

# CAERNARVON TOWNSHIP POLICE MANAGEMENT STUDY

APRIL 2021

**Governor's Center for  
Local Government Services**  
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Police Peer Consultant



## Forward

This study of the Caernarvon Township Police Department was initiated at the request of Caernarvon Township in 2020. The virtual introductory meeting was attended by Chief David A. Mettin, the Peer Consultant, Joan Bair, Administrator / Secretary, Paul Whiteman, Township Supervisor, Sandy Styer, Township Supervisor and Matthew Menna, Officer in Charge. Madra Clay, Local Government Policy Manager and Anne Weaver, Local Government Policy Specialist were also in attendance. Due to COVID-19 restrictions, this study was accomplished through a series of phone calls and emails to obtain information for this study. Police department records, policies, assets, equipment and police agency operations were reviewed. The Consultant utilized written surveys to gather pertinent information from elected officials and officers in the department on the effectiveness of operations and standing within the community. The Consultant completed an analysis of the Uniform Crime Report data and departmental crime reports. Lastly, the Consultant reviewed the police department's operational budget for the previous years as provided by Caernarvon Township.

While the Governor's Center for Local Government Services (GCLGS) of the Department of Community and Economic Development recognizes that there may be issues discussed in this report which be significant factors in collective bargaining, utilizing our recommendations for the sole purpose of labor negotiations conflicts with the intent of the study. The study's purpose is to improve the management of police services in the community for the benefit of its citizens. For either the governing body or the police labor organizations to use the work of the Governor's Center for Local Government Services to exclusively further its own self-interest is improper.

As mentioned, this study was conducted by Chief David A. Mettin under the GCLGS Police Management Peer-to-Peer Program. Chief Mettin has 33 years of Law Enforcement experience with 18 years as Chief of Police. He is a graduate of Temple University and St. Joseph's University, holding a Bachelor's Degree in Criminal Justice and a Master's Degree in Public Safety Administration. He is a graduate of the 203<sup>rd</sup> Session of the FBI National Academy (2000) and a graduate of POSIT and POLEX. He is a member of the Pennsylvania Chiefs of Police Association and had served on the Executive Board for several years. He is a current member of the PCPA Legislative Committee and served as a past Chairman of the Training and Education Committee. Chief Mettin has served as President of the Bucks County Chiefs of Police

Association, President of the Southeast Pennsylvania Chiefs of Police Association and has served on the International Chiefs of Police Association Private Sector Liaison Committee. He has instructed Act 120 training and Act 180 training through Temple University and is an instructor in Situational Leadership and Racial Integrity among other topics. Chief Mettin has spent 20 years teaching various Criminal Justice topics at the Bucks County Community College and teaches Leadership, Field Training and Motivational Techniques through the Bucks County Public Safety Training Center.

The Police Peer Consultant and the GCLGS would like to thank all of the Caernarvon Township officials, staff and police officers who were interviewed for their excellent co-operation in completing this management review.

## Table of Contents

<b>Forward</b>	<b>1</b>
<b>Introduction and Background</b>	<b>4</b>
<b>Executive Summary and Recommendations</b>	<b>5</b>
<b>Budget</b>	<b>5</b>
<b>Staffing</b>	<b>5</b>
<b>General operations</b>	<b>5</b>
<b>Records</b>	<b>6</b>
<b>Personnel Management</b>	<b>6</b>
<b>Policy Development</b>	<b>6</b>
<b>Patrol</b>	<b>7</b>
<b>Mandatory and In-Service Training</b>	<b>8</b>
<b>Police Facility</b>	<b>8</b>
<b>Vehicles and Equipment</b>	<b>8</b>
<b>Overview of Caernarvon Township</b>	<b>9</b>
<b>Costs of Police Services</b>	<b>10</b>
<b>Staffing</b>	<b>12</b>
<b>Departmental Effectiveness</b>	<b>21</b>
<b>Administrative, Technical and Support Services</b>	<b>27</b>
<b>Berks County Dispatch Center</b>	<b>27</b>
<b>Records Management</b>	<b>27</b>
<b>Personnel Management</b>	<b>28</b>
<b>Policy Development</b>	<b>32</b>
<b>Overview of Patrol</b>	<b>35</b>
<b>Mandatory and In-Service Training</b>	<b>36</b>
<b>Police Facility</b>	<b>38</b>
<b>Vehicles and Related Equipment</b>	<b>41</b>
<b>Conclusion</b>	<b>42</b>
<b>Attachment A - Job Description / Requirements for Chief of Police</b>	
<b>Attachment B – Map of Caernarvon Township</b>	

## **Introduction and Background**

At the beginning of this study, Caernarvon Township was advised of the Consultant's intention to contact members of the Board of Supervisors, the Officer in Charge of the department and various police department personnel. Early in this study, an anonymous survey was created and distributed to police personnel and elected officials of the township with a request to have surveys completed and returned. The Consultant received one (1) completed Elected Officials Survey and seven (7) Employee Surveys. The Elected Officials Surveys asked the officials about the strengths and weaknesses of the police department, any improvements that they see could or should be made and the relationship between the officials and the department staff. The Employee survey asked about the strengths and weaknesses of the department, roles or duties that need to be approved upon, officers' understanding of their roles within the department, staffing and supervision and policies and procedures.

The basic purpose of this study was to provide a review of the police department, its daily operations and its overall effectiveness for Caernarvon Township. During the aforementioned interviews and fact finding, the following issues, among others, were reviewed:

- Budgeting and Expenses
- Police Staffing
- Police Facility
- Police Vehicles and Equipment
- General Equipment
- Police Computer Hardware and Software
- Technology
- Rules, Regulations, Policy and Procedures
- Mandatory and In-Service Training
- Advanced/Specialized Training
- Crime Statistics and Clearance Rates
- Departmental Leadership - Chain of Command

## **Executive Summary of Recommendations**

### **Budget**

While reviewing the current police budget, the Consultant was provided the 2020 Year End Statement of Receipts and Disbursements. The Consultant also received additional documentation pertaining to Payroll. Accounting for Police Expenses appears comprehensive and all inclusive of expenses attributable to the Department.

The “cost per officer” amount for 2020 was calculated to be \$168,110 and the “per capita” cost was calculated to be \$326.03. The current budget amounts for the officers currently employed appear to be appropriate.

### **Staffing**

There are a number of ways to calculate staffing. The calculations in this study were computed using both population and reported calls for service data. Coupled with a review of the Uniform Crime Reports statistics for Caernarvon Township, the results indicate that additional full-time officers or equivalents should be hired to increase patrol presence and increase the efficiency and effectiveness of the department. It is also recommended that the full-time, non-sworn Administrative Staff be maintained to assist with the daily operation of headquarters, answering phones and completing daily tasks.

A new proposed organizational chart appears later in this report.

### **General Operations**

The operation and effectiveness of the police department appears to be in good order. In 2020, the Department experienced exceptional clearance rates on Part I and Part II Crimes as compared to 2019 clearance rates for similar offenses. The Consultant recommends investigating the change in clearance rates to ascertain why these rates increased in 2020, making sure that the increase is not due to a reporting discrepancy or other record keeping issue.

## Records

The Caernarvon Township Police Department does have a computerized records management system (RMS). The Department currently uses CODY RMS. Computer hardware has been reported to be in good order with all updates and service completed.

Officers do not have access to complete reports and enter them into the records management system from their patrol vehicles. The Consultant recommends that officers are given the ability to access the CODY Records Management System from their patrol vehicles.

## Personnel Management

The Caernarvon Township Board of Supervisors is responsible for oversight the Department and of the Chief of Police. The previous Chief of Police had been placed on Administrative Leave for a large majority of 2020 and had not been replaced. A Sergeant had been in charge of the department, completing some of the administrative duties left vacant in the Chief's absence. These duties are in addition to the Sergeant's patrol responsibilities and leaves the department short staffed. At this time, the Caernarvon Township Police Department has advertised for the Chief of Police position.

Personnel files are maintained by the Township Administrator with certain personnel files securely maintained by the Chief of Police. No on-site review of Personnel Files was conducted.

There is no current "Hiring Policy" outlining the hiring practices for full-time or part-time police officers. No written or physical agility testing is completed. The Consultant recommends that a Hiring Policy be drafted to include procedure for the advertising, minimum requirements for desired applicants, testing criteria and additional hiring considerations.

