

A STUDY OF THE MANAGEMENT AND OPERATIONS
OF THE
JENKINTOWN BOROUGH POLICE DEPARTMENT



Conducted and Prepared by

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FOREWORD

This report presents the findings and recommendations of the Consultant's study of the management and operations of the Jenkintown Police Department, Montgomery County, Pennsylvania.

Management studies, by their very nature, often appear somewhat negative and highly critical of current operating practices and procedures. Since the objective is to look for ways to improve the delivery of police service, shortcomings must be addressed more fully than the positive aspects of police operations, practices and procedures. Therefore, review of this report should be conducted with this understanding in mind.

The Consultant found the Borough Chief and members of the Police Department to be candid, polite and professional. For this, each deserves special recognition. With continued attention, careful study, and implementation of the major recommendations of this report, the Police Department should experience improved function and efficiency.

This study was conducted by W. Ronald Smeal, Police Management Consultant and retired Chief of Police of the Northern York County Regional Police Department in Dover, Pennsylvania.

The Consultant thanks the Borough of Jenkintown for the opportunity to assist in exploring improvement opportunities of its police services. The cooperation extended to the Consultant by everyone involved is appreciated.

W. Ronald Smeal
Police Management Consultant

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INTRODUCTION

The purpose of this study was to conduct an in-depth management and operations review of the Jenkintown Borough Police Department, Montgomery County, Pennsylvania. The study was to develop strategies to improve overall management effectiveness and efficiencies of the Police Department and to provide recommendations with ways to improve the Borough's long-term financial outlook.

On Monday, Tuesday, Wednesday, January 27 – 29, 2020) and Monday, Tuesday, Wednesday (February, 17-19, 2020), W. R. Smeal, Police Management Consultant, met with Mayor Allyson Dobbs and Police Chief Albert DeValentino, to discuss the mission of the study. The meetings consisted of discussions regarding police operations, and the gathering of data and information necessary to conduct the study. All Full-time and Part-time sworn Police officers, Civilian Police Staff, Borough Council Members, Borough Manager, Finance Director, and Staff were interviewed. The Consultant reviewed management, operations and financial information and completed the Police Management Study Report.

In accordance with the 2010 census, Jenkintown Borough had a population of 4,422. The 2018 estimated population was 4,430. The 1970 Census appears to be the high point when the population was estimated at 5,404. The Borough is located in Montgomery County, about 10 miles north of Center City Philadelphia. The Borough encompasses approximately 2.75% of the County population. The Borough was settled in about 1697 and encompasses .58 square miles. The Borough is mostly a residential community but does have a Business District that separates East from West that runs along Old York Road (Route 611) corridor.

The study reviewed and evaluated the policies, practices, problems, issues and operations as they relate to the following principles:

Management: goals, objectives setting and evaluation; policy development; written directives; communications and coordinating mechanisms; and supervision.

Management Controls: line inspections; staff inspections; and internal affairs.

Organization: grouping of functions; chain of command; span of control; duplication and fragmentation of responsibilities.

Personnel Management: promotion and performance evaluation.

Education and Training: educational requirements for the appointment and promotion of members; educational incentives; recruit, field, specialized, advanced, refresher, and remedial training.

Patrol Operations: patrol methods and procedures; supervision; communications; vehicles; equipment; preliminary investigations; report preparation and review; shift structure and organization; and special enforcement operations.

Staff Allocation and Distribution: number, temporal and geographical distribution of patrol personnel; and appropriateness of staffing levels in other units of the Department.

Criminal and Special Investigations: case screening; case management; workload distribution; crime scene policies and procedures; shift structures; investigations policies and practices.

Crime Analysis: types and frequencies of analyses; data collection procedures; analytical techniques; dissemination patterns; and feedback and evaluation.

Records: report review; records controls; storage, maintenance, retrieval and retention; information security; privacy and access guidelines; and compliance with Uniform Crime Reporting (UCR) and auditing requirements.

Data Processing: scope and nature of applications and reports; use and utility of reports; command and staff input to selection and design of applications and reports; information security; computer-literacy levels; and equipment adequacy and redundancy.

Property Management and Evidence Control: issuing, accounting, and controlling agency-issued property; accountability for care and replacement; fleet management; marking, labeling, packaging, receipting, storing, accounting for and withdrawing found, recovered and evidentiary property; analysis of evidence.

Planning and Research: long-range planning; proactive and reactive planning; status of planning in departmental hierarchy and quality of planning products.

Legal Services: use of legal services; legal bulletins and information dissemination.

The study also examined factors that condition the environment in which the Department now operates and is likely to operate in the near future. This includes the incidence of crime, workload trends, and the population growth.

I: CURRENT ORGANIZATION AND STAFFING

Jenkintown Police Department provides 24-hour service 7 days a week. The Department works 12 hour shifts with four (4) platoons comprised of a Sergeant or Officer-In-Charge plus one (1) or two (2) Police Officers. The Department attempts to have at least two (2) Officers working at a time and three (3) if/when possible. While on patrol, Officers routinely walk foot patrol in the down town business district and visit and walk through the Jenkintown School. Currently the Police Department is staffed with fourteen (14) full-time and one (1) part-time sworn Police Officers. There are two (2) full-time civilian employees to support the Police Department. One (1) employee serves as the Receptionist/Ticket Clerk and the other a Parking Enforcement Officer/School Crossing Guard. A breakdown of police members is as follows:

- Chief of Police
- 1 Lieutenant/Sergeant
- 2 Sergeants
- 1 Detective
- 9 Police Officers Full-time
- 1 Police Officer Part-time
- 1 Civilian Clerk

- 1 Civilian Parking Enforcement Officer.

Current Conditions in the Jenkintown Borough Police Department

The Department requires a high school diploma and meets the Municipal Police Officer Education and Training Commission standards of recruitment and selection procedures. Both written and oral examinations are required along with psychological, medical and drug screening. Background investigation, basic and field training requirements, along with mandatory in-service training and a probationary period round out the process.

The Department provides "Specialty" services of many types in addition to patrol and investigation of criminal incidents. Officers taking a crime report might conduct a follow up investigation or refer it to the Detective for follow-up. One patrol officer is responsible for investigating juvenile incidents or offenses that require additional investigation. That officer works closely with the Detective when assistance is needed with juvenile cases. [REDACTED]

The basic areas of responsibility are patrol and response to calls for service and investigation of incidents that are criminal in nature. Report review is the responsibility of the shift Sergeant/OIC with additional review by the Lieutenant.

The Department provides several "Specialty" services. Some but not all are as follows:

- Firearms Instructors
- Bike Patrol
- Drug Task Force Officers
- Field Training Officers
- Juvenile Officer
- Traffic Safety
- Taser Instructor
- Accreditation Maintenance/Manager/Coordinator
- Camera Administrator
- Evidence Operations
- School Resource Officer
- K-9 Handlers
- Vehicle Maintenance
- Grant Writing
- Equipment Manager
- Accident Investigators
- Drug Task Force Coordinator
- ALEIS RMS Administrator
- JNET Administrator
- First Aid/CPR Instructor
- Baton/OCAT Instructor
- UCR Coordinator

The Jenkintown Police Department Organizational Chart with Addendum's are as follows:


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- Responsibility must be clearly fixed to ensure that every function of a police agency should provide is performed.
- Responsibility for every function that a police agency performs must be clearly assigned to one person.
- Functions, which are similar or related in purpose, process, method, or clientele, should be grouped together in one or more units.
- Responsibilities, duties and authority of units should be clearly defined and delineated so that accountability can be fixed and duplication of effort and non-performance of duties due to failure to assign can be prevented.
- Through written directives, all members of a Department should know responsibilities, duties and authority of units.
- Only one person should control each unit and each individual, thus achieving the principle of unity of command and avoiding the friction that results from duplication of direction and supervision.

- Names of organizational units should reflect purpose.
- Specialized units should exist only if they significantly increase overall departmental capability.
- Control channels should exist to enable information to flow up and down, and to enable management to delegate authority, place responsibility, supervise work and coordinate efforts. These channels should be well understood by all members of a Department to ensure that they know to whom they are responsible and who is responsible to them.
- Span of control must be broad enough for economical management and supervision, but not so broad that managers and supervisors cannot manage or supervise effectively.
- Each assignment or duty must be paralleled by commensurate authority to fulfill the responsibility.
- Persons to whom authority is delegated should be held accountable for the use of the authority or the failure to use it.

Recommendation:

1. Maintain the Department in accordance with the above Principles of Organization.

PROJECTED MANPOWER NEEDS AND SERVICE LEVELS

The first step in evaluating whether Jenkintown Borough is receiving efficient and effective police service is to determine the number of officers necessary to service the Borough and to staff the Police Department.

The International Association of Chiefs' of Police has developed a method for determining patrol force manpower needs based upon the actual or estimated complaint or incident experience in a community. The Consultant has found the IACP method to be most reliable in determining manpower needs. The following procedure determines the level of required patrol officer positions and does not include supervisors, administrators or specialists.

Step 1 – Determine the number of complaints or incidents reported to or by the Police Department in a year. Complaints or incidents include all forms of police activity where an officer responded to a scene and took an official action. It does not include situations where advice is given over the telephone, running errands, doing follow-up work on previously reported incidents, handling internal Police Department matters, etc. The figure used (2,436.5) was achieved by using the IACP formula to calculate average incidents based upon population. According to the 2018 Census figure, Jenkintown Borough had an estimated population of 4,430. The IACP formula states that on average, .55 incidents will occur per 100,000 persons. Documentation of the Police Department incident/complaint data was not examined for validity due to time limitations.

Step 2 – Multiply the total complaints or incidents by 0.75 (45 minutes). It is generally accepted that 45 minutes is the average time required to handle a complaint or incident ($2,436.5 \times 0.75 = 1,827.38$).

Step 3 – Multiply by three to add a buffer factor and time for preventive patrol. General experience has shown that about one-third of an officer's time should be spent handling requests for service. Other time requirements for servicing police vehicles, personal relief, eating, supervision, and to complete reporting of incidents on proper forms must be considered. The time required for aggressive preventive patrol should also be considered. Multiplying by three makes up for the aforementioned buffer factors ($1,827.38 \times 3 = 5,482.14$).

Step 4 – Divide the product by 2,920, the number of hours necessary to staff one basic one-officer patrol unit for one year, 365 days \times 8 hours. Kelly days compensate for the time variation when twelve (12) hour shifts are involved. Jenkintown Borough works 12 hour shifts. Therefore, The result of this process represents the number of patrol elements necessary to adequately handle the number of incidents (not the number of police officers) occurring in Jenkintown Borough. To determine the number of officers required to staff each patrol element, the assignment/availability factor must be determined. Determining how many hours each year the average police officer is not available for duty on the street, and subtracting that time from the patrol element hours of 2,920 accomplish this for an 8 hour shift and Kelly days compensate for a 12 hour shift.

To determine the number of officers required to staff each patrol element, the assignment/availability factor must be determined. Determining how many hours each year the average police officer is not available for duty on the street and subtracting that time from the patrol element hours is used to accomplish this. Summarized below is that calculation:

8 HOUR SHIFT

<u>Factor</u>	<u>Annual Man Hours</u>
Regular Days off (2 days per week).....	832
Vacation (15 days per year).....	120
Holidays (10 days per year).....	80
Court Days (5 days per year).....	40
Training (5 days per year).....	40
Sick and injury (5 days per year).....	40
Miscellaneous leave (1 day per year).....	<u>8</u>
Total	1,160

(2,920 hours – 1,160 Non-available hours = 1,760 Available hours)

12 HOUR SHIFT

***Factor information derived from Northern York County Regional PD records**

<u>Factor</u>	<u>Annual Man Hours</u>
Regular Days off (3.5 days per week).....	2,184
Vacation (14.25 days per year).....	171
Holidays (1 day per year).....	12
Court Days (2.08 days per year).....	24.99
Training (8.15 days per year).....	97.82
Sick and injury (3.75 days per year).....	45
Personal Days (4.8 per year).....	57.65
Special Assignment days 2.02 per year).....	<u>24.27</u>
Total	2,616.73

(4,380 hours (365 days x 12 hour shift = 4,380) minus– 2,616.73 Non-available hours =
1,763.27 Available hours)

Once the total available hours of the average patrol officer is established, the assignment/availability factor is determined by dividing the available hours into the patrol element requirement of 2,920 hours for an 8 hour shift and 4,380 hours to compensate for a 12 hour shift. This results in an 8 hour factor of 1.66 and a 12 hour factor of 1.76. In other words, it takes 1.66 police officers to staff each patrol element required to police the community when using an 8 hour shift and 1.76 when using a 12 hour shift. This does not include administrators, supervisors, or specialists, but does include only patrol personnel.

Chart 4 demonstrates the application of the manpower formula, using IACP formula based upon the population averages for an 8 hour shift and a 12 hour shift. The column marked + A/S/I includes the Jenkintown current members (Chief, Lieutenant, 2 Sergeant positions and 1 Investigation position) staffing administration, supervision and investigation positions.

CHART 4
JENKINTOWN BOROUGH
ESTIMATED POLICE PERSONNEL NEEDS BY POPULATION
8 hour shift

INCIDENTS	X.75	X3	DIVIDE BY 2920	X1.66	+A/S/I	TOTAL Recommended Manpower
Population (4,430x .55)						
2436.5	1827.38	5482.13	1.88	3.12	5	8.12

12 hour shift

INCIDENTS	X.75	X3	DIVIDE BY 2920	X1.76	+A/S/I	TOTAL Recommended Manpower
Population (4,430x .55)						
2436.5	1827.38	5482.13	1.88	3.31	5	8.31

Chart 5 demonstrates the application of the IACP manpower formula (12 hour shift), using the 2019 Jenkintown incidents (Calls for Service), as reported on the 2019 Annual Activity Report by Jenkintown Police Department. The 2019 statistics are being used, as they are the most recent total year's information.

CHART 5
JENKINTOWN BOROUGH
ESTIMATED POLICE PERSONNEL NEEDS BY REPORTED INCIDENTS
12 hour shift

Incidents	X.75	X3	DIVIDE BY 2920	X1.76	+A/S/I	TOTAL Manpower
2344	1758	5274	1.81	3.17	5	8.18

Note: JBPD's 2019 Agency Activity Report of various Activities were not reviewed for classification for appropriateness or accuracy.

Findings:

1. The aforementioned calculations are based upon the International Association of Chiefs of Police (IACP) Population Averages Formula and the 2019 reportable incidents by JBPD. Time did not provide for verification of incidents reported by the Jenkintown Police Department. The Consultant has found that Pennsylvania Police Departments generally report fewer or greater incidents per year than the IACP Population average of .55 per thousand. Many Departments include "Calls" that are not incidents, to include traffic citations, parking tickets, supplemental reports, vacation home and building checks, telephone calls/messages, paying fines and costs, fingerprinting, jail transports, training and a variety of non-obligated activity.
2. During 2019, JBPD reported 71 Part I and 339 Part II crimes to the Pennsylvania Uniform Crime Reporting System. As reported earlier, Law Enforcement Experts suggest that of all incidents handled, "crime related" incidents (410) commonly account for 20% of a police department's workload while 80 % (1640) would be "service" in nature. If the experts are correct, Jenkintown Borough Police are handling a fewer number of incidents or greater number of crimes than experts suggest. If 2,050 incidents were applied to the Formula, the total manpower needed would be 7.8 Police Officers.
3. The Annual 2019 Jenkintown Police Department "**Agency Activity Report**" lists 10,010 total calls/activity. The **2019 incident file contains only 230 jackets/files**. Time did not permit for "verification" of the information contained in the files, versus computer versus the Agency Activity Report. In addition to Uniform Crime Reporting, this Activity Report provides numbers on the following categories of activity:

• Runaways	0	Homeland Security	0
• Non-Criminal Investigation	711	Fire related	178
• Deaths/Suicides	2	Lost Found Missing Persons	82
• Animal Complaints	77	Traffic Accidents	189
• Traffic Enforcement	1,948	Parking Enforcement	2,377
• Traffic Services	65	Public Services	853

• Assist Other Agencies	148	Special Unit Codes	7
• Warrants	13	Warrants Other	9
• Warrants Tracking	0	Corrections	0
• Department Services	17	Administrative	2,924

- Notes:
- During 0801 hours 5,714 or 57.08% of total Calls/Activities were handled.
 - During 1601-2400 hours, 2,497 or 24.95% of total Calls/Activities were handled.
 - During 0000-0800 hours, 1,799 or 17.97% of total Calls/Activity were handled.
 - The above highlighted Calls/Activity total **7,314 or 73.07% of Total Activity**.
 - The remaining 2,696 Calls/Activity could be "Incidents" related to "workload" and used to determine Manpower in accordance with the above IACP Manpower Formula in Chart II. Or, it could be the 230 case file jackets in the 2019 File Drawer, however, there must be more work being done.
 - As of February 17, 2020, the 2020 Case/Incident File Jackets number eighteen (18). That amounts to an Incident requiring a case jacket has occurred every 2.6 days.

- Calls or Classification Codes, etc. are not necessarily incidents. For example, the **December 2019 "Call Sheet"** of five hundred sixty-four (564) notations was reviewed. Highlighted classifications (313) are questionable as to being counted as an "Incident" that requires a formal Incident or Investigative report. Others may require a Supplemental report (Assist Other Officer, Court, Call by Phone, Return to Station, etc.) to an earlier Incident. A summary of the Call Sheet is as follows:

• 911 Hang up/Check Welfare	2	Abandoned Impound/Towaway	3
• Alarm	30	Animal Complaints	2
• Assist Citizen	9	Assist other Officer/PD	4
• Barking Dog	2	* <u>Burglary</u> (referred)	1
• Call by Phone	35	Court	6
• Cover School Post	36	* <u>Criminal Mischief</u>	1
• Directed Patrol	1	Disabled MV	7
• Disturbance	10	* <u>Drug Possession</u>	1
• <u>*DUI</u>	1	Emotionally Disturbed Person	1
• Family Offenses – Domestic	5	Field Contact Information	2
• Follow Up	3	Foot Patrol	41
• Found Articles	3	* <u>Fraud All Others</u>	3
• Fumes – Odor Unknown	3	Lock Out	1
• Lost Articles	2	Medical Assistance	34
• Missing Person	1	Noise Complaint	6
• Non Reportable MV Crash	10	Open Doors/Windows	4
• Other Services/Welfare Chk	5	Parking Violation	14
• Police Information	29	Prisoner Watch/Jail Duty/Trnspt	2
• Property Check	4	Reportable MV Crash	7
• Repossession	2	Return to Station	7
• * <u>Robbery</u> (referred)	1	Selective Enforcement Traffic	55

• Signal Signs Out	2	Special Detail Assignment	62
• Suspicious Activity	19	Suspicious Auto	18
• * <u>Theft</u>	2	Traffic Enforcement	44
• Traffic Hazard	1	Traffic MV Complaint	5
• Vacant Home Check	5	Vehicle Maintenance	6
• Warrants-Other Agencies	3		

Notes:

- a. There were ten (10) reported crimes indicated by an * and underlined.
 - b. One Burglary, one Robbery and one Theft were referred – assume to Detective for follow-up.
 - c. Two hundred-twenty-eight (228) or 40.43% occurred between 0801 to 1600 hours.
 - d. One hundred-ninety four (194) or 34.40% occurred between 1601 to 2400 hours.
 - e. One hundred forty two (142) or 25.17% occurred between 0000 and 0800 hours.
5. The IACP formula indicates the Jenkintown Police Personnel “population average Incident Data” indicates a need of 8.31 officers to staff a 12 hour shift. The Jenkintown workload (Incident Data) indicates a Police Personnel need of 8.18 officers to staff a 12 hour shift. If “Experts suggest that 20% of All Activity is Crime Related (UCR) and 80% would be Service Related, a Police Personnel need of 7.78 would be required.
 6. Before a precise determination can be made about the exact number of Police Personnel needed for the Borough, an in-depth examination of the validity of “Incident” workload must be undertaken and applied to the IACP Manpower Formula. As it now appears, the number is somewhere between 7.78 and 8.31 police personnel.
 7. According to the Bureau of Justice Statistics, the “average” ratio of full-time officers serving a population of 10,000 to 24,999 is 2 full-time officers per 1,000 residents. Realizing that and although Jenkintown is less than 10,000 population, if that average were applied, Jenkintown Borough would employ 8.86 police officers. However, the IACP's position is to NOT use these averages for agency staffing decisions. It is, nonetheless, significant to note the similarity to the aforementioned manpower needs discussed above.

