

**An Examination of Pennsylvania State Police Coverage of Municipalities**

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## **EXECUTIVE SUMMARY**

This study explores issues surrounding the provision of police services by the Pennsylvania State Police (PSP) to municipalities in Pennsylvania that either have no police department at all, or that have only a part-time police department. In most states, there is a strong county sheriff system, where the sheriff's department has full police powers and serves as the police force for any municipalities within the county that do not have their own police departments. In those states, the state police primarily serve highway patrol and investigative support functions. However, Pennsylvania is one of a handful of states, mostly in the Northeast and Mid-Atlantic regions, where county sheriffs are more limited in their police powers, and the responsibility for policing municipalities without a full-time police department falls primarily upon the state police.

In Pennsylvania, most municipalities either do not have a police department or field only a part-time force. PSP by law assumes responsibility for full- or part-time law enforcement and patrol in those municipalities. In addition, PSP provides a wide variety of services to municipalities across the Commonwealth, including those that have their own police departments. These services include crime scene investigation, forensic services, major crimes investigation, drug interdiction, accident reconstruction, training, and other services.

This study measured the level of PSP service provision to municipalities that had no or only a part-time police force sometime during the 2006-2010 period. Specifically, this study examined the numbers of municipalities receiving patrol services and their rural/urban breakdown; the levels of patrol service provided; as well as the specific types of incidents to which PSP responded to in these municipalities. The amount, type, and distribution of revenue the Commonwealth received from municipalities in return for patrol services were also explored.

The principal source of data for this project was information maintained by PSP regarding the municipalities it patrolled over the study period, including the level of patrol service provided (full or part-time), the PSP workload burden (the number of incidents to which the PSP responded in each municipality), and the specific types of incidents to which Troopers responded (such as a specific crime type, request for assistance, traffic control, etc.). This resulted in a large and comprehensive dataset of PSP service provision to municipalities.

A second source of data for this project was fine data collected by the Administrative Office of Pennsylvania Courts (AOPC). AOPC maintains a database of all fines issued by PSP, as well as local police departments, throughout the Commonwealth. AOPC provided data on fines written by PSP Troopers, according to municipality and fine type, over the study period, again resulting in a very large and comprehensive dataset of revenue generated from PSP patrol activities throughout the Commonwealth.

This study found that PSP provided full- or part-time coverage to 67 percent of the Commonwealth's 2562 municipalities. This coverage was heavily skewed towards rural municipalities, with 92 percent of rural municipalities being patrolled by PSP, compared to 22 percent of urban municipalities. In the vast majority of cases, where PSP does provide patrol coverage to a municipality, this coverage is full-time (75 percent). PSP covered, on a full- or part-time basis, an average of 3,388,659 Pennsylvanians per year during the study period.

Looking at specific types of incidents to which PSP responded in these municipalities, the profile is consistent with routine municipal patrol activities. The top ten incidents, in both rural and urban municipalities alike, included requests for assistance, collisions, burglaries, thefts, assaults, criminal mischief, and other (e.g., 911 hang-up, disturbance) incidents. Thus, PSP

appears to be fulfilling a fairly traditional municipal policing role in those municipalities where they have patrol responsibility.

Looking at the level of workload that municipal patrol responsibility places on PSP, this study found that 72 percent of all PSP incident responses (calls for service) occurred in municipalities where PSP has some official (i.e., full- or part-time) level of patrol responsibility. Rural municipalities that have no or only part-time police forces account for the single largest proportion of all PSP incident responses, with 57 percent of all PSP calls for service occurring in these municipalities. Thus, patrol of rural municipalities without full-time local police departments represents a large proportion (54 percent) of overall PSP incident response activity.

Municipalities do not provide any compensation to the Commonwealth in exchange for PSP patrol or other services. Thus, there is no direct reimbursement for PSP services. Fines written by Troopers patrolling municipalities can be seen as an indirect source of reimbursement, although it should be noted that this money is coming from offenders themselves, not from the municipalities. During the study period, PSP wrote more than \$136 million in vehicle-code citations, 70 percent of which were written in municipalities where PSP has some official patrol responsibility. Half of this traffic fine revenue, though, is returned to the municipalities where the PSP wrote the fine. An additional \$14.7 million was written in non-traffic fines, with 85 percent being written in municipalities where PSP has official patrol responsibility. All of this fine revenue remains with the Commonwealth.

Thus, PSP is providing for a considerable share of routine municipal patrol, with no direct reimbursement. Primary alternatives to PSP patrol of municipalities include greater reliance on regional police arrangements and creation of county-based police forces which can assume responsibility for patrol of municipalities without their own police forces.

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## **INTRODUCTION**

In all states of the New England (ME, VT, NH, MA, RI, and CT) and Middle Atlantic (NY, NJ, PA, DE, and MD) regions, state police agencies provide law enforcement services, without cost, to municipalities that do not have their own full-time police departments (Coate & Schwester, 2009). For the remainder of the United States, the county sheriffs are vested with full and traditional police powers and provide police coverage to municipalities that do not have their own departments, with the state police being primarily dedicated to highway patrol duties (Coate & Schwester, 2009). In Pennsylvania, sheriffs have limited police powers and primarily serve as officers of the court, with key duties including serving warrants and transporting prisoners.

In addition to patrolling interstate highways, the Pennsylvania State Police (PSP) is mandated to provide law enforcement coverage to Pennsylvania municipalities that do not have their own police departments, as well as assisting municipalities that *do* have their own full-time force with traffic supervision, violent crime suppression, some case investigations, and other services as requested (2011-2012 Governor's Executive Budget, 2011). At the present time,

municipalities do not provide any reimbursement to the Commonwealth for patrol and other services provided to them by the PSP.

The PSP was created as an executive department of state government by Senate Bill 278, signed into law by Governor Samuel W. Pennypacker on May 2, 1905. The department became the first of its kind in the United States. The original force was limited to 228 men who were divided into four Troops: Troop A, Greensburg; Troop B, Wilkes Barre; Troop C, Reading; and Troop D, Punxsutawney (Conti, 1977).

The formation of the Pennsylvania State Police came about in large part as the result of violence associated with labor disputes between coal and steel operators and their laborers. In 1900, the Commonwealth of Pennsylvania found itself as a key player in the Industrial Revolution. Violence became common in the new communities that sprang up around the coal fields, iron mills, textile factories, and railroad yards. On May 1, 1902, the Great Anthracite Strike began and lasted until October 23, when President Theodore Roosevelt intervened. Violence was widespread and the strike caused a nationwide coal shortage. Local constables, police, and sheriffs were not able to provide adequate law enforcement protection in a state that had been largely agricultural prior to the late 1800s. It was recognized that a statewide law enforcement agency was needed to preserve the peace.

In 1919, the State Police received its first increase in manpower. The complement was increased to 415 men, an increase of 82 percent. In 1923, the State Highway Patrol was created within the Pennsylvania Department of Highways for the purpose of enforcing the vehicle laws. The Pennsylvania State Police and the State Highway Patrol were independent agencies until 1937, when they were merged. The new department was named the Pennsylvania Motor Police.

In 1943, the name was changed back to the Pennsylvania State Police. PSP went through various reorganizations in subsequent years, resulting in 1965 in its current 16-Troop structure.

Since 1905, the Pennsylvania State Police has developed programs and has been mandated by law to carry out a wide variety of responsibilities in addition to patrolling municipalities that lack their own forces:

- State Fire Marshal duties transferred to department (1919)
- First statewide radio telegraph system (1923)
- First driver's license examination facility (1924)
- Crime laboratory and photographic section established (1932)
- School bus inspection and inspection station supervision (1939)
- Enforcement of cigarette tax and fuel use tax (1947)
- New State Police Academy in Hershey (1960)
- Use of radar for speed enforcement (1961)
- Aviation Division established with acquisition of two Bell 47G helicopters (1969)
- Aviation Division expanded with acquisition of six Bell Jet Rangers (1970)
- Computerized Master name Index of criminal record files completed (1981)
- Pennsylvania Crime Watch established (1982)
- Special Emergency Response Team (SERT) established (1986)
- Liquor law enforcement responsibilities transferred to department (1987)

Today, ninety PSP stations are located across the Commonwealth and, as previously mentioned, are organized into 16 Troops, including Troop T, which is dedicated exclusively to patrolling the Pennsylvania Turnpike (Pennsylvania State Police (PSP), 2011).