## Policy Development

The Caernarvon Township Police Department does have a Rules and Regulations Manual (Department Policies) in effect at this time. The current manual consists of policies and procedures which are intended to guide the actions and behaviors of the department and the officers it employs, however is dated **June 1, 1999**. At the time of this study, this manual is operating on policies that, in effect, could be over 20 years old and not up to date with current

policing standards, operations and philosophies. New policies, as of 2020, were written and adopted during an interim Chief of Police's short tenure with the department.

The Caernarvon Township Police Department's current policy manual is not adequate to guide officers in their daily duties and should be addressed and updated. It is the Consultant's recommendation that the Department begin to follow the Pennsylvania Law Enforcement Accreditation Standards in each of its policies.

Once updated policies are drafted, it is recommended that policies dealing with high risk / high frequency activities be reviewed with each new hire and on an annual basis within the department. Officers then should be tested on the policies after review. This process verifies understanding and acts as proof of knowledge should officers violate the tested policy, but more importantly, guides their actions.

The Consultant also recommends drafting a Performance Evaluation Policy to solidify the process used for yearly evaluations and evaluation criteria and frequency.

## Patrol

The Caernarvon Township Police Department is currently made up of 7 full time, sworn officers and 1 part time officer. Officers work 12 hour, non-rotating shifts. There are no "specialty units" within the Department. Increasing the full-time staffing level is discussed in this study.

As stated previously, at this time there is no access for officers to type reports while in the patrol vehicles. It is recommended by the Consultant that officers be able to access the CODY records management system in their vehicles to enter reports and gather information while remaining on patrol. This will enhance their visibility, efficiency and effectiveness.

Performance evaluations had been conducted in the past, however no performance evaluation policy exists in the policy manual. The Consultant recommends that a performance evaluation policy be created to increase accountability and performance within the Department.

## **Mandatory and In-Service Training**

The Caernarvon Township Police Department appears to be in compliance with the Municipal Police Officers Education and Training Commission's Act 180 Certification mandates. The Department employs officers who have completed a Field Training Officer's program and act to train new officers. Currently, a six (6) month Field Training is provided to the officers, however, there is no Field Training guideline memorialized in policy which dictates the daily, weekly or monthly activities that should be learned, experienced or evaluated. No written testing to ensure understanding is contained in the Field Training Process. All new full time and part time officers, no matter their prior experience, should receive the same training with the same duration of time spent with a Field Training Officer.

The Consultant recommends that a formal Field Training guideline be created to standardize each new officers' initial training. It is also recommended that the new officers be tested in areas of high criticality and high frequency to ensure that new officers are progressing appropriately through the program and understand what has been taught. Following these recommendations should provide better trained officers and lessen any future disciplinary and corrective actions within the department.

## **Police Facility**

The police department currently operates out of a converted firehouse that is reported to have enough space for personnel and equipment. The building is shared with the Township Administration and the exterior appears neat, clean and professional. The Police Department building, as it is presently configured, appears to be operationally effective for departmental functions as no comments were voiced in this matter. The Police Department, as it is presently configured, appears to be operationally effective for departmental functions. Minor recommendations were noted to the temporary holding cell area, specifically, a metal rail located inside the temporary holding cells which could pose a hazard.

## **Vehicles and Equipment**

The Caernarvon Township Police Department appears to have the appropriate number of patrol vehicles for the current size of the department. However, the Consultant recommends replacing the 2003 Chevrolet Tahoe with a new patrol vehicle. The Consultant also noted that there is no dedicated Detective vehicle. A Detective vehicle should be "unmarked", but

equipped with the emergency lighting, siren and equipment to be used in case of an emergency. The Consultant recommends that the Detective be assigned an unmarked vehicle to be used in the duties as an investigator.

## **Overview of Caernarvon Township**

Caernarvon Township (Pop. Est. 4,125 / 8.9 Sq. Miles) is located in the southeast corner of Berks County, Pennsylvania, on the border of Chester County and Lancaster County. In Berks County, Caernarvon Township borders Brecknock Township (Pop. Est. 4,689) and Robeson Township (Pop. Est. 7,379). Caernarvon Township shares its Lancaster County border with Caernarvon Township (Lancaster County- Pop. Est. 4,805). The Township's Chester County border is shared with Honey Brook Township (Pop. Est. 8,205), West Nantmeal Township (Pop. Est. 1,999) and Elverson Borough (Pop. Est. 1,405).

Berks County is home to approximately 421,164 residents (U.S. Census Est. 2019). The City of Reading is the County seat and is located approximately 15 miles north of Caernarvon Township. The City of Philadelphia is approximately 50 miles from the township using the Pennsylvania Turnpike for which an interchange is located within the township's jurisdiction. Heavily travelled Pennsylvania Turnpike and route 176 travel through the township, intersecting within the Township. Rte 23 (Main St.) is home to a large commercial/retail area to include "big box" retail establishments, fast food chains and convenience stores. The township has 12.79 total miles of state highway and 30.66 miles of local streets (PA Dept. of Transportation).

According to the 2010 United States Census, Caernarvon Township's population was 4,006. The Penn State University Data Center noted the Borough's estimated 2019 population to have increased 2.97%. The median age of residents within the township is 39.9 years of age with 54% of the residents being female. Per capita income within the township is greater than the average in Berks County and is listed at \$37,359 (Berks County avg. - \$30,187). The median household income is \$86,806. Only 4.3% of the residents fall below the poverty line.

Caernarvon Township is a Second Class Township and is led by a five person Board of Supervisors.

Tax rates listed for Caernarvon Township:

Building Debt	0.5000 Mills
General Purpose	1.9817 Mills
Total	2.4817 Mills
Earned Income Tax	1% (Shared with Twin Valley School District)
Emergency and Municipal Tax	\$52 / Year
Real Estate Transfer Tax	1%

### **Current Cost of Police Service**

According to financial figures provided by Caernarvon Township for Total Operating Expenses, \$1,344,88 was expended for Police Operations in 2020 with a budgeted amount listed at \$1,322,800 (+1.66%).

Salary and Benefits account for 86.8% of the total Police Budget for 2020. 13.2% of the total Police Budget was allotted for Other Operating Expenses. \$772,105.41 (57.4%) of the 2020 overall expenditures were for salaries of officers and civilian staff. The Consultant noted that over \$45,000 was spent on "Police Legal Fees" – 410.314, with only \$5,000 budgeted for the year. The 2020 budget allocated \$82,000 for "Pension – State Aid" – 410.197 however, over \$101,000 was spent. Lastly, the Consultant noted that the salary for the Chief of Police was budgeted at \$102,200, but \$115,512.30 was spent. Capital Purchases and Capital Purchases-Minor were found to be both substantially under budget. Capital Purchases – 410.740 were budgeted for \$42,000, but a total of \$27,833 was spent. Capital Purchases – Minor were budgeted for \$15,000, but only \$540 was spent. At years' end, Caernarvon Township was overbudget for police services by \$22,080.71.

Public safety by its very nature is expensive. Personnel, specialized equipment and support services must be constantly available for a situation which hopefully will never arise. Government officials must keep in mind that unlike administrative, road department, or parks and recreation personnel, police department personnel are operational twenty-four hours a

day, 365 days a year. Under normal conditions on any given day the police department completes three days to every one day worked by other departments in the township. Proper attention and funding need to be given to accomplish the mission of the police department, provide adequate staffing and provide for and maintain proper equipment.

In light of the above budget to actual expense variances, Caernarvon Township should forecast certain expenses as best as possible.

The below table provides various items of information regarding the Caernarvon Township Police Department budget, relating to Cost Per Officer and Cost Per Capita.

**Police Budget**

Category	Caernarvon Township
<b>2020 Police Budget</b>	<b>\$1,344,880</b>
<b>Population (Est.)</b>	<b>4,125</b>
<b>Sworn Officers</b>	<b>7 FT (2 PT)</b>
<b>Cost Per Officer</b>	<b>\$168,110</b>
<b>Cost Per Capita</b>	<b>\$326.03</b>

2020 Expenditures for Caernarvon Township totaled \$2,825,564. Police expenditures totaled \$1,344,880 or 47.6% of the total Township expenses. The Caernarvon Township Accrual Account Balances as of December 31, 2020 (\$366,618.53) lists \$15,650.25 for Police Body Worn Cameras, \$17,688.90 for Scales and Patrol Car and \$28,216.80 for Police Sick Pay and Vacation Pay and \$7,500 for Police Negotiations. Police related funding in the Accrual Account totaled \$69,055.95.

