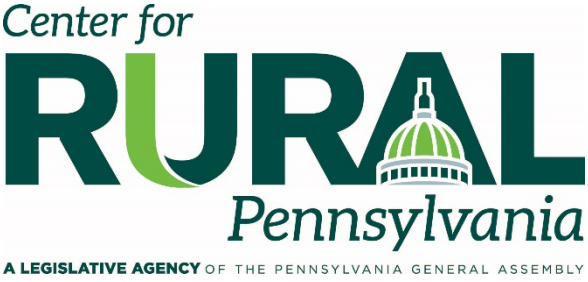

Police Chiefs Serving Small and Rural Municipalities: Profiles and Concerns

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Executive Summary

Key findings:

- In 2020, police chiefs in small and rural municipalities were mostly non-Hispanic white men about 52 years old, with 28 years of policing experience, about 9 years of experience as a police chief, and who earned an annual salary between $50,000 and $99,999.
- Rural police departments had smaller budgets, on average, than urban departments ($525,349 average rural budget and $885,354 average urban budget).
- Overall, in 2019, police departments responded to 4,319 calls for service, on average, dispatching an officer to most of these calls.
- Small and rural police departments tended to lack adequate human resources to meet the demand for services, with an average of seven full-time sworn officers and four part-time sworn officers in 2020.
- Rural departments were less likely than urban departments to offer mental health services to officers. Police chiefs said that officers need assurances that seeking help would not jeopardize their careers, and that the stigma associated with seeking help must be removed.
- Chiefs reported the most pressing crime problems in their areas are illicit drugs, domestic violence, and traffic violations.
- Chiefs reported substance abuse as the top socioeconomic (noncriminal) concern facing their communities, followed by an aging infrastructure, lack of youth services, and meeting the needs of older residents.

Key policy considerations:

- Provide grant-writing assistance and training for rural police departments, and develop new grant opportunities specifically for small and rural police departments;
- Provide standardized communication throughout Pennsylvania so police can communicate with other emergency service workers on one system and can access records management systems across the state;
- Add or improve towers and repeaters to eliminate dead spots for radio coverage;
- Assist with technology, such as broadband and computers in vehicles;
- Reexamine civil service requirements to ensure they support recruitment and diversity in policing;

- Reimburse departments that send a recruit through the basic academy for Act 120 certification or otherwise provide basic police academy training for Act 120 certification for all new hires across Pennsylvania;
- Train a resiliency officer in each department as a cost-effective solution to officer mental health so that officers can access the help they need in ways in which they are comfortable doing;
- Provide regular mental health exams for police, especially to screen for depression;
- Provide resources for Crisis Intervention Team (CIT) training for police; and
- Revisit the naloxone program to leverage court-mandated treatment after a person overdoses on opioids.

Background

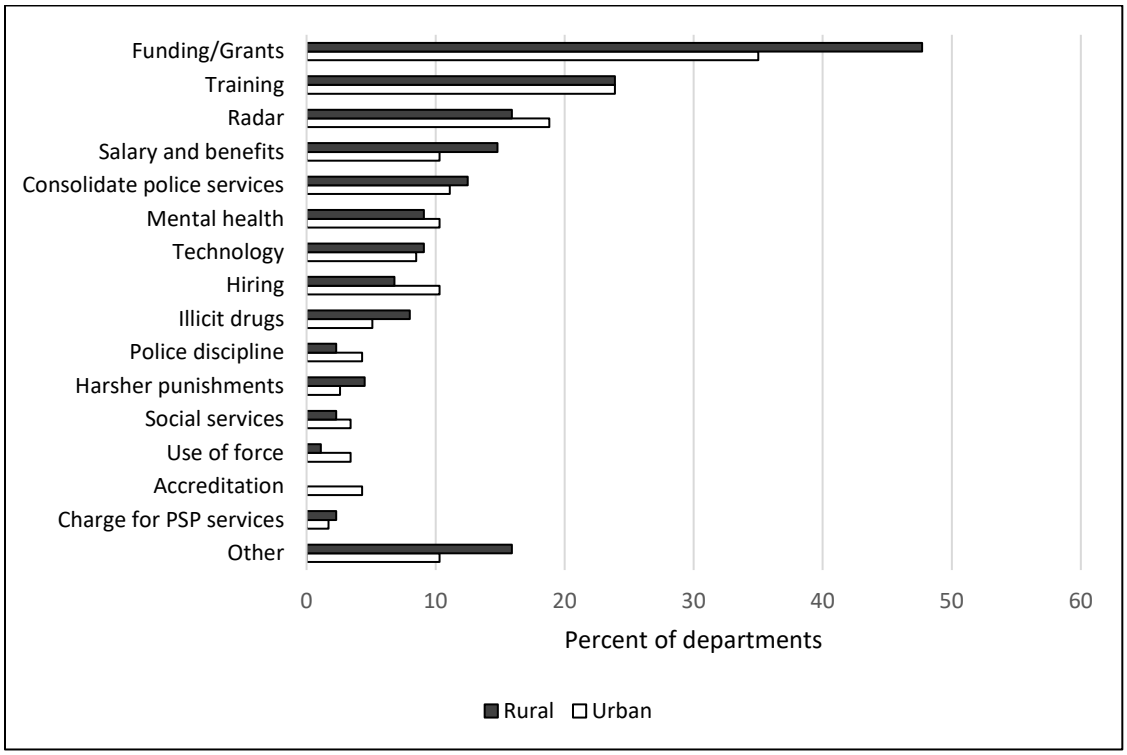
Most certified policing agencies in Pennsylvania are in small and rural municipalities serving populations of 10,000 or fewer residents. Police in these small and rural municipalities face the same issues as police in larger departments, but often with fewer resources.

The purpose of this research was to (1) create a profile of police chiefs and departments in small and rural municipalities, exploring differences across regions, comparing municipal and regional departments, and comparing rural and urban departments; (2) explore trends since a Center for Rural Pennsylvania 2006 survey of police chiefs; and (3) analyze the contemporary concerns of police chiefs.

A total of 349 (329 municipal and 20 regional) Pennsylvania police chiefs serving municipalities of 10,000 and fewer residents participated in an online survey that was open from June through September 2020.

The research team conducted follow-up, in-depth interviews with 52 municipal police chiefs from October through December 2020. Survey and interview responses were summarized. Figure 1 compares rural and urban chiefs' areas of concern for legislators.

Figure 1. Areas of Concern of Rural and Urban Police Chiefs



Findings

Police chiefs in small and rural municipalities were mostly non-Hispanic white men about 52 years old, with 28 years of policing experience, about 9 years of experience as a police chief, and who earned an annual salary between $50,000 and $99,999. Chiefs today are slightly more diverse and older, with more policing experience but less administrative experience and more education than police chiefs 15 years ago. However, this may be driven by urban chiefs, who tended to be slightly older, have more experience, and have higher levels of education than their rural counterparts.

Rural police departments had smaller budgets, on average, than urban departments ($525,349 average rural budget and $885,354 average urban budget).

Overall, police departments responded to 4,319 calls for service, on average, dispatching an officer to most of these calls. Rural departments tended to receive fewer calls for service than urban departments.

In addition to responding to calls for service, small and rural agencies typically provided community services, such as enforcing municipal zoning ordinances and building or property maintenance codes. Despite these responsibilities, over half of all police chiefs lacked adequate technology. More rural chiefs (60 percent compared to 44 percent of urban chiefs) reported they did not have enough technology. Less than one third of departments had acquired expensive body-worn cameras. Slightly more than half (53 percent) of departments had car dashboard cameras.

Small and rural police departments tended to lack adequate human resources to meet the demand for services, with an average of seven full-time sworn officers and four part-time sworn officers, who were predominantly white men. Some departments were part-time only, with the chief as the only police officer for the municipality. Unsurprisingly, regional and urban departments had more full-time officers and tended to be more diverse than municipal and rural departments, respectively.

In the prior two years, an average of about one full-time officer and about two part-time officers left and joined departments. This turnover creates an added expense for departments with small budgets; in addition to the costs of testing, hiring, and field training, departments also must pay for uniforms and equipment. Only 40 percent of chiefs believed that their departments were staffed adequately. Half of the responding municipal chiefs – especially rural chiefs – believed salaries were not high enough to attract new recruits to their departments. Indeed, chiefs explained that officers were leaving for higher paying positions at other departments or in the private sector.

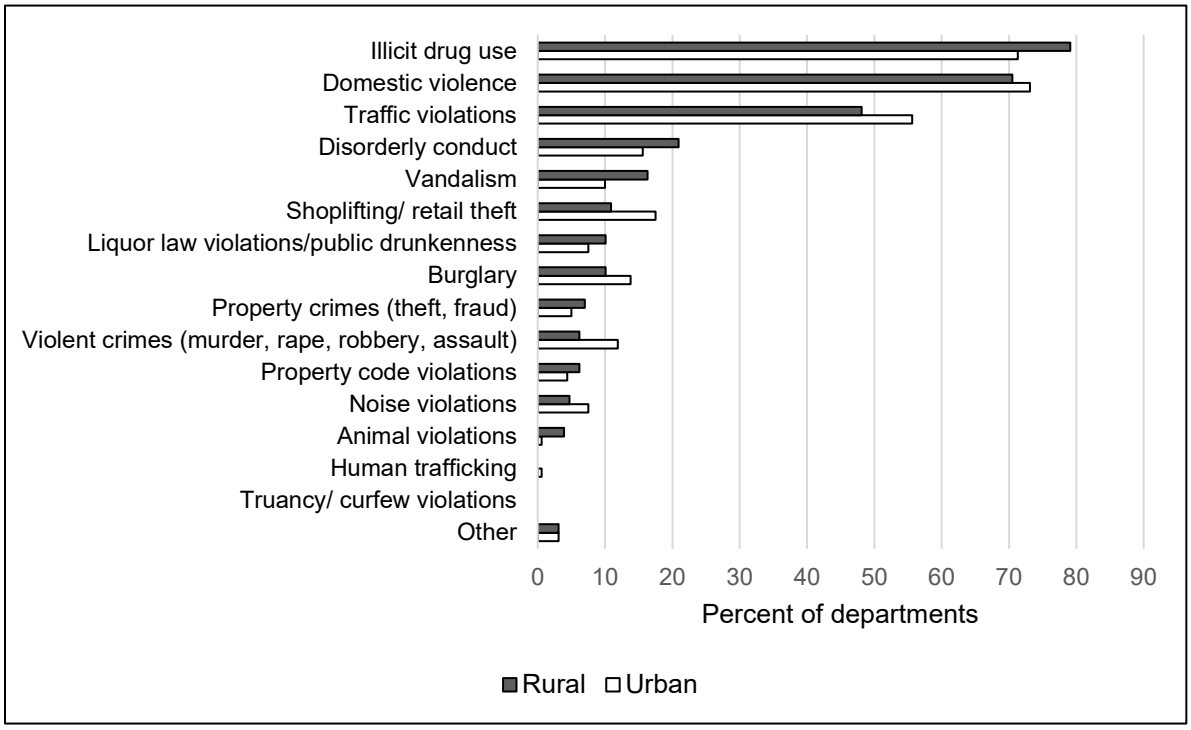
Over half of departments had a civil service commission to oversee hiring, although urban departments were more likely than rural departments to have a civil service commission. Chiefs reported difficulty in hiring, with small numbers of applicants and fewer academy graduates.

Lack of resources also may influence officer wellness because fewer services are available to assist officers with their mental health needs. Rural departments were less likely than urban departments to offer mental health services to officers. Police chiefs also said that officers need assurances that seeking help would not jeopardize their careers, and that the stigma associated with seeking help must be removed.

Mental health is a highly publicized area of concern in the United States today. However, one-third of small and rural police departments do not have any officers with Crisis Intervention Team training. Rural areas were less likely than urban areas to offer training within the prior year on how to interact with people with mental health issues.

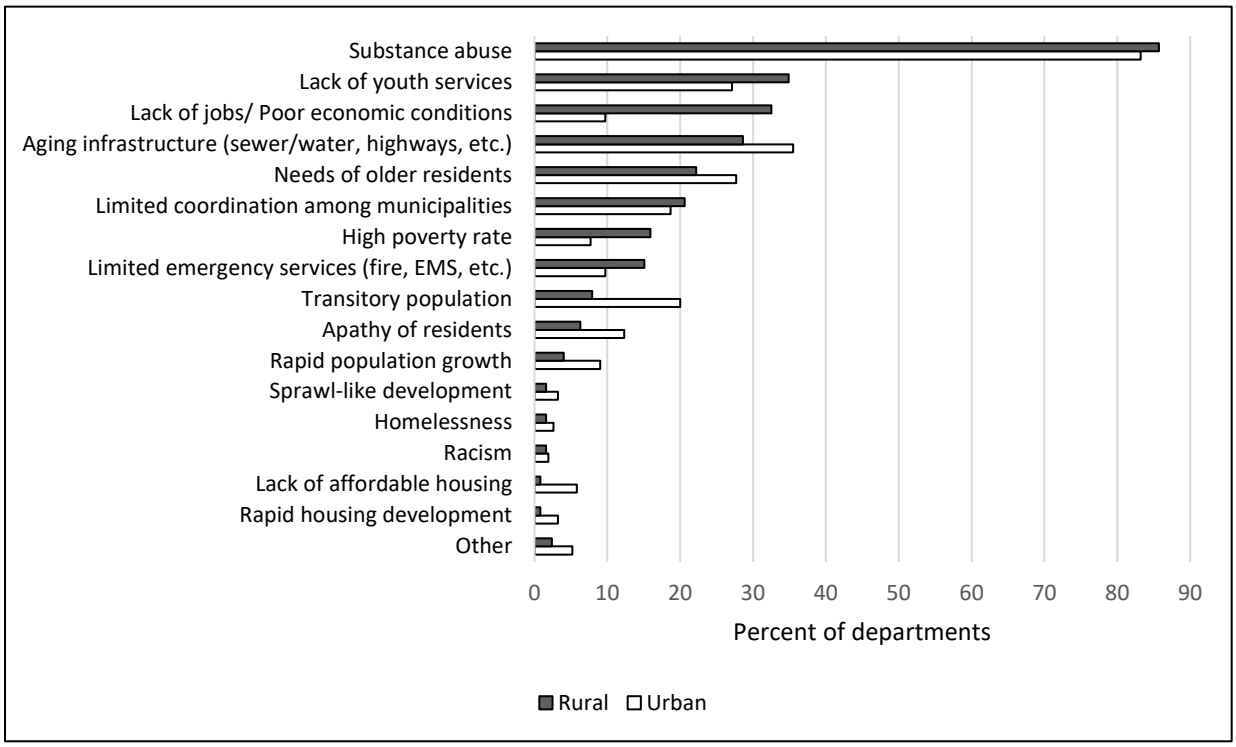
Chiefs reported the most pressing crime problems in their areas are illicit drugs, domestic violence, and traffic violations – similar to the top three crime concerns reported by chiefs in 2005 (See Figure 2.).

Figure 2. Comparison of Rural and Urban Police Chief Primary Crime Concerns



Similarly, chiefs reported substance abuse was the top socioeconomic (noncriminal) concern facing their communities, followed by an aging infrastructure, lack of youth services, and meeting the needs of older residents (See Figure 3.).

Figure 3. Top Socioeconomic Issues of Rural and Urban Police Chiefs



According to the Centers for Disease Control and Prevention (n.d.), Pennsylvania ranks fifth of all states in the rate of drug overdose deaths in 2019. To combat opioids, 80 percent of chiefs required officers to carry naloxone. However, rural departments were much less likely than urban departments to require officers to carry naloxone (69 percent rural compared with 89 percent urban). Recent research suggests that naloxone alone does not constitute a comprehensive agency response to the opioid epidemic (Lowder et al., 2020). Instead, a more comprehensive approach is needed to combat opioid abuse.

Domestic violence and traffic violations remain top crime concerns. Many chiefs say that additional social service programs (such as counseling, multi-disciplinary teams, embedding

social workers in police departments, emergency housing for both victims and their pets) are needed instead of new legislation.

Police take an active role in school safety. A large majority (68 percent) of chiefs worked with the K-12 schools in their area to plan for crisis response, and other chiefs did not have a school in their jurisdiction or had schools with their own police or private security. Nevertheless, police will respond to calls from the school and, if the incident is criminal (not school policy-related), then they may arrest similar to any other call.

Pennsylvania has a high proportion of U.S. human trafficking cases (Gibbs & Priesman, 2018). However, most chiefs did not identify human trafficking as a primary concern in their areas. While 81 percent of chiefs agreed that human trafficking is a problem in Pennsylvania, they said it was not a problem in their area because they do not see it and do not receive reports about it. However, chiefs commonly recommended more training on human trafficking so police know how to identify signs of human trafficking, as well as missing and exploited children.

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Introduction

Police in small and rural Pennsylvania municipalities have faced several challenges in recent years. For example, the opioid crisis affects rural areas differently than urban areas in availability of opioids and fatalities caused by opioids (Brock & Walker, 2005; Drug Enforcement Administration, 2014; Holt et al., 2018; see also Petrocelli et al., 2014). Additionally, Pennsylvania ranks ninth of all U.S. states in the number of human trafficking cases and set a record high with 199 human trafficking cases in 2017 (Gibbs & Priesman, 2018; National Human Trafficking Hotline, n.d.; Polaris Project, n.d.). Police in small and rural municipalities must combat these and other public safety issues with limited financial resources, which is a growing concern of small and rural municipal officials (Donnermeyer, 2015; Kaylen & Pridemore, 2015; Center for Rural Pennsylvania, 2019).

Police responsibilities can disproportionately affect small community police organizations, which vary in size of budget, access to equipment, and the quantity, diversity and experience of officers (Havener, 2019; Johnson & Rhodes, 2009; Kuhns et al., 2007; Center for Rural Pennsylvania, 2006; see also Berg & Lauritsen, 2016). Consequently, police in small and rural municipalities often must rely on interagency cooperation or state police services, which may pose a heavy financial burden to these areas (McKelvey, 2019; Center for Rural Pennsylvania, 2017b).

However, little is known about police departments in small and rural municipalities because most research focuses on large police departments (Johnson & Rhodes, 2009; Lord et al., 2009; Rhodes & Johnson, 2008; Schafer et al., 2009; Weisheit et al., 2006). The few studies available suggest significant differences among rural and urban police departments in small municipalities (Johnson & Rhodes, 2009; Center for Rural Pennsylvania, 2006; Rhodes & Johnson, 2008). For example, Johnson and Rhodes (2009) found that police departments in small municipalities handle the same proportion of law enforcement calls (e.g., responding to a burglary alarm or a theft) as large, urban departments. They also found that police departments

in small municipalities responded to a higher proportion of service-related calls, such as providing medical aid or helping a stranded motorist, compared to large, urban police departments (Johnson & Rhodes, 2009; see also Falcone et al., 2002). Similarly, there may be differences in major concerns and policy recommendations among rural and urban police chiefs in small municipalities, but no systematic research is available.

A comprehensive assessment of police chiefs serving in small and rural municipalities, their agencies and their concerns is important because about one-quarter of Pennsylvania's population lives in rural counties. More than half of the 1,079 certified policing agencies in Pennsylvania serve citizens in these small communities (Municipal Police Officers' Education and Training Commission, n.d.; Center for Rural Pennsylvania, 2006). Understanding the policing problems faced by police in small and rural municipalities and the resources they have to address these problems is a pressing concern for policymakers, government officials, residents and police alike (Holmes, Painter & Smith, 2017; Weisheit, Falcone & Wells, 2006).

However, policymakers are unable to take action to help rural Pennsylvanians without input of police serving small and rural communities. Legislators need police input to (1) identify areas of concern that need legislative attention; (2) draft effective policy mitigating these areas of concern; and (3) create sufficient funding opportunities for police in small and rural municipalities beyond the regionalization funding assistance available through the Pennsylvania Department of Community and Economic Development (n.d.). While recent legislation has addressed the opioid crisis and human trafficking, there is no publicly available systematic study on how the legislation has impacted police in small and rural areas or police chiefs' suggestions for effective policy.

The most recent assessment of Pennsylvania police in small and rural municipalities was conducted 15 years ago. The Center for Rural Pennsylvania (2006) administered a survey to 331 police chiefs in small and rural areas, finding almost all were men (less than 1 percent were women) and had served as a chief for 10 years. Importantly, the report noted that retirement

was imminent for many police chiefs, which would have an unknown impact on police departments in small and rural municipalities. Chiefs identified domestic violence, substance abuse, traffic violations and vandalism as top crime concerns, although there were some differences between rural and urban departments. Most police chiefs (69 percent) either disagreed with or were neutral when asked about regionalization of police services, but nearly one-third (31 percent) felt that it was inevitable.

Statistics about Pennsylvania police personnel and equipment can be found in the Law Enforcement Management and Administrative Statistics (LEMAS) survey, collected periodically by the U.S. Department of Justice Bureau of Justice Statistics. While these data gather information about police personnel and resources, only 116 Pennsylvania police agencies – half of which were in small municipalities – were included in the sample of the most recent survey. These data also lack assessments of police chiefs' areas of concern and recommendations for policy.

There is a need for a comprehensive profile of police in small and rural Pennsylvania municipalities today to assess changes over the past decade. Further, current views of police chiefs are needed to help lawmakers approach various issues, including attitudes on responses to the opioid crisis and regionalization. Additionally, more police agencies meet the definition of "small" (i.e., municipalities with a population under 10,000 residents) today than in 2005 (731 today compared to 632 in 2005). Understanding the needs of police serving small and rural communities and how these needs compare to urban police are imperative for safety planning in small and rural areas (Weisheit et al., 2006).

Goals and Objectives

The purpose of this project was to help policymakers and police agencies promote public safety in rural Pennsylvania. This project was designed to provide information legislators and police leaders need to draft relevant and timely policy. This project: (1) created a profile of chiefs and departments in small and rural municipalities; (2) explored trends from the Center for

Rural Pennsylvania 2005 survey; and (3) analyzed police chiefs' contemporary concerns. These results may help policymakers understand police in small and rural Pennsylvania municipalities and how they have changed over time. Additionally, the survey findings may help police chiefs compare their agencies with other, similarly situated agencies for possible improvement in operations and service to citizens.

Because little is known about police in small and rural Pennsylvania municipalities and how police have changed since the 2006 study, the first goal of this project was to create a profile of Pennsylvania police serving municipalities with a population of 10,000 or fewer residents. In 2006, Pennsylvania police and police chiefs in these communities were predominantly white men, with many nearing retirement age (Center for Rural Pennsylvania, 2006). An ongoing challenge throughout the U.S. is to recruit more women and minorities into policing, yet the current demographics of police chiefs and police agencies is unknown. Further, policing equipment and technology have advanced considerably in the last decade. New challenges have arisen in policing, and police resources have shifted.

There is a need to describe Pennsylvania police today. To meet the goal of creating such a profile, this study identified characteristics of police chiefs and police agencies, as well as issues of concern to police chiefs. Additionally, this study identified changes in police, police chiefs and areas of concern since 2006 to gauge progress and continued challenges.

Policing profiles, resources, needs, and concerns differ between urban and rural agencies (Center for Rural Pennsylvania, 2006). Policy targeting urban police may be ineffective for rural police. Thus, the second goal was to compare urban and rural police departments serving municipalities of 10,000 or fewer residents. This goal was accomplished by identifying and comparing characteristics of both urban and rural chiefs and their agencies.

Policymakers need feedback from police leaders about the effectiveness of current policy. Policymakers also need recommendations from police chiefs in small and rural municipalities on policy that would be helpful to rural Pennsylvania. With police input, policymakers can better

address the needs of rural Pennsylvania. Thus, the third goal was to provide police recommendations as to how state and local policymakers and other stakeholders can use the information obtained through this survey to effectively serve the residents of the rural communities. This goal was achieved by combining police chief policy recommendations with relevant literature to describe how policymakers and other stakeholders can use the information obtained to effectively meet the needs of rural communities.

Methods

To meet these goals and objectives, this study was approached in two ways. First, police chiefs serving municipalities of 10,000 and fewer residents were invited to participate in an online survey. Second, a subset of police chiefs was invited to participate in follow-up, in-depth interviews.

Institutional Review Board

The study protocol, survey instrument, and follow-up interview guide were submitted to Penn State University's Office for Research Protections and were subsequently approved as exempt research under study number 14271 by the Pennsylvania State University Office for Research Protections.

Survey Instrument Development

From January through May 2020, the research team worked with the Center for Rural Pennsylvania to develop and refine a survey instrument for collecting data from police chiefs in small and rural Pennsylvania municipalities. The purpose of the survey was to collect data to develop a profile of police in small and rural municipalities and identify police chiefs' issues of concern. See Appendix A for a copy of the complete survey instrument. The research team then programmed the instrument for web distribution via Qualtrics web survey software.

The web survey software's interface allows complex questioning patterns and automatic skipping when appropriate to allow the seamless flow from one question to the next during the

surveys. Some of the advantages of web surveys include cost and time savings, having access to data in a standardized electronic format, and the ability to track the survey response in real time. Furthermore, the 2006 survey results indicated that 99 percent of police departments in small and rural municipalities had computers, which indicates that a web survey is likely a good option for conducting the survey (Center for Rural Pennsylvania, 2006).

Survey Sample

A list of currently active police departments in Pennsylvania and their contact information was obtained from the Governor's Center for Local Government Services' List of Municipal Officials through the Pennsylvania Department of Community and Economic Development (DCED). The list included the following contact information: municipality name, population, county, municipality class, title and name, address, phone number(s) and email address. About half of the entries have a noted email address for the police chief.

However, the DCED information was incomplete. For example, some police departments listed had been disbanded or had combined with neighboring municipalities to create a regional department. Additionally, some information about the chiefs was no longer accurate. Thus, the researchers merged the DCED contact information with the Pennsylvania State Police (PSP) coverage information for each municipality in Pennsylvania to generate a comprehensive list of all possible municipal police departments in Pennsylvania.

The Pennsylvania State Data Center provided population data. The police departments with more than 10,000 residents were excluded from the comprehensive list of all police departments in Pennsylvania.

The research team searched the internet for each department to find the most recent contact information and called the police departments with incomplete information to collect the chief's email address. Some municipalities had both a public safety director and a chief or officer-in-charge. To err on the side of comprehensiveness, the research team collected information on department chiefs, officers-in-charge, and public safety directors.

The researchers compiled a list of 823 police chiefs, officers-in-charge, and public safety directors affiliated with 781 unique police departments in small and rural Pennsylvania municipalities. The list included a contact name; title; police department name; municipality name, population, and class; and mailing addresses for potential respondents. In addition, email addresses were provided for 731 records.

Several of these departments no longer existed, resulting in a final population of 767 police departments in Pennsylvania serving municipalities of 10,000 or fewer residents. Of these departments, 34 were regional departments serving multiple municipalities (at least one of which had a population of 10,000 or fewer residents) and the remaining 733 were municipal police departments.

Survey Data Collection

In consultation with the Center for Rural Pennsylvania, the researchers postponed data collection to June 2020 to better facilitate data collection in the midst of the worldwide COVID-19 pandemic. The Pennsylvania Chiefs of Police Association sent a pre-notification email to its members on June 22, 2020, and the research team sent an email invitation via Qualtrics web survey software to the 731 sample records that included an email address on June 23, 2020. Altogether, 75 emails were returned due to having an incorrect email address. A follow-up reminder email was sent via Qualtrics to 555 non-respondents on July 2, 2020. A final follow-up reminder email was sent to 491 non-respondents on July 15, 2020.

In addition to the invitations and reminders sent by the research team, several alternative follow-up methods were implemented to increase participation. The research team mailed letters on July 1, 2020 to the 167 police departments for which an email address was unavailable or to which Qualtrics was unable to deliver an email. The letter included an individualized short link that took the respondent directly to their unique survey entry. As noted previously, some police departments had more than one contact included in the initial sample. In the event that the survey was completed by someone in one of these departments, other

records associated with the department were removed from the mailing and reminder emails, where applicable.

Because of the large number of nonrespondents, the research team was concerned that the survey invitation sent through Qualtrics may have been blocked by an email security product or spam filter. Accordingly, the research team also sent a reminder email to 364 non-respondents and 66 partial respondents on August 23, 2020. In addition, the Pennsylvania Chiefs of Police Association sent another email to its members on September 9, 2020 encouraging participation and letting members know that survey non-respondents would be receiving another email from the research team in the coming week. The research team then sent an email reminder to 318 non-respondents and 59 partial respondents on September 10, 2020 and a final email reminder to 291 non-respondents and 53 partial respondents on September 18, 2020.

Finally, to further increase the response rate, telephone follow-up was conducted with non-respondents during August and September 2020. A total of 282 respondents were contacted via telephone. While most respondents were not directly reached, messages were left when possible. When requested, the research team sent individualized links via email to respondents. Research team members also were available to complete the survey with the respondent over the telephone if requested. Telephone follow-up also revealed that some records belonged to inactive police departments. These records were removed from the final sample and are reflected in the survey response figures mentioned in the next section.

Data collection concluded on September 23, 2020, when a total of 302 completed surveys were received. An additional 47 respondents completed some, but not all, of the survey.

Survey Response

The final dataset includes data from 349 respondents. Ultimately, 45 percent of the 733 police departments in small and rural Pennsylvania municipalities completed the survey, and 59 percent of the 34 Pennsylvania regional police departments serving at least one municipality of

10,000 or fewer residents completed the survey (See Table 1.). Additional details about the response rate can be found in Appendix B.

Table 1. Response rate and margin of error

	% response	Response rate[a]	Margin of error
Total (*n*= 349)	45.5	39.3	4.5
Municipal departments (*n*= 329)	44.8	38.4	
Regional departments (*n*= 20)	58.8	58.8	

[a] See Appendix B for response rate calculations.

Data Preparation Notes

All completed survey data were extracted from Qualtrics into Statistical Package for the Social Sciences (SPSS) version 26 software.

The Center for Rural Pennsylvania defines a municipality as rural when the population density within the municipality is fewer than 284 persons per square mile or the municipality's total population is fewer than 2,500 unless more than 50 percent of the population lives in an urbanized area, as defined by the U.S. Census Bureau. All other municipalities are considered urban. The research identified all departments as located in either rural or urban areas, and labeled the region (west, center, and east) in which the department was located.

Development of the follow-up in-depth interview guide

From September 15 through October 5, 2020, the research team worked with the Center for Rural Pennsylvania to develop and refine a guide for collecting additional information through follow-up in-depth interviews with police chiefs in small and rural Pennsylvania municipalities. The purpose of these interviews was to collect information about topics that were excluded from the survey and to provide greater detail on key areas in the survey. In particular, the follow-up, in-depth interviews focused on communication, recruitment and retention issues, training, opioid crisis and concerns about other illicit drugs, school safety, domestic violence, human trafficking, mental health (of both the police and the public), regionalization and

interagency relations, and other concerns that legislators should address. Information obtained during the interview portion of the project provided richer, more detailed explanations of the survey results. A copy of the interview guide is in Appendix C.

Interview Sample

Interview participants were selected from those who volunteered when asked at the conclusion of the survey. The initial intention of the research team was to aim for a diverse sample by gender, age, race, experience, and location.

A total of 154 police chiefs volunteered for follow-up, in-depth interviews. Fifteen of the 67 counties (22 percent) in Pennsylvania did not have any volunteers (seven from the central region, three from the east and five from the west). All volunteers were non-Hispanic white men, except for three women (two from one county) and two Hispanic men. All five were invited, but only two women responded to the invitation. Initially, one chief from each county was invited to participate. In counties where more than one chief volunteered to participate, a chief was selected (1) if contact information was completed; (2) to ensure diversity of the sample in terms of chiefs' experience and size of population served; and (3) with a preference toward rural departments. Because of non-response from the initial round of invitations, all chiefs who volunteered to participate in the follow-up, in-depth interviews were invited. Fifty-two municipal police chiefs participated in the follow-up interviews, along with one regional police chief who agreed to the interview. Of the 52 municipal chiefs participating in the interviews, 27 percent were in the western region, 33 percent were located in the central region and 40 percent were located in the eastern region. Further, 46 percent of chiefs served in rural areas, while the remaining 54 percent of chiefs served in urban areas. Ultimately, the sample for the follow-up interviews should be considered a convenience sample.

Follow-up in-depth interview data collection

Interviews were conducted between October 5 and December 15, 2020. The interviews ranged in time from approximately 30 minutes to three and a half hours and were completed via

web conference (i.e., Zoom or Microsoft Teams) or via telephone at a time convenient to each chief.

Study Limitations

Despite making multiple attempts to contact potential survey respondents to complete the survey, the research team did not receive a completed survey from every police department that was invited. Because the answers from these non-respondents could be different from those who did participate, non-response bias exists.

Further, it should be emphasized that this survey was fielded during a tumultuous time when the COVID-19 pandemic was affecting people around the world. Many businesses were closed during this time, and Pennsylvania residents were asked to stay at home. Police departments across the U.S. had to assist residents during this pandemic while addressing civil unrest ignited by highly publicized cases of police brutality primarily against unarmed black men. The resulting unknown effects on Pennsylvania police departments may have negatively impacted the survey response rate.

Analytical Strategy

The responses to the questions on the survey were aggregated. The mean, median, standard deviation and range are presented for questions with numerical responses. Percentages are presented for questions with categorical responses. Comparisons are made between the current data and the data collected during the 2006 survey, between regions (west, central and east), between municipal and regional departments serving small municipalities, and between rural and urban departments. To determine whether these differences are due to chance alone or are large enough to reach statistical significance, *t*-tests and ANOVA (represented by the *F*-statistic) were used to compare means and chi-square (χ^2), Fisher's Exact Test or Fisher-Freeman-Halton Exact Test (when cell sizes are too small for an accurate chi-square test) were used to compare frequencies for categorical information. These inferential statistics are presented in the text only when a comparison between questions is significant. In

addition to the test statistic, the *p*-value also is presented in the text. A *p*-value at or below 0.05 indicates statistical significance; in other words, a *p*-value of 0.05 or less indicates the reader can be 95 percent or more confident that the results are not due to chance.

Not all chiefs answered every question in the survey. In other words, some responses to some questions were missing. When reporting the survey results below, cases were ignored when the response was missing. That is, listwise deletion or complete case analysis was used to address missing data.

Dictation was taken during interviews to create detailed notes of the responses of the chiefs. These notes were reviewed for key themes. These themes are summarized along with the survey results where appropriate; themes separate from survey topics are summarized separately in this report.

Results: Profile of Police Chiefs

This section explores the demographics of police chiefs and police departments to create a profile of police in small and rural Pennsylvania municipalities. Age and experience of police chiefs are presented in Table 2. On average, police chiefs serving small and rural areas are about 53 years old, with 28 years of experience as a police officer, about 9 years of experience as a police chief, and 7 years as chief of the current department.

Table 2. Age and tenure of police chiefs (*n*= 311-327)

	Mean	Median	Standard deviation
Age (24-74 years)	52.8	52.0	8.5
Tenure at current agency (<1-45 years)	17.0	18.0	11.0
Tenure at any agency (<1-50 years)	27.9	28.0	9.2
Time as chief at current agency (<1-40 years)	7.3	5.0	7.1
Time as chief at any agency (<1-40 years)	8.5	6.0	7.9

Most (98 percent) police chiefs were men (six were women) and non-Hispanic white (97 percent), with three chiefs who identified as non-Hispanic Black, two as Hispanic and five as Other (See Table 3.). The majority (58 percent) had less education than a bachelor's degree, while the remaining 42 percent had a bachelor's degree or higher. A notable portion (16 percent)

of the chiefs had salaries under $50,000 per year, about one-third (34 percent) earned between $50,000 and $74,999 per year, 29 percent earned between $75,000 and $100,000 per year, and the remaining 21 percent earned more than $100,000 annually.

Table 3. Additional demographics, education, and salary of police chiefs

	Percent
Gender (*n*= 320)	
Male	98
Female	2
Race (*n*= 321)	
Non-Hispanic White	97.9
Non-Hispanic Black	0.9
Hispanic	0.6
Other	1.6
Education (*n*= 321)	
High school diploma/GED	11
Some college	47
Bachelor's degree	27
Graduate work	4
Master's degree/J.D.	11
Current annual salary (*n*= 318)	
<$50,000	16
$50,000-$74,999	34
$75,000-$99,999	29
$100,000 or more	21

Compared to 15 years ago, the average chief is older and more experienced as a police officer, but has spent less time as a chief at the current agency or any agency (See Appendix D.). In 2005, only two chiefs (0.6 percent) who responded to the survey were women; in 2020, six chiefs (1.9 percent) who responded to the survey were women. Chiefs in 2020 have more education than chiefs in 2005 Fewer chiefs in 2020 had only a high school diploma/GED (11.5 percent in 2020 versus 16.1 percent in 2005), while 27 percent (compared to 17.9 percent in 2005) hold a bachelor's degree and close to 15 percent (compared to 10.0 percent in 2005) have at least some graduate work completed.

Rural chiefs tended to be younger (average age of about 52 years old) than urban chiefs (average age of about 54 years old) (See Appendix D.). Rural police chiefs also tended to be less experienced than urban police chiefs. Rural police chiefs, on average, have worked as a police

officer for about 26 years, while urban police chiefs have worked as a police officer for an average of 30 years. Chiefs in urban departments were significantly more likely than chiefs in rural departments to hold a master's degree or juris doctorate (15 percent of urban chiefs compared with less than 6 percent of rural chiefs), while chiefs in rural departments were significantly more likely than chiefs in urban departments to have a high school diploma or GED (16 percent of rural chiefs compared with 8 percent of urban chiefs). Perhaps this is why urban police chiefs had a higher average salary than rural police chiefs. Rural police chiefs, on average, have worked as a police officer for about 26 years, while urban police chiefs have worked as a police officer for 30 years, on average.

Results: Department operation

Budgets for the 282 police departments that reported their 2019 operating budget or had the 2019 operating budget publicly available online ranged from $20,000 to $6,250,000. On average, police departments had a 2019 operating budget of $853,852 (See Table 4.). The median budget was $640,000, indicating that some departments had much higher operating budgets than the rest of the sample. While 88 departments had budgets of $1 million and higher, 27 departments had budgets exceeding $2 million, seven had budgets of $3 million and higher, and three departments had budgets over $4 million.

Asset forfeiture can be a way to supplement police budgets; 37 police departments reported receiving some funding from asset forfeiture.[1] For all departments, asset forfeiture funds ranged from $0 to $700,000, with an average of $4,103 in estimated total value of money, goods and property received through asset forfeiture. For the 37 police departments that received asset forfeiture funds, these funds ranged from $11 to $700,000, with an average of

[1] Asset forfeiture occurs when police seize money and or property from people suspected (civil asset forfeiture) or convicted (criminal asset forfeiture) of involvement in crime. See PA General Assembly Title 18 §3021.
(https://www.legis.state.pa.us/cfdocs/legis/LI/consCheck.cfm?txtType=HTM&ttl=18&div=0&chpt=30&sctn=21&subsctn=0).

$32,714 and a median of $5,000. Four departments seemed to account for the higher average; these departments seized $30,000, $40,000, $150,000, and $700,000 in asset forfeiture. Departments with higher budgets, departments with more calls for service requiring an officer on-site, and departments with more employees had more asset forfeiture funds than departments with smaller budgets, fewer calls for service requiring an officer on-site, and departments with fewer employees.

Calls for service (e.g., 911 calls, non-emergency calls, alarm or other sources) received and dispatched during 2019 ranged from 0 to 30,000; four police departments reported no calls for service. Of the 289 departments that reported calls for service information, two departments had 30,000 calls for service in 2019; six departments had more than 20,000 calls for service and 24 departments had 10,000 or more calls for service. On average, police received 4,319 calls for service, with a median of 3,240 calls.

Not all calls for service require officer assistance at the site. Calls for service that resulted in an officer dispatched ranged from 0 to 25,000. Nine departments had no calls for service requiring an officer, while 15 departments had 10,000 or more calls for service requiring an officer dispatched. On average, 3,769 calls for service required an officer dispatched, with a median of 2,647 of such calls (See Table 4.).

Table 4. Budget (*n*= 282-295) and calls for service (*n*= 272-289)

	Mean	Median	Standard Deviation
2019 Budget ($20,000-$6,250,000)	$853,852	$640,000	$834,090
Asset forfeiture ($0-$700,000)	$4,103	0	$41,864
Calls for service (0-30,000)	4,319	3,240	4,528
Calls, officer dispatched (0-25,000)	3,769	2,647	4,023

Fewer than half (46 percent) of police departments enforced municipal zoning ordinances, and just over one-quarter (27 percent) enforced building or property maintenance codes (See Table 5.). About 18 percent of police have a K-9 unit and 29 percent have trained bicycle patrol officers. While 77 percent participate in anti-drug taskforce initiatives, only 22 percent provide DARE instruction or similar anti-drug youth programs, indicating police are

participating in anti-drug initiatives in other ways than DARE. Just under half (49 percent) of police had a holding cell for prisoners. Most (81 percent) police had a policy on interactions with people with mental health issues. About one-quarter (26 percent) provided truancy enforcement and had a dedicated school resource officer (24 percent), and the majority (68 percent) worked with K-12 schools to plan for crisis response.

Finally, 80 percent of police departments required officers to carry naloxone.

Table 5. Department policies (*n*= 301)

Does your police department…	% Yes	% No
Enforce municipal zoning ordinances?	46	54
Enforce building or property maintenance codes?	27	73
Have a K-9 unit(s)?	18	82
Have trained bicycle patrol officers?	29	71
Have officers providing DARE instruction or similar anti-drug youth programs?	22	78
Participate in anti-drug taskforce initiatives?	77	23
Have a holding cell for prisoners?	48	52
Have a policy on interactions with persons with mental health issues?	81	19
Provide truancy enforcement?	26	74
Require officers to carry naloxone?	80	20

On average, department budgets significantly increased since 2005, from an annual budget of about $607, 238 in 2004 to $853,852 in 2019 (See Appendix F.). The percentage of departments having officers provide DARE instruction or similar anti-drug youth programs declined significantly, from 46 percent in 2005 to 22 percent in 2020.

Comparing regions, the west had a significantly higher percentage of police departments that enforced building or property maintenance codes (37 percent) compared with the central region (28 percent) and the eastern region (16 percent). The eastern region had a significantly higher percentage of departments with trained bicycle patrol officers (48 percent), compared to the western (12 percent) and central regions (27 percent). In the eastern region, 89 percent of departments required officers to carry naloxone, in the western region, 78 percent of departments required officers to carry naloxone, and in the central region, 70 percent required officers to do so.

With an average 2019 department operating budget of $3,538,792, regional police departments had a significantly higher budget in 2019 than municipal departments. Compared to urban municipal departments, rural departments had a significantly smaller average budget in 2019. While urban police departments had an average department operational budget of $1,126,062 and a median budget of $885,354, rural police departments had an average budget of $525,349 and a median budget of $302,044. Rural departments had significantly fewer calls for service and calls for service resulting in an officer dispatched than urban departments. A higher percent of rural police departments (35 percent) enforce building or property maintenance codes than urban police departments (21 percent). Eighty-nine percent of urban police departments require their officers to carry naloxone, compared to 69 percent of rural police departments (See Appendix F.).

Results: Technology

Chiefs were asked about the technology their departments have. First, chiefs were asked whether they thought their department had enough technology before the COVID-19 pandemic. Fewer than half (49 percent) agreed that they had enough technology, while 51 percent disagreed that their department had enough technology. Ranging from one to 23, departments had five police vehicles, on average (See Table 6.), with the newest vehicle made in 2018. However, cars ranged in factory year from 2009 to 2020. Of the 301 chiefs who responded to this question, 41 (14 percent) did not have laptops in the motor vehicles. On average, four police cars per department had laptops.

Table 6. Department technology (*n*= 301)

		% Disagree	% Agree
My department had enough technology pre-COVID-19.		51	49
	Mean	Median	Standard deviation
Police vehicles (1-23)	5.1	4.0	3.3
Newest year of police vehicle (2009-2020)	2018	2019	1.9
Vehicles with laptops (0-20)	3.6	3.0	2.7

Only 16 departments (5 percent) did not require body armor, and 23 departments (8 percent) required body armor that officers had to purchase at their own expense (See Table 7.). The remaining 87 departments required body armor that the department provided.

Table 7. Body armor (*n*= 300)

Body armor	Percent
Not required	5
Required, and provided by the department	87
Required, but officers must purchase own body armor	8

One-third (33 percent) of the departments had adopted body-worn cameras, and just over half (53 percent) had car dashboard cameras (Table 8.). About 17 percent of departments had personal audio recorders. Twenty percent reported other event-recording equipment, including interview room audio/visual equipment (19 departments), building video surveillance (17 departments), public or street cameras (four departments), cell phones with cameras (three departments), a "hand-held cam," tablets, tape recorders, weapon-mounted cameras, and "cameras for thefts re: clocks, radios, etc. with cameras."

Table 8. Recording tools acquired (*n*= 298)

Recording tools	% Acquired	% Not Acquired
Body-worn cameras	32	68
Car dashboard cameras	53	47
Personal audio recorders	17	83
Other event-recording equipment	20	80

Almost all (95 percent) departments required officers to wear body armor while on duty in 2020 compared to only 80 percent in 2005 (See Appendix G.). However, the same percentage (87 percent in both 2005 and 2020) of departments provided body armor to officers.

Comparing regions, police departments in the eastern region had about one more police vehicle, on average, than departments in the western and central regions. Departments in the eastern region also had newer vehicles than departments in the western and central regions. Finally, departments in the eastern region had more vehicles with laptops than departments in the other regions (See Appendix G.).

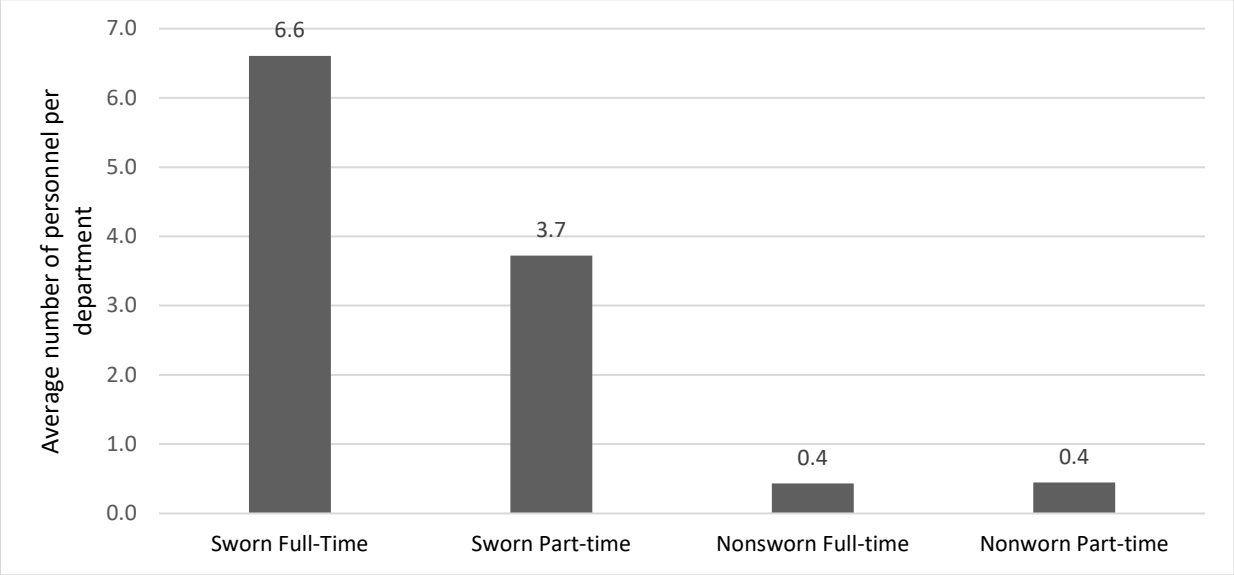
Regional police departments tended to have more and newer technology than municipal police departments. For example, regional departments had 16 police motor vehicles per department, on average, compared to an average of five police motor vehicles per municipal department. A higher percentage of regional departments than municipal departments had acquired body-worn cameras (55 percent of regional departments compared to 33 percent of municipal departments) and car dashboard cameras (85 percent of regional departments compared to 53 percent of municipal departments). More chiefs in rural departments (60.4 percent) than urban departments (43.6 percent) disagreed that they had enough technology, at least before the COVID-19 pandemic. This suggests that chiefs in rural departments believe they need more technology and, compared to rural departments, urban departments have more technology. First, urban police departments have more police vehicles than rural departments. Rural departments had about four police vehicles, on average, while urban police departments had about six police vehicles. The newest police vehicle in urban departments was 2019, on average, which was newer than those in rural departments, whose newest vehicle was factory year 2018 (See Appendix G.).

Results: Personnel

On average, departments were authorized to hire about seven full-time sworn officers (mean= 6.8, median= 6.0, sd= 5.3), although the number of full-time sworn officers authorized ranged from zero to 38 per department. Of the 298 chiefs who responded to this question, 19 chiefs (6 percent) were not authorized to hire any full-time, sworn officers. About 6 percent (18 chiefs) reported that they have no full-time, sworn officers working at their department, meaning these departments are part-time only – including a part-time police chief. Ranging from zero to 38, departments had an average of 6.6 sworn, full-time officers (median= 6, sd= 5.1) and 3.7 part-time officers (median= 3.0, sd= 3.6, range= 0-18) (See Figure 1.). Departments also employed nonsworn, civilian employees. Ranging from zero to 12, departments had an average of about one nonsworn employee (average= 0.9, median= 0, sd= 1.5). Of these, there

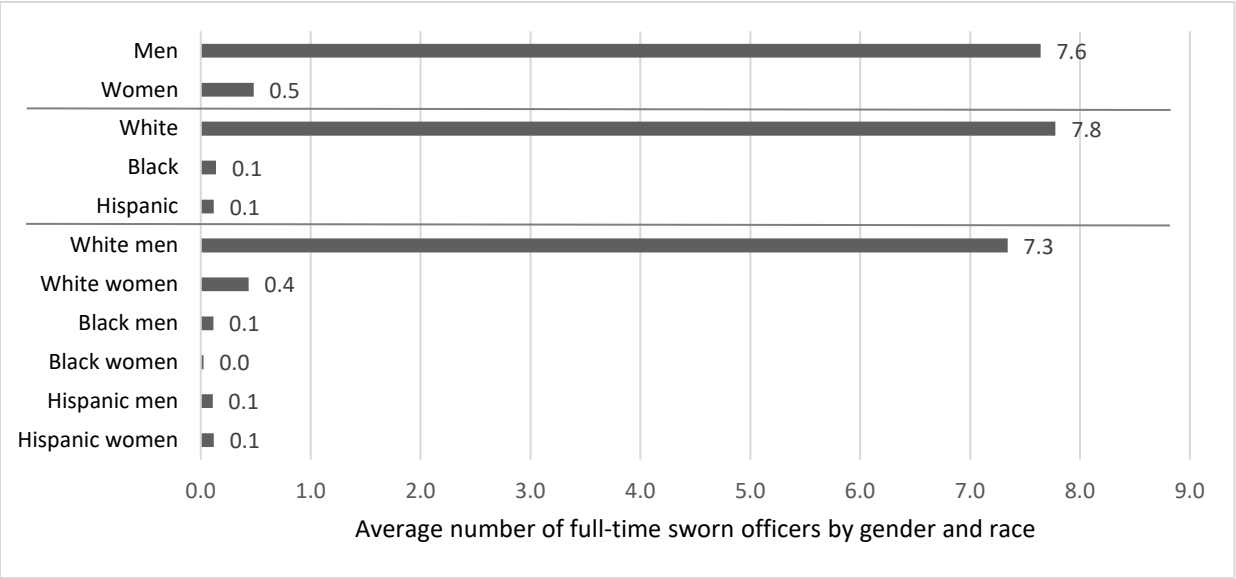
were 0.4 full-time nonsworn employees, on average, (median= 0, sd= 0.8, range= 0-5) and 0.5 part-time nonsworn employees, on average (median= 0, sd= 1.2, range= 0-10).

Figure 1. Average number of full-time and part-time sworn and nonsworn personnel (*n*= 299)



Two hundred eighty-seven chiefs reported demographic information of 2,331 full-time, sworn officers (See Figure 2.). Overall, police departments tended to be made up of white men, although some departments were more diverse than others. On average, departments employed about eight male (median= 7.0, sd= 5.1, range= 1-34) and fewer than one female (median= 0, sd= 0.7, range= 0-4) sworn officers. On average, departments tended to employ about eight white officers (median= 7.0, sd= 5.2, range= 1-37), fewer than one black officer (average= 0.1, median= 0, sd= 0.5, range= 0-2) and fewer than one Hispanic officer (average= 0.12, median= 0, sd= 0.4, range= 0-4). Of the 2,331 full-time, sworn officers described by the chiefs responding to the survey, 6 percent (138 officers) were female, and 94 percent were male; 96 percent were white, about 2 percent (40 officers) were black (six were women), about 1 percent (34 officers) were Hispanic (three were women), and the remaining 25 officers were identified as another race.

Figure 2. Full-time sworn officers by gender and race (*n*= 287)



In the prior 2 years (2018-2020), municipal departments had an average of three officers join the department (median= 3, sd= 2.8, range= 0-18), and an average of two officers leave the department (median= 2, sd= 2.4, range= 0-15) (See Table 9.). More part-time officers than full-time officers joined and left departments.

Table 9. Sworn officer hires and departures

	Joined department (*n*= 312)	Left department (*n*= 299)
Full-time officers	mean= 1.3 (med= 1) (range: 0-9)	mean= 0.9 (med= 1) (range: 0-7)
Part-time officers	mean= 2.2 (med= 2) (range: 0-18)	mean= 1.9 (med= 1) (range: 0-11)

Police personnel have remained relatively stable since 2005. However, there were more part-time officers joining and leaving departments in 2020 compared to 2005 (See Appendix H.). Comparing regions, the eastern region employed more part-time sworn officers (average= 4.9) than departments in the western (average= 3.4) and central (average= 2.5) regions (See Appendix H.)

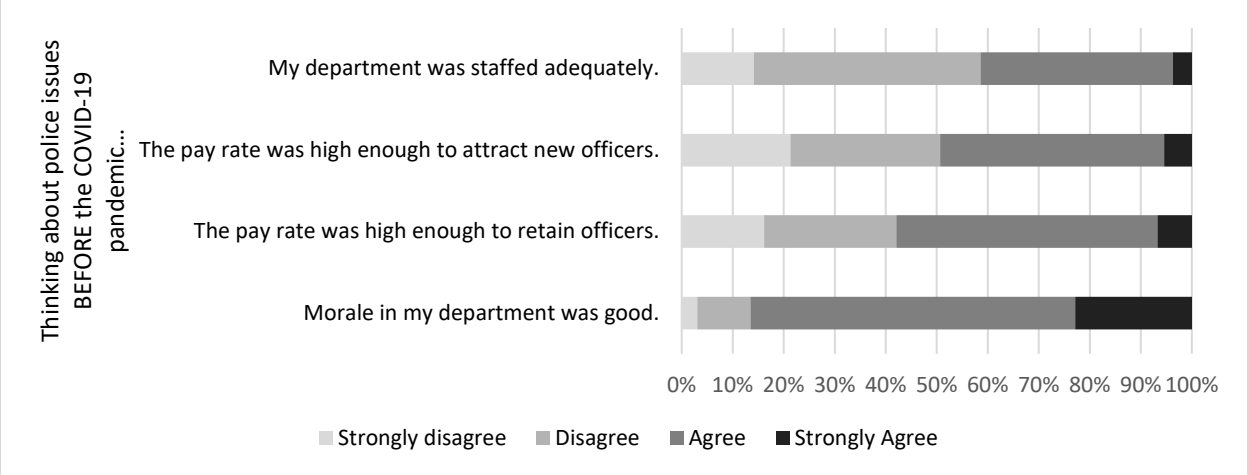
Regional departments tended to be larger and more diverse in both gender and race/ethnicity than municipal departments, and regional departments used part-time sworn officers less frequently than municipal departments (See Appendix H.).

Urban departments had more personnel than rural departments, and urban departments were more diverse than rural departments (See Appendix H.).

Results: Recruitment and Hiring

Chiefs were asked about staffing levels and their opinions about the relationship between pay and recruitment and retention. Close to 60 percent of chiefs disagreed that their departments were staffed adequately before the COVID-19 pandemic, indicating a need to recruit and hire additional officers (See Figure 3.). Fewer than half of the chiefs (49 percent) thought the pay rate was high enough to attract new officers to the department, although 58 percent believed the pay rate was high enough to retain officers. Overall, most (86 percent) chiefs reported that morale in their department was good.

Figure 3. Chiefs' perceptions of police personnel issues (*n*= 317)



For new recruits, almost all (92 percent) departments required only a high school diploma or GED, while 4 percent required some college but no degree and another 4 percent required a 2-year college degree (associate's degree) (See Table 10.). Only one department

required a 4-year college degree (bachelor's degree). Of the departments that required some college but no degree, an average of 39 credits (median= 30) were required. About 14 percent of departments considered military service as an exception to the education requirement. However, a military service waiver to education may not matter much given that most departments only required a high school diploma or GED as the basic level of education.

Just over half of the departments had a civil service commission overseeing the hiring process, and the majority (79 percent) of departments had a collective bargaining union or association.

Table 10. Hiring requirements (*n*= 318)

	Percent
Minimum education required[a]	
High school diploma/GED	92
Some college, but no degree[b]	4
Two-year college degree	4
Military service exception to education	
No	86
Yes	14
Civil service commission oversees hiring	
No	48
Yes	52
Collective bargaining union/association	
No	20
Yes	80

[a] Only one department required a 4-year college degree.
[b] Of the 11 departments who required some college, but no degree, on average, they required 39 credits (median= 30, *s*= 23.4, range: 0-80).

There were no differences in recruitment and hiring between 2005 and 2020, or among regions (See Appendix I.).

Compared to municipal chiefs, a much higher percent of regional chiefs agreed the pay rate was high enough to attract new officers (85 percent) and retain officers (80 percent), and all regional chiefs agreed that morale in their department was good. Compared to about half of municipal departments, only 10 percent of regional departments had a civil service commission overseeing the hiring process (See Appendix I.).

A significantly higher percentage of chiefs in rural departments (60 percent) than chiefs in urban departments (43 percent) disagreed that the department pay rate was high enough to attract new officers. Half of the chiefs in rural departments reported that the pay rate was high enough to retain officers, compared with 64 percent of chiefs in urban departments. A much smaller percentage of rural departments (39 percent) than urban departments (62 percent) had a civil service commission overseeing the hiring process. Similarly, only about two-thirds of rural departments had a collective bargaining union or association representing officers in the department, compared with almost 90 percent of urban departments (See Appendix I.).

In follow-up interviews, 79 percent of police chiefs interviewed reported having difficulty with general recruitment and retention; 57 percent reported that there were fewer, and less qualified, applicants. Low salary was most frequently cited as a barrier to recruitment ("…small boroughs, lower pay scale"), with 32 percent of chiefs reporting this issue. Eleven percent of chiefs cited relying on part-time officers as a challenge to recruitment and retention. Almost one-third (31 percent) of chiefs suggested that higher salaries could help with recruiting and retaining officers. Close to one-fifth (19 percent) of chiefs recommended moving to full-time only police to avoid the high turnover associated with part-time officers. Sixteen percent recommended involvement in a consortium and another 9 percent recommended regionalization to expand the applicant pool. Nine percent suggested working to improve the reputation of the department (See Appendix I.).

Results: Salary and Benefits

Chiefs were asked about the current annual salary for new officers after the probationary period. One hundred departments paid hourly, only two departments paid officers monthly, and 170 reported annual salaries. (See Table 11.) In municipal police departments that paid new recruits annually, new full-time recruits earned $57,531.41 per year, on average; in departments that paid monthly, new full-time recruits earned $2,505 per month, on average; and in departments that paid hourly, new full-time recruits earned $24.79 per hour, on average. Part-

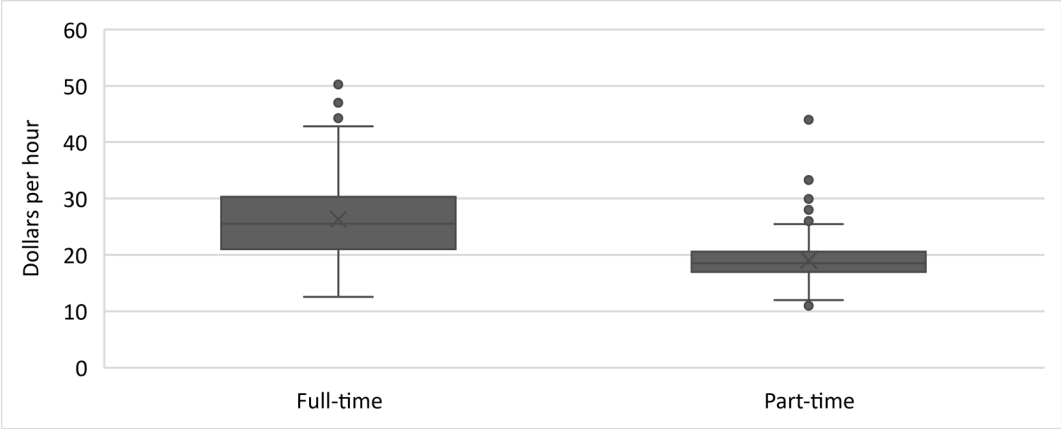
time officers were paid less than full-time officers. Part-time officers in the 217 departments who were paid hourly earned $18.87 per hour, on average; part-time officers in the two departments that paid monthly earned $1,700 per month, on average; and part-time officers in the five departments that paid annually earned $26,678.40 per year, on average.

Table 11. Full-time and part-time officer salaries

	Per year	Per month	Per hour
Full-time	mean= $57,531.41 (med= $56,000.00) (range: $30,000-$111,800) (*n*= 170)	mean= $2,505 (med= $2,505) (range: $2,010-$3,000) (*n*= 2)	mean= $24.79 (med= $25) (range: $13-$50.21) (*n*= 100)
Part-time	mean= $26,678.40 (med= $18,000) (range: $1,700-$45,760) (*n*= 5)	mean= $1,700.00 (med= $1,700.00) (range: $1,400-$2,000) (*n*= 2)	Mean= $18.87 (med= $18.50) (range: $11-$30) (*n*= 217)

For direct comparison, salaries were converted to hourly wages, assuming 52 weeks per year and four weeks per month, 40 hours per week for full-time officers and 20 hours per week for part-time officers. Officers working full-time earned higher wages, on average, than officers working part-time (See Figure 4.).

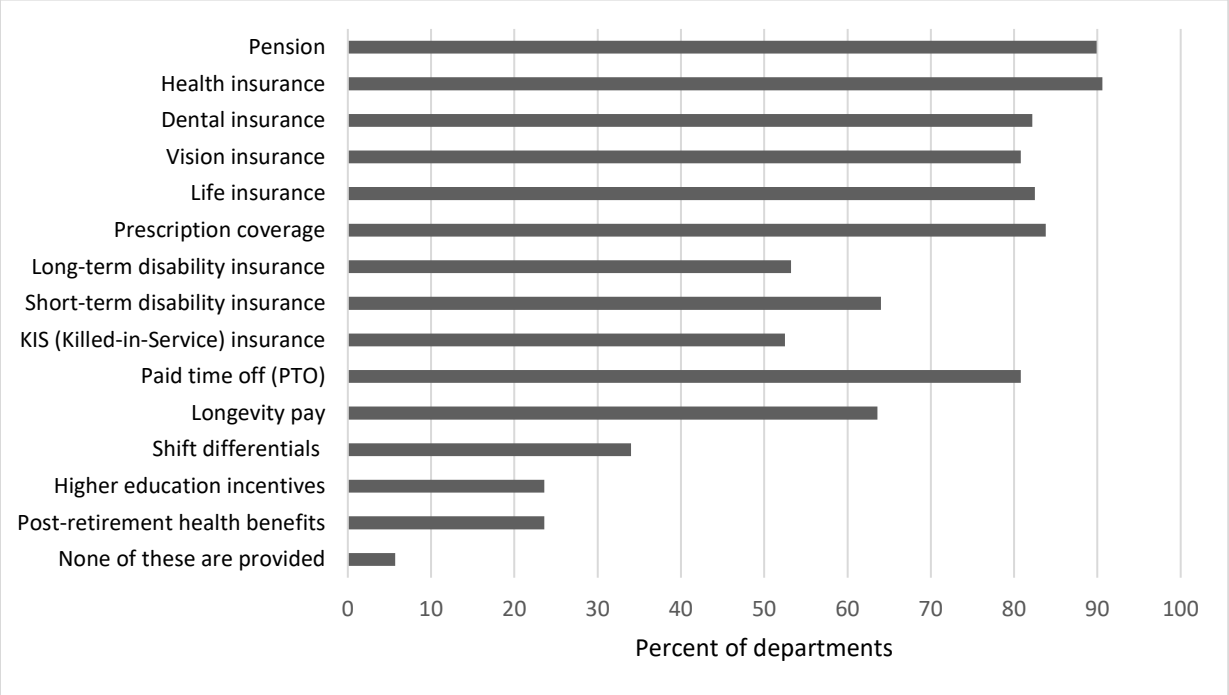
Figure 4. Comparing full-time (*n*= 272) and part-time (*n*= 224) officer salaries, in dollars per hour



Chiefs also were asked about the benefits available to officers at the department. Most, but not all, departments had a pension (90 percent) and health insurance (91 percent) available.

(See Figure 5.) Over four-fifths of departments offered dental insurance (82 percent), vision insurance (81 percent), life insurance (83 percent), prescription coverage (84 percent), and paid time off (81 percent). Slightly more than half of the departments offered long-term disability insurance (53 percent), and short-term disability insurance (64 percent), killed-in-service insurance (53 percent), and longevity pay (64 percent). About one-third (34 percent) offered shift differentials, and 24 percent offered higher education incentives and post-retirement health benefits. Only 6 percent did not offer any of these benefits.

Figure 5. Benefits offered to officers (*n*= 317)



Salaries for both full-time and part-time officers increased significantly over the past 15 years. On average, full-time officers earned an annual salary of $36,016 in 2005, which increased to $54,911 in 2020. In 2005, part-time officers earned $12,631 annually, which increased to $19,800 in 2020. Regarding benefits, a higher percentage of departments offered dental and vision insurance in 2020 (75 percent in 2005 versus 82 percent in 2020 and 72 percent in 2005 versus 81 percent in 2020, respectively) (See Appendix J.). Among regions,

departments in the central region were less likely to offer dental insurance and shift differentials than departments in the western or eastern regions (See Appendix J.).

A higher percentage of regional departments, compared to municipal departments, offered benefits in all categories, except for paid time off (See Appendix J.).

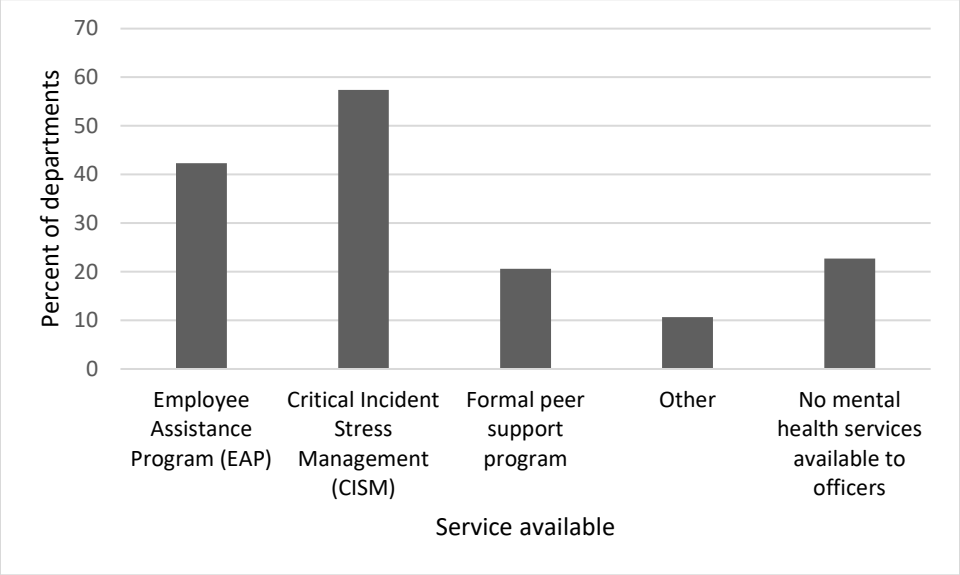
Almost all urban departments (96 percent) offered a pension and health insurance, compared with 83 percent of rural departments offering a pension and 84 percent of rural departments offering health insurance. Similarly, 93 percent of urban departments offered dental insurance, compared to 69 percent of rural departments, and 91 percent of urban departments and 69 percent of rural departments offered vision insurance. About one-third of urban departments offered higher education incentives (33 percent) and post-retirement health benefits (31 percent), compared with only 13 percent of rural departments that offered higher education incentives and 19 percent that offered post-retirement health benefits (See Appendix J.).

Results: Mental health services available to officers

In addition to the benefits offered to officers, chiefs were asked specifically about mental health services available to officers (Figure 6.). About 42 percent of chiefs reported their departments had an Employee Assistance Program (EAP), 57 percent had a Critical Incident Stress Management (CISM) team available, and 21 percent had a formal peer support program. Slightly more than 10 percent of chiefs said their department offered something else. Of the 31 chiefs that reported "other" mental health services were available to officers, five said that services were available through current health insurance coverage, seven said local doctors or private psychologists were available to assist, three had a chaplain or a department psychologist to help officers, three said county services were available to officers, one said the county district attorney's office psychologist was available, one used the Crisis Intervention Team (CIT) to assist officers, one used an "in-house co-responder," one used the FOP Lodge, one department had a partnership with a local medical center that officers could use as needed, and one

department was in the process of creating an Employee Assistance Program (EAP). More than one-fifth (23 percent) of the departments had no mental health services available to officers. Further, one-quarter of departments did not offer training on the mental health services available to officers, while 16 percent trained officers annually and 59 percent trained officers occasionally.

Figure 6. Mental health services available to officers (*n*= 311)



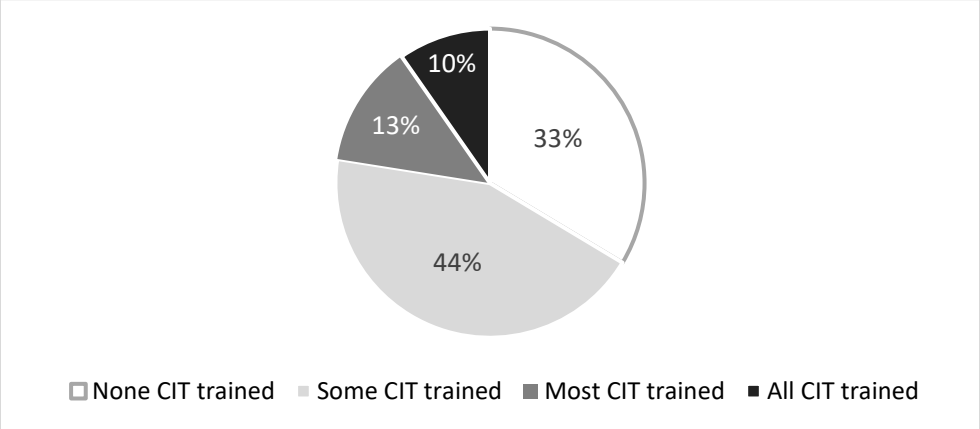
Urban departments had more mental health programs available for officers than rural departments. For example, 29 percent of rural departments offered no mental health services to officers compared to 18 percent of urban departments (See Appendix K.).

In follow-up interviews, chiefs pointed out a perceived stigma associated with seeking help, and officers were concerned they would be punished or lose their jobs if they admit to struggling with mental health. Chiefs recommended expanding Critical Incident Stress Management (CISM) teams to help officers; they suggested training resiliency officers in every department to help peer officers with mental health concerns. Chiefs encouraged holistic wellness training, including alcohol awareness, depression programs, and physical fitness. Chiefs also encouraged regular mental health exams of all officers (See Appendix K.).

Results: Providing assistance to people with mental health issues

Chiefs were asked about officer training for interacting with people with mental health issues. Almost all departments have trained officers on how to interact with people with mental health issues (e.g., through roll call training, guest speakers, training through the county); only 5 percent of chiefs reported that officers never received this training. More than half (52 percent) of chiefs reported that their officers were trained specifically in how to interact with people with mental health issues more than 1 year ago, and 43 percent reported their officers were trained on this topic within the prior year. Chiefs were also asked specifically about Crisis Intervention Team (CIT) training, which is a 40-hour, comprehensive program focusing on de-escalation that has shown to improve police decision making and attitudes toward people with mental health issues (see Richmond & Gibbs, 2020) (See Figure 7.). Over one-third (34 percent) of departments did not have any officers who had CIT training and 44 percent had at least one officer who had CIT training. Almost 10 percent of departments had all officers CIT trained, and 13 percent of chiefs reported that most of the officers in the department had CIT training.

Figure 7. Percent of officers with CIT training (*n*= 309)



Comparing regional differences in CIT training, the western region had the highest percentage (45 percent) of departments that had no CIT trained officers, compared to 36 percent of departments in the central region and 22 percent of departments in the eastern region (See Appendix L.).

A higher percentage of regional departments have trained officers within the previous year on how to interact with people with mental illness: 80 percent of regional departments offered training compared to 43 percent of municipal departments. Turning to specific CIT mental health training, only about 5 percent of regional departments had no CIT-trained officers, while close to one-third of municipal departments had no CIT-trained officers (See Appendix L.).

A higher percentage of urban departments (48 percent) than rural departments (37 percent) trained their officers on how to interact with people with mental illness in the previous year. Regarding CIT training, a higher percentage of rural departments (39 percent) than urban departments (29 percent) had no officers trained in CIT (See Appendix L.). In follow-up interviews, the majority of chiefs reported that mental health calls for service tend to focus on the same person or people. Most chiefs also report that social services are unavailable (14 percent) or ineffective (57 percent). Chiefs recommended more mental health services available to the public, including in-patient facilities (See Appendix L.).