Given its coverage mandate, PSP has the potential to serve the entire Commonwealth in some capacity, whether that means a particular municipality relies on the PSP for full-time or part-time coverage, or a municipality is calling on the PSP for intermittent or ad hoc services or assistance.<sup>1</sup> To some extent, municipalities determine the extent and level of PSP coverage. When municipalities, such as Bratton Township in Mifflin County and Penn Township in Lancaster County, decide to abolish or reduce full-time local police coverage (respectively), PSP is responsible for filling the gap in service. When other municipalities, like Warrior Run Borough in Luzerne County and Hanover Township in Washington County, change to full- or part-time local police coverage (respectively), PSP's responsibility for patrolling those municipalities is reduced or eliminated. When a municipality decides to alter its coverage level, they notify PSP and/or the local 911 service providers of the change and PSP automatically assumes responsibility for calls for service and police protection (that is, no other agreement or formal arrangement is required). Despite minor changes in coverage level, PSP assumes responsibility for a considerable proportion of policing within the state while receiving no direct reimbursement.

In addition to direct policing services, PSP provides oversight of the Municipal Police Officers Education and Training Commission (MPOETC), which sets training standards and coordinates mandatory in-service training required of all municipal police officers in the state. The PSP Commissioner serves as Chair of the MPOETC. Municipal police forces have traditionally been reimbursed through a state appropriation for the cost of sending their officers

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<sup>1</sup> Note that there are no part-time PSP troopers. In this report, part-time PSP coverage refers to reduced coverage in municipalities that field a part-time local police department and, therefore, rely on full-time PSP troopers to provide law enforcement services when local police officers are not working, typically for late-evening calls. The report also occasionally distinguishes "official" (i.e., part- or full-time) PSP coverage in order to reinforce that some municipalities receive PSP coverage despite fielding their own full-time police departments.

to required training (i.e., salary, tuition, and expenses). Reimbursement monies, however, have been cut in the latest state budgets. These cuts, along with a general decline in municipal resources, raise the question of whether the increased financial burden on municipalities for mandated training will lead to a reduction in the number of municipal officers and additional transfer of municipal policing workloads to the PSP.

On a related point, cuts in the state appropriation to the PSP in the current fiscal year have led to cutbacks in training for the PSP itself. In 2010, a budget cut delayed the start of training for the 131<sup>st</sup> PSP cadet class, in order to conserve costs associated with the training itself and salary for the trainees (Brozana, 2010). More recently, the PSP has been directed by the Governor's office to prepare contingency plans in response to a possible budget freeze, or a five percent cut for the coming fiscal year (FY2012-2013). Under the zero growth budget scenario, PSP would delay future cadet classes until July 2013, as well as closing up to five stations and possible layoffs. Under a five percent budget cut scenario, layoffs could affect up to 500 Troopers, as well as the closure of 15 stations (Murphy, 2011). Delays in starting a new cadet class can have a significant impact on PSP's ability to meet demands for state, as well as local level, law enforcement.

Financial challenges facing local and state law enforcement in Pennsylvania are part of a larger national fiscal picture. Localities from Huntingdon Beach, California, to Egg Harbor Township, New Jersey, are also laying off officers, reducing patrol levels, or eliminating specialized units (Luhby, 2010). Indeed, The National League of Cities reports that 22 percent of local officials nationwide are making cuts to public safety in response to budget crises (McFarland, 2010).

## GOALS AND OBJECTIVES

This project examined the extent and type of Pennsylvania State Police (PSP) service provision to municipalities in Pennsylvania, including attendant costs and related issues, using data from a five-year study period, defined as January 2006 through December 2010 (as data permitted). The study had two primary research goals.

The first primary research goal was to measure PSP service provision to municipalities over the study period. Within the first primary research goal were four specific research objectives: (1a) determine the **number of municipalities** that the PSP has provided service to during the study period; (1b) examine the **specific types of services** (e.g., basic patrol, crime investigation, etc.) that the PSP has provided to municipalities during the study period; (1c) examine the **level of service** (i.e., PSP agency burden) that the PSP has provided to municipalities over the study period, and what proportion this is of the overall PSP policing workload; and (1d) determine the **rural/urban breakdown of municipalities receiving services** from the PSP during the study period.<sup>2</sup>

The second primary research goal was to examine revenues received by the Commonwealth from municipalities for police services provided by PSP during the study period. Within the second primary research goal were three specific research objectives: (2a) measure the **amount of revenues** that the Commonwealth received from municipalities for services provided during the study period; (2b) determine the **types of revenue (e.g., fines)** that the Commonwealth received from municipalities for services provided during the study period; and

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<sup>2</sup> Rural/urban status defined according to the Center for Rural Pennsylvania. The municipal definition of rural and urban will be available in 2013 with the release of urbanized data from the U.S. Census Bureau (see [http://www.rural.palegislature.us/demographics\\_rural\\_urban.html](http://www.rural.palegislature.us/demographics_rural_urban.html)). In 2011, CRPA provided a list of municipalities and their respective rural/urban status, identifying 1652 Pennsylvania municipalities as rural and 910 as urban. Although PSP also maintains municipal-level data according to urban/rural status, these analyses relied on the rural/urban status data supplied by CRPA.

(2c) examine how revenues from fines generated by PSP patrols in municipalities have been **divided between the municipalities and the Commonwealth** during the study period.

Finally, public policy considerations are examined in light of the findings and conclusions derived from this study.

## METHODOLOGY

The study collected existing administrative data to compile a comprehensive picture of the aforementioned research items related to PSP coverage of Pennsylvania municipalities. The principal source of data was the PSP Bureau of Research and Development, which manages data on number, type, location, and date of PSP responses and services in municipalities, including rural/urban breakdown,<sup>3</sup> as well as force distribution and municipal coverage statistics.

PSP provided a detailed database containing coverage level by municipality, for years 2006-2010, along with a file containing the history of coverage level updates during 2007-2011. PSP Bureau of Research and Development also provided database files containing PSP incident totals by year, county, municipality, township and municipal code, troop, and station. More detailed analyses of the types of incidents were provided for a stratified random sample of 30 municipalities (see below for further explanation about the stratified random sample). This data included the number of incidents by description/reporting code for each municipality for each year, 2006-2010. A separate file outlined the PSP incident classification codes. Data for Troop T's (Turnpike) total incidents per year, 2006-2010, were provided, as well. PSP Bureau of Forensic Services provided the number of cases submitted to that department for each year,

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<sup>3</sup> As noted, although PSP identified a municipality as rural or urban, these records were updated according to the CRPA delineation.

2006-2010. Finally, a chart of PSP's total monthly sworn complement during the study period (2006-2010) was received.

