

Borough of Dormont

**FIVE YEAR PLAN AND
FINANCIAL MANAGEMENT STUDY**

**Management Audit of Uniform
Departments & Activities**

Step 4

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Fire Department

Mission, Goals and Objectives

The mission of the Dormont Fire Department is to protect the lives and property in the Borough of Dormont from adverse effects of fires or exposure to dangerous conditions, natural or man-made, through a variety of reactive and preventive services. The primary areas of focus are fire suppression, rescue, public education and training. The Fire Department provides service from one centrally located fire station. The Department's authorized strength consists of four full-time staff, employed by the Borough, and an independent volunteer fire company with fifteen members. The agency responded to 313 emergencies in 2005, 349 emergencies in 2006 and 256 calls through the third quarter of 2007, on pace with 2006. In addition to emergency response, the Department also delivers non-emergency services in the form of numerous public education and public service programs annually.

The full-time staff works a rotating schedule of eight-hour shifts that result in an average 40-hour workweek. All staff members are also subject to recall when off duty for all emergency responses.

The full-time staff are non-exempt employees and are represented by the Dormont Desk Officers/Fire Apparatus Operators bargaining unit. The union members are currently working under a contract arbitration award that expires on December 31, 2009.

Staffing

A review of the fire employee schedules, union contract, volunteer roster, call volume and response statistics has yielded the following findings:

- The fire department is presently utilizing full-time and volunteer staff to deliver fire protection services.

Part-time employees were used to fill vacant shifts for several years. This practice has been discontinued due to an inability to attract and retain sufficient part-time employees to meet the staffing needs.

The full-time staff consists of four individuals. Two are long-term employees, one with nineteen years of service and the other with over thirty years of service. The remaining two are relatively new with five or less years on the job.

The union contract with the City requires a minimum of one employee on duty at all times.

The full-time staff each works five eight-hour shifts per week. With four employees this provides coverage for twenty of twenty-one weekly shifts. The twenty-first shift is filled by one of the four employees on a rotating basis. Per the union contract, the twenty-first shift is compensated at straight time.

When a scheduled shift is vacant due to vacation, holiday or sickness, an off-duty full-time employee fills the shift at an overtime rate of one and one-half times the normal compensation rate. Full-time staff is also subject to recall for emergencies. Recalls are compensated at the overtime rate for a minimum of two hours.

- The paid employees are designated as “Desk Officers/Apparatus Operators”. Historically, their primary duties were to serve as police, fire and EMS dispatchers, perform police clerical duties and drive and operate fire apparatus. Several notable occurrences have resulted in significant changes to their job responsibilities.

First, Dormont moved their dispatch operations, first to the South Hills Regional Dispatch Center and subsequently to the Allegheny County 9-1-1 Center. Consequently, much of the desk officers’ workload was eliminated. Second, in 1996, the Pennsylvania Labor Relations Board ruled that the desk officers were “firefighters” and fell under the auspices of Act 111 for the purposes of bargaining. This ruling created strict limitations on job assignments and utilization of the desk officers. Third, in recent years, volunteer emergency response has declined. Out of necessity, the paid employees have become more involved in incident control activities beyond driving and operating the fire apparatus.

At the present time, the core duties are to function as a police desk attendant and respond to emergency calls as a firefighter/apparatus operator. Included as part of these duties are:

- Receiving, recording and dispatching non-emergency police calls.
- Answer the telephone at the police desk.
- Operate police information systems.
- Serve as guards and turnkeys for prisoners in the police lockup.
- Perform maintenance and minor repairs on the fire apparatus and fire station.
- Update fire department databases.
- Participate in fire/apparatus training activities.

Normally, the police-related tasks are performed at the police desk between the hours of 8:00 a.m. and 8:00 p.m. and work in the fire

department is completed in the overnight hours. However, the employee must be at the police desk any time there is a person in the lockup.

During emergency incidents, the employees report to the Volunteer Fire Chief or the highest ranking volunteer officer. For requesting time off, scheduling and similar employee issues, the employees report to the Borough Manager. When working at the police desk, the employees report to the Police Chief. In effect, the employees are subordinate to three separate supervisors.

Members of the volunteer force belong to the independently incorporated Dormont Volunteer Fire Department. The volunteer department is administratively managed by elected officers consisting of a president, vice-president, secretary, treasurer and board of directors. For emergency operations, the members are directed by elected line officers consisting of a chief, deputy chief, assistant chief, captain and lieutenant.

There are currently fifteen active volunteer firefighters. Three additional individuals are in the process of joining the department.

Demand for Service

Although considered a Pittsburgh suburb, Dormont’s demographic makeup is clearly that of an urban area. With a land area of 0.74 square miles, the population density in Dormont is over 11,700 residents per square mile. This kind of density necessitates a large number of single-family, multi-family and multi-story buildings closely situated on small lots. Whenever people and buildings are densely packed together, demand for fire department services will be increased. Additionally, building proximity creates a higher risk of fires spreading beyond the original fire location and involving adjacent structures.

In a typical year, the Dormont Fire Department responds to about 350 emergency incidents. Given the fact that none of the responses are for medical emergencies, this number is much higher than found in similar sized communities with lower population densities.

The call load is generally balanced throughout the year. The following table illustrates the average monthly responses.

MONTHLY CALL RESPONSE												
MONTH	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
AVG. # CALLS	26	23.3	25	25	30.66	28.33	29.33	32.66	27	28	32.5	28

By day of the week, the responses are also relatively well distributed. The following table illustrates percentage of calls by day of week.

DAILY CALL RESPONSE							
DAY OF WEEK	SUN	MON	TUE	WED	THU	FRI	SAT
PERCENTAGE OF CALLS	15.7	15.1	14.3	18.8	13.4	12.8	9.9

Over a twenty-four hour day, the vast majority of calls are received during normal awake hours with a steep decline after midnight. The table below illustrates the percentage of responses by time of day.

CALL RESPONSE BY TIME OF DAY												
TIME OF DAY	0000-0159	0200-0359	0400-0559	0600-0759	0800-0959	1000-1159	1200-1359	1400-1559	1600-1759	1800-1959	2000-2159	2200-2359
% OF CALLS	1.95	4.58	4.73	4.81	8.97	9.30	9.45	12.88	13.67	9.37	11.32	8.97

Budget and Financial Observations

Review and analysis of the budgets and financial results for the years 2002 through 2007 yielded the following observations:

- From 2002 to 2006, fire department costs have been relatively flat. Expenditures increased from \$300,450 in 2002 to \$351,678 in 2006. The largest component of the increase, however, is a vehicle lease payment of \$45,567. This cost was not included in the line-item budgets until 2006. Absent the vehicle lease, the total increase from 2002 to 2005 was \$5,661 or 1.88%. Other inconsistencies in the year-to-year comparison are the addition of utility payments for the fire station and a small capital purchase, along with the elimination of errors and emissions payments in 2006. The table below illustrates fire department expenditures from 2002 to 2006.

**FIRE DEPARTMENT BUDGET
2002-2006**

LINE ITEM	2002	2003	2004	2005	2006
Salaries	148,903.04	146,150.49	161,920.18	169,460.43	160,750.78
Education	600.00	600.00	600.00	600.00	600.00
Sick Pay Buy Back	3,954.40	828.80	854.00	2,650.80	2,635.95
Holiday Pay	5,311.68	6,383.68		7,054.08	5,439.12
Longevity	2,100.00	3,300.00	3,450.00	3,600.00	3,600.00
Overtime	40,053.00	42,872.00	36,455.08	64,830.70	36,967.21
Fire Calls	9,971.82	12,996.02	13,621.68	11,432.55	13,058.32
Uniforms	1,863.25	2,578.60	1,240.58	1,495.43	4,809.48
Vehicle Fuel	228.30	217.10	1,839.25	3,699.30	4,777.82
General Supplies	11,051.98	680.12	2,264.85	1,019.67	2,550.75
Fire Protection Supplies	6,264.74	6,027.64	6,412.02	4,281.65	5,326.40
Medical Services	932.90	664.00	160.00	640.00	764.00
Telephone	1,168.60	1,450.32	1,567.26	1,244.26	781.77
Radio Equipment Maintenance	922.58	4,626.64	1,101.07	1,716.49	909.52
Errors and Omissions	7,137.00	12,301.00	12,990.00	13,381.00	
Utilities	5,209.09	5,051.96	4,090.87	6,589.07	3,155.70
Natural Gas Service					4,119.47
Water/Sewage Service					496.28

Hydrant Rental	24,930.70	25,221.21	23,211.13	27,343.84	25,397.69
Vehicle Maintenance/Repair	5,148.23	4,678.82	6,427.05	4,978.93	11,203.35
Dispatch Services					
Meetings and Conferences	463.21		604.33		734.25
Contribution to Vol. Fire Dept.	24,235.00	21,937.00	25,154.00	22,011.00	15,834.00
Capital Purchases – Major					
Lease Purchase					45,566.99
Capital Purchases – Minor					2,199.00
TOTAL	300,449.52	298,565.40	303,963.35	348,029.20	351,677.85

- The 2007 fire budget is substantially higher than 2006 (\$440,258 vs. \$351,677). This is primarily due to a contract arbitration award that was retroactive to January 1, 2006. This resulted in \$14,040 in back wages for employees. The award also narrowed the pay range for incumbent employees. The prior contract had established a two-tier wage scale, providing substantially lower compensation for new employees. Per the award, the two-lower scale employees were awarded a 5% raise for each year from 2006 to 2009. This is double the increase (2.5%) received by the upper-tier employees. The result is an increase of approximately \$70,000 over 2006.
- In 2008, a small decrease in personnel costs from the 2007 budget is anticipated as there will be no cost for retroactive pay.
- The line-item budget is artificially low because personnel fringe benefit costs are aggregated with all employees and broken out by department. As such, identifying a precise cost of operations is difficult. However, a reasonable estimate is with fringe benefits included, the fire department budget would increase by \$50,000.
- While the majority of the fire department budget consists of personnel expenditures, the percentage is far lower than in similar-sized communities such as Ambridge, Beaver Falls and Titusville. For example, personnel costs in the Dormont Fire Department are 70.16% of total

expenditures. Beaver Falls is 81.8%, Ambridge is 83% and Titusville is over 90%.

- The fire department expenditures ranged from a low of 5% of the total City budget in 2003 to a high of 6.56% of the total city budget in 2007. As the table below illustrates, this compares very favorably with other medium-sized Western Pennsylvania communities.

FIRE BUDGETS AS A PERCENTAGE OF TOTAL CITY BUDGETS (2005)

CITY	CITY BUDGET	FIRE DEPT. BUDGET	FIRE DEPT. % of TOT. BUDGET
Dormont	6,542,866	348,029	5.32
Ambridge	3,844,148	370,266	9.63
Oil City	5,604,000	929,000	16.58
Meadville	7,669,396	1,280,409	16.70
Titusville	2,860,000	564,000	19.72
Butler	6,812,000	1,966,000	28.86

- One major budget item is \$46,000 per year for a lease on a fire pumper. This item will be off the books after 2008.
- Unlike most fire departments in financially challenged communities, Dormont has been able to budget a reasonable yearly allocation for small equipment purchases and repairs.
- Very little revenue is generated from fire department activities.
- The fire department has had limited success at securing grant funding. It has not received any federal Assistance to Firefighters grants, but has acquired state grants of approximately \$12,000 per year for several years.

Employee pay and some benefits are generally higher than those of other medium-sized communities in Western Pennsylvania. The table below provides a comparison of firefighter contracts.

**WESTERN PENNSYLVANIA COMMUNITIES
2007 FIREFIGHTER CONTRACT COMPARISON**

CONTRACT PROVISION	DORMONT	AMBRIDGE	BEAVER FALLS	CONNELLS-VILLE	MEADVILLE
Work Week (hrs./week)	40	40	53	40	56
Wages – Firefighter/Driver (Top Step or Year 5)	\$48,256	\$39,785	\$40,178	\$35,706	\$45,563
Hourly Rate	\$23.20	\$19.13	\$14.58	\$17.17	\$15.65
Overtime Pay	1.5 x normal hourly rate after 40 hrs. per week	1.5 x normal hourly rate after 40 hrs. per week	2 x normal hourly rate after 53 hrs. per week	1.5 x normal hourly rate after 40 hrs. per week	1.5 x normal hourly rate after 40 hrs. per week; 1.714 x normal rate after 56 hrs.
Call Back Pay	Minimum 2 hours @ 1.5 x normal hourly rate	Minimum 2 hours @ 1.5 x normal hourly rate	Minimum 1 hours @ 1.5 x normal hourly rate	Minimum 1 hours @ 1.5 x normal hourly rate	Compensatory time off; Minimum 1.5 hrs. per callback
Longevity Pay	After 5 years, \$200; Increases by \$75 per year thereafter; Max. \$1,700	After 5 years, \$435; Increases by \$87 per year thereafter	After 5 years, \$250; Increases by \$50 per year thereafter; Max. \$500	None	After 6 years, 1% of base pay; Increases by ½% per year to a maximum of 8 ½% after 22 years
Vacations (after 5 years)	Fifteen working days	Twelve working days	Three calendar weeks	Fifteen Working days	Seven working days

Holidays	11 per year; lump sum payment of 11 days at reg. rate	11 per year; 1.5 x normal rate for holidays	11 per year; 2.25 x normal rate for holidays worked	10 per year; 1.5 x normal rate for holidays	8 per year; 1.714 x normal rate for Christmas and Thanksgiving
Personal Days	2 per year	3 per year	3 per year	4 per year	1 per year
Sick Days	15 – 8 hr. sick days per year; unlimited accumulation	12 – 8 hr. sick days per year; Max. accumulation of 120 days	21 – 12 hr. sick days per year; unlimited accumulation	15 – 8 hr. sick days per year; Max. accumulation of 60 days	14 – 12 hr. sick days per year; unlimited accumulation
Unused Sick Day Buy Back	5 days per year at full rate	\$30/day of unused sick days	\$300 if no sick days used in a yr.	Days in excess of 60 at 65% of base rate	48 hrs. @ normal rate if no days used in a yr.
Medical Insurance	100% paid by Borough	100% paid by Borough	7% employee contribution	100% paid by Borough	7% employee contribution
Life Insurance	\$50,000	\$100,000	\$25,000	\$15,000	\$30,000
Retirement	50% of annual salary at age 62 after 25 years of service	50% of annual salary after 25 years of service	50% of annual salary at age 50 after 25 years of service	50% of annual salary after 20 years of service	55% of annual salary at age 50 after 20 years of service
Employee Retirement Contribution	None	5%	Unknown	5%	2% - 5%
Post-Retirement Medical Insurance	\$100 per month	Borough pays 50% of premium of single individual plan	None	None	City pays 93% of premium in effect at time of retirement

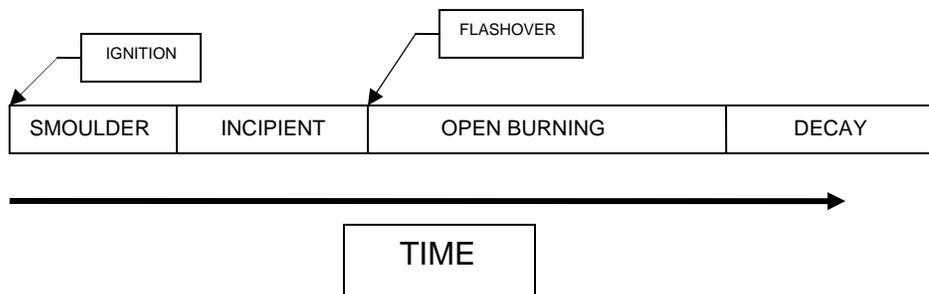
Post-Retirement Sick Day Buy Back	Up to 150 days at \$25 per day	Up to 120 days at \$35 per day	Up to 125 days at \$10 per day	Up to 75 days at 50% of base rate	50% of accumulated unused sick time up to 1,296 hrs. at normal rate
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Performance

Fire department performance is generally graded against two benchmarks – Standard of Cover and ISO Rating.

