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HOUSE DEMOCRATIC POLICY COMMITTEE
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House of Representatives
COMMONWEALTH OF PENNSYLVANIA
HARRISBURG

HOUSE DEMOCRATIC POLICY COMMITTEE HEARING
Topic: State Police Fee For Municipalities Without Local Police
Philadelphia City Hall – Philadelphia, PA
March 17, 2017

AGENDA

10:00 a.m. Welcome and Opening Remarks

10:10 a.m. Panel One:
- Leslie Richards
  Secretary, Pennsylvania Department of Transportation
- Richard Vilello
  Deputy Secretary of Community Affairs, Pennsylvania Department of Community and Economic Development
- Lt. Col. Stephen Bucar
  Deputy Commissioner of Staff, Pennsylvania State Police

10:50 a.m. Panel Two:
- Ernie McNeely
  Township Manager, Lower Merion Township
- Roman Pronczak
  Township Manager, Whitpain Township

11:20 a.m. Panel Three:
- Bob Latham
  Executive Vice President, Associated Pennsylvania Constructors
- Abe Amoros
  PA Legislative Director, Laborers' International Union of North America (LiUNA!) – Mid-Atlantic Region

11:50 a.m. Closing Remarks

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Leslie Richards, Secretary of PA Department of Transportation
Testimony for 3/17/17 House Democratic Policy Committee Hearing
on State Police Funding Issues

Mr. Chairman and committee members, thank you for the opportunity to address the state police funding issue.

We are grateful for the agreement the Legislature and Governor Wolf reached last year on finding a way to move forward to better balance state police needs with ongoing highway and bridge needs.

The initiatives to enhance funding for the State Police including the fiscal code, municipality fees and fee increases will allow funding to remain available in the Motor License Fund for additional highway and bridge improvements across the state, which will stimulate local economies and help sustain jobs. National estimates project that every $1 billion in infrastructure investment sustains roughly 25,000 jobs.

We expect to have an additional $2.1 billion for highways and bridges over the ten-year phase-in period for the state police funding cap. During the Business Plan reviews we conduct each year with staff in our eleven district offices, we heard repeatedly about the increasing challenges they face for basic maintenance, interstate reconstruction, and our secondary road network, especially on lower volume roads and especially in rural areas. The districts and counties do tremendous work to maintain our system, and it became clear to me that the impact of an unchanged maintenance allocation to our counties since 2006 was no longer tenable.

Without the enhanced revenue resulting from the cap on funding from the Motor License Fund for state police operations and its subsequent dedication to maintenance, maintenance budgets – already stagnate for many years – would decline moving forward, given other expected claims on PennDOT's resources. This decline would affect rural and four-digit roadways most severely.

As a result, I have directed that we start a new initiative, which we are calling PennDOT's RoadMaP, which stands for Maintenance and Preservation. With the additional $2.1 billion, I plan to allocate $1 billion over the ten-year period to the counties for improved basic maintenance; an additional $500 million to our existing intestate preservation program, bringing that ten-year program to $1 billion; and $600 million will go toward highway and bridge capital projects, with priority given to rehabilitation and reconstruction needs identified through our district and regional planning efforts. PennDOT RoadMaP will bring a new emphasis on pavement improvements to the secondary, lower volume road network. One way we can accomplish this is by expanding the use of recycled asphalt taken from improvement projects. This will be accomplished by several means, ranging from full depth recycling of the existing pavement structure to overlays with cold recycled asphalt and warm mix asphalt containing a

high percentage of recycled material. We will expand these best practices and environmentally friendly ways of reusing asphalt in counties in two more districts across the state starting in 2017, with expansion to additional counties and districts in 2018. This will help us address the pavement improvement backlog on our secondary system and particularly the low-volume rural roads.

I would note that the areas to see benefits from RoadMaP are by and large the same areas that now benefit from State Police providing their police protection.

To make our maintenance and preservation investment go further under PennDOT's RoadMaP, we have undertaken a County Transformation program to extensively rethink and retool our county maintenance operations. Each county is undergoing peer examinations to learn and establish best practices across the state. As part of our PennDOT RoadMaP program, the County Transformation initiative will help address critical maintenance backlogs across the state.

I must stress that our attempts to preserve funding in the Motor License Fund for roads and bridges does not mean we do not support proper funding for state police. State police provide a critical role in maintaining the safety of our network, and we count on their services for ongoing enforcement to keep drivers and our workers safe.

Increasingly, the demands to provide municipal-level services have added to the state police's cost burden, and that is why Governor Wolf proposed a reasonable $25 per capita fee to offset that. Revenue from the fee will help us maintain the plans I have outlined for dealing with the continued backlog of maintenance, especially on rural lower volume roads.

Testimony of Richard Vilello, Deputy Secretary of Community Affairs, Pennsylvania Department of Community and Economic Development
House Democratic Policy Committee
March 17, 2017

Good morning Chairman Sturla and members of the Committee.

My name is Richard Vilello. I am the Deputy Secretary of Community Affairs & Development for the Department of Community and Economic Development. Thank you for the opportunity to be here today.

The idea of consolidating municipal police departments as a solution to numerous administrative and operational problems has been considered throughout the country (including PA) for decades. On its surface, the concept appears especially appropriate for the Commonwealth of Pennsylvania as there are more than 1,200 municipal police departments in the state. This is an exceptional number when compared to most other states which get along with 300 or 400.

This concept was both considered and operational in many parts of the country, dating back to the first half of the 20th century. In 1967, consolidation of local police services was a major recommendation of a report by the President's Commission on Law Enforcement and Administration of Justice titled, "The Challenge of Crime in a Free Society".

In 1973, the National Advisory Commission on Criminal Justice Standards and Goals recommended the consolidation of police departments of less than 10 full-time sworn officers. Two years later, in December 1975, Pennsylvania adopted as one of its many standards and goals for the improvement of police services in the Commonwealth, Standard 6.4, which deals with police consolidation. Standard 6.4, states in part "where appropriate to do so, police departments should consolidate for improved efficiency or effectiveness, but in no case should an individual department member lose salary or status as a result of such consolidation." The standard further indicates in its text that every local government and every local police department should study the possibilities of combined and contracted police services and, where appropriate, implement such services.

