Independent Evaluation of Law Enforcement Services

Final Report

Prepared for:

Vermont General Assembly

Prepared by:

The Public Safety Strategies Group

Independent Evaluation of Law Enforcement Services

Final Report

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Executive Summary

The following provides an overview of the Independent Evaluation of Law Enforcement Services (herein referred to as the Study) in the State of Vermont (herein referred to as the State), key findings, recommendations and next steps contained in this report.

Background

Pursuant to Act No. 90 of the 2008 Acts of Vermont, the Vermont Legislature commissioned this Study. The mission of the Study included the review of the roles and responsibilities of various State-funded law enforcement agencies and their impact on local and county law enforcement. An outcome of the Study was to define future roles, interactions, and responsibilities for all disparate law enforcement agencies, thereby determining the most effective and efficient methodology to improve the level of services offered to Vermont citizens.

The assessment of policing services in the State is not new; there have been previous studies on the topic. For a multitude of reasons, implementation of the prior recommendations did not occur. Despite the fact that the agencies were reluctant to enact change in the past, the project Steering Committee was firm in its resolve to move forward with the Study to obtain recommendations to set a new direction for future law enforcement services.

The State is at a crossroads; increasing demands on law enforcement and the inability to increase policing budgets forces the State to choose between either keeping pace with the demands of, or not providing policing services that citizens are accustomed to receiving. The lack of 24 hour per day police coverage in all State areas is a concern for some individuals, as is the increased demand on police services.

The findings and recommendations contained in this report are based on the current status of law enforcement services in the State, and provide strategies for the State to plan strategically for the future.

Approach and Methodology

The Study used a variety of primary data collection strategies, including interviews, surveys, data analysis and working group meetings. In addition, secondary data collection occurred through the review of previous studies, research of best practices, review of annual reports and analysis of strategies used in other areas.

The following summarizes the data collection efforts:

- Over 100 interviews with law enforcement officers.
- Collection of 600 law enforcement officer surveys.
- Presentation to Vermont Town and City Management Association.
- Public meetings (one north and one south).
- Working group meetings.
- Steering Committee meetings.
- Analysis of 5 years of law enforcement data.
- Interviews/Information collected from other states.
- Annual Reports, Strategic Plans and related material.

This approach and methodology ensure that the report contains information gathered at all levels from agencies participating in the review, and provided for a feedback process through the formation of a Steering Committee.

The information collected, along with conducting 100 interviews, shaped the findings and recommendations provided in the report.

Summary of Findings and Recommendations

At the conclusion of the data collection, the Consultants determined there were three general options for future implementation of police services for State agencies:

- Maintain the status quo.
- Integrate all sworn police into the Vermont State Police.
- Develop a structure that consolidates the approach to police services, while allowing the identity of specialized units to remain.

The guiding principle and basic approach to developing the recommendations was evaluating how to “do more with less”: improving the coordination and communication among law enforcement officers while simultaneously minimizing the impact on the budget as requested by the Legislature. The creation of a new division within the Department of Public Safety (DPS) is the suggested solution for enhancing service delivery. The individual appointed to lead the Division should have equal standing with the other DPS Division Directors.

The primary law enforcement agencies recommended for realignment include:

- Fish and Wildlife, Division of Law Enforcement
- Department of Motor Vehicles, Enforcement and Safety Division
- Department of Liquor Control, Education, Licensing and Enforcement

Each of these agencies would fall under the new division within DPS. During the transition, Directors/Colonel of these agencies should remain with the agency to aid in

continuity of operations. Once the current staff leaves the position, the position should not be filled.

The recommendations do not include a change in uniforms, vehicles or general operations. Each division will maintain its identity and focus on its specific mission, but will work closely with each other and the State Police to streamline and improve operations.

In addition to the realignment, the recommendations include the following:

- Enhanced Coordination and Training of Specialized Units
- Consolidation and Streamlining of Grants
- Coordination of Crime Analysis
- Regionalization of Municipal Police Services

The outcomes based on the recommendations include increased communication, coordinated and strategic planning, resource sharing and cost savings resulting from consolidation of services and the eventual decrease in Director level positions. The recommended changes will not affect the core mission of the individual agencies, but will ensure a unified approach to law enforcement in the State and provide efficient and effective service delivery to those who live, work or travel in Vermont.

The next section provides an overview of the sections contained in the report.

Report Overview

The following provides detailed findings and recommendations of the Independent Evaluation of Law Enforcement Services conducted from August of 2008 through January of 2009.

This report contains the following sections:

Approach and Methodology

This section outlines PSSG's approach to primary and secondary data collection and analysis, and describes the scope, key evaluation questions, and data gathering.

Key Findings and Recommendations

This section provides a summary of the key findings and recommendations pertaining to creating an efficient and effective strategy for the future of law enforcement.

Comparative Police Agencies

This section provides information on the structure of other law enforcement services and strategies related to organization structure and regionalization. The information provides a framework for determining the best strategies for Vermont Law Enforcement service and future service delivery.

Regional and Consolidated Police Strategies

This section provides a review of literature regarding the consolidation of police services and the concept of regional policing.

State of Vermont Overview

This section discusses basic demographics and information about the State, as well as information on the impact of the budget cuts.

Vermont Law Enforcement Agencies

This section provides an overview of each of the major state law enforcement agencies along with the municipal law enforcement entities and the Sherriff's Departments. Operational highlights provide a summary of key activities and service areas.

Incident Data

This section provides an overview of crime and calls for service data covering 2004 – 2008. The Study Team reviewed all authorized records contained in the Spillman system for the Vermont State Police, Sheriff's Department, Fish and Wildlife, Municipal agencies and Constables.

Overview of Survey Findings

This section provides an overview of key findings based on the statewide law enforcement survey.

Summary

The report provides summary information, highlights and key findings of data collection efforts. The compilation of information focuses on creating efficient and effective law enforcement service delivery and not an agency-by-agency operational and management assessment.

The next section discusses the Study Approach and Methodology.

Approach and Methodology

This section outlines PSSG's assessment approach for primary and secondary data collection and analysis, and describes the scope, key evaluation questions, and data gathering process.

Scope of the Assessment

PSSG conducted the assessment under contract with support from the Secretary of Administration's Office and a project Steering Committee.

The members of the Steering Committee included:

- The Secretary of Administration's Office
- Commissioner - Department of Public Safety
- Colonel - Fish and Wildlife
- Director - Liquor Control
- Director - Department of Motor Vehicles
- Representative - Sheriff's Association
- Representative (2) - Chiefs of Police Association
- State Senate
- State Attorney's Office

The Steering Committee developed the following components for the study to serve as the basis of the evaluation.

Key Evaluation Areas

- Identify the various state policing and enforcement services, their respective core missions and priorities, areas of specialized training and expertise, and the fiscal relationships among these services.
- Review and evaluate options for making state policing and enforcement services more effective and more equitably distributed.
- Review strategies employed by other states and agencies, applicable to Vermont's efforts to improve efficiencies.

Data Gathering

The first step was to gather information through secondary and primary sources. PSSG requested information from each agency on staffing, budgets, strategic plans, training, deployment, specialized services, and statistical data related to calls for services and incidents.

The following describes the key data elements used for the project:

Agency Data

The Department of Public Safety Criminal Justice Services Division provided records related to calls for services and law enforcement responses. Data records include Spillman records management system users. Of the agencies using Spillman, Colchester, Barre City, Barre Town, Essex, and Richmond opted out of the Study. PSSG reviewed records covering the period January 1, 2004 through December 31, 2008.

Staffing Records

PSSG received varying levels of staffing information. Some agencies did not provide any staffing information other than current total strengths; others provided a yearly breakdown by position for the review period of January 1, 2000 through December 31, 2008.

Law Enforcement Outreach

Surveys

An anonymous survey, open to all sworn law enforcement officers in the State, collected opinions on Vermont enforcement efforts. Administration of the community surveys was electronic. Every law enforcement officer having a state-issued email received the survey. The process used an email distribution vendor to ensure delivery and separate emails from the State distribution controls. The Study relied on the Steering Committee members to ensure proper notification for other agencies. Electronic hosting using a vendor portal separated the survey from internal systems. Six hundred officers responded to the survey. Information gathered through the survey informed the study of the attitudes and opinions of respondents. The survey also collected information on training and service delivery.

Interviews

PSSG conducted more than 100 individual interviews with representatives from each agency participating on the steering committee. PSSG was required to conduct

interviews covering 25 specific service areas. PSSG over-sampled with respect to the interviews to provide additional opportunities for input and agency participation.

Working Group Meetings

Two separate working group meetings were held. The first was a day-long session with Steering Committee members. The second was a day-long session held with a different set of representatives from each agency. The purpose of these sessions was to discuss initial findings and test early assumptions as a means to develop final report recommendations.