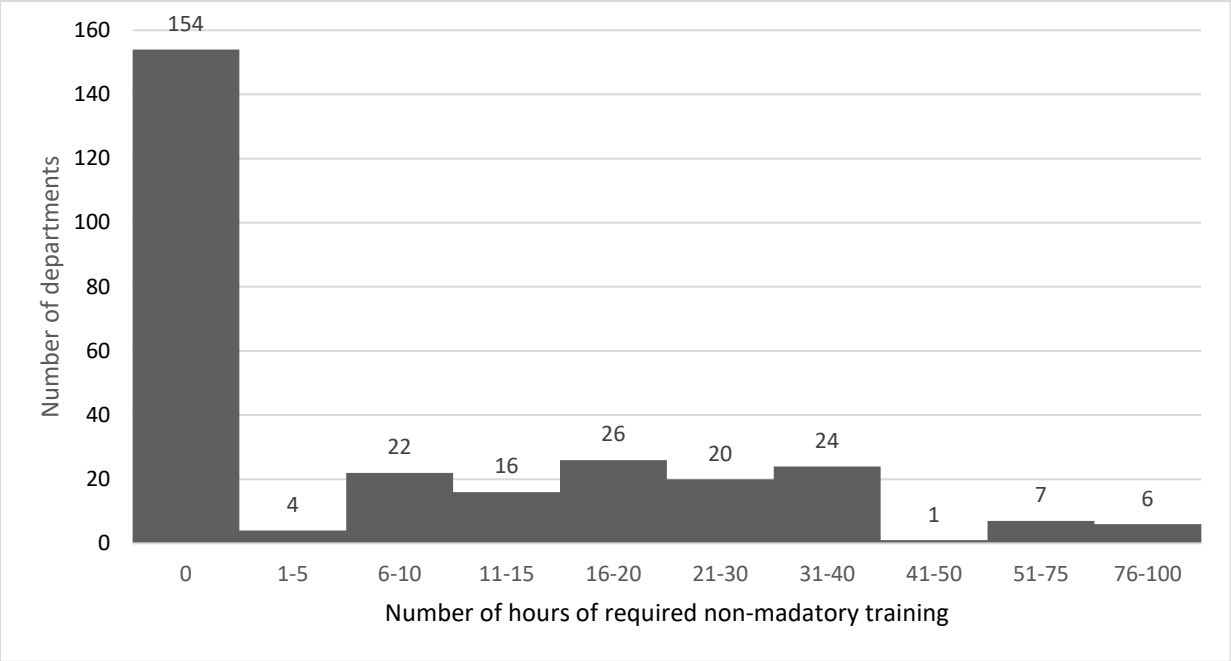
Results: Non-mandatory Training

Chiefs were asked about non-mandatory department training. Mandatory training is required by the Municipal Police Officers' Education & Training Commission (MPOETC; see https://mpoetc.psp.pa.gov), which sets the certification and training standards for all municipal police officers within Pennsylvania. After completing basic academy training, each municipal police officer is required to complete 12 hours of mandatory, in-service training each year through MPOETC. Police officers may complete additional hours of non-mandatory training at their discretion or at the direction of their commanding officers.

Of the 280 chiefs who answered questions about department training, 55 percent reported zero hours of non-mandatory training required of officers each year (See Figure 8.). On average, departments required 11 hours of non-mandatory training (median= 0, sd= 18.1). Some chiefs reported a high number of required non-mandatory training hours each year. One chief

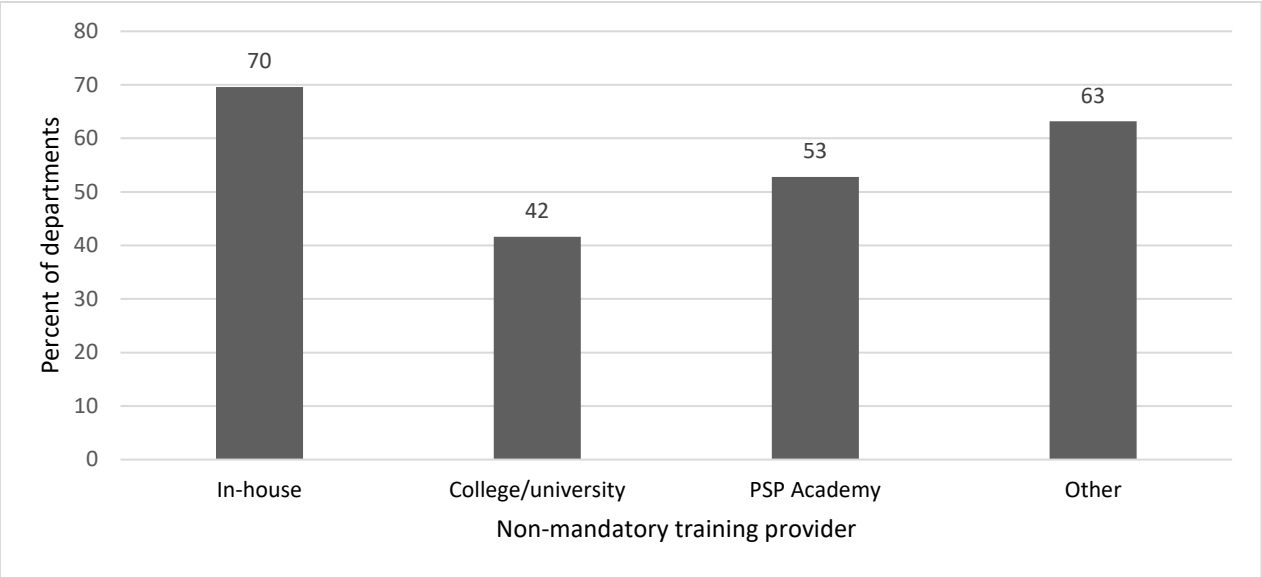
reported 100 hours of required non-mandatory training, five chiefs reported 80 required hours, six chiefs reported 60 required hours, and one chief reported 50 hours.

Figure 8. Number of hours of required non-mandatory training (*n*= 299)



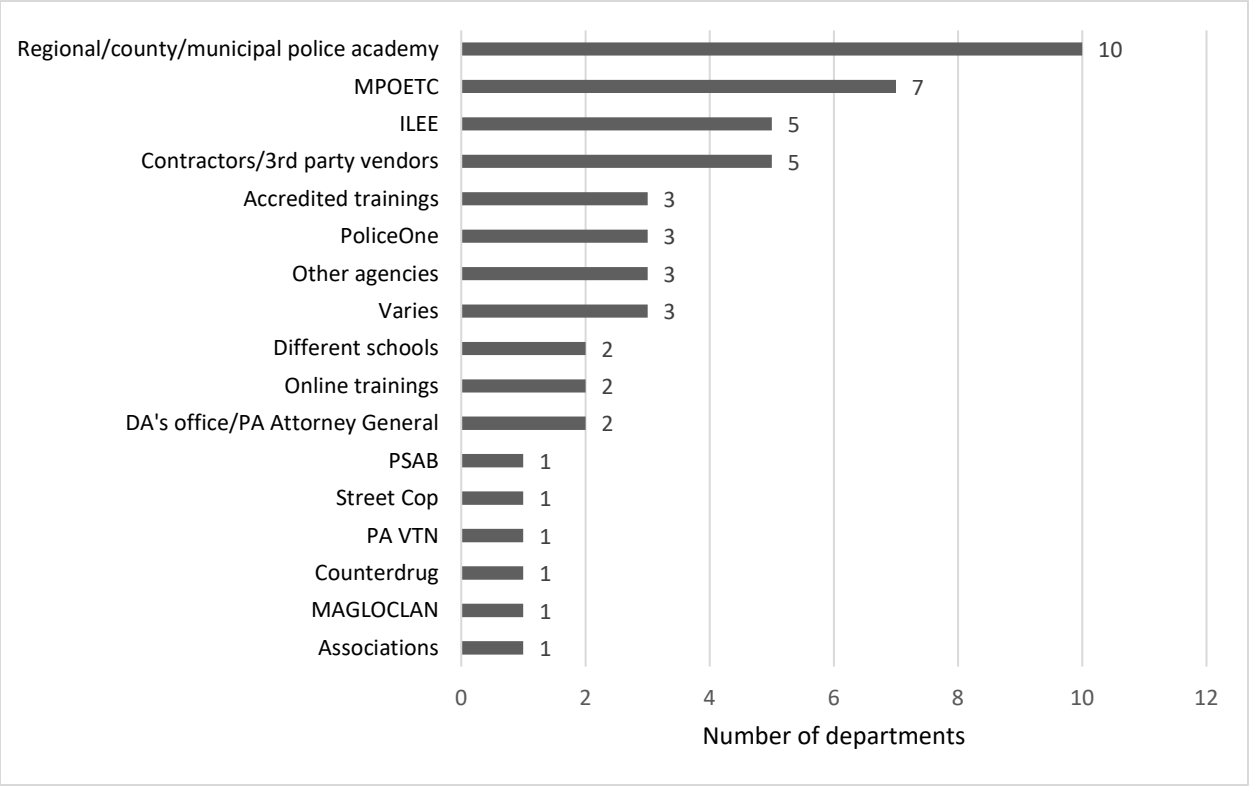
Of the 126 departments that required at least one hour of non-mandatory training per year, most (70 percent) offered the training "in-house" or attended courses through the Pennsylvania State Police Academy (53 percent) (See Figure 9.) Over two-fifths (42 percent) attended non-mandatory training at a college or university, and 63 percent of chiefs said they used another provider for non-mandatory training.

Figure 9. Non-mandatory training providers (*n*= 126)



Of the 79 chiefs who reported "other," required non-mandatory training was provided most frequently by a regional, county or municipal police academy (*n*= 10) or MPOETC (*n*= 7) (See Figure 10.). The Institute for Law Enforcement Education (ILEE; *n*= 5) and contractors or third-party vendors (*n*= 5) also were a common provider. PoliceOne (*n*= 3) and other agencies (*n*= 3), online trainings (*n*= 2), and the district attorney's office or Pennsylvania Attorney General's office (*n*= 2) were cited as providers of non-mandatory training. One chief mentioned the Pennsylvania State Association of Boroughs (PSAB), another mentioned Street Cop, another listed the Pennsylvania Chiefs of Police Association's PA Virtual Training Network (PA VTN), another cited Counterdrug, another reported MAGLOCLAN, and one responded receiving non-mandatory training through professional associations.

Figure 2. Number of police departments using other non-mandatory training providers (*n*= 79)

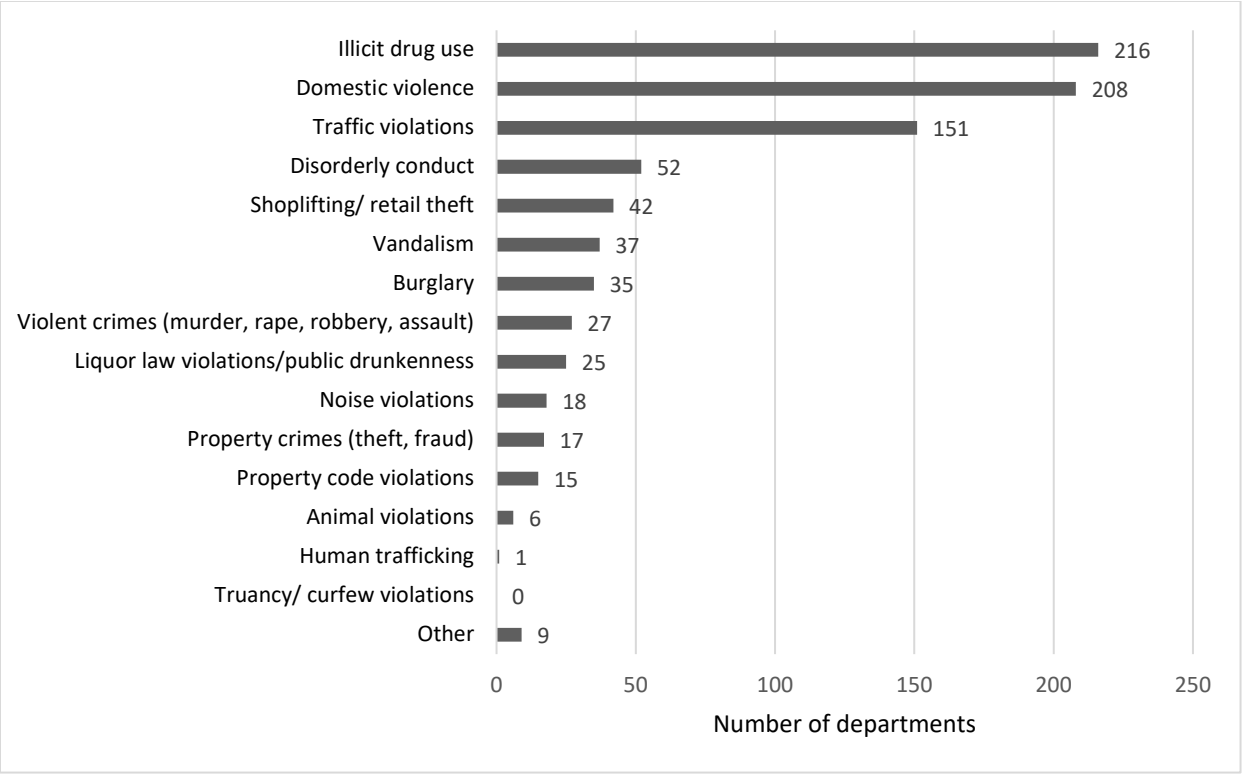


While there were no significant differences between regions, there were differences between rural and urban departments. For example, 58 percent of rural departments and 77 percent of urban departments provided in-house non-mandatory training (See Appendix M.). In follow-up interviews, chiefs cited the advantages of the low cost of online training to small departments, although chiefs also noted the networking benefits of in-person training. All chiefs reported that they include money in the budget to cover at least some of the costs of non-mandatory trainings, although that training budget varies greatly among departments. The majority of chiefs (54 percent) reported that scheduling is an issue when officers attend training. Finding coverage for shifts for officers who are away at training is difficult, and some chiefs reported that they must work the shifts themselves so their officers can attend training (See Appendix M.).

Results: Primary crime concerns of police chiefs

Chiefs were asked to list the top three crime issues in their communities before the COVID-19 pandemic, and 289 chiefs responded (See Figure 11.). Most chiefs (*n*= 216) reported that illicit drug use was one of the top three issues in their communities, followed by domestic violence (*n*= 208), and traffic violations (*n*= 151). Chiefs also listed disorderly conduct (*n*= 52), shoplifting or retail theft (*n*= 42), vandalism (*n*= 37), and burglary (*n*= 35) as top concerns. Fewer chiefs reported violent crimes (e.g., murder, rape, robbery, assault; *n*= 27), liquor law violations or public drunkenness (*n*= 25), noise violations (*n*= 18), property crimes (e.g., theft, fraud; *n*= 17), and property code violations (*n*= 15) as top concerns. Six chiefs cited animal violations and one chief cited human trafficking as a top concern. Nine chiefs listed other main concerns, including child abuse, DUI, fraud, identity theft, mental health issues, neighborhood disputes, and parking issues. No chief listed truancy or curfew violations as a top concern.

Figure 3. Primary crime concerns (*n*= 289)



While the top three crime concerns of chiefs (i.e., illicit drug use, domestic violence, and traffic violations) remained the same since 2005, a much higher percentage of chiefs cited these crimes as concerns in 2020 than in 2005. A smaller percentage of chiefs listed burglary (19 percent in 2005 versus 12 percent in 2020) and vandalism (47 percent in 2005 versus 13 percent in 2020) as a top crime concern (See Appendix N.).

Chiefs across regions and chiefs of both rural and urban departments were mostly in agreement about the top crime concerns in their areas (See Appendix N.).

In follow-up interviews, most chiefs (87 percent) agreed that opioids remained a problem in their jurisdictions. To address this issue, chiefs overwhelmingly supported officers carrying naloxone for both people who overdose and to aid officers in cases of accidental exposure to the drug. Chiefs (81 percent) also reported methamphetamines ("meth") as a problem in their area. Most chiefs (88 percent) have drug take back boxes, and chiefs were split on their effectiveness in reducing access to harmful drugs. Instead, chiefs encouraged more social services to assist the public with illicit drug use (See Appendix N.).

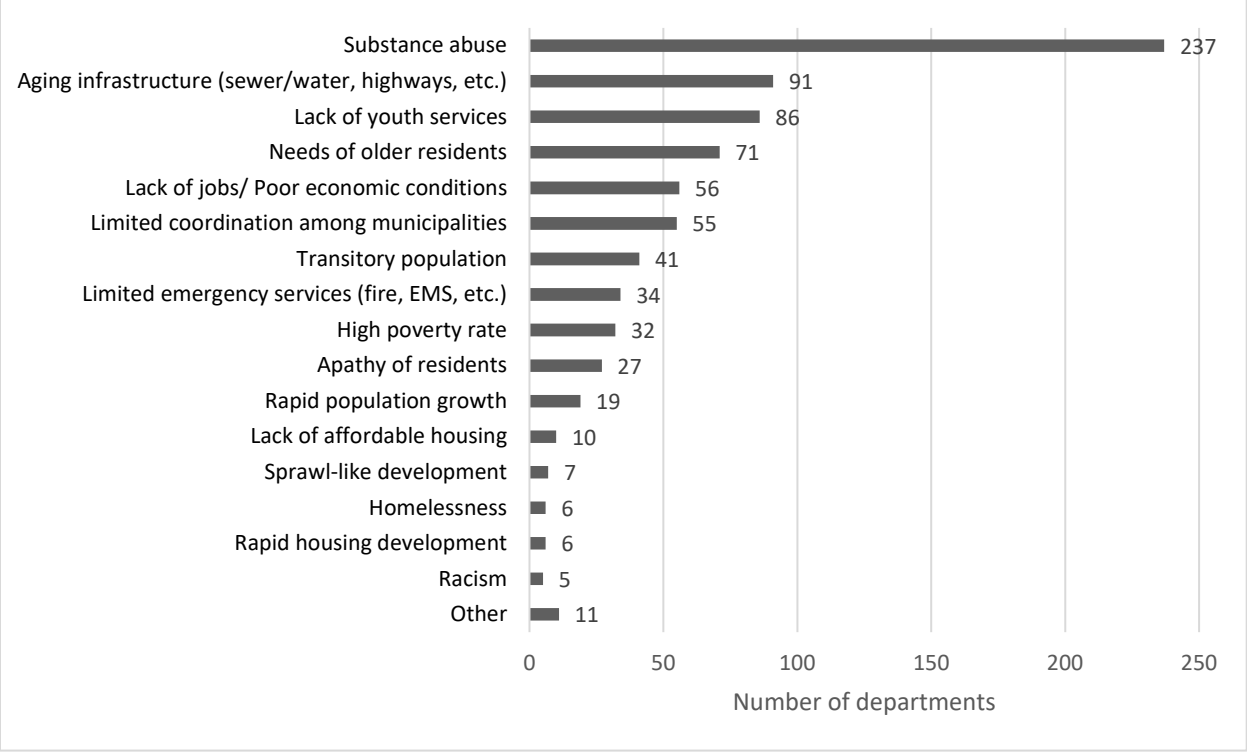
When asked about domestic violence, chiefs cited a standard approach according to Pennsylvania law. The majority (60 percent) of chiefs observed an increase in domestic violence during the pandemic. Even though domestic violence was a top concern of chiefs, they recommended no additional legislation. Instead, they suggested more social services are needed (See Appendix N.).

Results: Top socioeconomic issues of police chiefs

In addition to the top three crime issues facing their communities, chiefs also were asked about the top three socioeconomic issues in their communities; 281 chiefs responded to this question. Similar to the top crime issues, substance abuse was the top concern of police chiefs, as 237 police chiefs (84 percent) reported substance abuse as one of the top three socioeconomic issues (See Figure 12.). To a lesser extent, chiefs were concerned about aging infrastructure (e.g., sewer and water, highways; n= 91), lack of youth services (n= 86), and the needs of older

residents (*n*= 71). Lack of jobs or poor economic conditions was a top concern of 56 chiefs, and limited coordination among municipalities was a top concern of 55 chiefs. Forty-one chiefs were concerned about the transitory population. Fewer chiefs listed limited emergency services (e.g., fire, EMS; *n*= 34), high poverty rate (*n*= 32), apathy of residents (*n*= 27), and rapid population growth (*n*= 19) as a top concern. A few chiefs reported a lack of affordable housing (*n*= 10), sprawl-like development (*n*= 7), homelessness (*n*= 6), rapid housing development (*n*= 6), and racism (*n*= 5). Eleven chiefs listed "other" top concerns, including mental health services (*n*= 3), change from single family homes to rentals, current political environment, "illegals and terrorist groups," interaction between college and local community, lack of family structure, and no public transportation.

Figure 4. Primary socioeconomic concerns of police chiefs (*n*= 281)



While chiefs in the central and eastern regions followed the pattern a similar pattern with the top three socioeconomic concerns, a higher percentage of chiefs in the Western region

listed lack of jobs or poor economic conditions instead of needs of older residents as a top socioeconomic concern. (See Appendix O.) Similarly, a higher percentage of rural departments than urban departments cited lack of jobs or poor economic conditions as a top socioeconomic concern (instead of needs of older residents).

Results: Police role in school safety

About one-quarter (24 percent) of municipal police departments had a dedicated school resource officer, and the majority (68 percent) worked with K-12 schools to plan for crisis response (See Table 12.).

Table 12. Police role in school safety (*n*= 320)

Does your police department:	% Yes	% No
Have a dedicated school resource officer?	24	76
Work with K-12 schools to plan for crisis response?	68	32

Half of regional police departments (50 percent) had a dedicated school resource officer, compared with less than one quarter (24 percent) of municipal departments (See Appendix P.).

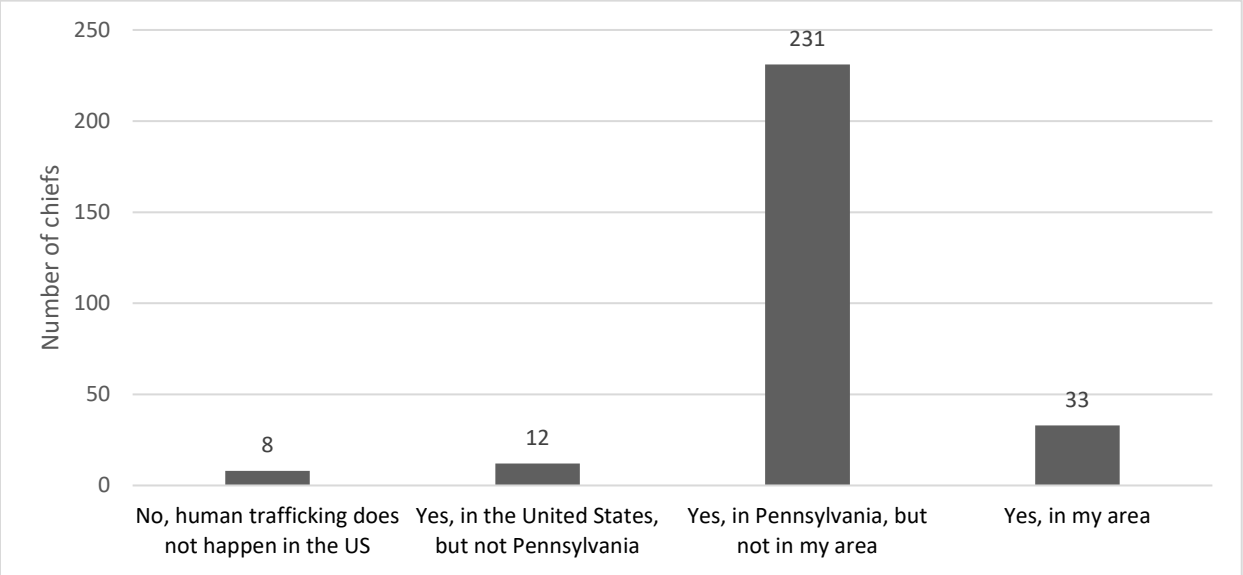
In follow-up interviews, the low percentage of school resource officers was explained by the high percentage of chiefs who either did not have a school in their jurisdiction (25 percent) or the school had its own security (12 percent). Chiefs explained that they can have a good relationship the schools without the presence of a school resource officer. Almost all of the chiefs with schools in their areas engaged in active shooter drills with their schools. The most common policy recommendation was for funding and training for school resource officers (36 percent), followed by active shooter training (32 percent), and autism or mental health training (8 percent) (See Appendix P.).

Results: Perceptions of human trafficking

Police chiefs were asked if human trafficking was a problem, and 284 chiefs responded to the question (See Figure 13.). Only eight chiefs responded that human trafficking does not happen in the United States. Another 12 chiefs said that human trafficking is a problem in the

United States, but not in Pennsylvania. Most chiefs (81 percent) said that human trafficking is a problem in Pennsylvania, but not in their area. Finally, 33 chiefs reported that human trafficking is a problem in their area.

Figure 5. Chiefs' perception of the extent of the human trafficking problem



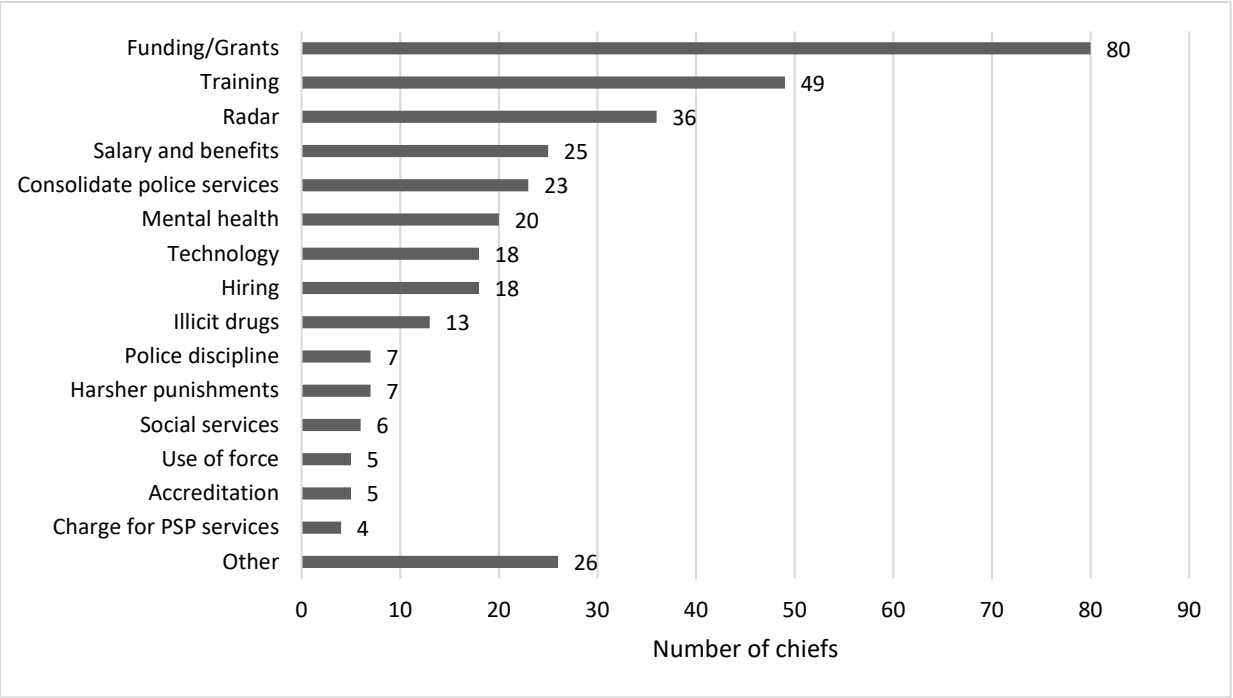
A higher percentage of regional chiefs (32 percent) than municipal chiefs (12 percent) reported that human trafficking was a problem in their area. There were no regional differences or differences between rural and urban chiefs (See Appendix Q.). Some chiefs (6 percent) believed human trafficking does not happen in rural areas. To explain the finding that 81 percent reported human trafficking is a problem in Pennsylvania but not in their area, some chiefs said that the respondents do not see it or they do not receive reports about it. Some chiefs (20 percent) associated human trafficking with hotels, motels and truck stops, which often are absent from small, rural areas. Others (18 percent) expressed the need for clarity on the definition of human trafficking, which was evidenced by 16 percent of chiefs reporting that human trafficking is another term for prostitution, which they said is not an issue in smaller, rural communities. Chiefs commonly recommended more training on human trafficking so

police know how to identify signs of human trafficking, as well as missing and exploited children (See Appendix Q.).

Results: Chiefs' policy considerations

Chiefs were asked to think of policing before the COVID-19 pandemic and identify what other concerns legislators should address: 259 chiefs responded (See Figure 14.). The most frequently cited concern of chiefs was funding (31 percent), mainly for equipment, training and hiring more officers. One chief explained that "our most limiting factor is funding" to support "the viability of local law enforcement." Chiefs also were concerned with unfunded mandates, with one chief saying that "we get many state and federally required mandates and no money to enact and maintain those mandates." Another offered an analogy: "They constantly ask us to build a house with a tack hammer," and suggested "removing the VC3111a add-ons to make it a money maker for the state." Some chiefs expressed that winning grants is difficult, with one chief writing, "we are too poor to receive grants – other areas around us who have money get the funding." One chief, who is a retired PSP commander, saw "extreme waste of police funding within the state," writing: "With the right team, I could thrash 20 percent of the State Police budget within three months."

Figure 6. Areas of concern of police chiefs (*n*= 259)



The next most common concern was training (24 percent), with most chiefs reporting they needed funding for better and more hours of training, especially for unfunded training mandates. One chief was concerned about the "lack of overall training of officers after leaving the academy," with another chief recommending "standardizing police training with on the job training." Another said, "Other than limited topics that are covered by highway/bridge funds there is no longer state funding for training that everyone agrees should be made available." Two chiefs recommended requiring a "Mental Health First Aid/De-escalation training course every two years for each officer." Another recommended training "for pandemics like now – have the training prior to needing it," and another chief suggested "communication training" and training on "policy and procedure requirements." Another chief recommended combining resources to "have sheriffs and municipal police to use the same academy."

In follow-up interviews, one chief explained why training is so important: "You see it wear on the guys, wear on the morale. The enthusiasm wears – instead of taking initiative, they're doing bare minimum. They're fed up and frustrated. The training is how they feel good –

they no longer excel in the area they have the most interest in. And, the unfortunate thing is going to be the after effects – the ripples the community is going to see in the professionalism in the police department. You're going to realize when we're not there. We're starting to see a change where we're becoming reactive instead of proactive."

Eighteen percent of chiefs were concerned about radar, arguing that municipal police should be able to use radar. One chief said: "Local police need the use of radar to address traffic safety concerns. There are NO valid excuses as to why this useful tool has not been made available to municipal police in Pennsylvania." Another chief said: "Traffic enforcement is hampered by a lack of local use of radar. This topic has been debated for decades while the legislature has the ability to provide this tool to local law enforcement to make our communities safer. If the legislature does not want the revenue to go to local governments, they have the ability to designate where the funds should go."

Twelve percent of chiefs were concerned about salary and benefits, with a specific focus on pensions and post-retirement health care. One chief suggested "equalizing the PMRS and Act 600 pension systems for municipal police," with another chief recommending mandatory "20 years & out retirement." One chief suggested: "Pension reform so local officers have [the] same benefits as state troopers, such as higher salary benefit upon retiring: locals only get 50 percent where state troopers get 75 percent of their highest year. [Also,] health insurance benefit upon retirement like state employees."

In the follow-up interviews, one chief explained the importance of post-retirement health care: "Health insurance ceases when employment does and we are too young to qualify for Medicare; the cost of medical insurance is almost equal to our pension benefit. We can't afford to retire, and [we are] often not effective to meet the physical demands to do the job." Some chiefs were concerned about "disparity in salary" and one chief requested "mandated minimal salaries and benefits." Two chiefs would like to see benefits for part-time officers, although one chief cautioned that "Pennsylvania relying on part-time officers is an issue." One chief was

concerned about "healthcare costs in general, but also costs to local municipal agencies. If costs for agencies were capped or funded through state or federal government, smaller agencies could hire additional officers. The current cost of healthcare ($25,000.00 to $30,000.00 per officer) makes it difficult to budget for needed officers."

Eleven percent of chiefs supported police regionalization or at least consolidating or coordinating emergency services. One chief observed there are "far too many 'one man band' and other small police agencies." One chief reported this would help address mismanagement: "Regionalize larger areas, such as county departments, to minimize micro-management of police function by smaller, less trained municipal entities." Several chiefs recommended providing incentives, such as funding, for regionalization of police services. One chief said: "Legislature should do away with part-time police officers and only allow for full-time employment. Legislature should also require all municipalities to provide for police services. If a municipality is unable to provide services financially, they should be required to join with other municipalities until such services can be provided. This should also include fire and EMS services. Legislature should consider making all police departments, except city departments, become part of each county's Sheriff's [office] similar to law enforcement in the South." Another chief said that county regional police force development would be beneficial, adding: "Legislators should look at funding for regional departments which could offer better services and rely less on the state police."

Mental health was a concern for about 10 percent of the chiefs, with a focus on funding for mental health training, and CIT training, in particular. One chief requested: "Help for people with mental health issues as well as drug/alcohol issues. Police are not the answer to these issues. We do not have the resources and outlets available to us to help." Chiefs were concerned about the "lack of placement options for persons with severe mental health issues," reporting that: "Legislators need to realize the need for in-patient mental health facilities. The closing of [mental health] facilities and forcing persons with serious conditions to care for themselves is

cruel and dangerous." Another chief echoed this sentiment, saying: "The State's dismantling of the mental health system has caused serious issues for [law enforcement]. Police in [my county] have little option but to arrest. These people need in-patient treatment, not jail!". Another chief said: "We have a HUGE mental health treatment gap in this area and no outlets except for a tremendous wait period to transport individuals to a mental health facility over an hour away." One chief suggested "holding [mental health] employees accountable to assist police and not pass mental health calls out to police departments." One chief was frustrated with the lack of options available to police: "If someone is not a threat to themselves or others, police have no options." One chief would like to see "a database for police to have real time mental health records of suspects."

Almost 9 percent of chiefs had concerns about technology, primarily funding for technology. Chiefs requested funding for body worn cameras and the accompanying costs of video storage. One chief was interested in radio upgrades, another would like license plate readers, another wanted surveillance equipment and upgrades for new software for computers and RMS systems, and another would like dashboard cameras, reporting "the … technology is very hard to acquire with small government budgets."

About 9 percent of chiefs discussed hiring. While chiefs would like funding to hire additional officers, some were concerned about "the decrease in the number of interested young people in the field of policing," observing that recruitment is an issue. One chief reported: "We're finding no one wants to do this job anymore due to scrutiny and ridicule," recommending "more grants for hiring officers and more training and better pay to attract better applicants." One chief recommended an "incentive program for people to become police officers." One chief would like:

> "No neutral references for terminated officers or void previous lawsuit settlements. Or, mandatory call to neighboring department officers upon receipt of a neutral reference.

Those officers should be guaranteed anonymity and able to say whatever they want about the neutral reference officer."

In other words, if an officer leaves an agency for a reason, hiring chiefs should be aware of that reason. One chief would like to see "more oversight on [police departments] to make sure that Police Chiefs are hiring the best qualified persons," with another recommending there "should be a standardized state hiring process for every Police Department in PA instead of how each department has their own criteria." Another chief suggested that legislators "review outdated Civil Service Rules."

Just over 6 percent of chiefs were concerned about illicit drugs, ranging from the "Availability of Narcan" to "drug interdiction programs/education." Two chiefs reported the rising use of methamphetamines. One chief reported that "drug abuse is a major issue, and it should start with more oversight/regulation with Doctors providing the prescriptions." Another recommended "mandatory IN-PATIENT drug and alcohol treatment for certain offenses vs. incarceration," and a second chief echoed "more funding to address drug issues including making rehab more accessible to those [who] want it." One chief suggested higher penalties for repeat drug offenders. Another "oppose[s] recreational marijuana legislation."

Seven chiefs were concerned about police discipline. Two chiefs wanted to "eliminate arbitration for discipline cases," with one recommending: "Act 111 revisions so arbiters' decisions do not overturn the decisions of police agencies to fire officers." Another chief suggested to "establish a neutral review board for discipline for in-house personnel, [taking] local politics out." One chief would like to see a "database for fired officer[s]," and another suggested "creating a statewide Police ethics investigation team for agencies to call if they need assistance in investigating one of their officers."

Seven chiefs discussed making punishments harsher. A few chiefs suggested "holding people accountable" for their actions. One chief recommended "enforcement of law and mandatory minimum sentencing guidelines." Another would like to see "enhanced penalties for

resisting arrest with violence and without violence. Probation and Parole should be stronger restrictions." One chief requested "higher penalties for repeat drug offenders," and another focused on "more strict penalties for DUI vs. Hit & Run. Many [hit and run offenses] happen while DUI but only a citation can be issued if there is only property damage so people leave the scene of a crash while drunk because all they will get is a citation when/if found."

Six chiefs were concerned about the "lack of available public services resulting in police handling non-criminal investigations." Two chiefs focused on homelessness, reporting that "officers have no resources when dealing with homeless individuals. County resources are of no assistance when contacted by police." One would like to see "fair housing." Two chiefs focused on child welfare reform: "The system of Children and Youth Services is broken and needs overhaul," and "More money needs to be spent on programs for the elderly as well as ALL children and youth agencies statewide."

Five chiefs focused on use of force, with two recommending de-escalation training. One chief suggested "changes … with existing case law governing use of force." Another five chiefs were concerned about accreditation, requesting funding for accreditation. One chief reported its necessity, writing: "Accreditation elevates training and professionalism of law enforcement agencies. In today's society, we demand a professional and well-trained police force that will uphold the constitutional rights of everyone, accreditation helps bring small rural departments to that level."

Four police chiefs were concerned about charging municipalities that rely on PSP services. One chief summarized the sentiment: "The taxpayers in the municipalities without police protection should have to pay for the state police coverage they receive. It is not fair to the taxpayers of municipalities that fund a police department to have to pay for state police protection, which they do not receive."

Almost 13 percent (n= 26) chiefs had other concerns. One chief recommended allowing police to make their own policy ("Leave the departments to handle it") and another encouraged

legislators to respect “the knowledge they have on the problems small town policing has.” Other concerns included:

- “Under the current crisis in law enforcement, legislators should formulate viable policy and legal changes that uphold the purpose of the police in this Commonwealth, while changing those aspects of law and training necessary to adapt policing into good professional standards.”
- “Change Domestic Violence laws to allow officers to gather statements, pictures and other evidence and allow officers to testify against the actor when the victim refuses to, especially when there are multiple times when there have been assaults.”
- “Each county should have its own response teams for crisis situations. Take one or two officers from each department in said county and have them go through extensive training to create each unit. Hostage Negotiations, Active School Shooter, etc. This way when a crisis situation happens, that unit can be called out to deal with that issue in the best way possible. You can even break the units down into zones/municipalities so they are spread out within the county and have the ability to respond within their zone coverage in a timely manner.”
- “Finding ways to encourage people to work and be self-sustaining rather than relying on government hand-outs. That should also increase self-worth and appreciation for that which is earned.”
- There is “not enough prison funding” for the “housing of inmates.”
- Consistent policy mandated across Pennsylvania.
- “Mandatory body [camera] use.”
- “Removing bail reform from district attorneys or municipal/county government agendas. Bail is an appropriate measure when used correctly. If bail is not

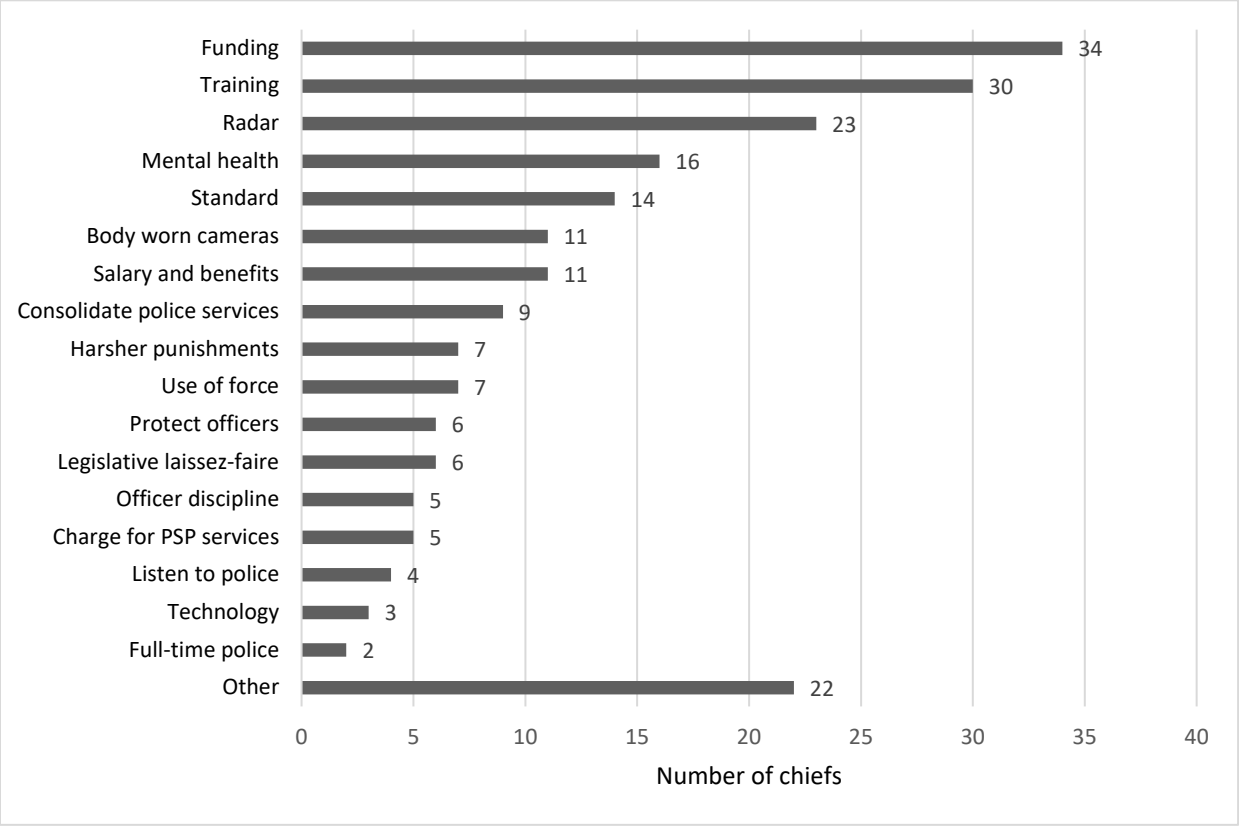
appropriately applied, measures of appeals are available to those incarcerated. Too often, people are an immediate risk to reoffend when released."

- "Motor vehicle violations, quads."
- "Municipal governments and their ability to control police services."
- "PPE supplies."
- "Protection for law enforcement officers assaulted on duty."
- "Parenting issues."
- "Starting to look at removing or making criminal history offences unseen by prospective employers after a determined time frame."
- "Statewide common police records management system."
- "Holding the Media to an accountability standard."

In addition to concerns for legislators, chiefs were asked "Thinking of policing BEFORE the COVID-19 pandemic, what policy recommendations should legislators implement?": 159 chiefs responded. Similar to the chiefs' concerns for legislators, policy recommendations of chiefs revolved around funding, training, and radar (See Figure 15.). Chiefs' policy recommendations surrounding funding (21 percent) tended to focus on funding legislative mandates for police; providing funding for hiring more police officers, training and equipment (including body worn cameras and cloud storage); and setting aside grant monies specifically for rural and small community police departments perhaps through the Pennsylvania Commission on Crime and Delinquency. One chief wrote: "Help poorer municipalities who cannot grow their tax base…" Another commented, "Supply grant money to municipalities that pay for their own police department. Do not rob other accounts and punish municipalities that have their own police to help pay for state police services." Five chiefs (3 percent) recommended policy to charge municipalities that rely solely on PSP for police services. One chief recommended "financial incentives for small agencies to regionalize." Another chief encouraged legislative

reflection: “They should think of costs to small town police departments before creating policy. Certain costs could cause the Borough to decide to dissolve the Department in its entirety.”

Figure 15. Policy recommendations of police chiefs (*n*= 159)



Similar to chiefs’ legislative concerns on training, chiefs’ policy recommendations on training (19 percent) focused on funding for training and better and more hours of training. One chief suggested that “the minimum requirement for the police academy should be 15-1700 hours.” Another encouraged that “all officers should be trained and taught as per State Police.” One chief suggested to “increase the number of hours of education needed for officers to keep their certification under Act 120.” Two chiefs recommended “mental health training (CIT) for all police officers,” and others recommended “crisis training,” “more training with dealing with Autism and other mental health issues caused by the drug trade that is overwhelming departments,” “de-escalation and diversity training,” and more training on “firearms and less lethal force.” One chief summarized the focus on training: “…This is not about more policy, it’s

about the departments need more monies from the state for better training…. We can't expect major change from policy, we just need more cash for training. We have enough policy now… We know how to do our jobs. Most police fail from poor training and sometimes just the atmosphere they work in."

Radar was the third most common policy recommendation, with almost 15 percent of chiefs mentioning radar. The policy recommendations echoed chiefs' legislative concerns – namely, they recommend municipal police have the authority to use radar.

Mental health was the fourth most common policy recommendation, with 10 percent of chiefs requesting legislative action on mental health. Chiefs were concerned about the lack of facilities to help people having mental health issues: "Build a TON of mental health facilities where we can place individuals that are a threat to themselves or the general public. We HAVE to have a place for people suffering from mental illness to go and receive help and/or be safe." One chief suggested to "make it mandatory to hold a person for the 72 hours required under an involuntary [mental health] commitment by police." Chiefs also were interested in "mandatory CIT Training for ALL OFFICERS in the Commonwealth, not just the information provided through in-service training or a small block." Further, chiefs expressed concern for the mental health of officers, with one chief recommending "annual PTSD help for officers."

About 9 percent of chiefs were interested in standardizing police policy and practice throughout the Commonwealth "so policies have less variance between departments." Some chiefs thought the way to do this was through mandating accreditation. One chief recommended "creating a [law enforcement] oversight bureau at the state level to ensure compliance with PA standards," and "creating standards for local [law enforcement] to hold itself to," while another suggested a "policy review board." Two chiefs recommended standardizing communication, and another recommended a "statewide use of force and pursuit policy."

Seven percent of chiefs recommended legislation surrounding body worn cameras and salary and benefits, echoing suggestions listed in their legislative concerns above, such as

mandating body worn cameras and creating "a standardized program for departments to obtain body camera equipment," mandatory minimum salary, benefits for part-time officers, help with health care costs, mandatory retirement and post-retirement benefits.

Six percent of chiefs recommended consolidating police services through regionalization, and 4 percent sought harsher punishments and use of force legislation. These recommendations echoed legislative concerns listed above.

Just under 4 percent of chiefs recommended a sort of legislative laissez-faire, saying that "legislators shouldn't be implementing police policies. It's like insurance companies implementing policies for doctors." Two chiefs suggested less oversight by the Pennsylvania State Police, with one suggesting "removing the Pennsylvania State Police from all oversight of [Municipal Police Officer Education and Training Commission] and creating an independent agency to cover all police, including the state police. PSP shouldn't be in charge of themselves and everyone else, there should be [a] government agency in charge of the state police and municipal police. Virginia has [the] Department of Criminal Justice in charge of all police, including the state police."

Five chiefs offered policy recommendations surrounding officer discipline. In addition to the suggestions listed above, one chief recommended to "prohibit the agreements where officers can resign and not be criminally charged. Also prohibit the resignation agreements that do not permit discussion of an officer's past discipline issues with new employer." Another six chiefs (4 percent) recommended policy to protect officers. Three chiefs were concerned about civil liability protections, with one suggesting "more policies to protect officers for doing their jobs. When his/her job is done wrong, the officer needs to be accountable." When done right, the officer needs to be assured by management that they have his back. There is no reason for any officer to be punished for following policy/procedure while utilizing proper discretion" and another writing "Operators of ATVs (quads) know that police can not pursue them. Need to figure out how to give the police authority to get them without being sued when they crash". One

chief sought "protection for [law enforcement officers] assaulted on duty." One chief focused on social media: "Social Media needs to be limited & the recording of police officers needs to be readdressed by legislators [because] good, honest, police officers are afraid to do their job & afraid to defend themselves against physical attacks because the public is continuously recording us & posting it on social media. Officers are judged before the whole story is told."

Four chiefs encouraged legislators to listen to police perspectives before implementing policy. Two chiefs recommended mandating full-time police across Pennsylvania. Three chiefs were interested in technology other than body-worn cameras, such as better technology during court hearings and other technology to support policing.

Twenty-two chiefs (14 percent) had other policy recommendations, echoing the legislative concerns listed above. Other policy recommendations include:

- "Allowing sheriffs' deputies full police powers" because it "will ease stress on local police" (two chiefs recommended this).
- "Enforcement of existing laws regarding immigration, drugs and firearms."
- "Entice the public to become police officers."
- "If marijuana is to be legalized, properly address the laws that govern its use while driving."
- "State law made for NO officer shall work more than 18 hours in a 24 hour day. Officers are fatigued and can make bad decisions. Truckers are 14 hours then must rest for 10 hours."
- "Programs to help the youth succeed and not fall victim to drug use."
- "Promote funding for homeless persons."
- "Judicial System reforms: … removing the Judicial Retention from ballots. Severe penalties for retaliatory judgments against those who ran against them. It should be a competition every election cycle."

- "Warrant system reforms: training for officers to become warrant specialists and accept collateral or full payments."
- "Parenting issues."

(See Appendix S for comparisons among regions, regional and municipal departments, and rural and urban police departments.)

Conclusions

The majority of certified policing agencies in Pennsylvania are located in municipalities serving populations of 10,000 or fewer residents (Municipal Police Officers' Education and Training Commission, n.d.; Center for Rural Pennsylvania, 2006). Police in these small and rural municipalities face the same issues as police in larger departments, but often with fewer resources (Donnermeyer, 2015; Falcone et al., 2002; Johnson & Rhodes, 2009; Kaylen & Pridemore, 2015; Center for Rural Pennsylvania, 2019). The purpose of this project was to (1) create a profile of police chiefs and departments in small and rural municipalities, exploring differences across regions, comparing municipal and regional departments, and comparing rural and urban departments; (2) explore trends since the Center for Rural Pennsylvania's 2006 survey; and (3) analyze the contemporary concerns of police chiefs.

Police chiefs in small and rural municipalities were mostly non-Hispanic white men about 52 years old, with 28 years of policing experience, about 9 years in which they served as police chief, and who earned an annual salary between $50,000 and $99,999. Chiefs today are slightly more diverse and older, with more policing experience but less administrative experience and more education than police chiefs 15 years ago. However, this may be driven by urban chiefs, who tended to be slightly older, more experienced and having higher levels of education than their rural counterparts. Further, regional police chiefs tended to have achieved higher levels of education than municipal chiefs. A higher percentage of chiefs at regional (compared to municipal) departments, urban (compared to rural) departments, and

departments in the eastern region of Pennsylvania (compared to the western and central regions) commanded a higher salary.

Small and rural police departments had varying resources, with an average 2019 operating budget of $853,852 (ranging from $20,000 to $6,250,000). With these resources, police responded to an average of 4,319 calls for service (with some departments responding to 30,000 calls for service), dispatching an officer to most of these calls. Regional departments had higher budgets – and more calls for service – than municipal departments. Rural departments had smaller budgets than urban departments ($525,349 average rural budget compared with $885,354 average urban budget) and received fewer calls for service.

Only 37 departments used asset forfeiture to supplement their budgets, and half of these 37 departments seized $5,000 or less.

In addition to responding to calls for service, small and rural agencies typically provide community services, such as enforcing municipal zoning ordinances and building or property maintenance codes and participating in anti-drug task forces. Despite these responsibilities, over half of all police chiefs reported lacking adequate technology – although this is largely driven by rural chiefs, as 60 percent of rural chiefs (compared to 44 percent of urban chiefs) reported they did not have enough technology. Given the push toward body worn cameras, less than one third of departments have acquired this expensive technology. Further, slightly more than half (53 percent) of departments have car dashboard cameras.

Small and rural police departments tended to lack adequate human resources to meet the demand for services, with an average of seven full-time sworn officers and four part-time sworn officers, who were predominantly white men. Some departments were part-time only, with the chief as the only police officer for the municipality. Unsurprisingly, regional and urban departments had more full-time officers and tended to be more diverse than municipal and rural departments, respectively. In the prior 2 years, an average of about one full-time officer left and joined departments, and about two part-time officers left and joined departments. This turnover

creates an added expense for these departments with small budgets; in addition to the costs of testing, hiring and field training, departments also must pay for uniforms and equipment. Turnover of full-time officers was lowest in the eastern region, and turnover of part-time officers is lower in the central region and among rural (compared to urban) departments. In fact, only 40 percent of chiefs believed that their departments were staffed adequately. Half of the responding municipal chiefs – especially rural chiefs – believed salary was not high enough to attract new recruits to their departments. Indeed, chiefs explained that officers were leaving for higher paying positions at other departments or in the private sector. Only 8 percent of departments required more education than a high school diploma or GED. Over half of departments had a civil service commission to oversee hiring, although urban departments were more likely than rural departments to have a civil service commission. Chiefs reported difficulty in hiring, primarily because of the small number of applicants and fewer academy graduates. While 31 percent of chiefs advocated for higher officer salaries, some suggested moving to full-time only police departments in Pennsylvania. Further research is needed to determine whether this is a viable policy option, especially considering that full-time officers are paid more than part-time officers and full-time officers are typically offered benefits that are not offered to part-time officers.

Because of the lack of resources, police serving small and rural municipalities often must rely on interagency cooperation (McKelvey, 2019; Center for Rural Pennsylvania, 2017b). Many departments serve multiple municipalities, with 27 percent of chiefs reporting that, within the previous 2 years, officials have discussed contracting police services to another police department, 10 percent have discussed contracting services from another police department, and 31 percent have discussed creating a regional police force. Nine percent of chiefs reported that officials had recently discussed disbanding their department altogether.

Lack of resources also may influence officer wellness because fewer services are available to assist officers with their mental health needs. For example, rural departments are less likely

than urban departments to offer an EAP, have a CISM Team available and have a formal peer support program. In fact, rural departments were more likely than urban departments to offer no mental health services to officers. In addition to having mental health services available to officers, police chiefs said that officers need assurances that seeking help will not jeopardize their careers and the stigma associated with seeking help must be removed.

In addition to officer mental health, citizen mental health is a highly publicized area of concern in the U.S. today. However, one-third of small and rural police departments do not have any officers with CIT training, with the west having the highest percentage of departments with officers with no CIT training. Rural areas were less likely than urban areas to offer training within the last year on how to interact with citizens with mental health issues. Finding budget money and shift coverage to attend training on how to interact with citizens with mental health issues may be a less pressing concern compared to other issues because most calls regarding mental health crises tend to focus on the same person or people. In small and rural areas, police may be relying on experience to help a familiar individual. Nevertheless, chiefs recommended ensuring enough beds in in-patient facilities for citizens having mental health crises, as well as providing resources for CIT training for police.

On average, chiefs required of 11 hours of additional training beyond the 12 hours of mandatory, annual, in-service training provided through MPOETC, but over half of departments did not require any additional training. Rural departments, in particular, required fewer average hours of non-mandatory training than urban departments. The majority of non-mandatory training was completed in-house or through the PSP Academy. Most chiefs were proponents of training because of the networking opportunities and officer motivation, in addition to strengthening their skills. However, training can be expensive for the department, especially when officers have to travel for the training, and scheduling is an issue. Many chiefs reported covering their officers' shifts when they are out for training (and other reasons) and, if they are unable to cover the shift, the officer may be prevented from attending the training.

Chiefs reported the most pressing crime problems in their areas are illicit drugs, domestic violence, and traffic violations – similar to the top three crime concerns reported by chiefs in 2005. Similarly, chiefs reported substance abuse was the top socioeconomic concern facing their communities, followed by aging infrastructure, lack of youth services and needs of older residents. Opioids are an issue facing police serving small and rural municipalities across the United States (see also, Brock & Walker, 2005; Drug Enforcement Administration, 2014; Holt et al., 2018; Petrocelli et al., 2014). According to the Centers for Disease Control and Prevention (n.d.), Pennsylvania ranks fifth of all states in the rate of drug overdose deaths in 2019. To combat opioids, 80 percent of chiefs require officers to carry naloxone so that they can save lives of people who overdose on opioids and to protect officers who accidentally may be exposed to the drug. However, rural departments were much less likely than urban departments to require officers to carry naloxone (69 percent rural compared with 89 percent urban). This is a safety issue for citizens, officers and emergency service workers. Similar to other research, some chiefs expressed frustration with repeatedly administering naloxone to the same people and the lack of life saving drugs for other health issues (see Murphy & Russell, 2020; Smyser & Lubin, 2018). Some chiefs also were concerned about liability and having one more responsibility placed on police that they are not adequately trained to do. In addition to opioids, methamphetamines have become a concern for police chiefs. Most chiefs reported having drug take back boxes and chiefs generally had favorable views toward them. Because of these issues, chiefs were interested in more training on drug identification and interdiction; some suggested revisiting the naloxone program to leverage court-mandated treatment after a person overdoses on opioids. Recent research suggests that use of naloxone alone will not disrupt long-term adverse effects (Lowder et al., 2020). Instead, a more comprehensive approach is needed to combat opioid abuse.

Domestic violence remains a top crime concern. The COVID-19 pandemic, especially, has increased incidents of domestic violence. Some chiefs recommended using the Lethality

Assessment Program to help victims into services to break the cycle of abuse, although the research is mixed on its effectiveness in promoting help-seeking behaviors in victims and many chiefs say that additional social service programs (such as counseling, multi-disciplinary teams, embedding social workers in police departments, emergency housing for both victims and their pets) are needed instead of new legislation (Dutton et al., 2019; Messing et al., 2017; Richards et al., 2020).

To address traffic concerns, chiefs advocated for municipal use of radar.

Police take an active role in school safety. A large majority (68 percent) of chiefs works with the K-12 schools in their area to plan for crisis response. One quarter of chiefs do not have a school in their jurisdiction and another 12 percent had schools with their own police or private security, which could be reasons they may not work with schools. However, less than one quarter of municipal departments have a dedicated school resource officer, while half of regional police departments have one. Again, this seemingly small number could be partially due to the schools having their own school resource officer, which was reported by 28 percent of chiefs. Nevertheless, police will respond to calls from the school and, if the incident is criminal (not school policy-related), then they may arrest similar to any other call in the community.

Pennsylvania has a high proportion of human trafficking cases compared to other states (Gibbs & Priesman, 2018; National Human Trafficking Hotline, n.d.; Polaris Project, n.d.). Recent legislation has addressed human trafficking in Pennsylvania. However, these results show that most chiefs did not identify it as a primary concern. In fact, most chiefs (81 percent) agreed that human trafficking is a problem in Pennsylvania, but not in their area. Chiefs explained that they do not see it in their area and they do not receive reports about human trafficking. Many chiefs believe human trafficking happens in hotels and motels, nail salons and massage parlors and they do not have a human trafficking problem in their area if they do not have these businesses. Some chiefs wanted definitional clarity because they thought many chiefs were unclear about what human trafficking is. Chiefs requested more training on how to identify

human trafficking. Indeed, more education on human trafficking is warranted (Gibbs & Priesman, 2018).

This study was conducted during the COVID-19 worldwide pandemic. The pandemic had the potential to cripple small and rural police departments, and, in some cases, departments were temporarily shuttered because officers tested positive for COVID-19 (see, e.g., Cipriani, 2020). Indeed, the pandemic has affected most police departments by changing the interaction with neighboring police departments, changing (most often decreasing) calls for service and crimes reported and/or changing the way in which officers police their communities (such as limiting proactive policing and taking reports remotely).

While the top three crime concerns of chiefs were illicit drugs, domestic violence and traffic violations, primary areas of concern chiefs would like legislators to address were funding, more hours of and better training and allowing municipal police to use radar. Other areas of concern included increased officer salary and benefits, including pension and post-retirement health care, consolidating emergency services such as through regionalization, mental health training and more in-patient facilities for people in crisis, funding for technology such as body worn cameras, records management systems and radio upgrades, and assistance with hiring. Similarly, policy recommendations primarily involved funding, training and radar. Chiefs suggested more grant opportunities targeted to small and rural departments, as well as grant writing assistance. Some state funding opportunities exist through the Pennsylvania Commission on Crime and Delinquency (n.d.); however, at the time of the research, there were no funding opportunities targeting small and rural police. The Pennsylvania Department of Community and Economic Development (n.d.) also offers grant funding opportunities to help with regionalization of police; however, chiefs need other types of financial support for equipment and training. Chiefs also requested standardized communication throughout the Commonwealth so that they can communicate with other emergency service workers on one system and the ability to access records management systems across the Commonwealth.

Further, chiefs suggested adding or improving towers and repeaters to eliminate dead spots. Additionally, some chiefs could use assistance with technology such as broadband and computers in police vehicles. Regarding the hiring process, chiefs recommended civil service should be examined to ensure it supports recruitment generally and diversity in policing.

Policing in Pennsylvania has improved in small and rural areas since 2005. Police chiefs have offered advice for a path forward to continue advancing small and rural policing through the next decade.

Policy Considerations

As in the online survey, chiefs in the follow-up, in-depth interviews cited funding as a major hurdle (See Appendix S.). Chiefs found grants frustrating. Thus, the first policy consideration is to **create grant opportunities for small and rural departments and offer grant-writing assistance**.

In follow-up interviews, 20 percent of chiefs said they are unable to communicate directly with other emergency service workers during an emergency (See Appendix S.). Most chiefs would have to switch to another channel to communicate during an emergency, and this can lead to dangerous situations. Additionally, 75 percent of chiefs are unable to communicate directly with the Pennsylvania State Police. The second policy consideration is to **standardize communication throughout the Commonwealth, with a standard policy for communication, including call outs, and standardize the records management systems across Pennsylvania for ease of police access**.

Similarly, communication is hampered because of dead spots; over half of chiefs report dead spots in their jurisdiction where officers do not have radio coverage (See Appendix S.). The third policy consideration is to **add or improve towers and repeaters to eliminate dead spots**.

Over 22 percent of chiefs had some issues with broadband, and 22 percent of chiefs did not have computers or internet access in police vehicles. Accordingly, the fourth policy

consideration is to **assist with technology such as broadband and computers in vehicles** (See Appendix S.).

Hiring officers has become more of a concern in recent years. In addition to other concerns with recruitment and hiring, 11 percent of chiefs directly expressed a concern about civil service, especially the different thresholds for boroughs and townships (See Appendix S.). Because this may have an impact on hiring and diversity in policing, the fifth policy consideration is to **examine civil service to ensure it supports diversity in policing**.

Many small and rural police departments in Pennsylvania require Act 120 certification before an applicant is considered for an officer position. However, taking time from other employment and paying for police academy training without knowing whether one will be able to find work in the field is an insurmountable hurdle for many potential applicants. Additionally, this likely contributes to reducing the diversity of the applicant pool. Thus, the sixth policy consideration is to **reimburse departments that send a recruit through the basic academy for Act 120 certification or otherwise provide basic police academy training for Act 120 certification for all new hires across the Commonwealth**.

Police are exposed to stressful incidents throughout their careers. However, funding and other support for officer wellness varies. Two resources cited frequently were CISM teams and having a dedicated, trained person who can serve as a counselor, such as resiliency officers, chaplains, or police psychologists. However, barriers exist, such as the stigma attached to seeking help for mental health issues and disputes with unions over keeping an unwell officer on the street. The seventh policy consideration is to **ensure adequate resources for officer wellness and remove barriers to officer wellness, such as training resiliency officers in every department and conduct regular mental health exams for police (especially to screen for depression)**. Incorporating wellness training into mandatory annual updates and training a resiliency officer in each department may be a cost-effective solution to these hurdles so that officers can access the help they need in a way in which they are

comfortable doing. The resiliency officer would not be unable to share information with the chief, much like the doctor-patient confidentiality that officers would be afforded with psychologists. This would protect the officer's job and allow the officer to seek help from someone who understand the nature of the work. Police suicide is a concern (Violanti et al., 2019) as police are exposed to all of society's ills and their exposure to death and violence can be troubling without the support they need.

Similarly, mental health calls for service make up a substantial portion of calls to police, and these incidents typically involve the same person or persons known to the police. However, one-third of small and rural police departments do not have any officers with CIT training. Rural areas were less likely than urban areas to offer training within the prior year on how to interact with people with mental health issues. Chiefs requested more social service resources to assist people with mental health issues. The eighth policy consideration is to **ensure adequate resources for people having mental health issues, including ensuring enough beds in in-patient facilities for mental health and providing resources for Crisis Intervention Team (CIT) training for police**.

Chiefs reported the most pressing crime problems in their areas are illicit drugs, domestic violence, and traffic violations – similar to the top three crime concerns reported by chiefs in 2005. Chiefs reported substance abuse as the top socioeconomic concern facing their communities, followed by aging infrastructure, lack of youth services, and needs of older residents. According to the Centers for Disease Control and Prevention (n.d.), Pennsylvania ranks fifth among all states in the rate of drug overdose deaths in 2019. To combat opioids, 80 percent of chiefs required officers to carry naloxone. However, rural departments were much less likely than urban departments to require officers to carry naloxone (69 percent rural compared with 89 percent urban). Recent research suggests that naloxone alone does not constitute a comprehensive agency response to the opioid epidemic (Lowder et al., 2020). Instead, a more comprehensive approach is needed to combat opioid abuse. The final policy

consideration is to **revisit the naloxone program to leverage court-mandated treatment after a person overdoses on opioids**.

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APPENDIX A – SURVEY INSTRUMENT

The Center for Rural Pennsylvania is interested in developing a profile of small town police and identifying police chiefs' issues of concern. With that goal in mind, the Center for Rural Pennsylvania has collaborated with Penn State Harrisburg School of Public Affairs to administer the following survey. Your responses to this survey will assist legislators in developing policy to improve public safety.

Please keep in mind that this survey is voluntary; however, by participating in it, you will be providing valuable information that will **assist small town police with comparing their agencies with one another and assist legislators with developing policies that support small town police**. We appreciate you taking the time to complete this survey, which should take about 15-20 minutes.

Please know your responses to the questions will be kept private and secured using encryption. Any written results will discuss group findings and will not include information that will identify any individual agreeing to participate in this survey. Research records will be stored securely by Jennifer Gibbs, Ph.D., an associate professor of criminal justice at Penn State Harrisburg. No private or individual information will be shared with The Center for Rural Pennsylvania or anyone else.

Participation in this research study is voluntary. Your decision as to whether or not to participate will not affect your future or current relations with Pennsylvania State University in any way. You can refuse to answer any question if you choose to do so. If you decide to participate, you are free to stop at any time, and no further data will be collected.

For information about your rights as a research participant, please contact Penn State's Office of Research Protections at 814-865-1775. If you have any questions, please feel free to ask them before taking the survey or contact Jennifer Gibbs, Ph.D. at jengibbs@psu.edu or 717-948-6046.
By clicking on the continue button below, you consent to participate in this survey. We appreciate you taking time to complete the survey.

Section I. Personal information. This section asks for some basic information about the police chief or agency executive.

One of the goals of this survey is to learn about Pennsylvania police chiefs. **If you are not the police chief or agency executive, please answer the following questions about the chief.**

Q0 Are you the chief or officer-in-charge of the police department?

- ○ Chief (1)
- ○ Officer-in-Charge (2)
- ○ Neither (3)

Q1 In what year were you born?

_____

Q2 How long have you been at your current agency (in years)? If less than 1 year, enter 0.

_____

Q3 How long have you been a police officer (in years)? If less than 1 year, enter 0.

_____

Q4 During your career, how many years have you been a (If less than 1 year, enter 0.):

- ○ Police chief? (1) _____
- ○ Police chief with your current department? (2) _____

Reminder: If you are not the police chief or agency executive, please answer the following questions about the chief.

Q5 What is your gender?

- ○ Male (0)
- ○ Female (1)

Q6 Which of the following best describes your race?

- ○ Hispanic (1)
- ○ Non-Hispanic White (2)
- ○ Non-Hispanic Black (3)
- ○ American Indian/Alaskan Native (4)
- ○ Asian (5)
- ○ Native Hawaiian or Pacific Islander (6)
- ○ Other (7) _____

Q7 What is the highest level of education you have completed?

- ○ High school diploma/GED (1)
- ○ Some college (2)
- ○ Bachelor's degree (3)
- ○ Graduate work (4)
- ○ Master's degree/J.D. (5)
- ○ Ph.D. (6)

Q8 What is your current annual salary?

- ○ Under $50,000 (1)
- ○ $50,000 to $74,999 (2)
- ○ $75,000 to $99,999 (3)
- ○ $100,000 or more (4)

Section II. Interagency relationships. This section asks questions about the interactions between your police department and other policing agencies.

Q9 **Including your own municipality**, how many of the following types of municipalities does your department **provide service to**? (Do not include mutual aid municipalities.)

Remember to include your own municipality.

- ○ # Cities of the Third Class (1) _____
- ○ # Townships of the First Class (2) _____
- ○ # Townships of the Second Class (3) _____
- ○ # Boroughs (4) _____

Q10A In the past 2 years, have any elected officials in the municipalities you serve discussed any of the following issues?

	Yes (1)	No, but we already do this (2)	No, and we do NOT already do this (3)
Contracting police services **to** another police department (1)	○	○	○
Contracting police services **from** another police department (2)	○	○	○
Creating a regional police force (3)	○	○	○
Instituting a shift exchange agreement with another department (4)	○	○	○

Q10B In the past 2 years, have any elected officials in the municipalities you serve discussed any of the following issues?

	Yes (1)	No (0)
Disbanding the police department (1)	○	○
Significantly increasing the number of uniformed officers (2)	○	○
Significantly decreasing the number of uniformed officers (3)	○	○

Section III. Department operation. This section asks questions about the police department and its operation.

Q11 What was your department's operating budget in 2019? Exclude building construction costs and major equipment purchases. If data are not available, provide an estimate.

_____

Q12 Enter the total estimated value of money, goods, and property received directly or indirectly by your agency from an ASSET FORFEITURE program during 2019. If data are not available, provide an estimate. If no money, goods, or property were received, enter '0'.

_____

Q13 Enter the total number of calls for service (e.g., 911 calls, non-emergency calls, alarm, or other source) received and dispatched by your agency during 2019. If none, enter '0'. If data are not available, provide an estimate.

○ Total calls/requests for service received (1)
_____

○ Calls/requests for service resulting in dispatch of officer(s) or use of on-site unit (2)
_____

Q14 Please answer yes or no to the questions as they relate to your police department **BEFORE** the COVID-19 pandemic. Does your police department: (select the appropriate box)

	Yes (1)	No (0)
Enforce municipal zoning ordinances? (1)	○	○
Enforce building or property maintenance codes? (2)	○	○
Have a K-9 unit(s)? (3)	○	○
Have trained bicycle patrol officers? (4)	○	○
Have officers providing DARE instructions or similar anti-drug youth programs? (5)	○	○
Participate in anti-drug taskforce initiatives? (6)	○	○
Have a holding cell for prisoners? (7)	○	○
Have a policy on interactions with persons with mental health issues? (8)	○	○
Provide truancy enforcement? (9)	○	○
Have a dedicated school resource officer? (10)	○	○
Work with K-12 schools to plan for crisis response? (11)	○	○
Require officers to carry Naloxone? (12)	○	○

Section IV. Technology. The following questions ask about department technology.

Q15 How many police motor vehicles does your department have?

_____

Q16 What year is the newest police motor vehicle?

_____

Q17 How many motor vehicles have laptops?

_____

Q18 Are officers required to wear body armor while on duty?

- ○ No (0)
- ○ Yes, and the department provides body armor to all officers (1)
- ○ Yes, but officers are required to purchase their own body armor (2)

Q19 Has your agency acquired any of the following tools to record officer-citizen interactions? *(Select one response for each tool.)*

	Agency has acquired (1)	Agency has not acquired (0)
Body-worn cameras (1)	○	○
Car dashboard cameras (2)	○	○
Personal audio recorders (3)	○	○
Other event-recording equipment (please specify) (4)	○	○

Display This Question:

If Has your agency acquired any of the following tools to record officer-citizen interactions? (Sele... = Body-worn cameras [Agency has acquired]

Q20 Please indicate your degree of agreement with the following statements:

	Strongly disagree (1)	Disagree (2)	Agree (3)	Strongly agree (4)	Too soon to know (6)	Don't know (5)
Body worn camera implementation was more expensive than anticipated. (1)	○	○	○	○	○	○
Body worn camera implementation required more staff time than anticipated. (2)	○	○	○	○	○	○
Body worn cameras provide reliable evidence of officer-citizen interactions. (3)	○	○	○	○	○	○
Body worn cameras have been useful in protecting officers from unwarranted complaints. (4)	○	○	○	○	○	○
Body worn cameras have been a useful tool for supervising officers. (5)	○	○	○	○	○	○
Body worn cameras have improved professionalism of officers. (6)	○	○	○	○	○	○
Body worn cameras have helped identify instances of officer misconduct that might not have been identified without them. (7)	○	○	○	○	○	○
Body worn cameras have improved relationships between the agency and the community. (8)	○	○	○	○	○	○

Display This Question:

If Has your agency acquired any of the following tools to record officer-citizen interactions? (Sele... = Body-worn cameras [Agency has not acquired]

Q21

Please indicate your degree of agreement with the following statements:

	Strongly disagree (1)	Disagree (2)	Agree (3)	Strongly agree (4)	Don't know (5)
Body worn camera implementation is too expensive. (1)	○	○	○	○	○
Body worn camera implementation requires too much staff time. (2)	○	○	○	○	○
Body worn cameras provide reliable evidence of officer-citizen interactions. (3)	○	○	○	○	○
Body worn cameras are useful in protecting officers from unwarranted complaints. (4)	○	○	○	○	○
Body worn cameras are a useful tool for supervising officers. (5)	○	○	○	○	○
Body worn cameras can improve professionalism of officers. (6)	○	○	○	○	○
Body worn cameras can help identify instances of officer misconduct that might not have been identified without them. (7)	○	○	○	○	○
Body worn cameras can improve relationships between the agency and the community. (8)	○	○	○	○	○

Section V. Personnel. The following questions ask about agency personnel.

Q22 What is the number of **AUTHORIZED full-time sworn, paid** agency positions?

_____

Q23 Including yourself, how many **EMPLOYEES** are currently in your department? *(Full-time employees are those regularly scheduled for 35 or more hours per week. If none, enter '0'.)*

	Full-time (1)	Part-time (2)
Sworn officers, with general arrest powers (1)		
Nonsworn employees (2)		

Q24 Enter the number of **FULL-TIME SWORN** personnel by RACE, HISPANIC ORIGIN and GENDER. If none, enter '0'.

	Male (1)	Female (2)
White, non-Hispanic (1)		
Black or African American, non-Hispanic (2)		
Hispanic or Latino (3)		
Other (one race) (4)		
Two or more races (5)		
Not known (6)		

Q25 Over the past 2 years, how many **SWORN OFFICERS** have joined and left the department?

	Joined the department (1)	Left the department (2)
Full-time officers (1)		
Part-time officers (2)		

Q26 What is the minimum education required for new officer recruits at your department?