Without regard to the support for police consolidation just discussed, elected officials in Pennsylvania are seriously considering this approach to solving many of the problems associated with providing municipal police services. Continuously rising costs and increasing complexity force municipal officials to consider other methods of providing police services at a higher level of efficiency. A reduction in funding at the federal and state level has placed additional pressure on elected officials to scrutinize all the services they provide, including law enforcement. Currently, approximately half of municipalities have no local coverage and elect to use the Pennsylvania State Police as their primary police force, while 67 percent have either part-time or no local coverage. As of January 2017, there are 38 regional police agencies in Pennsylvania, most of them developed in the past 10 years. The regional departments represent 24 counties, 123 municipalities comprised of 61 boroughs, 62 townships, and 2 school districts. They employ 597 full-time police officers and 130 part-time police officers serving a population of over

600,000 individuals. A listing of those police agencies and participating municipalities are included.

There are several alternative methods of providing police services. They are:

- Traditional;
- Centralized support services/decentralized patrol;
- Contracted police services; or
- Consolidated police services

Consolidation of police services requires the abolishment of political subdivision boundaries for police services and the unification of existing police departments into one regional police department. The distinctive characteristic of this method of policing is the operation of the police department outside the direct control of any one single municipality. The police department is responsible to a policy board or police commission consisting of primarily elected officials from each participating municipality. This board appoints the chief, evaluates the chief's performance, sets policies and adopts the budget.

There are several specific advantages to police consolidation which may or may not result depending upon the administrative policy established for the operation of the police department, the existing geographic and social conditions of the area, the organization and structure of the newly created police department and the procedures used in implementation. Basically, the advantages are the following:

- Improvement in the uniformity and consistency of police enforcement;
- Improvements in the coordination of law enforcement services;
- Improvements in the distribution and deployment of police personnel;
- Improvements in training and personnel efficiency;
- Improved police management and supervision;
- Reduced costs; and
- Improved career enhancement opportunities for police officers.

The first step of any process to determine the feasibility of and to develop a plan for a consolidated or regional police department should be to establish the oversight unit. This is accomplished by each municipal governing body appointing one or more of its members to a Regional Police Study Committee. Other persons, including persons from business, industry, government or other citizens may also be appointed to the committee, but at least one elected official should represent each government. This tends to give official sanction to the work of the committee and permits easier access to the police and municipal information that will be needed by the committee.

The basic tasks of the committee are normally to: (1) determine the specific procedure to be used in under taking the study; (2) gather the data and information that will be necessary from each municipality and its police department (if one exists); (3) analyze the data and information and from that analysis determine the feasibility of regional police service and what method of regional policing (centralized support services, contract or purchase of services, or consolidation of police departments) would be most appropriate; and (4) establish the procedure and timetable for implementation.

The Regional Police Study Committee serves in the capacity of an advisory board and participating municipalities are not bound by the findings or recommendations of the committee. Committee members should elect a chairperson and any other officers they find appropriate from their membership. The committee may seek the assistance and advice of persons knowledgeable in various aspects of regional police services. The assistance of the DCED's Governor's Center for Local Government Services is available upon request at no cost to the municipalities. The committee may also choose to review the operation of an existing regional police department to gain an understanding of how it works on a first hand basis.

The study committee should seek to build community consensus by opening their process to the public and seeking the maximum possible coverage in the local media. Questions about a regional police proposal should be heard and the answers made available to the public at large.

The Center's process for having a regional police feasibility study conducted begins with a Letter of Intent from the interested municipalities. Once the request is processed, a police peer consultant is assigned to help develop a regional feasibility study. A meeting is scheduled with the municipalities to:

- Introduce the police peer consultant;
- Outline the study process; and
- Have an Articles of Agreement signed by all parties.

After the initial meeting the peer consultant will visit the communities and conduct interviews with elected officials, the police, and community leaders to gather information to draft a feasibility report. Once the peer consultant has completed the draft report it is reviewed by Center staff and published. Center staff will then schedule a meeting with the participating municipalities to present the study and explain how the data was achieved. The Center will then encourage the participants to review the data and then meet among themselves to discuss and determine if there is any interest in moving forward with the implementation process.

The Center can provide assistance in follow-up meetings, revising data, and the implementation process. The Center will provide this entire process at no cost to the participating municipalities.

Thank you for the opportunity to testify today. I would be happy to answer questions.