As is the case in many municipalities, the police department uses the largest portion of the township budget. In 2020, the Township Expenditures for the Police Department totaled \$1,344,880. The “cost per officer” amount is \$168,110 and the “per capita” cost is \$326.03 for 2020. These costs include salary, benefits, equipment, training, cars, support staff, and so on. In addition, police expenses listed in the Township’s Accrual Account totaled \$69,055.95. Adding the Operating Cost with the Accrual Costs, expenses attributed to policing for 2020 totaled \$1,413,935.

## **Staffing**

In 2020, Caernarvon Township had a compliment of 7 full-time police officers (Police Study Questionnaire) and employed part-time officers. The Chief of Police had worked only 320 hours as he was placed on Administrative Leave in March and did not return as an employee. The Caernarvon Township Police Department employed 1 full-time and 1 part-time civilian staff persons (Administrative Assistant / Police Clerk) in 2020, but has since released the part-time clerk due to budget cuts in 2021. The data supplied by the Caernarvon Township indicated that the Police Department provided 13,199 hours of full-time officer, on-duty service to the community in 2020. On average (excluding the Chief of Police), officers worked 1,839 hours per year, taking 241 hours off in benefit time. Part-time officers worked a total of 2,370 hours, bringing the total hours of police coverage to 15,569 total hours worked by full-time and part-time officers. In that there are 8,760 hours in a calendar year (365 day X 24 hours), the minimum hours of coverage for one officer to be on duty would be 8,760 (1 X 8,760). For two officers to be working each shift, each day for a year, a department would need to have officers on duty for 17,520 hours (2 X 8,760). For Caernarvon Township, officers worked 1,951 hours less than the hours needed for two officer per shift coverage.

### **Determining Staffing Levels**

Many factors must be considered when deciding how many police officers are required to properly staff a police department. Factors such as population, population density, traffic, calls for service, crime rates, the effects of factors in neighboring municipalities, and budgetary limitations are all valid considerations. *Also, the service level desired by the community is a major factor that must be considered when determining these levels.* Many formulas are

available for recommending police department staffing levels. Some are as simple as comparing the number of officers to the population ratio, while others are more complicated and require data oftentimes needed by a query of the Department's records management system to obtain.

It is important to keep in mind that none of these formulas is absolute, however they do provide a more reliable method than using averages or by simply guessing. They are merely guides and should not be accepted as anything more.

#### Per Thousand Comparison

The first and simplest method to determine how many police officers a municipality requires is to compare the ratio of police officers to 1,000 in population in other cities and towns. It does not consider workload, service area or non-crime related functions and activities mandated by the jurisdiction, so it is the least accurate of all methods. This comparison should be used only as reference and not as the sole basis for staffing decisions. Proper staffing requires insight into a series of statistics, a variety of facts and current data to obtain the proper operational level of the department.

The average of Officers per 1,000 population varies throughout the United States. Utilizing the nationwide average of 1.6 officers per 1,000 residents as a comparison, Caernarvon Township would employ 6.6 (7) sworn police officers. As stated, the "average" number of police officers per 1,000 population varies by region of the United States. In the Northeast Region, there is an average of 2.6 officers per 1,000 residents. Utilizing the Northeast Region average of 2.6 officers per 1,000 residents as a comparison, Caernarvon Township would employ 10.725 (11) sworn police officers.

It may be useful for municipalities to look at other similarly sized local communities to help determine policing staffing levels. Again, this method is the least accurate to determine proper staffing levels for a given municipality, but can give the municipality a general idea of staffing in these similar communities. The below staffing levels are used more as a comparison versus a recommendation for staffing levels in Caernarvon Township.

Below is a list of four Second Class Townships in Berks County and one in Chester County which have a similar population as Caernarvon Township.

<u>Township</u>	<u>Population</u>	<u>Full-Time/Part-Time</u>	<u>Officer/1,000 Population</u>
Robeson Township	7,379	5 / 1	.74
Brecknock Township	4,689	5 / 8	1.91
Douglas Township	3,587	6	1.67
L. Heidelberg Twp.	5,965	9 / 1	1.59
N. Coventry Twp.	7,988	12 / 3	1.69
<u>Average</u>	<u>5,921</u>	<u>8.7</u>	<u>1.46</u>
<b>Caernarvon Township</b>	<b>4,125</b>	<b>7 / 2</b>	<b>1.93</b>

Using this method of comparison, Caernarvon Township's authorized staffing per 1,000 residents is slightly higher as compared with other similarly sized Second Class Townships in Berks County. **For Caernarvon Township to be at the average Officer/1,000 Population, the Department would only employ six (6) full time officers or equivalent total.** It is the Consultants opinion that this number of officers is inadequate for Caernarvon Township given the current level of calls for service and Uniform Crime Report data.

#### Minimum Staffing Approach

In policing, minimum staffing levels are set to provide the best service to the municipality's residents and to provide safety to the officers. With smaller police departments, minimum departmental staffing is used to provide full time, 24 hour a day - 7 day a week coverage. To provide one officer per shift, each day of the year, the following formula is used:

Total Hours of Coverage Needed Per Year	365 days X 24 = 8,760
Total Available Hours Per Officer	1,760 (IACP Avg.)
Officers Required to Fulfill 8760 Hours Coverage	8760 / 1,760 = 4.97 (5)

Using the Minimum Staffing Approach, 5 full time officers (or equivalent) are needed to staff a police department. This minimum level will provide protection and service for residents 24 hours per day, 7 days per week, but only one officer would be on duty each shift. **With the addition of the Chief of Police, patrol supervisor (2) and a Detective, 9 total sworn officers would be needed.**

## International Association of Chiefs of Police Method

The International Association of Chiefs of Police (IACP) has developed a method for determining patrol force staffing needs based on the actual or estimated complaint or incident experience in the community. The Pennsylvania Governor's Center for Local Government Services has found the IACP method to be reliable in determining staffing needs. The method which follows, determines the required number of patrol officer positions and does not include supervisors, administrators, investigators or other specialists. It provides the basis from which a community can include any specific concerns such as a minimum response time, investigative needs, traffic enforcement concerns and so forth. This formula considers assumptions concerning police actions, time off provisions and "un-obligated" time on patrol. The IACP formula assumes that all calls, on average will take approximately 45 minutes to handle by the patrol officer. The formula also presumes that one third of an officer's time should be consumed by handling calls. Lastly, the formula uses 1,760 hours as the actual available time that officers are available for duty per year (as opposed to 2,080 hours), given vacation, sick and personal time as well as time in training and time needed for court.

### IACP Staffing Formula

**Step 1.** Determine the number of complaints or incidents received and responded to in a year by the police department. Complaints and incidents include all forms of police activity when an officer responded and/or took an official action. It does not include situations where advice was given over the telephone, delivering messages, handling internal police department matters, etc. If the actual complaint or incident count is not available, an estimate may be used as outlined above. Again, 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. Calculations will be performed using actual calls for service in lieu of an estimate of calls for service based on 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 other incident.

**Step 3.** Multiply by three to add a buffer factor and time for preventive patrol. General experience has shown that about one-third of an officer's time should be spent handling requests for services. Other requirements for servicing police vehicles, personal relief, eating

and supervision must be considered. Time for preventative patrol must also be taken into consideration. Multiplying by three makes up the unknowns.

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

**General Breakdown of Unavailable Officer Hours**

Factor	Annual Hours
Regular Days Off (104 / year) or (2 / week)	832
Vacation (15 / year)	120
Holidays & Personal Days (10/ year)	80
Court (5 / year)	40
Training (5 / year)	40
Sick / Injury Leave (5 / year)	40
Miscellaneous Leave (1 / year)	8
<b>TOTAL</b>	<b>1,160</b>

**(2,920 Hours minus 1,160 Non-Available Hours = 1,760 Available Hours)**

**Step 5.**

Once the total available hours of the average patrol officer are established, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.66. In other words, it takes 1.66 police officers to staff each patrol unit required to police the community. This does not include administrators, supervisors, investigators, or other specialists, only patrol personnel. The following series of calculations was completed to obtain the recommended staffing level of full time sworn staff for the Caernarvon Township Police Department, using actual calls for service.