- ○ Four-year college degree required (1)
- ○ Two-year college degree required (2)
- ○ Some college, but no degree required (3)
- ○ High school diploma/GED required (4)

Display This Question:

If What is the minimum education required for new officer recruits at your department? = Some college, but no degree required

Q26a How many total credits are required for those with some college, but no degree?

_____

Q27 Does your agency consider military service as an exception to this minimum education requirement?

- ○ No (0)
- ○ Yes (1)

Q28 Within your municipality, is there a police civil service commission overseeing the hiring process?

- ○ No (0)
- ○ Yes (1)

Q29 Does a collective bargaining union or association represent officers in your department?

- ○ No (0)
- ○ Yes (1)

Q30 Please indicate your level of agreement with each of the following statements about police issues **BEFORE** the COVID-19 pandemic.

	Strongly disagree (1)	Disagree (2)	Agree (3)	Strongly agree (4)
My department was staffed adequately. (1)	○	○	○	○
My department had enough technology. (2)	○	○	○	○
The pay rate was high enough to **attract** new officers. (3)	○	○	○	○
The pay rate was high enough to **retain** officers. (4)	○	○	○	○
Morale in my department was good. (5)	○	○	○	○

Q31 After the probationary period, what is the current annual salary for **new** officers?

	Salary	Rate			
	(in dollars) (1)	Per hour (1)	Per week (2)	Per month (3)	Per year (4)
Full-time (1)		○	○	○	○
Part-time (2)		○	○	○	○

Q32 Which of the following benefits are currently provided to officers in your department? Please select all that apply.

- [ ] Health insurance (1)
- [ ] Dental insurance (2)
- [ ] Vision insurance (3)
- [ ] Life insurance (4)
- [ ] Prescription coverage (5)
- [ ] Long-term disability insurance (6)
- [ ] Short-term disability insurance (7)
- [ ] KIS (Killed-in-Service) insurance (8)
- [ ] Paid time off (PTO) (9)
- [ ] Longevity pay (10)
- [ ] Shift differentials (11)
- [ ] Higher education incentives (12)
- [ ] Pension (13)
- [ ] Post-retirement health benefits (14)
- [ ] ⊗ None of these are provided (15)

Section VI. Training. This set of questions asks about officer training.

Q33 In your department, how many hours of **NON-mandatory** training is each officer required to attend each year?

_____

Display This Question:

If If In your department, how many hours of NON-mandatory training is each officer required to attend e... Text Response Is Greater Than 0

Q34 Who provides this training? Please select all that apply.

- ☐ In-house (1)
- ☐ College/university (2)
- ☐ Pennsylvania State Police Training Academy (3)
- ☐ Other (4) _____

Q35 What mental health services are available to officers? Please select all that apply.

- ☐ Employee Assistance Program (EAP) (1)
- ☐ Critical Incident Stress Management (CISM) (2)
- ☐ Formal peer support program (3)
- ☐ Other (4) _____
- ☐ ⊗ There are no mental health services available to officers (5)

Display This Question:

If What mental health services are available to officers? Please select all that apply. = Employee Assistance Program (EAP)

Or What mental health services are available to officers? Please select all that apply. = Critical Incident Stress Management (CISM)

Or What mental health services are available to officers? Please select all that apply. = Formal peer support program

Or What mental health services are available to officers? Please select all that apply. = Other

Q36 Do officers receive training on the mental health services available to them?

- ○ Yes, annually (1)
- ○ Yes, occasionally (2)
- ○ No (0)

Q37 When was the last training for officers on how to interact with persons with mental health issues?

- ○ Within the last 12 months (1)
- ○ More than 1 year ago (2)
- ○ Never (3)

Q38 How many officers in your agency are trained in the Crisis Intervention Team (CIT) model to interact with persons with mental health issues?

- ○ None (1)
- ○ Some (2)
- ○ Most (3)
- ○ All (4)

Section VII. Areas of concern. The next questions ask about areas of concern for your department.

Q39 In your opinion, what were the top 3 crime issues in your service area **BEFORE** the COVID-19 pandemic? (Check only 3 items.)

- [ ] Vandalism (1)
- [ ] Shoplifting/retail theft (2)
- [ ] Illicit drug use (3)
- [ ] Truancy/curfew violations (4)
- [ ] Property code violations (5)
- [ ] Burglary (6)
- [ ] Disorderly conduct (7)
- [ ] Domestic violence (8)
- [ ] Noise violations (9)
- [ ] Traffic violations (10)
- [ ] Animal violations (11)
- [ ] Violent crimes (murder, rape, robbery, assault) (12)
- [ ] Human trafficking (13)
- [ ] Liquor law violations/public drunkenness (14)

☐ Other (15) _____

Q40 In your opinion, what were the top 3 socioeconomic issues in your community **BEFORE** the COVID-19 pandemic? (Check only 3 items.)

☐ Rapid population growth (1)

☐ Needs of older residents (2)

☐ Apathy of residents (3)

☐ Lack of youth activities (4)

☐ Racism (5)

☐ Rapid housing development (6)

☐ Limited coordination among municipalities (7)

☐ High poverty rate (8)

☐ Transitory population (9)

☐ Lack of jobs – poor economic conditions (10)

☐ Homelessness (11)

☐ Limited emergency services (fire, EMS, etc.) (12)

☐ Lack of affordable housing (13)

☐ Sprawl-like development (14)

☐ Aging infrastructure (sewer/water, highways, etc.) (15)

☐ Substance abuse (16)

☐ Other (17) _____

Q41 Is human trafficking a problem…?

○ Yes, in my area (1)

○ Yes, in Pennsylvania, but not in my area (2)

○ Yes, in the United States, but not Pennsylvania (3)

○ No, human trafficking does not happen in the US (0)

Section VIII. Policy recommendations. The next section asks about policy recommendations.

Q42 Thinking of policing **BEFORE** the COVID-19 pandemic, what are other concerns that legislators should address?

_____

_____

Q43 Thinking of policing **BEFORE** the COVID-19 pandemic, what policy recommendations should legislators implement?

_____

_____

Section IX. Impact of COVID-19. This section asks questions about policing during the COVID-19 pandemic: the time since Governor Wolf declared a disaster emergency in the Commonwealth on March 6, 2020.

Q44 Has the pandemic affected your agency (for example, calls for service, methods of policing)?

- ○ Yes (1)
- ○ No (0)

Display This Question:

If Has the pandemic affected your agency (for example, calls for service, methods of policing)? = Yes

Q45 How has the pandemic affected your interactions with neighboring policing agencies?

- ○ Neighboring jurisdictions have made fewer requests for help (1)
- ○ My agency has made fewer requests for help from neighboring jurisdictions (2)
- ○ No change (3)
- ○ Neighboring jurisdictions have made more requests for help (4)
- ○ My agency has made more requests for help from neighboring jurisdictions (5)

Display This Question:

If Has the pandemic affected your agency (for example, calls for service, methods of policing)? = Yes

Q46 How has the pandemic changed calls for service?

- ○ Increased calls for service (1)
- ○ No change in calls for service (2)
- ○ Decreased calls for service (3)
- ○ There has been a change, but only for some offenses (4)

Display This Question:

If Has the pandemic affected your agency (for example, calls for service, methods of policing)? = Yes

Q47 How has the pandemic changed crimes reported?

- ○ Increased crimes reported (1)
- ○ No change in crimes reported (2)
- ○ Decreased crimes reported (3)
- ○ There has been a change, but only for some offenses (4)

Display This Question:

If Has the pandemic affected your agency (for example, calls for service, methods of policing)? = Yes

Q48 How has the pandemic changed the way you and your agency police?

- ☐ Stopped responding to calls for some types of crimes (1)
- ☐ Changed our response to some types of crimes (2)
- ☐ Reduced use of arrests (3)
- ☐ Used telephone/internet to take reports remotely (4)
- ☐ Reduced or limited proactive traffic or pedestrian stops (5)
- ☐ Reduced or limited community policing activities (6)
- ☐ Increased presence in certain locations (e.g., grocery stores, hospitals, public spaces) (7)
- ☐ Suspended academy training (8)
- ☐ Suspended in-person training (9)
- ☐ Suspended recruitment/hiring activities (10)
- ☐ Provided officers with formal training on maintaining physical distance when responding to calls for service (11)
- ☐ Increased communication to the community regarding safety instructions (12)
- ☐ ⊗ None of these (13)

Q49 About how many officers in your agency have tested positive for COVID-19?

_____

Q50 What is the agency's plan for officers who test positive for COVID-19?

- ○ No plan in place (1)
- ○ Officer must be quarantined at home (2)
- ○ May return to work after 14 days (3)
- ○ May return to work on doctor's recommendation (4)
- ○ Other (5) _____

Q51 About how many officers in your agency have been tested for COVID-19 antibodies?

- ○ Number of officers tested for COVID-19 antibodies: (1)

_____

- ○ We are unable to test our officers for COVID-19 antibodies (2)

Q52 The CDC predicted that a second wave of COVID-19 may coincide with the upcoming flu season. In addition to funding, what could PA legislators do to help your agency prepare for this possible second wave?

- ☐ Increase access to additional personal protective equipment (PPE) (1)
- ☐ Increase access to individual cleaning supplies (e.g., hand wipes/hand sanitizer) (2)
- ☐ Provide assistance obtaining vehicle cleaning equipment (3)
- ☐ Provide assistance obtaining other equipment (Please specify.) (4)
  _____
- ☐ Increase access to training resources. (Please specify.) (5)
  _____
- ☐ Increase access to other resources. (Please specify.) (6)
  _____
- ☐ ⊗ None of these (7)

Q53 Would you be willing to participate in a follow-up interview? In surveys such as these, some important topics may be left out. We'd like to learn more about the needs of small-town police to inform the legislature, and we're hoping to interview 50 police chiefs. The interview will take approximately 30-60 minutes and will be with Jennifer Gibbs (Associate Professor of Criminal Justice at Penn State Harrisburg). The interview will be conducted at your preference: either face-to-face at your location, over video conference or via telephone. If you are willing to participate, you will be asked to provide your contact information so that Jennifer can connect with you. Thank you!

- ○ Yes, I am willing to participate in a follow-up interview (1)
- ○ No, I am not willing to participate in a follow-up interview (0)

Display This Question:

If Would you be willing to participate in a follow-up interview? In surveys such as these, some impo... = Yes, I am willing to participate in a follow-up interview

Q54 Please provide the following contact information so that Jennifer can connect with you regarding the follow-up interview.

- Name (1) _____
- Phone number (2) _____
- Email (3) _____

Thank you for your participation! **Please click the arrow below to submit your survey.** If you have any further questions about this research, please contact Dr. Jennifer Gibbs, Associate Professor of Criminal Justice at Penn State Harrisburg, at jcf25@psu.edu

APPENDIX B – SURVEY RESPONSE

The final dataset includes data from 349 respondents. Because an invitation letter was sent via USPS to all respondents for which a valid email address was not available, all 823 records in the sample were initially deemed eligible. Altogether, 54 records were determined to be either duplicates with other organizations or were no longer active police departments. In addition, of the 167 records in the mail sample, two were returned via USPS mail as undeliverable, resulting in a final valid sample of 769 records. Another 13 respondents explicitly declined to participate. Of the 767 valid records, 733 belonged to departments that served one municipality, while the remaining 34 were regional departments that served multiple municipalities. Because these departments may have significantly different characteristics, they are being considered separately in response rate calculations.

The final survey response rate for departments serving one municipality was 38.4 percent, and the response rate for regional departments was 58.8 percent. This resulted in an overall sample response rate of 39.3 percent. These rates were calculated using the American Association of Public Opinion Research's Response Rate 3 (RR3) formula. RR3 is obtained by dividing the number of completed interviews by the sum of the numbers of completed interviews, partially completed interviews, refusals, and non-contacts. The response rate is then adjusted by estimating the proportion of cases of unknown eligibility based on the known proportion of eligible cases of all cases for which eligibility was determined. This is a conservative estimate that ultimately underestimates the true response rate. AAPOR sets an industry standard for consistent reporting among survey researchers. For more information, see AAPOR's "Standard Definitions report" at http://www.aapor.org/Standards-Ethics/Standard-Definitions-(1).aspx.

APPENDIX C – FOLLOW-UP IN-DEPTH INTERVIEW GUIDE

Police Chiefs Interview Guide

Thank you for agreeing to participate in this one-on-one interview with police chiefs. These interviews are being conducted on behalf of The Center for Rural Pennsylvania.

Your participation is voluntary, and the interview will take about 45 minutes. Please be assured that anything you say here today will be kept confidential and we will not use your name or any other identifying information in any of our reports. No one has access to your personal information. No private or individual information will be shared with the Center for Rural Pennsylvania or anyone else. You may refuse to answer any of the questions I ask, and you have the right to terminate the interview at any time. Completion of the interview implies your consent to participate in this research. Are you willing to continue?

I want you to feel comfortable sharing your opinions and experiences – there are no right or wrong answers. I would just like you to talk, answer the questions, and share your views.

First, I'd like to ask about police communications systems.

Communications

- **Tell me about the department's police communications systems. In a crisis, is your department able to communicate with other emergency service workers on one system?**
- **Is broadband an issue in your department? How is the ease of sending documents over the line?**
- **Do your officers use cell phones?**
    - **If yes, are they personal or department-issued? How does this impact the use of the radio?**
- **Are there any "dead spots" where officers lack radio coverage?**
- **Are you able to communicate directly with the Pennsylvania State Police?**
- **What technology would improve communications?**

The next section asks about recruitment and retention.

Recruitment & retention

Recruiting and hiring officers has been a well-documented problem for quite some time, but statistics indicate that has become even more difficult in the past few years – especially recruiting women and minority officers. In fact, in the survey of police chiefs, almost 60% *disagreed* that their departments were staffed adequately.

- **What issues does your department experience in recruiting and hiring officers?**
    - Knowing a police officer as a family member, friend or acquaintance influences whether people pursue a career in policing. **How do you see this in your department?**
        - **Do you encourage officers to recruit family and friends? How so?**

- Over half of police chiefs *disagreed* that the pay rate was high enough to attract new officers, and over 40% *disagreed* that the pay rate was high enough to retain officers. **What compensation issues should be addressed to assist with recruitment and retention?**
- According to the survey, most police officers serving smaller municipalities are white men. **Does your department target recruiting to women and minorities? Could you tell me more about that?**
- The hiring process is long and has a lot of hurdles. **What, if any, assistance is offered to candidates to help them through?**

The next section asks about training needs and wants.

Training needs & wants

In the survey of police chiefs serving smaller municipalities, training was the third most frequently cited concern legislators should address, and mandatory training was the second most frequently cited policy recommendation.

- **What type of training do officers in your department engage in?**
- **Is training covered by department budget or officers' personal expense?**
    - If YES, are there enough resources for the training you & officers want?
    - If NO, how do officers engage in the training they want or need to take?
- **Are there any issues with scheduling? That is, are there any issues with finding coverage when officers are away at training?**

Next, I'd like to ask you about police response to opioid use in your area.

Policing opioid misuse and other illicit drugs

- Given that the top crime and socioeconomic issue reported by PA police chiefs serving smaller municipalities was substance use, **how has opioids affected policing in your jurisdiction?**
    - **Is this a problem in your area?**
- **Are other drugs (such as meth, crack-cocaine, etc.) a problem in your area?**
- **Some areas have drug take-back boxes. Do you have drug take-back boxes in your area? Do you think these are effective? How so?**
- Over three-quarters of police chiefs reported that officers in their departments carry naloxone. **Does your department carry naloxone?**
    - **What are your thoughts on police carrying naloxone?** (Is it helpful? Are there any concerns about officers administering naloxone?)
- **What training would be helpful to you regarding opioids?**

Next, I'd like your perception on school safety.

School safety

Survey results indicate that about 24% of PA police departments serving smaller municipalities have a dedicated school resource officer, provide truancy enforcement and have a DARE or similar anti-drug program for youth. Most (about 68%) departments work with K-12 schools to plan for crisis response.

- **Does your department have an agreement in place with the schools in your area to provide security?**
- **Is there a dedicated school resource officer?**
    - **What impact do you think school resource officers have had?**
- **Does your department have a plan with the schools in your area in the event of an active shooter incident? Could you tell me about the plan, generally?**
- **What training would be helpful to the police role in school safety?**

Next, I'd like to ask a few questions about a survey finding on domestic violence.

Domestic violence

Domestic violence is a top concern of 70% of police chiefs. (In fact, it was ranked second only because four more chiefs reported illicit drug use as the top issue.)

- **How does your department handle domestic violence calls?**
- Some believe that the COVID-19 pandemic has exacerbated domestic violence. **Have you seen this in your area?**
- **What do you think policymakers should do about domestic violence?**

Next, I'd like to ask a few questions about a survey finding on human trafficking.

Human trafficking

About 80% of police chiefs serving smaller municipalities said that human trafficking happens in Pennsylvania, but not in their area (14% reported that it happened in their area, 4% said it happens somewhere in the US outside PA, and 2% said it does not happen in the US).

- **I'm unsure how to interpret that finding. What are your thoughts?**
- **What is human trafficking?**
- **What training on human trafficking would be helpful to you?**

Next, I'd like to ask a few questions about mental health issues.

Mental health issues of citizens and of police

Survey results indicate about 43% of the PA police departments serving smaller municipalities received training on how to interact with persons with mental health issues within the last 12 months, and another 52% reported receiving training over a year ago. Only 5% said they never received training.

Almost 34% of departments reported no officers having Crisis Intervention Team (CIT) training.

- **Do calls about people having mental health issues tend to focus on the same person or people?**

- **What training have officers in your department had on interacting with citizens with mental health issues? Have your officers taken Crisis Intervention Training (CIT)?**
- **Are social services available to assist you on these calls for people with mental health issues in crisis?**

Switching gears: Policing is a stressful career. Survey results indicate over 70% of department offer some kind of mental health services for officers.

- **What training have officers in your department had on police mental health issues?**
- **What resources do you think are helpful to officers to help them deal with the stresses of policing? What other resources are needed? Do officers use of these resources?**

Next, I'd like to ask about regionalization and interagency relations.

Regionalization & interagency relations

Chiefs reported the fourth most common issue that the legislature should address is consolidating police forces.

- **What are your thoughts on regionalizing police in this area?**
- **At present, what is the department's relationship with other policing agencies in the area?**
    - **Nearby local agencies? Do you assist/provide backup?**
    - **With the state police?**
- **How is the department's relationship with the local governing body (i.e., the township supervisors, borough council members, etc.)?**

Finally, I'd like your input on issues policymakers should address.

Concerns legislators should address

The survey of PA police chiefs serving smaller municipalities indicated that the top three crime issues were illicit drug use, domestic violence and traffic violations. The top three socioeconomic issues were substance abuse, aging infrastructure and lack of youth services. But, the top three policy recommendations/issues for legislators to consider were (1) funding; (2) training; and (3) radar.

- **What are your thoughts on this?**
- **Please tell me about using radar to catch speeders.**
- **What should be the top priorities for policymakers to address the issues in your jurisdiction?**

That completes our interview. Thank you for participating in our research. Again, only aggregate data will be used; no personal information will be reported. If you have any questions, please feel free to contact me at jengibbs@psu.edu. For information about your rights as a research participant, please contact Penn State's Office of Research Protections at 814-865-1775. Thank you, again. Stay safe and be well.

APPENDIX D – COMPARING POLICE CHIEF PROFILES

Comparison with 2005 profile of police chiefs

In 2005, the Center for Rural Pennsylvania administered a survey of police chiefs serving municipalities of 10,000 or fewer residents, allowing for a comparison to the current police chiefs serving municipalities of 10,000 or fewer residents. Please note that because the response options changed between surveys, the salary of the chiefs cannot be compared. Also, race of the chief was not asked in the 2005 survey, so race also cannot be compared.

Compared to 15 years ago, the average chief is older (t= -4.064, df= 634, p< 0.001) and more experienced as a police officer (t= -8.149, df= 646, p< 0.001), but has spent less time as a chief at the current agency (t= 2.156, df= 621, p= 0.031) or any agency (t= 3.123, df= 596.3, p= 0.002). (See Table 13.) In 2005, only two chiefs (0.6 percent) who responded to the survey were women; in 2020, six chiefs (2 percent) who responded to the survey were women. While there are slightly more chiefs who are women in 2020 than in 2005, this difference is not statistically significant (p= 0.173). Chiefs in 2020 have more education than chiefs in 2005 (χ^2= 53.769, df= 4, p< 0.001). Fewer chiefs in 2020 hold only a high school diploma/GED (12 percent in 2020 versus 16 percent in 2005), while 27 percent (compared to 18 percent in 2005) hold a bachelor's degree and close to 15 percent (compared to 10 percent in 2005) have at least some graduate work completed.

Table 13. Age and tenure of police chiefs in 2005 and 2020 (*n*= 311-327)

	Percent or mean (sd)	
	2005	2020
Age	50.2	52.9
	(8.4)	(8.5)
Years as a police officer	21.9	27.9
	(9.6)	(9.2)
Time as chief at any agency	9.8	8.5
	(7.8)	(7.9)
Time as chief at current agency	9.2	7.3
	(7.7)	(7.1)
Gender		
Male	99.4%	98.1%
Female	0.6%	1.9%
Education		
High school diploma/GED	16%	12%
Some college	43%	47%
Associate's degree	13%	- - -
Bachelor's degree	17%	27%
Graduate work	10%	4%
Master's degree/J.D.	- - -	11%

Profile of police chiefs by region

Using the Center for Rural Pennsylvania definition of Pennsylvania regions, about 40 percent of departments fell within the west region, about 25 percent of departments were in the central region, and the remaining 36 percent were in the eastern region.

There were no significant differences in age or experience among the chiefs serving within the three regions of Pennsylvania. (See Table 14.) On average, police chiefs of departments in the west were about 52 years old, with 26 years of experience as a police officer, eight years of experience as a police chief and seven of those years as a police chief of their current department. Police chiefs in the central and eastern regions were slightly older, and chiefs at departments in the central region had slightly more experience. On average, police chiefs at departments in the central region were about 54 years old, with 29 years of experience as a police officer, 10 years as a police chief and nine years as a chief at their current agency. The average police chief at departments in the eastern region were about 53 years old, with 29 years

of experience as a police officer, eight years as a police chief and seven of those years as chief of the current department.

Table 14. Age and tenure of police chiefs by region

West (*n*= 128)	Mean	Median	Standard deviation
Age (29-71 years)	51.7	52.0	8.2
Tenure at current agency (<1-42 years)	17.8	18.0	10.4
Tenure at any agency (2-46 years)	26.4	26.0	8.7
Time as chief at current agency (<1-25 years)	7.3	6.0	6.1
Time as chief at any agency (<1-30 years)	8.2	6.0	7.2
central (*n*= 82)	Mean	Median	Standard deviation
Age (24-73 years)	54.1	53.5	8.9
Tenure at current agency (<1-45 years)	17.0	18.0	11.4
Tenure at any agency (<1-50 years)	28.7	28.0	10.6
Time as chief at current agency (<1-40 years)	8.7	5.5	9.3
Time as chief at any agency (<1-40 years)	9.8	7.0	10.2
East (*n*= 119)	Mean	Median	Standard deviation
Age (33-74 years)	53.4	53.0	8.3
Tenure at current agency (<1-42 years)	16.0	16.0	11.3
Tenure at any agency (6-47 years)	28.8	28.0	8.7
Time as chief at current agency (<1-29 years)	6.5	5.0	6.1
Time as chief at any agency (<1-30 years)	7.8	6.0	6.8

There were few differences in the profile of the police chiefs across regions. (See Table 15.) Almost all police chiefs across all regions were men and non-Hispanic white, although the central region had the highest percentage (about 4 percent, compared to less than 1 percent in the west and almost 2 percent in the east) of chiefs who were women and the western region had the most non-white chiefs. Close to 58 percent of chiefs had less education than a college degree, while the remainder completed a bachelor's degree or more. Notably, the east had the most chiefs with at least some graduate education with close to 14 percent holding a master's degree or juris doctorate (compared to about 10 percent of chiefs in the west and 9 percent of chiefs in the central region). Perhaps this is one reason why chiefs in the east have a significantly higher salary than chiefs in the other two regions. Close to 63 percent of chiefs in the east have an annual salary of $75,000 or more, with one-third of chiefs in the eastern region making over

$100,000 annually. About 43 percent of chiefs in the west and 44 percent of chiefs in the central region have an annual salary of $75,000 or more, with 12 percent and 17 percent of chiefs in the western and central regions, respectively, earning $100,000 or more annually. The differences in salaries are statistically significant (χ^2= 22.893, *df*= 6, *p*= 0.001).

Table 15. Demographics, education and salary of police chiefs by region

	West (*n*= 128)	central (*n*= 82)	East (*n*= 119)
Gender			
Male	99.2%	96.2%	98.3%
Female	0.8%	3.8%	1.7%
Race			
Non-Hispanic White	96.0%	98.7%	96.6%
Non-Hispanic Black	0.8%	- - -	1.7%
Hispanic	- - -	- - -	1.7%
Other	3.2%	1.3%	- - -
Education			
High school diploma/GED	14%	10%	10%
Some college	44%	48%	48%
Bachelor's degree	29%	28%	24%
Graduate work	2%	5%	4%
Master's degree/J.D.	10%	9%	14%
Current annual salary			
<$50,000	22%	14%	10%
$50,000-$74,999	35%	42%	27%
$75,000-$99,999	31%	27%	29%
$100,000 or more	12%	17%	34%

Profile of police chief for regional police departments

To consolidate resources, some municipalities in Pennsylvania regionalized their police services. Of the 34 regional departments that serve at least one municipality of 10,000 or fewer residents, 20 responded to the survey. Because regional departments are larger agencies with more officers and an expanded structure, and because they serve multiple municipalities, they are analyzed separately from the municipal police departments.

Chiefs at regional police departments serving at least one municipality of 10,000 or fewer residents tend to be older and slightly more experienced than chiefs at municipal police

departments, although the slight differences are not statistically significant. (See Table 16.) On average, chiefs at regional departments were about 55 years old, with about 32 years of experience as a police officer, about nine years of experience as a police chief and about eight years of experience as the chief of the current agency.

Table 16. Age and tenure of police chiefs in regional departments

Regional departments (*n*= 20)	Mean	Median	St. dev.
Age (36-69 years)	54.9	55.5	9.2
Tenure at current agency (4-42 years)	19.5	22.0	11.8
Tenure at any agency (13-44 years)	31.5	32.0	9.8
Time as chief at current agency (<1-21 years)	8.1	7.0	6.1
Time as chief at any agency (<1-21 years)	8.8	8.0	6.1

Of the 20 regional police chiefs responding to the survey, 95 percent were men, and one was a woman; all were non-Hispanic white. (See Table 17.) The majority had some college or less, while 35 percent held a bachelor's degree or higher education. The majority (60 percent) of the sample also had an annual salary of $100,000 or more, with only 5 percent earning less than $50,000 per year. Compared to municipal chiefs, regional chiefs have significantly higher levels of education (Fisher's Exact Test= 15.819, p= 0.005) and regional chiefs have significantly higher salaries (Fisher's Exact Test= 13.738, p= 0.002).

Table 17. Demographics, education and salary of regional police chiefs (*n*= 20)

	Percent
Gender	
Male	95
Female	5
Race	
Non-Hispanic White	100
Non-Hispanic Black	- - -
Hispanic	- - -
Other	- - -
Education	
High school diploma/GED	10
Some college	50
Bachelor's degree	5
Graduate work	15
Master's degree/J.D.	15
Current annual salary	
<$50,000	5
$50,000-$74,999	10
$75,000-$99,999	25
$100,000 or more	60

Comparison of rural and urban police chiefs

Less than half (*n*= 147, 45 percent) of the chiefs who responded to the survey worked in departments in rural areas. The Center for Rural Pennsylvania defines a municipality as rural when the population density within the municipality is less than 284 persons per square mile or the municipality's total population is less than 2,500 unless more than 50 percent of the population lives in an urbanized area, as defined by the U.S. Census Bureau. All other municipalities are considered urban. More than half (*n*= 182, 55 percent) worked in departments located in urban areas. This section compares these chiefs working in rural and urban areas.

Demographics of rural and urban police chiefs serving small municipalities are presented in Table 18 below. Rural police chiefs have a wider age range and tend to be younger than urban police chiefs. Rural police chief, on average, are about 52 years old, which is about two years younger than the average age of urban police chiefs of 54 years old. This difference is

statistically significant (t= -2.516, df= 315, p= 0.012). Rural police chiefs also tend to be less experienced than urban police chiefs. Rural police chiefs, on average, have worked as a police officer for about 26 years, while urban police chiefs have worked as a police officer for an average of 30 years; the difference is statistically significant (t= -3.393, df= 276.7, p= 0.001). Chiefs at both rural and urban departments had about the same experience serving as police chief: on average, they have served as a police chief for about eight to nine years, and they have been chief at their current agency for about seven years.

Table 18. Age and tenure of police chiefs in rural and urban areas

Rural (n= 147)	Mean	Median	St. dev.
Age (24-74 years)	51.6	51.0	9.2
Tenure at current agency (<1-40 years)	16.0	17.0	10.0
Tenure at any agency (<1-50 years)	25.9	26.0	10.1
Time as chief at current agency (<1-40 years)	7.4	6.0	6.8
Time as chief at any agency (<1-40 years)	8.4	6.0	8.3
Urban (n= 182)			
Age (33-72 years)	53.9	53.0	7.7
Tenure at current agency (<1-45 years)	17.7	18.0	11.7
Tenure at any agency (10-48 years)	29.5	28.0	8.2
Time as chief at current agency (<1-39 years)	7.3	5.0	7.3
Time as chief at any agency (<1-39 years)	8.5	7.0	7.7

There were no differences in gender or race of the chiefs in rural and urban departments. (See Table 19.) Two of the rural police chiefs were women, and four of the urban police chiefs were women, although this was not a statistically significant difference. Chiefs in urban departments had more education than chiefs in rural departments (χ^2= 11.522, df= 4, p= 0.020). Chiefs in urban departments were significantly more likely than chiefs in rural departments to hold a master's degree or juris doctorate (15 percent of urban chiefs compared with less than six percent of rural chiefs), while chiefs in rural departments were significantly more likely than chiefs in urban departments to hold a high school degree or GED (16 percent of rural chiefs compared with eight percent of urban chiefs). Chiefs in urban departments also had higher salaries than chiefs in rural departments (χ^2= 98.902, df= 3, p< 0.001). Chiefs in urban departments (38 percent) were significantly more likely than chiefs in rural departments (about

1 percent; only two chiefs) to earn $100,000 or more annually, while chiefs in rural departments (29 percent) were significantly more likely than chiefs in urban departments (5 percent) to earn less than $50,000 annually.

Table 19. Demographics, education and salary of police chiefs in rural and urban areas

	Percent	
	Rural (*n*= 147)	Urban (*n*= 182)
Gender		
Male	98.6	97.8
Female	1.4	2.2
Race		
Non-Hispanic White	96.5	97.2
Non-Hispanic Black	1.4	0.6
Hispanic	- - -	1.1
Other	2.1	1.1
Education		
High school diploma/GED	16	8
Some college	48	46
Bachelor's degree	27	28
Graduate work	4	3
Master's degree/J.D.	6	15
Current annual salary		
<$50,000	29	5
$50,000-$74,999	49	22
$75,000-$99,999	21	36
$100,000 or more	1	38

APPENDIX E – INTERAGENCY RELATIONSHIPS

Several survey questions asked police chiefs about their departments' relationships with other agencies. First, chiefs were asked, "*Including your own municipality*, how many of the following types of municipalities does your department provide service **to**? (Do not include mutual aid municipalities.)". Table 20 shows the number of departments providing service to a given number of Cities of the Third Class, Townships of the First Class, Townships of the Second Class and Boroughs. Only a small number of police departments provided service to Cities of the Third Class (15 departments provided service to one such municipality and one department provide service to two Cities of the Third Class). Twenty departments provided service to Townships of the First Class: 15 departments provided service to one Township of the First Class and five departments provided service to two Townships of the First Class. Table 20 suggests that police serving small and rural municipalities tend to provide service to Townships of the Second Class and Boroughs. For example, 92 departments provided service to one Township of the Second Class, 17 departments provided service to two Townships of the Second Class, four departments provided services to three such municipalities and one department provided service to four Townships of the Second Class. Regarding boroughs, 175 departments (53 percent of the departments surveyed) provided service to one borough, 25 departments provided service to two boroughs, four departments provided service to four boroughs, and one department provided service to six boroughs.

Table 20. Number and type of municipalities served by police departments (*n*= 316)

Number of municipalities served	Cities of the Third Class	Townships of the First Class	Townships of the Second Class	Boroughs
1 municipality	15	15	92	175
2 municipalities	1	5	17	25
3 municipalities	- - -	- - -	4	0
4 municipalities	- - -	- - -	1	4
5 municipalities	- - -	- - -	- - -	0
6 municipalities	- - -	- - -	- - -	1

Note: The cells indicate the count of departments that serve a given number of municipality types.

A series of seven questions asked about potential changes to the police department: "In the past 2 years, have any elected officials in the municipalities you serve discussed any of the following issues?" (See Table 21.) While over one quarter (27 percent) of chiefs reported that officials have discussed contracting police services to another police department and 8 percent already do this, 10 percent of chiefs reported that officials have discussed contracting police services from another department (and 2 percent already do this). Just under one-third discussed regionalizing. Fewer than 5 percent have discussed instituting a shift exchange agreement with another department in the last two years, and only 1 percent of departments currently do this.

Notably, 9 percent of chiefs reported officials have discussed disbanding their police departments. (See Table 21.) While almost one-quarter (23 percent) of chiefs reported officials discussing significantly increasing the number of uniformed officers, about 10 percent reported that officials have discussed significantly decreasing the number of uniformed officers.

Table 21. Interagency relationships and official discussions of department changes (*n*= 309-322)

In the past 2 years, have officials discussed…	% Yes	% No, but we already do this	% No, and we do NOT already do this
Contracting police services **to** another police department	27.1	8.2	64.7
Contracting police services **from** another police department	10.0	1.9	88.0
Creating a regional police force	31.2	0	68.8
Instituting a shift exchange agreement with another department	4.8	1.3	93.9
	% Yes	% No	
Disbanding the police department	8.7	91.3	
Significantly increasing the number of uniformed officers	23.3	76.7	
Significantly decreasing the number of uniformed officers	9.6	90.4	

More than one-third (37 percent) of police departments have part-time coverage by the Pennsylvania State Police (PSP). (See Table 22.)

Table 22. Part-time coverage by PSP (*n*= 329)

Part-time coverage by PSP	Percent
No	63.2
Yes	36.8

Comparing interagency relationships with those in 2005

There were no significant differences in the average number of municipalities served between 2005 and 2020. (See Figure 16.) Police departments tended to serve, on average, slightly more than one municipality. Police departments serving municipalities of 10,000 residents or fewer tended to serve Boroughs and Townships of the Second Class, but not often Townships of the First Class or Cities of the Third Class.

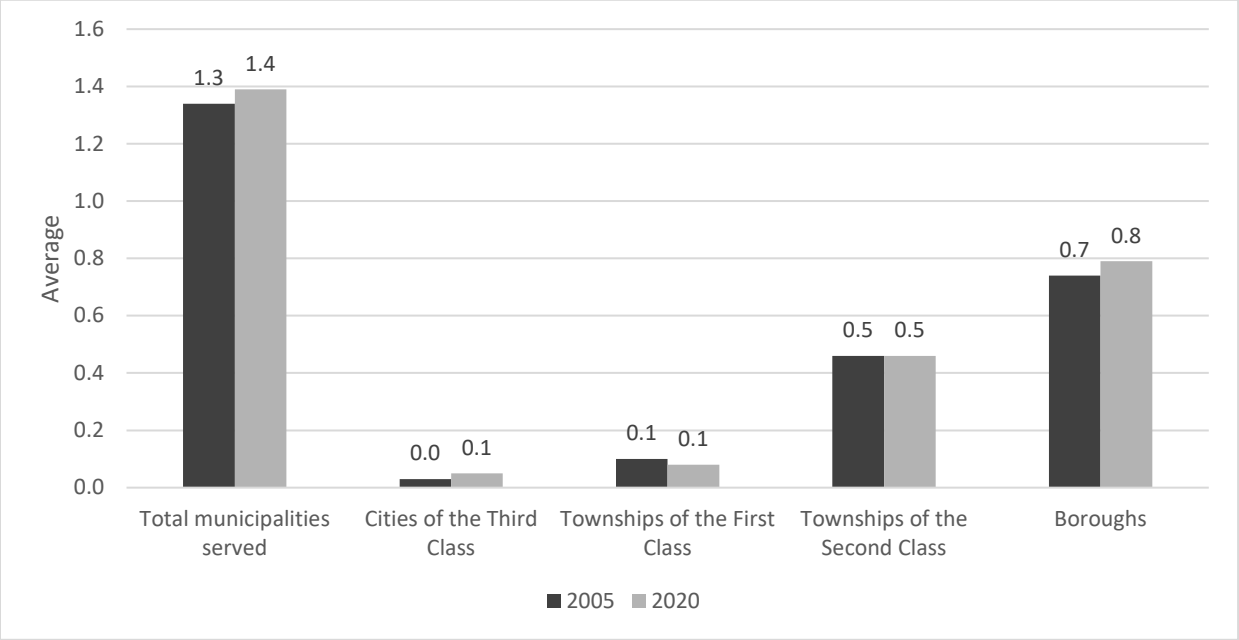

Figure 76. Average number and type of municipalities served, compared over time (*n*= 331)

Elected officials are having similar discussions to those in 2005. (See Figure 17.) In 2005, about 9 percent of chiefs reported elected officials were discussing disbanding the police department; in 2020, about 12 percent of chiefs reported the same. In 2005, 23 percent of chiefs reported that elected officials were discussing increasing the number of uniformed officers,

while 18 percent of chiefs reported the same in 2020. However, a significantly higher percent of chiefs reported that elected officials were discussing decreasing the number of uniformed officers than in 2005 (16 percent in 2020 versus 10 percent in 2005; χ^2= 6.099, *df*= 1, *p*= 0.014).

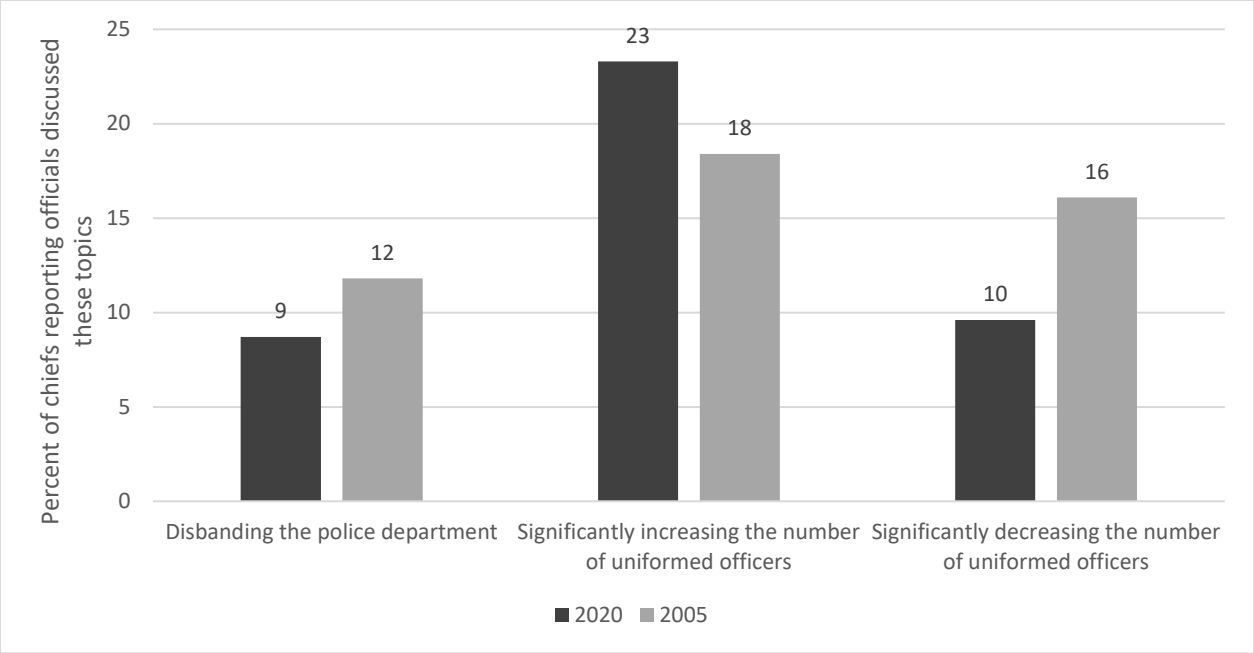

Figure 17. Official discussions of department changes, compared over time (*n*= 322-328)

Comparing interagency relationships across regions

Table 23 compares the western, central, and eastern regions by the number of departments providing service to a given number of Cities of the Third Class, Townships of the First Class, Townships of the Second Class, and Boroughs. Police departments in the west provided service to more Cities of the Third Class than the central or eastern regions. Eleven departments in the west provided service to one City of the Third Class and one department in the west provided service to two Cities of the Third Class, while three departments in the central region and one department in the eastern region provided service to one City of the Third Class. The west also provided service to more Townships of the First Class than the central and eastern regions. Ten departments in the west provided service to one Township of the First Class and three departments provided service to two Townships of the First Class. Two departments in the

central region and three departments in the eastern region provided service to one Township of the First Class, with two departments in the eastern region providing service to two Townships of the First Class.

The eastern region provided service to more Townships of the Second Class than the western or central regions. (See Table 23.) Forty-one departments in the eastern region provided service to at least one Township of the Second Class, compared with 37 departments in the western region and 36 departments in the central region. More departments in the west (82 departments) provided service to at least one Borough, compared with the eastern (76 departments) and central regions (48 departments).

Table 23. Number and type of municipalities served, by region (*n*= 316)

Number of municipalities served	Cities of the Third Class	Townships of the First Class	Townships of the Second Class	Boroughs
West				
1 municipality	11	10	27	63
2 municipalities	1	3	9	15
3 municipalities	- - -	- - -	1	0
4 municipalities	- - -	- - -	- - -	4
5 municipalities	- - -	- - -	- - -	- - -
6 municipalities	- - -	- - -	- - -	- - -
central				
1 municipality	3	2	28	43
2 municipalities	- - -	- - -	5	5
3 municipalities	- - -	- - -	2	- - -
4 municipalities	- - -	- - -	1	- - -
5 municipalities	- - -	- - -	- - -	- - -
6 municipalities	- - -	- - -	- - -	- - -
East				
1 municipality	1	3	37	69
2 municipalities	- - -	2	3	5
3 municipalities	- - -	- - -	1	0
4 municipalities	- - -	- - -	- - -	1
5 municipalities	- - -	- - -	- - -	0
6 municipalities	- - -	- - -	- - -	1

Note: The cells indicate the count of departments that serve a given number of municipality types.

Regional differences emerged regarding possible changes to the police department. (See Table 24.) The central region had the highest percentage of police departments in areas where

officials have discussed contracting police services to another police department, while the eastern region had the smallest percentage of police departments in areas where officials discussed contracting police services to another police department. The three regions had a similar percentage (ranging from nine percent to 11 percent) of police departments in areas where officials have discussed contracting police services from another police department. Discussions of regionalizing police services appears to vary by region. The central region had the highest percentage of police departments in areas where officials discussed creating a regional police force, while the smallest percentage of police departments in areas where officials have discussed creating a regional police force were in the west. There appears to be no difference across regions of the percentage of police departments (ranging from 4 to 5 percent) in areas where officials have discussed instituting a shift exchange agreement with another department.

The central region had a slightly higher percentage of police departments in areas where officials have discussed disbanding the police department (10 percent, compared with 9 percent in the west and 8 percent in the east). (See Table 24.) A higher percentage of police departments located in the east were in areas where officials discussed significantly increasing the number of uniformed officers (33 percent, compared with 17 percent in the western and 20 percent in the central regions). Finally, the eastern region had the smallest percentage of police departments in areas where officials discussed significantly decreasing the number of uniformed officers (8 percent, compared with 10 percent in the western and 11 percent in the central regions).

Table 24. Interagency relations and official discussion of changes in policing, by region (*n*= 309-322)

	% Yes			% No, but we already do this			% No, and we do NOT already do this		
In the past 2 years, have officials discussed…	W	C	E	W	C	E	W	C	E
Contracting police services **to** another police department	27	35	22	10	6	8	63	59	70
Contracting police services **from** another police department	9	11	11	2	3	2	89	87	88
Creating a regional police force	27	40	30	0	0	0	73	60	70
Instituting a shift exchange agreement with another department	4	5	5	3	0	1	93	95	94

	% Yes			% No		
In the past 2 years, have officials discussed…	W	C	E	W	C	E
Disbanding the police department	9	10	8	91	90	92
Significantly increasing the number of uniformed officers	17	20	33	83	80	68
Significantly decreasing the number of uniformed officers	10	11	8	90	89	92

Note: W= West region, C= central region, E= East region

The central region had the highest percentage of police departments that received part-time coverage from the Pennsylvania State Police, while the eastern region has the lowest percentage of police departments that received part-time assistance from the Pennsylvania State Police. (See Table 25.)

Table 25. Part-time coverage by PSP, by region (*n*= 329)

Part-time coverage by PSP	% West	% central	% East
No	63.3	56.1	68.1
Yes	36.7	43.9	31.9

Interagency relationships in regional police departments

Compared with municipal police departments that mostly serve one municipality that can range from Boroughs to Cities of the Third Class, regional police departments in Pennsylvania serve multiple municipalities that tended to be smaller (i.e., Townships of the Second Class, Boroughs). For example, one regional police department serves nine Townships of the Second Class, and another regional department reported serving five municipalities. (See Table 26.)

Table 26. Number and type of municipalities served by regional police departments (*n*= 20)

Number of municipalities served	Cities of the Third Class	Townships of the First Class	Townships of the Second Class	Boroughs
1 municipality	- - -	1	8	9
2 municipalities	- - -	- - -	5	4
3 municipalities	- - -	- - -	4	1
4 municipalities	- - -	- - -	1	1
5 municipalities	- - -	- - -	0	1
6 municipalities	- - -	- - -	0	- - -
7 municipalities	- - -	- - -	0	- - -
8 municipalities	- - -	- - -	0	- - -
9 municipalities	- - -	- - -	1	- - -

Note: The cells indicate the count of departments that serve a given number of municipality types.

Compared to municipal police departments, of which slightly more than one-quarter were in areas where officials discussed contracting police services to another police department, close to half of regional police departments were in areas where officials have discussed contracting police services to another police department (27 percent of municipal police departments compared to 47 percent of regional police departments). (See Table 27.) A slightly higher percentage of regional police departments (16 percent) were in areas where officials

discussed contracting police services from another police department than municipal police departments (10 percent). Similar to municipal police departments, about 5 percent of regional police departments were in areas where officials discussed instituting a shift exchange agreement with another police department.

A higher percentage of regional police departments than municipal police departments (20 percent of regional compared with 9 percent of municipal police departments) were in areas where officials discussed disbanding the police department. (See Table 27.) Compared to municipal police departments, a smaller percentage of regional police departments were in areas where officials discussed significantly increasing the number of uniformed officers (10 percent of regional police departments compared with 23 percent of municipal police departments), but a higher percentage of regional police departments were in areas where officials discussed decreasing the number of uniformed officers (20 percent of regional police departments compared with 10 percent of municipal police departments). These comparisons should be viewed with caution, as only 20 regional police departments were included in the sample.

Table 27. Interagency relationships and official discussions of police changes in regional police departments (*n*= 20)

In the past 2 years, have officials discussed…	% Yes	% No, but we already do this	% No, and we do NOT already do this
Contracting police services **to** another police department	47	21	32
Contracting police services **from** another police department	16	0	84
Instituting a shift exchange agreement with another department	5	0	95
	% Yes	% No	
Disbanding the police department	20	80	
Significantly increasing the number of uniformed officers	10	90	
Significantly decreasing the number of uniformed officers	20	80	

The Pennsylvania State Police (PSP) provides part-time coverage to only two of the 20 regional police departments included in this sample. (See Table 28.)

Table 28. Part-time PSP coverage for regional police departments

Part-time coverage by PSP	Percent
No	90
Yes	10

Interagency relationships: Comparing rural and urban police departments

Table 29 below shows the number of rural and urban departments providing service to a given number of Cities of the Third Class, Townships of the First Class, Townships of the Second Class and Boroughs. Nine rural departments provided service to one City of the Third Class, compared to six urban departments that provided service to such a municipality and one urban department that provided service to two Cities of the Third Class. More urban departments than rural departments provided service to Townships of the First Class: four rural departments provided service to one such municipality, while 11 urban departments provided service to one Township of the First Class and five urban departments provided service to two Townships of the First Class. About the same number of rural and urban departments provide service to

Townships of the Second Class, while slightly more urban departments than rural departments provided service to multiple boroughs.

Table 29. Number and type of municipalities served by rural and urban police departments (*n*= 316)

Number of municipalities served	Cities of the Third Class		Townships of the First Class		Townships of the Second Class		Boroughs	
	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
1 municipality	9	6	4	11	42	50	79	96
2 municipalities	- - -	1	- - -	5	9	8	14	11
3 municipalities	- - -	- - -	- - -	- - -	3	1	0	0
4 municipalities	- - -	- - -	- - -	- - -	1	- - -	1	3
5 municipalities	- - -	- - -	- - -	- - -	- - -	- - -	- - -	0
6 municipalities	- - -	- - -	- - -	- - -	- - -	- - -	- - -	1

Note: The cells indicate the count of departments that serve a given number of municipality types.

Regarding potential changes to the police departments, about the same percentage (27 percent) of rural and urban police departments were in areas where officials have discussed contracting services to another police department, but a higher percentage (13 percent) of urban departments reported that officials discussed contracting services from another police department compared to rural police departments (7 percent). (See Table 30.) A higher percentage of rural police departments than urban police departments discussed creating a regional police force (34 percent of rural police departments compared to 29 percent of urban police departments). A small percentage of both rural (4 percent) and urban (6 percent) police departments were in areas where officials have discussed instituting a shift exchange agreement with another department.

A higher percentage of rural police departments (10 percent compared with 7 percent of urban departments) were in areas where officials discussed disbanding the police department. (See Table 30.) A smaller percentage of rural departments have discussed significantly increasing the number of uniformed officers (21 percent compared with 25 percent of urban

police departments), while a slightly higher percentage of rural departments have discussed significantly decreasing the number of uniformed officers (10 percent compared with 9 percent of urban police departments).

Table 30. Interagency relations and official discussions of changes to police in rural and urban departments (*n*= 309-322)

In the past 2 years, have officials discussed…	% Yes		% No, but we already do this		% No, and we do not already do this	
	R	U	R	U	R	U
Contracting police services **to** another police department	27	27	8	9	65	64
Contracting police services **from** another police department	7	13	2	2	91	85
Creating a regional police force	34	29	0	0	66	71
Instituting a shift exchange agreement with another department	4	6	1	2	96	92

	% Yes		% No	
	Rural	Urban	Rural	Urban
Disbanding the police department	10	7	90	93
Significantly increasing the number of uniformed officers	21	25	79	75
Significantly decreasing the number of uniformed officers	10	9	90	91

Note: R= Rural, U= Urban

A higher percentage of police departments in rural areas received part-time coverage from the Pennsylvania State Police (PSP) than police departments in urban areas. (See Table 31.)

Table 31. Part-time PSP coverage for rural and urban police departments (*n*= 329)

Part-time coverage by PSP	% Rural	% Urban
No	44	79
Yes	57	21

Chiefs' perspectives on regionalization and interagency relationships, as elaborated upon in follow-up interviews

In the follow-up, in-depth interviews, chiefs were asked "What are your thoughts on regionalizing police in this area?". While 10 percent of chiefs were against regionalization, one chief was neutral and one chief was not in a geographical position to do so because it is difficult for non-adjacent municipalities to regionalize. Many (71 percent) were proponents of regionalizing police in their area. Another 6 percent of chiefs advocated for county police or giving sheriffs more power to take on police functions. One chief elaborated on how such a system would work:

> Back in 1960, the state required regionalization of school districts. That's when a lot of your school districts were formed. I believed it was done on a state mandate. The only way it [regionalization] would work is if the state mandates it and provides guidelines… because it takes local politics out of it and creates a new entity. Look what other states do…. Generally, the unincorporated areas are covered by large county-wide police departments. To me, that would work, but it's such a project and so much political implications in it. I think it works better bigger than these two to three municipalities things.

One chief pointed out that police departments have an informal regionalization: "We're already operating as one police department; we all back each other up…. It's already happening in reality. It's just not happening logistically or on paper."

Even though there was a great deal of support for regionalization, chiefs were pessimistic about whether it would come to fruition. Two reasons were most frequently cited as barriers to regionalization: (1) disagreements between municipal elected leaders (68 percent of chiefs cited this reason); and (2) cost (25 percent of chiefs cited this reason). One chief said, "All it takes is one election, you get new people and everything blows up." Chiefs repeatedly said that the political power of municipal leaders comes from a police department; chiefs believed if a

municipality loses the police department or has to share policing with other municipalities, the municipality leaders will lose the political power that comes with it. Cost also is an issue for multiple reasons. The new regional department will need municipalities to invest in new uniforms, vehicles, and anything else that uses the police name and logo. Chiefs predicted that, at some point in time, one municipality will believe it is paying more for less service. One municipality may pay more for regional services than the previous cost of having their own police department.

About one fifth (18 percent) of chiefs were concerned about the changes to policing and the challenge for the regional department to add value to the community without becoming too big. Small departments tended to have close relationships with the communities they serve, whereas larger departments had more difficulty developing such relationships. Additionally, chiefs were concerned about inheriting problem officers or losing good officers. Chiefs also raised the question of who would be chief in a regional department and whether higher ranking officers would be demoted in a new regional department.

Regarding interagency relations, most chiefs had favorable relations with neighboring agencies and PSP. Two chiefs had no neighboring agencies. One chief said the relationship depends on the other agency (meaning that there are good relationships with some surrounding agencies and weak relationships with other surrounding agencies) and a third chief said his agency and the neighboring agency get along but there is hostility. He explained: “A lot of these departments, we work well with them but there’s a lot of hostility because their citizens are like, look at these guys, they’re doing this and this and why aren’t you doing this?”. All other chiefs described their relationships with neighboring departments as good, very good, or great. For small departments with few officers working in small municipalities (for example, one chief worked in a municipality that was one square mile), having a positive relationship with neighboring departments provided opportunities to connect with other officers, as well as backup when needed.

Regarding PSP, four chiefs said they do not interact with them. Two reported friction or a poor relationship with PSP. The remaining 42 chiefs responding to this question reported a good relationship with PSP, although some wished they could communicate with them. Some chiefs reported helping PSP handle calls, given that PSP has such wide areas to cover and sometimes it might take them more than an hour to respond to a call on the other side of the area.

Seven chiefs reported a contentious relationship with their governing agency, with one describing the relationship as "adversarial" and another as "a hope and a prayer." The rest reported a good relationship, although they noted that it could change at any election cycle.

APPENDIX F – DEPARTMENT OPERATION COMPARISONS

Of the 282 police departments that reported their 2019 operating budget or had the 2019 operating budget publicly available online, the department budget ranged from $20,000 to $6,250,000, with an average budget of $853,852 and a median budget of $640,000. While 88 departments had budgets of $1,000,000 and higher, 27 departments had budgets exceeding $2,000,000, seven had budgets of $3,000,000 and higher, and three departments had budgets over $4,000,000.

Thirty-seven police departments received funds through asset forfeiture. Unsurprisingly, asset forfeiture funds were correlated to budget ($r = 0.682$, $p < 0.001$), calls for service where officers were dispatched ($r = 0.410$, $p = 0.015$) and department size ($r = 0.587$, $p < 0.001$). That is, departments with higher budgets, departments with more calls for service requiring an officer on-site, and departments with more employees had more asset forfeiture funds than departments with smaller budgets, fewer calls for service requiring an officer on-site, and departments with fewer employees.

Comparing department operation over time

Department budgets significantly increased since 2005 (t= -3.975, df= 532.2, p< 0.001), from an average annual budget of about $607, 238 in 2004 to $853,852 in 2019. (See Figure 18.)

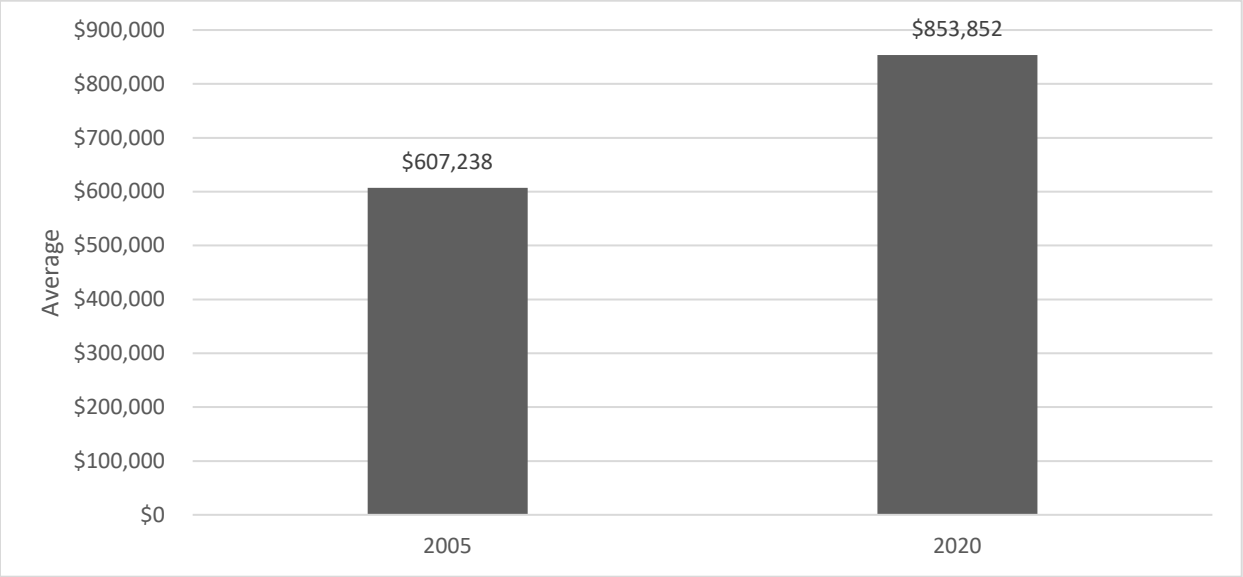

Figure 8. Average department budget, compared over time (n_{2005}= 310; n_{2020}= 282)

Department operations remained relatively stable over time, with about the same percentage of departments enforcing municipal zoning ordinances, enforcing building or property maintenance codes, having a K9 unit, having trained bicycle patrol officers, participating in anti-drug taskforces and providing truancy enforcement. (See Figure 19.) The percentage of departments having officers provide DARE instruction or similar anti-drug youth programs declined significantly, from 46 percent in 2005 to 22 percent in 2020 (χ^2= 39.996, df= 1, p< 0.001). A slightly higher percentage of departments had holding cells in 2020 than in 2005, with 41 percent of chiefs reporting their departments had holding cells in 2005 and 49 percent reporting the same in 2020 (χ^2= 3.724, df= 1, p= 0.054).

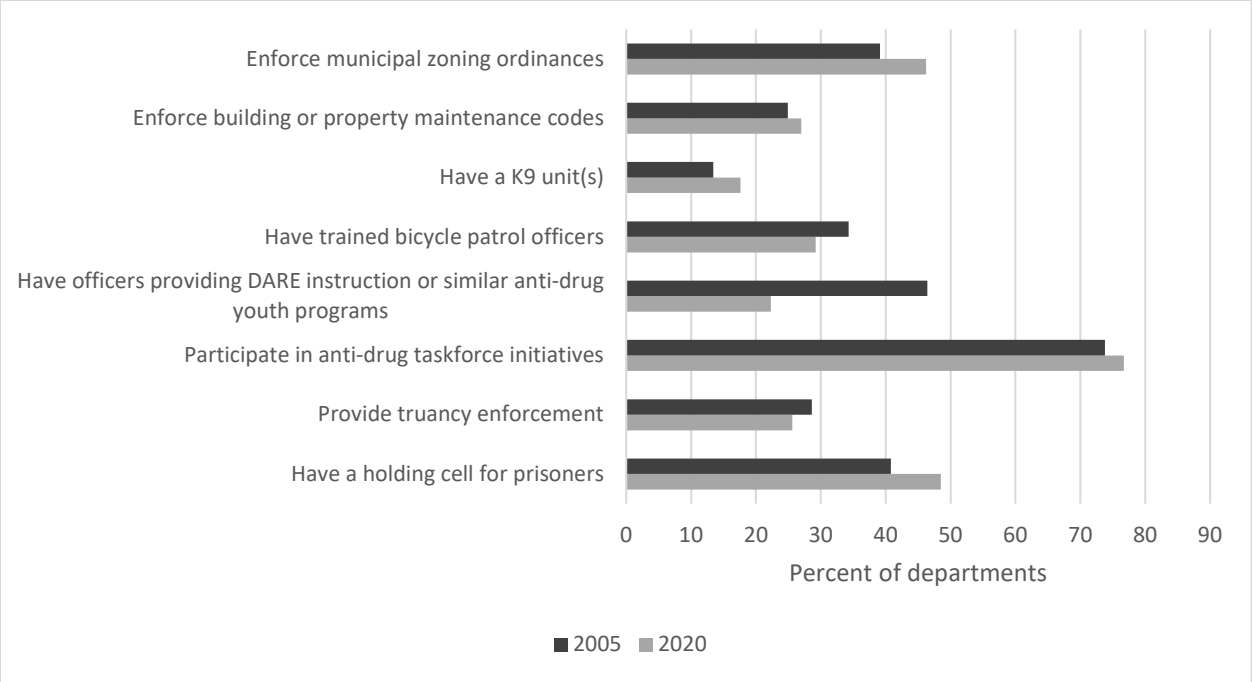

Figure 19. Department policies, compared over time (n_{2005}= 331; n_{2020}= 301)

Comparing department operation by region

The 2019 department operating budget is depicted in Figure 20. The eastern region had a slightly higher average and median budget, although differences between regions were not statistically significant ($F_{2, 279}$= 1.872, p= 0.156). (See Figure 20.)

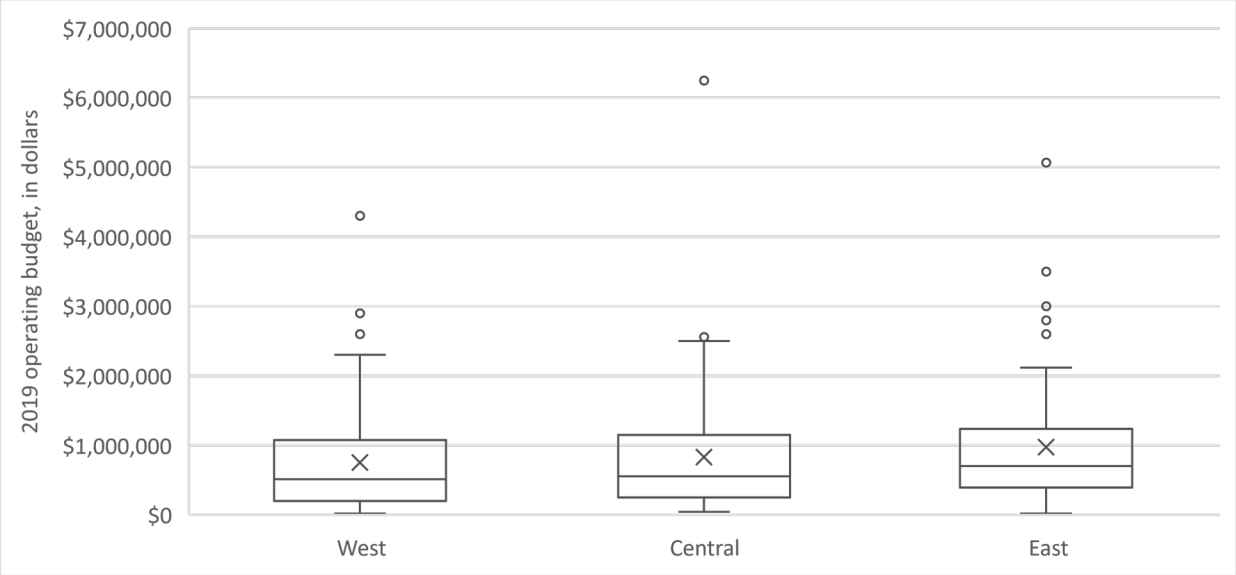

Figure 9. Budget, compared by region (*n*= 282)

Most departments did not report asset forfeiture funds. (See Table 32.) However, the use of asset forfeiture varied across region, with 17 departments in the west, six departments in the central region and 14 departments in the eastern region reporting asset forfeiture funds. Among the departments that did report asset forfeiture funds, the central region had the highest median (and mean) asset forfeiture funding, with $10,1092 (compared with the central region median of $6,000 and the eastern region median of $5,000).

While the eastern region had the highest average and median total number of calls for service and calls for service resulting in an officer dispatched compared to the western and central regions, these differences were not statistically significant, meaning that these regional differences are due to chance alone. (See Table 32.)

Table 32. Budget and calls for service, by region (*n*= 272-295)

	West	central	East
2019 Budget	$20k-$4.30 mil.	$40k-$6.25 mil.	$20k-$5.07 mil.
	Mean= $753,872	Mean= $829,221	Mean= $971,518
	Med.= $514,500	Med.= $553,450	Med.= $700,000
	sd= $731,138	sd= $937,748	sd= $855,174
Asset forfeiture	$0-$150,000	0-$700,000	0-$25,000
	Mean= $3,230	Mean= $9,702	Mean= $1,100
	Med.= 0	Med.= 0	Med.= 0
	sd= $15,678	sd= $80,273	sd= $4,282
Calls for service	0-30,000	0-21,000	0-30,000
	Mean= 4,547	Mean= 3,527	Mean= 4,624
	Med.= 3,100	Med.= 2,905	Med.= 3,500
	sd= 5,392	sd= 3,235	sd= 4,324
Calls, officer dispatched	0-24,400	0-19,000	0-25,000
	Mean= 3,790	Mean= 2,993	Mean= 4,244
	Med.= 2,428	Med.= 2,500	Med.= 3,196
	sd= 4,563	sd= 2,812	sd= 4,088

Between 42 percent and 51 percent of police enforce municipal zoning ordinances across regions. (See Table 33.) The west had a significantly higher percentage of police departments that enforced building or property maintenance codes (χ^2= 11.932, *df*= 2, *p*= 0.003); 37 percent of departments in the west enforced building or property maintenance codes, compared with 28 percent in the central region and 16 percent in the eastern region. The eastern region had the smallest percentage of departments with K-9 units (13 percent), while the western region had the highest percent (23 percent). However, the eastern region had a significantly higher percentage of departments with trained bicycle patrol officers (48 percent), compared to the western (12 percent) and central regions (27 percent; χ^2= 35.070, *df*= 2, *p*< 0.001).

There were no significant differences between regions in providing DARE instruction or similar anti-drug programs for youth (27 percent in the west, 21 percent in the central region, and 18 percent in the east) or participating in anti-drug task forces (72 percent of departments in the west, 77 percent in the central region and 82 percent in the east).

There were slight differences between the regions regarding the percent of departments that have a holding cell for prisoners, with the east having the highest percent (56 percent) and

the central having the lowest percent (38 percent), although these differences were not significant. The percent of departments with a policy on interactions with persons with mental health issues ranged from 75 percent in the west to 87 percent in the east, but these differences were not statistically significant.

There were minor differences between regions regarding truancy enforcement. The west region had the highest percentage of departments in this category, although differences were not statistically significant.

Finally, there were significant differences among the regions in the percent of departments that required officers to carry naloxone. The eastern region had the highest percentage, with 89 percent of departments requiring officers to carry naloxone, while the central region had the lowest percent of departments at 70 percent (χ^2= 10.461, *df*= 2, *p*= 0.005).

Table 33. Department policies, by region (*n*= 301)

Does your police department:	West	% Yes central	East
Enforce municipal zoning ordinances?	51	42	45
Enforce building or property maintenance codes?	37	28	16
Have a K-9 unit(s)?	23	17	13
Have trained bicycle patrol officers?	12	27	48
Have officers providing DARE instruction or similar anti-drug youth programs?	27	21	18
Participate in anti-drug taskforce initiatives?	72	77	82
Have a holding cell for prisoners?	49	38	56
Have a policy on interactions with persons with mental health issues?	75	82	87
Provide truancy enforcement?	32	27	18
Require officers to carry naloxone?	78	70	89

Regional departments: Department operation

With an average 2019 department operating budget of $3,538,792, regional departments had a significantly higher budget in 2019 than municipal departments (*t*= -4.452, *df*= 19.3, *p*< 0.001). (See Table 34.) Like municipal departments, few (only two of

20) regional departments reported asset forfeiture funds: one department estimated $500 in asset forfeiture and another estimated $5,000 in asset forfeiture. Compared to municipal departments, regional departments had a significantly higher average total number of calls for service (t= -2.638, df= 18.7, p< 0.001) and calls for service where an officer was dispatched (t= -2.617, df= 18.7, p= 0.02). Perhaps this is because regional departments serve a larger area equivalent to multiple municipal departments.

Table 34. Regional police department budget and calls for service (n= 20)

	Mean	Median	St. Dev.
2019 Budget ($225,000-$9,195,182)	$3,538,792	$2,873,838	$2,687,845
Asset forfeiture ($0-$5,000)	$275	$0	$1,118
Calls for service (600-29,465)	9,268	6,085	8,095
Calls, officer dispatched (100-29,465)	8,444	5,157	7,714

About half (45 percent) of regional police departments enforced municipal zoning ordinances, but only 15 percent enforced building or property maintenance codes (see Table 35). One-quarter have a K-9 unit and the majority have trained bicycle patrol officers – significantly more than municipal police departments (χ^2= 11.124, df= 1, p= 0.001).

While less than half (40 percent) provide DARE instruction or similar anti-drug youth program, most (90 percent) participate in anti-drug taskforce initiatives. Three-quarters of regional police departments have a holding cell for prisoners, which is significantly more than municipal police departments (χ^2= 5.266, df= 1, p= 0.022). Most (90 percent) regional departments had a policy on interactions with persons with mental health issues.

A small percentage (15 percent) of regional police departments provide truancy enforcement, and most (80 percent) regional police departments required officers to carry naloxone.

Table 35. Regional police department policies (*n*= 20)

Does your police department:	% Yes	% No
Enforce municipal zoning ordinances?	45	55
Enforce building or property maintenance codes?	15	85
Have a K-9 unit(s)?	25	75
Have trained bicycle patrol officers?	65	35
Have officers providing DARE instruction or similar anti-drug youth programs?	40	60
Participate in anti-drug taskforce initiatives?	90	10
Have a holding cell for prisoners?	75	25
Have a policy on interactions with persons with mental health issues?	90	10
Provide truancy enforcement?	15	85
Require officers to carry naloxone?	80	20

Comparing rural and urban departments: department operation

Compared to urban municipal departments, rural departments had a significantly smaller average budget in 2019 (t= -6.674, df= 265.5, p< 0.001). While urban police departments had an average department operational budget of $1,126,062 and a median budget of $885,354, rural police departments had an average budget of $525,349 and a median budget of $302,044. (See Table 36.) Only 13 rural departments and 24 urban departments reported receiving funds through asset forfeiture; there were no significant differences in the amount seized between rural and urban departments. Rural departments had significantly fewer calls for service (t= -4.514, df= 287.0, p< 0.001) and calls for service resulting in an officer dispatched (t= -5.126, df= 263.9, p< 0.001) than urban departments.

Table 36. Comparing rural and urban department budget and calls for service (*n*= 272-295)

	Mean Median (St. Dev.)		Range	
	Rural	Urban	Rural	Urban
2019 Budget	$526,349 $302,044 ($590,477)	$1,126,062 $885,354 ($907,747)	$20,000-$4,300,000	$30,000-$6,250,000
Asset forfeiture	$1,201 0 ($5,190)	$6,453 0 ($56,094)	0-$40,000	0-700,000
Calls for service	3,045 2,215 (3,712)	5,331 4,000 (4,800)	0-28,000	0-30,000
Calls, officer dispatched	2,481 1,862 (3,023)	4,801 3,500 (4,417)	0-24,400	0-25,000

About 49 percent of rural police departments, compared to about 44 percent of urban police departments, enforced municipal zoning ordinances. (See Table 37.) A significantly higher percent of rural police departments (35 percent) enforced building or property maintenance codes than urban police departments (21 percent; χ^2= 7.605, *df*= 1, *p*= 0.006). While about the same percentage of both rural (16 percent) and urban (19 percent) police departments had K-9 units, a significantly higher percent of urban departments (43 percent) than rural departments (13 percent) had trained bicycle patrol officers (χ^2= 33.588, *df*= 1, *p*< 0.001). There were no significant differences in the percentage of police departments having officers providing DARE instruction or similar anti-drug youth programs (19 percent of rural departments compared with 25 percent of urban departments) or participating in anti-drug taskforce initiatives (77 percent or rural departments compared to 76 percent of urban departments). However, a significantly higher percent of urban departments (59 percent) than rural departments (35 percent) had a holding cell for prisoners (χ^2= 17.335, *df*= 1, *p*< 0.001). There were no statistically significant differences between rural and urban police departments that had a policy on interactions with persons with mental health issues or provided truancy

enforcement (see Table 37). However, 89 percent of urban police departments required their officers to carry naloxone, compared to 69 percent of rural police departments; this difference was statistically significant (χ^2= 18.414, *df*= 1, *p*< 0.001).

Table 37. Comparing rural and urban department policies (*n*= 301)

	% Yes	
Does your police department:	Rural	Urban
Enforce municipal zoning ordinances?	49	44
Enforce building or property maintenance codes?	35	21
Have a K-9 unit(s)?	16	19
Have trained bicycle patrol officers?	13	43
Have officers providing DARE instruction or similar anti-drug youth programs?	19	25
Participate in anti-drug taskforce initiatives?	77	76
Have a holding cell for prisoners?	35	59
Have a policy on interactions with persons with mental health issues?	80	82
Provide truancy enforcement?	24	27
Require officers to carry naloxone?	69	89

APPENDIX G – COMPARING SMALL AND RURAL POLICE TECHNOLOGY

Body Cameras

Of the 95 chiefs whose departments have deployed officer body worn cameras (BWC) and responded to questions about their use, just under half (46 percent) agreed that BWC implementation was more expensive than anticipated, while about half (49 percent) disagreed that BWC implementation was more expensive than anticipated. (See Figure 21.) Slightly more than one-quarter (29 percent) believed that BWC implementation required more staff time than anticipated. Most agreed that BWC provided reliable evidence of officer-citizen interactions (86 percent), that BWC was useful in protecting officers from unwarranted complaints (80 percent), and that BWC was a useful tool for supervising officers (80 percent). Not as many, but still a clear majority, believed that BWC improved the professionalism of officers (68 percent). Around

half of the chiefs agreed that BWC helped identify instances of officer misconduct that might not have been identified without them (47 percent) and that BWC improved relationships between the agency and the community (54 percent).

