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A Follow-Up Study Of the Need for Additional Pennsylvania State Troopers

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Report Summary and Recommendations

Study Background

In December 1996, the Legislative Budget and Finance Committee (LB&FC) released a report on a study of Pennsylvania State Police staffing and the statutory cap on the size of the State Trooper¹ complement. The Committee's report presented several options for Legislative consideration. These ranged from deferring action on adjusting the cap pending the State Police completion of automation upgrades to increasing the statutory cap by 200 to 300 positions in order to partially offset patrol positions lost due to additional mandates and specialized functions assigned to the State Police since 1972. Although legislation to increase or eliminate the cap has been introduced on several occasions since 1996, the Legislature has not yet enacted any changes to it.

In late 2000, the LB&FC directed its staff to reexamine State Police staffing and the statutory limit on the size of the State Police force in light of developments since 1996. This follow-up study focused on the adequacy of present State Trooper staffing levels, the continued appropriateness of the statutory cap on the enlisted complement, and an assessment of the Department's need for additional staff, both enlisted and civilian.

This report responds to the Committee's request for a follow-up study. It is presented in five sections: Section I provides the study scope and objectives as well as study methodology and acknowledgements; Section II presents general background information on the State Police; Section III profiles the State Police workforce; Section IV defines the Headquarters and field structure of the State Police and documents the geographic and functional deployment of both State Troopers and civilian personnel as of April 1, 2001; and Section V presents the study findings.

Information on the Pennsylvania State Police and the Statutory Cap on the State Trooper Complement

The Pennsylvania State Police is a full-service law enforcement agency. Under state law, the State Police has a broad mandate to assist the Governor in the administration and enforcement of all Commonwealth laws. In this role the Department's mission encompasses traffic supervision and patrol, criminal and drug law enforcement, crime prevention, emergency assistance, liquor control enforcement, and numerous other law enforcement administrative and specialty functions.

¹The terms Pennsylvania State Trooper, State Trooper, Trooper, State Police Officer, enlisted, enlisted member, and enlisted personnel are used interchangeably in this report.

State Troopers also have the power and duty “whenever possible to cooperate with counties and municipalities in the detection of crime, the apprehension of criminals, and the preservation of law and order throughout the state.”

As such, the State Police occupies a key position in Pennsylvania’s statewide law enforcement structure. While they make up only about 18 percent of the number of full-time law enforcement officers in the state, State Troopers are responsible for nearly 85 percent of the Commonwealth’s land area and 66 percent of total highway miles. The State Police also has coverage responsibility for 70 percent of the state’s 2,574 municipalities and about 28 percent of the state’s population.

As shown below, the State Police workforce included 4,119 State Troopers and 1,483 civilians as of April 1, 2001. These personnel are assigned to 16 Troops and 89 Stations within 6 Area Commands at the field level and to 13 Bureaus, 33 Divisions, and 5 Special Offices at Departmental Headquarters. Laboratory services are provided at seven Department-operated regional laboratories. Additionally, training is conducted at the State Police Academy in Hershey and four regional training facilities. The State Police has an annual operating budget of approximately \$512 million.

Pennsylvania State Police Workforce			
(As of April 1, 2001)			
	Number of Positions		
	<u>Authorized</u>	<u>Filled</u>	<u>Vacant</u>
General Enlisted Complement	3,940	3,891	49 ^a
Troop T - PA Turnpike Patrol.....	<u>228</u>	<u>228</u>	<u>0</u>
Subtotal – Enlisted.....	4,168	4,119	49
Civilian.....	<u>1,534</u>	<u>1,483</u>	<u>51</u>
Total	5,702	5,602	100

^aThe State Police is not able to maintain Trooper strength exactly at the 3,940 cap due to attrition and the lag time involved in training new Cadets.

Statutory limits on the size of the State Police force have been in effect since 1905, when the original complement was capped at 228 Officers. In the intervening years, the General Assembly adjusted the cap on 16 separate occasions in response to the need for expanded police services. The most recent adjustment occurred in 1972 when the cap was increased to 3,940, not including State Troopers assigned to Troop T on the Pennsylvania Turnpike.

At the time of the LB&FC’s 1996 study, the State Police had prepared an agency budget request for an additional 300 State Troopers and 125 civilian support personnel to relieve Troopers from non-police duties. This request stated that such

an increase would enable the Department to maintain service levels in specialized areas and to reestablish both the crime prevention and patrol functions as “proactive rather than reactive.” The request cautioned that:

Failure to authorize this increase would necessitate the Department continuing to cut back on the special programs designed to promote traffic safety and crime awareness in order to meet the very basic needs in the patrol and crime functions. There will be fewer Troopers on patrol at any given time with longer response times occurring. As more and more citizens request greater police presence, the Department will be displaying less, causing increased concern by the public.

As discussed in the subsequent findings, we found that problems and concerns of the type expressed by the State Police in its 1996 budget request remain and, in some cases, are intensifying.

Summary of Study Findings

1. Increased workload and service demands continue to deplete the State Police’s patrol resources; as of April 2001, less than 50 percent of the total State Trooper complement was available for patrol duty.

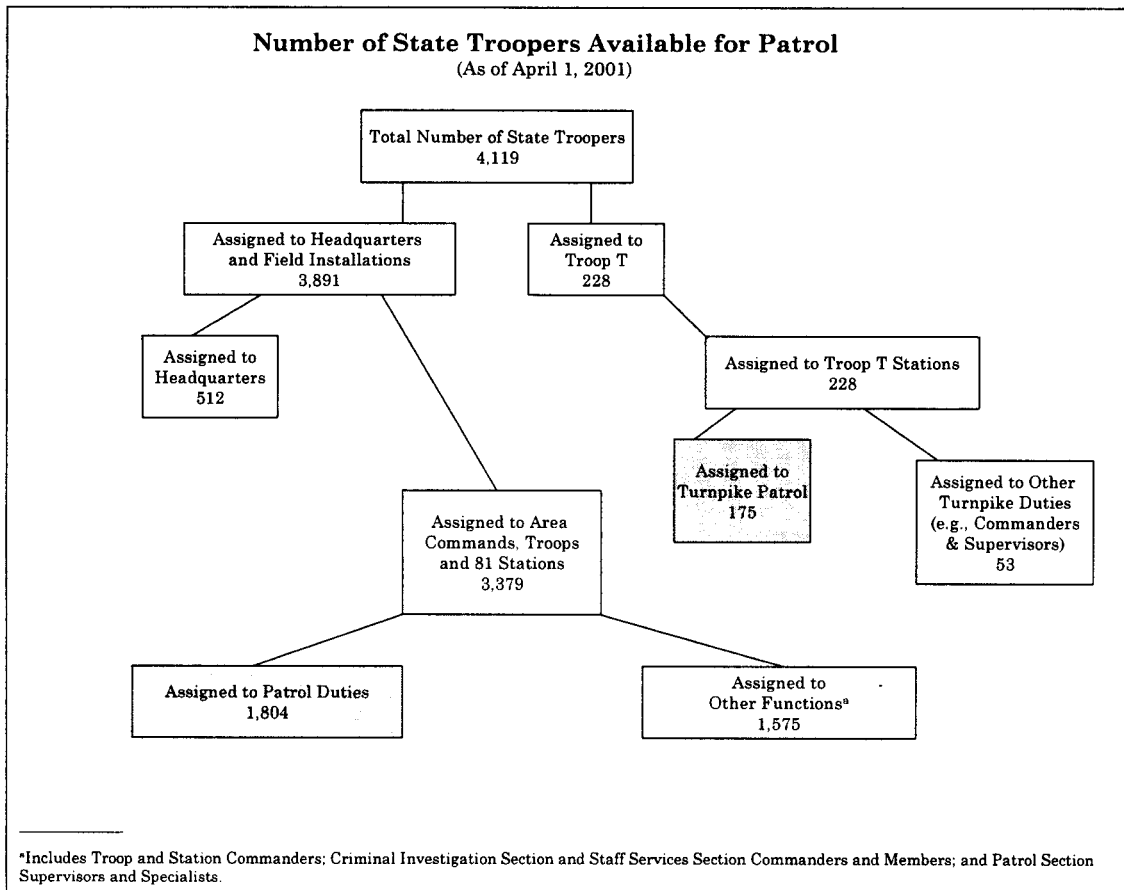
While the number of civilian positions in the Department has more than doubled since 1972, the number of State Troopers as of April 2001 is relatively unchanged from nearly 30 years ago. The following compares the number of filled State Trooper positions in 2001 to the 1972 level:

	# of Filled Trooper Positions			# of Filled Civilian Positions
	General Complement	Turnpike Troop T	Total	
1972.....	3,725	233	3,958	654
2001.....	3,891	228	4,119	1,483

Since the cap was last increased in 1972, several factors have dramatically increased the workload and demands on the State Police. These include: additional duties and responsibilities associated with more than 50 new statutory mandates; a near doubling of the number of incidents requiring a response by a State Trooper; increases in criminal offenses and crime rates; increasing responsibilities for municipal coverage; greatly expanded traffic volume; increases in public expectations of the State Police; and a law enforcement mission and environment that has become increasingly complex and specialized.

All of these factors have drawn Troopers away from patrol duty. As shown on the following page, we found that less than 50 percent of the total State Trooper

complement (1,804 Troopers from Troops A-R and 175 Troopers from Troop T) was available for patrol duty as of April 2001. This is actually 134 Troopers fewer than was available for patrol duty at the county Stations in 1972.



Historically, one of the State Police’s primary missions has been to promote traffic safety, enforce motor vehicle statutes, recognize and eliminate traffic hazards, and encourage motorists to practice safe driving techniques. This is accomplished through the Department’s patrol function. Patrol activities are performed by State Troopers assigned to the Patrol Units of the 89 Stations.

Throughout this study we found a continuing depletion of the State Police patrol function brought about by additional mandated duties and the need to undertake specialized law enforcement activities. This pattern is evident through a further comparison of the 1972 versus 2001 structure and assignment of the State Police force.

- In 1972, there were 164 State Troopers assigned to various Bureaus within Department Headquarters. By 2001, this number has grown to 512. Although organizationally assigned to Department Headquarters, more than one-half of these Troopers actually work in close cooperation

with field personnel and do not physically work in Department Headquarters.

- In 1972, the State Police had 394 Troopers assigned to “specialty” job assignments including, for example, community relations, youth aid, fire marshal, vice, drivers license examinations, inspections, safety education, polygraph, and operator revocations and warrants. In 2001, there are 431 Troopers assigned to specialty functions at the Station level, including vehicle fraud investigators, collision analysis and reconstruction specialists, public information officers, auto theft investigators, and criminal investigative analysts.
- In 1972, there was no specialized drug law enforcement function. In 2001, 145 State Troopers serve in the Department’s Bureau of Drug Law Enforcement, and the State Police has members assigned to the Philadelphia Airport Drug Interdiction Unit and the U.S. Postal Task Force.
- In 1972, a special unit for emergency and special operations did not exist. In 2001, 62 State Troopers are assigned to the Bureau of Emergency and Special Operations. These members provide services in Aviation Patrol, Special Emergency Response Teams (SERT), Canine Investigations, and Wiretap.
- In 1972, the Department’s Bureau of Criminal Investigation included 32 State Troopers performing a support role in the areas of organized crime, rackets, narcotics, fire marshal, and general investigations. In 2001, there are 79 enlisted members within the Bureau of Criminal Investigation, providing support and/or operational roles in auto theft, computer crime, fugitive apprehension, criminal investigative assessment, intelligence, polygraph, fire marshal, heritage affairs, and organized crime.
- In 1972, there were four Troopers performing administrative and analytical duties within the State Police laboratory system. In 2001, the State Police has 33 Troopers providing expert analysis and testimony in court concerning both state and local investigations.
- In 1972, the Bureau of Liquor Control Enforcement did not exist, as Liquor Law Enforcement was the responsibility of the Pennsylvania Liquor Control Board. In 2001, the State Police is responsible for liquor law enforcement and there are 18 State Troopers assigned to this function.

2. On average, nearly two-thirds of a State Trooper’s work time is “obligated” thereby limiting the amount of proactive patrol work that can be accomplished. After adjusting for “obligated time,” the equivalent number of State Troopers available to conduct proactive patrol work as of April 2001 was 712.

Law enforcement officials recognize that maintaining sufficient uncommitted or “unobligated” time to perform proactive patrol is essential to their agencies’ effectiveness. The factor of “obligated” versus “unobligated” time in a Patrol Trooper’s schedule is, therefore, an important consideration when assessing the availability and adequacy of State Trooper resources. All of the time Patrol Troopers spend performing activities which take them away from preventive or proactive patrol work is classified as “obligated time” (e.g., time spent responding to incidents, doing reports and paperwork, and appearing in court).

Conversely, any of the Trooper’s time remaining after calculating obligated time is considered “unobligated time.” This uncommitted time increases State Police visibility and is conducive to proactive patrol activities. An added benefit of unobligated time is the availability to respond immediately to calls for service.

No standards exist to define the optimal obligated and unobligated percentages. However, as a general rule, many law enforcement officials, including Pennsylvania’s State Police Commissioner, believe that, ideally, Patrol Troopers should spend at least one-half of each shift on preventive, or proactive, patrol duties.

The State Police calculates obligated and unobligated time for each Station and for the Department as a whole based on the amount of time each Patrol Trooper spends on various activities. An obligated time percentage rate is calculated and becomes the basis upon which the Department applies its State Trooper Allocation Formula. We found that as of April 2001, the average percentage rates for the State Police as a whole were 64 percent obligated and 36 percent unobligated.

As noted earlier, the number of Troopers available for patrol duties, as of April 1, 2001, was 1,979 (1,804 from Troops A-R and 175 from Troop T). After adjusting for the 64 percent obligated time percentage rate, the equivalent number of Troopers available to patrol the Commonwealth’s roadways and the Turnpike was 712 as of April 2001.

In addition to the increase in the number of incidents to which the State Police must respond, Troop and Station Commanders with whom we met cited numerous other factors which continue to deplete the patrol function and drive up the Department’s obligated time percentage rate. Several of these factors, including additional statutory mandates, law enforcement specialization, and providing municipal coverage and assistance, were discussed earlier in this summary.

Other factors cited by the Commanders include the growing complexity and violent nature of incidents to which Troopers must respond, providing increasing levels of construction zone coverage, escorting oversize loads, attending mandatory training, performing non-law enforcement duties at field installations, conducting school bus inspections, and serving on special assignment at the State Police Academy.

At the 64 percent obligated time percentage rate, the State Police continues to operate in a “reactive” rather than “proactive” patrol mode. Reactive duties are defined as responding to incidents and performing administrative tasks related to incidents and investigations. On the other hand, patrolling the Commonwealth’s roadways and operating various special patrol programs (e.g., Operation Centipede, TAG-D, Sobriety Checkpoints, DUI Patrols, Weed and Seed, Operation Triggerlock, and SPARE) are considered proactive duty.

3. The State Police has made progress in recent years in “civilianizing” certain positions formerly held by State Troopers; the potential remains, however, for converting additional positions. Additional civilian staff is also needed at the Stations to free Troopers from administrative and clerical tasks.

Law enforcement accreditation standards state that positions not requiring enlisted members should be classified as civilian positions and staffed accordingly. Civilianizing selected positions held by enlisted members releases qualified, sworn law enforcement officers for police duty which results in more officers on the street. It also results in a significant reduction in the costs of performing the support and other functions formerly performed by enlisted members because of the lower salary rates of corresponding civilian positions.

In 1996, the LB&FC staff found that nearly 500 State Troopers were assigned to positions that could conceivably be performed by civilians. The report referred to these positions as “potential candidates for civilianization” and concluded that the State Police could realize substantial gains in on-the-road Trooper strength through a systematic and concerted civilianization effort.

We found that the State Police has made notable progress over the past five years in converting a number of positions to civilian status. The Department reports, however, that its ability to aggressively pursue civilianization has been limited in part by budgetary restrictions. Since 1996, the State Police worked with the General Assembly and the Pennsylvania State Troopers’ Association to transfer certain functions to civilians in other state agencies (Pump and Tank Inspections to Labor and Industry and the Inspection Station regulatory responsibilities to PennDOT), and to transfer other positions to civilians within the State Police. These actions resulted in the return of 163 Troopers to law enforcement activities on a full-time basis, as follows:

- 106 Troopers returned to full-time law enforcement duties as a result of the hiring of 106 civilian Police Communications Operators.
- 4 Troopers returned to the field as a result of civilians being hired to fill the following positions: Assistant Accreditation Manager, Automated

Fingerprint Identification System Member, CLEAN Administrative Section Member, and Personal Computer Support Group Member.

- 53 Troopers returned to law enforcement activities on a full-time basis as a result of the transfer of Inspection Station Unit duties to PennDOT.

Additionally, another 113 Troopers who were formerly pulled from the field on an “as needed” basis to conduct inspection station and pump and tank inspections no longer have these responsibilities. Of this number, 41 Troopers who formerly did pump and tank inspections returned to fire investigations on a full-time basis. The State Police also created and staffed a new Vehicle Fraud Investigation Unit with Troopers formerly assigned to inspect motor vehicle inspection stations.

While gains have been made in the civilianization area, we believe additional positions can be civilianized. A total of 167 State Troopers are still used to perform desk communications/dispatch duties at the Stations. The State Police’s FY 2001-02 budget request seeks funding for Police Communications Operator positions to replace 76 of these Troopers.

We also found that there are 39 other State Troopers serving in positions that could be “civilianized.” All but one of these Troopers are functioning as Troop Communications Specialists, Procurement and Supply Officers, and Latent Print Members. The other is assigned to the Member Assistance Office. State Police officials concur that these positions could be civilianized but that further negotiation with the Pennsylvania State Troopers’ Association is required. The State Police Commissioner does not have unilateral authority to convert positions, as any transfer of work between unions is bargainable (i.e., it must be bargained over between the employer and the representative of the uniformed employees).

During this follow-up review, we also found that there continues to be a need for additional clerical and administrative staff at the Troops and Stations. During field visits, we observed that Troopers, typically those from the Patrol Unit, continue to spend a significant amount of their time away from their assigned duties so that they may carry out the administrative and clerical tasks necessary to the operation of the Station.

4. The State Police is also currently engaged in major technology initiatives which will increase Trooper efficiency and return additional Troopers to patrol duty.

As part of its multi-year *Information Technology Strategic Plan*, the State Police is implementing a Criminal/Investigative Traffic Safety Incident Information Management System (IIMS). The IIMS project will provide Troopers with the tools and information they need to better complete their duties and will modernize the way the State Police conducts its daily operations.

The IIMS project will install computers in patrol vehicles (“mobile office capabilities”), obtain bar-coding technology for processing evidence, and use Computer-Aided Dispatching and Geographic Information Systems to improve the current dispatching function. This will make Troopers more efficient by reducing paperwork and by capturing data as close to the scene as possible.

State Police officials report that, on average, for each hour a Trooper currently spends on an incident, he/she must spend approximately four hours completing paperwork. According to industry experts, the introduction of technologies like the IIMS project could potentially reduce that time by as much as one-half. Subsequently, by making Troopers more efficient in their day-to-day tasks, the State Police could, to some degree, increase patrol visibility across the Commonwealth without an increase in complement. The State Police estimate that the IIMS project will take at least six years to complete at an estimated cost of \$154 million.

During our field visits, nearly all State Police Commanders with whom we spoke said they welcome the IIMS project and agree that it is necessary in order to maintain the State Police’s position as a progressive law enforcement agency. However, these same personnel also believe that the project in itself will not eliminate the need to place additional Troopers in the field.

5. Implementation of consolidated dispatching should make approximately 130 additional State Troopers available for full-time law enforcement duties by late 2003. Also, about another 40 State Troopers assigned to dispatch, who are in either a temporary or permanent limited duty status, will also become available for assignment to other law enforcement-related tasks.

As part of the IIMS development, the State Police is also in the process of converting to a consolidated dispatch system. Currently, the State Police’s dispatch function continues to be decentralized. Each of the Department’s 81 Stations is responsible for dispatching Troopers from its respective Station to the incident, and each is operational 24 hours a day, 365 days a year.

Because the State Police lacks a sufficient number of civilian Police Communication Operators to fully staff each Station’s dispatch centers 24 hours a day, State Troopers are used to cover communication desk shortages. We found that as of April 2001, the State Police had 170 State Troopers staffing the communications desks. This practice keeps enlisted members from completing their primary duties within the Patrol and Criminal Investigation Units, thus leaving an already stretched enlisted complement even further depleted.

The State Police plans to have five Consolidated Dispatch Centers which will be located in Erie, Harrisburg, Philadelphia, Pittsburgh, and Scranton. The first is

to be operational by September 2002, with the remaining four Centers to open by September 2003.

6. In addition to patrol, state police officials also cite a need for additional Troopers in other areas, such as criminal investigation and drug law enforcement.

State Police officials at all levels of the Department express a “can-do attitude” and confidence in their ability to carry out their duties and responsibilities and “get the job done.” Each believes the public is receiving good service from the State Police with the current complement, but if the public wants increased visibility, quicker responses, and more proactive policing, then more manpower resources are needed.

All share a belief that the Department has, over a period of years, been assigned numerous additional responsibilities, often by statute, without a commensurate increase in Trooper positions. The same officials generally agree that these additional demands have had the greatest impact on personnel resources allotted to the patrol function and that the greatest need for additional Troopers is in the patrol area.

Based on the field visits we made to the State Police Area Commands, Troops, and Stations, it is clear that additional Trooper resources are needed at the patrol level to decrease Troopers’ obligated time and to facilitate a more aggressive approach to proactive patrolling. Many State Police field personnel with whom we spoke during the study stated that the most obvious advantages of additional Patrol Trooper resources would be shorter response times, greater visibility of patrols, and increased public and Officer safety.

Beyond patrol needs, State Police officials also cite the need for additional Troopers to work in the Criminal Investigation and Drug Law Enforcement areas. We found that for 2000, the statewide ratio of criminal incidents to investigators was 184, with a range among Stations from a low of 116 to a high of 301. One Commander stated that, “We are constantly balancing criminal investigation needs against patrol needs. Generally, when both a criminal investigation need and a patrol need arise at the same time, it is the patrol function that suffers.” Since 1996, 43 Criminal Investigators were added to Station rosters; all were taken from the ranks of Patrol Troopers.

In the drug law enforcement area, State Police officials report that additional Troopers are needed to enable State Police participation in a greater number of county and federal Drug Task Forces and increase the number of Intelligence Officers available to each Troop’s Tactical Narcotic Team.

Many State Police officials report, however, that they are hesitant to request additional specialized positions under the current staffing cap because they know that any additional positions would have to come at the expense of removing a Trooper from the Patrol Unit.

7. The number of State Troopers assigned to patrol the Pennsylvania Turnpike has remained relatively unchanged since the early 1970s.

Since 1940, a separate contingent of Pennsylvania State Troopers has provided police services on the Pennsylvania Turnpike. State Troopers assigned to the Turnpike are members of Troop T and, by law, are not counted against the Department's statutory cap of 3,940 positions. Troopers assigned to Troop T are regular members of the State Police.

As of April 1, 2001, Troop T had an authorized complement of 228 State Troopers. The number of Troopers assigned to patrol the Pennsylvania Turnpike is determined through a collaborative effort between the State Police and the Turnpike Commission. The Turnpike Commission fully reimburses the State Police for the costs of Troop T operations, which for FY 2001-02 are budgeted at \$22.6 million.

While the statistics indicate a substantial level of State Police patrol and enforcement activity on the Turnpike, the data also shows a downward trend in a number of areas over the ten-year period examined in the study, including declines in the number of patrol hours as well as reductions in traffic warning notices and large truck inspections.

Despite current State Police initiatives to maximize patrol hours and enforcement, there are a number of factors (e.g., increased traffic volume, increased patrol coverage areas, construction projects, median barrier installation, and the I-95 Connector and the Mon-Fayette Expressway and Southern Beltway projects) which are currently placing additional demands on Troop T.

8. The estimated initial costs to train and equip a new State Trooper are approximately \$106,000; under normal training conditions, the State Police can train about 150 new State Troopers at the State Police Academy every 30 weeks, or about 450 Cadets every two years.

Personnel, operating, and fixed asset costs are incurred for each new Trooper added to the State Police force. Based on FY 2001-02 data obtained from the State Police, the estimated costs to train and equip a new State Trooper are \$106,426. These costs are as follows:

**Estimated First-Year Costs to Train and Equip
a New Pennsylvania State Trooper**

<u>Costs of:</u>	
Salary While in Training	\$ 18,585
Remainder of First Year Salary (Upon Graduation)	27,430
Supplies	5,830
Cadet Training	36,375
Patrol Vehicle Equipment	9,246
Firearms	500
Patrol Vehicle (1 Vehicle for 2.5 Patrol Troopers)	<u>8,460</u>
Total Cost	\$106,426

Under normal training conditions, the State Police can train about 150 new Troopers every 30 weeks, or about 450 Troopers over a two-year period at the Academy. Annually, up to about one-half of the trainees are needed to offset Trooper attrition. For example, State Police officials estimate that 70-75 enlisted members will retire in 2002 and an additional 130 will retire in 2003; thus, approximately 200 Cadets will be needed to replace these retirees. If the enlisted complement cap is increased or eliminated, the State Police would be able to add approximately 250 new Troopers in two years without exceeding the training capacity of the Academy.

9. Facility and infrastructure issues must also be considered in any plan to increase State Police staffing.

Statewide, the Pennsylvania State Police owns or leases a total of 134 facilities. More than one-half of these buildings house either a Troop Headquarters or a Station, and over 72 percent are leased facilities.

In addition to State Trooper costs, the capacity and condition of these facilities, especially the field installations, is an important factor when considering proposals to either increase or remove the statutory enlisted complement cap.

We found significant variation in the adequacy and condition of the Troop and Station facilities we visited during this study. While some facilities would be able to accommodate additional Troopers, a significant number would require expansion and renovation. This situation is evident from the State Police's FY 2001-02 Capital Budget Request, which proposed a five-year expenditure of \$81 million for expansion and renovation of the Department's Headquarters and field installations. This includes a \$30 million request to construct an annex to the Department Headquarters, \$8.4 million for Headquarters renovation, and \$41.6 million for renovation and expansion of field locations. A recent architect's study of the State

Police Stations on the Turnpike concluded that six of the eight Stations are inadequate and should be replaced.

10. Station consolidation holds potential for future staffing benefits.

Although the law enforcement environment and capabilities of the State Police are appreciably different today than in the early 1940s, the current configuration of Troop Headquarters and Stations has largely remained unchanged.

A field structure that uses 81 separate Station locations within 15 separate Troops consumes considerable resources in purely administrative functions. This situation is compounded at small Stations which require a minimum number of staff just to schedule patrols efficiently regardless of the Station's workload. As of March 2001, 20 Stations were at forced minimum staffing levels (i.e., they were being provided staffing to a level higher than their workload warrants under the State Trooper Allocation Formula).

The LB&FC's 1996 study of State Police staffing recommended that the State Police prepare a long-range plan to consolidate and reorganize its field structure. Since that time, the State Police's Bureau of Research and Development has done some preliminary studies on the consolidation issue. However, as of May 2001, no formal long-range plan had been developed, and the issue of Station consolidation was not a priority initiative. At this time, the State Police's focus is on initiatives to enhance agency automation, implement the Incident Information Management System, and consolidate the dispatch function. While attempting to deal with Station consolidation at this time would divert time and resources from these efforts, this subject appears to merit the Department's consideration at some point in the future.

Recommendations

Civilianization actions and current automation and consolidated dispatch initiatives will increase Trooper efficiency and, in some cases, return Troopers to patrol duty. However, both will take several years to accomplish and represent only a partial solution to the staffing issues facing the State Police. We therefore recommend:

- 1. The General Assembly consider eliminating or increasing the statutory cap on the State Trooper complement.** We found no compelling reason for retaining the statutory cap, and recommend instead that legislative oversight and control of the size of the State Police force be exercised through the annual budget and appropriations process. If, however, the General Assembly wishes to maintain a statutory cap, we recommend the cap on the regular enlisted complement be increased to at least 4,320. At this level, 380 over the current cap, the average unobligated time of Patrol Troopers--time Troopers are available for

proactive patrol activities--could be increased from 36 percent to approximately 50 percent. While the 380 additional Troopers would improve the Department's obligated time ratio for Patrol Troopers, it does not account for any additional State Troopers for specialty positions to reduce criminal investigation backlog, conduct supplemental investigations, or expand drug law enforcement efforts.

2. **The State Police continue its civilianization efforts.** We recommend the State Police continue to work with the Pennsylvania State Troopers' Association and the Governor's Office to further convert certain positions currently being performed by State Troopers to the civilian workforce. This would be consistent with the Governor's FY 2001-02 Program Policy Guidelines, which state that the State Police should aggressively pursue agency-specific efforts to civilianize positions that do not require individuals with specific criminal justice training.
3. **The State Police consolidate its field operations.** Following further civilianization actions and implementation of its information technology upgrades, the State Police should direct its attention to the potential staffing and operational benefits of consolidating its existing 15 Troop and 81 Station field structure.

I. Introduction

This review of Pennsylvania State Police staffing was conducted as a follow-up to a Legislative Budget and Finance Committee study completed in 1996 entitled *A Study of the Statutory Cap on the Pennsylvania State Police Complement*.

In late 2000, the Committee directed its staff to reexamine State Police staffing and the statutory limit on the size of the State Police force in light of developments since 1996.

Study Objectives

The objectives of this study were:

1. To examine the current size and composition of the Pennsylvania State Police workforce and to determine the Department's current position on the adequacy of its enlisted personnel manpower resources and the need to increase the statutory cap.
2. To identify any public protection service delivery problems or coverage deficiencies that can be linked to the statutory limit on the size of the State Trooper complement.
3. To identify potential service delivery and coverage improvements that might result from an increase in the authorized number of State Troopers.
4. To develop estimates of the amounts of additional state funding that would be required to increase the size of the State Trooper complement if the Legislature were to increase the cap.

Scope and Methodology

This study focused on the adequacy of present State Trooper staffing levels, the continued appropriateness of the statutory cap on the enlisted complement, and an assessment of the Department's need for additional staff, both enlisted and civilian. We focused on staffing levels as of April 1, 2001, and on staffing and operational developments since 1996.

During this study we met extensively with State Police personnel at both the Department Headquarters in Harrisburg and at various field installations located across the state. We met with the Commissioner, the Deputy Commissioners, Area Commanders, Bureau Directors, and numerous Troop and Station Commanders. During the months of February and March 2001, LB&FC staff visited the six Area

Commands, 11 Troop Headquarters, and six Stations.¹ During these visits we met with and interviewed Commanders and Section Supervisors. We also visited the Greensburg Regional Crime Laboratory and the Greensburg DNA Laboratory as well as the State Police Academy.

To examine the current size and composition of the State Police, we had ongoing meetings and discussions with Bureau Directors and Area, Troop, and Station Commanders, as well as with staff of the Bureau of Personnel's Employment Services and Systems Division. We obtained and reviewed complement reports and rosters for both civilian and enlisted staff stationed at both the Headquarters and in the field. Additionally, we reviewed the State Police's Executive Summary Reports for all Bureaus and for the field installations visited. The study team also met with the State Police Commissioner and Deputy Commissioners to discuss these and other related study matters.

To identify any public protection service delivery problems that can be linked to the statutory cap on the enlisted complement and any potential service improvement that could be made from an increase in the cap, we examined several years of program trend data for the Stations as well as for the Department as a whole. These program measures included the number of hours spent on patrol, accident investigations, criminal investigations, court attendance, training, and desk communications, among others. We analyzed trends in these measures to determine where Troopers spend their time during a typical shift and the amount of time they spend on the patrol function and other "proactive" duties. We also had extensive discussions with State Police Commanders on the subject of service delivery and potential service improvements.

We collected and analyzed data from the Bureau of Research and Development on the number and type of incidents handled by the State Police and the trends in incidents, criminal offenses, and arrests. To determine other factors that increase workload for the State Police, we identified each legal mandate enacted since 1972 which placed additional responsibilities on the Department and the extent to which each mandate has impacted State Police staffing. We examined the demand for State Police services by gathering information from the Bureau of Research and Development on the number of municipalities that receive police services by the State Police on both a primary and a back-up basis. Information was also gathered on the need for State Police Troopers to provide specialty function services, such as accident reconstruction, to municipalities.

To determine the extent to which technology will impact the enlisted complement, we met with Bureau of Technology Services staff to examine and analyze

¹The Troops and Stations LB&FC staff visited during the course of this study included: Troop H, Harrisburg; Troop L, Reading; Troop P, Wyoming; Troop F, Montoursville; Troop B, Washington; Troop A, Greensburg; Troop D, Butler; Troop C, Punxsutawney; Troop T, Turnpike; Troop M, Bethlehem; Troop K, Philadelphia; and Stations Chambersburg, Du Bois, Hamburg, Media, Uniontown, and Shickshinny.

the automation upgrades made to date and those planned for the future, most notably the *Criminal Investigative Traffic Safety Incident Information Management System* (IIMS). Special emphasis was placed on analyzing the Initial Mobile Office and the proposed Consolidated Dispatch System.

During the course of the study we also examined the issue of “civilianization” and identified positions which are currently being performed by enlisted personnel that are potential candidates for conversion to civilian status. These are positions which do not require arrest authority (or positions which might be better staffed with a trained civilian) thereby releasing a State Trooper for direct law enforcement duties. We also assessed the need for administrative and clerical staff at the field locations so that Troopers do not have to perform such duties. Our study also included an analysis of the union agreement between the Pennsylvania State Troopers’ Association (PSTA) and the Office of Administration as well as meeting with the PSTA President.

Additionally, we examined the revenues and expenditures of the State Police for the past two fiscal years, with particular attention given to the Department’s personnel services costs. We also examined the costs that the State Police would incur if additional Troopers were added to the complement including operating costs, equipment purchases, and vehicle needs in addition to salary and benefit costs. We also evaluated the extent to which the State Police would be able to assimilate an increase in the enlisted complement given existing facilities and equipment.

It is important to note that this was not a performance audit of the State Police. The assessments made during, and as a result of our study activities, focused on staffing and staffing-related organizational and operational matters. They are not intended, and should not be construed, as an evaluation of the performance of the Pennsylvania State Police in any of the referenced areas.

Acknowledgments

We gratefully acknowledge the cooperation and assistance that the Pennsylvania State Police provided during this study and thank the Department for providing access to their personnel, documents, information, and facilities. We especially thank the State Police Commissioner, Colonel Paul J. Evanko; the Deputy Commissioner of Operations, Lieutenant Colonel Thomas K. Coury; the Deputy Commissioner of Staff, Lieutenant Colonel Robert C. Hickey; the Deputy Commissioner of Administration, Lieutenant Colonel Hawthorne N. Conley; and Captain Michael D. Simmers, Executive Officer to the Commissioner and Lieutenant D. Gary Benedick, Director of the Planning Division, for their support and cooperation in this project. Captain Simmers and Lieutenant Benedick served in the capacity of State Police liaison with LB&FC staff during the study.

We would also like to extend our thanks to staff in the field locations who took the time to meet with us at their Troop and Station Headquarters. These include the Area Commanders, Major Francis E. Koscelnak, Major Henry D. Oleyniczak, Major Roger C. Peacock, Major Terry L. Seilhamer, Major Lyle H. Szupinka, and Major Robert G. Werts. The Troop Commanders we would like to extend our thanks to include Captain Carmen R. Altavilla, Captain Theodore D. Kohuth, Captain Thomas J. LaCrosse, Captain Michael J. Marcantino, Captain Coleman J. McDonough, Captain Frank H. Monaco, Captain David K. Points, Captain Sidney A. Simon, Captain Cynthia L. Transue, Captain James R. Tripp, and Captain Roger N. Waters; and Station Commanders we would like to thank include Lieutenant Thomas L. Barkdoll, Lieutenant Harvey Cole, Jr., Sergeant Thomas McDaniel, Lieutenant Barry C. Sparks, Sergeant Glenn R. Steingrabe, and Sergeant John R. K. Tom. Laboratory staff we would like to thank include Mr. Scott F. Ermlick, Manager of the Greensburg Regional Crime Laboratory and Ms. Christine A. Tomsey, Manager of the Greensburg DNA Laboratory.

We would also like to acknowledge the numerous enlisted and civilian personnel at Department Headquarters who assisted us in this study. These include Major Tyree C. Blocker, Director of the Bureau of Drug Law Enforcement; Major John R. Capriotti, Director of the Bureau of Forensic Services; Major Phillip L. DeWire, Director of the Bureau of Liquor Control Enforcement; Major Kathryn E. Doult, Director of the Bureau of Patrol; Major Robert R. Einsel, Director of the Bureau of Training and Education; Major Ronald J. Hackenberg, Director of the Bureau of Records and Identification Services; Mr. Charles R. Horting, Budget Analyst in the Fiscal Division; Major R. Dane Merryman, Director of the Bureau of Research and Development; Captain Jeffrey B. Miller, Director of the Legislative Affairs Office; Major Ralph M. Periandi, Director of the Bureau of Criminal Investigation; Ms. Rose A. Polek, Director of the Division of Employment Services and Systems; Mr. Richard L. Pryor, Director of the Facilities Management Division; Major W. John Pudliner, Director of the Bureau of Professional Responsibility; Captain Charles J. Skurkis, Director of the Systems and Process Review Division; Major Wesley R. Waugh, Director of the Bureau of Technology Services; and Major Richard S. Zenk, Director of the Bureau of Emergency and Special Operations.

We also appreciate the input and assistance we received from Mr. Lewis J. Lazzaro, President of the Pennsylvania State Troopers Association; the Pennsylvania Turnpike Commission, and from the Office of Administration.

Important Note

This report was developed by Legislative Budget and Finance Committee staff. The release of this report should not be construed as an indication that the Committee or its individual members necessarily concur with the report's findings and recommendations.

Any questions or comments regarding the contents of this report should be directed to Philip R. Durgin, Executive Director, Legislative Budget and Finance Committee, P.O. Box 8737, Harrisburg, Pennsylvania 17105-8737.

II. Background Information on the Pennsylvania State Police

Legal Background

The General Assembly created the Department of State Police as an executive agency of state government in 1905. With this action, Pennsylvania established the first uniformed police organization of its kind in the United States. The original complement was limited by law to 228 Officers assigned to 4 Troops at Greensburg, Wilkes-Barre, Reading, and Punxsutawney.

Initially, the Department's mission focused on controlling labor unrest and mob violence, patrolling farm areas, protecting wildlife, and apprehending criminals. By 1919, the demand for additional State Police services resulted in the first increase in the Department's complement to an authorized maximum of 415. In that same year, the State Police established a fifth Troop, added motorcycle patrols, and assumed State Fire Marshal duties.

In 1923, the State Highway Patrol was created to enforce the vehicle laws on Pennsylvania's rapidly expanding highway system. The Highway Patrol was organizationally located in the PA Department of Highways. In 1937, the State Police and the Highway Patrol merged into a new department called the Pennsylvania Motor Police. The administrator of this new department was designated as Commissioner, and the agency was structured into 4 Districts and 11 Troops. The complement at that time was capped at 1,600.

Several internal reorganizations followed, as the Motor Police assumed additional responsibilities. In 1943, the Legislature changed the name of the organization from the Pennsylvania Motor Police to the Pennsylvania State Police. Since that time, numerous organizational and operational changes have occurred to meet the expanding and increasingly specialized duties being assigned to the State Police. The authorized size of the State Police force increased to 3,940 by 1972 but has remained unchanged since that time.¹

Today, the Pennsylvania State Police has a broad statutory mandate to "assist the Governor in the administration and enforcement of the laws of the Commonwealth, in such manner, at such times, and in such places, as the Governor may from time to time request." This as well as other law enforcement powers and duties are established in the Administrative Code of 1929, 71 P.S. §§250-252. These include, for example:

¹See Section III of this report for further information on the statutory cap on the Pennsylvania State Police enlisted complement.

- providing assistance to any state administrative department, board, or commission of State Government to enforce the laws applicable to such agencies;
- cooperating with counties and municipalities in the detection of crime, the apprehension of criminals, and the preservation of law and order throughout the state;
- collecting, classifying, and keeping complete information useful for the detection of crime and the identification and apprehension of criminals;
- enforcing the laws regulating the use of Commonwealth highways;
- making arrests, without warrant, for all violations of the law, including highway-related laws, and serving and executing warrants issued by the proper local authorities;
- serving subpoenas issued before any examination, investigation, or trial;
- collecting information relating to crimes and incidents related to the race, color, religion, or national origin of individuals or groups;
- assisting the Departments of Transportation and Revenue in the collection of motor license fees, fees for titling vehicles and tractors, operators' license fees, cigarette taxes, liquid fuel taxes, and the issuance of certificates of title and operators' licenses;
- searching without warrant any boat, conveyance, vehicle, receptacle, or any place of business when there is good reason to believe that a law administered or enforced by the Revenue Department has been violated;
- aiding in the enforcement of all laws relating to game, fish, forests, and waters; and acting as game protectors, and as forest, fish, or fire wardens; and
- conducting at the Pennsylvania State Police Academy courses of instruction for the proper training of persons to act as policemen in the political subdivisions of the Commonwealth.

The Pennsylvania State Police is headed by a Commissioner who is appointed by the Governor with Senate confirmation. The Commissioner has the following statutory powers and duties:

- to provide for its members suitable uniforms, arms, equipment, and horses or motor vehicles;
- to make rules and regulations with the Governor's approval;
- to set qualifications for membership in the force, for training, for discipline and conduct as well as for selection and promotion on a merit basis;

- to maintain a training school, known as the State Police Academy, for the proper instruction of members of the force; and
- to establish local headquarters in various places in order to distribute the force throughout the Commonwealth as is most efficient to preserve the peace, prevent and detect crime, and police the highways.

Mission and Operating Philosophy

The operating philosophy of the State Police is that it will provide all lawful services within the limitations of the Department's capabilities to every citizen and/or organization in the Commonwealth. To operationalize its statutory mandates, the State Police, as shown on Exhibit 1, has defined the following vision and mission statement for the organization.

Exhibit 1

Pennsylvania State Police Vision and Mission Statement

Vision: *To be a mission oriented, State Police organization that achieves excellence and a position of leadership through progressive law enforcement, public safety and service. To act with integrity and professionalism, maintaining an environment responsive to the needs of our personnel and the community.*

Mission: It is the mission of the Pennsylvania State Police to:

- Promote traffic safety, enforce existing statutes, recognize and eliminate traffic hazards, and encourage motorists to practice safe driving techniques.
- Effectively investigate crime and reduce criminal activity.
- Provide investigative assistance and support services to all law enforcement agencies within the Commonwealth.
- Maintain and provide to criminal justice agencies accurate, up-to-date law enforcement information.
- Continually elevate the competence level of law enforcement within the Commonwealth.
- Provide prompt, competent service in emergency situations.
- Ensure personal protection and security for the Governor and other persons designated by proper authority.
- Promote public awareness concerning personal responsibility regarding crime reduction and traffic safety practices.
- Enforce all other state statutes as directed by proper authority.

Source: Pennsylvania State Police.

The Department's mission statement encompasses traffic supervision and patrol, criminal law enforcement, crime prevention, emergency assistance, liquor control enforcement, and numerous administrative and other functions. As of April 1,

2001, the Pennsylvania State Police was staffed by 4,119 State Troopers and a civilian complement of 1,483.

Revenues and Expenditures

In carrying out its mission, the State Police spent a total of \$512.4 million in FY 1999-00, an increase of 6.4 percent over the prior year. The majority of State Police expenditures is for personnel services, accounting for 78 percent of total spending in FY 1999-00. Personnel services, which include salaries, overtime, wages, and benefits totaled \$397.5 million in FY 1999-00. Operating expenses amounted to \$82.9 million while fixed assets, most notably vehicles and EDP equipment, totaled \$22.9 million. (See Appendix B.)

A transfer from the Motor License Fund and a General Fund appropriation are the State Police's primary sources of revenue. Combined revenues from these two sources accounted for approximately 87 percent of total agency revenues of \$445.9 million in FY 1999-00. The Motor License Fund accounted for 59 percent of the total funding of the State Police. The General Fund appropriation contributed 28 percent.

Other revenue sources include an annual transfer from the State Stores Fund for Liquor Control Enforcement (\$16.7 million in FY 1999-00), and an annual payment from the Pennsylvania Turnpike Commission for turnpike patrol services provided by the State Police (\$21.4 million in FY 1999-00).

Other State Police revenues are derived from federal funds, augmentations (e.g., criminal history record fees, proceeds from the sale of automobiles, and reimbursement of services), and from restricted revenues (e.g., seized and forfeited property from federal and state courts and the Pennsylvania Attorney General). (See Appendix B.)

III. Profile of the Pennsylvania State Police Workforce

This section of the report provides a profile of the enlisted and civilian complements of the Pennsylvania State Police workforce as of April 1, 2001.

Total Complement

Statutory limits on the size of the State Police force have been in effect since 1905 when the original complement level was capped at 228 Officers. In the intervening years, the General Assembly adjusted the cap on 16 separate occasions in response to the need for expanded police services. The most recent adjustment occurred in 1972 when the cap was increased to 3,940, not including State Troopers assigned to the Pennsylvania Turnpike.¹ (See Exhibit 2.)

As of April 1, 2001, the State Police had a total combined authorized complement of 5,702 enlisted and civilian positions. As shown on Table 1, the authorized complement included 4,168 enlisted positions (i.e., State Police officers) and 1,534 civilian positions.

Table 1

	Number of Positions		
	Authorized	Filled	Vacant
Enlisted (i.e., State Troopers):			
General Complement.....	4,150	4,101	49
Liquor Control Enforcement.....	<u>18</u>	<u>18</u>	<u>0</u>
Subtotal.....	4,168 ^a	4,119 ^b	49
Civilian:			
General Complement.....	1,297	1,272	25
Liquor Control Enforcement.....	<u>237</u>	<u>211</u>	<u>26</u>
Subtotal.....	1,534	1,483	51
Total Salaried Staff ^c	5,702	5,602	100

^aIncludes 3,940 authorized positions which constitute the current statutory complement cap, plus 228 Troop T positions.

^bIncludes 3,383 filled "county Trooper" positions in Troops A through R and 228 filled positions in Troop T. Does not include the Commissioner and the three Deputy Commissioners.

^cDoes not include 48 wage positions. As of April 1, 2001, 32 civilian wage positions were filled by students and temporary clerks. Also, Cadets at the State Police Academy are on wage status; 44 Cadets were on the wage complement as of April 1, 2001.

Source: Developed by LB&FC staff from information obtained from the PSP Bureau of Personnel.

¹The size of the State Trooper complement on the Turnpike is established through budgetary actions taken by the Turnpike Commission.

Exhibit 2

**Chronology of the Statutory Cap on
Pennsylvania State Police Manpower**

<u>Year</u>	<u>Legislation</u>	<u>Manpower Cap Set At:</u>
1905	Act 227 created the Department of State Police. It authorized four companies in the force.	228
1919	Act 179 reorganized the Department of State Police. It authorized five Troops in the force.	415
1921	Act 386 added a school Troop to the force.	421
1935	Act 379 added a Detective Division to the force.....	508
1937	Act 455 consolidated the existing State Police and State Highway Patrol into one agency called the Motor Police Force..	1,600
1949	Act 425 now referred to the police force as the Pennsylvania State Police	1,800
1953	Act 254 increased the cap.	1,900
1955	Act 257 retained the then current cap but excluded Troopers assigned to the Pennsylvania Turnpike from the calculation....	1,900
1961	Act 444 provided for further increases in the cap: <div style="margin-left: 100px;">FY 1961-62.....</div> <div style="margin-left: 100px;">FY 1962-63.....</div>	<div style="margin-left: 100px;">2,000</div> <div style="margin-left: 100px;">2,100</div>
1966	Act 6 of the 1966 Special Session repealed the statutory cap and replaced it with a provision requiring a minimum complement of 2,100 and a maximum complement of 2,350.....	2,100 to 2,350
1967	Act 48 repealed the minimum/maximum provisions of Act 6 of 1966 and replaced it with another series of statutory caps: <div style="margin-left: 100px;">FY 1967-68.....</div> <div style="margin-left: 100px;">FY 1968-69.....</div> <div style="margin-left: 100px;">FY 1969-70.....</div> <div style="margin-left: 100px;">FY 1970-71.....</div>	<div style="margin-left: 100px;">2,650</div> <div style="margin-left: 100px;">2,950</div> <div style="margin-left: 100px;">3,250</div> <div style="margin-left: 100px;">3,550</div>
1971	Act 163 again increased the cap.....	3,790
1972	Act 349 repealed Act 1967-48 and established a new cap.	3,940
1991	Act 12 provides for “resident state troopers” who are not counted toward the statutory maximum complement. ^a	3,940

^aAct 1991-12 empowered the State Police Commissioner to “enter into agreements with boroughs and first and second class townships for the furnishing of police protection by one or more resident state troopers.” These Officers were assigned to municipalities that did not have an organized police department and which agreed to pay the entire cost of State Police services they receive. This provision expired on December 31, 1992.

