

# Regional Policing:

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## The Case for Increased Police Service Levels and Accountability in Luzerne County

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This study provides empirical information that supports the need for regionalization of police departments and the impetus for statewide shared services legislation.

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## Research Methodology

The Pennsylvania Economy League (PEL) and The Institute for Public Policy & Economic Development (The Institute) used standard Department of Community and Economic Development (DCED) municipal statistics on police expenditure, population, and the status of police forces both as stand-alone departments, contracted departments, and regional departments. DCED municipal data is self reported data from municipalities, the researchers made no attempt at wide scale error correction beyond the obviously too low or too high value or inconsistent data within the category. PEL corrected those erroneous data instances with prior year data from 2005 when reported, if no report was made for the 2005 or 2006 year, those municipal elements were deleted. Notwithstanding the self reporting errors, the researchers believe that the DCED data in the aggregate provides a reliable and convenient source from a wide variety of municipalities. The researchers calculated the population served by summing those municipalities that reported police expenditures in any category and compared those reports with DCED census and description of police departments. The per capita costs for population served were the result of this calculation and forms the basis for comparison of current and historical costs.

Berks, Lancaster, Monroe, Northampton, and York counties were chosen for comparison due to the presence of significant numbers of consolidated departments in those counties. This provided the basis for the per capita measures of costs for consolidated departments. Centre, Erie, Franklin, Luzerne, and Westmoreland counties were selected for the lack of reported consolidated departments and for their similar population to the “consolidation” group of counties.

## Executive Summary

The purpose of this study is to analyze regional policing versus individual community policing from both a cost perspective and a presence of full time dedicated police officers. Given the decline in full time officers, communities and residents are at a higher risk and with limited resources, training, and investigative crime — crime resolution is not at a high level. This study promotes regionalization of polices forces to enhance coverage across all communities in Luzerne County.

The regionalization of police forces has been a topic of increasing concern in Luzerne County. Upon considering a transition towards a full-time regional force, several factors must be analyzed to determine exactly how much of an improvement such a switch would yield:

- Costs must be compared across the types of service delivery in neighboring counties in order to draw inferences on the fiscal implications of a consolidated department.
- A historical review of consolidated police department costs is also important in deciding whether municipalities should pursue a regionalized police force.
- In addition, a historical examination of municipal police services in Luzerne County and knowledge of potential obstacles associated with regional police services is necessary in understanding what to anticipate as a result of consolidating the police force.

Studies have indicated that communities with consolidated police departments experience lower costs than traditional police departments. Consolidated departments have been shown to have a significant advantage over stand-alone departments when comparing per capita cost by service delivery type. In an intra-county per capita cost comparison, consolidated departments had over a two-thirds cost advantage over stand-alone departments in Lancaster County while holding a three-quarters cost advantage in Berks, Lehigh, Northampton, and York.

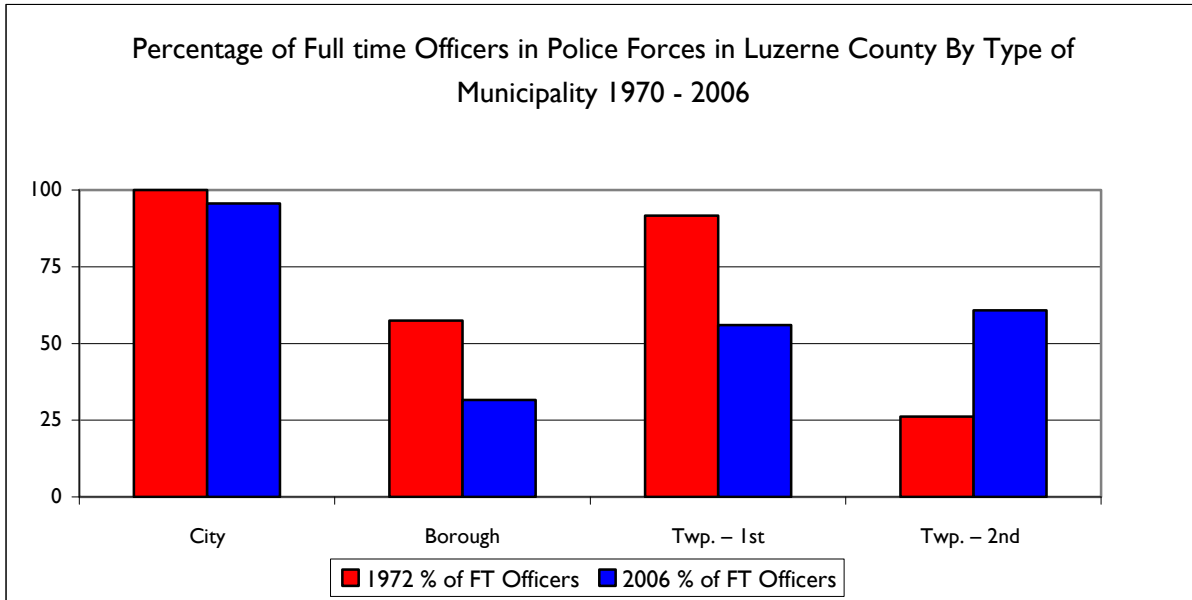
While reviewing consolidated police department costs, it was found that the cost of most regional departments was below the 2006 statewide stand-alone per capita police department service cost. Of the 33 consolidated departments, 20 had costs which ranged between \$50 and \$150 per capita with an average of 18.3 years of existence as a consolidated police force.

Another factor, equally, if not more important, is that the quality of police forces with full-time officers is much higher than with part time officers. Regional police forces have the quantity and quality of officers to ensure coverage in the event of a series of issues occurring simultaneously. Full-time officers have more time for investigation and training, therefore, regional police forces have the ability to spend more time investigating crimes that lead to more arrests. Further, training opportunities in regional police forces are more readily available and cost affordable. This includes training in specific types of crime and criminal activity as well as in weapons. It should be noted that weapons and equipment are more sophisticated and in greater supply in regional police forces.

**Of particular concern regarding the change in police services in Luzerne County since 1972 is the reduction of full-time officers in boroughs and first class townships. From 1972 to 2006, there was a significant decline in the percentage of full-time police serving borough forces and first class townships.** In 1972, 57.5 percent of police in borough forces were employed full-time, while that figure plummeted to 31.6 percent in 2006. Such a drop off in full-time officers is problematic, as the presence of more full-time police service is necessary to ensure the safety and security of citizens in boroughs throughout Luzerne County. Furthermore, from 1972 to 2006, there has been an increase in the number of boroughs, townships of the second class, and municipalities in Luzerne County reporting no police expenditures. By regionalizing police services, these issues can be addressed.

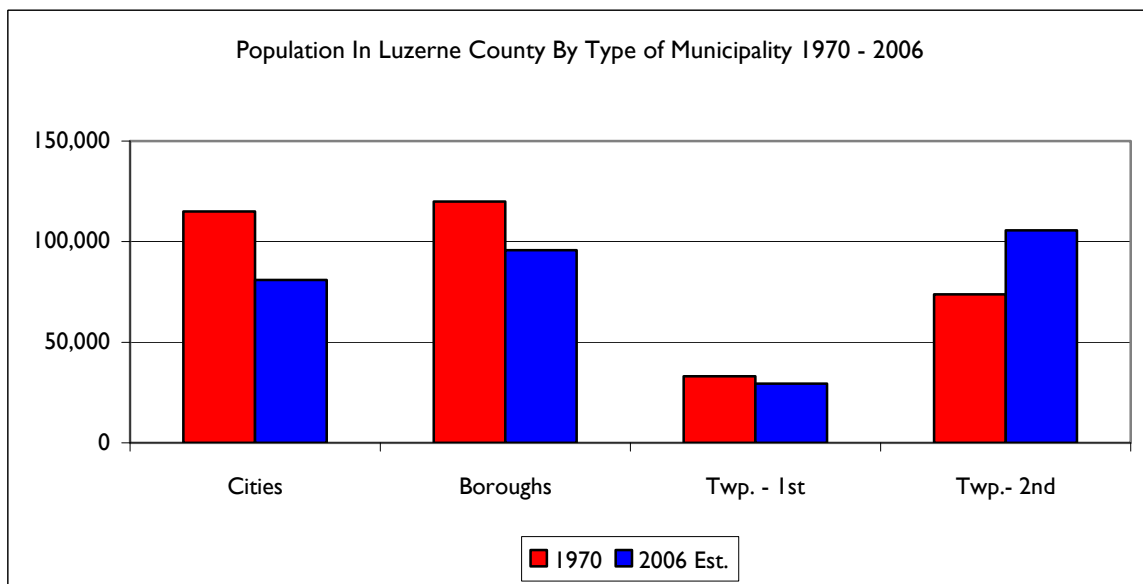
In 1970, the four cities represented 33.6 percent of the County's population; the boroughs were 35.1 percent; the first class townships, 9.7 percent; and the townships of the second class, 21.6 percent. By the 2006 estimate, the cities represented 26.0 percent of the total population;