Community Outreach

Interviews

PSSG conducted two interviews with staff members from the Vermont League of Cities and Towns (VLCT) to discuss community-based issues related to policing in the State. The VLCT had previously prepared an informational brochure for distribution to communities seeking solutions to their law enforcement needs. The topics "Vermont State Police Services", "Contractual Police Services", "Regional Police Services" and "Single Agency Approaches" were reported to have been voiced on several occasions within the VLCT membership and the interviews served to review the past information.

PSSG also worked with the VLCT to devise a strategy to inform the citizenry of the Study and its purpose.

Presentations

The VLCT arranged for PSSG representatives to brief City and Town Administrators during the annual fall meeting. PSSG staff provided an overview of the Study's purpose, approach, and strategies and fielded questions from participants. During the session, the Study Team informed the participants of the statewide survey and PSSG requested that information be shared with constituents.

Meetings

The VLCT organized two additional meetings with representative Boards of Selectmen and interested members of the public. These meetings were held in St. Albans and Rutland. The locations of the meetings were based on the variety of strategies the communities were using to provide law enforcement coverage (Vermont State Police, Sheriffs, Constables and Municipal Police) to the residents and businesses.

Survey

The third outreach strategy was an online survey open to all residents and business owners in the State. The VLCT posted a link to the survey on its website and the

Vermont Agency of Administration. With a less than desirable initial survey response, the survey was re-opened and additional outreach conducted. Despite these efforts, the number of respondents did not reach a statistically valid sample. While PSSG has reviewed the results, due to the small sample size they are not included; if needed, the State can re-open the survey later as implementation of the recommendations occurs, without compromising the data.

Summary

The Study's assessment approach ensured review of all data resources available and afforded the opportunity for both law enforcement and community members to participate in the process of shaping future strategies for effective and efficient services.

The research conducted revealed significant limiting factors with respect to the use of technology and maximization of the law enforcement resources in the State. The Study Team also discovered that, despite inferences to dramatic shifts, crime trends have remained relatively unchanged. What have appeared to change are the expectations of government leaders and community members with regard to the delivery of services.

The assessment also revealed that the various law enforcement agencies in the State are committed to their individual agencies, but less so to an overall approach to policing that would benefit the community. History of studies "left on the shelf" confirms that the State has been unable to reach consensus on the strategies. This report provides recommendations similar to some previous studies; however, this report also includes data analysis and best practices research that can provide a framework for implementing change.

The report's next section provides a discussion and overview of the findings, and presentation of recommendations.

Key Findings and Recommendations

The following findings and recommendations cover all areas of law enforcement services in the State. The consulting team developed the recommendations after careful review of all the information and data gathered and provided. The data review included evaluation of the surveys and interviews. Based on this comprehensive review, the PSSG team has assembled strategic recommendations to maximize on the police resources in the State improving efficiencies, eliminating redundant operations and increasing communications, processes and capabilities.

The recommendations suggest significant changes to the positioning of law enforcement agencies, however, the core functions will continue. Adoption of the recommendations will streamline law enforcement service, improve coordination and provide a higher level of service delivery. The overarching recommendations include consolidation and elimination of duplication of services.

Based on information obtained throughout the Study, it became clear that strategies were needed to "do more with less", improving the coordination and communication among law enforcement officers, while at the same time minimizing the impact on the budget. The key findings and recommendations appear below.

The four largest law enforcement groups, the State Police, Fish and Wildlife, Commercial Motor Vehicles and Department of Liquor Control are currently under four separate command structures. PSSG recommends that these major groups of law enforcement officers fall under the Department of Public Safety. This process will improve the coordination and communication of the sworn and civilian personnel. An example of the complications that arise from the disparate, "siloed" structures and operations is evident in the overtime enforcement grants. Currently, each of the agencies can apply for grants to obtain additional resources through the scheduling of shifts to focus on a particular issue. As each agency conducts these programs independently, the agencies do not always know about, or participate in, the initiatives and priorities of the others. A consolidated and coordinated effort would improve safety and security for those that live, work and travel in the State. Further, the redundant efforts related to the implementation of grants, collection and reporting of data and use of resources is not only wasteful, but creates a missed opportunity for the State to coordinate data driven policing to address the crime and quality of life issues facing the State. If the agencies are working together, instead of in a vacuum, comprehensive strategic planning can occur; priorities will address the State as a whole, and resource sharing will create cost savings.

Each of the four agencies are performing duties that are aimed at protecting the lives and property of Vermonters, yet have created silos within the system, focusing less on an overall goal and more on individual agency goals. While each of the law enforcement agencies perform functions that are integral to the operation of another agency the State, having the enforcement agencies under a single command structure

with inter-agency agreements in place for the administrative and ancillary functions is in the best interest of the State. Positions such as public information officers, crime analysts, technology specialists, administrative support and project management streamlines efforts with all of the law enforcement agencies operating under a single umbrella.

The recommendations begin with the creation of a new division within the Department of Public Safety (DPS). The person leading the new division would have the same level of authority and responsibilities as the other division heads within DPS.

The primary law enforcement agencies recommended for realignment include:

- Fish and Wildlife, Division of Law Enforcement
- Department of Motor Vehicles, Enforcement and Safety Division
- Department of Liquor Control, Education, Licensing and Enforcement

Each of these agencies would fall under the new division within DPS. During the transition, the current Directors/Majors of these agencies should remain with the agency to aid in continuity of operations. Once the current staff leaves the position, the position should not be filled.

The recommendations do not include a change in uniforms, vehicles or general operations. Each division will maintain its identity and focus on its specific mission, but will work closer with each other and the State Police to streamline and improve operations.

The following detailed findings and recommendations include strategies to reduce duplication and improve efficiencies.

Consolidated Services Division

Finding: The Four Major State Law Enforcement Agencies Operate Under Four Separate Commissioners/Command Structures.

The following lists key issues discovered related to State law enforcement agencies:

- Operate without an overall strategic plan.
- Perform duplicate services.
- Lack integrated operations.
- Lack the benefit of a consolidated approach to data analysis.
- Implement programs through grant funding that are not coordinated with other agencies.

Recommendation: Consolidate F/W Division of Enforcement, DMV Enforcement and Safety Division, DLC Education, Licensing and Enforcement Section Into the New DPS Division.

The new division would include the following agencies and personnel:

- Director, DMV Enforcement and Safety Division
- Director, DLC Enforcement Section
- Chief Warden (Colonel), F/W Division of Law Enforcement

In addition, the Governor's Highway Safety Program would be repositioned in the new divisions relocated from Criminal Justice Services.

Recommendation: During the Transition Period the Command Structure of the Units Within the New DPS Division Should Remain Intact.

- Evaluate the command structure of the new division and the four units to increase the span of control.
- Eliminate a minimum of two command positions.
- Consolidate and streamline civilian staff functions.

Finding: The Fish and Wildlife, Division of Enforcement is Under the Command of a Chief and Deputy Chief Warden.

- F/W has two administrative assistants.
- Wardens assigned to geographical areas, contained within four districts, work out of their homes.
- A lieutenant and a sergeant supervise each of the four districts, although the sergeant also has a patrol area assignment.
- Wardens have office space at the VSP barracks.
- Wardens work independently and work a schedule according to current workloads.
- Wardens provide support and assistance for other sections of the Agency of Natural Resources.

Recommendation: Move the F/W Enforcement Section Into a New DPS Division.

- Consolidate the majority of sworn state law enforcement under a single command.
- Ensure that under the control and direction of the DPS, the F/W wardens continue to perform all current activities for the ANR under an inter-agency agreement.

Finding: The Department of Liquor Control (DLC) Education, Licensing and Enforcement Section Has Sworn Investigators.

- Thirteen DLC investigators assigned to geographical areas cover the state.
- Two investigators are assigned to educational duties.
- Field supervision consists of two lieutenants who divide the State.
- There is a director and administrative staff.
- DLC investigators work from their homes with minimal supervision.

Recommendation: Move the DLC Education, Licensing and Enforcement Section Into the New DPS Division.

- Consolidate the majority of sworn state law enforcement under a single command.
- Decrease command and administrative positions.
- Ensure that under the control and direction of the DPS the DLC investigators continue to perform all current activities for the Department of Liquor Control under an inter-agency agreement.

Finding: Commercial Vehicle Enforcement (CVE) Responsibilities Are Shared Between the VSP and the DMV/Enforcement and Safety Division CVE Section.

- VSP has two full time troopers assigned to CVE.
- Additional VSP troopers trained in CVE perform CVE enforcement on overtime.
- DMV/CVE has a CVE section that consists of north and south teams of sworn investigators that perform CVE on a full-time basis.
- DMV/CVE receives federal grants for CVE and education (VSP obtains some funds through a sub-grant).
- DMV/CVE investigators have a training program that is progressive and keeps up with state and federal guidelines for CVE.
- The DMV Enforcement and Safety Division also has an Investigative Section and Education Unit consisting of both sworn and civilian investigators that investigate civil and criminal cases involving motor vehicle related crimes and regulates training, licensing and education.