CONSOLIDATED POLICE REPORT 2017

Agency	Municipalities Served	Police Chief Executive	Number of Officers	Population Served	Square Mile Area	Officers per 1000 Population	Per Officer Cost	Per Capita Cost
Adams County Eastern Adams Regional Police Dept. 01-01-92	Oxford Twp New Oxford Boro	Francis Staab 110 North Berlin Ave. New Oxford, PA 17350 717-624-1614 x 203 Fax 717-624-1487 fstaab@eadamsregionalpd.net	6 FT 4 PT [8]*	7,665	10.3	1.0	$98,500	$103
Allegheny County Northern Regional Police Dept. 01-01-69	Bradfordwoods Boro Marshall Twp Pine Twp Richland Twp	T. Robert Amann 230 Pearce Mill Road Wexford, PA 15090 724-625-3157 Fax 724-625-3258 ramann@nrpolice.com	34FT	36,000	52.0	.9	$147,226	$139
Berks County Central Berks Regional Police Dept. 07-01-93	Lower Alsace Twp Mt. Penn Boro Contracts to St. Lawrence Boro	Raymond Serafin 2147 Perkiomen Avenue Reading, PA 19606 610-779-1100 Fax 610-779-7135 rserafin@centralberks.org	14 FT	9,390	6.6	1.5	$137,306	$205
Berks County Northern Berks Regional Police Dept. 05-01-91 Did Not Provide 2015, 2016, and 2017 Data	Maiden Creek Twp Ontelaunee Twp Leesport Boro	Scott W. Eaken 37 Ontelaunee Drive Reading, PA 19605 610-926-2999 Fax 610-926-0309 seaken@nbrpd.org	13 FT	13,000	30.8	1.0	$159,940	$160
Berks County Western Berks Regional Police Dept. 01-01-10	Robesonia Boro Wernersville Boro	William Schlichter 100 N. Reber Street Wernersville, PA 19565 610-678-2835 wschlichter@WBRPD.org	5 FT 7 PT [8.5]*	4,528	1.5	1.9	$78,891	$148
Bucks County Central Bucks Regional Police Dept. 01-01-14	Doylestown Boro New Britain Boro Chalfont Boro	James Donnelly 57 W. Court Street Doylestown, PA 18901 215-345-4143 Fax 215-345-6373 jdonnelly@cbrpd.net	26 FT 4 PT [28]*	15,541	5.1	1.8	$174,642	$315
Bucks County Pennridge Regional Police Dept. 01-01-92	E. Rockhill Twp W. Rockhill Twp	Rodney Blake 200 Ridge Road Sellersville, PA 18960 215-257-5104 Fax 215-257-9324 rblake@pennridgepd.org	10 FT 3 PT [11.5]*	10,962	29.3	1.0	$184,094	$185
Butler County Evans City/Seven Fields Regional Police Dept. 01-01-15	Evans City Boro Seven Fields Boro	Joseph McCombs 204 B South Jackson Street Evans City, PA 16033 724-538-8055 j.mccombs@ecsfregionalpd.org	3 FT 9 PT [7.5]*	4,806	2.0	1.6	$98,338	$153
Cambria County West Hills Regional Police Dept. 01-01-78	Brownstown Boro Southmont Boro Westmont Boro Lower Yoder Twp	Michael W. Lose 1000 Luzerne Street Johnstown, PA 15905 814-255-4145 Fax 814-255-7443 westhillspolice@atlanticbbn.net	11 FT 8 PT [15]*	11,779	19.9	1.3	$81,751	$104
Chester County Westtown-East Goshen Regional Police Dept. 12-21-1981	Westtown Twp E. Goshen Twp Contract to Thornbury Twp	Brenda Bernot 1041 Wilmington Pike West Chester, PA 19382 610-692-9600 x 206 Fax 610-692-2094 BBernot@westtownpolice.org	31 FT 12 PT [37]*	32,269	22.6	1.1	$200,785	$230
Chester County Southern Chester County Regional Police Dept. 01-01-2017	New Garden Township West Grove Boro	Gerald R. Simpson 8934 Gap Newport Pike Landenberg, PA 19350 610-268-2907, ext. 105 GSimpson@sccrpd.org	15 FT 8 PT [19]*	15,000	17.0	1.3	$131,579	$167
Clearfield County Morris Cooper Regional Police Dept. 01-06-75 Did Not Provide 2015, 2016, and 2017 Data	Morris Twp Cooper Twp	Lt. Todd Lombardo (OIC) P.O. Box 186 Allport, PA 16821 814-342-5621 Fax 814-342-5810 mcrpd@comcast.net	1 FT	5,794	60.1	.17	$104,009	$18
Columbia County Orangeville Area Police Dept. 04-01-03	Orange Twp Orangeville Boro	Steven R. Rothermel 301 Mill Street P.O. Box 192 Orangeville, PA 17859 570-683-5372 Fax 570-683-5915 ovpd@pa.metrocast.net	1 FT 2 PT [2]*	1,700	13.4	1.5	$51,623	$61

Agency	Municipalities Served	Police Chief Executive	Number of Officers	Population Served	Square Mile Area	Officers per 1000 Population	Per Officer Cost	Per Capita Cost
Crawford County Conneaut Lake Regional Police Dept 10-01-95	Conneaut Lake Boro Sadsbury Twp	Todd Pfeifer 9878 State Highway 285 Conneaut Lake, PA 16316 814-382-4364 Fax 814-382-4365 tpfeiferclrpd@zoominternet.net	3 FT 4 PT [5.0]*	3,600	24.7	1.4	$70,760	$98
Cumberland County West Shore Regional Police Dept. 01-01-95	Lemoyne Boro Wormleysburg Boro	Michael L. Hope 510 Herman Avenue Lemoyne, PA 17043 717-737-8734 mhope@wsrpd.org	12 FT	7,623	3.3	1.6	$179,835	$283
Fayette County Southwest Regional Police Dept. 11-03-03	Belle Vernon Boro Newell Boro Coal Center Boro Point Marion Boro Neo-Solutions, Inc.	John D. Hartman 10 Main Street Belle Vernon, PA 15012 724-929-8484 Fax 724-929-6523 jhartman@swrpd.us	3FT 12PT [9]*	3,055	1.6	2.9	$35,087	$103
Greene County Greene County Regional Police Dept. 01-01-2017	Morris Twp Perry Twp Wayne Twp Contracts to Morris Twp - Washington County	Michael R. Natale P.O. Box 36 1713 Browns Creek Road Nineveh, PA 15353 724-428-3009 chief@gcrpd.org	2 FT 3 PT [3.5]*	5,056	134.0	.7	$56,321	$39
Lancaster County Northern Lancaster County Regional Police Dept. 01-01-12	Clay Twp Penn Twp Warwick Twp	David Steffen 860 Durlach Road Stevens, PA 17578 717-733-0965 steffend@nlcrpd.org	27 FT	35,723	72.0	.8	$140,434	$106
Lancaster County Northwest Lancaster County Regional Police Dept. 10-01-03	West Donegal Twp Mount Joy Twp	Mark Mayberry 155 Merts Drive Elizabethtown, PA 17022 717-367-8481 Fax 717-367-3382 MayberrM@police.co.lancaster.pa.us	17FT 5 PT [19.5]*	18,000	48.0	1.1	$161,313	$175
Lancaster County Susquehanna Regional Police Dept. 07-01-96	Conoy Twp East Donegal Twp Marietta Boro	Charles E. Haugh 188 Rock Point Road Marietta, PA 17547 717-426-1164 Fax 717-426-2001 haughc@police.co.lancaster.pa.us	15 FT 2 PT [16]*	13,700	45.0	1.1	$136,177	$159
Lancaster County Southern Regional Police Dept. 01-01-03	Pequea Twp Conestoga Twp	John Michener 3284 Main Street Box 254 Conestoga, PA 17516 717-872-0352 Fax 717-872-7341 michenej@police.co.lancaster.pa.us	7 FT 4 PT [9.0]*	8,516	28.3	1.1	$109,529	$116
Lycoming County Tiadaghton Valley Regional Police Dept. 01-01-10	Jersey Shore Boro Porter Twp Contracts to: Nippinose Twp Piatt Twp	Nathan DeRemer 129 S. Pennsylvania Ave. Jersey Shore, PA 17740 570-398-2146 Fax 570-398-3470 nderemer.tvrpd@gmail.com	10 FT 1 PT [10.5]*	8,103	30.5	1.3	$93,202	$121
McKean County Otto Eldred Regional Police Department 09-01-04	Eldred Boro Otto Twp	Donald Nies P.O. Box 270 3 Bennett Street Eldred, PA 16731 814-225-4415 ottoeldredregionalpolice@gmail.com	4 PT [2.0]*	2,600	45.0	.8	$16,200	$12
Mifflin County Mifflin County Regional Police Dept. 08-30-93	Brown Twp Burnham Boro Derry Twp Union Twp	Scott A. Mauery 13225 Ferguson Valley Road Yeagertown, PA 17099 717-248-1900 x628 Fax 717-248-1699 smauery@mcrpd.org	13 FT	16,480	91.0	.7	$123,375	$97
Monroe County Pocono Mountain Regional Police Dept. 06-13-94	Tobyhanna Twp Mt. Pocono Boro Tunkhannock Twp Coolbaugh Twp Barrett Twp	Chris Wagner 2454 Route 940 Pocono Summit, PA 18346 570-895-2400 Fax 570-895-2450 cwagner@pmrpd.com	43 FT	43,302	228.0	1.0	$156,799	$156
Monroe County Stroud Area Regional Police Dept. 05-01-00	East Stroudsburg Boro Stroudsburg Boro Stroud Twp	John M. Ward 100 Day Street East Stroudsburg, PA 18301 570-421-6800 Fax 570-421-5979 jward@sarpd.com	52 FT 4 PT [54]*	34,620	39.1	1.5	$145,625	$227
Montgomery County Upper Perk Police Department 02-04-80	East Greenville Boro Pennsburg Boro	Michael S. Devlin 88 West 6th Street Pennsburg, PA. 18073 215-679-8203 Fax 215-679-3919 chfmdevlin@upperperkpd.org	9 FT	7,000	1.3	1.3	$161,718	$208