Another opportunity to evaluate manpower utilization can be achieved by viewing and comparing the manpower utilized by municipalities in neighboring county departments and departments of similar size in Montgomery County. Their County, population, and staffing level is as follows:

TABLE 1
POLICE STAFFING, SIMILAR SIZED MUNICIPALITIES

Municipality	County	Population	Officers	
			Full-time	Part-time
HATBORO BOROUGH	Montgomery	7500	14	0
DOUGLASS TOWNSHIP	Montgomery	10258	12	0
ROCKLEDGE BOROUGH	Montgomery	2543	*11	*Unknown
N. WALES BOROUGH	Montgomery	3214	5	4
AMBLER BOROUGH	Montgomery	6400	12	0
JENKINTOWN BOROUGH	Montgomery	4430	14	1

Note: Rockledge Borough does not identify full or part time status for their eleven (11) Officers.

Sam Walker, Professor Emeritus of Criminal Justice Institute at the University of Nebraska at Omaha, reported in his article, Current Issues and Research Needs, that "Span of Control is an organizational-level factor detailing how many officers a supervisor can be expected to effectively control. While there is no definite figure, experts tend to agree on a ratio of roughly eight (8) Officers per supervisor. It is highly unlikely that a single supervisor could effectively supervise more than 8 Patrol Officers. A larger ratio would more than likely result in too many Officers to effectively supervise, while too small a ratio would not be an optimal use of supervisory resources.

Recommendations:

1. Review Jenkintown's "Agency Activity Report" to better collect and identify "Incident" workload being handled. Insure that the "Activity" being counted as "Incident" workload is accurate and defined in policy. Research, document and apply the Jenkintown "Time Off" Factors as used in the IACP Manpower Formula. Thereafter, apply the IACP Formula to more accurately determine the staffing level.
2. Give due consideration to "Officer Safety" when determining staffing level and any potential reduction in staffing level, If possible, should consider doing so through/by "attrition".
3. Consider an eight (8) hour Schedule. Twelve (12) hour schedules are more cost effective for "medium and large" police organizations. An eight (8) hour schedule would eliminate "Kelly Days", reduce shift coverage overtime, reduce the need for promoting additional Sergeant(s) and reduce the overtime costs for OIC coverage. Work with the PBA to effectuate this change.

The Collective Bargaining Agreement, IV., WORK SCHEDULE, states "All scheduling to accommodate twenty-four (24) hour coverage by Officers shall be within the sole prerogative of the Borough through its representative, the Chief of the Department. Scheduling shall remain the sole prerogative of the Chief or his delegated representative. Substitutions shall be permitted with the permission of the Chief or his designee. Time Sheets must reflect actual time worked and the failure to note same by the Officers submitting shall be cause for disciplinary action".

Records indicate there are 3,841 hours of Kelly Days on the Book as of January 1, 2020. Considering an officer works twelve (12) hour shifts, Kelly days now account for 320 shifts for one (1) year. An eight (8) hour schedule eliminates Kelly days and would provide for less overtime covering shifts for manpower shortage, comp time, sick leave and/or vacations. The Department could schedule the Chief, Detective, a Sergeant and two (2) Police Officers on day shift, a Sergeant and two (2) Officers on evening shift and a Sergeant and two (2) Officers on midnight shift. The three (3) remaining Officers could be scheduled fourth platoon (6 pm to 2 am or 7 pm to 3 am, depending upon activity/time of year). The fourth Platoon Officers would work for the evening and midnight supervisors.

A. PATROL

Patrol accounts for the biggest portion of police work in most police agencies. The terms "patrolling" and "on patrol" generally refer to what officers do while not handling calls for service. Officers do this mostly in patrol cars, but sometimes on foot, on **bicycles**, or the like. While on patrol, Officers may look for traffic violations, suspicious behavior, disorder, and unsafe conditions. They may also look for opportunities to interact with the public in casual or more formal settings. This is all considered patrolling.

The time that police officers spend handling calls for service is also considered part of patrol work. Officers on patrol respond to calls, take reports, quell disturbances, and so forth. The combination of these two sets of activities – patrolling and handling calls – occupy most of the time of patrol officers, who in turn represent most of the personnel in a typical police department. Thus, patrol is the main business of policing.

We closely associate the term "patrol" with the police today. New Police Officers are usually assigned to patrol duties and are often called Patrol Officers. The largest unit in most police departments is the patrol division; in small police departments, everyone patrols. When we call for police assistance, whether for an emergency, to report a crime, to quiet a disturbance, or to request some type of routine service, a Patrol Officer is typically dispatched. When we encounter the police in that most ubiquitous of all enforcement situations, a traffic stop, it is usually an Officer on patrol who has stopped us.

The best studies have shown that patrol work combines a variety of crime control, order maintenance, traffic enforcement, and service duties and requests. Of these four (4) commonly used categories, crime control seems to account for the largest portion of calls handled by the police, as well as police encounters with citizens, and pure service accounts for the smallest portion. It must be emphasized that most crime-related calls and encounters involve minor offenses, routine report taking and no arrests (often because a suspect is never identified). Patrol Officers are more likely to take enforcement actions, in the form of arrests or citations, in order maintenance and traffic situations than in crime related situations.

Technology continues to affect police patrol. Officers now commonly have computers in their cars, through which they can check in seconds, vehicle registrations, driving records, criminal records, warrant files, and a host of other databases. Technology has also affected police weaponry, police protective gear, audio and video taping of police-citizen encounters, night vision evidence location and collection, handling of high-speed pursuits, and many other conditions and aspects of the Patrol Officer's job.

Despite significant changes during the past century or two, the work of Patrol Officers remains very challenging and controversial. Most use-of-force incidents, including deadly force, involve Patrol Officers responding to calls or investigating suspicious situations. Most high-speed chases involve Patrol Officers. The current controversy in the United States surrounding so-called racial profiling or "driving-while-black" centers primarily on the practices of Patrol Officers in stopping and searching vehicles and pedestrians.

Current conditions in the Jenkintown Police Department:

The uniformed patrol section's basic mission is to "prevent crime, and protection of life and property, preservation of peace, order, and safety; enforcement of all laws and ordinances and the safeguarding of all constitutional guarantees". In addition, there are a variety of additional tasks and functions enumerated as depicted on the Jenkintown Police Department "Organizational Chart", Accreditation Policies, General Orders, Special Orders, Memorandum, etc.

The Police Department schedules Police Patrol service with four (4) platoons working twelve (12) hour shifts. There is a Lieutenant and 2 Sergeants that supervise three (3) of the four (4) platoons. One Sergeant has been off for several weeks due to a medical condition. This increases the OIC cost to cover supervision of a platoon. When there are three (3) supervisors (Lieutenant and two (2) Sergeants) the other platoon is supervised by an Officer-in-Charge. In addition to a Lieutenant/Sergeant, each platoon is staffed with either one or two additional Police Officers. Supervisors also respond to calls for service. The Department attempts to have three (3) Police officers working the street at a time, but most often it is two (2). The total includes the Lieutenant and/or Sergeant positions. Weather and manpower permitting, bike patrol, foot patrol and K-9 are employed. Officers frequently incorporate foot patrol and School Walk throughs/visits into their duty shift. Report review is conducted by the Shift Supervisor (OIC, Sergeant and/or Lieutenant). Follow up on incidents is decided by the Detective's Supervisory Sergeant. However, according to the Chief, most of the UCR Criminal Offenses are automatically referred to the Detective for investigation. Currently the detective's case load is only four (4) (pg. 19 Finding) the manner of referrals to that unit is confusing. The Detective also assists an Officer following up on a case if/when needed or requested by a Patrol Officer.

B. K-9 UNIT

The Department has two (2) animals that are assigned to the Lieutenant and the other to a Police Officer. The Unit was started during 2008. At one time, it was understood that the Unit would be little if any cost to the Borough as donations would take care of most if not all costs. The K-9 officers are assigned a take-home vehicle and incur additional compensation/benefits related to handling a dog. Borough financial records indicate a total of \$61,797.00 in Donations since 2012 with expenses of \$54,157.00 leaving a balance forward of \$7,640.00 for the the program. In addition, the PBA is reported to have \$6,884.04. It is unknown whether or not or how much might be related to donations received for the K-9 program. Further, it is unknown whether or not any monies are paid for expenses related to the K-9 program. The cost effectiveness of the Unit has become a concern.

Findings:

Accreditation Policy #120.1.1 K- 9 provides Policy, Purpose and Operational Procedures. Section F. Administration, Management and Reporting Responsibilities of the K-9 General Order dictate various areas and situations including:

Section C: Operational Procedures # 2 indicates the “K-9 Supervisor and/or his designee(s) shall be registered with the Drug Enforcement Administration as a person who may have possession of narcotics and/or other drugs as deemed necessary to maintain the canine's proficiency . Possession of these drugs shall be established and maintained as follows”: This Procedure is followed by 5 areas involving storage and inventory records on bi-annual and annual inventories. The Department is behind in conducting this work.

Section D: Use and Deployment of the Police Canine, paragraph 2 states “ Requests for assistance of the Jenkintown Police Canine Unit from outside agencies will be directed to the shift supervisor. When, in the opinion of the shift supervisor, he can spare the canine unit, the request shall be granted when the decision to allow this will be based upon the availability of manpower and any other relevant factors. If the request is granted, the handler will respond and be guided by the procedures outlined in this General Order”.

On January 19, 2020, a K-9 officer while on vacation received a call from Upper Southampton Police Department, Bucks County, requesting canine assistance for a narcotics sniff of a vehicle. The officer responded and completed the work. The next day, an overtime slip for two (2) hours was submitted and an incident was completed. However, policy also dictates the completion of an “overtime green card” that had not been completed as of February 18, 2020.

This incident creates several questions. First, according to Section D, the first sentence states “ the canine handler shall have the ultimate authority to deploy or not deploy the canine. The K-9 Officers are the Lieutenant and a Police Officer. Policy also states that a supervisor (includes the Lieutenant) sufficiently apprised of the situation may decide not to deploy the dog. Sentence #2 requires the request and granting of same come from the shift supervisor. It could be confusing for the involved Officer/Supervisors.

Next, the Officer prepared a report classified as “Intentional Possession of Controlled Substance” in accordance with policy, but the classification is misleading. That crime occurred in Southampton and the Jenkintown Officer provided assistance. One might think the crime occurred in the Borough rather than Southampton. However, the policy merely calls for an incident report, without indicating the “classification” of the report. This makes it nearly impossible to research the number of times a K-9 has been activated.

Another issue could present itself in such a situation whereby the K-9 Officer could be called to court to appear as a Commonwealth Witness in the Preliminary Hearing and Court of Common Pleas Trial. That would again involve overtime compensation and additional costs – vehicle, fuel, etc. paid for by Jenkintown Borough rather than Southampton Township, Bucks County, as in this particular case. Other similar incidents could result in similar outcomes.

An attempt to determine the K-9 activation was conducted through a review of the 2015 through 2019 notations on the JPD Annual Activity Reports. The 2019 report alone recorded 2,924 events as indicated on page eleven (11) of this report. There was no record a “K-9” call/or report identified by classification. Therefore, unless a specific word search or time exhausting hand search is conducted, the number of k-9 activations will remain unknown.

A review of the January 1, 2020 JBPD "Time Balances", (discussed later on page 60) show the two (2) K-9 handlers have a combined 1,403 hours (98.66%) out of a total 1,422 hours of Compensatory Time on record. It is noted that the January 1, 2016 – December 31, 2019 Collective Bargaining Agreement by and between the Borough Council and Jenkintown Police Benevolent Association, Article XVI states "Police Officers will have the option to earn compensatory time in lieu of pay, with a sixty-hour (60) "cap," at a rate of 1 ½ times, based upon a 12 hour shift. General Order # 106.1 "Overtime Policy" Paragraph B Policy states, "It is the policy of the Jenkintown Police Department that overtime will be granted only when absolutely necessary and only when approved by the shift supervisor or the Chief of Police". Section D. Procedures, 1 Guidelines for securing overtime, 2 "The Lieutenant will forward approved overtime request cards to the Chief of Police, and Section E Compliance, 1 states "When presented with a request for overtime, Shift Supervisors will be expected to exercise sound judgment in granting the overtime request. Failure, on the Shift Supervisor's part, in guarding against unnecessary and frivolous overtime will result in the re-evaluation of the Shift Supervisor and his/her ability to command. Note that Performance Evaluations are not used but will be discussed later in this report on page 46.

The consultant is unaware of any "formula" or professionally accepted manner of determining justification of a K-9 Unit. While this Consultant supports K-9 Units, many factors are involved in doing so. The ultimate decision remains with the Governing Body, based upon the presentation of information by the Chief and the Governing Body's cost/effectiveness consideration in making the final decision. In a Department the size of Jenkintown, it appears problematic to justify one (1) K-9 unit, let alone two (2) Units. In addition, Jenkintown is providing services at Borough expense for outside jurisdictions within Montgomery County and at least on one occasion, Bucks County.

Recommendations:

1. General Order #106 Overtime Policy should be reviewed and revised. Revisions should include but not be limited to: The Lieutenant is one of the K-9 handlers with authority to authorize his own overtime (because he is a supervisor) which should be addressed.
2. Conduct an independent review of the K-9 overtime to determine the amount and justification for all K-9 incidents, equipment, vehicles, vehicle maintenance, fuel, training overtime, comp-time, etc. offset by donations, to re-assess whether or not to continue the K-9 program. If continued, how many Units are justified?
3. If a decision is supported through the above cost-effectiveness study, and two (2) officers are to continue the K-9 Unit, the Lieutenant position should be replaced by a Police Officer.
4. The independent review should also examine the manner in which the K-9 Compensatory Time managed to get so far beyond the permitted Labor Contract provision of 60 hours maximum per Officer. Thereafter, when the review results are provided, the Mayor/Council should determine the necessary corrective action to be taken.
5. Review the Fair Labor Standards Act (FLSA) as it pertains to Time record-keeping.

C. INVESTIGATIONS/DETECTIVE UNIT

The investigation of crime is a basic responsibility of law enforcement officers. However, it should not be viewed as the sole responsibility of the Criminal Investigator. To be successful, the investigative effort requires the cooperation of all personnel, but in particular, the uniformed Patrol Officer and the Investigator. The effectiveness of a patrol unit's proactive strategies, the speed with which it responds to crimes in progress, and the quality of its preliminary investigations all have a major impact on whether or not an offender is ultimately apprehended.

When a call on a criminal matter results in an arrest by a Patrol Officer, the Detective's role is usually limited to assisting. The Detective assists with filing complaints, recovering property when appropriate, and determining whether arrestees are responsible for other unsolved crimes. When a call on a criminal matter does not result in an arrest by a Patrol Officer, identity of offenders is not known, and apprehension of an offender is not imminent, criminal investigators begin follow-up investigations. The responsibility of a Patrol Officer in these instances is to conduct a thorough preliminary investigation, gathering as much information about the nature of the crime and physical evidence as is available and practical. Departments must promote the effectiveness of the preliminary investigations process. This is accomplished by providing field report forms that are structured to ensure that essential information and evidence are sought and by having expert crime scene criminal investigators, evidence specialists, or both.

The Detective will analyze all reports and information supplied by the Patrol Officer, integrating them with the knowledge and experience gained by investigating other similar crimes. The Detective will employ the latest criminalistic techniques, as well as interview and interrogation skills to solve a case.

The Detective must be capable, dedicated and well trained. He/she must develop a close working relationship with the uniformed patrol personnel. This partnership should lead to a continuing exchange of case information and intelligence. If kept informed about current investigations, the Patrol Officer can focus efforts on the most productive areas.

The Investigative Supervisor (typically a Sergeant) must coordinate and manage the entire follow-up process to ensure that a Department's limited manpower is used in the most productive manner. To maximize investigations' productivity, which is measured by case clearances, criminal investigations Units should use solvability factors to determine which cases have a reasonable potential for clearance and will, therefore, be followed up. Cases that do not have a potential for clearance should not be followed up. When cases are not followed up, complainants should be so notified and told why the case is not being investigated further. Supervisors must distribute workload equitably, establish guidelines for the amount of time that can be committed to individual investigations, authorize investment of "exceptional" time on investigations and ensure that the case clearances and closures comply with UCR standards. Supervisors must evaluate the performance of the entire Unit and the performance of the individual Investigators.

Investigators must be selected carefully. Selection techniques, both written and oral, should emphasize analytical abilities and interpersonal skills. Tests used for the selection process must be based on job analysis. Once selected, Investigators must be well-trained in interviewing and interrogation; information development and retrieval; planning, organizing and conducting searches; forensics; arrest; case preparation and testimony. Upon appointment, new Criminal Investigators should undergo 80 or

more hours of intensive, specialized training. Like other field personnel, Investigators need periodic in-service training to remain up-to-date on evolving legal issues and court decisions and need to become proficient in the use of new procedures and technology. Because of the significance of the preliminary investigation to the ultimate success of the follow-up investigations, field Patrol Officers must also be trained in the same subject areas, though not as in depth as full-time criminal Investigators.

Departments should have Investigators available or on call 24 hours per day, or should establish other flexible arrangements to accommodate investigative requirements at crime scenes. The varying schedules of citizen witnesses and other demands of the investigations process necessitate availability. The authority, responsibilities, policies and procedures of criminal investigation units should be covered by written directive. It is particularly important to establish clear, written directives for areas of great sensitivity. This includes the use of informants; use of Departmental funds, drugs, evidence, and other resources for investigative purposes, confidentiality of information, and especially information that pertains to youth and sexual abuse victims.