Recommendation: Move All CVE to DMV/CVE and the DMV Enforcement and Safety Division Into the New DPS Division.

- Consolidate the majority of sworn state law enforcement under a single command.
- Ensure consistency and coordination through a unified approach to services.
- Reassign VSP troopers currently assigned to CVE to patrol.
- Assign all CVE to those currently in the DMV/CVE unit.
- Ensure that under the control and direction of the DPS the CVE and DMV Enforcement and Safety Division personnel continue to perform all current activities for the Agency of Transportation under an inter-agency agreement.

Duplication of Special Services

Finding: Duplication of Specialized Teams and Units Drain Staffing and Budget Resources.

The State has limited law enforcement resources, yet duplication of many services is present from agency to agency.

- Individual agencies including municipal, state and sheriffs are creating specialized teams and units that duplicate services.
- Coordination and consolidation of specialized services is lacking.

Recommendation: Ensure Specialized Services are Developed Based on Community Needs and Available Resources.

The State has demonstrated success with regional approaches to services as exhibited with the implementation of the Chittenden Unit for Special Investigations (CUSI) and the Northwest Unit for Special Investigations (NUSI).

- Regionalize the efforts of municipalities, state agencies and sheriffs related to specialized skills.
- Use the data contained in this report to inform decision-making as to the areas of greatest need by incident type and allow targeted training for services to continue without affecting the individual agencies.
- Improve coordination and diminish the impact on budgets through streamlined efforts.

Finding: VSP and Fish and Wildlife both have Search and Rescue Responsibilities and Capabilities.

- The VSP team consists of twenty troopers who receive regular training to maintain readiness.
- The training takes troopers away from regular assignments requiring backfilling and impacting budgets.
- Search and rescue missions occur in urban and wilderness areas.
- F/W wardens have extensive knowledge of the wilderness areas of the state.
- F/W assists VSP in wilderness search and rescue efforts.

Recommendation: Restructure the Search and Rescue Team into a DPS Team consisting of VSP and F/W.

- Assign command responsibilities of the team to VSP.

- Integrate F/W during wilderness searches ensuring F/W plays a major role in the operation and at the command post (using joint command as needed).
- Reduce the number of troopers dedicated to the team, resulting in less training time and increased regular duty/patrol time.
- Include interested and qualified members of local and county law enforcement agencies as appropriate, and at the expense of each individual agency.

Finding: VSP has a SCUBA Team for Search and Recovery and Fish and Wildlife has some Swift Water Rescue Capabilities.

- The VSP team has ten full-time troopers that maintain SCUBA training and certifications.
- During training and missions, team members are reassigned from their regular assignments.
- F/W has wardens that are trained divers.

Recommendation: Restructure the VSP SCUBA Team into a DPS Team Consisting of VSP and F/W.

- Assign command responsibility for recovery to VSP and rescue to F/W.
- Include other state, county and local law enforcement agencies to compliment the team and decrease the number of VSP dedicated to this task.
- Create a north and south, or similarly structured regional teams, to allow for response that is more efficient.

Finding: Vermont Law Enforcement Officers Attend the Same Academy for Recruit Training - Specialized Training is Not Coordinated on a Statewide or Regional Basis[1].

- Vermont has a well-established and effective process for training law enforcement personnel.
- A single academy site provides basic and in-service training.
- This process ensures delivery of a consistent training message.
- Specialized training is at the discretion of individual agencies which results in over-training in some areas and duplication of efforts.

Recommendation: Continue the Practice of Joint Academy Training and Increase Multi-Agency Team Based Training.

- Evaluate the training needs across the state and establish opportunities for joint training.

[1] This finding is based on actions of police agencies; it is not to infer that the Vermont Criminal Justice Training Academy is not coordinating training.

- Increase the number of regional based teams instead of single agency teams for capacity building and shared responsibility.

Finding: Recreation Enforcement is Performed by Multiple Agencies.

- There are three types of recreation enforcement: snowmobiles, boating and ATVs.
- VSP receives a federal grant for boating safety and enforcement.
- VSP has two full-time troopers assigned to recreational enforcement.
- VSP pays auxiliary troopers to enforce recreational vehicles.
- VSP sub-grants to F/W for the provision of recreation enforcement.
- VSP, F/W, some sheriffs and local police independently maintain boats, snowmobiles and all-terrain vehicles (ATVs).
- F/W wardens routinely patrol the waterways and trails of the state, and conduct recreational enforcement while on regular duty.
- VSP, F/W and some sheriffs receive enforcement grants from the Vermont Association of Snow Travelers (VAST).
- Coordination of recreational enforcement between the different state, county and local agencies is lacking.

Recommendation: Assign Primary Responsibility of Recreational Enforcement and Education to F/W.

- Implement a coordinated exchange of information, procedures and resources between the VSP and F/W on the federal boating safety and enforcement grant.
- Assign F/W to coordinate recreational enforcement and education on a statewide basis.

The creation of a new division in DPS is required prior to these changes. Changing the responsibility, without moving the agency would create more infrastructure requirements within F/W that are best supported by a single unit within the DPS.

State Police Functions

Finding: Deployment of VSP Troopers to Patrol Has Decreased Since 2001.

- The total number of sworn troopers has remained consistent.
- Supervisory and command staff has increased.[2]
- Specialized units staffed with troopers have increased.

Recommendation: Evaluate Supervisory and Command Staffing.

[2] For the purposes of this study VSP command staff relates to Lieutenants and above.

- Review job descriptions in specialty units and administrative positions, replace troopers with qualified civilian staff and return troopers to patrol functions.
- Evaluate supervisory and command staffing levels and determine the optimum rank structure.
- Freeze non-essential promotions until patrol staffing is proportionate to supervisory staffing.
- Decrease responses to quality of life calls to increase patrol time.

Finding: The Homeland Security Unit is a Separate Unit Within the VSP.

- The unit includes the Fusion Center
- The unit is staffed with VSP personnel including a captain, three lieutenants, two sergeants, two detective troopers and seven civilians.

Recommendation: Move the Homeland Security Unit Out of VSP and Create a Stand Alone Unit Reporting Directly to the Commissioner of the DPS.

- Evaluate the personnel within the unit, replace sworn staff with civilians wherever possible and return troopers to patrol functions.
- Include members of other state and local law enforcement agencies in the unit for better balance and coordination.
- Include members of other State agencies as possible.
- Reassign VSP Troopers to patrol functions.

Finding: VSP Troop Detectives are Assigned to Each of the Twelve VSP Barracks.

Demands are placed on the VSP to create special teams and units to support specific issues. This process taxes the resources of the patrol division, creating unbalanced workloads between patrol troopers and detective troopers.

- VSP Detectives handle a variety of crimes but primarily focus on major crimes and sex offenses.
- VSP Detective caseloads are such that they could handle more cases.
- VSP Troopers assigned to patrol often handle felony level crimes from start to finish. These investigations can be lengthy, taking troopers away from patrol for extended periods.

Recommendation:

- Reevaluate cases assigned to troop detectives.
- Create a process for patrol troopers to take initial reports of felony level crimes and forward reports to troop detectives for further investigation.
- Reallocate patrol troopers from most felony investigations and increase general patrol time.

Finding: State Police Do Not Provide Coverage 24/7

The issue of 24/7 coverage is a pressing one to many individuals.

- State Police operate on an on-call basis for hours not staffed.
- Some municipal agencies operate 24/7.

The research revealed there are minimal calls for services during the off hours.

Recommendation: Refrain From Instituting 24/7 Coverage with the VSP.

The data does not support 24/7 coverage by the State Police and there is not a sufficient budget to staff 24/7.

Department of Public Safety

Finding: Grants Obtained and Administered by DPS Divisions are Managed by Personnel Within Each Division Without Coordination or Consolidation of Efforts.

- F/W, DMV/CVE and DLC all receive funding from federal, state or private organizations.

Recommendation: Create a Grants Office in the Administration Division of DPS.

- Create a system to distribute, coordinate and administer all state law enforcement grants through the new grants office.
- Provide a centralized process of all grants allowing efficient and organized operation and oversight.

Finding: The Governor's Highway Safety Program awards and administers traffic safety programs and grants to state, county and local law enforcement.

- The Governor's Highway Safety Program is located within the Criminal Justice Services Division of DPS.
- The grants issued under the program create a duplication of services and initiatives that are not integrated and coordinated.

Recommendation: Relocate Governor's Highway Safety Program into the New DPS Division.

- Reposition the highway safety program under the new division making it a coordinated resource for all law enforcement agencies.
- Realign the grant administrative function under a single unit in DPS.