Source: Developed by LB&FC staff from an examination of Pennsylvania state statutes.

The enlisted, or Trooper complement, includes 3,940 positions authorized for Troops A through R, and Headquarters staffing. This does not include the 228 State Troopers assigned to the Pennsylvania Turnpike. It also does not include cadets in training at the State Police Academy or the Commissioner or the three Deputy Commissioners.

The Department's filled complement totaled 5,602 as of April 1, 2001. This included 4,119 filled enlisted positions and 1,483 filled civilian positions. Vacancies in the enlisted complement numbered 49, while unfilled positions in the civilian category totaled 51. In addition to the 5,602 filled salaried positions, the State Police workforce included 48 persons working in wage status and 44 Cadets in training at the State Police Academy.

Table 3 provides a perspective on the growth of both the enlisted and civilian components of the State Police workforce since 1972.

Position Classifications

Enlisted Complement

As shown below, the Pennsylvania State Police had 1 Colonel, 3 Lieutenant Colonels, 18 Majors, 38 Captains, 121 Lieutenants, 215 Sergeants, 718 Corporals, and 3,009 Troopers as of April 1, 2001.

Table 2

Pennsylvania State Police Enlisted Complement, by Rank	
(As of April 1, 2001)	
<u>Rank</u>	<u>Number</u>
Colonel.....	1
Lieutenant Colonel	3
Major	18
Captain.....	38
Lieutenant.....	121
Sergeant	215
Corporal.....	718
Trooper	<u>3,009</u>
Total.....	4,123

Source: Developed by LB&FC staff from information obtained from the PSP Bureau of Personnel.

The eligibility requirements and overall selection process for the ranks listed in Table 2 are briefly described below.

Table 3

**Number of Filled Positions on the
Pennsylvania State Police Complement**

<u>Fiscal Year</u>	<u>Enlisted^a</u>	<u>Civilian</u>	<u>Total</u>
1971-72.....	3,958	654	4,612
1972-73.....	3,905	699	4,604
1973-74.....	4,030	709	4,739
1974-75.....	3,973	758	4,731
1975-76.....	3,954	815	4,769
1976-77.....	3,839	818	4,657
1977-78.....	3,860	832	4,692
1978-79.....	3,777	887	4,664
1979-80.....	3,690	939	4,629
1980-81.....	3,680	908	4,588
1981-82.....	3,737	906	4,643
1982-83.....	3,818	919	4,737
1983-84.....	3,897	914	4,811
1984-85.....	3,897	905	4,802
1985-86.....	3,911	946	4,857
1986-87.....	3,911	960	4,871
1987-88.....	3,972	1,169	5,141
1988-89.....	4,063	1,185	5,248
1989-90.....	4,037	1,197	5,234
1990-91.....	4,072	1,169	5,241
1991-92.....	3,679	1,122	4,801
1992-93.....	3,738	1,029	4,767
1993-94.....	4,037	1,068	5,105
1994-95.....	4,127	1,104	5,231
1995-96.....	4,062	1,154	5,216
1996-97.....	4,071	1,175	5,246
1997-98.....	3,946	1,269	5,215
1998-99.....	4,015	1,306	5,321
1999-00.....	4,148	1,505	5,653
April 1, 2001.....	4,119	1,483	5,602

^aThe figures shown in this column include State Police Officers assigned to Troop T, the Pennsylvania Turnpike patrol. The officers assigned to Troop T do not count against the 3,940 statutory cap.

Source: Developed by LB&FC staff from Pennsylvania State Police personnel reports and duty rosters.

Cadet. The entry level for the Pennsylvania State Police is the State Police Cadet. In order to be selected as a State Police Cadet, applicants must file an application during the open application period. Currently, applicants are required to take a written examination. A selected number of applicants proceed to the oral examination phase. Upon completion of the oral examination, an eligibility list is established. Applicants continue in the selection phase as Cadet class sizes are determined. Applicants are drawn from the eligibility list based on their final earned rating. Applicants who successfully complete the following are appointed to a Cadet class: a physical fitness test, a drug screen test, a polygraph examination, a physical examination, and a background investigation.

Trooper. Upon successful completion of Academy training, Cadets are promoted to Trooper and assigned to a field location. During their remaining probationary period (12 months), Troopers perform routine patrol duties. Upon successful completion of their probationary period, Troopers may bid on specialized field positions which include but are not limited to: Criminal Investigator, Vice Investigator, Community Services Officer, Troop Communications Specialist, Recruiter, Identification Unit Member, Fire Marshal, Polygraph Operator, Procurement and Supply Officer, Intelligence Officer, Aviation Member, Instructor, and Field Training Officer. They may also bid on office staff functions in Department Headquarters.

Corporal. Once Troopers have three years of service they are eligible to participate in the promotion examination process for Corporal. Upon successful completion of this examination, Troopers are placed, in rank order, on an eligibility list for promotion to the rank of Corporal. As Troop vacancies occur, promotions are offered to those on the list. For example, if five vacancies exist in five separate troop locations, the first Trooper on the Corporal promotion list is offered his/her choice of troops. These offers continue until all Troop vacancies have been filled. If a member elects to decline promotion, he/she will be offered promotion again when vacancies exist. This process continues until the expiration of the eligibility list.

Corporals usually serve as first line supervisors. Supervisory job duties of a Corporal may include Patrol, Criminal Investigation, or Staff Services Unit Supervisor within a Troop or Station. Corporals may serve as Vice Members or Instructors or perform basic office staff functions in Department Headquarters.

Sergeant. Corporals may participate in the Sergeant promotion examination but may not be promoted to the rank of Sergeant until they have served as a Corporal for one year. The promotion process occurs in the same fashion as the Corporal promotion process.

Sergeants usually serve in a supervisory capacity and are usually designated as follows: Unit Supervisors within a Troop or Station in the Patrol, Criminal

Investigation, or Staff Services Units; as Station Commanders; or as Section Supervisors within a Bureau in Department Headquarters.

Lieutenant. Sergeants may participate in the Lieutenant promotion examination but may not be promoted to the rank of Lieutenant until they have served as a Sergeant for one year. Lieutenants serve in a command capacity and are usually designated as follows: Section Commander within a Troop in the Patrol, Criminal Investigation, or Staff Services Section; as Station Commanders of larger stations; or as Section Supervisors or Commanders within a Bureau in Department Headquarters.

Captain. Lieutenants may participate in the Captain promotion examination. Lieutenants who pass this examination are placed in merit order on the Captain promotion eligibility list. The Commissioner has the authority to promote any eligible Lieutenant to the rank of Captain. Captains, who serve at the discretion of the Commissioner, function as Troop Commanders and are responsible for the operational and administrative functions of the Troop Headquarters and the Stations assigned to their Troop. There are 16 Troop Headquarters within the Commonwealth. Captains may also serve as Division Directors within Department Headquarters.

Major. The promotion process for the rank of Major occurs in a similar fashion as the Captain promotion process. Majors serve as Area Commanders and are responsible for the operational functions of the Troops they command. There are six Area Commands within the Commonwealth. Majors also serve as Bureau Directors within Department Headquarters and are responsible for the administration of program areas which fall under their Bureau. Majors also serve at the discretion of the Commissioner.

Lieutenant Colonel. The Governor appoints three members to serve as Deputy Commissioners, who have the rank of Lieutenant Colonel. These persons do not have to be enlisted members. These Officers are responsible for the areas of Operations, Administration, and Staff. Lieutenant Colonels assist the Commissioner with the administration of the Department and assume command in the Commissioner's absence. Deputy Commissioners also assist the Commissioner in the development of policies and procedures.

Civilian Complement

The Pennsylvania State Police employs civilians for positions located throughout the Department, not only at the Headquarters, but also the Troops, the Stations, the Liquor Control Enforcement District Offices, and the Criminal and DNA Laboratories. Civilians are hired in both Civil Service and non-Civil Service positions.

All civilian job titles are designated as being either Civil Service or non-Civil Service. This designation determines the applicable placement procedures for a given classification. The majority of the civilian positions within the State Police are non-Civil Service. These include, but are not limited to: Clerical, Police Communications Operators, Automotive Mechanic, and Groundskeeper. These positions are obtained through the Bureau of State Employment under the Governor’s Office of Administration.

Civil Service positions include, but are not limited to: Forensic Scientist, Personnel Analyst, and Information Technology positions. These positions are obtained by interested individuals taking tests administered by the State Civil Service Commission.

Presently, there are over 150 different civilian job classifications at the State Police. However, as shown on Table 4, they can be grouped into 14 major job categories. For instance, under the category of “clerical,” the following positions are included: Clerk Typist, Clerk, Clerical Supervisor, and Clerk Stenographer. A breakout of the nearly 1,500 civilians at the State Police and the various job categories they fill is shown below.

Table 4

Breakout of Major Civilian Job Positions and Staffing Level
(As of March 31, 2001)

<u>Civilian Job Category</u>	<u>Filled Positions</u>
Clerical Staff	445
Police Communications Officers	331
Liquor Enforcement Officers	154
Criminal Laboratory/Fingerprint Staff	129
Technology Support Staff	125
Administrative Support Staff	73
Facilities Maintenance Staff	63
Automotive Staff	35
Personnel Staff	31
Warehouse and Procurement Staff	26
Legal Staff	22
Academy Staff	17
Fiscal Staff	7
All Other Staff ^a	<u>31</u>
Total Civilian Staff	1,489 ^b

^aIncludes Intelligence Analyst, Management Analyst, Helicopter Mechanic, Lithographic Press Operator, Management Technician, Aircraft Inspector, Artist Illustrator, Gunsmith, and Division Directors among others.

^bDoes not match the number of civilian jobs reported as filled on Table 1 due to the difference in computer report run dates.

Source: Developed by LB&FC staff using information obtained from the PA State Police.

The Bureau of Personnel within the State Police is responsible for hiring. If it is a new position, efforts are coordinated with the Office of Administration's Bureau of State Employment for a non-Civil Service position or with the State Civil Service Commission for a Civil Service position. If it is a position that already exists within the Department and a vacancy arises, the Bureau of Personnel will initiate a Position Vacancy Announcement and post the position on Employee Bulletin Boards, and current employees may bid on the position.²

If the position is covered by the AFSCME bargaining agreement and seniority prevails, the most senior employee in the classification immediately below is promoted. If seniority provisions do not apply, any employee bidding on the position may be selected provided they meet the minimum experience and training for the position. If no employee bids on the position, the Bureau of Personnel requests a referral from the Office of Administration, Bureau of State Employment or the State Civil Service Commission, as appropriate.

Promotion of a civilian employee occurs in two different ways. It can occur when a vacancy arises as described above. Employees may also be promoted as a result of a reclassification of their current position. The employee may request that a review be done by comparing the employee's actual job duties with those duties listed in the position's job description. If it is found that the position warrants a higher classification, the Bureau of Personnel will determine what classification is appropriate, and a promotion may occur.

Other Workforce Characteristics

As shown on Table 5, the Pennsylvania State Police complement for both enlisted and civilian salaried employees included 4,642 males (82.3 percent) and 1,000 females (17.7 percent) as of December 31, 2000. For enlisted members only, males accounted for 3,958, or 95.9 percent of the force, while females accounted for 168, or 4.1 percent of the force. This table also shows that as of December 31, 2000, the State Police minority complement (African-American, Hispanic, Indian, and Asians) accounted for 10.4 percent of the total full-time enlisted and civilian complement. Among the enlisted complement, minorities accounted for 11.4 percent of the workforce.

²Liquor Control Enforcement Officers are hired through a similar process as Cadets and are processed by the Bureau of Personnel.

Table 5

Race and Gender Composition of the State Police Complement
(As of December 31, 2000)

Combined State Trooper/Civilian Complement = 5,642

Percentage Male	82.3%	(4,642)
Percentage Female	<u>17.7</u>	<u>(1,000)</u>
Total	100.0%	(5,642)
Percentage Non-Minority.....	89.6%	(5,058)
Percentage Minority.....	<u>10.4</u>	<u>(584)</u>
Total	100.0%	(5,642)

State Troopers Only = 4,126

Percentage Male	95.9%	(3,958)
Percentage Female	<u>4.1</u>	<u>(168)</u>
Total	100.0%	(4,126)
Percentage Non-Minority.....	88.6%	(3,654)
Percentage Minority.....	<u>11.4</u>	<u>(472)</u>
Total	100.0%	(4,126)

Source: Developed by LB&FC staff from information obtained from the Pennsylvania State Police.

Nearly 57 percent of all State Troopers are 35 years of age or younger (see Table 6). Nearly 30 percent of this 35 and under group have five years or less experience. For the force as a whole, about 17 percent have five years or less service. About 10 percent of the force has more than 20 years experience.

The large number of Troopers with less than ten years experience has numerous operational, training, and fiscal implications. Increases in the Department's personnel costs will be substantial as this group moves up the pay scale, especially in light of already scheduled salary increases.

Table 6

**Age and Length of Service of
Pennsylvania State Police Officers**
(As of December 31, 2000)

<u>Years of Service</u>	<u>Age</u>	<u>Number</u>
0 - 5	21 - 25	70
	26 - 30	389
	31 - 35	215
	36 - 40	<u>16</u>
Subtotal		690
6 - 10	27 - 30	356
	31 - 35	1,096
	36 - 40	<u>242</u>
Subtotal		1,694
11 - 15	32 - 35	219
	36 - 40	410
	41 - 44	<u>74</u>
Subtotal		703
16 - 20	36 - 40	223
	41 - 45	348
	46 - 49	<u>68</u>
Subtotal		639
21 - 24	41 - 45	69
	46 - 50	108
	51 - 55	6
	56 - 58	<u>1</u>
Subtotal		184
25+	47 - 50	41
	51 - 55	150
	56 - 59	<u>36</u>
Subtotal		227
Total (Includes Cadets)		4,137

Source: Developed by LB&FC staff from information obtained from the Office of Administration, Bureau of Personnel.

The enlisted members of the Pennsylvania State Police workforce are represented by the Pennsylvania State Troopers Association (PSTA). The PSTA is the exclusive bargaining representative for all enlisted State Police personnel except the Commissioner, the Deputy Commissioners, and Cadets. Civilian employees of the Bureau of Liquor Control Enforcement (BLCE) are represented by the Fraternal Order of Police, a rank-and-file union, that represents the Liquor Enforcement Officers, and the Pennsylvania Liquor Control Enforcement Officers III (a supervisory unit). The American Federation of State, County, and Municipal Employees represents non-management civilian employees. The Department also employs one Certified Registered Nurse Practitioner who is a member of the Pennsylvania Nurses Association.

IV. The Number and Assignment of State Troopers and Civilian Staff

The Pennsylvania State Police organizational structure is based on a military model and is hierarchical in nature. (See Exhibit 3.) The Pennsylvania State Police is headed by a Commissioner who reports directly to the Governor. Three Deputy Commissioners, one each for administration, operations, and staff, report to the Commissioner. Thirteen Bureaus, 33 Divisions, and 5 Special Offices comprise the Headquarters operation. At the field level, 16 Troops are staffed within six Area Commands. A total of 89 Stations are aligned with the 16 Troops; 81 are State Police facilities, and 8 are Pennsylvania Turnpike Commission facilities. Laboratory services are provided at seven Department-operated regional laboratories, and training is conducted at the State Police Academy in Hershey and four regional training facilities.

As of April 1, 2001, the State Police force included a total of 4,123 State Troopers. This section of the report defines the field and headquarters structure of the State Police and documents the geographic and functional deployment of the State Troopers on the force as of April 1, 2001.

A. Number Assigned to State Police Field Locations

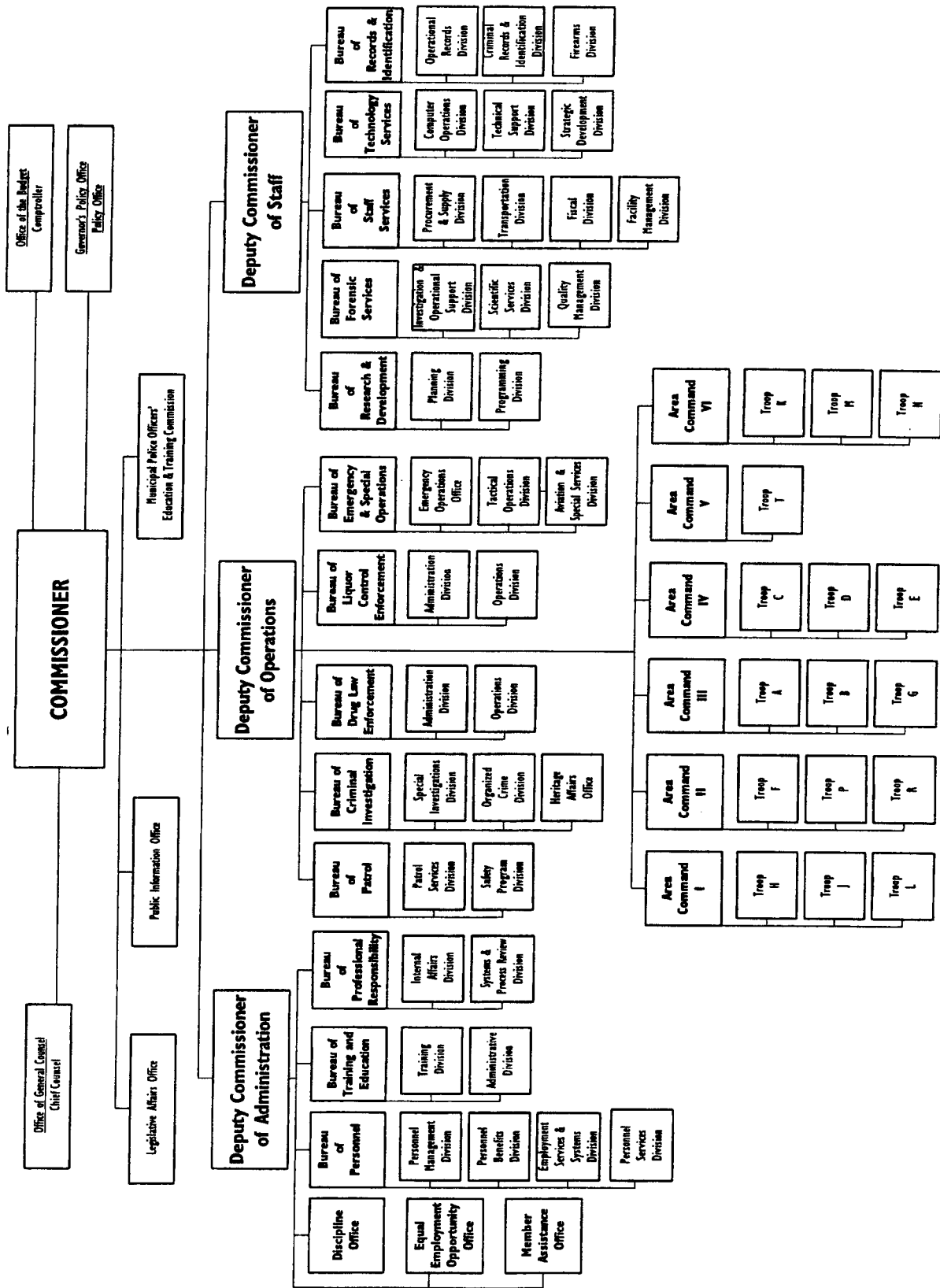
Field Structure

The Pennsylvania State Police organizational structure includes six Area Commands as shown on Exhibit 4. These are organizational segments, comprised of one or more Troops, which are supervised by an Area Commander, accountable for the performance of subordinates, to whom the State Police Commissioner delegates the authority to take independent action on assigned functions. With the exception of Area Command V, which includes only Troop T (Turnpike), each Area Command has three Troops. The number of individual stations in the Area Commands ranges from 8 in Area V to 18 in Area IV.

As of April 1, 2001, 3,611 State Troopers and 532 civilian employees were deployed to State Police field installations.

Area Commands. Each Area Command is headed by a Major who serves as the Area Commander. While they function as a part of field operations, the Area Commanders are a direct extension of the Commissioner's staff. Under some circumstances, Area Commanders assume an operational role, although their primary mission is one of liaison between field operations and Department Headquarters. The efforts of the Area Commanders are directed toward ensuring that all

Pennsylvania State Police Organizational Chart

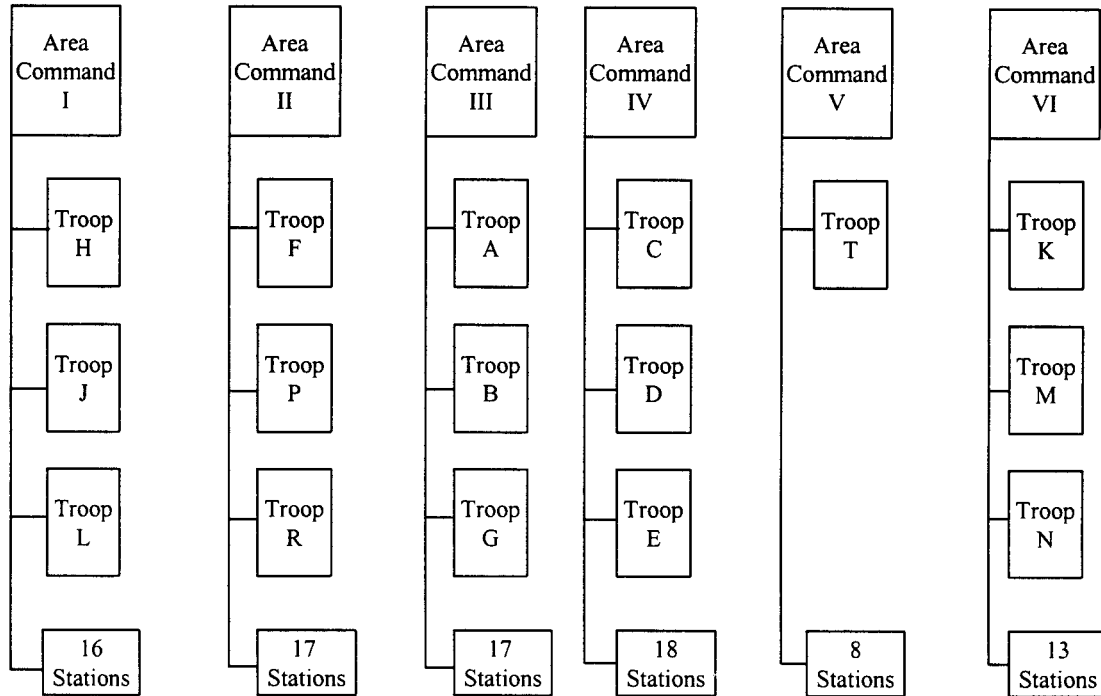


Source: Pennsylvania State Police, February 2001.

Exhibit 4

State Police Field Structure

(As of April 1, 2001)



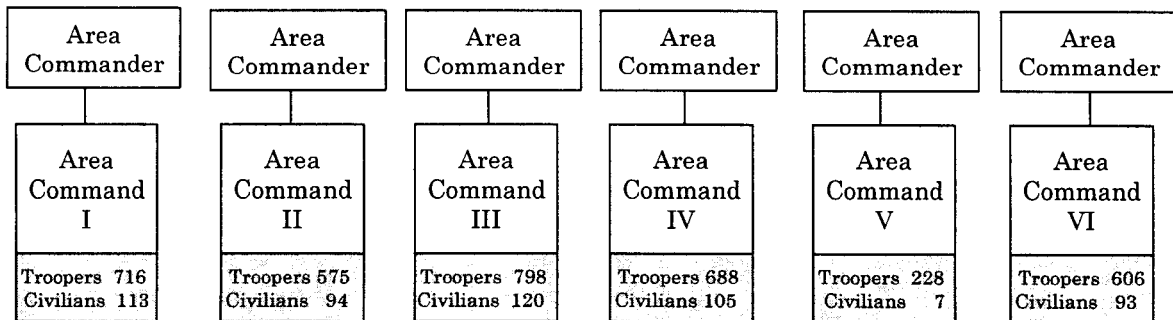
Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

operations are performed in accordance with Department policy and directives, evaluating the effectiveness of such policy and directives in achieving Department objectives, and recommending changes as necessary. Exhibit 5 shows total enlisted and civilian staffing for each Area Command as of April 1, 2001.

Exhibit 5

State Police Area Command Staffing

(As of April 1, 2001)

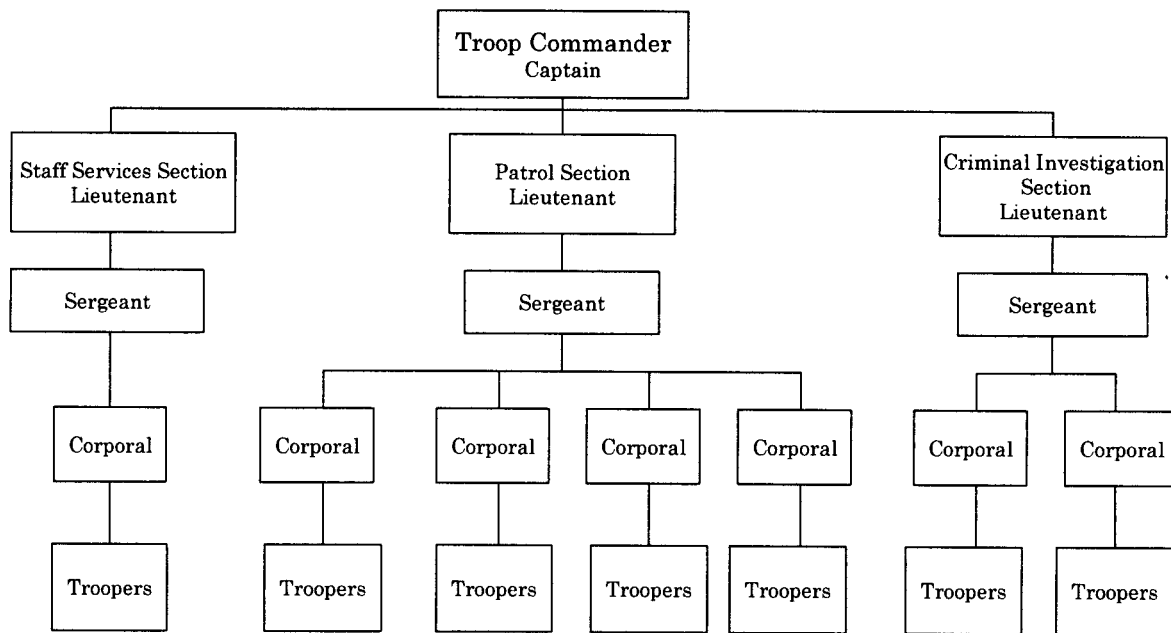


Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Troops. As shown on Exhibit 7, within the six Area Commands are 16 separate Troops. A Troop is an organizational segment of an Area, geographically comprised of Stations, which is supervised by a Troop Commander, accountable for the performance of subordinates, to whom commensurate authority is delegated for performing specific functions in a specific geographic area. As shown on Exhibit 6, each Troop, except Troop T, is comprised of three enlisted sections: Patrol, Criminal Investigation, and Staff Services. Troop T is comprised of two sections: Patrol and Staff Services.

Exhibit 6

Typical Pennsylvania State Police Troop Headquarters Structure



Source: Developed by LB&FC staff from Pennsylvania State Police organizational charts and personnel rosters.

Troop Commanders hold the rank of Captain and exercise line authority over all personnel and functions within their Troop in accordance with Department policies and directives. Among other specific duties, the Troop Commander is responsible for planning, directing, controlling, and coordinating all Troop operations.

Troop Headquarters function as Stations, but have additional staff. As shown on Exhibit 6, each Troop Headquarters has three Lieutenants who serve as Section Commanders, one each for Staff Services, Patrol, and Criminal Investigation. Sergeants serve as Section Supervisors; and Corporals are assigned as Unit Supervisors. Some State Police Troop Headquarters have more Corporals than are shown on the exhibit. The exact number of supervisory personnel depends on the Department's supervisory span-of-control guidelines. Additional Corporal positions, for instance, may require additional Sergeants in the Patrol Section (see Appendix F).

Exhibit 7

State Police Troop Staffing
(As of April 1, 2001)

Area Command I	Area Command II	Area Command III	Area Command IV	Area Command V	Area Command VI
Troop H Troopers 332 Civilians 43 7 Stations	Troop F Troopers 243 Civilians 38 8 Stations	Troop A Troopers 245 Civilians 38 5 Stations	Troop C Troopers 214 Civilians 35 7 Stations	Troop T Troopers 228 Civilians 7 8 Stations	Troop K Troopers 202 Civilians 31 3 Stations
Troop J Troopers 206 Civilians 35 4 Stations	Troop P Troopers 155 Civilians 28 5 Stations	Troop B Troopers 328 Civilians 41 5 Stations	Troop D Troopers 242 Civilians 35 5 Stations		Troop M Troopers 198 Civilians 31 5 Stations
Troop L Troopers 178 Civilians 35 5 Stations	Troop R Troopers 177 Civilians 28 4 Stations	Troop G Troopers 225 Civilians 41 7 Stations	Troop E Troopers 232 Civilians 35 6 Stations		Troop N Troopers 206 Civilians 31 5 Stations

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

In addition to providing the Patrol and Criminal Investigation functions of a Station, a Troop Headquarters is assigned clerical support staff and other personnel with specialized functions. The headquarters support staff includes, for example, Troop Communications Specialists (TCS), Procurement and Supply Specialists (P&S), and grounds, buildings, and vehicle maintenance personnel. While some of these functions are performed by civilians, generally Troopers are assigned to these duties at most locations. The Troop Criminal Investigation Section includes specialized positions, such as the Fire Marshal and the Vice, Intelligence, Auto Theft, and Identification Units. The Patrol Section includes specialties, such as the Truck Weight Detail.

Stations. The Pennsylvania State Police operates out of 89 separate Stations within the 16 Troops and 6 Area Commands. (See Table 7.) A Station is an organizational segment of a Troop, which is supervised by a Station Commander,

Table 7

State Trooper and Civilian Staffing of State Police Stations
(As of April 1, 2001)

<u>Stations</u>	<u>Number of:</u>		
	<u>State Troopers</u>	<u>Civilians</u>	<u>Total</u>
Area I.....	716	113	829
<i>Troop H:</i>			
Harrisburg	73	15	88
Carlisle	39	4	43
Chambersburg	66	6	72
Gettysburg	35	4	39
Lykens	22	4	26
Newport.....	33	4	37
York.....	<u>64</u>	<u>6</u>	<u>70</u>
<i>Troop H Subtotal.....</i>	332	43	375
<i>Troop J:</i>			
Lancaster	62	15	77
Avondale.....	63	8	71
Embreeville	58	9	67
Ephrata	<u>23</u>	<u>3</u>	<u>26</u>
<i>Troop J Subtotal.....</i>	206	35	241
<i>Troop L:</i>			
Reading	51	17	68
Frackville	33	4	37
Hamburg	24	4	28
Jonestown	38	5	43
Schuylkill Haven	<u>32</u>	<u>5</u>	<u>37</u>
<i>Troop L Subtotal.....</i>	178	35	213
Area II.....	575	94	669
<i>Troop F:</i>			
Montoursville.....	67	15	82
Coudersport	22	3	25
Emporium	20	3	23
Lamar	31	5	36
Mansfield	23	3	26
Milton	36	3	39
Selinsgrove.....	22	3	25
Stonington.....	<u>22</u>	<u>3</u>	<u>25</u>
<i>Troop F Subtotal.....</i>	243	38	281
<i>Troop P:</i>			
Wyoming	55	15	70
Laporte	20	3	23
Shickshinny	20	3	23
Towanda.....	36	3	39
Tunkhannock.....	<u>24</u>	<u>4</u>	<u>28</u>
<i>Troop P Subtotal.....</i>	155	28	183

Table 7 (Continued)

<u>Stations</u>	<u>Number of:</u>		
	<u>State Troopers</u>	<u>Civilians</u>	<u>Total</u>
<i>Troop R:</i>			
Dunmore	67	14	81
Blooming Grove	42	4	46
Gibson	33	5	38
Honesdale.....	<u>35</u>	<u>5</u>	<u>40</u>
<i>Troop R Subtotal</i>	177	28	205
Area III	798	120	918
<i>Troop A:</i>			
Greensburg	114	22	136
Ebensburg	26	4	30
Indiana	52	4	56
Kiski Valley.....	24	4	28
Somerset.....	<u>29</u>	<u>4</u>	<u>33</u>
<i>Troop A Subtotal</i>	245	38	283
<i>Troop B:</i>			
Washington	88	20	108
Belle Vernon	49	4	53
Findlay	64	6	70
Uniontown.....	89	6	95
Waynesburg	<u>38</u>	<u>5</u>	<u>43</u>
<i>Troop B Subtotal</i>	328	41	369
<i>Troop G:</i>			
Holidaysburg	50	14	64
Bedford.....	37	3	40
Huntingdon.....	29	4	33
Lewistown	25	6	31
McConnellsburg.....	23	4	27
Phillipsburg	22	4	26
Rockview	<u>39</u>	<u>6</u>	<u>45</u>
<i>Troop G Subtotal</i>	225	41	266
Area IV	688	105	793
<i>Troop C:</i>			
Punxsutawney	47	10	57
Clarion.....	36	5	41
Clearfield.....	37	5	42
Du Bois.....	29	4	33
Kane	21	4	25
Ridgway.....	23	4	27
Tionesta.....	<u>21</u>	<u>3</u>	<u>24</u>
<i>Troop C Subtotal</i>	214	35	249
<i>Troop D:</i>			
Butler	89	18	107
Beaver	27	3	30
Kittanning.....	42	4	46
Mercer	44	6	50
New Castle.....	<u>40</u>	<u>4</u>	<u>44</u>
<i>Troop D Subtotal</i>	242	35	277

Table 7 (Continued)

<u>Stations</u>	<u>Number of:</u>		
	<u>State Troopers</u>	<u>Civilians</u>	<u>Total</u>
<i>Troop E:</i>			
Erie	76	16	92
Corry	22	4	26
Franklin	35	4	39
Girard	32	4	36
Meadville	47	4	51
Warren	<u>20</u>	<u>3</u>	<u>23</u>
<i>Troop E Subtotal</i>	232	35	267
Area V (Turnpike)	228	7	235
<i>Troop T:</i>			
Highspire ^a	11	7	18
Bowmansville	28	0	28
Everett	25	0	25
Gibsonia	29	0	29
King of Prussia	43	0	43
New Stanton	26	0	26
Newville	22	0	22
Pocono	21	0	21
Somerset	23	0	23
Area VI	606	93	699
<i>Troop K:</i>			
Philadelphia	70	19	89
Media	76	6	82
Skippack	<u>56</u>	<u>6</u>	<u>62</u>
<i>Troop K Subtotal</i>	202	31	233
<i>Troop M:</i>			
Bethlehem	62	18	80
Belfast	26	3	29
Dublin	37	4	41
Fogelsville	46	4	50
Trevoise	<u>27</u>	<u>2</u>	<u>29</u>
<i>Troop M Subtotal</i>	198	31	229
<i>Troop N:</i>			
Hazleton	65	15	80
Bloomsburg	28	3	31
Fern Ridge	28	4	32
Lehighton	29	4	33
Swiftwater	<u>56</u>	<u>5</u>	<u>61</u>
<i>Troop N Subtotal</i>	206	31	237
Grand Total	3,611	532	4,143

^aUnlike other Troop Headquarters, there is no Station at this facility.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

accountable for the performance of subordinates, to whom commensurate authority is delegated to perform specific functions in a specific geographic area.

Stations are structured like Troop Headquarters with the exception that Stations do not have a complete Staff Services complement. The basic police service provided by a Station is the patrol function. However, besides providing traffic enforcement and accident prevention on the highways, Patrol Troopers are dispatched to respond to almost all incidents, including initial criminal investigations brought to the attention of the Station's communications desk. Depending on the nature and severity of the incident, subsequent and follow-up investigations may be assigned to other personnel, such as Criminal Investigators. Major crimes are often investigated by special teams utilizing the task force concept.

B. Number Assigned to State Police Headquarters

Organizational Structure

Five basic organizational elements are present at the Pennsylvania State Police headquarters level. These are the Bureau, Division, Section, Unit, and Office:

- *Bureau:* An organizational segment, comprised of Divisions, which is supervised by a Bureau Director, accountable for the performance of subordinates, to whom the Commissioner delegates authority to take independent action on assigned functions.
- *Division:* An organizational segment of a Bureau, comprised of Sections, which is supervised by a Division Director, accountable for the performance of subordinates, to whom commensurate authority is delegated to perform specific functions. Certain divisions have decentralized locations and perform functions in a specific geographic area.
- *Section:* An organizational segment of a Troop, or a Division, comprised of Units, which is supervised by a Section Commander (Troop) or Section Supervisor (Division), accountable for the performance of subordinates, to whom commensurate authority is delegated to perform specific functions.
- *Unit:* An organizational segment of a Section, separated from the balance of the Section because of location or function, which is supervised by a Unit Supervisor, accountable for the performance of subordinates, to whom commensurate authority is delegated to perform specific functions.
- *Office:* A special organizational segment of the Department, which is supervised by the senior ranking office person, accountable for the performance of subordinates, to whom commensurate authority is delegated to perform specific functions.

State Troopers and Civilians Assigned to Headquarters

The State Police Headquarters staff includes enlisted members and civilian employees assigned to the Commissioner's Office and 13 separate Bureaus and 5 Special Offices that report to a Deputy Commissioner of Administration, a Deputy Commissioner of Operations, and a Deputy Commissioner of Staff. As of April 1, 2001, a total of 1,463 positions were filled at State Police Headquarters by 512 enlisted members and 951 civilian employees.

As Table 8 shows, the largest of the three headquarters deputates is the Deputy Commissioner of Staff with 664 employees. More than three-quarters of these are civilians who work in the Bureau of Records and Identification Services and the Bureau of Forensic Services.

Table 8

Staffing of State Police Departmental Headquarters (As of April 1, 2001)

	<u>State Troopers</u>	<u>Civilian</u>	<u>Total</u>	% of Headquarters <u>Total</u>
Commissioner's Office	5	41	46	3.1%
Deputy Commissioner of Administration	109	77	186	12.7
Deputy Commissioner of Operations	323	245	568	38.8
Deputy Commissioner of Staff.....	<u>75</u>	<u>588</u>	<u>663</u>	<u>45.4</u>
Headquarters Total	512 ^a	951	1,463	100.0%

^aAlthough organizationally assigned to Department Headquarters, more than one-half of these Troopers actually work in close cooperation with field personnel and do not physically work in Department Headquarters.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

The largest headquarters contingent of enlisted members is under the Deputy Commissioner of Operations. These State Troopers are assigned primarily to the Bureaus of Drug Law Enforcement and Criminal Investigation. Table 9 provides a breakdown of Headquarters staffing, by individual bureau and office.

Commissioner's Office

As of April 1, 2001, 5 State Troopers and 41 civilian employees were assigned to the State Police Commissioner's Office. (See Exhibit 8.)

Table 9

State Police Headquarters Staffing

(As of April 1, 2001)

	<u>State Troopers</u>	<u>Civilian</u>	<u>Total</u>
Commissioner's Office	1	1	2
Legislative Affairs Office	2	1	3
Policy Office	0	1	1
Public Information Office	1	1	2
Mun. Police Off. Education & Training Com.	1	16	17
Office of Chief Counsel	<u>0</u>	<u>21</u>	<u>21</u>
Commissioner's Office Subtotal	5	41	46
Deputy Commissioner of Administration	2	3	5
Department Discipline Office	2	1	3
Equal Employment Opportunity Office.....	1	0	1
Member Assistance Office	6	1	7
Bureau of Personnel.....	7	37	44
Bureau of Training and Education	60	33	93
Bureau of Professional Responsibility	<u>31</u>	<u>2</u>	<u>33</u>
Deputy Commissioner of Administration Subtotal.....	109	77	186
Deputy Commissioner of Operations	5	2	7
Bureau of Patrol.....	14	7	21
Bureau of Criminal Investigation	79 ^a	12	91
Bureau of Drug Law Enforcement.....	145 ^a	7	152
Bureau of Liquor Control Enforcement.....	18	211	229
Bureau of Emergency and Special Operations	<u>62^a</u>	<u>6</u>	<u>68</u>
Deputy Commissioner of Operations Subtotal.....	323	245	568
Deputy Commissioner of Staff	1	1	2
Bureau of Research and Development	21	13	34
Bureau of Records and Identification Services	9	210	219
Bureau of Forensic Services	33	142	175
Bureau of Staff Services	0	86	86
Bureau of Technology Services	<u>11</u>	<u>136</u>	<u>147</u>
Deputy Commissioner of Staff Subtotal	75	588	663
Headquarters Total	512 ^b	951	1,463

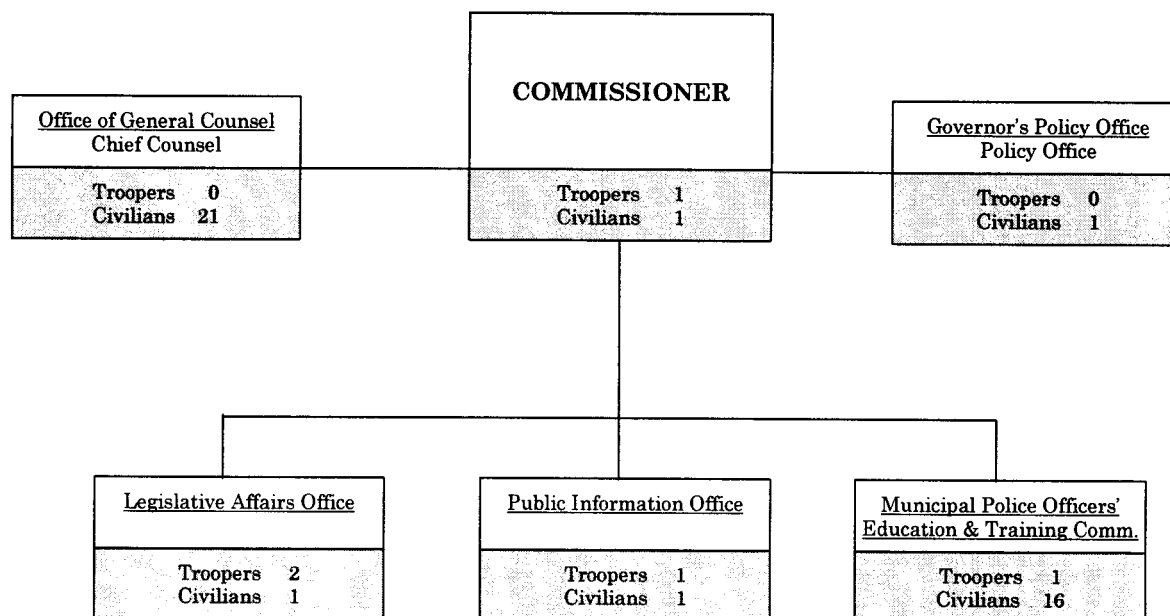
^aIncludes "detached" positions. The State Police defines a detached position as a position within a Bureau or other organizational segment of the Department that requires a member to perform a specialized law enforcement function at a location other than the Troop where the member is assigned. Members in detached status are not included in the allocation of personnel at their assigned Troop because they perform functions that are essential to the operation of the Bureau or organizational segment to which they are detached. A detachment to a Bureau is not a permanent assignment, rather a member is on loan from their permanent Troop and can be returned to their Troop without violating the provisions of the collective bargaining agreement.

^bAlthough organizationally assigned to Department Headquarters, more than one-half of these Troopers actually work in close cooperation with field personnel and do not physically work in Department Headquarters.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Exhibit 8

Staffing of the State Police Commissioner's Office*



*Filled positions as of April 1, 2001.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

The Commissioner. (*State Troopers - 1; Civilians - 1*) The Commissioner of the Pennsylvania State Police is an appointed position and a member of the Governor's cabinet. The Commissioner exercises administrative, command, and fiscal authority and responsibility over the Department. The Office of Chief Counsel, the Public Information Office, and the Legislative Affairs Office report directly to the Commissioner. He also chairs the Municipal Police Officers' Education and Training Commission.

The Office of Chief Counsel. (*State Troopers - 0; Civilians - 21*) The Office of Chief Counsel issues legal opinions; reviews contracts, legislation, and legal documents; and represents the Pennsylvania State Police in administrative hearings and in state and federal trial and appellate litigation. The Office of Chief Counsel is also responsible for publishing the monthly *PSP Counselor*, a digest of state and federal court opinions significant to law enforcement.

The Office of Chief Counsel consists of 21 positions as follows: Chief Counsel, four attorneys and legal support staff based in Department Headquarters, Harrisburg. An additional eight attorneys and support staff are stationed at the Bureau of Liquor Control Enforcement Legal Offices in Harrisburg, Philadelphia, Allentown,

and Pittsburgh to represent the Bureau of Liquor Control Enforcement in liquor control matters.

Legislative Affairs Office. (*State Troopers - 2; Civilians - 1*) The Legislative Liaison Office is responsible for being informed of all legislation that directly affects operations within the Department. Additionally, the Office responds to telephone and written requests for information from members of the General Assembly, the U.S. Congress, the Governor's Office, the Lt. Governor's Office, Boards, Commissions, and other executive agencies. These requests include interpretation of Department policy and programs; resolving constituent concerns; and researching, reviewing, and interpreting Pennsylvania statutes.

This Office is also responsible for coordinating the presentation of Department testimony at public hearings and for the coordinated development of all Department regulations, legislation, legislative testimony, and issues of significance with the Governor's Legislative Liaison and Policy Offices.

Public Information Office. (*State Troopers - 1; Civilians - 1*) The Public Information Office is responsible for answering questions from reporters regarding Department activities; preparing and distributing news releases on Department activities of statewide interest; organizing news conferences on matters of special significance; providing advice to the Commissioner on media-related matters; maintaining the State Police web page; and producing *The Communicator*, the monthly newsletter for Department employees and retirees.

Municipal Police Officers' Education and Training Commission
(*State Troopers - 1; Civilians - 16*) The Municipal Police Officers' Education and Training Commission (MPOETC) is a 20-member Commission established in law. The Commission is composed of the Secretary of Community and Economic Development; the Attorney General; the Commissioner of the Pennsylvania State Police (chairman); a member of the Senate of Pennsylvania, appointed by the President Pro Tempore; and a member of the House of Representatives, appointed by the Speaker. Gubernatorial appointments include: four elected officials of political subdivisions, four incumbent chiefs of police from political subdivisions, one Federal Bureau of Investigation special agent-in-charge, one educator qualified in the field of law enforcement, one member representing the public at large, two noncommissioned police officers, the police commissioner of a city of the first class or his designee, and a director of one of the certified training schools.

The MPOETC is responsible for establishing and maintaining training standards for municipal police, certain campus police officers, railroad police, and deputy sheriffs in counties of the second class; establishing and maintaining standards for instructors, schools, and curriculum for training; and establishing psychological and physical standards for certification and recertification of municipal police

officers on a biennial basis. The Commission is also responsible for decertifying officers convicted of disqualifying offenses. The MPOETC staff is responsible for administering the Lethal Weapons Training Act, which requires training and certification of individuals who possess a lethal weapon as part of their employment.