Current Conditions in the Jentintown Borough Police Department

There is one (1) full-time Detective in the Police Department. The Detective works an eight (8) hour shift from 6 am until 2 pm. This allows the Detective to attend briefings with the outgoing and incoming patrol Platoon Officers to exchange information. As Officers on patrol respond to calls and take crime reports, that Patrol Officer follows-up on some incidents and the detective is assigned to follow-up when certain criteria are met. The Detective Division Supervisor is a Patrol Sergeant. This Policy is described in General Order 42.1 Criminal Investigations, Administration and indicates the Chief of Police is in command of the Detective Division.

Section 42.1.2 On Call Schedule paragraph C states "In addition to notifying the Detective Division, the **Lieutenant** will be notified by the Shift Supervisor or OIC for any of the following incidents":

1. Serious Injury to any member of the Police Department,
2. Homicide or homicide by vehicle,
3. Police involved shootings,
4. Kidnapping,
5. Barricaded person,
6. Hostage taking,
7. Armed robbery with firearm or explosive device,
8. Any incident where the Detective Supervisor or senior Detective believes immediate notification is necessary.

The Detective assists with Juvenile Investigations and has additional tasks and duties assigned to him as follows:

- Evidence Operations
- Accreditation Manager
- Firearms Instructor
- Traffic Studies/Research
- Power DMS Administrator

- Department Forms
- Community Policing
- Policy Changes

Finding:

The overall effectiveness of this Unit is difficult to determine. Currently, the Detective has only four (4) active cases that he is investigating. Reports related to this Unit's specific workload – correlation to the number of Part I and Part II crimes being investigated/conducted, case clearance/arrest rates, conviction rates and information related to his additional duties, directly attributable to the Detective are, for the most part, unavailable.

A review of the “Arrest Log” on the file cabinet in the Patrol Room was conducted. The 2019 Log records two arrests – one each for Theft and Aggravated Assault; The 2018 Log records three (3) arrests, one each for Disorderly Conduct, a Warrant and one is unable to be interpreted; The 2017 Log records seven (7) arrests, one each for False Alarm, Borough Noise Ordinance, two (2) for Disorderly Conduct, Burglary, and one unable to be interpreted. As of February 17, 2020 there are a total of eight (8) arrests in the log, none recorded for the Detective.

In accordance with the review of JPD, Uniform Crime Report clearances, records indicate an overall downward trend. During 2015, the Clearances were 101; in 2016 they were 144; in 2017 clearances dropped to 122; in 2019 they dropped to 32 and this year as of February 17, 2020 there is a total of three (3). More information regarding Part I and Part II Crimes will be discussed later in this report.

Policy indicates the Detective is under the Command of the Chief of Police, however, Policy also places a Patrol Sergeant as the Detective's supervisor and responsible for overtime approval. That might need to be clarified.

Recommendations:

1. Immediately change Criminal Investigations, Administration 42.1.1 On-Call Schedule, paragraph C. Notification from the Lieutenant to The Chief of Police.
2. Research, study and determine the causal factors related to the workload, clearance rate, arrest rate of cases being handled by the Detective in an attempt to improve the overall effectiveness of the Unit.
3. The Arrest Log in the Patrol Room, atop the file cabinet should be described in Policy – General or Special Order. It should be compared with the MCRMS to insure that this log is not a duplication of some program therein.

C. POLICY

Policy refers to a course or courses of action adopted and pursued to achieve agency objectives in acceptable ways, to establish the directions in which an agency will proceed, to establish required modes of institutional behavior, and to encourage uniform operational action. Policy specifies

principles to be observed rather than procedures or rules to be followed to actualize principles. Formulating policy is the responsibility of the Chief of Police. It is one of the most important responsibilities a Chief has to perform.

A Police Department should have a standing policy in every area of significance as to its role and operations. Consensus on the approximate number of policy areas are significant and vary in number depending on the size of the department. A contemporary, high-quality manual that the IACP uses as a model contains 151 individual policy statements. Policy must be definitive, clear and comprehensive. It must be written so that it can be uniformly communicated and understood. Having policy in writing is a major defense in liability situations, assuming that policy is also appropriate and constitutional. The policy positions of a Department are ultimately those chosen by the Chief of Police. However, members of a Department should be relied upon to help identify areas in which new policy is needed, areas in which current policy must be modified and to help formulate policy. Staff involvement enriches the policy identification and formulation process and gives staff an investment in the product. Policy development and modification should be ongoing. A Department's entire body of policy should be comprehensively reviewed, at least biannually. The review should focus on the need to change existing policy and to establish new policy. Special attention should be directed toward eliminating conflicts and redundancy in policy.

Findings:

Jenkintown Borough Police Department is one of only 115 Police Agencies that have been accredited by the Pennsylvania Chiefs of Police Association during 2005 according to Mr. Richard Hammon, Accreditation Manager of the Pennsylvania Chiefs of Police Association. JBPD is among the Police Departments to become accredited in Montgomery County and across the Commonwealth of Pennsylvania. The Chief advises they have been re-accredited 4 times since, with the next re-accreditation scheduled for November, 2020. Only 7.75% of the Commonwealth's 1200 Municipal Police Agencies have been accredited.

Jenkintown Police Department has enumerated seventy (70) policies in their General Orders Manual. Forty-six (46) of these General Orders are cross-referenced to Accreditation. Twenty-four (24) policies are Operational in nature and do not fall under Accreditation. These policies are contained in the computer system.

The last section of the General Orders compilation is the Index Section. It was noted that #9 Protection of Victims of Sexual Violence and Intimidation, #63 Crimes Investigation Administration, #60 Release and Dissemination of Information and # 66 Eyewitness Identification have no information contained in the Description area of the Index. In addition, Accreditation Reference 1.4.3, 1.4.4 , mentions the use of General Orders, Personnel Orders and Special Orders. However, no such record of The Department using Personnel or Special Orders could be located.

There are many areas of policing that require policy. JPD is lacking in this area. For example, when asked about "Job Descriptions", many members were unaware whether or not they existed. However, the Chief advised they did and provided copies. They all require significant update including the "Essential Functions of the Position". Thereafter, they need to be incorporated into the Department Policy Manual. Other areas would include, but not be limited to: Duty Schedule, Vacations, Other Excusals, Overtime, Other Compensation and Court Appearances, Headquarters Security, Uniforms,

Records Destruction, Automated Data Based Information Systems, Performance Evaluation, Report Writing, etc. are among the needed topics.

Recommendations:

1. Routinely inspect policy and procedure to update and to insure completeness, accuracy, and training for Department members.
2. Continue to work with Mr. Richard Hammon, Accreditation Manager, to receive assistance necessary and Re-Accreditation by the Pennsylvania Chiefs of Police Association.
3. Create a "Hard Paper Copy" Manual, with an Indices section of the Accreditation and Policy/Procedures Manuals, alphabetized, with page numbers for easier referencing of information. Retain a copy of the Manual(s) in the Patrol room.
4. Develop "Policy" on Report Writing, Report Correction Form, Performance Evaluation, Job Descriptions, Officer Daily Activity Report, and other areas described throughout this report.
5. Create an Open Book Examination of approximately 10 questions on various Accreditation, General/Special Orders and policies adopted by the Police Department. Officers can access these testing areas during work hours from the Manual available to them in the Patrol Room. Copies of these examinations should be placed in the Officer's Training File, Training section. This will document knowledge of the specific areas governing their performance.

D. RECORDS

A Police Records System must be complete and accurate in its information gathering capability; swift in its ability to deliver needed information, and must be operated at a minimal cost. With such a system, a Police Department may keep a watchful eye on the criminal activities in the community and monitor its own success in suppressing these criminal activities. Without high-quality information, no Police Department can hope to provide the kind of service that the taxpayers deserve.

The basic tool of the modern Police Officer is the police report. It is in this report that the Officer forms the groundwork for an active and successful prosecution of the criminal offender. It also records information that the Officer has taken action on a complaint and has documented his/her reasons for acting or not acting on the complaint. The report also assists the Police Department by providing accurate proof of police activities. In a larger perspective, the individual police report becomes part of a larger tool used by the Department's Record System. This system is the informational base of a Police Department.

It is here that the individual officers deposit their findings in a common pool that other officers may draw from when necessary. In order for this system and the Police Department to be effective, the system must have the ability to accurately record information and hold it and, conversely, quickly disseminate information when necessary.

Current Conditions in the Jenkintown Borough Police Department

This area functions with part-time supervision and/or direction. The Records Section does not receive day-to-day attention and functions under sub-standard operating procedures. There is no civilian support staff to handle the duties associated with this Unit. The Detective has duties in this area.

The Policy Manual fails to devote information relating to Records Management and Reporting.

The Montgomery County Emergency Operations Center call sheet can be used to compare the Police Department's completed incidents to ensure that reports are being prepared on dispatched calls. A civilian Ticket Clerk when on duty handles walk-in complaints, citizens requesting fingerprint services, general information, and paying fees and parking tickets, Monday through Friday when the clerk is on scheduled duty at police headquarters. The full-time Parking Enforcement Officer relieves the Clerk for lunch.

Records are maintained in a file cabinet in the Patrol Room area under limited security. This section provides all support services for the entire Police Department operations including records maintenance, data entry, completing and maintaining statistics and preparation of all reports. Old records are stored in the storage room of the Department. The most recent purge was approximately three (3) years ago in 2016.

Findings:

The Department has not fashioned a Records Section that is in compliance with established professional standards.

Recommendations:

1. Conduct a workload time study to determine the adequacy of retaining a full-time civilian to staff the Section and function as an "Administrative Assistant to/for the Chief of Police. For certain, a civilian position would be more cost-effective and efficient than having the Police Officers perform these duties and functions.
2. Adjust or maintain staffing in accordance with the study result.
3. Develop and establish Policy on Records in accordance with the Municipal Records Manual approved on July 16, 1995 and in accordance with Act 428 of 1968, each individual act of disposition shall be approved by resolution of the governing body (Jenkintown) of the Municipality.
4. Create, publish and deliver to the Mayor and Borough Officials a "Department Monthly and Annual Report" of relevant crime and personnel activity throughout a given month and year.

F. DISPATCHING

Dispatching service is provided by the Montgomery County Emergency Operations Center.

G. CURRENT ORGANIZATION

The current organization of the Department appears not to reflect consideration of the majority of principles of organization. The most important are:

- Responsibility must be clearly fixed to ensure that every function of a police agency should provide is performed.
- Responsibility for every function that a police agency performs must be clearly assigned to one person.
- Functions that are similar or related in purpose, process, method, or clientele should be grouped together in one or more units.
- Responsibilities, duties and authority of units should be clearly defined and delineated so that accountability can be fixed and duplication of effort and non-performance of duties due to failure to assign can be prevented.
- All members of a Department through written directives should know responsibilities, duties and authority of units.
- Only one person should control each unit and each individual, thus achieving the principle of unity of command and avoiding the friction that results from duplication of direction and supervision.
- Names of organizational units should reflect purpose.
- Specialized units should exist only if they significantly increase overall Department capability.
- Control channels should exist to enable information to flow up and down, and to enable management to delegate authority, place responsibility, supervise work and coordinate efforts. These channels should be well understood by all members of a Department to ensure that they know to whom they are responsible and who is responsible to them.
- Span of control must be broad enough for economical management and supervision, but not so broad that managers and supervisors cannot manage or supervise effectively.
- Commensurate authority to fulfill the responsibility must parallel each assignment or duty.
- Persons to whom authority is delegated should be held accountable for use of the authority or failure to use it.

Most problems that confront police departments cannot be resolved or prevented simply by observing Principles of Organization. Observing Principles of Organization cannot overcome innate weaknesses in the motivation or capabilities of personnel, eliminate inertia, or generate the initiative required for effective direction and control. Observing the Principles will produce an organizational structure,

however, that will influence the efficiency of a police department positively when capable personnel, motivation and other essential factors are present.

Current Conditions in the Jenkintown Borough Police Department

Much of the conflict being experienced recently in the Department involves weaknesses in the above "Principles of Organization". Subsequently, a division within the officers of the Department has occurred creating what is often referred to as an "A- team" and a "B-team". The B-team is fewer in number representing approximately 30% of the Department. Feeling that they have little recourse to resolve their concerns within the Police Department, issues have worked their way over to the Borough staff and Council members. Subsequently, the well being and morale of the Police Department has become stressful for everyone.

Recommendation:

1. Maintain the Department in accordance with the above Principles of Organization.

II: TOOLS FOR EVALUATING DEPARTMENT EFFECTIVENESS IN FIELD OPERATIONS

The effectiveness of a Police Department is determined by many factors. The Police Department and the citizens of the community look upon crime and the relative feeling of safety that exists within the jurisdiction as a primary role of the police. There is some question concerning how much impact the police really have on crime. However, we must look at the crime rate, the ability of the police to respond in a timely fashion, the amount of violent crimes (Part I offenses), and the less serious crimes (Part II offenses) occurring in the community as effectiveness measures.

Another important factor is the ability of police to solve crime once it is brought to their attention. This deals with a Police Department's arrest rate and clearance rate. Yet another factor can be examined by looking at the conviction rate – those cases in which an arrest was made and whether or not a court conviction was achieved.

Patrol is the backbone of any law enforcement agency. The philosophy held by Officers on patrol has very serious ramifications toward accomplishment of the police mission. Studies indicate that Police Departments employing an "aggressive" patrol strategy experience higher arrest rates and lower crime rates for robberies than jurisdictions with a "passive" patrol strategy. Making frequent "street stops" or issuing an above-average number of traffic citations accomplishes this. Generally, if a criminal knows that police are actively stopping suspicious persons and making field checks, or if the criminal sees more police on patrol, he may not commit crime because he perceives that his chances of being caught are greater. This perception will often lower the crime rate in a given jurisdiction.

A. ACCIDENT ENFORCEMENT INDEX

The Accident Enforcement Index is another measure of effectiveness that can be drawn through an examination of data. Experts (Northwestern Traffic Command Institute) report that for every injury

accident, twenty (20) citations should be issued for optimum enforcement. Optimum enforcement is desirable in an effort to reduce injury accidents.

The Jenkintown Police Department computerized data indicates the number of traffic citations and specific injury accident data that are included with the “reportable accident” statistics. They were able to provide the following five (5) years information:

**TABLE 2:
JENKINTOWN BOROUGH POLICE DEPARTMENT
ACCIDENT ENFORCEMENT INDEX**

Year	Citations Issued	Injury Accidents	Enforcement Index
2015	1070	10	107
2016	1069	13	82.23
2017	604	20	30.2
2018	940	23	40.86
2019	510	17	30

Source: Jenkintown Borough Police Department Records Section

Findings:

1. The table indicates JBPD’s traffic enforcement index is above optimum for all of the last five (5) years.
2. Citations issued by JBPD have decreased from 1,070 during 2015, to 510 during 2019 or 560 (52.34%) over the five-year period.
3. The total five (5) year enforcement record (4,193 divide by 83 = 50.52) suggests a patrol mission that subscribes to an “aggressive patrol strategy” as it relates to reducing injury accidents.
4. It should be noted that 36.32% (1,523 – 4,193) of these citations were issued by just two (2) Officers. These Officers should be commended for their performance in this area of patrol work.
5. Injury Accidents investigated by JBPD increased annually for three (3) years until 2019 when they experienced a decrease, however, still greater than 5 years earlier in 2015.
6. Injury Accidents have a five (5) year average of 16.6 per year with an enforcement index of 50.52.

Recommendation

1. Research, evaluate and consider the causal factors impacting the accident enforcement index decline over the past five (5) years and continue strategies impacting the superb overall index number led by the great efforts of two (2) specific Officers.

B. REPORTED PART I INDEX CRIMES

Table 2, Reported Part I Index crimes 2015 – 2019. The table follows and summarizes the number of serious crimes reported to the JBPD during this five (5) year period ending December 31, 2019. Index crimes are commonly used to portray the level and nature of crime in a jurisdiction. Part I crimes include the offenses of homicide, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson.

TABLE 3
JENKINTOWNBOROUGH POLICE DEPARTMENT
REPORTED PART I INDEX CRIMES
2015-2019

Year	Murder	Rape	Robbery	Assault	Burglary	Larceny Theft	Motor Vehicle Theft	Arson	Total
2015	0	0	1	2	4	44	0	1	52
2016	0	0	1	5	4	51	0	0	61
2017	0	1	2	3	9	72	1	0	88
2018	0	2	1	5	6	66	0	1	81
2019	0	0	1	4	1	62	3	0	71
TOTAL	0	3	6	19	24	295	4	2	353

Source: Jenkintown Records Section

*A table showing, Montgomery County statistics was not provided due to the Pennsylvania Uniform Crime Reporting System being out-of-service and off line.

Findings:

1. Jenkintown Borough's Index Crimes increased by 9 from 2015 to 2016, increased by 27 in 2017, then decreased by 7 in 2018, then by 10 from 2018 to 2019. Overall index crimes increased by 19 or 36.54% compared to five (5) years earlier.
2. During that same time period, Index Crimes across the entire County was unable to be provided due to the PSP Uniform Crime Reporting System being off line and unavailable.

3. In the Jenkintown jurisdiction, the greatest number of Part I crimes (88), were reported in 2017.
4. Larceny-Theft (295) was the crime category most frequently reported in Jenkintown. Burglaries (24) and Assault (19) followed as the number two (2) and three (3) crime categories in the Borough. Comparisons with the County again are unavailable.
5. Jenkintown's five (5) year average clearance rate was 21.94%.

Evaluation:

Comparisons with Montgomery County Crime Statistics were unable to be calculated due to the Uniform Crime Reporting System data from the Pennsylvania State Police, Bureau of Research and Development being down and out-of-service.

Recommendation:

1. Once the PSP Bureau of Research comes on line, make comparisons with Montgomery County Average Clearance rates to determine whether or not Jenkintown Clearance Rate meets the County Average. If not, initiate actions to bring Jenkintown up to average.

C. CRIME RATE

A review was conducted of the reported crime in the Jenkintown Borough Police Jurisdiction over the past five (5) years from 2015 through 2019 as reported in their figures for the Uniform Crime Report. Figures compiled by the Pennsylvania State Police, Bureau of Research and Development were unavailable due to their system being out-of-service.

The same review, for the same time period, was conducted for the entire Montgomery County for comparison purposes was not possible at the time of this study. This would allow Jenkintown to better understand the Crime Trends in their jurisdiction in comparison to all the reporting municipalities across the County. It should be noted that the JBPD statistics are included in the Montgomery County statistics.