**IACP Using Actual Incidents**

Incidents per Year - 2019	6,783
Multiplied by .75 (45 mins per call)	5,087.25
Multiplied by 3 (Buffer)	15,261.75
Divided by 2,920	5.23
Multiplied by 1.66	8.68 (9)
+A/S/I*	4

\* Chief of Police, Line Supervisors (2), Detective

***Using this formula, a total staffing recommendation of 13 sworn Officers is indicated.***

**Core Service Method**

This formula has been used to estimate police department staffing levels by specifically factoring a combination of data including calls for service, road miles/patrol time, and follow up criminal investigation needs. The data used is similar to that used in the previous method but is calculated to ascertain an amount of weekly “Total Core Service Hours” that are then factored with the Assignment Availability Factor to determine the number of personnel needed to fulfill those hours of police service to the community.

<b>Annual Calls</b>		<b>Calls per Week</b>		<b>Time per Call</b>		<b>Service Hours</b>
<b>6,783 / 52</b>	<b>=</b>	<b>130</b>		<b>X .75</b>	<b>=</b>	<b>97.5</b>

**Patrol Factor (P Factor)** - The road miles are divided by the patrol speed to estimate the amount of time necessary to complete one patrol (or driving on each mile of road). Patrol speed is usually estimated as approximately 35 MPH in rural or somewhat residential townships while 15 to 25 MPH is estimated for urbanized boroughs or city applications. It is practical to use 35 mph as an average patrol speed.

The Patrol Factor (the number of patrols on each road per shift) is determined by the type of community and patrol type required for the desired coverage. In general, townships of a rural or residential nature require a lower P Factor (usually 1-2) than an urbanized borough or city situation (usually 4-5). Caernarvon Township’s coverage area reflects a P Factor of 3.

**21 shifts per week** (noting the difference for 12 hours shifts is actually at 2 shifts per day – but same 24 hours period) a **3 P-Factor = 63**

<b>Road Miles</b>	<b>Speed</b>	<b>=</b>	<b>Patrol Time</b>	<b>X</b>	<b>Number of Patrols</b>	<b>=</b>	<b>Number of Hours</b>
<b>43.45</b>	<b>/ 35</b>	<b>=</b>	<b>1.24</b>	<b>X</b>	<b>63</b>	<b>=</b>	<b>78.12</b>

**Criminal Investigation Hours** - The annual crimes reported in the Uniform Crime Reporting System are used to calculate hours needed to investigate and address criminal activity in the community. Part I Offenses, which are generally perceived as the most serious offenses, require the most hours of investigation and are multiplied by a factor of ten. Part II Offenses, generally lesser in severity, are multiplied by a factor of two.

<b>Part I X 10</b>	<b>Part II X 2</b>	<b>=</b>	<b>52 Weeks</b>	<b>=</b>	<b>Investigation Hours</b>
<b>700</b>	<b>+ 278</b>	<b>=</b>	<b>978 / 52</b>	<b>=</b>	<b>18.8</b>

**Total Core Service Hours** - The calls, patrol, and criminal investigation figures are added together to provide a total service hours per week figure. This is the weekly personnel time required to provide police service to the community.

<b>Service Hours</b>	<b>+</b>	<b>Patrol Hours</b>	<b>+</b>	<b>Investigative Hours</b>	<b>=</b>	<b>Total Hours/Week</b>
<b>97.5</b>	<b>+</b>	<b>78.12</b>	<b>+</b>	<b>18.8</b>	<b>=</b>	<b>194.42</b>

<b>Core Service Hours</b>	<b>/ 40 Hour Week</b>	<b>=</b>	<b>Availability Factor</b>	<b>X</b>	<b>Total Operational Staff</b>
<b>194.42</b>	<b>/ 40 = 4.86</b>	<b>=</b>	<b>1.66</b>	<b>X</b>	<b>8.08 (8)</b>

Therefore, as determined by the Core Service Hour Formula, **a recommended staffing level of 8 “operational” sworn police officers is indicated.**

It is recommended that additional positions include: Chief of Police, two (2) patrol supervisors and a Detective and totaling 4 additional positions added to this total (12).

**However, in that supervisory positions also encompass the duties of patrol, a total staffing level of ten (10) full time equivalents may be appropriate.**

### **Comparison of Results**

The total sworn staff was determined by assuming that officers would be deployed and assigned as currently done in the department, working a twelve-hour shift.

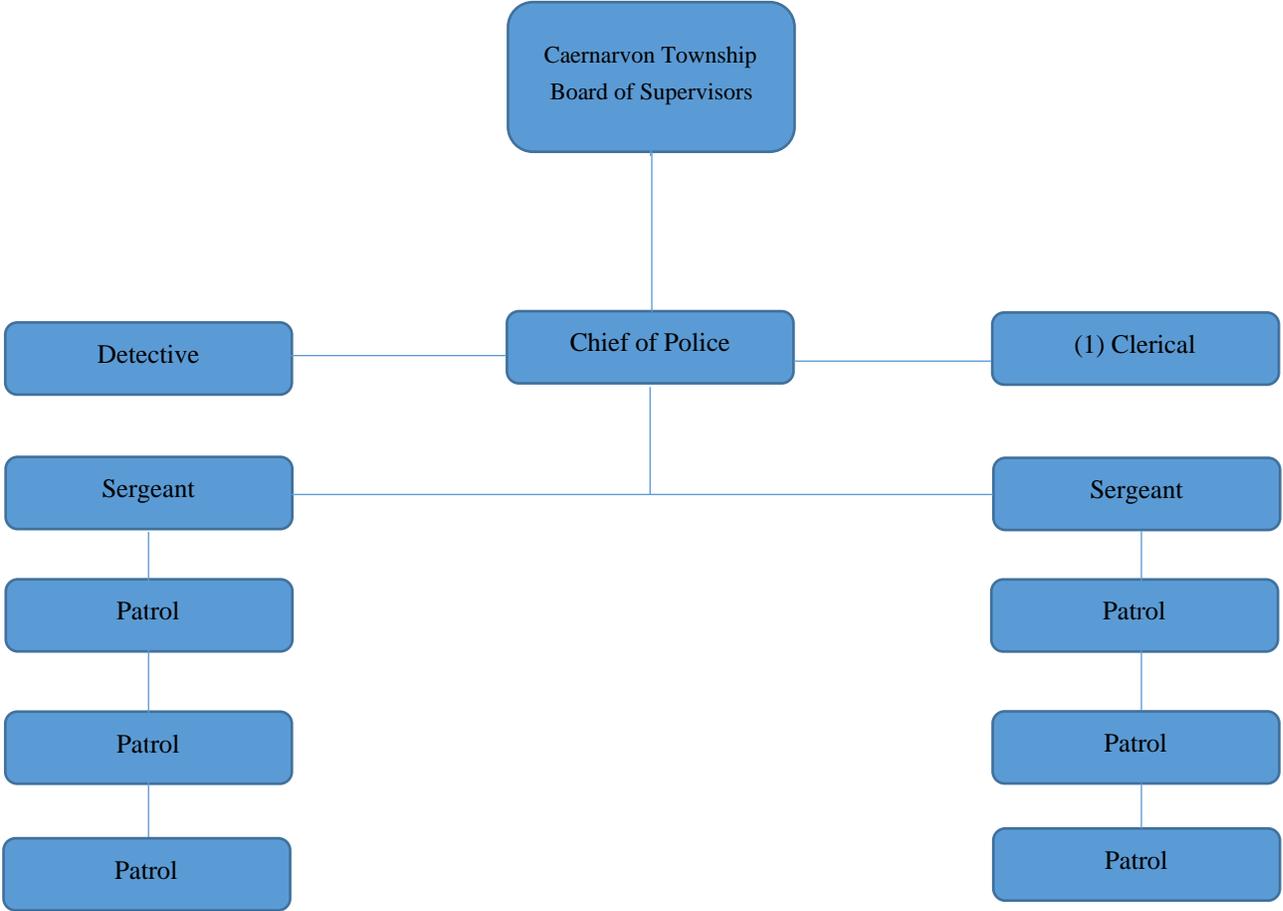
<b>Method</b>	<b>Sworn Officers</b>
Berks County - Similar Township Ofc. / Pop. Ratio (1.46)	<b>6</b>
1.6 -2.6 Officer to 1000 Population Ratio (US/Northeast)	<b>7 – 11 (Avg. 9)</b>
IACP Reported Calls for Service	<b>13</b>
Minimum Staffing Approach	<b>9</b>
Core Service Hours	<b>10</b>

Upon review of all the above data, the average of all formulas and ratios equals 9.4 total officers. **The Consultant recommends a 10 Officer full-time officer staffing level for the Caernarvon Township Police Department based on the above formulas and future growth of the Township.**

This level of staffing allows for the proper staffing, supervision and specialization within the department. This level will also provide for the granting of scheduled leave time under the current collective bargaining agreement. This level also takes into account the need to properly train and staff the Department given the Township's growth.