The basic premise behind Standard of Cover is that in order to control a building fire with minimal life and property loss, a fire department must be able to place an adequate amount of firefighters and equipment on the fire scene, ready to engage the emergency, within a given timeframe.

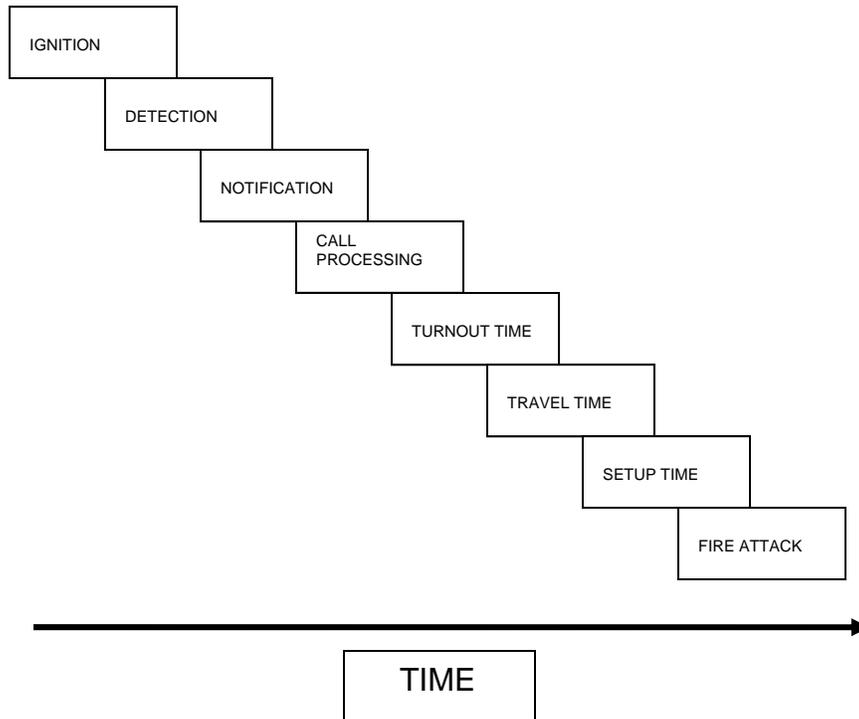
The resource needs and timeframe are driven by the growth process of a typical fire. Once ignition occurs, a fire does not grow in a linear fashion, it grows exponentially. Unchecked, it ultimately reaches a point known as “flashover”. At flashover, a fire changes from involvement of a limited area of the room to full fire involvement of the space. This event occurs almost explosively. Flashover is a critical stage of fire growth for two reasons. A person in the flashover room cannot survive. Others within the building will likely be injured and possibly trapped. Second, the rate of combustion and fire spread increases dramatically, making victim location and rescue far more difficult. Fire control will require more hose lines and water flow. The following timeline shows the stages of a typical fire emergency.



Control of a pre-flashover fire can be safely accomplished with a minimum amount of resources. When a small crew of firefighters is able to begin fire control activities on a small appliance fire, a cooking accident, an overheated motor, a smoldering mattress or similar incident before flashover, the chance of injury or life loss is low and damage is usually minor.

On the other hand, once a flashover occurs, a large complement of firefighters will be needed for fire control, and the likelihood of life loss or injury to both occupants and firefighters is high. Damage will be substantial, often resulting in total destruction of the building and contents.

Clearly, a fire department's best opportunity to alter the course of the emergency, stop loss and minimize the negative consequences is to intervene as early as possible in the fire timeline. The continuum below illustrates the necessary steps for fire department intervention.



The only three elements of this continuum that are within fire department control are turnout time, response time and setup time.

Recognizing that a quickly arriving unit may be able to engage the fire before flashover, Standard of Cover establishes two time benchmarks: one for the arrival of the first unit, and a second for arrival of the remaining resources. Therefore, the standard expects an initial firefighting unit to have a turnout time of 1 minute or less and a travel time of 4 minutes or less for a total response time of 5 minutes. Subsequent firefighting units should arrive within a total of 9 minutes from dispatch. Setup time is a function of the magnitude of the fire upon arrival, the number of firefighters arriving and their level of skill and training. Thusly, setup time will be longer for more serious incidents and in situations with personnel shortages.

Substantial research on resource needs for fire control has been conducted by the National Fire Protection Association (NFPA), the Commission on Fire Accreditation International (CFAI) and several large city fire departments. The data collected determined that at a fire in an occupied structure, a minimum of eight tasks must be simultaneously conducted to stop the loss of civilian lives,

stop further property loss and keep the risk to firefighters' lives at a reasonable level. The critical tasks are as follows: Incident commander, pump operator, search and rescue, attack line, back-up line, water supply, ventilation, rapid intervention and aerial operator. For a moderate risk fire in a 2,000 square foot single family dwelling, a minimum of fifteen firefighters are necessary to accomplish these tasks.

Combining the time benchmarks and resource needs, a fire department should be able to place at least one firefighting unit and a minimum of four firefighters at a fire scene within five minutes of dispatch (one minute scramble time and four minutes travel time). Other units with the remaining eleven firefighters should arrive within four additional minutes (one minute scramble time and a total of eight minutes travel time). These response goals should be met at least 90% of the time. It must be also noted that these are minimum acceptable standards and they are based on a fire in a relatively small detached dwelling. Control of fires in commercial, multi-family residential, industrial and institutional buildings requires substantially more resources.

The challenge that any community faces is how to achieve the above level of fire protection for its citizens at a cost that is affordable. Dormont is like countless cities nationwide that are struggling with this issue.

Because Dormont's land area is only three-quarters of a square mile, emergency responses consistently meet the Level 1 time benchmarks. Even when the on-duty operator is at the police desk and has to run to the fire station, the short response distances allow for total response time to be less than five minutes. The Level 2 benchmark requires the second and third units to arrive within nine minutes of dispatch. Off-duty apparatus operators respond to the station to drive those vehicles to the scene. Once again, because of short distances, the timeframe can be met most of the time.

The shortcoming is in the number of responders. An average of eight personnel responds to each call. This includes the on-duty operator, off-duty operators and volunteer firefighters. This is well short of the minimum responders necessary to meet Standard of Cover needs. Exacerbating the problem is the fact that only two to three firefighters are available to respond to daytime calls on weekdays.

The second measure of fire department service is the Insurance Services Office (ISO) Public Protection Classification Rating System. Using a scale from 1 to 10 (1 being best, 10 being no protection), the ISO rates fire protection in thousands of communities throughout the country. The rating is used by insurance companies to set premiums on the properties it insures. Commercial, industrial, mercantile, institutional and multi-family residential properties are the most highly impacted properties when a city's rating changes.

Dormont was most recently rated in 1998. At that time the Borough was graded as a Class 5. Prior to that time, the grade was Class 4.

The ISO rating is established through an evaluation of a community's water system, emergency communications system and fire department. These evaluations are weighted as follows: Communications – 10%; Water system – 40%; Fire department – 50%. Each component is evaluated using a fractional point scale and added together to establish the community point total. Additionally, points are subtracted, known as Divergence, when the water supply is relatively better than the fire department or vice versa. The thinking is that a good water supply would be underutilized with an ineffective fire department and conversely, the best fire department would be less effective with a substandard water supply.

The ISO evaluates communities approximately every ten years. Dormont's next evaluation can be expected in the near future.

When an ISO representative conducts a community assessment, areas examined include record keeping practices, pumper, aerial ladder and hose tests, apparatus equipment, personnel training and deployment protocols.

The most important factor, however, is firefighter response to incidents. The grading schedule's premise, much like Standard of Cover, is that fires will be controlled quicker and with less damage when large numbers of personnel are available in a short timeframe. As such, the single largest point factor is awarded for firefighter response. Because of immediate availability, full credit is given for any on-duty firefighters. Since it is assumed that any firefighter not on duty will have a longer response time, only one-third credit is given for any firefighter who is not on duty. In Dormont, in a best-case fire scenario, there would be one on-duty responder and potentially eighteen off-duty and volunteer responders. If everyone showed up (highly unlikely), the ISO would credit the department with a total of only seven responders to the fire, well below the recommended minimum.

Further, for most weekday responses, the ISO credit would seldom be more than two responders.

In addition to staff availability, other factors that impact performance are facilities, facility location, apparatus, equipment and training.

Regarding facilities, Dormont's fire station is six years old, located on Hillsdale Avenue across from the Municipal Center. The building is strategically located to provide good access to all sections of the Borough.

The station has sufficient space to house the department apparatus fleet, but has limited storage and training space. When initially designed, a second story was

planned for the building. However, budgetary limitations necessitated a reduction to a single story.

All building systems are in good condition.

The current apparatus fleet consists of the following equipment.

YEAR	MAKE	TYPE	CONDITION
2003	Ford	Squad	Very Good
2002	Sutphen	Pumper	Very Good
1995	Sutphen	Aerial Platform	Very Good
1979*	American LaFrance	Pumper	Poor

* A new pumper is on order to replace this vehicle. It will be delivered in 2008.

The current complement of apparatus is adequate to meet emergency response needs and also the minimum requirements of the ISO Grading Schedule. Given the age and condition of the fleet, there should be no need for new apparatus purchases for at least ten years.

Small equipment such as fire hose, nozzles, self contained breathing apparatus, saws, tools, etc. is all in good condition. The current supplies budget should be sufficient to maintain an adequate complement of small equipment.

Significant Issues, Challenges and Problems

Given the above background, the following summarizes the challenges facing the fire protection system in Dormont.

STAFFING CHALLENGES

- Most emergency responses are understaffed.
- Duty staffing only guarantees one responder is available for calls.
- There are insufficient volunteer staff to fill incident response needs.
- Apparatus operators report to multiple supervisors.
- Apparatus operator duties sometimes interfere with fire response needs.
- The Borough has no central control over a required service.

FINANCIAL CHALLENGES

- The employee shift schedule creates an open shift every week.
- Any vacation, holiday or sick time necessitates overtime expenditures.
- Overtime minimums create excessive costs for emergency recalls.
- No revenue is generated by fire department activities.
- The contract arbitration award has increased financial pressure on the Borough.
- The cost to provide employee benefits is inordinately expensive.
- The return on investment (ROI) of the full-time staff is less than desirable.

In the discussion that follows, recommendations are given that will help address the challenges listed above. They have been developed from a perspective of the present situation, the areas of need, the constraints on making change to meet those needs and recommendations that could deliver equal or improved service at a lower cost.

It must be remembered that some of the recommendations contained herein do not necessarily represent the preferred choice, but are being made in order to achieve a reduced net cost of operations while maintaining the highest possible level of fire protection.

It should also be noted that many of the following recommendations will require cooperation and concessions from the Borough of Dormont, the bargaining unit and the Dormont Volunteer Fire Department. All stakeholders should be aware of the scope of the problems and should be participants in finding and implementing solutions. To that end, a labor management committee, consisting of bargaining unit representatives, the Fire Chief and Borough Administration, should be formed to review the recommendations and jointly develop strategies for implementation.

Recommendations

❑ Dormont should continue to provide for immediate fire and rescue emergency response.

Large communities attempt to meet Standard of Cover requirements by staffing at least four firefighters on each apparatus. Smaller communities generally attempt to guarantee at least one unit is available for immediate response by scheduling a complement of at least four firefighters on duty around the clock. Where communities cannot afford to staff at the four person level, they often use creative deployment procedures to come as close to Standard of Cover requirements as possible. The table below illustrates that nationally nearly 50% of communities the size of Dormont utilize at least some paid staff for fire protection.

Population of Community	Total Departments	FIRE DEPARTMENT TYPE					
		All Career		Career + Volunteer		All Volunteer	
		<i>No.</i> <i>Depts.</i>	%	<i>No.</i> <i>Depts.</i>	%	<i>No.</i> <i>Depts.</i>	%
5,000- 9,999	4,375	162	3.7	1,894	43.3	2,319	53

The approach used by Dormont and many other communities is to staff the fire station with driver/operators who are available to immediately deploy fire apparatus to an emergency scene. Off-duty drivers and volunteer firefighters are called by radio pager to respond directly to the scene to meet the responding fire apparatus. Although not the most desirable solution, this method can result in both the truck and four firefighters arriving within the five minute limit. The crucial factors are the ability to immediately deploy the apparatus and the proximity of the off-duty firefighters. Due to the compact nature of the Borough, this system generally works well.

There are three primary reasons why immediate response is necessary.

- If rapid deployment is discontinued, nearly every emergency would be more severe and less controllable at the time of fire department arrival. This would also require more firefighters.
- Buildings in the Borough are generally of pre-1950 vintage and closely situated. Any fire that gets a foothold in a building is highly likely to spread to adjacent structures. This will unquestionably become an issue if response times are increased because immediate response is eliminated.
- The volunteer fire department does not have sufficient members to assume the responsibility for apparatus response in addition to firefighting activities.

❑ Alternate methods of providing for immediate fire emergency response should be considered.

For all the reasons stated above, it is important that Dormont continues to provide immediate response to fire related emergencies. The present system utilizing paid drivers and an independent volunteer fire company is only one of several models that could be used, however. The discussion below suggests two other approaches that could be used along with some of the advantages and disadvantages of each.

Consolidate with willing partners to form a fire protection district.

This concept would most likely yield the greatest benefit, but it would also be the hardest to implement. Creation of a fire protection district would regionalize fire protection services in the communities that participate in the district. A single fire organization would be formed. It would operate as an independent entity that would deploy resources in the form of stations, apparatus and staff across the district. Resource distribution would be based on a risk-assessment analysis of the district demographics, built environment, threat analysis and historic service demand.

The fire district would function similar to an authority and have independent taxing powers to fund service delivery. It would be governed by an elected Board of Directors who would set policy and provide direction. All existing fire departments within the district would be consolidated into a single entity. An appointed Fire Chief and supporting officers would be responsible for day-to-day operations.

Perhaps the best example of this model is the Tualatin Valley Fire Protection District in Oregon. It began with the merger of two small fire organizations in 1989. Today the district has grown to include nine cities and parts of three counties. It provides protection to over 450,000 people with a staff of 400 full-time and 100 volunteer firefighters. The tax cost of service is the lowest in the entire region.

The benefits produced through consolidation include:

- Consistency of service delivery throughout the region.
- Same policies, same procedures, same terminology, same training and same deployment across the district.
- Increased efficiency.
- Economies of scale.
- Elimination of duplication.
- Lower cost of service.
- Improved ISO Classification.

The challenges include:

- Individual department loss of identity.
- Turf issues.
- Perceived service inequities between participating communities.
- Perceived financial inequities between participating communities.
- Difficulty in creating a new public entity.
- Reaching agreement between elected officials, municipal officials, firefighters and citizens in diverse communities.

Given the challenges, the chances of creating a fire protection district in the short term, if at all, are low. But, if a few visionary leaders, as in Tualatin Valley, were to ever succeed, they would be creating an ideal system for fire protection delivery.

Contract with a neighboring jurisdiction for first-response services.

This approach would not yield all the benefits of a fire protection district, but it would be an improvement over the current situation, be easier to implement and produce a savings over current expenditures.

Most communities participating in the Early Intervention Program are the hub of their region. Although experiencing financial difficulties, they still have the highest populations, the highest budgets and offer the highest level of services. In those situations, contracting with neighboring communities is not feasible.

Dormont, on the other hand, is situated between Pittsburgh and Mt. Lebanon. Both are larger communities and both offer a full array of services. In this case, contracting for a service with one of these communities is not only feasible, but potentially beneficial.

Pittsburgh has two stations, one in Brookline and one in Beechview. Both are close enough to Dormont that response time should not exceed five minutes. Mt. Lebanon's station is also located within a five-minute response time to any part of Dormont. Pittsburgh's stations are staffed with four firefighters. Mt. Lebanon has from three to eight full-time staff on duty.

Clearly, either community could provide contractual response service. Mt. Lebanon would be the preferred choice, however. Pittsburgh is a fully paid department. Historically they have resisted working with volunteer firefighters and fire departments. Mixing Pittsburgh career firefighters with Dormont volunteers could become a source of conflict.