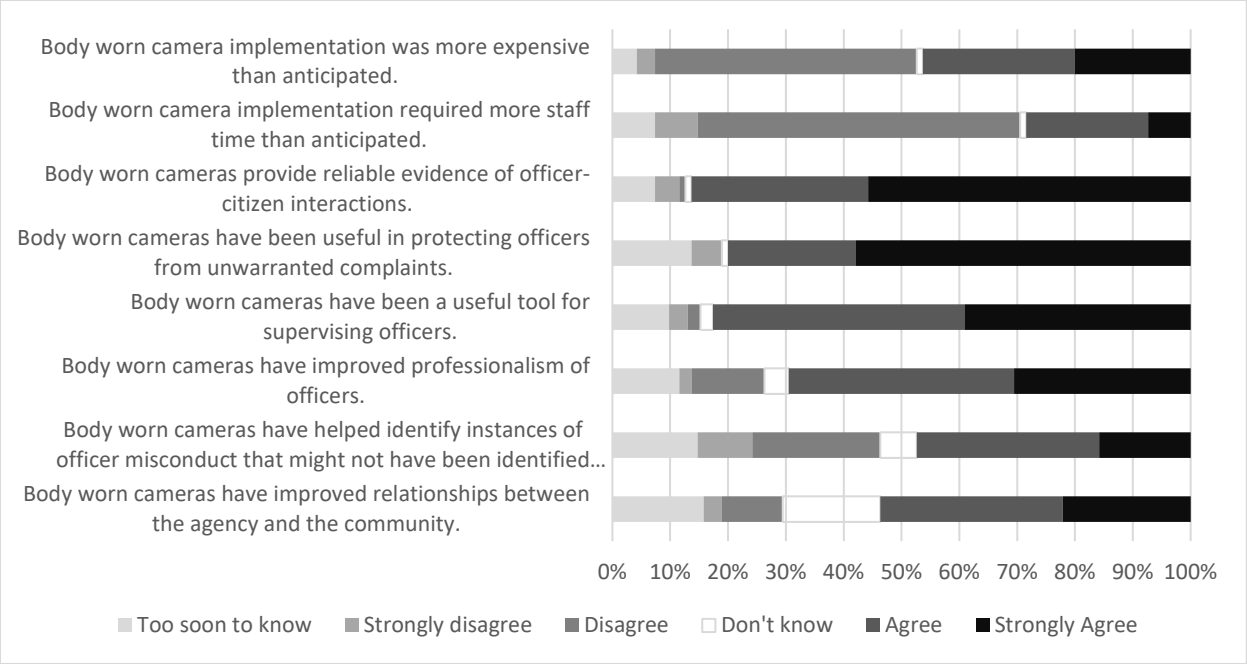

Figure 10. Chiefs' perceptions of body worn cameras, if acquired (*n*= 91)

Of the 199 chiefs who have not yet deployed BWC and answered follow-up questions about BWC, 75 percent reported that BWC implementation was too expensive, and 39 percent agreed that BWC implementation required too much staff time. (See Figure 22.) Most agreed that BWC was a useful tool for supervising officers (86 percent) and improved professionalism of officers (90 percent). Most also believed that BWC provided reliable evidence of officer-citizen interactions (92 percent), were useful in protecting officers from unwarranted complaints (95 percent), and helped identify instances of officer misconduct that might not have been identified without them (93 percent). About 75 percent believed that BWC improved relationships between the agency and the community.

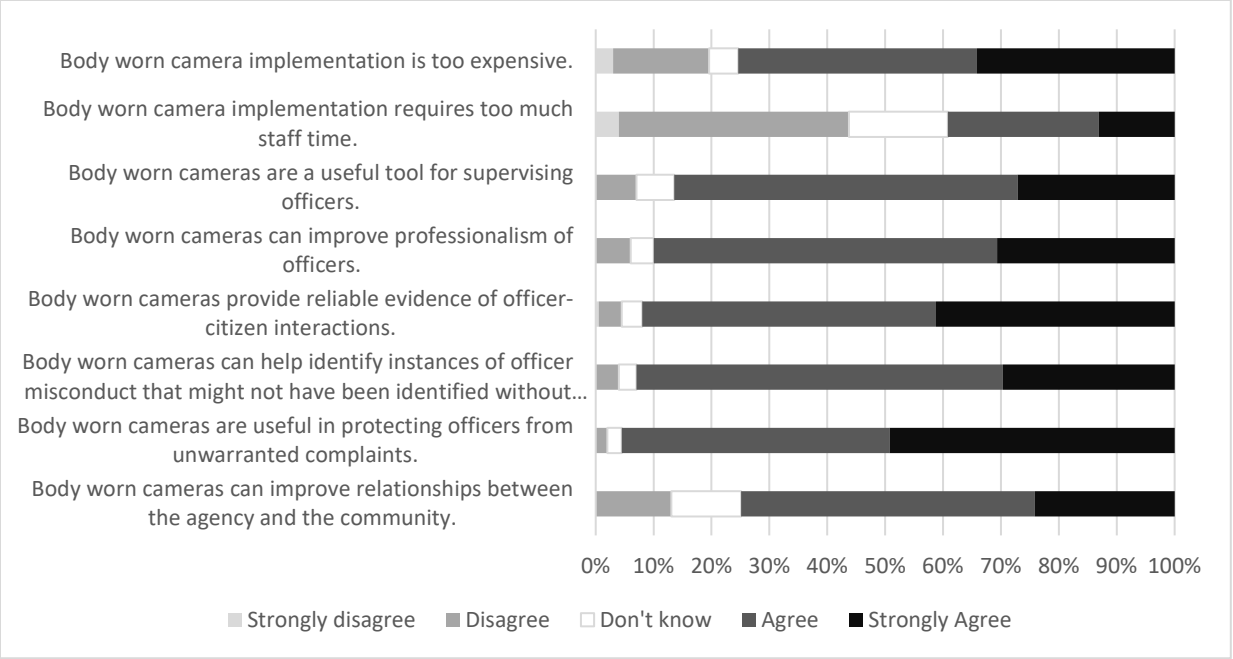

Figure 11. Chiefs' perception of body worn cameras, if not acquired (*n*= 199)

Comparing technology over time

The technology available to department has changed over time. In 2005, 23 percent of chiefs agreed or strongly agreed that their department had enough technology. That more than doubled to 49 percent of chiefs in 2020 agreeing or strongly agreeing the same. (The reader is cautioned about this comparison, as the 2005 survey question asked the level of agreement on a five-point scale including a "middle" response option, while the 2020 survey question used a four-point scale with no "middle" response option.) One area that had changes was technology in police vehicles. (See Figure 23.) The average department had about five police motor vehicles and the newest car was about 2 years old in both 2005 and 2020; however, on average, departments had about two cars with laptops in 2005 and almost four cars with laptops in 2020 (t= -4.910, df= 489, p< 0.001).

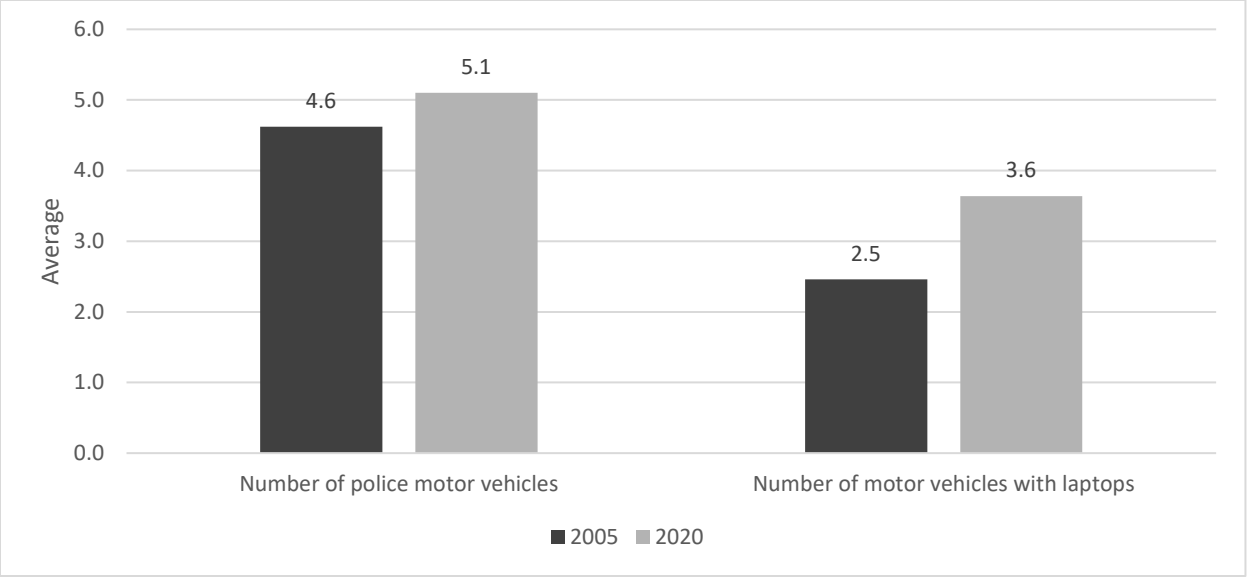

Figure 12. Comparing number of police vehicles and vehicles with laptops over time (n_{2005}= 323; n_{2020}= 301)

In 2020, almost all (95 percent) departments required officers to wear body armor while on duty compared to only 80 percent in 2005 (χ^2= 28.787, *df*= 1, *p*< 0.001). (See Figure 24.) However, the same percentage (87 percent in both 2005 and 2020) of departments provided body armor to officers.

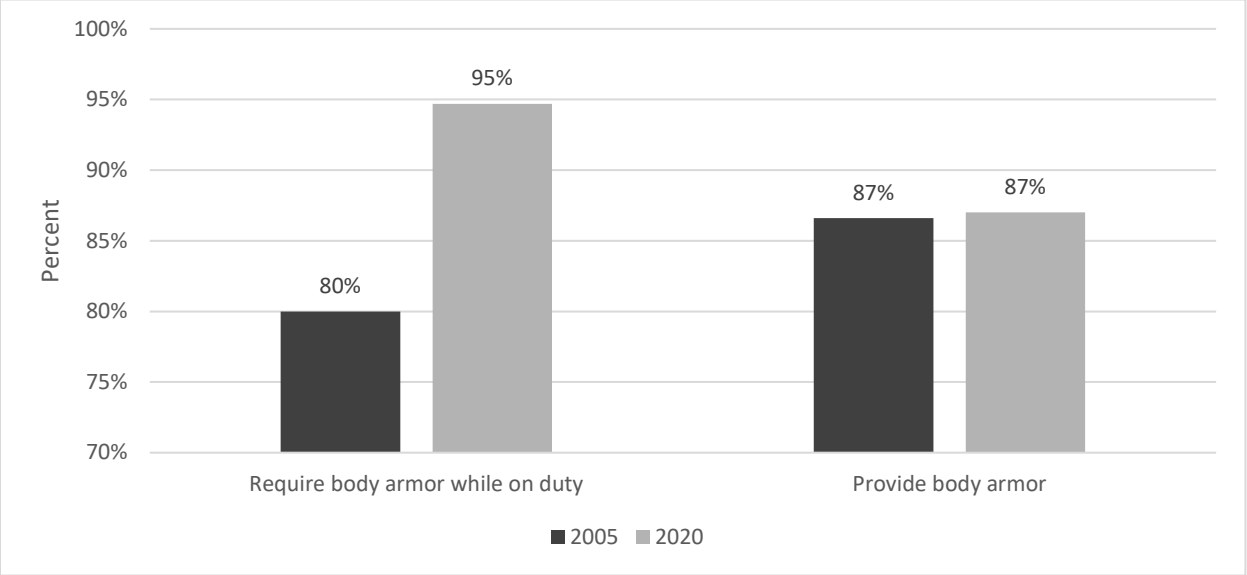

Figure 13. Comparing body armor over time (n_{2005}= 321; n_{2020}= 300)

Comparing technology by region

Chiefs in about half of departments in each region believed that they had enough technology, at least before the COVID-19 pandemic, and these minor differences were not statistically significant. (See Table 38.) However, regional differences emerged in police technology departments had. The average police department in the eastern region had about one more police vehicle than the average department in the western and central regions ($F_{2, 298}$= 3.988, p= 0.020). Departments in the eastern region also had newer vehicles than departments in the western and central regions ($F_{2, 298}$= 3.941, p= 0.020). Finally, departments in the eastern region had more vehicles with laptops than departments in other regions ($F_{2, 298}$= 2.932, p= 0.055).

Table 38. Comparing technology across region (n= 301)

	West	central	East
My department had enough technology before COVID-19.	Disagree: 53% Agree: 47%	Disagree: 49% Agree: 51%	Disagree: 51% Agree: 49%
Police vehicles	1-23 Mean= 4.8 Med.= 4.0 sd= 3.4	1-21 Mean= 4.6 Med.= 4.0 sd= 3.2	1-20 Mean= 5.8 Med.= 5.0 sd= 3.1
Newest year of police vehicle	2009-2020 Mean= 2018 Med.= 2019 sd= 2.4	2012-2020 Mean= 2018 Med.= 2019 sd= 1.8	2013-2020 Mean= 2019 Med.= 2019 sd= 1.4
Vehicles with laptops	0-20 Mean= 3.2 Med.= 3.0 sd= 2	0-15 Mean= 3.6 Med.= 3.0 sd= 2.5	0-12 Mean= 4.1 Med.= 4.0 sd= 2.5

Only a few departments across regions did not require body armor or required officers to purchase their own body armor. (See Table 39.) The differences between regions were not statistically significant (χ^2= 4.669, df= 4, p= 0.323). A consistently high percentage (between 85 percent and 88 percent) of police departments across regions required body armor and purchased it with the department budget.

Table 39. Body armor, compared by region (*n*= 301)

Body armor	% West	% central	% East
Not required	4	7	6
Required, and provided by the department	85	88	88
Required, but officers must purchase own body armor	12	5	6

About one-third (32 percent to 33 percent) of police departments in each region have deployed body worn cameras. (See Table 40.) A larger percentage of departments in the central region had dashboard cameras in their police vehicles (63 percent) compared to the west (50 percent) and the east (48 percent), although these differences were not statistically significant (χ^2= 4.656, *df*= 2, *p*= 0.098). The central region had a significantly higher percentage of departments with personal audio recorders (27 percent) compared to the west (12 percent) and east (15 percent; χ^2= 7.323, *df*= 2, *p*= 0.026). Finally, while the central region had a higher percentage of departments that had other event-recording equipment than the western and eastern regions (25 percent, compared to 20 percent and 15 percent, respectively), these differences were not statistically significant (χ^2= 1.864, *df*= 2, *p*= 0.394).

Table 40. Acquired recording tools, compared by region (*n*= 291-298)

Recording tools	West	% Acquired central	East
Body-worn cameras	31.8	32.9	33.0
Car dashboard cameras	50.4	63.2	47.7
Personal audio recorders	11.9	26.7	15.0
Other event-recording equipment	20.4	24.5	15.3

Technology in regional departments

Perhaps because they tend to be larger and have more resources, three-quarters (75 percent) of regional police chiefs agreed that they had enough technology before the COVID-19 pandemic, a significantly higher percentage of chiefs than municipal departments (Fisher-

Freeman-Halton Exact Test= 11.015, p= 0.007). (See Table 41.) Regional police departments tended to have more and newer technology than municipal police departments. For example, regional departments had an average of 16 police motor vehicles per department, compared to an average of five police motor vehicles per municipal department (t= -4.837, df= 19.3, p< 0.001). The average newest police motor vehicle in the regional departments with a factory year of 2020 is newer than those of the average municipal police department at 2018 (t= -5.299, df= 32.4, p< 0.001). On average, regional police departments had significantly more motor vehicles with laptops (mean= 10 laptops) than municipal departments (mean= 4 laptops; t= -4.222, df= 19.4, p< 0.001).

Table 41. Technology in regional police departments (n= 20)

		% Disagree	% Agree
My department had enough technology before COVID-19.		25	75
	Mean	Median	St. Dev.
Police vehicles (3-36)	16.2	13	10.2
Newest year of police vehicle (2017-2020)	2020	2020	0.9
Vehicles with laptops (0-27)	10.0	9.5	6.6

All regional police departments provided required body armor for officers (see Table 42).

Table 42. Body armor in regional police departments (n= 20)

Body armor	Percent
Not required	0
Required, and provided by the department	100
Required, but officers must purchase own body armor	0

Turning to recording tools, a significantly higher percentage of regional departments than municipal departments acquired body worn cameras (55 percent of regional departments compared to 33 percent of municipal departments; χ^2= 4.212, df= 1, p= 0.040) and car dashboard cameras (85 percent of regional departments compared to 53 percent of municipal departments; χ^2= 7.899, df= 1, p= 0.005). (See Table 43.) Similar to municipal departments, 20 percent of regional departments acquired personal audio recorders and 21 percent of regional

departments acquired other event recording equipment (i.e., recording technology in interview rooms).

Table 43. Recording tools in regional police departments

Recording tools	% Acquired	% Not Acquired
Body-worn cameras	55	45
Car dashboard cameras	85	15
Personal audio recorders	20	80
Other event-recording equipment	21	79

Comparison of rural and urban police departments

More chiefs in rural departments (60 percent) than urban departments (44 percent) disagreed that they had enough technology, at least before the COVID-19 pandemic, and this difference was statistically significant (Fisher-Freeman-Halton Exact Test= 10.934, p= 0.011). This suggests that chiefs in rural departments believed they needed more technology and, in fact, compared to rural departments, urban departments had more technology. First, urban police departments had more police vehicles than rural departments. On average, rural departments had about four police vehicles, while urban police departments had about six police vehicles (t= -6.628, df= 293.5, p< 0.001). (See Table 44.) The newest police vehicle, on average, in urban departments was 2019, which was newer than the average rural department, whose newest vehicle had a factory year of 2018 (t= -4.329, df= 229.0, p< 0.001). Perhaps because they had more vehicles, urban police departments also had, on average, more vehicles with laptops (mean= five vehicles with laptops) than rural departments (mean= three vehicles with laptops; t= -6.584, df= 299, p< 0.001).

Table 44. Technology in rural and urban police departments (*n*= 301)

	% Disagree		% Agree	
	Rural	Urban	Rural	Urban
My department had enough technology (before the COVID-19 pandemic).	60	44	40	56

	Mean Median (St. Dev.)		Range	
	Rural	Urban	Rural	Urban
Police vehicles	3.8 3.0 (3.0)	6.2 6.0 (3.2)	1-23	1-21
Newest year of police vehicle	2018 2018 (2.2)	2019 2019 (1.5)	2010-2020	2009-2020
Vehicles with laptops	2.6 2.0 (2.5)	4.5 4.0 (2.6)	0-20	0-15

About 6 percent of rural departments and 5 percent of urban departments did not require body armor. (See Table 45.) Ten percent of rural departments and 6 percent of urban departments required officers to purchase their own mandatory body armor. The remaining 84 percent of rural departments and 90 percent of urban departments provided officers with the required body armor. These differences were not statistically significant.

Table 45. Comparing body armor in rural and urban departments (*n*= 301)

Body armor	% Rural	% Urban
Not required	6	5
Required, and provided by the department	84	90
Required, but officers must purchase own body armor	10	6

Slightly more rural departments (35 percent) than urban departments (30 percent) deployed body worn cameras. (See Table 46.) About half of the rural (52 percent) and urban (53 percent) departments used car dashboard cameras. Slightly more rural departments (20 percent) than urban departments (14 percent) acquired personal audio recorders, and 20 percent of rural departments compared to 19 percent of urban departments acquired other event-recording equipment. None of these differences are statistically significant.

Table 46. Comparing recording tools in rural and urban departments (*n*= 291-298)

	% Acquired	
Recording tools	Rural	Urban
Body-worn cameras	35.1	30.4
Car dashboard cameras	51.9	53.4
Personal audio recorders	20.3	13.9
Other event-recording equipment	20.4	18.8

APPENDIX H – COMPARING SMALL AND RURAL POLICE PERSONNEL

Change in personnel over time

Not much has changed in police personnel since 2005. (See Figure 25.) Police departments serving small communities had an average of about seven full-time officers, about four part-time officers and about one-half officers who were women in both 2005 and 2020. About the same number of full-time officers, on average, joined departments (1.0 in 2005 versus 1.3 in 2020) and left departments (0.8 in 2005 and 0.9 in 2020). (While the average number of full-time officers who joined the departments increased slightly, this increase was statistically significant: t= -2.466, df= 612, p= 0.014.) However, there was more change with part-time officers in 2020 than in 2005. In 2005, an average of fewer than two (1.8) part-time officers joined departments, compared with more than two (2.2) in 2020 (t= -1.868, df= 589, p= 0.062). Just over one (1.3) part-time officer, on average, left departments in 2005, compared with almost two (1.9) in 2020 (t= -3.048, df= 458.1, p= 0.002).

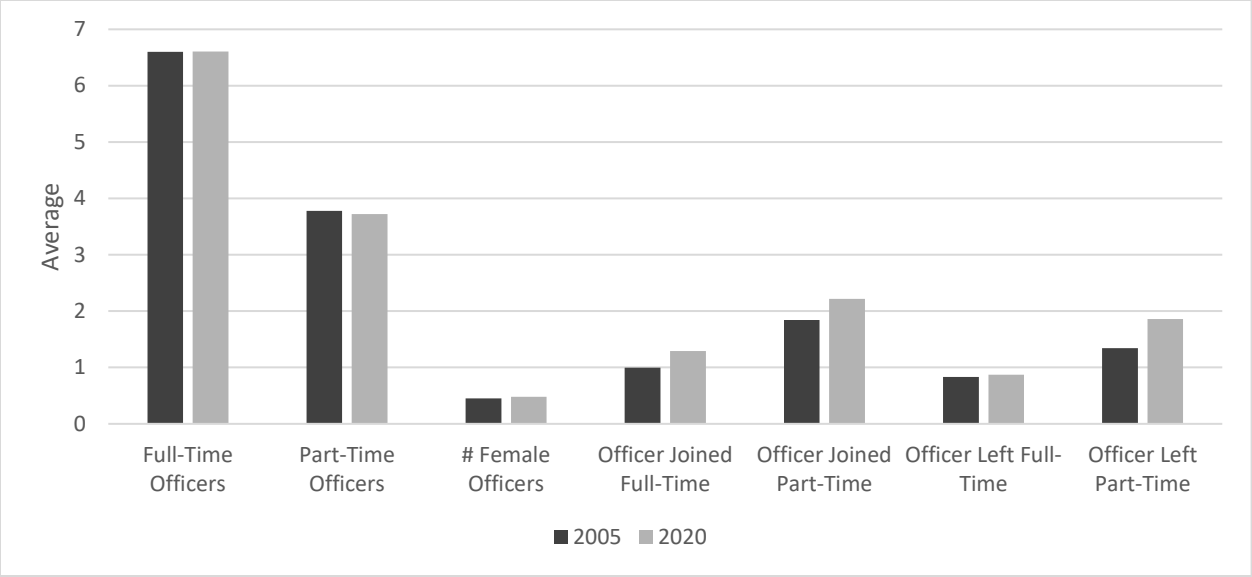

Figure 14. Sworn officer hires and departures, compared over time (n_{2005}= 177-329; n_{2020}= 279-299)

Comparison by region

Departments across region tended to have about seven authorized sworn full-time officers and between six and seven actual full-time sworn employees. (See Figure 26.) However, there were significant differences across regions in the utilization of part-time sworn officers ($F_{2, 296}$= 11.971, p< 0.001). Specifically, departments in the eastern region of Pennsylvania employed significantly more part-time sworn officers (average= 4.9, median= 5.0, sd= 3.9, range= 0-18) than departments in the western (average= 3.4, median= 2.5, sd= 3.5, range= 0-15) and the central (average= 2.5, median= 2.0, sd= 2.4, range= 0-9) regions. Indeed, of all the sworn officers employed by departments in the east, 42 percent were part-time officers, compared with 34 percent in the western and 28 percent in the central regions. There were no significant differences across regions in nonsworn employees.

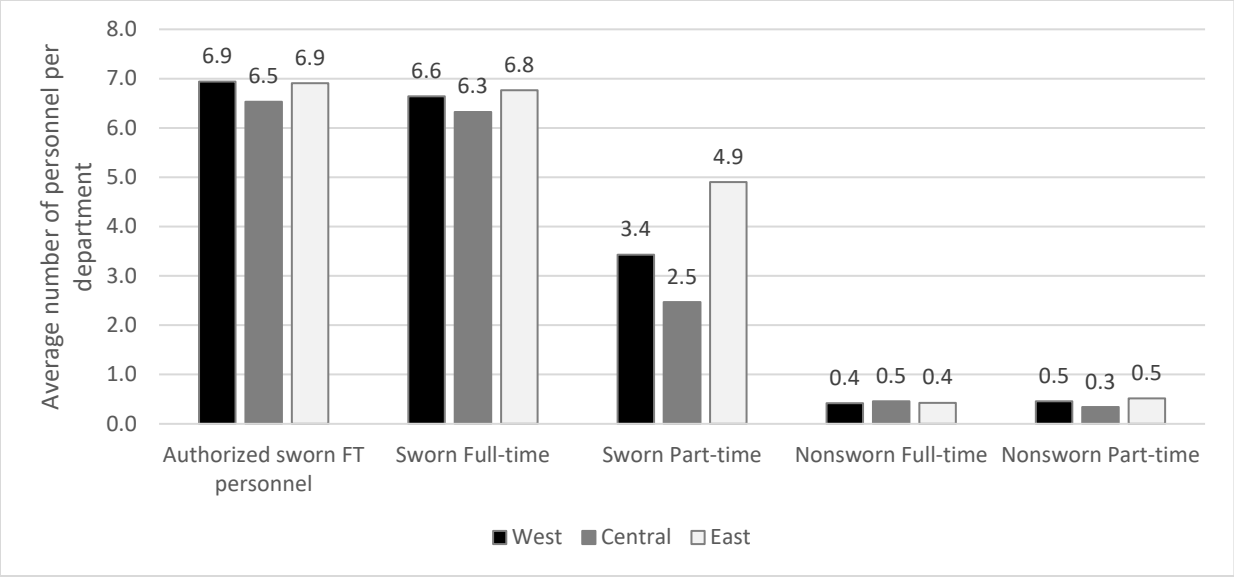

Figure 15. Personnel, compared by region (*n*= 299)

Turning to demographics of sworn, full-time officers working at departments serving smaller municipalities, there were some differences among full-time sworn officers who were men across regions, with the eastern region having a higher average number of men employed than the central region (p= 0.070), although these regional differences did not reach statistical significance ($F_{2, 284}$= 2.425, p= 0.090). (See Figure 27.) There were no significant differences in the average number of full-time sworn women officers or white officers across regions. However, there were significant differences in the average number of Black full-time sworn officers across regions ($F_{2, 284}$= 3.257, p= 0.040), with full-time sworn officers who were Black men driving the difference ($F_{2, 284}$= 3.926, p= 0.021). On average, the central region employed significantly fewer Black officers (average= 0.03, median= 0, sd= 0.2, range= 0-1) than the western (average= 0.2, median= 0, sd= 0.4, range= 0-2) and eastern (average= 0.2, median= 0, sd= 0.6, range= 0-5) regions. In fact, across the entire central region, only two full-time sworn officers were Black, compared to 17 Black officers in the western region and 21 Black officers in the eastern region. Departments in the central region, on average, employed significantly fewer officers who were Black men (average= 0.01, median= 0, sd= 0.1, range= 0-1) than departments in the western

(average= 0.1, median= 0, sd= 0.4, range= 0-2) or eastern (average= 0.2, median= 0, sd= 0.4, range= 0-3) regions.

Similarly, there were regional differences in the average number of Hispanic full-time sworn officers ($F_{2, 284}$= 11.427, p< 0.001), with Hispanic men, in particular ($F_{2, 284}$= 10.787, p< 0.001). (See Figure 27.) On average, the eastern region employed significantly more Hispanic officers (average= 0.3, median= 0, sd= 0.6, range= 0-4) than the western (average= 0, median= 0, sd= 0, range= 0-0) and central (average= 0.1, median= 0, sd= 0.4, range= 0-2) regions. Across the entire eastern region, 26 full-time sworn officers were Hispanic, compared to no Hispanic officers in the western region and eight Hispanic officers in the central region. Departments in the eastern region, on average, employed significantly more officers who were Hispanic men (average= 0.2, median= 0, sd= 0.5, range= 0-4) than departments in the western (average= 0, median= 0, sd= 0, range= 0) or central (average= 0.09, median= 0, sd= 0.3, range= 0-1) regions. No other differences reached statistical significance.

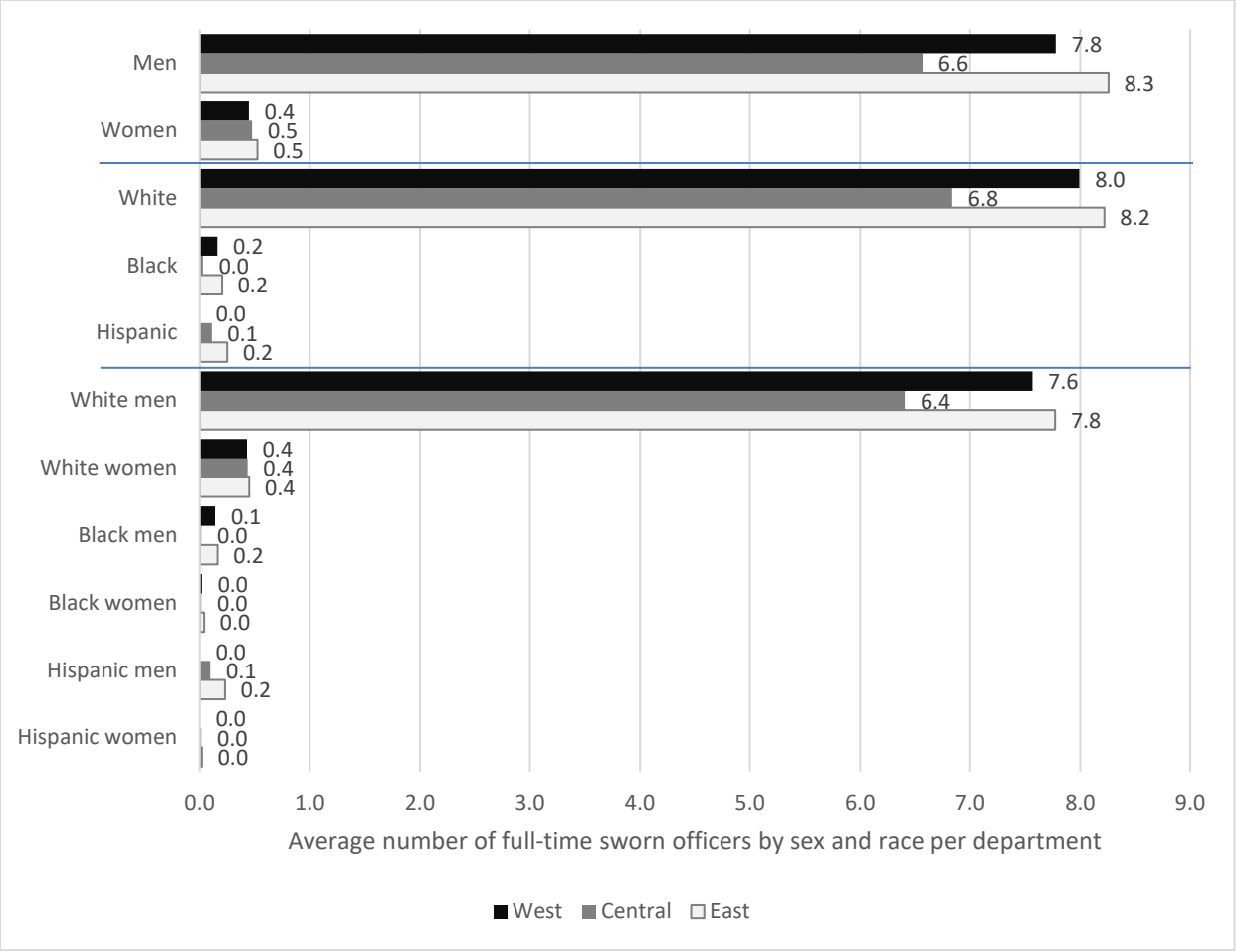

Figure 16. Sex and race of full-time sworn officers, compared by region (*n*= 287)

Over the past two years (2018-2020), municipal departments in the west had an average of three officers join the department (median= 3, sd= 2.7, range= 0-15), compared to an average of two officers joining departments in the central region (median= 2, sd= 1.8, range= 0-9) and an average of four officers joining departments in the eastern region (median= 3, sd= 3.3, range= 0-18). (See Figure 28.) Municipal departments in the west had an average of three officers leave the department over the past two years (median= 2.0, sd= 2.9, range= 0-15), compared to two officers in the central region (median= 1.0, sd= 1.5, range= 0-7) and two officers in the eastern region (median= 2.0, sd= 2.1, range= 0-12).

While there were no significant differences among regions in the average number of full-time officers joining the department in the last two years, the central region had significantly fewer officers join the department than the western and eastern regions ($F_{2,289}$= 4.722, p= 0.01), and this difference was driven largely by fewer part-time officers joining departments located in the central region ($F_{2,257}$= 7.705, p< 0.001). Departments in the central region also had fewer officers leave over the past two years compared to departments located in the western and eastern regions ($F_{2,276}$= 6.197, p= 0.002), again driven by fewer part-time officers leaving departments in the central region ($F_{2,242}$= 7.592, p< 0.001). However, departments in the east had fewer full-time officers leave over the past two years than departments in the western and central regions ($F_{2,257}$= 4.113, p= 0.017).

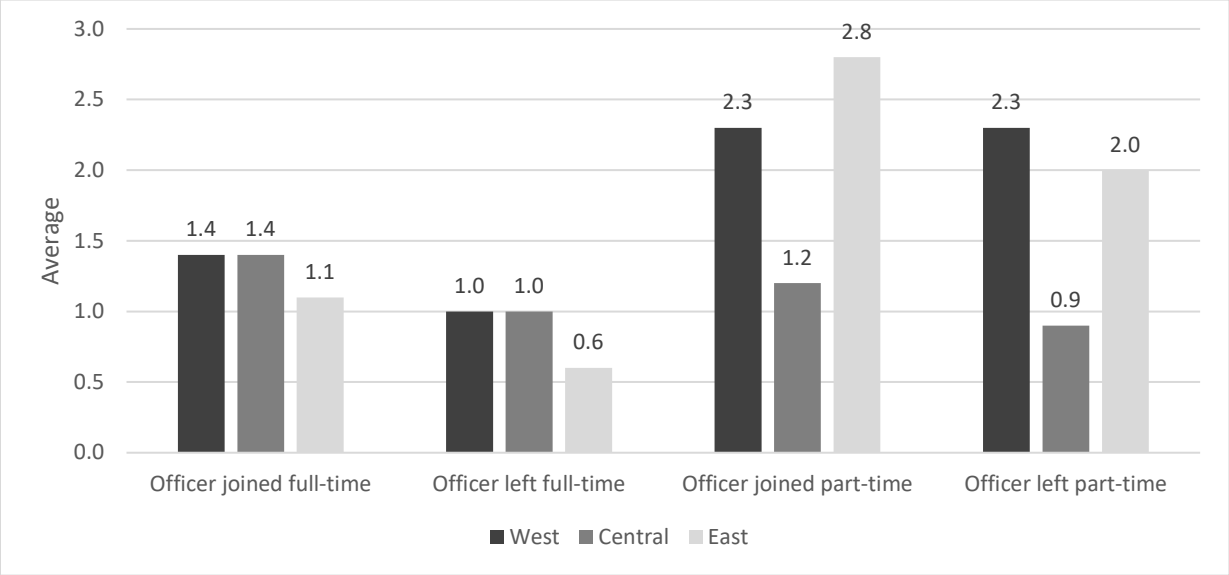

Figure 17. Average number of sworn officer hires and departures, by region (*n*= 279-292)

Personnel in Regional police departments

Regional departments tend to be larger than stand-alone, municipal departments in terms of personnel. On average, the 20 regional departments in the sample were authorized for 22 full-time, sworn paid agency positions per department, which was significantly higher than the municipal departments (t= -4.3, df= 19.3, p< 0.001). (See Figure 29.) Ranging from one to

61, regional departments had an average of 22 full-time sworn officers per department (median= 16.5, sd= 15.7), significantly higher than their municipal counterparts (t= -4.3, df= 19.3, p< 0.001). Regional departments, on average, also used full-time nonsworn employees much more than municipal departments (t= -3.7, df= 19.6, p= 0.001). Ranging from none to five, regional departments employed an average of two full-time nonsworn employees (median= 1.0, sd= 1.5). However, both regional and municipal departments had about the same average number of part-time sworn officers (average= 2.6, median= 1.5, sd= 3.3, range= 0-10) and part-time nonsworn (average= 0.7, median= 0, sd= 1.4, range= 0-6) personnel.

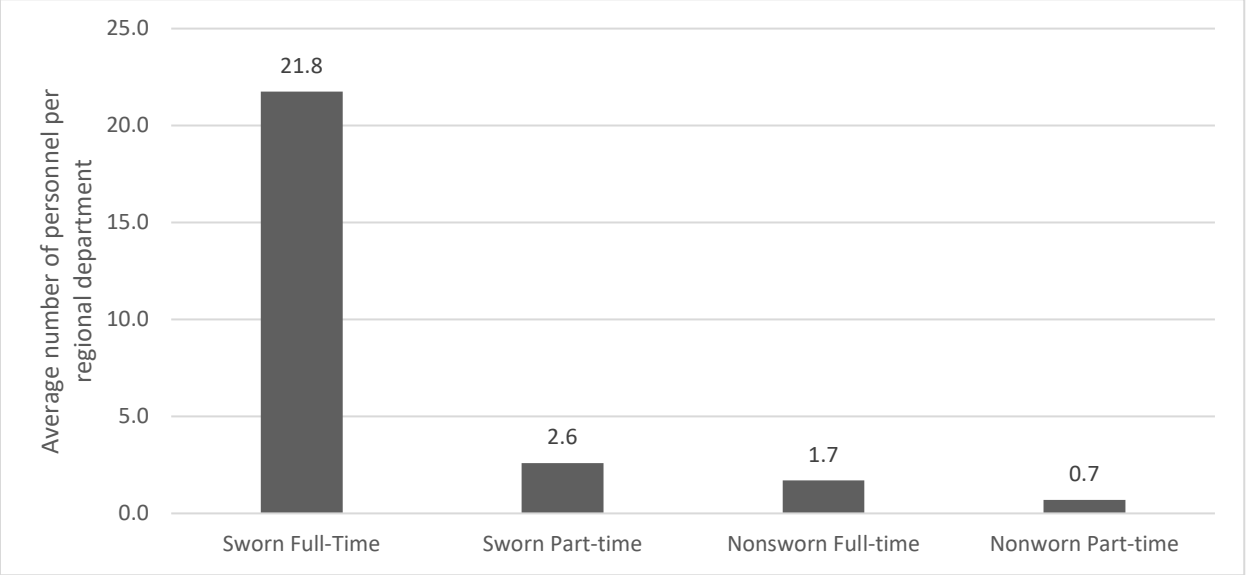

Figure 29. Personnel in regional police departments (n= 20)

Turning to full-time sworn personnel, regional departments had, on average, significantly more white officers (t= -4.2, df= 19.3, p= 0.001), more men (t= -4.1, df= 19.3, p= 0.001), and more white men than municipal departments (t= -4.1, df= 19.3, p= 0.001). (See Figure 30.) This may be expected because regional departments are larger than municipal departments and policing tends to be a profession dominated by white men (Hyland & Davis, 2019). Regional police departments had an average of 22 white officers (median= 16.0, sd= 14.9, range= 6-60) and an average of 21 men (median= 15.5, sd= 14.6, range= 5-59). Ranging from

five to 58, regional departments employed an average of 21 white men (median= 15.0, sd= 14.1). Perhaps because they are larger (see Hyland & Davis, 2019), regional departments also tended to be slightly more diverse that municipal agencies. With an average of about one women officer per department (median= 1.0, sd= 1.5, range= 0-6), regional departments employed more women than municipal departments (t= -2.6, df= 19.6, p= 0.018). Ranging from none to six, regional departments had an average of one white woman sworn officer (median= 1, sd= 1.4), which was significantly more than municipal departments (t= -2.5, df= 19.6, p= 0.021). While regional departments employed about the same number of Black sworn officers, on average, (mean= 0.3, median= 0, sd= 0.4, range= 0-1) than municipal departments, regional departments had significantly more Hispanic officers than municipal departments (t= -2.5, df= 19.7, p= 0.021). Ranging from none to two, regional departments had an average of one-half Hispanic officer per department (median= 0, sd= 0.8, range= 0-2). There were no significant differences in the average number of Hispanic women officers (average= 0.1, median= 0, sd= 0.3, range= 0-2) between regional and municipal departments; however, regional departments hired significantly more Hispanic men (t= -2.2, df= 19.8, p= 0.039). Ranging from none to two, regional departments employed an average of about one-half Hispanic sworn officer per department (median= 0, sd= 0.7).

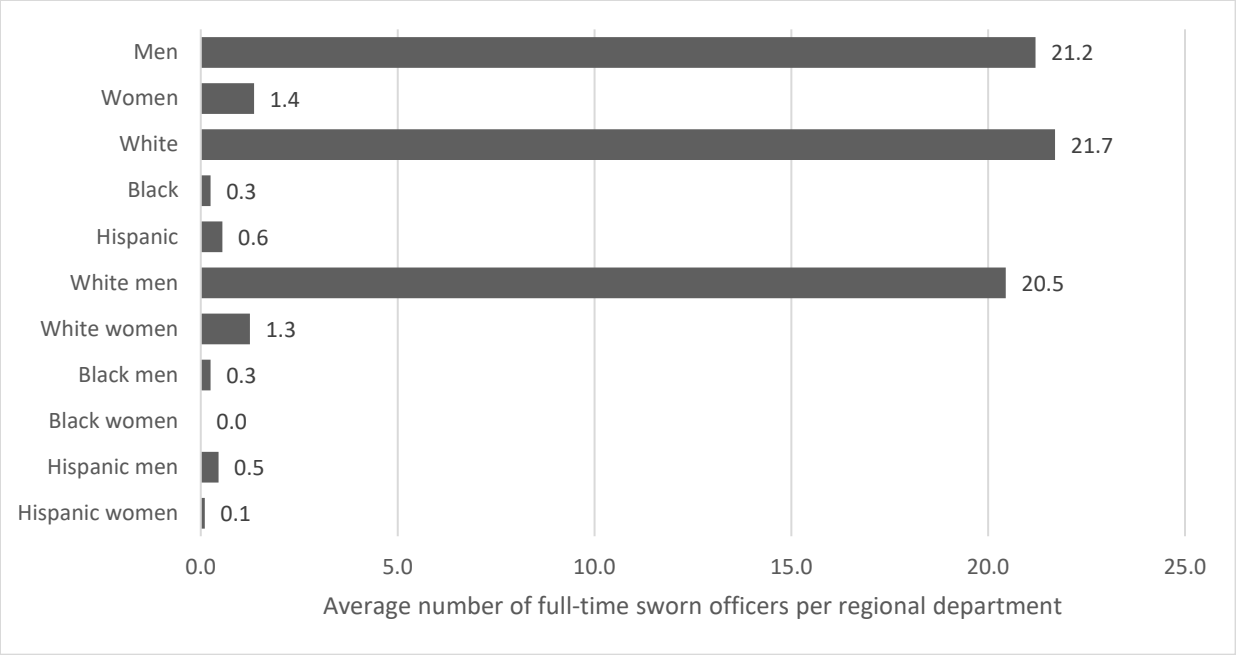

Figure 18. Sex and race of sworn officers in regional police department (*n*= 20)

Over the past two years (2018-2020), regional departments had an average of nine officers join the department (median= 4, sd= 13.3, range= 1-60), and an average of three officers leave the department (median= 2.5, sd= 2.0, range= 0-8). (See Table 47.) Regional departments did not differ significantly from municipal police departments in the average number of officers joining and leaving departments, except for the total number of officers joining departments. Regional departments had significantly more officers, on average, than municipal police departments (t= -4.2, df= 277, p< 0.001).

Table 47. Sworn officer hires and departures in regional police departments (*n*= 20)

	Joined department	Left department
Full-time officers	mean= 7.5 (med= 3) (range: 0-60)	mean= 2.0 (med= 2) (range: 0-6)
Part-time officers	mean= 2.2 (med= 1) (range: 0-10)	mean= 1.6 (med= 0.5) (range: 0-6)

Comparing rural and urban police department personnel

Urban departments had significantly more personnel than rural departments. (See Figure 31.) Urban departments were authorized to hire more full-time sworn officers (t= -5.4, df= 296, p< 0.001), and employed more sworn full-time (t= -5.6, df= 297, p< 0.001), sworn part-time officers (t= -1.8, df= 295.6, p= 0.079) and nonsworn full-time civilians (t= -2.9, df= 292.3, p= 0.004) than rural departments. On average, urban departments employed about eight full-time sworn officers (median= 7.0, sd= 5.1, range= 0-38) and four part-time sworn officers (median= 3.0, sd= 3.9, range= 0-18), compared to rural departments, which employed about five full-time sworn officers (median= 3.0, sd= 4.7, range= 0-31) and about three part-time sworn officers (median= 3.0, sd= 3.0, range= 0-15). Both rural and urban departments used about the same number of part-time civilian employees.

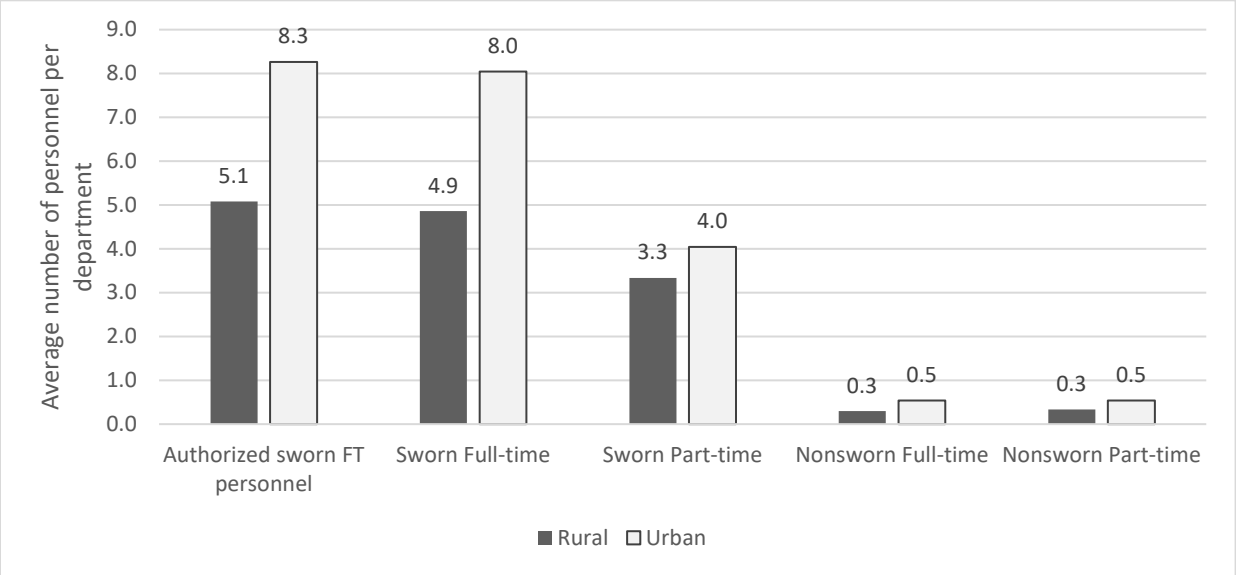

Figure 19. Comparing personnel in rural and urban police departments (n= 299)

Perhaps because they have more personnel, urban departments had more men (t= -5.2, df= 285, p< 0.001), more whites (t= -4.9, df= 285, p< 0.001) and more white men (t= -4.8, df= 285, p< 0.001) as sworn officers than rural departments. (See Figure 32.)

Urban departments were slightly more diverse than rural departments. Urban departments employed significantly more women officers than rural departments (t= -2.8, df= 284.9, p= 0.006). (See Figure 32.) Ranging from none to four, urban departments employed an average of about 0.6 women officers (median= 0, sd= 0.8), while rural departments employed an average of 0.4 women officers (median= 0, sd= 0.6, range= 0-3). White women may have driven this finding, as urban departments employed more white women than rural departments (t= -2.3, df= 280.8, p= 0.023). Urban departments had an average of about 0.5 women officers (median= 0, sd= 0.7, range= 0-4), while rural departments had, on average, about 0.3 women officers (median= 0, sd= 0.6, range= 0-3). Urban departments also employed more Black officers than rural departments (t= -3.3, df= 215.6, p= 0.001). Urban departments employed an average of 0.2 Black officers (median= 0, sd= 0.6, range= 0-5), while rural departments employed an average of 0.05 Black officers (median= 0, sd= 0.2, range= 0-1). Specifically, urban departments employed more Black men officers (average= 0.02, median= 0, sd= 0.5, range= 0-3) than rural departments (average= 0.04, median= 0, sd= 0.2, range= 0-1; t= -3.3, df= 231.2, p= 0.001). Rural and urban departments employed about the same number of Black women officers. Urban departments employed more Hispanic officers than rural departments (t= -3.7, df= 212.3, p< 0.001). Urban departments employed more Hispanic men than rural departments (t= -3.4, df= 217.5, p= 0.001), but about the same number of Hispanic women officers (t= -1.7, df= 161.0, p= 0.083). That said, both urban and rural police departments serving smaller municipalities had very few officers who were not white men.

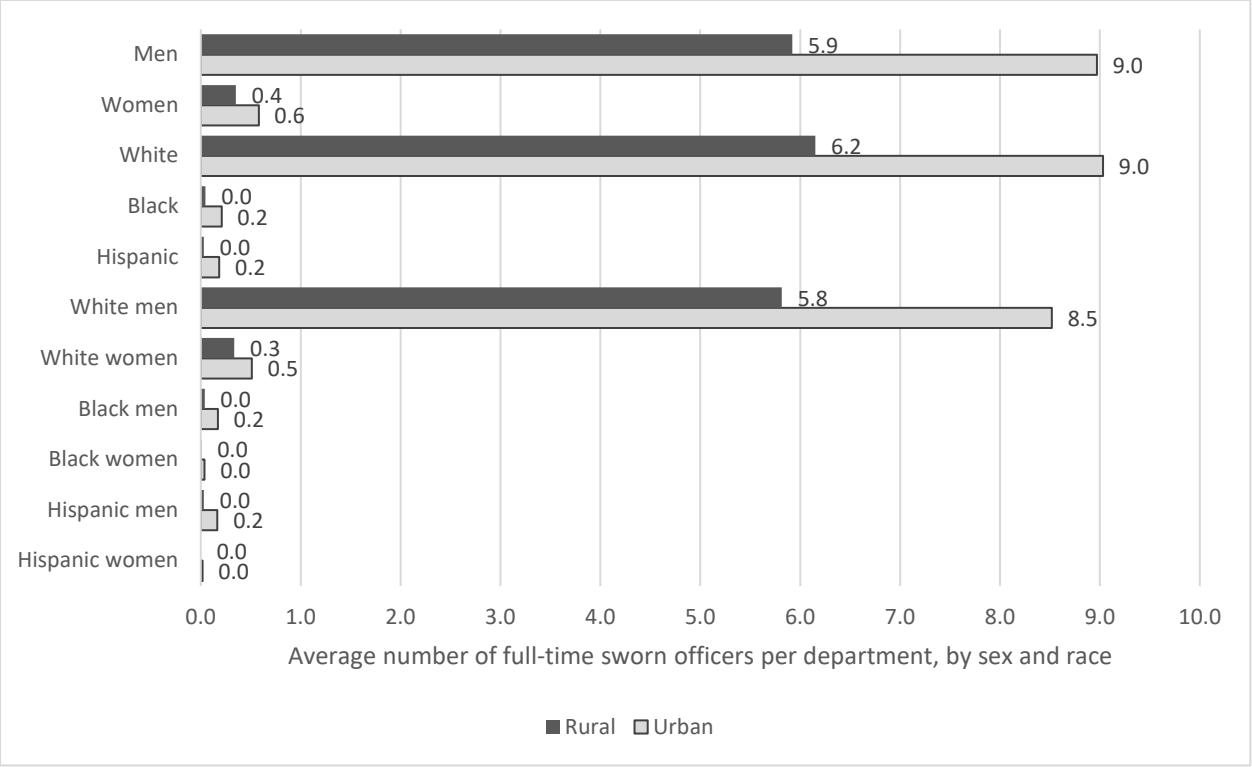

Figure 20. Comparing sex and race of sworn officers in rural and urban police departments (*n*= 287)

Over the past two years (2018-2020), rural police departments had an average of three officers join the department (median= 2, sd= 2.5, range= 0-17), compared to an average of four officers joining urban departments (median= 3, sd= 2.0, range= 0-18). (See Figure 33.) Rural departments had an average of two officers leave the department over the past two years (median= 2, sd= 1.9, range= 0-8), compared to three officers in urban departments (median= 2, sd= 2.7, range= 0-15).

There were no significant differences between rural and urban departments in the number of full-time officers joining or leaving departments. However, there were significant differences in the total number of officers joining (t= -2.3, df= 290.0, p= 0.022) and leaving departments (t= -2.3, df= 271.2, p= 0.022), driven largely by the movement of part-time officers

joining (t= -2.0, df= 257.1, p= 0.047) and leaving

(t= -2.6, df= 232.5, p= 0.009) urban departments.

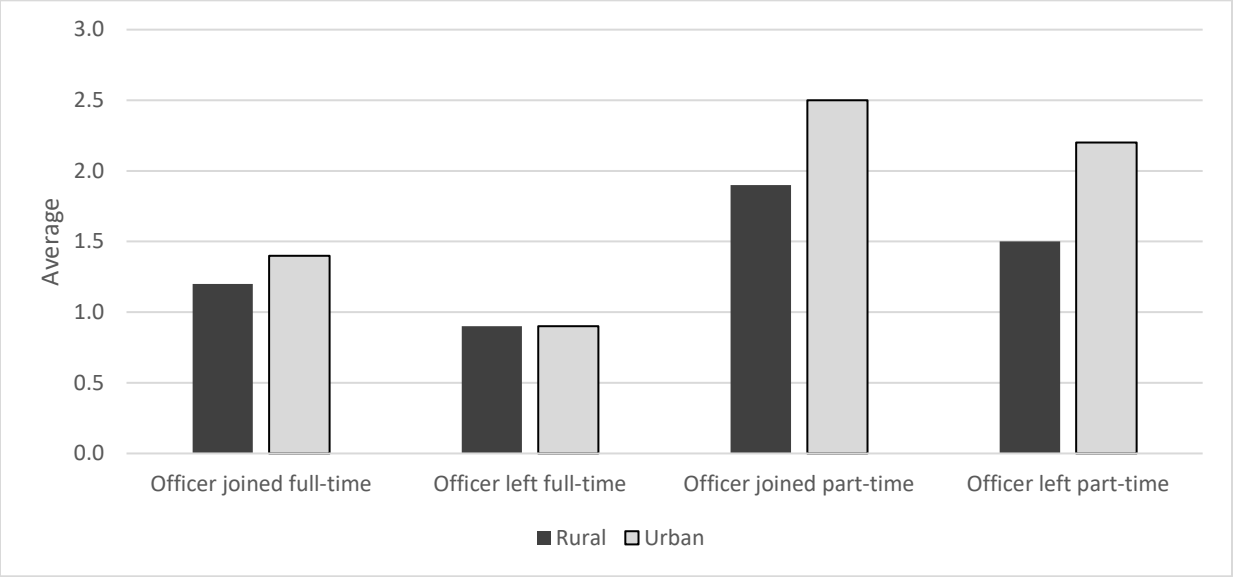

Figure 21. Personnel changes in rural and urban departments (n= 279-292)

APPENDIX I – COMPARING RECRUITMENT AND HIRING

Comparison over time

Police chiefs were asked about their attitudes on several items regarding recruitment and hiring in both 2005 and 2020. However, the response options in these opinion questions were different on the two surveys. In 2005, a five-point Likert scale was used, ranging from strongly disagree to strongly agree, including a neutral response of "middle". The 2020 survey did not include a neutral response option and used a four-point Likert scale ranging from strongly disagree to strongly agree. In 2005, between 20 percent and 32 percent of police chiefs selected the "middle" response on the attitude items, whereas in 2020 all chiefs either agreed or disagreed to some degree on each attitude item. Thus, the reader should compare police chief attitudes with caution because reported changes in attitudes could be due to the different response options instead of actual changes in attitudes.

Figure 34 shows the difference in police chief attitudes over time. A higher percentage of police chiefs in 2020 agreed that their department is staffed adequately, that the pay rate was high enough to attract new officers and retain officers and morale in their department was good. However, in both years, less than half of the chiefs thought they had adequate staffing levels and that the salary was helpful in recruiting new officers.

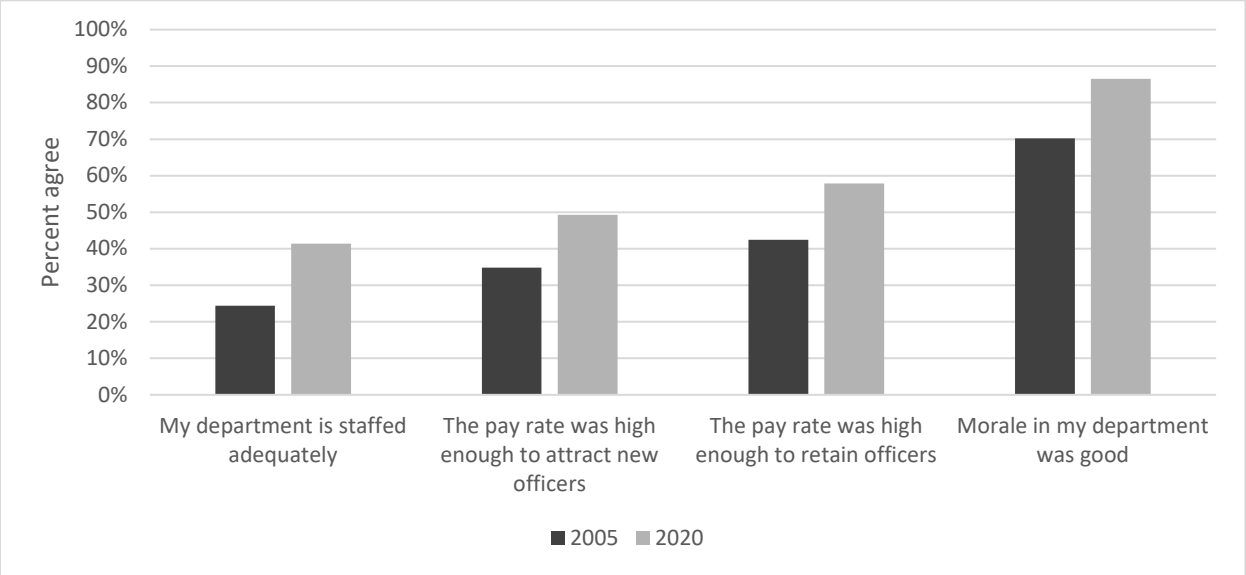

Figure 22. Comparing chiefs' perceptions of police personnel issues over time (n_{2005}= 327-328; n_{2020}= 279)

Details of hiring remained relatively the same over time. (See Figure 35.) Slightly fewer departments required a college degree (either Associate's or Bachelor's) in 2020 (4 percent) than in 2005 (7 percent), although this difference was not statistically significant. Slightly more police departments had a police civil service commission overseeing the hiring process in 2020 (52 percent) than in 2005 (49 percent). About the same percentage (80 percent) of departments had a collective bargaining union or association representing officers in 2005 and in 2020.

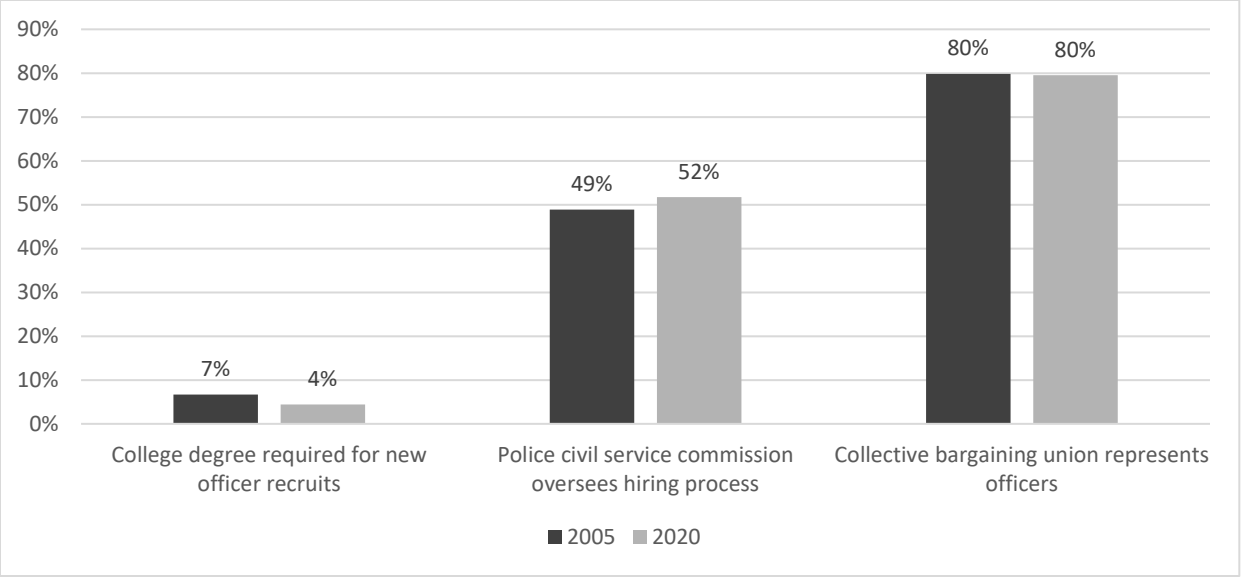

Figure 23. Comparing hiring requirements over time (n_{2005}= 326-327; n_{2020}= 298)

Comparison by region

Police chiefs were asked their opinions about staffing levels, pay rate and department morale. There were minor differences among regions, but none of these differences were statistically significant. (See Figure 36.) A slightly higher percentage of chiefs in the central region disagreed that their departments were staffed adequately (61 percent), compared with chiefs in the western (59 percent) and eastern (57 percent) regions. A higher percentage of chiefs in the central region also agreed that their department pay rate was high enough to attract (52 percent) and retain (65 percent) officers, compared with chiefs in the west (46 percent attract and 52 percent retain) and east (51 percent attract and 59 percent retain). A slightly higher percentage of chiefs in the eastern region agreed that morale in the department was good (90 percent) compared to chiefs in the western (84 percent) and central (86 percent) regions.

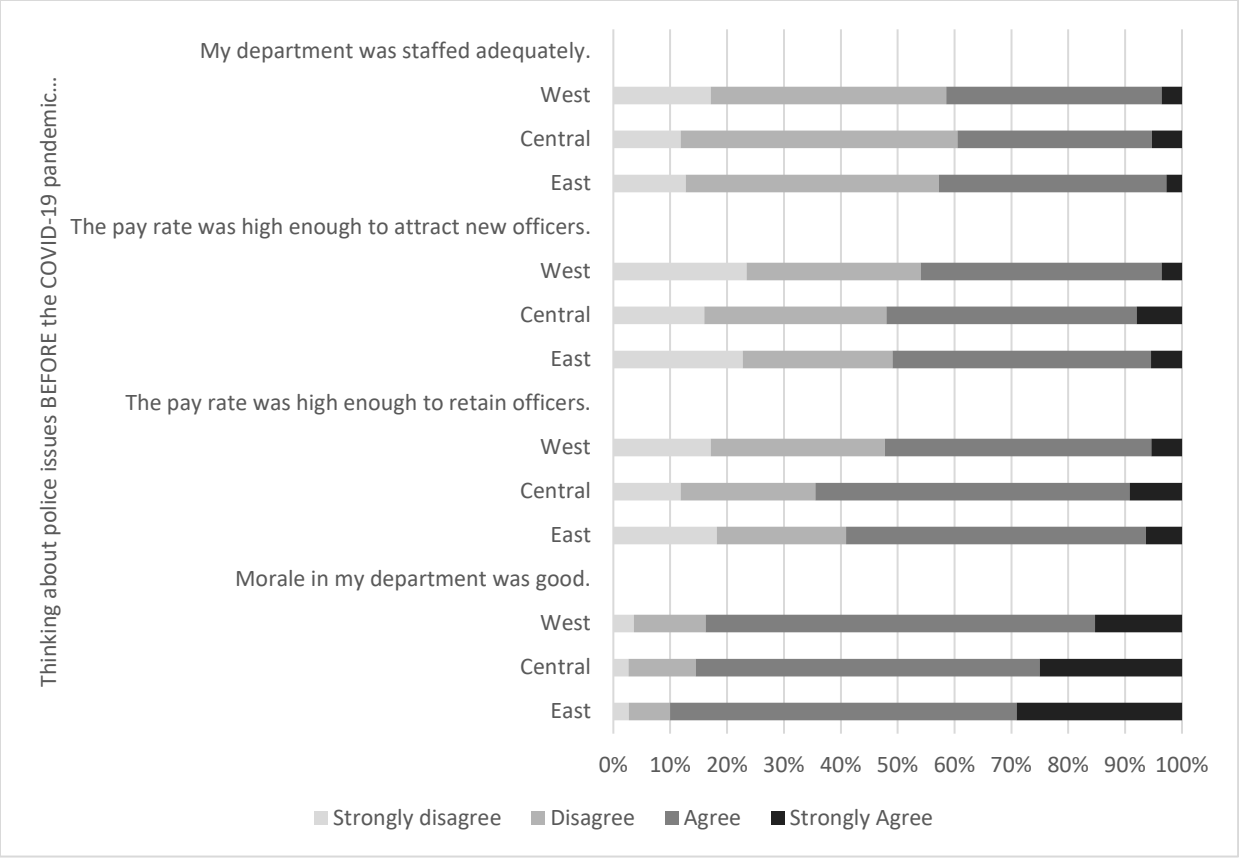

Figure 24. Chiefs' perceptions of police personnel issues, compared by region (*n*= 279)

Slightly more departments in the central region required only a high school diploma/GED than departments in the western and eastern regions. (See Table 48.) There also were minor differences in the percent of departments that had a civil service commission, with the east having a slightly higher percentage of departments than the western and central regions. Additionally, the east had a higher percentage of departments that had a collective bargaining union or association. However, none of these differences were statistically significant.

Table 48. Hiring requirements, compared across region (*n*= 298)

	West	Percent central	East
Minimum education required[a]			
High school diploma/GED	91	96	89
Some college, but no degree	4	3	6
Two-year college degree	5	1	5
Military service exception to education			
No	85	87	86
Yes	15	13	14
Civil service commission oversees hiring			
No	49	49	47
Yes	51	51	53
Collective bargaining union/association			
No	23	26	14
Yes	77	74	86

[a] The one department requiring a four-year college degree was located in the West.

Recruitment and hiring in Regional police departments

Among regional police departments, half of the chiefs agreed and the other half disagreed that their departments were staffed adequately (at least before the COVID-19 pandemic). (See Figure 37.) Perhaps because they are larger departments with more resources, most regional police chiefs agreed that the pay rate was high enough to attract new officers (85 percent) and retain officers (80 percent). This is a significantly higher percentage than municipal police chiefs who agreed that the pay rate was high enough to attract new officers (Fisher-Freeman-Halton Exact test= 15.195, $p< 0.001$) and retain officers (Fisher-Freeman-Halton Exact test= 8.059, $p= 0.031$). All regional police chiefs agreed that morale in their department was good.

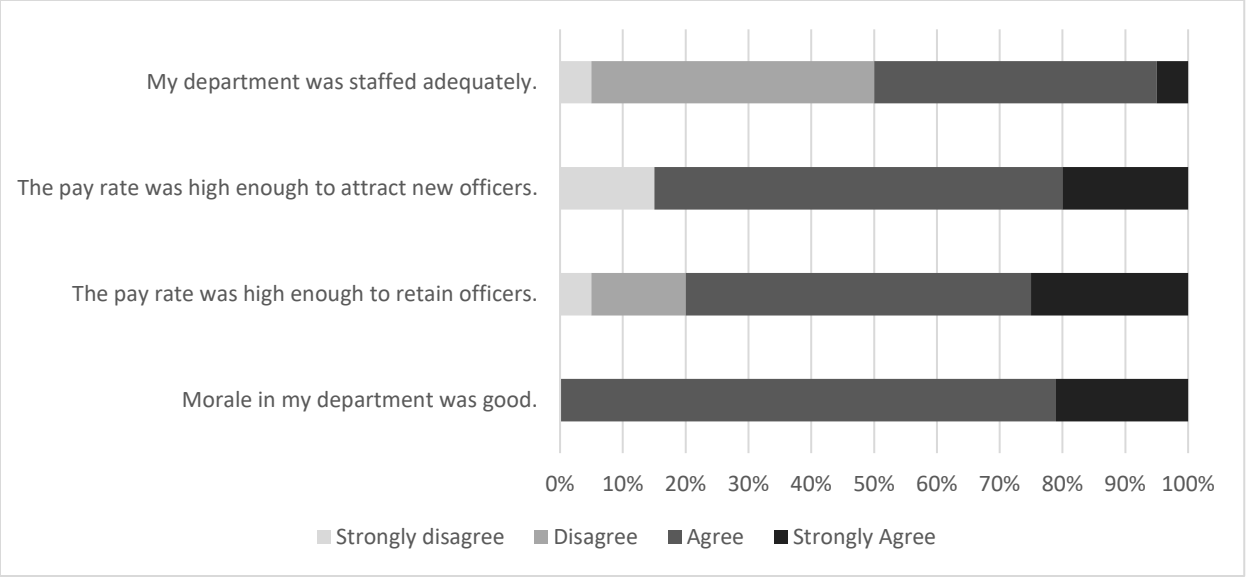

Figure 25. Chiefs' perceptions of police personnel issues in regional police departments (*n*= 20)

Similar to municipal departments, 90 percent of regional departments required only a high school diploma or GED of their new recruits. (See Table 49.) No regional department required a four-year college degree (bachelor's degree). Fifteen percent of regional departments considered military service as an exception to the education requirement. Unlike municipal departments, only 10 percent of regional departments had a civil service commission overseeing the hiring process, a significant difference from about half of municipal departments that had a civil service commission (χ^2= 13.027, *df*= 1, *p*< 0.001). All but one regional department surveyed had a collective bargaining union or association.

Table 49. Hiring requirements in regional police departments (*n*= 20)

	Percent
Minimum education required	
High school diploma/GED	90
Some college, but no degree	5
Two-year college degree	5
Military service exception to education	
No	85
Yes	15
Civil service commission oversees hiring	
No	90
Yes	10
Collective bargaining union/association	
No	5
Yes	95

Comparing recruitment and hiring in rural and urban police department

Slightly more chiefs in rural departments (63 percent) than chiefs in urban departments (55 percent) disagreed that their departments are staffed adequately, indicating chiefs in rural areas more commonly think that they need to recruit more officers. (See Figure 38.) A significantly higher percentage of chiefs in rural departments (60 percent) than chiefs in urban departments (43 percent) disagreed that the department pay rate was high enough to attract new officers (χ^2= 9.714, *df*= 3, *p*= 0.021). Half of the chiefs in rural departments reported that the pay rate was high enough to retain officers, compared with 64 percent of chiefs in urban departments (χ^2= 6.678, *df*= 3, *p*= 0.083). Finally, about the same percentage of chiefs in both rural (86 percent) and urban (87 percent) departments agreed that the morale in the department was good.

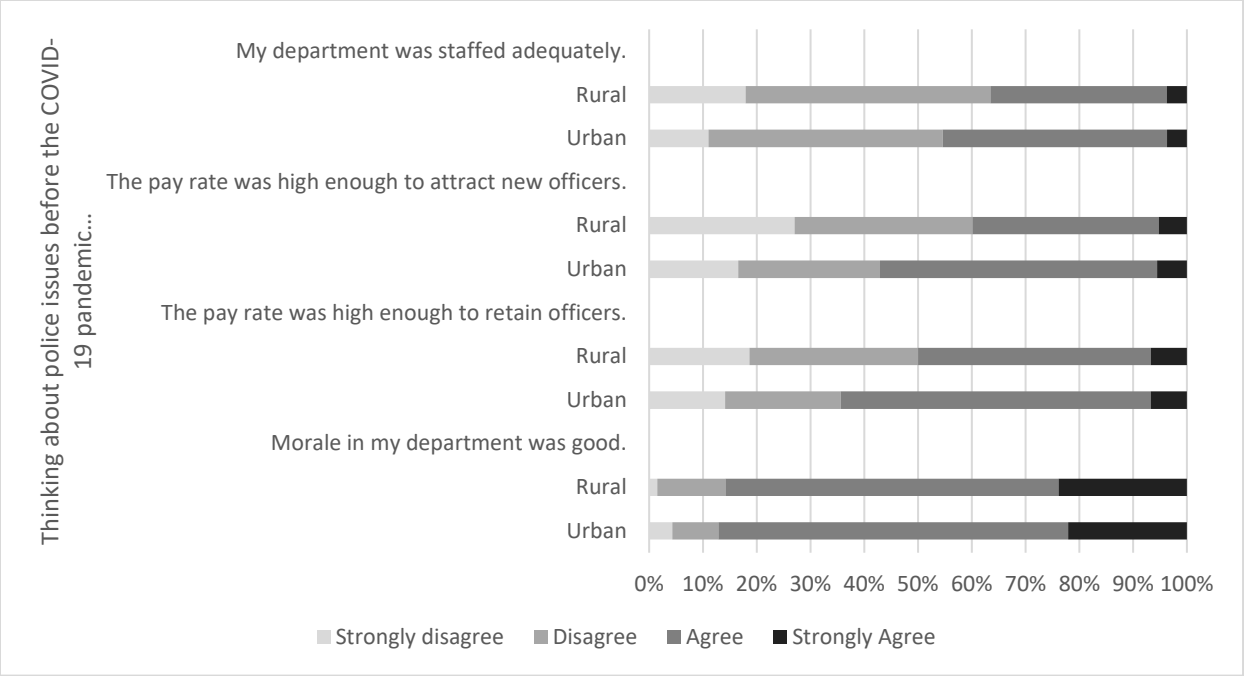

Figure 26. Comparing rural and urban chiefs' perception of police personnel issues (*n*= 279)

Compared to urban departments, significantly more rural departments required only a high school diploma or GED (96 percent of rural departments compared with 88 percent of urban departments; χ^2= 8.732, *df*= 3, *p*= 0.033). (See Table 50.) A much smaller percentage of rural departments (39 percent) than urban departments (62 percent) had a civil service commission overseeing the hiring process (χ^2= 15.243, *df*= 1, *p*< 0.001). Similarly, only about two-thirds of rural departments had a collective bargaining union or association representing officers in the department, compared with almost 90 percent of urban departments – a statistically significant difference (χ^2= 22.280, *df*= 1, *p*< 0.001).