# Caernarvon Township Police Department

## Proposed Organizational Chart



## **Departmental Effectiveness - Overview of Crime**

Police Departments owe their existence to supporting the activities of the patrol officers. The adage, “patrol is the backbone of policing” still holds true in the 21<sup>st</sup> century. From the civilian staff through each rank to the Chief of Police, each member of the police department owes his or her existence to the efforts of the patrol officer. These combined and focused efforts are to provide services directed towards the achievement of public supported goals. Police departments are becoming more and more responsive to the needs of the community. Patrol officers have the ever-increasing responsibility for the delivery of a myriad of services, from criminal justice and non-criminal justice obligations, to new “Internet Crimes”, to violent offenses, homelessness, terrorism, social issues, to the overwhelming opioid crisis. Each patrol officer is expected to not only respond to these issues, but to do so in an efficient, effective and professional manner. The effectiveness of the department, its image, and relationship with the community will be directly related to its ability to achieve these public objectives.

Although the police administrator must be responsive to the needs of the community, he/she cannot lose sight of one of the primary functions of the organization. Sir Robert Peel, credited with establishing the first organized, professional police department in 1829, established 9 “Peelian Principles”; the first principal being “to prevent crime and disorder”. These 9 principles still hold true today. The effort to proactively prevent crime becomes difficult when only a small percentage of the Department's time is spent in this area, while a great percentage of time is spent providing services to the community by engaging in other activities and calls for service that are not associated with criminal activity. It is important to note that much of what a police officer does in his or her daily routine cannot be judged by measurable standards. Many times, “routine patrol”, community policing and crime prevention efforts cannot be quantified.

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

administrative and operational purposes. The Uniform Crime Reporting System / National Incident Based Reporting System is a national standard for measuring crime, crime clearances and arrests in the United States and has been in place since 1930 (UCR). The Federal Bureau of Investigation (FBI) regulates the Uniform Crime Reports. Pennsylvania municipal police agencies submit specific information to the Pennsylvania State Police (PSP) on all criminal activity reported to the local agency each month. This information is recorded by the Pennsylvania State Police and subsequently forwarded to the FBI. The Uniform Crime Report data can be used to quantify the amount of crime and arrests in a given jurisdiction and provides certain victim and offender demographic information.

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

- Population density and degree of urbanization
- Composition of population, including number of youth or elderly
- Economic conditions including median income and employment
- Cultural conditions including educational, religious, and recreational issues
- Family conditions
- Citizens attitudes toward crime
- Law Enforcement strength and operational capability
- Administrative and investigative emphasis of law enforcement
- Crime reporting practices of the citizenry and the police agency
- Regional transportation and highway systems

The below chart lists Part I and Part II Offenses as they appear on the Pennsylvania Uniform Crime Report site with total crimes listed as per the Department.

<u>Part I Crime</u>	<u>2020 Uniform Crime Report Offenses</u>
Criminal Homicide	0
Forcible Rape	0
Robbery	1
Aggravated Assault	11
Burglary	2
Larceny - Theft	51
Motor Vehicle Theft	5
Arson	0
<u>Total Part I Offenses</u>	<u>70</u>
<u>Part II Crime</u>	
Forgery	6
Fraud	28
Receiving Stolen Property	0
Vandalism	14
Weapons Offenses	1
Prostitution	0
Sex Offenses	9
Drug Abuse Violations	22
Gambling	0
Offenses Against the Family	10
Driving Under the Influence	8
Liquor Law Violations	0
Drunkenness	2
Disorderly Conduct	15
Vagrancy	0
All Other Offenses	24
<u>Total Part II Offenses</u>	<u>139</u>
 <u>Total Part I and Part II</u>	 <u>209</u>

Data collection and entry may be viewed as a mundane aspect of policing. Data collection, compilation and analysis however may add to the efficiency and effectiveness of any Law Enforcement agency. By obtaining and storing data, officers and investigators are able to retrieve a great deal of information on suspects, witnesses, calls for service/crime trends, accident information and demographic information on people to be used as intelligence information at a later time if needed. Calls for service are also used to justify the number of staff on duty at a given time, where to assign officers and also help to determine what types of crimes are occurring in a given jurisdiction, zone or district.

The Index crime rate of a community is based on the number of "Part I" Index Crimes (criminal homicide, forcible rape, robbery, aggravated assault, burglary, theft, motor vehicle theft and arson) reported to the police as it relates to the population. There are eighteen additional classifications of crime that are known as Part II offenses. Again, these crimes are "reported crimes" and typically, many crimes go un-reported.

In order to compare the crime rates of communities of varying sizes (population) a standard 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 occurring in that year resulting in the crime rate for the community.

$$100,000 / \text{Population} \times \text{Part One Offenses} = \text{Crime Rate}$$

Using the formula explained above and the available crime statistics, the 2020 crime rate for Caernarvon Township (Part I Offenses) was 1,696 crimes per 100,000 residents.

The below charts reflect actual Part I and Part II arrests made by the Caernarvon Township Police Department in 2020 using the Uniform Crime Report Department supplied data.

### All Arrests by Offense

#### Part I Offenses

Aggravated Assault	3
Theft	17
Motor Vehicle Theft	1
Total	21

**Part II Offenses**

Other Assaults	5
Forgery	3
Fraud	1
Embezzlement	1
Vandalism	4
Weapons Offense	1
Sex Offense	2
Drug Abuse Violations	14
Offense Against Family	1
Driving Under the Influence	8
Drunkenness	3
Disorderly Conduct	14
All Other Offenses	15
Total	72
Total All Part I and Part II Arrests	93

A clearance for a specific crime is recorded when an arrest is made or when the incident is cleared by exceptional means. "Clearing" an incident by exceptional means indicates the suspect may now be deceased or the witnesses are unwilling to testify. "Unfounded" means there is no evidence to support the complaint. Accuracy of clearance data is incumbent on the agency reporting it to the Pennsylvania State Police. The Caernarvon Township Police Department cleared forty-nine (49) of seventy (70) Part I offenses in 2020 (70%). The Caernarvon Township Police Department cleared ninety (90) of one hundred and thirty-nine (139) Part II offenses (64.7%). Both Part I and Part II clearance rates are commendable.

In 2019, the Caernarvon Township Police Department experienced a clearance rate much lower than the clearance rate in 2020 for both Part I offenses (20.5%) and Part II offenses (34.1%). In 2019, Caernarvon Township experienced four hundred and eighty one (481) offenses, much higher than the 2020 count of 209 total offenses. A majority of this discrepancy is due to the high volume of Thefts/Larceny offenses report to the Department in 2019 (151 – 2019 / 51 – 2020). As a comparison, in 2019 statewide, the clearance rate for Part I crimes was 31.2% while the Part II clearance rate was 55.6%.

Although the Crime Rate and Clearance Rates in any police agency fluctuates year to year, the Consultant sees no issues with the Caernarvon Township Police Department’s capability in solving Part I and Part II Crimes. At this time, the Department appears to be working effectively to solve crimes which occur in its jurisdiction, but may not be currently staffed to properly investigate the larger call volume and offense rate, given the 2019 statistics.

The Consultant recommends investigating the change in clearance rates and crime volume to ascertain why these rates changed in 2020, making sure that the increase/decrease is not due to a reporting discrepancy or other record keeping issue. If no issue is found in the reporting/record keeping function, the Caernarvon Township Police Department should continue to use the same case management techniques to pursue clearances and arrests for these violations.



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

Since patrol visibility and response is generally considered the most important function for any municipal police department and the focal point of all police activities, it follows that all other police services should be supportive of or supplemental to these operations. To be visible, officers should spend a vast majority of their time on patrol.