Pursuant to the specific research objective regarding the level of service (i.e., PSP agency burden) the PSP provided to municipalities over the study period, and what proportion this was of the overall PSP policing workload (defined as all patrol and other activities that are performed by the sworn complement of Troopers), specific and detailed workload data, such as the number of hours spent patrolling a given municipality, were requested from PSP. However, PSP does not maintain data at this level. With the exception of a few very large municipalities that do not have their own police departments (such as Hempfield Township in Westmoreland County), PSP Troopers are not generally dedicated to a single municipal patrol assignment, or even to a single highway patrol assignment and Trooper assignments may even cut across rural/urban boundaries. The one exception to this are Troopers assigned to Troop T, which patrols the Turnpike. These Troopers are dedicated to Troop T and do not undertake non-Turnpike related assignments. Troop T activities were parsed out in the analysis, as they are not responsible for municipal patrols. All other Troopers, however, are assigned patrol zones, which may cover several municipalities, and their assignments may include patrolling municipalities, patrolling highways, responding to assistance requests from other agencies or municipalities (including those that have their own police departments), and undertaking other routine duties, such as paperwork. A great deal of this time is categorized as "unobligated," whereby the Trooper is not responding to a specific incident, but instead conducting routine, self-directed patrol. Troopers enjoy considerable latitude in how they organize patrols within their assigned patrol zone. Accordingly, data on time spent on a specific duty (e.g., patrolling municipality X) were not available from PSP.

As a proxy, detailed data on the number of incidents per municipality that PSP Troopers responded to during the 2006-2010 study period were available and analyzed for all municipalities. This includes, as separate records, municipalities where PSP has no official patrol responsibilities (that is, municipalities that have their own police departments), excluding incident data for Troop T (Turnpike), which were provided as annual totals. Thus, the proportion of overall PSP incident response calls that occurred in municipalities for which PSP provides some level of official coverage (either full- or part-time coverage) were able to be calculated. Given the limitations on available Trooper workload data, these figures provide the best possible estimate of the overall PSP workload and service burden accounted for by municipalities that do not provide their own full-time police coverage.

Regarding the research objective to address the specific types of services that PSP provided to municipalities during the study period, while PSP maintains data on the nature of the incidents to which its Troopers respond, this data is complex and extremely extensive. PSP categorizes each incident into one of nearly 300 specific incident types and sub-types, known as Incident Classification Codes, such as Burglary-Residential, Collision, Assault-Simple, Missing Person-Runaway, etc. Given that these incident data concern more than 1700 municipalities (those for which PSP has some level of official patrol responsibility) throughout a five year period, an itemized listing of specific type of incident for all incidents in all municipalities over the study period would have required PSP to query millions of individual incident records in order to produce a comprehensive dataset for this analysis. This data compilation task was beyond the resources available to the PSP Bureau of Research and Development, and would have required more time for them to prepare than was available to this study. As a proxy, a stratified random sample of 30 municipalities was identified from which to draw a representative

picture of the specific types of incidents to which PSP responded during the study period. Stratification was done on both urban/rural status and PSP coverage level, which were the two most relevant variables to this study. Based on their proportions within the state, the random sample consisted of 20 rural municipalities with full-time PSP coverage; six rural municipalities with part-time PSP coverage; two urban municipalities with full-time PSP coverage; and two urban municipalities with part-time PSP coverage. The sample size of 30 was determined based upon time available to PSP to draw down the detailed incident data for the sample. This random sampling strategy provides a representative picture of overall incident types throughout the municipalities for which PSP is responsible for providing coverage, thus yielding insight into what it is that PSP is doing as part of its coverage of these municipalities. (Note that investigation of incident type was the only analysis that relied on this sampling method; all other analyses included all available data.)

Regarding fine revenue data, the Administrative Office of the Pennsylvania Courts (AOPC) manages data related to traffic and non-traffic citations filed by PSP Troopers during the study period. The AOPC data file on PSP-generated fines was extensive, amounting to more than two million records, and included information on location of the fine, including county and municipality. The county and municipality fields were standardized fields, thus resulting in extremely consistent data on the location of the fine at the municipal level. In addition, there was a free form field for specific location of a fine (e.g., street level data), but this field was inconsistently filled in with no specific convention for how a given Trooper completed that field. Thus, this field offered limited ability for analysis. Nonetheless, the database contained data on fines at the municipal level, thus permitting analysis of how much fine revenue was generated within each municipality during the study period. Other data fields in the AOPC dataset included

the specific title, section, and subsection of the criminal or vehicle code under which the fine was written; total fine amount; date of fine; the specific Troop to which the Trooper originating the fine was assigned; and other variables of lesser interest to this study. It should be noted that this dataset did not include identifying information about the individuals who were fined, as this was not germane to the study.

For all data files, data analysis methods involved basic descriptive statistics, such as frequencies, summations, and averages.

In addition to agency data collected for this study, two former police executives served as consultants to this project. Joseph Blackburn, a retired Lieutenant Colonel with the Pennsylvania State Police had previously overseen the PSP Bureau of Research and Development, among other duties. Lt. Col. Blackburn provided expert assistance with acquiring and interpreting PSP data, as well as providing context on overall PSP operations. He had also served as Chief of Police for the Allentown and Lower Paxton Township police departments (both in Dauphin County). Lt. Col. Blackburn currently serves as a consultant to the International Chiefs of Police Association. Chief Ron Smeal, a retired municipal police executive, had served as Chief of the Northern York Regional Police Department and the Pennridge Regional Police Department. He also served as Regional Director for the Pennsylvania Office of the Attorney General Bureau of Narcotics Enforcement, Director of the Office of Professional Responsibility for the Pennsylvania Gaming Control Board, and a former Executive Director of the Pennsylvania Chiefs of Police Association. Chief Smeal has conducted numerous studies of police regionalization. Lt. Col. Blackburn and Chief Smeal provided valuable insight into the context of policing in Pennsylvania, complementing the administrative data collected for this study.

The two primary limitations to this study concern data availability. First, as discussed above, there is no comprehensive trooper workload data available from PSP, measured, for example, in person hours spent on a given trooper assignment. Thus, incident counts were used as a proxy. Second, some of the vehicle fine data attributed to municipalities with interstate or other limited access highways running through them may have resulted from citations written by troopers as part of regular interstate highway patrol duties not associated with municipal patrol activities (although, as noted, Troop T's Turnpike incident data was separated). As previously noted, the specific location field (e.g., street address or highway mile marker) for fines in the AOPC dataset is not consistently populated. Thus, fines written on highways could not be reliably isolated from those written within municipal communities and the fine totals for some municipalities may be artificially inflated. Where the specific location field is not populated, it is impossible to determine where the fine was written. Where this field is populated, a simple query could not select for highway locations as there is no consistent or standardized format with which the location is entered. Thus, a researcher would have to examine much of the dataset record by record, or attempt to query based on a number of subjectively determined possible phrases that may return highway-based locations, which would likely result in a high error rate.

## RESULTS

### **First Research Goal: Measure PSP service provision to municipalities over the study period.**

#### *Number and Type of Municipalities*

Given that municipalities can establish, expand, reduce, or disband their local police forces at will, the number of municipalities served by the Pennsylvania State Police (PSP) on a

full- or part-time basis at any given point in time varies. Throughout the five-year study period, 90 municipalities changed their coverage type (full-time local police, part-time PSP, or full-time/primary PSP) at least once, 12 municipalities altered their coverage at least twice, and two municipalities changed their coverage type three times.<sup>4</sup>

Throughout the study period (2006-2010), on average, PSP provided full- or part-time coverage to 67 percent of all municipalities in Pennsylvania, or 1719 out of Pennsylvania's 2562 municipalities. Looking at the rural/urban breakdown, PSP provided coverage to 92 percent (1521) of Pennsylvania's 1652 rural municipalities, and 22 percent (198) of Pennsylvania's 910 urban municipalities, on average, across the time period of this study.<sup>5</sup> Thus, PSP provided basic patrol services to nearly a quarter of urban municipalities and to the vast majority of rural municipalities during the study period.

*Table 1* shows the breakdown of PSP service to municipalities by coverage level and municipality type, including the percentage of the coverage. Of those areas where PSP provides some formal level of coverage, their coverage level is typically full-time (75 percent of municipalities covered), and in rural municipalities (88 percent of municipalities covered). Indeed, the majority of PSP official coverage can be described as full-time, in rural municipalities (70 percent).

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<sup>4</sup> According to the list provided by PSP; not all coverage changes were reported to/included in the list.