Agency	Municipalities Served	Police Chief Executive	Number of Officers	Population Served	Square Miles Area	Officers per 1000 Population	Per Officer Cost	Per Capita Cost
Northampton County Colonial Regional Police Dept. 10-01-95	Bath Boro Hanover Twp Lower Nazareth Twp	Roy D. Seiple 248 Brodhead Rd., Suite 1 Bethlehem, PA 18017 610-861-4820 Fax 610-861-4829 chief@colonialregionalpd.org	25 FT	20,059	22.5	1.2	$148,760	$185
Northampton County Slate Belt Regional Police Dept. 04-01-15	Plainfield Twp Wind Gap Boro Pen Argyl Boro	David A. Mettin 6292 Sullivan Trail Nazareth, PA 18064 610-759-8517 Fax 610-759-8523 dmettin@slatebeltpd.com	21 FT	12,442	28.0	1.8	$127,894	$216
Pike County Eastern Pike Regional 01-07-08	Matamoras Boro Westfall Twp	Chad D. Stewart 10 Ave I Matamoras, PA 18336 570-491-4040 Fax 570-491-4099 cstewart@eprpd.org	10 FT 4 PT [12]*	4,792	31.8	2.5	$84,618	$212
Union County Buffalo Valley Regional Police Dept. 02-06-12	East Buffalo Twp Lewisburg Boro	Paul Yost 1610 Industrial Boulevard Suite 500 Lewisburg, PA 17837 570-524-4302 Fax 570-524-4128 PYost@bvrpd.org	15 FT 5 PT [17.5]*	14,200	17.4	1.2	$169,580	$209
Washington County RESA Regional Police Dept. 09-22-90 Did Not Provide 2015, 2016, and 2017 Data	Allenport Boro Dunlevy Boro Elco Boro Roscoe Boro Stockdale Boro	Mark Stuart 402 Locust Avenue P.O. Box 300 Stockdale, PA 15483 724-938-7773 Fax 724-938-7773 resa@zoominternet.net	11 PT [5.5]*	3,000	3.4	1.8	$18,182	$33
Washington County Charleroi Regional Police Dept. 04-01-12	Charleroi Boro North Charleroi Boro Speers Boro Contract to: Twilight Boro Charleroi Area School District	Eric Porter 338 Fallowfield Avenue Charleroi, PA 15022 724-483-8010 Fax 724-483-1270 porter@charleroiboro.org	8 FT 12 PT [14]*	7,754	3.2	18	$67,541	$122
York County Northeastern Regional Police Dept. 01-01-83	East Manchester Twp Manchester Boro Mount Wolf Boro	Bryan Rizzo 5570 Board Road Mt. Wolf, PA 17349 717-266-6195 x 101 Fax 717-268-8645 chief@neregionalpd.us	12 FT	11,420	17.5	1.1	$141,619	$149
York County York Area Regional Police Dept. 06-29-00	York Twp Windsor Twp Contracts to Dallastown Boro Felton Boro Jacobus Boro Windsor Boro Yoe Boro	Timothy Damon 33 Oak Street York, PA 17402 717-741-1259 Fax 717-741-5209 tdamon@yapd.org	44 FT	55,010	57.0	.8	$178,105	$142
York County Southern Regional Police Dept. 01-01-92	New Freedom Boro Shrewsbury Boro Glenn Rock Boro Stewartstown Boro Contracts to: Railroad Boro Southern York County School District Winterstown Boro	James S. Boddington 47 E. High Street New Freedom, PA 17349 717-235-3944 Fax 717-235-1609 jboddington@srpd.us	14 FT 1 PT [14.5]*	11,000	63.0	1.3	$136,010	$179
York County Southwestern Regional Police Dept. 07-01-02	Heidelberg Twp Manheim Twp North Codorus Twp Spring Grove Boro	Gregory M. Bean 6115 Thoman Drive Spring Grove, PA 17362 717-225-1333 x 101 Fax 717-225-0635 gbean@swrpd.org	14 FT	18,163	69.8	.8	$146,382	$113
York County Northern York County Regional Police Dept. 09-01-72	Conewago Twp Dover Boro Dover Twp Franklin Twp Jackson Twp Manchester Twp North York Boro Paradise Twp	Mark Bentzel 1445 E. Canal Road Dover, PA 17315-2798 717-292-0542 Fax 717-292-0543 dwales@nycrpd.org	51 FT	66,372	150.0	.8	$164,581	$126