One full-time civilian, Administrative Assistant staffs headquarters. In that Caernarvon Township provides full-time police service, citizens should feel that when they come in to the police department during “normal business hours”, staff should be available to address administrative issues, such as picking up accident reports, filing complaints or asking for general advice. Currently, if no officer is at headquarters, complainants needing assistance can come in to the department during normal business hours for assistance. Simple administrative functions are then completed by the police civilian staff while sworn officers are available to complete more critical duties. It is recommended that the current clerical staff be retained to assist in the daily functions of the office, complete filing and case documentation, to take phone calls and assist walk-ins who need assistance. This function increases the efficiency of the officers on patrol and has a positive impact on the entire police operation.

### **Berks County Dispatch Center**

The Berks County Emergency 911 Center, located in Reading PA, receives emergency calls and dispatches for the Caernarvon Township Police Department along with other municipal police departments in the county. The center appears to provide all of the call and radio services required by the department.

### **Records Management System**

The Caernarvon Township Police Department does have a computerized records management system (RMS). The Department currently uses CODY RMS. This system appears to be operating well within the department and is noted by the Consultant as one of the top systems utilized by police agencies in the Commonwealth. Headquartered in Pottstown Pennsylvania, CODY has over 40 years of RMS experience and is a stable system to complete all police related record keeping/records management services.

Officers have up to date desk top computers to use during the course of the shift and no issues were brought up concerning the technology inside headquarters. In that the job of an officer is depending more and more on technology and the access to information, it is critical to have up to date technology, constant internet access, email access and current computer hardware to meet their needs.

Currently, officers do not have the capability of entering reports/data into the records management system from the patrol vehicles. The Department does have a system of case/incident approval by the Sergeant. Reports are reviewed by and given final approval then submitted to the Civilian Office Staff for filing.

The Consultant recommends that the officers be provided the technology to enter reports from their police vehicles through the CODY Records Management System. Doing so will increase the operational efficiency of officers while having officers remaining on patrol and visible in their patrol vehicles in lieu of returning to headquarters to complete police reports.

### **Personnel Management**

Personnel management generally includes the following functions: salaries, benefits and working conditions, recruitment/selection and promotion, performance evaluations, training and education, personnel records, and disciplinary action. These functions in and of themselves are complicated and are ongoing. They become increasingly more complex due to the influences of externally imposed regulations, labor contracts and State and Federal laws.

The Chief of Police is normally the individual primarily responsible for the day to day personnel management. Salaries, benefits and at times, specific working conditions are outside the direct control of the Chief of Police. This is not to say that they do not impact on the Chief's ability to manage the department. The results of negotiations may result in infringing upon the Chief's ability to manage. Contractual items in the bargaining agreement may deal with scheduling, minimum staffing, benefit time off and scheduling of overtime.

The Caernarvon Township Board of Supervisors is responsible for oversight of the Chief of Police, ensuring that he/she has the abilities, experience, knowledge and training to effectively lead and manage the department. The previous Chief of Police had been placed on Administrative Leave for a large majority of 2020 and had not been replaced. A Sergeant has

been in charge of the department, completing some of the administrative duties left vacant in the Chief's absence in addition to the Sergeant's patrol responsibilities, leaving the department short staffed. At this time, the Caernarvon Township Police Department has advertised for the Chief of Police position (Notice Attached).

Upon hiring a Chief of Police, effort must be maintained by the township to provide the Chief with the opportunities to grow and fully develop in this position. Continuing education and training opportunities should be afforded to the Chief. Programs such as Penn State's POSIT, POLEX, the FBI National Academy, and various other FBI sponsored training programs are some of the opportunities that may be explored if the Chief has not attended these in the past. Training programs and conferences sponsored by the Pennsylvania Chiefs of Police Association and the International Association of Chiefs of Police (IACP) should also be considered. The Board of Supervisors should provide all necessary support and assistance for the Chief to better train, equip, supervise and manage all police personnel. The Chief should also be permitted and encouraged to attend meetings of the various Chiefs of Police Associations and trainings. Membership in these organizations allow the Chief to network with other Chiefs of Police, gain experience from their experiences and receive information on current issues, best practices and upcoming training events. Allowing the Chief to attend the trainings and engage in these organizations will benefit the Chief, the Township and the Department as a whole.

Personnel files are maintained by the Township Administrator with certain personnel files securely maintained by the Chief of Police. Files should be separated into Medical files, a file for disciplinary actions and a standard "personnel" file that contains miscellaneous standard paperwork. Individual files were not examined, but should contain specific information on each individual employee. Listed below are the specific items that should appear in the personnel files.

- Employment Application
- Pre-employment background investigation
- New employee reviews and evaluations
- Training records, certifications and special skills
- Awards and commendations
- Disciplinary actions
- Physical/Psychological exam reports and other medical records.

The Municipal Police Officers Education and Training Commission provides mandates and guidelines for testing and hiring procedures. MPOETC strongly recommends that the following activities be included in the testing procedures for new police officers:

- An employment application (The application must conform to the standards of the Americans with Disabilities Act. The application should also include a list of the essential job functions and/or a job description of the position being tested to assure that it conforms to ADA)
- A written test
- An agility test (job related)
- Oral Interviews/Exam

In addition, the following processes are mandated prior to the issuance of a MPOETC Certification number. It is important to note that the three items listed below must also be completed when hiring an individual who is already state certified.

- Background investigation
- Physical examination
- Psychological examination
- *NOTE: Under the ADA no medical information can be requested until a conditional offer of employment has been made.*

Listed below are the items that **must be completed prior to certification**. This list is a summary of the requirements. The actual rules and regulations should be reviewed to ensure compliance.

- Be 18 years of age or older.
- Possess a high school diploma or GED.
- Be a US citizen.
- Be free from convictions of disqualifying criminal offenses.
- Be personally examined by a PA licensed physician and by a PA licensed psychologist.
- Be subject to a thorough background investigation.
- Criminal history check.

- Credit history check.
- Personal interviews conducted with at least three people.
- Interview the applicant's employers, if any for the past five years.
- Check for a valid driver's license
- Successful completion of a basic police training course (Act 120)

These rules and regulations place an increased responsibility on the municipality to ensure the hiring of qualified candidates. This increased responsibility may result in an increase in cost related to the hiring of new employees due to the time invested in completing these required tasks and cost of testing. Failure to comply with these requirements may also result in serious repercussions for the municipality.

The Consultant was advised that a full-time hiring process has not been needed for a period of time. When hiring a full-time officer, typically Caernarvon Township will draw from the part-time officers already employed by the municipality. Positions for part-time officers are not advertised in the local media nor through the Pennsylvania Chiefs of Police Association on-line job posting board. A notice is sent out through a local / county-wide email group. The candidate pool is then narrowed down and an interview is conducted with preferred candidates. Selected candidates are then interviewed by the Board of Police Liaisons. An extended background is conducted with the candidate selected to be given an offer of employment.

The Consultant noted that no written Hiring Policy is currently in effect. No written or physical agility test is conducted for the process of hiring full-time or part-time officers. The breadth of advertising for these positions is limited.

It is strongly recommended that the Department create and adopt a Hiring Policy, to include minimum qualifications for the position, application process and testing process, to include written and physical agility testing criteria. The Department should also increase the breadth of advertising for full-time and part-time positions to attract a diverse set of candidates. Understanding the desire for smaller agencies to hire officers that are already “experienced”, the Consultant also recommends to all police agencies to hire the best candidate for the position based on sound, objective and written hiring processes.

\* Note – Potential changes in the MPOETC regulations in 2021 will affect hiring and separation practices/reporting for municipal police departments in Pennsylvania.

## **Policy Development**

The Caernarvon Township Police Department does have a Rules and Regulations Manual (Department Policies) in effect at this time. The current manual consists of policies and procedures which are intended to guide the actions and behaviors of the department and the officers it employs. The “Caernarvon Township Police Department Rules and Regulations Policy Manual” is dated **June 1, 1999**. At the time of this study, this manual is operating on policies that, in effect, could be over 20 years old and not up to date with current policing standards, operations and philosophies. New policies, as of 2020, were written and adopted during an interim Chief of Police’s short tenure with the department.