Mt. Lebanon is a combination department that has melded paid and volunteer staff for over 75 years. There is already a cooperative relationship with the Dormont volunteers. Working together at emergency scenes would not be a problem.

Whether it is Mt. Lebanon or Pittsburgh, any contract should include a stipulation that Dormont's paid staff be offered positions with the contract community. These individuals are experienced and have a thorough knowledge of the Borough and its residents. This background would become a great asset to the contracting community in facilitating the service transition.

Dormont's 2007 budget for fire protection is \$440,250. Of that amount, \$293,950 is earmarked for personnel costs. Adding fringe benefit costs of approximately \$50,000, the personnel cost rises to \$343,950. This number is artificially high because it includes back pay and overtime costs from 2006. A more accurate figure is \$291,000. Essentially, this is the current cost to provide immediate fire response. For this expenditure, community residents receive one vehicle with one driver/operator in less than five minutes.

Although it is difficult to predict what the actual cost to contract the same service would be, a reasonable estimate would be \$200,000 to \$225,000 per year.

The benefits to this approach would include:

- Potential savings of \$75,000 or more per year.
- Have a predictable yearly cost.
- Continue to meet Standard of Cover response time guidelines.
- Increase the number of responders on the first unit.
- Potentially improve the ISO classification.

Disadvantages include:

- Loss of police desk officers. Accommodations would need to be made for prisoner supervision and other police desk duties.
- Difficulty in contract negotiations.
- Possible resistance by the Desk Officers/Apparatus Operators.
- Possible resistance by the Dormont volunteers.

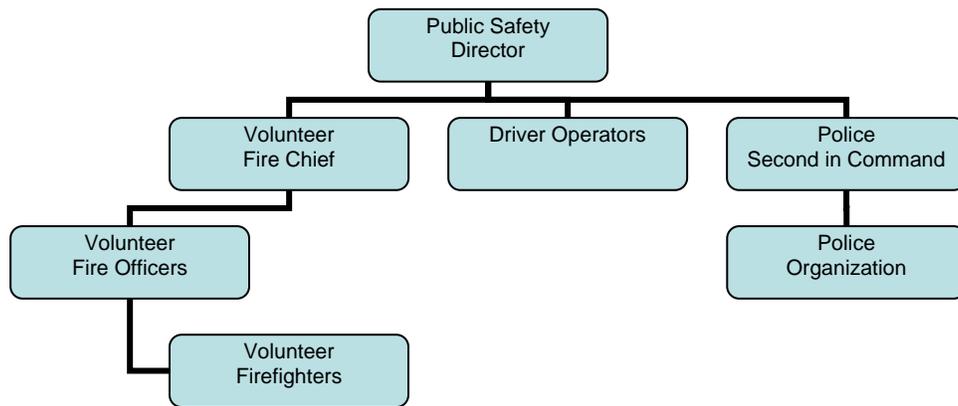
Although implementation would be difficult, this concept would have a much better chance for success than a fire protection district.

□ The organizational structure of the fire protection system should be redesigned to establish better reporting lines, more efficient operation and a more visible presence in the Borough hierarchy. The cornerstone of the redesign is the creation of a Public Safety Director position.

Previously discussed was the fact that the desk officers/apparatus operators are actually subordinate to three separate supervisors: the Borough Manager, the Police Chief and the volunteer Fire Chief. This creates a myriad of problems. Unclear responsibilities, lack of continuity, inefficiency and poor morale are just a few of the issues that result in this type of arrangement.

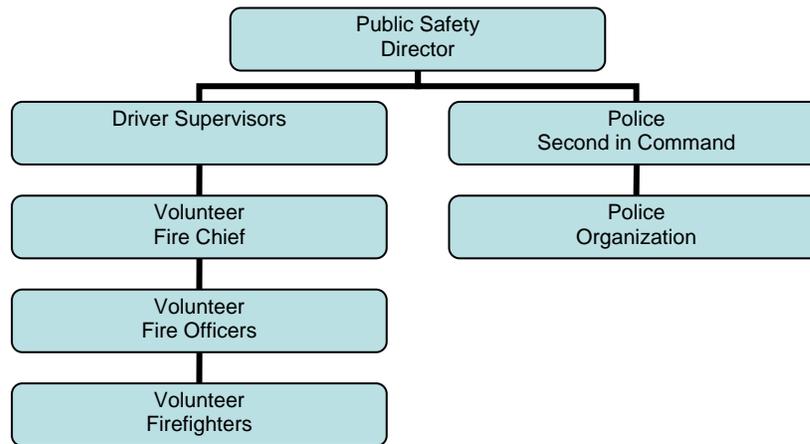
At the same time, the fire department, without a daily seat at the management table, is often left out of the decision-making process. All government functions, finance, public works, administration, police and fire should be collectively involved in the service delivery system. Although generally unintentional, whenever a fire department does not have full-time representation to the governing body, its needs are often overlooked and its input is not received.

The organizational model illustrated below represents a transitional organization that would begin to address these issues.



In this arrangement, the Police Chief would be moved into the position of Public Safety Director (PSD). The current reporting lines in the police department would not change. For fire operations, the Public Safety Director would have ultimate authority over all fire-related operations.

Initially, the Volunteer Fire Chief and driver operators would be subordinate to the PSD along parallel reporting lines. Over time, the driver operators would receive training in leadership, incident command, management and other disciplines that would prepare them to assume supervisory roles. Ultimately, they would become department leaders for the volunteer organization. The organization chart would evolve into the illustration below.



Clearly, this would represent a significant change from current practice. It would likely receive substantial opposition as well. But it also would establish a much better organization for delivering public safety services. Some of the benefits include:

- A single individual responsible for both facets of public safety.
- Inclusion of the fire department as a part of the Borough management team.
- Clearly defined reporting lines within both the paid and volunteer fire staff.
- Increased responsibilities assigned to the driver/operator more in line with their compensation package.
- More consideration of the volunteer fire department's needs.
- More cohesion between the paid and volunteer staff.
- More cohesion between the police staff and fire staff.
- Fire protection needs and decisions would receive the full attention of the Borough Administration.

Again, this change would not come quickly or easily. There would be potential contractual concerns, amendments necessary to the agreement between the Borough and volunteer fire department, hurt feelings, perceived loss of power and other issues to overcome. The previously noted participation of all stakeholders would be vital to the success of the effort.

❑ The fire department should aggressively pursue volunteer firefighter recruitment to increase the size of the volunteer force.

Recruiting sufficient numbers of qualified members has become one of the greatest challenges facing volunteer fire departments today. At one time, most communities had little difficulty attracting members. Often, multiple generations of the same family would belong to departments for long terms. Frequently, many of the firefighters worked locally and on rotating shifts. In many cases local

businesses would allow firefighters to leave work to attend fires. This was sustainable because only a small number of fires would occur during work hours.

At the same time, demands on a firefighter's time was minimal. Required training was nonexistent in many departments and minimally required in others. Fund-raising was important, but the relative cost to run a fire department was low.

Today, this has all changed. Fire departments face tremendous competition for firefighter's time. Most families have two wage earners or have the main breadwinner working two or more jobs. More opportunities exist for children today than ever before. Just transporting children to and from their activities consumes a large amount of a parent's time. Today's workforce is far more transient than previously. As the Pittsburgh region's industrial base has eroded, less people work in the communities where they live and smaller numbers work shifts. Additionally, fewer employers allow employees to leave work to fight fires.

These changes have taken place at a time when firefighter time demand has increased dramatically. Firefighter training has rightfully become mandatory in most departments. Minimum required training to become a basic firefighter now runs well over 150 hours. Standards now stipulate minimum levels of hazardous materials, right-to-know and incident management training. Safety was once given nothing more than lip service. Today it has become a cornerstone of fire department training programs. Concurrently, calls for service have increased substantially. Connected alarm systems, carbon monoxide detectors, vehicle accidents, medical assists and service calls are all responsible for creating a demand overload at a time when fire department membership roles are dwindling.

Even with these challenges, there are still a substantial number of people in every community who are willing to become volunteer firefighters if the right incentives are in place.

Initiatives that can be considered to assist with recruiting new volunteer members include:

- Implement a "Duty-shift Program". This initiative can often pay dividends by attracting individuals to volunteer who prefer to schedule blocks of time to serve rather than be subjected to being on call at all times. This is not unlike performing volunteer work for hospitals, nursing homes and schools. With this program, the fire department establishes minimum participation guidelines and minimum training requirements. Persons wishing to become a "Duty-shift Member" would agree to be at the fire station for a specified number of time blocks per month. During the scheduled duty shift, the individual would train, respond to emergencies and assist the on-duty driver/operator

with his assigned tasks. In return, the volunteer would receive a small stipend and be entitled to all the benefits of volunteer membership.

This program is definitely not for everyone and is a departure from the traditional volunteer fire department model. As such, it would not be rapidly accepted. That said, many departments in the suburban Washington, DC, area have found great success by implementing a “Duty-Shift Program”. They have found that there is a segment of their population that is willing to volunteer but is too busy with family, jobs and other obligations to participate on an on-call basis.

Other benefits to the “Duty-Shift Program” include improved relationships between the career and volunteer staff and additional credits for personnel in the Insurance Services Office (ISO) Grading Schedule.

- Consider implementing a Junior Firefighter Program. It can help to provide a feeder system to the organization by appealing to high school students and whetting their appetites for firefighting when they are young. By the age of 18, many junior firefighters have developed a strong attraction for the fire service and become active volunteers. In fact, many of today’s career firefighters got their start as junior firefighters.

The challenge associated with the Junior Firefighter Program is getting kids to join. To this end, the schools can be helpful. Students today are required to complete a specific number of public service hours before they can graduate. If the school administrators and guidance counselors would encourage participation in the fire department to fulfill the public service requirement, more kids may join. Similarly, some schools have added courses in public safety and emergency medical skills to their elective curricula. Where this has occurred, fire departments are finding more students are expressing interest in joining. For example, in Ambridge, the Fire Chief, working with the Ambridge School District, has developed a high school-based firefighter training program. It allows students the opportunity to take the Pennsylvania State Essentials of Firefighting class as part of the in-school curriculum. This unique program appeals to students with an interest in the fire service and has a requirement that, while enrolled, participants volunteer for their local fire department. It has helped generate new members for five local fire departments.

- A “Shared Firefighter Program” could be initiated. The long-term solution to the fire protection problem in most communities is regionalization. Unfortunately, attempts to regionalize fire services are generally met with massive resistance. Whenever the subject is

raised, it becomes an emotional issue, and proponents of regionalization are usually overwhelmed.

A “Shared Firefighter Program” is a way to achieve some of the benefits of regionalization without actually regionalizing. With the program, firefighters are able to maintain concurrent membership in multiple fire departments. Training and call requirements can be maintained through attendance at programs at any of the participating departments. Whenever any community within the shared group has an emergency, the firefighters in the program, no matter where their base affiliation is, are authorized to respond to the call. The effect is to create a much larger pool of firefighters for all the communities. Over time, several positives occur. Departments tend to move toward common terminology and operational procedures. Individual department allegiances weaken which helps to reduce turf battles. Over time, the “Shared Firefighter Program” can actually act as a catalyst for regionalization rather than an impediment to it. The program is most effective in relatively small geographic areas where there are multiple fire departments, a situation found in Dormont.

- A successful firefighter recruiting campaign must create a community awareness of the fire department and its needs. To accomplish this, the department should be marketed via as many channels as possible. Publish a fire department web site; send direct mailings; distribute flyers in the schools; create a speaker’s bureau for community groups; consider lawn signs and billboards; produce an informational video to air on the local cable access channel. Most, if not all, of these initiatives can be accomplished with community talent at little or no cost.
- Consider establishing a child-care system. Many people do not volunteer and many volunteers do not respond to calls because of child care requirements. Some departments have created a child-care program. They have identified people in the community who can’t or won’t become firefighters but will assist by agreeing to watch kids during calls and/or training sessions. It would operate similar to child-care areas in grocery stores. One or more caregivers would respond to the fire station or other designated location and firefighters would drop their kids off and then respond to the emergency or attend the training session. This is not a perfect solution, but it does tend to increase firefighter participation.
- Engage the community by conducting a “Citizen’s Fire Academy”. There are several benefits to such a program. Conducted similar to a major-league baseball “fantasy camp”, a Citizen’s Fire Academy provides the opportunity for interested citizens to participate in a multi-

faceted program of instruction of the activities of a fire department. Typically there are eight to twelve sessions on topics ranging from fire operations to rescue operations, emergency management, CPR and AED usage, department history and operations, fire prevention, etc. Participants are able to take part in many activities within their physical abilities and safety.

The programs tend to be self-sustaining from favorable word of mouth and minimal advertising. Most people who participate are amazed at the depth and breadth of fire department activities and the dedication and commitment of the firefighters. They invariably become strong supporters of the fire department. They also share their experiences with friends and relatives, which results in a great deal of good will in the community.

But most importantly, some participants enjoy the experience so much that they want to continue to be a part of the organization. The Mt. Lebanon Fire Department has conducted several Citizens' Fire Academies. New volunteer recruits have come from every class. As many as six new volunteers have come from a single Academy program.

- Develop incentives. Volunteer firefighters are not free, just less expensive than career firefighters. In an effort to compete for people's time, many departments have created a package of incentives and rewards. Some of the components a total benefits package might include are:
 - Tax incentives. Reduced property or earned income taxes or waived occupational privilege taxes are possibilities.
 - Free use of local recreation facilities.
 - Education/tuition assistance plans.
 - Individual and team recognition awards.
 - Length of service (LOSAP) remuneration plans.
 - Retirement plans.
 - Life and health insurance policies.
 - Credit union memberships.
 - Wellness programs.
 - Disease inoculations.
 - Training and fire conference attendance.
 - Clothing and uniform provisions.
 - Social/family activities and sports activities.

❑ The fire department should apply for a federal SAFER (Staffing for Adequate Fire and Emergency Response) Grant to fund volunteer recruitment initiatives.

The SAFER grant program distributes over \$100 million per year to fire departments to assist fire departments with hiring additional staff and with volunteer recruitment and retention programs. Recent awards for volunteer initiatives have been distributed throughout the region. The monetary value of the awards ranges from a few thousand dollars to over \$50,000 in some cases.

The Edinboro Fire Department has made great use of SAFER funding to improve their staffing capabilities. They applied for and received a substantial grant award to provide housing for volunteer firefighters. The funding is being used to fund the cost of dormitory housing for six students at Edinboro University. In return for the housing stipend, each student agrees to work 20 hours per week providing fire response for the Edinboro Fire Department. The students in the program are already certified firefighters in their home communities and have an opportunity to participate in these activities while in school. And they have a financial incentive to do so.

Dormont is close to Pitt, Duquesne, Carnegie Mellon, Point Park and Robert Morris colleges. All are easily accessible from Dormont via the “T” and 44-U buses. As such, a program similar to Edinboro’s may be successful.

The Mt. Lebanon Fire Department recently received a SAFER Grant to fund training for volunteer firefighters. Recent changes in the Pennsylvania fire training system have dramatically increased the number of training hours necessary to become a certified firefighter. Mt. Lebanon plans to use the SAFER money to pay for the training costs as well as for the firefighters’ time commitment.

These are just two examples of a myriad of successful approaches to volunteer recruitment and retention through the use of SAFER funds.

❑ The partial automatic aid program should be expanded to include automatic response to structure fires 24 hours a day (at least until the volunteer recruiting initiatives begin to bear fruit).

Mutual aid is an alternative method of obtaining personnel resources for emergencies. Depending on the time of day and day of week, it is possible to respond with a sizeable number of firefighters from outside agencies. But it is not a total solution. Typically, mutual aid is used after a fire company arrives at an emergency scene and determines that the scope of the incident is beyond local capabilities. They then request assistance from neighboring jurisdictions. The system is generally effective at producing an adequate manpower pool but rarely arrives within a nine-minute timeframe.

Automatic aid is a variation of mutual aid where the assisting department is dispatched at the same time as the company where the emergency is located. This can shorten the assisting companies' response times by four to six minutes. The downside is that many of the automatic aid incidents will be minor in nature and the assisting company is not needed. This results in many aborted responses and places an extra workload on the assisting companies. To lessen this impact, automatic aid is often used for only specific incident types, such as structure fires or vehicle extrications.