Finding: Civilians Staffing of Positions Held by Sworn Personnel Needs to be Increased. Civilians contribute to the effective operations of DPS.

- Budget cuts are affecting civilian positions.

Recommendation: Evaluate the Cost of Civilians vs. Sworn Personnel Filling Civilian Roles

- Ensure civilian cuts do not require troopers to be assigned to those positions.

Civilian Investigators

Finding: The Agency of Natural Resources (ANR) and Other State Agencies have Civilian Investigators That are not Assigned to, or Supervised by, Sworn Law Enforcement Officials.

- Investigators often investigate in isolated areas.
- Investigators do not have access to criminal records on suspects.
- Investigators do not have access to radio communications with police dispatch.
- Investigators have uncovered criminal actions while investigating civil violations.

Recommendation: Provide Civil Investigators a Liaison with Appropriate State Law Enforcement.

- Develop a liaison to provide support as needed to address safety concerns.
- Develop a protocol for communication with investigators in isolated areas.
- Consider a long-term strategy of integration into DPS.

Municipal Police Services

Finding: Municipalities Contract for Police Services with Multiple Agencies.

There are four main ways that municipalities secure police services:

- Contracting with neighboring police departments.
- Contracting with sheriffs.
- Contracting with VSP.
- Contracting or employing officers from other police departments on a part-time basis.

The current process does not provide adequate local control over police services. Municipalities are also investing resources in agencies that do not have a long term obligation to the citizens of a particular town. A review of contracts shows that

municipalities would obtain greater coverage and enhanced services through the development of a regional approach. Although the current contracting of VSP and Sheriffs is providing needed policing services in some areas of the State, the process is largely dependent on personnel in positions resulting from an election process rather than an appointment process. This can create complications with oversight and services.

Recommendation: Municipalities Without an Organized Police Department Need to Consolidate Resources with Neighboring Communities for Needed Policing Services.

The primary areas to address include:

- Develop local control of policing services.
- Target funding for regional police services.
- Develop an infrastructure for operations.
- Phase out State Police contract services.

An entire section of this report is devoted to the discussion of regional police strategies and consideration.

Finding: Municipalities Use Constables for Policing Services in Varying Degrees.

- Constables, when used, primarily handle minor civil matters.
- Some Constables are performing traffic enforcement.
- Effective in 2010, the Vermont Criminal Justice Training Council mandates that by 2010 Constables participate in the certification process to perform most policing services.
- Municipalities are appointing rather than electing Constables, increasing government control.

Recommendation: Use of Constables for Response to Minor Quality of Life Issues is an Option for Smaller Municipalities.

- Ensure that Constables have proper training and State certifications prior to conducting law enforcement services.
- Align the duties and responsibilities of the Constable with relevant State statutes and regulations.
- Define the roles, responsibilities and authority over Constables to align with other police resources.

Dispatching Services

Finding: Dispatching in the State is Provided by State, County and Local Agencies.

- There are eight Public Safety Answering Points (PSAP) located throughout the State.
- All 911 calls are answered at the PSAP's.
- The PSAP's are located in State, County and Local law enforcement facilities.
- There are numerous agencies dispatching at a municipal level.
- Some municipalities contract with other agencies for dispatching services.
- At any given time there are multiple agencies within the State assigning personnel performing dispatching services.

Recommendation: Conduct a Comprehensive Review of Dispatch Centers.

This Study recognizes the need for a more consolidated dispatch process, but the magnitude of this study did not allow for a full set of recommendations in this area.

Conclusion

The ideas presented in this section represent significant change for the State of Vermont, which can sometimes be difficult for established agencies to embrace. However, the significant benefits, including increased communication, coordinated strategic planning, resource sharing and cost savings are incentives that make this process worthwhile. In the current economic climate, creative thinking is required to operate with decreased budgets, yet still deliver needed services.

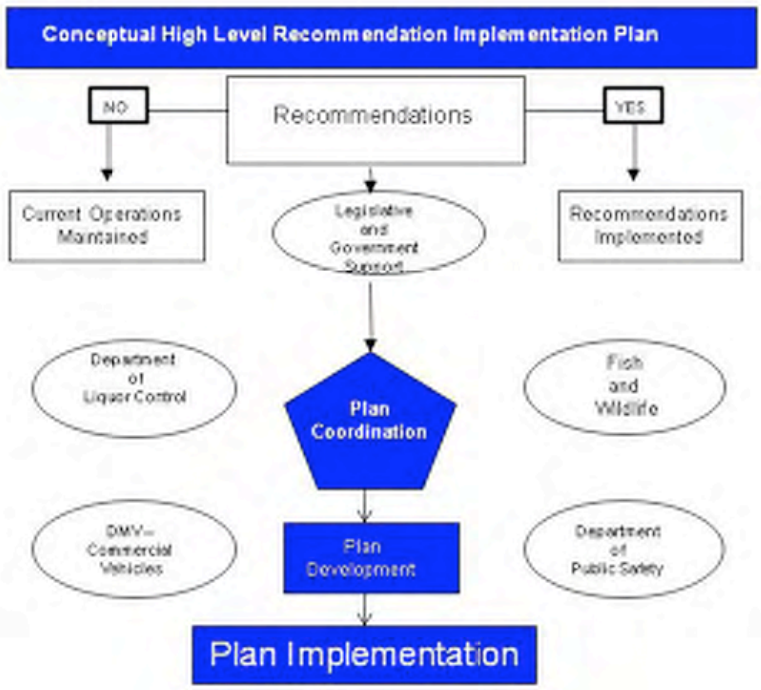
There are not any laws or regulations specifically prohibiting the implementation of the recommendations; however, each recommendation requires consideration with respect to collective bargaining units and the impact on budget allocations.

Next Steps

The delivery of this report is a starting point for an implementation process designed to create progressive and meaningful change for the law enforcement agencies in Vermont. For this process to be successful there needs to be a coordinated and concentrated effort on implementing the recommendations in a manner that includes discussions and strategic planning among the various agency stakeholders.

The plan specifically recommends that the current agency heads maintain their positions throughout the change. In addition, participation by the staff members of each

agency in the discussion and planning phase will enhance the effective management of the transition process. The following diagram provides a visual of the overall process:



Upon determination of which recommendations to implement, creation of a transition team with representation from each of the affected agencies is required. While the Study reviewed every aspect of the law enforcement functions, there needs to be further analysis on the specific administrative staffing levels. Some agencies shared administrative functions and it is important that one agency does not lose its support during the transition. Conversely, the consolidation will allow streamlining of these functions; not all current administrative personnel will be required in the long term.

While the study focused on the services provided by law enforcement, the transition needs to include changes in management. For this to happen, the Administration must articulate the vision to staff, and concerns about operations and functions must be discussed with individuals in a participatory manner. The State of Vermont can positively affect its law enforcement service delivery through this process.

The next section reviews other policing strategies providing a framework for comparison of the operations of law enforcement in Vermont to other states.

Comparative Police Agencies

The following section provides summary information of the operation of various police agencies in the other New England states and similar states across the country.

Constables

Constables have varying levels of responsibilities in each of the other New England states. In general, Constables provide process serving and a limited amount of police services. Many communities see Constables as an economical way to provide basic services. The roles for each state appear below.

Connecticut

Constables hold two separate types of responsibilities. Elected constables are generally limited to serving civil process in the town that elected them. Appointed constables serve as police officers. Appointed constables must complete certification requirements from the state agency that certifies police officers. The town can then contract with the state police to have a resident trooper supervise the constable. This contract then allows the constable to have access to the state police computer system and radio system. Many towns without police departments use appointed constables to enhance services and coverage provided by the state police.

Maine

Constables in Maine have limited jurisdiction with appointments for a term of not more than one year. These officers have all the powers of a police officer, except as specifically provided by charter, ordinance or the certificate of appointment. Local authorities may authorize the constable to carry a weapon.

Massachusetts

Constables in Massachusetts date back to colonial times and common law. In each original community, the constable was one of the first offices created. Today, the constable is a municipal officer that only serves judicial process in cities or towns either by an appointment or election process. State law requires bonding of Constables for the service of civil process.

New Hampshire

The County Sheriff appoints the Constables in New Hampshire to serve and return writs and other civil process where the amount demanded in damages does not exceed $75.00. Some towns use constables to perform police services. The state statutes, as

with any law enforcement officer, require certification of Constables by the Police Standards and Training Council to perform law enforcement duties.

Rhode Island

Constables in Rhode Island are private process servers. Constables are bonded and licensed to serve process under the authority of the Chief Judge of the District Court of Rhode Island.