<sup>5</sup> Rural/urban status based on CRPA delineation.

Table 1: Average Number of Municipalities Served by PSP, by Coverage Level and Municipality

Type (2006-2010)

		Coverage Level		Average Total Served
		<i>Part-time PSP</i>	<i>Full-time PSP</i>	
Municipality Type	<i>Rural</i>	323 (19%)	1198 (70%)	1521 (88%*)
	<i>Urban</i>	107 (6%)	92 (5%)	198* (12%*)
Average Total Served		430 (25%)	1289* (75%)	1719

\* Variation in totals due to rounding

Table 2 shows the average number of people served by PSP, according to coverage level and rural/urban status.<sup>6</sup> PSP provided full- or part-time coverage to an average of 3,388,659 Pennsylvanians per year (2006-2010). Seventy-six percent of the individuals they served were rural residents, and 75 percent of the Pennsylvanians they served relied on full-time coverage.

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<sup>6</sup> Average annual population based on 2006-2009 Census estimates and 2010 Census for municipalities that had PSP coverage.

Table 2: Average Number of People Served by PSP, by Coverage Level and Municipality Type  
(2006-2010)

		Coverage Level		Average Total Served
		<i>Part-time PSP</i>	<i>Full-time PSP</i>	
Municipality Type	<i>Rural</i>	572,327 (17%)	1,988,939 (59%)	2,561,266 (76%)
	<i>Urban</i>	281,115 (8%)	546,278 (16%)	827,393 (24%)
Average Total Served		853,442 (25%)	2,535,217 (75%)	3,388,659

*Types of Services*

PSP has jurisdiction across the state and, in addition to its mandate to provide law enforcement services in those municipalities that do not field their own full-time force, it provides assistance to other local, state, and federal law enforcement agencies upon request. These services include basic patrol duties, crime reporting, criminal investigation, plus specialized support services, including collision analysis and reconstruction, liquor control, vice and narcotics, K-9, polygraph, aviation, criminal intelligence, equestrian detail, computer crime, and hazardous device and explosives. During the study period, for instance, 48,849 cases per year, on average, were submitted to the PSP Bureau of Forensic Services. PSP also provides public services, such as fingerprinting and car seat safety inspections. This is not an exhaustive list of services; PSP fulfills significant administrative functions and operational mandates, as well. In recent years, PSP has also taken on a larger role in homeland security. It is important to note that certain support services, such as forensics and accident reconstruction, as well as the

larger operational mandates, are not necessarily tied to the status of the local municipal police force—PSP provides such services even where a municipality has its own police department.

Of those municipalities where PSP provides either full- or part-time patrol coverage, the most commonly reported incidents/calls for service during the study period, regardless of rural/urban distinction, included requests for assistance, collisions, burglaries, thefts, assaults, criminal mischief, and other (e.g., 911 hang-up, disturbance) incidents. As discussed in the Methodology section, incident type data were based upon a stratified random sample of municipalities. *Table 3* shows the average number of incidents per year (2006-2010) and incidents per 1000 persons served, by consolidated classification type, for the random sample of rural municipalities.

Table 3: Average Number of Incidents per Year and per 1000 Persons Served in Rural Municipalities with PSP Coverage, by Incident Classification (2006-2010)

<b>Incident Classification</b>	<b>Average Incidents per Year</b>	<b>Average Incidents per 1000 Persons Served<sup>7</sup></b>
1. Other (911 Hang-up, Disturbance, Domestic, See Officer, etc.)	1042	29
2. Collision	565	16
3. Request for Assistance (Motorist, Other Agency, Fingerprints, etc.)	433	12
4. Theft	331	9
5. Burglary	268	7
6. Assault	246	7
7. Traffic Violation (DUI, Flee & Elude, etc.)	203	6

<sup>7</sup> Average annual population based on 2006-2009 Census estimates and 2010 Census for the random sample of rural municipalities.

8. Cancelled by Complainant (Call Withdrawn)	186	5
9. Criminal Mischief	182	5
10. Interstate Highway (Clear Line Zone, Stationary Patrol, etc.)	169	5
11. Police Information	154	4
12. Referred To (Other Agency, Station, etc.)	132	4
13. Vehicle (Abandoned, Towed, etc.)	72	2
14. Liquor Law	58	2
15. Suspicious Person	48	1
16. Vehicle Fraud Investigation	42	1
17. Sex Offense	38	1
18. Disorderly Conduct	32	1
19. Lost & Found	32	1
20. Drug & Narcotic	31	1
21. Warrants	23	1
22. Speech	23	1
23. Death	18	1
24. Interdiction	18	1
25. Fire Marshal	18	1
26. Civil Process (PFA Order Service/Violation, etc.)	15	< 1
27. Missing Person	14	< 1
28. Traffic Control (Work Zone, etc.)	12	< 1

29. Inspection Station	9	< 1
30. Megan's Law	9	< 1
31. Motor Carrier Safety	8	< 1
32. Escort (Medical, Oversize, etc.)	4	< 1
33. Firearms Act Violation	3	< 1
34. Shooting	2	< 1

Additionally, for the random sample of rural municipalities, there was an average of one incident per year or less for the following incident classifications, during the study period: Background Investigation, CLEAN (Commonwealth Law Enforcement Assistance Network) Request, Clean Indoor Air Act, Escapee, Gambling, Gaming, House Check, Organized Crime, Polygraph, and Property Check.

*Table 4* shows the average number of incidents per year (2006-2010) and incidents per 1000 persons served, by consolidated classification type, for the random sample of urban municipalities.

Table 4: Average Number of Incidents per Year and per 1000 Persons Served in Urban Municipalities with PSP Coverage, by Incident Classification (2006-2010)

<b>Incident Classification</b>	<b>Average Incidents per Year</b>	<b>Average Incidents per 1000 Persons Served<sup>8</sup></b>
1. Other (911 Hang-up, Disturbance, Domestic, See Officer, etc.)	87	26
2. Request for Assistance (Motorist, Other Agency, Fingerprints, etc.)	30	9
3. Burglary	19	6

<sup>8</sup> Average annual population based on 2006-2009 Census estimates and 2010 Census for the random sample of urban municipalities.

4. Cancelled by Complainant (Call Withdrawn)	19	6
5. Collision	19	6
6. Criminal Mischief	18	5
7. Assault	18	5
8. Police Information	18	5
9. Theft	16	5
10. Liquor Law	14	4
11. Referred To (Other Agency, Station, etc.)	9	3
12. Traffic Violation (DUI, Flee & Elude, etc.)	6	2
13. Vehicle Fraud Investigation	4	1
14. Escort	4	1
15. Suspicious Person	4	1
16. Disorderly Conduct	3	1
17. Warrants	3	1
18. Speech	3	1
19. Civil Process (PFA Order Service/Violation, etc.)	2	1
20. Death	2	1
21. Drug & Narcotic	2	1
22. Fire Marshal	2	1
23. Sex Offense	2	1
24. Lost & Found	2	< 1

Additionally, for the random sample of urban municipalities, there was an average of one incident per year or less for the following incident classifications during the study period: Background Investigation, Clean Indoor Air Act, Clean Request, Escapee, Firearms Act Violation, Gambling, Gaming, House Check, Inspection Station, Interdiction, Interstate Highway, Megan's Law, Missing Person, Motor Carrier Safety, Organized Crime, Polygraph, Property Check, Shooting, Traffic Control, and Vehicle.

Thus, the types of incidents that PSP is most commonly responding to during its patrols of municipalities where it has responsibility for coverage are not unlike what one would expect if the municipality were patrolled by its own police force. One caveat to note is that PSP does not enforce local ordinances, which would be enforced if a given municipality had its own police department.