For several years, Dormont has had an automatic arrangement with Mt. Lebanon and Castle Shannon for structure fire calls between the hours of 6:00 a.m. and 6:00 p.m. Because manpower shortages occur at almost all calls, the automatic aid timeframe should be expanded to twenty-four hours a day.

❑ Dormont should attempt to reestablish the part-time driver program. The model used by the Titusville Fire Department is suggested.

Part-time employees were used for several years to fill shift openings that were vacant due to vacations, holidays or the weekly twenty-first shift. The program proved to be unsuccessful because of the difficulty in attracting sufficient part-time staff to meet scheduling needs. Additionally, contract limitations on part-time utilization further burden the process. The result is an exorbitant amount of overtime expenditure to fill holes in the schedule. In 2007, the overtime budget is \$79,000. This is over 42% of the regular salaries budget.

In Titusville, PA, part-time firefighters are used to fill ALL unscheduled overtime needs. Any opening on a shift due to sick call-offs, holidays, vacations and any other time when the minimum complement of on-duty staff cannot be achieved with scheduled full-time staff, a part-time firefighter is used to fill the opening. The only overtime cost in Titusville is for emergency incident recalls.

The effect of this initiative would be when a shift vacancy occurred that would normally cost 1.5 times a normal firefighter's hourly rate to fill; the new cost would be at a part-time firefighter rate.

Re-establishing a part-time program using the Titusville approach will not be easy. It will require negotiation and cooperation from the full-time staff. But if accomplished, the savings potential is \$40,000 per year.

❑ Consideration should be given to change the standard workweek from 40 hours to 42 hours.

The current 40 hour workweek leaves an eight-hour gap in coverage every week. Although, the contract permits these gaps to be covered at straight time, it still represents an annual cost of over \$7,500.

Historically, fire departments have utilized work schedules with workweeks of 42 to as many as 56 hours. To accomplish this, a typical work period may be

10 hours, 12 hours, 14 hours or even 24 hours. The trade-off for the extra work hours is a desirable schedule for the employees. For example, in a 24-hour schedule, the employee works only one of every three days. This is attractive to people with active families and/or second jobs.

With a 42-hour workweek, the schedule normally consists of 10-hour day shifts and 14-hour evening shifts. The workload is relatively balanced because service demand is much lower over night than during the daylight or early evening hours. In return for longer work periods, the employee receives extended periods of time off. In Mt. Lebanon, the fire employees work two 10-hour day shifts, two 14-hour nights and then are off for four consecutive days. This has proved to be an extremely popular work schedule.

If a similar arrangement could be established in Dormont, it would eliminate the weekly 8-hour shift coverage gap and save \$7,500 per year.

❑ The Desk Officers/Apparatus Operators job assignments should be changed to include code enforcement activities.

Presently, the Desk Officers/Apparatus Operators spend the vast majority of their work shift in the police department. While there, they answer telephones, perform clerical work, perform record keeping duties, greet visitors, operate the CLEAN and NCIC computers and dispatch non-emergency police calls. This is vital work, but it is being performed by expensive labor.

In the Pittsburgh region, police clerks typically make from \$20,000 to \$30,000 per year plus benefits. In Dormont, the cost per employee ranges from nearly \$50,000 to over \$70,000 plus benefits for these services.

Elsewhere in this report is a discussion of the Borough's Code Enforcement function. The Code Enforcement Program is currently understaffed. As such, some code enforcement functions are not adequately addressed and others are not addressed at all. Many of these functions are potential revenue generators. One of the recommendations for Code Enforcement is to add a code enforcement officer to assist with the existing work load and to initiate new revenue generating programs. The cost of such a person with appropriate credentials would be well over \$40,000 per year.

An alternative approach would be to assign the Desk Officers/Apparatus Operators to code enforcement (Monday through Friday daylight) and hire a police clerk instead of a code enforcement official.

This approach would have several benefits:

- The employee cost savings would be between \$15,000 and \$20,000.
- The Code Enforcement function would receive the resources it needs.
- The new code enforcers are already familiar with Dormont and its buildings.

- Code enforcement is closely aligned with fire protection activities.
- New initiatives could bring in additional revenue.
- A cyclical fire inspection program could be established.
- While assigned to code enforcement, the Apparatus Operators would be available for immediate response, even when there is a prisoner in the lockup.
- After normal business hours the Desk Officers/Apparatus Operators would continue to work at the police desk.
- The Desk Officers/Apparatus Operators could become credentialed Code Enforcement Officers. They would have the opportunity to study for code exams during the slow overnight duty hours.

❑ The minimum number of hours for staff recalls should be reduced.

Any overtime emergency response callout currently nets the employee being recalled a minimum of two hours. The majority of these recalls are for fires and other emergencies that turn out to be minor in nature. Consequently, the incident is often likely to be concluded in much less than two hours. The new contract should seek a lower minimum number of hours for callbacks. Suggested recall minimum is one hour.

❑ Fire department employees should share in the cost of health care premiums.

In terms of types and amount of coverage, the health care plan provided to fire department employees is representative of plans provided by a significant number of private and public sector employers. But what sets Dormont apart from many others is that the employees are not required to share in the premium cost. Furthermore, the contract stipulates a maximum co-pay of \$25 per office visit and \$25 per prescription, with the Borough picking up the remainder. This figure went into effect in 2003. It will remain in effect through 2009. Freezing the co-pay at a fixed level for seven years will result in increased costs to the Borough without any obligation to the employee.

In recent years, the public sector has followed the lead of private industry in recognizing the difficulty of fully funding increasingly expensive health care coverage. Common practice is for employees to pay as much as 25% of the premium costs. In addition to saving the employer money, it is believed that employees who share in the cost of their health care will become more responsible users of services. Whenever employees bear some of the burden of premium increases, they are inclined to become more judicious in their health care choices, which in time should ease the upward movement of health care costs. An initial employee share of 5% of premiums that increases to 10% over a period of several years would be a reasonable approach.

❑ The fire department should establish a categorized fee schedule for emergency response services and begin billing for those services.

Many homeowners and automobile insurance policies have provisions to pay for charges for certain fire department services. Nationally, fire departments have begun to establish fee schedules and bill insurance companies for specific response types. The Dormont Fire Department responds to about 350 emergency incidents per year. Approximately 75 of these incidents are potentially billable with possible revenue of \$250 to \$500 or more each.

The City of Meadville has recently passed a new comprehensive fee ordinance that established fees for certain fire response services. Fees include \$500 for structure fires, \$300 for car fires and rescue fees from \$200-375 depending on the level of fire department actions.

If Dormont adopts a similar ordinance, a reasonable amount of revenue could be generated. Based upon current call volume, the chart below illustrates potential revenue from this source.

POTENTIAL BILLING FOR SERVICE REVENUE

Number Billable Calls per Year	75
Response Fee	\$250 - \$500
Consumables Fee	\$75
Average Revenue per Call	\$400
Recovery Rate	33%
Total Potential Yearly Revenue	\$10,000

❑ The Borough should consider the use of a third-party billing service for all fire department revenue-generating activities.

If this type of service fee is enacted, it is strongly suggested that a third-party billing agency be utilized. These companies understand the subtleties of emergency services billing and also have the resources to follow up on accounts receivables. Most communities that have chosen this approach have found the recovery rates to be substantially higher than with in-house billing, and the increased revenue more than makes up for the cost of the service.

❑ The Fire Department should review the most recent Insurance Services Office (ISO) grading report and current ISO rating to identify what is necessary to sustain the current grade and identify what steps would need to be taken during the next ISO review to receive an improved rating.

Noted previously in this report is the fact that insurance companies utilize the ISO Public Protection Classification System to set property insurance rates. Insurance premiums for commercial and multi-family residential buildings vary widely as a community's classification changes. Typically the premium will be lowered or raised by several percent for each change in classification.

Dormont's ISO rating is a Class 5. Because of the weight applied by the ISO to firefighter response, and the decline in available responders in recent years, there is a concern that in the next review the rating could drop to a Class 6. Unfortunately, there doesn't appear to be a copy of the detailed report from the last review either at the fire station or municipal center. If one was available, it would be relatively easy to determine if the next evaluation would result in a change in classification.

A replacement copy of the report should be requested from the ISO as soon as practical. Once in hand, it should be thoroughly studied and compared against current conditions. If it appears that there is a risk of a class reduction, necessary steps should be taken to prevent it from occurring.

The direct impact of a drop in classifications would be increased property insurance premiums. Owners of larger buildings could potentially see annual premiums rise by several thousand dollars. Recently, a Western Pennsylvania third-class city had its classification reduced from a Class 5 to a Class 10 because of inadequate firefighter response. In that community, until the fire department is able to remedy the response problems, insurance premiums for property owners will increase by 50%. Additionally, insurance companies are reluctant to write insurance for high value commercial buildings where ISO Class 9 and 10 ratings are present. Such a situation would be a deterrent to attracting new development.

Police Department

This police department management review of the Dormont Borough Police Department is being conducted under the guidelines of the Pennsylvania State Department of Community and Economic Development's Early Intervention Program.

The overall purpose of this program is to establish short-term and long-term financial and managerial objectives that strengthen the fiscal capacity of Pennsylvania's county and municipal governments along with the integration of long term community and economic development strategies that strengthen the government's tax base.

In keeping with this goal, the purpose of this report is to provide the Borough of Dormont with an overall analysis of the police department and provide recommendations to provide cost savings 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 Borough of Dormont, in Allegheny County, as it analyzes the following components:

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

Background

According to the 2000 census, the Dormont Borough Police Department serves a population of 9,305, and is one of 128 municipalities whose borders are entirely in Allegheny County. Of this number, 8,940 were white residents and 365 residents were non-white. The Borough is primarily a residential, professional and service oriented community and has a total of 4,287 housing units. Thirty-nine percent (39%) of the housing units are classified as 2 units or more, indicating a large number of citizens living in rental housing units. According to the Pennsylvania Department of Transportation, the Borough is 0.70 square miles and the police department patrols 1.56 miles of state highway and 17.83 miles of local roads.

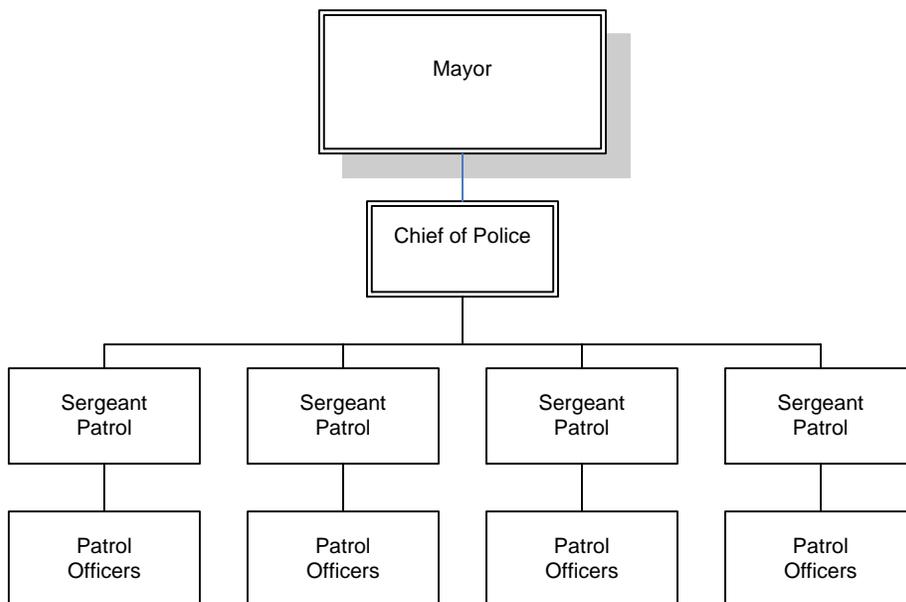
Dormont Borough is one of 82 boroughs in Allegheny County. and their legislative body consists of a mayor and seven council members. According to the GCLGS data, the Borough is also one of 110 municipalities in Allegheny

County that provides some level of local (traditional) police services to its citizens. There is also one regional consolidated police department consisting of four municipalities and sixteen municipalities rely on other local police departments for police service. In addition, there are two municipalities that provide no local police service and rely on the Pennsylvania State Police for full coverage of their communities.

In 1999, the Borough renovated a former school building and the police department operates a large portion of the facility. The Police Chief was involved in the renovation planning and was able to secure appropriate facilities to operate the fifteen full-time officer police department. The Police department is located in the Borough at 1444 Hillsdale Avenue. The Borough maintains a 24 hour dispatch/reception area, covered by a paid firefighter, although all emergency calls received are routed to the Allegheny County 911 Emergency Dispatch Center. In addition, the Borough provides an emergency phone located outside the police office that is a direct line to the 911 County Emergency Dispatch Center.

The Borough of Dormont is bordered by Mt. Lebanon Township to the south and the City of Pittsburgh to the North. A municipal map of Allegheny County follows.

routine patrol functions. In addition to performing the administrative function of the department, he also oversees the in-house investigations and coordinates the cooperation with other agencies that assist including SHACOG Mutual Aid, the Allegheny County District Attorney Narcotic Enforcement Team and the South Hills DUI Enforcement Team. The patrol force provides 24 hour coverage with between two and five officers on duty depending on the shift. Each shift has a sergeant or officer-in-charge (OIC) for supervision. While the department does not have a specific investigative position, all investigations are conducted in-house with the exception of major investigations, such as homicide and sexual assaults that are generally handled by the Allegheny County Police Department. Two full-time officers also devote limited time to serve as DARE Officers for the Keystone Oaks School District. The school district services the educational needs of three communities, Dormont Borough, Castle Shannon Borough and Green Tree Borough. Although the Dormont Police Department has no official Departmental Organizational Chart, the following represents a “Table of Organization” that outlines the organization of the police department.



The portions of the current contract that address staffing are in Section IV Working Conditions, Subsection E. Shift Requirements, 1 through 9. Sections of note are as follows:

E1. There shall be a minimum of one (1) Sergeant scheduled on every shift twenty-four (24) hours a day, seven (7) days a week.

E2. The Chief of Police may work or substitute as the shift supervisor (Sergeant or OIC) for as many as five (5) shifts during the work week.

E3. There shall be a minimum of one (1) Patrol Officer working between the hours of 0700 and 1500 seven (7) days a week.

E6. There shall be a minimum of one (1) Patrol Officer working between the hours of 2300 and 0700 on Sundays, Mondays, Tuesdays, Wednesdays and Thursdays.

E9. Holiday shifts are excluded from the two (2) Patrol Officer minimum and will be continued to be filled with one Patrol Officer and one (1) Sergeant.

All other shifts not mentioned above are required to have two (2) officers and the already mentioned Sergeant/OIC.

Below is a copy of a typical week of the current work schedule for the Borough. With the patrol force of 14 officers (4 sergeants and 10 patrol officers) there are normally 16 out of the 21 shifts (see shaded numbers on Chart 3) per week that are over the minimum staffing level required by the current contract. After looking at 14 weeks of the work schedule for the police department, there were 223 shifts out of a total of 294 shifts, or 76%, that were over the required staffing number. If section E2 above were to be implemented where the Chief of Police may work as the shift supervisor, the percentage jumps up to almost 81%. This is not recommended at this time since it is important to have a full-time administrator for a department of this size. These numbers by themselves should indicate that there is flexibility in the scheduling of officers. This will be addressed further in a following section of the study.

In addition to the Sworn Officer Staff, the police department employs one full-time police clerk.

Also, the Police Chief supervises 3 meter enforcement/permit officers and 14 school guards.

It should be noted that the Police Chief oversees the 24 hour in-house (full-time firefighter) dispatch operation. While the Police Chief oversees the in-house full-time firefighters during their desk/receptionist duties, once an emergency alarm is sounded, they respond and are generally under the supervision of the Volunteer Fire Chief. Thus, in effect, the Police Chief functions as a Public Safety Director, although not designated as such, when the in-house full-time firefighters perform their duties as a desk/receptionist for the Borough.