Municipal Police Officers

Municipal police departments vary in size and level of policing services provided. Larger departments usually provide all policing services within their jurisdiction and have specialized units to investigate the more serious crimes. Smaller departments will often rely on a state agency to investigate or assist in the investigation of major crimes. Local departments fall under the control of local government. There are areas where two or more municipalities will combine resources and form regionalized police departments. Regionalized departments generally fall under the control of a board comprised of members of the participating municipalities. Participating municipalities fund the regional agency based on a predetermined ratio per member community. For smaller municipalities a regionalized department is a more efficient way to provide policing services while still maintaining some level of control.

Sheriffs

Connecticut

In Connecticut, prior to 2000 the main services of the Sheriff's Department in each county were to act as security for the county courthouses, carry out arrest warrants, and transport prisoners for the county. In December 2000, Fairfield County voted by majority to eliminate the position of High Sheriff. The county was split into three judicial districts and each has its own Chief Judicial Marshall, which carries out legal warrants put out by the Connecticut state court system. One month later, all Deputy Sheriff's in the state transferred to State Judicial Marshals under the local county branch.

Maine

In Maine, the duties of the Sheriffs are to act as the chief county law enforcement officer and direct the Sheriff's Department in their county. Specific responsibilities include: attending all State Supreme Judicial Court and Superior Court sessions; serving as chief jailer; receiving and committing prisoners to county jail; enforcement of all criminal laws; and service of all criminal and civil processes, including warrants and summons.

Massachusetts

In Massachusetts, a Sheriff is an elected official serving a six-year term. Fourteen Sheriffs represent each of the counties in the State. The primary responsibilities of the Sheriff's in Massachusetts are to oversee all operations of their respective counties correctional facilities, assist in public safety throughout their county, and oversee delivery of legal documents needed to support the operation of the courts.

New Hampshire

In New Hampshire, the role of the Sheriffs has changed. In 1877, the state legislature added county sheriff to the list of county officials elected by the public. In 1911, the state legislature expanded the authority of the 10 county sheriffs' to statewide powers, not just in their respective counties as stated in the New Hampshire Constitution. The legislature later passed a law to create a separate county department of corrections for all ten counties. The Sheriffs officially gave up control of their county jails at that time. Currently, New Hampshire Sheriff's are responsible for the service and execution of court orders dealing with civil matters, assisting towns in the county, and providing security to the court systems within their county.

Rhode Island

In Rhode Island, the Sheriffs perform various job functions within the State's four County Court facilities. The functions of the department include Courtroom/Judicial Security, Court Facility and Cellblock Operation, Inmate Transportation, Interstate Extraditions, Interstate Inmate Transfers, Writ Service and Body Attachments.

Fish and Wildlife Wardens

Fish and wildlife law enforcement responsibilities fall under different agencies in the New England states. Table 1 lists the agencies that regulate fish and wildlife law enforcement.

Table 1: Fish and Wildlife Enforcement Agencies - New England

State	Fish and Wildlife Enforcement
Connecticut	Department of Environmental Protection, Environmental Conservation Police
Maine	Department of Inland Fisheries and Wildlife, Bureaus of Wardens Service
Massachusetts	Department of Fish and Game, Environmental Police
New Hampshire	New Hampshire Fish and Game Department, Conservation Officers
Rhode Island	Department of Environmental Management, Environmental Police
Vermont	Agency of Natural Resources, Fish and Wildlife Department, Law Enforcement Division

The primary responsibilities of law enforcement divisions listed in the table are to protect the wildlife and environment of forests, waterways and state parks. All agencies also enforce recreational vehicle laws and regulations. In Maine, Massachusetts, New Hampshire and Connecticut, the agencies are also involved in search and rescue operations.

Enforcers of fish and wildlife laws and regulations, in all New England States, also investigate other crimes that occur within their areas of responsibility, and, as such, are required to adhere to criminal procedures, laws of arrest, handling of evidence, preparation of cases for prosecution, firearms training and emergency medical training - the same as any other law enforcement officer.

The States of Alaska and Oregon have acknowledged the special demands required of fish and wildlife law enforcement personnel, while consolidating law enforcement accountability. Alaska and Oregon have created divisions of fish and wildlife within the State Police. Both states have large, rural environments that require state troopers to be generalists in all basic law enforcement- to include such areas as traffic and criminal law enforcement while still maintaining their role, as well as specialists who enforce fish and wildlife laws.

Liquor Control

The following is a summary of liquor control state-by-state information and the positioning of liquor enforcement in New England, as well as information on control states.

In the United States, 18 states directly regulate alcohol sales by controlling its retail and/or wholesale distribution. These states are "*control states*." The other 32 states called "*licensure states*" issue licenses to private sellers. States can place conditions on these licenses, which help the states more indirectly control the sale of alcohol.[3]

The enforcement of alcohol regulations, laws, and licensing differs from state to state. In some states, the controlling agency also has an enforcement arm, while others have the enforcement and licensing of alcohol performed by a different state agency. In New England, the state's enforcement falls under the controlling agency, with the exception of Maine, where enforcement falls under the Maine State Police.

Control States

The 18 control states are:

- Alabama
- Idaho

[3] http://www.marininstitute.org/alcohol_policy/state_alcohol_control.htm

- Iowa
- Maine
- Michigan
- Mississippi
- Montana
- New Hampshire
- North Carolina
- Ohio
- Oregon
- Pennsylvania
- Utah
- Vermont
- Virginia
- Washington
- West Virginia
- Wyoming

PSSG reviewed the liquor control enforcement structure of the six New England States. Each state has established agencies to manage the manufacturing, importing, exporting, storage, distribution, and sale of liquor, but each has a different control agency, as shown in Table 2.

Table 2: Liquor Control Agencies - New England

State	Alcohol Management Agency
Maine	Department of Administrative & Financial Services – Bureau of Alcoholic Beverages & Lottery Operations
Connecticut	Department of Consumer Protection – Liquor Control Division
Massachusetts	State Treasurer – Alcoholic Beverages Control Commission
New Hampshire	New Hampshire State Liquor Commission
Rhode Island	Department of Business Regulation – Commercial Licensing & Racing & Athletics - Liquor Enforcement and Compliance
Vermont	Department of Liquor Control

State and municipal law enforcement officers are the primary enforcers of non-administrative liquor laws such as driving under the influence, minors possessing alcohol and liquor licensed establishments over serving patrons.

Commercial Vehicle Enforcement

The following summary describes the Commercial Vehicle Enforcement approaches in New England.

Connecticut

Connecticut Department of Motor Vehicle (CT/DMV) Inspectors share CVE enforcement and crash response responsibilities with the Connecticut State Police (CSP). The CSP has full-time troopers assigned to CVE and the CT/DMV has inspectors. Two agencies share the patrol areas in the state. Funding for the CSP CVE is through its budget, while the CT/DMV receives all MCSAP funding.

Massachusetts

The Commercial Motor Vehicle Unit of the Massachusetts State Police has responsibility for enforcement, education, and commercial vehicle crashes. The CVE Unit also provides municipal police with CVE assistance and training.

New Hampshire

Troop G of the New Hampshire State Police has responsibility for CVE. There are sections assigned that monitor driver licensing, school buses, driver education, automotive dealers, inspection stations, salvage titles, fraudulent documents, and vehicle identification numbers.

Maine

Troop K consists of sworn CVE state troopers and civilian motor carrier inspectors. All receive specialized training in the laws and regulations governing commercial vehicles in Maine. The Troop covers the entire state by dividing it into three defined patrol areas to handle all CVE for the state. The Troop also provides CVE assistance and training to local agencies and commercial vehicle stakeholders.

Rhode Island

Rhode Island CVE is the responsibility of the Rhode Island State Police.

There is not a universal model of CVE in States, with strategies varied as to the placement of the unit. However, in New England, State Police have considerable involvement with CVE.

State Troopers

Each state has an organized state police agency. State police agencies oversee a variety of functions including general patrol, motor vehicle enforcement, homicide investigation, sexual assault investigation, hostage negotiations, special operations, homeland security and other specialized services depending on the needs of a specific state. In addition to specialized services, state police agencies respond to calls for service in areas without a municipal department.

Table 3 provides a summary of the other New England state police agencies, along with additional rural state information. The data provided below provides an overview of other operations as a review framework when comparing the Vermont State Police to other states.

Table 3: State Trooper Breakdown Comparison States

Comparison State Information for Troopers					
State	**Population**	**Sq. Miles[4]**	**Population Sq. Mile[5]**	**Number of Troopers[6]**	**Troopers Per Sq. Mile**
Connecticut	3,502,309	5,006	722.9	1262	0.252
Maine	1,317,207	33,128	42.7	299	0.009
Massachusetts	6,449,755	8,262	822.7	2,474	0.2994
Minnesota	5,197,621	84,397	65.3	520	0.0061
Mississippi	2,918,785	47,695	62.2	561	0.0117
New Hampshire	1.314,828	9,283	146.7	295	0.0317
Rhode Island	1,057,832	1214	1,012.3	215	0.177
South Dakota	796,214	70,704	10.5	148	0.002
Vermont	**620,748[7]**	**9,615**	**67.2**	**310[8]**	**0.0322**
West Virginia	1,812,035	24,231	73.3	639	0.0263
Wyoming	552,830	97,818	5.4	193	0.0019

This data supplied is for information purposes, not for use as the sole measure for determining staffing requirements.