### *Level of Service*

As discussed at length in the Methodology section, PSP is unable to quantify the level of service provided to each municipality in terms of person-hours. The PSP distributes its personnel resources based on a time-based workload measure known as the State Trooper Allocation Formula (STAF). Statewide operational need, workload, and available staffing complement are factored into an internal PSP database to quantify staffing levels for each station, with the goal of providing uniform and consistent police presence across the state, regardless of municipal boundary lines. However, each PSP station is staffed with enough personnel to provide basic patrol services to their assigned geographic area 24 hours per day, seven days per week.

Instead, the number of incidents/calls for services was used as a means of estimating the total PSP workload burden accounted for by its legal responsibility to serve municipalities with

no or only part-time police departments. PSP handled an average of 797,744 incidents per year during the study period, with a range of 35,548 incidents (minimum of 784,449 incidents in 2006; maximum of 819,997 incidents in 2007) (*Table 5*). This number represents all incidents to which PSP responded, including incidents where PSP provides full- or part-time police coverage, incidents where PSP has no responsibility for providing coverage (i.e., municipalities with their own full-time police departments), and incidents on the Turnpike, which has its own dedicated Troop. This total number of incidents is needed to calculate the proportion of all incidents that occur in municipalities where PSP provides full- or part-time patrol coverage. There was not a great degree of variation from year to year in number of incidents, with incidents peaking in 2007, decreasing through 2009, and then increasing slightly in 2010. *Table 5* also displays the number of incidents per 1000 people served, number of troopers, and number of incidents per trooper for each year, as well as the 2006-2010 averages for all data.

Table 5: Total Number of PSP Incidents, Incidents per 1000 People, Troopers, and Incidents per Trooper, per Year (2006-2010), and 2006-2010 Averages

<b>Year</b>	<b>Total Incidents</b>	<b>Incidents per 1000 People<sup>9</sup></b>	<b>Total Troopers<sup>10</sup></b>	<b>Incidents per Trooper</b>
2006	784,449	63	2,852	275
2007	819,997	65	2,921	281
2008	814,436	65	2,934	278
2009	784,476	62	2,959	265
2010	785,362	62	2,933	268
2006-2010 Average	797,744	63	2,920	273

The average PSP incidents according to PSP coverage level and municipality type is available in *Table 6* (annual totals are graphically represented in *Figure 1*). On average, the greatest number of PSP calls for service/incidents occurred in municipalities that rely on PSP for their primary law enforcement (486,872 incidents per year, or 61 percent of all incidents). The second highest number of PSP calls for service occurred in areas that have no official PSP coverage (196,372 incidents per year, or 25 percent of all incidents). An average of 89,206 incidents per year (11 percent of all incidents) occurred in municipalities that have part-time law enforcement (and, thus, rely on PSP for partial service).<sup>11</sup> On average, rural areas accounted for 57 percent of all PSP calls for service/incidents (452,015 incidents per year), with 40 percent of

<sup>9</sup> Population based on 2006-2009 Census estimates and 2010 Census.

<sup>10</sup> This refers to patrol-related sworn personnel, and was calculated based on the available total sworn complement data. PSP only maintains a record of the total sworn complement, but, generally, patrol-related positions account for two-thirds of the total sworn complement and the calculations were based on this assumption.

<sup>11</sup> The remaining 3 percent of incidents (an average of 25,294 incidents per year) occurred in areas patrolled by Troop T, which covers the Pennsylvania Turnpike full-time as its exclusive duty.

all incidents/calls for service (320,434 incidents per year) occurring in urban areas throughout the study period.<sup>12</sup>

Thus, nearly three-quarters of all PSP incident responses occurred in municipalities where PSP has some level of official patrol responsibilities (i.e., municipalities with no or only part-time police departments). More specifically, rural municipalities that rely on PSP for their primary law enforcement constitute the single greatest proportion of all PSP incidents/calls for service (46 percent). This stands out most clearly in *Figure 1* below. To be clear, these rural, full-time coverage areas also represent the majority (70 percent) of municipalities where PSP has official coverage (see *Table 1*, above). However, it is also interesting to note that the second-highest proportion of incidents, nearly a quarter of all incidents, occur in urban areas that have their own local police departments.

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<sup>12</sup> Again, the remaining 3 percent of incidents (an average of 25,294 incidents per year) occurred in areas patrolled by Troop T, which covers the Pennsylvania Turnpike full-time as its exclusive duty.

Table 6: Average Number of PSP Incidents, by PSP Coverage Level and Municipality Type  
(2006-2010)

		Coverage Level			Average Total
		Part-time PSP	Full-time PSP	No Coverage	
Municipality Type	Rural	66,556 (8%)	369,083 (46%)	16,376 (2%)	452,015 (57%)*
	Urban	22,649 (3%)	117,789 (15%)	179,996 (23%)	320,434 (40%)*
Average Total		89,206 (11%)*	486,872 (61%)*	196,372 (25%)*	797,744

*\*Note that these percentages add to 97 percent as the remaining 3 percent of incidents (25,294 incidents on average) are handled by Troop T, which is dedicated to the Pennsylvania Turnpike and is not involved at all in municipal patrols. Troop T incidents are not available by rural/urban status and thus could not be represented in this table.*

Figure 1: Total PSP Incidents, by Municipality Type, Coverage Level, and Year, 2006-2010

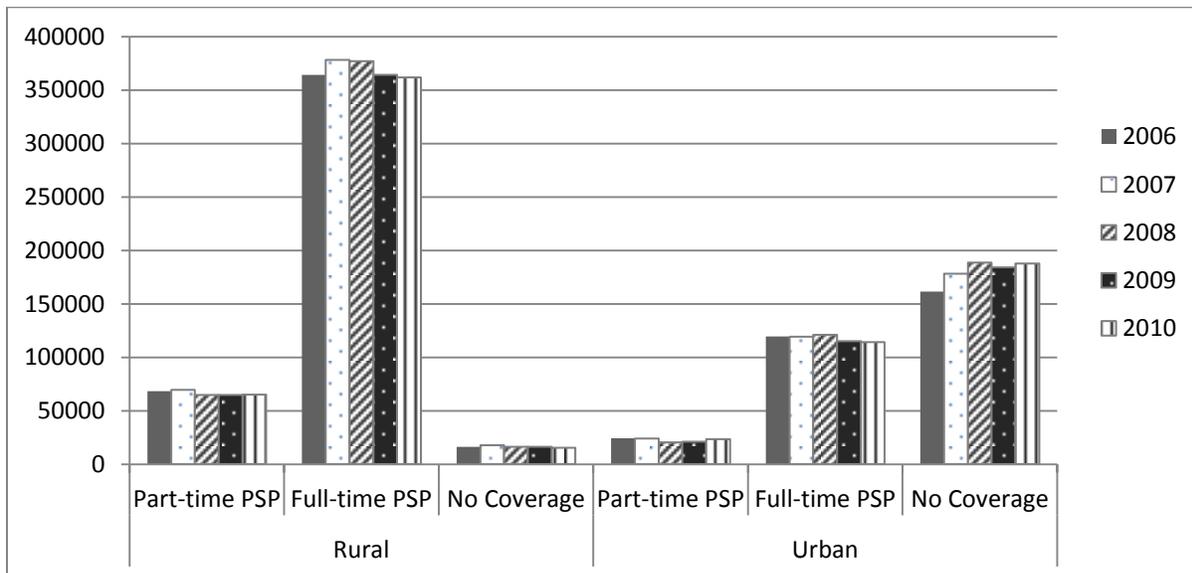


Table 7 shows the average number of incidents per 1000 people, according to coverage level and rural/urban status.<sup>13</sup> As previously shown in Table 5 above, there was an average of 63 PSP incidents per 1000 persons statewide across the study period. There were more average incidents per 1000 people in rural areas than urban (151 versus 33, respectively), and more average incidents per 1000 people in municipalities with full-time PSP coverage than in part-time or no coverage (192, 105, and 21, respectively). The highest average ratio of incidents-per-1000-people occurred in urban areas with full-time PSP coverage (216).