Crime Rate information follows and provides a formula to indicate a municipalities' crime rate in numerical terms. The rate is determined by dividing 100,000 by a municipalities population (2010 County census), times the Part I reported Crimes that provides the crime rate in numerical terms. Clearance Rate is determined by dividing the number of crimes cleared by the number of crimes occurred. This information is as follows:

TABLE 4
CRIME RATE COMPARISONS
2015-2019

MUNICIPALITY	POPULATION CALCULATION	PART 1 CRIMES	CRIME RATE	YEAR	CLEARANCE RATE
Jenkintown	22.57	22.57 x 52 =	1173.64	2015	9 = 17.31%
(100,000-4,430)		22.57 x 61 =	1367.77	2016	27 = 44.26%
		22.57 x 88 =	1986.16	2017	25 = 28.41%
		22.57 x 84 =	1828.17	2018	13 = 15.48%
		22.57 x 71 =	1602.47	2019	3 = 04.23%
Montgomery County	0.12	16,439x.122 =	1777.9	2015	38.08%
(100,000-822,000)		13,857x.122.=	1690.6	2016	36.15%
		12,658x.122=	1847.56	2017	33.30%
		Unknown	Unkn	2018	Unknown
		Unknown	Unkn	2019	Unknown

Source: Jenkintown Records and Pennsylvania Uniform Crime Reporting System statistics from an earlier study (2017) conducted in Montgomery County.

Findings:

1. The data suggests that JBPD, over a five (5) year period from 2015 to 2019, has experienced a **decrease of 428.83 or 36.54% in the crime rate**, down from 1,173.64 in 2015 to 1,602.47 in 2019.
2. Jenkintown's average Crime Rate (1,509.19) is **262.83 or 14.83% less than the County's** average (1,772.02). during the three years from 2015 through 2017 where County data was available and known.
3. Jenkintown's average Clearance Rate of 29.99% is **5.85% less than the County Average** of 35.84% during 2015 through 2017. As can be seen, the clearance rate for Jenkintown dropped significantly the last two years, especially during 2019 when it was a very low 4.23%.

Evaluation:

From the data examined, Jenkintown Borough Police Department's Crime Classification and reporting and the Investigation of Crime reported to the Uniform Crime Reporting System appears to be in need of improvement, training and attention. For example, on their Website posting for 2017, they report 236 total crimes (88 Part I Crimes and 148 Part II Crimes). The UCR reports data indicating 81 Part I Crimes and 772 Part II Crimes for a total of 853 crimes. Their Website posting for 2018, reports 161 total crimes (83 Part I Crimes and 78 Part II Crimes). The UCR reports data indicating 81 Part I Crimes and 601 Part II Crimes.

Further, Jenkintown's annual clearance rate fluctuates significantly during the five (5) year period reviewed from to a low of 04.23% in 2019 to a high of 44.26% in 2016.

D. CONVICTION RATE

Another measure of effectiveness can be gleaned from a Department's "conviction rate". A conviction is the successful prosecution of an offender arrested, charged and prosecuted for committing a crime.

Finding

Jenkintown Borough Police Department does not track conviction rate information regarding the disposition of offenders charged with committing crimes within their jurisdiction. The JBPD "Monthly Activity Report" does include information on the number of crimes occurring but not being investigated, arrested, prosecuted or convicted. Therefore, for the purposes of this report, it was not possible to determine the "conviction rate".

Recommendation:

1. Collect, compile and analyze conviction information on criminal prosecutions and compare with Montgomery County UCR information when PSP Uniform Crime Reporting System comes back on-line.
2. Schedule and receive UCR Classification training to include the topic of Crime Clearance Methodology from the Pennsylvania State Police.
3. Include statistical information on crimes being investigated (followed up by Officers) on the monthly and annual reports.

E. REPORTED PART II INDEX CRIME

Table 5, Reported Part II Index Crimes summarizes the less serious crimes reported by the Jenkintown Borough Police Department during the five (5) year time period.

TABLE 5
JENKINTOWN BOROUGH POLICE DEPARTMENT
REPORTED PART II INDEX CRIMES
2015-2019

Crime	2015	2016	2017	2018	2019	TOTAL
Other Assault	2	2	6	3	3	16
Forgery	1	0	1	0	0	2
Fraud	19	29	29	24	24	125
Embezzlement	0	0	0	0	0	0
Stolen Property	31	30	21	23	0	105
Vandalism	41	49	66	45	23	224
Weapons	0	0	1	1	0	2
Prostitution	0	0	0	0	0	0
Sex Offenses	0	0	0	4	0	4
Narcotics	42	65	59	27	21	214
Gambling	0	0	0	0	0	0
Family Offenses	42	54	67	43	61	267
DUI	14	30	18	17	9	88
Liquor Laws	10	4	2	1	0	17
Drunkenness	25	12	8	5	8	58
Disorderly Conduct	440	440	470	366	75	1792
Vagrancy	0	0	0	0	0	0
All Others	14	24	24	42	115	219
TOTAL	681	739	772	601	339	3132

Source: Jenkintown Police Records Unit

Notes:

- Uniform Crime Report, Compiled By the Pennsylvania State Police, Bureau of Research and Development is and has been out of service and off line.
- The UCR figures provided by JBPD differ from the JBPD figures provided on their website for 2017 and 2018.

Findings:

1. Part II crimes **decreased** by 342 or 50.22% in Jenkintown, down from 681 in 2015 to 339 in 2019.
2. During the same time period, Disorderly Conduct 1,792, Family Offenses 267, Vandalism 224 and Narcotics 214, were the top four (4) Part II crimes reported.
3. In the Jenkintown's jurisdiction, the greatest number of Part I crimes (772), were reported in 2017.

4. Jenkintown's five (5) year average clearance rate was 12.96% (3132 divided by 406 = .1296) The County average is unknown and unable to be compared with the Jenkintown average, again due to the PSP System being down. However, Jenkintown Part II Clearances are quite less than impressive.

Total Crime Statistics Notes:

1. There were 3,485 total crimes (353 Part I and 3,132 Part II) reported to Jenkintown Borough Police Department during the study period (2015 through 2019).
2. Serious crimes totaled 10.13% of the total (353 of 3,485).
3. Less serious crimes totaled 3,132 or 89.87% of the total (3,132 of 3,485).
4. Larceny Theft accounted for 83.56% (295 of 353) of the Part I Serious crime in the Borough.
5. Disorderly Conduct accounted for 57.18% (1,791 of 3,132) of the Part I Serious crime in the Borough.
6. JBPD's five (5) year average clearance rate of Part II Crime was 12.96%. The County average is unavailable. JBPD reported a low average clearance rate of 8.55% in 2019 and a high of 15.83% in 2016. The very low average causes concern about the investigation of, understanding and accuracy involved in the Uniform Crime Reporting by JBPD.

Recommendation:

1. Study the causal factors impacting the poor clearance rates of Part I and Part II crimes occurring in Jenkintown Borough; Develop policies, procedures, assignments, training, etc. that can be implemented to improve the investigation and reporting of crime and improve clearance rates that more closely mirror the County average.

III: MANAGEMENT, TECHNICAL AND SUPPORT SERVICES

Management is the process of organizing and using personnel and material resources to accomplish objectives. The management process comprises a comprehensive and diverse array of functions. Among the most essential are setting organizational objectives; organizing programs to achieve objectives; assembling staff and other resources required to conduct programs; establishing policies and procedures to govern programs; directing programs through written directives, internal communications and supervision; and controlling programs to ensure compliance with policies and procedures.

The Chief/OIC of the Jenkintown Borough Police Department bears ultimate responsibility for achieving objectives and for the effectiveness of the management process. Because the Chief cannot be omnipresent nor conduct the management process by himself, responsibility must be delegated to division and section commanders and supervisors. To manage the Department effectively, the Chief and his delegates must have the support of a number of executive or administrative services, principally research and planning, legal counsel, public information and fiscal management.

Management is a science and outstanding management training for police organizations is readily available. A Manager plans, organizes and controls the efforts of an organization. He or she focuses on function, facts and priorities.

Lee P. Brown, past President of the IACP once stated: "A leader is a visionary, charting a course for the organization then guiding it toward the chosen destination. A leader influences others to achieve stated purposes and reach the goals that are consistent with established values. Courageous individuals, leaders are those who dream and have the ability not only to share their dream with others, but to translate the dream into reality"

A. ORGANIZATIONAL OBJECTIVES

Objectives are ultimate ends that police agencies strive to achieve. Although objectives are not immutable, they do not change substantially over time. Crime prevention, apprehension of offenders, clearance of crimes, and recovery of property, locating missing persons, and protecting constitutional guarantees, has long characterized the Police function. In both theory and practice, objectives are often referred to as goals. They are also referred to as outcomes. Although there are technical distinctions, these terms are used synonymously in this report.

Objectives, by definition, are prerequisite to managing by objectives. Their existence allows all management functions to be directed toward their achievement. Objectives should exist for a Department as a whole and for each division, section and unit within it. Logical relationships must exist between and among levels of objectives. Division objectives, for example, should connect, integrate and in some instances be identical with objectives of a Department. Objectives must be started with sufficient precision to yield to valid measurement. Agencies must measure the degree to which objectives are achieved, which is effectiveness, and the cost incurred to achieve objectives, which is productivity.

Most agencies prepare objectives, mainly to satisfy municipal-level budgeting requirements. Agencies normally assign the development task to a budget or planning unit and require only perfunctory involvement of operating personnel. Few agencies exploit the management, evaluation and performance measurement potential of objectives. This defeats the entire purpose of efforts that are made.

Current Conditions in the Jenkintown Borough Police Department

There is nothing written in this area of the Computerized Policy Manual.

Evaluation

None.

Recommendations

To strengthen its system of organizational objectives, the Department should consider the following actions:

1. Develop a structure of organizational objectives.

The structure must include objectives for the Department and for each unit. The objectives must specify the ultimate outcomes that the Department and the sub-divisional organizational units wish to achieve. The objectives must be measurable. Particular attention should be directed to Patrol, Investigation/Detective and Records.

2. Develop one or more measures of achievement for each objective in the structure.

Effectiveness measures are most important. Productivity, efficiency and workload measures are also important since they have many additional valuable managerial uses.

Responsibility for developing and implementing the system of objectives and measures should be assigned to the Department's command staff (OIC and other full-time Officer as a unit).

3. The Chief, Lieutenant and Sergeants should be trained to use the objectives and measures for the foregoing management process.

B. INTERNAL COMMUNICATIONS

A variety of techniques should be used, in addition to written directives, to communicate intended objectives, policies and procedures to Department personnel. Those found to be effective, when properly designed and administered, are staff meetings, distribution of staff meeting summaries and/or similar in-house communications media; roll-call discussions; work site and field visits by the Chief of Police and other departmental executives; major events, such as awards presentations, which rank-and-file employees are expected to attend; and frequent interaction, both formal and informal, between police executives and benevolent, Fraternal Order of Police or union association representatives. While these communication mechanisms are designed to help Department Commanders and Supervisors communicate and direct downward, a number of them **provide a simultaneous opportunity for rank-and-file officers and employees to communicate upwards – to ask questions, make comments and generally express feelings and concerns. A Department should take every opportunity to use these situations and mechanisms to improve upward communications.**

As a medium for directing departmental operations, the importance and potential of staff meetings cannot be overemphasized. **Staff meetings provide face-to-face opportunities for managers to communicate intent and explain rationales. In addition, the meetings transmit facts, and provide opportunities for staff to comment on operations and their effectiveness. They also provide opportunity to discuss and resolve specific problems and policy proposals and to express ideas that can contribute to the progress of an agency. Contributing tends to promote satisfaction and a sense of accomplishment among staff.** Through participation, subordinates tend to identify with organizational objectives and endorse management plans.

In most departments, only senior officers attend or have staff meetings. This should not nor need not be the case. **Staff meetings should be held at all levels of a police agency. Staff meetings should follow regular schedules and prepared agendas. Written minutes should be kept. Minutes of previous meetings should be reviewed as a matter of regular business.** This ensures automatic review of previously discussed matters and provides the basics for determining whether controlling actions have been taken between meetings.

Stable departments require fewer meetings than those undergoing reorganization, rapid growth or other forms of transition. Frequent meetings are desirable when new systems or programs are being planned or introduced. Departments should modify standard schedules of meetings as conditions warrant, either increasing or decreasing the number. It is preferable to err on the high side when determining frequency of meetings, since redundant communication is preferable to under-communication. At the same time, care must be taken to avoid scheduling meetings so frequently that participants lose valuable time unnecessarily.

Current Conditions in Jenkintown Borough Police Department

Communication appears to have become a significant issue within the Police Department. There is very little communication (among the A & B Teams) other than via the computer or when unavoidable. Indications are that there has not been a staff meeting or awards ceremony for more than a year. There are accusations of differential treatment by the Lieutenant and it is the impression of several members that although the Chief is a "nice guy", he has allowed the Lieutenant to assume command of the Department. There appears to be no standing committees, such as policy, planning and/or drug investigations that enable management and non-management personnel to work together on any issue regardless of its importance. The exception is the Officers of the Police Bargaining Association that meet with Borough Officials on contractual matters. Several (B-Team) officers have turned to the Borough to discuss their concerns and impression(s) about the conflict. Unfortunately, this tends to be oriented more toward adversarial relationships than it does toward harmonious relationships within the Police Department and with the Borough.

Finding

The Department appears to utilize very few of the internal communications mechanisms available. Limited use of internal communications appears to have deteriorated the forums of up-and-down communications. The Department has a "Code of Conduct" that governs "all" police personnel. Complaints involving Police Department members (B-Team) have not followed these policies by going outside the Department Chain of Command to the "other side" and telling Borough Officials their grievances.

The Department does not subscribe to journals and publications such as, but not limited to, Americans for Effective Law Enforcement, The Effective Executive, Labor Contract Law Bulletin, and The Chief's Bulletin, etc.

Recommendation

1. Immediately initiate use of the above internal communication mechanisms.
2. All Police members should follow the Police Policies, Police Department Chain-of-Command. Dissatisfaction regarding unsatisfactory handling of matters within their work situation should be addressed through the grievance procedures.
3. Borough Officials (other than the Mayor) and staff that are being approached by Police Officers regarding police matters/working conditions/complaints, should direct the Police Officer(s) back to their Chain-of-Command, then advise the Borough Manager who should advise the

Chief of Police about the incident. This is not to include normal conversation involving non-police matters and their right to Free Speech.

4. Research develop and establish an Awards and Commendations policy.
5. Purchase relevant publications and make them available and required reading for the supervisors and officers of the Department.

C. SUPERVISION

First-line supervisors are critical links in the direction process. Being closest to those who actually administer most police services and who are directly responsible for their performance, it is the first-line supervisors who must ensure on a day-to-day basis that objectives are being met and that policies and procedures are being carried out as intended. To do so, supervisors must be thoroughly conversant with Departmental objectives, policies and procedures that pertain to their areas of supervision and with the jobs to be performed by those supervised. They must monitor and evaluate the performance of personnel and must correct and teach when personnel do not perform as required. The most influential supervisor in a police agency is the patrol supervisor, usually a field sergeant. The patrol supervisor normally has more personnel to manage than other supervisors. He or she controls effectively, or ineffectively, the actions of those police employees who are most often and most directly involved in the delivery of police services.

To produce supervisors who can direct effectively, a Police Department must take a series of deliberate actions. It must administer promotional examinations and employ selection procedures that validly and accurately measure supervisory skills and potential. The procedures include the following: provide extensive training to those appointed to supervisory positions; make clear that supervisors are part of the management structure and will be held accountable for exercising the authority granted to them; use formal, structured, evaluation methods to measure and assess supervisory performance; give supervisors the tools they need to systematically diagnose and evaluate the performance and needs of their subordinates; correct inadequate performance (this should be accomplished, also, through a formal, structured system of performance evaluation); and supervisors must be provided time to evaluate subordinates and correct deficiencies through training. When supervisors must spend most or all of a shift on emergencies, other duties, effective direction, evaluation and training cannot occur. For supervisors to train effectively, officers must have sufficient free time to be trained.

Current Conditions in Jenkintown Borough Police Department

There are three (3) supervisory positions in the Department. One Lieutenant and two (2) Sergeants. One of the Sergeants has been off duty due to a medical procedure. During times when a Shift Supervisor (Lieutenant or Sergeant) is not working, a senior officer will assume supervision of the platoon in the capacity of Officer-in-Charge. The OIC receives Sergeant salary when working in the capacity of OIC.

The Lieutenant receives Sergeant salary, but was assigned/appointed Lieutenant several years ago. However, this position is not mentioned within the Jenkintown Borough Civil Service Rules and Regulations. Section 503. Examination for Sergeant, Captain, and Chief of Police. In addition to other duties, some "management" related, the Lieutenant supervises one of four (4) Platoons along with the

Sergeants. He is also a K-9 officer. Financial paperwork that is transferred to the Borough bears his signature rather than the Chief's. This alone with additional duties raise a question of whether he is a management or labor employee. If he is considered management, he should not be a member of the Police Benevolent Association. There have been Pennsylvania Labor Relations Board, Unit Clarification Hearing decisions on similar situations. The Lieutenant does have a Job Description that will be discussed in a later portion of this report.

Finding

Supervision within the entire Department is one symptom of gerrymandering of the Department's supervisory process. This is due to the Department's small size and twelve (12) hour shifts, four (4) platoon schedules. This practice does not allow staffing through professionally accepted methods. Officers are scheduled to the four – 4 platoons, twelve (12 hours) each, with three (3) officers optimally, but a minimum of two (2) including the Supervisor/OIC. Other methods (8 hour shift) involve staffing to meet workload, that allows scheduling more officers during busy times and requires fewer supervisors. Further, all the deliberate actions prescribed by professional standards for twelve (12) hour shifts are more applicable to medium and larger agencies. Jenkintown would be considered a small agency.

The Officer-In-Charge compensation for the 2019 Budget Line Item 01-410-081 2019 was reviewed. The budgeted amount was \$ 5,000.00. The Actual expenditure was \$13,389.48 or \$8,389.48 (167.79%) greater than the budgeted amount. An OIC is compensated for service out-of-rank - Sergeants pay when acting in a supervisory position. The additional cost is approximately \$2.92 per hr. Therefore, the OIC acting out-of-rank in a sergeant capacity was 4,585.44 hours during 2019 (\$13,389.48 divide by \$2.92/hr = 4,585.44 hours). That breaks down to 2.20 additional out-of-service positions during 2019; That further amounts to 88.18 weeks (4585.44 divide by 52 = 88.18) or 7.35 (12) hour shifts per week (88.18 hrs/wk divide by 12 hr shift = 7.35).

Recommendations:

1. Become familiar with and practice the "Principles of Quality Leadership":
 - Believe in, foster and support TEAMWORK.
 - Be committed to the PROBLEM-SOLVING process; use it and let DATA, not emotions, drive decisions.
 - Seek employees' INPUT before making key decisions.
 - Believe that the best way to improve the quality of work or service is to ASK and LISTEN to employees who are doing the work.
 - Strive to develop mutual RESPECT and TRUST among employees.
 - Have a CUSTOMER orientation with focus toward employees and citizens.
 - Manage on the BEHAVIOR of 95 percent of employees and not on the 5 percent who cause problems. Deal with the 5 percent.
 - Improve SYSTEMS and examine PROCESSES before placing blame on people.
 - Avoid "top-down" POWER ORIENTED decision making when possible.
 - Encourage CREATIVITY through RISK TAKING, and be TOLERANT of honest MISTAKES.