Policy Office. (*State Troopers - 0; Civilians - 1*) The Policy Office is responsible for the coordinated development of all Department regulations, legislation, legislative testimony, and Departmental policy with the Governor's Office. This responsibility also includes the promulgation of all Department regulations contained in Title 37 of the Pa. Code. Regulations and regulatory amendments are drafted and reviewed in consultation with affected bureaus, the Governor's Policy Office, and the Office of General Counsel to ensure compliance with the Commonwealth Documents Law, the Regulatory Review Act, and the Commonwealth Attorneys Act.

In CY 2000, the Office completed the promulgation of two regulations: the Municipal Police Officers' Education and Training Commission regulation and a regulation to further implement the Pennsylvania Uniform Firearms Act. Regarding the development of Departmental policy, the Office works closely with the Commissioner and his command staff, bureau directors, the Office of General Counsel, the Legislative Liaison Office, and the Public Information Office. The Office continues to present the Department's policy position through a variety of media to various groups and the citizenry.

Deputy Commissioner of Administration

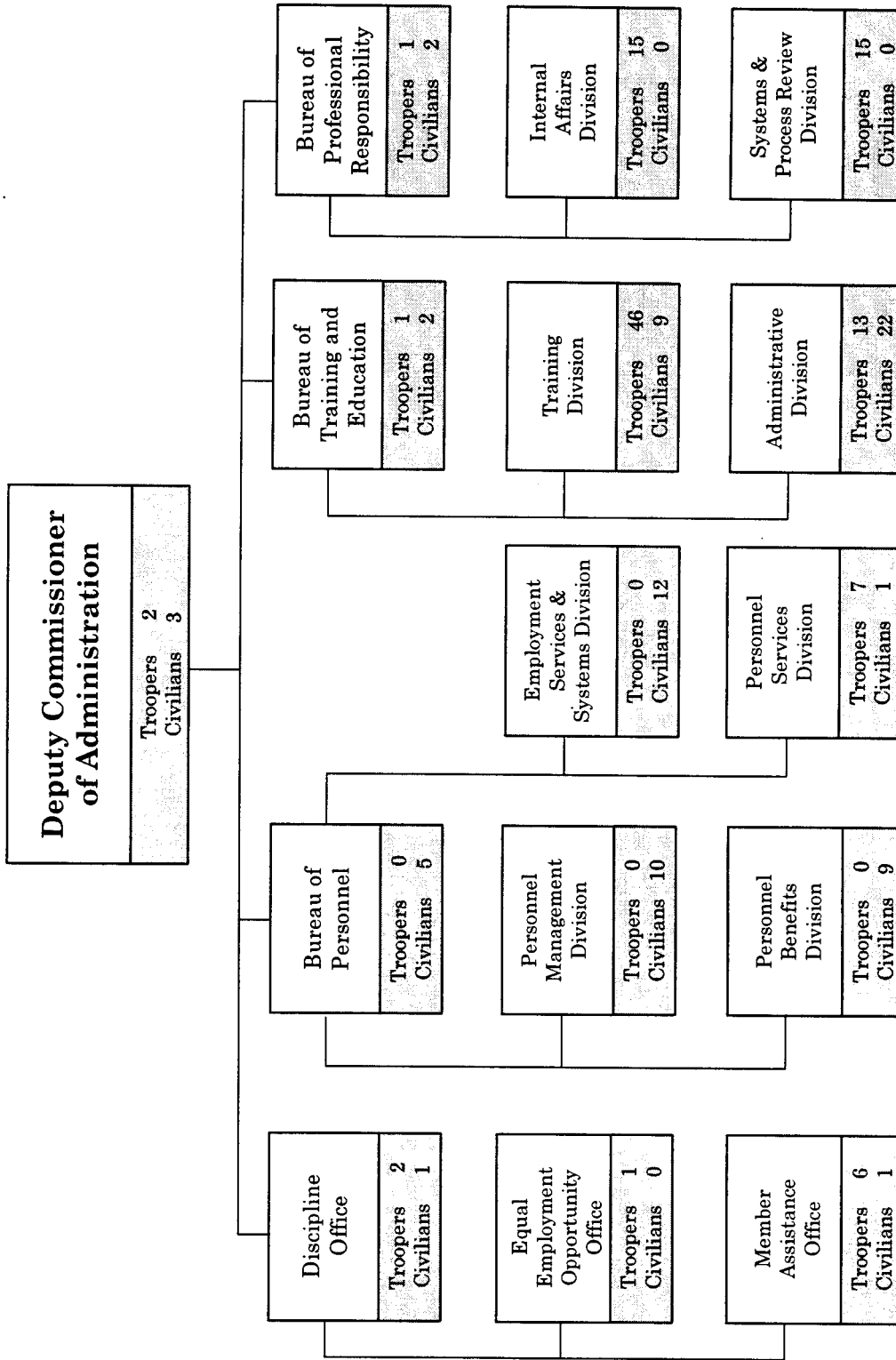
As of April 1, 2001, 109 State Troopers and 77 civilian employees reported to the Deputy Commissioner of Administration (see Exhibit 9).

Deputy Commissioner's Office. (*State Troopers - 2; Civilians - 3*) The Deputy Commissioner of Administration is responsible for assisting the Commissioner in the development of policies and procedures to achieve maximum efficiency in functional responsibilities and to ensure maximum use of existing resources. The Deputy Commissioner of Administration assists the Commissioner in coordinating and supervising all the Department's administrative activities.

Discipline Office. (*State Troopers - 2; Civilians - 1*) The Department's Discipline Office assists the Commissioner in the administration of Department disciplinary matters. Specifically, this Office is responsible for coordinating and evaluating Disciplinary Action Reports and related documentation, as well as the subsequent assignment and imposition of all enlisted discipline. The Discipline Office also assists the Office of Chief Counsel and the Office of Administration's Bureau of Labor Relations in preparation and defense of grievances.

Exhibit 9

State Police Headquarters Staffing: Deputy Commissioner of Administration*



*Filled positions as of April 1, 2001.

Source: Developed by LB&FC staff using information provided by the Pennsylvania State Police.

Equal Employment Opportunity Office. (*State Troopers - 1; Civilians - 0*) The Equal Employment Opportunity (EEO) Office is responsible for developing the Department's annual Equal Employment Opportunity Plan and for monitoring its progress and effectiveness. Additionally, this Office is responsible for receiving and investigating informal complaints concerning sexual harassment and/or discrimination, identifying any discriminatory problems, and training personnel in laws and Department regulations regarding equal employment opportunities. Also, this Office provides training to Department personnel on topics such as sexual harassment, reporting requirements, and documentation. As the Department's contract compliance officer, the EEO Office ensures that the Department does not contract with vendors who engage in discriminatory employment practices.

Member Assistance Office. (*State Troopers - 6; Civilians - 1*) The Member Assistance Program (MAP) provides assistance to personnel and their immediate families who are experiencing personal, emotional, psychological, or related medical problems. MAP provides information, confidential assistance, and, when appropriate, referral to professional and/or community resources. Additionally, the MAP's responsibilities include responding to serious critical incidents to conduct defusings, debriefings, and/or emergency interventions.

Bureau of Personnel. (*State Troopers - 7; Civilians - 37*) The Bureau of Personnel is responsible for developing standards and procedures for personnel management, maintaining and processing all personnel records, and maintaining liaison with various agencies and boards.

The Bureau is also responsible for administering the Department's recruiting and Cadet processing and hiring programs. This includes processing written examinations, physical performance tests, polygraph examinations, medical evaluations, and psychological evaluations. Furthermore, the Bureau is responsible for the promotion examination process for the ranks of Major, Captain, Lieutenant, Sergeant, and Corporal.

Additionally, the Bureau administers the Americans With Disabilities Act (ADA) Program, the health and safety program, Liquor Control Enforcement Officers' benefits program, random drug testing, the awards program, classification of civilians, labor relations, supplementary employment, and civilian employment.

Bureau of Training and Education. (*State Troopers - 60; Civilians - 33*) The Bureau of Training and Education directs the administration of state and municipal police training at the Academy in Hershey and four Regional Training Centers. The Bureau also provides mandatory in-service training as well as a myriad of other law enforcement-related training for all Department personnel. The Bureau maintains and coordinates the Ceremonial Unit that represents the Department at designated ceremonies and the Mounted Unit that represents the Department at

incidents requiring crowd control and/or security. For the benefit of the community, the Bureau provides safety education and crime prevention programs for youth and adults, administers the Hug-A-Bear program, and assists and monitors the operation of Camp Cadet programs.

Bureau of Professional Responsibility. (*State Troopers - 31; Civilians - 2*) The Bureau of Professional Responsibility receives, documents, and investigates all allegations of misconduct by Department personnel and investigates all instances involving the use of physical force or shooting. In many cases, investigations are conducted by designated field supervisory personnel. The Bureau also conducts in-depth inspections of personnel and installations, and it documents the findings in written reports and reviews the practical application of Department policies and procedures with regard to their effectiveness and efficiency.

Deputy Commissioner of Operations

As of April 1, 2001, 323 State Troopers and 245 civilian employees reported to the Deputy Commissioner of Operations (see Exhibit 10).

Deputy Commissioner's Office. (*State Troopers - 5; Civilians - 2*) The Deputy Commissioner of Operations assists the Commissioner with the administration, coordination, and supervision of the Department's field operations function. The Deputy Commissioner of Operations also serves as second in command in the event of the absence or incapacitation of the Commissioner.

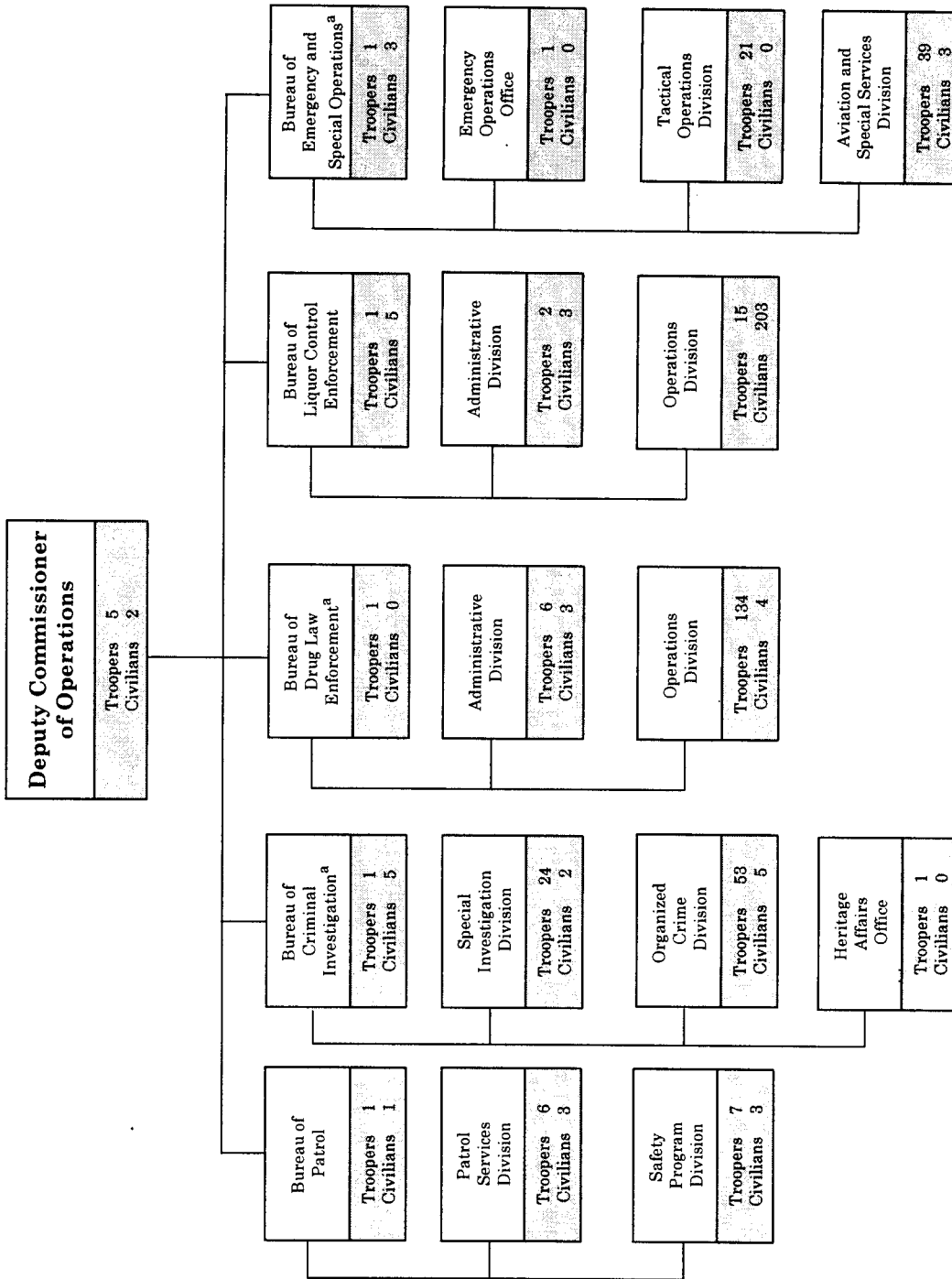
Bureau of Patrol. (*State Troopers - 14; Civilians - 7*) The Bureau of Patrol develops and coordinates various traffic law enforcement, patrol, and safety programs, including programs designed to increase a patrol member's ability to investigate serious traffic incidents and crime. In this regard, the Bureau coordinates and directs Department participation in federally funded special enforcement programs. The Bureau also exercises functional authority over the Vehicle Fraud Program and ensures the uniform application and enforcement of the School Bus Inspection Program, and other PennDOT Programs. The Bureau also coordinates and directs the Motor Carrier Safety Assistance Program (MCSAP) in conjunction with PennDOT and the Public Utility Commission and maintains liaison with PennDOT and other state agencies regarding various programs, investigations, and other issues of mutual concern.

Bureau of Criminal Investigation. (*State Troopers - 79¹, Civilians - 12*) The Bureau of Criminal Investigation consists of three divisions: Special Investigations, Organized Crime, and the Heritage Affairs Office. The Special Investigations Division conducts and/or assists in the investigation of major crimes, as well as investigations for the Governor's Office and other state agencies upon request; serves

¹Includes detached positions.

Exhibit 10

State Police Headquarters Staffing: Deputy Commissioner of Operations*



*Note: Filled positions as of April 1, 2001; also, although organizationally assigned to Department Headquarters, many of the State Troopers included on this chart actually work in close cooperation with field personnel and do not physically work in Department Headquarters.
^aIncludes detached positions.

as the statewide coordinator for the Federal Bureau of Investigation's Violent Criminal Apprehension Program; serves as a central repository or clearinghouse of information on missing persons; maintains liaison with the Pennsylvania Commission on Crime and Delinquency relating to prevention and control of delinquent behavior; and assists in the investigation of fires and fire-related matters through its fire service program, including the activities of Deputy and Assistant Deputy Fire Marshals.

The Organized Crime Division directs and coordinates the activities of the task forces created to effectively suppress gambling, prostitution, organized crime, white collar crime, public corruption, and fraud. This Division also collects, maintains, analyzes, and disseminates criminal intelligence information.

The Heritage Affairs Office serves as the Department liaison with the Inter-Agency Task Force on Civil Tension which consists of various federal and state agency representatives, provides direction and assistance to law enforcement agencies regarding hate/bias crimes or incidents, monitors various law enforcement activities and their impact on ethnic communities, and interacts with ethnic groups to resolve community conflicts.

Bureau of Drug Law Enforcement. (*State Troopers - 145;¹ Civilians - 7*) The Bureau of Drug Law Enforcement investigates the illegal distribution, sale, and use of drugs and coordinates the activities of the Troop Tactical Narcotic teams; collects, maintains, and disseminates drug-related intelligence information; coordinates the Department's seizure and forfeiture of assets discovered during drug investigations; and assists and cooperates with local, state, and federal agencies in enforcing drug laws.

Bureau of Liquor Control Enforcement. (*State Troopers -18; Civilians - 211*) The Bureau of Liquor Control Enforcement is responsible for investigating and enforcing provisions of the Liquor Code and regulations as promulgated by the Liquor Control Board.

Bureau of Emergency and Special Operations. (*State Troopers - 62;¹ Civilians - 6*) The Bureau of Emergency and Special Operations coordinates the delivery of specialized law enforcement services to the Department and other police agencies. These functions include aviation, canine drug enforcement, and Special Emergency Response Teams. The Bureau also maintains the Department's electronic surveillance equipment repository and maintains liaison with the Pennsylvania Emergency Management Agency (PEMA) and other emergency management agencies.

Deputy Commissioner of Staff

As of April 1, 2001, 75 State Troopers and 589 civilian employees reported to the Deputy Commissioner of Staff (see Exhibit 11).

Deputy Commissioner's Office. (*State Troopers - 1; Civilians - 1*) The Deputy Commissioner of Staff is responsible for providing overall administration, coordination, and supervision of the Department's staff function. The Deputy Commissioner of Staff also reviews all proposed grant opportunities to determine the feasibility of funding in relation to the Department's goals.

Bureau of Research and Development. (*State Troopers - 21; Civilians - 13*) The Bureau of Research and Development controls and administers the Department's enlisted complement by distributing positions at the Station level. In this regard, the Bureau reviews and processes the annual Automated Incident Memo System reports submitted by each Station. The Bureau is also responsible for coordinating and reviewing all activities related to achieving and maintaining accreditation as a law enforcement agency. The Bureau also facilitates strategic planning activities. It conducts in-depth studies and evaluations to ensure the Department is provided with current information on contemporary police practices and procedures. The Bureau also compiles statistical data, prepares the Department's Annual Report, and administers Pennsylvania's Uniform Crime Reporting Program.

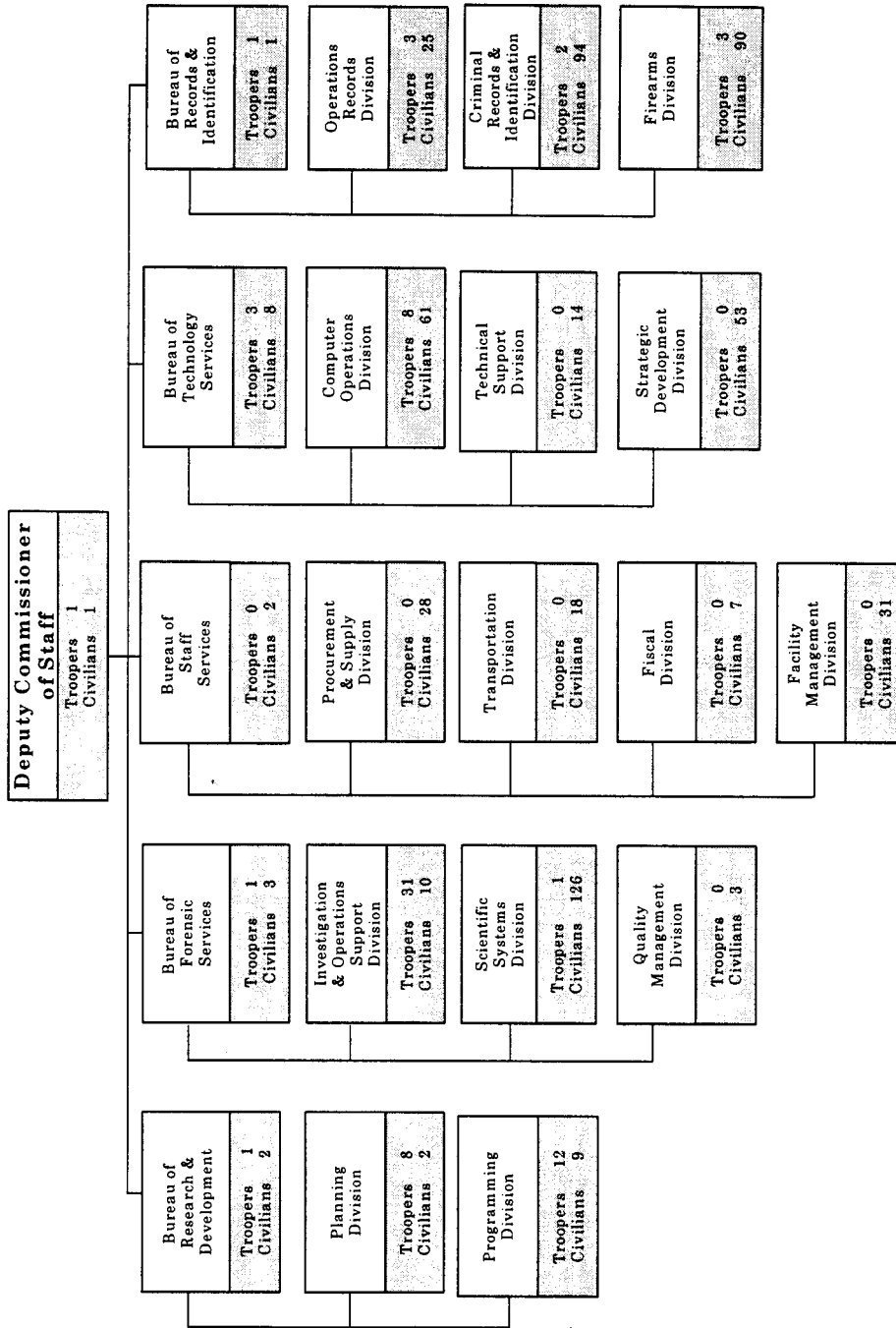
Bureau of Forensic Services. (*State Troopers - 33; Civilians - 142*) The Bureau of Forensic Services examines and evaluates pertinent physical evidence as it relates to ballistics, DNA, drug identification, latent fingerprints, serology, and toxicology. The Bureau also provides expert testimony in state and federal courts regarding laboratory findings and operates and maintains regional laboratory facilities. Bureau services are available to all law enforcement entities in Pennsylvania.

Bureau of Staff Services. (*State Troopers - 0; Civilians - 86*) The Bureau of Staff Services develops, prepares, and controls the Department's budget. In this regard, the Bureau assists in the preparation of federal grant applications, conducts cost studies and fiscal analysis of programs, and administers salary and benefits allocation controls. The Bureau also coordinates and plans space allocation, leases, bid proposals, and specifications for facilities; prepares purchase requisitions and maintains accountability on all equipment and supplies; and manages the Department's automotive fleet.

Bureau of Technology Services. (*State Troopers - 11; Civilians - 136*) The Bureau of Technology Services provides information and communications technology for the Department, administers data processing activities, manages all Department central computer systems and remote terminal equipment, and administers the State Police Enterprise Network. Also, the Bureau manages the statewide

Exhibit 11

State Police Headquarters Staffing: Deputy Commissioner of Staff*



*Filled positions as of April 1, 2001.

Source: Developed by LB&FC staff using information provided by the Pennsylvania State Police.

Commonwealth Law Enforcement Assistance Network (CLEAN), including connections to the National Crime Information Center (NCIC), the National Law Enforcement Telecommunications System (NLETS), the Pennsylvania Bureau of Motor Vehicles, and the Philadelphia Police Department. Furthermore, the Bureau manages the radio and telephone system contracts and coordinates Departmental communications requirements throughout the Commonwealth.

Bureau of Records and Identification. (*State Troopers - 9; Civilians - 210*) The Bureau of Records and Identification maintains the central repository for criminal records of individuals arrested for offenses committed in the Commonwealth and processes requests for criminal history record information; processes arrest fingerprint cards received through the Automated Fingerprint Identification System (AFIS) and maintains files of these cards; and operates the Pennsylvania Instant Check System (PICS) which conducts criminal background checks on individuals wishing to purchase firearms and those applying for a license to carry a firearm. Additionally, the Bureau maintains all incident reports for the State Police, maintains Megan's Law database, conducts court-ordered expungements, and maintains crash reports for crashes investigated by the State Police and provides copies to the public as required by law.

V. Study Findings on State Police Staffing

A. The State Police Workload and Demand for Services Continue to Grow

Position in the Statewide Law Enforcement Structure

The Pennsylvania State Police has broad responsibilities for providing police services statewide. While they make up only 17.8 percent of the number of full-time law enforcement officers in the state, State Troopers are responsible for nearly 85 percent of the Commonwealth's land area and 66 percent of total highway miles. The State Police also has coverage responsibility for 70 percent of the state's 2,574 municipalities and about 28 percent of the state's population. The extent of State Police coverage responsibility is illustrated on Table 10 below.

Table 10

Statewide State Police Coverage Responsibility

(As of April 1, 2001)

	State Total	State Police Coverage	State Police as % of State Total
Number of Municipalities	2,574	1,788	69.5%
Population	11,994,016 ^a	3,313,500	27.6
Highway Miles	110,044	72,486	65.9
Area - Square Miles	44,997	38,076	84.6
Full-Time Police Officers	23,167	4,119	17.8

^aRevised July 1, 1999, estimated population as reported by the U.S. Department of Commerce.

Source: Developed by LB&FC staff from information obtained from the Pennsylvania State Police.

Factors That Increase Workload and Demand for Services

The LB&FC's 1996 staffing study concluded that the workload and service demands on the Pennsylvania State Police had increased dramatically since the cap on the State Trooper complement was last changed in 1972. This conclusion was based on the cumulative impact of additional statutory mandates, increases in incidents requiring a police response, increases in criminal offenses and crime rates, increasing responsibilities for municipal coverage, greatly expanded traffic volume, increases in public expectations of the State Police, and a mission that had become increasingly complex and specialized. Taken together, these same factors continue to place additional demands on the State Police.

Additional Responsibilities. Numerous mandates from the General Assembly, the federal government, and the courts have assigned additional responsibilities to the State Police since the complement cap was last increased. Between 1972 and 1996, 42 separate statutory mandates resulted in a substantial number of additional duties and responsibilities for the State Police. As reported in the LB&FC's 1996 study report, these mandates drew the equivalent of about 160 State Troopers from the Patrol function.

Legislation resulting from the 1995 Special Session on Crime placed substantial additional responsibilities on the State Police in areas such as firearms background checks, the registration of sexually violent offenders, and the administration of a DNA Database. Since our 1996 complement study, another 14 mandates have been enacted which placed additional responsibilities on the State Police (see Exhibit 12). Examples of these additional responsibilities are:

- Amendments to Megan's Law. Amendments made to "Megan's Law" require Troopers at the State Police Stations to administer additional paperwork regarding address changes and verifications of sexually violent offenders. Troopers must also conduct investigations and prepare reports for subsequent court hearings any time a sexually violent offender fails to comply with the provisions of Megan's Law.
- The Mental Health Procedures Act of 1996. Under this act, the State Police must collect information from counties on individuals who have been adjudicated incompetent or who have been involuntarily committed to a mental health institution for in-patient care and treatment. This information is then used as part of the State Police's Instant Background Check System (PICS).
- Motor Vehicle Sales Finance Act. Pursuant to this act, the State Police is responsible for receiving notification of vehicle repossessions in jurisdictions where there is no local police force. They also receive these notifications when the person whose vehicle is being repossessed may have made threats, or pose some other type of danger. The receipt of these notices is the responsibility of Troopers at the Station level.
- Independent Counsel's Office Established. Act 1998-19 established the Independent Counsel's Office. This Office may request assistance from the State Police in carrying out its duties and responsibilities. The State Police is required to provide this assistance, which may include the use of State Police resources and personnel. The amount of work affecting the State Police is dependent on the number and type of requests made by the Independent Counsel.

Exhibit 12

Additional Responsibilities Assigned to the State Police Since the Complement Cap Was Last Increased in 1972

- 1973 Uniform Crime Reporting Duties
- 1974 Municipal Police Training
Lethal Weapons Training
- 1976 Advisory Functions to PennDOT
Fingerprinting in Cases of Retail Theft
- 1978 Wiretapping and Electronic Surveillance Training
Participation on the Pennsylvania Commission on Crime and Delinquency
Participation on the Pennsylvania Emergency Management Council
- 1979 Centralized Collection of Criminal History Records
- 1980 Supervising SEPTA's Vehicle Inspection Plan
- 1982 Library Theft Checks
Review of Railway Police Candidates
- 1983 Monitorship of Vehicle Emission and Safety Inspections
- 1984 Participation on Hazardous Materials Transportation Advisory Committee
Escort for Spent Nuclear Fuel Shipments
- 1985 Maintenance of Missing and Unidentified Persons Files
Seizure of License Plates, Registration Cards, and Driver Licenses
Provision of Information on Persons Applying for Jobs in Public and Private Schools
Participation in Systematic Vehicle Inspection Programs
- 1986 Collection of Hate Crime Information
Maintenance of Information Repository on Alleged Delinquents
- 1987 Transfer of Liquor Control Enforcement
- 1988 Receipt of College and University Crime Statistics/Development of a Uniform
Application for a Firearm License
Commissioner Appointed to the Coroner's Education Board
- 1990 Establishment of Toll-Free Number to Report Illegal Transport of Foodstuffs
Provision of Information on Persons Applying for Childcare Jobs
Monitorship of Municipal Police Agencies Accessing Automated Criminal Intelligence
Information Systems
- 1992 Maintenance of a Criminal Laboratory User Fee Fund
Fire Protection Enforcement for Above Ground Storage Tanks
- 1993 Assumption of Pennsylvania Crime Commission Functions
- 1994 Administrative Duties Related to Protection From Abuse Orders
Provision of Information on Persons Applying for Positions as Humane Society Police
Officers
Maintenance of Records of Motor Vehicle Pursuits
Background Checks of County Probation and Parole Officers
- 1995 Cooperative - Information Access Agreement With the Department of Public Welfare
Protocol and Recordkeeping for Incidents of Violence or Involving Handguns in Schools

Exhibit 12 (Continued)

1995 (Continued)

Commissioner Appointed to Serve on the Governor's Community Partnership for Safe Children

Commissioner Appointed to Serve on the Governor's Drug Policy Planning Coordination Council

Special Session on Crime:

Instant Background Check - Uniform Firearms Act

Establishment and Maintenance of Records Concerning Adjudicated Delinquents

Establishment and Administration of a State DNA Database

Registration of Sexually Violent Offenders (Megan's Law)

Participation on the Victims Services Advisory Committee

1996 Regulation of Certain Gasoline Dispensing Nozzles

Collection of Information on Individuals Who Have Been Adjudicated Incompetent or Who Have Been Involuntarily Committed to a Mental Institution for Inpatient Care and Treatment

Receiving of Notices of Repossessions in Jurisdictions With No Municipal Police

Registration of Certain Out-of-State Offenders Who Move Into Pennsylvania

1998^a Assistance May Be Requested of New Independent Counsel's Office

Co-Develop Training Costs in Wiretapping and Electronic Surveillance

Maintain Repository for Convicted Felons Name Change Information

Victim's Services Advisory Committee

Committee for Protection of Senior Citizens

Chemical Testing for Blood Alcohol Levels at State Police Criminal Laboratory

1999 Participate in PA Justice Network

2000 Collection of Fingerprints and Photographs of Adjudicated Delinquents

Modified Megan's Law Provisions Relating to Offender Registration

^aIn 1998, an amendment to the Combustible and Flammable Liquids Act transferred the responsibilities of the State Police relating to combustible and flammable liquids to the Department of Labor and Industry.

Source: Developed by LB&FC staff from an examination of Pennsylvania statutes, executive orders, and discussions with State Police personnel.

- *Wiretapping and Electronic Surveillance Training Course.* Act 1998-19 directed the State Police, along with the Attorney General, to develop a training course in the legal and technical aspects of wiretapping and electronic surveillance. While the State Police has conducted wiretapping and electronic surveillance courses in the past, this new mandate requires that the State Police now develop the course as well. Also, in 1997, the Attorney General designated the State Police as a wiretap repository for Pennsylvania.
- *Testing for Blood Alcohol Levels.* Act 1998-151, which amended the Vehicle Code, provided that the State Police criminal laboratories can now perform chemical tests for blood alcohol levels.
- *Adjudicated Delinquent Requirements.* In 2000, the Judicial Code was amended to require the State Police to fingerprint and photograph adjudicated delinquents. Troopers at the Station level are responsible for the collection of this information.
- *Commissioner to Serve on Committees.* Several Executive Orders issued since 1995 require the State Police Commissioner to serve on various committees. These include the Victims' Services Advisory Committee, the Statewide Committee for the Protection of Senior Citizens, the Governor's Community Partnership for Safe Children, and the Governor's Drug Policy Planning Coordination Council.

As of April 2001, a number of bills pertaining to the State Police were pending. These bills, which are listed in Appendix L, address areas, such as compiling data, training and instruction, criminal work, and the statutory cap on the number of Troopers. Some of these bills if enacted would require the State Police to:

- compile and analyze data concerning crimes of violence committed on school property;
- establish a statewide fingerprinting network for law enforcement;
- establish the Privately Employed Agents Training and Certification Program;
- conduct criminal history background checks for volunteers working with children;
- develop the criteria for certified firearms safety courses and certify participating organizations;
- establish and maintain a registry of ammunition purchases;
- make available to school districts instructional information on violence prevention;
- promulgate regulations for the use of unmarked police vehicles;

- direct off-duty State Police officers to escort overweight and oversize trucks;
- work with the Department of Transportation to identify by a code on a driver's license those persons who are sexually violent predators;
- maintain a registry of all firearms that are reported by local law enforcement agencies as recovered by firearm tracing; and
- require police officers who stop vehicles for traffic violations to be driving cars that are clearly marked as a police vehicle.

Number of "Incidents" and Criminal Offenses. Incidents are a primary measure of demand for police services. An incident can be defined as an act or situation that is reported by a member of the general public or is observed by a police officer that requires a police response. Most incidents require a patrol response.

The Pennsylvania State Police uses an Automated Incident Memo System (AIMS) to provide a record of all incidents handled by the Department. All incidents responded to by the Department, except traffic arrests and warnings, are given station location and incident type codes. During calendar year 2000 the Pennsylvania State Police reported handling 607,184 incidents. This was a 4.0 percent increase over the 1996 level and was 97.8 percent greater than in 1972, the year the complement was last increased.

The county stations (Troops A-R) accounted for 579,982 or about 95.5 percent of total incidents. Troop T (Turnpike) reported 27,202 incidents including 8,342 requests for assistance, 5,288 collisions, and 2,531 traffic violations.

Together, requests for assistance, collisions, burglaries, and thefts accounted for about 50 percent of all incidents that required a patrol response. Within the burglary category, false alarms accounted for 42,898 incidents, or 77.5 percent of the total within this group. Department-wide, false alarms represented 7.1 percent of total incidents.

The number of incidents included on Table 11 and discussed above does not include situations that do not require a patrol response and do not receive an incident number in the Department's AIMS. State Troopers handled 78,122 incidents in 2000 that did not require a patrol response including, for example, referrals to other agencies, MCSAP inspections, police information requests, and Commonwealth Law Enforcement Assistance Network (CLEAN) requests. Furthermore, this incident information presented on Table 11 does not include traffic arrests and warnings. Pennsylvania State Police Officers made 449,430 traffic arrests and issued 318,396 warnings during 1999; the number of traffic arrests increased to 484,749 in 2000. (See Appendix K.)

Table 11

**Summary of Incidents Handled by the
Pennsylvania State Police, by Type**
(CY 2000)

<u>Incident Type</u>	<u>Troops A Through R</u>	<u>Troop T (Turnpike)</u>	<u>State Police Total</u>
Requests for Assistance:			
Motorists	54,288	6,665	60,953
Other Agencies	17,644	71	17,715
Other Police	14,610	85	14,695
Stations (PSP Only).....	12,658	839	13,497
Fingerprints.....	7,979	33	8,012
Mental Health Act.....	2,097	0	2,097
Other Police/Intox.	202	0	202
Other	<u>5,453</u>	<u>649</u>	<u>6,102</u>
Subtotal - Requests for Assistance	114,931	8,342	123,273
Collisions.....	86,328	5,288	91,616
Burglary:			
False Alarm.....	42,865	33	42,898
Burglary	9,958	2	9,960
Criminal Trespass	1,880	0	1,880
Prowler.....	199	0	199
Other	<u>429</u>	<u>1</u>	<u>430</u>
Subtotal - Burglary.....	55,331	36	55,367
Theft	32,889	322	33,211
Traffic Violations	25,653	2,531	28,184
Assaults.....	20,523	78	20,601
Criminal Mischief.....	19,664	36	19,700
Canceled by Complainant.....	19,220	178	19,398
Vehicles ^a	12,205	498	12,703
State Dept. Investigations ^b	12,039	91	12,130
Disorderly Conduct	8,110	78	8,188
Suspicious Persons	7,282	121	7,403
Warrants	7,169	24	7,193
Escorts.....	7,020	308	7,328
Speeches.....	6,610	7	6,617
Drug & Narcotics.....	6,126	120	6,246
Traffic Control	5,459	2,805	8,264
Lost & Found	4,774	170	4,944

Table 11 (Continued)

<u>Incident Type</u>	<u>Troops A Through R</u>	<u>Troop T (Turnpike)</u>	<u>State Police Total</u>
Inspection Stations.....	3,734	0	3,734
Liquor Laws.....	3,415	47	3,462
Sex Offenses.....	3,122	7	3,129
Missing Persons.....	2,646	6	2,652
Fire Marshal Investigations:			
Arson.....	861	0	861
Other.....	<u>1,710</u>	<u>6</u>	<u>1,716</u>
Subtotal Fire Marshal Invest.	2,571	6	2,577
Civil Process ^c	1,930	0	1,930
Megan's Law.....	1,567	1	1,568
Deaths:			
Suicide.....	317	3	320
Accidental.....	122	0	122
Homicide.....	58	0	58
Other.....	<u>830</u>	<u>5</u>	<u>835</u>
Subtotal Deaths.....	1,327	8	1,335
House Checks.....	864	0	864
Background Investigations.....	675	1	676
Escapees.....	406	3	409
Firearms Act Violations.....	335	2	337
Shootings.....	187	0	187
Gambling.....	170	0	170
Organized Crime.....	61	1	62
Other Incidents ^d	<u>105,639</u>	<u>6,087</u>	<u>111,726</u>
Grand Total ^e	579,982	27,202	607,184

^aIncludes, for example, investigation of suspicious vehicles, vehicle recoveries, and disabled vehicles/towing.

^bPrimarily orders of revocation of license plates, registration cards, and drivers licenses performed for PennDOT.

^cDoes not include PFA Order Entry, 37,271 in 2000.

^dIncludes such incidents as domestic complaints, labor disturbances, debris or animals on the roadway, attempted suicide, fugitive from justice, PSP Investigation, and "See Officer."

^eIncludes all incidents reported in the Department's AIMS. Does not include 78,122 incidents that did not require a patrol response, including 37,271 PFA Order Entries, 21,392 referrals, 18,765 police information actions, 631 CLEAN requests, and 63 Act 141 warrants. Also, does not include traffic warnings and arrests and MCSAP inspections which, during 2000, numbered 29,583 inspections and required 56,539 hours to complete.

Source: Developed by LB&FC staff using information obtained from the 2000 Pennsylvania State Police AIMS reports.

Criminal offenses in the Pennsylvania Uniform Crime Reporting (UCR) System are classified as Part I and Part II offenses. Part I, or crime index offenses, are considered by law enforcement agencies to be the most serious crimes that come to the attention of police and occur with a great enough frequency to be reported as a separate category. Crime Index Offenses are used nationally as a basis for comparison of criminal activity.

The Part II category includes other offenses, such as assaults, forgery/counterfeiting, fraud, embezzlement, stolen property, vandalism, weapons/possession, prostitution and vice, sex offenses, drug abuse violations, gambling, offenses against the family and children, DUI, liquor law violations, drunkenness, disorderly conduct, vagrancy, curfew/loitering, and runaways, among others.

As shown on Table 12, the crime rate for Part I offenses in Pennsylvania increased by 15 percent since the statutory staffing cap was last increased while the Part II crime rate rose by 86 percent during the same period. Within the Part I category of offenses, violent crimes rose by about 48 percent since the early 1970s.

Table 12

Criminal Offenses and Crime Rates in PA			
(1973 and 1999)			
<i>Part I - Crime Index Offenses:</i>	<u>1973</u>	<u>1999</u>	<u>% Change</u>
Violent Crimes ^a	32,397	47,867	47.8%
Property Crimes ^b	<u>265,361</u>	<u>297,586</u>	12.1
Total Part I Crimes ^c	297,758	345,453	16.0
Arson	N/A	3,173	N/A
Negligent Manslaughter	N/A	30	N/A
<i>Part II Offenses</i>	322,122	605,095	87.8
PA Population	11,902,000	12,001,000	0.8
Part I Crime Rate (Per 100,000)	2,502	2,879	15.1
Part II Crime Rate (Per 100,000)	2,706	5,042	86.3

^aViolent crimes include murder, rape, robbery, and aggravated assault.

^bProperty crimes include burglary, larceny-theft, and motor vehicle theft. (Arson was not included in the computations since it was not classified as a Part I Crime Index Offense in 1973.)

^cTotal includes UCR-Classified Part I offenses less arson and negligent manslaughter.

Source: Developed by LB&FC staff from Pennsylvania Uniform Crime Reports.

Expanded Responsibilities for Municipal Coverage. As of February 2001, the State Police was providing primary (i.e., full-time) coverage in 1,233 municipalities, and part-time coverage in 555 municipalities. (See Table 13.) Most of the municipalities in which primary coverage is provided have a population of less than 5,000. While these are considered State Police coverage areas, the State Police also provides first response or emergency assistance as necessary in other areas of the state.

Pennsylvania statutes do not explicitly require the State Police to provide police services to municipalities that do not have a police force. However, in terms of the relationship between the State Police and other police forces in the Commonwealth, a key statutory provision is 71 P.S. §250(d). This provision states that State Police Officers have the power and duty “whenever possible, to cooperate with counties and municipalities in the detection of crime, the apprehension of criminals, and the preservation of law and order throughout the State.” This language authorizes the State Police to provide police services to municipalities whenever possible. It does not, however, require the State Police to act as the police department in communities that do not have their own police force.

Nevertheless, Pennsylvania law assumes that the State Police will provide primary police services in communities that do not have a police force. State law, 42 Pa. C.S. §8951, defines the term “chief law enforcement officer” as follows:

The head of a duly constituted municipal law enforcement agency which regularly provides primary police services to a political subdivision or, in the absence of any such municipal law enforcement agency, the commanding officer of the Pennsylvania State Police installation which regularly provides primary police services to the political subdivision.

This provision, enacted in 1982, indicates a practice and/or presumption that evolved over the years, since there was no apparent pre-existing statutory requirement. As such, the State Police respond to emergencies and provide assistance anywhere in the Commonwealth.

In a political subdivision that has its own full-time police department, the Department’s policy is to refer calls it receives from citizens to the local police department which has jurisdiction in the caller’s locale. However, the State Police also provides back-up, support services, and a myriad of other specialty functions to these municipalities. In the event it is an emergency situation, the State Police will respond to assist, as well as refer the incident to the responsible police department. If it is not an emergency situation, the local police department is expected to handle the matter. If that department then requests State Police assistance, it will be granted.

Table 13

**Number of Municipalities Receiving
Full-Time or Part-Time State Police Services, by County**
(As of February 2001)

<u>County</u>	<u>Total Municipalities</u>	<u>Full-Time Local Police</u>	<u>Full-Time State Police</u>	<u>Part-Time State Police</u>
Adams	34	6	14	14
Berks	76	39	19	18
Chester.....	74	29	25	20
Cumberland.....	34	14	16	4
Dauphin	40	12	20	8
Franklin.....	21	5	15	1
Lancaster	60	34	16	10
Lebanon	27	12	6	9
Perry.....	30	0	22	8
Schuylkill.....	67	9	24	34
York.....	<u>72</u>	<u>43</u>	<u>18</u>	<u>11</u>
Area I	535	203	195	137
Bradford.....	51	3	37	11
Cameron.....	7	0	6	1
Clinton	29	2	19	8
Lackawanna.....	40	12	9	19
Luzerne ^a	56	26	12	18
Lycoming.....	53	5	38	10
Montour	11	1	9	1
Northumberland.....	36	7	21	8
Pike	13	3	9	1
Potter	31	0	27	4
Snyder.....	21	1	14	6
Sullivan.....	13	0	13	0
Susquehanna	40	0	29	11
Tioga.....	39	2	26	11
Union.....	14	1	9	4
Wayne	28	1	24	3
Wyoming.....	<u>23</u>	<u>0</u>	<u>13</u>	<u>10</u>
Area II.....	505	64	315	126
Allegheny	128	124	3	1
Bedford.....	38	3	34	1
Blair	24	4	8	12
Cambria	63	21	11	31
Centre	36	7	28	1
Fayette	43	5	22	16

Table 13 (Continued)

<u>County</u>	<u>Total Municipalities</u>	<u>Full-Time Local Police</u>	<u>Full-Time State Police</u>	<u>Part-Time State Police</u>
Fulton.....	13	0	12	1
Greene.....	26	1	23	2
Huntingdon.....	48	2	43	3
Indiana ^b	34	5	27	2
Juniata.....	17	0	15	2
Mifflin.....	16	3	8	5
Somerset.....	50	3	30	17
Washington.....	67	24	19	24
Westmoreland.....	<u>65</u>	<u>24</u>	<u>27</u>	<u>14</u>
Area III.....	668	226	310	132
Armstrong.....	45	4	23	18
Beaver.....	53	38	5	10
Butler.....	57	14	35	8
Clarion.....	34	1	24	9
Clearfield.....	50	5	37	8
Crawford.....	51	2	40	9
Elk.....	12	3	9	0
Erie.....	40	11	27	2
Forest.....	9	0	8	1
Indiana ^b	4	0	4	0
Jefferson.....	34	4	27	3
Lawrence.....	27	2	10	15
McKean.....	22	4	12	6
Mercer.....	48	10	28	10
Venango.....	31	2	26	3
Warren.....	<u>27</u>	<u>2</u>	<u>22</u>	<u>3</u>
Area IV.....	544	102	337	105
Bucks.....	53	36	10	7
Carbon.....	23	12	9	2
Columbia.....	33	5	7	21
Delaware.....	49	41	7	1
Lehigh.....	24	13	10	1
Luzerne ^a	19	8	8	3
Monroe.....	20	8	10	2
Montgomery.....	62	51	9	2
Northampton.....	38	23	6	9
Philadelphia.....	<u>1</u>	<u>1</u>	<u>0</u>	<u>0</u>
Area VI.....	322	198	76	48
Total.....	2,574	786	1,233	555

^aLuzerne County is split between Areas II and VI.

^bIndiana County is mostly in Area III, with its northern portion in Area IV.

Source: Developed by LB&FC staff based on information obtained from the Pennsylvania State Police.

In a municipality with a part-time police department, the State Police often must provide full police services during the hours the local department is not in operation. In a political subdivision that does not have its own police department, the State Police provides full police services. The State Police does, however, place the following restrictions on its services. The Department will not enter into written contracts with political subdivisions for police services nor will State Police Officers enforce local codes or ordinances. Each subdivision in areas of State Police responsibility is included in one of the Department's patrol zones.

Dissolution of Local Police Departments. The State Police have developed a policy statement relating to the dissolution of, or reduction in size of, a local police department on a permanent or temporary basis. The statement¹ provides as follows:

In the event a political subdivision is considering the abolishment of, or a reduction in the size of, its police department on a permanent or temporary basis, and requests the assistance of the Pennsylvania State Police to provide the essential police services, the affected Troop Commander shall immediately forward correspondence, through channels to the Commissioner, including (1) a list of the specific events that precipitated the abolishment/reduction in the force and the request for Pennsylvania State Police assistance; (2) the anticipated date of disbandment/reduction in the force; (3) details on the political subdivision (e.g., population, square miles, etc.); (4) the anticipated Department manpower and equipment needs; (5) the planned course of action; and (6) a projection of the situation, including anticipated date for reinstatement of the local police department, if any.

In such an event, the local officials shall be requested to submit formal correspondence to the Commissioner, notifying the Department of the situation. The correspondence is to include a specific request for Pennsylvania State Police assistance; the specific reason(s) for the request; and the signature of the appropriate authority of the local political subdivision. If the local police department is subsequently placed back in partial or full service, the Troop Commander is to immediately notify the Commissioner of this occurrence and the related details.

Specialization. Like other law enforcement agencies, the mission of the Pennsylvania State Police has become increasingly complex and diversified. Since the early 1970s, the State Police has followed a course of increased specialization in response to this trend. As stated by the State Police in a recent budget request, "the technological advances in today's society have given rise to the sophisticated criminal which has in return required the specialization of our resources."