Table 7: Average Number of Incidents per 1000 People, by PSP Coverage Level and Municipality Type (2006-2010)

		Coverage Level			Overall
		<i>Part-time PSP</i>	<i>Full-time PSP</i>	<i>No Coverage</i>	
Municipality Type	<i>Rural</i>	116	186	37	151
	<i>Urban</i>	81	216	21	33
	<b>Overall</b>	105	192	21	63

**Second Research Goal: Examine revenues received by the Commonwealth from municipalities for police services provided by PSP during the study period.**

*Amount of Revenue*

Neither the Commonwealth nor PSP receive direct reimbursement from municipalities for PSP patrol services rendered to municipalities that rely on PSP for some level of official

<sup>13</sup> Average annual population based on 2006-2009 Census estimates and 2010 Census.

coverage. Thus, the answer to this question is relatively straightforward: There is no direct reimbursement provided by municipalities in exchange for PSP patrol services.

### *Revenue Type & Allocation*

While there are no direct revenues provided by municipalities to the PSP or the Commonwealth in exchange for PSP patrol services, there are indirect revenues generated as a result of these patrol services. The largest source of such revenues is fines written by PSP Troopers in response to traffic violations (Title 75) and non-Title 75 codes. These are referred to as indirect revenues because they are not supported by municipal budgets, but are instead paid by the individuals who are issued the fines.

The Commonwealth retains the full revenue of PSP-generated non-Title 75 fines (42 Pa.C.S. §§ 3571(a)). However, the revenue from Title 75 fines is distributed between the Commonwealth and municipalities according to the provisions of 42 Pa.C.S. §§ 3571 (relating to Commonwealth portion of fines, etc.), and 3573 (relating to municipal corporation portion of fines, etc.).<sup>14</sup> The share of fine revenue payable to the Commonwealth is deposited in the Commonwealth general fund, and thus does not directly reimburse PSP for its municipal patrol duties. Whether generated by PSP or local police action,<sup>15</sup> 50 percent of the Title 75 fine revenue is allocated the Commonwealth, and 50 percent is distributed to the municipality in which the fine was assessed (42 Pa.C.S. §§ 3571(b)(2) and (3); 42 Pa.C.S. §§ 3573(b)(2)).<sup>16</sup> It is difficult to

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<sup>14</sup> However, Chapter 77 of Title 75, relating to snowmobiles, is excluded from the distribution formula as these fines are retained in full by the Commonwealth.

<sup>15</sup> Unless the local police action related to a provision of Title 75 for parking, in which case the municipality would retain the full revenue (42 Pa.C.S. §§ 3573(b)(1)).

<sup>16</sup> One caveat is fines related to driving under the influence of alcohol or controlled substance. If it is the result of PSP action, this revenue is divided evenly between the Commonwealth and the *county* (42 Pa.C.S. §§ 3571(b)(4)); if it is the result of local police action, it is evenly divided between the municipality and the *county* (42 Pa.C.S. §§ 3573(b)(3)).

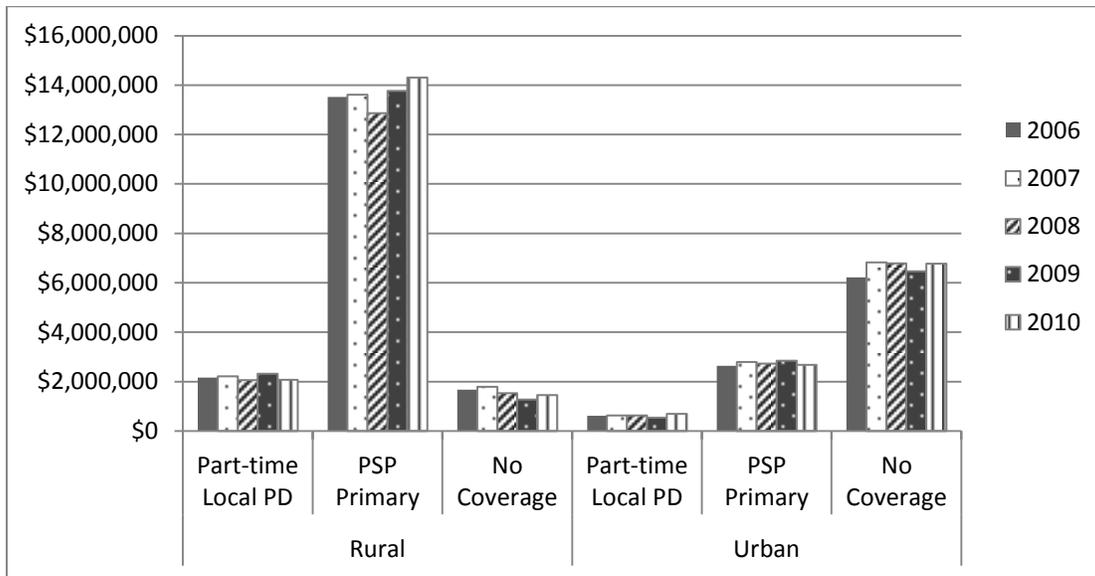
say to what extent these fine revenues offset the workload burden expended by PSP as part of its municipal patrol responsibilities, as at least some of that fine revenue would have been payable to the Commonwealth even if the fines had been generated by municipal police departments. In some sense, however, PSP action results in better revenue generation for the Commonwealth because some local police departments instead cite certain violations under a comparable local ordinance rather than Title 75 (in which case the municipality retains the full fine revenue) (Consultants Blackburn and Smeal, personal communication, October 2011).

The total amount of PSP fines assessed during the study period for Title 75 offenses was \$136,514,480, of which the Commonwealth would have retained half (\$68,257,240) per the statutory provisions, with the balance distributed to the municipalities in which the fines were assessed.<sup>17</sup> On average, then, PSP generated \$27,302,896 per year in Title 75 fines during the 2006-2010 study period. During the study period, sixty percent of the total Title 75 fines (\$81,763,492 total) were generated in municipalities where PSP is the primary law enforcement agency, 30 percent (\$40,785,069 total) were assessed in areas where the PSP has no official coverage, and 10 percent (\$13,965,919 total) were generated in areas with part-time PSP coverage. Most of the total fine revenue was generated in rural areas (63 percent; \$86,636,679 total) versus urban (37 percent; \$49,877,801 total). This data is graphically represented, by year, in *Figure 2*.

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<sup>17</sup> Fine data were not adjusted for inflation.

Figure 2: Total PSP-Generated Title 75 Fines Assessed, by Municipality Type, Coverage Level, and Year, 2006-2010



*Table 8* shows the average Title 75 fines assessed per 1000 people, according to coverage level and rural/urban status.<sup>18</sup> There was an average of \$2,171 in Title 75 fines assessed per 1000 persons across the study period. On average, there were more fines generated per 1000 people in rural areas than urban (\$5,772 versus \$1,042, respectively), and more fines assessed per 1000 people in municipalities with full-time PSP coverage than in part-time or no coverage (\$6,450, \$3,273, and \$888, respectively). *Table 7* (above) showed that the per capita PSP incidents were higher in full-time urban coverage areas than in full-time rural coverage areas, yet the pattern is reversed when considering per capita Title 75 fines (rural is higher here). When considering comparisons between per capita incidents and fine revenues, one should recall that there is not necessarily a clean relationship between the two. Not all incidents result in fines, and fine amounts can vary greatly depending on type of offense.

<sup>18</sup> Average annual population based on 2006-2009 Census estimates and 2010 Census.