PHILADELPHIA, PENNSYLVANIA

PENNSYLVANIA STATE POLICE

OPENING STATEMENT TO HOUSE DEMOCRATIC POLICY COMMITTEE

MARCH 17, 2017

Good morning, Chairman Sturla and members of the House Democratic Policy Committee. I am Lieutenant Colonel Stephen Bucar, Deputy Commissioner of Staff of the Pennsylvania State Police.

The PSP is the tenth largest police agency in the nation and the third largest internationally accredited law enforcement agency in the world. Currently, we patrol 82 percent of the land area of the Commonwealth and 60 percent of the highways, including all of our interstates. The PSP provides either full-time (approximately 1290) or part-time (approximately 410) police protection to over 1,700 municipalities.

PSP is legislatively mandated to provide police service to those municipalities that do not have their own police department, as well as to those municipalities that **DO HAVE** their own police department but request our services or assistance. In addition, we also deliver specialized services to municipal police agencies at no cost.

PSP delivers a variety of services to all municipalities across the Commonwealth upon request. Our Aviation Section provides aerial support; our Western and Eastern Special Emergency Response Teams provide tactical support; our Hazardous Device and Explosives Section provides explosive and suspicious package support; our Clandestine Laboratory Response Teams provide evidence collection and clean up support for illicit drug labs; our DNA and six regional laboratories provide laboratory support; and, our Pennsylvania Criminal Intelligence Center (PaCIC) provides vital information to our public safety partners to keep police officers and citizens safe, as well as aiding in protecting critical infrastructure and key resources. The Center is staffed by 44 analysts and supervisors, along with representatives from a host of state and federal law enforcement agencies and all-hazard partners, including the Federal Bureau of Investigation and the Department of Homeland Security.

In 2016, PaCIC received nearly 1,600 tips associated with a wide variety of topics including those associated with suspected terrorism, drug dealers, and the location of fugitives. In addition, PaCIC received 37,490 requests for information from federal, state, and local agencies and in response to those requests, our analysts completed over 57,000 products for these agencies, enhancing and furthering their investigations.

PSP assisted municipal police through the following incidents in 2016:

- 13,007 Request Assist-Other Police (Includes traffic control, crash investigation, Presidential escorts, or criminal investigations).
- 15,621 Request Assist-Other Agency (Assisting a governmental agency in some manner; community ambulance companies, county coroners, etc.).
- 101,067 incidents were handled by PSP which were not in our primary patrol areas. These incidents could be located within either full-or part-time municipal police jurisdictions.
- 40 homicides were investigated at request of municipal police.
- 24 shooting incidents involving municipal law enforcement officers were investigated.
- SERT responded to 23 municipal police requests for assistance.
- CLRT responded to 139 municipal police requests.
- Approximately 70% of PSP laboratory services annually are devoted to municipal police departments.

I want to thank the Committee for this opportunity to testify before you on this important matter. At your convenience, I am willing to address any questions you may have.

The Pennsylvania Municipal League
President – William Peduto, Mayor, City of Pittsburgh

The Pennsylvania State Association of Township Commissioners
President – Anthony Taliani, Commissioner, East Deer Township

PA Municipal League
and
PA State Association of Township Commissioners

Testimony Before the
House Democratic Policy Committee

Per Capita Fee for State Police Coverage

Presented By: Mr. Ernie McNeely, Manager, Lower Merion Township
March 17, 2017
Philadelphia City Hall

Chairman Sturla, members of the House Democratic Policy Committee, thank you for the opportunity to testify today. I am Ernie McNeely, Manager of Lower Merion Township, Montgomery County. I am here today on behalf of the PA Municipal League and the PA State Association of Township Commissioners. Both organizations support the concept of requiring municipalities to reimburse the State Police for coverage. It is a matter of equity and fairness on several levels – to the taxpayers in communities with their own departments; to the communities themselves; and to the Commonwealth.

As you all know, this issue has been debated for many years. Governor Wolf's inclusion of reimbursement revenue in the state budget, however, has raised the issue to a new level. One only need to look at recent newspaper headlines to realize the inequities have finally hit a nerve. Perhaps, the Commonwealth's

budget deficit; the State Police agency's need for stable funding; and the ever growing need to address our aging road and bridge infrastructure will be the perfect storm that finally provides a remedy.

Public safety is the number one job of a municipality and its governing body. That said, statutorily there is no requirement to provide police service. Rather cities, boroughs and townships are authorized to expend funds to implement police protection. As such, the level of service is determined locally; and across the Commonwealth, we find full-time, part-time and regional departments, as well as contracts for service with neighboring municipalities. And where the local governing body has chosen not to provide public safety or has dissolved its department, Pennsylvania allows reliance on the State Police for protection. No questions asked and at no additional charge.

The municipalities that belong to the PA Municipal League and PA State Association of Township Commissioners are full-service communities. They have chosen to provide police service and have been doing so for many years. In fact, it is questionable if they could, at this point, dismantle their police departments without great difficulty and expense because of numerous personnel issues that would need to be resolved first. At the very least, such action would certainly stir negative public reaction and safety concerns among residents.

There is no debate about the fact that administering a police department is expensive. Most assuredly, it is the main reason half of the municipalities in Pennsylvania have chosen to rely on the State Police. Salaries, training,

healthcare, pensions, equipment, liability insurance, collective bargaining and other personnel mandates all play into the total cost. In full-service communities, public safety costs are the largest expense, oftentimes half of a municipal budget. Consequently, balancing the costs of public safety with other budgetary priorities is an annual exercise in most full-service communities. This is especially true in the older, built out communities that no longer have a growing tax base. In Lower Merion, the cost of full-time police was over $21 million in 2016. That's $370 per resident. And our total public safety costs were 40% of the general fund expenses.