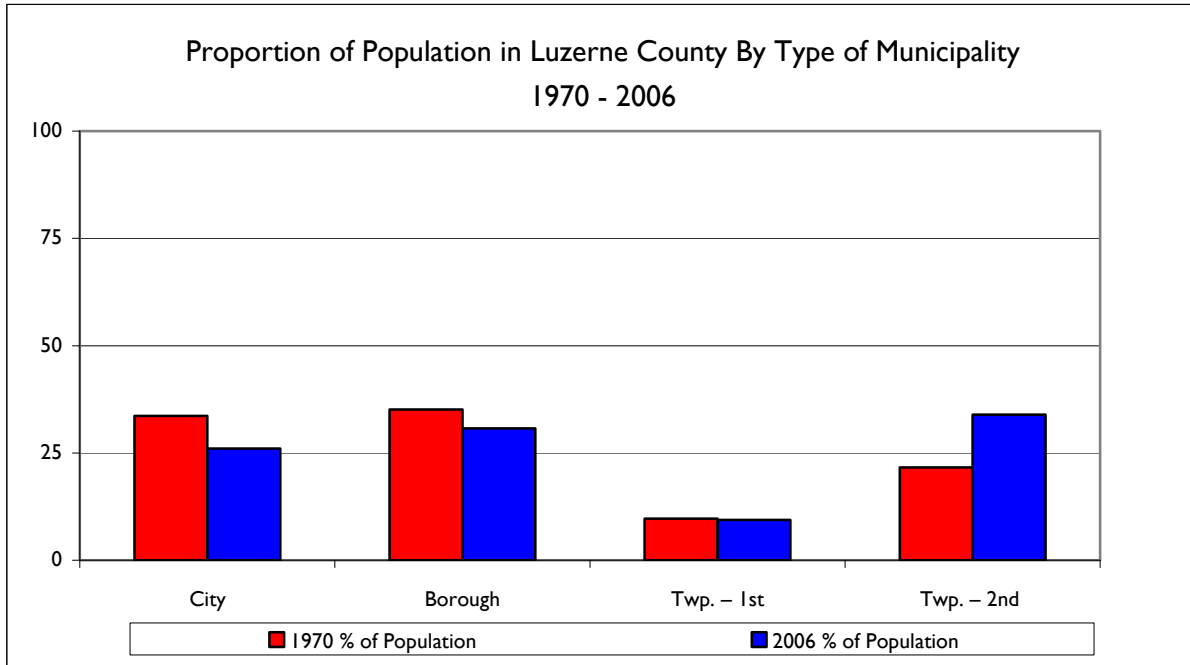
the boroughs 30.7 percent; the first class townships 9.4 percent; and the townships of the second class, 33.9 percent or nearly the same proportion as the cities in 1970.



The following should be noted:

- Luzerne County boroughs have more residents than the cities in both 1970 and 2006;
- In 2006 townships of the second class are estimated to have more residents than the cities in Luzerne County.

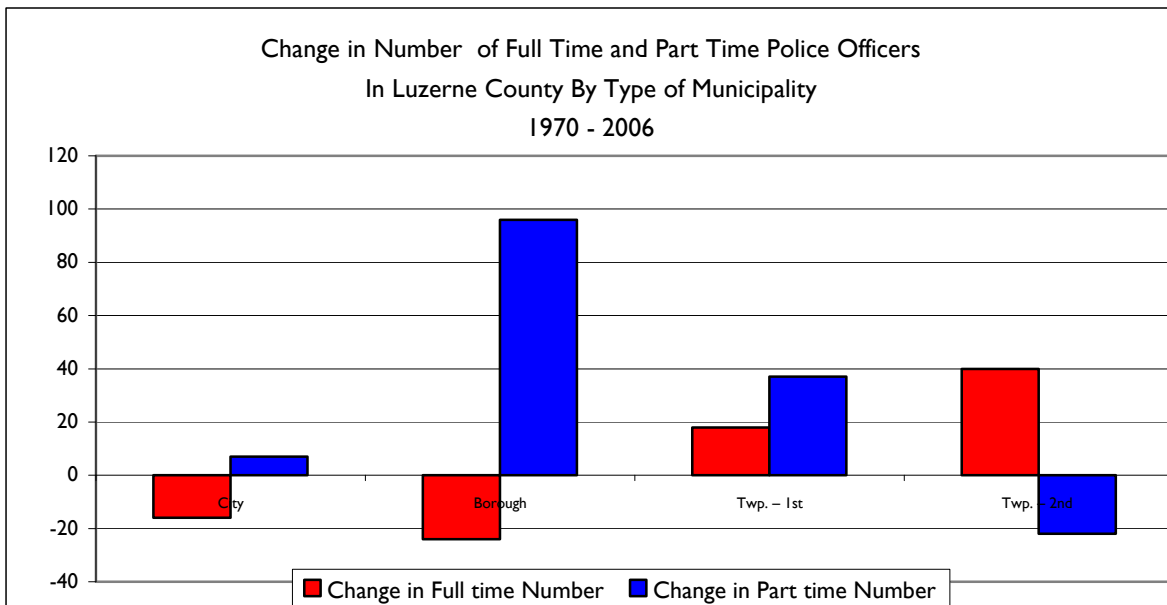




Data illustrate that since 2000, there has been an increase in the percentage of families and individuals who live below the poverty level in Luzerne County. The US Government Accountability Office released a study in 2007 that demonstrated that those who live where poverty is abundant have fewer options and the crime rate tends to be higher. With increasing poverty rates in Luzerne County, crime may increase in the area, resulting in the need for greater efficiency in the deterrence of crime, investigations, and arrests. Further, according to The Institute for Public Policy & Economic Development’s (The Institute) Regional Indicators Report, drug possession crimes increased by 200 percent from year 2000 – 2006 while drug sale and manufacturing crimes increased by 155 percent in the same time period. This does not account for crimes (robbery, burglary, theft and assaults) that are thought to be drug related. These types of crimes require ongoing investigations and specialty services not always available through small departments with limited or no full time police officers.

Also, since 2002, data show that population through migration has increased in Luzerne County. There are more people moving into the county than leaving the county, resulting in a positive net migration. These individuals are moving to Luzerne County from other counties in Pennsylvania, New York, and New Jersey.

Perhaps the most important reason for a transition to regionalized police forces in Luzerne County is the loss of full-time officers in boroughs. A reduction of full-time officers serving borough forces from 57.5 percent in 1972 to 31.6 percent in 2006 poses some obvious problems, one of which is the limitation of borough departments to respond to a series of law enforcement needs at a given time.



**Consolidating the multiple borough police forces can offer improvement in responsiveness and efficiency with which crimes are handled or prevented.**



## Cost Comparison

The researchers analyzed the environment that local combining of municipal services must occur within; specifically, the creation and long-term financial impact of regional police services, both in the counties that have established regional departments and those that have no established regional departments.

The Department of Community and Economic Development (DCED) publication: *Regional Police Services in Pennsylvania, A Manual for Local Government Officials* lists as one advantage of municipalities forming regional police departments is the following:

**“Reduced Costs.** *The cost of providing police services is lower in communities served by consolidated police departments. This was established in an analysis of the ten consolidated police departments existing in Pennsylvania in 1988-89 conducted by the former Department of Community Affairs. Nine of the ten consolidated departments operated at an average 24 percent lower cost when compared to nearby traditional police departments serving communities comparable to those served by the consolidated department. Generally, lower costs result from the need for fewer officers, fewer vehicles, fewer ranking positions and fewer police headquarters facilities.”*

Since that study was completed 23 more regional (consolidated) departments have been formed in the Commonwealth. During the same period (1988 – 2008), the number of feasibility studies that lead to a successful consolidation compared to the number of studies undertaken has been estimated at greater than one in ten. While the majority of these studies projected savings and increased level of police protection, there has been a general reluctance by municipal partners to bring the studies to a fruitful conclusion. ***To understand the reasons these proposed consolidations have not occurred, the current fiscal status of the consolidated departments must be examined against their home county stand alone municipal police departments and with forces in similar population sized counties without large scale regionalized departments, and the Commonwealth as a whole.*** This examination is not intended to compare the costs of a regional police department versus those municipalities that do not have police departments, but is intended to compare regional delivery of police services versus stand-alone municipal departments both in per capita costs and in number of police serving the population. A review of the costs of regional departments over

the 40-year history of consolidated departments against the 2006 statewide average cost of a stand-alone department will provide the historical context to the relative lack of successful consolidation efforts over the past 20 years, despite increasing costs for personnel, healthcare, and post retirement benefits for employees.

#### Comparison of Police Service Costs

The counties of Berks, Lancaster, Monroe, Northampton, and York were chosen for comparison due to the presence of significant numbers of consolidated departments to provide the basis for the per capita measures of costs for consolidated departments. The counties of Centre, Erie, Franklin, Luzerne, and Westmoreland were selected for the lack of reported consolidated departments and for their similar population to the “consolidation” group of counties.

Monroe and York counties have the largest expenditure percentage attributed to regional police departments (92.8 percent and 34.5 percent, respectively). The remaining consolidation counties ranged from 4.4 percent of expenditures in Lehigh to slightly more than 6.0 percent in Berks and Lancaster. For the comparison counties, the use of contracted service sharing was notable in Centre at 10.1 percent; for the others the use of contracted services represented a very small proportion of police expenditures.

<b>Reported Cost of Police Services by Type of Service Delivery 2006</b>					
<b>Percentage of Total Police Costs By Type of Police Service Delivery</b>					
<b>County</b>	<b>County Population</b>	<b>Stand Alone Municipal Police Forces</b>	<b>Contracted Police Service</b>	<b>Regional Police Service</b>	<b>Cost of All Police Services</b>
<b>Berks</b>	373,638	92.5%	1.2%	6.2%	\$ 56,468,964
<b>Centre</b>	135,758	89.9	10.1	–	12,405,704
<b>Erie</b>	280,843	100.0	–	–	23,062,037
<b>Franklin</b>	129,313	99.8	–	–	6,113,919
<b>Lancaster</b>	470,658	84.5	9.2	6.1	61,660,713
<b>Lehigh</b>	312,090	95.6	–	4.4	39,438,999
<b>Luzerne</b>	319,250	99.0	0.9	–	26,164,606
<b>Monroe</b>	138,687	6.7	–	92.8	11,641,628
<b>Northampton</b>	267,066	94.0	0.3	5.7	39,123,014
<b>Westmoreland</b>	369,993	99.5	0.2	–	24,107,767
<b>York</b>	381,751	64.0	1.5	34.5	39,134,266