¹Pennsylvania State Police Policy Statement, *Regionalization and Jurisdiction*, May 1988.

Several factors have driven the trend toward specialization. These include new and amended laws at both the state and federal levels, public demand for specialized services, the changing nature of crime, and technological innovations that have created the need for increased training and special skills development for the State Police workforce. While these specialty services are beneficial to the overall crime fighting effort of the State Police, they are ultimately filled by Troopers from the Patrol Unit.

Some of these specialties are now full-time State Police functions. These specialties include, but are not limited to, the following: Canine Drug Enforcement, Drug Law Enforcement, Aviation Services, Executive Services, Auto Theft, Computer Crime, and Wiretapping and Electronic Surveillance. Because there has not been an increase in the enlisted complement cap since 1972, each time a Trooper was pulled from the Patrol Unit to staff these specialties, the State Police was not able to fill the resulting Patrol Unit vacancy. As a result, the patrol function has been depleted with the creation of these specialties.

A few of the specialty positions, such as the Special Emergency Response Teams (SERT) and the Mounted (Equestrian) Unit require Troopers on an "as-needed" or detached basis. This means that the Trooper is assigned to a station for day-to-day operations, but when an emergency occurs that requires this specialty, the member is detached to the specialty team for the duration of that incident. In addition to responding to the emergencies, the Troopers on these teams are also drawn away from their assigned function for training activities.

This trend of specialization continues with the State Police. Most recently, the State Police has expanded the Computer Crime Unit within the Bureau of Criminal Investigation, and also established a Criminal Investigative Assessment (CIA) Unit within that same Bureau.

The Computer Crime Unit was established in 1993 and was initially staffed with one person. With the increase of computer and technology crimes, this Unit was expanded, and is currently staffed with three full-time Computer Crime Investigators and one Supervisor. Additionally, there are 17 Troop/Bureau personnel assigned as part-time Computer Crime Investigators. These part-time Investigators serve as a point of contact for all local police agencies and prosecutors within their coverage area.

Because of the rapid development of new technology, and the emphasis placed on deterring computer crime by the Commonwealth, the State Police requested additional funding in its FY 2001-02 budget document to expand its current computer crime investigation capability. The budget document also contained a request for funding to meet future demands, by adding additional civilian staff, expanding training for members, and purchasing necessary technology equipment.

Additionally, within the Bureau of Criminal Investigation, the CIA Unit has been established to provide assistance to federal, state, and local law enforcement agencies with the investigation of violent crimes. This Unit offers assistance to investigators with cases of homicide, arson, kidnapping, child molestation, multiple or violent rapes, sadistic-torture sexual assaults, extortion, fugitive assessments, and questionable cause of death. With the increasing violent nature of incidents and crimes, the establishment of this specialized unit became necessary for the State Police.

Expanded Traffic Volume. In 1999, daily vehicle miles traveled (DVMT) totaled 280,777 in Pennsylvania. This compares to 227,025 in 1989, which is an increase of 53,752 miles traveled, or 24 percent. The Federal Highway Administration uses DVMT as the primary measure of travel activity on the nation's highway system. By examining DVMT trend information, we are able to discern any changes in the level of travel activity on Pennsylvania highways. An analysis of the travel activity for the ten-year period 1989 to 1999 shows that DVMT has steadily grown over the period by roughly two percent each year. According to the State Police, overall highway surface has increased by only 2.7 percent during the same ten-year period, which means existing roadways are getting much busier.

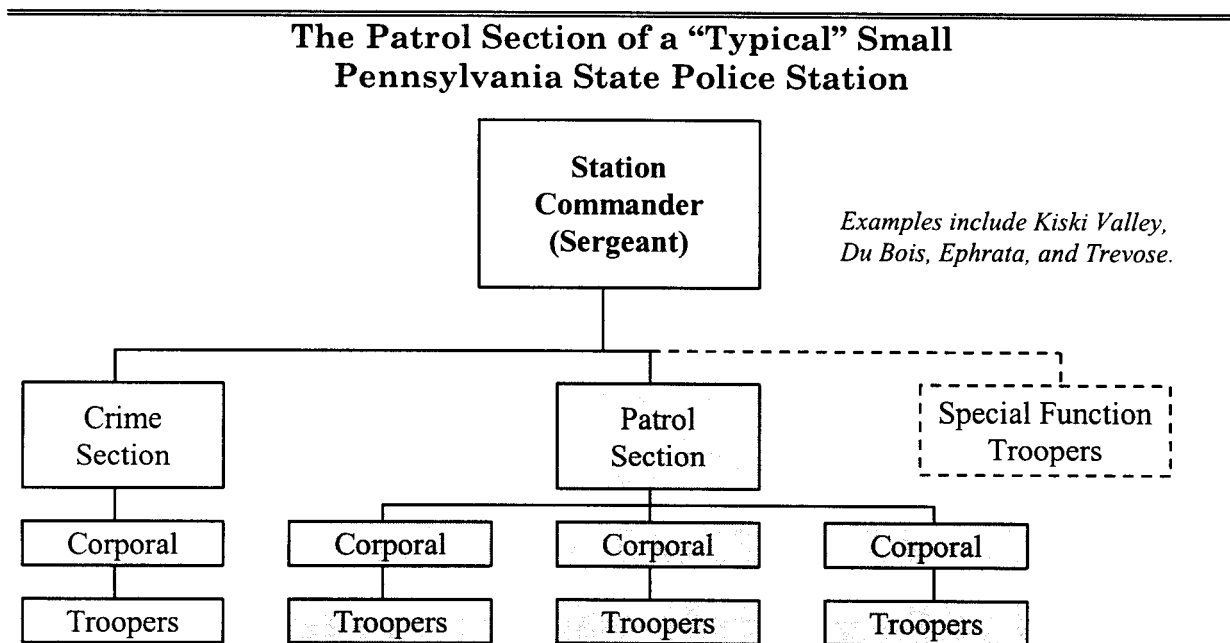
B. Less Than 50 Percent of the Total State Trooper Complement Is Available for Patrol Duty

The Pennsylvania State Police's mission statement encompasses traffic supervision and patrol, criminal law enforcement, crime prevention, emergency assistance, liquor control enforcement, and numerous administrative and other functions. As a full-service law enforcement agency, the State Police must deal with ever-increasing mandates, growing service demands, new technologies, and law enforcement specialties. These factors place significant demands on the Department's Trooper force and draw personnel to many duties and functions other than the basic patrol function.

Historically, one of the Department's primary missions has been to promote traffic safety, enforce existing motor vehicle statutes, recognize and eliminate traffic hazards, and encourage motorists to practice safe driving techniques. This is accomplished through the Department's patrol function.

The patrol function is performed from the 89 separate State Police field stations that comprise the State Police's 16 Troops and 6 Area Commands. State Troopers assigned to the Patrol Sections of these Stations are responsible for maintaining a "proactive patrol presence." Exhibit 13 illustrates the placement of the Patrol Section within the structure of a "typical" small State Police station.

Exhibit 13



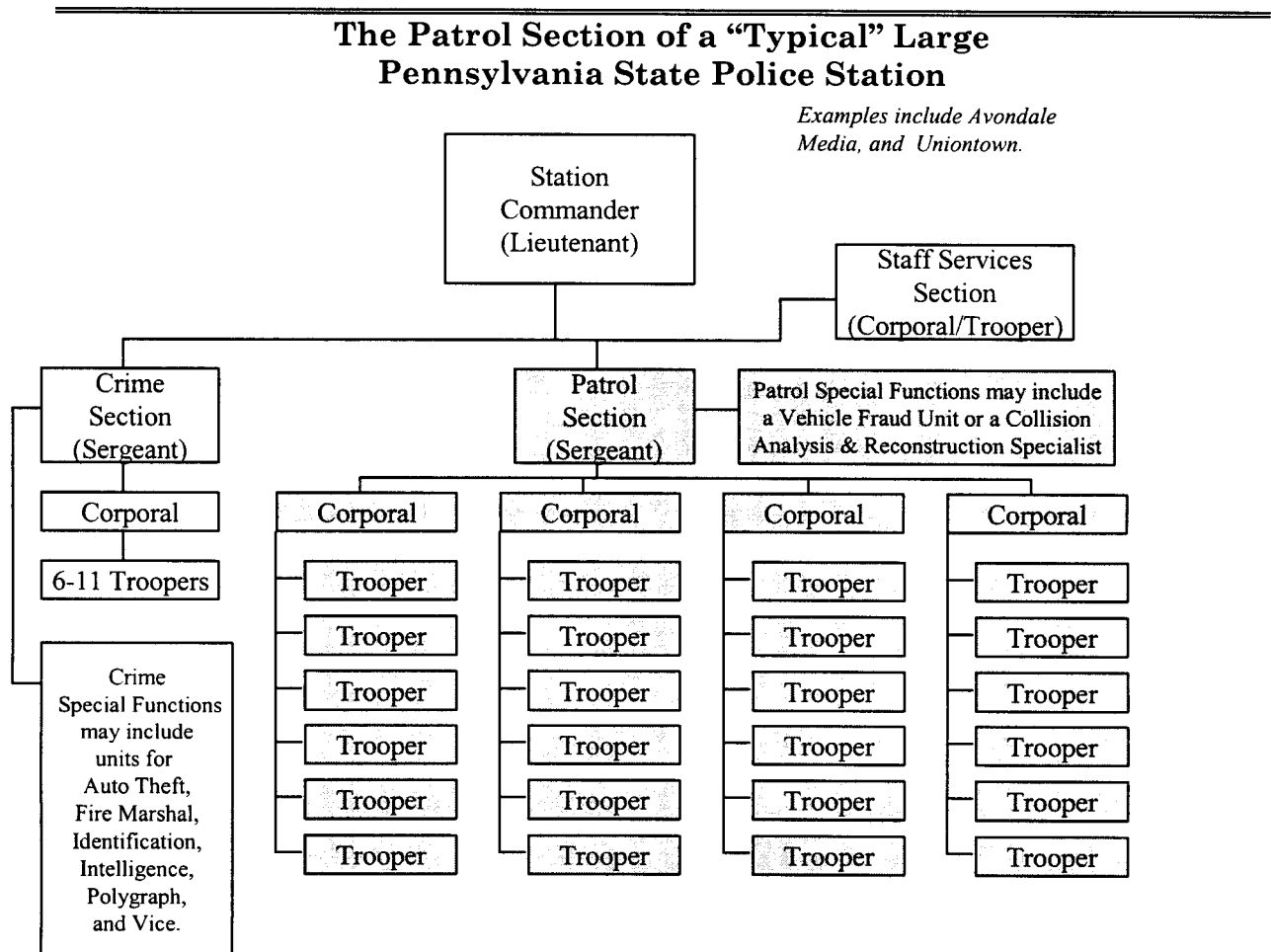
Source: Developed by LB&FC staff from PA State Police organizational charts and personnel rosters.

The Patrol Troopers' job description states that he/she is "to enforce the laws of the Commonwealth, provide assistance and protection to the citizens of the Commonwealth and its visitors, and promote public awareness regarding crime reduction and traffic safety."

In addition to a Patrol Section, State Police stations, depending on their size, also include a Criminal Investigation Section, Staff Services Section, and special function Troopers. The sizes of the Patrol Sections at the small stations referenced on Exhibit 13 range from 13 to 19 Troopers.

The Patrol Section of a typical large State Police station (see Exhibit 14) includes a much larger Patrol Section which may also include patrol special functions, such as a Vehicle Fraud Unit or Collision Analysis and Reconstruction Specialist. The typical large Station also has a more expansive Criminal Investigation Section with Troopers assigned to special functions, such as Auto Theft, Fire Marshal, Identification, Intelligence, Polygraph, and Vice.

Exhibit 14



Source: Developed by LB&FC staff from PA State Police organizational charts and personnel rosters.

In examining the current size and deployment of the State Police workforce, we sought to determine the total number of State Troopers engaged in patrol activities across the state. We analyzed State Police complement reports and duty rosters and found that Department-wide, many State Troopers are assigned to activities other than patrol.

As of April 1, 2001, the State Police had 4,119 filled enlisted positions (see organizational unit detail in Section IV). Of this number, 3,379 were deployed to the field, Troops A through R, another 228 were assigned to Troop T, and 512 were assigned to Headquarters.

We found that 1,979, or 48 percent of all filled State Trooper positions, are in a Patrol Unit.² (See Table 14.) State Troopers assigned to “other functions,” which amounted to 1,575, include Troop and Station Commanders; Criminal Section and Staff Services Section Commanders, Supervisors, and Members; and all other Patrol Section staff. Within Troop T, 175 State Troopers are assigned to patrol.

Table 14

**Number of State Troopers Assigned to Patrol Duty in 1996 and 2001
(By Troop)**

Troop	Number of Troopers Assigned to Patrol Duties ^a		% 2001 Increase (+) Decrease (-) Over 1996
	1996	2001	
A.....	141	134	-5.0%
B.....	175	187	+6.9
C.....	127	115	-9.4
D.....	140	124	-11.4
E.....	141	121	-14.2
F.....	144	132	-8.3
G.....	133	125	-6.0
H.....	178	187	+5.1
J.....	99	100	+1.0
K.....	94	98	+4.3
L.....	91	92	+1.1
M.....	96	101	+5.2
N.....	116	120	+3.4
P.....	85	77	-9.4
R.....	91	91	0.0
T.....	<u>175</u>	<u>175</u>	<u>0.0</u>
Total	2,026	1,979	-2.3%

^aAs of July 1, 1996, and April 4, 2001.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

²As of April 2001, 62 individuals assigned to the Patrol Units on the roster were not performing patrol duties. Of the 62 members, 22 were on permanent limited duty and 40 were on temporary limited duty. As a general rule, roughly 60 members are in such status at any given time.

Over the past five years, the number of Troopers assigned to patrol in the County Troops has declined by 47 officers, or 2.5 percent. During this period, about one-half of the Troops experienced gains in Patrol Trooper strength and one-half had the number of Patrol Troopers decline. We also compared the number of Troopers on the State Police patrol complement in 2001 to the size of the patrol complement immediately following the last complement cap increase in 1972. (See Appendix J.) We found that there were actually only 134 fewer Troopers assigned to conduct patrol in 2001 than there were in 1973 even though the State Police had received more than 50 new statutory mandates and many additional duties and responsibilities since 1972.

The depletion of the patrol function is also evident in statistics on the statewide activities of the State Police between 1990 and 1999. (See Appendix H.) During that period, patrol hours decreased from a high of 1,191,410 hours in 1994 to 962,914 in 1999. The 1999 hours were the lowest for this ten-year period and were 19 percent lower than in 1994. Since that time, the hours devoted to patrol have decreased on average 4.1 percent each year. During the same ten-year period, 1990-1999, radar hours amounted to 264,690 in 1990, peaked at 313,786 in 1992, and steadily decreased to 220,113 in 1999.

There are indications that the level of patrol activities on the interstates may also have declined. In February 2001, the State Police conducted an internal review of the level of patrol activity on the interstates. This review found that while the number of crashes on the interstates was up, the number of traffic citations, warnings, and motorist assists were all down.

For example, as shown in Appendix I, the data indicates that the State Police issued 48,718 speeding citations in 2000 compared to 75,156 issued in 1990. For the period 1991 through 2000, total crashes on the interstates increased from 3,978 in 1991 to 6,465 in 2000. The data on interstate patrol zone activity shown in Appendix I must, however, be viewed with caution. Due to the consolidation of Troop S, 1997 data is incomplete and unavailable. Also, while it is the best data available on interstate operations for the years 1998 through 2000, the data shown in Appendix I for these years is from a new reporting system that was developed to exclusively capture line zone activities from Troopers. However, since county assigned Troopers also provide coverage on interstate line zones, these activities may not be reflected in these totals; consequently, comparisons of 1998, 1999, and 2000 data to previous years may be misleading. State Police officials report that they are continuing to closely monitor the levels of patrol activity on the interstates and are working to adjust Departmental reporting systems to ensure that reliable data on patrol activities on the interstates is available.

Finding A outlines numerous mandated functions and specialized activities undertaken by the State Police over the past 30 years. These additional duties have drawn Troopers away from the patrol function. As discussed in subsequent findings, numerous factors are further depleting the patrol function by decreasing the amount of time State Troopers have to perform proactive patrol work.

C. On Average, Nearly Two-Thirds of a State Patrol Trooper's Time Is "Obligated" Thereby Limiting Proactive Patrol Work

Findings A and B discuss the many specialized and competing demands on the existing State Trooper force. It also documents that less than 50 percent of the total State Trooper complement is available for patrol duty. When assessing the availability of patrol resources, it is also necessary to consider the factor of "obligated" versus "unobligated" time in the Patrol Troopers³ schedules.

Obligated and Unobligated Time Defined

Stated simply, "obligated time" is time not spent on active patrol duty. All time Patrol Troopers spend performing activities which take them away from preventive or proactive patrol work is classified as "obligated time" (e.g., time spent responding to incidents, doing reports and paperwork, and appearing in court). As defined and calculated by the State Police, it includes time spent on incidents as reported on the stations' Automated Incident Memo System. On this report, almost all of the incidents that a Trooper must respond to are recorded along with the State Police's estimate of the average time it takes to: (1) respond to the incident, including driving time; (2) spend on the scene; and (3) complete the necessary paperwork to document the incident.⁴

The Department established these time estimates in 1992 based on nine months of actual incident times recorded from all the Stations. From these actual times, averages were developed for each incident. These time estimates have not been adjusted since 1992 because the State Police's Technical Services staff is fully engaged in computer programming updates and numerous duties associated with the Department's extensive automation initiatives.

Citations and warnings, which Trooper report on the Daily Report of Activities, also count toward obligated time. Citations have a time factor of 7.5 minutes, and warnings have a time factor of 5 minutes. Also, from this report the time spent in training, at court appearances, and on desk duty are gathered as they are also considered obligated time.

Thus, obligated time is comprised of three factors: (1) response time to an incident, time on the scene, and time completing the necessary paperwork to document the incident; (2) time spent on citations and warnings; and (3) time on leave, in training, in court, and on desk duty. Because all of these activities have a given

³Under the State Police's State Trooper Allocation Formula (STAF), a "Patrol Trooper" is a person who is assigned primary job code "24" (Patrol) and who has a pay code of "7401" (rank of Trooper).

⁴For example, the incident of aggravated assault has been assigned a total time of 265 minutes--23 minutes to respond to the incident, 87 minutes at the scene of the incident, and 78 minutes to complete the necessary paperwork to document the incident.

time value, these times are added together to arrive at the amount known as the Trooper's obligated time.

Conversely, the Trooper's time remaining after calculating obligated time is considered "unobligated time." This uncommitted time is available for proactive patrol activities (i.e., those designed to prevent violations by generating the appearance of State Police omnipresence and by the immediate apprehension of offenders). An added benefit of proactive patrol is the availability to respond immediately to calls for service.

Unobligated time, however, also includes follow-up work on incidents. Because the State Police's Automated Incident Memo System captures only the initial time on incidents and does not record follow-up time, any time spent on incident follow-up is also part of unobligated time. Examples of follow-up work include administering search warrants, filing affidavits, filing criminal charges, and conducting supplemental criminal and accident investigations.

Calculation of Obligated and Unobligated Time

The concept of obligated and unobligated time is a measure used by many law enforcement agencies. Police officials recognize that maintaining sufficient unobligated time to perform proactive patrol is essential to their agencies' effectiveness.

If incidents, calls for service, and other duties and responsibilities increase at a faster rate than staffing, existing personnel must absorb the increased workload, which in turn reduces unobligated time for patrol. In the area of highway safety, this reduction in patrol hours can lead to a deterioration of voluntary compliance with traffic laws normally achieved through visibility and enforcement. This, in turn, can lead to more crashes and an increase in obligated time for the Trooper. This then results in even less unobligated time for patrol, and a continuation of the cycle ensues.

Obligated and unobligated time are calculated as a percentage of a police officer's total work time. In the case of the Pennsylvania State Police, these times are calculated specifically for those Troopers assigned to the Patrol Units at the 81 State Police Stations in Troops A-R. Obligated time is the basic measure upon which the Department's State Trooper Allocation Formula (STAF) operates. (See Finding D for an explanation of how "obligated time" is used in allocating available State Troopers.)

In order to arrive at an obligated time percentage rate for each Station, two factors must be calculated for each Patrol Trooper at each Station—total time available for the Patrol Troopers to perform their duties and total amount of obligated time.

In calculating the total amount of “obligated time,” the State Police uses four factors: (1) the number of incidents responded to (as reported on the Automated Incident Management System); (2) the number of hours spent at court appearances, in training, at the communications desk, issuing traffic citations and warnings (as reported in the Daily Report of Activities); (3) the amount of leave that was used; and (4) “special considerations,” which takes into account conditions, such as large geographical areas, unusual terrain, and minimum required staffing. The total of all four factors is referred to as “obligated time.”

The second step involves a determination of the total time available for the Patrol Troopers to perform their patrol duties. In order to determine total time available, the average number of days worked per year for a Trooper is calculated. This calculation begins with 365 days in a year and subtracts the days the average Trooper is not available for patrol functions. As shown on Table 15 below, the State Police calculates that each Patrol Trooper is available for patrol duty, on average, 220 days per year.

Table 15

State Trooper Availability for Duty
(Days Per Year)

On average, each Pennsylvania State Trooper is available for patrol duty 220 days per year.

Calculated as follows:

	<u>Days Per Year</u>
Days off per pay period = 4 x 26 pay periods/year	104
Annual days	15
Average sick days taken per year = 3.5 (rounded up to 4)	4
Holidays	13
Personal Days	4
Training Days	5
Total	145

365 days - 145 days = 220 days available for patrol duty.

Source: Pennsylvania State Police State Trooper Allocation Formula.

After calculating the average number of days a Patrol Trooper is available for patrol duties, the State Police estimates how much time in a typical day a Patrol Trooper has for patrol duties. This is based on an eight-hour day/40-hour week. The State Police calculates that a Patrol Trooper has 6.5 hours a day available for patrol responsibilities. The average Trooper spends the other 1.5 hours on non-patrol support functions as follows: lunch (30 minutes), roll call (15 minutes), vehicle inspection (15 minutes), post operation vehicle service (15 minutes), and station duties (15 minutes). Exhibit 15 shows how the State Police calculates time available for patrol duties in a typical day of a Patrol Trooper.

Exhibit 15

Calculating Total Time Available in a State Trooper's Workday

On average, each Pennsylvania State Trooper is available for patrol duty 6.5 hours per day.

Calculated as follows:

	<u>Time Per Day</u>
Lunch	30 Minutes
Roll Call	15 Minutes
Post Operation Vehicle Service	15 Minutes
Station Duties.....	15 Minutes
Vehicle Inspection	<u>15 Minutes</u>
Total	1.5 Hours

8 hours – 1.5 hours = 6.5 hours available for patrol duty.

Source: Pennsylvania State Police State Trooper Allocation Formula.

Once the obligated time and the total time available for each Patrol Trooper is known, the obligated time percentage rate is calculated for each Trooper. This is done by dividing the Trooper's obligated time by his/her total time available for patrol duty. Upon calculating the obligated time percentage rate for each Patrol Trooper at the Station, the Station's obligated time percentage rate can be calculated.

To determine a Stations' obligated time percentage rate, the individual Patrol Troopers' obligated time percentage rates are averaged together. No obligated time percentage rate is calculated at the Troop level.

Similarly, to determine the Department's obligated time percentage rate, the 81 Station rates are averaged together. While the Department recognizes that this statewide average may be a diluted calculation, it is currently the only option available to the State Police. The Department expects future automation upgrades to provide them with better data from which to calculate the obligated time percentage rate.

The obligated time percentage rates calculated for each Station as of April 12, 2001, are shown on Table 16. As this table shows, the statewide average obligated time percentage rate as of that date was 64 percent. Individual Stations ranged from a low of 40 percent at Kane, Troop C, to a high of 87 percent in Butler, Troop D. Overall, the Stations' obligated time percentage rates fell into the groupings listed on the note to Table 16.

Table 16

Obligated Time Percentage Rates for State Troopers, by Station
(As of April 12, 2001)

<u>Station</u>	<u>Rate</u>	<u>Station</u>	<u>Rate</u>	<u>Station</u>	<u>Rate</u>
<i>Troop A:</i>		<i>Troop F:</i>		<i>Troop L:</i>	
Greensburg	66%	Montoursville	68%	Reading	65%
Ebensburg	70	Coudersport	50	Frackville	68
Indiana	67	Emporium	41	Hamburg	78
Kiski Valley	60	Lamar	55	Jonestown	53
Somerset	73	Mansfield	55	Schuylkill Haven	68
<i>Troop B:</i>		<i>Troop G:</i>		<i>Troop M:</i>	
Washington	48%	Milton	69	Bethlehem	74%
Belle Vernon	68	Selinsgrove	61	Belfast	51
Findlay	83	Stonington	52	Dublin	79
Uniontown	67	<i>Troop H:</i>		Fogelsville	63
Waynesburg	62	Hollidaysburg	55%	Trevoise	63
<i>Troop C:</i>		Bedford	61	<i>Troop N:</i>	
Punxsutawney	63%	Huntingdon	59	Hazleton	54%
Clarion	60	Lewistown	44	Bloomsburg	51
Clearfield	70	McConnellsburg	41	Fern Ridge	64
Du Bois	45	Rockview	59	Lehighton	57
Kane	40	Philipsburg	62	Swiftwater	66
Ridgway	51	<i>Troop I:</i>		<i>Troop P:</i>	
Tionesta	58	Harrisburg	63%	Wyoming	80%
<i>Troop D:</i>		Carlisle	61	Laporte	41
Butler	87%	Chambersburg	75	Shickshinny	79
Beaver	68	Gettysburg	60	Towanda	67
Kittanning	61	Lykens	67	Tunkhannock	62
Mercer	71	Newport	60	<i>Troop R:</i>	
New Castle	64	York	58	Dunmore	65%
<i>Troop E:</i>		<i>Troop J:</i>		Blooming Grove	82
Erie	71%	Lancaster	63%	Gibson	68
Corry	66	Avondale	63	Honesdale	86
Franklin	60	Embreeville	56	<i>Statewide Average</i>	
Girard	80	Ephrata	49	<i>64%</i>	
Meadville	77	<i>Troop K:</i>			
Warren	63	Philadelphia	83%		
		Media	64		
		Skippack	60		

Note:

<u>Obligated Time Percentage Rate</u>	<u># of Stations</u>
70 Percent or Higher	18
65 - 69 Percent	16
64 Percent	3
50 - 63 Percent	36
Less Than 50 Percent	8

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Obligated/Unobligated Time Standards

Just as there are no universally accepted methods or special formulas by which the manpower needs can be determined for a law enforcement agency, no standards exist to define the optimal obligated and unobligated percentage rates. However, as a general rule, many law enforcement officials agree that Patrol Troopers should spend at least one-half of each shift on proactive patrol duties.

LB&FC staff discussed this subject with the State Police Commissioner as well as State Police Area Commanders, Troop Commanders, and Station Commanders. They stated that they would like to see the unobligated time percentage rate be at least 50 percent, rather than the current 36 percent, so that State Troopers may conduct patrol in a more proactive manner.

Proactive Versus Reactive Patrol

In order to maintain a proactive patrol presence, Patrol Troopers are to:

- perform traffic enforcement by observing and monitoring traffic using radar, moving patrol, and other means, and by stopping violators;
- keep the peace and security by maintaining police presence on the highways and in the community; and
- become familiar with the areas of patrol and acquainted with the people in those areas, and promote communications and trust between the police and the citizenry.

Thus, patrolling the Commonwealth's roadways and operating various patrol programs (e.g., Operation Centipede, TAG-D, Sobriety Checkpoints, DUI Roving Patrols, and SPARE) are considered "proactive" duty. "Reactive" duties are defined as responding to incidents and performing administrative and clerical tasks. During the LB&FC study in 1996, State Police officials agreed that they were operating in a reactive patrol mode. At that time, we were told at numerous Troops and Stations we visited that proactive patrolling was very limited because the Patrol Troopers were too busy responding to incidents.

We found during this follow-up review that the State Police continues to operate largely in a reactive mode. We visited 6 Area Commands, 11 Troops, and 6 Stations. The majority of the Commanders at these facilities stated that the Patrol Troopers are reactive rather than proactive in their operations. They stated that they have neither the staff nor the time to initiate activities that would be considered proactive, as Troopers spend the majority of their time running from one incident to the next during the course of their shifts.

Other Commanders reported that in order for the Patrol Troopers to conduct proactive patrol, they must obtain overtime funds. These monies are then used to pay the Patrol Troopers overtime so that they may work an additional shift on a direct patrol program.

Factors That Increase State Trooper Obligated Time

In addition to the increase in the number of incidents to which the State Police must respond, Troop and Station Commanders with whom we met cited numerous other factors which continue to deplete the patrol function and drive up the obligated time percentage rate. Several of these factors, including additional statutory mandates, law enforcement specialization, and municipal coverage and assistance, are discussed in detail in Section V.A. Other factors the Commanders noted include the following:

The Growing Complexity and Violent Nature of Incidents. As previously discussed, the number of incidents requiring a Patrol Trooper response continues to rise. State Police officials also report that incidents are becoming more violent and complex. Thus, the State Police has had to change certain of its operating procedures. Incident responses that previously required only one Trooper now take at least two and, in some cases, up to four or five Troopers to handle. The increasingly violent nature of incidents also results in injured Troopers who may be temporarily lost from patrol duty until they recover from incident-related injuries. This concern was frequently expressed during our field visits to State Police Troops and Stations and was also addressed by the State Police Commissioner during a meeting with LB&FC staff in March 2001.

Construction Zone Management. Under an interdepartmental agreement with the Pennsylvania Department of Transportation, the State Police is required to patrol construction sites on the Commonwealth's highways and bridges. This agreement resulted from a series of fatalities that occurred at construction sites and represents an attempt to more strictly enforce construction zone speed limits and to ensure the safety of the construction workers and the motoring public. Between 1994 and 1998, a total of 9,901 crashes occurred in construction work zones, and 89 people were killed as a result of these crashes.

Typically it is necessary to assign two Troopers to each construction site. One Trooper must be at the site, and the other must be behind the backlog to slow the traffic. While the State Police has tried other means to slow traffic at construction sites, they have found that only a manned marked vehicle is truly effective.

Like oversize escorts (see below), construction zone patrolling can be staffed either with overtime or as part of the normal 40-hour week. We found that many stations assign construction zone patrols as part of the Trooper's 40-hour week. In

such cases, the Troopers are conducting this patrol during their normal shift and are pulled from routine patrol.

Escorting Oversize Loads. Pennsylvania Department of Transportation regulations at 67 Pa. Code §179.10(12) specify that an escort by uniformed State Police or local police is required for certain oversize loads on the Commonwealth's roadways. Typically, Patrol Troopers are used for these escorts. Several Field Commanders stated that the need for oversize escorts has increased in the past few years. Additionally, as a result of the Radiation Protection Act, the State Police are required to escort all shipments of spent nuclear fuel that travel on the Commonwealth's roadways.

Escort services, while necessary, cost the State Police in one of two areas. In some cases, Stations pay a Trooper overtime so that an escort may be provided. This allows the Trooper to work his standard 40-hour week with patrol duties, but because there is limited staff at the Stations, the Trooper must work overtime to provide the oversize load with an escort. Other Stations provide the escort services as part of the Trooper's 40-hour week. In this case, the Trooper is not paid overtime, but he is pulled from the patrol function for the duration of the escort.

For example, we learned at the Du Bois Station that escorts were up 60 percent in 2000 from just three years ago. For many of the Du Bois Troopers, escorts are an all day assignment, and these are not scheduled on an overtime basis. In calendar year 2000, there were 269 escorts on I-80 for Du Bois Patrol Troopers, and only about six of those were done on overtime status.

School Bus Inspections. The Vehicle Code, 75 Pa. C.S.A. §4705(a), requires the owner of every school bus to annually submit the bus to the State Police to determine whether the bus conforms to the state inspection law and its regulations. Again, this task is typically assigned to Patrol Troopers. These inspections are in addition to any other inspection required by law, such as the annual vehicle inspection. Although the intent of involving Patrol Troopers in these inspections is not entirely clear, it apparently builds into the process an additional safeguard and level of integrity.⁵

Each summer, the State Police must inspect more than 20,000 school buses. In 2000, 23,643 school buses were inspected. According to State Police officials, each inspection takes approximately 30 to 45 minutes to complete. A minimum estimate of the total Trooper hours devoted to these inspections each year would be 12,000 man-hours, which is a conservative estimate of 30 minutes for each of the 23,643 inspections in 2000. The time Patrol Troopers spend inspecting school buses is time they are not available for patrol duties. Furthermore, because these inspections must occur in the summer, inspection scheduling often conflicts with Troopers'

⁵One Trooper in Troop K is responsible for performing mass transit inspections (SEPTA) in the southeast region of the state as mandated by statute.

summer vacation schedules, thereby making it more difficult for Commanders to schedule Troopers to patrol the highways.

Communication Desk Duty. While no enlisted staff is assigned to the position of Police Communications Operator (PCO), we found that for every shift that cannot be filled by a civilian PCO, a Trooper is assigned this responsibility. In our 1996 study, we estimated that Troopers staffed approximately 50 percent of the communications desk shifts. This translated to as many as 276 Troopers taken from patrol duties on a regular basis.

In the Department's FY 2001-02 Budget Request, the State Police requested funding to hire 76 additional PCOs so that Troopers may be released from communication desk duties and be returned to their primary assignment within the Patrol Unit. As of April 2001, approximately 170 Troopers were still required to perform desk communications duties on a regular basis.

During our visits to the various field installations, we were told the following regarding the use of Troopers at the Station communications desk:

- Presently four Troopers are needed to cover shifts on the communications desk at my Station.
- At our Station, Troopers must staff the communications desk during the midnight shift.
- Each Station in my Troop has Troopers staffing the communications desk at various shifts throughout the week.
- At my Station, there is at least one Trooper working on the communications desk one shift a week. Additionally, when PCO's use vacation or sick time, a Trooper must cover that shift.
- At this Station, some Troopers must operate the communications desk about six or seven shifts in a two-week period.
- Some of the Stations within this Troop must assign Troopers to the communications desk.
- At my Station, Troopers are assisting at the communications desk.

Area, Troop, and Station Commanders also mentioned several other factors that remove the Trooper from proactive patrol duty. While some of these may be considered as tasks that are a routine part of a Trooper's job, they have increased in frequency, and with no corresponding increase in staff, these tasks are depleting the patrol function. Examples of these tasks that are reducing patrol time include clerical work, training, court appearances, security services, and responding to prison incidents.

Training. The Bureau of Training and Education is responsible for, among other things, providing mandatory in-service training to all Department personnel, including all enlisted staff. In 1997, this training included, but was not limited to, Legal Updates, Building Entry Tactics, Member Assistance Program, Use of Force, and Verbal Judo. A total of 4,196 personnel received these 28 hours of training.

In 1998, mandatory training included Use of Force and Incident Command System training. A total of 4,169 personnel received these 14 hours of training. In 1999, mandatory training included Sexual Harassment and Cultural Diversity and Use of Force. A total of 4,063 personnel received these five hours of training.

In 2000, mandatory training was presented in Domestic Terrorism/Hate Bias, Use of Force, Legal Updates, Courtroom Practicum, Off-Duty Considerations, and On-Scene Collision Investigation. Remote training sites were used to present mandatory training in several Troops to reduce travel time. A total of 4,049 personnel received these 11 hours of training.

In an attempt to quantify the amount of time training takes away from the patrol function, Troop D, Butler, calculated that 4,858 total Trooper days were devoted to training in calendar year 2000. At the rate of one Trooper being available for duty 228 days a year (365 days less weekends, 15 annual days, 13 holidays, and 4 personal days), this equates to 21.3 Troopers devoted on a daily basis all year to training. Examples of training attended include: Random Drug Testing, HIV/AIDS Training, Child Safety Seat Training, CPR, Weapons Qualification, Weapons Proficiency, and the mandatory in-service training courses listed above.

Trooper Assignments at the State Police Academy. Throughout the year, the Bureau of Training and Education uses enlisted staff from the Troops and Stations as instructors for various training sessions held at the State Police Academy. For example, during calendar year 2000, enlisted staff from the field spent nearly 4,000 man-hours providing classroom and scenario instruction as guest lecturers, specific course administrators, and Field Training Officers assisting with Cadet training. These are man-hours that possibly could have been dedicated to the patrol function if the enlisted members weren't helping with training. Specifically, for CY 2000 the time breakdown is shown on Table 17.

Table 17

**Hours Spent by Enlisted Staff From
the Field in Providing Training**

<u>Type of Training</u>	<u>Instruction Hours</u>
Cadet Training – 2 classes	1,680
LCE Training – 1 class	69
Basic Municipal Police Training – 2 classes	38
Civilian Training – 8 courses.....	112
Calendar Training – 49 courses	1,032
Commissioner's Honor Camp – 1 week class	<u>1,029</u>
Total.....	3,960

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Factors to Increase Proactive Patrol

The automation and centralized dispatch initiatives underway within the State Police (see Findings G and H) should increase Patrol Trooper efficiency, and, over time, be a factor in helping the Department increase its unobligated time percentage rate. At this point, however, it appears that an infusion of additional State Troopers would be required in order to have an appreciable and relatively immediate impact on reducing obligated time.

We calculated the number of additional State Troopers that would need to be added to the complement in order for the Department to achieve a 50 percent unobligated time percentage rate. An additional 379 Patrol Troopers would be needed to achieve a 50 percent split between obligated and unobligated time. The number of new Troopers required would be even greater to reduce obligated time below the 50 percent mark. However, this does not account for any additional Troopers for specialty positions to reduce criminal investigation backlogs, conduct supplemental investigations, or expand drug law enforcement efforts. (See Table 18.)

Table 18

Number of Additional State Troopers Needed to Increase Proactive Patrol

As of April 4, 2001, the State Police had 1,804 State Troopers assigned to patrol duties in Troops A-R. The State Trooper Allocation Formula (STAF) calculations made in April 2001 indicated that, on a statewide average basis, 64 percent of a Patrol Trooper's time is obligated (36 percent unobligated). To reduce the percentage of obligated time would require the hiring of additional Troopers as follows:

- To reduce obligated time to 50 percent ... Add 379 Patrol Troopers
- To reduce obligated time to 45 percent ... Add 656 Patrol Troopers
- To reduce obligated time to 40 percent ... Add 931 Patrol Troopers

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

D. The State Trooper Allocation Formula Attempts to Equalize Workload Through the Periodic Redistribution of Available Patrol Troopers

The Pennsylvania State Police has developed special formulas to allocate available Troopers to patrol and criminal investigation duties. This practice is consistent with the Commission on Accreditation for Law Enforcement Agencies (CALEA) accreditation standards for the allocation and distribution of personnel by law enforcement agencies.⁶

As discussed in other sections of this report, the size of the State Police force has historically been subject to legislative mandate. The State Police Commissioner, with the Governor's approval, then "distributes the force throughout the Commonwealth as is most efficient to preserve the peace, prevent and detect crime, and police the highways."

The assignment of State Troopers for positions at Headquarters, as well as certain field positions, such as Staff Services, Vice, Polygraph, Auto Theft, and Weight Detail is determined by the Commissioner. Enlisted members assigned to these positions are not available for Patrol or Criminal Investigation functions.

Once Headquarters enlisted personnel and field overhead and specialty positions are assigned, the Department's Bureau of Research and Development applies two formulas to determine the number of Troopers that will be allocated to each Station for the Patrol Unit and the Criminal Investigation Unit. The total number of Troopers available to conduct patrol and criminal investigation work are viewed as one group for allocation purposes. Thus, the two allocation formulas, one for the allocation of Patrol Troopers and the other for the allocation of Criminal Investigators, are run in tandem. The formula method used to allocate Patrol Troopers, the State Trooper Allocation Formula (STAF), is presented below. The formula for field assignment of Criminal Investigators is discussed in Finding E.

Origin and Purpose of the State Trooper Allocation Formula

The patrol function is of central importance to police administrators, and its contributions to the agency mission, its visibility in the public eye, and its budget share of the agency's resources require that decisions on patrol planning and deployment be grounded on accurate information and careful analysis. The patrol staffing allocation formula currently used by the State Police was initiated in the fall of 1992, to replace Fixed Troop and Station Complement Tables devised in the early 1970s. With workloads steadily increasing since 1972, the State Police believed the time had come to revise the Trooper allocation process. At about the same time, the Department was seeking accreditation from CALEA. This

⁶See Appendix E for a summary of accreditation reviews of the Pennsylvania State Police conducted by the Commission on Accreditation for Law Enforcement Agencies (CALEA).

organization's standards require that the delineation of staffing be determined from empirical factors. The following provides an overview of the evolution of the State Trooper Allocation Formula and an explanation of how it operates.

The current staffing allocation formula has its roots in what were referred to as Fixed Troop and Station Complement Tables of the 1960s and early 1970s. At that time, the State Police Commissioner worked in conjunction with the Bureau of Research and Development to develop allocation tables based upon his assessment of the staffing needs of each Station.

Based on the Commissioner's allocations, the Bureau of Research and Development prepared tables that showed the current complement of each Troop and the number of vacancies and the number of detached Troopers each Troop had. These tables were also used to distribute Cadets to the Troops. This process was relatively rigid and was not based upon standard allocation criteria. Regular reviews did not occur, and several changes could be made in one year, or several years could pass before any changes were made.

The State Police next established geographic areas called patrol zones for purposes of Trooper deployment and patrol scheduling. Patrol zones are set up on either an area or a line zone basis. Area zones are based on some geographic feature or road network. Line zones are sections of an interstate or a limited access four-lane highway. As a basis for calculation, the Department established a theoretical objective of one Patrol Trooper per patrol zone, 24 hours a day.

Since the early 1970s, the overall workload for the Department has roughly doubled, while the Department's authorized strength and complement have remained unchanged. Non-patrol police functions which must be staffed, combined with this lack of an increase in authorized complement, made it impossible for the State Police to meet the goal of one Trooper per patrol zone.⁷ Furthermore, the patrol zone concept did not have the flexibility of keeping up with the changing workloads within each Station. As a result, the patrol zone concept was no longer acceptable as a means for allocating Patrol Troopers, and in 1992, the State Police implemented a new manpower allocation strategy.

The State Police subsequently pursued a patrol staffing strategy with a number of goals in mind. In the agency's view, an effective staffing methodology would allow the State Police to equalize workload, react quickly to changing needs and

⁷At one time, the Bureau of Research and Development calculated that approximately 1,700 additional Patrol Troopers would be needed in order for the Department to meet the goal of one Trooper per patrol zone, 24 hours a day. This did not take into account the additional supervision which would be needed. This calculation was based on 513 county patrol zones and 62 line zones with day and afternoon shifts staffed with one Trooper and the midnight shift staffed with two Troopers for a total of 16,100 shifts needed, which equates to a need for 3,659 Troopers. With 2,007 Troopers on staff at that time, that resulted in a need for 1,652 additional Troopers.

conditions, and manage Trooper specialty assignments. In 1992, the State Police developed and implemented STAF.

STAF applies only to Patrol Troopers at Troops A-R which, as described in Finding B, numbered 1,804 as of April 4, 2001. Field specialty positions, such as Vehicle Fraud Investigator, Weight Detail Member, Accident Reconstruction Specialist, and Warrants/Orders of Revocation Member, are not included.

The general guidelines for patrol specialty staffing are:

<u>Specialty</u>	<u># of Troopers Required</u>
Weight Detail	1 or 2 per Troop
Vehicle Fraud Investigator	Varies per Troop
Accident Reconstruction.....	2 per Troop
Warrants/Orders.....	Varies per Troop

Application of the STAF Formula

In distributing Patrol Troopers to the Patrol Units at the 81 Stations, STAF uses a time-based workload measure. When the STAF is applied to the Stations, it results in an “obligated time percentage rate” for each Station. “Obligated time” is the basic measure upon which STAF operates. (See Finding C for an explanation of obligated time and how it is calculated.)

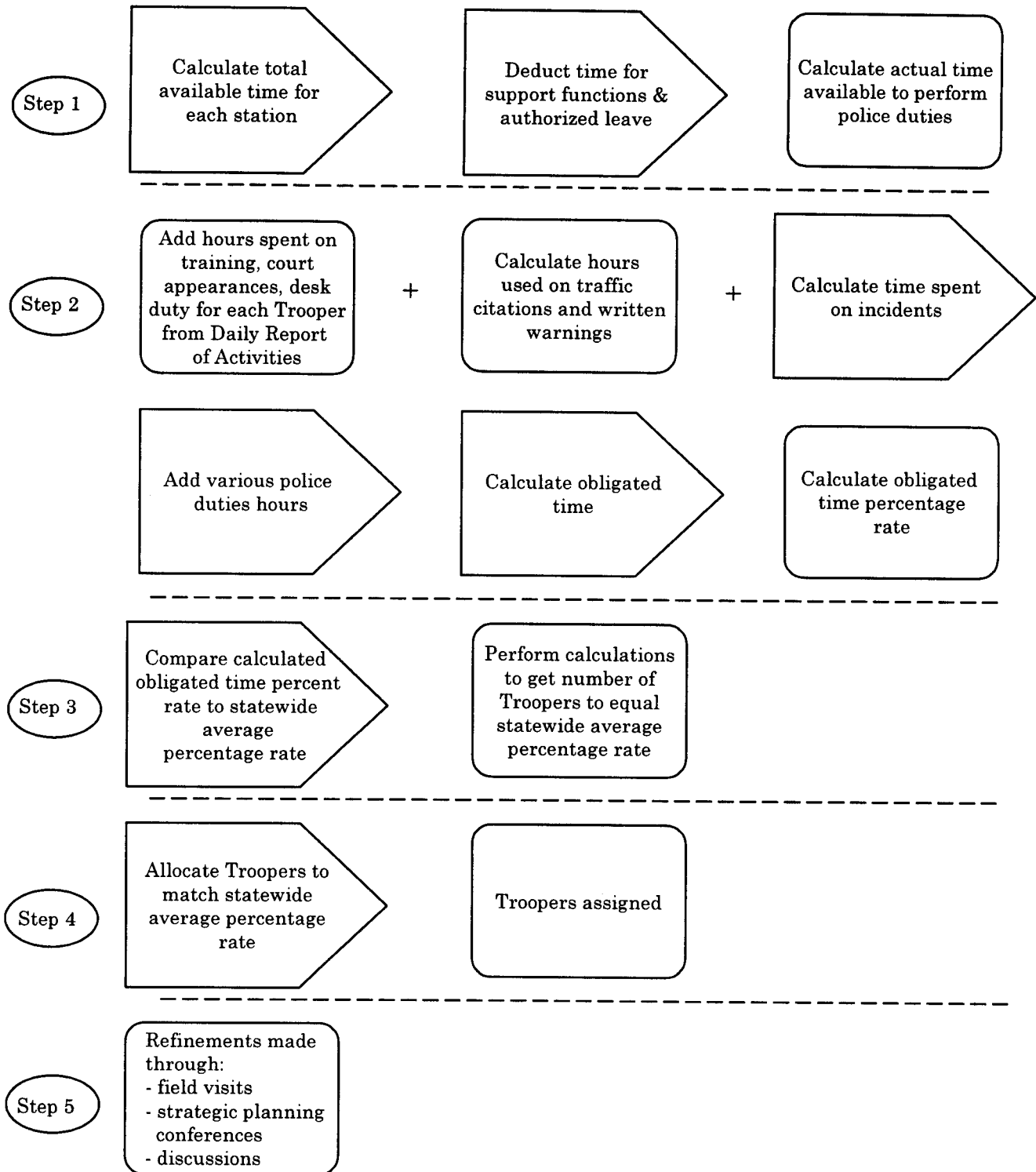
To decide how many State Troopers are to be assigned to each Station, the Bureau of Research and Development calculates the statewide average percentage rate of obligated time and compares this percentage rate to each Station’s ratio of the same factors. Based on this comparison, they determine how many Troopers should be added or subtracted from the Station’s patrol complement. Troop T is not included in these calculations because of its unique mission. Patrol Supervisors are also not included in the calculations because they are assigned based on the State Police guidelines for supervisory span-of-control (see Appendix F). The Bureau of Research and Development computes the STAF quarterly, but only reassigns positions on an annual basis. The vacancies are realigned each time a Cadet class graduates or transfers occur to equally disburse the vacancies across the state. If a Station has more Troopers than the formula identifies as necessary, these extra Troopers are eliminated through attrition or voluntary transfers. The flow chart shown in Exhibit 16 illustrates how STAF operates.