Two local taxes – property and earned income – generate the bulk of revenue used to pay for municipal services. Increasing taxes to cover service costs is a double-edged sword. Higher taxes discourage home ownership, saddle current residents with more burden and make a community less attractive to new residents and investment, which in the end, amplifies the burden on residents even more. This is a cycle that is familiar to many older communities. The other option, cutting services, especially public safety, is a last resort for local elected officials.

Communities utilizing the State Police however, need not worry about having enough revenue for services. Police coverage is free, there are minimal property taxes, and far less of a burden on residents. Overall, this puts such communities and their residents at an overall greater economic advantage.

As an example, take two nearly identical townships in Montgomery Township. In 2014, Franconia Township made the difficult decision to lay-off six police officers citing years of increased expenses and flat revenue. In addition to the lay- offs,

there were other budget cuts and an increase in fees and taxes. Franconia Township has 13,000 residents and a median household income of $81,000. On the other hand, Skippack Township, with roughly the same population and a median household income of $108,000 utilizes the State Police, insulating it from budgetary concerns related to public safety costs. A final comparison of the two townships – Skippack's 2017 property tax millage is .35 mills; Franconia's is 1.9 mills. While both rates are relatively low, one can reasonably infer the 543% difference demonstrates the higher tax levy needed to pay for a full-time department.

In addition to inequities created among communities, there is an inequity among the Commonwealth's citizens. We whole-heartedly agree with the argument that taxpayers in full-service communities are paying twice. Once, for their own coverage through local taxes and again for the coverage of those communities choosing State Police protection through state taxes. This is especially difficult to accept when a community clearly has the ability to afford its own force, a regional department or a contract for services, but continues to rely on the State Police.

The cost of service cannot continue to be an excuse when 74% of Pennsylvanians pay for their own police protection and their local officials manage the expenses accordingly. For example, take two first class townships in the Lehigh Valley. Bethlehem Township, has a median household income of $76,000 and a population of 24,000. Bethlehem Township's 2017 police costs are $5.4 million. This equates to $228 per resident. Bethlehem Township's budget narrative also reports that $200 of each property owner's average $643 property tax bill is dedicated to police

costs. By comparison, Lower Macungie Township has a median household income of $82,000 and the population is 30,000 residents. Its residents enjoy free police service, but clearly have the ability to pay for local service.

The third inequity relates the Commonwealth's budget and the transfer of funds out of the Motor License Fund to cover State Police expenses. It is reported that one-half of the State Police's $1.3 billion budget is spent on municipal coverage. As we have heard, diverting road and bridge funds to pay for this coverage comes at a significant price as road projects are delayed and the safety of the public is put at risk. Chairman Sturla's proposal will reduce and eventually eliminate the need to dip into the Motor License Fund. It will also provide additional funding for State Police training, regional policing initiatives, and consistent funding for the State Police.

For the reasons set out above communities receiving free police coverage must start paying something toward the cost. PML and PSATC are not advocating for one proposal over another -- only the need to remedy this inequity. Needless to say, we believe both the Governor's $25 per capita fee and Chairman Sturla's $30 million a year phase-in are exceptional deals as the actual cost to the State Police is over $200 per person. The argument that $25 per person is too much and will create a hardship for municipalities and their taxpayers in the form of a tax increase is simply not valid when you consider the number of communities funding their own forces with taxpayer dollars at eight and twelve times that cost.

The argument that reimbursement should be based on the number of responses or patrols is also not valid. The State Police must be prepared to respond to calls whether they be once a month or once a day. That level of preparedness requires a consistent level of funding regardless of the number of times they are called into action.

There is one final and important point that needs to be made as this discussion is ultimately about the cost of public safety. Should the proposals on the table today become reality, they do not change the fact that there are significant costs associated with operating a local police department. The General Assembly is the only entity that can make public safety costs more affordable and sustainable in the long run by instituting reforms. PML and PSATC are strong advocates for making prospective changes to the personnel mandates in Act 111 and the municipal pension statutes. Until we look at the issue of public safety costs from all sides, full-service communities will continue to see costs rise and those utilizing the state police will continue to have no incentive to operate their own force.

Thank you again for the invitation to provide testimony today. We appreciate the attention this issue has received in recent weeks and we look forward to a resolution that brings fairness and cost savings to the Commonwealth's taxpayers.

Sampling of Police and Public Safety Costs*

Municipality	County	Population	Police Costs/Capita	Total Public Safety Costs as a % of Operating Budget
Robinson Township	Allegheny	13,740	$396	40%
Springfield Township	Delaware	24,400	$320	64%
City of Titusville	Crawford	5,400	$239	66%
Lower Moreland Township	Montgomery	13,000	$280	54%
Upper Allen Township	Cumberland	19,519	$210	48%
City of Lock Haven	Clinton	9,790	$172	50%
Swatara Township	Dauphin	24,700	$314	60%
State College Borough	Centre	42,000	$169	40%
Butler Township	Butler	17,000	$156	78%
City of Lancaster	Lancaster	59,300	$400	65%
Chambersburg Borough	Franklin	20,508	$252	65%
East Stroudsburg Borough	Monroe	10,000	$229	41%
Cumru Township	Berks	15,300	$301	54%
Phoenixville Borough	Chester	16,500	$255	62%
City of Erie	Erie	100,000	$281	65%
Hanover Township	Luzerne	11,000	$272	33%

*PML Survey Data and Municipal Website Information

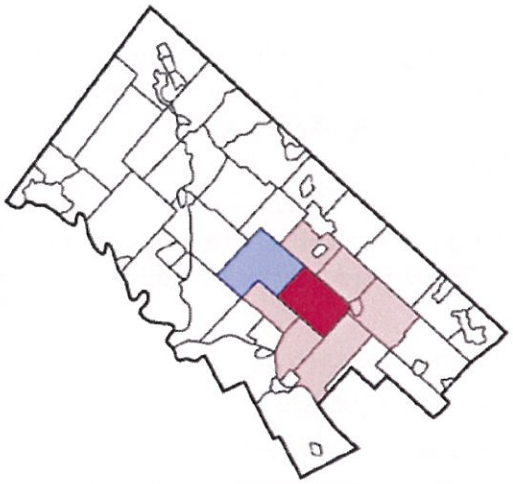
Public Hearing on State Police Fees for Municipalities Without Local Police

Whitpain Township

1

Whitpain Township Facts & Figures

- Whitpain Township, which is centrally located in Montgomery County (third largest county in the Commonwealth), has a population 18,875 (2010 census)
- With a fully accredited professional police force, we provide service to residents, motorists, students, and businesses with our 31 FT sworn officers
- In 2016, we responded to nearly 25,500 calls for service
- 5,394 of these calls were traffic related



Whitpain Twp.