May not add to 100.0

Source: Pennsylvania Department of Community & Economic Development

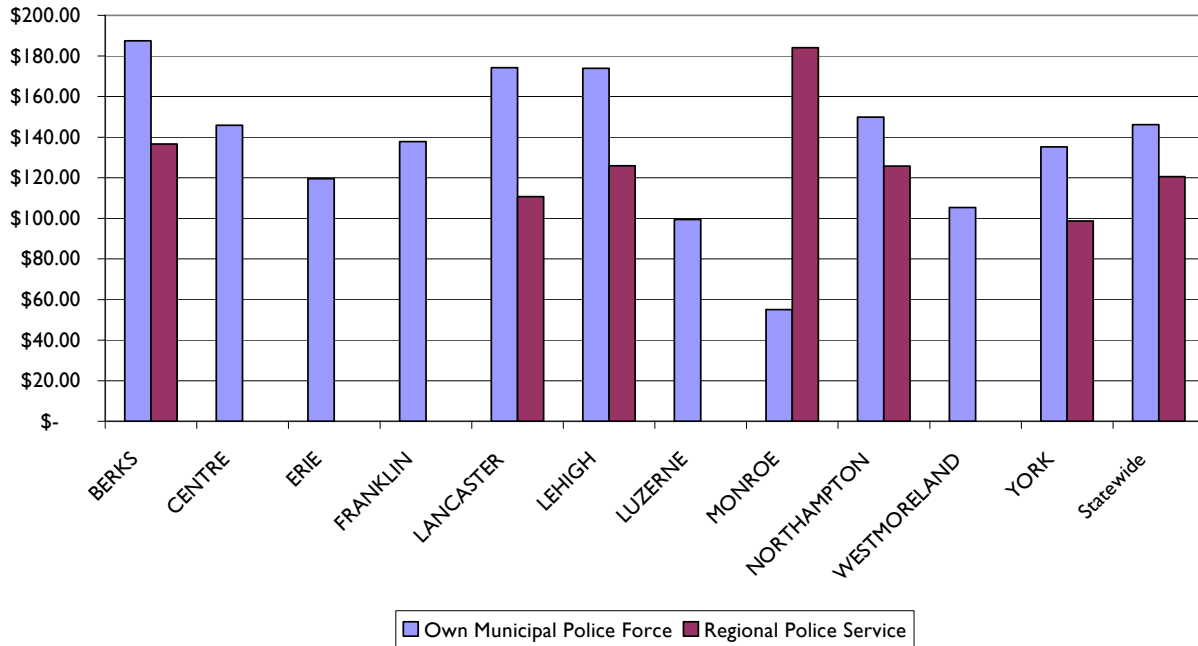
A comparison of the per capita costs of the population served shows that both the per capita cost by delivery type and the per capita county averages for the counties examined do indicate a significant advantage for a consolidated department over a stand-alone department. In addition, the stand-alone per capita values do not gauge the quality of a police force as measured by its deployment of full-time officers over part-time officers to reduce operating expenses. Furthermore, an intra-county review shows that the consolidated force continues to have a cost advantage over the stand-alone force. The same intra-county comparison also shows that the cost of contracting for police services based on municipal need is also significantly lower than the stand-alone department. The intra-county comparison of per capita costs showed a more than two-thirds cost advantage of consolidated over stand-alone in Lancaster County and a three-quarters advantage in Berks, Lehigh, Northampton, and York.

<b>Per Capita Cost of Population Served By Type of Police Service Delivery 2006</b>				
<b>County</b>	<b>County Population</b>	<b>Stand Alone Police Force</b>	<b>Contracted Service</b>	<b>Regional Service</b>
<b>Berks</b>	373,638	\$187.43	\$63.24	\$136.61
<b>Centre</b>	135,758	145.89	95.07	–
<b>Erie</b>	280,843	119.47	–	–
<b>Franklin</b>	129,313	137.71	–	–
<b>Lancaster</b>	470,658	174.24	101.66	110.65
<b>Lehigh</b>	312,090	173.93	–	125.95
<b>Luzerne</b>	319,250	99.45	46.24	–
<b>Monroe</b>	138,687	55.11	–	184.06
<b>Northampton</b>	267,066	149.81	93.87	125.72
<b>Westmoreland</b>	369,993	105.36	30.06	–
<b>York</b>	381,751	135.16	55.84	98.70
<b>County Median</b>		137.71	63.24	125.84
<b>County Average</b>		134.87	69.43	130.28
<b>Statewide</b>	<b>12,281,054</b>	<b>\$146.00</b>	<b>\$72.13</b>	<b>\$120.50</b>

Source: Pennsylvania Department of Community & Economic Development

Monroe County has an apparent cost *disadvantage* against the use of consolidated departments over stand-alone; however that disadvantage may be the result of the widespread use of consolidated forces with full time officers in that county and not an actual cost disincentive for the use of consolidated forces. Stand-alone police departments in Monroe County represent just 10 percent of the population served and are not the norm for service delivery in Monroe County.

Police Cost Per Capita By Population Served And By Service Type



Any comparison of the three types of police service delivery must consider the basic differences of the three types of service (contracted, municipal-wide, region-wide) and the differences in reported data. Contracted services may involve municipalities contracting with each other to provide very limited areas for a quantity of police coverage or limited to specific retail or industrial areas. The available cost data for contracted services is not broken down to allow for a direct comparison of population served by the contracted service; particularly when the contracted area covers less than the population total for the municipality. Therefore, a direct comparison of costs for the three service methods is not possible and for the remainder of this report only stand-alone and regional police services will be compared.

**Cost comparisons must also be reviewed in the context of quality of service, measured as closely as possible to the cost of providing that service. The use of full-time dedicated officers can be a measure of the quality of a police force, both in experience in the community and on the job as well as a measure of the availability of revenue resources needed to provide for the costs of full-time employees and**

their associated benefits. As a percentage of full-time officers on the force, Luzerne ranks last at 55.9 percent for those review counties without consolidated forces; Centre is highest with 99.2 percent of the force reported as full-time.

<b>Percentage of Full-Time Police Officers Serving The Population By Type of Service Delivery 2006</b>				
<b>County</b>	<b>Stand Alone Force</b>		<b>Regional Police Force</b>	
	<b>Population Served</b>	<b>% of Full Time</b>	<b>Population Served</b>	<b>% of Full Time</b>
<b>Berks</b>	278,564	87.7	25,503	94.5
<b>Centre</b>	76,415	99.2	—	—
<b>Erie</b>	192,941	93.0	—	—
<b>Franklin</b>	44,297	79.2	—	—
<b>Lancaster</b>	298,993	96.1	33,751	84.1
<b>Lehigh</b>	216,684	87.8	13,895	1.0
<b>Luzerne</b>	260,556	55.9	—	—
<b>Monroe</b>	14,231	89.3	58,704	98.9
<b>Northampton</b>	245,548	78.3	17,734	100.0
<b>Westmoreland</b>	227,625	70.7	—	—
<b>York</b>	185,252	96.2	136,932	99.2
<b>Statewide</b>	<b>7,211,707</b>	<b>75.5</b>	<b>472,303</b>	<b>86.7</b>

*Source: Pennsylvania Department of Community & Economic Development*

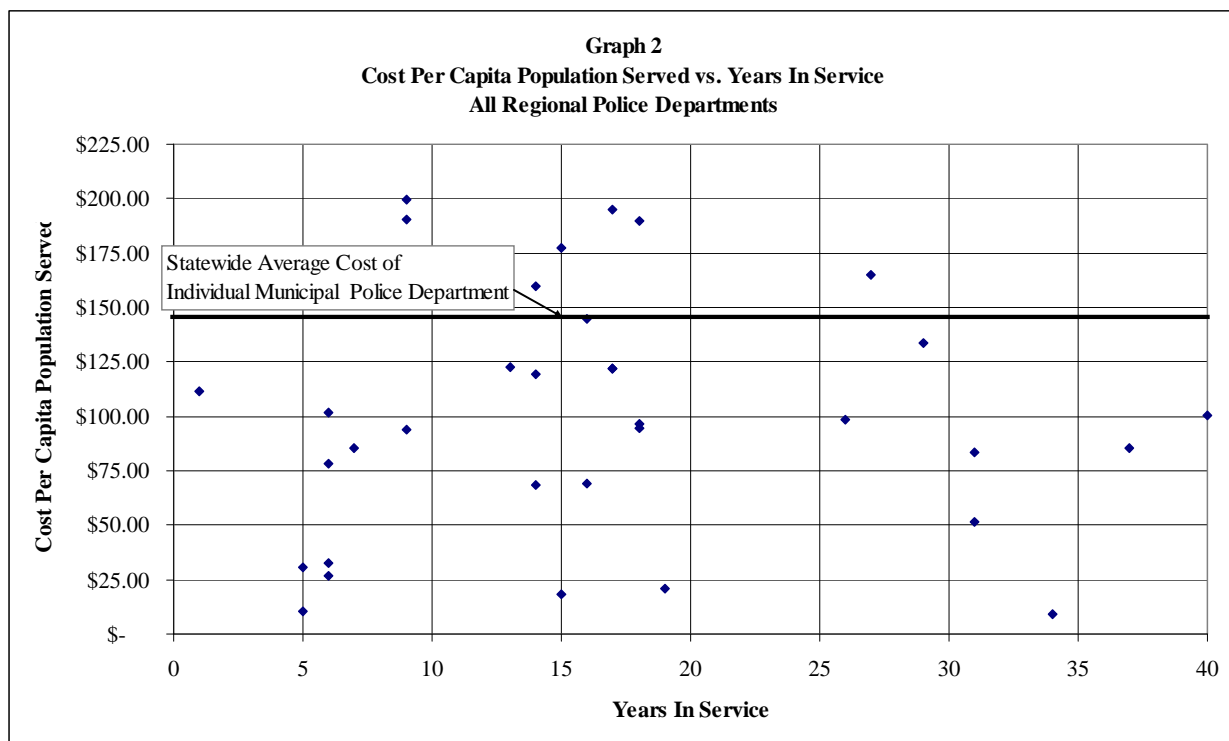
## Historical Review of the Cost of Consolidated Police Departments

The formation of a consolidated police department to service areas without current police protection is a very different process from that necessary to bring together existing stand-alone departments under one regional structure. When a single department expands to service areas without a local department, the start-up costs may be limited to additional officers and equipment. If existing departments consolidate to form a new regional department, many additional items that carry larger expenses must be addressed.

For example, collective bargaining agreements must be negotiated with either the “best” existing agreement adopted as the master agreement or acceptance of the highest level of benefits from multiple contracts into a new agreement. Coordination of benefits and existing

pensions and succeeding pension must be examined as well as the integration of equipment and vehicles into the new department. Perhaps most importantly, no full-time police officers should lose their current compensation or employment as a result of the consolidation of police departments.