2. Prior to future promotions, evaluate the current "Span of Control". The Department Command Supervisory Personnel account for 35.71% of the Department's total manpower.
3. Purchase relevant publications and make them available and required reading for the supervisors and officers of the Department.

D. MANAGEMENT CONTROLS

Results are not achieved only by issuing orders, or by directing an objective to be achieved, a plan implemented, or a task undertaken. To achieve a desired end, management must do more than direct. It must control. Control is the process of ensuring that policies, procedures and operations correspond to the intent and directives of management. Control is part of a larger four-step process. Determining what results or objectives are to be achieved and selecting policies, procedures, and operations to achieve them is the first step. Issuing directions designed to produce the desired results is the second step. Monitoring the operations to identify undesirable deviations is the third step. If operations are proceeding as planned and monitoring does not disclose deviations, there is no need for action. If the monitoring discloses deviations or side effects, then action must be taken. Correcting the deviation, or undertaking some other course of action designed to promote success, is the fourth step. These last two steps are the elements of control. Line inspections, staff inspections and internal affairs reviews are three (3) forms of management controls that should be administered in every police department.

The inspections process is designed to observe, evaluate and record flaws in the application of sanctioned policies and procedures and in use of human and material resources to accomplish the Departmental mission. Line and staff are two types of inspections in the police service. Supervisors in the regular course of activities should perform line inspections. Though line inspections are commonly associated with patrol, line inspections should be conducted by supervisors at all levels in all units. The appearance of subordinates; the condition of equipment, the completeness of the orders manual and officer demeanor with the public, typify the focus of line inspections. Written line inspections in the instances of major or continuing problems should produce reports. When training or some other remedy is in order, it must be approved at executive levels.

Staff inspections are essentially "independent audits." Members of a special unit, in the name of the Chief of Police, should perform them. Staff inspections should focus on the degree to which established policies and procedures have been implemented properly, the degree to which orders are being carried out and upon the proper or improper use of personnel and material resources. Organizational units should be inspected bi-annually, at a minimum. Written reports of findings and recommendations should be prepared for the Chief of Police subsequent to every inspection. He should share reports with executive staff and the commanders of units that are to be inspected, except in cases of extreme sensitivity and where confidentiality is required. Unit supervisors should be required to value and comment on reports, especially when findings are negative and/or recommendations seem questionable. Timetables should be established for corrective actions in all situations where such actions are preferred.

There is a common feeling among police administrators that close proximity to subordinates reduces or eliminates the need for continuing the inspection process. This belief is especially prevalent in small agencies, but is without basis. Police administrators should hold all supervisors responsible for line inspections. The Chief of Police should also assign responsibility for staff inspections to a command individual who has a comprehensive understanding of the Department as well as the Department's policies and procedures. Members of a Department should view inspections as a normal and desirable administrative activity. They should be completely informed about reasons for inspections, the nature of inspection procedures to be used, and the consequences, which will follow when deficiencies are noted and reported. Covert inspections should be conducted only when a probability exists that very serious conditions detrimental to the best interests of a Department are present. Even then, covert inspections should be conducted only under the immediate direction of the Chief of Police. Although covert inspections usually unearth a greater number of defects than open inspections, they also engender serious morale problems when used routinely. Covert inspections should be resorted to only when it is absolutely necessary to protect the Department from grave public embarrassment. For the most part, open inspections, known and anticipated by the employees, will produce desired remedial results.

Current Conditions in the Jenkintown Borough Police Department

The Department does not have a formal, comprehensive, agency wide inspections program. The patrol officers do limited inspections (inspecting vehicles for damage and operating condition). The inspections program utilized for the most part is an informal one of dealing with issues as they may become apparent from time to time.

Finding

Formal Line and Staff inspections are nonexistent. Accordingly, the Department fails to comply with professional standards in this area. Absence of line and staff inspections is mainly attributable to the common and mistaken perception that small agencies do not require the formal, structured inspections program necessary in larger departments. Every agency, regardless of size, must have organized, systematically administered management controls.

Recommendations

To strengthen the inspections process, the Department should consider the following actions:

1. Formally establish a line and staff inspections program. Line inspections could be the responsibility of a Sergeant (not OIC).
2. Prepare a written directive to govern line and staff inspections. The directive should cover objectives, procedures, and criteria to identify those inspections. Inspections require a written report and follow-up procedures to ensure corrective action is taken with provisions for inspection of every organizational component at least every other year.
3. Arrange for all Sergeants to attend a workshop on the inspections function.

E. INTERNAL AFFAIRS

A Police Department cannot be successful for very long without public belief in its integrity. Integrity is demonstrated and protected through a strong, fair and responsive Internal Affairs process. This gives notice to both the community and members of the Department that an agency is willing to "police its own." It is Management's way of demonstrating that Officers and civilian employees will be held accountable for complying with sanctioned forms of behavior and punished for violating them.

A Police Department should have a central Internal Affairs Unit or Officer. The Unit or Officer reports directly to the Chief of Police, when practical. Principal functions of the Unit or Officer should be to receive, record, process, investigate and control complaints against employees. Adequate resources must be devoted to the Internal Affairs function. Internal Affairs must have a positive emphasis. Management should view Internal Affairs as a proactive tool to achieve positive results. Police Officers, normally skeptical about Internal Affairs procedures, usually respond in a highly professional manner to an affirmative process as long as the rules are clear, fair and applied consistently. Too often, the function is managed in a way that reduces morale and motivation and strains community relations. In many agencies it is mysterious and burdensome, appearing deliberately designed to discourage complaints. Citizens have also traditionally been suspicious of the Internal Affairs process. When an informed public believes that its Police Department will investigate all allegations of misconduct against its members honestly and fairly, it will be less likely to become prematurely indignant or seek redress elsewhere.

A Police Department should have a simple and efficient system for receiving and processing complaints. Once a complaint has been received, from either inside or outside the agency, it must be investigated thoroughly and impartially and in a timely manner. Anonymous complaints should be handled in the same manner as any other. Frivolous allegations should be screened out during the preliminary investigation. Minor complaints should be referred to an employee's supervisor. The Internal Affairs Unit should handle serious allegations. Internal Affairs should maintain staff control over all investigations, even when complaints have been referred. The Department must take positive steps to be sure that the public understands how the Internal Affairs process works. Citizens should be notified when complaints are being investigated and advised of the outcome. The investigative phase is the most critical part of the Internal Affairs process. Both the public and the employee must be satisfied that the investigation is thorough and fair. An Officer should be advised promptly when a complaint of misconduct is received, except in those cases where it would jeopardize the investigation. A Department must have a procedure for temporarily relieving employees from duty when charges dictate such action. This form of supervision is to be distinguished from one imposed as punishment following a final determination of misconduct. Neither Officers nor civilian employees have a constitutional right to counsel during an internal investigation, although Departmental policy or labor contracts often establish the privilege. Officers can be ordered to answer questions and submit to a polygraph test. When criminal prosecution is contemplated, Miranda guidelines apply. A search warrant or voluntary agreement is required to search an Officer's home or personal vehicle. Search of a locker or Department office requires neither.

When an internal investigation sustains an allegation of misconduct, formal charges should be filed. Filing officially notifies Officers that they are being charged with violations of Departmental rules, explains the nature of the charges and advises what procedural steps can be taken to answer them.

Police misconduct may constitute violation of both criminal law and Departmental policy. In most jurisdictions, criminal and administrative procedures are entirely separate and distinct. An acquittal on criminal charges does not prevent a Department from taking disciplinary action against an Officer based on the same conduct. The laws of most states, as well as federal due process standards, require that an Officer be allowed a hearing on disciplinary charges at some point before discipline becomes final. A court reviewing an appeal of a Department's disciplinary action will only examine a written record. Generally, a court will not consider new evidence. As a result, although adherence to strict rules of evidence is not required in an administrative hearing, a verbatim record should be kept with the hearing board clearly stating the evidence on which its decision is based. As with any important administrative decision, a Chief is well advised to consult with various levels of his staff before imposing penalties.

Internal Affairs policies and procedures and the functioning of the Internal Affairs Unit or Officer should be formalized in a written directive.

Current Conditions in the Jenkintown Borough Police Department

For the most part, responsibility for Internal Affairs is documented in the Accreditation Policies, Reference 1.8.1, 1.8.2, 2.3.1 Disciplinary Procedures/Internal Affairs. There is a "perception" by several Officers (B-Team) that they are being harassed by the Lieutenant, and that the Chief is a "nice guy" but has delegated his authority to the Lieutenant. The result was to disregard the Policy by going around the Police Department to the Civilian side of Borough government. It appears that much, if not all, of the conflict and or corrective/disciplinary actions have not been reduced to writing and an official record does not exist.

The Chief indicated that the Department has not experienced an outside citizen complaint regarding the conduct of any Jenkintown Police Officer in a long time. Subsequently, there have been no formal Internal Affairs Investigations.

Finding

The Department has written policy on the Internal Affairs Process and is in compliance with professional personnel management practices "Policy Wise". The Policy clearly indicates the manner in which conflict/harassment should be, but is not being followed. Anxiety is also being inflamed partly through the use of e-mail versus person to person communication. This type of communication is much like social-media where there is limited face-to-face communication that often leads to misunderstandings. One-on-one communication tends to provide less opportunities for misunderstanding communications and can be less antagonistic. During the Interview process, an Internal Investigation related to a Social Media posting was discussed. The individual officer related that he has yet to be advised of the outcome of the Internal Investigation. It was discovered that an "actual" Internal Investigation was never initiated. This is but one significant miscommunication that has occurred. The Officer in question misunderstood and felt the matter was not in compliance with General Order # 52.1 Disciplinary Procedures/Internal Affairs, Section D.

Notifications, 3, that states in part "At the conclusion of the investigation, the employee shall receive notification of the findings as soon as practical". In Addition, Section E. Investigative Procedures, # 8

states that "All internal investigations shall be concluded within 90 days from the date the complaint is received. The Chief of Police or his delegate may extend this time limit for extenuating circumstances. The investigating officer(s) shall provide a status report to the Chief of Police or his designee at least every seven (7) days.

Special Order # 14-004 is the Job Description listing the General Duties of the Police Lieutenant. One duty is to "Maintain harmonious relationships with all Police Department units and personnel, allied agencies and the general public". Another Duty is to "Submit to the Chief of Police, in prescribed form and detail, such reports as may be required to accurately reflect the problems, services and activities of the various squads and or units within the Department".

More on Job Descriptions will follow later in this report.

Recommendations

To strengthen the Internal Affairs function, the Department should consider the following action:

1. The Chief should resolve this issue by immediately inserting himself into this conflict among some Department members and the Lieutenant. Perceived or valid workplace issues related to the "B-Team" ((fewer officers perceived to not be in concert, opinions and treatment as officers in the A team) should be handled by the Chief until such time as the atmosphere/morale of the Department shows improvement. Any and all Discipline must result in documentation to the Officer(s) involved with a copy to their personnel file.
2. Affix responsibility for the Internal Affairs function in the job description of the Chief of Police to conduct such investigation(s). Provide adequate training for Internal Affairs Investigations.
3. Publish a summary of the number, type and disposition of complaints against officers in the Departments' annual report. There should be no mention of specific Officer names, but only generic information so as to not divulge personnel information.
- 4 With regard to Section G Loudermill Hearing, # 4, review the Feature Article "In the Line of Fire", Evaluating the supervision of municipal police departments, by Christopher P. Gerber, Esq. This article appeared in the Borough News, May 2016 edition – www.boroughs.org.

E. PLANNING

Planning is the process of developing and selecting the best possible course of action to meet a police need or achieve a police objective. It is a basis for rational, effective police decision-making, management and operations. Without planning, the objectives of police agencies will not be achieved effectively. Lack of formal planning, particularly long-range planning, is one of the most critical deficiencies in police management today. Many Police Chiefs attempt to manage their Departments without adequate planning.

A Police Department should have a full-time planning unit. Small agencies should have at least a part-time planning officer. Planning units and officers should have Department-wide staff supervision over all planning activities. They should:

- Evaluate and recommend improvements to existing programs, systems, procedures and methods.
- Prepare crime projections and complete allocation studies.
- Conduct long-range planning and research to design new systems and develop new policies, procedures and methods.
- Work with Borough management to plan and coordinate long-range fiscal needs.
- Conduct demographic studies and research to match future police service in developing community requirements.
- Develop plans for responding to natural or technological disasters and civil disorders.
- The Unit should also subject each existing procedure and operation to a test of efficiency. This is accomplished by applying the following questions:
 1. What is accomplished by the procedure or operation?
 2. Would the Department's overall operation be materially impaired if the process or procedure were eliminated entirely?
 3. Can some other person or unit accomplish the process or procedure more efficiently or effectively?
 4. Has another agency found a better way of performing this process or operation?
 5. If the procedure or operation is continued unmodified, is the result worth the cost?

Systematic analysis of existing procedures is a valuable technique for maintaining Departmental efficiency and effectiveness. The investment of time in the procedure usually produces substantial savings in police manpower and money and results in better service to the public.

Variation in the foregoing list of responsibilities, additions or deletions will be dictated by local conditions.

Persons who collectively combine all of the knowledge and skills required to effectively conduct the contemporary police planning function should staff a planning unit. Police science; principles of organization and management; principles and techniques of planning; research methods; information collection, handling, and processing; long-range planning; budgeting; performance measurement; governmental operations and law enforcement technology. A staff must maintain up-to-date knowledge of emerging Criminal Justice research and development of current and emerging issues and problems. A planning officer must have many of these skills and the resources to acquire the remainder when necessary.

A unit may be composed of either civilian or sworn personnel. A blend usually works well. The director of a planning unit may be either sworn or civilian. He or she must, however, be a skilled manager and be knowledgeable in at least several of the disciplines mentioned above. A planning unit should report directly to the Police Chief.

Planning and research units should produce completed staff work. Completed staff work involves study of a problem, examination and presentation of alternative solutions and presentation of the best solution in such form that the Chief of Police only need review and approve or disapprove the proposed plan of action. The principal idea of the concept is to avoid presenting an incomplete plan, which would unnecessarily consume the valuable time of the Chief and the command staff. The responsibilities of a Planning Unit should be formalized in a written directive.

Current Conditions in the Jenkintown Borough Police Department

According to the JBPD Organizational Chart, Addendum 1, the Chief of Police is in charge of the Planning Function. The Chart lists two (2) areas of planning – Police Budget and Emergency Management. Other than that, there is little formal planning being conducted. Informally, planning occurs on an ad hoc basis. There is no written policy.

Finding

None.

Recommendations

To strengthen the planning function, the Department should consider the following actions:

1. Expand the responsibility for the planning function in the job description of the Chief of Police.
2. Develop written directives on the planning and research function.
3. Prepare an agenda or inventory of planning and research needs. Special care must be taken to ensure that long-range needs are given due consideration. This could be a topic of discussion for Staff Meetings.
4. Prioritize items on the agenda. This should be a joint effort of the Chief, Supervisors and Officers.
5. Formally adopt the inventory and the priorities on the work plan for the planning function.

IV: PERSONNEL AND TRAINING

The quality of the service provided by a Police Department depends directly upon the quality of the personnel employed. The current quality and level of service provided by the Jenkintown Borough Police Department rests largely with the competence and capabilities of the personnel presently employed. Future achievements and effectiveness will depend on the competence and capabilities of the men and women now being hired, those remaining in the Department and those hired in the future.

The Personnel Administrator for a police agency has complex and demanding functional responsibilities. Personnel administrators must be sensitive to validity issues in selection and promotion, affirmative action requirements, collective bargaining procedures and potential challenges to the Borough's selection, promotion or retirement systems. These concerns cause many Personnel

Administrators to approach their work defensively and in so doing, lose sight of the overall goal of molding a quality workforce well suited to careers in police service.

To guarantee that the workforce is of the highest professional quality, an agency must have a comprehensive personnel program. It must maximize the effectiveness of its recruiting selection, promotional and performance evaluation practices. Of utmost importance, it must be competitive in the labor market. Once quality personnel are employed, their abilities must be developed to their maximum potential through career-long education and training.

Finding

The Department has not developed or instituted a strong personnel program and is not in compliance with established professional standards.

Recommendations:

To strengthen the organization of the personnel function, the Department should consider the following actions:

1. Prepare a written directive (in addition to Civil Service) that clarifies and documents the responsibilities, authority and pertinent personnel practices assigned to the Department and the Chief of Police.

A. PROMOTION

Leadership qualities, intelligence, mastery of law enforcement procedures and supervisory or management skills are requisites for promotion to positions of higher responsibility. It is especially important that these characteristics be present in those promoted to the rank of Sergeant since they form the group from which future command officers and administrators will be selected.

All aspects of the promotion process must be based on a detailed analysis of positions into which personnel will be promoted. To observe this principle, written job analyses must exist. Written notices that describe qualifications testing procedures to be employed and other essential data needed by potential applicants should be posted prominently, well in advance of the closing date for applications.

Three (3) years in grade as a Police Officer should be required for promotion to Sergeant and at least one (1) year in grade should be required for promotion to ranks above Sergeant. Recommended times in grade are considered a good compromise between limiting promotional opportunities to personnel with sufficient experience for advancement and creating a broad competitive base.

Testing should include a written examination, an oral examination and a medical examination for those who pass the written and oral examination. Performance evaluation also should be used to determine eligibility. Study materials should either be identified for applicants or be provided to them. The promotional process, in its entirety and in each of its elements, must meet requirements of validity and utility and minimize adverse impact. If assessment centers are used to examine candidates for promotion, a team of assessors should be used, a battery of assessment techniques should be employed,

and the appraisals of assessors should be pooled to form recommendations on and to rank candidates. Candidates should be ranked on eligibility lists in order of total scores of the various elements of the testing process.

The "rule of three" should be followed. A Chief of Police should be able to recommend (to the Board of Supervisors, Council members, or Commissioners) individuals for promotion from among the first three (3) qualified or presented to an examining board. This gives a Chief some latitude in the actual promotion of successful candidates. It is unfair to hold the Chief responsible for the performance of the Agency, while at the same time withholding from the Chief some discretionary power in the appointment of supervisory and command personnel from among qualified applicants. The "rule of three" recognizes imperfections inherent in any examination process and provides the Chief an opportunity to exercise professional judgment in selecting staff. At the same time, however, the rule limits the Chief's discretion to acceptable bounds. To exploit the value of "rule of three", the Chief of Police should have or be able to obtain knowledge about the capabilities of individuals, the demands of the position to be filled, and the personal attributes necessary for successful performance on the job. The performance of new Supervisors, normally new Sergeants, should be evaluated every three (3) months during a one-year probationary period. Findings should be discussed with them. Their supervisors should counsel probationers and corrective measures taken to assist those who fall short of expectations. The Chief of Police should give the probationer permanent status only after successful completion of the probationary period and after certification. Those probationers who cannot adjust to the responsibilities of higher rank should be returned to their previous grade, without prejudice.