Table 50. Hiring requirements in rural and urban police departments (*n*= 298)

	Percent	
	Rural	Urban
Minimum education required[a]		
High school diploma/GED	96	88
Some college, but no degree	3	5
Two-year college degree	1	7
Military service exception to education		
No	82	89
Yes	18	11
Civil service commission oversees hiring		
No	61	38
Yes	39	62
Collective bargaining union/association		
No	33	10
Yes	67	90

[a] The one department requiring a four-year college degree was an urban department.

Challenges with recruitment and retention, as explained in follow-up interviews

In the follow-up in-depth interviews, chiefs were asked "What issues does your department experience in recruiting and hiring officers?". It should be noted that the original interview guide had additional questions about recruiting friends and family of current officers, targeted recruitment of women and minorities and types of assistance to help candidates through the multiple-hurdle hiring process. However, most chiefs described the difficulty of recruiting any applicants. In fact, 79 percent of the police chiefs interviewed reported having difficulty with general recruitment and retention; 57 percent reported that there are fewer applicants – and less qualified applicants. One chief offered an example:

> …when I was hired back in 1990, when I tested for one job in the agency I'm at now, there were 60 applicants. We just hired three guys in the last few years; we only had five applicants…. It's numbers – we're not getting the numbers that we used to.

Another chief echoed this sentiment:

> When I became chief here, we would open up hiring and we'd have 15-25 people apply. We had two people apply on our last hiring, which was just done over the summer. One of [the candidates] withdrew, so we had one candidate.

A third chief described his experience as both a chief and an academy instructor:

> Last time we tested and hired for full-time, there were 9 applications went out, 7 were returned, 6 showed up for the test, 3 of those failed the physical and those who pass the physical go on to take the written, and we ended up interviewing 2 people. We filled that position with only 9 people expressing interest. I remember when I was a young man going to take tests in high school cafeterias where I was competing against 300-400 people. I'm also a lead instructor at a police academy. We used to graduate about 40 cadets a year just from our academy. This year's a little bit better. In 2018, we graduated a total of 16 cadets. In 2019, we graduated 24 and that was from 2 different classes each year. Before, we were dealing with cadet classes over 30, now we're excited if we break classes of 20. Recruitment is an issue.

Low salary was most frequently cited as a barrier to recruitment ("…small boroughs, lower pay scale"), with 32 percent of chiefs reporting this issue. Smaller departments are competing with larger departments that offer a higher salary and better benefits package. For example, one chief had to fire two officers for disciplinary reasons and had to replace them. He explained the difficulty of retaining new hires because they were leaving for better-paying positions:

> The first guy we hired, he was from here, his family was here, came in and begged for this job, [saying] "this is my dream job, I grew up here, my family is here, I went to school here". He brought his family to the meeting. He lasted 3 weeks. I walked in on him on an afternoon shift; I walked into my office to get something. He said, "by the way, my last day is Friday. I got hired at another city". Retention is a problem. However, we're fortunate…. A couple people on council said there must be something wrong with the

chief, it must be the chief's problem. So, we had some pretty contentious meetings about that. We had one council member who contacted all these former employees who left and tried to get them to say there is something wrong with the chief. He got the same answer from all of them: I left because I wanted a job in a bigger city and better pay. Through that process, as contentious as it was with borough council, we finally got them to bump up the pay level as enticement and encouragement because you can make good money as far as rural policing goes.

Not only do officers leave for better paying police positions, one chief pointed out that "that there is a market in the non-law enforcement side that is huge for people with Act 120 for, like, loss prevention and stuff like that. We lose probably half" of the academy classes to the private sector. However, one chief explained that police departments could do a better job advertising the benefits of the job:

> Pay factors into it, but I think they don't ask the right questions. You have one place that starts at $50,000, and another place starts at $70,000, but cost of living plays a role. Police departments don't push the benefits enough. You have to list all the perks of the job. We don't do a good job of pitching that sometimes.

Many smaller departments rely on part-time police officers, who often hold other full-time employment. Sometimes, part-time officers are exceptional police officers at other agencies looking to supplement their salaries. At other times, part-time officers are recent academy graduates hoping to build their experiences in policing until they can find a full-time position. In these cases, the department has to recruit another part-time officer. Eleven percent of chiefs cited relying on part-time officers as a challenge to recruitment and retention. One chief explained:

> I have four full-timers and 6 part-timers. Any agency that relies on part-timers is constantly in the hiring process. My last part-time hire – a great guy – lasted 90 days until he got hired by another agency. It happens time and again. You're constantly on

this treadmill where you're trying to get your department staffed. If it's not staffed, your overtime goes through the roof and the council gets mad.

Eleven percent of chiefs cited generational issues for the difficulty in recruitment and retention. Some chiefs described the differences in attitudes toward careers and authority. One chief explained,

> There's a different generation with different thoughts and different ideas, and it's not the same. I started in 1997 and when I started, I was grateful just having a job.... When I started working, if they gave me midnight shift, I worked midnight shift and I didn't question it. You worked holidays, you didn't question it. Because if you questioned it you wouldn't be scheduled for a month until the chief wasn't mad anymore. Now, they come in and tell you they don't want to work weekends or holidays. That's the job you signed up for. The thought process isn't there these days. Its' very hard finding grounded individuals.

In addition to the differences in attitudes toward work, chiefs report that a challenge is making the younger generation feel comfortable with the other officers and the job:

> Younger generation, Millennials. Let's talk about them for a minute. Police chiefs, old school guys like myself – it's been a learning process to understand that the paramilitary, stringent, well-pressed police officer we were expected to be when we went into this field – it's very different. I grew up in an Irish Catholic household; you never questioned authority. Now, we're dealing with a younger generation. We've struggled with the Millennials we've hired. The interaction between them and the older guys is very different. Finding people who are qualified and want to do this job and making them feel comfortable is a challenge.

Other reasons mentioned for difficulty with recruitment include the location of the department (9 percent), the nationwide protests about police brutality (6 percent), little opportunity for advancement (4 percent) and the COVID-19 pandemic (2 percent).

Some chiefs shared their success stories, such as one chief who aggressively recruits:

> …because we are a civil service community, we are required to put the posting out to the public and it has to go to a newspaper of record. We canvas about a 250-mile radius around Hamburg and we put it out nationally. We used PA Chiefs of Police Association for new hires. And, my complement is supplemented with part-time officers and I have a relationship with all police academies in 7-county area.

Almost one-third (31 percent) of chiefs suggested that higher salaries could help with recruiting and retaining officers. Close to one-fifth (19 percent) of chiefs recommended moving to full-time only police to avoid the high turnover associated with part-time officers. Sixteen percent recommended involvement in a consortium and another nine percent recommended regionalization to expand the applicant pool. Nine percent suggested working to improve the reputation of the department: "…we don't [have issues recruiting]. I feel that a lot of that is based on the department's reputation. We have a great reputation in our area." Another chief reported no problems recruiting because of the stellar department reputation: "… at least once a week I'm still getting resumes from kids coming out of police academies. We don't advertise. Police are a chatty group. Word of mouth". Nine percent suggested funding the academy, so that small departments do not have to turn away applicants without the Act 120 certification. Nine percent recommended creating specialties or training officers in what they're interested in to keep them engaged with the department "so they're not just pushing a car around all day."

APPENDIX J – COMPARING SALARY AND BENEFITS

Comparing salary and benefits over time

Officer salaries were calculated annually, assuming 40 hours per week, 52 weeks per year for full-time officers and 20 hours per week, 52 weeks per year for part-time officers paid hourly. Salaries for both full-time and part-time officers increased significantly over the past 15 years. (See Figure 39.) On average, full-time officers earned an annual salary of $36,016 in 2005, which increased to $54,911 in 2020 ($t$= -17.231, df= 445.0, p< 0.001). In 2005, part-time officers earned $12,631 annually, which increased to $19,800 in 2020 ($t$= -21.202, df= 466, p< 0.001).

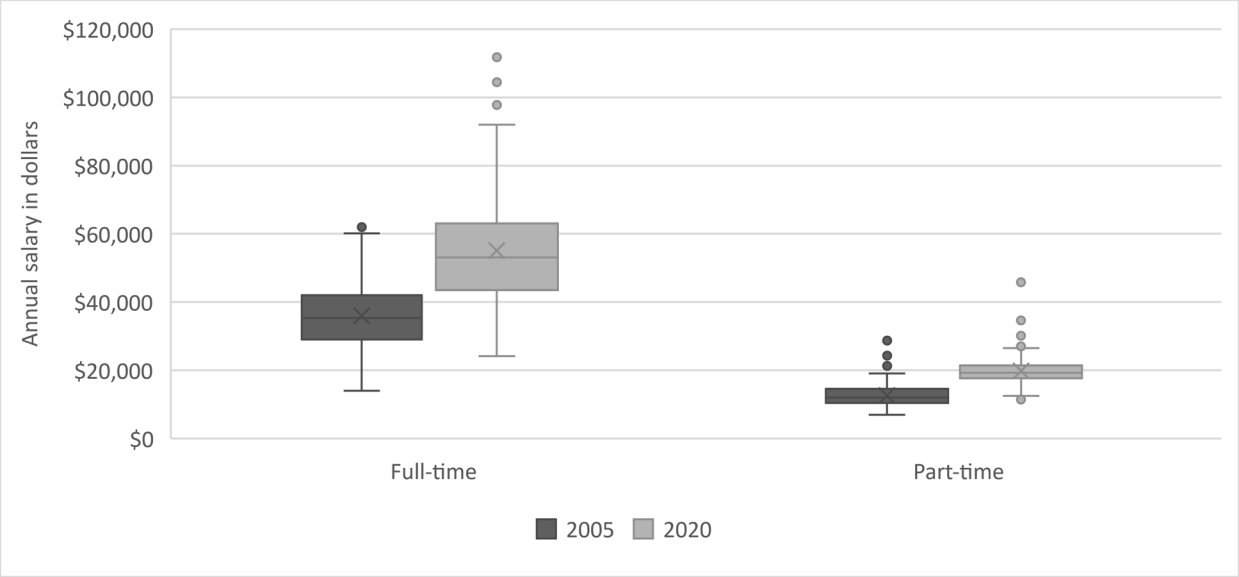

Figure 39. Comparing officer salaries over time (n_{2005}= 288; n_{2020}= 272)

Most benefits remained unchanged over time, with a few exceptions. (See Figure 40.) A slightly smaller percentage of departments offered health insurance in 2020 (91 percent) compared to 2005 (92 percent), although this difference is not statistically significant. A significantly higher percentage of departments offered dental insurance (75 percent in 2005 versus 82 percent in 2020; χ^2= 5.207, df= 1, p= 0.022) and vision insurance (72 percent in 2005

versus 81 percent in 2020; χ^2= 7.266, *df*= 1, *p*= 0.007) in 2020 than in 2005. Otherwise, there were no major differences over time in the percentage of departments offering other benefits.

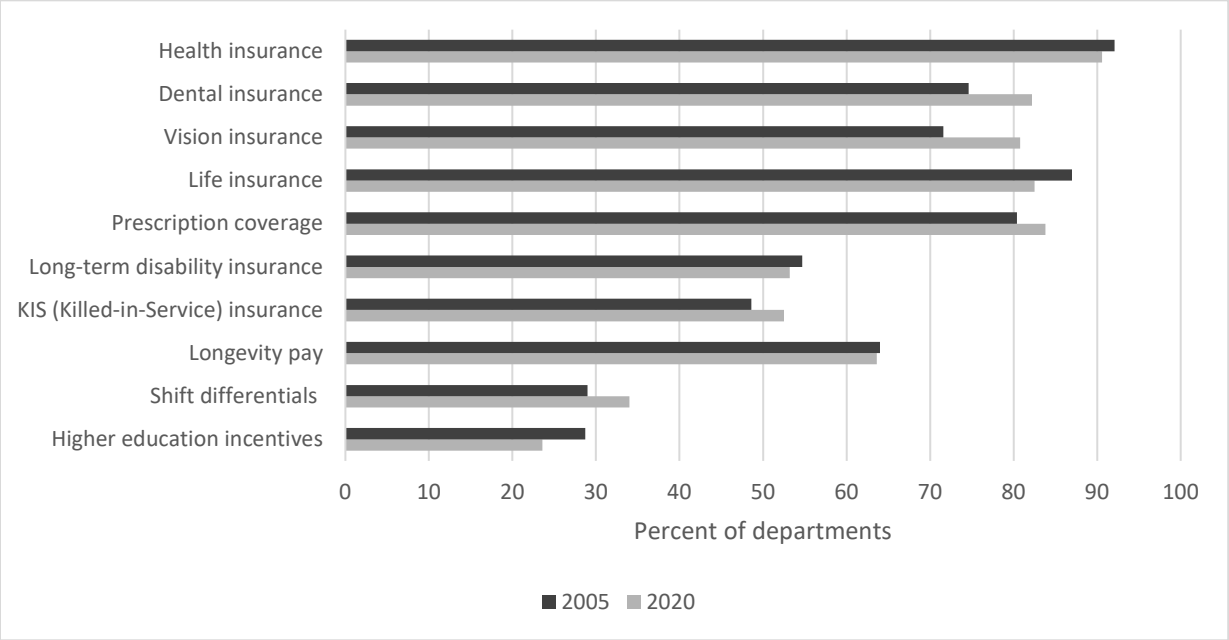

Figure 40. Comparing benefits over time (n_{2005}= 331; n_{2020}= 297)

Comparison by region

To compare by region, monthly and yearly salaries were converted to hourly wages, assuming an annual salary was paid for 52 weeks per year or four weeks per month, 40 hours per week. The box and whisker plot below show that departments in the eastern region paid full-time officers, on average, a higher salary than departments in the western and central regions. (See Figure 41.) Officers working in departments in the east earned $29 per hour, compared with $25 per hour earned in departments in the west and $24 per hour earned in departments in the central region.

To compare part-time officer salaries by region, monthly and yearly salaries were converted to hourly wages, assuming an annual salary was paid for 52 weeks per year or four weeks per month, 20 hours per week. Similar to the salary for the full-time officers, part-time officers working in departments in the eastern region of Pennsylvania earn higher than part-

time officers working in departments in other regions. (See Figure 41.) On average, part-time officers working in departments in the east earned $20 per hour, compared to $19 per hour in the western and $17 per hour in the central region.

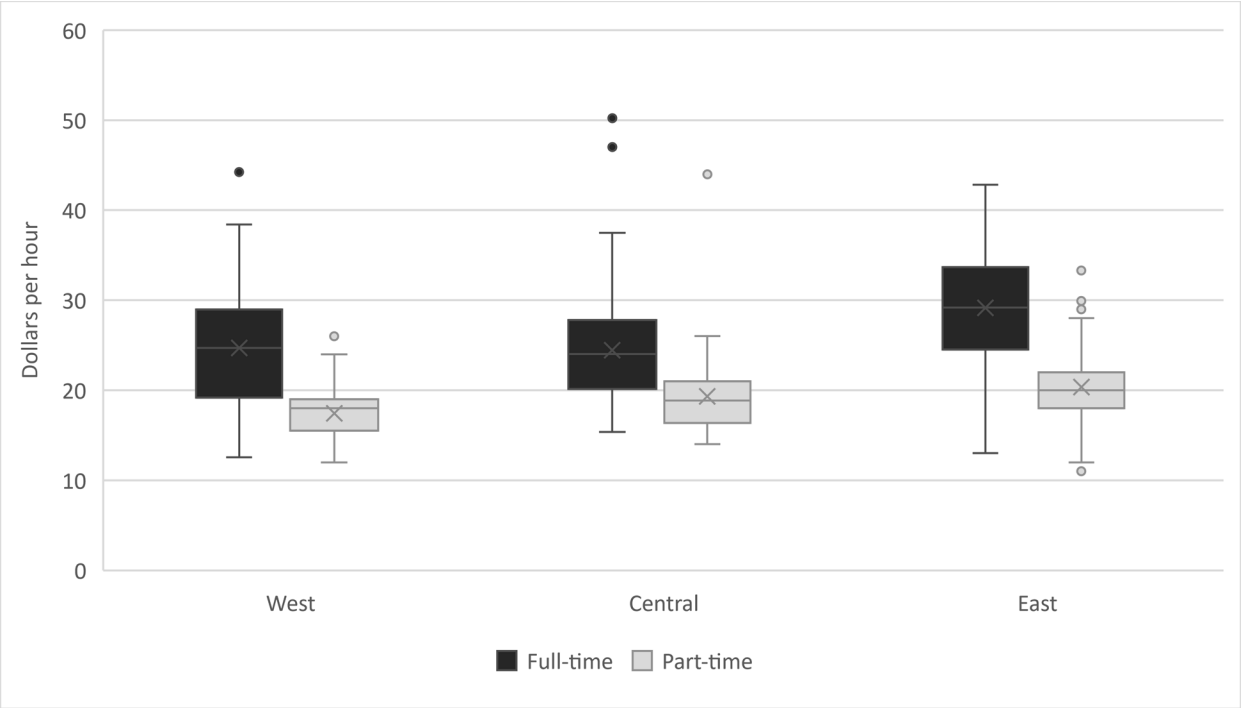

Figure 41. Comparing full-time and part-time salaries (in dollars per hour) by region (*n*= 272)

Minor differences emerged between regions in the benefits offered by departments. (See Figure 42.) Departments in the central region were less likely to offer dental insurance (χ^2= 4.964, *df*= 2, *p*= 0.084) and shift differentials (χ^2= 6.591, *df*= 2, *p*= 0.037) than departments in the western or eastern regions. There were regional differences in longevity pay (χ^2= 7.167, *df*= 2, *p*= 0.028) and higher education incentives (χ^2= 11.919, *df*= 2, *p*= 0.003), with the smallest percentage of departments in the west (56 percent offered longevity pay and 13 percent offered higher education incentives) and the highest percentage of departments in the east (73 percent offered longevity pay and 32 percent offered higher education incentives) offering these benefits. The west had the smallest percentage (19 percent) of departments offering post-retirement

health benefits, while the central region had the highest percentage (27 percent) of departments offering this benefit, although the differences were not statistically significant.

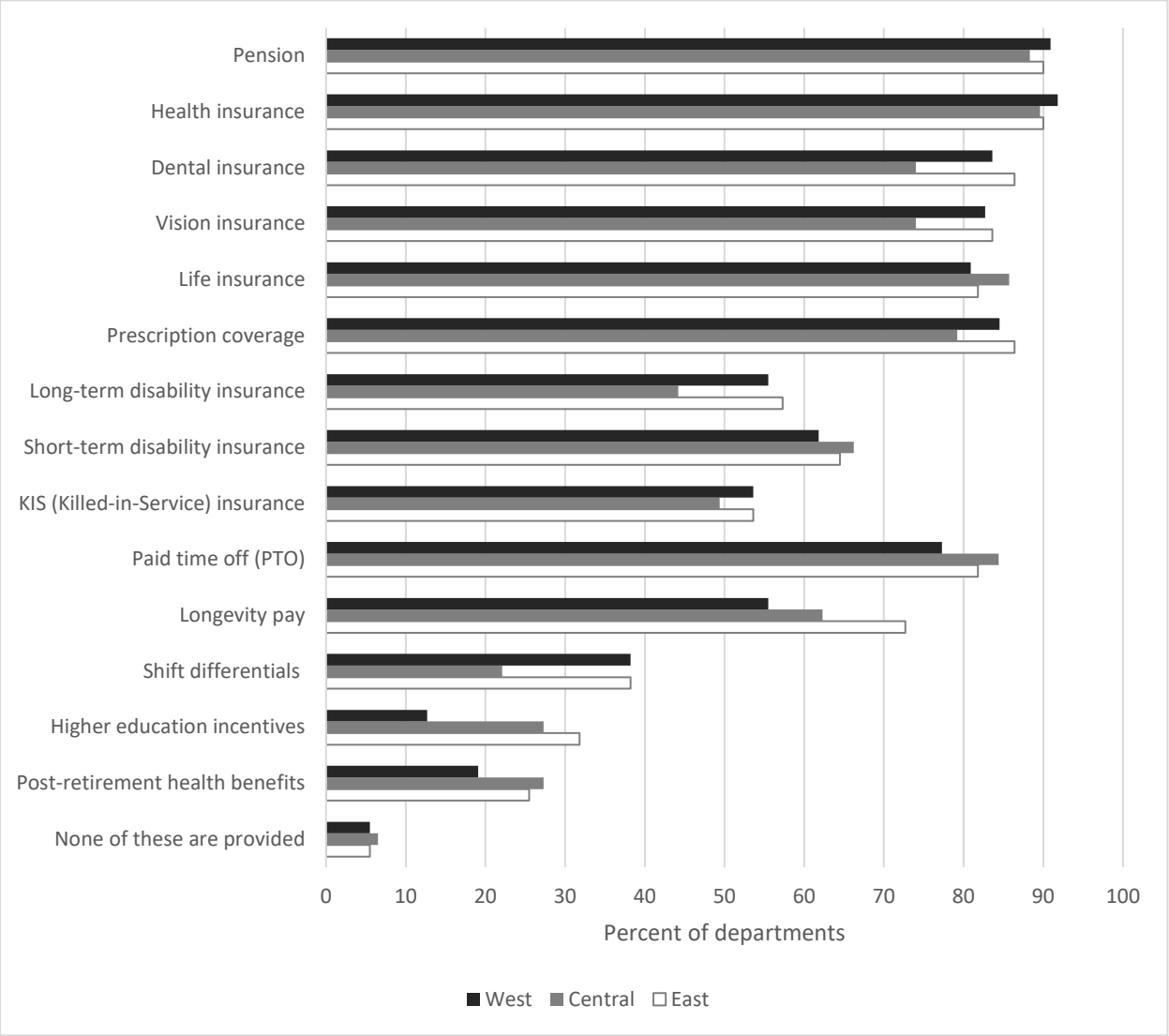

Figure 42. Comparing benefits by region (*n*= 297)

Salary and benefits in regional police departments

Regional police departments paid a higher average annual salary than municipal departments, but a slightly lower average hourly salary than municipal departments. (See Table 51 and Figure 43.)

Table 51. Full-time and part-time officer salaries in regional police departments (*n*= 20)

	Per year	Per hour
Full-time	mean= $52,799.47 (med= $61,355.00) (range: $29,120-$96,000) (*n*= 17)	mean= $23.95 (med= $2.54) (range: $18.50-$30.82) (*n*= 3)
Part-time	mean= $29,120.00 (med= $29,120.00) (range: $29,120.00) (*n*= 1)	Mean= $25.23 (med= $26.81) (range: $17.50-$29.91) (*n*= 8)

Only nine regional departments employed part-time officers; these part-time officers earned more, on average, than part-time officers working in municipal departments.

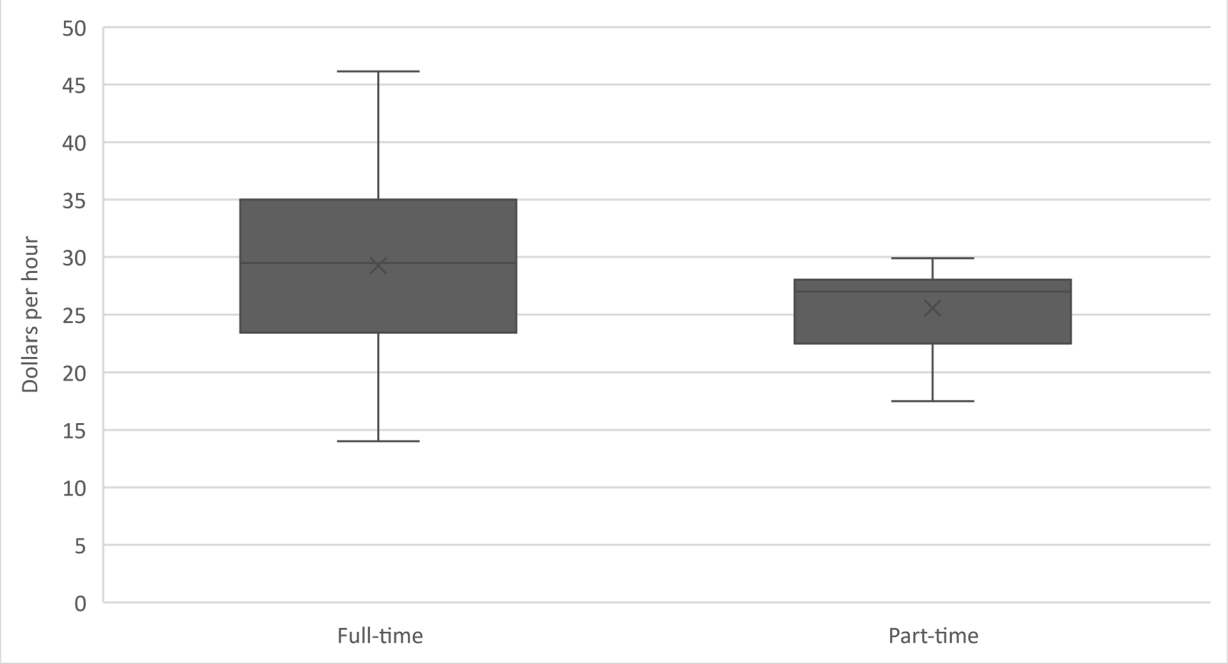

Figure 43. Comparing full-time and part-time officer salaries in regional police departments (*n*= 20)

A higher percentage of regional departments, compared to municipal departments, offered benefits in all categories, except for paid time off. (See Figure 44.) A slightly higher percentage of municipal departments (81 percent) offered paid time off compared to regional

departments (80 percent). Half (50 percent) of the regional departments offered higher education incentives, compared to less than one-quarter (24 percent) of municipal departments (χ^2= 6.938, *df*= 1, *p*= 0.008). Just under half (45 percent) of regional police departments offered post-retirement health benefits, compared to 24 percent of municipal police departments (χ^2= 4.600, *df*= 1, *p*= 0.032). No other differences reached statistical significance.

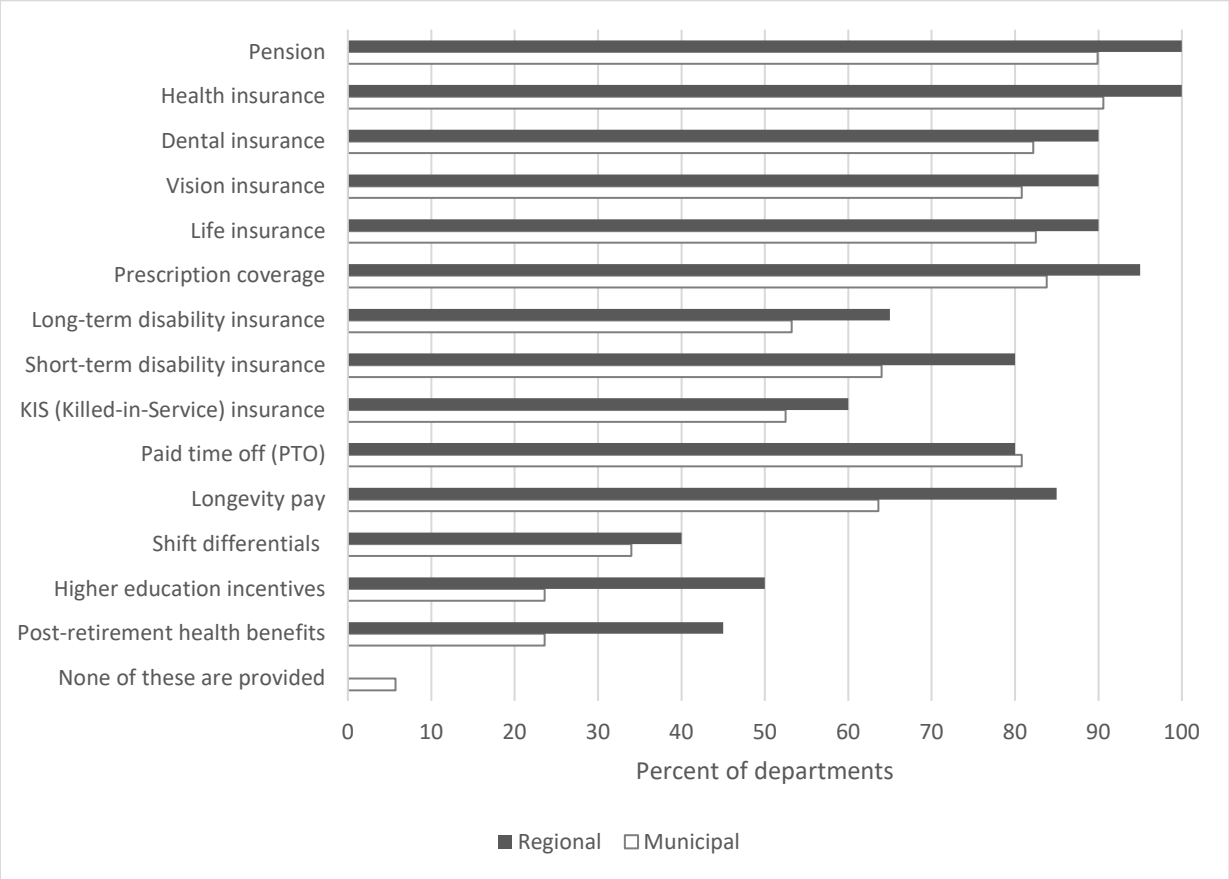

Figure 44. Comparing benefits offered by regional and municipal police departments (*n*= 20)

Comparing rural and urban police department salary and benefits

For ease of comparing rural and urban police departments, monthly and yearly salaries were converted to hourly wages, assuming an annual salary was paid for 52 weeks per year or four weeks per month, 40 hours per week. Urban police departments had a wider range of

salaries paid and a higher average salary for new recruits ($29 per hour compared to $23 per hour in rural departments). (See Figure 45.)

For ease of comparison, monthly and yearly part-time salaries were converted to hourly wages, assuming an annual salary was paid for 52 weeks per year or four weeks per month, 20 hours per week. Urban departments paid a higher average salary ($20 per hour) than rural departments ($12 per hour). Again, these hourly wage calculations are estimates; the two outliers in the urban departments ($44 per hour and $33 per hour) were converted from annual salaries, where one urban department paid part-time officers $45,760 per year and another paid part-time officers $34,632 per year. (See Figure 45.)

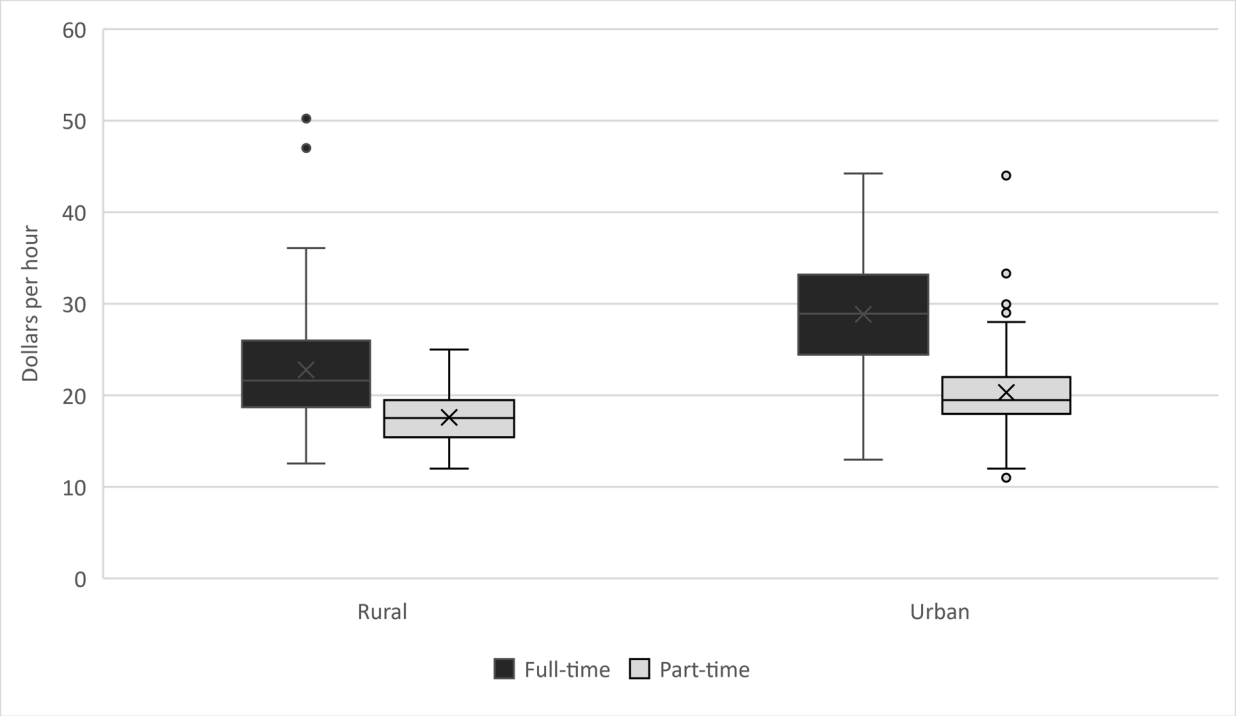

Figure 45. Comparing rural and urban officer salaries (*n*= 272)

Compared to rural departments, a statistically significant higher percentage of urban departments offered benefits in each category. (See Figure 46.) Almost all urban departments (96 percent) offered a pension and health insurance, compared with 83 percent of rural departments offering a pension and 84 percent of rural departments offering health insurance

(p's< 0.001). Similarly, 93 percent of urban departments offered dental insurance, compared to 69 percent of rural departments, and 91 percent of urban departments and 69 percent of rural departments offered vision insurance (p's< 0.001). About one-third of urban departments offered higher education incentives (33 percent) and post-retirement health benefits (31 percent), compared with only 13 percent of rural departments that offered higher education incentives and 19 percent that offered post-retirement health benefits (p's≤ 0.001).

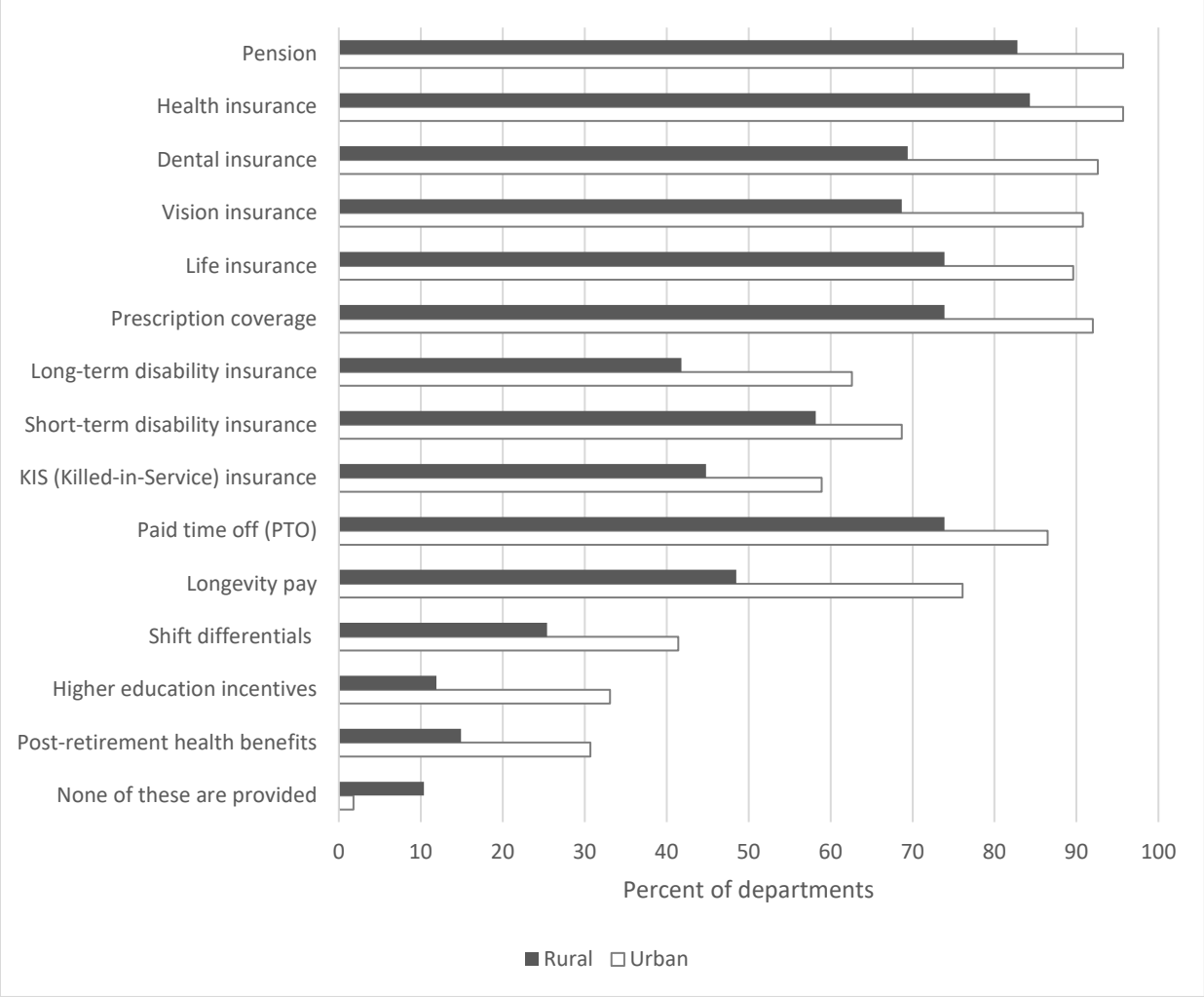

Figure 46. Comparing benefits offered to officers in rural and urban police departments (n= 297)

APPENDIX K – COMPARING MENTAL HEALTH SERVICES AVAILABLE TO OFFICERS

Officer wellness has been receiving more attention in recent years. Of all small and rural Pennsylvania police departments included in this study, less than one-quarter (23 percent) offer no mental health services to police officers. This indicates many police departments are encouraging wellness, yet there still is work to be done to improve mental health of officers.

Comparison by region

Slight differences emerged among regions in the type of mental health services available to police officers. (See Figure 47.) For example, the eastern region had a higher percentage of departments that offered an Employee Assistance Program (EAP), while the central region had a higher percentage of departments that offered a Critical Incident Stress Management (CISM) Team and a formal peer support program. The west had the highest percentage of departments that had no mental health services available to officers. However, these differences did not reach statistical significance. Departments in the central (12 percent) and eastern (15 percent) regions made use of other services to assist officers with mental health, while a small percentage (6 percent) of departments in the west used other mental health services ($\chi^2 = 6.938$, $df = 1$, $p = 0.008$).

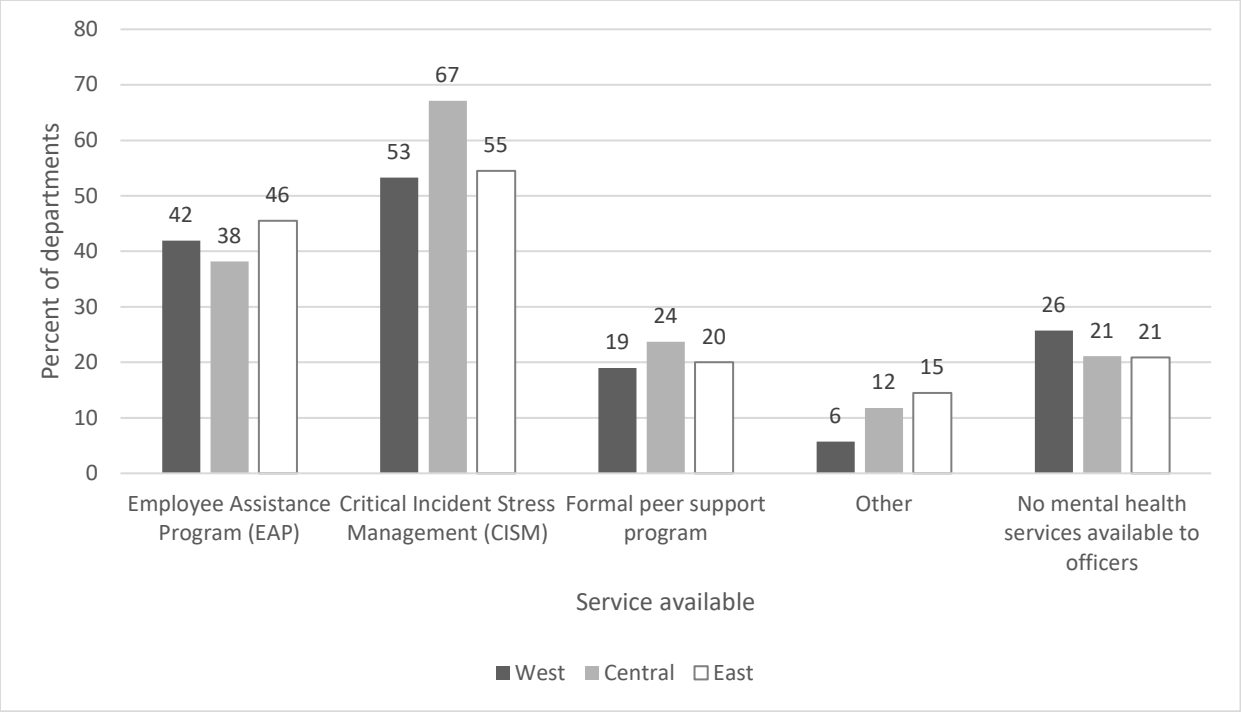

Figure 47. Mental health services available to officers, by region (*n*= 291)

Compared to the western and central regions, a higher percentage of departments in the east trained their officers on the mental health services available to them. (See Figure 48.) About 17 percent of departments in the east trained annually on the mental health services available to officers, compared to about 16 percent of departments in the west and 15 percent of departments in the central region. Additionally, about 61 percent of departments in the east trained officers occasionally on the mental health services available to them, compared to 55 percent of departments in the west and 61 percent of departments in the central region. A higher percentage of departments in the west (30 percent) offered no training to officers on mental health services available to them, compared with about 25 percent of departments in the central region and 22 percent of departments in the east.

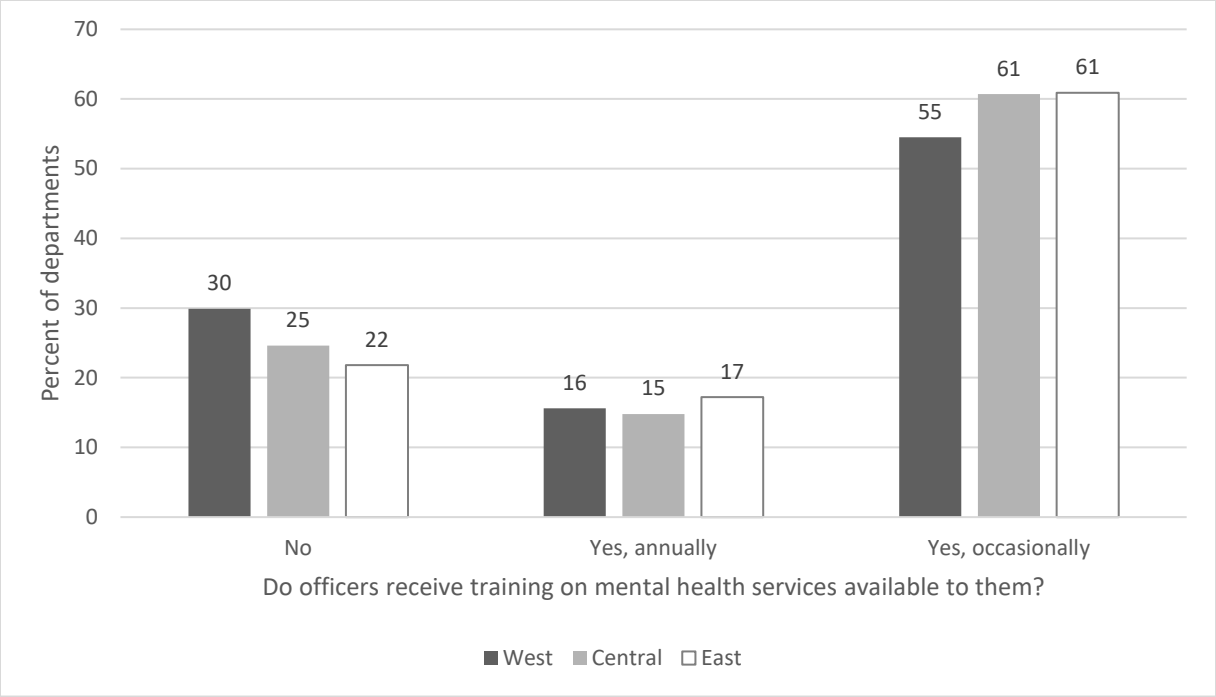

Figure 48. Training on mental health services available to officers, by region (*n*= 225)

Mental health services available to officers in regional police departments

Compared to municipal police departments, regional departments offered more mental health services to officers. (See Figure 49.) For example, 60 percent of regional departments offered Employee Assistance Program (EAP) compared to 42 percent of municipal departments, and 75 percent of regional departments utilized Critical Incident Stress Management (CISM) Teams compared to 57 percent of municipal departments. A smaller percentage (15 percent) of regional departments offered no mental health services to officers compared to 23 percent of municipal departments. None of these differences, however, reached statistical significance. A higher percentage of regional police departments trained their officers annually (36 percent compared to 16.0 percent of municipal departments). A smaller percentage of regional departments trained their officers on mental health services available to them only occasionally (47 percent compared to 59 percent of municipal departments) or not at all (18 percent compared to 25 percent of municipal departments).

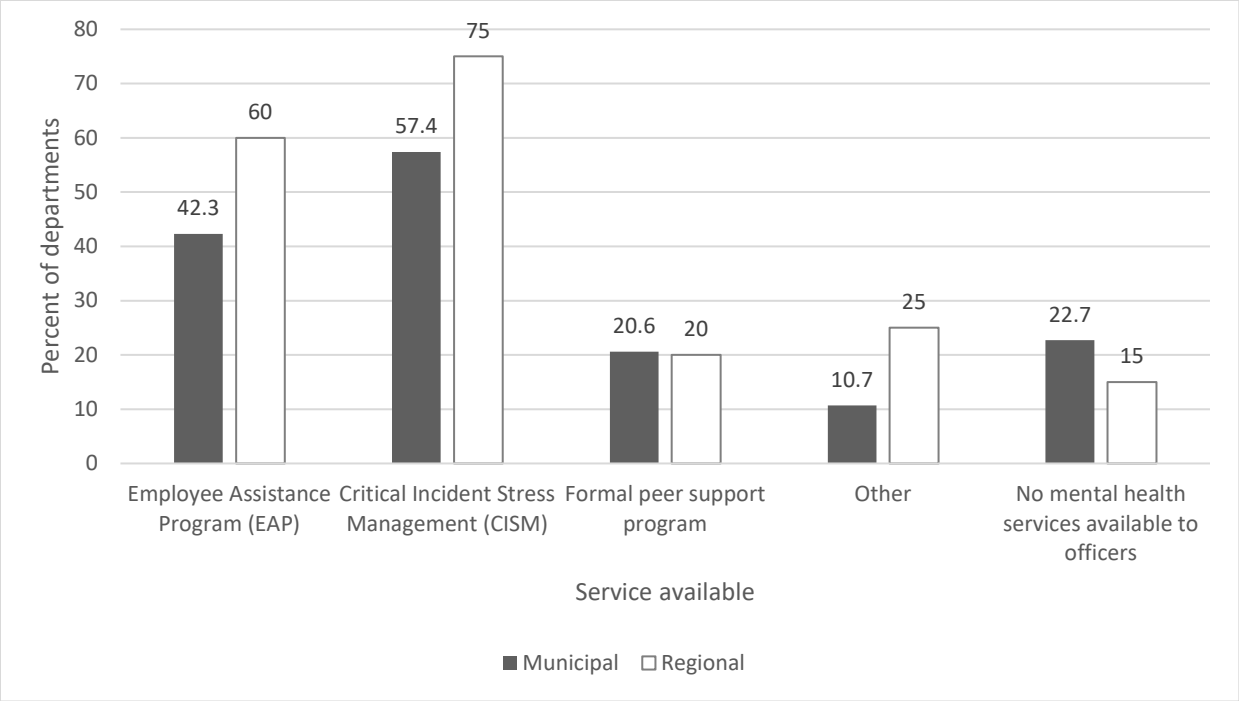

Figure 49. Mental health services available to officers in regional police departments (*n*= 20)

Comparing rural and urban police department mental health services

A smaller percentage of rural departments offered mental health services to officers compared to urban departments. (See Figure 50.) For example, about one-third (33 percent) of rural departments offered Employee Assistance Program (EAP) compared to half (50 percent) of urban departments (χ^2= 9.635, *df*= 1, *p*= 0.002). While about half (52 percent) of the rural departments made the Critical Incident Stress Management (CISM) Team available, almost two-thirds (62 percent) of urban departments did so (χ^2= 4.523, *df*= 1, *p*= 0.033). About 14 percent of rural departments had a formal peer support program compared to 26 percent of urban departments (χ^2= 6.746, *df*= 1, *p*= 0.009). About 29 percent of rural departments offered no mental health services to officers compared to 18 percent of urban departments (χ^2= 5.595, *df*= 1, *p*= 0.018).

There were minor differences between rural and urban departments regarding whether officers received training on the mental health services available to them. Sixteen percent of both rural and urban police departments trained officers annually on the services available to them. About 56 percent of rural departments trained occasionally, compared to 60 percent of urban departments, and 28 percent of rural departments and 24 percent of urban departments did not train officers on the services available to them.

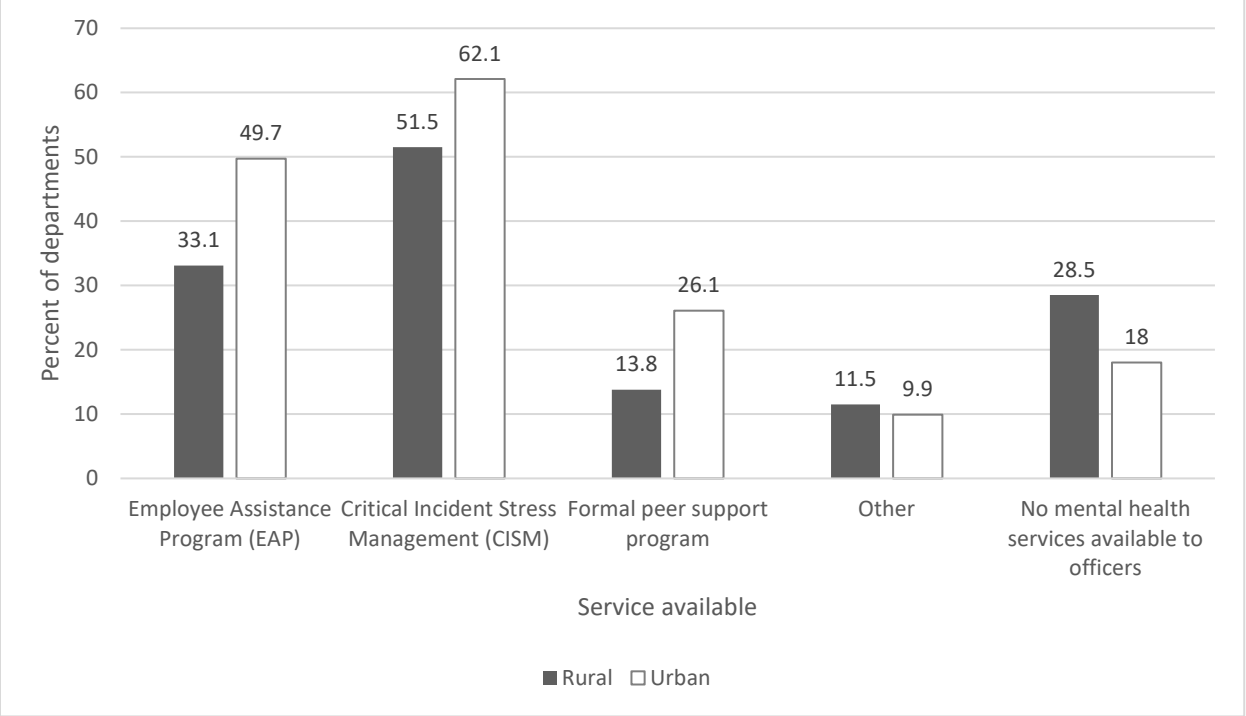

Figure 50. Mental health services available to officers in rural and urban departments (*n*= 291)

Officer wellness services needed, suggested by chiefs in follow-up interviews

Thirty-six chiefs offered suggestions for services to promote officer wellness. Four themes emerged from their suggestions. First, chiefs discussed the stigma associated with seeking help: "until officers are willing to seek out the help when they're having a problem and take away the whole macho thing, I don't know that it will help. It's like everything else – if you

aren't willing to seek out the help that's there, there's nothing that can be done." Officers' concerns of being punished or losing their jobs, coupled with police culture, often creates a barrier to seeking assistance. As one chief explained, "First, you're worried about losing your badge. Second, you'll be scorned and, third, you're not going to work." For example, one chief conveyed why he does not want to talk about the stresses of the job:

> I've been doing this for 28 years, I've seen some horrific stuff I wish I could unsee. I don't talk about it. If I talk about it, I have to think about it. That's just not something I want to do. I don't talk about anything. There's nothing good about it. I do talk about it when there's good things. I like to share them. But, the vast majority I don't share because I don't want to relive it and think about it and I don't want to let [my family] know how ugly the world can be.

Another chief pointed out that even though a conversation with a psychologist may be confidential, the visit itself may not be: "My officers in their contract do have mental health coverage, but you have to understand that we have to submit those bills." This makes officers feel as though their careers are in jeopardy for seeking help. For these reasons, chiefs emphasized the importance of supporting officers and encouraging officers to find the help they need.

Second, chiefs promoted both expanding Critical Incident Stress Management (CISM) to assist officers with their own mental health and housing resiliency officers in every department. One chief explained the idea of a resiliency officer:

> Here's a good one. They just started this last year in New Jersey. I'd like to see them do resiliency training – mandated resiliency training for police departments. New Jersey mandated that each department had to have a resiliency officer. It's a cultural thing for law enforcement to admit that something bothers us, which is why we have a high rate of suicide among our people. One of the reasons officers won't go to their administration to say something's bothering me because the first things a police chief will do is take their

> gun and badge and send them to see a psychologist. What they did in New Jersey is have a resiliency officer, so someone who is having a problem could go to them and they were forbidden from telling the police chief. This way, the officer wouldn't be fearful of losing their career of being stigmatized. That would be great to bring over here in Pennsylvania.

The third theme revolved around wellness training, including alcohol awareness, depression programs, physical fitness because "if you're physically fit, it helps mentally" and yoga: "it sounds stupid to say yoga, but it actually works. Every single person who was at the demonstration did what they asked."

Fourth, chiefs encouraged regular mental health exams of all officers, although the definition of "regular" varied. One chief expressed the concern for a mental health check, "especially checking for depression…. The suicide rate, everything is just off the charts with policemen and, it's going to go up because stress now is much worse than it used to be." Another chief elaborated:

> To get into the police academy, you have to take a psychological exam. There should be some type of legislation that our mental health fitness has to be evaluated every 48 months, every 60 months - whatever it is. I don't think that a failure of that (of your mental fitness) should automatically mean termination of your job, but there has to be something there to help police officers. Like any sport, sometimes people need to be taken out of the game. If you're playing football and you break your leg, you're not going to be in there. In law enforcement, if you break your brain, you're going to come to work because you have bills to pay.

Because of the stress of the job, one chief recommended limiting the police workweek to 36 hours and mandatory retirement at 20-25 years of service.

APPENDIX L – COMPARING ASSISTANCE TO CITIZENS WITH MENTAL HEALTH ISSUES

Comparison by region

About six percent of departments in the West never trained officers on how to interact with persons with mental health issues, compared to about four percent of departments in the central region and about five percent of departments in the East. (See Figure 51.) The East had the lowest percentage (47 percent) of departments that trained officers more than one year ago, compared to 55 percent of departments in the West and 57 percent of departments in the central region. The East had the highest percentage (48 percent) of departments that trained officers on how to interact with citizens with mental health issues within the past year, compared to 39 percent of departments in the West and 40 percent of departments in the central region.

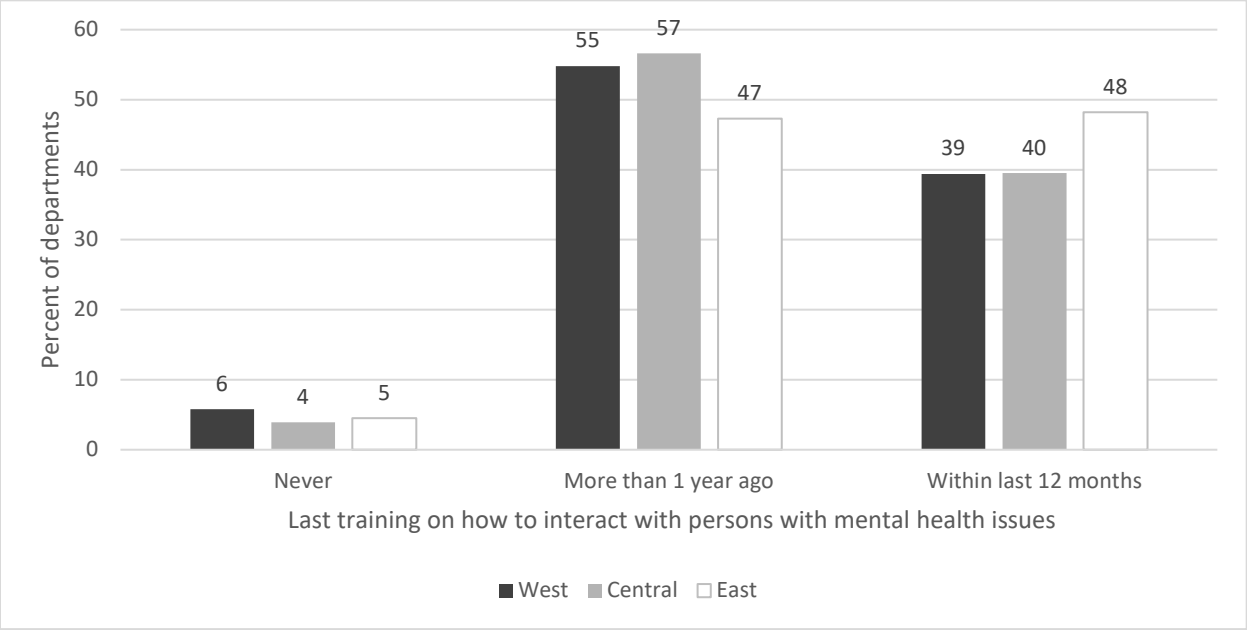

Figure 51. Latest training on how to interact with persons with mental health issues (*n*= 290)

There were regional differences in how many officers were trained in CIT (χ^2= 15.609, *df*= 6, *p*= 0.015). (See Figure 52.) The West had the highest percentage (45 percent) of departments that had no CIT trained officers, compared to 36 percent of departments in the central region and 22 percent of departments in the East region. The East had the highest percentage of departments with at least one officer CIT trained (49 percent), with "most" officers within the department CIT trained (16 percent), and with all officers CIT trained (14 percent), compared to the West and central regions.

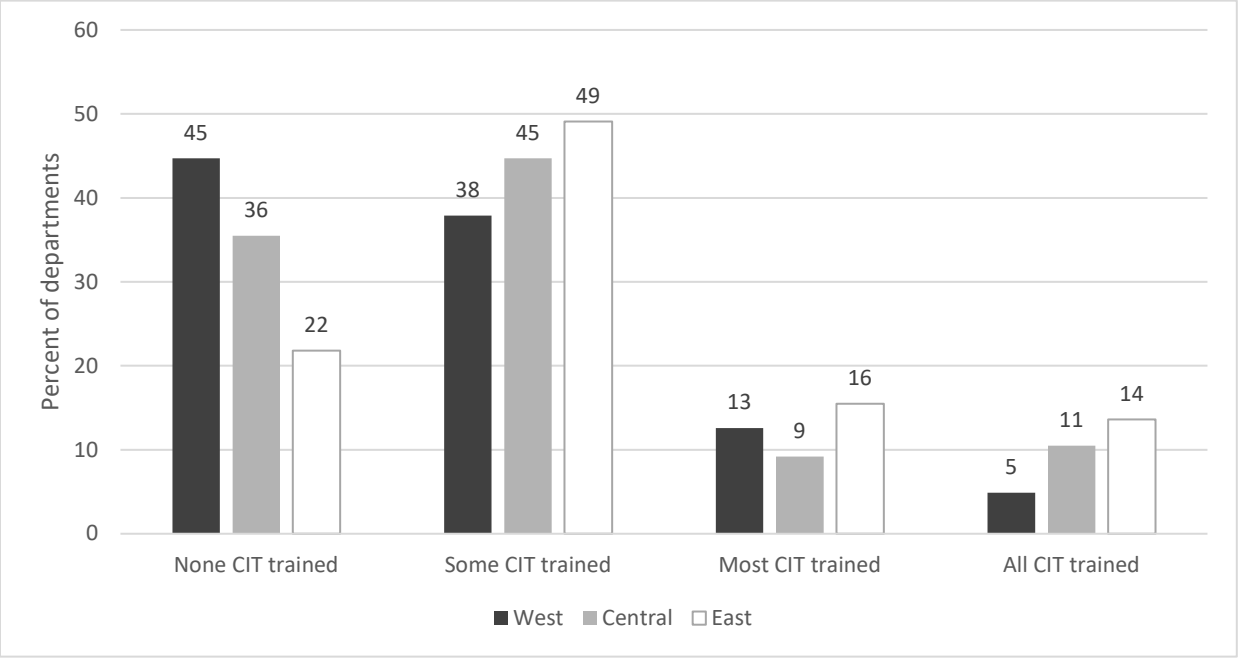

Figure 52. Percent of officers with CIT training, by region (*n*= 289)

Regional police departments assisting citizens with mental health issues

There were differences between municipal and regional departments in the latest training for officers on how to interact with persons with mental illness (Fisher-Freeman-Halton Exact Test= 11.460, *p*= 0.003). (See Figure 53.) About five percent of both municipal and regional departments never trained officers on how to interact with persons with mental illness. However, 80 percent of regional departments trained their officers within the last year on how to interact with persons with mental illness, compared to about 43 percent of municipal

departments. The remaining departments trained on this topic more than one year ago (52 percent municipal compared to 15 percent regional).

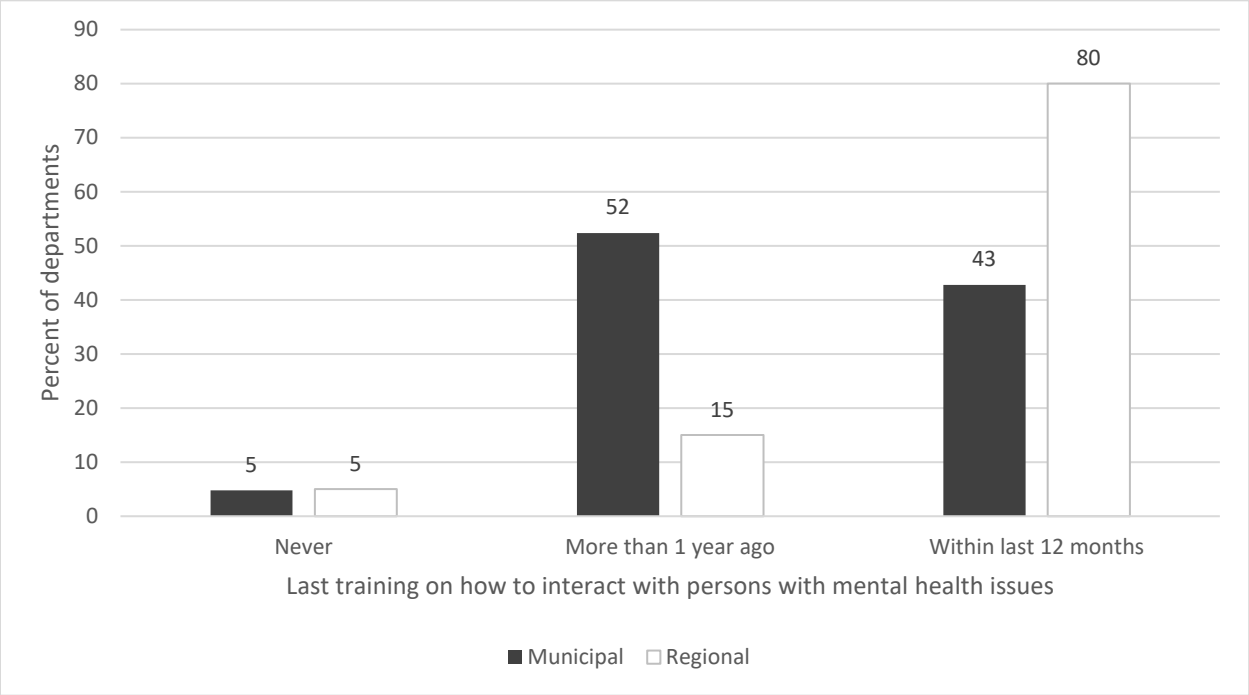

Figure 53. Comparing municipal and regional police departments: latest training on how to interact with persons with mental health issues (*n*= 20)

There were differences between municipal and regional departments in how many officers were trained in CIT (Fisher-Freeman-Halton Exact Test= 11.971, *p*= 0.004). (See Figure 54.) About one-third of municipal departments had no CIT-trained officers, compared to only five percent of regional departments. Regional departments were more likely to have at least one officer CIT-trained (55 percent) and have most officers CIT-trained (35 percent) than municipal departments. About 10 percent of municipal departments had all officers CIT-trained, compared to only five percent of regional departments.

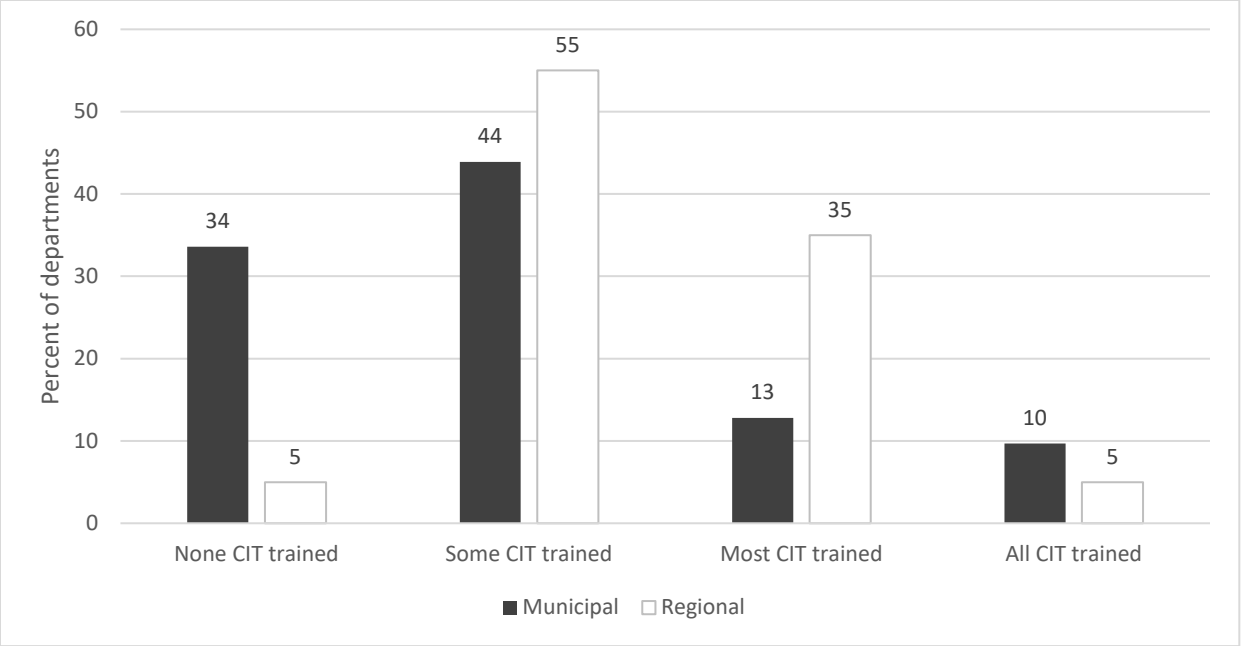

Figure 54. Comparing municipal and regional police departments: Percentage of officers with CIT training (*n*= 20)

Comparing rural and urban police department training

There were differences between rural and urban departments in the most recent training on how to interact with persons with mental health issues (χ^2= 5.960, *df*= 2, *p*= 0.051). (See Figure 55.) For example, only about three percent of rural departments had never trained officers on this topic, compared with about six percent of urban departments. However, about 37 percent of rural departments had trained their officers on how to interact with persons with mental health issues within the past year, compared to about 48 percent of urban departments.

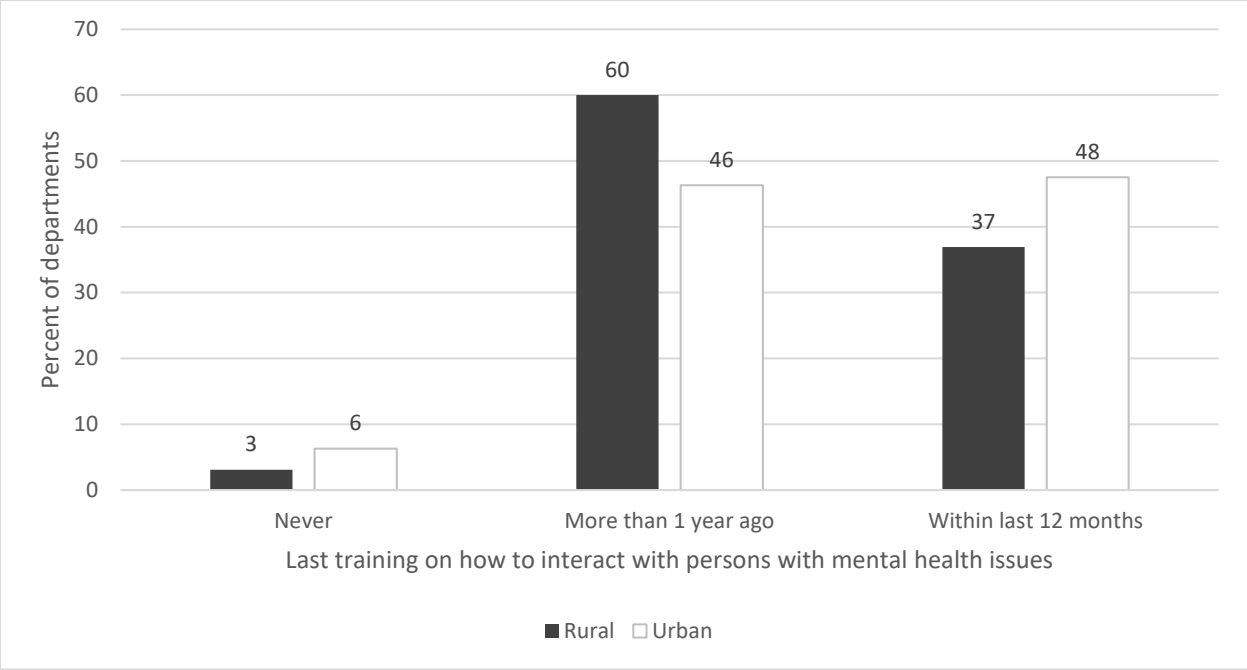

Figure 55. Comparing rural and urban police departments: Latest training on how to interact with persons with mental illness (*n*= 290)

Turning to specific mental health training (Crisis Intervention Team or CIT training), a higher percentage (39 percent) of rural departments than urban departments (29 percent) had no officers with CIT training. (See Figure 56.) While about 11 percent of rural departments had most officers CIT-trained compared to about 15 percent of urban departments, another 11 percent of rural departments had all officers CIT-trained compared to about nine percent of urban departments.

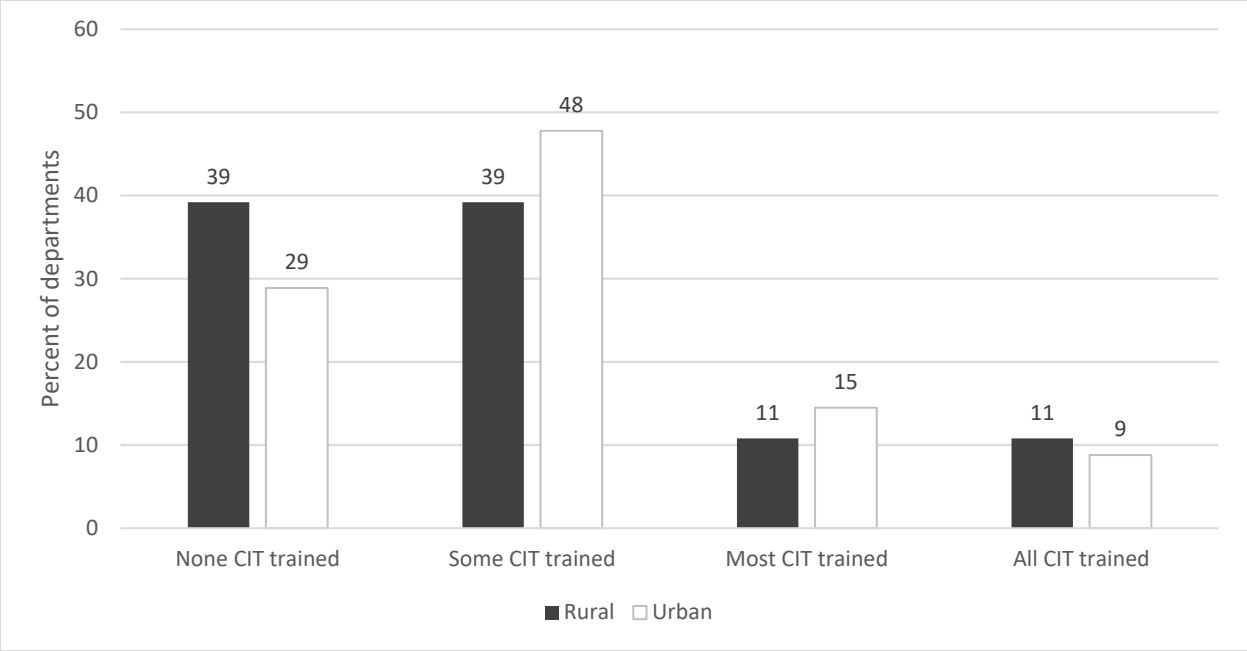

Figure 56. Comparing percentage of officers with CIT training in rural and urban (*n*= 289)

Follow-up interviews elaborating on department interaction with citizens with mental health issues

During the follow-up in-depth interviews, chiefs were asked questions about police interaction with citizens with mental health issues, including whether such calls for service tend to focus on the same person or people, training on interacting with citizens having a mental health crisis, and whether social services are available to assist police on these calls for service.