Pennsylvania has a 40-year history of regional police departments beginning in 1969. A comparison of the age of the department with the calculated cost per population served would indicate the relative costs of providing police services over time.



Upon initial review, most regional departments fall below the 2006 statewide stand-alone per capita police department service cost. Twenty of the 33 consolidated districts fall between \$50 and \$150 per capita serviced and average 18.3 years in service as a consolidated department with an average cost per capita services of \$99. For the seven departments that cost over \$150 per capita serviced, the average length in service as a consolidated department is 15.6 years with an average per capita cost of \$182.

The average percentage of full-time officers reflects the expected personnel costs, with those departments below \$50 per capita at 40.0 percent full-time, above \$50 to \$150, 84.8 percent full-time, and \$150 and above, 91.5 percent full-time. Officers per 1,000 population also increases from 1.1 officers per 1,000 population under \$50 per capita to 1.6 officers above \$150 per capita.

## **Luzerne County: A Historical Review of Police Services and Potential Obstacles for Regional Police Services**

Luzerne County, at 319,250 persons in the 2000 Census, is the 11<sup>th</sup> largest county in the Commonwealth. Luzerne County is located approximately 100 miles from both Philadelphia and New York City and provides a varied demographic structure of urban, suburban, and rural socio-economic lifestyles.

The County has continued to experience a population decline that accelerated after WWII along with the demise of the anthracite coal industry. The County's population totaled 342,956 in the 1970 Census, declined to 319,250 in 2000, and the Census has estimated the County's 2006 population at 311,626.

The population patterns in the County over the period 1970 through 2006 reflect the significant shift in population from the older cities and boroughs to the more suburban and rural townships of the second class. The County's four cities; Wilkes-Barre, Hazleton, Nanticoke, and Pittston, collectively lost population from 115,027 in 1970 to 85,511 in 2000 and to an estimated 80,991 in 2006, a 29.6 decrease from 1970 to 2006.

The County's 36 boroughs (there were 34 boroughs in 1970; two were created after 1972) also declined in population from 1970 through 2006. Borough population totaled 119,996 in 1970, decreased to 100,563 in 2000, and is estimated to have declined to 95,707 in 2006 a 20.2 percent decrease from 1970 to 2006.



Population in the County's four first class townships declined from 33,126 in 1970 to 30,635 in 2000 and to an estimated 29,387 in 2006 or 11.3 percent for the review period. Population decline in the four first class townships totaled 11.3 percent from 1970 through the 2006 estimate.

The County's 32 townships of the second class by contrast experienced a population increase from 1970 through 2006. The population of the townships of the second class increased from 73,807 in 1970 to 102,541 in 2000 and to 105,541 in the 2006 estimate, an increase of 31,734 or 43.0 percent. The increase in population of these townships totaled 50 percent of the loss of population in the rest of the county.

In 1970, the four cities represented 33.6 percent of the County's population; the boroughs were 35.1 percent; the first class townships, 9.7 percent; and the townships of the second class, 21.6 percent. By the 2006 estimate, the cities represented 26.0 percent of the total population; the boroughs 30.7 percent; the first class townships 9.4 percent; and the townships of the second class, 33.9 percent or nearly the same proportion as the cities in 1970.

It should be noted that:

- Luzerne County boroughs have more residents than the cities in both 1970 and 2006;
- Townships of the second class have more residents than the cities in Luzerne County in 2006.

As a group, the County's four cities and 36 boroughs experienced a decrease of 24.8 percent in total population from 1970 through 2006. Over the same period, the County's total population decreased by 8.9 percent. The cities and the boroughs have clearly experienced the majority of the population declines in the County during this period.

#### Change in Police Force Complements 1972 - 2006

The 1972 data for this case study were drawn from "Local Government Capability in Luzerne County," a comprehensive analysis of all 74 municipal governments that was completed

in 1974. PEL is not aware of comparable statewide data for 1972. The 2006 data were derived from the DCED reports prepared by and filed by the County's 76 municipalities.

In 1972, Luzerne County's four cities had a full-time police complement of 168 officers; 101 in Wilkes-Barre, 38 in Hazleton, 15 in Nanticoke, and 14 in Pittston. In 2006, the full-time police complement was a total of 152: 91 in Wilkes-Barre, 39 in Hazleton, 15 in Nanticoke, and seven in Pittston. Pittston also reported seven part-time police officers on the force in 2006. Despite a 29.6 percent population decline in the cities from 1972 to 2006, only Pittston City substantially reduced its police force, going from 14 full-time officers to seven full-time and seven part-time officers.

Population in the boroughs declined by 20.4 percent while the police complement changed from 104 full-time and 77 part-time officers to 80 full-time and 173 part-time officers. The boroughs' police forces decreased the number of full-time officers by 24 and added 96 part-time officers from 1972 to 2006.

In the County's four first class townships, the police forces totaled 33 full-time and three part-time officers in 1972, and 51 full-time and 40 part-time officers in 2006. The County's 32 townships of the second class increased in population by 43.0 percent from 1972 to 2006. Police complements in these townships totaled 22 full-time and 62 part-time officers in 1972, and 62 full-time and 40 part-time officers in 2006. Wilkes-Barre Township, where the Wyoming Valley Mall, Mohegan Sun Arena, and large commercial and retail centers were constructed after 1972, accounts for the largest single municipal gain in townships of the second class, going from five full-time and three part-time officers in 1972 to 16 full-time and 30 part-time officers in 2006.

Of the County's 76 municipalities, (74 in 1972), only New Columbus Borough and the townships of the second class of Bear Creek, Black Creek, Buck, Dennison, Exeter, Fairmount, Hollenback, Hunlock, Huntington, Nescopeck, Pittston, Slocum, and Union reported no police in 1972. In 2006, the boroughs of Bear Creek Village, Jeddo, Laurel Run, New Columbus, Nuangola, Penn Lake Park, and Yatesville reported no police spending. Townships of the

second class reporting no 2006 police expenditures spending included Bear Creek, Black Creek, Buck, Conyngham, Dennison, Dorrance, Fairmount, Franklin, Foster, Hazle, Hollenback, Hunlock, Huntington, Lake, Nescopeck, Ross, Slocum, and Union.

**From 1972 to 2006, the number of boroughs reporting no police spending increased from one to seven (two were new boroughs), and the number of townships of the second class reporting no police expenditures increased from 13 to 18. Total municipalities reporting no police spending increased from 14 in 1972 to 25 in 2006.**

Luzerne County's total population declined by 9.0 percent from 1972 to 2006, while municipalities reporting police spending declined from 60 in 1972 to 51 in 2006. The total complement of police officers in the County increased from 327 full-time and 142 part-time officers in 1972 to 345 full-time and 260 part-time officers in 2006 for a total increase of 18 full-time and 118 part-time officers during the time period, 5.5 percent and 83.1 percent respectively. The increase in full time police of 18 officers for the period of 1972 to 2006 is tempered by the addition of 11 full time officers in Wilkes-Barre Township alone, while the number of part time police increased by 91 officers exclusive of the increase in Wilkes-Barre Township.

### **Percentage of Full-time Police Coverage in Luzerne County 1972 - 2006**

In 1972, Luzerne County cities had police department strength at 100 percent full-time. By 2006, the percent of city full-time officers was 95.6 percent full-time.

In Luzerne County boroughs, the percentage of full-time police fell from 57.5 percent in 1972 to 31.6 percent in 2006. While the absolute number of borough officers in service in 2006 (80 full-time and 173 part-time) seems to be sufficient from a quantitative analysis, a qualitative service review would suggest that the quality of the police coverage by the boroughs' forces fell along with the reduced utilization of full-time police officers.

The police coverage for first class townships was 91.7 percent full-time in 1972, falling to 56.0 percent full-time in 2006. Townships of the second class reflected the growth in population with their utilization of full-time police. In 1972, these townships listed 26.2 percent of their forces as full-time. By 2006, the full-time ratio was 60.8 percent, or more than double the 1972 force.

The use of full-time officers for police protection can also be used to gauge the maintenance of police protection over time. If expenses rise for police protection, one budget solution is to reduce or eliminate full-time police protection in favor of the lower cost and possibly reduced coverage hours by using part-time officers.

Any attempt to regionalize forces in Luzerne County must eliminate the disparity of full-time coverage in the boroughs with the demands of the population located in the townships and cities. The service levels required to maintain or improve the quality of services will increase as the ratio of full-time officers increases; the cost to “back-fill” the reduction in full-time officers in both the boroughs and first class townships will make regional efforts more expensive to initiate but will reverse the police service reductions in the future, as based upon the restoration of full-time police protection to those areas that have reduced full time officers and increased the part-time presence.

Luzerne County Police Officers Full-Time (FT) and Part-Time (PT) By Municipal Type 1972 and 2006								
	1972			2006			Change 1972 to 2006	
	FT	PT	% of FT Officers	FT	PT	% of FT Officers	Points	%
<b>City</b>	168	0	100.0	152	7	95.6	-4.4	-4.4
<b>Borough</b>	104	77	57.5	80	173	31.6	-25.8	-45.0
<b>Twp. – 1<sup>st</sup></b>	33	3	91.7	51	40	56.0	-35.6	-38.9
<b>Twp. – 2<sup>nd</sup></b>	<u>22</u>	<u>62</u>	26.2	<u>62</u>	<u>40</u>	60.8	<u>34.6</u>	132.1
<b>Total</b>	<b>327</b>	<b>142</b>	<b>69.7</b>	<b>345</b>	<b>260</b>	<b>57.0</b>	<b>-12.7</b>	<b>-18.2</b>

## **Adequacy of Police Coverage in Luzerne County 1972 - 2006**

One benchmark for the adequacy of police coverage according to police study literature is the number of officers per thousand citizens served. This benchmark can fluctuate according to type of area (urban, suburban, rural), number of road miles, population density, crime rate data, and other factors. Nonetheless, a ratio of approximately one full-time officer per thousand (1/1,000) can serve as a benchmark for a regional force. The key construct in the regional force is not strictly the total police complement but the use and deployment of that complement. Existing municipal boundaries must be replaced by police patrol zones which will not be the same as municipal boundaries and may indeed vary from shift to shift in response to policing needs and to special events.