Current Work Schedule – Dormont Borough July 2, 2007 – July 8, 2007

S-1-1		M	T	W	H	F	S	S
Sgt	July	2	3	4	5	6	7	8
S1 (3)			7A – 3P					
SGT		407	407		405	407	407	407
PTLM	1	410	410	410	410	410		
	6	414	414					
PTLM	2			416	416	416	416	416
			3P -11P					
SGT		405	412	412	412	405	405	405
PTLM	3		441	441	441	441	441	
PTLM	4	442	442			442	442	442
PTLM	5	409			409	409	409	409
PTLM	6			414	414	414		
PTLM	10		419	419				

			11P – 7A					
SGT		415	415	415	415	412	412	415
PTLM	7	411	411	411	411	411		
PTLM	8			413	413	413	413	413
PTLM	9	418	418			418	418	418
PTLM	10				419	419	419	

Supervision

The rank structure of the police department, according to the Pennsylvania Governor’s Center for Local Government Services (GCLGS) publication, “Administering Police Services in Pennsylvania,” describes the following 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.

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.

In reviewing the organization structure of the Dormont Police Department, it would seem that the department, operating 24 hours, with a Police Chief, four Patrol Sergeants, and ten patrol officers provides a reasonable supervision structure that would conform to the above basic guidelines.

Determining the Number of Patrol Officers Required

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

The International Association of Chiefs of Police (IACP) previously developed a method for determining patrol force manpower needs based on workload or the actual or estimated complaint or incident experience in the community. This method continues to be used by the GCLGS 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 Borough of Dormont 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 0.55 per resident. The police department, according to their record-keeping system and the consultants' editing of duplicate reports, responded to 4,916 calls for service in 2006. However, if the average of 0.55 per resident is used, then you would have 5,117 calls for service. This would indicate that the calls for service are slightly 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.

$$4,916 \times .75 = 3,687.00 \text{ (supplied)}$$

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.

$$3,687.00 \times 3 = 11,061.00$$

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).

$$11,061.00 / 2,920 = 3.79$$

According to the application of the IACP formula, it takes **3.79** patrol elements to handle the supplied 4,916 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 police benefits and data submitted by the Police Chief indicates that the estimated 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 (11 days (Contract)	88	hours
Bereavement (5 days) (Contract)	40	hours
Vacation (Data Provided)	136	hours
Sick Days (Data Provided)	96	hours
Court Time (Estimate)	88	hours
Training Days (estimate of 3 days)	24	hours
Personal Days (3 days) (Contract)	24	hours
Comp Time Used (Data Provided)	105	hours
TOTAL AVERAGE TIME OFF	1,433	hours
TOTAL TIME AVAILABLE FOR DUTY	1,487	hours

Of the 2,920 hours needed to staff one patrol element, a police officer in the Borough of Dormont is not available 1,433 hours or is available 1,487 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 (2,920/1,487 = 1.96). This means that 1.96 officers are required to fill each patrol element. By multiplying the availability factor (1.96) by the number of patrol elements, you have the number of patrol officers needed.

$$1.96 \times 3.79 = 7.43 \text{ or } 8$$

The calculations indicate that an 8 patrol officer staff is needed to respond to the number of incidents in the Borough 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. As stated previously, the officers that do not perform routine patrol duties are the Chief of Police. Therefore, fourteen (14) out of the fifteen (15) officer complement of sworn personnel do perform patrol duties.

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 less. So, if an average robbery call takes two hours and 26 minutes, it will have a weight value of 4.

Police Activity Weighting Factors

Application of IACP Police Patrol Force Staffing Formula (Dormont Borough – 2006)

Activity	Estimated Time To Handle	Weight Value	Reported Incidents	Computed Value
Part I Crimes				
Criminal Homicide	4 hours 57 minutes	7	0	0
Forcible Rape	3 hours 10 minutes	5	2	10
Robbery	2 hours 26 minutes	4	5	20
Aggravated Assault	2 hours 9 minutes	3	44	132
Burglary	1 hour 44 minutes	3	27	81
Larceny/Theft	57 minutes	2	104	208
Motor Vehicle Theft	55 minutes	2	4	8
Arson	2 hours 50 minutes	4	10	40
Total Part I Crimes			196	499

Activity	Estimated Time To Handle	Weight Value	Reported Incidents	Computed Value
Part II Crimes				
Other Assaults	1 hour 12 minutes	2	25	50
Forgery	1 hour 5 minutes	2	4	8
Fraud	1 hour 6 minutes	2	20	40
Embezzlement	1 hour 41 minutes	3	0	0
Receiving Stolen Property	1 hour 28 minutes	2	4	8
Vandalism	30 minutes	1	173	173
Weapons Offenses	1 hour 19 minutes	2	2	4
Prostitution/Vice	1 hour 9 minutes	2	0	0
Sex Offenses (except 2 & 16)	1 hour 33 minutes	3	0	0
Narcotics/Drugs	1 hour 50 minutes	3	33	99
Gambling	1 hour 4 minutes	2	0	0
Offenses Against Fam/Children	1 hour 40 minutes	3	2	6
Driving Under The Influence	2 hours 20 minutes	4	14	56
Liquor Law Violations	52 minutes	2	15	30
Drunkenness	60 minutes	2	76	152
Disorderly Conduct	45 minutes	1	49	49
Vagrancy	45 minutes	1	1	1
All Other Offenses	39 minutes	1	15	15
Total Part II Crimes			433	691
Other Activity				
Accidents (reportable)	2 hours 10 minutes	3	32	96
Accidents (non-reportable)	45 minutes	1	245	245
Parking Complaints	16 minutes	1	413	413
Driving Complaints	20 minutes	1	0	0
Family Disputes	36 minutes	1	0	0
Fights	41 minutes	1	0	0
Noise Complaints	23 minutes	1	0	0
Barking Dogs	17 minutes	1	0	0
Prowlers	29 minutes	1	0	0
Mischief	28 minutes	1	0	0
Animal Complaints (except 34)	24 minutes	1	0	0

Assisting Other Agencies	32 minutes	1	0	0
Open Doors	32 minutes	1	0	0
Suspicious Circumstances	26 minutes	1	0	0
Suspicious Persons	25 minutes	1	0	0
Escorts	25 minutes	1	0	0
Alarm Response	25 minutes	1	0	0
Dangerous/Hazardous Conds	1 hour 2 minutes	2	0	0
Other Incidents	45 minutes	1	3597	3597
Total Other Activity			4287	4351
Grand Totals			4916	5541

The above chart provides the weighting chart and applicable figures for Dormont Borough for 2006.

By returning to Step 2 of the original IACP formula for calculating patrol force staffing need and using the new computed value of **5,541** as shown in Chart 3, 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.

$$5,541 \times .75 = 4,155.75 \text{ (calculated with computed value)}$$

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.

$$4,155.75 \times 3 = 12,467.25$$

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).

$$12,467.25 / 2,920 = 4.27$$

With the new application of the weighting formula, it now takes 4.27 patrol elements to handle the 4,916 incidents as calculated for 2006.

Again taking the 1.96 availability figure calculated previously that is required to fill each patrol element and by multiplying that availability factor (1.96) by the number of patrol elements (4.27), a new number of the number of patrol officers needed is obtained.

$$1.96 \times 4.27 = 8.38 \text{ or } 9$$

Utilizing this formula, it is determined that it now takes an estimated 9 patrol officers to handle the calls for service in the Dormont Borough.

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 9 patrol officers is the **minimum** staffing needed to handle the calls for service as reported for the year 2006. 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.

On the surface, the IACP formula concludes that it may take the equivalent of nine full-time police officers to provide adequate police service to the Borough. However, because one can’t predict when a crime may occur, the Borough has consistently provided 24 hour police service to its citizens to assure that there is minimum required shift staffing as outlined in the current bargaining agreement, there needs to be a minimum of eleven (11) full-time officers on the roster. For reference purposes, see Dormont Borough Minimum Staffing Work Schedule chart.

Sample: Dormont Borough Police Minimum Staffing Work Schedule

	July						
	2	3	4	5	6	7	8
	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Chief	W	W	W	W	W	X	X
Sergeant 01	C	X	X	A	A	A	A
Sergeant 02	B	B	B	B	B	X	X
Sergeant 03	X	X	C	C	C	C	C
Sergeant 04	A	A	A	X	X	B	B
Patrolman 01	A	A	A	A	A	X	X
Patrolman 02	B	B	B	B	B	X	X
Patrolman 03	X	X	B	B	B	B	B
Patrolman 04	B	B	X	X	B	B	B
Patrolman 05	C	C	X	X	A	A	A
Patrolman 06	X	C	C	C	C	C	X
Patrolman 07	A	A	X	X	C	C	C

	July						
	9	10	11	12	13	14	15
	Mon	Tue	Wed	Thu	Fri	Sat	Sun
	W	W	W	W	W	X	X
	A	A	A	X	X	B	B
	X	X	C	C	C	C	C
	C	X	X	A	A	A	A
	B	B	B	B	B	X	X
	X	C	C	C	C	C	X
	A	A	X	X	C	C	C
	B	B	X	X	B	B	B
	B	B	B	B	B	X	X
	A	A	A	A	A	X	X
	X	X	B	B	B	B	B
	C	C	X	X	A	A	A

	July						
	16	17	18	19	20	21	22
	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Chief	W	W	W	W	W	X	X
Sergeant 01	B	B	B	B	B	X	X
Sergeant 02	C	X	X	A	A	A	A
Sergeant 03	A	A	A	X	X	B	B
Sergeant 04	X	X	C	C	C	C	C
Patrolman 01	X	X	B	B	B	B	B
Patrolman 02	C	C	X	X	A	A	A
Patrolman 03	B	B	B	B	B	X	X
Patrolman 04	A	A	X	X	C	C	C
Patrolman 05	X	C	C	C	C	C	X
Patrolman 07	A	A	A	A	A	X	X

	July						
	23	24	25	26	27	28	29
	Mon	Tue	Wed	Thu	Fri	Sat	Sun
	W	W	W	W	W	X	X
	X	X	C	C	C	C	C
	A	A	A	X	X	B	B
	B	B	B	B	B	X	X
	C	X	X	A	A	A	A
	B	B	X	X	B	B	B
	A	A	A	A	A	X	X
	A	A	X	X	C	C	C
	C	C	X	X	A	A	A
	X	X	B	B	B	B	B
	X	C	C	C			

A = 0700 - 1500
 B = 1500 - 2300
 C = 2300 - 0700
 X = Day Off

 OIC instead of Sergeant
 Above Minimum Staffing Requirement

Thus, other factors can determine the desire of the governing body and their ability to provide the citizens with an overall feeling of security. In addition, the citizens themselves, who have been accustomed to the current level of police patrol and response to incidents, can dictate to the elected officials the need to retain the current level of police service.

Labor contracts can also determine the amount of staffing that is needed to supply the necessary 24 hour service. As stated earlier, 76% of the shifts that are covered have more officers than are required by the minimum staffing section of the current labor contract.

This is a pristine schedule with no call-offs, training days or vacation days listed and is obviously not a reality when scheduling 14 employees.

The Dormont Collective Bargaining Agreement, Section IV; Working Conditions, subsection B, states that scheduling of the current work agreement, requires the Chief to post the schedule four times a year, and each posting must be one month in advance of the expiration of the prior posting.

According to the Chief of Police, he was advised by the Borough's previous Labor counsel that once he posted this schedule he had very little authority to change it, even if additional persons required being absent from work during that period, such as an extended sick leave. If this is the case, it would surely hamper his ability to manage the extra scheduled officers in an effective and efficient manner. This issue will be addressed further, later in this report.

Below is a quick comparison of three staffing levels that have been presented above.

Staffing Level	Sergeants	Patrol Officers	Total Patrol Force
IACP weighing Formula	4	5	9
Minimum Staffing Requirement -- Contract	4	7	11
Current Staffing	4	10	14

Recommendation

□ Because there is such a considerable amount of overtime used to fill vacant shifts, and the current staffing has 3 officers, (utilization of the IACP Formula) over the required contractual staffing level, it is recommended that the Chief of Police increase/continue oversight into the scheduling of overtime being implemented and that he initiate discussions with the Wage and Policy Unit with the goal of substantially reducing overtime costs.

Cost of Operations

Dormont Borough 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 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. However, this is not entirely true in the case of Dormont Borough’s police budget format. Dormont Borough’s budget reflects many of all the direct and indirect cost of the police operations. This includes salaries and wages, some employee costs, uniforms, training, supplies, communications, maintenance and repairs, and various other miscellaneous expenditures. What the Borough does not include in their police budget format is a separate line item for certain fringe benefits, such as premiums for medical coverage, workers compensation, unemployment compensation, police professional liability insurance, and other personnel related insurances and benefits.

The following chart provides an overview of the total cost of the police operations as depicted in the Borough’s line item police budget without all the direct and indirect costs as indicated above. An additional chart lists the police line items expenditures that make up the total police expenditures for the years that are totaled below.

**Total Police Expenditures 2002 – 2007
Dormont Borough Police Budget (Utilizing Present Budget Format)**

	2002 Actual Expenditures	2003 Actual Expenditures	2004 Audited Expenditures	2005 Audited Expenditures	2006 Actual Expenditures	2007 Budget Expenditures
Police Expenditures	\$1,236,939	\$1,342,783	\$1,467,476	\$1,578,637	\$1,554,571	\$1,656,350

Generally, this chart summarizes the total police expenditures for the period 2002 through 2006 and the budgeted amount for 2007. For the period 2002 through 2006, there was a \$317,632 total increase in actual police expenditures for that period, or a total of 25.7% increase, or an average annual increase of 6.4%. Total costs are projected to increase from \$1,554,571 to \$1,656,350 in 2007, or a 6.4% increase from 2006.

Police officer salaries generally represent the highest cost to any police department, and it is no different in Dormont Borough. Data conclude that the line-item for police officer salaries was \$664,948 for 2002 with an increase to \$983,840 in 2006. This represents an increase in salaries, through 2006, of \$276,462, or 25.7%, or a total percentage increase in salaries of 41.6%, or an average increase each year of 10.4%. Thus, 87% of the total police budget from 2002 to 2006 was attributed to police salaries.

It is interesting to note the increase in total police costs from 2002 through 2006 was \$317,635 while the increase in police officer salaries for the same period was \$276,462, or 87% of the entire increase in police cost for the period outlined above.

While salaries stand out as the highest increase during the period 2002 through 2006, a view of the other line-items that represent the police budget indicates a fluctuation of increases and decreases with the cost of general police operations, such as vehicle, equipment and facility costs remaining somewhat constant.

Listed below are data that relate to some of the notable increases and decreases in costs for four distinct categories of police expenditures for the period noted.

Additional Compensation:

- It should be noted that according to the 2006 budget expenditures, the listed salaries for 15 police officers was \$941,409. However, the actual amount was \$925,909 when you consider that \$15,500 of the \$941,409 was paid to the Police Chief to serve as interim Borough Manager.
- The \$925,909 figure represents an average of \$61,727 per officer (\$925,909 divided by 15). In reviewing the W-2 wages for the 15 sworn officers, the total gross income for the 15 officers totaled \$1,269,370, or an average of \$84,625 (\$1,269,370 divided by 15) per officer. This represents an average increase difference of \$22,898 per officer from the stated base salaries in the budget to actual total compensation, or an increase of 37.15%. In fact, the highest-paid officer received \$113,994 in paid compensation in 2006, exceeding the stated Chief's salary by over \$23,975.

The facts speak for themselves. However, many of the increases in salary compared to W-2 wages can be attributed to a number of benefits such as

vacation pay buy-back, sick pay by-back, holiday pay, longevity, training, shift differential, court overtime, miscellaneous issues of overtime, shift overtime, etc. It is understood that in most cases these benefit increases are a result of contract negotiations, and the Borough may have little leverage in reducing these benefit costs. However, the issue of overtime is discussed further below.