Most chiefs reported that calls for citizens in a mental health crisis tend to focus on the same person or people, with 66 percent of chiefs saying the calls are for the same people ("Very rarely do we go to a home where we don't know who we're dealing with"). (See Figure 57.) In fact, one chief participated in the follow-up in-depth interview while surveilling a citizen with mental health issues: "That's actually what I'm doing. I'm sitting on a guy who went in the woods hunting with a rifle. He's been committed 3 times on 302 and he's not supposed to have a firearms." Another 26 percent saying the calls are for the same people as well as others. Some chiefs cited COVID for expanding mental health calls, with one chief reporting "It used to be

you'd have repeat customers, but because of COVID and the stresses that are going on in life, people in crisis is the vast majority of our calls." Another chief explained, "It's not just mental health patients anymore – it's the general population that's going through these struggles because they're alone, unemployed, they're not getting along with their family." One chief conveyed a story of a woman who was unknown to police but succumbed to depression brought on by COVID-19:

> It's usually the same family or individual that we deal with. But, I'll say this – since the pandemic, we're seeing more and more depression. I'm always advertising on our community page that if someone is feeling this way or needs somebody to reach out to, please call this number. Yesterday, there was a lady who was 65 years old who lived in an apartment by herself. She called her power of attorney and said, 'I'll be in the bathroom when the police come to find me.' She laid out the plastic and shot herself. She left a note, saying the pandemic is too much for her. She never reached out to us, never placed a call to the county or to us. There was no record of her reaching out to say she needed help. Even her neighbors had no idea she was depressed. If she did reach out and we didn't follow up, that would have been a failure.

Only 6 percent of chiefs said calls did not focus on the same person or people, and one chief (2 percent) said mental health is not an issue in his area.

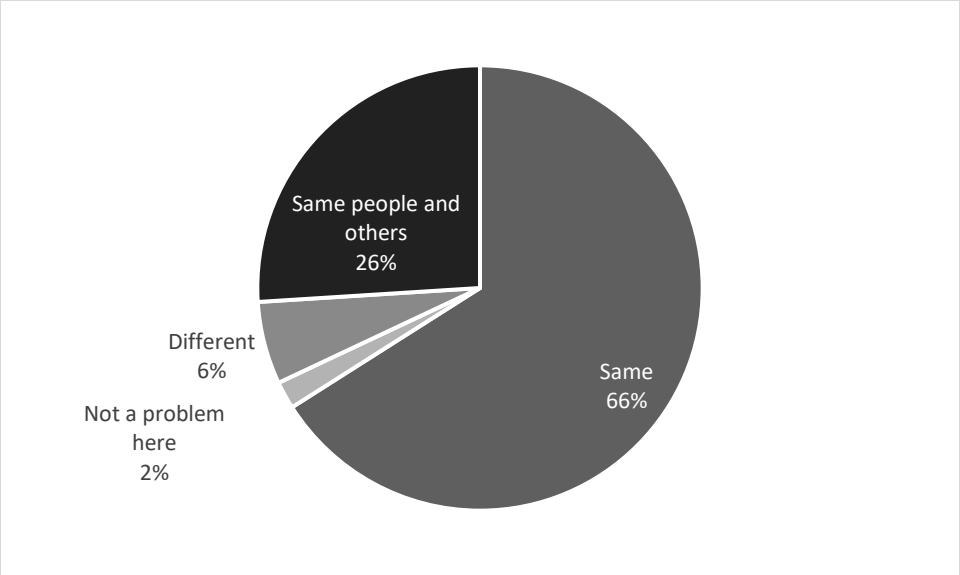

Figure 57. Do mental health calls focus on the same person or people? (*n*= 52)

Of the chiefs responding to the same people or persons, some mentioned group homes as a reason for the calls. One chief explained:

> It's usually the same individuals. On occasion, we've seen, not in the last year, but previously we've seen an increase of soldiers coming back with PTSD. They're coming back from Afghanistan and overseas. We've seen some new faces in that respect, but for the most part, they're repeat customers…. We have several group homes here in town that is their residence. We have a meet and greet once a year. An officer on their call log – we rotate every 6 weeks. Sometime during that rotation every six weeks, they have to stop in and say "hi." The meet and greets once a year, we'll have a meet and greet where there's a dinner sponsored when we have our gear on and the firemen in their gear. I'm damn tired of hearing "we can't tell you this because of HIPAA." We want to know if we touch someone's shoulder to console them, who will flip out? If we reach down to help them up, who will freak out? It took us a long time to breach that. We don't want a diagnosis; we want to know how we can be less traumatic. We show them the lights and sirens, and, over time, it's been a great success.

Chiefs typically conveyed that people with mental illnesses would live together in a group home with a caretaker. At times, when one stops taking his or her medication, that person might exhibit unusual behavior in a public place, requiring police intervention. One chief summarized the situation in his area:

> …it's not a secure facility. If these guys get off their meds, they'll go into town and make a pain of themselves. Drop their pants on Main and Walnut, steal from Wawa. I would say 60 percent of my workload is [group home] residents because they're not well supervised. When they go off their meds and start assaulting people, [the group home] calls us and asks us to 302 somebody. Or, maybe a guy gets on a bus and ends up in New Jersey and you spend your day chasing him.

When asked if social services were available to assist police on these calls, 14 percent of chiefs did not have any services available and 30 percent of chiefs reported yes. Fifty-seven percent of chiefs reported they have a formal social service agency, but the agency is unhelpful or ineffective. Some chiefs report "They call us to go take care of it." Several chiefs conveyed that EMS (Emergency Medical Services) told them "if it's not an underlying medical condition, we're not coming" and the wait for Mobile Crisis, if they have one, is often very long (one chief estimated over two hours). One chief elaborated:

> On the other hand of that, mobile crisis, they're serving three counties, so we have an extended ETA [estimated time of arrival]. So, if we don't have anybody to sign off on them and to do an evaluation, it becomes so frustrating. It becomes a hand off game. Who can I help and who can I take responsibility for? There are several calls I have to respond to. There have been times we've had to leave a mental health call because we can't wait for mobile crisis to get there, and there's no witnesses. Ambulance won't transport when mental health is the only issue, so we're left holding the bag. If we're lucky, we have two officers. From 4 to 8[pm], there's only one. When COVID started up, dealing just with one officer out, all the procedures changed…. In the beginning, they

wanted everyone checked for COVID or they wouldn't take them. There were no instantaneous tests; we were in a holding pattern. I had an officer with a fairly straightforward arrest, and nobody was following through because we weren't on the same page, and, when we did get on the same page (which was fairly quickly), where does that leave me when I have an officer tied up for three to four hours? It's the same thing we've been seeing for years with mental health. COVID comes along and we've already been doing all of this and now we're even more frustrated.

One chief who had a responsive mobile crisis available in his area had the ability to take a proactive approach to helping citizens with mental health issues. He described the "HUB" he created to ensure appropriate services follow-up with citizens the police interact with:

> We have a mobile crisis unit from the county, so if we have to have someone respond immediately, the mobile crisis unit will come down and take over while we're there. As a matter of fact, I started a HUB – it doesn't stand for anything, it's just where all the spokes come to a hub. We partnered with [other areas]. If we identify a person or a family in crisis, we put that person into the HUB. That means, there's reps. We have a meeting every Thursday. All county officers are present on Zoom. For instance, we had a guy who said he wanted to hurt himself. I put him into the HUB. We're assured now that somebody from the county will follow up – whether it's family services, victim services or mental health people. Someone will follow up with that individual and we'll see how the progress goes with him. We'll deal with somebody for that moment, for that call. But, generally, we don't follow up like we should. It's a great program and they're really keeping track of people now.

Most chiefs encouraged more services. Several chiefs recommended in-patient facilities, such as one chief who summarized the situation:

> I've been doing this for 28 years and it's just been going downhill since then. People have been put out on the streets or released to their families who don't know how to care for

them or give up on them. It's just sad. We shouldn't be the ones who care for them. They go the hospital, get treated, get cleaned up, get fed, and then kicked out. They're right back on the street.

APPENDIX M – COMPARING NON-MANDATORY TRAINING

Each year after completing basic police academy training, municipal police officers are required to complete 12 hours of mandatory in-service training through the Municipal Police Officers' Education & Training Commission (MPOETC; see https://mpoetc.psp.pa.gov), which sets the certification and training standards for all municipal police officers within the Commonwealth of Pennsylvania. Officers can take more training beyond those 12 required hours per year; this additional training is called non-mandatory training. Chiefs in this study were asked about non-mandatory training among their officers.

Non-mandatory training compared by region

Departments in the West required an average of 11 non-mandatory training hours (median= 0, sd= 18.7, range= 0-100), compared to 11 hours in the central region (median= 0, sd= 18.4, range= 0-80) and 12 hours in the East (median= 0, sd= 17.3, range= 0-80). A higher percentage of departments in the East region (75 percent) provided non-mandatory training in-house, compared to departments in the West (66 percent) or central (67 percent) regions. (See Figure 58.) Half of the departments in the West went through a college or university for non-mandatory training, compared to 40 percent of departments in the central region and 35 percent of departments in the East region. A higher percentage of departments in the central Region (57 percent) used the PSP Academy for non-mandatory training compared to the West (55 percent) and East (49 percent) regions. Finally, the East region had the smallest percentage (41 percent) of departments that used another service provider for non-mandatory training, compared to the West (66 percent) and central (67 percent) regions.

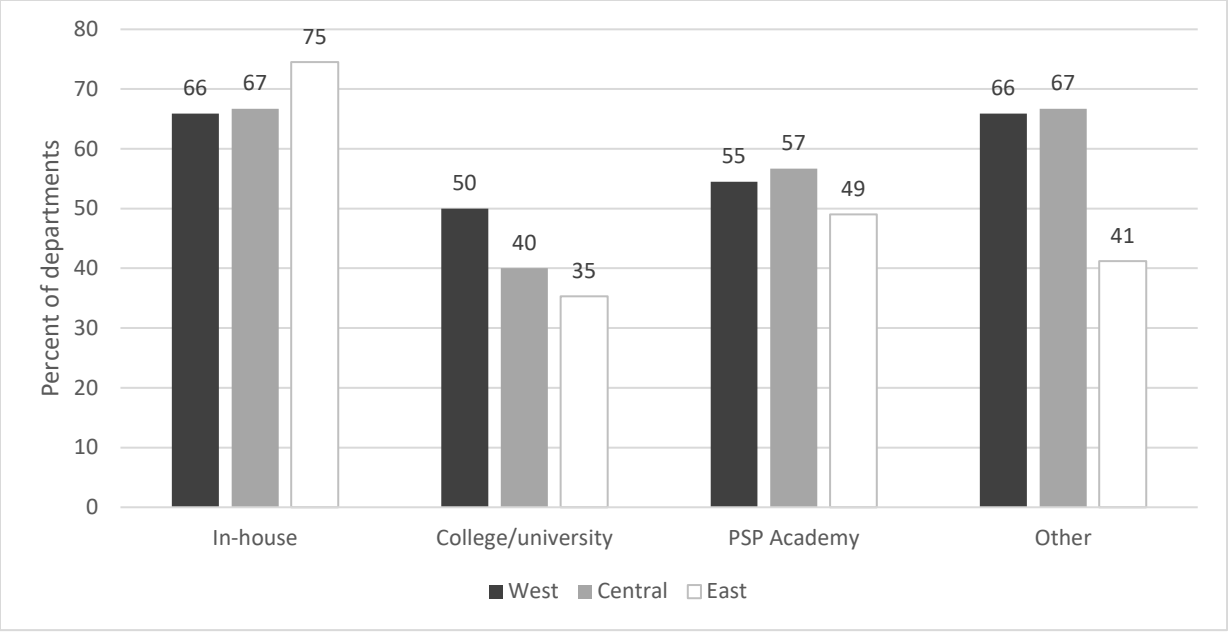

Figure 58. Non-mandatory training provider, compared by region (*n*= 125)

Training in regional police departments

Regional departments required an average of 12 hours of non-mandatory training (median= 0, sd= 17.7, range= 0-60). Compared to municipal police departments, regional departments offered more non-mandatory training in-house and through the PSP Academy, and municipal police departments engaged in more non-mandatory training through colleges or universities and through other providers. (See Figure 59.)

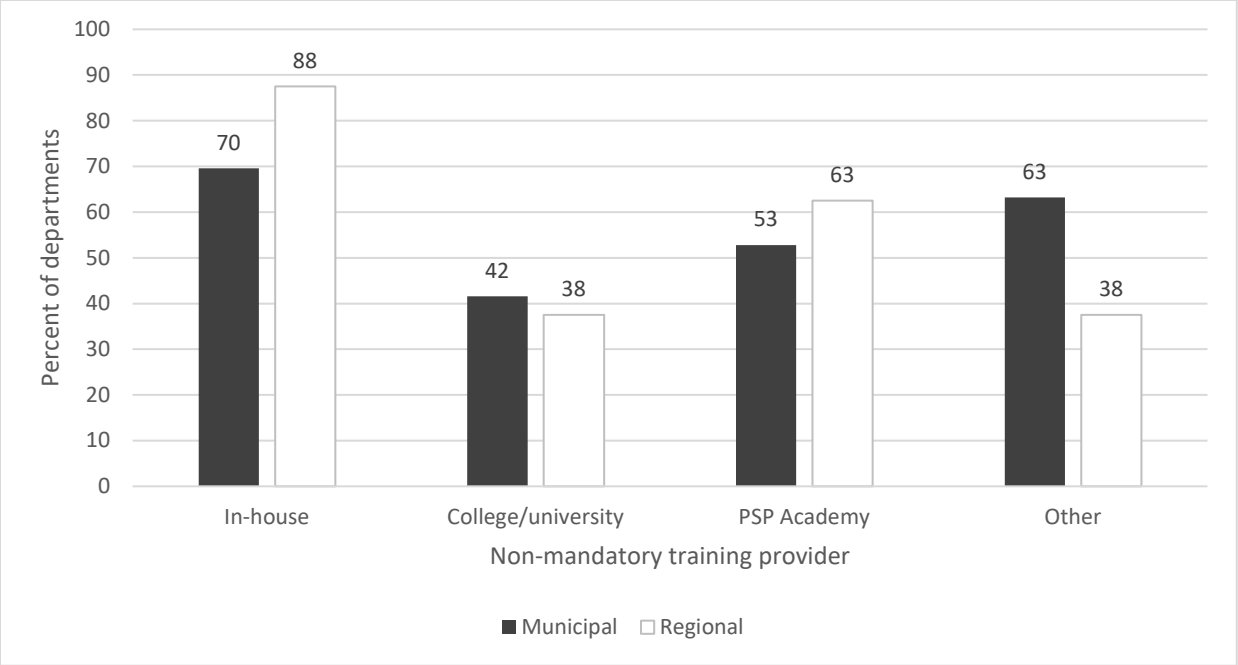

Figure 59. Comparing non-mandatory training providers to municipal and regional police departments (*n*= 20)

Comparing rural and urban police department training

Rural departments required an average of 9 hours of non-mandatory training per year (median= 0, sd= 17.3, range = 0-100), compared to 13 hours required by urban departments (median= 0, sd= 18.6, range= 0-80). This difference approached statistical significance (t= -1.702, df= 278, p= 0.090). Rural departments were less likely than urban departments to provide training in-house (χ^2= 4.675, df= 1, p= 0.031), with 58 percent of rural departments and 77 percent of urban departments providing in-house non-mandatory training. (See Figure 60.) There were slight differences between rural and urban departments in the other non-mandatory training providers. About 44 percent of rural and 40 percent of urban departments attended non-mandatory trainings at colleges and universities. Close to 58 percent of rural departments and 49 percent of urban departments attended non-mandatory trainings at the PSP Academy, and 60 percent of rural and 65 percent of urban departments engaged with other training providers.

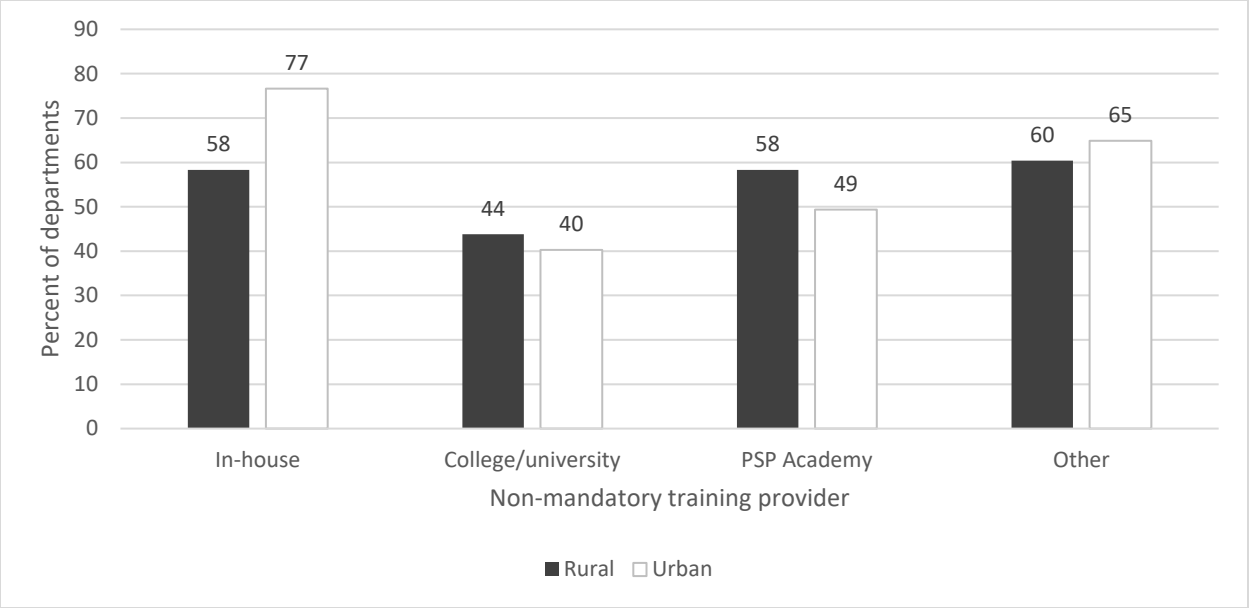

Figure 60. Non-mandatory training providers to rural and urban police departments (*n*= 125)

Follow-up interviews on training

In the follow-up in-depth interviews of 52 chiefs, chiefs were asked four questions related to training:

- What type(s) of *non-mandatory* training do officers in your department engage in?
- Is training covered by department budget or officers' personal expense?
- Are there any issues with scheduling? That is, are there any issues with finding coverage when officers are away at training?

Non-mandatory trainings tend to focus on use of force tactics, including firearms and Tasers; 35 percent of chiefs mentioned these trainings, with one chief reporting that he hires Navy Seals to teach tactics to officers. Seventeen percent of chiefs reported they allowed their officers to attend any training they are interested in, with some chiefs saying it allows officers in their smaller departments to specialize. Seventeen percent of chiefs mentioned training on driving under the influence and 11 percent of chiefs mentioned drug interdiction training, drug

recognition expert (DRE) training or Drug Abuse Resistance Education (DARE) training. Fifteen percent of chiefs sent officers to de-escalation training, and 11 percent of chiefs reported their officers took training on interviewing. Chiefs mentioned other trainings, as well, including active shooter training, computers, field training officer training, evidence training, CPR/first aid training, crime scene investigation, diversity training, basic writing and more. One chief recommended Ernie and Joe, the Crisis Cops, for de-escalation training (see https://www.linkedin.com/in/joe-smarro-6bb39080/).

Twenty percent of chiefs discussed online training. Online training has been beneficial to small departments, as officers can complete the training while on duty. However, chiefs also report the advantages of in-person training, such as networking and learning from officers at other departments. One chief elaborated, "I want to get my officers … where there are a lot of officers taking the same training. They learn that way. We feed off that, we implement new strategies that they're seeing that we don't see up here."

All chiefs said that departments will pay for at least some of the training or, if they are unable to pay for the tuition and travel costs associated with the training, they will pay the officer's salary while he or she is away at training. One chief said that the department would cover training if they could, but there is no money in the budget for training. Many chiefs are advocates for officer training, with one chief describing the low budget of $500 per year for the entire department when he took the job compared to the current training budget of $8,000. Chiefs are creative with finding funding for training. More than one chief will look to the district attorney for assistance with room and board. One chief hosts training courses because there is no cost to the department when the department hosts the training. Because of the low funding for training, though, chiefs tend to look for training that is free (such as through the County Chiefs Association) and local to limit costs.

The budget issues arise with scheduling, as well. One chief described this issue:

> Sometimes, we get free training, but that's not my issue. The issue is backfilling the slots. [Legislators] talked about all kinds of new training with everything that happens over the last year. But, it has to be a funded mandated, not an unfunded mandate. If I cover an 8-hour shift and I don't have any part-time, if I have to use a full-time to cover the shift, that will cost me between $500 and $600 per shift – even if the training is free.

In fact, more than half (54 percent) of chiefs reported that scheduling is an issue when officers attend training. (Of the 46 percent of chiefs who reported no scheduling issues, one was a part-time department, another was a one-person department, several had sufficient manpower generally, and several cited requiring advanced notice to prepare.) Many times, the chiefs have to cover the shifts when they are unable to find other coverage. One chief explained "that even if I had all the money in the world… to send people to training, I still have to fill holes in the schedule. I'm a working chief. I don't mind working the road, [but] it's hard to juggle things." Scheduling can be such an issue that chiefs reported, "Sometimes, I can't always send an officer to a class I want him to go to because I don't have the manpower to fill the slot." Another chief said, "In a borough, you're always one sick day away from disaster…. You're always trying to scrape up manpower to cover shifts, let alone training."

Some chiefs are creative at scheduling, so they do not have to worry about manpower or their overtime budget. One chief has a close personal relationship with the chief in the neighboring town and will ask him to work with his schedule to allow their shared part-time officer to cover the needed shift. One chief relies on PSP coverage when one or more officers have to attend training. Another chief reported:

> … all of our schedule is done remotely. We have an electronic system that tells us the weather, where everybody is at. They officers use their cell phone to put in their schedule. We do all our scheduling in advance. They have the capability to have their schedules accessible to them. We call it livability. My wife would ask me, 'What are you working?' and I'd say I don't know. Now, it makes the planning a lot better.

One chief has a flexible shift officer, who helps avoid scheduling issues:

> I'm pretty blessed. All of my shifts, I have overlapping schedules so it's just a matter of reassigning an officer. If one guy goes, I still have two officers making coverage. There's typically three officers on duty. Obviously, midnight shift is not an issue. I have a flexible shift officer. If midnight shift has to go to training, I pull my flexshift guy.

One chief highly recommended the new scheduling system he implemented after receiving a grant to do so:

> Scheduling in itself from yesteryear was a huge issue and I can see that as a barrier with retention and recruitment. Our schedule was terrible. I worked it, now you got maybe weekends off every five months. Since then, I got a grant through IACP. It eradicated the 40-hour workweek under FELSA. I have a lot of latitude to schedule officers. They work a 10-hour shift, four on, four off. One of these guys goes on training, [and] I have the ability, to say, you owe hours. You have to make the hours up somewhere. Sometimes, you only work 20 hours during a 40-hour workweek. So, I can pull an officer in and say we need coverage. With this new scheduling, I can send an officer to training and it doesn't throw a huge wrench in scheduling. If you sat down – when I first had it presented to me, … I was cross-eyed. What is this? It's a 24-day cycle, 147-hour threshold. But, once I started working with it, I don't see why police departments everywhere are not using the FELSA scheduling. It's mind-boggling. If they actually sat down and worked it out in their head, my #1 issue is taking care of the guys, the boots on the ground…. Morale went through the roof because they're home with their little ones, they have weekends, they have 4-day weeks. It's helped them tremendously with child daycare and everything else that goes along with it…. I only have 6 guys, and I'm doing 24/7 coverage and I don't have any issues…. When it comes to sick times, I rarely have any guys off sick. They're fresh when they come in. Police chiefs have to get away from that 40 hours workweek mind set.

APPENDIX N – COMPARING PRIMARY CRIME CONCERNS

Overall, the most frequently mentioned primary crime concerns of chiefs were (1) illicit drug use; (2) domestic violence; and (3) traffic violations.

Primary crime concerns compared over time

While the top three crime concerns of chiefs (i.e., illicit drug use, domestic violence and traffic violations) remained the same since 2005, a much higher percentage of chiefs cited these crimes as concerns in 2020 than in 2005. (See Figure 61.) In 2005, 53 percent of chiefs reported illicit drugs as a top crime concern; that figure jumped to 75 percent of chiefs in 2020 (χ^2= 31.682, *df*= 1, p< 0.001). (Please note that the difference in percentage of chiefs here could be due to a change in the wording of the question. In 2005, the term "substance abuse" was used, while the term "illicit drug use" was used in 2020. The reader should view this comparison with caution.) In 2005, 53 percent of chiefs cited domestic violence as a top crime concern, compared to 72 percent in 2020 (χ^2= 23.131, *df*= 1, p< 0.001). About the same percentage of chiefs (54 percent in 2005 versus 52 percent in 2020) reported traffic violations as a top crime concern.

A higher percentage of chiefs reported burglary as a top crime issue in 2005 than in 2020, with 19 percent of chiefs claiming burglary was an issue in 2005 compared to 12 percent of chiefs in 2020 (χ^2= 5.124, *df*= 1, p= 0.024). There also was a significant difference over time in the percent of chiefs citing vandalism as a top crime issue. In 2005, 47 percent of chiefs reported vandalism as a top crime concern, compared to 13 percent in 2020 (χ^2= 86.058, *df*= 1, p< 0.001). The percentage of chiefs listing violent crimes as a top crime issue tripled from three percent in 2005 to over nine percent in 2020 (χ^2= 10.987, *df*= 1, p< 0.001). The percentage of chiefs reporting noise violations as a top crime concerned doubled from three percent in 2005 to six percent in 2020 (χ^2= 3.680, *df*= 1, p= 0.055). The percentage of chiefs mentioning liquor law violations as a top crime concern dropped from 17 percent in 2005 to nine percent in 2020 (χ^2= 9.286, *df*= 1, p= 0.002).

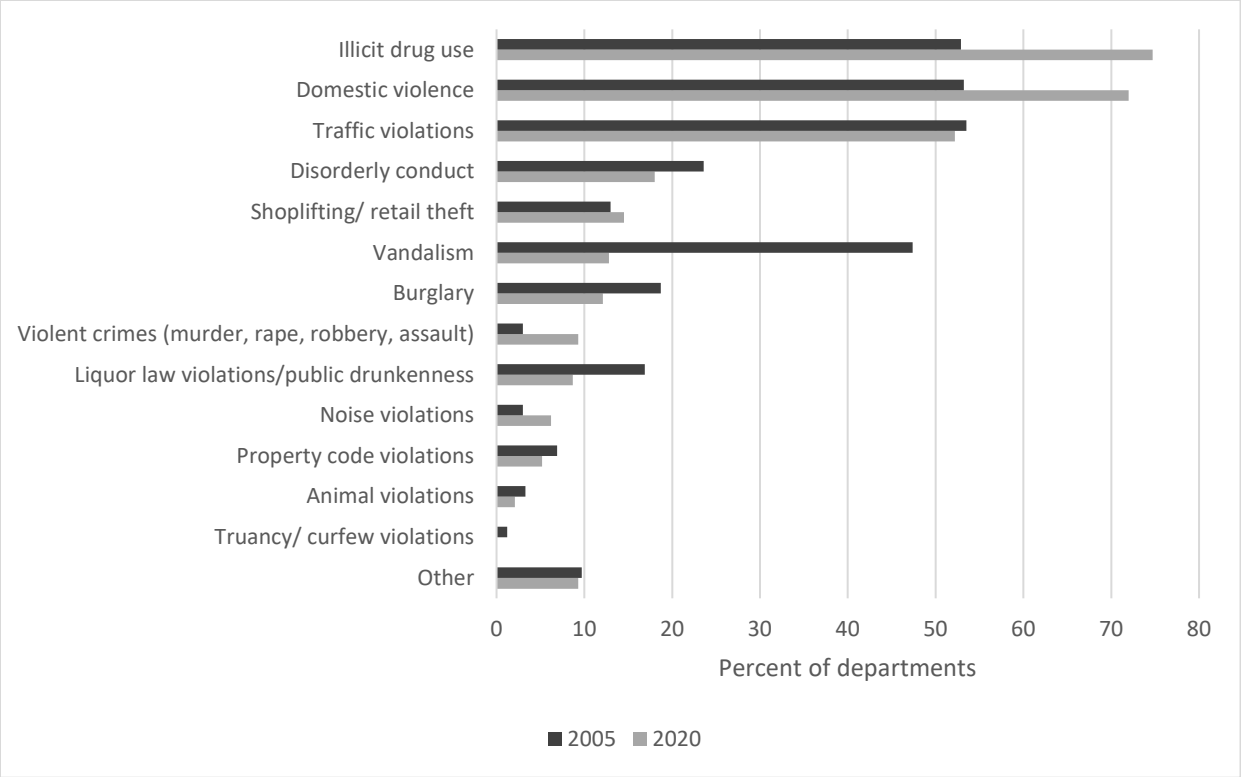

Figure 61. Comparing primary crime concerns over time (n_{2005}= 321; n_{2020}= 289)

Primary crime concerns compared across region

Among the three regions of Pennsylvania, chiefs mostly agreed on the top three crime issues in their community: domestic violence, illicit drug use and traffic violations. (See Figure 62.) There were minor differences among regions in domestic violence and illicit drug use. While the highest percentage (74 percent) of chiefs serving in departments in the central region reported domestic violence one of the top three issues in their community, 71 percent of chiefs in the West and another 71 percent of chiefs in the East reported the same. The highest percentage of chiefs in the West (80 percent) and in the East (72 percent) reported illicit drug use was one of the top three issues, compared to about 72 percent of chiefs in the central region. Significant differences emerged in the importance of traffic violations among regions (χ^2= 6.328, *df*= 2, *p*= 0.042), with about 44 percent of chiefs in the West, 51 percent of chiefs in the central region and

61 percent of chiefs in the East citing traffic violations as one of the top three crime issues. There were minor differences among regions in the remaining crime categories.

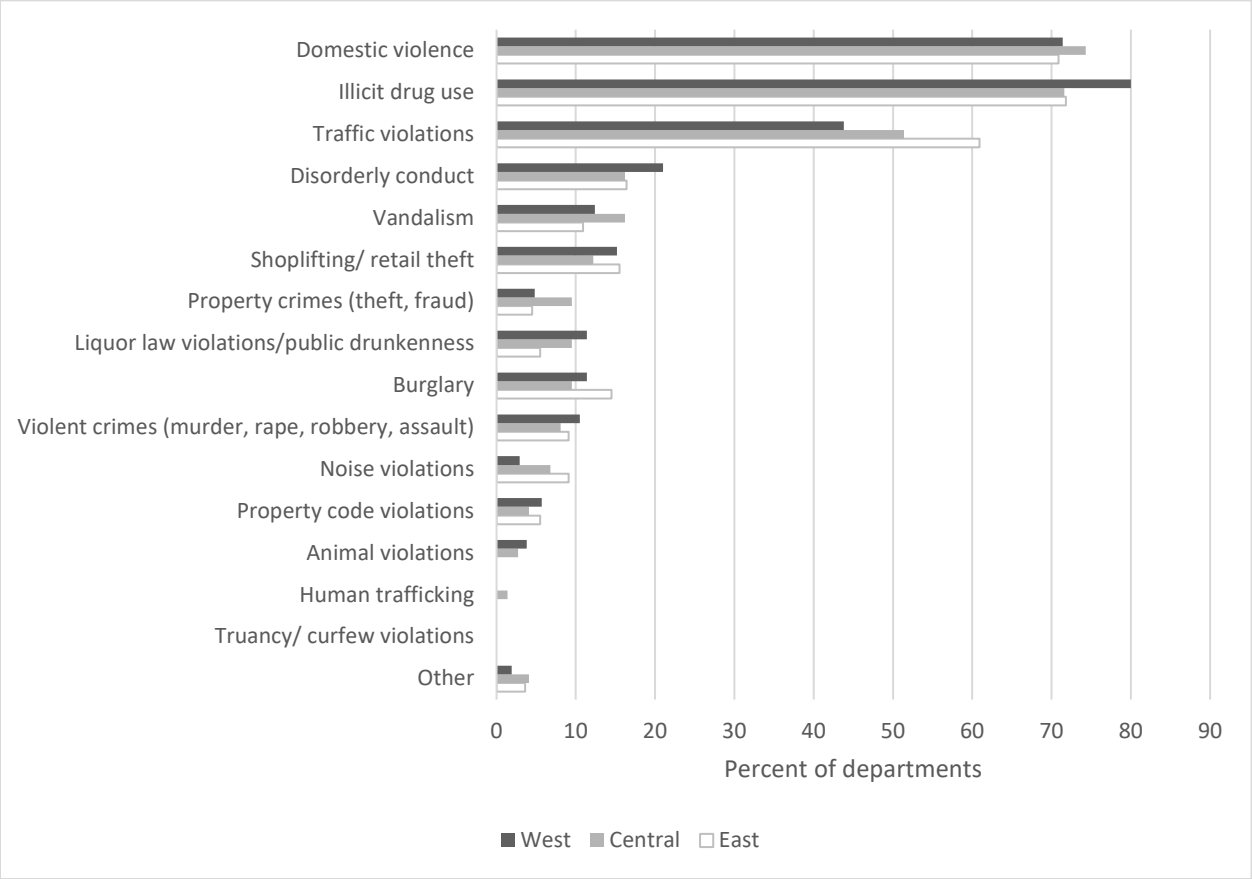

Figure 62. Primary crime concerns compared across region (*n*= 289)

Primary crime concerns of regional police departments

The most commonly cited top three crime issues for regional departments mirrored those of the municipal departments, although there were no significant differences between regional and municipal police departments in any crime concern. (See Figure 63.) The highest percentage (70 percent) of regional police chiefs cited domestic violence as one of their top three concerns, followed by traffic violations (65 percent) and illicit drug use (55 percent). Fewer regional chiefs cited shoplifting (25 percent), burglary (15 percent) and vandalism (15 percent)

as a top concern. Violent crimes, animal violations and truancy or curfew violations were not listed as a top concern by regional police chiefs.

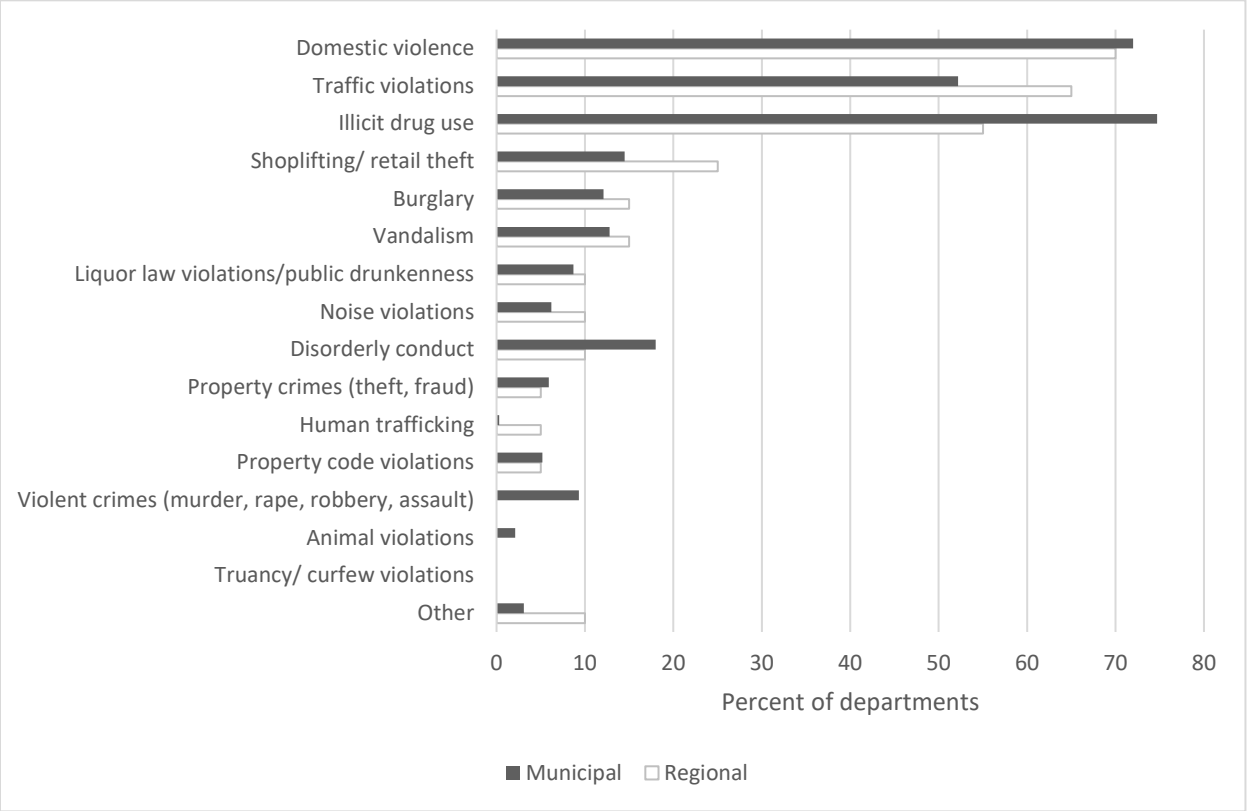

Figure 63. Comparison of municipal and regional police chief primary crime concerns ($n_{municipal}$= 289; $n_{regional}$= 20)

Comparing rural and urban police department personnel

There were no substantive differences between rural and urban departments. (See Figure 64.) The most frequently cited top three concerns were illicit drug use (79 percent of rural and 71 percent of urban chiefs), domestic violence (71 percent of rural and 73 percent of urban chiefs) and traffic violations (48 percent of rural and 56 percent of urban chiefs). A slightly higher percentage of chiefs in rural areas compared to chiefs serving in urban areas listed disorderly conduct (21 percent rural versus 16 percent urban), vandalism (16 percent rural versus 10 percent urban), liquor law violations (10 percent rural versus 8 percent urban) and animal violations (4 percent rural versus 0.6 percent urban) as one of the three top crime issues in their

communities. A slightly lower percentage of chiefs in rural areas compared to chiefs in urban areas mentioned shoplifting (11 percent rural versus 18 percent urban), burglary (10 percent rural versus 14 percent urban), violent crimes (6 percent rural versus 12 percent urban) and noise violations (5 percent rural versus 8 percent urban) as one of the three top crime concerns in their communities. No rural chiefs claimed human trafficking was one of the top three crime issues in their communities compared with about one percent of urban chiefs.

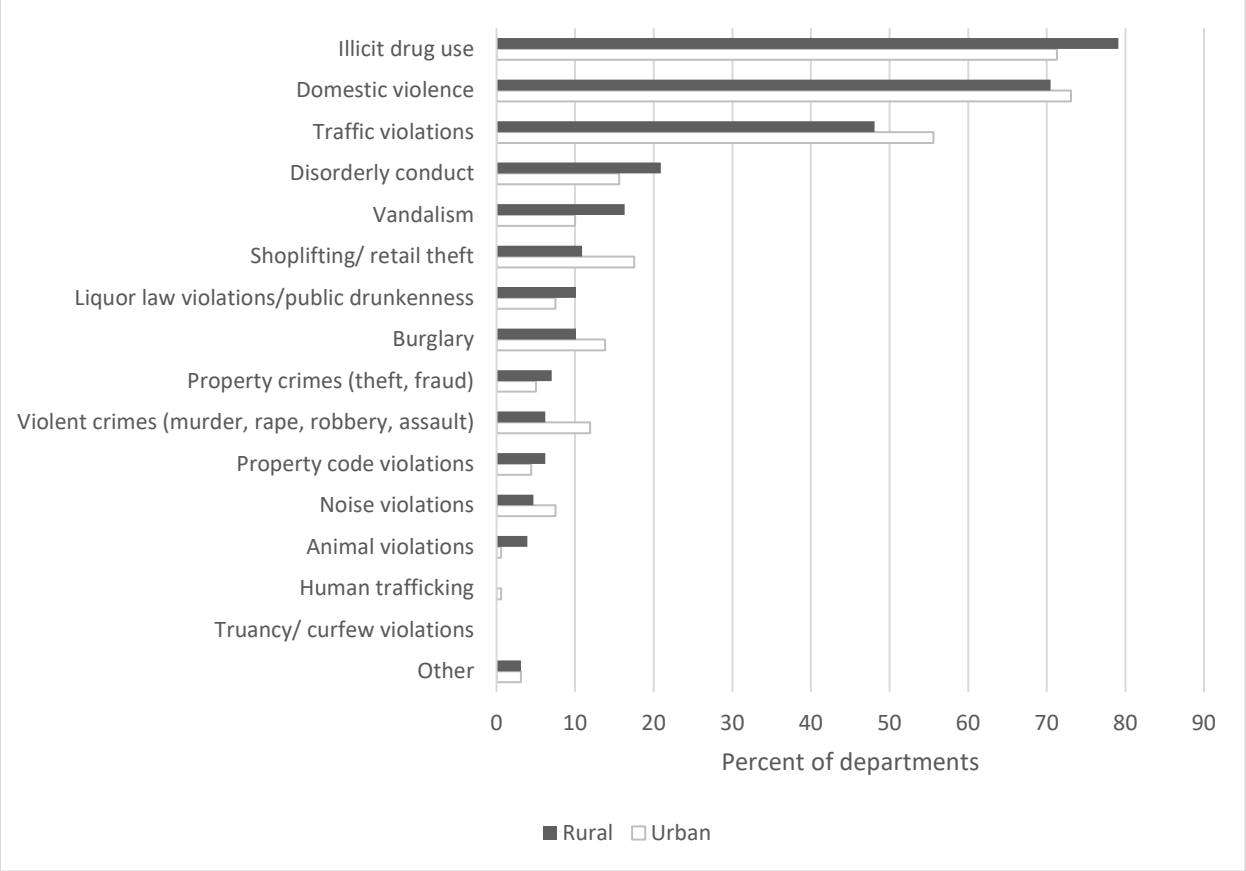

Figure 64. Comparison of rural and urban police chief primary crime concerns (*n*= 289)

Chiefs' observations about illicit drug abuse, as described in follow-up interviews

Given that illicit drug use was the top concern of police chiefs serving smaller municipalities, chiefs were asked several questions about this issue in the follow-up in-depth interviews, including:

- Are opioids a problem in your area?
- Do officers in your department carry naloxone? What are your thoughts on police carrying naloxone?
- Are other drugs a problem in your area?
- Some areas have drug take-back boxes. Do you have drug take-back boxes in your area? Do you think these are effective?
- What policy or training would be helpful to you regarding opioids or other illicit drugs?

First, most chiefs (87 percent) agreed that opioids remained a problem in their jurisdictions. Four chiefs (8 percent) reported they were not a problem, while one chief (2 percent) said opioids are "somewhat" of a problem and two chiefs (4 percent) said the opioid problem was declining. One chief commented on the opioid epidemic:

> I'm a big believer – this is an all hands on deck issue. This is not solely a law enforcement issue, this is not solely a family issue, a counseling issue – let's bring all – arrest is not a solution. We need to do better in this regard. We need to concentrate more resources on this issue.

The survey found that 80 percent of chiefs are in departments requiring officers to carry naloxone. In the follow-up interviews, a higher percentage (89 percent) of chiefs reported requiring officers to carry naloxone, with one additional chief allowing officers to carry it at their own discretion and another chief reporting that they will be carrying it soon. Three chiefs (6 percent) said they do not require carrying naloxone, one chief said "not anymore." Chiefs

overwhelmingly support officers carrying naloxone, with one chief summarizing the sentiment: "It's a shame that … we have to carry it, but it's …better than sitting there and watching someone die in front of you when there's something you can do…. We can administer it and save someone's life." Of the 46 chiefs who said their departments require officers to carry naloxone, over half (52 percent) carry it because it "saves a life." Chiefs said that they can "take action," "every life is worth saving" and they "prioritize saving life." Not only does Narcan save lives, but, as one chief pointed out, it prevents expensive investigations into overdose deaths. One chief elaborated that his department carries to serve the community, who he identified as the people who love the addict:

> …when Narcan first became available, when Department of Health was issuing a blanket script order when anyone could go into a drug store and order it, we hosted the first community training. I was skeptical about it because I viewed it as enabling people. Then, when the training occurred it really changed my mind. Most of the people who attended the training were grandparents. That's when it hit me: that's our community. We're serving – by us adopting Narcan, we're serving that segment of our community. Forget focusing on the addict themselves. As far as I'm concerned, we're serving all those people who love that addict. The other thing is, I've come to think, too, some of the controversial opinions like the addict is going to get high because we're going to come rescue them is a bunch of bunk. They don't think like that. It's an addiction. It's not like you're going to have someone get high or not get high because the police are coming with Narcan.

Another chief agreed:

> I stopped counting at about 50 of people I had to tell that their child or a loved one is deceased, and that's the hardest call for anybody to have to make in this job. It really is. It's not something that you go home and forget about.

Thirty percent of chiefs reported that carrying naloxone is effective, helpful, and generally a good program. Fifteen percent were initially skeptical or had pushback from officers, but they then came to view carrying naloxone as helpful. Nine percent of chiefs wondered why they carry naloxone to save those overdosing on opioids, but not carry epi-pens or insulin to save others. For example, one chief said, "I think drug abuse is a choice. The people with the epi-pens didn't create the problem, but the drug users do and we're giving them Narcan. Why aren't we taking care of the people who need epi-pens?" Nine percent of chiefs were concerned about liability and expressed frustration that saving people from opioid overdoses has become another problem that the police must solve. For example, one chief said, "It's a good program, but it's one more task we're given that we're not trained for," and another said "I'm a police officer, not a doctor. I shouldn't be giving you medicine. Has it been helpful, yes, because there's been a few times where people have been saved. [But, police worry about] liability: you're always concerned about being sued." Another questioned why they're going to the same houses repeatedly, implying that Narcan is not fixing the problem.

Fifteen percent volunteered that they carry naloxone for the protection of first responders. Because this was a common theme among early responses, the remaining 24 chiefs were asked specifically if one reason the department carries naloxone was because they were concerned about accidental opioid overdose by officers. Two-thirds of those chiefs reported that, yes, accidental officer exposure is another reason to carry naloxone. The remaining chiefs said, while it is a concern, it is not the reason they carry naloxone. One chief explained his department does not field test drugs anymore because his sergeant was exposed to fentanyl when packing it into evidence; shortly after, "he was incoherent and having chest pains." The chief took him to the hospital, and he made a full recovery. Another chief conveyed that an officer overdosed after reviving a citizen who had overdosed at a playground:

> When the person was revived, the medics were getting ready to leave. My guy picked up a bag that was next to the overdose victim, the wind blew it right in his face and knocked

him out. Luckily, the medics were there to revive my guy and bring him back. He didn't have Narcan because he used it on the person and didn't have any for himself.

One chief had to use it on himself when his cheek brushed up against someone's jacket that had heroin laced with fentanyl on it. The chief reported feeling dizzy and noticing a rash, so he called an ambulance and gave himself Narcan. One department has a Narcan kit for the dog (K9).

Aside from opioids, 81 percent of chiefs cited methamphetamines ("meth") as a problem in their area. Some (*n*= 11) chiefs explained that meth has changed over time, with people using the "one pot" method to cook meth (i.e., small dose meth can be made in a soda bottle, which is volatile). Twenty-nine percent of chiefs said they have a lot of marijuana in their area, but the responses to the drug differed. Some claimed it was "not a big deal" and they "just confiscate it," while others cautioned against the movement to legalize recreational marijuana. Fourteen percent of chiefs reported that crack and or cocaine was an issue, and 6 percent had concerns about fentanyl in their areas. Other illicit drugs were listed as problems, including designer drugs such as ecstasy, mushrooms, speedballs, spice, and synthetic drugs.

When asked about drug take back boxes, 88 percent of chiefs had them. While 41 percent thought the drug take back boxes were a good idea, chiefs were split on their effectiveness. About 22 percent of chiefs said they were effective at decreasing access to drugs ("You don't want people raiding their family's medicine cabinet for their opioids"; "I think it's a great program for drugs to not be laying in people's houses for kids to get ahold of and people aren't just flushing them down the toilet"), while 20 percent said they were ineffective at curbing the drug problem ("I think the intention is good…. I'm not sure it's getting any drugs off the streets"). Seventeen reported that they are helpful for the environment. Thirteen percent reported the boxes fill up quickly, while 9 percent report that the boxes are unused. Seven percent of chiefs believe they are good for community relations. One chief expressed a concern about the cost, as his department must pay to destroy the drugs. Other chiefs were concerned about citizens ignoring the box rules, depositing entire medicine cabinets, including syringes

("People empty their medicine cabinets and drop it off in the box, including false teeth and eyeglasses").

Twenty chiefs expressed an interest in more training on drug identification and investigation or interdiction, along with how to properly handle various drugs. Two chiefs said that Narcan refresher training would be helpful. One chief recommended counterdrug.org as a helpful resource.

Chiefs had several ideas on how to approach illicit drug use. While 14 percent of chiefs advocated for tougher penalties and four chiefs (11 percent) requested funding for equipment or tasks forces for illicit drug investigations, most frequently chiefs suggested drug addiction is a social service issue outside the realm of law enforcement (28 percent), with one chief encouraging a drug/alcohol social worker position covering all hours of the day. Most chiefs had similar recommendations for policy responses to illicit drug use, such as a warm handoff into treatment after Narcan (17 percent) or otherwise mandated treatment (14 percent) or using jail as a tool to force treatment (14 percent) on people who are addicted to illicit drugs. Two chiefs (6 percent) suggested involuntary commitment into treatment. One chief promoted the Blue Cares collaborative program and another suggested a DARE program for parents. Another chief recommended having Narcan vehicles: "It would be more helpful to have paramedic-trained people driving around in Narcan vehicles who could administer it and get the people into treatment." Indeed, many chiefs promote rehabilitation, with one chief summarizing his approach to encouraging treatment:

> People are being Narcan'd quicker and being brought back. Do they re-overdose again? Yeah, a lot of times they do. But, you keep bringing them back and as I say to them, listen if you tried rehab 50 times and you failed, then you try 51 times. What choice do you have? You have to keep trying. There are several words in my department that are banned – one is junkie. You're not allowed to say that. Because if someone is recovering from heroin and off it for 4 hours, and you call him that word, they say why bother? You

have to encourage them as much as you can into recovery.... These people get sick and they're just like us and they want the same things we want. They don't want to be where they're at. If they could go back to that first use and undo it, they would. They don't choose to use it, their body does. We have to de-stigmatize it and get as many people into treatment as we can. If we make them out to be something dirty or sleazy or they're afraid to say anything or parents who don't want to reach out for help, they're in a struggle with their life and it has to change....

Chiefs' observations about domestic violence, as described in follow-up interviews

Because chiefs reported domestic violence frequently as a top crime concern, the follow-up, in-depth interviews included the following questions about domestic violence:

- How does your department handle domestic violence calls?
- Some believe that the COVID-19 pandemic has exacerbated domestic violence. Have you seen this in your area?
- What do you think policymakers should do about domestic violence?

Of the chiefs participating in the follow-up interviews, 69 percent agreed that domestic violence was a problem in their area. Their approach to handling domestic violence calls seemed to be standard, according to Pennsylvania law: they separate the individuals at the scene of the incident, talk to each party to figure out what happened and arrest if there are injuries. Two chiefs send two officers per department policy. Twelve chiefs connect victims with services, either while on the scene, by passing out literature or asking victim services to connect with the victim the following day. Six chiefs use the Lethality Assessment Program (see https://www.pcadv.org/initiatives/lethality-assessment-program/). Some chiefs expressed concern about officer safety at domestic incidents, and some chiefs expressed frustration with

repeatedly returning to the same house or the victim later trying to drop the charges against the abuser. In this regard, multiple chiefs found the Lethality Assessment Program very useful:

> I'm the only one in the county using the Maryland Lethality Assessment – a straightforward form that we use when responding to an incident. It's mandatory; 13 questions in length. It's basically, has he/she ever tried to choke you, ever tried to hit you… read it word for word and document what the victim's response to that is. If so many questions are answered in the affirmative, it kicks in a response. What we do at that point is we get on the phone with the local crisis hotline and hand the phone over to the victim, give them some space, and they talk to the women's advocate [at] the coalition for women. They try to get them into services. If they don't take services, they follow up and knock on the door. It's good for court proceedings as well should they not remember. "Oh yes, he did try to choke me once." We have a protocol that we use and the Lethality Assessment has turned a lot of victims. Basically, it's blunt, and if it's in the affirmative, you look at them and say, "He's going to kill you. This is telling us that this individual is going to kill you. You need to get your children, yourself out of harm's way." We turned a lot of this "well, he's just had a bad day" and taken that completely out of their mind and they know they need to do something.

The COVID-19 pandemic has affected reports of domestic violence in many areas. Most chiefs (60 percent) reported that domestic violence has increased, while only two chiefs (8 percent) reported that domestic violence incidents have decreased. One chief explained that his area has not had a problem with domestic violence during the pandemic, but the rest of the county has seen an increase as a result of COVID-19:

> Knock on wood, the borough has been good.… It's a nice quiet borough. It's a Mayberry and I'm trying to keep it that way. Domestic violence overall, is a never-ending issue. Right now, I look at the numbers – I still get the numbers from the county what the responses are throughout the entire county. They are up right now with, most likely,

COVID. They are at home; finances are in jeopardy. People haven't done well with that additional stress in their lives. Quick to act out when it's not the answer.

Over one-third (35 percent) of chiefs had no recommendations for domestic violence legislation. Twenty-eight percent of chiefs reported that more social services are needed, including counseling, multi-disciplinary teams and funding social workers to be on staff at police departments. Similarly, 12 percent of chiefs requested additional funding for shelters and additional services, such as emergency housing for pets at humane shelters when victims need to leave immediately. Nine percent of chiefs lauded the legislation that mandated domestic violence offenders must surrender their firearms to the sheriff or police and go through a process to have them returned; however, chiefs also pointed out that seizing firearms from offenders is dangerous to officers. Five percent of chiefs recommended educating the public about domestic violence through public service announcement commercials and through schools. Five percent advocated for adding mental health services to domestic violence services because they observed these two issues often are presented together. Another 5 percent of chiefs said domestic violence should not be a police issue: "At some point, things have to stop being put on police departments. With domestic violence… it's an important job we do, but we're required to do so many things now…"

This chief noted that there are professionals who specialize in this area "who can do some of the things better than we can…. We're stretched so thin." Other recommendations included creating a searchable database of people who have been convicted of domestic violence so future partners can run their own background check, clarify how to handle a situation when police are unable to determine the primary aggressor, lower the burden for assault and broaden the definition of the relationship needed for a Protection from Abuse (PFA) order.

APPENDIX O – COMPARING TOP SOCIOECONOMIC ISSUES OF POLICE CHIEFS

By far, substance abuse was the top concern of most (84 percent) police chiefs surveyed, followed by aging infrastructure (38 percent), lack of youth services (36 percent) and needs of older residents (30 percent).

Comparing top socioeconomic issues over time

The top three socioeconomic issues of chiefs differed in some respects between 2005 and 2020. (See Figure 65.) Please note that "substance abuse" was included as a socioeconomic issue on the 2020 survey, and 84 percent of chiefs listed substance abuse as one of the top three socioeconomic issues facing their communities. This may affect the percentages of chiefs naming other socioeconomic issues. Thus, the reader should interpret these comparisons with caution.

Except for substance abuse (which was included on the 2020 survey but not on the 2005 survey), the top three socioeconomic issues reported by chiefs remained the same over time: aging infrastructure (e.g., sewer/water, highways), lack of youth services and needs of older residents. (See Figure 65.) About one-third of chiefs were concerned about aging infrastructure in both 2005 (35 percent) and 2020 (32 percent). Lack of youth services was a concern of 41 percent of chiefs in 2005, but only 31 percent of chiefs in 2020 (χ^2= 6.827, *df*= 1, *p*= 0.009). Needs of older residents was less of a concern in 2020 than in 2005, with 35 percent of chiefs in 2005 and 25 percent of chiefs in 2020 claiming the needs of older residents was a top socioeconomic concern (χ^2= 7.257, *df*= 1, *p*= 0.007).

A smaller percent of chiefs was concerned about lack of jobs and poor economic conditions in 2005 (31 percent) compared to 2020 (20 percent; χ^2= 9.894, *df*= 1, *p*= 0.002). Limited coordination among municipalities was a concern of 27 percent of chiefs in 2005 compared to 20 percent of chiefs in 2020 (χ^2= 4.174, *df*= 1, *p*= 0.041). Apathy of residents was a

concern of 20 percent of chiefs in 2005, but only half that (9.6 percent) in 2020 (χ^2= 12.587, *df*= 1, *p*< 0.001). Rapid population growth was a concern of 23 percent of chiefs in 2005, but only seven percent of chiefs in 2020 (χ^2= 31.290, *df*= 1, *p*< 0.001). Limited emergency services was a rising concern of police chiefs, with 12 percent of chiefs reporting this as a top socioeconomic issue in 2020 compared to 3 percent of chiefs in 2005 (χ^2= 18.772, *df*= 1, *p*< 0.001). Homelessness also was a concern of more police chiefs in 2020 (2.1 percent) than in 2005, when no chiefs cited homelessness as a top socioeconomic issue (χ^2= 7.138, *df*= 1, *p*= 0.008). Ten percent of chiefs were concerned with sprawl like development in 2005, compared to only 3 percent of chiefs in 2020 (χ^2= 13.987, *df*= 1, *p*< 0.001). Similarly, rapid housing development was a concern of 13 percent of chiefs in 2005, but only 2 percent of chiefs in 2020 (χ^2= 24.316, *df*= 1, *p*< 0.001).

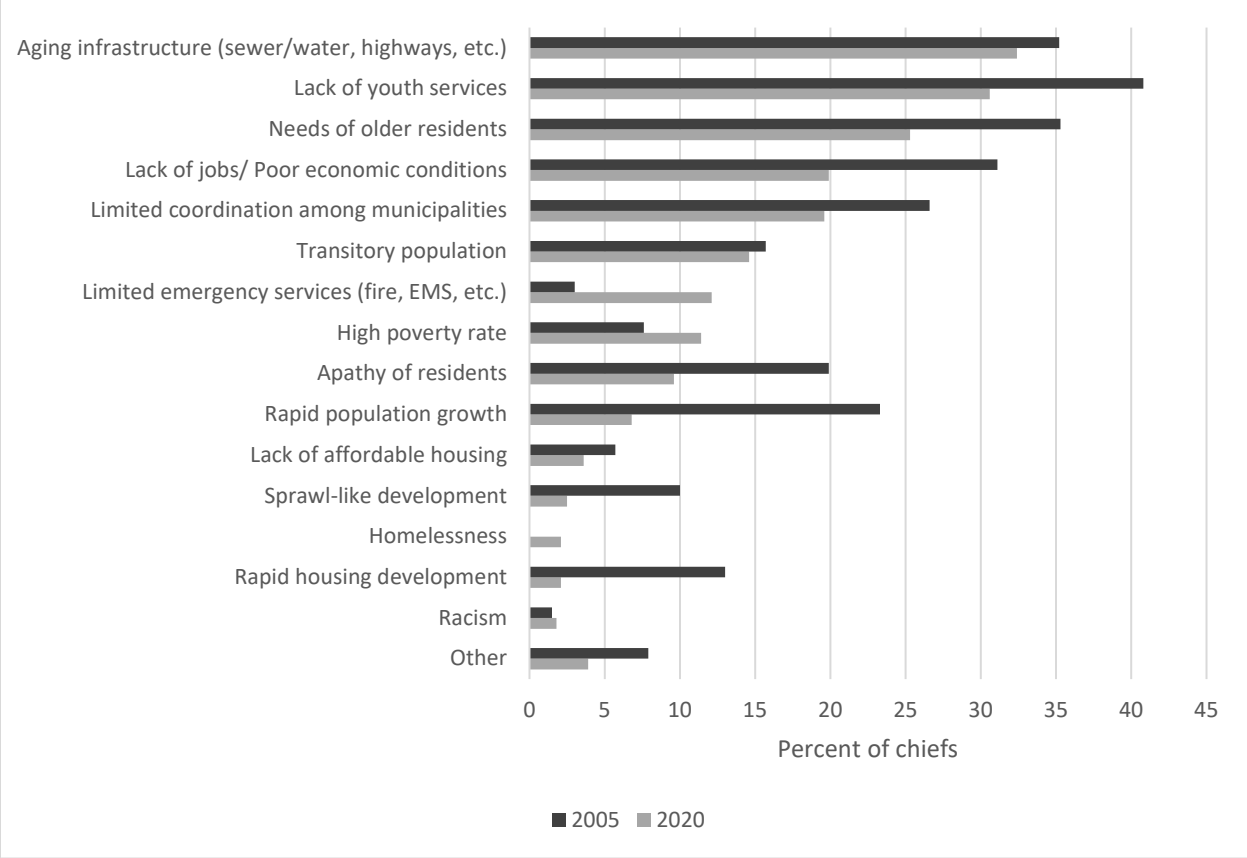

Figure 65. Top socioeconomic concerns of chiefs, compared over time (*n*= 321; *n*= 281)

Comparison by region

The top three socioeconomic issues of chiefs were compared by region. (See Figure 66.) Substance abuse was reported as a top issue by police chiefs in all regions, although a slightly higher percentage (90 percent) of chiefs in the west listed substance abuse as a top reason compared to chiefs in the central (81 percent) or eastern (82 percent) regions. Lack of youth services was significantly different between regions (χ^2= 7.291, *df*= 2, *p*= 0.026). The next most popular responses in the West were aging infrastructure (37 percent), lack of jobs or poor economic conditions (30 percent) and lack of youth services (25 percent). The next three most popular responses in the central region were lack of youth services (43 percent), aging infrastructure (28 percent) and needs of older residents (28 percent). In the east, the next three most popular responses were aging infrastructure (32 percent) and needs of older residents (32 percent) and lack of youth services (28 percent). The only significant regional differences that emerged were in the number of chiefs who cited poor economic conditions in the top three socioeconomic issues in their communities (χ^2= 10.420, *df*= 2, *p*= 0.005) and those who listed "other" as a top socioeconomic issue (Fisher-Freeman-Halton Exact Test= 7.687, *p*= 0.020).

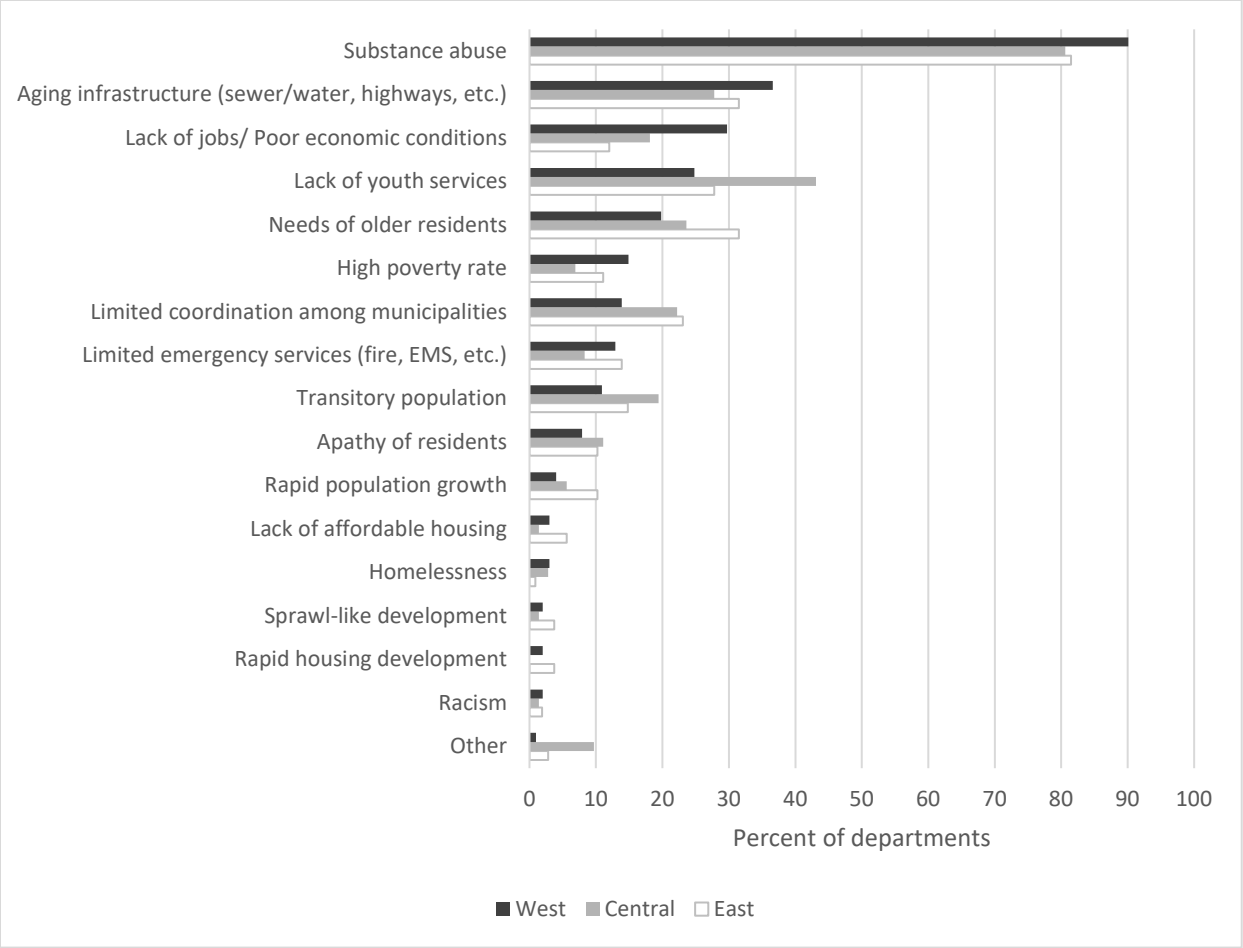

Figure 66. Top socioeconomic concerns of chiefs, by region (*n*= 281)

Top three socioeconomic issues in regional police departments

Similar to municipal departments, the most commonly cited socioeconomic issue among regional police departments was substance abuse (75 percent). (See Figure 67.) Lack of jobs (30 percent), lack of youth services (30 percent), limited coordination among municipalities (25 percent), apathy of residents (25 percent) and needs of older residents (25 percent) were the next most popular socioeconomic issues. There were differences between municipal and regional police departments in apathy of residents (χ^2= 4.665, *df*= 1, *p*= 0.031). No regional police chief listed lack of affordable housing, limited emergency services, homelessness, high

poverty, or racism as a top socioeconomic issue. There were no other statistically significant differences between municipal and regional departments.

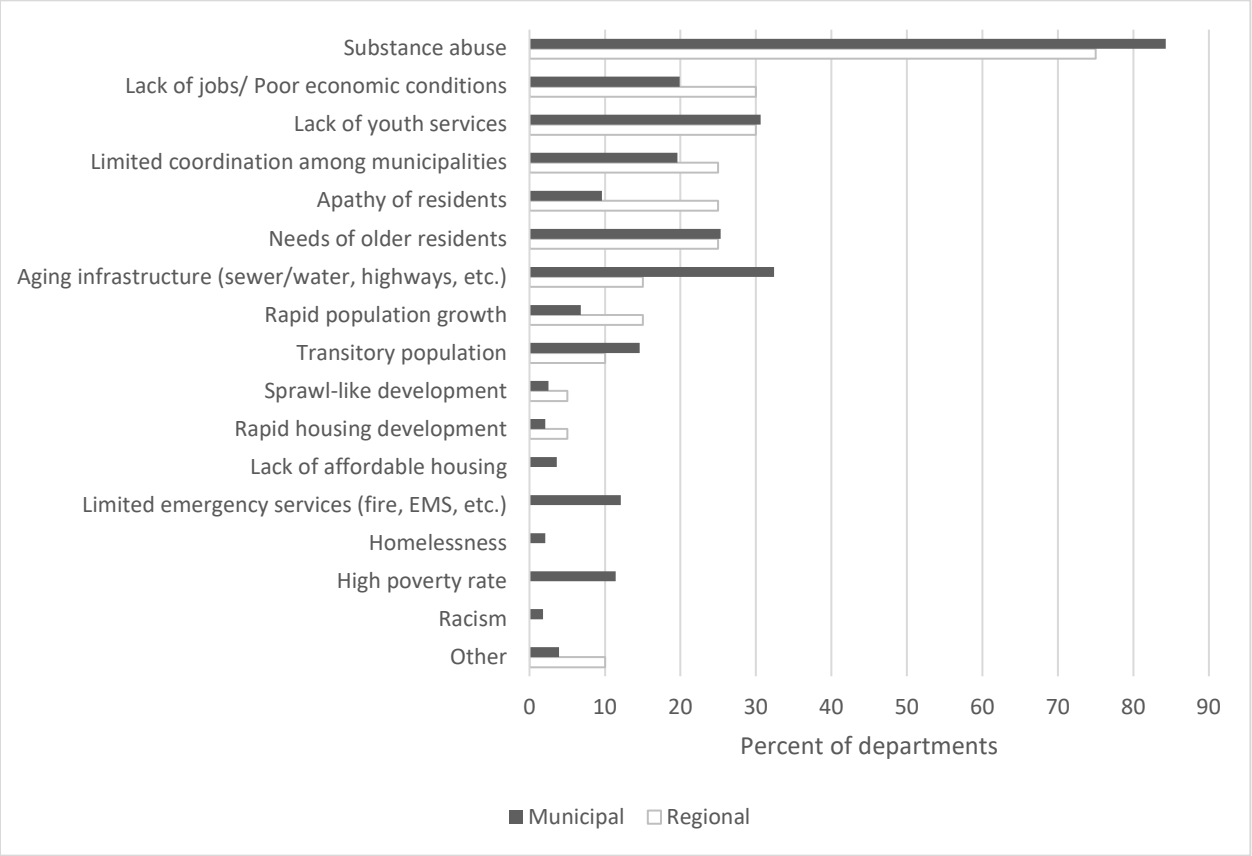

Figure 67. Comparing municipal and regional police department chiefs' top socioeconomic issues ($n_{municipal}$= 281; $n_{regional}$= 20)

Comparing rural and urban police departments

The most commonly cited socioeconomic issue for both rural (86 percent) and urban (83 percent) departments was substance abuse. (See Figure 68.) Rural and urban departments had significant differences with lack of jobs or poor economic conditions as a top socioeconomic issue (χ^2= 22.765, df= 1, p< 0.001). Among rural departments, lack of youth services (35 percent), lack of jobs (33 percent) and an aging infrastructure (29 percent) were the next most popular socioeconomic issues. Among urban departments, an aging infrastructure (36 percent), needs of older residents (28 percent) and lack of youth services (27 percent) were the next most

common responses. There were significant differences between rural and urban police departments in listing a high poverty rate as a top socioeconomic issue (χ^2= 4.554, *df*= 1, *p*= 0.033), with about 16 percent of rural departments and about 8 percent of urban departments listing this as a top issue. There were significant differences between rural and urban police departments listing a transitory population as a top socioeconomic issue (χ^2= 8.116, *df*= 1, *p*= 0.004); this was a top socioeconomic issue for 8 percent of rural departments compared to 20 percent of urban departments. There were significant differences in the percentage of chiefs who listed lack of affordable housing a top socioeconomic issue (χ^2= 5.089, *df*= 1, *p*= 0.024), with less than 1 percent of chiefs in rural departments citing this as a top issue compared with almost 6 percent of chiefs in urban departments listing this as a top issue.

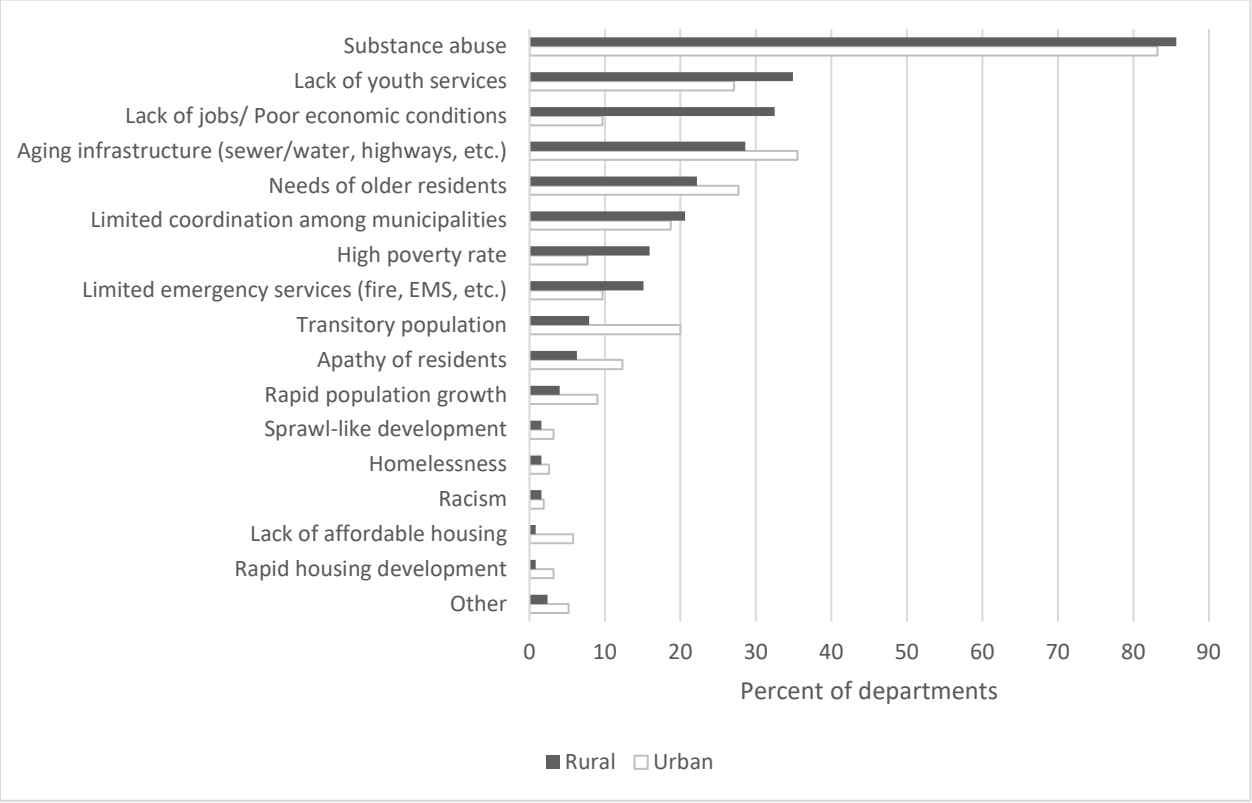

Figure 68. Top socioeconomic issues of rural and urban police chiefs (*n*= 281)

APPENDIX P – COMPARING POLICE ROLE IN SCHOOL SAFETY

About one-quarter (24 percent) of municipal police departments had a dedicated school resource officer, and the majority (68 percent) worked with K-12 schools to plan for crisis response.