The municipalities in Luzerne County that do not report police complements were likely covered by the Pennsylvania State Police. In addition, the state police also cover those municipalities who have less than 24/7 police complements and also cover “open” shifts in 24/7 municipalities when an officer cannot work an assigned shift. In municipalities without a police force, State Police coverage can be calculated at the rate of 0.5 troopers per 1,000 population; the estimated expense of a state police trooper is estimated at \$75,000 per year, or \$37,500 at 0.5 troopers per 1,000. Aside from the cost factor to replace the State Police coverage in those areas covered, the local municipality’s ability to provide the best coverage for its citizens – a rapid response, investigation, and arrest – is severely limited when sharing state police protection..

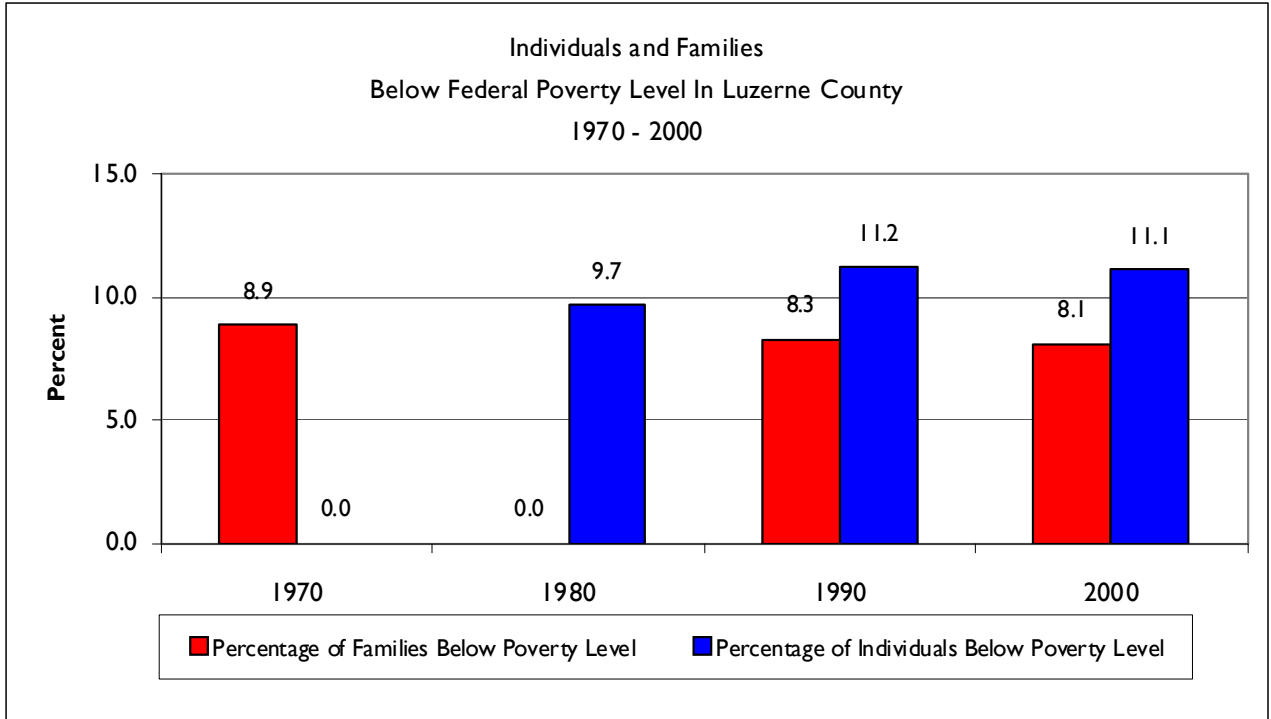
Regional police departments have proven to be generally lower in cost on a per capita population served basis for full-time police coverage compared to the corresponding service level in a standalone department.

## Poverty, Crime, and Benefits of Regionalization

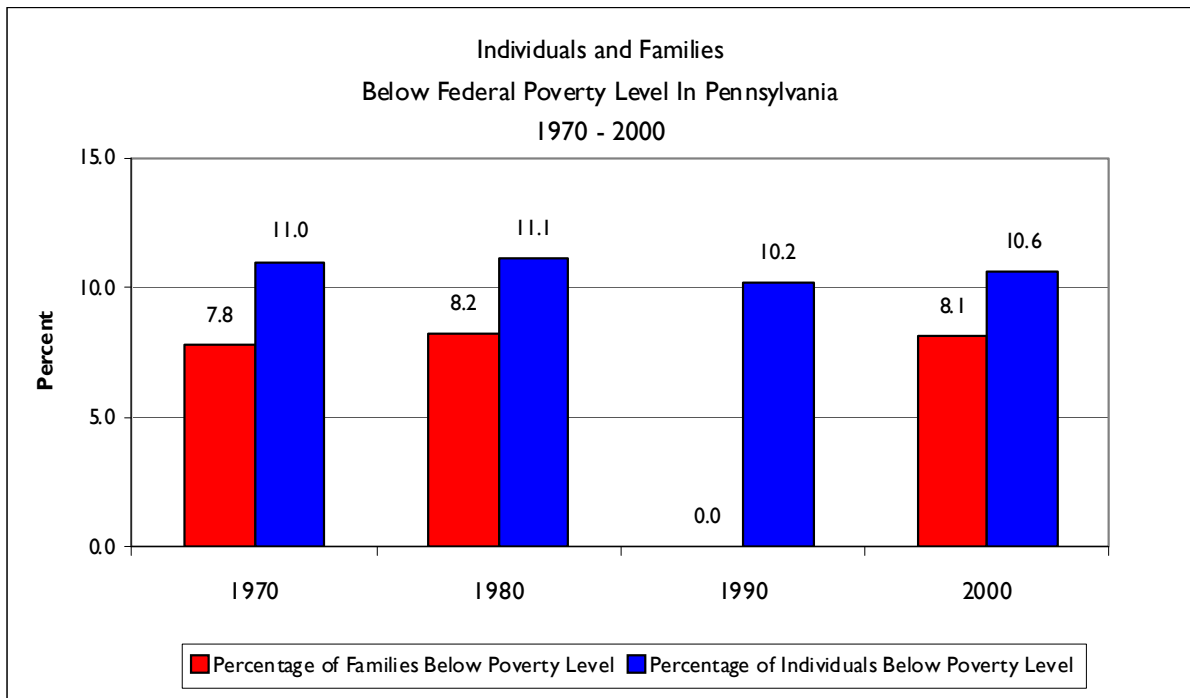
According to a 2007 United States Government Accountability Office (GAO) release: Poverty in America: Consequences for Individuals and the Economy, a link has been identified between higher poverty and crime. GAO states that one study has identified a relationship between high unemployment levels and higher property crime levels. The release also claims studies have indicated that wages and unemployment influence crime, with wages bearing a stronger influence.

In addition, according to The Institute's Regional Indicators Report, drug possession crimes increased by 200 percent from year 2000 – 2006 while drug sale and drug manufacturing crimes increased by 155 percent in the same time period. This data does not include crimes (robbery, burglary, theft and assaults) that are thought to be drug related. Each of the types of crime related to drug distribution and manufacture requires ongoing investigations and specialty services not always available within small police departments with limited numbers of (or no) full time police officers.

Data indicate that Luzerne County has experienced an increase in poverty over the last decade. According to the U.S. Census Bureau, 8.1 percent of families in Luzerne County were below the poverty level in the Census 2000 Demographic Profile. The number of families below the level of poverty has increased to 9.6 percent as determined by the 2006-2008 American Community Survey 3-Year Estimates. The number of individuals below the poverty level increased from 11.1 percent in 2000 to 13.2 percent during 2006-2008. These numbers may suggest an increase in future criminal activity in Luzerne County, as the aforementioned studies have indicated.



If you compare this data to the Commonwealth as a whole, it is evident that Luzerne County's family and individual poverty levels are slightly higher than the Commonwealth.



**Based upon the combined problems of increasing drug related crimes and the level of poverty in Luzerne County, there will be a need for improved efficiencies in crime deterrence, investigations, and arrests. Regionalization of police services in Luzerne County can result in improvements in each of these areas.** The National Executive Institute Associates highlighted several benefits of having a regional police force in 2002:

*“Regional police forces, theoretically, would have the resources to provide the region with better service in the areas of protecting citizens against criminal behaviors, quality investigation of criminal acts, faster response times, adequate manpower to handle most emergency situations, and a host of other non-traditional services. Properly deployed, a regional police force would provide each community with far more service/protection than they presently enjoy.”*

Regionalization can help increase the likelihood that criminals will be caught on time, investigations will be conducted more precisely and with fewer flaws, and that crime in general will be prevented.

## **Migration**

Migration data provided by the Internal Revenue Service (IRS) allowed The Institute for Public Policy & Economic Development (The Institute) to track the movement of people between states and counties. Upon review of this information, The Institute has determined that Luzerne County experienced more in-migration and that a significant amount of that in-migration is attributable to Pennsylvania’s neighboring states.

From 2002-2003 through 2007-2008 almost 4,600 more people now live in Luzerne County as a result of migration from other areas. There has been positive net in-migration each year since 2002-2003. The in-migration data by state was examined first and found that Pennsylvania counties accounted for 68.9 percent of all in-migration to Luzerne County. The



states contributing the next highest number of in-migrants to Luzerne County included New York (11.39 percent) and New Jersey (10.24 percent).

The migration data highlighted some very interesting points regarding the in-migration of residents to Luzerne County. Primarily, different economic groups have moved into the region. Low-moderate income and middle to upper middle income families have increasingly come to our region. Many of this region's middle-upper middle income residents maintained employment outside the region as local wages and opportunities are not as strong as other relatively nearby areas. This means that on a daily basis, there is a lost portion of population to Lehigh Valley, Philadelphia, New York, and New Jersey.

