officers in a time of need, but address a liability issue, for the City, that may result in not having current written mutual aid agreements.*
- *Start a dialogue with neighboring townships, through the Northwest PA Tri-County Council of Governments to explore the possibility of contracting police services to the neighboring townships.*
- *Continue to explore cost savings measures, through the Northwest PA Tri-County Council of Governments in the purchase of police equipment that may be beneficial to the Union City Borough Police Department and the City of Corry Police Department.*

## CONCLUSION

During the management and operational review of the City of Corry Police Department, the consultants did not observe anything to indicate that the police department is not providing dedicated and professional police services to the citizens. The consultants met with or had discussions with the police chief, police lieutenant, two members of the police bargaining unit, the Mayor and the City Administrator. While there were legitimate issues of concern expressed, that have been addressed in this report, at no time was there any indication that the City and the police department members were not dedicated to providing the best police service available to protect the citizens of the City.

In addition, those interviewed also realized the need for improvement and their interest in this study to optimistically help strengthen the professionalism of the police department while realizing the cost constraints facing the City. Hopefully, this report can assist the police chief, the department and the City officials in implementing positive changes in the police operations.

The recommendations contained in this report serve as minimum recommendations from which a foundation for needs can be built. All recommendations cannot be implemented immediately, and in some cases the recommendations may need to be implemented in stages. The recommendations contained in this report are based upon professional police principles and standards designed to increase individual employee responsibility and accountability, maximize organization flexibility and efficiency, and minimize costs to the public served.

Finally, while there are many important recommendations included in this report, the initial priorities should be centered on the installation/functional operation of the MDTs, the formation of a labor management committee, the consideration for of hiring part-time-police officers and the cost containment on various fringe benefits provided by the City.

The consultants would like to thank the police chief, the lieutenant, the mayor, the elected officials, the City administrator, and the bargaining unit member for their exceptional cooperation in responding to and providing the information necessary to conduct this management review of the City of Corry Police Department.

## SUMMARY OF RECOMMENDATIONS

### Police Organization and Staffing

- *An evaluation should be conducted to determine if the activities of the K-9 and its cost effectiveness and its true benefit to the City. It was explained to the consultants that much of the use of the K-9 is for outside agencies that provide no compensation to the City.*

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### Cost of Police Operations

- *The City adjust the line item budget format creating line items for all direct and indirect costs (Personnel, Vehicles and Equipment and facilities) as outlined on Chart 7 on Page 24.*
- *The police chief should become an integral part of the budgeting process from the development of the police budget to the management and responsibility for the police budget throughout the year.*
- *Police and Clerical Staff: A complete assessment of the duties of the two police clerks should be taken and job descriptions should be established. The City should explore the discontinuance of any emergency or non-emergency calls to the police department, walk-ins, etc. The police clerk's primary responsibilities should be to work on police operation issues only. They should also be employed to assist the police chief in administrative issues to allow the police chief time to perform the essential duties of supervising the police department in developing job descriptions, evaluations, etc., and other management tools that are necessary to effectively and efficiently manage the police department. Consideration should be given to use the "button" outside the police office for emergency issues of citizens. All the emergency calls should be routed to the County 911 Center through a voice activated system that transfers emergency calls directly to the County Dispatch Center. The County 911 number should be the exclusive emergency phone number for the citizens of the City of Corry. Once the MDTs are operational, which should be a priority, the clerks should not be employed to enter officer's offense reports and other duties police officers can perform on their own. Once this is accomplished, and the above recommendations are implemented, the City should review the duties of the clerks and make a decision whether two clerks are necessary. Given the size of the police department, 10 full-time officers, it would be hard to find other police departments that employ two full-time police clerks. The only issue that may have to be addressed is the monitoring of the prisoners while in the local police office lock-up. An alternative could be training and employing part-time "cell watchers," a concept that is used by the Mercer Council of Governments.*
- *Comment: The discontinuance of many of the so called "traditional" services in cities have been eliminated in many, if not most small cities, in Pennsylvania and the result proved beneficial.*