Comparing school safety by region

There were minor differences between regions regarding having a dedicated school resource officer and working with K-12 schools to plan for crisis response. (See Table 52.) The western region had the highest percentage of departments for each of these categories, although these differences were not statistically significant.

Table 52. Police role in school safety, by region (*n*= 300-301)

Does your police department:	West	% Yes central	East
Have a dedicated school resource officer?	28	25	18
Work with K-12 schools to plan for crisis response?	68	68	68

Regional departments: School safety

Half of the regional police departments had a dedicated school resource officer, which was significantly higher than municipal police departments (χ^2= 6.934, *df*= 1, *p*= 0.008). (See Table 53.) Similar to municipal police departments, most (80 percent) regional police departments worked with K-12 schools to plan for crisis response.

Table 53. Regional police role in school safety (*n*= 20)

Does your police department:	% Yes	% No
Have a dedicated school resource officer?	50	50
Work with K-12 schools to plan for crisis response?	80	20

Comparing rural and urban departments: school safety

There were no statistically significant differences between rural and urban police departments that had a dedicated school resource officer or worked with K-12 schools to plan for crisis response (see Table 54).

Table 54. Rural and urban police role in school safety (*n*= 300-301)

	% Yes	
Does your police department:	Rural	Urban
Have a dedicated school resource officer?	23	24
Work with K-12 schools to plan for crisis response?	63	73

Police role in school safety, explained in follow-up interviews

Given the focus on school safety, the low percentage of police departments that had a dedicated school resource officer or that worked with K-12 schools to plan for crisis response may be surprising. Thus, school safety was explored further in the follow-up in-depth interviews. First, chiefs were asked, "Does your department have an agreement in place with the schools in your area to provide security?" One quarter of chiefs did not have a school in their jurisdiction. Another 12 percent reported that the school in their area had its own police or security or was otherwise covered by another police department. Of the chiefs participating in the follow-up in-depth interviews, 32 chiefs had a school in their area: 26 had formal agreements to either provide security or to assist the schools. As one officer phrased the assistance agreement, "When push comes to shove, we'll be there to help." Another chief described the agreement:

> We do, as a matter of fact. It was something I developed in 2018 when I got here. There was none, there were no regular drills, there were no shooter drills. We have integrated with the school district where we do shooter drills, safety drills, my officers are in the buildings, they have lunch with the kids. We have integrated ourselves into the school environment.

When asked how incidents are handled at the school, chiefs typically responded that it depended on the call: “We find drugs or a weapon, you’re getting charged. It is what it is. If you’re being disorderly, schools have a little more options than we do. It depends what the call is.” Another chief described the procedure for incidents occurring inside the school:

> We can’t enforce policy inside the school. We go … like any call. We ask for the facts and go from there. If there’s an assault, we’ll take them out [and] 99 percent of the time, they ask us to remove the kid and take him. Removing him from that environment is safer for the teachers and students in the school. We assess and make the call when we get there just like any call. We don’t enforce the policy like if a kid won’t tuck his shirt in. But, if the kid doesn’t listen to the teacher to get out of his seat and it’s trespass, we’ll go and say, “if we do this, we’ll have to put him in handcuffs and take him out and there might be blowback. Do you want that?”

Four chiefs had formal agreements with schools, but the schools also had their own police or private security. One chief described the relationship:

> We’ve responded to calls there. The DA has given them the ability to handle minor issues, and anything major should be handed over to us. When you’re dealing with private police, you run the gamut of what is considered minor issue. School districts are corporations in my mind- they have a bottom line and a public image. It takes away from government oversight.

When asked how incidents are handled, another chief elaborated:

> …we have an MOU [Memorandum of Understanding] to go up and handle stuff when we need to go. We just finished training with them for active shooter drills. They hired security. I don’t even go up for tobacco. They handle that up there. If the security has a problem, they’ll call us. If we go up there, it’s like we’re on the street. You get arrested. We’ve arrested teachers.

Two chiefs had a close working relationship with the school without a formal agreement, including an open invitation to "drop in" to visit school events, such as basketball and wrestling events (although not during the pandemic). Several chiefs talked about the importance of officers stopping by the school to visit so that the students could become comfortable and familiar with the police, thus building police-public relations. Police chiefs also suggested their presence in school was another source of intelligence: "It was important for us to know what's going on with all of the kids in the school district, but definitely our at-risk kids. We have an ear to the ground and find out what our folks are doing." Some chiefs mentioned having access to the school video surveillance so they can view the footage from their police department offices in real time.

The survey indicated that less than one-quarter of police departments had a dedicated school resource officer (SRO). Again, 25 percent of the chiefs participating in the follow-up in-depth interviews did not have a school in their area. Of the remaining 75 percent, 29 percent said their schools did not have an SRO. One chief explained that his department still has a strong relationship with the school, despite the absence of an SRO:

> They always keep us informed and we keep them informed. Even after school hours, we'll call the principal and let them know if something happened over the weekend. Every day, during the course of the patrol, they [officers] have to do a park and walk through the school. The officer walks the halls, talks to the kids, interacts with the staff as much as possible and then he leaves. He's there for maybe an hour, walking around and saying "hi" to people. That's the extent of having an officer in the school. The community didn't embrace the SRO thing. I was amazed. I thought I was doing a good thing.

Twenty-eight percent reported that the school had its own SRO or another jurisdiction provided the SRO to the school. Only 20 percent of chiefs reported having a dedicated SRO from their jurisdiction. Chiefs had a favorable view of the SRO position ("[The SRO] had a very positive impact. They're [students are] used to seeing a police officer in the school and more

likely to approach a police officer by seeing one every day in the school setting"), although it can be expensive ("My borough gave a full-time officer as an SRO. So, I have a full-time officer who works out of the school district. That's a $100,000 commitment with salary and car"). One chief summarized the benefits of the SRO program:

> He [the SRO] has an enormous impact building relationships. We have a great relationship with the school district. We have a large park that borders the school, we partnered with them where we paid half and they paid half [for] a skate park for the kids. They reimburse us for what it costs us for his rotation with the part-time officers. They pay up in the neighborhood of about $60,000 per year (if they completely reimbursed us it would be close to $100,000). It quells a lot of problems before they get to us. If you have a fight at 7am in the school and drugs fall out, you could have two of your daylight guys tied up all day. You've taken guys at a busy time. Having an SRO – it's just not him being at the school walking around forming bonds and relationships, but there's a ripple effect on the patrol side. We get to the point, we have guys off because of COVID, the SRO is back on rotation because school is closed. The agreement is flexible. We can pull him out of the school to come right back if we need someone to serve a warrant or other help.

Of the chiefs who did have schools in their areas, all but three engaged in active shooter drills with their schools. Chiefs viewed active shooter drills as important training to familiarize officers with the layout of the school and as giving "…teachers great insight about what could happen if there was an active shooter." One chief described the multi-agency planning:

> Annually, we usually get together amongst ourselves and one of the departments hosts the training and we do a bunch of different types of scenarios within the schools. So, all of the surrounding officers who would respond in an emergency would know a general layout of the school and they know all the officers around them. Thankfully, we haven't

had to use much of that, but that is something that is constantly changing and developing and being refined.

Twenty-five chiefs offered recommendations for school safety. Nine chiefs (36 percent) advocated for SRO funding and training, while eight (32 percent) suggested SWAT, active shooter and other tactical training. Two chiefs (8 percent) recommended autism training or other mental health training, and two chiefs (8 percent) suggested investing in target hardening schools instead of passing more legislation. One chief would like the ability to dial into the school security system to access surveillance. One chief would like to see teachers and administrators trained on the police role. One chief suggested that legislators develop policy to mandate police inside schools.

APPENDIX Q – COMPARING CHIEFS' PERCEPTIONS OF HUMAN TRAFFICKING

Most (81 percent) chiefs said that human trafficking was a problem in Pennsylvania, but not in their area.

Comparison by region

No significant differences emerged among regions in chiefs' perceptions of human trafficking. (See Figure 69.) The west had the highest percentage (5 percent) of chiefs who said that human trafficking does not happen in the U.S. (compared to 1 percent in the central region and 2 percent in the east) and the lowest percentage (11 percent) of chiefs who reported that human trafficking is a problem in their area (compared to 14 percent in the central region and 11 percent in the east). The west also had the highest percentage (83 percent) of chiefs who believed human trafficking was a problem in Pennsylvania but not in their area (compared to 78 percent of chiefs in the central region and 82 percent of chiefs in the east).

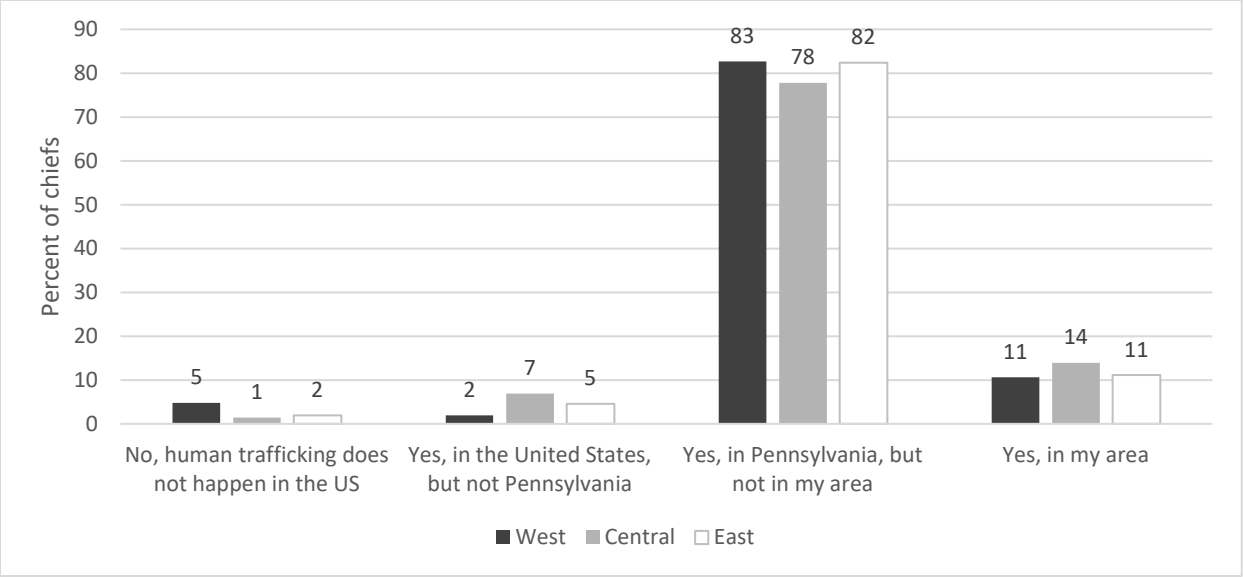

Figure 69. Chiefs' perception of the extent of the human trafficking problem, by region (*n*= 284)

Regional police perception of human trafficking problem

Reports about human trafficking as a problem differed slightly between municipal and regional police departments (Fisher-Freeman-Halton Exact Test= 5.758, *p*= 0.081). (See Figure 70.) Notably, of the 19 regional police chiefs who responded to this question, 32 percent reported that human trafficking was a problem in their area, compared with 12 percent of municipal chiefs. About 81 percent of municipal chiefs said that human trafficking was a problem in Pennsylvania, but not in their area, compared to about 63 percent of regional chiefs. Few municipal and regional chiefs responded that human trafficking was a problem in the U.S. but not in Pennsylvania and that human trafficking was not a problem in the U.S.

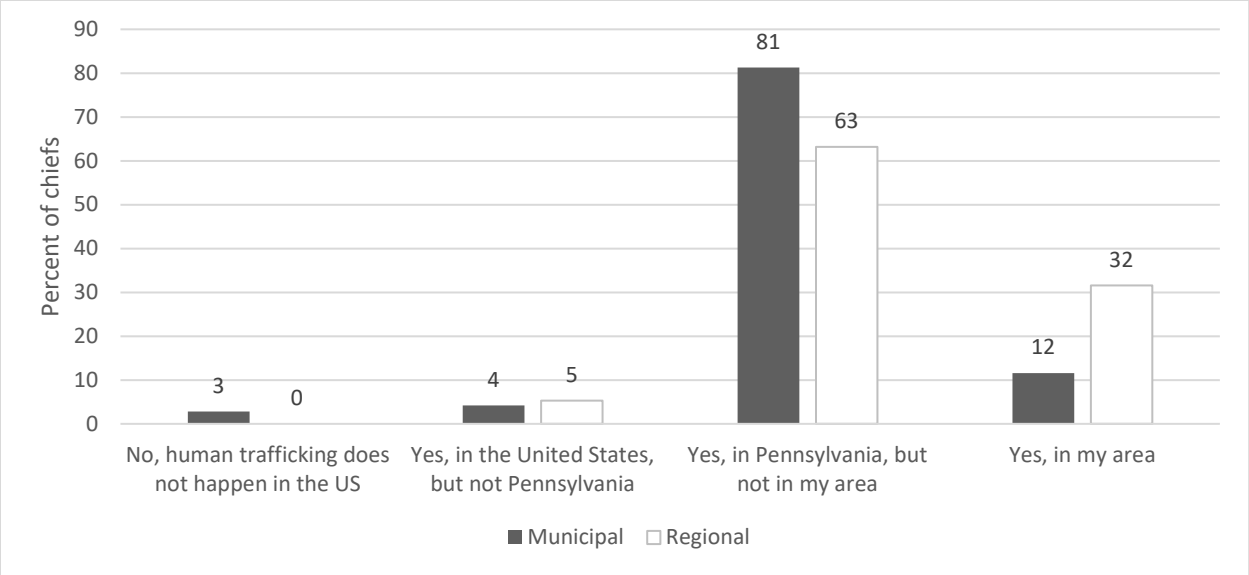

Figure 70. Chiefs' perception of the extent of the human trafficking problem, comparing municipal and regional departments ($n_{municipal}$= 284; $n_{regional}$= 20)

Comparing rural and urban police department personnel

A slightly higher percentage (4 percent) of rural chiefs compared to urban chiefs (2 percent) claimed that human trafficking does not happen in the U.S., while about 3 percent of rural chiefs and about 5 percent of urban chiefs said that human trafficking happens in the U.S. but not Pennsylvania. (See Figure 71.) About the same percentage of both rural and urban chiefs reported that human trafficking was a problem in Pennsylvania but not in their area (82 percent of rural chiefs compared with 81 percent of urban chiefs) and that human trafficking was a problem in their area (11 percent of rural chiefs and 12 percent of urban chiefs).

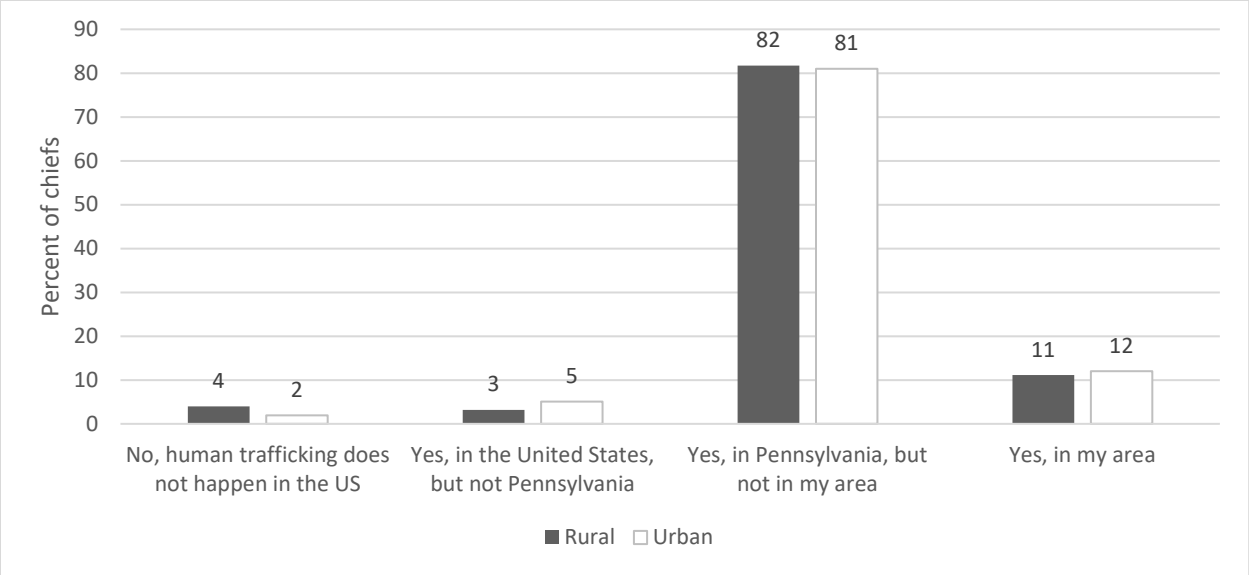

Figure 27. Chiefs' perception of the extent of the human trafficking problem, comparing rural and urban (*n*= 284)

Explaining perceptions of human trafficking in follow-up interviews

In follow-up interviews, chiefs were asked how to interpret the finding from the human trafficking survey question. Specifically, chiefs were asked, "About 80 percent of police chiefs serving smaller municipalities said that human trafficking happens in Pennsylvania, but not in their area. I'm unsure how to interpret that finding. What are your thoughts?" Of the 50 chiefs responding to this question, most (78 percent) agreed human trafficking happens in Pennsylvania. Three chiefs (6 percent) said human trafficking does not happen in rural areas, but was a problem occurring in large cities. One chief said human traffickers likely pass through his area: "I think human traffickers and drug traffickers - I think they come through here but they don't stop here. They go to bigger places with truck stops or bigger metropolitan areas."

To explain why chiefs responding to the survey believe that human trafficking happens in Pennsylvania but not in their area, 43 percent of chiefs interviewed said that they likely do not see it in their jurisdiction and 11 percent of chiefs interviewed suggested they do not receive calls

or reports of human trafficking, so human trafficking is not a focus on the chiefs. One chief rationalized:

> I haven't seen it when I worked in a large department and I haven't seen it working in a small department. I'm sure it's out there [but] maybe it's not out there as much as we think.... I don't think officers see it or deal with it much at all, and maybe because it's underground. Based on what you're saying, it's something that everybody thinks is out there but has never seen. Like bigfoot.

Another chief echoed this sentiment:

> It's kind of like domestic violence: we see the tip of the iceberg. We don't see the true extent of how much it occurred. We're only see the end project of the ones that got out of hand. We're not seeing the psychological damage done on a day-to-day basis. It's pretty similar to what that is.

Another chief emphasized the vigilance of his department in investigating human trafficking because of a previous, multi-state, multi-jurisdiction human trafficking case:

> We had what the traffickers call a "stable" in our community. This is a bedroom community, has a very diverse SES population. It's the epitome of the melting pot. We had a stable here. They were running girls through it. We wound up working that case. It's not just happening in big cities. In talking to the girls, ... they brought them here because it was a small place so they could avoid detection. We're always on the look for it here.... When we go on calls, we do a data search and find out why people are here.

Many (20 percent) chiefs associated human trafficking with hotels, motels and truck stops, which often are absent from small, rural areas. One chief explained, "If you have a hotel or a motel in your community, you have a higher than average likelihood that you've had human trafficking take place. We have a hotel where we've had human trafficking take place." Another chief gave an example of combating human trafficking in hotels, which ended up displacing the problem to nearby communities:

> …we had a [county] task force that was working human trafficking and we had a consensual order for wire taps along the corridor and some of those municipalities have a lot of hotels. So, when they enacted a hoteliers' ordinance it required hoteliers to get photo ID [identification]. The bar was higher to get a hotel room than to vote or get on an airplane. When they did that, they pushed it out into the areas outside of that and that's when we had the problem come into our hotels.

Eighteen percent of chiefs interviewed suggested that the definition of human trafficking needs clarity or, as one chief said, "Nobody knows what human trafficking is," and 16 percent of chiefs understood that human trafficking is another term for prostitution, which they said is not an issue in smaller, rural communities. One chief summarized: "It depends on what you consider the definition. I consider any form of prostitution human trafficking because the majority of those folks whether male or female didn't wake up this morning and decide that's what they wanted to make their career, and you can get into all levels of exploitation."

A common recommendation was training on human trafficking so police know what to look for to identify signs of human trafficking (as well as missing and exploited children). One chief recommended a training conducted by Sandy Sparks from ERASE child trafficking (see www.erasechildtrafficking.org). Along with training, chiefs requested resources to investigate human trafficking, such as joint task forces to give intelligence (beyond what is offered in the PSP intelligence bulletins), software to catch human traffickers, state assistance for undercover work because everyone in the community knows the local police officers and special prosecutors. Along this line, one chief emphasized the need for outside assistance: "…the resources need to be there. It's not something a patrol officer can go out and do. Everybody says it's a priority, but do we? I question it because I see it under my nose." Another chief concurred:

> I'm not sending my local officers into the nail salons and we have 3-4 in town. When we had the prostitution ring, I had to bring in people from another county because they all had to be undercover because they knew who we were. It needs to come from the state.

> The state really needs to fund that. I think there's a lot more out there than people realize. It's done in a lot of different things than just your prostitution. It's girls that are working at nail salons and they're putting them up with 8 people in the bedroom until they pay them back and then they try to bring the rest of the family over and now they owe them even more. That's human trafficking whether they realize it or not.

The chief describing the impact of the hoteliers' ordinance above recommended mandating hotels require photo identification. One chief conveyed how he used community policing efforts to address human trafficking in his area:

> Nobody can say with assurances that it's not happening in their town. I had a massage parlor that opened up and they massaged feet, but they had two rooms in the back for full massages. I walk every day and stopped in every day to check in on them. They lasted about a year. I think it's incredibly tough for a local police department to make an arrest on that because if you get close they move them. I can't think of anything worse than being in that type of involuntary servitude.

APPENDIX R – IMPACT OF COVID-19 PANDEMIC ON SMALL AND RURAL POLICE

The novel coronavirus, COVID-19, became a worldwide pandemic in the year 2020. Police officers, as first responders to emergencies, were impacted by the pandemic. Smaller police departments with fewer officers can be disproportionately affected by the pandemic. For example, in August 2020, at least three officers tested positive for COVID-19 and others were in quarantine, forcing the Elizabeth Borough Police Department (near Pittsburgh) to close for a few weeks while other local police departments handled their calls (Cipriani, 2020). Because of its impact on police departments serving smaller communities, a set of questions asking about the COVID-19 pandemic was included, and 282 chiefs responded. The first question asked, "Has

the pandemic affected your agency (for example, calls for service, methods of policing)?" Most (88 percent) chiefs responded yes, while 35 chiefs said no. The rest of this section will be based on the responses of the 247 chiefs who said the pandemic has affected their agencies.

Please note that this section reports survey results from police departments at one point in time, and may not reflect small and rural police departments throughout the pandemic.

On average, two officers for every 10 departments (mean= 0.2, median= 0, sd= 0.7, range= 0-8) tested positive for COVID-19 at the time of survey completion. Most (89 percent) did not have any officers test positive, while over 10 percent (*n*= 31) of departments had at least one officer test positive. Almost 9 percent of departments had one officer test positive and 1 percent (*n*= 3) had two officers test positive. Two departments had three officers test positive, one department had six officers test positive and one department had eight officers test positive. It should be noted that during the follow-up interviews after the online survey closed, several additional chiefs mentioned they had officers test positive and other officers who were in contact with them also had to quarantine, posing scheduling challenges.

Over one-third (34 percent) of the chiefs reported that they were unable to test their officers for COVID-19 antibodies. Of the 181 chiefs who were able to test their officers for COVID-19 antibodies, over half (52 percent) did not test any officers. One-fifth (20 percent) tested one officer, while almost 6 percent tested over 10 officers, with one chief reporting testing 23 officers.

Chiefs were asked about the agency's plan for officers who tested positive for COVID-19. (See Figure 72.) While about 3 percent had no plan in place, most (36 percent) reported the officer may return to work on a doctor's recommendation. One-third (33 percent) reported that the officer must be quarantined at home, and another 20 percent said the officer may return to work after 14 days. Twenty-two chiefs (8 percent) reported that they had another plan not listed in the response options given. The alternative plans included:

- Six chiefs required a negative test, two chiefs required a negative test after a 14-day quarantine, one chief required two negative tests before returning to work and another required a negative test along with a doctor's recommendation.
- Four chiefs said they followed the guidelines of the county health department and the CDC, with a fifth reporting the department followed regional medical protocol to return to work after seven days symptom free.
- Two chiefs reported that officers were quarantined at a location that has offered rooms, one of which was the local Courtyard Marriott; one chief said that officers would be quarantined away from family if requested or needed, and PPE would be provided for officer and family home use.
- Two chiefs reported that officers were allowed to return to work 72 hours after symptoms disappeared, with one requiring the returning officers to wear masks.
- Two chiefs reported their plan was a combination of quarantine for 14 days and then a return to work with a doctor recommendation or approval from the County Health Department.
- May return to work with a "doctor's recommendation and when I feel confident that my crew will be safe."
- Any officers in contact with the affected officer had to quarantine and be tested before returning to work, along with complete sanitation of the patrol car and station.d
- Used 12 hour shifts to minimize officer to officer interaction.

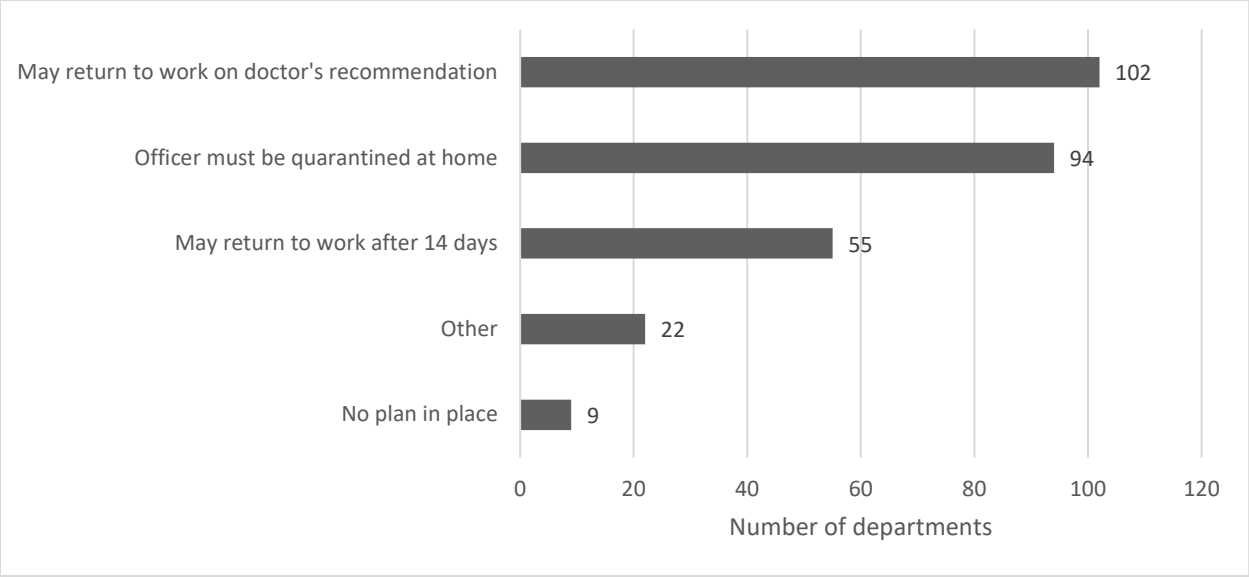

Figure 28. Agency plan for officers who test positive for COVID-19 (*n*= 282)

Most (67 percent) chiefs said that the pandemic did not change their interactions with neighboring policing agencies, while 3 percent reported that their agencies made more requests for help from neighboring jurisdictions and 30 percent had fewer requests for help from neighboring jurisdictions. (See Figure 73.) Nine percent reported neighboring jurisdictions made more requests for help, while 12 percent reported that neighboring jurisdictions made fewer requests for help.

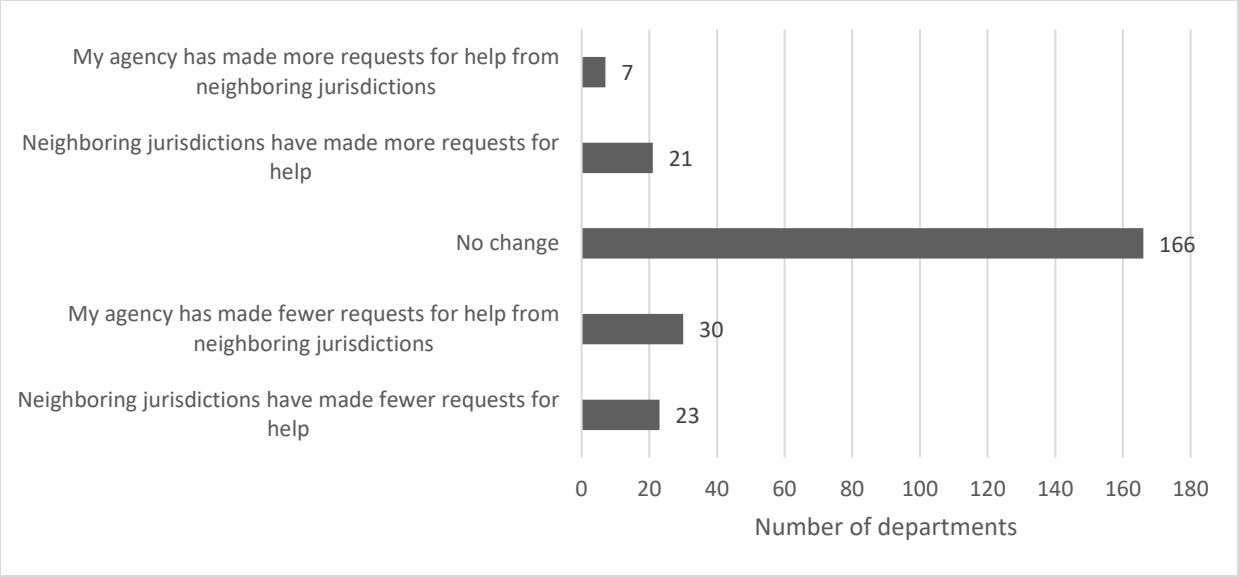

Figure 29. Change in interagency interaction due to COVID-19 (*n*= 282)

Most departments reported that both calls for services (*n*= 95) and crimes (*n*= 120) decreased during the pandemic, although some departments saw both calls for service (*n*= 26) and reported crimes (*n*= 21) increase. (See Figure 74.) Many departments said the change in calls for service (*n*= 78) and reported crimes (*n*= 86) depended on the offense, and some departments saw no change in calls for service (*n*= 23) or reported crimes (*n*= 44).

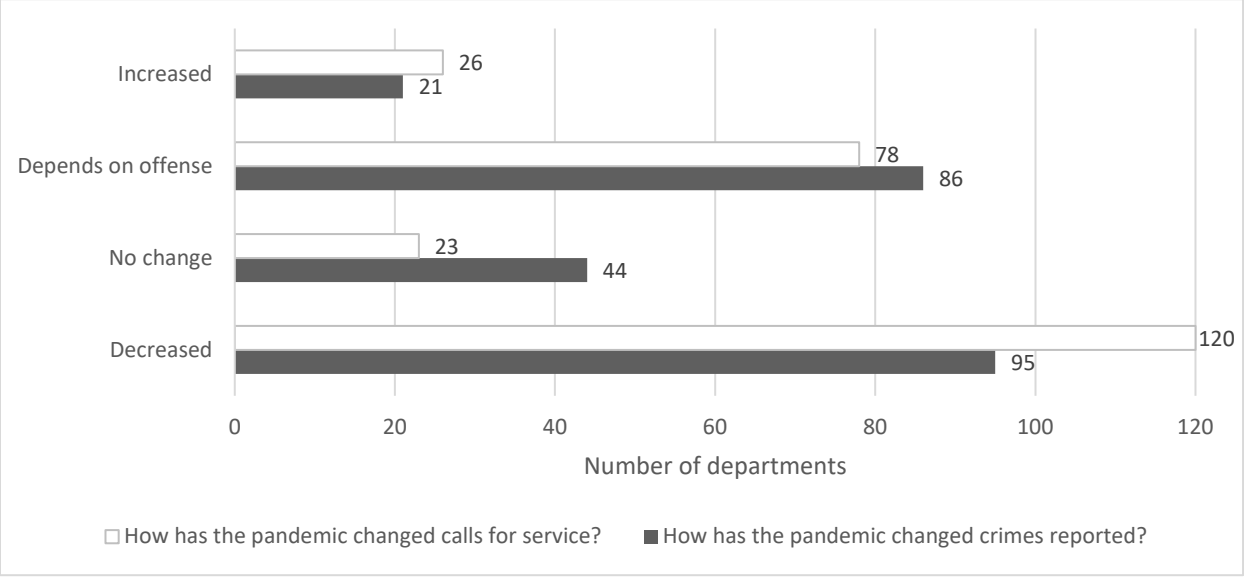

Figure 30. Change in calls for service and crimes reported due to COVID-19 (*n*= 246)

Chiefs were asked how the pandemic has changed the way they and their agencies police. (See Figure 75.) Most chiefs reported that their agency reduced or limited proactive traffic or pedestrian stops (*n*= 212) and used the telephone or internet to take reports remotely (*n*= 211). Many chiefs said that they changed their response to some types of crimes (*n*= 181), they reduced or limited community policing activities (*n*= 174) and they suspended in-person training (*n*= 143) and provided officers with formal training on maintaining physical distance when responding to calls for service (*n*= 130). Over one hundred (*n*= 101) chiefs reported increasing communication with the community regarding safety instructions. A lot of chiefs reported that they stopped responding to calls for some types of crimes (*n*= 87) and reduced the use of arrests (*n*= 85). Some chiefs said they increased their presence in certain locations, such as hospitals or grocery stores (*n*= 59), suspended academy training (*n*= 53) and suspended recruiting and hiring activities (*n*= 50). Only three chiefs reported they did not engage in any of these activities.

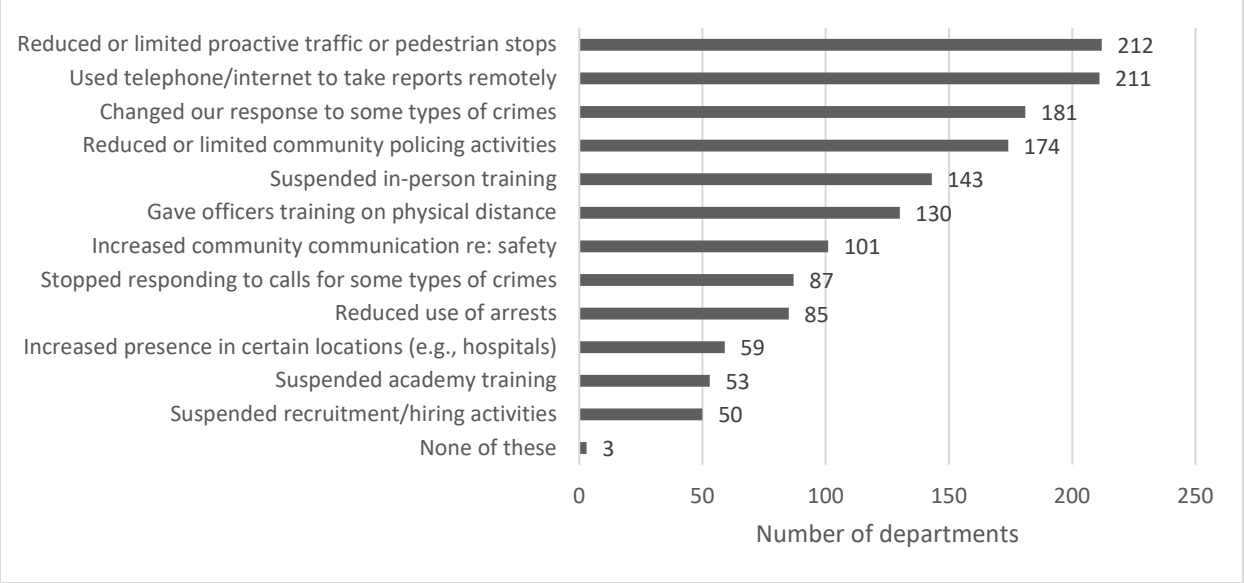

Figure 31. Ways COVID-19 pandemic changed policing (*n*= 247)

At the time of the survey, the Centers for Disease Control and Prevention predicted that a second wave of COVID-19 may coincide with the upcoming flu season. Chiefs were asked what

Pennsylvania legislators could do to help their agencies prepare for this possible second wave. (See Figure 76.) Most chiefs recommended increased access to additional personal protective equipment (PPE, *n*= 248) and increased access to individual cleaning supplies, such as hand wipes and hand sanitizer (*n*= 245). Over two-thirds of the chiefs (*n*= 188) said the legislature could help obtain vehicle cleaning equipment. Thirty-five (13 percent) chiefs recommended that the legislature could increase access to other resources, such as "a viable alternative to N95 masks that correlate to the type of duty we engage in day to day [because] the N95 is ill adapted to police officers' work," ability to be tested and free first responder priority for testing with faster test results, cleaning personnel, create a universal response guideline for handling pandemic issues (i.e., enforcement authority), timely guidance for enforcement of state mandated policy, software web services for reporting, and a vaccine when available. Thirty-three (12 percent) of chiefs suggested that Pennsylvania legislators could provide assistance obtaining other equipment, including antibacterial mist machines for cleaning, cartridge test fitted masks specific to each officer, cleaning equipment, communications, COVID-testing (two chiefs suggested this), SCBAs (two chiefs suggested this), gloves, modern sanitizers for vehicles, replacement uniforms from extra laundering, teleconferencing equipment, thermometers, ultraviolet cleaners and UV equipment for use in the building. Twenty-one (8 percent) chiefs suggested increased access to training resources, including crowd control/riot training, de-escalation, how to protect, training on the virus, proper PPE use, how to properly sanitize equipment and vehicles, increased online training. Only 11 chiefs did not have any recommendations for the legislature.

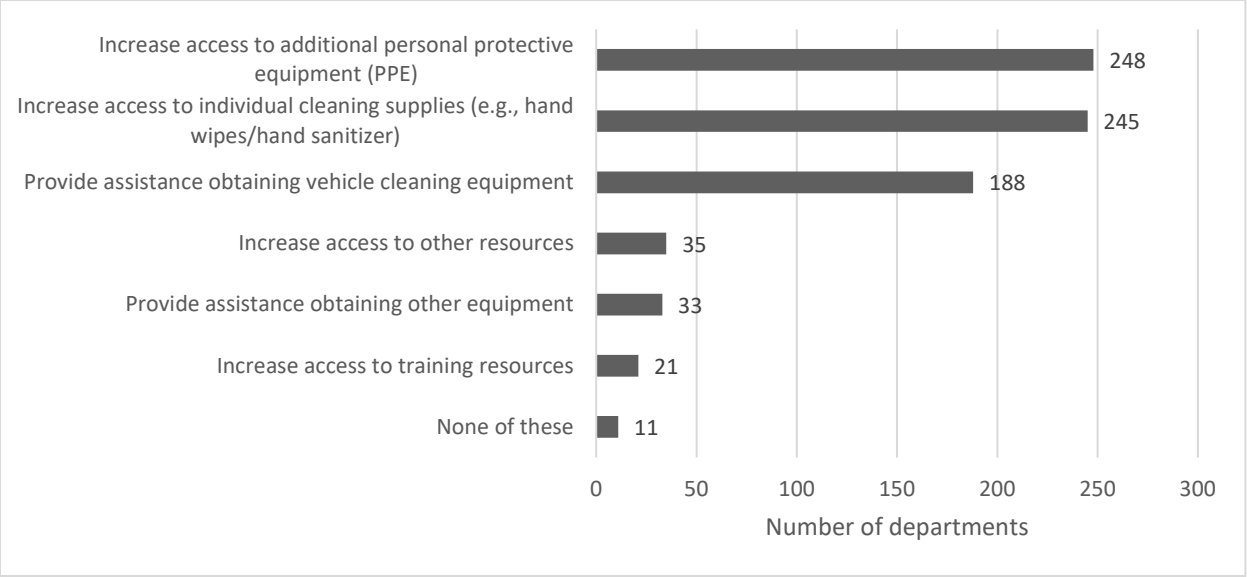

Figure 32. Agency needs for second wave of COVID-19 pandemic (*n*= 279)

Comparing effect of COVID-19 by region

Of the 102 chiefs who responded to the COVID-19 questions in the west, 86 (84 percent) chiefs reported that the pandemic has affected their agency. Of the 72 chiefs in the central region who responded to the COVID-19 questions, 65 (90 percent) reported that the pandemic has affected their agency. Of the 108 chiefs in the east who responded to the COVID-19 questions, 96 (89 percent) reported that the pandemic has affected their agency. The results in this section are based on the responses of those chiefs. On average, departments in the west had fewer officers test positive for COVID-19 (mean = 0.1, median= 0, sd= 0.254, range= 0-1) compared to the central (mean= 0.2, median= 0, sd= 0.995, range= 0-8) and eastern (mean= 0.3, median= 0, sd= 0.793, range= 0-6) regions.

Agency plans for COVID-19 varied across regions. (See Figure 77.) All three regions had about the same percentage of departments whose plans included allowing officers to return to work on a doctor's recommendation (35 percent in the west, 38 percent in the central region, 36 percent in the east). The West had a higher percentage of departments that required an officer quarantining at home (38 percent compared with 32 percent in the central region and 30

percent in the east). The east had the highest percent of departments that allowed officers to return to work after 14 days (30 percent, compared with 38 percent in the west and 32 percent in the central region) and had another plan (10 percent, compared with 8 percent in the west and 4 percent in the central region). The central region had the highest percentage of departments that had no plan (6 percent, compared with 4 percent in the west and 1 percent in the east).

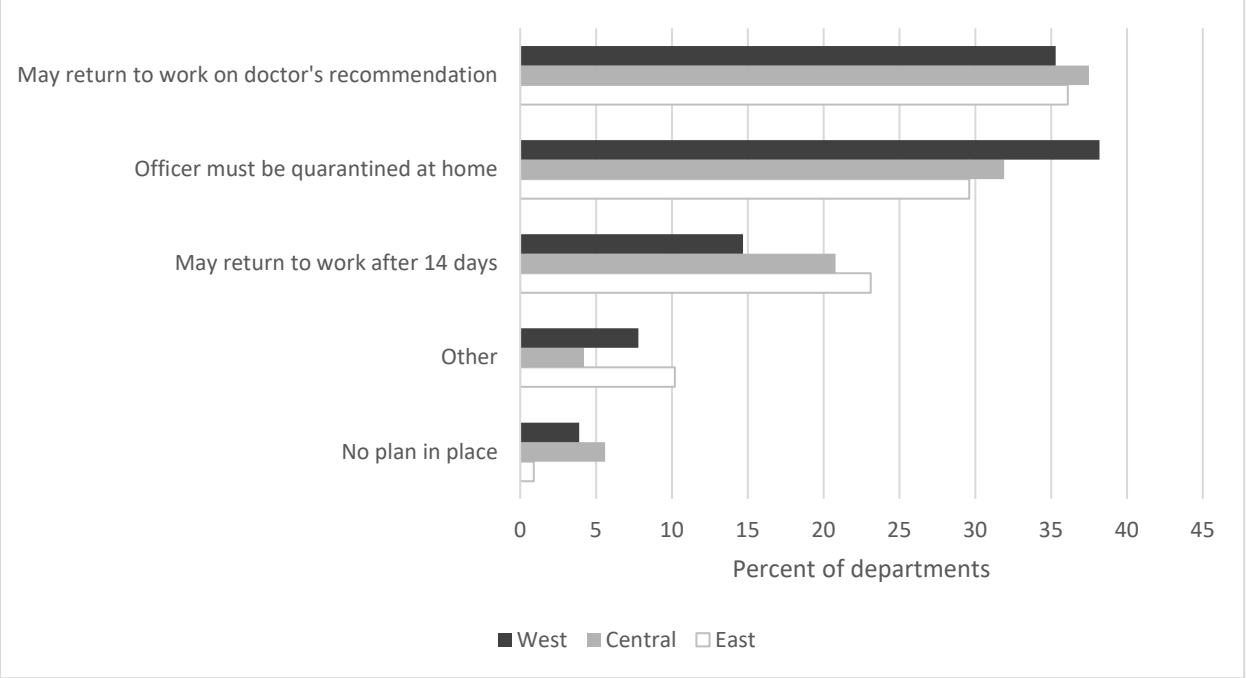

Figure 77. Agency plan for officers who test positive for COVID-19, by region (*n*= 282)

There were minor differences among regions in how the pandemic affected police departments, but no differences were statistically significant. (See Figure 78.) A smaller percentage of police departments in the central region (2 percent) had neighboring jurisdictions make more requests for help, compared to the west (12 percent) and the east (10 percent). A higher percentage of departments in the central region (75 percent) than the west (64 percent) and the east (65 percent) reported no change in their interactions with neighboring policing agencies. A higher percentage of departments in the west (12 percent) compared with the central

region (8 percent) and the east (8 percent) reported that neighboring jurisdictions have made fewer requests for help.

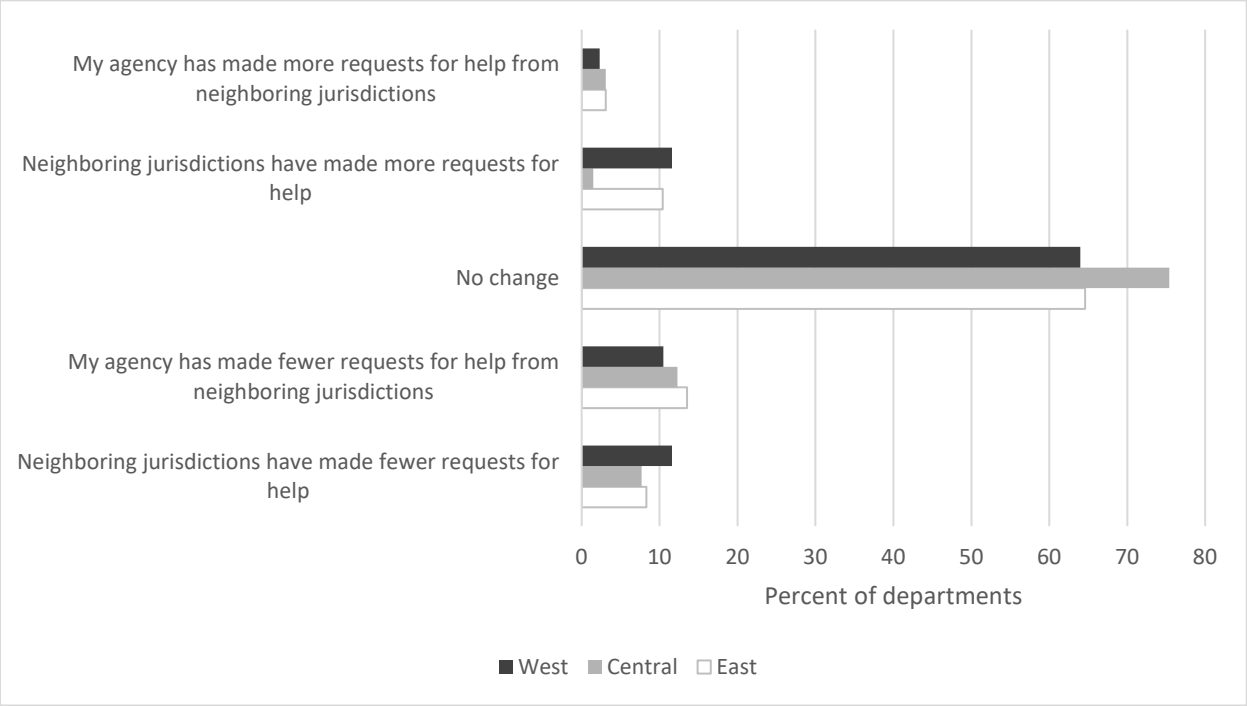

Figure 33. Changes in interagency interaction due to COVID-19, by region (*n*= 247)

There were no substantive differences among regions in how the pandemic changed calls for services and crimes reported. (See Figure 79.) The west had a slightly higher percentage of departments that saw an increase in calls for service (12 percent) compared to the central (9 percent) and east (10 percent) regions, while the central (11 percent) region had a slightly higher percentage of departments that saw an increase in crimes reported during the pandemic, compared to the west (8 percent) and east (7 percent) regions. The west had the highest percentage of departments that described calls for service (34 percent) and crimes reported (43 percent) depended on the offense, compared to the central (32 percent and 34 percent, respectively) and east (29 percent and 28 percent, respectively) regions. The central region had the highest percentage of departments that saw no change in calls for service (12 percent) and crimes reported (22 percent) during the pandemic, compared to the west (8 percent and 16

percent, respectively) and the east (8 percent and 17 percent, respectively). The east had a higher percentage of departments that had a decrease in calls for service (52 percent) and crimes reported (47 percent) than the west (47 percent and 33 percent, respectively) and the central (46 percent and 34 percent, respectively) regions.

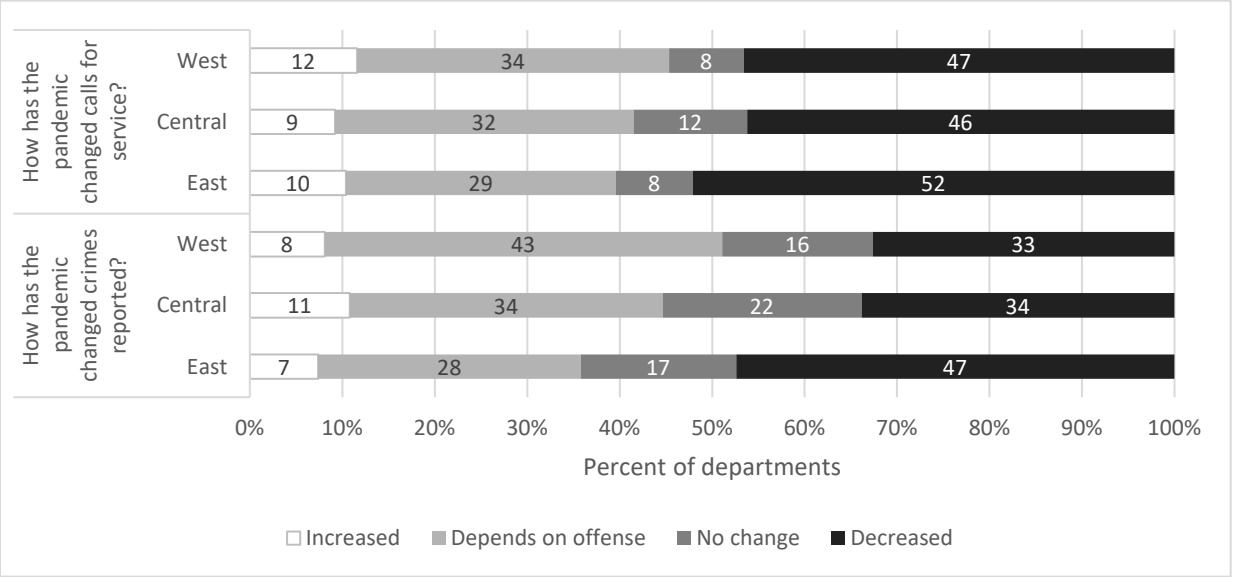

Figure 79. Changes in calls for service and crimes reported due to COVID-19, by region (*n*= 246-247)

About the same percentage of departments in all regions reduced or limited proactive traffic or pedestrian stops and used telephone or internet to take reports remotely. (See Figure 80.) A higher percentage of departments in the central region changed their responses to some types of crimes (80 percent compared to 73 percent in the west and 69 percent in the East) and reduced or limited community policing activities (80 percent compared to 64 percent in the West and 70 percent in the East). A higher percentage of departments in the East suspended in-person training (71 percent compared with 52 percent in the West and 46 percent in the central region), offered formal training to officers on how to maintain physical distance when responding to calls (60 percent compared with 43 percent in the West and 54 percent in the central region) and increased communication with the community on safety instructions (47

percent compared with 37 percent in the West and 37 percent in the central region). The central region had a lower percentage of departments that stopped responding to some types of crimes (29 percent compared with 37 percent in the West and 38 percent in the East), reduced use of arrests (32 percent compared with 37 percent in the West and 33 percent in the East) and increased police presence in certain locations such as grocery stores and hospitals (19 percent compared with 26 percent in the West and 26 percent in the East). The central region also had a lower percentage of departments that suspended academy training (15 percent compared with 23 percent in the West and 24 percent in the East), a difference that was statistically significant (χ^2= 11.363, *df*= 2, *p*= 0.003). The East had a significantly higher percentage of departments that suspended recruitment and hiring activities during the pandemic, with about 30 percent of departments in the East suspending this activity compared to 15 percent in the West and 12 percent in the central region (χ^2= 9.840, *df*= 2, *p*= 0.007).

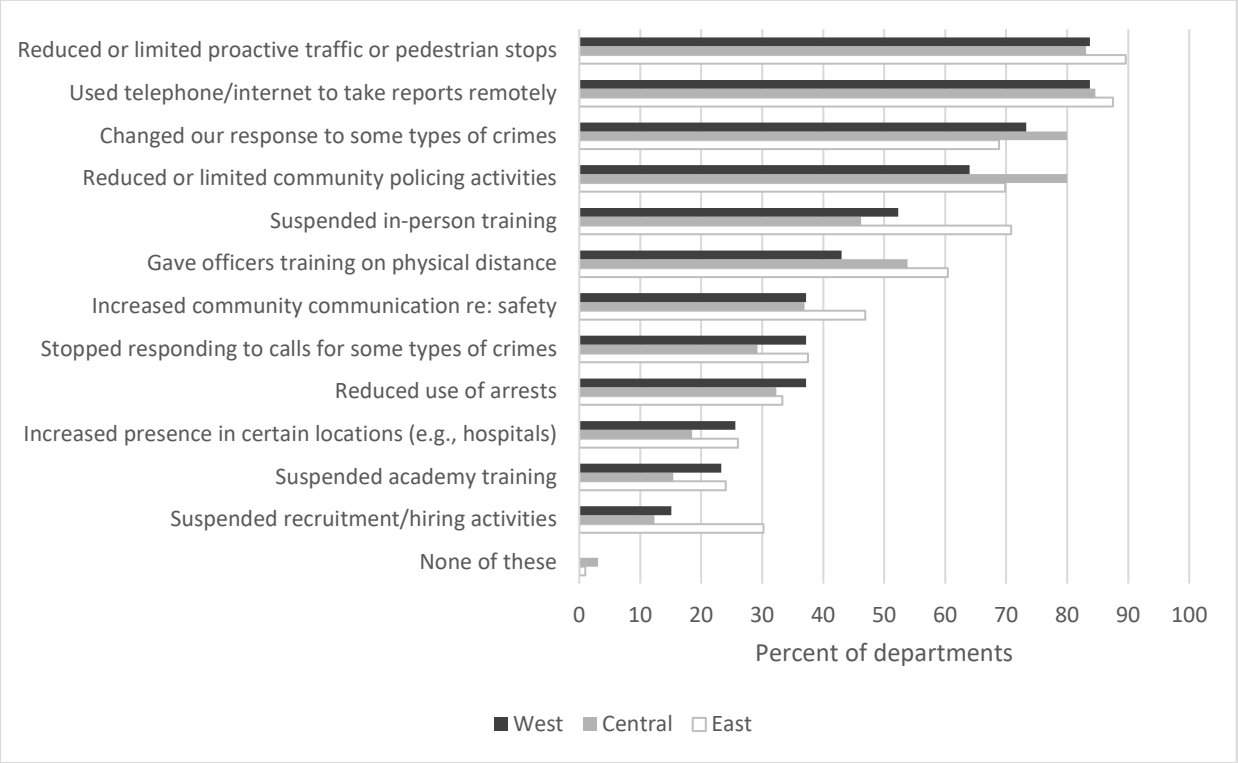

Figure 80. Changes in policing due to COVID-19, by region (*n*= 247)

There were some regional differences in recommendations for the Pennsylvania legislature. (See Figure 81.) A higher percentage of departments in the East recommended increased access to additional personal protective equipment (PPE, 93 percent, compared to 88 percent in the West and 85 percent in the central region) and increased access to individual cleaning supplies such as hand wipes and hand sanitizer (91 percent, compared with 84 percent in the West and 89 percent in the central region). A higher percentage of departments in the West recommended providing assistance obtaining vehicle cleaning equipment (71 percent compared with 63 percent in the central region and 67 percent in the East) and increased access to other resources (15 percent compared with 14 percent in the central region and 9 percent in the East). The East had a higher percentage of departments recommending assistance obtaining other equipment (14 percent compared with 12 percent in the West and 8 percent in the central region). The West had a higher percentage of departments requesting increased access to training resources (11 percent compared with 4 percent in the central region and 7 percent in the East). The central region had the highest percentage of departments that had no recommendations (8 percent, compared to 5 percent in the west and 0 in the east); the differences in the amount of departments that had no recommendations among regions was statistically significant (Fisher-Freeman-Halton Exact Test= 9.423, p= 0.006).

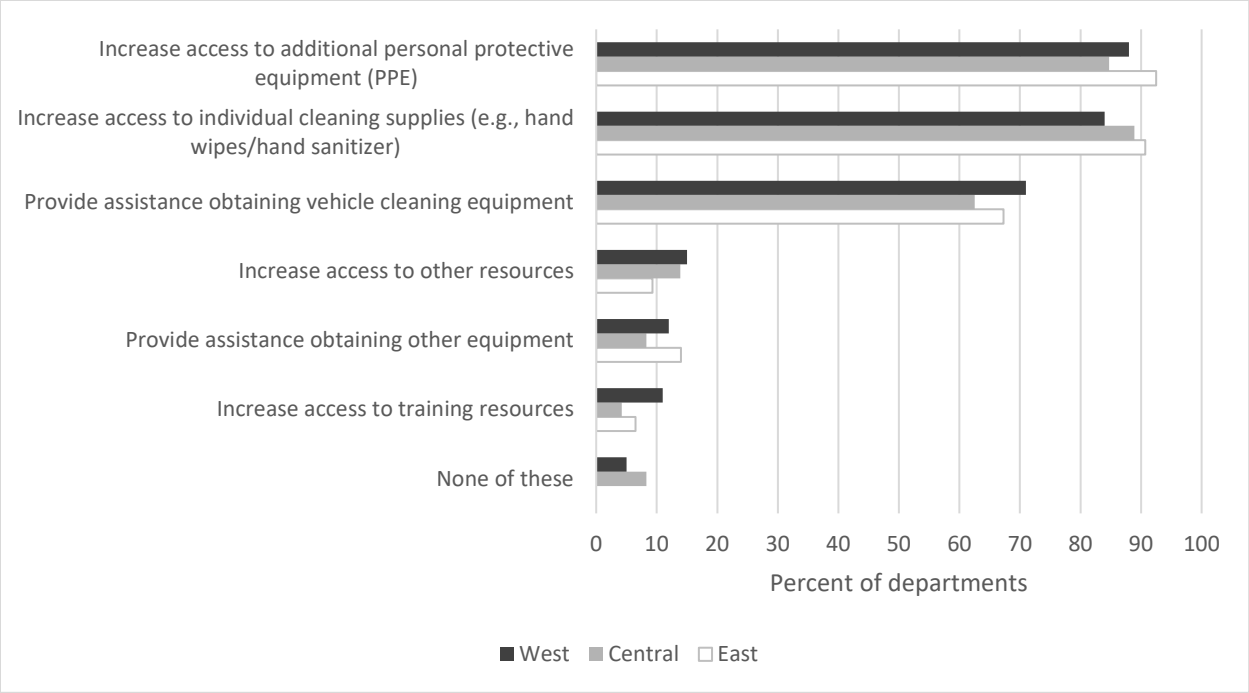

Figure 81. Agency needs for second wave of COVID-19, by region (*n*= 279)

The impact of the COVID-19 pandemic on regional police departments

Of the 20 regional police chiefs responding to this survey, 19 (95 percent) reported that the pandemic has affected their agencies. (See Figure 82.) The results in this section are based on the responses of those 19 regional police chiefs. At the time of survey completion, most (90 percent) regional departments did not have any officers who had tested positive for COVID-19. However, one department had one officer test positive and another department had four officers test positive. All regional departments had a plan in place (compared with 3 percent of municipal departments that had no plan). About the same percentage of regional departments allowed officers to return to work upon a doctor's recommendations (30 percent versus 36 percent municipal), required officers to quarantine at home (35 percent versus 33 percent municipal) and allowed officers to return to work after 14 days (35 percent versus 20 percent municipal).

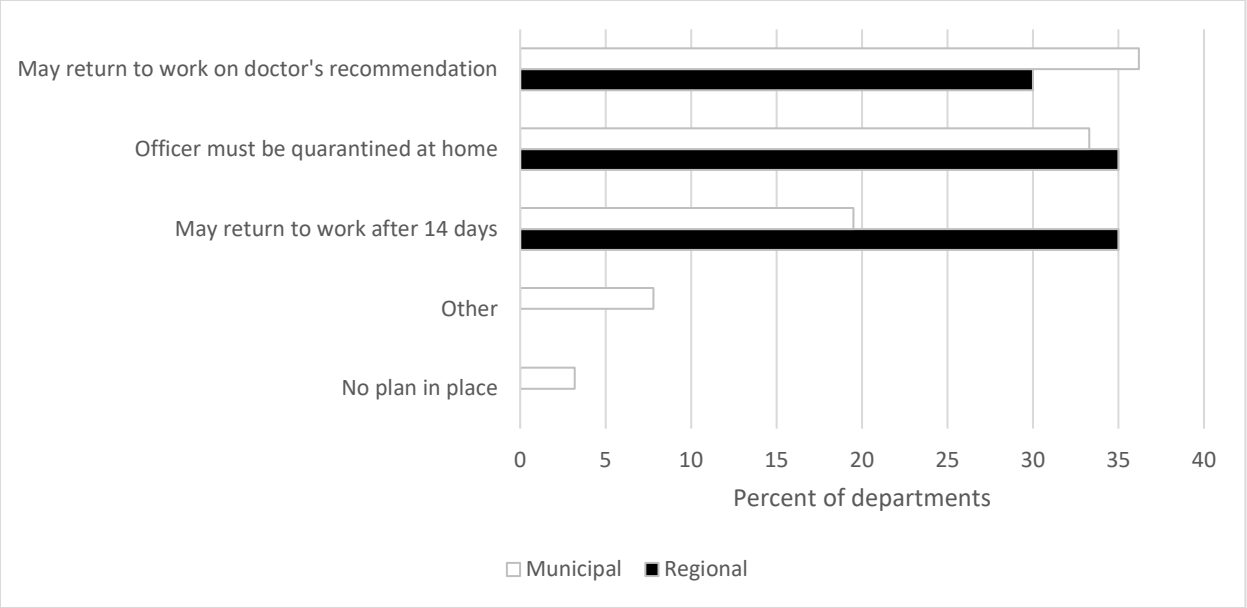

Figure 34. Agency plan for officers who test positive for COVID-19, comparing municipal and regional departments ($n_{regional}$= 282; $n_{regional}$= 20)

Compared to about 3 percent of municipal departments, no regional police department reported making more requests from neighboring jurisdictions. (See Figure 83.) A slightly higher percentage of regional departments (74 percent) than municipal departments (67 percent) reported no change during the pandemic, and about five percent of regional departments compared to 12 percent of municipal departments their agency has made fewer requests of neighboring departments.

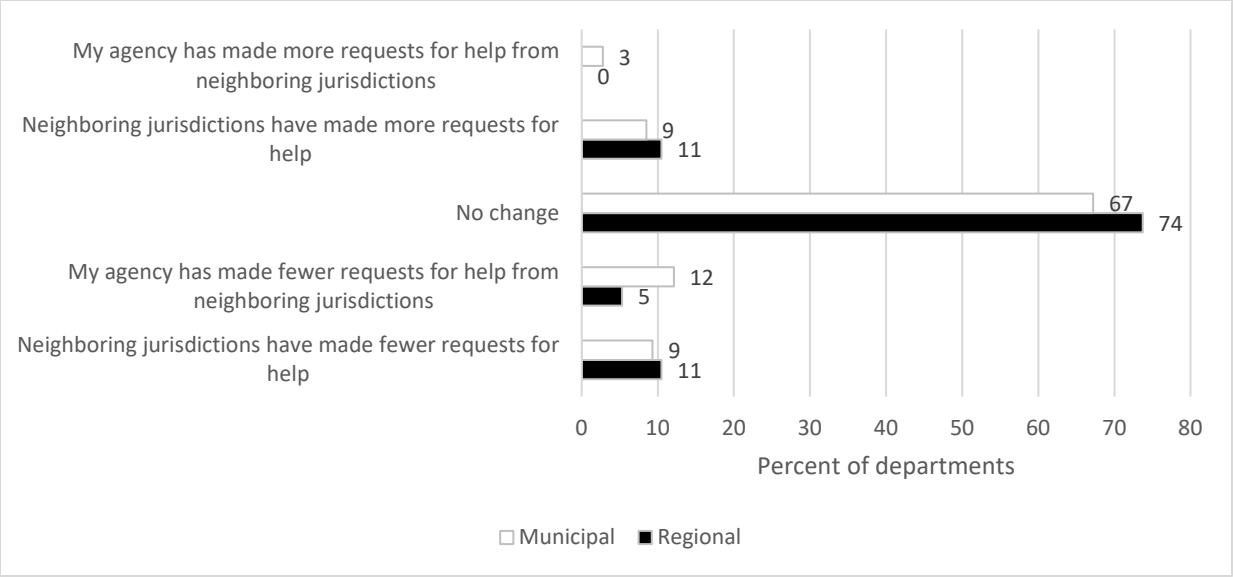

Figure 83. Changes in interagency interactions due to COVID-19, comparing municipal and regional police departments ($n_{municipal}$= 247; $n_{regional}$= 20)

Most (90 percent) officers in regional departments had not tested positive for COVID-19 at the time of the survey completion. However, one department had one officer test positive and another department had four officers test positive. Seven chiefs reported that they were unable to test their officers for COVID-19 antibodies. Of the 13 who were able to test their officers, five (39 percent) tested none of their officers, four (31 percent) tested one officer, one tested six officers and another tested eight officers.

Compared to about 11 percent of municipal departments, no regional department chief reported an increase in calls for service during the pandemic, although about the same percentage of both municipal (9 percent) and regional (11 percent) departments saw an increase in the amount of crimes reported during the pandemic. (See Figure 84.) More regional departments (42 percent) than municipal departments (32 percent) said the change in calls for service during the pandemic depended on the offense, while more chiefs of municipal departments (35 percent) than regional departments (26 percent) said the change in reported crimes depended on the offense. A higher percentage of municipal chiefs (9 percent) saw no

change in calls for service, compared to about five percent of regional police chiefs. About the same percentage of municipal (18 percent) and regional (16 percent) chiefs saw no change in reported crimes during the pandemic. More regional chiefs said that calls for service decreased (53 percent) and reported crimes decreased (47 percent) compared to municipal chiefs (49 percent and 47 percent, respectively).

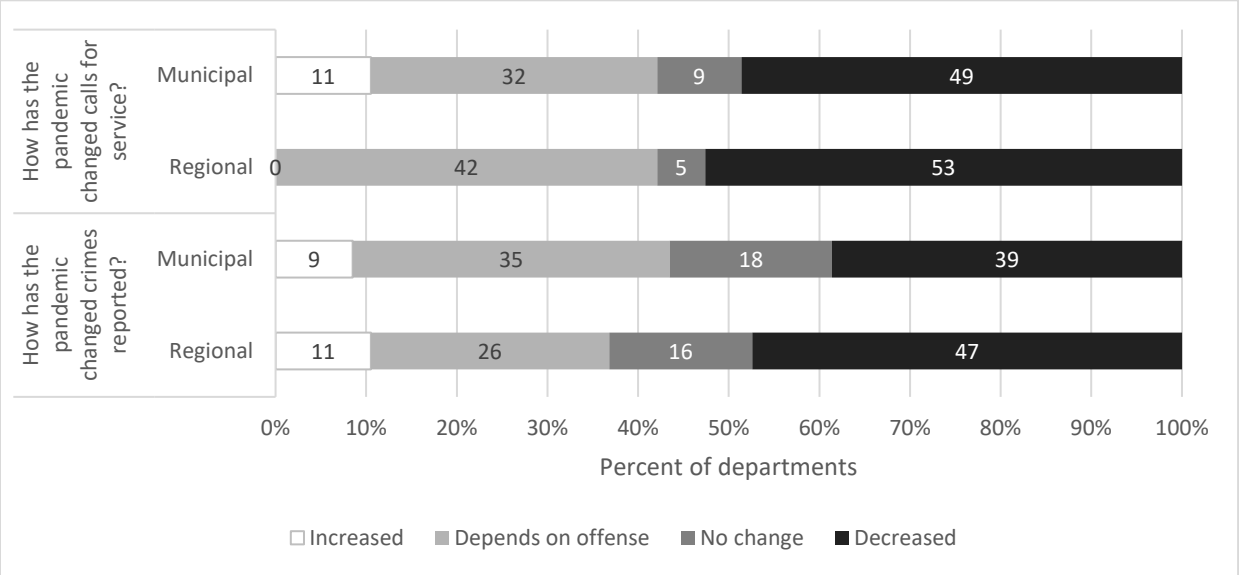

Figure 84. Changes in calls for service and crime reported due to COVID-19, comparing municipal and regional departments ($n_{municipal}$= 246-247; $n_{regional}$= 20)

A higher percentage of regional police departments than municipal police departments changed the way they and their agencies policed their communities in almost every category. (See Figure 85.) For example, a significantly higher percentage of regional departments (42 percent) compared to municipal departments (20 percent) suspended recruitment and hiring activities (p= 0.040). The exceptions where a higher percentage of municipal police departments than regional police departments changed their police actions included increased communication with the community regarding safety directions (41 percent of municipal departments compared with 37 percent of regional departments), reduced use of arrests (34 percent of municipal versus 32 percent of regional), increased presence in certain locations such

as grocery stores and hospitals (24 percent municipal versus 21 percent regional), and suspended academy training (22 percent municipal versus 11 percent regional). A higher percentage of municipal departments (1 percent) did not change the way they police their communities, compared with none of the regional departments.

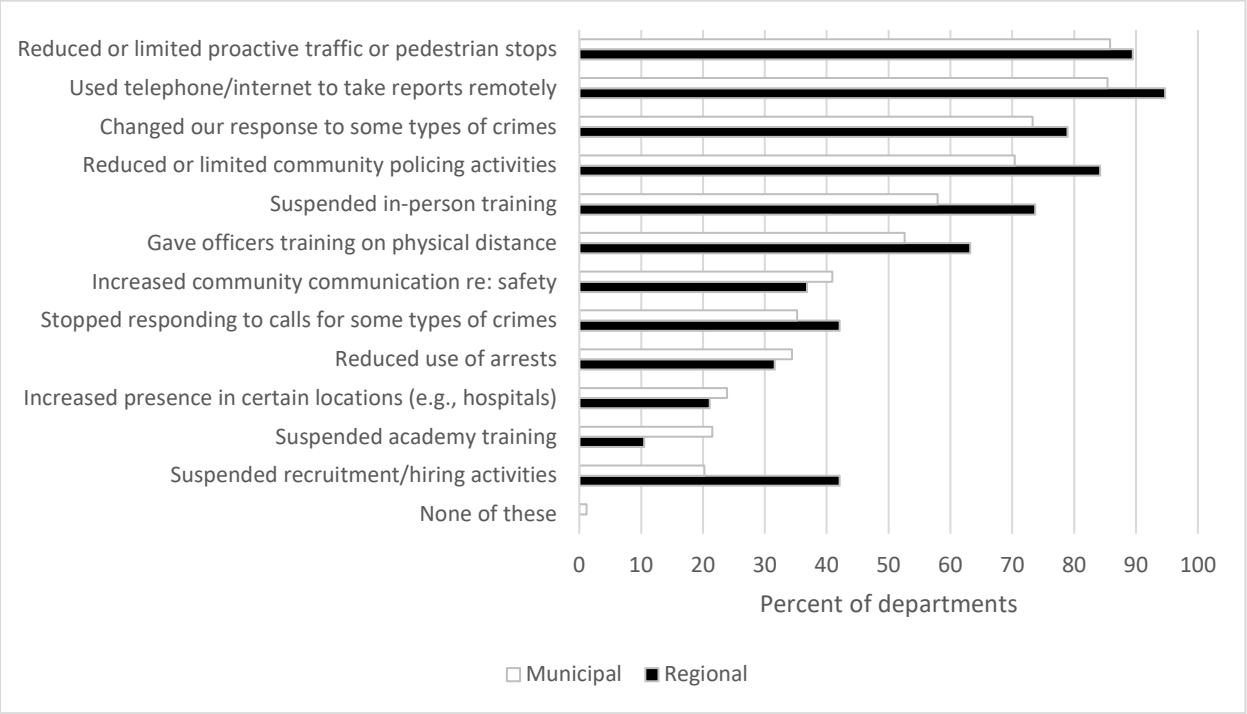

Figure 85. Changes in policing due to COVID-19, comparing municipal and regional departments ($n_{municipal}$= 247; $n_{regional}$= 20)

About the same percentage of municipal and regional police departments recommended increased access to additional personal protective equipment (PPE, 89 percent municipal versus 90 percent regional) and increased access to individual cleaning supplies, such as hand wipes and hand sanitizer (88 percent municipal versus 90 percent regional). (See Figure 86.) A higher percentage of regional departments requested assistance obtaining vehicle cleaning equipment (75 percent versus 67 percent municipal) and increased access to other resources (25 percent versus 13 percent municipal). A higher percentage of municipal departments than regional departments recommended the legislature help with obtaining other equipment (12 percent

municipal versus 5 percent regional) and increase access to training resources (8 percent municipal versus 5 percent regional). A smaller percentage of municipal departments (4 percent) had no recommendations compared with regional departments (10 percent).