## Conclusion

After examining data used to compare stand-alone police departments to consolidated departments, a push toward regionalizing services in Luzerne County is necessary in the short term. Studies have shown that consolidated police departments have a considerable cost advantage over traditional police departments. The majority of regional police department costs from 2006 were found to be lower than the statewide stand-alone service cost per capita.

**Perhaps the most important reason for a transition to regionalized police forces in Luzerne County is the loss of full-time officers in boroughs. A reduction of full-time officers serving borough forces from 57.5 percent in 1972 to 31.6 percent in 2006 poses some obvious problems, one of which is the limitation of borough departments to respond to a series of needs at a given time. Consolidating the police forces can offer improvement in responsiveness and the efficiency with which crimes are handled or prevented.**

Having experienced an increase in individual and family poverty levels since 2000, Luzerne County will be at risk to experience a rise in criminal activity, as studies have proven

that there is a positive correlation between poverty and criminal activity in a given area. Further, since 2002 more people have been moving into Luzerne County than leaving Luzerne County, therefore there is a net positive population migration. People from other parts of Pennsylvania, New York, and New Jersey are moving here. A regionalization of police forces in Luzerne County would enable the rise in crimes, that could occur from population growth, to be dealt with in a more effective and timelier manner. A consolidated police force would also have greater ability and resources to conduct investigations and arrest criminals more efficiently. These improvements would ensure better safety and security to the citizens of Luzerne County.

## Appendix A – Regional Police Force Data

Pennsylvania Regional Police Forces							
2006							
	Year	Years In	Expense	Population Served	Cost Per Population Served	% of Full-Time Officers	Officers Per 1,000
<u>Regional Police Force</u>	<u>Established</u>	<u>Service</u>	<u>Expense</u>	<u>Served</u>	<u>Served</u>	<u>Officers</u>	<u>1,000</u>
Northern Regional (Allegheny)	1969	40	\$3,122,937	31,000	\$100.74	100.0	1.0
Northern Regional (York)	1972	37	5,010,013	58,556	85.56	100.0	0.8
Morris Cooper Regional (Clearfield)	1975	34	52,779	5,794	9.11	100.0	0.2
Latimore York Springs Regional (Adams)	1978	31	153,565	2,975	51.62	14.3	1.3
West Hill Regional (Cambria)	1978	31	984,597	11,779	83.59	57.9	1.3
Upper Perkiomen Regional (Montgomery)	1980	29	794,922	5,950	133.60	88.9	1.4
Westtown/East Goshen Regional (Chester)	1982	27	4,958,746	30,000	165.29	76.2	1.2
Northeastern Regional (York)	1983	26	869,077	8,801	98.75	100.0	1.1
RESA Regional (Washington)	1990	19	57,096	2,711	21.06	0.0	1.1
Eastern Adams Regional Police (Adams)	1991	18	963,985	9,989	96.50	90.0	1.0
Berks-Lehigh (Berks)	1991	18	2,461,974	26,100	94.33	100.0	1.0
Northern Berks (Berks)	1991	18	1,664,511	8,759	190.03	100.0	1.6
Pennridge Regional (Bucks)	1992	17	1,713,912	8,800	194.76	100.0	1.5
Southwest Mercer Regional (Mercer)	1992	17	1,581,407	13,000	121.65	71.4	1.8
Southern Regional (York)	1992	17	1,206,797	9,900	121.90	91.7	1.2
Central Berks (Berks)	1993	16	1,107,696	7,652	144.76	80.0	1.8
Mifflin County Regional (Mifflin)	1993	16	2,131,834	30,810	69.19	100.0	0.9
Pocono Mountain Regional (Monroe)	1994	15	5,157,606	29,082	177.35	100.0	1.3
Ell-Co Regional (Washington)	1994	15	32,652	1,807	18.07	100.0	0.6
Conneaut Lake Regional (Crawford)	1995	14	248,865	3,649	68.20	50.0	1.2
West Shore Regional (Cumberland)	1995	14	1,055,041	6,602	159.81	71.4	1.8
Colonial Regional (Northampton)	1995	14	2,229,510	18,650	119.54	100.0	1.2
Susquehanna Regional (Lancaster)	1996	13	1,368,473	11,161	122.61	81.3	1.3
Brandywine Regional (Chester)	2000	9	1,963,621	9,853	199.29	94.4	1.8
Stroud Area Regional (Monroe)	2000	9	5,647,354	29,618	190.67	98.2	1.8
Southern Regional (York)	2000	9	5,008,750	53,192	94.16	100.0	0.9
Southwestern Regional (York)	2002	7	1,420,247	16,637	85.37	100.0	0.8
Orangeville Area Regional (Columbia)	2003	6	45,806	1,700	26.94	25.0	1.5
Southwest Regional (Fayette)	2003	6	97,468	2,962	32.91	30.0	2.2
Northwest Lancaster Regional (Lancaster)	2003	6	1,730,019	17,000	101.77	88.2	0.9
Southern Regional (Lancaster)	2003	6	636,008	8,107	78.45	81.8	1.2
Northwest Lawrence Co. Regional (Lawrence)	2004	5	218,086	7,105	30.69	25.0	0.7
Otto Eldred Regional (McKean)	2004	5	26,603	2,600	10.23	0.0	1.2
Eastern Pike Regional Police (Pike)	2008	1	528,917	4,742	111.54	100.0	2.5

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**Number of Regional Police Departments  
Formed in Pennsylvania By Decade**

1969 - 1978	5
1980 - 1989	3
1990 - 1999	15
2000 - Present	11

## Appendix B - Population Data

<b>Luzerne County Population 1970 and 2006</b>						
	<b>1970</b>	<b>% of Total</b>	<b>2006 Est.</b>	<b>% of Total</b>	<b>Change 1970-2006</b>	
					<b>#</b>	<b>%</b>
<b>Cities</b>						
Hazleton	30,426	8.9	21,923	7.0	-8,503	-27.9
Nanticoke	14,632	4.3	10,287	3.3	-4,345	-29.7
Pittston	11,113	3.2	7,618	2.4	-3,495	-31.4
Wilkes-Barre	<u>58,856</u>	17.2	<u>41,163</u>	13.2	<u>-17,693</u>	-30.1
<b>Subtotal</b>	<b>115,027</b>	<b>33.6</b>	<b>80,991</b>	<b>26.0</b>	<b>-34,036</b>	<b>-29.6</b>
<b>Boroughs</b>						
Ashley	4,095	1.2	2,696	0.9	-1,399	-34.2
Avoca	3,543	1.0	2,685	0.9	-858	-24.2
Bear Creek Village	-	-	271	0.1	271	-
Conyngham	1,850	0.5	1,847	0.6	-3	-0.2
Courtdale	1,027	0.3	747	0.2	-280	-27.3
Dallas	2,398	0.7	2,488	0.8	90	3.8
Dupont	3,431	1.0	2,601	0.8	-830	-24.2
Duryea	5,264	1.5	4,372	1.4	-892	-16.9
Edwardsville	5,633	1.6	4,697	1.5	-936	-16.6
Exeter	4,670	1.4	5,956	1.9	1,286	27.5
Forty Fort	6,114	1.8	4,285	1.4	-1,829	-29.9
Freeland	4,784	1.4	3,420	1.1	-1,364	-28.5
Harveys Lake	1,693	0.5	2,885	0.9	1,192	70.4
Hughestown	1,407	0.4	1,455	0.5	48	3.4
Jeddo	177	0.1	135	-	-42	-23.7
Kingston	18,325	5.4	13,066	4.2	-5,259	-28.7
Laflin	399	0.1	1,495	0.5	1,096	274.7
Larksville	3,937	1.2	4,476	1.4	539	13.7
Laurel Run	327	0.1	695	0.2	368	112.5
Luzerne	4,504	1.3	2,777	0.9	-1,727	-38.3
Nescopeck	1,897	0.6	1,439	0.5	-458	-24.1
New Columbus	149	-	205	0.1	56	37.6
Nuangola	464	0.1	654	0.2	190	40.9
Penn Lake Park	-	-	276	0.1	276	-
Plymouth	9,536	2.8	6,095	2.0	-3,441	-36.1
Pringle	1,155	0.3	941	0.3	-214	-18.5
Shickshinny	1,685	0.5	899	0.3	-786	-46.6
Sugar Notch	1,333	0.4	964	0.3	-369	-27.7
Swoyersville	6,786	2.0	4,885	1.6	-1,901	-28.0
Warrior Run	816	0.2	587	0.2	-229	-28.1
West Hazleton	6,059	1.8	3,340	1.1	-2,719	-44.9
West Pittston	7,074	2.1	4,882	1.6	-2,192	-31.0
West Wyoming	3,659	1.1	2,699	0.9	-960	-26.2
White Haven	1,203	0.4	1,150	0.4	-53	-4.4
Wyoming	4,195	1.2	3,027	1.0	-1,168	-27.8
Yatesville	407	0.1	615	0.2	<u>208</u>	51.1
<b>Subtotal</b>	<b>119,996</b>	<b>35.1</b>	<b>95,707</b>	<b>30.7</b>	<b>-24,289</b>	<b>-20.2</b>