The following is a list of policies, in order, as outlined in the current policy manual:

<b>Policy Title</b>	<b>Effective Date</b>
Job Classifications, Duties and Responsibilities	6/1/99
Use of Force	6/1/99
Emergency Vehicle Operations	7/1/99
Juvenile Custody	8/1/99
Berks County Central Arraignment Court	8/1/99
Statewide Police Jurisdiction Act	8/1/99
Statements	8/1/99
Reporting Off from Duty Shift	2/15/00
Domestic Violence Guidelines	7/1/00
Sexual Assault Guidelines	4/20/01
Patrol Operations - Body Armor	5/12/20
Harassment Free Workplace	7/15/20
Disability Accommodation	7/15/20
Non-Discrimination	7/15/20
Evidence Handling	7/28/20
Evidence Control	7/28/20
Internal Affairs	10/13/20

Although a policy manual cannot guide or cover every action of a police department and its officers, the manual should be broad enough in scope and content to guide officers and staff in a majority of their duties. The manual should provide a solid framework for high frequency and high risk incidents. The manual 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 structure of the policies manual should follow a logical sequence. The sequence should include a Mission Statement, Table of Contents, the organizational structure/chain of command, job descriptions of those individuals the policies are drafted to assist, rules of conduct, establishment of a departmental directive system and policy and procedures.

The manual should contain, at a minimum, the materials and policies listed below.

- Mission Statement
- Table of Contents
- Chain of Command
- Job Descriptions
- Rules of Conduct
- Fiscal Management
- Records Management
- Uniform, Appearance and Mandatory Vest Wear
- Use of Deadly Force & Non-Deadly Force – De-escalation
- Use of Firearms/Firearms Proficiency/Security
- Use of Issued Weapons and Devices (batons, shotguns, etc.)
- Duty to Intervene
- Search and Seizure
- Domestic Violence Investigation
- Bias Based Policing
- Outside Employment
- Departmental Training /Career Development
- Arrest Procedures

- Holding Cells / Prisoner Transport
- Investigation Procedures
- Juvenile Procedures
- Evidence and Property Control
- Emergency Operation of Police Vehicles
- Vehicular Pursuits
- Vehicle Inventory & Searches
- Citizen Complaints against Officers
- Internal Investigations
- Operation of Video / Body Cameras
- Pennsylvania Legal Mandates

The Caernarvon Township Police Policy Manual does not meet all of the criteria of a thorough, well crafted and maintained policy manual as many policies are dated and additional policies are necessary for the operation of the department. It is the Consultant's strong recommendation that the Department update and add to its current policy manual and follow the Pennsylvania Law Enforcement Accreditation Commission Standards.

Benefits of the Pennsylvania Law Enforcement Accreditation Commission (PLEAC) process are:

- Establishes a credible framework for evaluating agency practices and procedures
- Reduces agency risk and exposure to lawsuits
- Decreases some liability insurance expenditures
- Improves law enforcement – community relations
- Increases employee input, interaction and confidence in the agency
- Enlarges the outlook and viewpoints of managers, officers and employees
- Identifies and highlights the capabilities and competence of the agency
- Furnishes a solid foundation for the agency to build upon for further progress
- Provides reliable methods to improve essential management procedures
- Extends agency accountability to the public and elected officials
- Enhances planning and innovative activities by all agency personnel
- Develops improved methods for providing services to the community
- Encourages problem-solving activities within the agency

(PCPA PLEAC Website)

The Caernarvon Township Police Department Policy Manual is provided to all officers to be reviewed during their Field Training Program. No testing nor further policy review is conducted by the department. It is strongly recommended that after policies are updated and added to, policies dealing with high risk / high frequency activities be reviewed with each new hire and on an annual basis within the department. Officers then should be tested on the policies after review. Any officer who does not fully understand a policy should then be provided guidance as to the proper procedure relative to the policy. This process verifies understanding and acts as proof of knowledge should officers violate the tested policy, but more importantly, guides their actions.

It may benefit the department to hire a consultant to thoroughly review all policies and update and add to all policies as needed. Many police policies should be reviewed by the Township's Risk Management and/or Labor Attorney to ensure that policies meet current standards and follow best practice. It may also benefit the department to purchase Power DMS – a software program used by many police agencies across Pennsylvania to aid in policy creating and revisions, training and accountability. This software allows the department to upload all of its policies, memorandum and orders into the software to then be accessible remotely by all officers. The software tracks all revisions to policies, tracks which officer reviews and signs off on policies, and allows for testing on new or critical policies.

## **Patrol**

The functions of any police agency include preventing crime, controlling traffic, protecting life and property and keeping the peace. The efforts of the entire organization are focused on these functions, but the primary responsibility rests with the patrol force.

As stated earlier, this department is currently made up of 7 full time, sworn officers and 1-2 part time officer(s). Officers work 12 hour, non-rotating shifts. There are no “specialty units” within the Department. The Department did have an officer assigned to Motor Carrier Enforcement, but this specialty has since been terminated.

During the dayshift, two Officers are routinely scheduled (Sergeant and Officer), however, there is no “minimum staffing level” in effect. Part time officers are permitted to work alone.

Assistance or “back up” for priority calls for service may be a distance away, causing an officer safety issue if a Caernarvon Township officer is working alone.

Officers have oversight of their criminal investigations with the Sergeant approving all criminal investigative reports. Officers type their criminal offense reports at headquarters. Citations and traffic accidents are entered in the records management system by the police secretary. Minor calls for service are not printed and filed. More in depth crimes / calls for service are printed and filed by incident number. At this time, there is no access for officers to type reports in the patrol vehicles. It is recommended by the Consultant that officers become able to access the CODY records management system in their vehicles to enter reports and gather information while remaining on patrol. This will enhance their visibility, efficiency and effectiveness.

Leadership within the department should continue to conduct annual Performance Evaluations of their subordinate personnel. Evaluating performance helps ensure that an agency’s Mission, policies, procedures and memorandums are being effectively utilized and followed. The performance evaluation process also allows for supervisors to set goals for their personnel and allows for feedback from personnel as to the direction of their career path. Clear and mutually acceptable goals can be created, expectations of the supervisor can be discussed, and an overall performance improvement plan can be created. Without personnel knowing “how” they are doing, they may not know that they are not performing up to standards. This formalized appraisal can benefit both the Department as well as the individual whose performance is being evaluated. The Consultant recommends that a performance evaluation policy be created to increase accountability and performance within the Department.

### **Mandatory and In-Service Training**

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 nine hundred and nineteen (919) hours of training must be completed in order to receive state certification. This training provides the recruit with knowledge of the Pennsylvania Crimes Code, Criminal Procedures, Vehicle Code and some basic Law Enforcement skills. In addition, the Act also requires annual recertification.

Each year the Municipal Police Officer's Education and Training Commission (MPOETC), the governing body of the Act, specifies the number of hours and the course content that will make up the annual recertification training. The Caernarvon Township Police Department conforms to these annual training requirements.

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/her police powers. The Caernarvon Township Police Department also adheres to these certification requirements.

After completion of their Act 120 training, new officers should complete a comprehensive Field Training Program within the department. This training should be conducted by an experienced officer(s) who has completed a Field Training Officer training program as offered by various training centers and universities. Penn State University frequently offers training in this area.

The in-house Field Training Program should educate the new officers in policies and procedures, laws and ordinances, knowledge of the community, patrol practices and officer safety. The quality of this training has long term effects on the quality of the officers' work for years to come. The department should ensure that each new officer is given the best opportunity to succeed in the program. Formal reviews should be completed daily, reviewed with the probationary officer and provided to the officer's supervisor and Chief of Police. Any issues in performance should be corrected and noted in these reviews.

The Department has officers who have completed a Field training Officer's program and act to train new officers. Currently, a six (6) month Field Training is provided to the officers, however, there is no Field Training guideline memorialized in policy which dictates the daily, weekly or monthly activities that should be learned, experienced or evaluated. No written testing to ensure understanding is contained in the Field Training Process. All new full time and part time officers, no matter their prior experience, should receive the same training with the same duration of time spent with a Field Training Officer.

The consultant recommends that a formal Field Training guideline be created to standardize each new officers' FTO training. It is also recommended that the new officers be tested in areas

of high criticality and high frequency to ensure that new officers are progressing appropriately through the program and understand what has been taught. Full-time and part-time officers should receive the same content, quality and duration (hours) of Field Training. Following these recommendations should provide better trained officers, recognition of the Field Training Officers and lessen any disciplinary and corrective actions within the department.