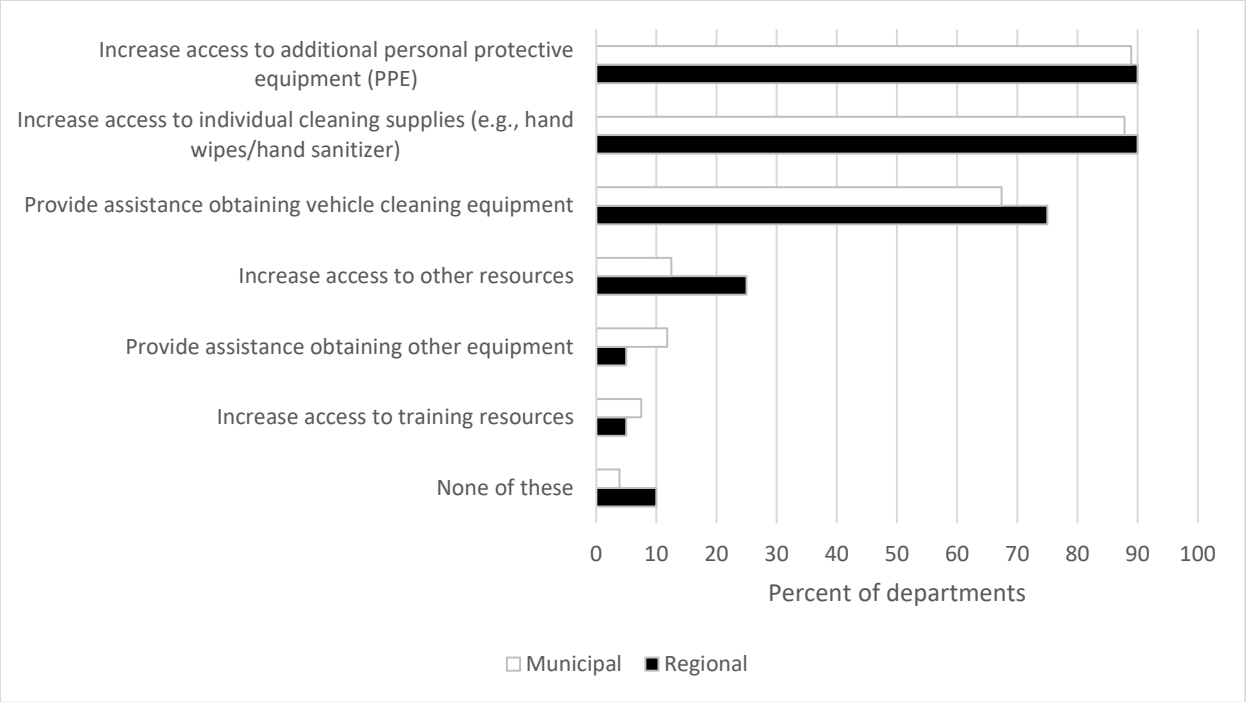

Figure 86. Agency needs to prepare for possible second wave of COVID-19, comparing municipal and regional departments ($n_{municipal}$= 279; $n_{regional}$= 20)

Comparing rural and urban police departments

Of the 125 rural chiefs who responded to the COVID-19 questions, 108 (86 percent) rural chiefs said the pandemic has affected their agencies. Of the 157 urban chiefs who responded to the COVID-19 questions, 139 (89 percent) responded that the pandemic has affected their agencies. This section is based on the responses from the chiefs who said the pandemic has affected their agencies. On average, rural departments had fewer officers test positive for COVID-19 (mean= 0.1, median= 0, sd= 0.752, range= 0-8) than urban departments (mean= 0.2, median= 0, sd= 0.690, range= 0-6). Plans for officers who tested positive for COVID-19 differed significantly between rural and urban departments (χ^2= 15.685, *df*= 4, *p*= 0.003). (See

Figure 87.) About the same percentage of rural (38 percent) and urban (35 percent) departments allowed officers to return to work upon a doctor's recommendation. A higher percentage of rural departments (37 percent) than urban departments (31 percent) required officers to quarantine at home. A smaller percentage of rural departments than urban departments allowed officers to return to work after 14 days (16 percent rural versus 22 percent urban) and had another plan (3 percent rural versus 12 percent urban). A higher percentage of rural departments (6 percent) than urban departments (1 percent) had no plan in place.

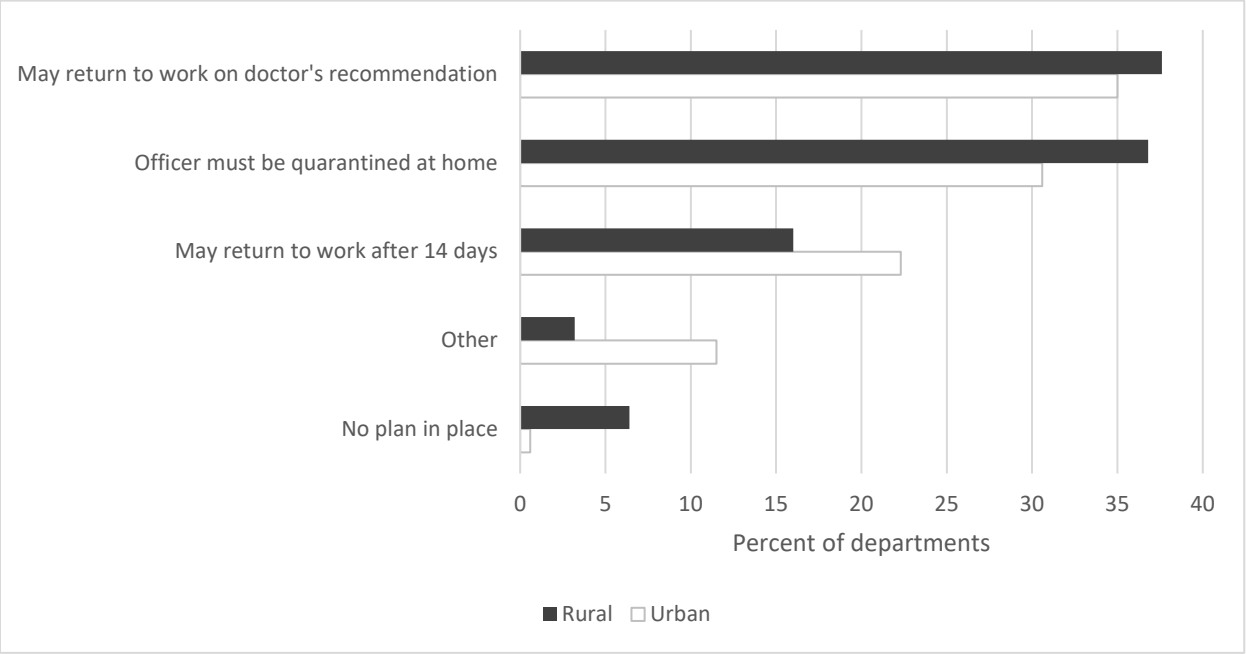

Figure 87. Agency plan for officers who test positive for COVID-19, comparing rural and urban departments (*n*= 282)

The pandemic affected interactions with neighboring agencies for rural and urban departments in similar ways. (See Figure 88.) Slightly more rural departments (69 percent) than urban departments (66 percent) reported no change. A slightly lower percentage of rural departments (11 percent) than urban departments (13 percent) report making fewer requests for help from neighboring jurisdictions as a result of the pandemic.

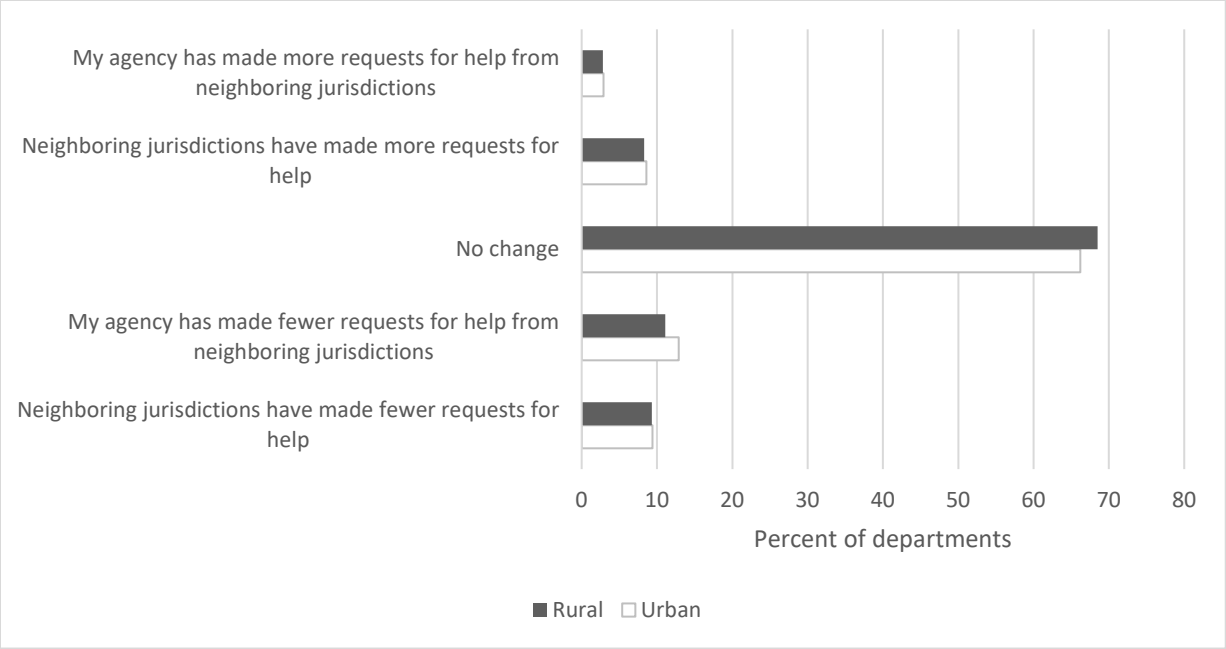

Figure 88. Comparing rural and urban department changes in interagency interaction due to COVID-19 (*n*= 247)

The change in calls for service differed significantly between rural and urban departments (χ^2= 8.879, *df*= 3, *p*= 0.031) and crimes reported (χ^2= 13.145, *df*= 3, *p*= 0.004). (See Figure 89.) Slightly more rural departments than urban departments saw an increase in calls for service (12 percent rural versus 9 percent urban) and in crimes reported (10 percent rural versus 7 percent urban) during the pandemic. A higher percentage of rural department chiefs than urban department chiefs also said change in calls for service (38 percent rural versus 27 percent urban) and crimes reported (42 percent rural versus 30 percent urban) depended on the offense, and a higher percentage of rural departments than urban departments had no change in calls for service (12 percent rural versus 7 percent urban) and reported crimes (22 percent rural versus 15 percent urban). A much lower percentage of rural department chiefs than urban department chiefs saw a decrease in calls for service (38 percent rural versus 57 percent urban) and in crimes reported (26 percent rural and 49 percent urban).

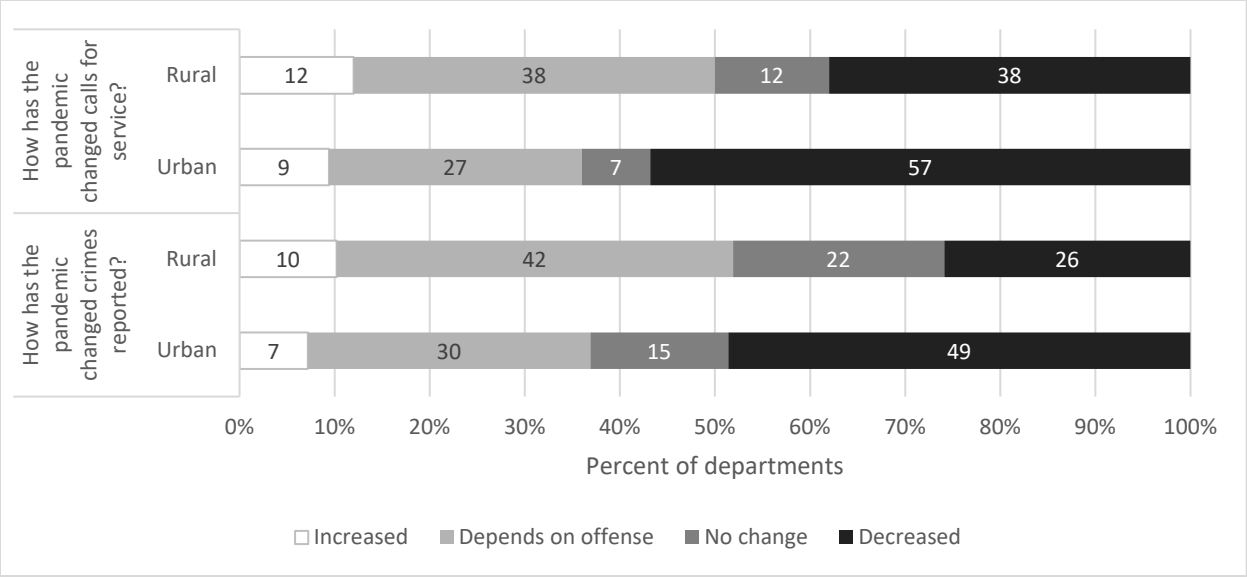

Figure 89. Changes in calls for service and crimes reported to rural and urban police departments due to COVID-19 (*n*= 246-247)

A smaller percentage of rural departments than urban departments implemented changes during the pandemic. (See Figure 90.) A smaller percentage of rural departments than urban departments reduced or limited proactive traffic or pedestrian stops (82 percent rural versus 89 percent urban), used the telephone or internet to take reports remotely (81 percent versus 89 percent), changed their responses to some types of crimes (72 percent versus 74 percent) and reduced or limited community policing activities (69 percent versus 71 percent). A significantly lower percentage of rural departments (44 percent) than urban departments (59 percent) provided officers with formal training on maintaining physical distance when responding to calls for service (χ^2= 5.160, *df*= 1, *p*= 0.023) and increased communication to the community regarding safety instructions (32 percent rural versus 48 percent urban; χ^2= 7.030, *df*= 1, *p*= 0.008). A significantly lower percentage of rural departments (13 percent) than urban departments (28 percent) suspended academy training (χ^2= 8.217, *df*= 1, *p*= 0.004) and in-person training (45 percent rural versus 68 percent urban; χ^2= 12.349, *df*= 1, *p*< 0.001). A

higher percentage of rural departments compared to urban departments implemented no changes (2 percent rural versus 0 percent urban).

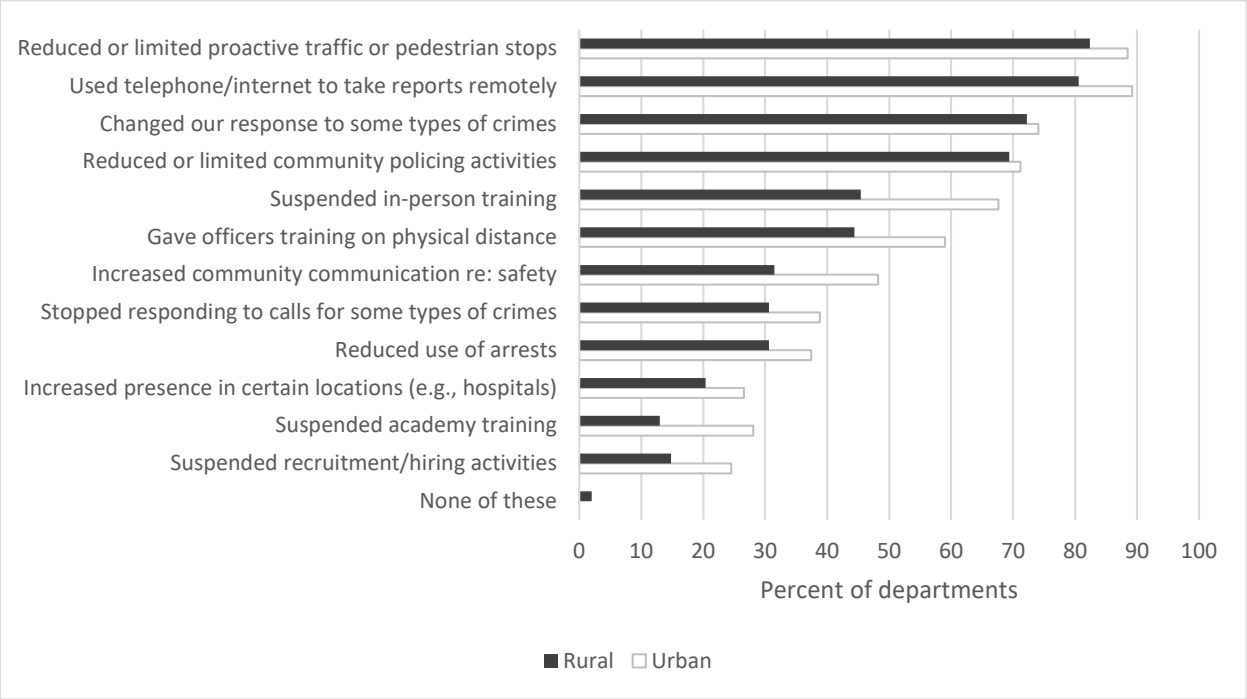

Figure 90. Changes in policing by rural and urban police departments due to COVID-19 (*n*= 247)

A slightly higher percentage of urban departments than rural departments recommended increased access to additional PPE (92 percent urban versus 85 percent rural) and increased access to individual cleaning supplies such as hand wipes and hand sanitizer (90 percent urban versus 85 percent rural). (See Figure 91.) About two-thirds of both rural and urban departments recommended the legislature help obtain vehicle cleaning equipment, and 13 percent of rural departments and 12 percent of rural departments recommended increased access to other resources. A slightly higher percentage of rural departments recommended the legislature provide assistance obtaining other equipment (15 percent rural versus 9 percent urban) and increase access to training resources (11 percent rural versus 5 percent urban). A

significantly higher percentage of rural departments also had no recommendation (7 percent rural versus 1 percent urban; p= 0.013).

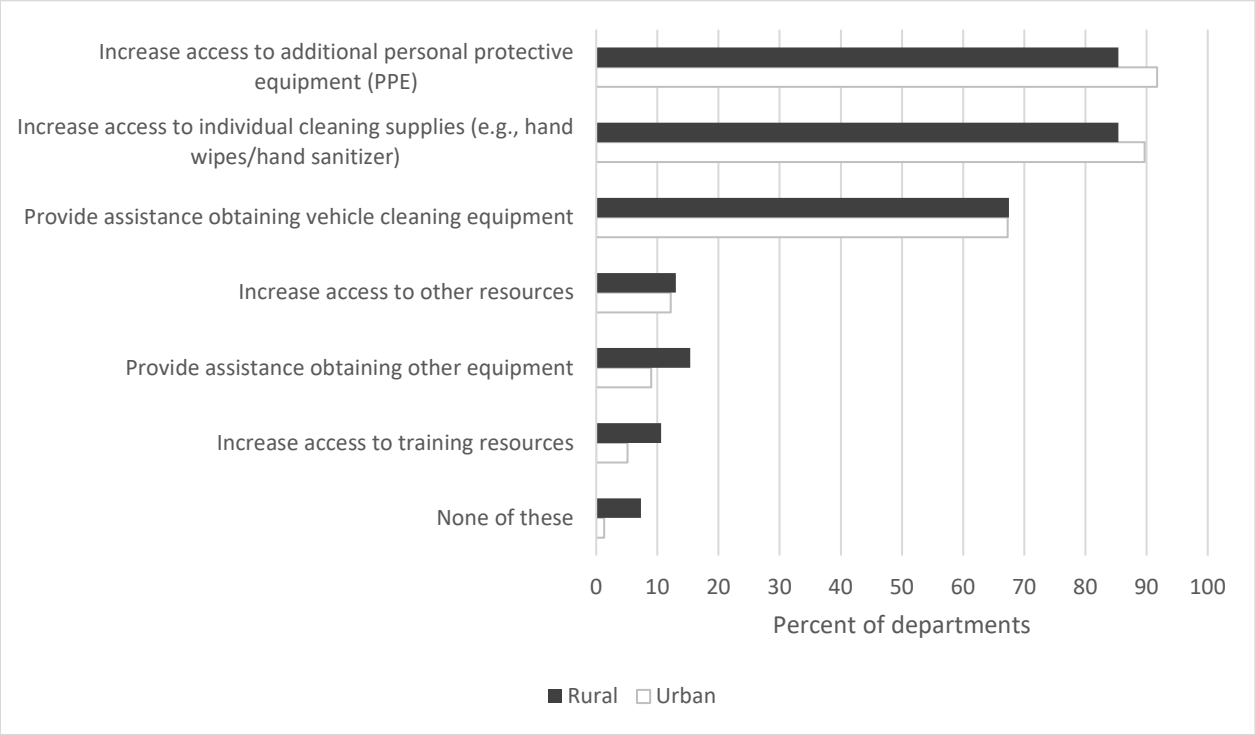

Figure 91. Rural and urban agency needs for second wave of COVID-19 (n= 279)

APPENDIX S – COMPARING CHIEFS' POLICY RECOMMENDATIONS

Policy concerns by region

The priority of concerns differed by region. (See Figure 92.) While funding and grants were the top concern of chiefs in each region, over half (53 percent) of chiefs in the central region mentioned funding, compared to 38 percent of chiefs in the west and about one-third (32 percent) of chiefs in the east (χ^2= 6.280, df= 2, p= 0.043). A smaller percent of chiefs in the east (18 percent) were concerned about training, compared to 28 percent of chiefs in the west and 27 percent of chiefs in the central region. Only 10 percent of chiefs in the west mentioned radar, while 28 percent of chiefs in the central region and 16 percent of chiefs in the east were

concerned about radar (χ^2= 7.811, *df*= 2, *p*= 0.020). About 13 percent of chiefs in the west were concerned about technology, compared to seven percent of chiefs in the central and east regions. About six percent of chiefs in the west were concerned about hiring issues, compared to 12 percent of chiefs in the central region and 10 percent of chiefs in the east.

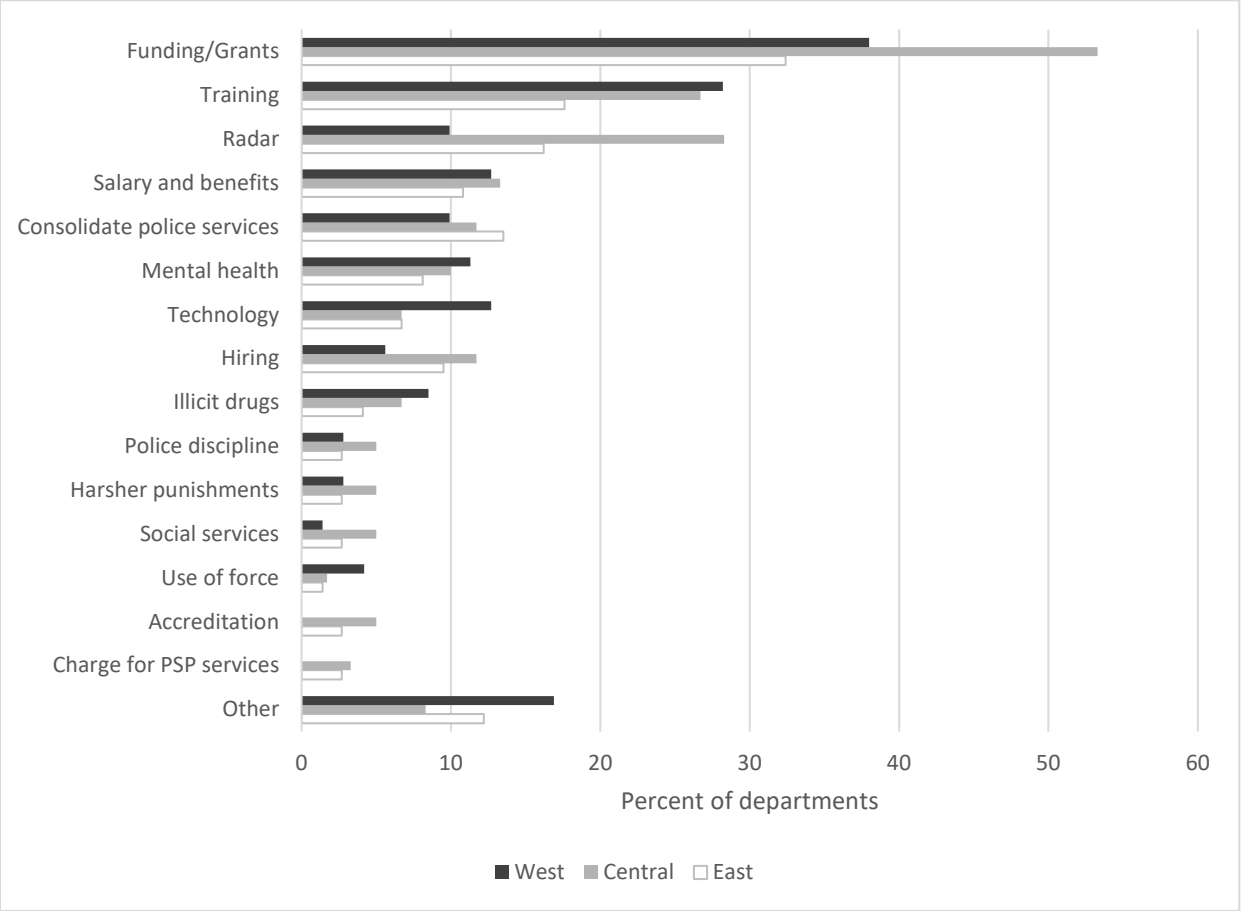

Figure 92. Areas of concern of police chiefs, by region (*n*= 252)

There were minor differences between regions in policy consideration categories of chiefs. (See Figure 93.) The central region had a significantly lower percentage (8 percent) of chiefs recommending policy surrounding training than the west (29 percent) and the east (18 percent; χ^2= 6.941, *df*= 2, *p*= 0.031). However, the central region had a significantly higher percentage (31 percent) of police chiefs than the west (7 percent) and the east (7 percent)

recommending policy on radar (χ^2= 15.656, *df*= 2, *p*< 0.001). There were no other differences among regions.

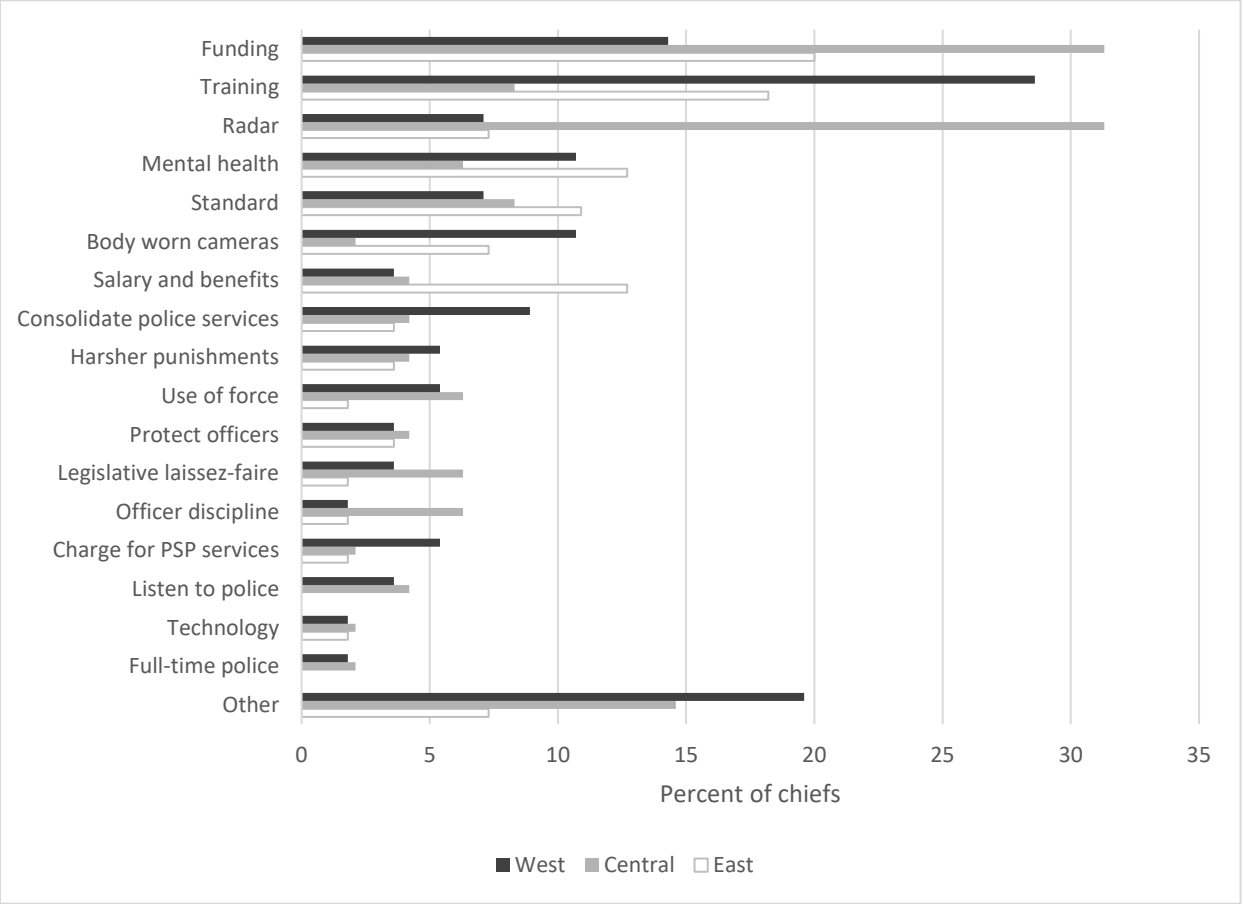

Figure 93. Policy recommendations of chiefs, by region (*n*= 252)

Regional police department concerns for legislators

There were no statistically significant differences in areas of concern between chiefs in municipal and regional police departments. (See Figure 94.) Half of regional department chiefs were concerned about funding and grants, compared to 39 percent of municipal department chiefs. Almost one-quarter (24 percent) of municipal chiefs were concerned about training, compared to 13 percent of regional chiefs. About 18 percent of municipal chiefs were concerned about radar, compared to 31 percent of regional chiefs. About twice as many municipal chiefs (12 percent) than regional chiefs (6 percent) were concerned about salary and benefits. One-quarter

(25 percent) of regional chiefs were concerned about consolidating police services, compared to about 11 percent of municipal chiefs. Almost 10 percent of municipal chiefs were concerned about mental health and nine percent were concerned about hiring, while no regional chief mentioned these as a concern. About twice as many regional chiefs (13 percent) than municipal chiefs (6 percent) mentioned illicit drugs as a concern.

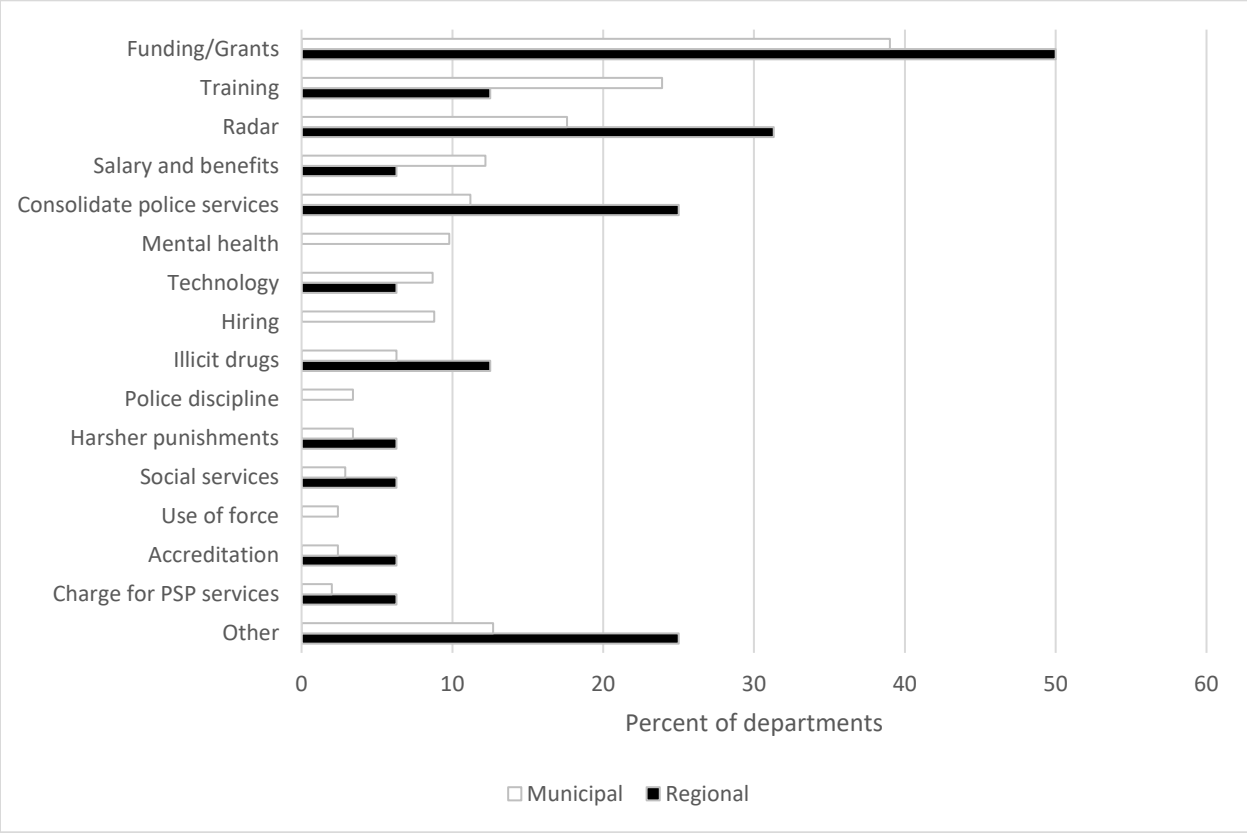

Figure 94. Areas of concern of municipal and regional police chiefs (*n*= 252)

One significant difference emerged between the policy considerations of municipal and regional police chiefs. (See Figure 95.) While both municipal and regional police chiefs had similar policy considerations, they differed significantly on charging municipalities that rely solely on PSP for police services (p= 0.002), with 31 percent of regional chiefs recommending this policy compared to 3 percent of municipal chiefs. Aside from this, any policy differences between municipal and regional chiefs were minor.

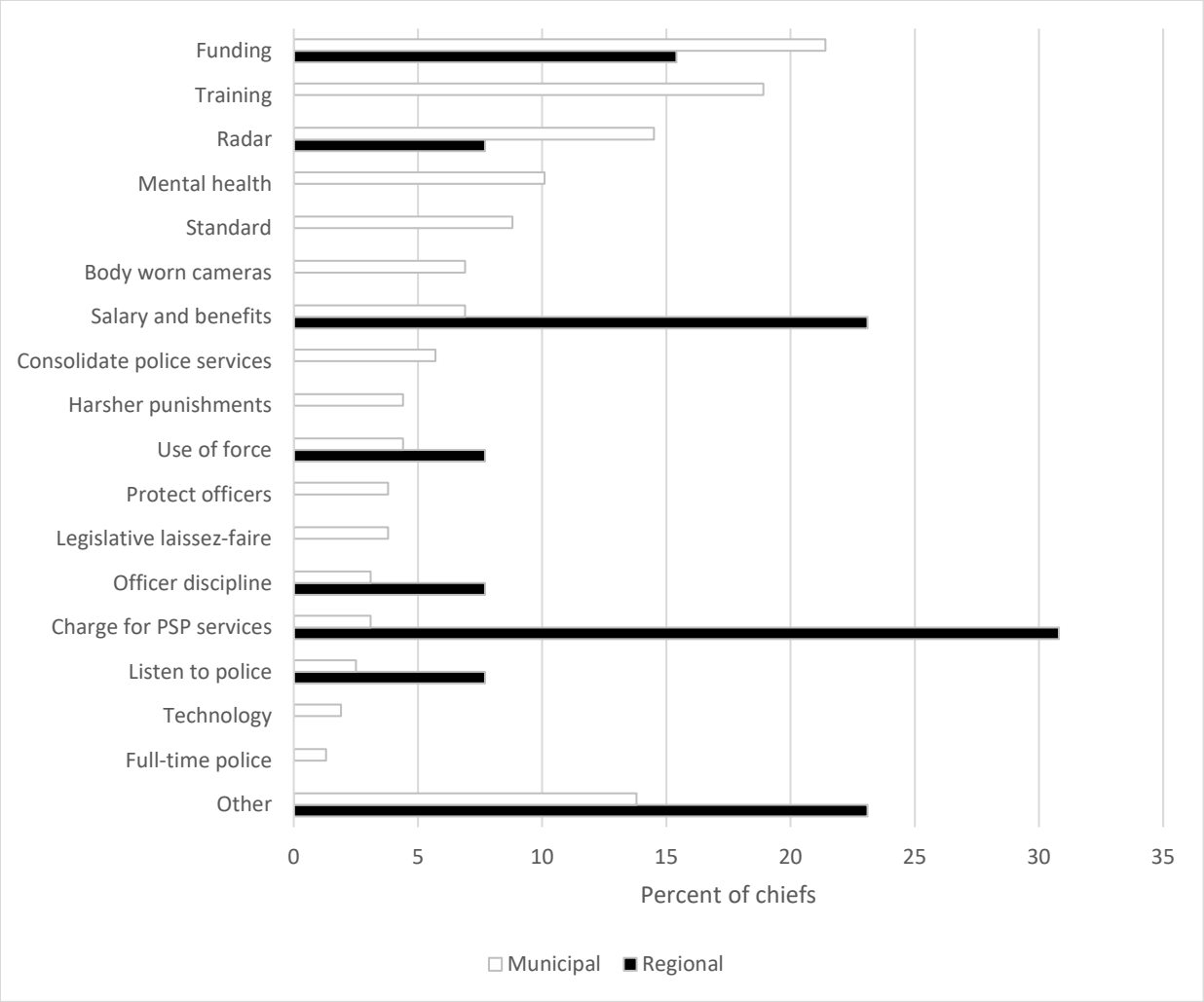

Figure 95. Policy recommendations of municipal and regional police chiefs ($n_{municipal}$= 252; $n_{regional}$= 20)

Comparing rural and urban police department concerns for legislators

Funding was a top concern of close to half (48 percent) of rural police chiefs and 35 percent of urban police chiefs (χ^2= 3.354, *df*= 1, *p*= 0.067). (See Figure 96.) A slightly higher percentage of urban chiefs (19 percent) than rural chiefs (16 percent) were concerned about radar, while a slightly higher percentage rural chiefs (15 percent) than urban chiefs (10 percent) were concerned about salary and benefits. A lower percentage of rural chiefs (7 percent) than

urban chiefs (10 percent) had hiring concerns. Over 4 percent of urban chiefs were concerned about accreditation, while no rural chief mentioned this as a concern (p= 0.072).

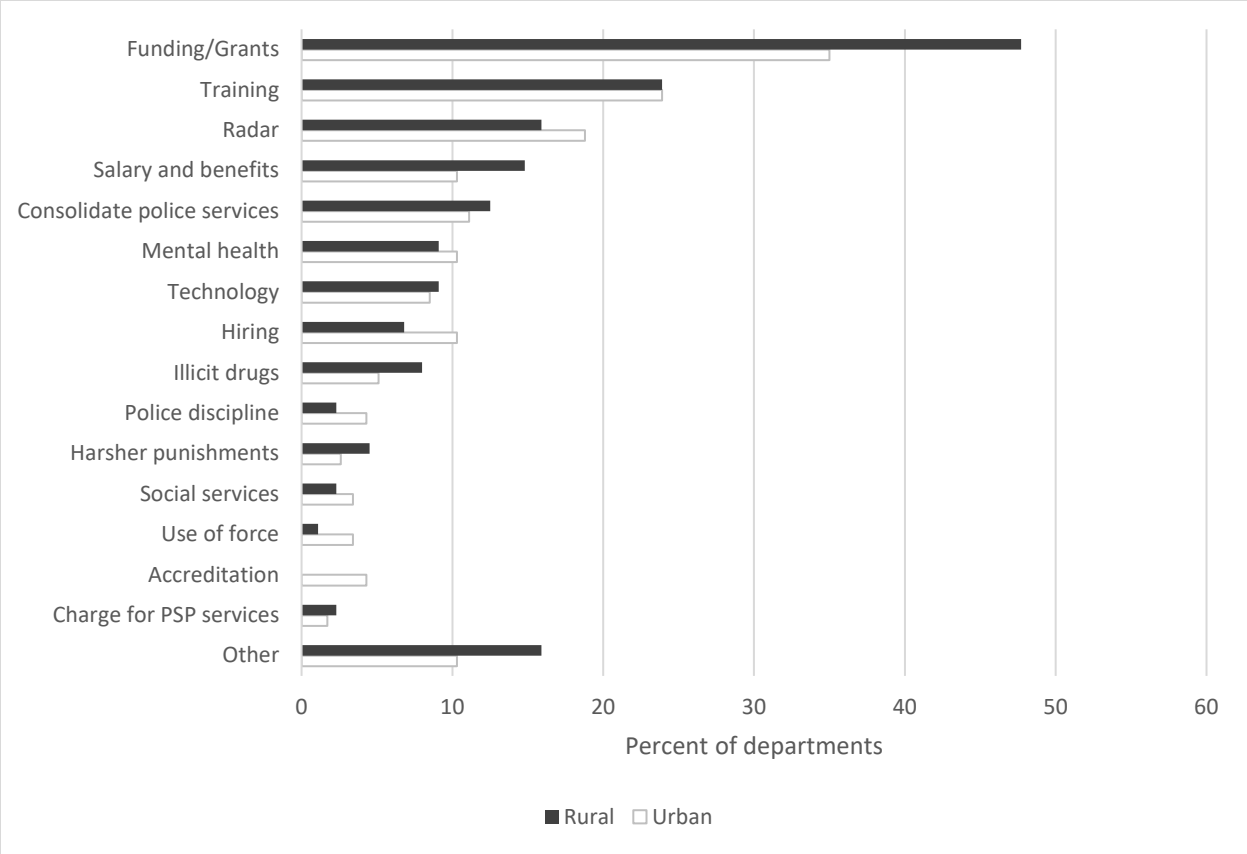

Figure 96. Areas of concern of rural and urban police chiefs (n= 252)

There were minor differences between rural and urban police chiefs in policy consideration categories. (See Figure 97.) None of the differences between rural and urban chiefs reached statistical significance, indicating that they have similar policy preferences.

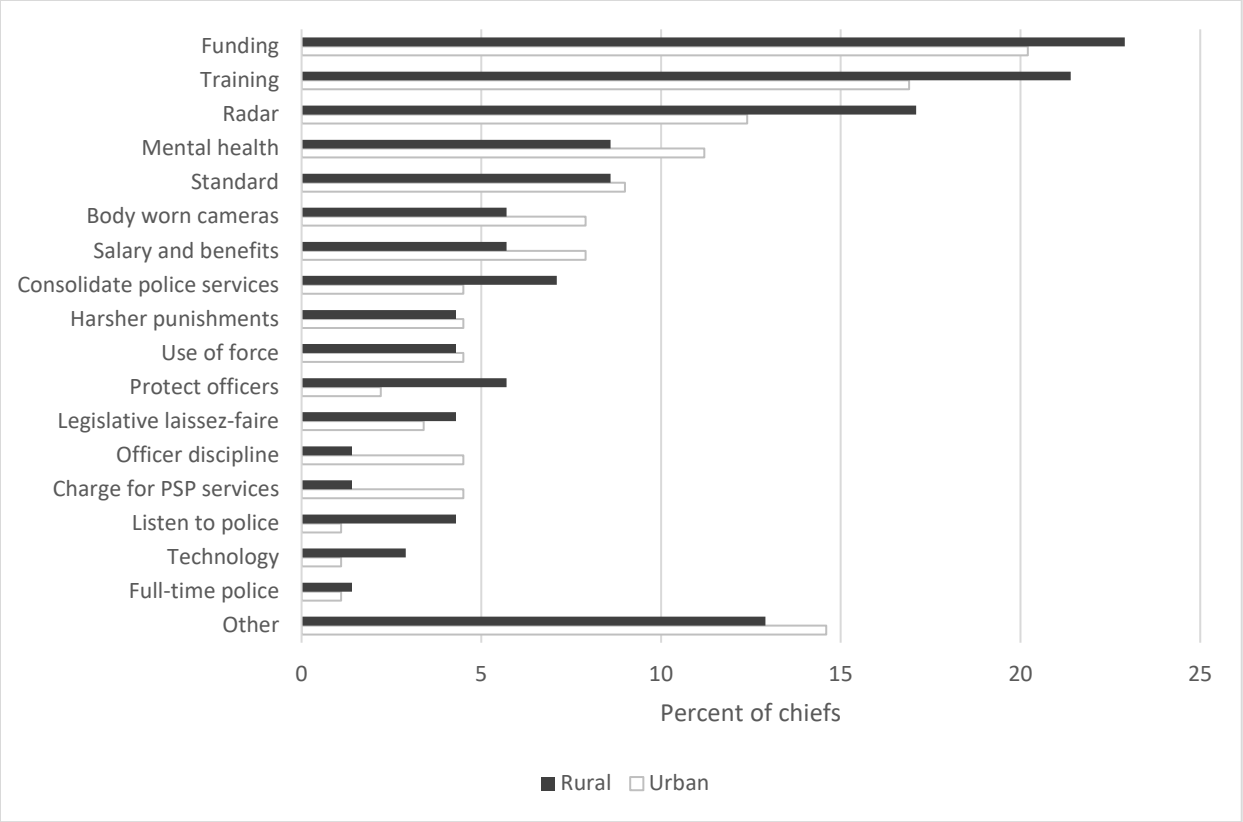

Figure 97. Policy recommendations of rural and urban police chiefs (*n*= 252)

Additional considerations from follow-up in-depth interviews

Create grant opportunities for small departments and offer grant-writing assistance

As in the online survey, chiefs in the follow-up in-depth interviews cited funding as a major hurdle. Chiefs found grants frustrating. One chief explained the difficulty applying for grants:

> The cost, you get on the USDA site and these different grants, and you get these smaller departments with the bean counters – they want me to do a grant that gives the total assets of the city, what is the assessed value of all the property. They get down to these questions that I have no idea and cannot access the information. You have to jump through all these hoops.

Another chief agreed, saying:

> Even the grants – they're either A) a bigger agency is going to latch on and grab them or b) they're awarded to the county and you have to compete with everybody in the county…. I realize some of those programs are available, but again, a large agency to have people that do nothing but do research grants are going to have a lot more success with that than me who has to handle a shift for the guy who called in sick today and tomorrow I have to do an investigation…. Obviously, I don't need a Cadillac Escalade for a patrol vehicle, but there should be some way that I don't have to compete with the city of Philly for body worn cameras or whatever the case may be.

One solution to helping chiefs with grant-writing would be assistance from the Pennsylvania Chiefs of Police Association or PCCD, as one chief suggested:

> Grant writing is not one of my fortes, I can do it, I don't have time to sit in here all cooped up to make sure all of my I's are dotted and t's crossed for a grant. If the PA Chiefs or PCCD or even if we were allowed to go to Penn State Extension and use grant writing, if they had people who were dedicated to law enforcement/ public safety grant writing. I don't know what it looks like. But, you also have to have the existence of those grants being out there to begin with.

Given the issue with funding small departments, one chief offered another solution: "… one of the ways that can be done is through assessments to [criminal and traffic enforcement] defendants in the courts…. We need some kind of fund designated to support rural policing, but it doesn't need to involve taxes."

One chief conveyed that regionalization is the key to the funding issue, saying "If we would regionalize, … we could retain and keep highly trained officers in a specific area for a longer period of time instead of this revolving door. We need funding to update equipment, train officers and keep officers." Another chief agreed, arguing in favor of regionalization: "That's a sore issue for me – it's such a waste of money and resources to have the small agencies – they need help, it's a drain and it's one lawsuit away from bankrupting the communities."

Standardize communication throughout the Commonwealth

Chiefs were asked about their communication systems, and what technology would be helpful to enhance their communication capabilities. First, chiefs were prompted to "Tell me about the department's police communications systems. In a crisis, is your department able to communicate with other emergency service workers on one system?." One-fifth of the chiefs were not able to communicate directly with other emergency service workers. (See Figure 98.) One chief reported purchasing extra radios that have the fire and EMS frequencies so that the agencies can communicate that way. One chief reported that his agency previously was able to talk to other emergency service workers, but they are not able to do so anymore:

> …this is my understanding of this: Pennsylvania, most counties in Pennsylvania have been using a radio frequency that the FCC was going to tell them they have to stop using. That's a summary of it. I think there was more to it. Telling everyone they have to go to a high band frequency that people can't monitor. So, [other] counties … told the FCC to go pound salt because each of these new portables (which were $8,500/piece), they got a grant to help offset that cost. If you're the agency, I have to buy 35-40 radios. Nevertheless, [my] County just went to that. Under the old frequency, we could switch over and talk to fire and EMS [Emergency Medical Service] and in some cases we could switch over and talk to other agencies.

One chief reported that his department does have the capability, but it depends on the emergency: "We do have disaster channels, so we can be tied in if need be, depending on the state of the emergency. If it's a flood, then yes, but active shooter, probably not – we'd go through dispatch on that." The remaining forty (78.4 percent) chiefs had at least some capability to talk directly to other emergency service workers. Some chiefs described the command center integration in an emergency:

> In a time of crisis, should it really get involved where PSP is coming in, federal police are coming in, they have the ability – our com [communication] center is ahead of the world

when it comes to integrating all of these communication frequencies in one base. We have the ability, if it's critical in nature, to bring up our mobile command station and what they do is they take a portable, set it in a dock, take the federal in a dock, take the state police – whoever – put their portable in a dock, and all the units in the area can talk to one another on one frequency. They have the ability to integrate it.

Most (25 chiefs) would have to switch over to another channel to talk, and this can pose some problems, such as difficulty switching channels when driving at high speeds to the scene of the emergency or remembering to switch channels: "If we're responding to a fire, normally, the fire, EMS and cops are too busy to look at their portables to turn a few knobs here and there, so they don't end up using it." Some chiefs mentioned that police can switch over to any channel, but others cannot switch to the encrypted channels used by police. One chief reported they can communicate directly with fire, but not EMS; another chief reported that they can communicate directly with EMS, but not fire. One chief said his agency had the capability to communicate directly, but no one knows how to do it. Two chiefs mentioned that dispatch or the 911 center can patch the police through to others in an emergency.

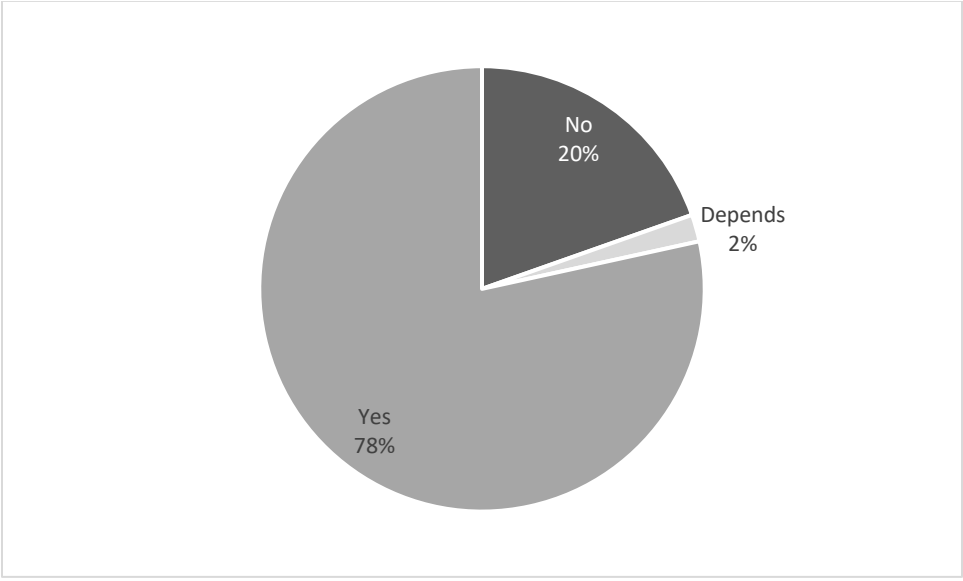

Figure 98: In a crisis, is your department able to communicate with other emergency service workers on one system? (*n*= 52)

One chief was concerned about the communication among emergency service personnel, including police, fire and EMS after their switch to a Broadband 800mghz system about a decade ago. He reported:

> The biggest hurdle is that the police are the only ones that have the police frequencies. I can ago to EMS or fire channels, but they can't go to my channels. We're actually dispatched twice for the same call. It will go to police frequency, then fire/EMS. EMS is often out of the loop…. There are times where things aren't trickling down…. If an officer is on the scene dealing with somebody, they have to switch channels. If I stop and switch channels, I'm the only one talking to the EMT; my back up doesn't know. You have to talk to the dispatcher. And the guy is cleared, and they stay on the ambulance channel instead of going back to our frequency. Then, they have to call out the calvary. And, if you're in the middle of it, you don't have time to look down and switch to channel 2. It's not just a push of the button. You have to scroll through multiple frequencies. There's just no call for it. The people who are involved here in this area, heaven forbid when that time comes when something happens; they'll be hanging the 911 center out to dry. We've addressed this several times and they aren't changing. Somebody will get hurt. That few minute delay at some point will be crucial. Something won't come through that they think they didn't need to know. The system in place can be adjusted and made better….

Another chief agreed, citing the dangerousness of inability to communicate:

> After 9/11, the big lesson we were supposed to have learned is to have the ability to communicate with each other. For the first few years, yes, the communication improved dramatically, but now it's worse than what it was before 9/11. We can't talk to the State Police. Other counties like Northumberland County went to a communication system that is totally different than the bordering counties. Decisions are being made without the foresight of seeing what others who you depend upon on a day-to-day basis are able

> to meet. If you're going to go to a tech system that's not compatible with your neighboring county and you depend on those counties for fire, EMS and police, if you can't communicate, you're endangering people – the police, fire - because we can't respond. We had a police shooting in our neighboring jurisdiction three weeks ago – an armed robber was shot. When I went on a call, I had to switch my radio over to their channel. That's not something that's easily done going 100 miles down the road. Our portables aren't compatible. When I get out of my car, I have to grab one of the radios that we purchased to be able to talk with them. It's a dangerous system – we need to come up with a common format to talk to one another. We purchased two digital analog radios which give us the capability to talk to Northumberland County, I'm going to purchase two more. That's $10,000 on a limited budget.

Municipal police chiefs also were asked, "Are you able to communicate directly with the Pennsylvania State Police?". (See Figure 99.) Three quarters of the chiefs said they were unable to communicate directly with PSP, 23 percent said they were able to communicate directly with PSP, and one chief was unsure. Five chiefs reported that PSP can monitor their frequency and switch over to the municipal channel to communicate. Two chiefs said they could talk to PSP directly if the chiefs switched to a national channel that PSP also could access. One chief said "theoretically," indicating they were unable to do so. One chief said his agency could talk to PSP if the cars were close enough:

> We're pretty spot on with the national frequencies and interagency frequencies if they're close enough. If I have to talk outside that arena, I have to go through the communications center there. They can patch us through their communications center. I haven't tried that yet. We have the ability, if the cars are close enough, we can talk over that.

One chief was optimistic, reporting that:

We are finally getting hooked up to have the ability to talk to PSP. PSP is coming on board with some kind of patch over the next few months, so we'll be able to speak with them as well. That was the biggest hole in the system because state was behind the county in terms of technology.

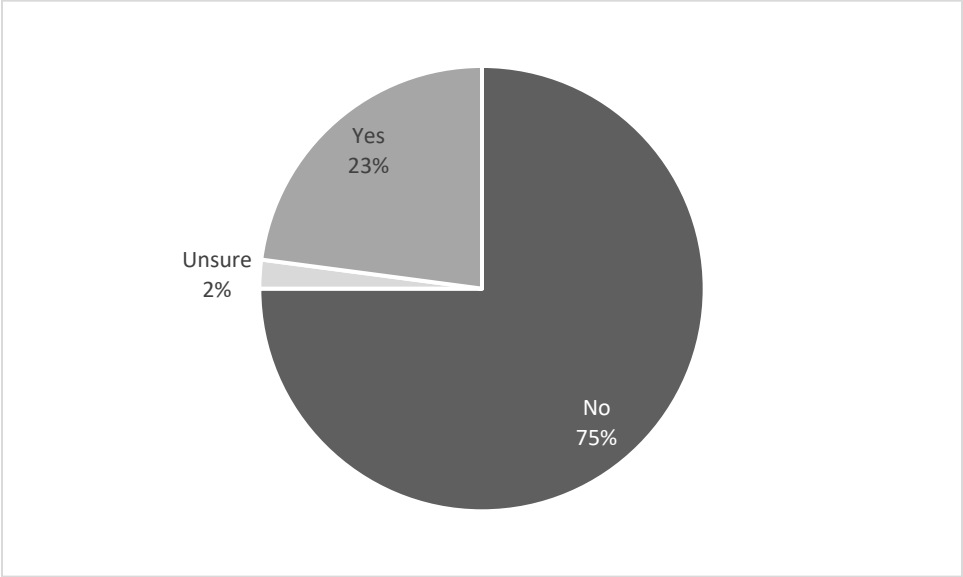

Figure 99: Are you able to communicate directly with the Pennsylvania State Police? (*n*= 52)

Chiefs were asked, "Do your officers use cell phones? If yes, are they personal or department-issued? How does this impact the use of the radio?". Officers in all but one department used cell phones. Forty-seven percent of departments issued cell phones to officers, while 37 percent of departments said officers used their personal cell phones, and the remaining 16 percent had some department-issued cell phones and officers using personal cell phones. (See Figure 100.)

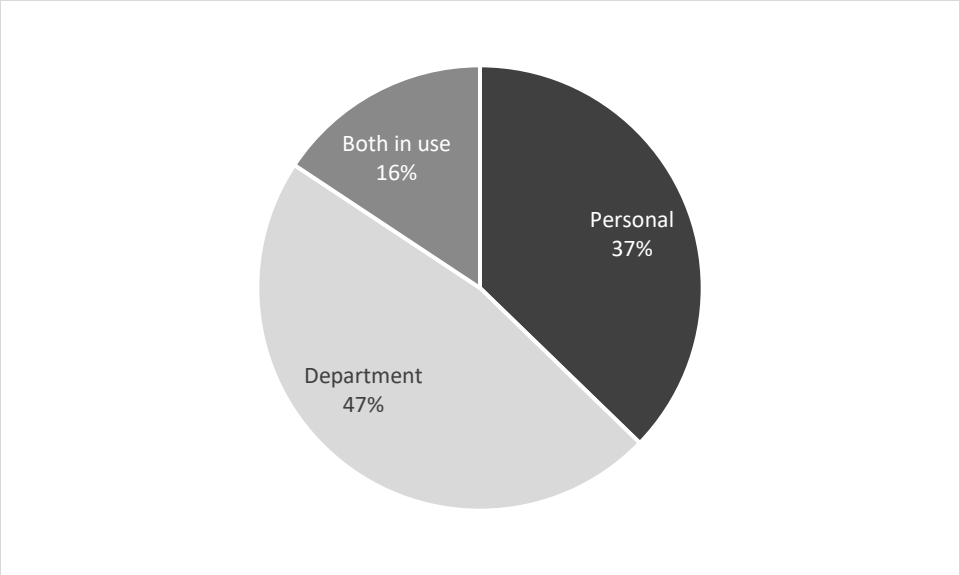

Figure 100: If officers use cell phones, are they personal or department-issued? (*n*= 52)

Sixty-one percent of chiefs noted that officers' use of cell phones did not impact the radio. The remaining 39 percent observed that officers' use of cell phones impacts the use of the radio at least somewhat. A common theme was that communication via cell phones helps the radio stay clear by keeping "unimportant stuff" off of the airwaves and anything "confidential… is not put out on air." One chief emphasized another common theme, that "Your personal phone is discoverable. You don't want people digging around in your phone." One chief summarized the benefits of departmental cell phones:

> We have an iPhone in each car they can use. It has data on it, and they can tie it into the hot spot into the car. I tell them to use it for official business. [However,] it potentially could be used for discovery purposes for court cases later, and then you open the door to whatever is on your phone. Anything official, like pictures of a scene, damaged property, domestic injuries, they'll take it with the cell phone camera. It's a nice feature. They all have Verizon's [Priority Access, which is] similar to AT&T First Net. It has priority. If there's a large scale emergency – not a big issue in our area – they have the ability to override the system and jump in and have priority access to the system.

When asked, “What technology would improve communications?”, eight chiefs wanted the ability to communicate directly with their neighboring departments, PSP and other emergency service workers. Another eight chiefs wanted standardized communication throughout the Commonwealth, perhaps on one system, and a standard policy for the communication, including call outs. One chief promoted the communication interoperability solution implemented in Berks County, where everyone is using the same system with the same equipment and pays an annual fee until it is paid off instead of having to fund the system initially: “A few years back, went to new radio system in county. The county made sure that everybody is on the same system. They built a wide area network across the county. We have pretty excellent coverage everywhere. It’s a matter of switching between talk groups…. It also has the ability to patch different types of radios into our system so we can speak to outside entities who aren’t part of our network (e.g., PSP). PSP might monitor one or two of our frequencies. We’ve had situations where we needed air support and they were able to patch PSP frequency into the frequency we were using to talk directly to the helicopter…. Everybody has the same hardware so it’s easier to trouble-shoot if there’s an issue in the system. It’s a lot easier to keep that uniformity when everyone is using the same equipment. County worked a pretty good deal when we first went to the system. Through grants and other restructuring – it’s low and basically no cost for the radios and there’s a yearly fee until everything is paid off. No municipality had to come up with hundreds of thousands of dollars for equipment at one time.”

Add/improve towers and repeaters to eliminate dead spots

In response to the question, “Are there any ‘dead spots’ where officers lack radio coverage?”, over half (52 percent) of chiefs reported that there are dead spots in the jurisdiction where officers do not have radio coverage. Buildings with concrete structures, such as schools, hospitals and nursing homes, were cited as places with dead spots. Topographies, such as valleys, mountains, rivers, and forests, also were places where chiefs identified dead spots. One

chief noted, “When they installed the radio towers, trees grew up and building went up.” Six chiefs (12 percent) recommended more towers and repeaters for better radio coverage.

Broadband remains an issue for some departments and some departments need assistance with computers in police vehicles

Chiefs were asked, “Is broadband an issue in your department? How is the ease of sending documents over the line?”. Three quarters (75 percent) of chiefs reported no issues with their broadband. However, about one quarter (23 percent) had some issues. One chief could only receive documents, another had an issue sending body camera videos and another said it was spotty. One chief reported not using it at all. To improve communications, one chief recommended,

> I think that would improve it is if we go back to the broadband issue is if the county handles the broadband issue if everyone operates through that MESH system, not only the voice communications but we could integrate with other departments that way. Text messages over the broadband network. I could send a department 25 miles away from me, ‘hey BOL for [a person matching this description]’.

Thirty-two chiefs referenced computers and internet in police vehicles. Twenty-five of those chiefs (78 percent) had both, but seven (22 percent) did not have computers or internet access in the police vehicles. Chiefs stressed the importance of a common records management system accessible from the police vehicles. Three chiefs would like help purchasing computers for their police vehicles, and one chief would like help purchasing a mobile hot spot for his police vehicles. Four chiefs recommended a common records management system accessible within the police vehicles by all police and law enforcement throughout the Commonwealth for improved intelligence sharing. One chief recommended LEGIS:

> …there’s a state funded initiative called LEGIS. It doesn’t get the amount of adequate funding because some of it has been private sourced and different records management systems have become pay as you go and it’s a challenge for smaller agencies. This has the

> ability to do what we need it to do. You query a name in the LEGIS database and it points you to the agency that has contact with the individual. Wouldn't that be a novel idea in 2021 to know what somebody else in Pennsylvania is doing? We don't do a good job of doing that. Different records management systems [(RMS)] have their own, but every RMS should be required to dump at least the basic parameters of data into LEGIS.

Other technology needs

In addition to focusing on communication technology, chiefs offered other technology needs when asked, "What technology would improve communications?". One chief would like an assessment of the technological needs of his department: "… it would be a great help if somehow the state could provide grant writers or grant folks that could come in and look at our stuff and say, here is a synopsis of what your borough needs." One chief would like to see policing in Pennsylvania advance by thinking outside the box through educating police chiefs on available technology:

> I think that the education of department heads in technology that exists out there would really be helpful. Once I have a comfort level with something, I feel that I can go back and pitch it to the people who control the purse strings. I have a board of supervisors right now who are very engaged and they are intelligent people and they ask a lot of technical questions. I struggle sometimes because I'm not that tech savvy. I think that ultimately providing the educational resources out there so we can view, see, tangibly hold things in our hands – because that's what police chiefs like to do – that becomes more palatable for us and people receive in the requests.

One chief tried a new program he wants to use, but he is unable to afford it. "It's called MACH. We can monitor all the departments on the computer in our cars and we can send messages back and forth and we can track and communicate. It's very expensive."

Mobile fingerprint readers, license plate readers, pole cameras and police vehicle trackers would be helpful to at least one chief. Another chief would like a system to

automatically dump car videos and taser information. One chief would like an open CAD system to see where other departments' cars are located.

Examine civil service to ensure it supports diversity in policing

Eleven percent of chiefs interviewed expressed concern about civil service. One chief described the civil service process in Pennsylvania:

> One of the inequities in Pennsylvania – the bar for the borough and the bar for the townships are at very different thresholds. The borough has to be a civil service hiring agency, so I have to follow a civil service process and have a civil service commission. Townships of the 2nd class can hire you right when you come in the door. In fact, it is now that restricted that termination of part-time officers has to be done via civil service, which handicapped smaller agencies. I have a nine-member agency: myself [and] four part-time officers. Without the part-time officers to support the organization I cannot provide the support that I do. The civil service process is archaic and is not where it should be today.

One issue raised about civil service is that part-time officers who are already vetted, trained and working for the department cannot simply move to full-time employment. According to one chief:

> Not being a township of the second class and working for a borough now, the system – the civil service system that we have to use to hire somebody is a real pain in the rear end.... It doesn't make sense to me that I can have a part-time officer who works for me who maybe has been working part-time for me in some cases for two, three, four years, and now I have an opening for a full-time officer, that I have to go through the civil service system. I can have someone where all they have to do is change a box on their employment sheet. Now, I have to go through all the [hurdles] and come up with a list of three and go through borough council and if someone on that list of three is a veteran, I have to hire that person, regardless of whether I have a great part-time investigator. The

borough has to hire the unknown. It would be great if something were built into that. Obviously, you have to keep the process fair and escape nepotism. It would be great if there was some kind of amendment, even if I still had to go through the entire process, if I have someone who worked for the borough for two or more years, that they're on the same level as someone who has military service. That way, I have someone who's fully trained and ready to start working tomorrow rather than having to train someone up, getting to know the area, getting equipment. It's frustrating for me from a procedural standpoint.

A similar concern is the lack of input into the civil service process. One chief relayed a recent hiring experience through civil service:

> Because of some of the issues in the past, civil service has very tight control. I have very little input in that…. I'm going to try to work with the civil service commission to get a little more notice the next time they're testing. Last time, they said they were testing in 28 days. There are some things we have to work out…. I had the luxury of spending most of my career in [another, affluent] township, [where] we had the ability to be heavily involved in the hiring process. They weren't civil service, so we could tweak the things we wanted to, such as the hiring panels. These folks have really good ideas and their interest is to make sure the borough doesn't do anything wrong. I have 33-34 years' experience. You might want to ask the professional with experience how he wants to handle this.

Chiefs also are paying attention to diversity in the ranks, but there are potential barriers to diversifying the department with the civil service process. One chief explained,

> As a borough, we're bound by code to civil service. The testing is pretty much laid out through civil service. Not saying civil service is bad, but it only allows – you only get extra points if you're a veteran. Not saying that's bad, but it makes it difficult to recruit from the community or for diversity because if you have veterans, they'll automatically

rise to the top. A qualified female or minority who's not a veteran can go from #2 to 4, 5, 6 on the list.

Some police chiefs suggest revisiting the civil service process to ensure that women and minorities are not excluded from the applicant pool.

Chiefs want radar for traffic safety

Most chiefs advocated for municipal use of radar to address traffic complaints. In fact, one chief said, "I actually have a [Matchbox car] toy radar gun I use…. I sit on the side of the road and point it at people. It scares people and slows people down." Chiefs understand that one impediment to municipal officers' ability to use radar is the concern that municipalities would use radar as a revenue stream. For example, one chief offered a cautionary tale: "It shouldn't be used as a revenue making tool. We had a town … west of here, and that's exactly what it would have been. Ultimately, the chief got investigated there for funneling money into a project to fund a playground. Best of intentions, but you can't decide on your own to do that. He was issuing speeding citations, and he would tell them if they went down to the borough, they would withdraw the ticket and the fine was to donate to the playground." One chief said, "I get what they're saying that it's a revenue thing. But, anyone who knows how fines are divvied up, it all goes to the state – it would fill the state coffers first, not the local coffers. If anything, you'd think the state would want us to have them." Another chief explained the calculations: "I did some math a few years ago. If we get $12.50 from the fines of the citations and everybody pays them, I have to write 100 citations every day of the year to fully fund my department, and that's not accounting for overtime and everything else. When I got here, we wrote 250 tickets per year. Since then, we were averaging 400-500 per year." Another chief agreed that radar may be a revenue generator for municipal departments initially, but that will subside: "It may start out as a money maker. What they don't realize is you get a new toy in the sandbox, you use it for a while, they you don't play with it for a while. Like a kid with a new toy at Christmas." One chief who began his career as a municipal officer using Vascar then retired after using radar for 20

years with the PSP recommended policy to avoid using radar as a revenue generator: "There are ways legislatively to allow radar to be used so it doesn't get abused. It's very simple to do. A minimum speed, only so many citations could be written in a percentage compared to other types of citations."

Chiefs argued that radar is necessary for the safety of citizens on the roadways and for the safety of officers. One chief who retired from PSP and used radar for over two decades said, "There have been several instances in [the] county of police officers who have been injured setting up speeding [traps]. Instead of going out there and play Frogger to set up a speed timing device – if my officer manages to live during installation, if he runs to get a car, he has to worry about equipment being stolen from us, which has happened. It's utterly ridiculous."

Ensure adequate resources for officer wellness and remove barriers to officer wellness

Support for police mental health varies, but officers are exposed to many stresses throughout their careers. To encourage officers to seek help when needed and to avoid the stigma perceived from seeking help for mental health issues, police need adequate resources. Two resources cited frequently were CISM teams and having a dedicated, trained person who can serve as a counselor, such as resiliency officers, chaplains or police psychologists. The resiliency officer discussed earlier is one solution. The resiliency officer, as a trained peer, can assist the officer needing help and will protect the officer's job because the resiliency officer is barred from reporting to the chief. One chief promoted his chaplain:

> We also just started about a year ago – we have a paid chaplain who specializes in mental health issues and he has tons of training specific to first responders. I think we're one of the first departments in the area to have a paid chaplain. We call him a chaplain because he can provide religious insight, but that's not his main goal. He's a resource if an officer is having a problem. It already paid off. An officer was in a foot patrol with a kid who

stole a gun and while he was chasing him, the kid pulled out a gun and shot himself in the head. They were able to talk with the chaplain for a few weeks after that.

Other barriers to officer wellness exist. One chief was concerned about funding for officer wellness programs and fighting with the union about keeping an unwell officer on the street:

> I've had some officers here who had some issues and I reached out to the union, and the union guy said, "you could take him off the street." I said, if I do that, you'll come down here and sue me to put him back on. He said, "take him out for a drink." That's why I'm calling! He has a drinking problem. We're fighting unions. If you take that officer off the street, you're going to alienate yourself. Unions have to defend bad cops. If I'm jammed up, they'll defend me. But that's what we're up against. It's dead ends. There's not many programs out there. The chiefs who can do things probably have a lot of funding. The smaller department, you can't do a lot. Here, my #1 priority is to get my shifts covered.

One potential solution to the lack of funding is to develop regional task forces to deal with mental health issues. One chief elaborated: "So, if there's an issue at a certain department, you have a specialized team go and deal with it. Chief A knows that Officer A is having issues and [the chief] can reach out to this agency and [the agency will] help with services." This may avoid the stigma to seeking help or a chief requiring an officer to go to counseling.

Ensure adequate resources for citizens having mental health issues

Chiefs recommended more resources for mental health. Over one-quarter of chiefs who offered suggestions to improve police response to mental health calls said they need more programs, such as mobile crisis responders or mental health social worker co-responders, who can come to an emergency call during and outside of normal business hours. Thirteen percent of chiefs supported sending mental health social workers instead of police because mental health crises are not a law enforcement issue and police are not experts in mental health, although others were concerned about the danger associated with such calls.

Ensure enough beds in in-patient facilities for mental health

Thirty-nine percent of chiefs offering recommendations on mental health response expressed frustration with the lack of beds available for people in crisis. Multiple chiefs also expressed frustration with the 302 system to involuntarily commit someone experiencing a mental health crisis who is a danger to him/herself or to others. Some believed there was a financial motivation to allow a person in crisis to voluntarily check him or herself into a facility so that the person's insurance would cover the costs of the hospital visit. However, chiefs reported that when people are permitted to voluntarily commit themselves, they also can check themselves out. Thus, they are not receiving the help they need and the police are called soon after. Chiefs encouraged disrupting the cycle by strengthening the 302 system or at least the police and the hospitals need a common definition of "danger to self and others." Some chiefs also encouraged legislators to have the tough conversations about institutionalizing people with severe mental health issues. One chief who served as a police chief in another state reported when the governor of the other state

> …shut down those mental health hospitals, our calls went up 40 percent. Then society goes, "that cop should have known that guy had a mental health issue"…. Nobody likes the fact that we have to institutionalize some of these people. Nobody wants to talk about that. You release people from the hospital, they go into the community. Society has taken these people and made this a police issue and then you have unfortunate events. We're not trained to be a mental health worker.

Provide resources for Crisis Intervention Team (CIT) training for police

Regardless of other resources available, there will be times when police respond to an emergency call and interact with a person with mental illness. Over one-third (35 percent) of chiefs offering recommendations on police interactions with mental health advocated for more availability of Crisis Intervention Training (CIT) for small and rural police departments. Because

CIT is a week-long program, backfilling shifts while an officer is away is difficult for many agencies. However, the program can be beneficial. As one chief said, “It’s been very good, it’s paid significant dividends for my officers to make us better with those interactions. I don’t know what the answers are, but I clearly can identify some of the problem.”

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