The 2001 Application of the STAF Formula

We obtained the results of the STAF calculations made on April 12, 2001. At that time, the State Police’s statewide percentage rate for obligated time was 64 percent. (See Finding C.) This means that on average, the Patrol Trooper was

Exhibit 16

The State Trooper Allocation Formula (STAF)



Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

spending 64 percent of his/her time responding to incidents, writing citations and warnings, and going to court and training, and only 36 percent of his/her time on proactive patrol duties. At that time, there were 1,804 Patrol Troopers available to the 81 State Police Stations in Troops A-R. Thus, the equivalent number of State Troopers available to conduct proactive patrol work as of April 2001 at Troops A-R was 649 (1,804 multiplied by 36 percent). This number was 63 for Troop T (175 multiplied by 36 percent),⁸ resulting in an equivalent of 712 Troopers available for patrol in the Commonwealth as of April 2001.

The STAF calculation, as shown in Table 19, shows the adjustment that would be needed at each Station in order for each Station to operate at the 64 percent statewide rate for obligated time.

As shown on this table, this obligated time calculation is made to determine how many Patrol Troopers a Station must gain or lose to bring the obligated time percentage rate of the Station in line with the statewide average. As can be seen from this table, the April 2001 calculations showed that 31 Stations needed additional Patrol Troopers in order to increase their unobligated time percentage rate to 36 percent. Sixteen Stations were operating at a 36 percent unobligated time percentage rate, and the remaining Stations needed to have some Patrol Troopers transferred out of their units to the 31 Stations that needed Troopers to bring their unobligated time rates up to 36 percent.

However, labor-related contract provisions prevent the Bureau of Research and Development from immediately moving Troopers as a result of the obligated time percentage rate calculations. The Bureau allocates Patrol Troopers to the Stations by assigning graduating Cadets and transferees to the Stations in proportion to the gains or losses indicated by the STAF calculation. According to State Police officials, input from the field, comments gathered through strategic planning conferences, field visits, and other discussions are constantly used to refine the program and to ensure the workload is equalized across all Troops and Stations. The last assignment of Patrol Troopers occurred the end of March 2001 with the graduation of the most recent Cadet class.

⁸Troop T is not included in the State Trooper Allocation Formula process and the State Police does not calculate obligated/unobligated time ratios for Turnpike Patrol. However, for purposes of estimating, LB&FC staff applied this same 36 percentage rate for Troop T given that the ratio of their total patrol hours to total activity hours was approximately 36 percent in 1999.

Table 19

**Results of the April 2001 Calculation of the
State Trooper Allocation Formula**

<u>Station</u>	<u>Number of Patrol Troopers</u>		
	<u>Assigned As of 4/12/01^a</u>	<u>Needed to be at 64% Obligated/ 36% Unobligated</u>	<u>To Increase (+) or Decrease (-) Per STAF Formula</u>
<i>Troop A:</i>			
Greensburg	58	57	-1
Ebensburg	14	15	+1
Indiana	30	30	0
Kiski Valley	16	14	-2
Somerset	16	17	+1
<i>Troop B:</i>			
Washington	37	26	-11
Belle Vernon	20	20	0
Findlay	25	31	+6
Uniontown	44	44	0
Waynesburg	20	18	-2
<i>Troop C:</i>			
Punxsutawney	13	12	-1
Clarion	18	16	-2
Clearfield	14	14	0
Du Bois	13	14	+1
Kane	14	14	0
Ridgway	13	14	+1
Tionesta	12	13	+1
<i>Troop D:</i>			
Butler	29	38	+9
Kittanning	25	23	-2
Mercer	15	16	+1
Beaver	15	15	0
New Castle	20	19	-1
<i>Troop E:</i>			
Erie	30	32	+2
Corry	12	14	+2
Franklin	19	17	-2
Girard	14	17	+3
Meadville	20	23	+3
Warren	12	11	-1
<i>Troop F:</i>			
Montoursville	25	25	0
Coudersport	14	15	+1
Emporium	11	12	+1
Lamar	13	15	+2
Mansfield	14	15	+1
Milton	15	15	0
Selinsgrove	14	13	-1
Stonington	14	15	+1

Table 19 (Continued)

<u>Station</u>	<u>Number of Patrol Troopers</u>		
	<u>Assigned As of 4/12/01^a</u>	<u>Needed to be at 64% Obligated/ 36% Unobligated</u>	<u>To Increase (+) or Decrease (-) Per STAF Formula</u>
<i>Troop G:</i>			
Hollidaysburg	19	16	-3
Bedford	22	20	-2
Huntingdon	18	16	-2
Lewistown	17	16	-1
McConnellsburg	14	16	+2
Rockview	16	14	-2
Philipsburg	13	12	-1
<i>Troop H:</i>			
Harrisburg	18	21	+3
Carlisle	19	17	-2
Chambersburg	31	35	+4
Lykens	13	13	0
Newport	19	17	-2
Gettysburg	19	17	-2
York	31	27	-4
<i>Troop J:</i>			
Lancaster	25	23	-2
Avondale	34	32	-2
Embreeville	30	25	-5
Ephrata	13	13	0
<i>Troop K:</i>			
Philadelphia	24	35	+11
Media	40	38	-2
Skippack	34	30	-4
<i>Troop L:</i>			
Reading	18	17	-1
Jonestown	17	13	-4
Frackville	14	14	0
Hamburg	14	15	+1
Schuylkill Haven	17	17	0
<i>Troop M:</i>			
Bethlehem	23	25	+2
Dublin	18	21	+3
Treose	16	15	-1
Fogelsville	27	25	-2
Belfast	16	12	-4
<i>Troop N:</i>			
Hazleton	18	15	-3
Bloomsburg	14	14	0
Fern Ridge	17	16	-1
Lehighton	17	15	-2
Swiftwater	25	25	0

Table 19 (Continued)

<u>Station</u>	<u>Number of Patrol Troopers</u>		
	<u>Assigned As of 4/12/01^a</u>	<u>Needed to be at 64% Obligated/ 36% Unobligated</u>	<u>To Increase (+) or Decrease (-) Per STAF Formula</u>
<i>Troop P:</i>			
Wyoming.....	12	14	+2
Laporte	14	15	+1
Shickshinny	12	14	+2
Towanda	15	15	0
Tunkhannock	14	15	+1
<i>Troop R:</i>			
Dunmore.....	16	16	0
Blooming Grove.....	16	20	+4
Gibson.....	14	15	+1
Honesdale	16	20	+4

^aDoes not include Troopers assigned to the Patrol Unit as a result of the consolidation of Troop S, as those Troopers are to be dedicated to patrolling the interstates.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

E. The Allocation of Criminal Investigators to the Station Level Is Currently Based on a Ratio of 175 to 225 Cases Per Investigator

Another of the missions of the State Police is to effectively investigate crime and reduce criminal activity. The majority of State Police efforts in criminal law enforcement are investigative functions performed at the Station level for crimes of violence and property crimes. At the statewide level, specialized Investigators are used for those investigations involving illegal drugs and narcotics, organized crime, white-collar crime, public corruption, arson, and criminal personality profiling. Investigations of these activities involve covert operations, intelligence gathering and reporting, surveillance, and expertise in a specified field.

The State Police conducts criminal investigations anywhere in the Commonwealth where there is no organized police agency. Investigative support, specialized investigations, and technical assistance are provided to any full-time or part-time municipal police department on request. The Department also assists with investigations involving out-of-state and federal agencies as required.

As is the case for Patrol Troopers (see Finding D), the State Police also uses an allocation formula to determine the number of Criminal Investigators assigned to each Station.

The Allocation Formula

In 1992 and 1993, the State Police began to reexamine the method by which Criminal Investigators were allocated to the field. They calculated the ratio of incidents per Station to the number of Criminal Investigators assigned to each Station and found that these ratios varied considerably by Station. As a result of this analysis, the Department sought a more empirical method to deploy Troopers to these positions.

The method selected to assign Criminal Investigators is administered by the Bureau of Research and Development. This process involves a formula that derives a ratio of the number of incidents per Investigator per Station per year. Bureau staff then identify where imbalances occur and where subsequent staffing adjustments need to be made. When the formula was first computed the statewide average was 174 incidents annually per Investigator. A maximum limit of 190-200 incidents per Investigator was initially set by the Bureau as the standard.

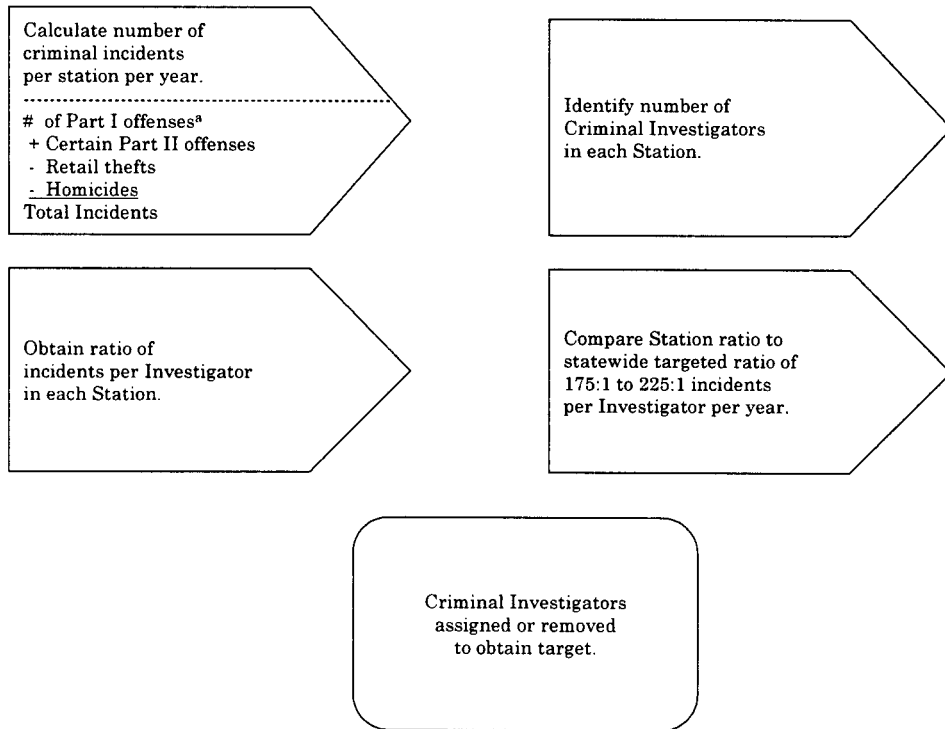
In 1994, the list of the incidents to be included in the calculation was refined, and the target ratio was set at 175 to 225 incidents per Investigator, with the ideal being 200 incidents.

Exhibit 17 provides a flowchart of the “Criminal Investigator Allocation Formula.” As shown on the chart, the formula for allocating Criminal Investigators begins by calculating the number of criminal incidents per Station. Total criminal incidents are arrived at by adding the UCR Part I offenses and certain UCR Part II offenses, such as sex offenses and certain thefts. The number of retail thefts are subtracted out from this count, as they are typically handled by other staff, and the number of homicides is subtracted out, as they are already included under Part I offenses.

Once the adjusted number of criminal incidents is calculated, the number of Criminal Investigators at each station is identified. The number of Investigators is divided into the number of incidents to arrive at a ratio that shows the number of criminal investigations per Criminal Investigator for each Station. This ratio is then compared to the statewide targeted ratio of 175:1 to 225:1.

Exhibit 17

State Police Formula for Allocating Criminal Investigators



^aPart I offenses are adjusted by subtracting retail thefts and homicides and by adding the following Part II offenses: kidnapping, all deaths, prison escapes, adult missing persons, fugitives from justice, involuntary deviate sexual intercourse, incest, indecent assault, indecent exposure, statutory rape, bad checks, theft by deception, fraud and forgery, receiving stolen property, and background investigations. These adjustments are made to more truly reflect the actual incidents handled by Criminal Investigators.

Source: Developed by LB&FC staff based on information obtained from the Pennsylvania State Police.

Several additional points are noteworthy in understanding the operation of the Criminal Investigator Allocation Formula.

- Troop T does not have assigned Criminal Investigators.
- Criminal Investigation Supervisors are not included in the allocation formula. The number of Supervisors to be assigned to each Station is determined by the Department's guidelines for supervisory span-of-control. (See Appendix F.)
- Specialty functions, such as Intelligence, Auto Theft, Identification, Polygraph, Fire Marshal, and Vice are not included in the Criminal Investigators Allocation Formula. The number of these positions is determined by Headquarters, and they are usually assigned at the Troop level. The normal staffing of the criminal investigation specialty functions is shown below:

<u>Specialty</u>	<u># Troopers Required</u>
Intelligence.....	1 per Troop
Auto Theft	1 per Troop
Identification Unit.....	3-4 per Troop
Polygraph	1 per Troop
Vice	3-4 per Troop
Criminal Investigative Analyst	1 per Troop
Fire Marshall	41 Total

- Exceptions to the formula arise when the targeted ratio cannot be achieved. For example, a Station that is allocated three Criminal Investigators and has a total of 459 incidents results in a ratio of 153:1. According to the formula, the ratio is too low, and the number of Criminal Investigators should be reduced to two; however, two Criminal Investigators at 459 incidents equals a ratio of 229:1. Although the deviation from the goal is less, the State Police believe it to be preferable at a small Station to provide more Criminal Investigators than the formula dictates.
- Although the Criminal Investigator Allocation Formula for each Station is computed annually, the State Police typically makes increases and decreases in the assignment of Criminal Investigators on a two-year trend basis. Exceptions to this multi-year trend are made for extremely high ratios of incidents per Criminal Investigator. An example of this would be a

Station that is allocated three Criminal Investigators and has a total of 931 incidents, which equals a ratio of 310:1. The actual number of Criminal Investigators to be allocated according to this formula should be five, equaling a total of 186:1. However, if this extremely high ratio is not part of a multi-year trend, it is likely that the number of incidents will not remain at that high level. Therefore, four Criminal Investigators would be allocated, resulting in a ratio of 233:1. If the numbers for the next year were to support five Criminal Investigators, a multi-year trend would then exist, and five would be allocated.

Current Investigator to Incident Ratios

The State Police calculates the ratio of Criminal Investigators to criminal incidents on an annual basis. For calendar year 2000, total incidents used for this formula amounted to 65,712. At that time there were 357 Criminal Investigators assigned to the Stations, thereby resulting in a statewide ratio of 184 incidents per Investigator. Given that the targeted ratio that the Bureau of Research and Development tries to attain for each Station is between 175 and 225 incidents per Criminal Investigator, this statewide average easily falls within that range.

As shown on Table 20, this ratio varied greatly among the Stations, and was as low as 116 for the Kane Station in Troop C and as high as 301 for the Gibson Station in Troop R. A total of 27 Stations fell below the 175 to 225 ratio, while another 10 Stations had ratios higher than this goal. As a result of these ratio fluctuations, adjustments were made to the staffing level of Criminal Investigators at 12 Stations. Seven Stations (Greensburg, Somerset, Uniontown, Franklin, Harrisburg, Bethlehem, and Fern Ridge) each had one Criminal Investigator removed from their complement level, while five Stations (Rockview, Newport, Frackville, Gibson, and Honesdale) each had an additional Criminal Investigator added to their complement.

For comparison purposes, LB&FC staff obtained the number of incidents and the number of Criminal Investigators for 1996, which was the year we released our last State Police complement study. At that time, there were 55,289 criminal incidents and 343 Criminal Investigators. This resulted in a statewide average of 161 criminal offenses per Criminal Investigator. With the rise in incidents from 55,289 in 1996 to 65,712 in 2000, there have been 12 Criminal Investigators added to the complement of the Stations so that the staffing ratio could remain somewhat consistent and within the acceptable range established by the Bureau of Research and Development. These additional Investigators were drawn from the Patrol Sections.

Table 20

**Results of the December 2000 Calculation of the
Criminal Investigator (CI) Allocation Formula**

<u>Station</u>	<u># of CIs^a in 1999</u>	<u>Total # of Criminal Offenses CY 2000</u>	<u># of Criminal Offenses Per CI^a</u>	<u># of CIs^a to Be Allocated Per Formula for 2000</u>	<u>Actual # of CIs^a Allocated in 2000</u>	<u>Actual # of CIs^a Allocated In 1996</u>
<i>Troop A:</i>						
Greensburg	15	2,344	156	13	14	15
Ebensburg	3	539	180	3	3	3
Indiana	8	1,344	168	7	8	7
Kiski Valley	2	423	212	2	2	3
Somerset	5	742	148	4	4	5
<i>Troop B:</i>						
Washington	6	1,205	201	6	6	6
Belle Vernon	5	802	160	4	5	3
Findlay	2	279	140	2	2	1
Uniontown	18	2,704	150	15	17	16
Waynesburg	5	949	190	5	5	5
<i>Troop C:</i>						
Punxsutawney	3	543	181	3	3	3
Clarion	4	819	205	4	4	4
Clearfield	5	833	167	4	5	3
Du Bois	2	351	176	2	2	2
Kane	3	349	116	3	3	3
Ridgway	2	358	179	2	2	2
Tionesta	2	304	152	2	2	2
<i>Troop D:</i>						
Butler	7	1,275	182	7	7	7
Beaver	2	300	150	2	2	2
Kittanning	5	949	190	5	5	4
Mercer	3	656	219	3	3	3
New Castle	5	868	174	5	5	5
<i>Troop E:</i>						
Erie	9	1,629	181	9	9	8
Corry	3	377	126	3	3	3
Franklin	5	746	149	4	4	5
Girard	3	616	205	3	3	3
Meadville	6	1,133	189	6	6	6
Warren	2	465	233	2	2	3

Table 20 (Continued)

<u>Station</u>	<u># of CIs^a in 1999</u>	<u>Total # of Criminal Offenses CY 2000</u>	<u># of Criminal Offenses Per CI^a</u>	<u># of CIs^a to Be Allocated Per Formula for 2000</u>	<u>Actual # of CIs^a Allocated in 2000</u>	<u>Actual # of CIs^a Allocated In 1996</u>
<i>Troop F:</i>						
Montoursville.....	6	1,275	213	6	6	7
Coudersport	2	529	265	2	2	2
Emporium	1	200	200	1	1	1
Lamar.....	3	600	200	3	3	3
Mansfield	3	533	178	3	3	3
Milton.....	4	788	197	4	4	3
Selinsgrove.....	3	513	171	3	3	3
Stonington.....	2	310	155	2	2	2
<i>Troop G:</i>						
Hollidaysburg	4	780	195	4	4	4
Bedford.....	5	963	193	5	5	6
Huntingdon.....	4	778	195	4	4	5
Lewistown.....	3	461	154	3	3	3
McConnellsburg.....	2	313	157	2	2	2
Rockview	4	936	234	5	5	4
Philipsburg.....	3	578	193	3	3	2
<i>Troop H:</i>						
Harrisburg	6	877	146	5	5	6
Carlisle.....	6	1,160	193	6	6	5
Chambersburg	10	2,249	225	10	10	9
Gettysburg	5	966	193	5	5	5
Lykens.....	3	523	174	3	3	2
Newport.....	4	988	247	5	5	4
York.....	7	1,550	221	7	7	6
<i>Troop J:</i>						
Lancaster	7	1,234	176	7	7	7
Avondale	7	1,083	155	7	7	7
Embreeville.....	6	1,066	178	6	6	5
Ephrata	2	419	210	2	2	1
<i>Troop K:</i>						
Philadelphia.....	4	210	53	4	4	4
Media.....	7	1,297	185	7	7	6
Skippack.....	5	963	193	5	5	5
<i>Troop L:</i>						
Reading	5	1,017	203	5	5	4
Frackville	3	697	232	4	4	4
Hamburg	2	385	193	2	2	2
Jonestown	3	570	190	3	3	3
Schuylkill Haven	5	1,249	250	5	5	5

Table 20 (Continued)

<u>Station</u>	<u># of CIs^a in 1999</u>	<u>Total # of Criminal Offenses CY 2000</u>	<u># of Criminal Offenses Per CI^a</u>	<u># of CIs^a to Be Allocated Per Formula for 2000</u>	<u>Actual # of CIs^a Allocated in 2000</u>	<u>Actual # of CIs^a Allocated In 1996</u>
<i>Troop M:</i>						
Bethlehem.....	6	916	153	5	5	5
Belfast.....	2	431	216	2	2	2
Dublin.....	4	737	184	4	4	3
Fogelsville.....	5	814	163	5	5	5
Trevoise.....	1	128	128	1	1	1
<i>Troop N:</i>						
Hazleton.....	3	761	254	4	3	3
Bloomsburg.....	2	561	281	2	2	2
Fern Ridge.....	4	623	156	3	3	4
Lehighton.....	4	931	233	4	4	4
Swiftwater.....	6	1,213	202	6	6	6
<i>Troop P:</i>						
Wyoming.....	3	453	151	3	3	3
Laporte.....	2	256	128	2	2	2
Shickshinny.....	2	381	191	2	2	2
Towanda.....	5	957	191	5	5	6
Tunkhannock.....	3	577	192	3	3	4
<i>Troop R:</i>						
Dunmore.....	4	583	146	4	4	3
Blooming Grove.....	6	1,156	193	6	6	6
Gibson.....	3	902	301	5	4	3
Honesdale.....	<u>6</u>	<u>1,370</u>	228	<u>7</u>	<u>7</u>	<u>5</u>
Grand Total.....	357	65,712	184	351	355	343 ^{b, c}

^a“CI(s)” represents Criminal Investigator(s).

^bIncludes two Criminal Investigators that were allocated to the former Pittsburgh Station in Troop B.

^cThere were 55,289 criminal offenses in 1996, and with a staff of 343 Criminal Investigators, this made for 161 offenses per Criminal Investigator in 1996.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

If a Station needs more Criminal Investigators than are available to be allocated by the formula, then the Bureau of Research and Development may allocate another Criminal Investigator to them, but typically this person is taken from the station's Patrol Trooper roster and cannot be replaced due to the complement cap. Many times a Patrol Trooper is temporarily assigned to the Criminal Investigation Unit for 90 days to meet this need.

F. The Number of State Troopers Assigned to Patrol the Pennsylvania Turnpike Has Remained Relatively Unchanged Since the Early 1970s

A separate contingent of Pennsylvania State Troopers provides police services on the Pennsylvania Turnpike. State Troopers assigned to the Turnpike are members of Troop T and, by law, are not counted against the Department's statutory cap of 3,940 positions. Troopers assigned to Troop T are regular members of the State Police.

Statutory Basis of Turnpike Police Services

Act 1937-211, as amended, authorized the construction of the Pennsylvania Turnpike and created the Pennsylvania Turnpike Commission. Act 137 also provided that the Turnpike is to "be policed and operated by such force of police, toll-takers and other operating employees as the Commission may in its discretion employ." At the request of the Turnpike Commission in 1940, the Governor directed the State Police to provide police services on the Turnpike.

The Governor assigned the State Police to patrol the Turnpike pursuant to an Attorney General's opinion, 1940-357, which cited provisions of the Administrative Code of 1929, as amended, stating that the power and duty of the Pennsylvania State Police shall be:

- to assist the Governor in the administration and enforcement of the laws of the Commonwealth, in such manner, at such times, and in such places, as the Governor may from time to time request;
- with the approval of the Governor, to assist any administrative department, board or commission, of the state government, to enforce the laws appertaining to such department, board, or commission, or any organization thereof; and
- to enforce the laws regulating the use of the highways of this Commonwealth

In addition to speed enforcement, the State Police investigates all accidents occurring on Turnpike property, assists disabled vehicles, provides security for the service plazas and interchanges, and investigates any criminal activity along the Turnpike System. The State Police also inspects commercial trucks for safety and equipment violations under the provisions of the Motor Carrier Safety Assistance Program (MCSAP).

Size and Assignment of the Troop T Complement

In 1940, the Pennsylvania State Police began to patrol the Turnpike. At that time, no fixed complement was established for Troop T. By 1955, the size of the

Troop T complement was 185 Troopers. These Troopers were assigned to patrol 360 miles of Turnpike roadway. As Exhibit 18 shows, the size of the Troop T complement has grown relatively little (23 percent) since 1955. Traffic growth on the Turnpike, however, has increased by 478 percent, from about 27 million vehicles in 1958 to 156 million vehicles in 1999.

Exhibit 18

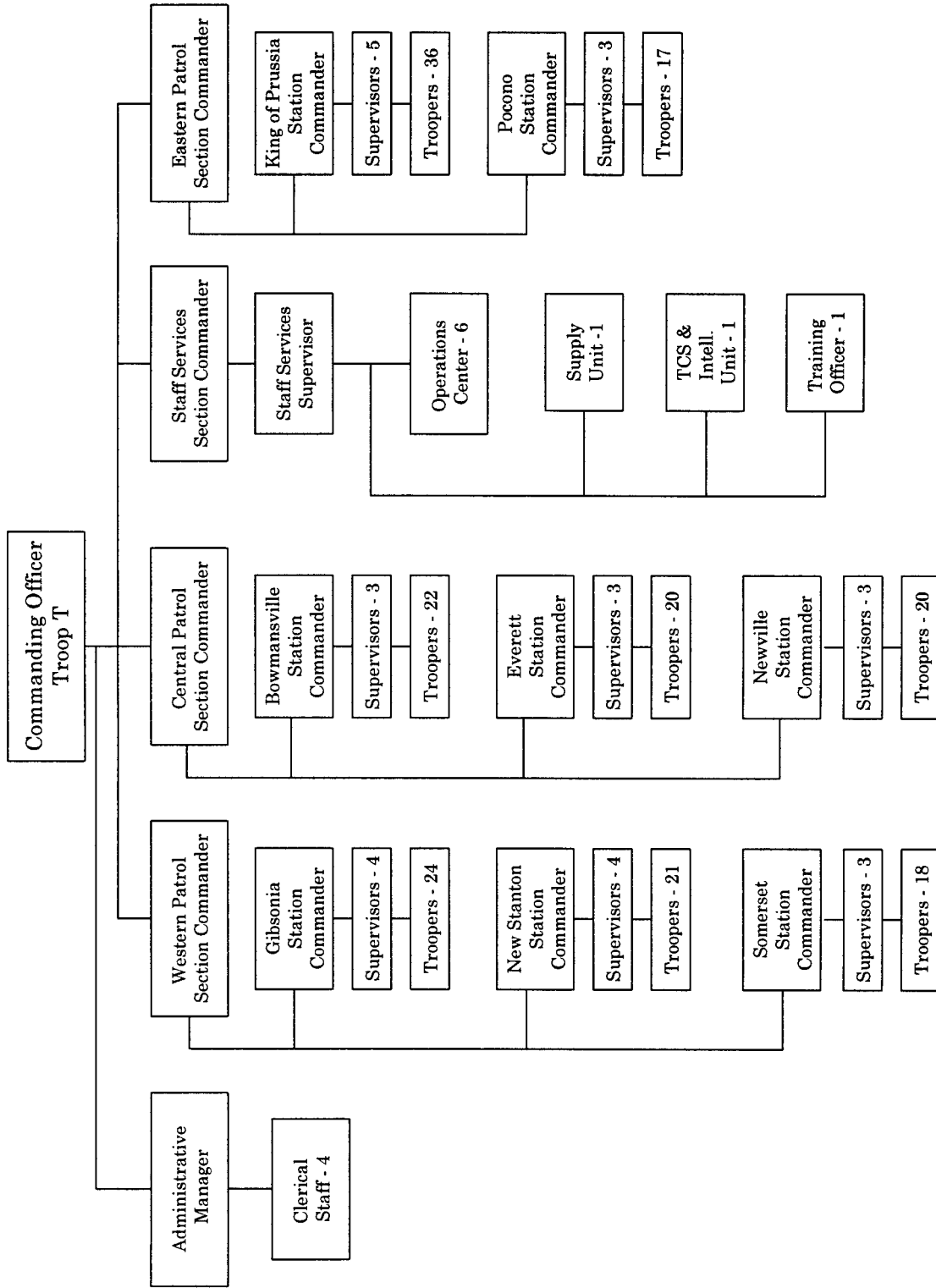
History of State Police Troop T Complement

1940.....	Pennsylvania State Police began to patrol the Pennsylvania Turnpike System from existing county barracks. No fixed complement was established for Troop T during this time period.
1955.....	General Assembly established the legislative complement for the Pennsylvania State Police, but excluded Troop T from that number. At that time, 185 members were assigned to patrol 360 miles of Turnpike roadway. In 1957, the total mileage grew to 470 miles, with the addition of 110 miles of the Northeast Extension.
1968.....	Troop T complement was increased to 203 members.
1972.....	The Troop T complement stood at 233 members.
1977.....	Troop T complement was reduced to 217 members.
1993.....	Troop T complement was increased to 228. Roadway mileage increased by 36 miles with addition of Beaver Valley Expressway and Amos K. Hutchinson Bypass.
1999-2000 ...	Troop complement remained at 228. However the Pennsylvania Turnpike Commission requested a reduction in the number of Troopers because of budgetary concerns. An agreement was reached to maintain a vacancy rate consistent with that throughout the Pennsylvania State Police resulting in an average of 17 vacancies at any given time in 1999 for Troop T. At one point, the vacancy rate grew to 22 members for a six-month period. The average Trooper vacancy rate in 2000 was 10 per month.
2001.....	Troop T complement remains at 228. 1 – Captain 4 – Lieutenants 9 – Sergeants 36 – Corporals 178 – Troopers

Source: Pennsylvania State Police.

As of April 1, 2001, Troop T had an authorized complement of 228 enlisted members. These Troopers were assigned to either the Highspire Headquarters Office or to one of eight Troop T stations on the Turnpike. (See Exhibit 19.) Troop T is headquartered at the Turnpike Administration Building, and its eight stations are co-located with Turnpike Commission maintenance facilities. (See Table 21.)

Pennsylvania State Police, Troop T*



*As of April 1, 2001.

In addition to the State Trooper complement, six civilians were employed at Troop T Headquarters as of April 2001. Individuals in these positions include an Administrative Manager, a Supply Unit Manager, and four clerical staff.⁹

Table 21

Troop T Stations and Staffing
(April 2001)

<u>Station</u>	<u>Enlisted</u>	<u>Station</u>	<u>Enlisted</u>
Gibsonia.....	29	Bowmansville	26
New Stanton	26	King of Prussia	42
Somerset.....	22	Pocono	<u>21</u>
Everett.....	24		
Newville.....	24	Total	214 ^a

^aDoes not include 14 enlisted personnel located at the Highspire Headquarters Office. These are the Commanding Officer, four Section Commanders, the Staff Services Supervisor, six Operations Center Members, the TCS and Intelligence Unit Member, and the Training Officer.

Source: Pennsylvania State Police staffing reports.

The number of Troopers assigned to patrol the Pennsylvania Turnpike is determined through a collaborative effort between the State Police and the Turnpike Commission. Each year the Area V Commander and the Troop T Commander meet with the Turnpike Commission's Deputy Executive Director for Finance and Administration to review and finalize Troop T's budget request.¹⁰ Through the budget process, the Turnpike Commission and the State Police jointly establish an authorized complement level for Troop T. When used in this context, the term "authorized" refers to the maximum number of State Troopers the Turnpike Commission will fund during a particular budget year. For example, in 1972 the Commission determined that it would fund 233 Troopers. This became the "authorized complement" until 1977 when the Commission reduced the number of Troopers it would fund to 217. The size of the civilian component of the Troop T complement is set in the same manner. If the Turnpike Commission decides to increase the complement size of Troop T, the State Police Fiscal Division must determine if the Department can afford the costs to train these additional Troopers.

Costs and Funding of State Police Services on the Turnpike

The Turnpike Commission fully reimburses the State Police for the costs of Troop T operations. In addition to salaries and benefits, the State Police bills the Commission for the costs of such things as administrative overhead, automobile

⁹The State Police's FY 2001-02 budget request sought funding for a clerk-typist for each of the eight Turnpike Troop T Stations. This request has been approved and the civilian complement will be increased to 14.

¹⁰The Commanders also meet on a monthly basis with the Turnpike Commission's Executive Director and Associate Executive Director in order to review and discuss Troop T operations.

mileage, radios, and safety and vehicle equipment. Charges are computed and submitted to the Turnpike Commission on a monthly basis.

In FY 1999-00, the costs for State Police Turnpike Patrol amounted to \$21.4 million. The annual costs for the last ten years for Troop T is shown on Table 22. This amount includes salaries and benefits, as well as all operating, fixed asset, and overhead costs. With total costs of \$21.4 million and an authorized complement of 228 Troopers, the average cost per Officer for FY 1999-00 amounted to approximately \$94,000. The FY 2001-02 budget for State Police services is \$22.6 million.

Table 22

**PA Turnpike Commission Expenditures for
State Police Services***

<u>Fiscal Year</u>	<u>Amount (\$Millions)</u>	<u># of Authorized Troop T Officers</u>
1991-92.....	\$16.4	217
1992-93.....	15.4	228
1993-94.....	16.5	228
1994-95.....	18.1	228
1995-96.....	17.9	228
1996-97.....	18.0	228
1997-98.....	19.3	228
1998-99.....	20.4	228
1999-00.....	21.4	228
2000-01 (Estimated)	19.7	228
2001-02 (Budget)	22.6 ^a	228

*Expenditures are reported on a cash basis and include all operating, fixed asset, and overhead costs as well as salaries and benefit costs.

^aDoes not include contract expenses the Turnpike Commission pays to have Belle Vernon, Troop B, Patrol Troopers provide police services on the Mon/Fayette Expressway (\$69,452 in FY 1998-99 and \$83,235 in FY 1999-00).

Source: Developed by LB&FC staff using information obtained from the Pennsylvania Turnpike Commission.

Since FY 1991-92, the annual cost to the Commission for State Police patrol services has increased by an average of approximately 5 percent and currently constitutes about 12 percent of the Commission's operating budget. Turnpike Commission officials with whom we met during the study expressed concern over the rising costs of police services and noted that any mandated increases in the size of Troop T could have serious fiscal implications for the Commission. Commission officials also believe that the size of the Troop T complement should continue to be set through a collaborative effort between the Commission and the State Police.

Two related issues were also raised during our discussion with Turnpike Commission officials on the subject of the cost of State Police services. Due to the increasing cost of State Police services, Commission officials suggest that consideration be given to allowing the Turnpike Commission to recover a percentage of the monies collected from the citations the State Police issues on the Turnpike. They also believe that an evaluation should be conducted to assess the feasibility of creating a special "Highway Patrol" unit within the State Police to patrol the Turnpike. They raised the possibility that members of this unit could receive reduced training that would include only the assignment of highway patrol duties and would subsequently be billed at a reduced rate.

Selected Measures of Troop T Patrol Activity

Table 23 presents detailed activity and enforcement statistics for Troop T for the period 1990 through the first 10 months of 2000. During 1999, Troop T Officers carried out over 132,000 hours of patrol and made 71,279 traffic arrests on the Turnpike. While the statistics indicate a substantial level of patrol and enforcement activity, the data also shows a marked downward trend in a number of areas over the ten year period.

As shown, there is a marked decline in the number of patrol hours reported by Troop T members during this period. The 1999 figure of 132,693 hours is 6.3 percent less than was recorded in 1990 and 14.4 percent less than the ten-year high of 154,939, which occurred in 1994. Traffic arrests and warning notices are also down dramatically from prior year levels. The 71,279 traffic arrests made in 1999 was 15.0 percent lower than the prior year and nearly 20,000 arrests below the ten-year high of 91,116 in 1994. Warning notices in 1999 reached a ten-year low at 28,635. During the same period, the total number of accidents increased from 4,437 in 1990 to 5,426 in 1999. Of these, 14 were fatal accidents and 1,007 were injury accidents.¹¹

Both the Turnpike Commission and the State Police are closely monitoring these measures of patrol activity and took steps in early 2001 to increase State Police visibility on the Turnpike. The Commission is also working with Troop T to develop periodic performance data as part of the Turnpike Commission's overall performance measurement system.

The State Police's Area V Commander and the Troop T Commander reported several special programs and initiatives designed to maximize the State Police presence on the Turnpike. The Commanders explained that the use of centralized dispatch has enabled Troop T to eliminate the need to staff separate station communications desks. Also, the hiring of eight civilian clerical positions in

¹¹A 1997 LB&FC performance audit of the Pennsylvania Turnpike Commission found that the Turnpike's accident rate was significantly lower than comparable rates on other Pennsylvania highways as well as the average rate for all U.S. turnpikes.

Table 23

Summary of Troop T Activities

	<u>CY 1990</u>	<u>CY 1991</u>	<u>CY 1992</u>	<u>CY 1993</u>	<u>CY 1994</u>	<u>CY 1995</u>	<u>CY 1996</u>	<u>CY 1997</u>	<u>CY 1998</u>	<u>CY 1999</u>	<u>CY 2000^a</u>
Part I: Hours of Activity											
Patrol Hours.....	141,564	148,850	146,595	151,673	154,939	150,569	143,478	134,673	134,944	132,693	135,538
Accident Investigation	9,786	8,196	7,909	8,211	9,296	9,925	10,740	10,232	10,834	11,691	11,160
Radar Duty.....	33,747	38,879	38,898	38,938	40,596	43,671	44,729	44,652	43,229	36,139	37,412
Weight Detail Duty	127	21	52	23	23	52	56	101	98	12	20
MCSAP Duty	14,629	15,359	12,277	9,310	10,131	8,138	8,778	8,716	7,622	5,130	5,879
Criminal Investigation.....	2,427	2,788	3,213	2,909	3,017	3,558	2,908	2,893	2,982	2,991	3,314
Supp. Crim. Investigation...	656	912	1,223	1,419	1,048	1,152	1,257	1,419	1,482	1,850	2,552
Court Attendance	9,746	10,514	12,421	11,767	13,256	11,993	10,966	11,266	10,728	8,949	9,863
Warrant Service	87	96	156	165	283	311	331	380	363	340	433
Special Assignment.....	59,789	50,834	38,128	71,721	86,351	58,676	62,855	67,975	72,702	72,128	83,292
Desk and Communications.	31,172	27,593	27,790	30,801	35,005	35,384	36,296	36,255	35,591	34,273	34,741
Community Service	3	132	1	111	201	521	969	1,172	611	372	457
Training.....			Data not captured separately until 1994.		6,115	8,975	16,135	20,228	12,250	12,735	13,919
Supervision - Admin. Duty			Data not captured separately until 1994.		17,767	28,574	28,141	26,917	28,133	27,154	27,613
Supervision - Field Duty.....	<u>38,360</u>	<u>40,227</u>	<u>39,874</u>	<u>36,018</u>	<u>7,851</u>	<u>9,991</u>	<u>10,181</u>	<u>10,532</u>	<u>11,042</u>	<u>10,790</u>	<u>12,316</u>
Total Hours.....	342,093	344,401	328,537	363,066	385,879	371,490	377,820	377,411	372,611	357,247	378,510
Part II: Activities											
Accident Investigations.....	4,247	3,567	3,562	3,829	4,495	4,381	4,980	4,537	4,621	5,145	5,016
Supplemental Acc. Invest. ...	259	207	152	231	219	280	344	309	302	389	374
Prelim. Criminal Invest.	550	716	677	691	723	850	691	642	704	747	899
Supplemental Crime Invest.	340	424	594	845	791	634	854	748	868	912	1,213
Traffic Arrests	69,898	77,689	82,221	81,354	91,116	84,041	81,696	82,147	83,864	71,279	77,575
Traffic Arrests - DUI.....		Data not captured separately until 1994.			259	391	363	443	238	213	250
Criminal Summary	328	513	614	437	259	388	400	376	362	316	454
Arrest Misdemeanor/Felony		Data not captured separately until 1994.			147	214	526	209	233	253	248
MCSAP Inspection.....	6,936	7,327	6,323	4,553	5,112	3,740	3,889	4,155	3,591	2,410	2,633
Motorist Assist	13,706	11,909	11,201	11,013	11,518	9,830	9,659	8,604	10,861	9,222	7,469
Warning Notices.....	69,703	82,351	61,949	46,843	54,218	45,761	45,339	42,025	38,659	28,635	26,779

^aAnnualized figures based on actual information for January to October 2000.

Source: Pennsylvania State Police, Troop T.

FY 2001-02 will free additional State Troopers for patrol work. It is estimated that with the hiring of these clerk-typists, Troop T will realize a gain of 280 additional patrol hours weekly.

Troop T has taken other actions in the areas of supervision, scheduling, and visibility to maximize patrol hours. During each midnight shift, the only on-duty Supervisor is assigned to the Highspire Communications Desk; thus, maximizing field supervision during the a.m. and p.m. shifts when the workload is greatest. Also, scheduling has been staggered to consistently maintain visibility of patrols and to decrease response time. In reviewing schedules, the State Police is attempting to maximize patrols that are limited by factors, such as court, training, limited-duty personnel, and special projects. Additionally, to increase visibility, one unmarked patrol vehicle was converted to a marked unit at each of the eight Troop T stations.

Troop T reported that it has also initiated several enforcement programs specific to its operational needs. These are in addition to standard Department enforcement programs including TAG-D, Operation Centipede, MCSAP, Operation CARE, Buckle-up America, and Operation POST.

Rollover Prevention Effort (ROPE). ROPE was developed to increase the visibility of patrols and the enforcement of commercial vehicle laws adjacent to the Allegheny Tunnel. Several commercial vehicle rollovers occurred while exiting the Allegheny Tunnel eastbound. To prevent future rollovers, this proactive enforcement initiative mandated that visible patrols be stationed adjacent to the tunnel area. This has resulted in no rollovers since the spring of 1999.

Wet Highway Enforcement Team (WHET). Operation WHET was developed after observing a significantly higher number of one-vehicle crashes during rainy weather. As described by the State Police, this enforcement program is designed to apprehend speeders and aggressive drivers during periods of inclement weather, when radar cannot be utilized. The program consists of a Trooper in an unmarked vehicle, working in conjunction with one or more members assigned to marked patrol vehicles. The unmarked vehicle observes a violation and then radios ahead to a marked unit. The marked unit initiates a traffic stop in a wide area or near an interchange where the stop can be made in safety and appropriate enforcement action is taken.

Operation CLEANPIKE. Formally known as TRASHNET, Operation CLEANPIKE was developed in 1996 due to numerous complaints of trash haulers driving aggressively and scattering trash along the Turnpike while en route to the New Morgan Landfill located off Interchange #22. The program requires a Trooper to monitor a minimum of ten trash haulers daily, Monday through Friday. It includes a reporting system that tracks those companies who are repeat violators.

Aerial Enforcement. Aerial observation of traffic violations which was discontinued on the Turnpike System in 1997, resumed in September 2000, thereby adding to Troop T's operational options.

There are a number of factors, not the least of which is traffic volume, which are affecting State Police service demands and patrol activity on the Turnpike. Traffic on the Pennsylvania Turnpike has grown annually at a rate of 5 percent. In 1972, when Troop T was staffed with 233 State Troopers, traffic totaled 58 million vehicles. During 1999, traffic volume on the Turnpike exceeded 156 million vehicles¹² a year with a State Trooper complement of 228.

Construction projects and the need to maintain an ongoing State Police presence in these construction zones is also an important factor. The Turnpike Commission is in the midst of a major construction effort to completely rebuild the original 160 miles of Turnpike roadbed, to repave the remainder of the System, and to replace a majority of the bridges. Additionally, a portion of the Northeast Extension is to be rebuilt to accommodate six lanes of travel.

All of these projects require a significant expenditure of patrol resources by Troop T to monitor the construction zones. Although the Turnpike Commission has been willing to pay overtime to have Troopers patrol the construction zones, State Police officials report that it has also been necessary to support construction zone patrols with regular patrols resulting in a reduction of regular patrol hours.

The State Police reports that the following stations were experiencing ongoing major construction zone projects as of early 2001: King of Prussia, Newville, Everett, Somerset, and New Stanton. These activities are in addition to annual resurfacing projects, bridge demolitions, and interchange reconfigurations which all Troop T Stations must cover.

The miles of Turnpike roadway for which Troop T is responsible also continue to grow. For example, the Beaver Valley Expressway and the Amos K. Hutchinson Bypass added 30 miles of roadway to the Turnpike System. In addition, 20 miles of fifth and sixth lanes have been added predominantly in the metropolitan Philadelphia area, with an additional five miles under construction as of early 2001.

Also, when completed, the Mon-Fayette Expressway and Southern Beltway will add 65 miles of additional patrol zones to the Pennsylvania Turnpike System. State Police officials believe that, as this project nears completion, serious

¹²The Turnpike Commission revised their traffic regulations effective July 16, 2000. The most significant change resulted in relaxed HAZ-MAT restrictions for all five tunnels on the Turnpike System. An independent analysis by a traffic engineering firm, TriLine Associates, Inc., projects an annual 10 percent increase in commercial traffic on the Turnpike System as a result of this change.

consideration must be given to adding another Station and appropriate staffing levels in this area.

Finally, the I-95 Connector, a \$600 million project, which is proceeding in the metropolitan Philadelphia area, will add another interchange to the System. By making the Turnpike more accessible, this project will increase traffic and result in an increase in the workload for the Troopers at the King of Prussia Station. State Police officials believe that this may result in the operational need to divide the King of Prussia Station into two Stations. The additional Station would be located in the vicinity of the Neshaminy Service Plaza.

Recent roadway and operational modifications on the Turnpike System are also impacting Troop T operations. For example, the Turnpike Commission is installing a 48" concrete median barrier across the System. While the barriers improve motorist safety, they also restrict patrol visibility in opposing lanes of traffic and limit a Trooper's ability to view incidents in oncoming lanes of travel.

Another Turnpike roadway modification impacts State Police patrol operations. Over the past 18 years, the Turnpike Commission has been closing "turn-around openings" along the Turnpike System. At one time, the Turnpike had 333 cross-overs on 505 miles of roadway. The Commission reports that closing these openings has resulted in a significant reduction in cross-over accidents.

Troop T officials note, however, that these closings (about 300 of the 333 openings had been closed as of May 2001) affect State Trooper's operational effectiveness by requiring Troopers to travel farther when responding to incidents in opposing lanes. The Turnpike Commission reports that it is constructing access ramps every five miles, by interchanges, maintenance buildings, service plazas, or access gates to replace closed median openings. As of May 2001, these were approximately 33 access ramps, not including ramps and gates at maintenance buildings and service plazas.

Additionally, as a result of the 1998 Greyhound Bus accident, the National Transportation Safety Board (NTSB) recommended that the Pennsylvania Turnpike Commission prohibit non-emergency parking in pull-off areas within the highway clear zone, and provide adequate rest areas for non-emergency parking to accommodate vehicles that may be displaced by the prohibition of parking in emergency pull-off areas within the highway clear zone.

As a result of NTSB recommendation, the Commission conducted an inventory of its wide areas and determined that modifications were appropriate. In order to improve customer safety and operations, the Commission is modifying wide areas. Approximately 140 areas will be designated as Emergency Pull-Offs, 300 will be designated as Emergency Stopping Areas, and 120 will be eliminated.

Troop T officials report that while these wide area modifications respond to the NTSB concerns, they also hinder the deployment and use of radar and have impacted motorist-to-Trooper contacts in that the number of warnings issued has declined.

The State Police also has a role in the implementation of the E-Z Pass Program. By June 2001, the Turnpike Commission will have implemented the E-Z Pass Program from the New Jersey line west to Exit #16, Carlisle. Additionally, the E-Z Pass Program is operational on Exits 31 through 33 and 37 on the Northern Extension. State Police officials report that other states that have transitioned to E-Z Pass-type systems have experienced an increase in interchange crashes, particularly at the onset, when regular commuters' entry and exit lane patterns are altered. In addition, the Commission anticipates fare evasions could approach 5,000 per day, based on other states' experiences. Although violators will initially be handled administratively by the Turnpike Commission, repeat offenders will be referred to Troop T for investigation and prosecution.