Whitpain Budget

Wissahickon School District	Montgomery County	Whitpain
18.79/72.7%	3.849/14.9%	3.2/12.6%
$4,247	$869	$723

(Amounts based on average residential assessment of $226,000)

- Whitpain Township's General Fund Budget = $14.4 M in 2017
- Primary Revenue Sources
  - Earned Income Tax (1/2% = $6.5 M)
  - Real Estate Tax (3.2 Mills = $4.0 M)

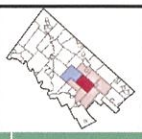
Whitpain Twp.

Whitpain Budget

- The largest expenditure in the general fund budget is for police at $6.1M which = 43% of our general fund budget.
- On a per capita basis, this equates to $325.00/person/year for police
- Police Department
  - 31 Sworn Officers
  - 8 Non-uniformed employees
  - 39 out of 92 total employees

Whitpain Twp.

PD Cost Per Resident Examples



Municipality	Population	Police Expenditures	% of Budget	Cost Per Resident	Millage Rate
Ambler Borough	6,417	$2.06 M	57.13%	$322	7.36
East Norriton	13,590	$3.27M	36.77%	$241	2.727
Lower Gwynedd	11,405	$3.21M	36.18%	$282	1.223
Plymouth	16,525	$7.21M	31.44%	$437	2.10
Upper Dublin	25,569	$7.47M	41.49%	$292	5.661
Upper Gwynedd	15,552	$3.84M	30.60%	$247	2.041
Whitemarsh	17,349	$5.55M	25.24%	$320	2.037
Whitpain	18,875	$6.13M	42.53%	$325	3.20
Worcester	9,750	N/A	N/A	N/A	0.05
Average			37.67%	$308	

Whitpain Twp.

Whitpain Mutual Aid Calls

- Whitpain responds to mutual aid calls in surrounding municipalities, and these municipalities reciprocate when the need arises
- On average, Whitpain responds to 20-25 mutual aid calls in Worcester
- These calls often involve car accidents and require the response of two police officers for about 30 minutes
- Whitpain typically has 4 patrol officers on duty, so a response of two officers means that only two officers remain on our streets

Whitpain Twp.

Testimony of the Associated Pennsylvania Constructors

House Democratic Policy Committee
Public Hearing on State Police Fee for Municipalities without Local Police

Philadelphia City Hall, City Council Chambers, Room 400
1401 John F. Kennedy Boulevard, Philadelphia, PA 19107

March 17, 2017

Chairman Sturla, and members of the House Democratic Policy Committee, thank you for the opportunity to share our thoughts regarding the Motor License Fund and the diverting of revenue from that fund to support the State Police.

The Associated Pennsylvania Constructors (APC) is a trade association that unites more than 400 members including prime and subcontractors, consulting engineers, material suppliers, manufacturers, and others with an interest in Pennsylvania's road and bridge construction industry. The association has been serving the industry for 90 years and represents the majority of actively bidding contractors in the Commonwealth's $2.5-billion highway industry. APC works diligently to facilitate the work of its members in their efforts to improve the Commonwealth's road and bridge network. The health, vitality, and sustainability of the Motor License Fund is of paramount importance not only to our association, but to the Commonwealth's economy.

The Commonwealth's Motor License Fund was created to receive revenue from state taxes on liquid fuels, vehicle license and registration fees, and some fines. By authority of the Pennsylvania Constitution, that revenue is required to be used only for highway purposes, including highway safety.

The State Police performs a variety of law enforcement services. Its website lists the following: major case team, patrol services, forensic services, collision analysis and reconstruction, vehicle fraud investigators, Pennsylvania Criminal Intelligence Center, Amber Alert activations, liquor control enforcement, polygraph, Fire Marshal, K-9 unit, aviation patrol, drug recognition services, the Special Emergency Response Team, Clandestine Lab Response Team, hazardous device and explosives, equestrian detail and computer crime unit.

APC does not take issue with using Motor License Fund revenue to pay for highway safety patrol operations. However, the current state budget diverts $802 million from the Motor License Fund to a total State Police budget of about $1.2 billion. That would be 65 percent of the State Police budget. We do not believe that 65 percent of State Police resources are devoted to patrolling highways. In essence, we are pitting safe roads against public safety, which we believe is bad policy.

In the current budget, the MLF line item for the State Police holds the line at $802 million. It would then begin to decrease at a rate of 4% per year over a ten year period. This is because of language included in the 2016-17 Fiscal Code. The diverted amount had been increasing by an average of 9 percent annually since the enactment of Act 89 just four years ago. At that rate, it would have grown to nearly $1 billion per year within five years. So the "cap" established by the 2016-17 Fiscal Code language is very important.

Governor Wolf's FY2017-18 proposed budget seeks to implement a $25 per person fee in municipalities which solely rely on the State Police for public safety. This would raise about $63 million, reducing the MLF diversion to $739 million.

How does this impact the Commonwealth? In 2013, the General Assembly passed, and Governor Corbett signed into law Act 89, the transportation funding bill envisioned to raise an additional $2.3 billion to repair our transportation system and stem the tide of decades of deterioration. Act 89 was promoted to the public with the promise of a Decade of Investment that would bring the state's transportation system up an acceptable standards.