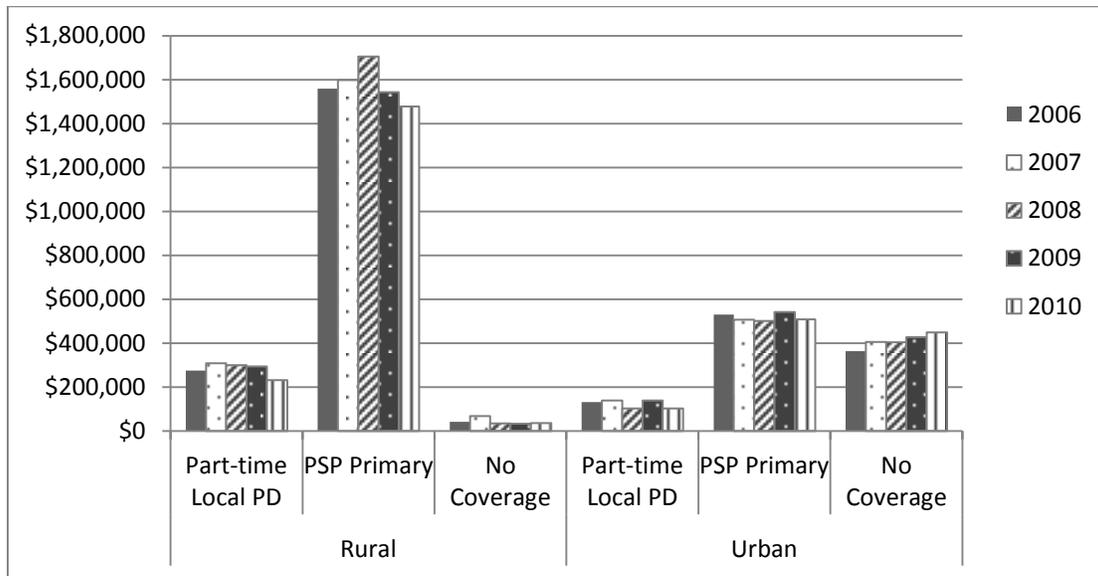
Table 8: Average PSP-Generated Title 75 Fines Assessed per 1000 People, by PSP Coverage Level and Municipality Type (2006-2010)

		Coverage Level			Overall
		<i>Part-time PSP</i>	<i>Full-time PSP</i>	<i>No Coverage</i>	
Municipality Type	<i>Rural</i>	\$3,786	\$6,846	\$3,505	\$5,772
	<i>Urban</i>	\$2,227	\$5,009	\$756	\$1,042
	<b>Overall</b>	\$3,273	\$6,450	\$888	\$2,171

The PSP generated an additional \$14,763,917 in non-Title 75 offenses during the study period (\$2,952,783 per year, on average), revenue that the Commonwealth should have retained in full according to the statutory provisions.<sup>19</sup> During the study period, seventy-one percent of these total fines (\$10,473,809 total) were generated in municipalities with full-time PSP coverage, 15 percent (\$2,263,033 total) in areas with no official PSP coverage, and 14 percent (\$2,027,075 total) in municipalities with part-time PSP coverage. The municipality type breakdown was similar to that of Title 75 offenses: 64 percent (\$9,509,100 total) of the total non-Title 75 offenses were generated in rural areas, and 36 percent (\$5,254,816 total) were assessed in urban areas. This data is graphically represented, by year, in *Figure 3*. Overall, then, the highest amount of PSP-assessed fines occurred in rural areas with full-time PSP coverage (50 percent of Title 75 offenses, or \$68,081,763; 53 percent of non-Title 75 offenses, or \$7,883,811 total).

<sup>19</sup> Fine data were not adjusted for inflation.

Figure 3: Total PSP-Generated Non-Title 75 Fines Assessed, by Municipality Type, Coverage Level, and Year, 2006-2010



*Table 9* shows the average non-Title 75 fines assessed per 1000 people, according to coverage level and rural/urban status.<sup>20</sup> There was an average of \$235 in non-Title 75 fines assessed per 1000 persons across the study period. On average, there were more fines generated per 1000 people in rural areas than urban (\$634 versus \$110, respectively), and more fines assessed per 1000 people in municipalities with full-time PSP coverage than in part-time or no coverage (\$826, \$475, and \$49, respectively).

<sup>20</sup> Average annual population based on 2006-2009 Census estimates and 2010 Census.

Table 9: Average PSP-Generated Non-Title 75 Fines Assessed per 1000 People, by PSP Coverage Level and Municipality Type (2006-2010)

		Coverage Level			Overall
		<i>Part-time PSP</i>	<i>Full-time PSP</i>	<i>No Coverage</i>	
Municipality Type	<i>Rural</i>	\$493	\$793	\$98	\$634
	<i>Urban</i>	\$439	\$948	\$47	\$110
<b>Overall</b>		\$475	\$826	\$49	\$235

The PSP also recorded an average of \$590,800 per year in crime lab user fees during the 2006-2011 fiscal years. With regard to fines, it is important to reiterate that these revenues are generated from the individuals being issued the fines, not from the municipal governments where the fine happened to be written. Similarly, with crime lab fees, these are the result of levies issued by the courts against the offenders themselves. In some cases, these fines and fees are being paid by individuals who are not even Pennsylvania residents. Thus, this indirect source of revenue does likely offset the PSP patrol burden to some extent, but the data does not permit an analysis to quantify the extent of this offset.

Finally, there is a revenue category listed in the PSP section of the Governor’s budget each year titled “Reimbursement for Services.” PSP averaged \$3,348,800 per year in reimbursements for the 2006-2011 budget reports (Governor’s Budget Office, 2011). Generally, any reimbursement for non-grant internal orders is assigned to this category, with the main sources of revenue being extra-duty services that PSP troopers perform on an overtime basis. For example, the School Resource Officer programs; Presidential, Vice Presidential, or other executive-level protective services; race, marathon, parade, or sporting details; and weather-

related disaster assignments would fall under this category of revenue generated for the Commonwealth. The source of these revenues, however, is beyond the scope of this study as they are not directly connected to PSP patrol activities in municipalities that do not have full-time police departments.

## **CONCLUSIONS**

Municipalities in Pennsylvania without their own full-time police department rely on the PSP to provide coverage for routine patrol and other specialty services. Throughout the study period, on average, PSP provided full- or part-time coverage to 67 percent of all municipalities in Pennsylvania, including nearly a quarter of urban municipalities and the vast majority of rural municipalities. This study measured the extent of this demand over the past five years, finding that the vast majority of PSP calls for service/incidents occur in municipalities that rely on the PSP for full- or part-time law enforcement services (72 percent). Moreover, the largest proportion of PSP calls for service occurred in rural municipalities relying on PSP for primary coverage (46 percent), although urban municipalities receiving full time PSP coverage had the highest per capita rate of incidents, indicating a greater “density” of service in those urban areas. To be sure, nearly a quarter of all incidents PSP responded to occurred in urban areas that have no official PSP coverage, reflecting PSP activities not associated with routine municipal patrols. Moreover, highest average ratio of incidents-per-1000-people occurred in urban areas with full-time PSP coverage. Regardless of whether PSP has an official coverage mandate for an area, the incident response data makes it clear that they provide a broad range of services to virtually all municipalities. Furthermore, the more time troopers spend on incident responses, the less time

they can attend to routine patrol duties, including highway patrol. That is, there is an inverse relationship, or tradeoff, between incident response and basic patrol coverage.

The top ten reported calls for service in municipalities with official (i.e., full- or part-time) PSP coverage were fairly similar, regardless of rural/urban distinction, during the study period. Moreover, the types of incidents that PSP is most commonly responding to during its patrols of municipalities where it has responsibility for coverage are not unlike what one would expect if the municipality were patrolled by its own police force. These top ten incident types included requests for assistance, collisions, burglaries, thefts, assaults, criminal mischief, and other (e.g., 911 hang-up, disturbance) incidents.