Mitchell P. Weinzel, Chief of Police, Buffalo, Minnesota, Police Department discussed the concept of succession planning in the Police Chief Magazine, November, 2012, page 46. Succession planning is a process through which many organizations – public and private – prepare for the eventual departure of key leaders. Through this process, organizations engage in a variety of strategies to identify individuals who might eventually assume a primary leadership role, generally taking steps along the way to prepare these individuals for transition. This can be important from a strategic perspective because "during a leadership change, a succession plan maintains the continuity of the agency's mission and reduces uncertainty."

Organizational leadership involves identification of potential talent within the organization. Training should be provided to those individuals identified. Individuals who show promise should be "mentored." Staff should be empowered to make key decisions within an agency.

Current Conditions in the Jenkintown Borough Police Department

The Department does not have a specific written policy and procedure on the promotional process. However, the Borough's Civil Service Commission Section 503 details Examinations for Sergeant, Captain, and Chief of Police. Although Job Descriptions exist, only the Lieutenant's is by Special Order. Others are not contained with any Policy observed on the Computer Programs. Many members were unaware whether or not a Job Description for their position was in existence. The current Job Descriptions do not include Education, Experience, Specific Tasks, or the "Essential Functions of the Position."

Finding

The Department is not in compliance with recommended standards in this area of professional personnel management as it relates to promotional procedures and job descriptions. It should be noted that the previous situation/conflict involving a Police Officer passing the Sergeants' promotion examination that experienced a medical matter, would have been less controversial IF the job description would have included the "Essential Functions of the Position". These functions would have established medical qualifications prior to questionable qualifications after the issue presented itself. Everyone including a medical practitioner would have an established standard to go by.

Recommendations:

1. Adopt and practice succession planning as discussed above.
2. Prepare a written Policy on the Promotional Process for inclusion in the Policy Manual.
3. Prepare and publish by Special Order, Job Description's that will meet the needs of the Department, including the Essential Functions of the Position and include them in the Policy Manual.

B. PERFORMANCE EVALUATION

Performance evaluation is the measurement and analysis of on-the-job performance of police employees. It focuses on the manner and effectiveness by which prescribed duties are carried out. Performance evaluation serves valuable purposes to administrators, supervisors and employees. Performance evaluations provide information to enable officers to maintain acceptable performance and improve unacceptable performance; reveal training needs individual and collective; provide the basis for decisions including assignment, promotion, discipline and termination; and provide a medium for supervisor-subordinate discussion and counseling. Performance evaluations promote job satisfaction for officers who are performing well and provide incentive to improve for those who are not performing well.

Every police agency should have a formal performance evaluation system. Each officer in the agency should be evaluated, at least annually, preferably semi-annually. Probationary employees should be evaluated at least bi-monthly, preferably monthly. The entire evaluation process must meet standards of validity. The evaluation period must be specified on evaluation instruments or otherwise recorded.

Evaluations are to be done by the immediate supervisor of the employee being rated (patrolman and detective by sergeants/lieutenant, sergeants/lieutenant, by chief, chief by mayor) and reviewed by the supervisor or the rater/raters. The work of all raters should be evaluated for quality and consistency.

Employees must have the opportunity to review evaluations and should be required to sign evaluations to validate that they have been read. A signature should neither state nor imply agreement or disagreement with an evaluation. Raters and employees should discuss the contents of evaluations, even positive evaluations. Unsatisfactory ratings must be explained both orally and in writing. Employees should have the right to contest ratings and seek formal review. A copy of each evaluation should be provided to the employee. The operation of the performance evaluation system should be evaluated annually.

Current Conditions in the Jenkintown Borough Police Department

The Department does not utilize a Performance Evaluation System for the Civilian Clerk, Police Officers, and does not evaluate "Command or Supervisory" responsibilities specifically placed in the

Chief or Supervisory positions. During interviews, a supervisor mentioned that they do not use Performance Evaluations because while attending a training session hosted by Van-Meter Group, the instructor suggested NOT using them. Perhaps the discussion involved the issue of Supervisors not completing them fairly – Nice Guy Syndrome whereby everyone is rated Satisfactory or better. Then when an employee is disciplined for "Unsatisfactory Performance" the employee uses their Satisfactory Performance evaluation for his successful defense. Clearly, Performance Evaluations must be completed fairly.

Each employee of the Department has a Personnel File that contains information regarding their entire history/record. The Personnel Files are maintained by the Chief of Police and under his control in his office. All records pertaining to each employee are in one folder making a search of a particular record – ie: training, discipline, etc., difficult to find as the entire folder would have to be examined.

Jenkintown Police Department does not have the mechanisms in place to properly evaluate performance. Other than documentation on Traffic Citations issued by Officers, little else regarding performance is currently available. The Department does not use an Officer's Daily Report to track work and assignments completed during a work shift. The number of traffic stops, verbal warnings, written warnings, traffic accident investigations, Incident/Offense/Supplemental reports, parking tickets, faulty equipment cards, vacation home checks, business checks, parking tickets, foot patrol, school patrol, mileage traveled, etc. are not documented.

Further, the Department is without a Policy on Report Writing that details the specific information required on a report. A "Report Correction Form or Computer tracking system to document reports that are returned requiring correction(s). There has been little, if any training on report writing on the Montgomery County Management Information System according to interviews.

Without these types of Management Controls, A violation of General Order #26.1, "Code of Conduct", #28 Incompetence (that would be better named Unsatisfactory Performance), if challenged, will in all probability, never be upheld, without the aforementioned documentation.

Finding

The Department's non-use of the performance evaluation system and the aforementioned policies and practices is not in compliance with recommended standards in this area of professional personnel management.

Recommendations

With respect to performance evaluation, the Department should consider developing specific, identifiable criteria to quantify and identify acceptable and unacceptable performance and then take the following actions:

1. Research, develop and utilize a probationary sworn officer, permanent officer, supervisor and command performance and civilian police employees evaluation system.
2. Research, develop and institute a Daily Report for all JBPD employees, sworn and civilian alike.
3. Research, develop and institute a Special Order on Report Writing to include Incident/Offense/Supplemental and other reports required within the MCRMS.
4. Research, develop and institute a Special Order on a Report Correction Form or Computer Tracking Correction Mechanism to document reports that are returned for correction.
5. Consider renaming General Order #26.1, "Code of Conduct", #28 Incompetence to Unsatisfactory Performance. An Employee could commit Unsatisfactory Performance and not be Incompetent.
6. Personnel Files should be separated into various sections/files titled General Information, Background Investigation, Training, Commendations and Corrective Action or Discipline. Medical Information must be maintained in a "separate", individual file of it's own.

C. EDUCATION AND TRAINING

It is the unanimous opinion of professional police administrators, civic officials and informed laymen that improvements in the police service will parallel advancements in the level and quality of the education and training of the police officer. Education tends to "round" a police officer, to provide broader understanding of the social problems with which he or she comes in contact, and to judge alternative resolutions to a problem or situation more insightfully. It enables officers to cope more effectively with citizens and makes them more receptive to social and organizational change, and new ideas and concepts. Training improves the ability of police officers to make correct decisions and take appropriate action at the right time. It prepares officers to act decisively and correctly, makes them more productive, and instills a personal sense of competence and worth. The trained police officer can

function better if well educated. An educated person cannot function effectively as a police officer until well trained. Obviously, both education and training are needed for contemporary police work. While a Department should approach education and training positively and emphasize their contributions to police service, it is no longer possible to ignore the value of strong programs of education and particularly, training as essential defenses in "failure to train" liability situations.

For decades it has been recommended that a police agency should establish college education, preferably a degree as a minimum entrance requirement for employment. The national educational level of police officers has increased to 13.5 years as noted in a recently published report. Working officers without degrees should be required to earn them. An agency should strive to have a uniformed force composed entirely of officers with degrees. To encourage basic and continuing education, an agency should have an incentive pay program that awards pay increments for credits earned toward and beyond the minimum college requirement. A small percent increment is commonly recommended for each 30 credits needed for a degree.

Earning full credit would result in a larger percent incentive pay. Agencies must also support educational efforts by reimbursing tuition payments, granting educational leaves and providing shift preferences whenever possible so that officers can attend classes.

A police agency should provide six (6) types of training: basic, field, specialized, advanced, refresher, and remedial.

- Basic Recruit Training: Recruit training prepares new officers to function as policemen and policewomen. Its purpose is to develop fundamental operational skills, to impact a Department's philosophy, and to familiarize recruits with Departmental policies and procedures. Recruit training is the most intensive training an officer receives and in many ways the most important. It helps form attitudes, philosophies and habits that influence officers throughout their careers. Every sworn member of a Department must go through recruit training. Recruit training is classroom based, though it should also include field exercises.

The Municipal Police Officers' Education and Training Act requires that officers receive a minimum of 520 hours of basic instruction. Instruction must include the vehicles code, the crimes code, rules of criminal procedure, legal issues, investigative techniques, interviews, interrogation, surveillance, firearms, first-aid, collection and preservation of evidence, and a variety of other topics important to the recruit.

- Field training: Field training is an extension or continuation of recruit training. Assigning a recruit to work in the field with an experienced patrol officer or number of patrol officers is the central feature of field training. It is on-the-job training in the truest sense. Field training must be designed to enable recruits to apply and practice in the field what is taught in the classroom.

Field training officers must be selected very carefully since the success of field training depends, ultimately, upon the ability of these officers to instruct and guide. The following factors should govern selection:

- a. Desire to serve: Only enthusiastic volunteers should be considered. Half-hearted instruction is inadequate.
- b. Ability: The training officer should be able to properly demonstrate approved techniques for conducting both routine and non-routine duties. The training officer must have mastered all tasks of the uniformed patrol officer.
- c. Attitude: A field training officer must have a positive attitude toward top management, command and supervisory officers, and the policies of the organization. The attitude conveyed to the recruit must consistently be one of a professional police officer dedicated to public service. The recruit will look to the training officer for interpretation of policy, will begin to internalize attitudes toward the public, and will learn intangibles of police service which can never be completely transmitted in the classroom. Therefore, the examples shown to the recruit must be exceptional.

Neither age nor seniority should be given any great weight in the selection of a field-training officer, since ability and attitude are not related to age.

Field training officers should be instructed on how to conduct field training. They should have field-training guides and lesson plans. The guides should state training objectives and describe preferred training methods. Lesson plans should familiarize field-training officers with what recruits are to have learned during recruit training. The field training itself should cover a majority of the situations the trainee will encounter when he or she performs independently.

It is essential to formally evaluate the performance of recruits. Weekly evaluations are counseling sessions to discuss evaluations and to permit recruits to ask questions. Sessions should be private and confidential. At the end of the training period, field-training officers should recommend retention, termination, or retention with additional training and/or monitoring. All recommendations must be justified and documented. A recruit whose termination is recommended should be entitled to basic due process protections. Field training should last at least three (3) months.

- Specialized Training: Specialized training prepares those who serve on special assignments or conduct special activities, either managerial or technical, to function more effectively. It is designed to develop skills, abilities and attitudes in areas not dealt with during recruit and field training. Executive development, supervision, crime analysis, data processing, juvenile investigations and records management exemplify this class of training. Training to provide new skills and information to those in patrol, investigations, or other basic Departmental assignments also qualifies as specialized training.

Whenever possible, every sworn and non-sworn individual who functions in a specialized job should be trained for that job prior to assignment. This is especially essential for new patrol and other supervisors who command large groups of personnel. To ensure that all who require specialized training receive it, a police agency must maintain an inventory of jobs requiring specialized training, the amount and kind of training required, and determine whether incumbents of the jobs have the requisite training.

- Advanced Training: Advanced training is a form of specialized training. The term is reserved, however, for training designed to impart the skills, knowledge and attitudes required for the highest executive and leadership positions in an agency. Advanced training is mainly available from outside providers. The FBI National Academy, Southern Police Institute, Northwestern University Traffic Institute, and the International Association of Chiefs of Police are the best-known providers of advanced training. A Department should ensure that all personnel serving in leadership and executive capacities, or being groomed for leadership, receive advanced training.
- Refresher Training: Refresher training is designed to reinforce, update and review, aspects of the basic training curriculum. Duration can vary from a few minutes during roll call to a week or more in a classroom or academy setting. A Department should use the roll call constantly to provide refresher training. Patrol officers should have a 40-hour refresher session every year. Curriculum should be geared to areas of critical significance and to problem areas. Arrest procedures, officer safety, report writing and community relations are samples of refresher training. The MPOETC annual mandatory training meets this training area for the most part; however, Police Chiefs have continued to lobby for improvement in the selection of topic areas.

- Remedial Training: Remedial training is designed to correct specific deficiencies of individual officers. Deficiencies are normally discovered by supervisors during the course of work, by instructors during training sessions, through preparation of evaluations, or during testing.

A Department should insist on remedial training for all officers who exhibit continuing deficiency in important aspects of job performance.

To maximize the quality of training, a Department must ensure that all courses are taught by certified or otherwise qualified instructors. Instructors must be supervised and evaluated by a Department's training director and trainees. Trainees should be tested and evaluated frequently to ensure the course material is being absorbed effectively and at expected rates. Course design is critical. Every course must have performance objectives. Performance objectives specify what course participants are expected to learn and provide a basis for evaluating participant achievement, as well as the content of a course itself. There must be a lesson plan for each course, consisting of performance objectives, an outline of course content, required sequence of presentation, recommended instructional techniques, references, instructor and student work materials, and evaluation materials. Most courses should provide material geared to job tasks. This requires that job analysis precede course design. These criteria should be used to select courses provided by outside providers, as well as to guide development of courses.

Large Police Departments should have a full-time training unit. The unit should identify training needs of every member of the Department; ensure that training needs of every member of the Department are met expeditiously; plan, develop, present, and/or arrange for presentation of training courses; select instructors; schedule training courses and attendance of personnel; ensure that personnel attend courses; evaluate courses and instructors; and maintain training files. Small Departments should have a training coordinator.

Responsibilities; authority; functions and duties of training units; training goals; policies and procedures; and the training obligations of Department personnel should be covered in a written directive. The directive should also declare a Department's commitment to the highest level of education and training attainable.

Current conditions in the Jenkintown Borough Police Department

The Department educational requirement is silent for the position of Police Officer on the Job Description or in Policy. Although the Chief indicates a High School Diploma is required, it is unwritten along with requiring MPOETC certification. The national average educational requirement is 13.5 years across the police profession.

There are no written requirements on the Police Officer, Chief, and/or Sergeant's Job descriptions. There is no mention of Act 120 Municipal Police Officer certification, but they are required. All Officers attend the MPOETC mandatory In-Service Training and attempt to attend free training when available.

Finding

The Department's training program appears to be quite limited and not in conformance with professionally accepted standards. During 2015 a line item for Training allocated \$3,789, 00 and the

2019 line item was \$5,000.00 – approximately \$357.00 per officer. This year's line item for Training Budget line item was reduced from 1999 and is listed as \$4,000.00 or \$285.71 per officer.

The Montgomery Chiefs and Pennsylvania Chiefs of Police Associations offer training at reduced costs throughout any given year. Training on the MCRMS is necessary and may be able to be done in a cost-effective way in-house or with another municipality that is on the system.

Recommendations:

To strengthen the training function, the Department should consider the following actions:

1. Work to justify and increase the Training Line Item amount.
2. Utilize the full range of training areas as described above.
3. All Sergeants should attend First-Line Supervisory Training like Penn State's POSIT and POLEX multi-week programs. One (1) or two (2) day sessions are good, however limited in their ability to deal with the myriad of topics and issues necessary.

V: FACILITIES, VEHICLES AND EQUIPMENT

A. FACILITIES

Police Headquarters is located within the Borough Municipal building. The facility has a small Reception area, Civilian Clerk Office, Supervisors Office, Chief's Office. A hallway separates these offices to a Patrol Office with two (2) work station areas, Detectives Office, and a Locker/Break room, Two (2) Holding Cells, an Evidence Room, a storage area and Bathroom.

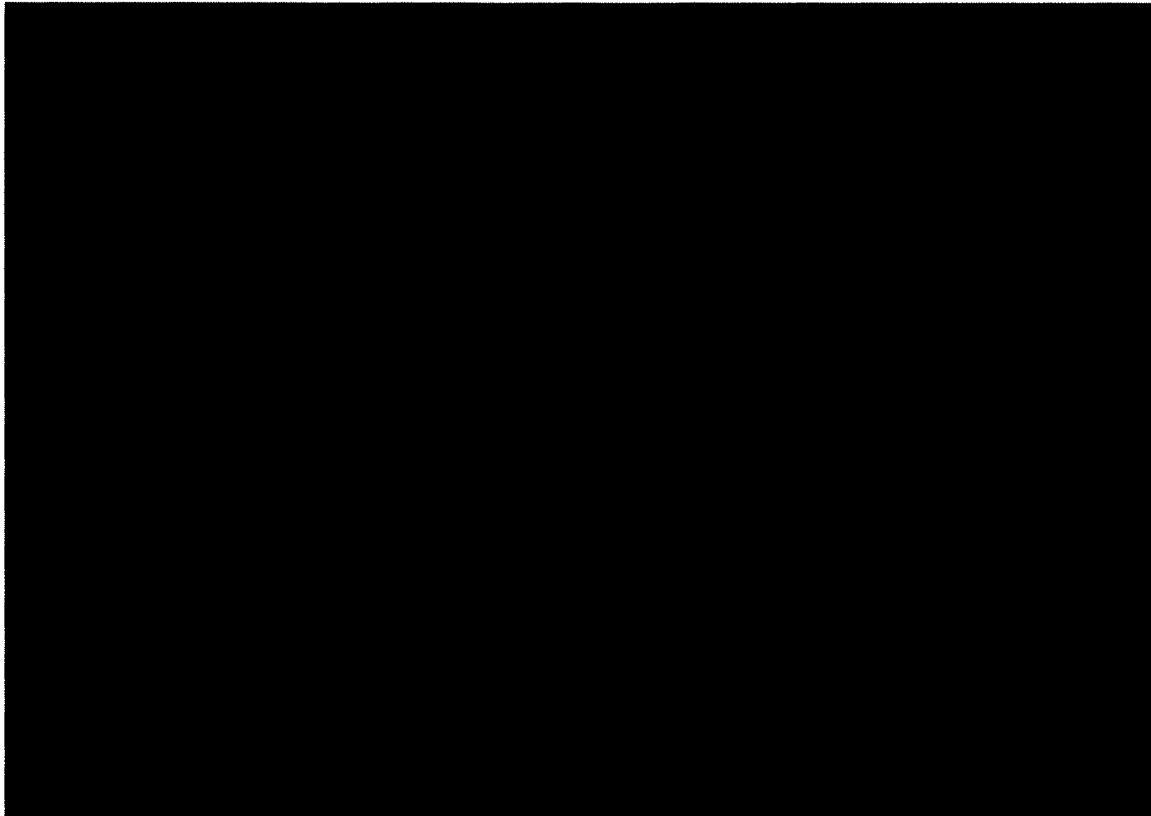
The two (2) Holding Cells (without cameras) are used when an actor is taken into custody and awaiting transport to the County Jail in Eaglesville. General Order 73.1 Holding Facilities, .6 Inspections, states "The holding facility supervisor and/or his designate shall conduct weekly documented inspections of the holding facility sufficient to ensure continued adherence to department operating policy and procedures". A check on said Inspections Log in the Cell area on February 18, 2020 revealed only three (3) signatures six (6) weeks into the year.