Overtime:

- A review of the overtime expenditures from 2002 to 2006 indicates overtime has fluctuated from a low of \$72,098 in 2003 to a high of \$145,832 to 2005.
- Overtime did decrease slightly from 2005 to 2006 by \$131,459 or 9%.
- In 2006, the Borough Police Department used approximately 7,116 hours of police officer overtime that included various details, court time and shift overtime. Various details accounted for approximately 1,705 hours and included TASK Force Operations, training, special programs, etc.,
- For the most part, the cost of many of these various details are reimbursed to the Borough so these hours will not be analyze or addressed.
- Sick leave and court time overtime used in 2006 (1,198 overtime hours) for various court appearances and issues required the use of 2,865 hours of overtime for shift coverage. Generally, shift coverage is when a police officer calls off and another police officer is called out to perform that police officer's duties.

Sick Leave:

- In data provided by the Police Chief, the police officers, in 2006, in total, used 1,348 hours of sick leave.
- This equates to 168.5 sick days, or an average of 12 sick days per officer. An in-depth review of the officer's sick leave was not conducted. However, unless there was an extended medical leave, this number should create a cause for concern.
- The Bargaining Unit Agreement, Section III, C, outlines a rather strict process to manage sick leave and provide tools to monitor its use. It should be noted that prior to the completion of this report, the consultant was advised that the Borough "lost" an arbitration decision concerning a three-day suspension of a police officer for excessively combing sick leave with comp time.

- While this may be a temporary set-back in addressing sick leave abuse, the Police Chief should aggressively enforce the provisions of the bargaining unit agreement as it relates to the Borough's right of procedure to follow-through on any suspicion of sick leave abuse.

Court Time:

- Court time (overtime) accounted for 1,198 hours in 2006. As indicated previously in this report, a Dormont police officer works an average of 1,487 hours a year.
- Equating the 1,198 hours of court time to the average amount of time a police officer works, it will equal the equivalent of approximately 0.80 police officers.
- Realizing that court time cannot be eliminated completely, there are some processes that can save overtime, especially overtime used for magistrate court time that is used by other municipal police departments.
- These suggestions should be explored:
 - (1) Continue to work with the Magistrate's office in scheduling hearings when the officer responsible is on duty. This system is commonly used by District Magistrates and local police departments. Continue to monitor this process.
 - (2) Not commonly used but a process that could be pursued is having one officer, on duty, file and appear before the Magistrate representing the entire police department in all the cases to be heard by the Magistrate. While this process is not a policy utilized/endorsed by the local Magistrate, it may be an issue for discussion by the South Hills Council of Government's Chief's Advisory Board, outlined in the Intergovernmental Cooperation Section of this Report.

Shift Overtime:

- The Borough used 2,865 hours of overtime for shift coverage in 2006, the equivalent of 1.9 police officers (2865 divided by 1,487).
- While the bargaining unit contract does mandate a manning schedule, as outlined previously in this report, the schedule still has flexibility if the manning schedule is the true guide when there is a call off on a shift that has more than the required officers scheduled.
- While the shift requirements in the contract do create somewhat of a restriction in scheduling, with 15 sworn officers, including the Chief, there seems to be flexibility in scheduling to reduce overtime and at the same time be in compliance with the shift requirements. As an example, in reviewing the typical weekly schedule, there are 21 shifts per week (7 days times 3 shifts per week). Of those 21 shifts in a week, the contract

requires specific staffing 6 of those 21 shifts, 15 of those 21 shifts are not required by the staffing requirements in the bargaining unit contract.

Scheduling:

- Earlier in this report it was stated that the Police Chief was advised by the Borough's previous Labor Counsel that once he posted his schedule he had very little authority to change it, even if additional persons required off during that period. The Borough Standard Operating Policies and Procedures, Section 1400.2 General Rule, states: "All requests for any time off from normally scheduled working hours; including all vacation, compensatory time, personal days or related requests must be approved by the Chief of Police or his official designate. All requests for any time off shall be submitted on an official form supplied by this Department. The Chief of Police reserves the right to deny any requests for time off when it severely disrupts the manpower needs of this Department and/or the scheduling of other personnel. This includes the 4th of July and the period surrounding the Christmas/New Years Holiday." The issue here is the wording "the Chief reserves the right to deny any request for time off when it severely disrupts the manpower needs of the department and/or scheduling of other personnel."
- Again, the Chief has been advised that the words "severely disrupts the manpower needs" are not to be interpreted as the need for overtime. As an example, if a police officer is on extended sick leave, and the Police Chief is aware that this will cause an extended overtime situation, he does not have the authority to deny request for time off if it will result in overtime usage.
- The question from the consultant is, "If this is not referencing overtime, then what is it referencing, and what is the definition of this term?" It is not the intention of the consultant to "second guess" the previous Labor Counsel, but because the issue of decreasing overtime is a serious matter for the Borough, the Borough needs to address this issue with the present Labor Counsel to get a definition on this wording.

POLICE EXPENDITURES (Present Budget Format 2002-2007)

	2002	2003	2004	2005	2006	2007	2002-2006	Avg Annual Change
Salaries	664,548.30	784,082.19	832,127.32	890,155.27	941,409.96	983,840.00	276,461.66	10.4%
Grant Salaries								
Prison Monitor		44.00						
Crossing Gd Wages	83,520.00	114,871.10	110,238.00	113,762.51	114,505.47	119,600.00	30,985.47	9.3%
Education Pay	4,000.00	4,600.00	4,400.00	4,400.00	5,000.00	5,000.00	1,000.00	6.3%
Vacation Buy Back	10,232.69	1,080.00	5,820.48	9,148.68	3,851.05	6,400.00	(6,381.64)	-15.6%
Sick Buy Back	14,716.00	7,946.88	8,180.45	8,196.20	9,989.05	9,000.00	(4,726.95)	-8.0%
Holiday Pay	25,207.25	33,922.08	32,570.56	37,970.15	39,810.85	39,500.00	14,603.60	14.5%
Longevity	14,088.75	13,813.58	16,915.57	18,611.66	20,990.53	20,000.00	6,901.78	12.2%
Overtime	128,712.46	72,098.02	122,826.72	145,832.40	131,459.39	125,000.00	2,746.93	0.5%
DARE/Donations	19,414.64	6,632.26	3,164.40	2,583.89	2,494.61	2,500.00	(16,920.03)	-21.8%
Training	17,277.81	21,913.38	15,902.64	18,918.00	24,438.31	22,500.00	7,160.50	10.4%
Shift Differential	4,576.50	5,810.75	5,669.50	5,185.75	5,665.00	6,760.00	1,088.50	5.9%
Court Time	38,324.89	53,385.63	58,443.34	47,872.67	52,381.58	57,200.00	14,056.69	9.2%
Drug Task Force	9,232.92	36,147.99	26,196.06	20,262.82	44,913.00	30,000.00	35,680.08	96.6%
Reimbursable Wages								
Clerical	22,241.96	23,021.00	24,402.00	24,860.13	24,285.13	26,400.00	2,043.17	2.3%
Uniforms	8,808.31	10,835.90	10,312.36	10,668.84	11,115.80	10,500.00	2,307.49	6.5%
Crossing G Uniforms	2,184.60	3,000.33	2,390.03	1,528.86	2,359.79	3,500.00	175.19	2.0%
Office Supplies	2,588.67	2,848.51	1,670.14	2,655.01	2,404.76	2,500.00	(183.91)	-1.8%
Postage	6,619.42	3,263.35	4,069.86	4,822.02	4,212.35	4,000.00	(2,407.07)	-9.1%
Postage Meter Rental	1,195.00	-	-	-	-	-	(1,195.00)	-25.0%
Copies and Lease	639.19	-	-	-	-	2,400.00	(639.19)	-25.0%
Vehicle Fuel	6,846.13	9,486.53	13,346.03	14,135.83	18,010.72	18,000.00	11,164.59	40.8%
Ammunition & Range	-	2,196.27	1,907.50	552.36	3,110.15	3,500.00	3,110.15	
General Supplies	950.35	1,843.10	2,051.76	3,074.59	1,232.59	2,000.00	282.24	7.4%
Protection Supplies	2,149.55	1,184.47	1,945.95	251.32	614.90	12,500.00		-17.8%
Crime Scene Supplies	-	-	-	-	715.59	1,500.00	715.59	
Crime Hardware	-	-	-	-	5,966.31	2,000.00	5,966.31	
Medical Service	1,626.90	-	-	-	-	-	-	
Heart & Lung Pay	8,275.92	7,667.58	9,636.59	10,632.75	9,838.57	9,500.00	1,562.65	4.7%
Telephone								
Radio Equip Maint	2,142.40	2,190.28	303.25	4,474.08	2,625.90	4,000.00	483.50	5.6%
Auto Allowance	750.00	625.00	687.50	750.00	750.00	750.00	-	0.0%
Printing	5,067.03	3,758.04	4,371.85	2,435.56	3,679.74	4,000.00	(1,387.29)	-6.8%
Police Liability Insur.	7,514.00	-	-	-	-	-	(7,514.00)	
Facility Maintenance	84.00	821.78	276.00	96.00	158.00	1,000.00	74.00	22.0%
Vehicle Maintenance	9,899.95	16,716.31	6,367.95	11,572.10	8,850.16	10,000.00	(1,049.79)	-2.7%
Equipment Maint	435.95	931.15	674.50	510.50	671.21	1,000.00	235.26	13.5%
Education Material	708.41	635.54	-	-	400.00	1,000.00	(308.41)	-10.9%
Animal Control	14,279.00	7,512.00	10,993.00	21,174.00	3,665.00	16,000.00	(10,614.00)	-18.6%
Dispatch Services	71,835.00	84,405.00	126,821.14	91,134.68	20,675.00	26,000.00	(51,160.00)	-17.8%
Meetings & Confs	2,345.21	3,575.58	2,043.89	3,188.22	2,603.78	5,000.00	258.55	2.8%
Civil Service Comm	3,205.33	120.00	750.00	800.00	995.00	1,000.00	(2,210.33)	-17.2%
Capital – Lease	20,291.14	-	-	15,873.02	24,085.45	40,000.00		4.7%
Capital – Major	-	-	-	17,704.14	400.00	11,000.00	400.00	
Capital – Minor	-	-	-	12,843.75	4,236.01	10,000.00	4,236.01	
Total	1,236,935.63	1,342,783.52	1,467,476.37	1,578,637.7	1,554,570.69	1,656,350.	317,635.0	6.4%

The chart below provides General Police Department Data that include various bits of information, based on the 2006 actual expenditures. The shaded areas represent figures used to calculate the totals in the non-shaded areas.

Borough of Dormont
GENERAL POLICE DEPARTMENT DATA

CATEGORY	A 2006 Actual Police Expenditures From Budget Format	B 2006 Actual Police Expenditure From Budget Format Plus Health Care Premiums
*Police Expenditures	\$1,554,571	\$1,689,631
*Percent of Total General Fund Expenditures	25.4%	27.58%
*Per Capita Cost of Police Services	\$167	\$181
*Cost Per Officer	\$103,638	\$112,642
*General Fund Budget (Actual)	\$6,126,286	\$6,126,286
Population (2000 Census)	9,305	9,305

*Rounded

(A) Represents the total police budget figure, as is reported in the Dormont Borough budget form, (See Chart 5 and Appendix C) without many of the personnel costs such as hospitalization, police liability insurance, workers comp, life insurance, etc.

(B) Represents the addition of \$130,060 for health care premiums that was obtained from the health care provider, by the Borough, that is not included in the Borough's budget format for police.

Note: Other police expenditures, such as police liability insurance, workers compensation insurance, life insurance, etc., as explained earlier, were not available to the consultant because these costs are not tracked on an individual department basis but rather included in a blanket agreement that includes all municipal personnel.

Role of Police Chief 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 Police Chief McKibben, he stated he is strongly involved in the budget process developing the police budget and providing recommendations the police operations budget prior to passage of the municipal budget by the elected officials. In addition, he monitors the budget throughout the year and makes adjustments where necessary.

Police Clerk

The police department employs one police clerk and there is no formal job description for this position. According to a document entitled "Office Duties of the Police Clerk", it does not appear that the police clerk provides much direct support to the Chief or the officers with duties such as assisting in writing reports and other responsibilities that eliminate many clerical functions of the sworn policing staff. These types of duties would provide the police officers more time on the street to perform the duties of patrol and time necessary to respond to police emergencies. Generally, the police clerk is responsible for a variety of general clerical duties such as preparing case folders for court, filing of citations with the magistrate, sending notices on false burglary and fire alarm reports, overseeing parking meeting notices, balancing paid tickets, and scheduling and providing payroll to school crossing.

The police clerk may not be performing these direct support functions because full-time firefighter clerk/receptionist personnel provide the police officers with administrative assistance in finalizing police reports.

Lock-Up

The Borough of Dormont maintains a 24-hour lock-up operation. According to the Police Chief, the lock-up houses approximately 350 prisoners per year. In addition, the Borough contracts lock-up services, for a fee, to the Borough of Bridgeville and the Borough of Greentree. Generally, when a prisoner is in a holding cell, they are monitored by a full-time firefighter desk/receptionist. Thus, police personnel are generally not required to "man" the lock-up.

However, when the full-time firefighters are answering an emergency alarm, police officers are required to return to the station and provide that service. Consideration for an intergovernmental approach, with a possible cost savings, or cost enhancement aspect, will be addressed in the Intergovernmental Cooperation section of this report.

Police Contract

All of the sworn officers, with the exception of the police chief, are covered under a collective bargaining agreement between the Borough of Dormont and the Dormont Police Association. The current contract is in effect from January 1, 2006, through December 2009.

Notable provisions of the current contract are:

- Salary: The salary scale established is keyed off an officer who has 5 years service. As an example, a newly hired officer would receive 65% of that rate

plus an additional 5% increase if the newly hired officer is Act 120 certified. As each year of service increases, there is an increase of 5% up to the salary of the 5-year officers. Sergeants receive 110% of the base rate of a 5-year police officer. Generally, the contract averages a 3.5% increase over the life of the agreement. Full-time officers hired after January 1, 2007, start at 90% of the regular full-time officer rate for the first year, 95% the second year and 100% the third year.

- Additional Compensation: Other additional compensation is provided for training time, callouts, outside events, court time and miscellaneous assignments. In most cases the additional compensation in the form of overtime (time and one-half)
- Uniform Allowance: Generally \$650 for tenured police officers.
- Education pay: Annual payment of \$600 and \$800 for police officers obtaining a Bachelor's Degree and Master's Degree, respectively.
- Vacation pay: Varies from 10 working days (one to four years of service) to 27 working days (after 25 years of service).
- Sick Days: Earned at 15 days per year with an unlimited accumulation. A sell-back provision is included in the contract.
- Holiday Pay: 11 paid holidays per year with provisions for time and one-half addition on 3 of the holidays.
- Health Care: 100% paid by the Borough.
- On-Duty Disability Plan: Police officer gets 100% of salary.
- Off-duty Long Term Disability: The Borough assumes 100% of the cost of the benefit.
- Life Insurance: \$50,000 with accidental death; \$100,000 with Borough paying 100% of the premium.
- Dental Plan: Borough pays \$20 per employee per month with employee paying 2/3 of the remaining cost and the Borough paying 1/3 of the remaining cost.
- Pensions: 25 years of service and age 50 eligible to retire. Pension retirements computed at no more than 1/2 of total compensation for the last 36 months of employment.
- Longevity: (0-4 years, no payment): Beginning 5th year a scale ranging from .5% to 4.00 a year with a cap at \$2,400.
- Shift Differential: Paid at twenty-five cents per hour for the 3-11 shift and fifty cents per hour for the 11:00 p.m. to 7:00 a.m. shift.
- Manning requirement (generally): Minimum Staffing (explained previously)
- Pensions: (Drop Pension Plan) Effective January 1, 2007.
- Police Officers Bill of Rights: Provides an additional service protection for police officers in the form of language contained in a "Bill of Rights" section of the Bargaining Agreement.