Summary

While each state approaches law enforcement delivery in slightly different manners, lessons learned from reviewing other operations provides a framework for Vermont to use as the State plans future law enforcement strategies.

The next section provides details on regional and consolidated police agencies.

[4] U.S. Geological Survey, www.theus50.com/area.shtml
[5] U.S. Census Bureau, Statistical Abstract of the United States, July 2007
[6] U.S. Department of Justice, Federal Bureau of Investigation, Criminal Justice Information Services, Uniform Crime Reports, Table 76, 2007
[7] U.S. Census Bureau 2007 estimate
[8] The data in this table is derived from a 2007 report by the Department of Public Safety – Criminal Justice Services. The Vermont State Police has an authorized strength of 321.

Regional and Consolidated Police Strategies

This section of the report provides examples of the various forms of consolidation, successes and failures, along with key considerations for regional and consolidated efforts.

In its various forms, inter-local agreements shared and/or consolidated services and regionalization, is not a new concept. Historically popular in theory and acknowledged as an effective means of saving money, the successful implementation of the process can be challenging. Schools, Boards of Health, fire and police services, accounting and housing inspection departments may all need to consider the subject of consolidation, especially in times of economic downturn. Merriam Webster defines consolidation or the "act of consolidating," as "to join together into one whole…to make firm or secure, to strengthen".

Police departments across the country have successfully organized regional and consolidated agencies. A recent report by the Pioneer Institute describes several successful consolidation efforts in Massachusetts[9] :

- Berkshire County's consolidation of its 911-dispatch service provided small communities with state-of-the-art dispatch services at a tremendous cost savings.

- Nashoba Board of Health Association's shared services are cost effective and provide a collection of small towns with economies-of-scale to access full-time, highly qualified public health services that would otherwise be unavailable.

- Hampshire County, a Council of Governments, is markedly more cost-effective than the entity it replaced and offers local communities a higher degree of control.

The report also points to the failure of communities to agree to the regional process. Examples of this appear below:

- Efforts on the South Shore met with resistance despite a study on cost savings and implementation. Attempts to regionalize fire services on the South Shore failed due to funding disparities between large and small communities, an unwillingness to relinquish local control of budgets and services, and resistance to change.

- The same problems that hindered fire service regionalization on the South Shore were obstacles to consolidating police and fire services in MetroWest Boston.

[9] *From "Regionalization – Case Studies of Successes and Failures in Massachusetts – A Pioneer Institute White Paper," The Shamie Center for Better Government, a Pioneer Institute Center, October 2008.*

Roundtable discussions about the efficacy of consolidation across the country have yielded briefs, white papers, planning/assessment studies, and pilot programs on the topic. This report provides information from the findings of six such reports:

- "Consolidating Police Services: An IACP Planning Approach Executive Brief," International Association of Police Chiefs, May 2003
- "Regionalizing Police Services," Richard D. Miller, Esq., June 2006
- "Police Department Regionalization, Consolidation, Merger & Shared Services – Important Considerations for Policy Makers," New Jersey State Association of Police Chiefs, March 2007
- "Franklin County Regional Police Study, Antrium Township, Greencastle Borough - A Police Peer Project," Pennsylvania Governor's Center for Local Government Studies and Department of Community and Economic Development, May 2007
- "Regional Police Services in Pennsylvania, A Manual for Local Governmental Officials," Pennsylvania Department of Community and Economic Development, 7th Edition, 2007
- "Regionalization – Case Studies of Successes and Failures in Massachusetts – A Pioneer Institute White Paper," The Shamie Center for Better Government, a Pioneer Institute Center, October 2008

Forms of Consolidation

The idea of strengthening police services has interested politicians, policymakers, and law enforcement officials for decades. Debates over its efficacy are sometimes contentious, sometimes theoretical, and sometimes practical. In the end, decision-making should consider, and ultimately rely upon, the best interests of each community individually, the region and the state, along with the police force relative to operational and administrative efficiencies, cost-effectiveness, and the police force's ability to protect its citizens and fight crime.

Consolidation can take many forms. Strategies include uniting two geographically adjacent smaller agencies to combine certain functions between two, or among several, departments to merging city and county governments. No form is superior; the strategy selected will depend upon a community's unique needs, resources, and the level of stakeholder cooperation.

Four common types of consolidation include:

- Local — Two separate police departments form a single department
- Regional — Several departments combine to police geographical areas, rather than one jurisdictional area

- Metropolitan Two or more departments serving overlapping jurisdictions combine to serve an entire metropolitan area
- Government A city and adjoining county consolidate their governments and services

A widely practiced form of consolidation is between county and city police agencies serving fewer than 50,000 populations; 14,000 of these exist in the United States. Consolidation to maximize budgets and personnel would seem to make sense, but opponents have raised concerns (see "Merits and Disadvantages" below). In many cases, newly created entities have increased responsibility and power, making the transition far from smooth.

For example, with regionalization, a new police commission or board should be given the authority to conduct all police business, including, but not limited to, employee discipline (e.g., hiring and firing, suspending, promoting/demoting), human resource activities such as setting salaries and funding employee benefit programs, contract management/collective bargaining, facilities management, and financial management. Reassigning such power typically encounters resistance. An obstacle to consolidation is the coordination of wages, benefits and working conditions of the police officers in the merging departments.[10]

Merits and Disadvantages

A review of the literature indicates that strong opinions and preconceptions of consolidating law enforcement is present with individuals supporting, or opposing, the efforts.

Proponents cite several positive outcomes:

- Higher volume of police services
- Increased efficiency and flexibility, uniformity and consistency
- Lower response time – better distribution and deployment of personnel
- Reduced overtime and duplication of effort – economies of scale
- Lower operating costs
- Greater opportunities for advancement and cross-training

Proponents advocate that the quality of policing increases and fiscal benefits realized through consolidation benefit communities. The Northern Regional Police Department in Allegheny County, one successful case of consolidation, found that a major benefit of regionalizing police services was an improved ability to train officers in specialized areas.[11]

[10] From "Regionalizing Police Services," Richard D. Miller, Esq., June 2006
[11] "Regionalizing Police Services," Richard D. Miller, Esq., June 2006

Opponents take a markedly different view, claiming that consolidation would negatively impact law enforcement in the following ways:

- Law enforcement personnel's resistance would hinder potential positive outcomes
- Loss of community independence and local control
- Increased response time
- Loss of local, non-law enforcement services, such as issuing permits and licenses – activities very much part of an officer's job
- Increase in costs due to reorganization, planning, equipment standardization, and possible new facilities, which take years to recoup
- Confusion on part of the public
- Loss of citizen contact

Pilot programs and long-term consolidation results vary greatly and depend on factors unique to each community. Sometimes consolidation achieves results through the desire to strengthen police services, while sometimes perceived disadvantages halt the efforts.

In Antrium Township, Greencastle Borough (part of Franklin County, Pennsylvania), regional policing has been successful. Pennsylvania has 1,200+ police departments – more than any other state. Most consolidated agencies in Pennsylvania are small and unable to provide a full range of police services, which promoted the process of regionalization. Since 1972, Pennsylvania has seen an upswing in successful regionalization with over 30 regional departments across the state. Municipal leaders, other policymakers, and law enforcement officials favor the regional approach due to its positive impact.

The Two River Regional Police Study Group, formed by the Boroughs of Fair Haven, Little Silver and Rumson, analyzed the feasibility of regionalizing law enforcement services in an effort to save taxpayer dollars.

The consulting firm engaged to conduct a feasibility study determined that:

- The three municipalities are receiving outstanding, but in many cases, duplicate services
- Many of the services are already being shared in some informal manner between two or more of the towns
- The study demonstrated that shared services made sense in the areas of purchasing, communications technology, prisoner processing and holding, criminal investigation, traffic functions and youth aid services.[12]

The records management and collection data processes of each town were different, making it difficult to determine the nature of each department's call volume. Financial data varies due to the way each town manages their budget. Predicting costs is

[12]Minutes of the Special Joint Meeting: Borough of Little Silver, Fair Haven and Rumson July 9, 2008.

difficult, as there are variables that may appear over the next few years. This became a limiting factor for the implementation.

The Police Chiefs informed the study group that they could not support all of the recommendations, and stated that they prefer the immediate, rather than incremental, regionalization of all three departments. The obstacles the towns have run up against, such as a police chief being unsupportive of the sharing of communications functions (unless housed in his municipality) have prevented successful consolidation. The study exhibits the need for stakeholder participation and the employment of change management strategies.