- *Police Contract: Realizing that the issues of collective bargaining are a matter for the City and the union to resolve, there should be sincere discussions on including future increases in insurance payments to be reimbursed by the police officers and the issue of co-pays should be explored and consideration should be given to develop a co-pay provision for the officers.*
- *Police Contract - Part-time Police: Again, realizing the issue of hiring part-time police officers is an issue of collective bargaining, both parties should also give serious consideration to instituting the hiring of part-time police officers to supplement the full-time police force in recognition of the safety of the officers and the fiscal constraints being experienced by the City. The hiring of part-time police, in regards to the budget constraints, should be to reduce overtime by exclusively being scheduled when a full-time officer “calls off” or is off for any reason. Thus, part-time officers would be given first choice for overtime before any full-time officer is “called out.”*
- *While the consultants did not do an in depth analysis of the sick leave usage of the police department and cannot pass judgment on whether certain officers are taking advantage of their sick leave usage, the City should continuously monitor sick leave usage and where abuse may be happening, corrective action should be taken.*
- *Commentary: The consultants are well aware of municipal police departments and their officers, that have failed to address the future financial concerns of their municipality, in a timely manner, and today are operating with a less than needed police force and have their salaries and benefits frozen or decreased due to lack of funds. Also, in many cases, not addressing the future financial concerns of the fiscal constraints has resulted in the disbanding of the local police service in favor of the Pennsylvania State Police.*

### **Agency Effectiveness in Field Operations**

- *It is recommended that an expanded policy on Citizen Complaint Reviews be drafted. Any discussions that the Chief of Police or authorized officer has with an officer regarding an infraction should be documented at least as a counseling session to maintain records of supervision.*
- *It is recommended that the police force full-time personnel remain at the current level as stated earlier with a complement of part-time officers that can fill in when the need arises. This will maintain twenty-four hour coverage with two officers per shift should the elected officials continue to desire that coverage.*
- *It is recommended that patrol officers continue to follow-up on investigations as supervised by the Chief of Police.*

## **Policy Development**

- *The proposed manual should be reviewed to include the additional policies as outlined above.*
- *A Labor-Management Committee, made up of the individuals, identified in this report, should be named and formed to accomplish the revision process to include the development of a mission statement and job descriptions.*
- *The manual once finished should be adopted and approved by the governing body.*
- *The police department should join the IACP Model Policy Program.*

## **Administrative, Technical and Support Services**

- *It is recommended that the mobile data terminal program be a high priority for implementation for the City of Corry Police Department.*
- *Until the mobile data terminal program becomes effective, officers should start inputting their own reports by staggering their time in the station when utilizing the office computer system.*
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## **Police Personnel Management**

- *The City start the process of establishing civil service rules regulation, first with determining the members of the civil service commission and if their appointments are still valid. Second, have the civil service commission start the process of writing civil service rules and regulations to be in compliance with the law.*
- *The department should complete and adopt a professional performance evaluation policy.*
- *Form a “Labor Management Committee” to improve the relations between the police chief, the mayor, and the bargaining unit or others that may be appropriate. Schedule periodical meetings throughout the year to strengthen communications by providing meaningful discussions on specific issues facing the City and the police department.*
- *Review “The Pennsylvania File Protection Law” to assure that each officer has a set of folders with at least the above categories on the folders and the appropriate information filed in those folders.*
- *Develop a formal training program/plan, including a “Field Training Officer Program” and gradually provide the needed training outlined in the plan.*

## **Intergovernmental Cooperation**

- *Complete a process to develop written mutual aid agreements with any police agency that the City interacts with to not only help protect the City residents and police officers in a time of need, but address a liability issue, for the City, that may result in not having current written mutual aid agreements.*
- *Start a dialogue with neighboring townships, through the Northwest PA Tri-County Council of Governments to explore the possibility of contracting police services to the neighboring townships.*
- *Continue to explore cost savings measures, through the Northwest PA Tri-County Council of Governments in the purchase of police equipment that may be beneficial to the Union City Borough Police Department and the City of Corry Police Department.*