## **Police Facility**

(\* Due to COVID Restrictions, no on-site visit was conducted)

Many times, the first and only contact a resident has with municipal government is in the police facility. What is seen often becomes their perception of the community's government. Additionally, the facility and environment in which employees' function affects their attitude and subsequent performance. A clean, pleasant and adequately equipped facility reflects a positive atmosphere of good government and may result in improved performance and higher levels of productivity.

The police department currently operates out of a converted firehouse that is reported to have enough space for personnel and equipment. The building is shared with the Township Administration and the exterior appears neat, clean and professional. The Police Department building, as it is presently configured, appears to be operationally effective for departmental functions as no comments were voiced in this matter.

The police headquarters consists of:

Chief of Police Office

Sergeant Office

Detective Office

Patrol Room

Evidence Room

Two (2) Holding Cells

Processing Room

Armors Closet

Two (2) Interview Rooms

Male and Female Locker Rooms

Again, no comments were provided on any deficiencies of the building and no in-person inspection could be conducted. The Consultant was provided numerous photographs of the facility which appear to show a neat, clean and professional physical work environment for the officers and civilian staff. The vestibule appears clean and professional, allowing the public to come into the facility and expect professional police service.

The officers' patrol room appears neat and orderly, with up to date office cubicles with storage and computers. There appears to be a secure evidence storage area along with a secure armory. The evidence processing area holds a professional, in-wall temporary evidence storage unit along with temporary storage lockers.

Two secure temporary holding cells are equipped with sliding steel bar doors, bench and combination toilet/sink. The Consultant noted that a horizontal bar affixes to the side cell wall and to the combination toilet/sink unit. The Consultant recommends affixing a metal plate to the bottom of this bar to minimize any hanging hazard inside the temporary holding cell.

Concerns always arise in the areas of the holding cells and evidence storage rooms. Both of these areas tend to be a high liability area within the department. Not only do the policies and procedures surrounding these areas need to be in place and specifically followed, but the security and safety of each area needs to be ensured.

The Caernarvon Police Department lists having two (2) holding cells. Both holding cells and prisoner processing area should be monitored via video camera with audio. Prisoners should have access to water and toilet facilities, which photographs indicate that they do. The department should ensure a degree of privacy in this area and may digitally block out the area on the video monitors to offer that privacy.

Proper policy should be in place regarding the use of the holding cells, specifically pertaining to the sight and sound separation of juveniles and adults, issues dealing with sick or injured prisoners and the proper in-person monitoring of each detainee. All prisoner arrest/detention and transport forms should be up to date. All officers should be trained in the holding cell policy, forms and documentation for both adults and juvenile detainees.

The department's evidence room should hold evidence related to criminal activity, including weapons, drugs/narcotics and cash. Other items may include recovered stolen property, evidence located at a crime scene and miscellaneous property.

The Caernarvon Township Police Department should have a designated Evidence Custodian who is in charge of the evidence room and procedures for completing the department's evidence/property forms. Only the Evidence Custodian should have access to the secure evidence room. Any other officer that enters the evidence room (to retrieve evidence, assist the custodian or to conduct an audit) should be logged in and out of the room for each event.

The evidence room should be secure and monitored via video camera. Evidence should be logged in an organized manner. Narcotics, cash and weapons should be held separately and secured within the evidence room. An exterior exhaust fan/ventilation system should be installed evidence room. Without proper air flow and clean air exchange, officers and police personnel could be exposed to potential environmental risks such as airborne toxic fumes, mold, particles, dust and other contaminants, as well as the unpleasant odor of anything brought into the evidence area. The main inhalant commonly found in evidence rooms is Aspergillus. Aspergillus is a mold that is particularly fond of marijuana plants and can cause respiratory issues in certain people. The consultant recommends the proper venting and exhaust equipment be installed in the evidence room, if not already equipped.

Periodic inspections for process should be completed regularly. The Evidence Custodian should ensure that all evidence is being recorded properly by the submitting officers on the proper forms, ensure that the area is secure and in neat order and make sure that all evidence is packaged correctly when submitted to temporary evidence.

Periodic audits should be conducted by someone other than the Evidence Custodian. The audit should examine numerous pieces and types of evidence to ensure that what is recorded in the evidence log is currently located in the evidence room. Case evidence purging should be conducted routinely.

Both the results of the inspections and audits should be documented and forward to the Chief of Police for review.

The Consultant recommends that the Chief of Police *not* have access to the evidence room. If an anomaly is found in the evidence room accounting as found through an audit, a Chief should be accountable for the un-biased investigation into the discrepancy. Having a Chief with access to the evidence room may preclude the Chief from conducting this investigation.

## **Vehicles and Related Equipment**

Because a patrol vehicle provides many services and functions, it is one of the most important pieces of equipment purchased by the department. The Caernarvon Township Police Department currently has a total of five (5) vehicles in its fleet. Below is a listing of all vehicles as reported in the Caernarvon Township Police Department Police Fleet Quarterly Report.

<b>Year</b>	<b>Make</b>	<b>Model</b>	<b>*Mileage</b>
2003	Chevrolet	Tahoe	86,979
2010	Ford	Crown Victoria	Out of Service (7/6/2020)
2013	Ford	Explorer	56,429
2016	Dodge	Charger	54,610
2019	Dodge	Durango	20,510
2019	Dodge	Durango	27,465

\* Mileage – 2020 Year End

The use, wear and tear on police vehicles is vastly different from that of a “normally” used vehicle. The police vehicle is the officers’ office, typically used eight to twelve hours each day. Many times, these vehicles are used for patrol on consecutive shifts, extending the continued run time of that vehicle. Although municipal officials tend to monitor the mileage of a vehicle to assess its viability for continued use, the true use of that vehicle should be gauged by its engine run time, which can be vastly different from that of the mileage of the vehicle. Typically, it is recommended to replace 20% - 25% of the patrol fleet every year, “turning over” the entire fleet every 4 to 5 years. The Consultant recommends replacing the 2003 Chevrolet Tahoe with a new patrol vehicle. The Consultant also noted that there is no dedicated Detective vehicle.

A Detective vehicle should be “unmarked”, but equipped with the emergency lighting, siren and equipment to be used in case of an emergency. The Consultant recommends that the Detective be assigned an unmarked vehicle to be used in his duties as an investigator.

In speaking with the Officer in Charge, it appears that all of the patrol vehicles are equipped with required emergency lighting, sirens, radios. All but one vehicle has a laptop computer installed. The Consultant recommends that all vehicles have a laptop computer installed to provide all officers with access to the information needed while on patrol.

No concerns were voiced over the type, quality or quantity of uniforms or equipment. The Consultant was advised that the patrol officers’ uniforms are in adequate condition and, at times, are re-used as needed. Officers have uniform golf shirts as well as Class A uniforms. Ballistic vests are replaced as per the manufacturer’s specifications.

Officers within the department carry the same make and caliber duty weapons (Glock 17). (In that no on-sight inspection was completed, the Consultant could not observe first-hand all issued equipment.)

## **Conclusion**

This study was begun at the request of the Caernarvon Township Board of Supervisors. Several conditions have been highlighted and recommendations have subsequently been made in anticipation of resolving any areas of concern. These concerns are not the responsibility of any one person and may take some time to address. The recommendations are made to help improve the performance of the department as a whole, limit exposure to liability and to improve the service provided to the residents of Caernarvon Township. At times, individuals may look upon this type of study as being critical and become offended or defensive of their organization. Although these sentiments are understandable, they may inhibit the changes that are necessary to improve the organization. It is important that everyone involved keep an open mind, not only about the organization as a whole, but the role they play and the impact they have on that organization and the community they have all sworn to serve and protect.

Several recommendations have been made throughout the course of this study. These recommendations range from minor improvements, to a review of policies, to providing

additional personnel. In a department this size, the majority of these recommendations center on one central theme, maintaining the overall efficiency of the department. The Consultant is fully aware of the economic impact of these recommendations and the limitations that the impact causes.

The Consultant noted no emergent issues facing the Caernarvon Township Police Department which needed to be immediately addressed, with the exception of policy review and updating as addressed in the study. Overall, the Consultant believes that the Department is well run, officers are provided a professional atmosphere in which to work and officers complete their duties in a professional and respectful manner. The Department appears to be operating in a financially responsible manner.

The Caernarvon Township Board of Supervisors is commended for initiating this study and allowing the Consultant access to the department.

## NOTES