A 1993 attempt to combine police and fire dispatch services in 13 Western Massachusetts suburbs failed despite projections of saving the communities millions of dollars. Town and public officials, along with residents, can be wary of "handing over" a system to a larger enterprise, when it has been traditionally functioning well at the local level.[13] Cultural and perceived operational issues between police and fire created significant obstacles.

Lessons learned from failed attempts point to the need for agencies considering consolidation to develop the appropriate planning process to facilitate transition.

Planning – Initial Studies

Roundtable discussions across the country have provided a starting point for consolidation pilot programs planning and implementation. Table 4 is a summary of stakeholder considerations obtained from a review of the above-cited literature. Communities can use the table as a tool to gather issues specific to each community

[13] http://www.boston.com/news/local/articles/2008/10/30/shared_services_getting_a_fresh_look/

Table 4: Considerations Regarding Police Department Consolidation

Considerations Regarding Police Department Consolidation							
	General	**Political**	**Operational**	**Administrative**	**Financial**	**Personnel**	**Legal**
Logistics	Philosophy Priorities Strategies	Stakeholders Input	Station Location Deployment Data Analysis	Division of Management Merger of Staff	Cost / Benefit Operating Costs Fee Schedule	Seniority Promotions Team Building	Union Contract Coordination Evidence Storage
Service	Impact on Existing Agencies	Conflicting Community Expectations	Eliminating Duplication Impact on Crime Rates and Perception of Safety	Training Paperwork Processing	Increased Court Time	Learning New Sectors	Training
Leadership	Determining Rank Structure	Key Decision Makers	Coordination of Strategies	Coordinating Resources	Fiscal Management	Accepting Change Creating Unity	Policy and Procedure Implementation
System-Wide Impact	Impact on the CJ System	Shared Visions Satisfaction with Outcomes	Response to Changing Demographics	IT Radios Computers	Impact on Tax Base	Hiring Cycles	HIPPA HR

Assessing Consolidation – Recommendations

Professional organizations or jurisdiction members must address stakeholders' concerns, and conduct feasibility studies to determine the viability of consolidation for a particular community or region. Research shows the following issues require resolution before proceeding with any form of consolidation:

- Budget Authority
- Cost Allocation
- Staff Retention
- Operational, Administrative, and Facility Considerations

Budget Authority

Budget authority is a key factor requiring a plan prior to consolidation. Consolidation will cause changes in programmatic, salary/human resource policies, and funding practices. Development of a governance structure creates a fiscal entity and forum for the provision of salary, human resource and operational procedure development.

Governance structure options include:

- A joint committee consisting of law enforcement personnel from each community
- An authority comprised only of officials from the community with the largest population
- An independent agency created by special legislation

The latter becomes necessary when laws do not fully address the issue of what constitutes an appropriate authority. For example, New Jersey, N.J.S.A 40:48B2-1 addresses municipalities entering into joint agreements, but does not explain the process of creating a governing agency. Election or appointment allowed through special legislation provides representation from both/all communities.[14]

The management and command structure of the new agency is also important. Police departments typically have strong identities, differing philosophies, and priorities and strategies based on an independently operated department, not a consolidated one. The new governing agency should create a transition plan for officer training to adopt and adjust to a new identity, blend special initiatives into one overarching agency policy, and coordinate service and agency integration.

[14] From "Police Department Regionalization, Consolidation, Merger & Shared Services – Important Considerations for Policy Makers," New Jersey State Association of Police Chiefs, March 2007

Cost Allocation

Another important factor in any consolidation is the cost allocation and required contributions from participating agencies. Consolidated agencies use several strategies as listed below.

Equal Split

A simple method of cost allocation is to split contributions by the number of towns/cities/departments. For example, two towns would contribute fifty percent each, and three communities a third each. This option becomes complicated when one community requires a larger share of services

Percent of Population

With this method, municipalities pay according to the percent of population. This method requires recalculations based on population. This option raises questions when population and crime rates are unbalanced. For example, one municipality has a larger population than the next, but lower crime and call for service rates, yet contributes a larger share of the budget.

Percent of Calls for Service

Municipalities contribute funding based on the number of calls for service from the municipality. Budget contributions determined based on calls for service must ensure that the length of time in determining a department's workload is the same among the contributing entities, and develop a method of determining whether lower reporting, or even non-reporting by residents, would result in keeping taxes and budgetary contributions artificially low.

Percent of Uniform Crime Reports

While this option appears more equitable than a call for service analysis, it creates a similar concern. Municipalities may fail to report incidents, or reclassify crimes, to keep budgetary contribution low. In addition, small municipalities have fewer UCR reported crimes, so even slight changes in crime will affect contribution ratios.

Percent of Staff Contributed to Merger

The number of police officers and staff contributing to the new or consolidated agency translates to a financial contribution to the budget. Both civilian and sworn personnel count toward the contribution. This method helps with the initial budget calculations; however, a long-term strategy determines yearly contributions.

Distribution of Police Services

With this funding mechanism, each municipality would have the option of purchasing services from the new governing authority. Hours of service would have an associated cost. This method ensures there are enough officers to cover the hours needed by each municipality.

Literature suggests that the best cost allocation formula is one that endures over time. The process can include multiple factors to determine the best method. Regional police commissions and other governing bodies, who know their jurisdictions, must select funding methods that best fit their needs.[15]

Staffing

The percent of staff hired and retained by the merging agencies need to reflect the calls for service, length of time on a call, optimum response time, required community based activities, report writing, court time, training and other factors.

Several considerations affect and determine the officer deployment strategy in any consolidation, including the following:

- Population
- Square Miles
- Density of Population
- Type of Community (urban, suburban, rural)
- Housing Density (cluster developments, single family homes, multi-unit)
- Demographics
- Economic Base (commercial, residential, professional)
- Community Expectations
- Basic Services (patrol, investigation, administration)
- Special Services (school resource officers, DARE, traffic officers)
- Total Calls For Service (annual, for total jurisdiction)
- Calls For Service
- Officer Initiated Actions
- Average Consumed Time
- Method of Deployment - mobile-patrol vehicles, motorcycles, bicycles, walking
- Type of Station (central, substations)
- Future Growth[16]

[15] Franklin County Regional Police Study, Antrium Township, Greencastle Borough - A Police Peer Project," Pennsylvania Governor's Center for Local Government Studies and Department of Community and Economic Development, May 2007

[16] "Police Department Regionalization, Consolidation, Merger & Shared Services – Important Considerations for Policy Makers," New Jersey State Association of Police Chiefs, March 2007

Operational, Administrative, and Facility Considerations

There are a number of considerations related to operations and administrative procedures of the newly formed agency. The new agency may change its philosophy on response time, deployment, priorities, administrative procedures, and facility requirements. Literature based on focus group recommendations suggests:

- Consolidation may change detective and special unit staffing levels, along with patrol coverage, to adapt to the total deployment needs of the municipalities. The goal is creating efficiencies through combining of forces.

- Consolidation provides an opportunity to update specialized training strategies and improve outdated and/or inadequate polices and procedures. New procedures should be in place, and employees trained on them, before consolidation.

- Consolidation requiring new uniforms should also be coordinated prior to change, as it represents a visible change to the public, and an adjustment period allows the community to adapt to the new agency.

- Consolidation provides an opportunity to evaluate the age, condition, location, and operational efficiency of existing department facilities. Any expansion, upgrade, new construction, or move to a more appropriate existing facility should happen before consolidation, or be planned for as part of the transition.

- Consolidation, which involves dispatch and records management, should provide an overlap for testing procedures.

Summary

Regional and consolidated police services debates over the past few decades have met with varying degrees of success. Some areas, such as Pennsylvania and Oregon, have actively adopted the concepts, while other areas have just recently explored the option. Budgetary considerations are a pressing reason many municipalities are exploring consolidation. In addition to cost effectiveness, the enhanced service delivery capabilities and operational efficiencies are compelling reasons to consolidate. Consolidation also provides additional career development opportunities for officers, an important factor for retention.

Strategic planning, comprehensive feasibility studies and stakeholder consensus are key elements to effective consolidation efforts. The data collection and analysis for this study allows municipalities to evaluate the crime and staffing of the region and determine the feasibility of consolidation. Currently, municipalities across the state are contracting for services that, if joined together, could establish a full time department.

The following section provides an overview of the State of Vermont.

State of Vermont Overview

Vermont, the Green Mountain state, was the first to join the original 13 states by achieving statehood in 1791. Bordered by Canada, Massachusetts, New York, and New Hampshire, it is 48th in size compared to the other states. Lake Champlain, which runs along more than half of Vermont's western boundary, was named after Samuel de Champlain, who in 1609 was the first European to discover the Green Mountains. The Connecticut River is the state's eastern boundary. Vermont has an area of 9,609 square miles and forests cover 75% of the land area.