<b>Luzerne County Population 1970 and 2006</b>						
	<b>1970</b>	<b>% of Total</b>	<b>2006 Est.</b>	<b>% of Total</b>	<b>Change 1970-2006</b>	
					<b>#</b>	<b>%</b>
<b>Townships 1<sup>st</sup> Class</b>						
Hanover	12,108	3.5	11,050	3.5	-1,058	-8.7
Newport	6,002	1.8	4,804	1.5	-1,198	-20.0
Plains	11,481	3.4	10,469	3.4	-1,012	-8.8
Wilkes-Barre	<u>3,535</u>	1.0	<u>3,064</u>	1.0	<u>-471</u>	-13.3
<b>Subtotal</b>	<b>33,126</b>	<b>9.7</b>	<b>29,387</b>	<b>9.4</b>	<b>-3,739</b>	<b>-11.3</b>
<b>Townships 2<sup>nd</sup> Class</b>						
Bear Creek	1,883	0.6	2,719	0.9	836	44.4
Black Creek	1,745	0.5	2,228	0.7	483	27.7
Buck	294	0.1	384	0.1	90	30.6
Butler	3,762	1.1	8,727	2.8	4,965	132.0
Conyngham	1,693	0.5	1,315	0.4	-378	-22.3
Dallas	5,747	1.7	8,344	2.7	2,597	45.2
Dennison	726	0.2	946	0.3	220	30.3
Dorran	1,209	0.4	2,189	0.7	980	81.1
Exeter	1,869	0.5	2,544	0.8	675	36.1
Fairmount	825	0.2	1,195	0.4	370	44.8
Fairview	2,658	0.8	4,257	1.4	1,599	60.2
Foster	3,525	1.0	3,183	1.0	-342	-9.7
Franklin	1,145	0.3	1,612	0.5	467	40.8
Hazle	7,619	2.2	9,212	3.0	1,593	20.9
Hollenback	663	0.2	1,253	0.4	590	89.0
Hunlock	1,744	0.5	2,450	0.8	706	40.5
Huntington	1,518	0.4	2,018	0.6	500	32.9
Jackson	1,956	0.6	4,710	1.5	2,754	140.8
Jenkins	3,252	1.0	4,878	1.6	1,626	50.0
Kingston	6,196	1.8	7,041	2.3	845	13.6
Lake	1,332	0.4	2,027	0.7	695	52.2
Lehman	2,219	0.6	3,278	1.1	1,059	47.7
Nescopeck	708	0.2	1,096	0.4	388	54.8
Pittston	3,191	0.9	3,537	1.1	346	10.8
Plymouth	2,614	0.8	2,074	0.7	-540	-20.7
Rice	941	0.3	2,763	0.9	1,822	193.6
Ross	1,592	0.5	2,632	0.8	1,040	65.3
Salem	3,890	1.1	4,127	1.3	237	6.1
Slocum	858	0.3	1,104	0.4	246	28.7
Sugarloaf	2,035	0.6	3,915	1.3	1,880	92.4
Union	1,219	0.4	2,009	0.6	790	64.8
Wright	<u>3,179</u>	0.9	<u>5,774</u>	1.9	<u>2,595</u>	81.6
<b>Subtotal</b>	<b>73,807</b>	<b>21.6</b>	<b>105,541</b>	<b>33.9</b>	<b>31,734</b>	<b>43.0</b>
<b>Luzerne County</b>	<b>341,956</b>	<b>100.0</b>	<b>311,626</b>	<b>100.0</b>	<b>311,626</b>	<b>-8.9</b>

## Appendix C - Police Expenditures

<b>Luzerne County Police Expenditures 1972 and 2006</b>								
	<b>1972 in 2006\$</b>		<b>2006</b>		<b>Change 1972 to 2006</b>			
	<b>Police Expense</b>	<b>Per Capita</b>	<b>Police Expense</b>	<b>Per Capita</b>	<b>Police Expense</b>		<b>Per Capita</b>	
					<b>\$</b>	<b>%</b>	<b>\$</b>	<b>%</b>
<b>Cities</b>								
Hazleton	\$1,782,778	\$58.59	\$3,037,017	\$138.53	1,254,239	70.4	79.94	136.4
Nanticoke	530,330	36.24	959,086	93.23	428,756	80.8	56.99	157.2
Pittston	553,216	49.78	824,383	108.22	271,168	49.0	58.43	117.4
Wilkes-Barre	<u>5,158,923</u>	87.65	<u>7,904,770</u>	192.04	<u>2,745,847</u>	53.2	104.38	119.1
<b>Subtotal</b>	<b>\$8,025,247</b>	<b>\$69.77</b>	<b>\$ 12,725,256</b>	<b>\$157.12</b>	4,700,009	58.6	87.35	125.2
<b>Boroughs</b>								
Ashley	\$149,039	\$ 36.40	\$203,089	\$75.33	54,050	36.3	38.93	107.0
Avoca	84,095	23.74	197,857	73.69	113,762	135.3	49.95	210.5
Bear Creek Village	-	-	-	-	-	-	-	-
Conyngham	71,283	38.53	128,881	69.78	57,598	80.8	31.25	81.1
Courtdale	23,117	22.51	52,098	69.74	28,981	125.4	47.23	209.8
Dallas	177,328	73.95	309,383	124.35	132,055	74.5	50.40	68.2
Dupont	120,259	35.05	155,318	59.71	35,059	29.2	24.66	70.4
Duryea	134,160	25.49	182,443	41.73	48,283	36.0	16.24	63.7
Edwardsville	220,332	39.11	449,799	95.76	229,467	104.1	56.65	144.8
Exeter	119,681	25.63	486,852	81.74	367,171	306.8	56.11	219.0
Forty Fort	420,371	68.76	244,119	56.97	- 176,252	-41.9	- 11.78	-17.1
Freeland	197,702	41.33	132,689	38.80	- 65,013	-32.9	- 2.53	-6.1
Harveys Lake	116,417	68.76	185,998	64.47	69,581	59.8	- 4.29	-6.2
Hughestown	18,996	13.50	38,550	26.49	19,554	102.9	12.99	96.2
Jeddo	578	3.27	0	0.00	- 578	-100.0	- 3.27	-100.0
Kingston	985,068	53.76	1,412,832	108.13	427,764	43.4	54.37	101.2
Laflin	11,713	29.35	188,050	125.79	176,337	1,505.5	96.43	328.5
Larksville	174,797	44.40	247,828	55.37	73,031	41.8	10.97	24.7
Laurel Run	1,272	3.89	0	0.00	- 1,272	-100.0	- 3.89	-100.0
Luzerne	167,596	37.21	0	0.00	- 167,596	-100.0	- 37.21	-100.0
Nescopeck	59,903	31.58	76,849	53.40	16,946	28.3	21.83	69.1
New Columbus	0	0.00	0	0.00	0	-	0.00	-
Nuangola	9,611	20.71	0	0.00	- 9,611	-100.0	- 20.71	-100.0
Penn Lake Park	-	-	0	0.00	-	-	-	-
Plymouth	411,050	43.11	270,053	44.31	- 140,997	-34.3	1.20	2.8
Pringle	31,860	27.58	27,760	29.50	- 4,100	-12.9	1.92	6.9
Shickshinny	50,485	29.96	31,778	35.35	- 18,707	-37.1	5.39	18.0
Sugar Notch	37,307	27.99	40,264	41.77	2,957	7.9	13.78	49.2
Swoyersville	144,667	21.32	583,349	119.42	438,682	303.2	98.10	460.2
Warrior Run	11,751	14.40	39,748	67.71	27,997	238.2	53.31	370.2
West Hazleton	299,621	49.45	174,507	52.25	- 125,114	-41.8	2.80	5.7
West Pittston	349,566	49.42	320,026	65.55	- 29,540	-8.5	16.14	32.7
West Wyoming	119,570	32.68	242,674	89.91	123,104	103.0	57.23	175.1
White Haven	49,598	41.23	119,392	103.82	69,794	140.7	62.59	151.8
Wyoming	176,706	42.12	386,527	127.69	209,821	118.7	85.57	203.1
Yatesville	<u>4,179</u>	10.27	<u>0</u>	0.00	<u>- 4,179</u>	-100.0	- 10.27	-100.0
<b>Subtotal</b>	<b>\$4,949,677</b>	<b>\$41.30</b>	<b>\$6,928,713</b>	<b>\$76.92</b>	<b>1,979,036</b>	<b>40.0</b>	<b>35.62</b>	<b>86.2</b>
<b>Townships 1<sup>st</sup> Class</b>								
Hanover	\$ 604,158	\$ 49.90	\$1,112,624	\$100.69	508,466	84.2	50.79	101.8
Newport	244,678	40.77	124,108	25.83	- 120,570	-49.3	- 14.93	-36.6
Plains	546,251	47.58	796,796	76.11	250,545	45.9	28.53	60.0
Wilkes-Barre	<u>370,634</u>	104.85	<u>1,291,812</u>	421.61	<u>921,178</u>	248.5	316.76	302.1
<b>Subtotal</b>	<b>\$1,765,720</b>	<b>\$ 45.81</b>	<b>\$ 3,325,340</b>	<b>\$113.16</b>	<b>1,559,620</b>	<b>88.3</b>	<b>67.35</b>	<b>147.0</b>
<b>Townships 2<sup>nd</sup> Class</b>								
Bear Creek	\$0	\$ 0.00	\$0	\$0.00	0	-	0.00	-
Black Creek	0	0.00	0	0.00	0	-	0.00	-
Buck	0	0.00	0	0.00	0	-	0.00	-
Butler	41,385	11.00	760,985	87.20	719,600	1,738.8	76.20	692.7
Conyngham	14,687	8.67	0	0.00	- 14,687	-100.0	- 8.67	-100.0
Dallas	306,803	53.38	417,594	50.05	110,791	36.1	- 3.34	-6.3