It should be noted that the LGA consultant provided an opportunity for the police officers to meet and discuss the consultant's responsibility under the Commonwealth's "Early Intervention Program". Bill Tomoski, Secretary/Treasurer of the Dormont Police Association, contacted the consultant

by telephone and had a lengthy discussion on the EIP Program and the deficits the Borough may be facing in the future. Understandably, he expressed his concerns and the membership's concerns about their jobs and pensions. The consultant expressed a strong need for the bargaining unit and the Borough to meet, on a periodical basis, through the formation of a labor management committee, with defined goals, to address the financial concerns of the Borough and where the union can be of assistance. Mr. Tomoski stated the last thing he wants to see is layoffs. The consultant advised that the report would not recommend any decrease in staffing, but if the bargaining unit and the Borough cannot agree on addressing the increased costs of police services, such as overtime and possible co-pay on hospitalization, the issue of future layoffs could be a distinct possibility. He stated that the union has provided information to the Borough to reduce costs of medical insurance through the pursuit of a different medical insurance carrier that could provide cost saving for the Borough. There ensued a general discussion on the need for the Borough to be proactive in exploring regional police initiatives with neighboring municipalities. He indicated that he was not opposed to exploring a regional concept, but that approach should be a regional consolidated approach and not disbanding the police department in favor of contracting out police services. The consultant urged Mr. Tomoski, through his membership, to take a proactive approach to generate cost savings police/union initiatives, in a collaborative effort with the Borough officials, to address the future financial concerns of the Borough.

In reviewing the provisions of the bargaining unit contract, the benefits outlined in the agreement are above average when comparing many other bargaining unit contracts across the Commonwealth. These various contracts are negotiated contracts between the Borough and the bargaining unit. Future financial concerns could result in the Borough facing a need to downsize needed staffing in all operations, including public safety and the complement of the police department. If the municipality is to maintain the service levels necessary and the Borough's very existence, everyone must compromise financially.

Recommendations

- The Borough should adjust the line item budget format creating line items for all direct and indirect budget categories including various fringe benefits.**

- It is recommended that if it is determined, through the Early Intervention Financial Evaluations, that the Borough is facing future financial shortfalls, and it appears that is factual, the Borough officials and the Police Bargaining Unit, form a special committee to address the legitimate financial concerns of the Borough. While it is realized that the existing police contract is in place through December 2009, this should not deter the police union from discussing "common ground" that may result in operational cost savings to keep the Borough police operations intact. Two of the financial issues that could be "open for**

discussion,” but not inclusive, are health insurance premium co-pays and the overtime provisions of the bargaining unit contract. Other municipal police departments and their officers that failed to address the future financial concerns of their municipality in a timely manner are today operating with a less than needed police force and have their salaries and benefits frozen or decreased due to lack of funds. In addition, in recent years many police departments have disbanded in Pennsylvania in favor of the Pennsylvania State Police, mainly because of the decrease in the municipal tax base and the increase in the cost of police services.

❑ This study did not do an analysis of the sick leave usage of the police department and cannot determine whether certain officers are taking advantage of their sick leave usage. However, the amount of sick leave usage does indicate that this may be happening and the Police Chief should continuously monitor sick leave usage and where abuse may be happening, corrective action should be taken.

❑ Job descriptions should be developed for the police clerk to assure that the police clerk is effectively carrying out the duties outlined in the job description.

❑ The Borough should address the issue of court time (overtime) by (1) continuing to work with the Magistrate’s office in scheduling hearings when the officer responsible is on duty; (2) Hold discussions with the SHACOG Police Advisory Committee to gain support for the idea of meeting with local Magistrates to pursue the issue of having one officer represent the entire department at Magistrate Hearings.

❑ The Police Chief should continue to aggressively enforce the provisions of the bargaining unit agreement as it provides a meaningful process to curtail sick leave abuse.

❑ The Police Chief should continue to monitor all aspects of the police operations as it relates to causes of overtime and take corrective action where it is warranted. In addition, the Police Chief and Borough officials should meet with the current Labor Counsel and get a understandable definition on the language in “Section 1400.2 of “The Borough Standard Operating Policies and Procedures,” as to its definition and when the Police Chief can deny a request for leave based on need for overtime to fill that gap.

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 every day 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 18 additional crime classifications of crime that are known as Part Two offenses. The Dormont Borough Department has been submitting UCRs regularly for some time. The latest statistics available for UCR's is the year 2006. By using the Uniform Crime Report for 2006, it can be determined that the crime rate in the Borough for Part 1 Crimes was 2,106.39 per 100,000 population. In 2005, the crime rate for the Borough was 1,526.06 per 100,000 population, and in 2004 it was 2,149.38.

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 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.

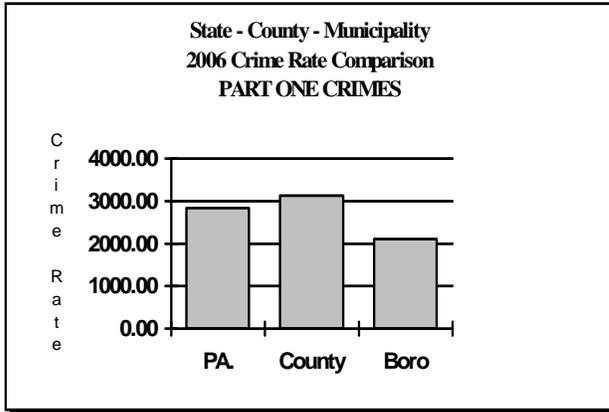
The crime rate year used for comparison will be 2006. Again, Dormont's crime rate for the year 2006, as stated above, was 2,106.39 Part One crimes per 100,000 population. Dormont's crime rate was lower than the crime rate for the State of Pennsylvania and Allegheny County at 2,831.69 and 3,123.55, respectively.

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 the Borough of Dormont, there is no full time detective assigned to investigations.

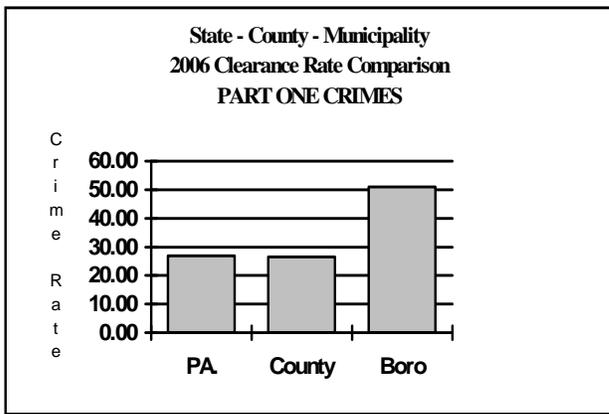
Patrol officers and patrol sergeants are responsible for the follow-up investigations and subsequent clearing of crimes. This process is over-seen by the chief of police. Despite not having an investigative unit, the clearance rate for both Part One crimes is well above average.

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 2006 year clearance statistics for Dormont Police Department show the clearance rate for Part One crimes to be 51% and 54.6% for Part Two Crimes. 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 20% to 25%, 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. Graph #1B shows the Clearance Rate for Part One Crimes of the Dormont Police Department as they compare with the State and Allegheny County.



Graph #1A

Municipality	Population	Part 1 Crimes	Crime Rate
Pennsylvania	12,335,091	349,291	2,831.69
Allegheny Cty	1,236,510	38,623	3,123.55
Dormont Boro	9,305	196	2,106.39



Graph #1B

Municipality	Population	Part 1 Crimes	Clearance Rate
Pennsylvania	12,335,091	349,291	26.9%
Allegheny Cty	1,236,510	38,623	26.5%
Dormont Boro	9,305	196	51.0%

The public's attitude concerning the effectiveness of the police agency is another means of measuring the agency's 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.

Personnel records were not reviewed by the consultant. However, the Chief of Police did state that there were both complaints and commendations included in an officer's file.

In the Dormont Police Department Standard Operating Policies and Procedures Manual, there are two paragraphs: 1502 Internal Complaints and 1503 External Complaints. These are general rules, but not a detailed policy, outlining citizen complaints.

There should be a detailed policy for the police department to receive and deal with complaints. 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, sample policies are available from the consultants for review by the police department.

Recommendations

- ❑ An expanded policy on Citizen Complaint Reviews should 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.**
- ❑ The police force should remain at 15 personnel.**

Policy Development

The Borough of Dormont Police Department has a Standard Operating Policies and Procedures Manual. There is no date on the manual, but the manual appears to be reviewed and up-to-date.

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 and 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, 32 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 Chief, a more effective process would be to include elected officials, the Chief of Police and the officers. A committee should be established and individuals actually named to the committee. Additional benefits may be derived from this combined effort. This 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.

The main focus of this section will be to look at the Standard Operating Policies and Procedures Manual of the Dormont Borough 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 starts off with a Mission Statement. It is a good statement and includes an explanation for the officers. This section is followed by a Code of Ethics and an explanation of discipline. There is a signature page for keeping control of the distribution of copies. The manual contains a table of contents with numbered pages. Overall the manual is well organized and contains most of the necessary sections.

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. Section 500 of the current manual contains "Duties of Patrolmen", and Section 400 of manual contains "Duties of Sergeants". These are very detailed; however, they are not necessarily job descriptions. The manual should include a section specifically for job descriptions.

These job descriptions should meet ADA (American With Disabilities Act) standards, which would include a section outlining "Work Conditions". They should be for all jobs in the department, including the Chief of Police. Copies of job descriptions can be supplied by consultants if needed.

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 included 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 and 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 policies in all of the above, and others, except for clear-cut policies on Citizen Complaint Review, Off-Duty Conduct and Powers of Arrest, Transportation of Prisoners, Emergency Vehicle Warning Devices and Secondary Employment.

These subjects are not completely absent from the current manual but are addressed in different locations throughout. Some insurance companies that provide liability coverage to police departments feel these subjects to be important enough to warrant their own policy.

- 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. These laws also permit 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 his/her 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.

Generally, the manual needs to be reviewed to include the above policies but also to update the existing policies. 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. Dormont Borough's policy manual does have quite a few additional policies that also need to be reviewed.

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 ensure 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.

The current manual is fairly comprehensive and the following recommendations are by no means a criticism on its content or its drafting procedures.

The Allegheny County District Attorney's Office is in the process of finalizing a comprehensive police "Model Policies" that should be available in the near future. The Police Chief explained that he will be reviewing those "Model Policies" and implementing those that are appropriate for the Borough's Police operations.

However, should the police department be in **immediate** need of model policies to update their manual, they can be supplied by the consultant whenever possible.

Recommendations

- The Dormont Police Department Standard Operating Policies and Procedures Manual should be reviewed and updated to include the current appropriate policies. Once finished/revised, it should be adopted and approved by the governing body.**

- Job Descriptions for all positions in the police department need to be created and/or updated and become a permanent part of the policy manual.**

- A Labor-Management Committee, made up of the individuals identified above, should be named and formed to accomplish the revision process. This Labor Management Committee can also be a "vehicle" to meet and discuss the pending financial concerns facing the Borough.**

- The Police Department should review and implement, where appropriate, the "Model Policies" that will be completed by the Allegheny County District Attorney's Office.**

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 an "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 Borough of Dormont Police Department is dispatched by the Allegheny County 911 Emergency Center where they receive their initial call for service.

The department uses the ALERT Police Reporting System for completion and submission of their reports. There are mobile data terminals (MDT), and according to the Chief of Police they are utilized by the officers in compiling and completing their incident reports.

According to the Police Chief, the in-house full-time firefighter desk/receptionist personnel who man a desk during designated working hours provide administrative support to the patrol officers.

There is no "Daily Log" or "Police Officer Shift Report" in use in the department. This is considered by most departments as the "heart" of the police reporting system. It should give supervisory personnel and management a detailed view of what the patrol officers are doing throughout their shifts. Not only does it make patrol officers accountable for their time, it provides valuable data necessary to justify locations of officers for citizen complaints. More importantly, a log/report gives valuable information to management to determine proactive patrolling plans.

Recommendations

Police officers should utilize, to the fullest, the ALERT Data Management System.

A "Daily Log" or "Police Officer's Shift Reports" should be reinstated and utilized with the primary review to be done by the Sergeants as first-line supervisors.

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), 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

Note: It should be noted that the Civil Service Rules and Regulations for the Borough of Dormont provide provisions for civil service police and fire. This report will address the rules and regulations as it relates to the Dormont Police Department.

Any discussion of personnel management starts with hiring procedures, promotion and an appeal process for disciplinary actions. In a borough, sections 1171 through 1195 of the code govern the procedures in addressing the hiring, promotion and disciplinary proceedings for Civil Service Police Officers. The Borough of Dormont is required to hire the full-time police officers under the civil service provisions of the Borough Code.

While the police civil service provisions of the Borough Code offer a due process right for police officers, the bargaining unit agreement also provides an arbitration procedure. Courts have determined that a police officer should have one option to address any disciplinary proceedings and not two that may be interpreted. The police bargaining agreement indicates that the grievance procedure, as it relates to interpretation and application of the provisions of the collective bargaining agreement, shall be governed by the established arbitration procedure. However, any disputes involving suspensions and dismissals shall be governed by the applicable provision of the Borough Code and the applicable provisions of the Borough's Civil Service Rules and Regulations.

The Dormont Civil Service Rules and Regulations reviewed by the consultant are dated May 2000 and are very comprehensive and well constructed. Since the adoption of the Civil Service Rules and Regulations, the Borough has joined with other municipalities in conducting joint testing through the South Hills Area Council of Governments (SHACOG). SHACOG provides the advertising, the accepting of applications, the written test and results, and conducts the Physical Agility Tests as part of this joint effort. While this is a positive move, the Dormont Civil Service Rules and Regulations have not been amended to reflect this action. As an example, Section 310, Filing Applications; Section 311, Recording applications; and Section 411, Public Notice; still contain language that has the Borough conducting these entry-level police functions. Other comments for review are as follows:

- Section 401: Oral Examination Board. The provisions of this section include the Civil Service Commission as members of the oral examination board. Because of due-process issues, members of the Civil Service Commission should reconsider their direct participation in any of the exam processes. Certainly, they need to be assured that all of the hiring components are carried out in a professional manner; however, their direct participation in any of the hiring processes can be effectively challenged if an applicant who feels aggrieved in any of the hiring processes appears for a hearing before the same individuals who directly participated in the conducting or a part of the oral exam.
- Section 703: Admission to the Examination. Sentence three of this section states “A greater number may be interviewed if more than one or two (1 or 2) positions are to be filled.” This language should indicate the specific number to be interviewed, under these circumstances, to prevent any impropriety of the commission arbitrarily selecting a number after the hiring process has begun.
- Section 802: Veteran’s Preference. While this section is in line with a City of Pittsburgh Ruling in *Sicuro v. City of Pittsburgh*, 684 A.2d (PA Commw, 1996), there is a recent court decision, *Soberick v. Salisbury Township*, 874 A.2d (PA Commw, 2005), that tends to extend the qualifying factors for entry-level applicants when applying for civil service positions.
- Section 1106: Oral Examination Board. The same issues of concern expressed in the language in Section 401 would also be applicable to promotions to Sergeant, as outlined in this section.
- Section 1109: Promotion Examination Scores: Section (c) of this section allows 20 points for the appraisal of promotional potential. Lacking specific criteria, this section tends to indicate an arbitrary evaluation, and if so could be in contrary to court decisions on the validity of such a method and create the potential to a challenge by police candidates.

It is important that municipalities review their rules and regulations before beginning any new hiring processes and make any amendments that may be necessary. In addition, it is important the Civil Service Law and the local Civil Service Rules and Regulations are followed explicitly. In fact, Pennsylvania appellate courts are consistent in their holdings: “Strict Compliance with [civil service] provisions is required and substantial compliance is not sufficient.” Thus, this holding could jeopardize the term “legal civil service appointment and promotion of civil service police officers,” if appointed civil service police officers are not hired in “strict compliance” with the adopted rules and regulations.

Police Applications

As mentioned previously, the Borough of Dormont utilizes the SHACOG to provide the initial police testing and the Physical Agility testing. The application form provided to the applicants is a one-page application that solicits essential data for the written testing and the physical agility testing. Once candidates who have applied for Dormont Borough are qualified through this initial process, their names and scores are submitted to the Borough. The Borough then requires a more comprehensive application/questionnaire to obtain necessary information for the candidates to continue through the hiring process. The Borough's current application process provided by the SHACOG and the Dormont Borough questionnaire packet are very comprehensive.