A temporary reduction in the size of the Troop T complement also impacted the level of patrol activities during 2000. Due to budgetary concerns in 1999, the Turnpike Commission reportedly requested a reduction in the number of Troopers assigned to Troop T. The State Police and the Commission subsequently agreed to maintain a vacancy rate in Troop T that was comparable to that for the State Police as a whole. This resulted in an average of 17 State Trooper vacancies at any given time in 1999. For a six-month period in 1999, Troop T had 22 vacancies. The average Trooper vacancy rate in 2000 was 10 per month. State Police officials told LB&FC staff that these vacancies had a considerable impact on patrol activities and operational flexibility. As of May 2001, the Commission has budgeted monies for FY 2001-02 in the amount of \$22.6 million to fund the full authorized Troop T complement.

G. State Police Automation Initiatives Hold Significant Promise for Increasing State Trooper Efficiency

Background - The Information Technology Strategic Plan. As of 1996, serious deficiencies in the Department's information technology (IT) systems were hampering operations and preventing full and effective use of existing staff resources. The LB&FC's 1996 report concluded that if upgraded, automated technology and communications systems would have the potential to modernize and streamline State Police operations, thereby freeing up substantial numbers of enlisted personnel for direct police work. The Committee's report recommended that the State Police place a high priority on systematically upgrading and modernizing its IT systems through full implementation of an IT strategic plan.

State Police officials also recognized the agency's information technology weaknesses and, in 1994, contracted with KPMG Peat Marwick, LLP to conduct a multi-year comprehensive study of the State Police's information systems and to develop an IT strategic plan. The resulting *IT Strategic Plan* focused on four areas of State Police operations: (1) communications; (2) Trooper efficiency; (3) administrative management; and (4) training. To address deficiencies in these areas, the *IT Strategic Plan* provided for the phased implementation of several significant IT projects. These projects, which are intended to redesign key "business processes," offer the State Police an opportunity to increase their efficiency, and thereby increase their ability to provide enhanced public safety.

In 1998, the State Police took an essential step in the IT implementation process as detailed in the *IT Strategic Plan* when it created a single-mission information technology Bureau. This new Bureau of Technology Services significantly enhanced the structure, visibility, and organization of IT functions within the Department. At that time, the State Police also established an internal IT governing body, the Automated Technology Executive Steering Committee, to set and monitor the direction that technology is to take in supporting State Police operations.

CLEAN Migration/Enterprise Network. In 1996 we reported on the fragile state of the State Police's information technology resources. In particular, we noted that the State Police lacked the ability to share critical data between its bureaus and the field. Furthermore, outdated technology was being used to support basic business applications, such as DOS-based word processing applications, and, in some cases, Troopers were purchasing their own computers and software in an effort to maximize their productivity. Even more problematic was the absence of systems to interface effectively with other agencies, such as the FBI, DEA, AOPC, and PennDOT.

In 1998, in order to begin addressing these problems, the State Police initiated the first of a series of projects aimed at improving their information technology

infrastructure as outlined in their *IT Strategic Plan*. The Commonwealth Law Enforcement Assistance Network (CLEAN) Open Access Migration Project involved converting the State Police's proprietary based CLEAN network to an "open systems" based protocol.

CLEAN is a dedicated statewide criminal justice information network, serving not only the State Police, but also approximately 3,700 criminal justice agencies. It provides data related to law enforcement activities, such as criminal record checks, stolen property, and attempts to locate missing persons. More importantly, CLEAN is connected electronically to several other law enforcement networks including the FBI's National Crime Information Center (NCIC), the National Law Enforcement Telecommunications System (NLETS), and PennDOT's Bureau of Motor Vehicles. CLEAN was established in 1972 and currently services more than 1.1 million transactions per day. Prior to the conversion of CLEAN to an open system, the network used a proprietary protocol, that if not converted, would have limited the amount of data that Pennsylvania's law enforcement agencies would have available to them.

This project also provided the State Police with an Enterprise Network (EN) from which all future IT projects would be built, primarily the Incident Information Management System. CLEAN was the one unifying network that connected all State Police installations; thus, it served as the common backbone from which to develop the Enterprise Network. The EN provides the State Police with electronic mail and standard office software applications, thus, enhancing the communication capability and productivity of the Department. In July 1998, the State Police entered into an agreement with IBM for the necessary hardware, software, and systems integration work to create the EN. The EN was officially completed in February 2000 when all State Police facilities were connected to the network. The State Police contract with IBM totaled \$35.7 million.

During our field visits we asked State Police personnel about the advancements with the Enterprise Network, and nearly all stated that it has substantially assisted them in completing their work. In particular, several Troop and Station Commanders noted that email has greatly increased communication with Headquarters and has allowed for faster turnaround time on data requests.

Criminal Investigative/Traffic Safety Incident Information Management System (IIMS). With the completion of the Enterprise Network, the State Police was ready to enter the second phase of the *IT Strategic Plan*: implementation of the Criminal Investigative/Traffic Safety Incident Information Management System (IIMS). The IIMS project draws on the Enterprise Network established from the CLEAN migration to provide Troopers with the tools and information they need to better complete their duties. The IIMS project will install computers in patrol vehicles, obtain bar-coding technology for processing evidence, and use

computer-aided dispatching and geographic information systems to improve the current dispatching function (see Finding H). It incorporates a restructuring of core State Police business processes to improve overall efficiency. As shown in Exhibit 20, the IIMS project will concentrate on the following business elements:

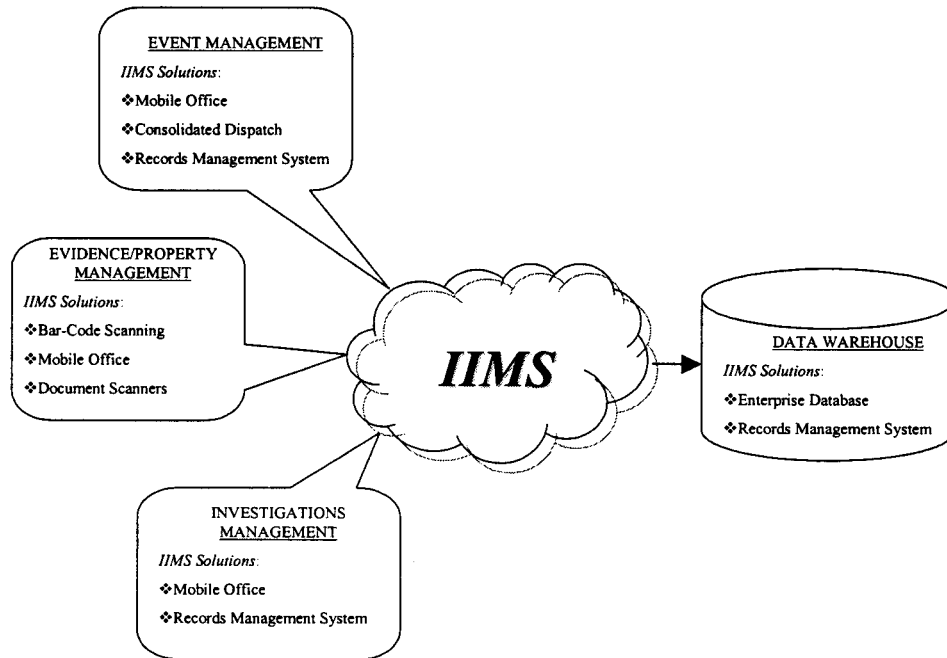
- *Event Management*: Taking calls and dispatching Troopers to the scene and collecting and disseminating relevant information pertinent to the incident.
- *Evidence/Property Management*: Tracking the collection, maintenance, and processing of evidence or property.
- *Investigations Management*: Gathering, correlating, and analyzing investigative information.
- *Data Warehousing*¹³/*Records Management*: When completed, the IIMS project will provide an Enterprise Database through a Records Management System that will allow the State Police to more efficiently complete various reports while also providing the tools necessary to analyze the data and thereby improve management of the State Police’s resources.

The IIMS project offers the Department a substantial opportunity to modernize its operations while maximizing efficiency throughout the agency. The project will make Troopers more efficient by reducing paperwork and by capturing data as close to the scene as possible. The project will also provide State Police supervisors with accurate and real-time data analysis capabilities, thereby increasing the efficiency at which they can manage their personnel resources. The project as currently planned will occur in two phases.

¹³Data Warehousing is an information technology term used to describe a process for aggregating, sorting, and cleaning data from multiple sources so that it can be stored in a large database for later access. The goal of the process is to provide flexibility to support existing and future applications that help organizations to analyze results. Ultimately, a data warehouse supports decision-making across the Department or “enterprise.”

Exhibit 20

The Elements of the State Police Incident Information Management System



Source: Developed by LB&FC Staff using information obtained from the State Police.

IIMS Phase I. Phase I, which was initiated in FY 2000-01, began with the State Police contracting with a Systems Integrator. The Systems Integrator acts as a “general contractor” to the State Police as it proceeds with the project. In September 2000, the State Police entered into a contract with the Lockheed Martin Corporation to provide these services. Lockheed Martin is responsible for providing program management and coordination of all components of IIMS into a single integrated system.

During Phase I, Lockheed Martin conducted a Systems Operation and Requirement Review (SORR). The SORR was conducted to gather a baseline understanding of the State Police’s business practices and to understand the obstacles involved in their current practices. Following this baseline data collection process, the contractor, working with State Police personnel, sought to define a technical architecture that addresses the Department’s needs. In other words, the vendor provided the State Police with a sample model of the IIMS system. This model incorporates the following solutions or subcomponents:

Mobile Office Computing. In an effort to keep Troopers in the field, and to capture data as close to the scene as possible, the State Police is introducing mobile computing solutions to its patrol cars. This capability allows Troopers to perform

most incident related duties at the scene and not back at the Station; thus, increasing the amount of time a Trooper spends in the field. Exhibit 21 highlights the Mobile Office capabilities.

Exhibit 21

State Police Mobile Office Capabilities Under IIMS

1. *CLEAN/NCIC Access.* Currently, such requests to the Commonwealth Law Enforcement Assistance Network (CLEAN) and the National Crime Information Center (NCIC) are radioed back to the Station for a Police Communication Operator (PCO) to enter the data. Once the information is returned from the system, the PCO must then radio the data back to the waiting Trooper. Oftentimes these requests take up to 10 minutes to complete. With the Mobile Office solution, Troopers will be able to conduct checks themselves via the in-car computer.
2. *Tactical Messaging.* Troopers will be able to communicate car-to-car and car-to-station using encrypted email messaging, reaching multiple locations simultaneously through wireless networks, and ensuring secure broadcasting of tactical information over existing airwaves.
3. *GPS Mapping.* Troopers will receive location coordinates and directions from their current location to an incident anywhere in Pennsylvania via integration of Global Positioning Systems (GPS) and mapping software. Troopers will no longer receive directions from the PCO at the Station who is radioing them to the Trooper.
4. *Criminal Justice Manual Access.* Troopers will be able to access and query electronic versions of the PA Crimes Code, PA Vehicle Code, and the PA Rules of Criminal Procedure. Currently Troopers have to carry bound copies of these documents with them for reference.
5. *Report Preparation.* Each mobile workstation will have Microsoft Word installed on it so Troopers can use predefined templates to complete professional looking reports from the patrol car. The reports can be saved to disk for printing at the station at the end of the shift.

Source: Developed by LB&FC staff from State Police documents.

Working in conjunction with industry leaders, a consortium of State Police technical and field personnel developed the mobile office concept. The State Police Mobile Office Team evaluated mobile computing systems at over 20 different law enforcement agencies in seven states, including several federal agencies. The State Police reported that the key factor to be considered was Trooper safety, and hardware solutions not meeting their safety standards were not considered. Ultimately, the State Police contracted with Motorola to install their MW520 mobile computers with wireless data capabilities. These are fully functional PCs specially designed to fit the patrol vehicle. Exhibit 22 highlights these specifications. The State Police tested this design at the National Highway Traffic Safety Administration's Vehicle Research and Test Center and found the design to meet all safety requirements, including presenting no impediment to the deployment or deflation of the vehicle's airbags.

Exhibit 22

Specifications for the Pennsylvania State Police Mobile Office (PSP Motorola MW520)

- Color Touch Screen Capability
- Adjustable Display Screen with Night Vision Mode
- Spill Resistant, Backlit Keyboard
- Pentium II Processor at 333 Mhz
- 128 MB RAM
- 6.4 GB Internal Hard Drive
- LS 120 Disk Drive
- Preinstalled Software: Microsoft Word, Delorme Mapping with GPS Capability, CLEAN/NCIC inquiry software, car-to-car/car-to-station secure messaging software, Gould's *PA Criminal Justice Manual*.
- Clean Cockpit Design: all components are securely mounted. Components are neither obstacles nor projectiles in a vehicle collision.

Source: Developed by LB&FC Staff from State Police documents.

The State Police reported that the Initial Mobile Office (IMO) will be implemented concurrently as the IIMS project is developed. As IIMS technologies are implemented, they will be integrated into the mobile office solution. As of April 2001, the IMO was currently installed in five patrol cars in Troop H (Harrisburg) for testing purposes. Once these tests are completed, and the prototype concept is approved, the computers will be installed in 20 patrol cars in Troop H. Once Troop H is fully equipped with the IMO solution, Troops J-Lancaster, K-Philadelphia, L-Reading, and M-Bethlehem, will be outfitted with the units. The State Police expects this expanded rollout to occur by late summer 2001.

Motorola is under contract to provide 550 mobile office units. Once these units are deployed, the State Police report that they will reevaluate the available technologies in the marketplace to see if other mobile computing platforms offer improvements. The State Police report that regardless of the platform chosen for subsequent phases, the mobile office solution will be deployed statewide in coordination with the Commonwealth's development of the Statewide Public Safety Radio System.

Consolidated Dispatch Centers. The State Police plans to move its call-taking and dispatching functions from its current 81 State Police Stations to five Regional Consolidated Dispatch Centers. Each Center will implement Computer Aided Dispatch Systems (CAD), Geographic Information System (GIS) mapping capability, and Automatic Vehicle Locators (AVL) to efficiently direct Troopers to incidents. See Finding H for more information on this topic.

Bar Code and Document Scanning. The State Police, as part of the IIMS project, will revamp its evidence/property practices to incorporate the latest technology. For example, bar code labels will be incorporated within the mobile office environment so that Troopers can prepare electronic property records with printed receipts. All information linked to a case will be kept together (property, lab reports, receipts, etc.) and personnel identifications will be associated with all property transactions.

Records Management System. By incorporating data warehousing technologies, data will be stored across the State Police Enterprise to facilitate investigations and to improve Trooper efficiency. Furthermore, improved data entry capabilities on State Police reports will require Troopers to enter data only once. For example, redundant data, such as name and date of birth will not have to be entered numerous times on several different reports for each incident number. The data will automatically populate the required fields; thus, saving the Trooper time and improving accuracy. Ultimately, with more accurate reports being produced, Supervisors will be able to spend less time in the Station reviewing and correcting reports, and more time out on the road providing supervision and backup. Once data is populated in the Enterprise Database, Investigators will have tools at their hands to identify witnesses and victims, establish modus operandi, and share data across Troop boundaries. Lastly, with the improved records management offered by IIMS, State Police command staff will have the ability to generate real-time data analysis for purposes of allocating personnel or other State Police resources.

IIMS Phase II. With the IIMS model completed, the State Police entered Phase II of the project, or the component selection process. The State Police held an industry conference in January 2001 in which it sought input from qualified vendors on how their products would fit the identified IIMS system. Only vendors that offered technology solutions in the above noted areas were invited to participate. The goal was to solicit business cases on how each vendor component would benefit the IIMS system. During Phase II, which is projected to begin in the summer of 2001, the State Police working with Lockheed Martin, will identify the best solutions via the RFP process. Selected component vendors will then become subcontractors to Lockheed Martin as IIMS is developed.

The State Police estimate that the IIMS project will take at least six years to complete. Total costs for the project are expected to be \$154 million. Nearly 70 percent of this estimate, or \$107 million, is to be paid to Lockheed Martin and its subcontractors for systems integration, hardware, and software expenditures. Table 24 presents the projected costs for the IIMS project by fiscal year.

Table 24

State Police Projections of IIMS Expenditures
(\$000)

	FY 2000-01	FY 2001-02	FY 2002-03	FY 2003-04	FY 2004-05	FY 2005-06	Total
Systems Integration (Phase I)	\$ 8,849.0	\$ 620.3	\$ 0.0	\$ 0.0	\$ 0.0	\$ 0.0	\$ 9,469.3
Systems Integration (Phase II)	0.0	15,520.1	30,780.1	40,540.2	10,760.1	0.0	97,600.5
Cons. Dis- patch Lease and Main- tenance	0.0	458.0	3,435.2	4,580.3	4,580.3	4,580.3	17,634.1
Integrated Project En- vironment	500.0	200.0	200.0	200.0	200.0	200.0	1,500.0
Initial Mo- bile Office	1,258.0	6,868.2	7,014.5	3,418.7	0.0	0.0	18,559.4
Enterprise Laptops	<u>1,500.0</u>	<u>1,500.0</u>	<u>1,500.0</u>	<u>1,500.0</u>	<u>1,500.0</u>	<u>1,500.0</u>	<u>9,000.0</u>
Totals	\$12,107.0	\$25,166.6	\$42,929.8	\$50,239.2	\$17,040.4	\$6,280.3	\$153,763.3

Source: Developed by LB&FC staff from State Police documents.

IIMS Benefits. The IIMS project and its related technology solutions offer the potential to modernize the way the State Police conducts daily operations. State Police officials report that on average, for each hour a Trooper currently spends on an incident, he/she must spend approximately four hours completing paperwork. According to industry experts, the introduction of technologies like the IIMS project could potentially reduce that time by as much as one-half. Subsequently, by making Troopers more efficient in their day-to-day tasks, the State Police could effectively increase patrol visibility across the Commonwealth without an increase in complement.

It is difficult, however, to equate the introduction of these technologies to a "personnel savings" as the nature of law enforcement is unique and not easily quantifiable. During our field visits, nearly all State Police Commanders with whom we spoke said they welcome the IIMS project and agree that it is necessary in order to maintain the State Police's position as a progressive law enforcement agency. However, these same personnel also believe that the IIMS project in itself will not eliminate the need for additional Troopers in the field. While the project offers significant benefits to the Department in terms of modernizing its operations and increasing overall Trooper and agency efficiency, it is only a partial solution to the staffing issues facing the Department.

H. Planned Consolidation of the Dispatch Function Will Return Additional Troopers to Field Duty

Background on Consolidated Dispatch

Within the State Police, the dispatch function is currently decentralized in that each of the Department's 81 Stations is responsible for dispatching Troopers from its respective Station to an incident. Each of these dispatch centers are operational 24 hours a day, 365 days a year.

With advancements in technology, this decentralized approach to dispatching is not the most effective use of resources, as it requires significant duplication in manpower and equipment. Additionally, because the State Police does not have enough civilian Police Communication Operators (PCO) to fully staff each Station's dispatch center 24 hours a day, enlisted members are used to cover communication desk shortages. This practice keeps enlisted members from completing their primary duties within the Patrol and Criminal Investigation Units, thus leaving an already stretched enlisted complement even further depleted.

In our 1996 study, we looked at the consolidated dispatch issue and found that the Department could realize operational efficiencies by moving to consolidated dispatch. In particular, we recommended that by moving to a realignment where dispatching was handled only at each of the Troop Headquarters, additional Troopers could be returned for law enforcement duties without an increase in complement.

Recent Technology Improvements

Since our 1996 study, a number of changes have occurred which have impacted the State Police and offer the potential to further streamline the State Police dispatching operations. In particular are the creation of the Statewide Public Safety Radio Network and the Criminal Investigative/Traffic Safety Incident Information Management System (IIMS).

Statewide Public Safety Radio Network. In late 1996, the General Assembly provided funding to create a Statewide Public Safety Radio System that when completed would tie Commonwealth agencies into a single, unified wireless communications network. This initiative will replace stand-alone radio systems with a high capacity, digital radio network in which all users can communicate with one another regardless of their physical location in the Commonwealth. After several years of development, the network is set to begin operations in late 2001. This project is significant to the State Police as it will replace their antiquated microwave radio network with a much more scalable and efficient communications capability.

This capacity will allow the State Police to make full use of its planned technology investment in the IIMS project.

IIMS. As mentioned in Finding G, one of the business processes the IIMS project seeks to improve is the Event Management process. The Event Management process is related to taking calls and dispatching Troopers to the scene and collecting and disseminating relevant information pertinent to the incident. As part of this process redesign, the State Police will consolidate dispatching from its current 81 Stations to just five Consolidated Dispatch Centers (CDC) located strategically throughout the Commonwealth.

Consolidated Dispatch Centers

Primary to the five Consolidated Dispatch Centers will be the use of Computer Aided Dispatch systems (CAD). The CAD system components will include Automatic Vehicle Locators (AVL) and Geographic Information System (GIS) mapping capabilities. AVL and GIS will increase Officer safety by quickly identifying a Trooper's exact location and by assisting the PCO to dispatch Trooper backup resources when required. AVL will also enable the Dispatcher to identify the closest patrol car to a pending incident. GIS will then aid the Dispatcher in directing the Trooper to the incident.

Presently, PCOs are responsible for various administrative duties, as well as responding to calls that are a request for information, but do not require a State Police response, such as weather reports and road conditions. The new process will allow PCOs to focus on incident call-taking and dispatching functions. Non-emergency calls will likely be handled through an automated telephone information system. In addition, the telecommunications system will automatically route incident calls to the next available call-taker, thereby decreasing immediate response time to distressed callers.

As currently planned, the State Police will use two fully-equipped primary CDCs and three secondary CDCs. The two primary Centers will contain all the necessary hardware and software for full redundancy between the facilities so as to provide for full system fail-over capabilities. This proposed structure will create the most efficient and cost effective use of the five facilities.

Each Center will be similarly designed so as to maximize Operator usability. Each Center will be configured with an office environment and with the administrative and query toolsets that will provide a common look and feel among the Centers. The Centers will employ common user interfaces and console ergonomics so that each Operator will be familiar with the operations and can conceivably rotate among the Centers.

Lockheed Martin has teamed with TRW Systems and Information to identify locations for the dispatch centers. The State Police reports that the locations were identified based on criteria that would ensure the success of the Centers. Exhibit 23 describes these criteria.

Exhibit 23

Location Criteria for State Police Consolidated Dispatch Centers

1. *Proximity to the State Police Enterprise Network Backbone.* In order to maximize ease of access and economical implementation of backbone connectivity, the areas selected will have potential sites on or near Enterprise Network entry points.
2. *Utility Availability.* Areas will have multiple power substations to maximize the potential for sites in the proposed areas to be served with redundant power.
3. *Telephone Access.* Areas will have multiple telephone company central offices to maximize the potential for redundant telecommunications connectivity at potential sites.
4. *Transportation Infrastructure.* At least two, and preferably more, major arterial roads will be contained in each proposed area to maximize potential sites having uninhibited surface transportation access.
5. *PCO Workforce.* The areas will be located central to the existing distribution of the Police Communication Operator workforce.

Source: Pennsylvania State Police.

Using the criteria applied in Exhibit 23, Lockheed Martin and TRW have identified the five areas where the Consolidated Dispatch Centers will be located. The CDCs will be located in the following metropolitan areas:

- Erie
- Harrisburg
- Philadelphia
- Pittsburgh
- Scranton

The first CDC is expected to be operational by September 2002, with the remaining four Centers becoming operational by September 2003. At this point, however, the State Police do not know where the first Center will be located.

The exact site within these metropolitan areas where each Center will be located has not yet been determined. The State Police expect additional studies to be completed before the exact locations will be identified.

Personnel and Other Related Impacts

While the dispatcher/PCO position is a civilian position, many are filled by enlisted members because of shortages in the civilian complement. An internal State Police analysis done during our 1996 study showed that with the current decentralized communications system, approximately 500 PCO positions were needed to maintain adequate desk coverage, acceptable levels of service to the community, and safety for enlisted personnel. The analysis found that enlisted members spent 491,858 hours on desk duty in 1995, the equivalent of 276 Troopers.

Since our 1996 study, the State Police has hired additional civilian PCOs to its complement so that Troopers may return to the patrol function. In FY 1996-97, 50 civilians were hired, and in FY 1997-98, another 50 were hired to free Troopers from staffing the communications desks. In FY 1999-00, six additional PCOs were hired, resulting in a total of 106 civilian PCOs hired since 1996.

As of the end of April 2001, the State Police had 338 civilian PCOs, resulting in approximately 170 Troopers still staffing the communications desk function. As the new Consolidated Dispatch Centers are installed, these 170 Troopers will no longer be used for the dispatch function.

In a move to free these 170 Troopers from the communications desk, the State Police requested funding to hire an additional 76 PCOs as part of its FY 2001-02 budget request. The Office of the Budget granted full funding for these positions. The State Police plans to hire these civilians in the beginning of calendar year 2002 so that they can be fully trained by the time the first Consolidated Dispatch Center opens in September 2002.

At this time, the State Police does not know if it will need any additional PCOs beyond this 76. They will evaluate their need for dispatch staff after the first Center has been operational for at least six months. If more civilians are needed for the other four Centers, which are planned to be operational by September 2003, the State Police will then request funding for them in its next budget request. While it is known that the hiring of these 76 civilian PCOs will free 76 Troopers for police work, it is possible that they may free all 170¹⁴ Troopers that currently staff the communications desk.

The State Police also reports that as the Consolidated Dispatch Centers are brought online, it is considering developing new classifications for PCOs that would give the Operators a career track. Such a career track currently does not exist for Operators within the existing dispatch function.

¹⁴Because approximately 40 of the 170 Troopers assigned to dispatch are in either a temporary or permanent limited duty status, not all 170 Troopers would become available for regular direct law enforcement activities. Those in limited-duty status would need to be assigned to other administrative tasks.

According to State Police officials, a new Division will likely be added within the Bureau of Technology Services that will be responsible for the management of the CDCs. It is unclear how this Division will be staffed, but it is likely that enlisted personnel will be required to serve in supervisory roles. A Lieutenant will likely provide commander responsibilities at each Dispatch Center.

During our field visits we asked several Commanders how consolidated dispatch will impact their operations. Most importantly, the Commanders stated that they were glad to no longer have to take Troopers off the road to cover communication desk responsibilities. Additionally, they will no longer have to schedule PCO shifts, which was burdensome for them.

However, several Commanders stated that they were concerned about Stations closing at night now that the dispatch function would not be at the Station. They believe that it is important to keep the Stations open 24 hours a day, both to handle walk-in requests for assistance and to safeguard weapons and other property and evidence. In a meeting with LB&FC staff, the State Police Commissioner stated that each Station would be evaluated individually on its activity level, and then a determination will be made as to whether to close the Station during non-peak hours. The Commissioner stated that the larger Stations, as well as the Troop Headquarters, would not close at night. The Commissioner understands that communities desire a 24-hour State Police presence and will take that into consideration when making these decisions.

I. Although the State Police Has Made Progress in “Civilianizing” Certain Positions Over the Past Five Years, the Potential Remains for Converting Additional Positions

Background on Civilianization

In 1996, the LB&FC staff found that nearly 500 State Troopers were assigned to positions that could conceivably be staffed by civilians. (See Exhibit 24.) The report referred to these positions as “potential candidates for civilianization” and concluded that the State Police could realize substantial gains in Patrol Trooper strength through a systematic and concerted civilianization effort. Specifically, the report identified:

- Situations in which certain inspection functions performed by a specialized group of State Troopers could be transferred to civilian positions in another state agency.
- Situations in which State Troopers are performing various other functions that do not necessarily require personnel with law enforcement training, authority, and experience.

In addition to releasing additional trained law enforcement personnel for more traditional police functions, civilianization also provides substantial “cost avoidance” benefits. While not actually cost savings, the estimated cost differential of staffing certain positions with civilians rather than enlisted personnel can be characterized as a “cost avoidance” in that additional Trooper resources become available without the Commonwealth having to incur the substantial costs that would accompany the filling of a comparable number of new Trooper positions. (See Finding L.)

To address civilianization issues, the LB&FC’s 1996 report recommended that the Pennsylvania State Police should “civilianize” (i.e., convert from enlisted to civilian status) as many as possible of the positions being performed by State Troopers that could be performed by civilians. Among the positions cited were Troop Communications Specialists, Procurement and Supply Officers, Inspection Unit Members, and Police Communications Operators (PCOs). The report recommended that the State Police should request assistance from the Office of Administration’s Bureau of Personnel in conducting a comprehensive assessment of all positions currently held by State Troopers that do not require a law enforcement background and arrest authority. The report further recommended that the Department should pursue both administrative and legislative actions necessary to convert as many of these positions as possible to civilians to free State Troopers for direct law enforcement duties.

Exhibit 24

**Positions Held by State Troopers That LB&FC
Staff Identified in 1996 as Potential Candidates for Civilianization^a**

Administrative Trooper (Bureau of Criminal Investigation)
Asset Forfeiture Coordinator
Assistant Accreditation Member
Automated Fingerprint Identification System Member
Automated Intelligence Unit Supervisor
Automotive and Communications Unit Member
CLEAN Administrative Section Member
CLEAN Administrative Section Supervisor
CLEAN Audit Unit Member
CLEAN Training Unit Member
Criminal Law Unit Instructor
Firearms Unit Instructor
Identification Unit Members
In-Services Programming Unit Member
Inspection Unit Members^b
Intelligence Analyst
Laboratory:
 Ballistics Section Members
 Documents Section Members
 Latent Print Members
Member Assistance Office, Assistant Program Manager
Personal Computer Support Group Member
Physical Education Unit Instructor
Planning and Analysis Section Member
Police Communications Operators^c
Procurement and Supply Officers
Program Grant Coordinator
Pump and Tank Inspection Unit Members
Records and Identification Division:
 Criminal Records Section Supervisor
 Operational Records Section Supervisor
Regional Training Center Commander
Suggestion Program Analysis Unit Supervisor
Systems and Procedures Section Member
Traffic Law Unit Instructor
Training Section Supervisor
Troop Communications Specialists
Video Unit Supervisor

^aBased on Pennsylvania State Police duty rosters, 490 State Troopers were assigned to these positions as of July 1, 1996.

^bIncludes Inspection Station Supervisor, Vehicle Station Inspectors, and School Bus and Mass Transit Inspectors.

^cWhile there are no State Troopers who are classified as Police Communications Operators, Troopers at many Stations man the communication desks for many shifts each week. As of 1996, the State Police Bureau of Research and Development calculated that 276 additional PCO positions were needed to completely staff the communications desks with civilians.

Source: Developed by LB&FC staff in July 1996.

State Police Civilianization Actions

The State Police has long recognized the need for and potential benefits of civilianization and has taken steps in the past to civilianize some positions. As early as 1990, the State Police began civilianizing positions, and, in an internal Department memorandum dated March 16, 1995, stated that:

Our goal is to have as many enlisted members as possible assigned to law enforcement positions, and to have positions filled by civilian employees when the position does not require personnel with law enforcement training, authority, and experience. This will ensure that the maximum number of personnel with law enforcement training and authority are assigned to functions requiring those attributes, primarily in Troop Commands.

The Department maintains this position is consistent with the Governor's FY 2001-02 Program Policy Guidelines which state as follows:

With the increased use of automation to perform daily criminal justice operations, Pennsylvania's criminal justice agencies, generally, and the Pennsylvania State Police, specifically, should aggressively pursue agency-specific efforts to civilianize positions that do not require individuals with specific criminal justice training and to ensure that highly trained law enforcement and other justice staff are dedicated to key public safety activities.

As part of the 2001 follow-up study, we determined the current status (i.e., enlisted or civilian) for each of the "potential candidates for civilianization" positions we identified in 1996. We found that the State Police has made progress converting a number of positions to civilian status. For other identified positions, State Police officials agree that the associated functions could be performed by civilians, but that such a change would need to be negotiated with the State Troopers' union, the Pennsylvania State Troopers' Association (PSTA). The remaining positions cited by the LB&FC staff should, in the view of State Police officials, continue to be filled by State Troopers since they require certain law enforcement abilities.

The following is a summary of actions taken since 1996 as well as the current status of State Police positions LB&FC staff identified in 1996 as "potential candidates for civilianization."

Positions the State Police Has Civilianized Since 1996

Since 1996, the State Police has civilianized seven position classifications involving 317 Troopers. (See Table 25.) The responsibilities of two positions,

Inspection Unit Members and Pump and Tank Inspection Unit Members, were transferred to civilians in other state agencies. The other positions were converted to civilians within the State Police.

Table 25

State Police Positions Civilianized Since 1996

<u>Position</u>	<u>Action Taken</u>		<u>Number of Positions Involved</u>
	<u>Transferred to Civilians in Another Agency</u>	<u>Converted to Civilian Position in PSP</u>	
Inspection Unit Members.....	X		101 ^a
Pump and Tank Inspection Unit Members	X		106 ^b
Assistant Accreditation Manager.....		X	1
Automated Fingerprint Identification System Member		X	1
CLEAN Administrative Section Member		X	1
Personal Computer Support Group Member.....		X	1
Police Communications Operators ^c		X	106

^aSeventy-two Troopers were performing inspection duties on a full-time basis. Of this number, 53 were returned to the field and 19 were transferred to the Vehicle Fraud Investigation Unit. Another 64 Troopers were performing inspection duties on a part-time basis. Of this number, 48 were no longer pulled from patrol and 16 were assigned on a part-time basis to the Vehicle Fraud Investigation Unit.

^bForty-one enlisted personnel performed pump and tank inspections on a full-time basis. Another 65 worked on an “as needed” basis. The 41 positions were able to return to fire investigations on a full-time basis, and the remaining 65 could return to the field on a full-time basis.

^cWhile there are no Troopers who are classified as Police Communications Operators, Troopers at many Stations staff the communications desk for many shifts each week. With the hiring of civilians, these Troopers were free to return to full-time law enforcement duties on a full-time basis.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Specifically, the following actions were taken:

Transferred to Civilians in Another Agency

Inspection Unit Members. As of July 1, 1996, 72 State Troopers were assigned to the Inspection Unit and another 64 were serving as alternates and backups. The work performed by these Troopers consisted primarily of investigating applicants for inspection stations and visiting each inspection station at least once a year. During these unannounced visits, Troopers checked the stations for sufficient and proper tools, qualified mechanics, accurate record keeping, and sufficient security and accounting for inspection stickers.

Inspection Station Supervisors also investigated applicants for car dealer licenses, messenger services, and agents for issuance of temporary registration plates. Other duties included: examining vehicles involved in fatal accidents where vehicle failure was listed as the cause; investigating complaints concerning improper inspection and fraudulent repairs; checking and verifying serial numbers on stolen vehicles or out-of-state vehicles with serial plates missing; and investigating complaints on dealers, messenger services, and agents regarding certificates of title and vehicle registrations.

An argument may be made that law enforcement powers are needed for this position. However, most of the job requirements are related to regulatory compliance checks and do not require the range of skills taught at the State Police Academy. Some State Police personnel told us during our 1996 study that if these duties were to be performed by civilians, a Trooper could be summoned to provide assistance or enforcement authority whenever a problem of a serious nature was found.

In our 1996 report, we recommended that the State Police transfer responsibility for the inspection station compliance checks to the Department of Transportation, leaving the State Police responsible only for necessary enforcement actions. Another option we suggested would be for the State Police to civilianize these positions if the recommended transfer of functional responsibility was not possible.

During our 2001 study, we found that the regulatory functions of the Inspection Station Program were transferred to PennDOT in 1998. Furthermore, the Inspection Unit was converted to the Vehicle Fraud Investigation Unit, which is now responsible for odometer fraud investigations among other duties. This Unit is also responsible for doing compliance audits in circumstances where enforcement measures are required; these usually result from a request for assistance from PennDOT.

The new Vehicle Fraud Investigation Unit is staffed with 19 primary and 16 secondary Troopers. The 19 primary positions perform Unit duties on a full-time basis, and the 16 secondary Troopers perform them on a part-time basis. The other portion of their time is devoted to patrol duties. These positions were staffed from the 72 Troopers who performed Inspection Unit duties. The remaining Troopers from this group of 72 were no longer pulled from the field on a part-time basis. Additionally, the 64 alternates for the inspection program were no longer pulled from the field on a part-time basis. The State Police states that by transferring the inspection function to PennDOT, they experienced an annual savings of 30,516 man-hours.

Pump and Tank Inspection Function. As of July 1, 1996, 41 enlisted personnel were involved in performing Pump and Tank Unit inspections. Act 1992-184 directed the Pennsylvania State Police to enforce fire protection requirements for above-ground storage tanks. Enlisted members assigned as State Police Fire Marshals at the Troop level performed this function. The Fire Marshal's Office

issued permits for the tanks, and Deputy Fire Marshals conducted the inspections. Based on data gathered in the 1996 study, about 11 percent of the Fire Marshals' time annually (approximately 8,800 hours) was spent on these inspections.

In addition to the 41 enlisted personnel assigned this function, there were an additional 65 Troopers trained to conduct these inspections and supplement the Deputy Fire Marshals on an as-needed basis. When conducting inspections, these Troopers were pulled from patrol duty.

LB&FC staff recommended in the 1996 study report that the State Police initiate a legislative proposal transferring responsibility for the above-ground storage tank inspections to another state agency. The function appears clearly to be regulatory in nature and could be accomplished by the Department of Labor and Industry's Bureau of Occupational and Industrial Safety. The then State Police Fire Marshall stated that he believed that civilians could do the above-ground storage tank inspection function, and he would support transfer of this function out of the Department.

During our 2001 study, we found that the function of pump and tank inspections had been transferred to the Department of Labor and Industry. This transfer occurred in 1998 as a result of the Combustible and Flammable Liquids Act. The State Police reports that they are experiencing an annual savings of approximately 18,000 man-hours as a result of this transfer. The 41 enlisted personnel who performed these inspections were able to return full-time to fire investigations, and the 65 alternate inspectors no longer need to take time away from their patrol duties for these inspections.

Converted to Civilian Position in State Police

Assistant Accreditation Member. There was one Trooper in this position, which was converted to civilian status in June 2000. The Trooper in this position was returned to the field as a Corporal position at Troop A, Kiski Valley Station.

Automated Fingerprint Identification System Member. There was one Trooper in this position, which was converted to a civilian position—Fingerprint Classification Manager. The Trooper was returned to the field as a Trooper position.

CLEAN Administrative Section Member. This section no longer has any enlisted members. The one Trooper who was in this section was returned to the field for direct law enforcement activities.

Personal Computer Support Group Member. There was one Trooper in this position, which was converted to a civilian position. The Trooper was returned to the field.

Police Communications Operators. In our 1996 audit, we found that enlisted personnel were staffing the communications desks at most field locations. While Troopers are not officially assigned to the position of Police Communications Operators (PCOs), they are assigned communication desk responsibilities for every shift that cannot be filled by civilian PCOs. Every time a Trooper staffs the communications desk, the patrol function is depleted.

Recognizing that a significant number of Troopers in the field staff the communications desk, the State Police requested 76 PCO positions be added to their civilian complement as part of their FY 2001-02 budget request. Specifically, the State Police submitted a Program Revision Request (PRR) entitled "Civilianization of Non-Police Functions." The State Police stated the need for these PCOs with the following comments:

In order to provide the quality of service expected by the citizens of the Commonwealth and in keeping with the Governor's vision of returning Troopers to police-related functions rather than performing administrative and clerical tasks, we are seeking alternatives to increasing the enlisted complement. This Program Revision Request will allow the Department to accomplish this goal by removing Troopers from assignments that can be performed by civilian personnel.

Since our audit in 1996, the State Police has hired 106 PCOs. However, in preparing the budget request, the State Police found that there are still 167 Troopers that are required to perform desk communications duties. The civilian complement of Police Communications Operators as of April 2001 was 338 positions, and based on a prior study the State Police conducted, they need 500 PCOs to fully staff the communications desk. This results in approximately 170 PCO positions being needed for the State Police. In keeping with Program Policy Guidelines, the State Police requested a portion of those positions, 76, as part of the FY 2001-02 budget request. Estimated salary and benefit costs for these positions for the second half of FY 2001-02, based on January to June, 2000 figures, are \$1.548 million.

With the release of the FY 2001-02 Governor's Executive Budget, the Office of the Budget approved the request for the 76 PCOs and recommended that the full request of \$1.548 million be funded. The State Police made additional requests for civilians in this PRR, but the Governor's Office of the Budget did not approve these positions.

The approved amount of \$1.548 million will fund 76 PCOs for six months of FY 2001-02. According to Department personnel in the Bureau of Fiscal Management, these persons will come on board the second half of the fiscal year as the State Police must abide by FY 2001-02 rebudget procedures, and interested persons need time to apply and test for the positions.

As discussed in Finding H, the State Police is moving to a consolidated dispatch system, and it is their intent to staff these Centers with civilian staff and enlisted Supervisors. It has not yet been determined if additional civilians will be needed beyond the present request for 76 PCOs. If it is determined that more civilians will be needed to staff the communications desk at these Centers, the State Police will request an increase in the PCO complement with future budget requests.

Positions the State Police Agrees Could Be Civilianized But Which Would Require Negotiation With the State Troopers’ Union

Summary. There are four positions that the State Police agree could be converted from enlisted to civilian status. Presently, there are 39 enlisted members in these positions as shown on Table 26. However, the State Police does not have unilateral authority to convert these positions, and it must work with the Pennsylvania State Troopers’ Association on this issue.

Table 26

Positions the State Police Believes Could Be Civilianized If State Troopers’ Union Concurs

<u>Position Classification</u>	<u>Number of Positions Involved</u>	<u>State Police Organizational Unit</u>
Latent Print Members	11	Forensic Services
Member Assistance Office, Assistant Program Manager ...	1	Member Assistance Office
Procurement and Supply Officers	12	Troops
Troop Communication Specialists.....	15	Troops

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Positions the State Police Believes Should Continue to Be Filled by State Troopers

Summary. There are 15 positions that the State Police believes should remain in enlisted status. As shown on Table 27, presently there are 77 enlisted members in these positions. The State Police believes that these positions require personnel with law enforcement training, authority, and experience.

Table 27

Positions the State Police Believes Troopers Should Continue to Hold

<u>Position Classification</u>	<u>Number of Positions Involved</u>	<u>State Police Organizational Unit</u>
Asset Forfeiture Coordinator	1	Drug Law Enforcement
Automated Intelligence Unit Supervisor	1	Criminal Investigation
Ballistics Section Members	7	Forensic Services
CLEAN Administrative Section Supervisor	1	Technology Services
CLEAN Audit Unit Members and CLEAN Training Unit Members ...	5	Technology Services
Criminal Law Unit Instructors	4	Training & Education
Criminal Records Section Supervisor	1	Records and Identification
Documents Section Members	5	Forensic Services
Firearms Unit Instructors	4	Training & Education
Identification Unit Members	34	Troops and Stations
Operational Records Section Supervisor	1	Records and Identification
Physical Education Unit Instructors	4	Training & Education
Regional Training Center Commanders	4	Training & Education
Traffic Law Unit Instructors	4	Training & Education
Training Section Supervisor	1	Training & Education

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Positions for Which State Police Has Taken Other Actions

Summary. There were nine other positions that the LB&FC staff recommended could be converted from enlisted to civilian status. Some of these positions were abolished, and some require future actions. As a result of the abolished positions, four Troopers were reassigned at the Headquarters, and five Troopers were returned to the field for patrol duties. These are:

Administrative Troopers. There were two Troopers in this position. These positions were abolished, and one Trooper was transferred to the Computer Crime Unit in the Bureau of Criminal Investigation, and the other Trooper was transferred to an operational Intelligence Unit in the same Bureau.

Automotive and Community Unit Member. The one Trooper in this position is now assigned to the Mounted Unit of the Academy and is no longer involved in automotive duties. This position will remain an enlisted position. The civilians

in the Division of Transportation within the Bureau of Staff Services now handle the automotive duties.

In-Services Programming Unit Member. As a result of the establishment of the Enterprise Network and the Department's automation projects and restructuring, this Unit was eliminated. The three enlisted persons serving in this Unit were returned to the field for patrol duties.

Intelligence Analyst. In 1996, there was an enlisted member in the Analytical/Automated Intelligence Unit within the Bureau of Criminal Investigation. This person was reassigned to an operational Intelligence Unit within the same Bureau. Civilians now serve as Intelligence Analysts.

Planning and Analysis Section Member. Presently there are five members in this Section, and the State Police believes one position could be civilianized, but the other positions should remain enlisted. To date, the State Police has not received budget approval for a civilian for this Section.

Program Grant Coordinator. This position has been abolished, and all grant matters are now handled by staff in the Bureau of Research and Development. The one Trooper previously assigned to this position was returned to the field for patrol duties.

Suggestion Program Analysis Unit Supervisor. This position has been abolished. There was one Trooper in this position, and he has returned to the field for patrol duties. The functions of this position were transferred to a civilian in the Bureau of Research and Development.

Systems and Procedures Section Member. At the time of our 1996 audit, there were four enlisted members in this Section, and the State Police agreed that two of these positions could be converted to civilian. Presently there are nine enlisted persons in this Section; one Sergeant who serves as the Section Supervisor, and six Corporals and two Troopers. The State Police believes that these duties could be done by civilians and will request that they be hired; however, the State Police anticipate the enlisted staff would remain in the Bureau of Research and Development even if the civilians are hired.

Video Unit Supervisor. Presently one enlisted person is in this position. Upon this Trooper's retirement, a civilian will fill this position.

The Union Role in Civilianizing Trooper Positions

When considering civilianization, it is important to remember that the State Police does not have unilateral authority to convert positions from an "enlisted"

status to a “civilian” status. The Department must work with the Pennsylvania State Troopers’ Association (PSTA) on this issue.

The PSTA union role in the civilianization process arises because civilianizing positions would involve transferring work performed by PSTA members and giving it to members of the other unions representing the civilian personnel. Any transfer of work between unions must be bargained over by the State Police and the PSTA.

Act 1968-111 provides that policemen or firemen employed by the Commonwealth have the right to bargain collectively with their public employers concerning the terms and conditions of their employment. “Terms and conditions” of employment include an employee’s “compensation, hours, working conditions, retirement, pensions and other benefits” (43 P.S. §217.1). To properly exercise their rights under Act 111, policemen must select a labor organization or other representative to negotiate on their behalf by a “50 percent or more” total of the policemen voting. The Pennsylvania State Troopers’ Association represents State Troopers, while most civilian personnel are represented by the American Federation of State, County, and Municipal Employees (AFSCME).

The courts have concluded that an issue such as civilianization is bargainable (i.e., must be bargained over between the employer and the representative of the unionized employees) if it bears some rational relationship to an employee’s duties. On the other hand, if a managerial policy concern substantially outweighs any impact an issue may have on the employees, the issue will be deemed a managerial prerogative, rendering it nonbargainable. However, once it is determined that an employment issue is subject to mandatory bargaining, the employer is barred from acting unilaterally without satisfaction of the labor relations laws.

It also appears clear that transferring work from one bargaining unit to another is an issue subject to the law’s bargaining requirements. Courts have held that a public employer commits an unfair labor practice if it transfers any bargaining unit work to nonmembers without bargaining over the issue. (See Borough of Geistown v. PLRB, 679 A.2d 1330 (Cmwlth. 1996)).

Any dispute between the State Police and the PSTA relating to the transfer or potential transfer of bargaining unit work as part of the civilianization process could ultimately come before the Pennsylvania Labor Relations Board (PLRB). The PLRB is empowered to resolve such matters following a hearing and to take action to prevent any person from engaging in an unfair labor practice. If the State Police proceeded with civilianization without bargaining with the PSTA, it is possible that the union could bring an unfair labor practice charge against the State Police if the union believes union work has been transferred to another bargaining unit without being bargained. In such a case, the PLRB, after a hearing, could order the State

Police to cease its actions and reinstate any employee to the bargaining unit, if necessary.

On the other hand, either side has the option to file a petition for clarification of the existing bargaining unit (34 Pa. Code §95.23). In this scenario a hearing examiner could be asked by either side to evaluate the composition of the PSTA bargaining unit and give reasons why certain job classifications, such as those sought to be civilianized, should be transferred out of the unit. The examiner would then determine whether or not to reconfigure the bargaining unit. No mention of this issue is made in the current collective bargaining agreement between the State Police and PSTA, which is effective from July 1, 2000, to June 30, 2004.