There is no "Mailbox" type provision to transmit correspondence to/from the Chief, Lieutenant, Sergeants, Officers, Civilians back and forth. The Chief mentioned that he would tape Letters of Commendation from citizens to the Officers locker door. This is not considered an acceptable manner to communicate.

The Facility is quite small, unkempt, poor floor tiles and ceiling tiles missing, etc. Generally speaking this area is in need of attention.

The Police Departments sketch of their Facility Layout follows:

CHART 5
JENKINTOWN POLICE FACILITY LAYOUT



**Jenkintown Police
Department**

700 Summit Ave
Jenkintown, Pa 19046

Recommendations:

To improve the facility, the Department should consider the following actions:

1. Consider replacing the two (2) "Cells" with a simple bench and cuffing rail/mechanism to detain prisoners awaiting transfer to County. This would provide additional space for other use as well as eliminate a liability that goes along with Holding Cells. There might be an additional benefit of insurance reduction as Cells are a significant liability for most municipalities that use them.

2. Repair flooring and ceiling tiles, paint entire building, clean entire building and maintain accordingly. Having a bright clean and presentable workplace will have a positive impact on the morale of the Agency.
3. Build or purchase a Mailbox configuration (3-5" wide x 9" high) each, combining seventeen together into one cabinet. Place a name tag on each pigeonhole/mailbox. Affix cabinet to a wall in the Patrol Room where everyone has access. A Special Order should introduce the process.
4. Purchase or build a "Suggestion Box" for employees to to access and make suggestions. A Special Order should introduce the process.
5. Update the sketch drawing of the posted Jenkintown Police Department according to better depict the facility layout.

B. VEHICLES

The Jenkintown Borough Police Department operates a fleet of seven (7) vehicles. The fleet is serviced by Commercial Vendors. The following information was current as of February, 2020.

**TABLE 6
VEHICLES INFORMATION
JENKINTOWN BOROUGH POLICE DEPARTMENT**

Equip #	Yr/Make	Description	Mileage	Mo Average	Condition
33H1	2015 Ford	Marked Explorer	85327	Unknown	Fair
33K1	2013 Ford	Marked Explorer	63990	Unknown	Good
3303	2017 Ford	Marked Explorer	52537	Unknown	Good
3304	2018 Ford	Marked Explorer	18873	Unknown	Excellent
3302	2018 Ford	Marked Explorer	34015	Unknown	Excellent
33K2	2011 Ford	Marked Crown Victoria	71332	Unknown	Good
UNK	2009 Ford	Unmarked Expedition	100470	Unknown	Out-Of-Service

Source: Jenkintown Police Department record

Note: Monthly and daily averages were unable to be calculated because the mileage information is unavailable.

Finding

The newest vehicle, a 2018 Ford Explorer was purchased during the 2019 Budget without any funds allotted for said purchase. The International Chiefs of Police - IACP recommends one vehicle for every

2.5 Patrol Officers. Jenkintown has three (3) Supervisors and nine (9) patrol officers assigned to the Patrol Division. In accordance with the IACP, there should be 4.8 or five (5) vehicles.

With one for use by the detective, the six (6) vehicles in the Fleet appear to be reasonable.

The 2009 Ford Expedition with 104,470 has not been operational for quite some time. It has been a maintenance expense that has resulted in a decision to take it out-of-service.

Two (2) of the patrol vehicles have been assigned one each to the K-9 Officers.

Recommendations:

1. Gather, analyze and maintain cost/mileage/repair, insurance, equipment, etc. statistics for the entire fleet on a daily, monthly and annual basis.
2. Using a cost effective approach, analyze the overall Department fleet needs with a goal of maintaining and replacing the vehicle fleet as needed and in accordance with the budget.
3. Prepare and utilize an inventory of equipment in and on the fleet vehicles.
4. Should a decision be made to reduce the K-9 Unit to one or eliminate the Unit entirely, the Fleet size should be reconsidered. It is the intention of the Department to have three (3) officers working at a time where three (3) vehicles and a spare or two would call for consideration of the reduction of one (1) or two (2) vehicles.
5. Sell the Unmarked Ford Expedition that has been out-of-service.

C. EQUIPMENT

There is so much equipment involved in police work that a complete review was not conducted. Inventories have not been taken in recent time.

Finding

The Department does not have an inventory of Borough owned property and/or equipment.

Recommendation

1. Conduct a systematic inventory, prepare and maintain a list of all Department equipment.
2. Conduct annual inspections to maintain an up-to-date inventory.
3. Prepare and maintain a "Uniform & Equipment" initial issue for all Officers. This process will better control, catalog, and inventory uniforms and equipment. The inventory should be maintained in the Officers' personnel file and used when an Officer returns the issue upon leaving employment of the Borough.

VI: COST ANALYSIS OF POLICE BUDGET EXPENDITURES

Currently, the Police Department operates under an independent police line item budget. However, there are additional police related costs that could be included within the line items. The information that follows examines Jenkintown Borough figures gleaned from the General Fund.

During the years 2015 through 2019, the police budget listed twenty-six (26) specific line items that were attributed to the Police Department. The line items included:

- 01-410-10 Chief Salary
- 01-410-20 Sergeants Salaries
- 01-410-29 Legal – Labor Council
- 01-410-30 Patrolmen
- 01-410-40 Crossing Guards
- 01-410-50 Parking Enforcement
- 01-410-60 Part-Time Patrolmen
- 01-410-70 Clerk
- 01-410-80 Overtime
- 01-410-81 OIC
- 01-410-82 School
- 01-410-100 Material/Supplies
- 01-410-120 Uniforms
- 01-410-121 Range Equipment/Supplies
- 01-410-122 General Expenses
- 01-410-123 Training
- 01-410-124 Equipment Repair/Maintenance
- 01-410.125 Police Equipment Purchase
- 01-410-126 Radio Expenses
- 01-429-127 Maintenance/Repair
- 01-410-128 Operating Expenses
- 01-410-130 New Police Car
- 01-410-140 Technology
- 01-410-181 Contract Option
- 01-410-182 Longevity
- 01-410-183 Accreditation

As of the end of 2019, the above Police Budget was over in the amount of \$98,360 or 5.71% compared with the Borough Budget Actual Expenditures of \$1,819,561. The thirteen (13) line items that were over budget are as follow:

1. Legal Labor Counsel
2. Officers
3. Parking Enforcement
4. Overtime
5. Event Overtime (**This line item is not in PD budget**)
6. OIC
7. MontCoSwat (**This line item is not in PD budget**)
8. Training

9. Police Equipment Purchase
10. Radio Expense
11. New Police Car
12. Contract Option

The 2020 Final Budget figure, General Fund 01- Line Items of \$60,000 for Overtime and \$5,000 for OIC appear questionable. The 2019 Overtime Budget actual expenditure was \$83,320 or \$20,300 above the line item amount and, the OIC line item expenditure was \$13,389.48 or \$8,389.48 more than the line item amount. Therefore, it is difficult to anticipate such a reduction is achievable as indicated in the 2020 budget line items.

Further, the Police budget has been and remains significantly greater than the current line items indicate. The Police Budget does not specifically allocate additional police costs that appear in the Borough budget, however are directly related to Police. Some, but not all of those costs are as follows:

• Liability Premium.....	\$ 6,327.00
• Property Premium for Location,,,,,,,,,,,,,,,,,,,,,	948.50
• Vehicle fleet insurance.....	5,788.00
• Health Insurance.....(Sworn Officers).....	<u>350,054.64</u>
TOTAL	\$363,118.14

The following Table "Actual" expenditure figures (minus the above \$363,118.14) from 2015 through 2019 are as follows:

TABLE 7
FISCAL INFORMATION
JENKINTOWN BOROUGH – POLICE DEPARTMENT
2015 – 2019

Year	General Fund	General Fund Inc-Dec & %	Police Department (year end projection)	Police Inc-Dec & %	Police % of General Fund
2015	\$4,277,903.41	N/A	\$1,479,019.00	N/A	34.57%
2016	\$3,804,703.91	-\$ 473,199.10 - 11.06%	\$1,555,137.00	+\$76,118.00 + 05.15%	40.87%
2017	\$3,836,353.72	+\$ 31,649.80 + .0083%	\$1,578,355.00	+\$23,218.00 + 01.49%	41.14%
2018	\$4,086,217.55	+\$969,863.80 + 25.88%	\$1,687,098.00	+\$108,743.20 + 06.89%	41.29%
2019	\$4,192,471.58	+\$106,254.00 + 02.60%	\$1,817,993.00	+\$130,895.00 + 07.76%	43.36%
TOTAL	\$20,197,649.00	+ \$ 85,431.90 = .02%	\$8,117,602.00	+ \$ 338,974 = 22.92%	40.19%

Source: Jenkintown Borough Finance Office

**TABLE 8
OVERTIME INFORMATION
JENKINTOWN BOROUGH POLICE DEPARTMENT
2015 – 2019**

Year	Overtime	Percent Increase/Decrease	Police Budget	Percent of Police Budget
2015	\$79,810.00	N/A	\$1,149,019	5.26%
2016	\$57,179.00	- \$ 22,631 (28.35)	\$1,555,137.00	3.68%
2017	\$115,285.00	+\$58,106 (101.62%)	\$1,578,355.00	7.30%
2018	\$96,962.00	- \$ 18,323.00 (15.89%)	\$1,687,098.00	5.75%
2019	\$86,349.00	- \$10,613 (10.95%)	\$1,819,561.00	4.75%
TOTAL	\$ 432,556	+\$6,539 (8.19%)	\$8,137,170	5.32%

Findings:

1. The General Fund Budget increased \$85,431.90 or 0.02% over the above period of time (2015 – 2019).
2. The Police Department's Budget increase was \$338,974 or 22.92%.
3. Police Costs during 2019 were at least an additional \$363,118.14 as indicated on page 57, paragraph three (3), plus the budget actual expenditure of 1,817,993 or \$2,181,111.10. The total annual expenditure (\$2,181,111.11) is 459,910.10 or 26.72% greater than the original Police Budget.
4. If these costs were added to the Police Budget for the entire five (5) years, the Police Actual Expenditures would be at least an additional \$1, 350,082.50 and the Borough General Fund Actual Expenditures would have decreased in the same amount.
5. Police Overtime costs are 5.33 % of the Police Department Budget.
6. The Police Department percentage of the General Fund Budget would be greater if the actual costs for police service were included in their line-item budget and not placed in the General Fund.
7. The Police Budget has been growing at a greater (22.92%) rate than the General Fund Budget increase of .02%. Again if the actual police costs were taken from the General Fund and placed in the Police Budget, ie: Health insurance, vehicles insurance, etc. as discussed earlier, the General Fund would have decreased and the Police Costs would have increased.
8. Several interviews reported that much/most of the overtime is a result of staffing shifts/platoons that are short of manpower. It was not possible to review the overtime reporting system at this time.

TABLE 9
POLICE COST DATA
JENKINTOWN POLICE DEPARTMENT
2019

Police Expenditures	\$1,819,561.00
Percent of Total Municipal Expenditures	43.40 %
Per Capita Cost for Police Service	\$410.74
Per Incident Cost for Police Service	\$7,911.13 to \$776.26
Per Man-Year Cost for Police Service	\$129,968.64
Per Hour Cost for Police Service	\$62.48
Cost for Police Leadership Component	\$519,874.56
Cost for Investigative Component	\$129,968.64

1. During 2019, the cost per resident using the 2010 census population 4,430 and budget expenditure of \$1,819,561.00 for police service is \$410.74.
2. During 2019, the cost per incident (using the 230 -2019 case reports in the Patrol Room File Cabinet) and the annual budget expenditure of \$1,819,561.00 is \$7,911.13. If the 2,344 incidents reported by JBPD (unverified) and the expenditure of \$1,819,561.00 the cost would be \$776.26
3. The man-year cost during 2019 is \$129,968.64. This figure is also determined by dividing the Police Budget (\$1,819,561.00) by the total 14 sworn Police Officers.
4. The Police Leadership Component Cost during 2019 is \$519,874.56. This figure is determined by multiplying the man-year cost times four (4) – Chief, Lieutenant and two (2) Sergeants.
5. The hourly cost can be calculated by dividing the total number of hours worked (2080 x 14 = 29,120) annually by all sworn members into the annual budget (\$1,819,561.00). Therefore, the hourly cost is \$62.48.
6. Recall that if/when “all police costs”, discussed on page 56 and 57 are included, the above figures would increase accordingly.

The costs associated with each individual element in the Police Department structure can be assessed more accurately by measuring each actual cost. However, for the purposes of this report and the information available, using the man-year cost is adequate.

The procedure just described is intended to result in an objective-based program budget that will support development of costs of service for each organizational section and for each function within the Police Department. This should increase the awareness of the Police Chief to program costs and his role in managing programs in the most cost-effective manner.

Recommendations:

1. Meet with Borough Administrators and the Chief of Police to consider and amend the line item budget for the Jenkintown Police Department. The amended budget should include all costs directly attributable to the operation of the Police Department.
2. The Jenkintown General Fund budget should be amended to exclude the changes in number 1.
3. The Chief of Police should be significantly involved in preparation, management and responsibility involved with managing the Police Department Budget.
4. Adopt a Zero-based budgeting format. As such each and every line item in the proposed budget should include specific detail and cost calculations describing the manner in which the budget figures are determined. For example, crossing guards would include the number of guards, their salary, hours anticipated etc.
5. The Borough should arrange for an annual, independent audit of the Police Department fiscal affairs. The Borough's audit staff or outside certified public accounting firm may be retained to conduct the audit. The Chief should be responsible for correcting any policy or procedural inadequacies discovered during the audit.
6. Conduct an audit of the 2019 overtime to determine the justification of all overtime and determine a factual basis of what specifically is creating the expenditure. If in fact the cause is shift/platoon coverage, the root cause is staffing 12 hour shifts, that would add to the justification of scheduling and distributing manpower to meet workload through a change to 8 hour shifts.
7. If warranted, provide the Chief with training in the budget process to properly ensure accountability and effective participation in budget development and control.
8. Conduct a survey among area municipalities in order to determine the average municipal police service percentage costs and how the Borough compares.

Insure that the comparison is "apples to apples" by considering the same line items discussed earlier in this section of the report. Also consider that a municipality can be so cost conscious to render itself ineffective, or it can be so cost unconscious that the effectiveness is not commensurate with costs expended.

Cops Time Balances

The Jenkintown Police Department Labor Agreement provides for several forms of time off in addition to "regular days off". A Record of this accumulated time is maintained by the Department. On January 1, 2020 that record was provided to the Borough as approved by the Lieutenant's signature. The figures are as follows:

TABLE 10
POLICE TIME BALANCES
JENKINTOWN POLICE DEPARTMENT
2019

HOLIDAY	KELLY	VACATION	SICK	COMP	TOTAL
124	104	178	1344	885	2635
124	604	180	624	2	1534
124	104	177	144	0	549
125	392	186	328	6	1037
146	237	224	304	0	911
148	242	186	384	0	960
128	284	140	144	518	1214
147	664	138	144	0	1093
124	112	102	144	6	488
136	370	102	144	3	755
128	104	93	144	2	471
148	416	138	144	0	846
148	208	138	144	0	638
1750	3841	1982	4136	1422	13131

Source: Jenkintown Police Department Cops Time Balances Report

Note: Time balances do not include the Chief of Police.

Findings:

1. The Report was submitted and approved under the Lieutenant's signature.
2. There is a total 13,131 hours of accrued time on the Police Department's record. That would require six point three (6.3) Police Officers for one year calculated with the assumption that an officer works 2,080 hours per year (13,131 divided by 2080 – 6.3).
3. Based upon the 2019 Police Officer salary rate of \$43.08 per hour x 13,131 hours the cost is ~~\$5,683.48~~. This is a tentative figure as the calculation does not consider younger officers or sergeants hourly rate, or longevity compensation. However, it does provide an idea of today's obligation.
4. The Labor Contract, Section IX Sick Leave Procedures sets a cap of 144 hours (12 – 12 hour days) but grandfathers those hired prior to 1986 being entitled to 240 hours (20 – 12 hour days). The procedure states that “ effective January 1, 2016, the Association shall provide the Borough, on a not less than calendar quarter basis, with a complete schedule of sick time usage

for the prior quarter and for year to date with all accumulated sick leave per individual officer also shown". It appears that this requirement is not been followed.

5. The Labor Contract, Section XVI caps Comp Time at sixty (60) hours as discussed in Recommendation # 4, on page 17.
6. Kelly Day accrued time of 3,841 hours would staff 321 twelve (12) hour shifts/platoons. This is another justification for eight (8) hour shifts as Kelly Days are not necessary with that schedule.

Recommendations:

1. Review the Labor Agreement Section IX Sick Leave Procedure, paragraph three (3) to determine the meaning of grandfathering the hours on record in 2010. Determine how many hours were on record at that time, plus an additional 60 hours in order to verify the record of time submitted on January 1, 2020.
2. Follow through on the requirement that the Association provides a complete schedule of sick time usage on a quarterly basis, as required in section IX Sick Leave Procedure, paragraph one.
3. Approval and submission of the Time Balance Report should be the responsibility of the Chief of Police and not the Lieutenant.

VII: GOVERNING BODY – POLICE DEPARTMENT RELATIONSHIP

The Mayor is the specific person/position on the Borough Government assigned with authority and responsibility to govern the Police Department. The Chief works with and reports to the Mayor as he fulfills his responsibilities. The Mayor attempts to keep the Manager and all elected officials informed of matters of mutual concern and/or interest.

Current conditions in the Jenkintown City Borough Police Department

There appears to be a strained relationship between the Governing Body and the Police Department. Communications have deteriorated, particularly over the past year due mostly to some officers going around the Police Department directly to Borough staff/governing officials with complaints of undesirable working conditions and related personnel issues among the discussions. Further, the costs of the K-9 program, overtime, compensatory time off and other budget issues have led to an atmosphere of doubt regarding reliability of information provided by the Police Department.

There is also controversy regarding the Borough's desire to create a new computerized system for "Time Keeping" for the entire Borough Government including Police. The Police Department wants no part of the time-keeping change. Further, this was a Collective Bargaining year. The Borough initially rejected the final offer, however recently agreed to a new contract with the Police Association.