However, PennDOT and local governments are already seeing reductions in the resources they had expected to have to invest in transportation projects. The diverted $802 million represents about 12 cents per gallon in the price of gasoline, or more than one-fifth of the approximately 55 cents in taxes levied per gallon.

There is another factor that worsens this situation. Pennsylvania has 2,561 municipalities, and 1,274 – barely under half – receive no police coverage *other than from the State Police*. As local government resources become scarce, many municipalities are dismantling their local police departments or withdrawing from regional police coverage and relying on State Police instead, in order to save money. Some news accounts have quoted local elected officials as describing State Police coverage as "free."

Of course, we all recognize that nothing is "free," so who exactly pays for "free" state police coverage? If you own or drive a car or truck or have a drivers' license, *you* do.

Furthermore, if you live in a community that has its own police force or that participates in a regional police force, you're paying twice. Not only do you pay for your local police coverage, you're also subsidizing "free" State Police coverage in half of the municipalities across Pennsylvania.

A full vetting of this issue should occur with the general public. APC has already engaged the public on this issue.

How does the public feel about diverting resources from the Motor License Fund for non-transportation uses? Recently, we asked the following question in a public opinion poll of registered voters:

"In 2013, Pennsylvania increased gasoline taxes and license and registration fees to pay for transportation improvements. Would you favor or oppose using some of this money to fund other non-transportation items in the state budget?"

Not surprisingly, 80 percent opposed diverting the money, with 61 percent of them strongly opposed.

Again, this is not about whether State Police operations need to be funded. And this is not about whether the total level of State Police funding is appropriate. It's up to the General Assembly and administration to make that determination.

This is about how much Motor License Fund revenue should support State Police activities, given the State Constitution. Again, we are pitting safe roads against public safety, which we believe is bad policy.

The Legislative Budget and Finance Committee (LBFC) is poised to release a comprehensive review of the appropriate, justifiable and Constitutional level of Motor License Fund support for the PA State Police (PSP).

Additionally, the Pennsylvania State Transportation Advisory Committee recently approved a draft report entitled: "Pennsylvania State Police Funding Options". The TAC Report lists the following potential revenue sources.

- Personal Income Tax Rate Increase
- Sales Tax Rate Increase
- Municipal Policing Fee
- Sales Tax Base Expansion
- Natural Gas Severance Tax
- Excise or Other Targeted Taxes
- Gaming Fund Allocation

We suggest that a stakeholders group—similar to the Transportation Funding Advisory Commission (TFAC) which aided in the passage of Act 89—be formed to thoroughly vet all funding options.

In the end, any reduced State Police funding from the MLF would likely need to be augmented from another revenue source, most likely from the state's General Fund.

This would open up all the current revenue streams into the General Fund as potential options for funding the full needs of the State Police.

Again, thank you again for the opportunity to submit our comments and APC remains willing to be a partner with the entire General Assembly in finding the best means to adequately fund both our Commonwealth's highway program and our State Police.

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HOUSE DEMOCRATIC POLICY COMMITTEE

Friday, March 17th, 2017

Philadelphia City Hall, Council Chambers

REMARKS

Good morning, ladies and gentlemen. My name is Abe Amoros and I am the PA Legislative Director for the Laborers' International Union of North America, also known as LiUNA.

With more than 18,000 members throughout the commonwealth, we perform a significant amount of construction work, especially on our state's roads, highways, streets and bridges.

I'd like to thank Chairman Mike Sturla for the invitation to speak with you today as well as members of this committee. I wish to provide our perspective on the Motor License Fund being used to supplant funding for the Pennsylvania State Police and its troopers who patrol our highways and communities effectively.

For us, it's not an issue of pitting our members or construction workers versus troopers. It's a question of fairness and the original intent of the funding. As you know, the Motor License Fund was created to fix and maintain our highways, through new construction and repairs, according to the Pennsylvania Constitution.

The commonwealth's constitution states that money within the Motor License Fund is to be used specifically for "construction, reconstruction, maintenance and repair of and safety on public highways and bridges."

Through the use of transportation user fees such as liquid fuels taxes, license and registration fees and fines, the Motor License Fund has been used to provide roughly sixty five percent of the Pennsylvania State Police's budget.

Last year, that number came to $755 million with this year's figure approaching more than $800 million, a diversion from the intent of the Fund.

Act 89 of 2013, the comprehensive transportation bill passed on a bipartisan basis, is estimated to raise an additional $2.3 billion in revenue for the repair of our crumbling highways and roads which receive consistently low marks for efficiency, durability and overall drivability according to groups ranging from trucker's associations to the American Society of Civil Engineers.

According to the state's Transportation Funding Advisory Commission report from several years ago, 5,205 bridges were rated structurally deficient meaning their conditions are poor condition and in need rehabilitation or complete replacement.

In addition, nearly 8,500 miles of highways were deemed as needing rehabilitation or construction. Unless these needs are met, more bridges and highways will continue to crumble in Pennsylvania causing millions of hours of lost time, millions of dollars in lost productivity and millions more in future unmet needs.

There is no doubt that fixing our crumbling infrastructure should be a top priority for members of the state legislature. It is not a partisan issue but one that makes sound economic sense in the way of investing in physical assets as well as putting thousands of Pennsylvanians to work.

LiUNA supports legislation that puts more money into the Motor License Fund and stresses that this is not a false choice between providing protection for twenty one percent of the state's population and fixing our roads, highways and bridges.

We also support Governor Tom Wolf's recommendation to charge municipalities that rely on the PA State Police for protection. That $25 per person fee will not only help offset the Motor License Fund but also represents a fair and equitable solution for the 79 percent of the population that pays for State Police protection while also paying for local police protection.

Ladies and gentlemen, that presents a double form of taxation and one that is neither fair nor sustainable for Pennsylvanians.

LiUNA stands ready to assist you in your efforts to fix the state's infrastructure while creating more good-paying, family-sustaining jobs that not only benefit families, but entire communities.

Again, I'd like to thank Chairman Sturla and members of the committee for allowing me to provide testimony in favor of lowering the PA State Police's contribution from the Motor License Fund in favor of more public dollars for construction projects that will fix our crumbling infrastructure and put people back to work.

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