The State Police states that it has certain positions targeted for civilianization that the PSTA union opposes. In 1996, the PSTA President stated that the PSTA was not opposed in principle to civilianizing certain positions, but noted that the State Police sometimes fails to coordinate with the Union when it civilianizes positions. The opinion of the PSTA was that this failure to meet and discuss the positions constitutes an unfair labor practice, warranting the filing of grievances.

LB&FC staff met with the PSTA President in April 2001 to discuss Trooper complement and related staffing issues, including civilianization. The new PSTA President stated that while the union maintains an open mind on the subject of civilianizing positions held by sworn officers, its primary role is to protect the jobs of its members.

The PSTA President also pointed out that there has been movement on civilianization and that he agrees with the plan to put civilians in more of the Police Communication Officer positions. Nevertheless, the PSTA believes that it is important to still have sworn officers on duty in Stations where dispatching decisions are being made and that Stations not "go dark" as a result of consolidated dispatch.

He also noted that a number of Procurement and Supply positions had been civilianized as Troopers in certain of these positions have retired. He maintains, however, that there are situations wherein this position needs to be held by a Trooper, and that, in the final analysis, civilianization matters must be bargained and, if necessary, the PLRB may need to make a ruling.

J. State Troopers at Many Stations Continue to Perform Clerical, Vehicle Control, and Procurement and Supply Functions

The LB&FC's 1996 study found situations in which the addition of civilians or the creation of new civilian positions could result in more State Troopers on the patrol function. At many State Police field facilities, Troopers were performing non-police work because of a shortage of civilian employees to serve in administrative and other support capacities. For example, Troopers at these locations were transporting vehicles for scheduled maintenance, meeting with vendors and contractors, and performing routine clerical functions.

The absence of administrative and clerical assistance was commonplace at many Troops and Stations. This means that Troopers were spending inordinate amounts of time away from their primary duties, bogged down in typing, filing, processing mail, and retrieving information that could otherwise be accomplished by administrative staff. We also found that Troopers were routinely assigned to the evidence room and to automotive and facilities management functions as secondary responsibilities.

The LB&FC's 1996 staffing study report recommended that the State Police develop a comprehensive civilianization proposal and seek authorization to create civilian administrative and resource manager positions for assignment to field locations to relieve State Troopers from performing non-police work due to a shortage of civilian employees.

During this follow-up review, we found that, although 35 clerk-typists have been added in the field since 1996, there continues to be a need for clerical and administrative staff at the Troops and Stations. During field visits made during February and March 2001, LB&FC staff observed that Troopers, typically those from the Patrol Unit, continue to spend a significant amount of their time away from their assigned duties so that they may carry out the administrative and clerical tasks necessary to the operation of the Station. Selected observations and comments made by State Police Area, Troop, and Station Commanders on this subject are shown on Exhibit 25.

The budget transmittal the State Police sent to the Governor's Budget Office for FY 2001-02 requested funding for 129 civilian positions. At the field level, the State Police requested funding for 76 civilian Police Communications Operators to relieve Troopers from desk communications duties. It also sought eight clerk-typists positions to provide clerical support to the eight Troop T field installations to enable Troopers who are performing these duties to return to full-time law enforcement duties.

Exhibit 25

Selected Comments Made by State Police Commanders on the Subject of the Need for Additional Civilian Support Staff

- The creation of a civilian slot for automotive maintenance would free law enforcement personnel from doing that function and make them available for police or supervisory work.
- At our Station, a Patrol Supervisor is responsible for the automotive fleet, and an additional Patrol Supervisor serves as his back-up. The Station could use a full-time civilian for this responsibility so that the Supervisors could return to patrol duties.
- Presently, Patrol Troopers are assisting with clerical work, and the hiring of a clerk would allow those Troopers to return to the patrol function.
- Stations within our Troop could use additional civilian clerks, especially Hamburg, which presently has no clerk. A clerk from the Reading Station travels to Hamburg once a week to assist with clerical duties. Presently, Troopers must perform clerical tasks. With the addition of more clerks, these Troopers could return to the patrol function.
- The addition of more civilians to the Stations in this Area Command would be very helpful. These people could be used to free trained law enforcement personnel for police or supervisory work.
- The addition of clerical staff at the Stations within this Troop would free trained law enforcement personnel for police and supervisory work.
- The addition of one clerk-typist at our Station would be a significant help to the enlisted members. Patrol Supervisors spend a significant amount of time doing clerical and administrative duties. It has been found at our Station that at least half of their time is spent performing clerical duties.
- Regarding the Stations in this Troop, I would like to have a clerk in every Station so that Patrol Supervisors can provide on-scene direct supervision of Troopers in the field.
- A civilian is needed at our Station so that a Patrol Trooper can be relieved from performing vehicle maintenance and paperwork duties and be returned to the patrol function.
- At this Station, Troopers are responsible for coordinating vehicle maintenance work, which takes them away from the patrol function. A full-time Trooper was removed from the Patrol Unit and made the full-time vehicle fleet manager. It was explained that the Station Commander had no choice in making this assignment as the vehicles must be maintained, and no civilian staff was available. A civilian mechanic has been requested so that this Trooper may return to the patrol function, however, it has not been approved to date.
- Presently, our Station needs one additional clerk and one civilian for vehicle maintenance duties so that Patrol Troopers can return to patrol duties.

Exhibit 25 (Continued)

- Clerical assistance is needed for each of the Stations within this Troop. Presently Patrol Troopers are performing these tasks, and the addition of civilian clerical staff would allow the Troopers to return to the patrol function.
- Presently, three out of the four Patrol Unit Supervisors at this station are working on at least a part-time basis on functions outside of patrol, such as vehicle maintenance, reports, filings, and other office tasks. If a civilian clerk were hired, this person could do these duties so that the Supervisors could return to patrol responsibilities.
- There is no clerk at this Station, thus enlisted personnel are doing clerical and administrative tasks. PCOs assist with clerical work whenever possible as does the Station Commander.
- Area V, or Troop T, is responsible for patrol on the Turnpike and operates out of eight field installations. While Troop T has six authorized civilians on their complement, these civilians work at the Troop Headquarters building. The eight Troop T stations have had no clerical support,^a thereby requiring Patrol Troopers to perform day-to-day clerical duties.
- One more civilian clerk is needed at this Station. The existing volume of clerical work required for a Station of our size is too demanding for only one clerk-typist. As a result, Patrol Troopers must perform clerical duties.
- Clerical staff is needed at every Station within this Area Command to provide needed administrative support so that Troopers may return to the patrol function.

^aFor the 2001-02 budget year, approval has been granted for every Troop T station to fill a clerical position.

Source: Developed by LB&FC staff from field visits conducted in February and March 2001.

At the Department Headquarters level, the State Police requested 45 civilian positions. These included 36 clerical staff, three custodial workers, two Management Analysts, an Auditor, a Helicopter Mechanic, a Maintenance Repairman, and a Groundskeeper.

The Governor's Executive Budget for FY 2001-02 included funding for the 76 Police Communications Operators and for the eight clerk-typists for Troop T. Funding in the amount of \$1.5 million was approved for the PCOs. This will fund them for the second half of FY 2001-02. Funding for the clerk-typists for Troop T will be provided by the Turnpike Commission.

K. In Addition to Patrol, State Police Officials Also Cite a Need for Additional Troopers in Other Areas, Such as Criminal Investigation and Drug Law Enforcement

The LB&FC staff interviewed Department Bureau Directors and a sample of Area, Troop, and Station Commanders during the course of this project. One objective of these interviews was to discuss staffing needs and potential service delivery and coverage improvements that might result from an increase in the authorized number of State Troopers.

State Police officials at all levels of the Department generally expressed confidence in their ability to carry out their duties and responsibilities and “get the job done.” Each believes the public is receiving good service from the State Police with the current complement, but if the public wants increased visibility, quicker responses, and more proactive policing, then more manpower resources are needed.

All share a belief that the Department has, over a period of years, been assigned numerous additional responsibilities, often by statute, without a commensurate increase in Trooper positions. The same officials generally agree that these additional demands have had the greatest impact on personnel resources allotted to the patrol function and that the greatest need for additional Troopers is in the patrol area.

Based on the field visits we made to the State Police Area Commands, Troops, and Stations, it is clear that additional Trooper resources are needed at the patrol level to decrease Troopers’ obligated time (see also Finding C) and to facilitate a more aggressive approach to proactive patrolling. Many State Police field personnel with whom we spoke during the study stated that the most obvious advantages of additional Patrol Trooper resources would be shorter response times, greater visibility of patrols, and increased public and officer safety.

One Troop that the LB&FC staff visited outlined a list of duties and details the State Police would be better able to undertake if additional Troopers were made available on the Station rosters. These are shown on Exhibit 26.

Beyond patrol needs, State Police officials also cite the need for additional Troopers to work in the Criminal Investigation and Drug Law Enforcement areas. At Headquarters, a State Police official expressed the desire to obtain additional enlisted staff for the Bureau of Criminal Investigation in several specialized areas. According to the Director of the Bureau of Criminal Investigation, two additional enlisted members are needed in each of the following three Units: Computer Crime, Intelligence, and Fugitive Apprehension. The Director also stated that each Station could use at least two additional Criminal Investigators to allow Investigators to have a more manageable caseload and to eliminate the need for the early closing of investigations.

Exhibit 26

Examples of Additional Duties That Could be Accomplished With More Patrol Troopers (As Identified by State Police Field Personnel)

- Conduct saturation details, for criminal or patrol purposes, or for both, when statistics indicate a specific need.
- Conduct additional aircraft speed enforcement patrols.
- Concentrate patrols on highways, especially the interstates and state routes where large quantities of drugs are being transported.
- Increase the number of sobriety and regulatory traffic checks without using overtime.
- Have a least one Member constantly assigned to radar detail at each Station.
- Conduct frequent enforcement initiatives aimed at commercial vehicles.
- Implement full-time Motor Carrier Safety Assistance Program (MCSAP) Members, who could also assist weight details.
- MCSAP Inspectors (who are not full time) could be assigned more days per month for MCSAP inspections.
- More patrols on each shift would provide time to be vigilant for intoxicated operators.
- Assign warrant and OR service to a specific Member as opposed to zone patrols.
- Increase the enforcement of traffic laws in the areas designated by PennDOT as "designated enforcement areas."
- Provide more time for Members to attend necessary specialized training, such as intox-ilyzer, interview interrogation, and standardized field sobriety testing.
- Provide Patrol Members the opportunity to work in a Crime Unit temporarily.
- Allow additional Members to participate in mandated enforcement programs, such as the seatbelt fitting program.
- Provide additional manpower to participate in holiday weekend initiatives.
- A possible reduction in overtime with less need to call in or hold over off-duty personnel to fill in for sick leave, etc.
- Provide the ability to escort numerous oversize loads along the interstate highways, without sacrificing county patrol coverage.

Source: Pennsylvania State Police.

During our field visits to Areas, Troops, and Stations, many Commanders stated that they have a need for additional Criminal Investigators, as the rate of crime is significantly increasing in their areas. However, several Commanders report that they are hesitant to request additional Investigators at this time because they know that any additional Investigators would come at the expense of removing a Trooper from the Patrol Section.

The following are examples of comments State Police Commanders made to LB&FC staff during field visits in February and March 2001 on this topic:

- I would like an additional Criminal Investigator. We have approximately 500 offenses a year, and two Criminal Investigators, which computes to a ratio of 250:1. Because we have only two Criminal Investigators, the overflow of Criminal Investigations is handled by a Patrol Trooper, which takes him away from his patrol function.
- Our Troop could use Criminal Investigators. However, we are constantly balancing criminal investigation needs against patrol needs. Generally, when both a criminal investigation need and a patrol need arise at the same time, it is the patrol function that suffers.
- There was a 10 percent increase in the crime rate in our county this year. In order to combat this increase in crime, we are using some Patrol Troopers to do undercover investigations and enforcement activities this year.
- We increased the Criminal Investigation Unit by taking three Troopers from patrol. We had to do this in response to the increased crime rate.
- As additional Criminal Investigators have been needed at our Station we have pulled Troopers from the patrol function.

One Troop Commander stated that he is constantly balancing criminal investigation needs against patrol needs. As an example, he noted that computer crime is on the rise, and that most local law enforcement agencies are not prepared to handle these cases. The local agencies are, therefore, increasingly requesting State Police assistance. He stated that generally, when both a criminal investigation need and a patrol need arise, it is the patrol function that suffers.

State Police officials also report that additional Troopers are needed to provide for a more active involvement in initiatives to counter the distribution, sale, and use of illegal drugs. Increasingly, counties are requesting that the State Police participate with their local police in drug fighting efforts, and, similarly, the federal Drug Enforcement Agency (DEA) solicits the State Police's participation in operations. At the time of this study, the State Police was participating in ten county Drug Task Forces. However, a shortage of available Troopers is hampering further State Police participation in these efforts.

The Director of the Bureau of Drug Law Enforcement estimates that approximately 35 additional Troopers are needed in that Bureau to enable State Police participation in a greater number of county and federal Drug Task Forces and increase the number of Intelligence Officers available to each Troop's Tactical Narcotic Team. State Police officials stated that the suggested personnel augmentations dedicated to drug law enforcement would significantly enhance the capability of the Troop Tactical Narcotic Teams to interdict the flow of drugs into and through the Commonwealth.

L. Estimated Initial Costs to Train and Equip a New State Trooper Are Approximately \$106,000

Estimate of Initial Costs

Personnel, operating, and fixed asset costs are incurred for each new Trooper added to the State Police force. Based on FY 2001-02 data obtained from the State Police, the estimated costs to train and equip a new State Trooper are \$106,426. Exhibit 27 contains a breakdown of the components of this cost estimate.

Operating costs, which account for nearly 50 percent of these estimated costs, are for uniforms, supplies, training expenses, firearms, and patrol vehicle equipment and will amount to almost \$52,000 per Cadet. Personnel costs are also a large part of the expenditure and account for over 43 percent of the cost to add a Trooper to the State Police force. During the 28-week training class, a Cadet in training will receive a biweekly salary of \$900.00 plus benefits. Upon graduation, the biweekly salary will be \$1,582.40 plus benefits. The fixed asset cost is for the purchase of vehicles. Based on the Department's one vehicle for each 2.5 Patrol Troopers standard, the per Cadet cost of acquiring a \$21,150 State Police vehicle is estimated at \$8,460.

In 1996, we estimated the cost to add a new State Trooper to the force to be \$63,160. This estimate did not include the costs of Academy instructor salaries and benefits, which was not available at that time. These costs are included in the 2001 estimate and account for much of the increase in costs over 1996. Also, the 2001 estimate reflects a 14 percent increase in personnel costs and includes estimates of costs for such things as mobile video recorders and mobile data terminals that were not a factor in 1996.

In addition to the cost, factors, such as training capacity, time required to implement the addition of Troopers, and logistical considerations must also be considered in any complement increase proposal. Because of these factors, increases in the enlisted complement, especially those of more than 200, would likely require the hiring to be phased over a number of years.

Training. Under normal training conditions, the State Police can train about 150 Cadets per 30 week cycle at the Academy.¹⁵ Therefore, in two fiscal years, 450 Cadets can be trained. Annually, about one-half of the trainees are needed to offset Troop attrition. State Police officials estimate that 70-75 enlisted members will retire in CY 2002 and an additional 130 will retire in CY 2003; thus 200 Cadets are needed to replace these retirees. Should the enlisted complement cap be increased

¹⁵Actual Cadet training is 28 weeks. The Academy needs two weeks between Cadet sessions for class preparation.

Exhibit 27

**Estimated Costs to Train and Equip a New
Pennsylvania State Police Trooper**
(Based on FY 2001-02 Cost Data)

<u>Category</u>	<u>Description</u>	<u>Amount^a</u>
<u>Personnel:</u>		
In Training	Biweekly salary of \$900 + benefits (47.50%) x 14 pay periods	\$18,585
Upon Graduation.....	Biweekly salary of \$1,582.40 + benefits (44.45%) x 12 pay periods	<u>27,430</u>
Personnel Costs Subtotal.....		\$46,015
<u>Operating Costs:</u>		
Supplies.....	Includes ammunition, targets, laundry, printing, handout materials, meals, uni- forms, and miscellaneous items	\$ 5,830
Cadet Training.....	Lodging, meals, training facilities, instruc- tor's salaries and benefits, administrative, and recruitment costs	36,375
Patrol Vehicle Equipment	Light bars, radios, mobile video recorder (MVR), mobile office, kits, etc., for 1 car for 2.5 Patrol Troopers, which is .40/car per Patrol Trooper x \$23,116 ^b equipment costs	9,246
Firearms.....	One per Trooper	<u>500</u>
Operating Costs Subtotal.....		\$51,951
<u>Fixed Assets Costs:</u>		
Patrol Vehicles.....	1 vehicle for 2.5 Patrol Troopers, which is .40/car per Patrol Trooper x \$21,150 per car	\$ 8,460
Total		\$106,426

^aCosts are for FY 2001-02 with the assumption that a class of Cadets would begin a 28-week training class in July, which is the beginning of the fiscal year. Upon graduation, they would work the remaining 24 weeks of the fiscal year as a Trooper.

^bOf this amount, \$4,000 is the cost of the Mobile Video Recorder, and \$10,200 is the cost for the Mobile Data Terminal.

Source: Developed by LB&FC staff from information obtained from the Pennsylvania State Police.

or eliminated, the State Police would be able to increase the complement by approximately 250 Troopers in two years without exceeding the training capacity of the Academy.

Station Capacities. Many State Police stations are already at or near capacity. Although a comprehensive review would be required, it is clear that the Department would need to expand and renovate some of its facilities to accommodate increases in the enlisted complement. (See also Finding M.)

Funding. It is not likely that the Department could obtain adequate funding in any one fiscal year to train and equip the number of Troopers included in the current legislative proposals under examination, which amounts to as many as 1,060 Troopers.

M. Facility and Infrastructure Issues Must Also Be Considered in Any Plan to Increase Staffing

In addition to State Trooper costs, the State Police facility infrastructure must also be considered when evaluating any proposals to either increase or remove the statutory enlisted complement cap. The capacity and condition of State Police facilities, especially the field installations, is an important consideration when considering increases in Trooper complement.

Number and Type of State Police Facilities

Statewide, the Pennsylvania State Police owns or leases a total of 134 facilities. (See Table 28.) More than one-half of these buildings house either a Troop Headquarters or a Station. Over 72 percent are leased facilities, including 65 of the 82 Station and Troop facilities. We also found that by early 2002, the State Police expects to relocate the Embreeville Station from a state-owned facility to a new leased facility.

Table 28

Pennsylvania State Police Facilities, by Type			
<u>Facility Type</u>	<u># of Facilities</u>	<u>Owned</u>	<u>Leased</u>
Station Buildings ^a	66	3	63
Support ^b	15	11	4
Department/Bureau Buildings ^c	5	2	3
Troop Headquarters Buildings ^d	16	14	2
Liquor Control Enforcement.....	9	0	9
Laboratories.....	7	6	1
Aviation.....	6	0	6
Training Facilities ^e	4	0	4
Tactical Narcotics Team	2	0	2
Academy.....	1	1	0
Other ^f	<u>3</u>	<u>0</u>	<u>3</u>
Total Facilities.....	134	37	97

^aDoes not include the eight facilities provided by the Pennsylvania Turnpike Commission for Troop T use.

^bSupport facilities include procurement and supply/evidence storage buildings and garages.

^cIncludes the Department Headquarters Building, as well as four leased facilities used by elements of various Headquarters Bureaus.

^dTroop E located at Erie has a leased annex to handle overflow functions. This leased annex is reflected here. Troop T Headquarters is collocated with the Pennsylvania Turnpike Commission and is not reflected in the Troop Headquarters count of State Police facilities. Unlike other State Police Troop Headquarters, it does not operate as a Station; i.e., no patrols operate from this location.

^eIncludes four Regional Training Centers.

^fIncludes the High Technology Conference Center, the Municipal Police Officers Education and Training Commission building, and the Member Assistance Office in Edinboro.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Of the 82 Station and Troop Headquarters buildings, 65 are leased and 17 are owned. All the Troop Headquarters buildings except the Troop H Headquarters at Harrisburg are state-owned. Additionally, Troop E at Erie has leased a Headquarters Annex building to handle overflow functions and reduce overcrowding at that location. The Department prefers to lease Station facilities because it then has the flexibility to make adjustments to Station sizes and locations at the expiration of the lease, which is usually ten years. Presently, 63 of the 66 Station buildings are leased. Since our 1996 report, 24 Stations have relocated. Additionally, between April 2001 and the end of 2003, the State Police is scheduled to relocate an additional 11 Stations. It is also noted that the Troop T Headquarters facility and the eight Troop T Stations provided by the Pennsylvania Turnpike Commission are in addition to the 16 Troop Headquarters buildings and 66 Station buildings owned or leased by the State Police.

We were also informed by the State Police Facility Management Division that when Station leases are within 18-24 months of expiration, Division staff conduct an analysis of patrol zones, crime rates, locations of highways, and current traffic patterns to determine the location from which a Station can best serve the needs of the surrounding public and communities. Additionally, when new Stations are leased, the Department builds in a potential 20 percent increase in staffing for the patrol function and a smaller increase for the criminal investigation function. Thus, any moderate changes in complement could be accommodated.

Since our 1996 report, the State Police has taken the following actions regarding facilities:

- Leases have been executed for three new facilities for aviation units.
- Leases have been executed for two new facilities to house Department Headquarters Bureau activities.
- Leases have been executed for a Troop Headquarters building for Troop H and a Headquarters annex building for Troop E.
- Leases have been executed for seven new facilities to house Liquor Control Enforcement activities in the field.
- Leases have been executed for the relocation of 24 State Police Stations.
- Leases have been executed for two new evidence storage facilities, one for the Bureau of Liquor Control Enforcement and one for the Bureau of Criminal Investigation.
- A lease has been executed for a new High Technology Conference Center for the Strategic Development Division within the Bureau of Technology Services.
- A lease has been executed for a new facility to house the Harrisburg Tactical Narcotics Team.
- A lease has been executed for a new facility to house the Member Assistance Office in Meadville.

Additionally, since our 1996 report, the Belfast, Media, Milton, Philipsburg, Tunkhannock, and Schuylkill Haven Stations were expanded. By the fall of 2001, the State Police will have expanded the Belle Vernon Station by 3,000 square feet. Troop G at Hollidaysburg is having a new Headquarters building constructed that is scheduled for completion by the spring 2003.

With regard to providing facilities for the five Consolidated Dispatch Centers to be located in the Philadelphia, Scranton, Harrisburg, Pittsburgh, and Erie areas, the Facility Management Division and the Bureau of Real Estate within the Department of General Services will be exploring options, such as lease or lease-purchase agreements to get these Centers operating in the time frame required.

Station Costs

The total cost to the State Police to lease the 63 Station facilities in FY 2000-01 is approximately \$4.8 million. Leases range from a high of \$157,925 for the Media Station to a low of \$30,998 for the Fern Ridge Station. The average annual per Station lease cost in FY 2000-01 is \$75,462, about a 36 percent increase from the January 1996 lease cost, which was approximately \$55,520.

The cost to maintain the Station facilities is also significant. Recurring maintenance service expenditures, as projected in existing service contracts for both the owned and leased Station facilities, will total \$1,556,860 in FY 2000-01. Included in these costs are elevator maintenance, fire extinguisher inspection, janitorial services, lawn care, HVAC, on-call repair costs, pest control, snow removal, trash removal, and window cleaning. The most costly service is for janitorial services (\$676,232), followed by snow removal (\$296,731), on-call repair costs (\$295,000), lawn maintenance (\$120,429), and trash removal (\$82,955). We found maintenance service expenditures to have increased by approximately 57 percent from 1996 when these costs were \$989,969.

Adequacy of Facilities - Field Installations

LB&FC staff visited 17 Stations and/or Troop Headquarters during the course of this review. We found significant variation in the adequacy and condition of these facilities. For example:

- The existing Shickshinny Station (Troop P) is too small for the staff. However, the State Police reports it has negotiated a lease on a new facility that is being built across the highway from the current Station. This new building will adequately house the current Shickshinny Station complement. Additionally, we were informed that this new Station will have additional space in the basement of the building that is not part of the new lease that the State Police can expand into if needed.

- Troop K Headquarters in Philadelphia appears to be in need of major repair. The Facility Management Division has recognized the situation at the Philadelphia Station and has included in its Capital Budget request a total of \$4.1 million for FY 2003-04 and FY 2004-05 for renovations for this Building.
- We were informed during our visit to the Media Station that while it would be tight, this building could accommodate an increase in staffing. Conversely, Troop H in Harrisburg is housed in a relatively new leased facility. This facility is adequate for the Station's current needs and could well serve as a model Troop Headquarters if decisions are made in the future to lease space for Troop Headquarters locations.
- In our field visit to the Chambersburg Station, we noted that the facility has an adequate number of wall lockers for the enlisted complement but is not necessarily adequate in square footage. Unlike the new Shickshinny Station, the Chambersburg Station was not built with potential future complement expansion in mind.
- The Troop L Headquarters at Reading is scheduled for renovation, and once that is complete, the facility would be capable of housing an increase in enlisted complement.
- During our visit to the Troop B Headquarters in Washington, we noted that it would be difficult to add even as few as ten additional Troopers, and more than likely, the building would need to be replaced in order to house additional staff. The State Police has included in its Capital Budget request for FY 2002-03 and FY 2003-04 a total of about \$4.4 million to construct a new Troop B Headquarters building.
- At the Uniontown Station, we noted that the present facility is too small to permit any increase in enlisted strength. Uniontown will be getting a new station facility sometime in the future that would accommodate an increase in personnel.
- When we visited the Troop A Headquarters in Greensburg, we were informed that a new procurement and supply building is scheduled to be built. This will allow for an increase in space that would permit an increase in the enlisted complement at that location.
- At the Troop D Headquarters in Butler, we were informed that the Headquarters would probably require a larger or remodeled facility in order to accommodate an increase in personnel. The State Police has included in its Capital Budget request for FY 2003-04 and FY 2004-05 a total of approximately \$4.0 million to renovate and enlarge this building. However, the Area Commander informed us that if the mobile office concept works well, and if the patrol car can truly function as a Trooper's

office, then there may not need to be as much space added to the present facility to accommodate an increase in complement. However, changes would need to be considered in the State Police's current vehicle assignment standards.

- During our visit to the Troop C Headquarters at Punxsutawney and to the Du Bois Station, we were informed that these facilities could accommodate an increase in complement relatively easily.

Adequacy of Facilities - Troop T (Pennsylvania Turnpike)

We were informed during our visit to the Troop T Headquarters that many of the eight Station facilities¹⁶ located along the Pennsylvania Turnpike are not adequate to accommodate additional Troopers if such a complement increase were to occur.

In November 2000, Spillman Farmer Architects provided the Pennsylvania Turnpike Commission with the results of its study of the State Police facilities located on the Pennsylvania Turnpike. During the study, the consultant visited six Stations to assess the adequacy and condition of these facilities. Discussions were held with State Police representatives concerning possibilities for Station relocations or renovations and enlargements.

The facilities study conducted by Spillman Farmer Architects evaluated the existing Troop T Stations for: (1) adequate size for current needs; (2) adequate arrangement for current needs; (3) adequate services, especially heating and cooling; and (4) current second floor location. Additionally, the study evaluated the current locations in relation to a maintenance center, a toll plaza, and a service plaza.

This study found that the newly constructed Western Regional Office has provided a new facility for the New Stanton Station. Additionally, a recent renovation in the Eastern Regional Office has provided a new facility for the King of Prussia Station. The other six Stations: Gibsonia, Somerset, Everett, Newville, Bowmansville, and Pocono, date from the 1950s.

These six Stations are built in three configurations. The Pocono (1955), Newville (1955), and Somerset (1957) facilities are identical and are two-story buildings with State Police facilities on the second floor. Bowmansville (1955) and Gibsonia (1955) are similar to each other and have a second floor that was added as a renovation. Everett (1956) has a unique floor plan that is larger in size than the other five Stations, and has State Police facilities on its second floor.

¹⁶The Troop T Stations are co-located with other Turnpike Commission functions at the same facility. Current State Police accommodations are consistent with field accommodations for Turnpike Commission employees.

The study concluded that these six Stations are inadequate. The Everett Station was found to be of the approximate square footage required for a Station and would only need to be remodeled. The study concluded that the other five Stations need to be further examined for new construction.

As a result of its study, Spillman Farmer Architects proposed that new State Police facilities be constructed to replace the existing facilities at Gibsonia, Somerset, Newville, Bowmansville, and Pocono. Based on the “ideal facility” developed during its review, Spillman Farmer Architects recommended that these new facilities should be one-story buildings approximately 100 feet by 60 feet, have parking for 30 vehicles, and have an impound lot for four cars. For each of these five locations, a site either on the current property (Somerset, Newville, and Pocono) or within 1,000 feet of it (Gibsonia and Bowmansville) can be used.

In May 2001, Turnpike Commission officials reported that the Commission has retained a consulting firm to evaluate service plaza facilities and operations. When this review is completed, the Commission plans to evaluate the recommendations made in both the service plaza study and the Spillman Farmer report for purposes of making facility decisions and ensuring that Troop T State Police facilities are located in the regions that best serve the needs of the Turnpike’s customers.

Capital Budget Request for FY 2001-02 Through FY 2005-06

The State Police’s Capital Budget Request for FY 2001-02 and subsequent planning years contains many projects involving expansion and renovation of the Department’s Headquarters and field installations (see Table 29). Over the five-year budget period, the State Police is seeking a total of \$80.8 million for capital projects, including \$38.4 million for construction of an annex to the Department Headquarters and for renovations to the existing Headquarters facilities.

For FY 2001-02, the Capital Budget Request totaled almost \$40 million and included the following projects:

	<u>Amount</u>
Summerdale Centralized Laboratory.....	\$ 2,350,000
Construct Driver Pursuit Training Facility.....	7,600,000
Construct Annex to Department Headquarters Facility	<u>30,000,000</u>
Total.....	\$39,950,000

The Governor’s FY 2001-02 Executive Budget recommended funding only for the construction of the Driver Pursuit Training Facility (\$7.6 million). According to a Budget Office official, the “Central Campus Laboratory Facility” (the Summerdale Centralized Laboratory) in which the State Police was to join several other state agency laboratories has been put into a hold status. No funding was recommended for the construction of a Department Headquarters annex resulting in a shortfall of

Table 29

Pennsylvania State Police Capital Budget Request

(FY 2001-02 Through FY 2005-06)

	Planning Years				
	FY 2001-02	FY 2002-03	FY 2003-04	FY 2004-05	FY 2005-06
Summerdale Centralized Laboratory	\$ 2,350,000	\$ 0	\$ 0	\$ 0	\$ 0
Construct Driver Pursuit Training Facility	7,600,000	0	0	0	0
Construct Annex to Dept. Headquarters Facility ..	30,000,000	0	0	0	0
Construct New Washington Headquarters.....	0	2,219,750	2,219,750	0	0
Renovate/Enlarge Greensburg Headquarters	0	1,784,448	1,784,448	0	0
Academy Phase IV Renovations.....	0	2,400,000	2,400,000	0	0
Renovate Philadelphia Headquarters.....	0	0	4,104,960	4,104,960	0
Renovate/Enlarge Butler Headquarters	0	0	2,005,632	2,005,632	0
Renovate Department Headquarters.....	0	0	4,161,500	4,161,500	0
Renovate/Enlarge Erie Headquarters	0	0	0	2,548,800	2,548,800
Construct New Wyoming Crime Labs.....	0	0	0	438,048	438,048
Renovate/Expand Greensburg Crime/DNA Labs....	0	0	0	404,640	404,640
Renovate/Expand Bethlehem Crime/DNA Labs	0	0	0	362,800	362,800
Total Projects	\$39,950,000	\$6,404,198	\$16,676,290	\$14,026,380	\$3,754,288

Source: Developed by LB&FC staff from State Police Capital Budget Request, FY 2001-02.

\$32.3 million between the amount the State Police requested for FY 2001-02 and the amount the Governor's Office of the Budget recommended.

For the four planning years (FY 2002-03 through FY 2005-06), the Department's request listed ten additional capital projects with a combined cost of \$40.8 million. As shown on Table 29, five of these involve construction and renovation or expansion projects at Troop Headquarters locations, construction and renovation of three laboratories, Phase IV renovations of the State Police Academy, and renovations of the Department Headquarters.

The Governor's FY 2001-02 Executive Budget indicates that the projected availability of capital funding for State Police projects for FY 2001-02 through FY 2005-06 is \$54,860,000. This results in a total estimated capital funding shortfall of approximately \$26 million from the \$80.8 million requested by the State Police.

Nearly all of the proposed capital budget costs result from the expansion of the State Police complement since the time the Stations were constructed. This is illustrated in the commentary provided by the State Police in justifying their requests for Troop Headquarters enlargement and renovations:

- *Butler Troop Headquarters.* The 20,856 square foot Troop Headquarters at Butler was constructed in 1950, but since then the complement has increased by 35 percent, and the Troop is very much in need of additional space. Many current activities did not exist in 1950, and it is necessary to furnish office space to accommodate additional personnel. Because of budgetary constraints, many repairs have been put off, and conditions of the building have reached the critical stage. Emergency repairs are needed to prevent further deterioration.
- *Erie Troop Headquarters.* This Headquarters building at Troop E, Erie was built in 1950, but since then the complement has increased, and the building has slowly deteriorated with age. Additionally, the Procurement and Supply Unit is housed in the garage and needs to be moved into the main building. A 10,000 square foot addition is planned for the north end of the building.
- *Philadelphia Troop Headquarters.* This Headquarters building was built in 1952, and since then the complement has increased, and the building has slowly deteriorated with age. Additionally, the Procurement and Supply Unit is housed in the main building but must be moved out. A 10,000 square foot addition is planned for the north end of the building.
- *Washington Troop Headquarters.* This 21,000 square foot Headquarters building and a 5,000 square foot garage were constructed in 1949. Since then the complement has increased by 75 percent, and the Troop is in need of additional space. Many current activities did not exist in 1949.

The relocation and construction of a new Headquarters would provide the State Police with adequate space to properly operate a modern law enforcement organization and provide state-of-the art services to the citizens of Southwestern Pennsylvania.

The issue of adequate space and the condition of the physical plant at Department Headquarters is also a concern. The Department's budget request states that both the construction of an annex and a complete renovation of the existing State Police Headquarters is needed. Specifically, the request proposes construction of a 250,000 square foot annex adjacent to "the existing, now undersized" Headquarters.

The project justification goes on to state that:

Due to increased Department responsibilities and subsequent increases in personnel, many Bureaus previously housed at the existing facility have been relocated to leased space facilities throughout the Dauphin County area.¹⁷ Bureaus remaining at Department Headquarters continue to outgrow the remaining space, even with the relocation of the Troop H Headquarters in March 2000. Additionally, extensive renovations that the Department of General Services has recommended for the heating and electrical systems could only be feasibly completed while the facility is vacant. The construction of this annex would provide a relocation site for the Bureaus still residing at the present facility, eliminating operation interruption. Once these renovations are completed, the displaced Bureaus could be rejoined at the Department Headquarters complex.

¹⁷Bureaus currently located off-site that would return to a renovated Department Headquarters complex include the Bureau of Liquor Control Enforcement, the Bureau of Professional Responsibility, and the Bureau of Technology Services, Technical Support Division.

N. Station Consolidation Holds Potential for Future Staffing Benefits

The LB&FC's 1996 study concluded that a consolidation of Stations and a reduction in the number of Troops appeared warranted. The primary reasons cited for considering consolidation were to improve the use of the Department's personnel, to improve and streamline the command and control structure, and to strategically reposition the Department to use equipment more efficiently, and to reduce facility costs.

The LB&FC's 1996 study was not intended and did not attempt to propose a specific consolidation plan for the State Police. However, while conceding that there may be differences over specific Stations and the optimum number and location of Troop commands, the report suggested that a reduction to a level of approximately 55 Stations and 10 Troop commands would provide the Department increased operational flexibility.

A field structure that uses 81 separate Station locations under 15 separate Troops consumes considerable resources in purely administrative functions. (See Exhibit 28.) This situation is compounded at small Stations which require a minimum number of staff just to schedule patrols efficiently regardless of the Station's workload. As of March 2, 2001, 20 Stations were at forced minimum staffing levels (i.e., they were being provided staffing to a level higher than their workload warrants under the State Trooper Allocation Formula - STAF). (See Table 30.)

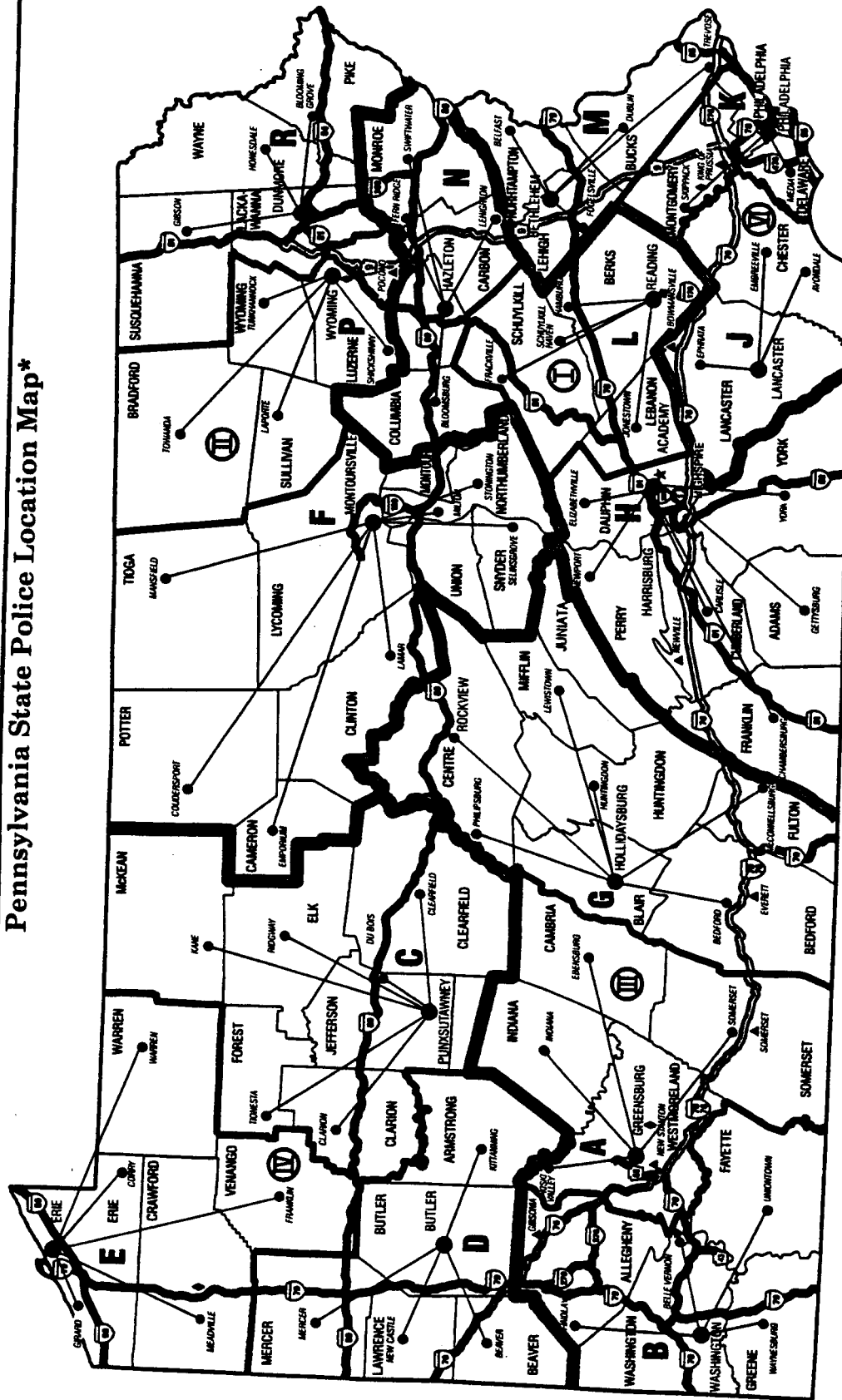
A Station consolidation would also allow the Department to improve its supervisory span-of-control ratios. These ratios are supposed to be set by a formula (see Appendix F), but in order to have supervision at smaller Stations, the Department sometimes has to assign additional Supervisors to minimal numbers of Troopers. A Station consolidation would result in larger Stations, thereby allowing closer adherence to the formulas.

The LB&FC's 1996 study also identified a potential to consolidate the State Police laboratories.¹⁸ A consolidation plan that merges the lab structure from six labs to three labs would produce substantial cost savings. An internal State Police plan developed at that time stated that consolidation could best be achieved by establishing full service laboratories in Bethlehem, Greensburg, and Harrisburg. The remaining laboratories in Lima, Erie, and Wyoming would initially operate as limited service satellites to their respective full service laboratories. Through attrition of personnel and a planned reallocation of caseload, the satellite labs would eventually be phased out of service.

¹⁸The 1996 report of the Improve Management Performance and Cost Control Task Force Commission (IM-PACCT) also recommended that the closure of some laboratories be considered to eliminate overlapping service areas.

Exhibit 28

Pennsylvania State Police Location Map*



LEGEND

- (T) TROOP HEADQUARTERS
- TROOP STATIONS
- ★ TROOP ACADEMY
- ▲ TROOP TRAINING CENTERS
- Ⓜ AREA DESIGNATIONS
- AREA BOUNDARIES
- TROOP BOUNDARIES
- INTERSTATE ROUTES
- TURNPIKE
- Ⓜ DEPARTMENT HEADQUARTERS
- TROOP HEADQUARTERS
- STATIONS
- ★ ACADEMY
- ▲ REGIONAL TRAINING CENTERS

* Does not reflect recent change of Troops. Troop J now belongs to Area I, and Troop N now belongs to Area VI.

Source: Pennsylvania State Police.

Table 30

**Pennsylvania State Police Stations
at Forced Minimum Patrol Staffing Levels
(As of March 2, 2001)**

<u>Troop/Station</u>	<u>Patrol Trooper Allocation</u>	<u>Troop/Station</u>	<u>Patrol Trooper Allocation</u>
Troop C, Du Bois	14	Troop G, Lewistown	16
Troop C, Kane	14	Troop G, McConnellsburg	16
Troop C, Ridgway	14	Troop J, Ephrata	13
Troop C, Tionesta	13	Troop K, Philadelphia	35
Troop E, Corry	14	Troop L, Hamburg	15
Troop F, Emporium	12	Troop N, Bloomsburg	14
Troop F, Coudersport	15	Troop N, Lehigh	15
Troop F, Lamar	15	Troop P, Laporte	15
Troop F, Mansfield	15	Troop P, Tunkhannock	15
Troop F, Stonington	15	Troop R, Gibson	14

Source: Pennsylvania State Police.

To address consolidation issues, the LB&FC's 1996 report recommended that the State Police streamline operations and maximize the efficient use of the available Trooper complement by carrying out a reorganization/consolidation of its field structure taking into account current mandates, demographics, and workload. The report also recommended that the State Police prepare a long-range plan to consolidate and reorganize the field structure, including Troops, Stations, laboratories, field offices, and regional training facilities. In his response to the Committee's 1996 study report, the Commissioner stated that "discussion and effort is continuing toward development of a long-range plan which will consider the findings and suggestions [regarding consolidation] in the study."

The State Police's Bureau of Research and Development has done some preliminary studies on the consolidation issue. However, as of early 2001, no formal long-range plan had been developed, and the issue of Station consolidation was not a priority initiative. Also, State Police officials report that many local law enforcement agencies as well as the District Attorneys Association strongly opposed the consolidation plan. Laboratory consolidation is no longer being considered. The State Police now believes that local law enforcement agencies can be served more efficiently and expeditiously by maintaining all the regional laboratories.

O. The State Police's Use of Overtime Has Increased Significantly in Recent Years

During FY 1999-00, the State Police spent \$16.0 million in overtime costs for work performed by both State Troopers and civilian employees. Despite the initiation of an overtime management system in FY 1995-96, overtime expenditures have increased at an average annual rate of 17.0 percent since that time. (See Table 31.)

Table 31

Historical State Police Overtime Costs
(\$ Millions)

<u>Fiscal Year</u>	<u>Costs</u>	<u>% Change</u>
1989-90.....	\$14.3 ^a	--
1990-91.....	11.4	(20.3)%
1991-92.....	10.2	(10.5)
1992-93.....	9.0	(11.8)
1993-94.....	11.2	24.4
1994-95.....	13.9 ^b	24.1
1995-96.....	8.6	(38.1)
1996-97.....	11.0	27.9
1997-98.....	12.4	12.7
1998-99.....	14.4	16.1
1999-00.....	16.0	11.1

^aIncludes Camp Hill Prison Riot.

^bIncludes USAir crash and patrol of construction zones.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

The Department's current policy on the use of overtime stresses that overtime should be used only for emergencies and other high priority situations. The policy also stated that all supervisors are to monitor and properly manage duty assignments to reduce costs. The State Police Commissioner has issued specific guidelines that Commanders are to follow in assigning premium time. These guidelines relate to assignment of overtime to Troopers nearing retirement eligibility, staffing on premium holidays, and overall equity of overtime assignment. Each Commander is to approve overtime only for situations which both cannot be accomplished within the regular schedule and are operationally necessary.

As illustrated on Table 32, each State Police Troop and Headquarters organizational unit receives an annual overtime allocation. For FY 1999-00, approximately \$7.8 million in state funds was allotted for overtime at the Troop level. Another \$1.6 million in state funds was allotted for overtime among Headquarters staff. While the Department typically receives federal funding for overtime for

Table 32

FY 1999-00 State Police Overtime Expenditures

(Enlisted and Civilian, by Organizational Unit)

Troops	State Troopers Overtime Expenditures		Civilian Overtime Expenditures	
	Allocated	Actual	Allocated	Actual
A	\$ 522,950	\$ 501,007	\$ 8,800	\$ 18,147
B	632,550	609,937	20,300	21,133
C	471,280	362,204	7,900	15,314
D	570,000	518,897	8,100	18,896
E	596,820	674,539	8,500	29,076
F	511,890	461,609	8,700	15,835
G	507,020	421,403	8,500	15,625
H	709,745	770,810	11,900	26,174
J	508,700	538,950	7,000	13,185
K	412,500	451,589	6,400	12,298
L	384,900	329,526	6,500	20,855
M	460,460	341,653	7,700	11,654
N	421,700	364,743	7,100	10,147
P	350,380	255,235	5,900	10,531
R	310,600	361,963	5,200	10,461
T	<u>383,195</u>	<u>1,157,643^a</u>	<u>6,400</u>	<u>2,279</u>
Subtotal	\$ 7,754,690	\$ 8,121,708	\$134,900	\$ 251,610
<u>Headquarters</u>				
Executive Services	\$ 400,000	\$ 363,793	\$ 0	\$ 0
Crime Investigation	225,000	178,993	1,000	1,222
Drug Law Enforcement	390,000	287,940	1,000	0
Emerg. & Spec. Oper.	450,000	626,849	1,000	2,976
<u>Bureaus</u>				
Forensic Services.....	90,000	89,076	360,505	399,026
Patrol	5,000	4,904	1,000	1,741
Personnel	2,222	2,222	1,000	1,332
Professional Responsibility	2,000	0	200	0
Records & Identification....	6,255	11,853	80,000	74,638
Research & Dev.....	4,500	2,273	2,240	1,828
Staff Services.....	0	0	130,000	128,861
Training & Education	50,000	47,221	5,000	2,389
Technology Services.....	<u>10,000</u>	<u>1,331</u>	<u>100,000</u>	<u>136,381</u>
Subtotal	\$ 1,634,977	\$ 1,616,455	\$682,945	\$ 750,394
Other Overtime	<u>668,333</u>	<u>1,907,746</u>	<u>0</u>	<u>0</u>
Total	\$10,058,000	\$11,645,909 ^b	\$817,845	\$1,002,004

^aThe PA Turnpike Commission reimbursed this amount to the State Police.

^bDoes not include federal funds of \$3,306,541 for enlisted staff, \$3,172,061 for the Troops, and \$134,480 for Headquarters.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

certain special patrol programs, the source of revenue cannot be guaranteed, and as such is not considered during the allocation process.