Finding

None. The aforementioned information speaks for itself.

Recommendations:

To strengthen the Governing Body – Police Department relationship, the Borough should consider the following actions:

1. Review the Fair Labor Standards Act (FLSA) as it pertains to Time record-keeping.
2. The Mayor, Public Safety Committee/Council member(s), Manager and Chief of Police should conduct periodic meetings to ensure that all officials understand and meet their respective responsibilities regarding Police Service. This will also improve transparency and lead to improved clarity regarding rights and obligations of all persons involved in managing and operating the Jenkintown Police Department.
3. The Mayor should continue to work jointly with the Chief of Police to develop a plan to meet the future financial and operational challenges facing the Borough and Police Department.

VIII: SUMMARY OF RECOMMENDATIONS

I: Current Organization and Staffing

1. Maintain the Department in accordance with the above Principles of Organization..... Page 6
2. Review Jenkintown's "Agency Activity Report" to better collect and identify "Incident" workload being handled. Insure that the "Activity" being counted as "Incident workload is accurate and defined in policy. Research, document and apply the Jenkintown "Time Off" Factors as used in the IACP Manpower Formula. Thereafter, apply the IACP Formula to more accurately determine the staffing level..... Page 12
3. Give due consideration to "Officer Safety" when determining staffing level and and potential reduction is staffing level, if possible, should consider doing so through/by "attrition"..... Page 12
4. Consider an (8) hour Schedule. Twelve (12) hour schedules are more cost effective for "medium and large" police organizations. An eight (8) hour schedule would eliminate "Kelly Days", reduce shift coverage overtime, reduce the need for promoting additional Sergeant(s) and reduce the overtime costs for OIC coverage. Work with the PBA to effectuate this change.....Page 12

The Collective Bargaining Agreement, IV., WORK SCHEDULE, states "All scheduling to accommodate twenty-four (24) hour coverage by Officers shall be within the sole prerogative of the Borough through its representative, the Chief of the Department. Scheduling shall remain the sole prerogative of the Chief or his delegated representative. Substitutions shall be permitted with the permission of the Chief or his designee. Time Sheets must reflect actual time worked and the failure to note same by the Officers submitting shall be cause for disciplinary action.

Records indicate there are 3,841 hours of Kelly Days on the Book as of January 1, 2020. Considering an officer can work 2080 hours a year, Kelly days now account for 1.85 officers

time for one year. An eight (8 Hour) schedule should also provide for less overtime covering shifts for sick leave, comp time and/or vacations. The Department could schedule the Chief, Detective, a Sergeant and two (2) Police Officers on day shift, a Sergeant and two (2) Officers on evening shift and a Sergeant and two (2) officers on midnight shift. The three (3) remaining officers could be scheduled fourth platoon (6 pm to 2 am or 7 pm to 3 am, depending upon activity/time of year) The fourth platoon officers would work for the evening and midnight supervisors.

5. General Order #106 Overtime Policy should be reviewed and revised. Revisions should include but not be limited to: The Lieutenant is one of the K-9 handlers with authority to authorize his own overtime which should be addressed; The lieutenant is not included (but should be) in Section E. Compliance, also requiring clarification; Page 16
6. Conduct an independent review of the K-9 overtime to determine the amount and justification for all K-9 incidents, equipment, vehicles, vehicle maintenance, fuel, training, overtime, comp-time, etc. offset by donations, to re-assess whether or not to continue the K-9 program. If continued, how many Units are justified..... Page 16
7. If a decision is supported through the above cost-effectiveness study, and two (2) officers are to continue the K-9 Unit, the Lieutenant position should be replaced by a Police Officer..... Page 16
8. The independent review should also examine the manner in which the K-9 Compensatory Time managed to get so far beyond the permitted Labor Contract provision of 60 hours maximum per officer. Thereafter the review results are provided, the Mayor/Council should determine the necessary corrective action to be taken..... Page 16
9. Review the Fair Labor Standards Act (FLSA) as it pertains to Time record-keeping.....Page 16
10. Immediately change Criminal Investigations, Administration 42.1.1 On-Call Schedule, paragraph C. Notification from the Lieutenant to the Chief of Police..... Page 19
11. Research, study and determine the causal factors related to the workload, clearance rate, arrest rate of cases being handled by the detective in an attempt to improve the overall effectiveness of the unit..... Page 19
12. The Arrest Log in the Patrol Room, atop the file cabinet should be described in Policy – General or Special Order. It should be compared with the MCRMS to insure that this log is not a duplication of some program therein.....Page 19
13. Routinely inspect policy and procedure to update and to insure completeness, accuracy, and training for Department members..... Page 21
14. Continue to work with Mr. Richard Hammon, Accreditation Manager, to receive assistance when necessary and Re-Accreditation by the Pennsylvania Chiefs of Police Association..... Page 21
15. Create a “Hard Paper Copy” Manual, with Indices section of the Accreditation and Policy/Procedures Manuals, alphabetized, with page numbers for easier referencing of information. Retain a copy of the Manual(s) in the Patrol room..... Page 21

16. Develop "Policy" on Report Writing, Report Correction Form, Performance Evaluation, Update Job Descriptions, Officer Daily Activity Report, and other areas described throughout this report.....	Page 21
17. Create an Open Book Examination of approximately 10 questions on various Accreditation, General /Special Orders and policies adopted by the Police Department. Officers can access these testing areas during work hours from the Manual available to them in the Patrol Room. Copies of these examinations should be placed in the Officer's Personnel Training File, Training section. This will document knowledge of the specific areas governing their performance.....	Page 21
18. Conduct a workload time study to determine the adequacy of retaining a full-time civilian to staff the Section and function as an "Administrative Assistant to/for the Chief of Police. For certain, a civilian position would be more cost-effective and efficient than having the Police Officers perform these duties and functions.....	Page 22
19. Adjust or maintain civilian staffing in accordance with the study result.....	Page 22
20. Develop and establish Policy on Records in accordance with the Municipal Records Manual approved on July 16, 1995 and in accordance with Act 428 of 1968, each individual act of disposition shall be approved by resolution of the governing body (Jenkintown) of the Municipality.....	Page 22
21. Create, publish and deliver to Borough Mayor and Officials, a "Department Monthly and Annual Report" of relevant crime and personnel activity throughout a given month and year.....	Page 22
22. Maintain the Department in accordance with the above principles of organization.....	Page 24
23. Research, evaluate and consider the causal factors impacting the accident enforcement index decline over the past five (5) years and continue strategies impacting the superb overall index number led by the great efforts of two (2) specific Officers.....	Page 26
24. Once the PSP Bureau of Research comes on line, make comparisons with Montgomery County Average Clearance rates to determine whether or not Jenkintown Clearance Rate meets the County Average. If not, initiate actions to bring Jenkintown up to average.....	Page 27
25. Collect, compile and analyze conviction information on criminal prosecutions and compare with Montgomery County UCR information when PSP Uniform Crime Reporting System comes back on-line.....	Page 29
26. Schedule and receive UCR Classification training to include the topic of Crime Clearance Methodology from the Pennsylvania State Police.....	Page 29
27. Include statistical information on crimes being investigated (followed up by Officers) on the monthly and annual reports.....	Page 29
28. Study the causal factors impacting the poor clearance rates of Part I and Part II crimes occurring in Jenkintown Borough; Develop policies, procedures, assignments, training, etc. that can be implemented to improve the investigation and reporting of crime and improve clearance rates that more closely mirror the County average.....	Page 31

III:MANAGEMENT, TECHNICAL AND SUPPORT SERVICES

29. Develop a structure of organizational objectives..... Page 32
- The structure must include objectives for the Department and for each unit. The objectives must specify the ultimate outcomes that the Department and the sub-divisional organizational units wish to achieve. The objectives must be measurable. Particular attention should be directed to Patrol, Investigation/Detective and Records.
30. Develop one or more measures of achievement for each objective in the structure.....Page 32
- Effectiveness measures are most important. Productivity, efficiency and workload measures are also important since they have many additional valuable managerial uses.
- Responsibility for developing and implementing the system of objectives and measures should be assigned to the Department's command staff (OIC and other full-time Officer as a unit).
- 31 The Chief, Lieutenant and Sergeants should be trained to use the objectives and measures for the foregoing management process.....Page 33
32. Immediately initiate use of the above internal communication mechanisms..... Page 34
33. All Police members should follow the Police Policies, Police Department Chain-of-Command. Dissatisfaction regarding unsatisfactory handling of matters within their work situation should be addressed through the grievance procedures.....Page 34
34. Borough Officials (other than the Mayor) and/or staff that are being approached by Police Officers regarding police matters/working conditions/complaints, should direct the Police Officer(s) back to their Chain-of-Command. The Borough Manager should be informed and immediately advise the Chief of Police about the incident. This is not to include normal conversation involving non-police matters and their right to Free Speech..... Page 34
35. Research develop and create an Awards and Commendations policy..... Page 34
36. Become familiar with and practice the "Principles of Quality Leadership":.....Page 36
- Believe in, foster and support TEAMWORK.
 - Be committed to the PROBLEM-SOLVING process; use it and let DATA, not emotions, drive decisions.
 - Seek employees' INPUT before making key decisions.
 - Believe that the best way to improve the quality of work or service is to ASK and LISTEN to employees who are doing the work.
 - Strive to develop mutual RESPECT and TRUST among employees.
 - Have a CUSTOMER orientation with focus toward employees and citizens.
 - Manage on the BEHAVIOR of 95 percent of employees and not on the 5 percent who cause problems. Deal with the 5 percent.
 - Improve SYSTEMS and examine PROCESSES before placing blame on people.

- Avoid “top-down” POWER ORIENTED decision making when possible.
- Encourage CREATIVITY through RISK TAKING, and be TOLERANT of honest MISTAKES.
- Be a FACILITATOR and COACH. Develop an OPEN atmosphere that encourages providing and accepting FEEDBACK.
- With TEAMWORK, develop with employees the agreed upon GOALS and a PLAN to achieve them.

37. Prior to future promotions, evaluate the current “Span of Control”. The Department Command Supervisory Personnel account for 35.71% of the Department's total manpower..... Page 37
38. Purchase relevant publications and make them available and required reading for the supervisors and officers of the Department..... Page 35
39. Formally establish a line and staff inspections program. Line inspections could be the responsibility of the Sergeant (not OIC)..... Page 38
40. Prepare a written directive to govern line and staff inspections. The directive should cover objectives, procedures, and criteria to identify those inspections. Inspections require a written report and follow-up procedures to ensure corrective action is taken with provisions for inspection of every organizational component at least every other year..... Page 38
41. Arrange for the Sergeants to attend a workshop on the inspections function..... Page 39
42. The Chief should resolve this issue by immediately inserting himself into this conflict among some Department members and the Lieutenant. Perceived or valid workplace issues related to the “B-Team” (lesser number of officers perceived to not be in concert, opinions and treatment as officers in the A team) should be handled by the Chief until such time as the atmosphere/morale of the Department shows improvement. Any and all Discipline must result in documentation to the Officer(s) involved with a copy to his personnel file..... Page 41
43. Affix responsibility for the Internal Affairs function in the job description of the Chief of Police to conduct such investigation(s). Provide adequate training for Internal Affairs Investigations..... Page 41
44. Publish a summary of the number, type and disposition of complaints against officers in the Departments’ annual report. There should be no mention of specific Officer names, but only generic information so as to not divulge personnel information..... Page 41
45. Review the Feature Article “In the Line of Fire”, Evaluating the supervision of municipal police departments, by Christopher P. Gerber, Esq. This article appeared in the Borough News May 2016 edition – www.boroughs.org.....Page 41
46. Expand the responsibility for the planning function in the job description of the Chief of Police.....Page 43

47. Develop written directives on the planning and research function.....Page 43
48. Prepare an agenda or inventory of planning and research needs. Special care must be taken to ensure that long-range needs are given due consideration. This could be a topic of discussion for a Staff Meetings.....Page 43
49. Prioritize items on the agenda. This should be a joint effort of the Chief, Supervisors and Officers.....Page 43
50. Formally adopt the inventory and the priorities on the work plan for the planning function..Page 43

IV: PERSONNEL AND TRAINING

51. Prepare a written directive (in addition to Civil Service) that clarifies and documents the responsibilities, authority and pertinent personnel practices assigned to the Department and the Chief of Police.....Page 44
52. Adopt and practice succession planning as discussed above.....Page 46
53. Prepare a written Policy on the Promotional Process for inclusion in the Policy Manual.....Page 46
54. Prepare and publish by Special Order, job description's that will meet the needs of the Department, including the Essential Functions of the Position and include them in the Policy Manual.....Page 46
55. Research, develop and utilize a probationary sworn officer, permanent officer, supervisor and civilian police employees Performance Evaluation System.....Page 47
56. Research, develop and institute a Daily Report for all JBPD employee's, sworn and civilian alike.....Page 47
57. Research, develop and institute a Special Order on Report Writing to include Incident/Offense/Supplemental and other reports required within the MCRMS.....Page 48
58. Research, develop and institute a Special Order on a Report Correction Form or Computer Tracking Correction Mechanism to document reports that are returned that for correction.....Page 48
59. Consider renaming General Order #26.1, "Code of Conduct", #28 Incompetence to Unsatisfactory Performance. An Employee could commit Unsatisfactory Performance and not be Incompetent.....Page 48
60. Personnel Files should be separated into various sections/files titled General Information, Background Investigation, Training, Commendations and Corrective Action or Discipline. Medical Information must be maintained in a "separate", individual file of it's own..... Page 48
61. Work to justify and increase the Training Line Item amount. Utilize the full range of training areas as described above.Page 52

62. Utilize the full range of training areas as described above.....Page 52
63. All Sergeants should attend First-Line Supervisory Training like Penn State's POSIT and POLEX multi-week programs. One (1) or two (2) day sessions are good, however limited in their ability to deal with the myriad of topics and issues necessary.Page 52

V: FACILITIES, VEHICLES AND EQUIPMENT

64. Consider replacing the two (2) "Cells" with a simple bench and cuffing rail/mechanism to detain prisoners awaiting transfer to County. This would provide additional space for other use as well as eliminate a liability that goes along with Holding Cells. There might be an additional benefit of insurance reduction as Cells are a significant liability for most municipalities that use them..... Page 53
65. Repair flooring and ceiling tiles, paint entire building, clean entire building and maintain accordingly. Having a bright clean and presentable workplace will have a positive impact on the morale of the Agency..... Page 54
66. Build or purchase a Mailbox configuration (3-5" wide x 9" high) each, combining seventeen together into one cabinet. Place a name tag on each pigeonhole/mailbox. Affix cabinet to a wall in the Patrol Room where everyone has access. A Special Order should introduce the process..... Page 54
67. Purchase or build a "Suggestion Box" for employees to to access and make suggestions. A Special Order should introduce the process..... Page 54
68. Update the sketch drawing of the posted Jenkintown Police Department according to better depict the facility layout.....Page 54
69. Gather, analyze and maintain cost/mileage/repair, insurance, equipment etc. statistics for the entire fleet on a daily, monthly and annual basis.....Page 55
70. Using a cost effective approach, analyze the overall Department fleet needs with a goal of maintaining and replacing the vehicle fleet as needed and in accordance with the budget.....Page 55
71. Prepare and utilize an inventory of equipment in and on the fleet vehicles.....Page 55
72. Should a decision be made to reduce the K-9 Unit to one or eliminate the Unit entirely, the Fleet size should be reconsidered. It is the intention of the Department to have three (3) officers working at a time where three (3) vehicles and a spare or two would call for consideration of the reduction of one (1) or two (2) vehicles.....Page 55
73. Sell the Unmarked Ford Expedition that has been out of service.
74. Conduct a systematic inventory, prepare and maintain a list of all Department equipment....Page 55
75. Conduct annual inspections to maintain an up-to-date inventory..... Page 55

76. Prepare and maintain a “Uniform & Equipment” initial issue for all Officers. This process will better control, catalog, and inventory uniforms and equipment. The inventory should be maintained in the Officers’ personnel file and used when an Officer returns the issue upon leaving employment of the Borough..... Page 55

VII: COST ANALYSIS OF POLICE BUDGET EXPENDITURES

77. Meet with Borough Administrators and the Chief of Police to consider and amend the line-item budget for the Police Department. The amended budget should include all costs directly attributable to the operation of the Police Department..... Page 60

78. The Jenkintown General Fund budget should be amended to exclude the changes in number1..... Page 60

79. The Chief of Police should be significantly involved in preparation, management and responsibility involved with managing the Police Department Budget..... Page 60

80. Adopt a Zero-based budgeting format. As such each and every line item in the proposed budget should include specific detail and cost calculations describing the manner in which the budget figures are arrived at. For example, Crossing guards would include the number of guards, their salary, hours anticipated etc..... Page 60

81. The Borough should arrange for an annual, independent operations audit of the Police Department fiscal affairs. The Borough’s audit staff or outside-certified public accounting firm may be retained to conduct the audit. The Chief should be responsible for correcting any policy or procedural inadequacies discovered during the audit..... Page 60

82. Conduct an audit of the 2019 overtime to determine the justification of all overtime and to determine a factual basis of what specifically is creating the expenditure. If, in fact the cause is shift/platoon coverage, the root cause is staffing 12 hour shifts rather than scheduling and distributing manpower to meet workload. This could be additional support toward justifying a change to 8 hour shifts..... Page 60

83. If warranted, provide the Chief with training in the budget process to properly ensure accountability and effective participation in budget development and control..... Page 60

84. Conduct a survey among area municipalities in order to determine the average municipal police service percentage costs and how the Borough compares..... Page 60

Insure that the comparison is “apples to apples” by considering the same line items discussed earlier in this section of the report. Also consider that a municipality can be so cost conscious to render itself ineffective, or it can be so cost unconscious that the effectiveness is not commensurate with costs expended.

85. Review the Labor Agreement Section IX Sick Leave Procedure, paragraph three (3) to determine the meaning of grandfathering the hours on record in 2010. Determine how many hours were on record at that time, plus an additional 60 hours in order to verify the record of time submitted on January 1, 2020..... Page 62
86. Follow through on the requirement that the Association provides a complete schedule of sick time usage on a quarterly basis, as required in section IX Sick Leave Procedure, paragraph one..... Page 62
87. Approval and submission of the Time Balance Report should be the responsibility of the Chief of Police..... Page 62

VII: GOVERNING BODY – POLICE DEPARTMENT RELATIONSHIP

88. Review the Fair Labor Standards Act (FLSA) as it pertains to Time record-keeping..... Page 63
89. The Mayor, Public Safety Committee/Council member(s), Manager and Chief of Police should conduct periodic meetings to ensure that all officials understand and meet their respective responsibilities regarding Police Service. This will also improve transparency and lead to improved clarity regarding rights and obligations of all persons involved in managing and operating the Jenkintown Police Department Page 63
90. The Mayor should continue to work jointly with the Chief of Police to develop a plan to meet the future financial and operational challenges facing the Borough and Police Department..... Page 63