At present there is no direct reimbursement from the municipalities to the Commonwealth for PSP patrol services in those municipalities that have no or only part-time police forces. The only revenue returning to the Commonwealth is indirect, consisting of fines written to offenders as part of PSP patrols. On average, PSP generated \$27,302,896 per year in vehicle code (Title 75) fines during the 2006-2010 study period. Sixty-three percent of the total Title 75 fine revenue was generated in rural areas. However, according to statutory provision, half of all vehicle code fine revenue generated by PSP troopers is allocated to the municipality in which the fine was assessed. Conversely, the Commonwealth retains non-Title 75 fine revenue in full, and PSP generated \$2,952,783 per year, on average, in non-Title 75 fines during the 2006-2010 study period. Sixty-four percent on the total non-Title 75 fine revenue was assessed in rural areas.

## **POLICY CONSIDERATIONS**

A primary policy consideration is whether the above-mentioned coverage and incident-response demands place an undue burden on the PSP (and more broadly on the state budget). This concern is all the more salient in light of the fact that neither the Commonwealth nor PSP

are directly reimbursed for PSP's extensive services to local areas, both those with and without their own forces. Arguably, those municipalities that do not field their own force are a greater burden as they may require more official PSP consideration for personnel and resource allocation. Furthermore, without some form of local police coverage to "buffer" a locality's service needs, PSP becomes the de facto law enforcement for the full range of incidents affecting a service area.<sup>21</sup>

Two other issues have been raised in the literature regarding the provision of state police services, without charge, to municipalities that do not have their own force. The first is efficiency, which refers to a concern about allocation of resources—namely that the state police may be unable to meet the local demand for services, both in *level* (because its burden is too great and troopers are spread too thin) and *type* (because it is not as familiar with the community it serves as a local department would be) (Coate & Schwester, 2009). The second issue is fairness, which relates to the perception that municipalities that use the state police instead of a full- or part-time local department are essentially "subsidized" by all other municipalities that pay for their own police forces (Coate & Schwester, 2009). This subsidy may discourage municipalities from fielding their own department or participating in a regional policing arrangement, especially in light of the fact that the municipalities that do not field their own force are still allocated half of the vehicle code fine revenue generated by PSP troopers within their municipal border. The fairness or distributional equity issue is particularly salient here. This study has documented that PSP is the police department of record for a substantial percentage of municipalities in Pennsylvania. Consequently, a very significant portion of the PSP workload, as measured by calls for service, is expended in these municipalities that lack their own police departments. At the same time, these municipalities provide no compensation to the

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<sup>21</sup> Note, however, that the PSP does not enforce local ordinances.

Commonwealth for these services. This study has documented what is happening, and to some extent why. The larger policy question, though, pertaining to whether this is a desirable state of affairs that should continue, is a normative one that transcends the data.

Alternatives to the current no-charge provision of PSP services to municipalities that do not have their own police force have been advanced. Indeed, the issue has received considerable attention in the General Assembly with several proposals having been offered. One plan would charge \$156 per resident per year to any municipality that relies entirely upon PSP service (Andren, 2010). A variant of this initiative would reduce the per resident annual charge to municipalities choosing to rely on PSP to \$100, and exempt municipalities with populations of less than 10,000 from the fee (Andren, 2010). Another proposal would impose an additional \$10 on traffic tickets in order to raise approximately \$13 million in state funding to be dedicated to PSP (*Patriot-News* Editorial Board, 2010). This plan would, of course, still place the charge on the individual offender, rather than the municipality. Allowing municipalities to contract with the PSP to hire a state trooper, with the municipality paying salary and benefits for that trooper, is another option (Andren, 2010). Another, much broader, proposal would consolidate local governments into a county government structure, which presumably would have an impact on local policing (Sanko, 2010). Finally, Senate Bill 237, would change the distribution of fines issued by PSP in municipalities that do not have full-time police departments, directing more of that revenue specifically to PSP cadet training functions.

While these proposals are evolving, they illustrate various policy options already under consideration in response to this issue. Additional options include greater utilization of county-based policing structures. Allegheny County Police Department, for example, was established in 1932 to provide county-level law enforcement services, utilizing a number of specialized county

police units, as well as assistance to local police departments within the county and other criminal justice agencies (Allegheny County Police, 2011). While there is no formal agreement in place, Allegheny County Police respond to municipalities that request their assistance, which is limited to non-patrol services such as investigations, Special Weapons and Tactics Team (SWAT) response, and explosive ordnance disposals (Allegheny County Police Superintendent C. Moffat, personal communication, October 2011).<sup>22</sup> The department also has cooperative agreements with surrounding counties for certain specialized services. During the study period, PSP never officially covered more than six Allegheny County municipalities per year.

Another option is the creation of a regional police force for those municipalities that either cannot afford or do not require a full-time force. Indeed, as of June 2011, there were 32 regional police departments in Pennsylvania, located in 22 counties, serving 112 municipalities (Department of Community and Economic Development (DCED), 2011). Thus, the typical regional police department served an average of three to four municipalities, with a minimum of two municipalities (12 regional departments) and a maximum of eight municipalities (three regional departments). Combined, these consolidated departments employ 529 full-time and 79 part-time police officers, and serve 514,832 Pennsylvanians across 1,431 square miles (DCED, 2011). Compared to traditional departments, the advantages of regionalized police agencies include reduced costs, increased uniformity and consistency of police enforcement, improved coordination of law enforcement services, better training and personnel efficiency, increased career enhancement opportunities for police officers, better police management and supervision, and improvements in police personnel distribution and deployment (DCED, 2011). However, consolidation results in a loss of local non-enforcement services (e.g., parking meter

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<sup>22</sup> Allegheny County Police patrol services are restricted to County facilities and parks.

enforcement, flag raising),<sup>23</sup> reduced citizen contact, and forfeiture of local control (DCED, 2011). Another consideration surrounding regionalized police departments is that municipalities that presently lack their own police departments are not necessarily always contiguous to one another (and may be widely dispersed throughout the county), thus complicating the use of a regional police department as solution. A county-based solution may be more workable, as a county police force can provide coverage to any and all municipalities in the county, regardless of their location within the county or their proximity to other municipalities that also require coverage. Alternately, municipalities can simply contract with a neighboring municipality that has its own police department, which is something short of a full-fledged regional police department.

In terms of municipal government planning purposes, this report may be of special importance to localities that have not yet engaged the services of the PSP, but are contemplating doing so in the near future. This provides an accounting of the costs and benefits associated with electing to have PSP patrol a municipality, which should factor into municipal decision making. This report finds that a wide range of municipalities already rely upon PSP for full or part time coverage, and thus may encourage other municipalities to opt for PSP coverage on a full or part time basis. Conversely, this report also identifies the burdens already placed upon PSP in connection with their existing municipal patrol responsibilities. Recognizing this, some municipalities may instead wish to maintain their own local departments out of the concern that PSP patrol resources may already be stretched too thin and thus unable to provide the level of service desired by the community. Indeed, during the period 2007-2011, at least one dozen municipalities changed their coverage type more than once, indicating some degree of

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<sup>23</sup> Although it would require additional appropriations, municipalities can recover these losses by assigning the duties to a code enforcement officer.

dissatisfaction with previous coverage levels or their associated costs.<sup>24</sup> A subsequent study might investigate a borough or township’s motivation to change coverage levels—either increase or decrease PSP coverage by reducing, disbanding, creating, or reinstating local police coverage. Due to data limitations, it was not possible to determine the specific person hours spent per municipality. A mandate to track PSP trooper time expenditure per municipality would produce data that would help inform decision making at both the state and municipal level.

These results offer evidence for various strategies for meeting the law enforcement needs of municipalities, both rural and urban. The findings can also inform PSP planning efforts regarding statewide force distribution, and aid in determining whether the current staffing allocation formula is adequately serving PSP and its municipal constituents (in terms of both official and unofficial coverage types). The PSP provides extensive coverage and support yet receives no direct reimbursement for its services. Thus, the results of this report can be used to inform policymakers concerning the future of PSP coverage of, and service provision to, municipalities.

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<sup>24</sup> According to the list provided by PSP; not all coverage changes were reported to/included in the list.

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