Actual expenditures exceeded allocations in FY 1999-00 by approximately \$1.8 million. A total of \$10,058,000 in state funds was allocated for State Trooper overtime, and \$11,645,909 in state funds was expended, resulting in State Trooper overtime expenditures exceeding allocations by \$1,587,909. A total of \$817,845 was allocated in FY 1999-00 for civilian overtime and \$1,002,004 was actually spent. This resulted in actual civilian overtime expenditures exceeding allocations by \$184,159.

At the Troop level for enlisted staff, Troop T had overtime expenditures that exceeded allocations significantly. The excess overtime was attributed to the construction zone patrols on the Turnpike System. Five other Troops (E, H, J, K, and R) had overtime expenditures that exceeded allocations, the remaining Troops did not exceed the overtime allocation. At the Headquarters level for enlisted staff, the Bureau of Emergency and Special Operations and the Bureau of Records and Identification exceeded their overtime allocations.

The following are other observations based on our analysis of FY 1999-00 overtime expenditures:

- State funds accounted for \$12,647,913, or 79.3 percent of total overtime costs. Federal funds accounted for \$3,306,541 and are provided to the State Police through grants for special patrol programs, such as DUI enforcement.
- Approximately 72 percent (\$11,545,379) of total overtime expenditures are attributable to Field Operations, with the remaining 28 percent (\$4,409,075) associated with Headquarters operations. Spending for overtime on the Pennsylvania Turnpike (by Troop T) was \$1,157,643. The Turnpike Commission fully reimbursed this amount to the State Police.
- Overtime for State Troopers accounted for \$14,952,450, or 93.7 percent of total overtime expenditures. At \$1,002,004, civilian overtime expenditures amounted to 6.3 percent of total overtime costs. Annual average overtime costs in FY 1999-00 were \$3,630 for enlisted members and \$676 for civilians.

Overtime expenditures at the Troop and Station levels made up about 70 percent of total agency overtime in FY 1999-00. We discussed overtime and its usage with State Police Commanders during field visits to Area Commands and selected Troops and Stations. All Commanders reported that overtime is used very judiciously and that it is not used for routine patrol coverage unless absolutely necessary.

At the field level, overtime is most frequently required in the following situations:

Overtime is used when an off-duty Trooper must be called to the Station to man a shift so that the shift can be adequately staffed, at least at a minimal level. These Troopers are called in for patrol duty often because a scheduled Trooper called in sick. Off-duty Troopers also have to be used if several Troopers are on vacation and a full shift cannot be scheduled, or when court appearances take too many Troopers away from the patrol shift. In some cases it is also necessary to use an off-duty Trooper to fully staff the midnight shift.

Overtime is also used for major incidents, such as homicides. Such an incident may require the Trooper to work several hours beyond his scheduled shift, and it may also require more than the usual number of Troopers to respond. Commanders also stated that overtime is used to handle an incident at the change of a shift. Using the philosophy that "money should not get in the way of police work," it is often more prudent for the State Police to keep the Trooper who responded to the incident on the scene, rather than switch Troopers just because a scheduled shift has ended.

Other situations that result in overtime include providing patrol coverage at construction zones; providing security services at special events, such as the recent Conference of State Governors at State College and the Republican National Convention held in Philadelphia; and investigations that involve wiretapping where a Specialist is needed for several hours beyond a normal shift.

P. Estimated Initial Costs of Current Legislative Proposals to Increase or Eliminate the Statutory Complement Cap

Bills to either increase or eliminate the statutory cap on State Trooper complement are regularly introduced in the General Assembly. A summary of those bills introduced since the LB&FC's 1996 State Police staffing study is listed below.

Exhibit 29

Legislation Proposed to Increase or Eliminate the Statutory Cap on State Trooper Complement

Session 1995-96

Senate Bill 1420.....	Increase cap to 4,440
Senate Bill 1260.....	Eliminates the cap
Senate Bill 23.....	Increase cap to 4,340
House Bill 396.....	Increase cap to 6,000*
House Bill 124.....	Increase support staff necessary to assist in completing the administrative duties falling on the Officers.

Session 1997-98

Senate Bill 348.....	Increase cap to 4,440
Senate Bill 1444.....	Eliminates the cap
House Bill 2582.....	Eliminates the cap

Session 1999-2000

Senate Bill 272.....	Eliminates the cap
House Bill 360.....	Eliminates the cap

Session 2001-2002

Senate Bill 372.....	Eliminates the cap
Senate Bill 695.....	Increases cap to 5,000
House Bill 607.....	Eliminates the cap

*Subject to the availability of funds. Also required that a workforce study be done resulting in the LB&FC's 1996 State Police staffing study.

Source: Developed by LB&FC staff.

The bills introduced during the 2001-2002 legislative session propose to either eliminate or increase the 3,940 person cap on the State Trooper complement. As shown in Exhibit 29, one proposal (Senate Bill 695) calls for an increase in the enlisted complement from 3,940 to 5,000. Other bills, Senate Bill 372 and House

Bill 607, propose that the complement cap should be eliminated entirely and state that "The State Police Force shall consist of such number of officers and men, and shall be organized in such manner, as the Commissioner of Pennsylvania State Police, with the approval of the Governor, shall from time to time determine." In effect, enactment of either Senate Bill 372 or House Bill 607 would have the annual budget process determine the exact number of Trooper positions that would be funded.

We used the current legislative proposals as the basis for developing estimated costs of increasing the number of State Troopers. In the case of SB 372 and HB 607, we assumed a hypothetical situation in which the complement cap has been lifted and the General Assembly and Administration decide to provide funding for enough additional Troopers to reduce the statewide average of Trooper obligated time to 50 percent (see Finding C for a discussion of obligated time). We calculated that 379 additional Troopers would be needed to reach this level. In the case of SB 695, we assume a hypothetical increase of 1,060 Troopers to reach the proposed 5,000 complement level.

As discussed in Finding L, the State Police estimate that it will cost \$106,426 to train each additional Trooper added to the complement. This amount, which is based on FY 2001-02 budget figures, consists of the following costs: \$46,015 for salaries and benefits; \$51,951 for operating costs; and \$8,460 for fixed assets. If the Academy could train an unlimited number of Cadets in any one year, the total costs to train the new Troopers would simply be a calculation of \$106,426 multiplied by the number of new Troopers to be added to the complement. However, the current training capacity of the State Police Academy is approximately 450 Cadets every two years. Considering the need to replace approximately 200 Troopers during these two years due to attrition, the Academy could train 250 additional Cadets in a two-year period. Therefore, it would take four years to train an additional 379 Troopers, and nine years to train an additional 1,060 Troopers.

Given that it will take several years to train these additional Troopers, it is assumed that the training costs will increase each year because of salary increases and inflation in operating and fixed asset costs. For estimating purposes, a 3.5 percent increase in salaries is assumed for each year based on the current Pennsylvania State Troopers Association contract, and a 3.0 percent increase in operating costs and fixed assets is assumed for each year based on the current Consumer Price Index rate of inflation of 2.98 percent on April 24, 2001. Table 33 shows that the costs to train a Trooper in the first year remain \$106,426, but rise to \$109,849 in the second year and continue to rise until they reach \$137,120 in the ninth year.

Table 33

Estimated Costs to Train and Equip One Additional State Trooper

<u>Fiscal Year</u>	<u>Personnel^a</u>	<u>Operating^b</u>	<u>Fixed Assets^b</u>	<u>Total Costs</u>
2001-02.....	\$46,015	\$51,951	\$8,460	\$106,426
2002-03.....	47,626	53,510	8,714	109,849
2003-04.....	49,292	55,115	8,975	113,382
2004-05.....	51,018	56,768	9,244	117,030
2005-06.....	52,803	58,471	9,522	120,796
2006-07.....	54,651	60,225	9,807	124,684
2007-08.....	56,564	62,032	10,102	128,698
2008-09.....	58,544	63,893	10,405	132,842
2009-10.....	60,593	65,810	10,717	137,120

^aAssumes a 3.5 percent increase in personnel expenses each year based on the current union contract.

^bAssumes a 3.0 percent increase for inflation based on the current Consumer Price Index rate of inflation of 2.98 percent on April 24, 2001.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

Using the information from the table above, it is possible to calculate how much it cost to train and equip additional Troopers. For example, if 379 additional Troopers are added to raise the unobligated percentage rate to 50 percent, it will take approximately four years to train at an estimated cost of \$41.9 million. In the case of SB 695, which would increase the complement cap by 1,060 positions, it would take approximately nine years to train at an estimated cost of \$127.4 million.

VI. Appendices

APPENDIX A

History of the Pennsylvania State Trooper Complement

<u>Year^a</u>	<u>Complement Cap^b</u>	<u>Troop "T" (Not Subject to Cap)^c</u>	<u>Total Available Complement</u>
1905 ^d	228	--	228
1919	415	--	415
1921	421	--	421
1923 ^e	650	--	650
1935	508	--	508
1937 ^f	1,600	--	1,600
1943 ^g	1,600	--	1,600
1949	1,800	--	1,800
1953	1,900	--	1,900
FY 1961-62	2,000	185	2,185
FY 1962-63	2,100	185	2,285
FY 1966-67	2,350	185	2,535
FY 1967-68	2,650	203	2,853
FY 1968-69	2,950	212	3,162
FY 1969-70	3,250	229	3,479
FY 1970-71	3,550	233	3,783
FY 1971-72	3,790	233	4,023
FY 1972-73	3,940	233	4,173
FY 1974-75	3,940 (-200 ^h)	233	3,973
FY 1977-78	3,940 ^h	217	3,957
FY 1978-79	3,940 ^h	217	3,957
FY 1981-82	3,940 ^h	216	3,956
FY 1984-85	3,940 (-40 ⁱ)	217	4,117
FY 1987-88	3,940 (-41 ^j)	217	4,116
FY 1989-90	3,940 ^k	217	4,157
FY 1993-94	3,940	228	4,168
FY 1995-96	3,940	228	4,168
FY 1999-00	3,940	228	4,168

^aThe years shown are those in which the complement cap was adjusted or other complement increases or reductions occurred.

^bSince the establishment of the State Police, statutory limitations have been placed on complement size. The current statutory cap of 3,940 was last changed in FY 1972-73 when it was increased by 150 positions.

^cThe statutory manpower cap does not include State Troopers assigned to the Pennsylvania Turnpike Commission (Troop "T"). The Troop T complement is increased or reduced by the Turnpike Commission, which reimburses the State Police for services provided.

^dThe State Police was created by Act 1905-227, May 2, 1905, as an executive department of state government.

^eHighway Patrol formed.

^fState Police and Highway Patrol merged to form the Pennsylvania Motor Police.

^gName changed to the Pennsylvania State Police.

^hAlthough the authorized complement remained the same at 3,940, the Office of Administration reduced 200 positions in these years.

ⁱThe Office of Administration restored 160 positions. The authorized complement remained the same at 3,940.

^jEffective December 18, 1984, the enlisted complement of the State Police was reduced by one position and the enlisted complement of the Turnpike force was increased by one. A request submitted to the Governor's Budget Office in December 1987 reflects this complement change as permanent.

^kThe Office of Administration restored 21 positions in April 1989; in September 1989, the Governor's Budget Office restored 20 additional positions.

Source: Developed by LB&FC staff from information obtained from the Pennsylvania State Police.

APPENDIX B

Pennsylvania State Police Revenues and Expenditures (FY 1999-00) (\$000)

Revenues

<u>Source</u>	<u>FY 1999-00 Amount</u>	<u>% of Total</u>
Motor License Fund.....	\$301,091	58.7%
General Fund.....	144,780	28.3
Augmenting Revenues ^a	29,958	5.8
State Stores Fund ^b	16,685	3.3
Federal Funds.....	13,428	2.6
Restricted Revenue ^c	<u>6,449</u>	<u>1.3</u>
Department Totals.....	\$512,391	100.0%

Expenditures

<u>Major Object of Expenditures</u>	<u>FY 1999-00 Amount</u>	<u>% of Total</u>
Personnel Services.....	\$397,458	77.6%
Operational Expenses.....	82,931	16.2
Fixed Assets.....	22,941	4.5
Subsidies & Grants.....	8,310	1.6
Nonexpense Items ^d	<u>751</u>	<u>0.1</u>
Total.....	\$512,391	100.0%

^aIncludes fees from the Pennsylvania Turnpike Commission for Troop T patrol services, as well as criminal history record fees, proceeds from the sale of automobiles, reimbursement of services, fingerprint record checks, and miscellaneous fees and revenues.

^bFunding for activities related to the enforcement of the Liquor Code as performed by the Bureau of Liquor Control Enforcement.

^cIncludes seized and forfeited property from federal and state courts and the Pennsylvania Attorney General.

^dThis amount represents interfund transfers from the Department of General Services for repairs/renovations to Commonwealth-owned facilities.

^eIncludes monies from the General Fund, the Motor License Fund, the State Stores Fund, and from federal sources.

Source: Developed by LB&FC staff from information obtained from the Pennsylvania State Police.

APPENDIX C

Pennsylvania State Police Personnel Services Expenditures, FY 1999-00

<u>Description</u>	<u>General Government Operations Expenditures</u>	<u>Liquor Control Enforcement Expenditures</u>	<u>All Other Expenditures</u>	<u>Total Expenditures</u>
Salaries	\$250,630,807	\$9,187,276	\$3,728,452	\$263,546,535
Overtime	14,800,809	169,674	43,286	15,013,769
Shift Differential Pay	4,397,090	105,531	32,200	4,534,821
Higher Classification Pay.....	201,290	13,326	0	214,616
Physicians & Nurses Recog. Awards	1,000	0	0	1,000
Compensation for Uniform Maintenance ...	2,034,860	8,250	0	2,043,110
Wages	1,811,914	12,821	4,786	1,829,521
Employee Health Benefits - State Share....	19,550,202	1,101,610	593,999	21,245,811
Employee H&W Fund - State Share.....	10,239,178	36,945	1,962	10,278,085
Ann. Hosp. Insurance - State Share	13,703,549	596,119	315,000	14,614,668
S.S. Contribution - State Share	5,236,449	666,830	285,386	6,188,665
Retirement Contribution - State Share	42,715,262	653,633	164,491	43,533,386
State Workmen's Ins. Premium Payments.	5,790,162	212,866	78,974	6,082,002
Employee Group Life Ins.- State Share.....	634,844	25,707	10,344	670,895
Out-Service Training.....	104,890	2,060	2,743	109,693
Unemp. Comp. - State Share	56,632	4,632	0	61,264
General Pay Increase - Cash Payout	247,097	79,486	4,892	331,475
Sick Leave Payout	4,216,814	232,793	0	4,449,607
Conference Registrations	16,031	1	682	16,714
In-Service Training.....	103,218	120	5,264	108,602
Management Performance Awards	38,691	0	0	38,691
Holiday Comp. Time.....	23,531	247	0	23,778
Annual Leave Payout	2,019,380	90,348	42	2,109,770
Training Differential Pay.....	645	0	0	645
Stipend-Active Duty Military Reservists. ..	0	2,500	0	2,500
Litigation/Arbitration Payouts	<u>94,616</u>	<u>529,962</u>	<u>0</u>	<u>624,578</u>
Total	\$378,668,961	\$13,732,737	\$5,272,503	\$397,674,201 ^a

^aDoes not match the major object entitled "Personnel Services" in Appendix B because of the allocation method for federal funds that was used to charge federal funds to the major objects.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

APPENDIX D

Number of State Troopers Assigned to Patrol, 2001 Compared to 1996, by Troop and Station

<u>Station</u>	<u>Total Number of Troopers Assigned to Patrol Duties^a</u>		Percent 2001 Increase (+) or Decrease (-) <u>Over 1996</u>
	<u>1996</u>	<u>2001</u>	
<i>Troop A:</i>			
Greensburg	61	58	-4.9%
Ebensburg	17	14	-17.6
Indiana	32	30	-6.3
Kiski Valley	12	16	+33.3
Somerset	<u>19</u>	<u>16</u>	-15.8
<i>Troop A Subtotal</i>	141	134	-5.0%
<i>Troop B:</i>			
Washington	41	48	+17.1%
Belle Vernon	29	31	+6.9
Findlay	36	38	+5.6
Uniontown	43	44	+2.3
Waynesburg	<u>26</u>	<u>26</u>	0.0
<i>Troop B Subtotal</i>	175	187	+6.9%
<i>Troop C:</i>			
Punxsutawney	17	13	-23.5%
Clarion	25	24	-4.0
Clearfield	23	20	-13.0
Du Bois	20	19	-5.0
Kane	13	14	+7.7
Ridgway	16	13	-18.8
Tionesta	<u>13</u>	<u>12</u>	-7.7
<i>Troop C Subtotal</i>	127	115	-9.4%
<i>Troop D:</i>			
Butler	40	35	-12.5%
Beaver	16	15	-6.3
Kittanning	30	25	-16.7
Mercer	31	29	-6.5
New Castle	<u>23</u>	<u>20</u>	-13.0
<i>Troop D Subtotal</i>	140	124	-11.4%
<i>Troop E:</i>			
Erie	37	30	-18.9%
Corry	14	12	-14.3
Franklin	19	19	0.0
Girard	25	21	-16.0
Meadville	30	27	-10.0
Warren	<u>16</u>	<u>12</u>	-25.0
<i>Troop E Subtotal</i>	141	121	-14.2%

Appendix D (Continued)

Station	Total Number of Troopers Assigned to Patrol Duties ^a		Percent 2001 Increase (+) or Decrease (-) Over 1996
	1996	2001	
<i>Troop F:</i>			
Montoursville	28	25	-10.7%
Coudersport.....	13	14	+7.7
Emporium.....	12	11	-8.3
Lamar	21	19	-9.5
Mansfield.....	15	14	-6.7
Milton	25	21	-16.0
Selinsgrove	15	14	-6.7
Stonington	<u>15</u>	<u>14</u>	-6.7
<i>Troop F Subtotal</i>	144	132	-8.3%
<i>Troop G:</i>			
Hollidaysburg.....	25	19	-24.0%
Bedford	23	22	-4.3
Huntingdon	16	18	+12.5
Lewistown	15	17	+13.3
McConnellsburg	16	14	-12.5
Rockview.....	24	22	-8.3
Philipsburg	<u>14</u>	<u>13</u>	-7.1
<i>Troop G Subtotal</i>	133	125	-6.0%
<i>Troop H:</i>			
Harrisburg.....	33	33	0.0%
Carlisle	23	25	+8.7
Chambersburg.....	37	37	0.0
Lykens	13	13	0.0
Gettysburg.....	19	19	0.0
Newport.....	16	19	+18.8
York	<u>37</u>	<u>41</u>	+10.8
<i>Troop H Subtotal</i>	178	187	+5.1%
<i>Troop J:</i>			
Lancaster.....	25	24	-4.0%
Ephrata.....	14	13	-7.1
Avondale	36	33	-8.3
Embreeville	<u>24</u>	<u>30</u>	+25.0
<i>Troop J Subtotal</i>	99	100	+1.0%
<i>Troop K:</i>			
Philadelphia	34	24	-29.4%
Media	33	40	+21.2
Skippack.....	<u>27</u>	<u>34</u>	+25.9
<i>Troop K Subtotal</i>	94	98	+4.3%

Appendix D (Continued)

Station	Total Number of Troopers Assigned to Patrol Duties ^a		Percent 2001 Increase (+) or Decrease (-) Over 1996
	1996	2001	
<i>Troop L:</i>			
Reading.....	17	18	+5.9%
Frackville.....	21	20	-4.8
Hamburg	14	14	0.0
Jonestown.....	21	23	+9.5
Schuylkill Haven.....	<u>18</u>	<u>17</u>	-5.6
<i>Troop L Subtotal</i>	91	92	+1.1%
<i>Troop M:</i>			
Bethlehem	25	23	-8.0%
Belfast.....	17	17	0.0
Dublin	20	18	-10.0
Fogelsville.....	20	27	+35.0
Trevoise	<u>14</u>	<u>16</u>	+14.3
<i>Troop M Subtotal</i>	96	101	+5.2%
<i>Troop N:</i>			
Hazleton	31	29	-6.5%
Bloomsburg.....	20	20	0.0
Fern Ridge.....	16	17	+6.3
Lehighton	15	17	+13.3
Swiftwater	<u>34</u>	<u>37</u>	+8.8
<i>Troop N Subtotal.....</i>	116	120	+3.4%
<i>Troop P:</i>			
Wyoming.....	25	21	-16.0%
Laporte	14	14	0.0
Shickshinny.....	13	12	-7.7
Towanda	18	15	-16.7
Tunkhannock	<u>15</u>	<u>15</u>	0.0
<i>Troop P Subtotal</i>	85	77	-9.4%
<i>Troop R:</i>			
Dunmore.....	29	28	-3.4%
Blooming Grove.....	25	26	+4.0
Gibson.....	21	21	0.0
Honesdale.....	<u>16</u>	<u>16</u>	0.0
<i>Troop R Subtotal.....</i>	91	91	0.0%
Grand Total.....	1,851	1,804	-2.5%

^aAs of July 1, 1996 and April 4, 2001.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

APPENDIX E

Status of Pennsylvania State Police Accreditation

The Commission on Accreditation for Law Enforcement Agencies (CALEA) awarded accredited status to the Pennsylvania State Police on July 31, 1993. Approximately 518 law enforcement agencies in the United States, Canada, and Barbados have earned accreditation. The Pennsylvania State Police is the largest law enforcement agency in the CALEA accreditation system.¹ CALEA accreditation involves an on-site assessment to determine if an agency's policies, procedures, equipment, and personnel comply with CALEA accreditation standards. To maintain its accredited status, the Pennsylvania State Police underwent reaccreditation assessments in 1998 and 2001 and will be assessed every three years thereafter.

CALEA

The Commission is a private, non-profit corporation based in Fairfax, Virginia. It was founded in 1979 by the International Association of Chiefs of Police, the National Sheriffs' Association, the National Organization of Black Law Enforcement Executives, and the Police Executive Research Forum.

The Commission was formed to develop a set of law enforcement standards and to establish and administer an accreditation process through which law enforcement agencies could demonstrate that they meet professionally-recognized criteria for excellence in management and service-delivery.

The Accreditation Standards

The accreditation standards address six major law enforcement subjects: (1) role, responsibilities, and relationships with other agencies; (2) organization, management, and administration; (3) personnel administration; (4) law enforcement operations, operational support, and traffic law enforcement; (5) prisoner security and court-related services; and (6) auxiliary and technical services.

The accreditation standards are intended to help law enforcement agencies: (1) strengthen crime prevention and control capabilities; (2) formalize essential management procedures; (3) establish fair and nondiscriminatory personnel practices; (4) improve service delivery; (5) solidify interagency cooperation and coordination; and (6) boost citizen and staff confidence in the agency.

¹Other state police agencies that are accredited include the Arkansas State Police; the Connecticut State Police; the Delaware State Police; the Illinois State Police; the Kentucky State Police; the Rhode Island State Police; the Royal Barbados Police Force; and the Virginia State Police.

Appendix E (Continued)

Law enforcement agencies that seek and attain accreditation are required to comply only with those standards that are specifically applicable to them. Applicability is based on the law enforcement agency's size and the functions it performs. Applicable standards are categorized as mandatory or other-than-mandatory. Agencies must comply with all applicable mandatory standards and 80 percent of applicable other-than-mandatory standards. If an agency cannot comply with a standard because of legislation, labor agreements, court orders, or case law, waivers can be sought from CALEA. The accreditation standards prescribe "what" agencies should be doing, not "how" they should be doing it. That decision is left up to the individual agency.

Benefits of Accreditation

The Pennsylvania State Police cite the following as the benefits of accreditation:

- Accredited agencies are better able to defend themselves against lawsuits and citizen complaints, and some agencies have reported a decline in legal actions filed against them once they become accredited. Accreditation standards give agencies a proven management system of written directives, sound training, clearly defined lines of authority, and routine reports that support decision-making and resource allocation.
- Accreditation provides objective evidence of an agency's commitment to excellence in leadership, resource management, and service delivery. Thus, accreditation may enhance the confidence government officials have in an agency's ability to operate efficiently and meet citizen needs.
- Accreditation embodies the precepts of community-oriented policing, and creates a forum in which police and citizens can work together to prevent and control crime. This partnership can help citizens understand the challenges confronting law enforcement and gives law enforcement clearer direction about community expectations.

Pennsylvania State Police Accreditation Reports

The Pennsylvania State Police received accreditation based upon 100 percent compliance with all mandatory standards. Additionally, the Department complied with the applicable 170 "other-than-mandatory" standards. (For purposes of accreditation, the Department would only have had to comply with 154 or 80 percent of the total applicable "other-than-mandatory" standards.) In 1998 and 2001, the Department complied with all mandatory standards and all but one "other-than-mandatory" standard.

APPENDIX F

Pennsylvania State Police Supervisory Span-of-Control

10.01 PURPOSE

The purpose of this regulation is to establish the number of supervisors to be assigned to particular organizational segments of the Department.

10.02 POLICY

The Department shall promote adequate supervision, guidance, and coordination of subordinates, and ensure that normal day-to-day operations are properly directed and controlled by maintaining an appropriate span-of-control for all personnel.

10.03 SCOPE

This regulation applies to all organizational segments of the Department. Absent unusual or exigent circumstances, no more than nine personnel shall be under the immediate control of a supervisor under normal day-to-day operations. The Commissioner has discretion to modify any aspect of this regulation on a case-by-case basis.

10.04 SUPERVISORS ASSIGNED TO TROOPS A THROUGH R

A. Troop Headquarters:

1. 1 Captain - Troop Commander.
2. 3 Lieutenants - Criminal Investigation, Patrol, and Staff Services Sections.
3. 3 Sergeants - Criminal Investigation, Patrol, and Staff Services Sections.
4. 1 Corporal - Staff Services Unit. Exception: Troop H receives 1 additional Corporal for the Communications-Telecommunications Unit.
5. 4 Corporals - Minimum in the Patrol Unit.
6. 1 Corporal - Vice Unit.

B. Stations:

1. The rank of a Station Commander is dependent on the total number of positions, both enlisted and civilian combined, allocated to the Station. A Lieutenant shall command a Station allotted 45 or more positions, while 35 or less positions justify a Sergeant as a Station Commander. A Station allocation ranging from 36 to and including 44 positions may be staffed with either a Sergeant or a Lieutenant as a Station Commander; the decision of the Station Commander's rank rests with the Deputy Commissioner of Operations, based upon needs unique to that Station.
2. Certain local factors individually examined on a case-by-case basis may require the utilization of a Lieutenant as a Station Commander instead of a Sergeant; the decision of the Station Commander's rank rests with the Deputy Commissioner of Operations, based upon needs unique to that Station.
3. Generally, no Station commanded by a Sergeant may have a second Sergeant assigned to it.

Appendix F (Continued)

4. A Station commanded by a Lieutenant may have a Patrol Unit Sergeant assigned to it.
5. Generally, Stations will be assigned a minimum of 3 Corporals to the Patrol Unit.
6. The only Station authorized a Staff Services Supervisor is Troop B, Uniontown.

10.05 SUPERVISORS ASSIGNED TO TROOP T

A. Troop Headquarters:

1. 1 Captain - Troop Commander.
2. 4 Lieutenants - Central Patrol Section, Eastern Patrol Section, Western Patrol Section, and Staff Services Section.
3. 1 Sergeant - Staff Services Section.

B. Stations:

1. 1 Sergeant - Station Commander.
2. 3 Corporals - Minimum in the Patrol Unit.

10.06 SUPERVISORS ASSIGNED TO CRIMINAL INVESTIGATION AND PATROL SECTIONS

A. Criminal Investigation Section: Includes the Auto Theft, Criminal Investigation, Fire Marshal, Polygraph, Intelligence, and Identification Unit members.

1. Up to 5 Troopers are justified 1 Corporal.
2. 6 - 11 Troopers are justified 2 Supervisors. Stations commanded by a Lieutenant are justified 1 Sergeant and 1 Corporal. Stations commanded by a Sergeant are justified 2 Corporals.
3. 12 - 17 Troopers are justified 2 Corporals.
4. 18 - 23 Troopers are justified 3 Corporals.

B. Patrol Section:

1. Includes Weight Detail Unit, Warrant Unit, Inspection Unit, Patrol Unit, and Vehicle Accident Reconstructionists (VAR).
 - a. Up to 20 Troopers are justified 3 Corporals.
 - b. 21 - 27 Troopers are justified 4 Corporals.
 - c. 28 - 35 Troopers are justified 5 Corporals.
 - d. 36 - 43 Troopers are justified 6 Corporals.
 - e. 44 - 51 Troopers are justified 7 Corporals.
 - f. 52 - 59 Troopers are justified 8 Corporals.
 - g. 60 - 67 Troopers are justified 9 Corporals.
 - h. 68 - 75 Troopers are justified 10 Corporals.
 - i. 76 - 83 Troopers are justified 11 Corporals.

NOTE: On Stations, Police Communications Operators (PCO) will be included with Troopers in determining the number of Corporals.

Appendix F (Continued)

2. A second Sergeant position may be justified if a Patrol Unit has 6 or more Corporals assigned; however, this is not automatic. The additional position must be requested through channels to the Deputy Commissioner of Operations, via correspondence, Form STD-501. The request must be detailed and contain appropriate information and justification.

10.07

DEPARTMENT HEADQUARTERS

- A. Bureaus: Bureaus shall be commanded by a Major or civilian equivalent.
- B. Divisions: Divisions may be commanded by a Captain, Lieutenant, or civilian equivalent.
- C. Sections: Sections may be supervised by a Lieutenant, Sergeant, Corporal, or civilian equivalent. A Trooper may supervise a Section if it is only staffed with civilians.
- D. Units: Units may be supervised by a Sergeant, Corporal, or civilian equivalent. A Trooper may supervise a Unit if it is only staffed with civilians.
- E. Executive and Administrative Offices: Executive and Administrative Offices may be staffed by various personnel. Staffing consideration will be given to expertise and ability, and shall not necessarily require specific rank or limitations.

Source: Pennsylvania State Police.

APPENDIX G

Historical Pattern of State Trooper Retirements, Resignations, and Other Terminations

Fiscal Year	Retirements		Resignations		Other ^a		Total ^b		Comm. Avg. Termination Rate ^c
	#	%	#	%	#	%	#	%	
1984-85.....	88	2.3%	11	.3%	12	.3%	111	2.8%	8.0%
1985-86.....	100	2.6	22	.6	15	.4	137	3.5	9.4
1986-87.....	118	3.0	15	.4	5	.1	138	3.5	8.2
1987-88.....	62	1.6	12	.3	14	.4	88	1.8	6.8
1988-89.....	46	1.1	6	.1	16	.4	68	1.7	6.7
1989-90.....	140	3.5	10	.2	10	.2	160	4.0	6.5
1990-91.....	422	11.1	12	.3	8	.2	442	11.6	8.5
1991-92.....	462	13.8	11	.3	8	.2	481	14.3	9.5
1992-93.....	360	9.5	5	.1	9	.2	374	9.8	4.6
1993-94.....	175	4.3	4	.1	7	.2	186	4.5	3.8
1994-95.....	273	6.8	9	.2	11	.3	293	7.3	5.5
1995-96.....	151	3.7	13	.3	7	.2	171	4.1	5.8
1996-97.....	132	3.2	8	.2	15	.4	155	3.8	6.4
1997-98.....	144	3.6	5	.1	7	.2	156	3.9	5.2
1998-99.....	110	2.7	6	.2	5	.1	121	3.0	7.2
1999-00.....	101	2.4	4	.1	4	.1	109	2.6	5.9
2000-01 ^d	66	1.6	3	^e	7	.2	76	1.8	N/A

^aIncludes furloughs, involuntary terminations, and deaths.

^bIncludes members of the Pennsylvania State Troopers Association.

^cAverage annual termination rate in all agencies under the Governor's jurisdiction.

^dThrough March 31, 2001.

^eLess than 0.1 percent.

Source: Developed by LB&FC staff from Commonwealth *Annual Work Force Reports*, 1976-2000, and information obtained from the Pennsylvania State Police.

APPENDIX H

Pennsylvania State Police Statewide Activity Summary 1990-1999 (Hours)

Activity	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Patrol Duty.....	1,067,500	1,107,779	1,174,671	1,129,982	1,191,410	1,185,026	1,095,455	1,034,375	984,291	962,914
Accident Investigation.....	252,827	235,829	230,697	219,560	212,935	199,227	209,614	210,857	203,749	214,924
Supple. Accident Investigation.....	0	0	0	0	24,109	37,615	40,676	46,003	54,239	58,405
Oprs. Revocation & Warrants.....	0	0	0	0	7,041	8,666	7,921	6,627	7,468	7,996
Garage Investigation.....	106,556	112,073	110,836	115,873	123,591	132,508	123,057	121,416	90,600	77,575
Radar Duty.....	264,690	279,297	313,786	277,953	266,224	260,966	229,100	238,869	244,177	220,113
Weight Duty.....	44,900	44,467	42,122	41,900	38,711	38,463	35,344	31,739	31,003	30,686
MCSAP Duty.....	64,995	55,258	50,277	39,762	45,737	45,469	47,672	55,255	45,304	45,312
Initial Criminal Investigation ..	356,968	372,471	370,651	378,635	413,916	440,440	457,697	456,919	461,426	454,738
Supple. Criminal Investigation	681,157	660,027	664,476	677,772	593,700	804,067	798,805	817,204	806,869	816,763
Background Investigation.....	0	0	0	0	22,104	20,098	13,398	11,057	22,893	19,596
Court Attendance	206,812	208,317	208,034	205,928	209,299	218,645	211,258	206,192	206,312	196,609
Warrant Service.....	49,234	53,972	43,000	33,063	47,385	55,129	53,493	55,640	58,488	57,429
Special Assignment	1,666,897	1,256,590	1,347,745	1,470,071	1,360,479	1,266,918	1,218,585	1,254,718	1,300,971	1,318,005
Desk and Communications	544,164	553,707	584,183	616,838	564,571	490,398	446,706	430,548	379,799	349,529
Community Service	32,166	24,298	26,899	37,614	58,970	66,467	63,738	62,838	58,992	54,980
Training.....	0	0	0	0	150,225	212,011	312,252	397,904	298,486	297,268
Supervision – Admin. Duty.....	0	0	0	0	428,188	675,155	679,803	635,742	642,229	648,766
Supervision – Field Duty	0	0	0	0	193,592	269,249	256,393	237,052	233,390	220,765
Driver Examination.....	86,189	77,124	72,277	22,227	0	0	0	0	0	0
State Dept. Investigations	71,585	80,482	45,858	20,045	0	0	0	0	0	0
Safety Education.....	22,711	16,894	12,956	13,129	0	0	0	0	0	0
Preparation of Reports.....	121,494	121,929	117,617	111,767	0	0	0	0	0	0
Fire Protection.....	59,922	53,578	51,212	47,600	0	0	0	0	0	0
Station Duties.....	77,058	70,409	76,060	85,982	0	0	0	0	0	0
Supervision, Patrol.....	591,759	578,128	534,690	582,971	0	0	0	0	0	0
Supervision, Criminal	216,961	211,367	197,049	205,722	0	0	0	0	0	0
Total Hours	6,586,545	6,173,996	6,275,095	6,334,394	5,952,187	6,426,517	6,300,967	6,310,955	6,130,686	6,052,373

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

APPENDIX I

Interstate Highway Patrol Zone Activity* (1991 Through 2000)

Type of Incident	1991 Troops	1992 Troops	1993 Troops	1994 Troops	1995 Troops	1996 Troops	1998 Interstate Zones	1999 Interstate Zones	2000 Interstate Zones
Motorist Assists	16,328	17,753	19,559	20,008	19,605	20,898	16,898	15,526	16,039
Written Warnings	56,765	57,744	56,375	57,177	53,187	45,136	30,877	23,468	32,562
Speeding Citations ^a ...	75,156	75,932	62,464	61,778	59,703	51,594	52,437	41,072	48,718
Other Citations	<u>21,763</u>	<u>23,659</u>	<u>22,911</u>	<u>28,663</u>	<u>31,088</u>	<u>25,343</u>	<u>22,796</u>	<u>18,290</u>	<u>26,617</u>
Total Citations	96,919	99,591	85,375	90,441	90,791	76,937	75,233	59,362	75,335
DUI Arrests	327	371	421	655	732	707	580	596	646
Act 64 Arrests ^b	291	408	413	432	522	737	107	57	70
Injury Crashes	1,817	1,944	2,730	2,869	2,012	2,446	1,432	1,785	2,150
Fatal Crashes	69	51	73	66	55	67	49	47	54
Total Crashes	3,978	4,330	3,268	3,598	4,332	4,909	4,650	5,440	6,465

*Note: Troop S was consolidated with Troops A through R in 1997. Data for 1997 is incomplete and unavailable due to the Troop S consolidation. For years 1998 through 2000, as a result of the consolidation, a new reporting system was developed to exclusively capture line zone activities from Troopers. However, since county assigned Troopers also provide coverage on interstate line zones, these activities may not be reflected in these totals; subsequently, comparisons to previous years may be misleading.

^a55 MPH speed limit 1991 through 1996. 65 MPH speed limit 1997 through 2000.

^b1991 through 1996 data reflects all "Operation Whiteline" stops. 1998 through 2000 data reflects Act 64 arrests only.

Source: Developed by LB&FC staff using information provided by the Pennsylvania State Police.

APPENDIX J

The Number of State Troopers Assigned to Patrol (January 1973 and April 2001)

<u>Troop</u>	As of	
	<u>January 1973</u>	<u>April 2001</u>
Troop A	134	134
Troop B	122	187
Troop C	93	115
Troop D	139	124
Troop E	119	121
Troop F	138	132
Troop G	132	125
Troop H	166	187
Troop J	104	100
Troop K	115	98
Troop L	92	92
Troop M	114	101
Troop N	78	120
Troop P	82	77
Troop R	73	91
Troop S	<u>237</u>	<u>0^a</u>
Total	1,938	1,804

^aTroop S was consolidated in 1997, and the Troopers who were assigned to that Station were reassigned to the Patrol Units within Troops A-R.

Source: Developed by LB&FC staff using information obtained from the Pennsylvania State Police.

APPENDIX K

Pennsylvania State Police Arrest Data, 1990 to 1999*

	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>
Traffic Citations	440,611	447,916	482,971	454,079	460,720	442,949	410,007	461,998	486,104	449,430
Written Warnings	403,761	407,526	399,066	368,769	386,769	375,857	347,523	365,464	358,990	318,396
Part I Arrests	10,722	10,973	10,378	11,014	10,597	11,053	11,117	11,963	12,550	11,537
Part II Arrests ^a	46,229	44,535	44,655	46,878	52,939	55,719	53,893	56,106	61,423	60,136
Total Arrests.....	56,951	55,508	55,033	57,892	63,536	66,772	65,010	68,069	73,973	71,673
DUI Arrests	9,214	8,370	8,898	9,687	10,810	10,371	9,200	11,752	12,027	11,392
Drug Arrests.....	2,126	2,047	2,114	2,415	2,742	3,309	3,305	3,782	4,239	4,301

*Traffic citations for the year 2000 were 484,749. Data for written warnings for 2000 was not available.
^aCurfew and loitering and runaway not included.

Source: Pennsylvania State Police.

APPENDIX L

Selected Pending Legislation Relating to the Pennsylvania State Police - 2001-2002 Legislative Session (As of May 9, 2001)

House Bill 64: Requires the State Police to annually compile and analyze data concerning crimes of violence committed on school property and transmit a copy of the annual report to the Governor and to the General Assembly.

House Bill 166: Establishes a statewide fingerprinting network for law enforcement; establishes the Law Enforcement Fingerprint Network Fund (to be administered by PCCD); requires the State Police, in cooperation with PCCD, to develop such network.

House Bill 340: Establishes the Privately Employed Agents Training and Certification Program to be administered by the State Police Commissioner.

House Bill 341: Requires criminal history background checks for volunteers working with the Boy Scouts, Big Sisters of America, Big Brothers of America, YMCA, YWCA, 4-H Clubs, a religious-related group, or for any volunteer who primarily works with children.

House Bill 346: Requires the State Police to develop the criteria for certified firearms safety courses and certify participating organizations; the State Police itself may also provide such a course.

House Bill 347: Requires persons who sell ammunition to report to the State Police the name and address of the purchaser, the date of purchase, and a description of what was purchased; requires the State Police to establish and maintain a registry of such reports.

House Bill 351: Requires the State Police to make available to school districts instructional information on violence prevention.

House Bill 358: Requires the State Police to promulgate regulations for the use of unmarked police vehicles.

House Bill 442: Requires off-duty State Police officers to escort overweight and oversize trucks; requiring the bearer of overweight or oversize permit to be responsible for the entire cost of any escort by the Pennsylvania State Police.

House Bill 501: Requires the State Police to work with the Department of Transportation to identify by a code on a driver's license those persons who are sexually violent predators.

Appendix L (Continued)

House Bill 607: Deletes the complement cap.

House Bill 662: Requires the State Police to maintain a registry of all firearms that are reported by local law enforcement agencies as recovered by firearm tracing methods.

House Bill 1142: Requires the State Police to remove all abandoned vehicles from the Turnpike within 24 hours after abandonment. (Also House Bill 950 and House Bill 152.)

House Bill 1258: Requires the State Police to include in its registry of Protection From Abuse (PFAs) Orders foreign protection orders. (Also Senate Bill 130.)

House Bill 1504: Establishes the Pennsylvania Uniform Crime Reporting Act; requires the State Police to establish, control, and supervise this crime reporting system.

House Bill 1508: Provides that Pennsylvania residency shall not be a requirement for application for the State Police examination.

Senate Bill 372: Deletes the complement cap.

Senate Bill 574: Requires police officers that stop vehicles for summary traffic violations to be driving cars that are clearly marked as a police vehicle.

Senate Bill 695: Increases the complement to five thousand persons, not including those assigned to the Turnpike.

Senate Bill 838: Permits local police officers to use radar; requires the State Police Commissioner to approve training courses for local police in the use of radar; requires the State Police to prepare an annual report on this activity for the General Assembly.

Senate Bill 855: Establishes the Criminal Records and Fingerprinting Act; requires the State Police to procure and maintain a record consisting of photographs and fingerprints of individuals who are convicted of a criminal offense in the Commonwealth. This bill also requires that municipal law enforcement agencies, on a daily basis, provide the State Police with photos and fingerprints of persons arrested for comparison with records that the State Police already has. This bill is focused on finding fugitives, prison escapees, and identifying habitual criminals.

Source: Developed by LB&FC staff from a review of pending legislation.

APPENDIX M

Agency Responses to This Report

COMMONWEALTH OF PENNSYLVANIA
PENNSYLVANIA STATE POLICE
1800 ELMERTON AVENUE
HARRISBURG, PA 17110

COLONEL PAUL J. EVANKO
COMMISSIONER

June 8, 2001

The Honorable Clarence D. Bell
Chairman
Legislative Budget and Finance Committee
Room 400, Finance Building
Harrisburg, Pennsylvania 17120

Dear Senator Bell:

Thank you for the opportunity to comment on the Legislative Budget and Finance Committee's, A Follow-Up Study of the Need for Additional Pennsylvania State Troopers. The report was accomplished in a professional, thorough manner, and the quality of the contents is appreciated.

I am pleased by the Study's assessment of the dedication of State Police personnel and the commitment to service that drives our agency. Early in my administration, a number of priorities were identified as important elements for making more Troopers available for the performance of their sworn duties. As you so aptly noted, civilians fill many of these positions today. Efforts continue to civilianize other positions that are deemed appropriate. Negotiations continue with the Pennsylvania State Troopers Association to civilianize others that are contested. However, I do not agree with the recommendation of the Pennsylvania Turnpike Commission to conduct a feasibility study to create a special "Highway Patrol Unit" within the Pennsylvania State Police.

The current study provides an update on the automation project as the Pennsylvania State Police strive to use resources in the best possible manner. Recognizing the importance of automation and the benefits of this initiative, the Bureau of Technology Services was created and given the responsibility for oversight of the project. As part of the multi-year Information Technology Strategic Plan, the State Police is implementing a Criminal/Investigative Traffic Safety Incident Information Management System (IIMS). The IIMS project will

The Honorable Clarence D. Bell
June 8, 2001
Page 2

enable Troopers to better perform their duties and change the way the State Police conducts its daily business.

The State Police is also in the process of converting to Centralized Dispatch Centers. Currently, each of the Department's 81 Stations is responsible for dispatching Troopers from its respective location. The State Police plans to reduce this number to five sites from which all Troopers will be dispatched. The first dispatch center is scheduled to be operational by September 2002. The State Police does not plan to close Stations as it centralizes dispatch responsibilities.

It is important to bear in mind when reading the study that comments attributed to an individual may not provide a true account of the statewide issue, reflect the opinions of the majority of Troopers, or articulate the official position of the Department.

The efforts of the Legislative Budget and Finance Committee and staff in providing valuable management information is sincerely appreciated. It remains my personal goal to continually strive to enhance the operational and organizational efficiency of the Pennsylvania State Police.

Sincerely,

A handwritten signature in black ink that reads "Col. Paul J. Evanko". The signature is written in a cursive, flowing style.

Colonel Paul J. Evanko
Commissioner

RECEIVED JUN 7 2001

COMMONWEALTH OF PENNSYLVANIA
PENNSYLVANIA TURNPIKE COMMISSION
HARRISBURG PA 17106-7676

JOHN T. DURBIN
EXECUTIVE DIRECTOR

June 1, 2001

Phillip R. Durgin
Executive Director
Legislative Budget & Finance Committee
Finance Building, Room 400
Harrisburg, PA 17105-8737

Dear Mr. Durgin:

Thank you for the opportunity to provide comments regarding the LB & FC Confidential Draft Report of State Police Staffing, specifically Section F, "The Number of State Troopers Assigned to Patrol the Pennsylvania Turnpike Has Remained Relatively Unchanged Since the Early 1970s."

I would like to compliment the Committee for developing an informative and thorough presentation of State Police Troop T complement. As described in the report, in addition to speed enforcement, State Police Troop T investigates all accidents occurring on Pennsylvania Turnpike property, assists disabled vehicles, provides security for service plazas and interchanges, inspects commercial trucks for safety and equipment violations, and investigates any criminal activities along the turnpike system.

The Pennsylvania Turnpike Commission fully reimburses the State Police for the costs of Troop T operations. Due to rising costs, any increase in the size of Troop T would have substantial fiscal implications for the Commission. As noted in your report, consideration could be given for the Commission to receive a percentage of monies collected from the citations the State Police issue on the Turnpike. I would like to offer a point of clarification: Consideration should be given to assessing an additional administrative fee to the citations issued on the Turnpike, rather than the Commission receiving any monies from existing citation revenues. This additional fee could be remitted to the Commission and utilized to off set the cost of any additional troopers.

Our mission is "to operate and manage, in a fiscally responsible manner, a safe, reliable, and valued toll road system" and we remain committed to being a safe toll road. While your report emphasizes trooper activity and enforcement statistics, it does not accurately reflect the Commission's excellent safety record as stated in your most recent Performance Audit of the Commission. The July 1997 report states "The Turnpike's accident rate is significantly lower than comparable rates on other

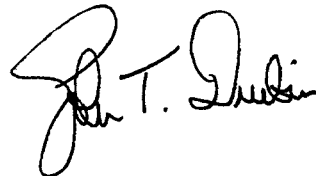
Phillip R. Durgin
Legislative Budget & Finance Committee
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Pennsylvania highways as well as the average rate for all U. S. Turnpikes. The Pennsylvania Turnpike's fatality rate is the same as the average for all U. S. Turnpikes but is considerably lower than fatalities on state highways or the interstates."

We attribute our excellent safety record to the contributions made by the conscientious efforts of Commission employees and the Pennsylvania State Police Troop T. We recognize the need to continue to implement strategies that will enhance trooper visibility. In fact, we have launched several special programs and initiatives designed to maximize trooper presence.

I would like to commend the Committee staff for the professional manner in which it conducted the audit. Again, thank you for giving me the opportunity to comment on this report.

Sincerely,

A handwritten signature in black ink, appearing to read "John T. Durbin". The signature is written in a cursive style with a large initial "J".

John T. Durbin
Executive Director

JTD/BSB/sns