The Dormont application solicits very specific information that if included on a general application would be discriminatory. However, the information requested is sent to a Sergeant in the police department, generally for a background investigation and not to an appointing official. This information should be kept in the strictest of confidence.

Performance Evaluations

Being aware of the output of police employees, from the standpoint of both quantity and quality, performance evaluations are 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 linked to job descriptions 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.

In order to have an effective performance evaluation system, the supervisor working directly with the employee should be the evaluator. This would equate to the Police Chief evaluating the Sergeants and Sergeants evaluating the patrol officers.

Presently, the Dormont Police Department does not have a performance evaluation process in effect. In discussions with the Chief, he expressed a reluctance to initiate a performance evaluation program because the language in the collective bargaining agreement leaves little opportunities to effectively administer a performance evaluation program. While these comments may have some validity, it is generally accepted that if a performance evaluation program is conducted properly, it can improve the performance of the police officer. Also, if progressive discipline is applied appropriately, it can be advantageous when defending the Borough in a disciplinary proceeding. In addition, through an effective evaluation system the supervisors and Police Chief can document

training that is needed to correct deficiencies or training that will enhance career development of performance.

It should be noted that the Dormont Borough's Civil Service Rules and Regulations [Section 308 (e) General Qualifications – Application for Sergeant] states that a police officer eligible for promotion to Sergeant, must "Have achieved at least a rating of above average on an evaluation by the Police Chief of the applicant's experience, training, general background, and other records of performance."

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; and information available to employees under the Fair Credit Reporting Act. In addition, medical records must be placed 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 employee's 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 many of them are subject to the public record 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.

The Police Chief and Borough Manager did indicate that the Borough was aware of the requirements of the "*Pennsylvania Personnel File Inspection Law.*"

In addition, the Borough's Civil Service Rules and Regulations, Section 1702, Inspection of Personnel Files, provides a detailed process for inspection of individual personnel files by police officers.

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 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 [ADA]). The application should also include the essential functions of the job and a job description of the position being tested for, both of which also conforms to ADA.
2. A written test.
3. An agility test (job related).
4. Oral Interviews.

The following items are 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.

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 seven hundred and seventy-two (772) 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 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.

According to Police Chief, all sworn officers are in compliance with the MPOETC training requirements.

The training budget for the Borough (2007) is listed as \$22,500. In discussions with the Police Chief, there is no defined police training program, but throughout the year he does evaluate the training needs of the police officers and determines the training needs of the department.

The Borough does not presently have a formal Field Training Program but has a Certified Field Training Officer. 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 law suits. Presently the 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. 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.

It should be noted the collective bargaining agreement offers monetary education incentives for those officers that have completed a Bachelor's Degree and a Master's Degree. Presently, the department has seven officers with a Bachelor's Degree and one officer with a Master's Degree.

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 (IACP) 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). The department is responsible for paying for traveling, overnight accommodations and meals. Pennsylvania 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 inexpensive, 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, and scheduling or arranging the training takes up valuable time of the Chief of Police.

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 Borough should devise a formal training plan based on current and future needs of the department and gradually address those training needs on a methodical basis. While the \$22,550 designated for training in the 2007 budget may be adequate, only by devising a formal Training Program, based on need, can a reasonable amount be determined. A formal training plan can outline future training needs, not only for the current year, but for future years.

Recommendations

- Develop a formal Field Training Program with specific guidelines to assure, in particular, that newly hired officers are formally evaluated on their progress, and determine their suitability to be a police officer for the Borough, prior to being hired as a full-time police officer.**
- The Civil Service Commission reviews their rules and regulations to consider amending the rules to include the information provided above.**
- The department should complete and adopt a professional performance evaluation policy.**
- 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 based on the future needs of the department and the officers.**

Intergovernmental Cooperation

The Borough of Dormont, 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, and future projected police costs, the Borough 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 intergovernmental cooperative initiatives that the Borough has been strongly participating. 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 Borough presently shares 17 mutual aid agreements with the South Hills Area Council of Governments (SHACOG) municipalities. Mutual aid is a necessary tool for police officers, in neighboring police departments, to consistently assist each other as “back-up” and other incidents that require additional police manpower. This is common practice and is necessary to address the many types of incidents that may occur, not only in Dormont Borough, but in the surrounding communities. 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 as a liability issue that may result in not having current written mutual aid agreements.
- **Joint Purchasing:** Another area of consideration for cost savings is in the area of joint purchasing of police supplies and police equipment. It was explained to the consultants that the police department has utilized the State’s Piggy-back Purchasing Program and the SHACOG shared purchasing program to help reduce the costs and save money in advertising for bids.

It should be noted that the Borough of Dormont should be commended for their involvement in the SHACOG’s Chief’s Advisory Board. This Advisory Board, formed in 2002, is an outgrowth of the SHACOG initiatives and includes representation from 17 Municipal police departments in the South Hills Area of Allegheny County. Included in its many intergovernmental cooperation is the establishment of a joint police testing service, joint mutual aid agreements, police resource sharing, joint training endeavors and exercises, and joint purchasing programs, just to name a few. Needless to say, these intergovernmental initiatives not only result in appreciable cost savings but assist each community in providing a stronger public safety service to each of the communities involved in this endeavor.

- **Countywide 911 System:** The Borough is part of an enhanced Allegheny 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 county's 911 Center offers enhanced dispatch service by being able to identify the caller's address and phone number as soon as the emergency call is received. The establishment of the Allegheny County Center not only provides local citizens with enhanced technology to identify the caller's 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.
- **Joint Police Task Forces:** The Borough of Dormont currently participates in various multi-municipal police task forces in the County that includes Drug, DUI and Tactical Resource Teams. Various Dormont Borough police officers are trained in the enforcement of these various task forces and in many cases they provide leadership in the administration of the task forces. (Needless to say, if any one municipality were to provide these joint public safety task forces on its own, it would be cost prohibitive.)

Regional/Contracted Lock-up Possibilities

As mentioned previously, the Borough maintains a 24-hour lock-up operation. While most of the cost for monitoring prisoners is covered by the full-time fighter desk/receptionist personnel and may not be a direct cost to the police operations, it is a cost to the Borough. In discussions with the Police Chief, two possibilities exist that could either enhance the opportunity for increased revenues to the Borough or provide a cost-savings initiative. Those two possibilities follow:

- i. Because of the Borough's strong involvement in the SHACOG Police Advisory Board, and because many municipalities are looking for ways not to maintain a local municipal lock-up, the Chief suggested that the Borough approach those municipalities that "make-up" the SHACOG and offer a program for the Borough to maintain a regional-type lock-up. While this is just in its "idea stage," if structured properly, it should provide a revenue enhancement for the Borough.
- ii. Neighboring Mt. Lebanon Township, less than a mile from the Borough, also has a 24-hour lock-up operation. Would it be cost effective to close the Dormont 24-hour lock-up operations and contract lock-up services to Mt. Lebanon? In order to determine any cost savings, it would behoove the Borough to explore this intergovernmental cooperative effort.

Sharing Police Services

There are two other major intergovernmental cooperative efforts 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. Listed below is a summary of these concepts of policing in Pennsylvania.

- **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 cost factors. 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.
- **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.

It should be noted that, in the past, the Borough of Dormont has explored the possibility of consolidating their police services with neighboring Castle Shannon Borough and Baldwin Township. In 1994, a feasibility study was conducted by the State's Department of Community Affairs that indicated considerable savings and a "fuller" range of police services to protect the three communities. Chief McKibben was a leading force in initiating that study and has long been a proponent of the need for consolidation of police services. Unfortunately, other powers to be were not willing to move to the next step of implementation of the regional police department, and the efforts failed.

Outline of Measuring Factors for Alternative Police Services

To eliminate police services from a municipality, once the community is accustomed to having its own 24-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. Fourth, they can regionalize a consolidated police service with adjoining municipalities.

Below is 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, 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 Dormont, the main focus is on patrol. Patrol officer function in all capacities. There may not be enough officers to have any range of services and resources other than patrol, although an investigative officer could be a consideration.

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 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: This 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 Dormont, 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 minimum 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 are becoming higher each year. The

increase in wages and benefits are a burden and the need to provide a fuller range of police service causes 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 savings. 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 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, which 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.

Many elected officials agree that police consolidation is needed. This opinion is generally based on concerns by municipal officials to financially support a local police operation in the future. At the same time, unfortunately, most elected officials are reluctant to take the necessary steps to pursue an evaluation of the feasibility of consolidating their police departments.

A previous national study entitled “The President’s Commission on Law Enforcement and Administration of Justice Task Force Report” states:

“The political and social pressures linked to the desire for local self-governance offers the most significant barrier to the coordination and consolidation of police services.”

Internal opposition has occurred with nearly every major change in policing since the turn of the century. Today, police academy training, civil service merit systems for hiring and promotions, and telecommunication systems that dispatch police for whole counties, county task forces to fight crime, drugs, DUIs and SERT Teams are taken for granted as indispensable to a modern police force, but each of these innovations was accepted only after a hard fought battle.

Recommendations:

- ❑ The Borough should take the lead in again pursuing talks with Castle Shannon and Baldwin Township in starting a dialogue of discussion on the issues of police consolidation. Once “common ground” has been achieved, the Borough should pursue a regional police feasibility study through the GCLGS, Police Peer Management Program.**
- ❑ The Borough should continue their strong support and involvement in the SHACOG police resources/sharing and other cooperative programs.**
- ❑ The Borough should explore the possibility of an intergovernmental approach to either providing a regional type lock-up program or contracting lock-up services from Mt. Lebanon Township.**

Conclusion

During the management and operational review of the Dormont Borough Police Department, there was no observation to indicate that the police department is not providing dedicated and professional police services to the citizens. The consultant met with or had discussions with the Police Chief, the Mayor, the Borough Manager, the Secretary/Treasure of the Bargaining Unit and the Borough Finance Officer. At no time was there a negative impression of the

police department and their commitment to serve the public needs and concerns of the Borough.

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, as mentioned previously, it is strongly recommended that the Borough again initiate a dialogue with neighboring communities to start the process of discussing the benefits of pursuing a study to determine the feasibility of the consolidation of police services in an effort to increase services and reduce costs and the possibility of providing an extended range of police service to the citizens of both communities.

Summary of Recommendations

Fire Recommendations

- Dormont should continue to provide for immediate fire and rescue emergency response.
- Alternate methods of providing for immediate fire emergency response should be considered.
- The organizational structure of the fire protection system should be redesigned to establish better reporting lines, more efficient operation and a more visible presence in the Borough hierarchy. The cornerstone of the redesign is the creation of a Public Safety Director position.
- The fire department should aggressively pursue volunteer firefighter recruitment to increase the size of the volunteer force.
- The fire department should apply for a federal SAFER (Staffing for Adequate Fire and Emergency Response) Grant to fund volunteer recruitment initiatives.
- The partial automatic aid program should be expanded to include automatic response to structure fires 24 hours a day at least until the volunteer recruiting initiatives begin to bear fruit.
- Dormont should attempt to reestablish the part-time driver program. The model used by the Titusville, Fire Department is suggested.
- Consideration should be given to change the standard workweek from 40 hours to 42 hours.
- The Desk Officers/Apparatus Operators job assignments should be changed to include code enforcement activities.
- The minimum number of hours for staff recalls should be reduced.
- Fire department employees should share in the cost of health care premiums.
- The fire department should establish a categorized fee schedule for emergency response services and begin billing for those services.
- The Borough should consider the use of a third-party billing service for all fire department revenue-generating activities.

❑ The Fire Department should review the most recent Insurance Services Office (ISO) grading report and current ISO rating to identify what is necessary to sustain the current grade and identify what steps would need to be taken during the next ISO review to receive an improved rating.

Police Recommendations

❑ Because there is such a considerable amount of overtime used to fill vacant shifts, and the current staffing has 3 officers, (utilization of the IACP Formula) over the required contractual staffing level, it is recommended that the Chief of Police increase/continue oversight into the scheduling of overtime being implemented and that he initiate discussions with the Wage and Policy Unit with the goal of substantially reducing overtime costs.

❑ The Borough adjusts the line-item budget format, creating line-items for all direct and indirect budget categories, including various fringe benefits.

❑ It is recommended that if it is determined, through the Early Intervention Financial Evaluations, that the Borough is facing future financial shortfalls, and it appears that is factual, the Borough officials and the Police Bargaining Unit form a special committee to address the legitimate financial concerns of the Borough. While it is realized that the existing police contract is in place through December 2009, this should not deter the police union from discussing “common ground” that may result in operational cost-savings to keep the Borough police operations intact. Two of the financial issues that could be “open for discussion,” but not inclusive, are health insurance premium co-pays and the overtime provisions of the bargaining unit contract. Other municipal police departments and their officers that failed to address the future financial concerns of their municipality in a timely manner are today operating with a less-than-needed police force and have their salaries and benefits frozen or decreased due to lack of funds. In addition, in recent years many police departments have disbanded in Pennsylvania in favor of the Pennsylvania State Police, mainly because of the decrease in the municipal tax base and the increase in the cost of police services.

❑ The consultant 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. However, the amount of sick leave usage does indicate that this may be happening and the Police Chief should continuously monitor sick leave usage. Where abuse may be happening, corrective action should be taken.

- ❑ Job Descriptions should be developed for the police clerk to assure that the police clerk is effectively carrying out the duties outlined in the job description.**
- ❑ The Borough should continue to address the issue of court time (overtime) by (1) continuing to work with the Magistrate's office in scheduling hearings when the officer responsible is on duty. This system is commonly used by District Magistrates and local police departments (2) explore a process of having one officer, on duty, file and appear before the Magistrate representing the entire police department in all the cases to be heard by the Magistrate.**
- ❑ The Police Chief should continue to aggressively enforce the provisions of the bargaining unit agreement as it provides a meaningful process to curtail sick leave abuse**
- ❑ The Police Chief should continue to monitor all aspects of the police operations as it relates to causes of overtime and take corrective action where it is warranted. In addition, the Police Chief and Borough officials should meet with the current labor counsel and get a understandable definition on the language in Section 1400.2 of "The Borough Standard Operating Policies and Procedures," as to its definition and when the Police Chief can deny or request for leave based on need for overtime to fill that gap.**
- ❑ An expanded policy on Citizen Complaint Reviews should 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.**
- ❑ The police force should remain at 15 personnel.**
- ❑ The proposed manual should be reviewed to include the additional policies on this list.**
- ❑ A Labor-Management Committee, made up of the individuals identified in this list, should be named and formed to accomplish the revision process. This Labor Management Committee can also be a "vehicle" to meet and discuss the pending financial concerns facing the Borough. It will take everyone, working together, to reach a common ground on ways to deflate the increasing costs to operate the police department.**
- ❑ Job Descriptions for all positions in the police department need to be created and or updated and become a permanent part of the policy manual.**

- The Police Department should review and implement where appropriate the “Model policies” that will be completed by the Allegheny County District Attorney’s Office.
- Police officers should utilize, to the fullest, the ALERT Data Management System.
- A “Daily Log” or “Police Officer’s Shift Reports” should be reinstated and utilized with the primary review to be done by the Sergeants as first-line supervisors.
- Develop a formal Field Training Program with specific guidelines to assure, in particular, that newly hired officers are formally evaluated on their progress, to determine their suitability to be a police officer for the Borough, prior to being hired as a full-time police officer.
- The Civil Service Commission review their rules and regulations to consider amending the rules to include the information provided in this list.
- The department should complete and adopt a professional performance evaluation policy.
- Review “The Pennsylvania File Protection Law” to assure that each officer has a set of folders with at least the above categories in this list on the folders and the appropriate information filed in those folders.
- Develop a formal training program based on the future needs of the department and the officers.
- The Borough should take the lead in again pursuing talks with Castle Shannon and Baldwin Township in starting a dialogue of discussion on the issues of police consolidation. Once “common ground” has been achieved, the Borough should pursue a regional police feasibility study through the GCLGS, Police Peer Management Program.
- The Borough should continue their strong support and involvement in the SHACOG police resources/sharing and other cooperative programs.