**Luzerne County**  
**Police Expenditures**  
**1972 and 2006**

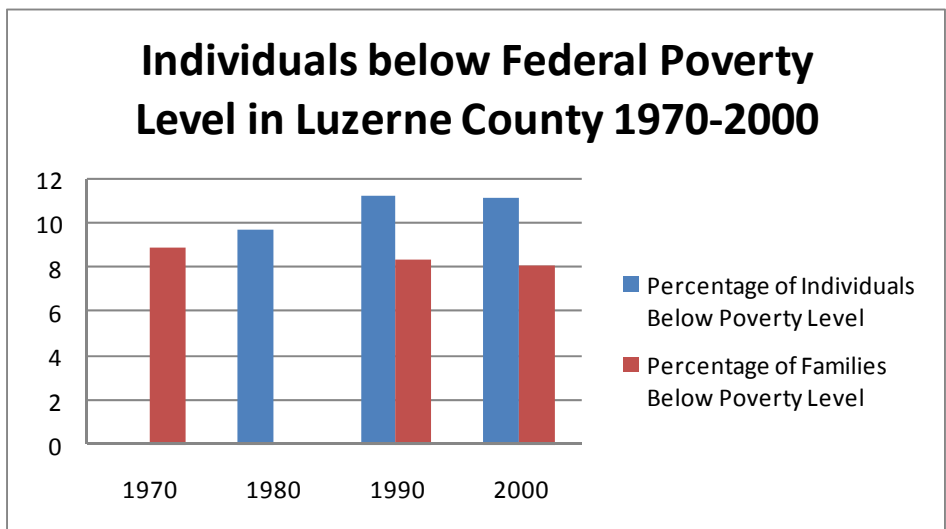
Townships 2 <sup>nd</sup> Class	1972 in 2006\$		2006		Change 1972 to 2006			
	Police Expense	Per Capita	Police Expense	Per Capita	Police Expense		Per Capita	
					\$	%	\$	%
Dennison	0	0.00	0	0.00	0	-	0.00	-
Dorrance	4,960	4.10	0	0.00	- 4,960	-100.0	- 4.10	-100.0
Exeter	25,421	13.60	75,806	29.80	50,385	198.2	16.20	119.1
Fairmount	0	0.00	0	0.00	0	-	0.00	-
Fairview	91,272	34.34	273,649	64.28	182,377	199.8	29.94	87.2
Foster	11,240	3.19	0	0.00	- 11,240	-100.0	- 3.19	-100.0
Franklin	6,068	5.30	0	0.00	- 6,068	-100.0	- 5.30	-100.0
Hazle	5,784	0.76	0	0.00	- 5,784	-100.0	- 0.76	-100.0
Hollenback	0	0.00	0	0.00	0	-	0.00	-
Hunlock	0	0.00	0	0.00	0	-	0.00	-
Huntington	0	0.00	0	0.00	0	-	0.00	-
Jackson	39,216	20.05	230,662	48.97	191,446	488.2	28.92	144.3
Jenkins	48,113	14.79	186,468	38.23	138,355	287.6	23.43	158.4
Kingston	281,083	45.37	535,828	76.10	254,745	90.6	30.74	67.8
Lake	26,370	19.80	0	0.00	- 26,370	-100.0	- 19.80	-100.0
Lehman	44,995	20.28	142,913	43.60	97,918	217.6	23.32	115.0
Nescopeck	0	0.00	0	0.00	0	-	0.00	-
Pittston	36,704	11.50	234,823	66.39	198,119	539.8	54.89	477.2
Plymouth	17,357	6.64	0	0.00	- 17,357	-100.0	- 6.64	-100.0
Rice	4,020	4.27	232,587	84.18	228,567	5,685.9	79.91	1,870.5
Ross	6,748	4.24	0	0.00	- 6,748	-100.0	- 4.24	-100.0
Salem	8,165	2.10	144,530	35.02	136,365	1,670.1	32.92	1,568.4
Slocum	0	0.00	0	0.00	0	-	0.00	-
Sugarloaf	5,953	2.93	216,800	55.38	210,847	3,542.0	52.45	1,793.1
Union	0	0.00	0	0.00	0	-	0.00	-
Wright	135,808	42.72	438,580	75.96	302,772	222.9	33.24	77.8
<b>Subtotal</b>	<b>\$1,162,150</b>	<b>\$18.86</b>	<b>\$ 3,891,225</b>	<b>\$ 60.90</b>	<b>2,729,075</b>	<b>234.8</b>	<b>42.04</b>	<b>222.9</b>
<b>Luzerne County</b>	<b>\$15,902,795</b>	<b>\$47.47</b>	<b>\$26,870,534</b>	<b>\$ 101.65</b>	<b>10,967,739</b>	<b>69.0</b>	<b>54.18</b>	<b>114.2</b>



## Appendix D – Poverty Data

The following table shows the percentage of families and individuals with incomes below the federal poverty level in Luzerne County:

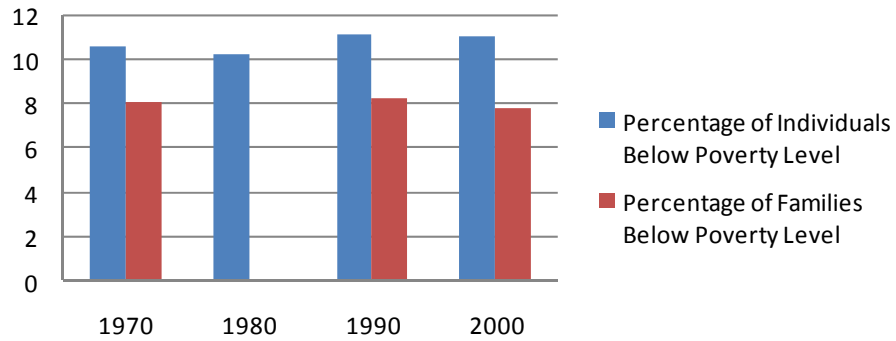
<u>Year</u>	<u>Families</u>	<u>Individuals</u>
2000	8.1	11.1
1990	8.3	11.2
1980	x	9.7
1970	8.9	x



The following table shows the percentage of families and individuals with incomes below the federal poverty level in Pennsylvania:

<u>Year</u>	<u>Families</u>	<u>Individuals</u>
2000	7.8	11.0
1990	8.2	11.1
1980	x	10.2
1970	8.1	10.6

## Individuals below Federal Poverty Level in Pennsylvania 1970-2000



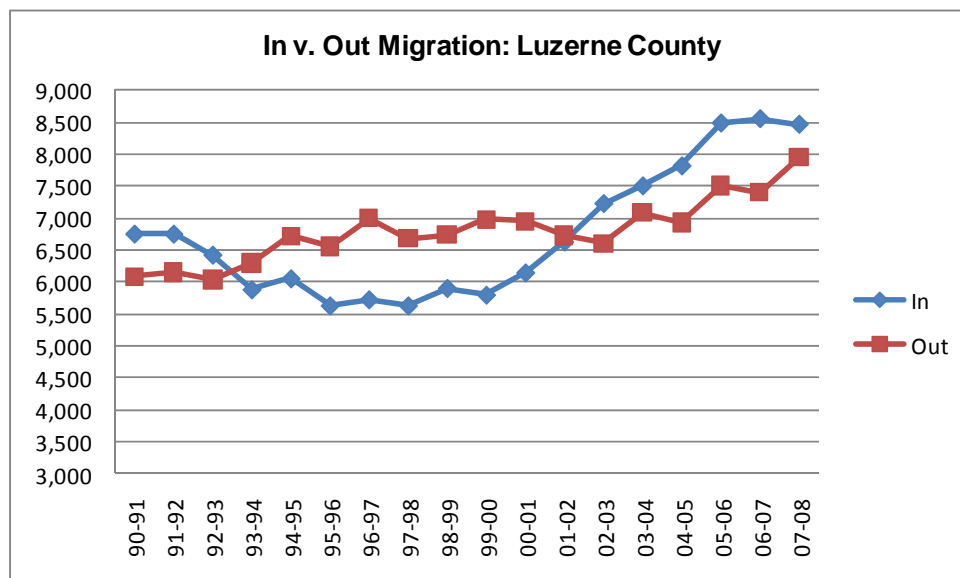
## Appendix E – Luzerne County Migration Data

Luzerne County’s in-migration varied over the eighteen-year-period; it was significantly lower than out-migration until it began to rise in 2000. Luzerne County’s in-migrants have increased each year since 1999-2000 with a slight decline in 2007-2008.

Pennsylvania counties contribute the greatest number of migrants to Luzerne County (68.91%), followed by the states of New York and New Jersey, comprising 11.39% and 10.24% of Luzerne County’s total in-migration, respectively.

For both time periods, Lackawanna, Columbia, and Schuylkill Counties contributed most to Luzerne County’s in-migration. In New York, Kings, Queens, and Bronx Counties contributed most to Luzerne County’s in-migration, while, in New Jersey, Middlesex, Essex, and Passaic Counties were the largest contributors.

Because this is the first time since the 1950’s that Luzerne County experienced population growth looking ahead to government, economic development and job market impacts is critical.



This table below details Luzerne County’s overall in-migration from 1990 to 2008. It includes annual IRS data from the highest contributing states to Luzerne County. Over the eighteen years examined, the county’s in-migrants largely came from sixteen states and several foreign regions.

Luzerne County In-Migration: 1990 to 2008			
Rank	Location	Total	Percent (%)
1	Pennsylvania	61,787	68.91%
2	New York	10,213	11.39%
3	New Jersey	9,184	10.24%
4	Florida	1,865	2.08%
5	Foreign	1,450	1.62%
6	California	809	0.90%
7	Maryland	770	0.86%
8	Connecticut	675	0.75%
9	Virginia	500	0.56%
10	Massachusetts	444	0.50%
11	Arizona	404	0.45%
12	Delaware	388	0.43%
13	Nevada	282	0.31%
14	North Carolina	279	0.31%
15	Illinois	174	0.19%
16	Texas	123	0.14%
17	Hawaii	97	0.11%
18	Rhode Island	64	0.07%
19	Michigan	45	0.05%
20	Washington, DC	36	0.04%
21	Ohio	33	0.04%
22	South Carolina	22	0.02%
23	Washington	16	0.02%

In 2007-2008, several notable changes occurred. First, while Pennsylvania counties previously comprised 71.0% of Luzerne County's total in-migrants, in 2007-2008 that percentage dropped slightly to 68.9%; conversely, New York counties previously comprised 9.9% of Luzerne County's total in-migration and, in 2007-2008, that increased to 11.4%.

All seventeen locations listed in the above table contributed a total of 89,660 in-migrants to Luzerne County. Combined, in-migrants from other Pennsylvania counties, New York, and New Jersey comprised 90.5% of the total.

The table below examines the migration patterns beginning in 2002. There was a positive net migration each year. From 2002 to the present, Luzerne County gained an additional 4,596 residents.

Luzerne County Migration Data: 2002-2008			
	In	Out	Net
2002-2003	7,230	6,606	624
2003-2004	7,506	7,079	427
2004-2005	7,818	6,927	891
2005-2006	8,488	7,505	983
2006-2007	8,556	7,403	1,153
2007-2008	8,468	7,950	518
<b>Total</b>	<b>48,066</b>	<b>43,470</b>	<b>4,596</b>