Vermont's state legislature has two houses with 30 senators and 150 representatives. Vermonters also still have a unique, nearly 200-year-old tradition of a Town Meeting Day, held by most Vermont towns once a year on the first Tuesday in March. At the meeting, residents vote for local officials, approve a budget for the following year, and deal with other town business issues. The meeting can last a few hours to a few days, depending on the number of items on the agenda, and is a true example of direct democracy where every eligible individual votes (as opposed to a representative democracy where elected representatives vote).

According to a Vermont Department of Labor, December 2008 report, the State's workforce includes about 357,000, 5.7% of whom were unemployed at the time of this report. Due to Vermont's geography and climate, "services" are the primary economic sector, with manufacturing (at 17%) second. A high percentage of non-agricultural jobs are in the high-technology area. The State's most populous regions, Burlington and Rutland, have developed successful businesses and industries. Vermont's agricultural sector is diverse and uses nearly a million and a half acres, with dairy farming being primary. Other agricultural products include potatoes, eggs, honey, vegetables, maple syrup and Christmas trees.

Higher education also provides major economic input for Vermont. In 2005, more than 40,000 individuals enrolled in, and 8,500 people were employed by, public and private colleges and universities throughout the State. Map 1 shows the 2007 population density across the State, while Map 2 shows the population changes in the State since 2000.

Vermont has four distinct seasons and 223 mountains over 2,000 feet in elevation, making it ideal for recreational skiing and other outdoor sports.

According to the U.S. Census of 2000, Vermont has 608,827 residents with a median age of 37.7 years. Vermont is not a racially diverse state; 96.8% of residents are white and .5% of residents are black. Forty eight percent of the population has ancestry that is French, English, or Irish.

Montpelier, Vermont's capitol, referred to as the "smallest capitol city of the nation" has a population of approximately 8,000. Vermont's largest city is Burlington, with a

population of about 39,000. Among the population five years and older, a little more than 94% spoke English as their primary language.

As of the 2000 Census, 9,925 families with 55,506 individuals (9.4% of the population) lived below the poverty level; 15,442 of these were children.

The population of Vermont is currently increasing, but is projected to grow much more slowly than the rest of the nation. Additionally, the number of people over the age of 65 will increase such that by the year 2030, almost one in four people in Vermont will be a senior citizen. Between now and 2030 Vermont's total population will grow by 85,000, while the number of people over 65 will increase by 93,000. Consequently, the number of people in the workforce beginning in 2014 will decrease by about 7%, which translates into a slowdown in economic growth and decrease in revenue from property, personal, and consumption taxes. On the other side of the equation is the impact that these demographic changes will have on government spending. Vermont spends most of its dollars on education, transportation, and human services.

The projected demographic changes and their implications are of great concern to the people of Vermont. Government leaders focus much attention on solutions to issues expected to emerge.

The downturn in the economy will have a direct and negative impact on police and related services. On January 23, 2009, Governor Douglas announced a budget that would require 660 job cuts, $34 million in reductions to human service programs and reliance on $90 million in yet-to-be secured federal stimulus aid.[17]

On February 2, 2009 the Burlington Free Press published a list of the positions and monetary targets for various departments, along with the number of employees from which the cuts could be made to reach the 660 job cuts.[18] The tables below list the department cuts that directly affect law enforcement and those that will indirectly affect law enforcement. Budget cuts in agencies that perform human service and regulatory functions often result in increased law enforcement calls for service.

Table 5: Direct Impact on Law Enforcement Agencies

Direct Impact on Law Enforcement			
Department	**Employees[19]**	**Department Target**	**Estimated Savings**
Fish and Wildlife	126	7	$41,220
Liquor Control	56	7	$20,762
Attorney General	74	9	$458,117
Department of Public Safety	279	34	$749,390

[17] Burlington Free Press January 23, 2009
[18] Burlington Free Press February 2, 2009
[19] The number of employees reflects civilian personnel.

Table 6: Indirect Impact on Law Enforcement Agencies

Indirect Impact on Law Enforcement			
Department	**Employees**	**Department Target**	**Estimated Savings**
Corrections	364	45	$2,497,863
Children and Families	780	96	$1,473,356
Mental Health	50	6	$348714
Human Services	100	12	$262,334
Environmental Conservation	277	25	$898,033
Forest Parks and Recreation	115	8	$418,317
Natural Resources	61	5	$310,493

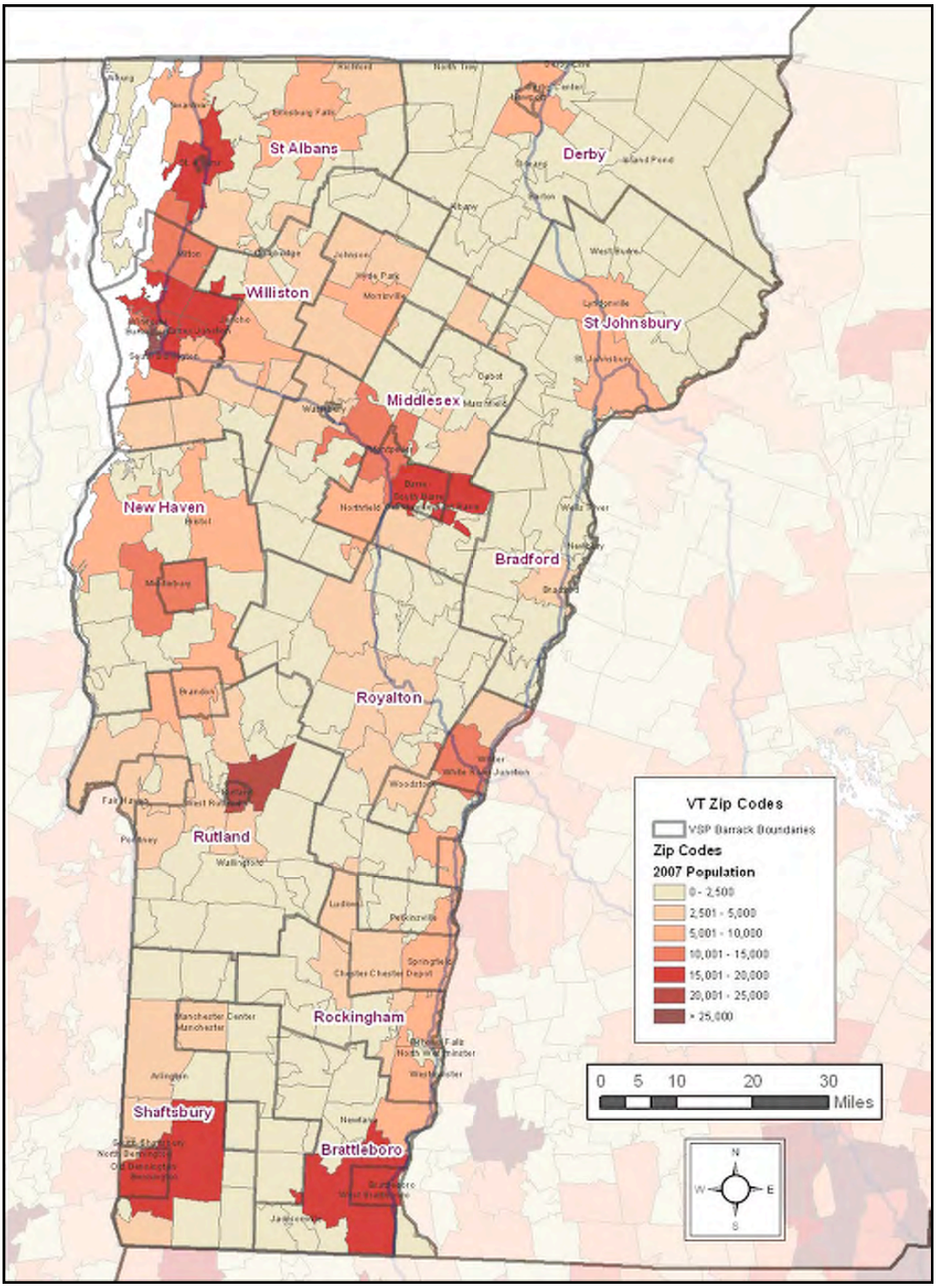
Summary

The State of Vermont is a unique, rural state with a history of farming, agriculture and tourism. A State with a low crime rate, Vermont prides itself on individuality and has an active citizen based government. Demographic trends point to a decreasing workforce and slowed economic development.

The current budget reductions will affect government operations in the State. A plan will help to manage and minimize the impact. The information in the rest of the report provides information on restructuring services while maintaining the rural nature and uniqueness of Vermont.

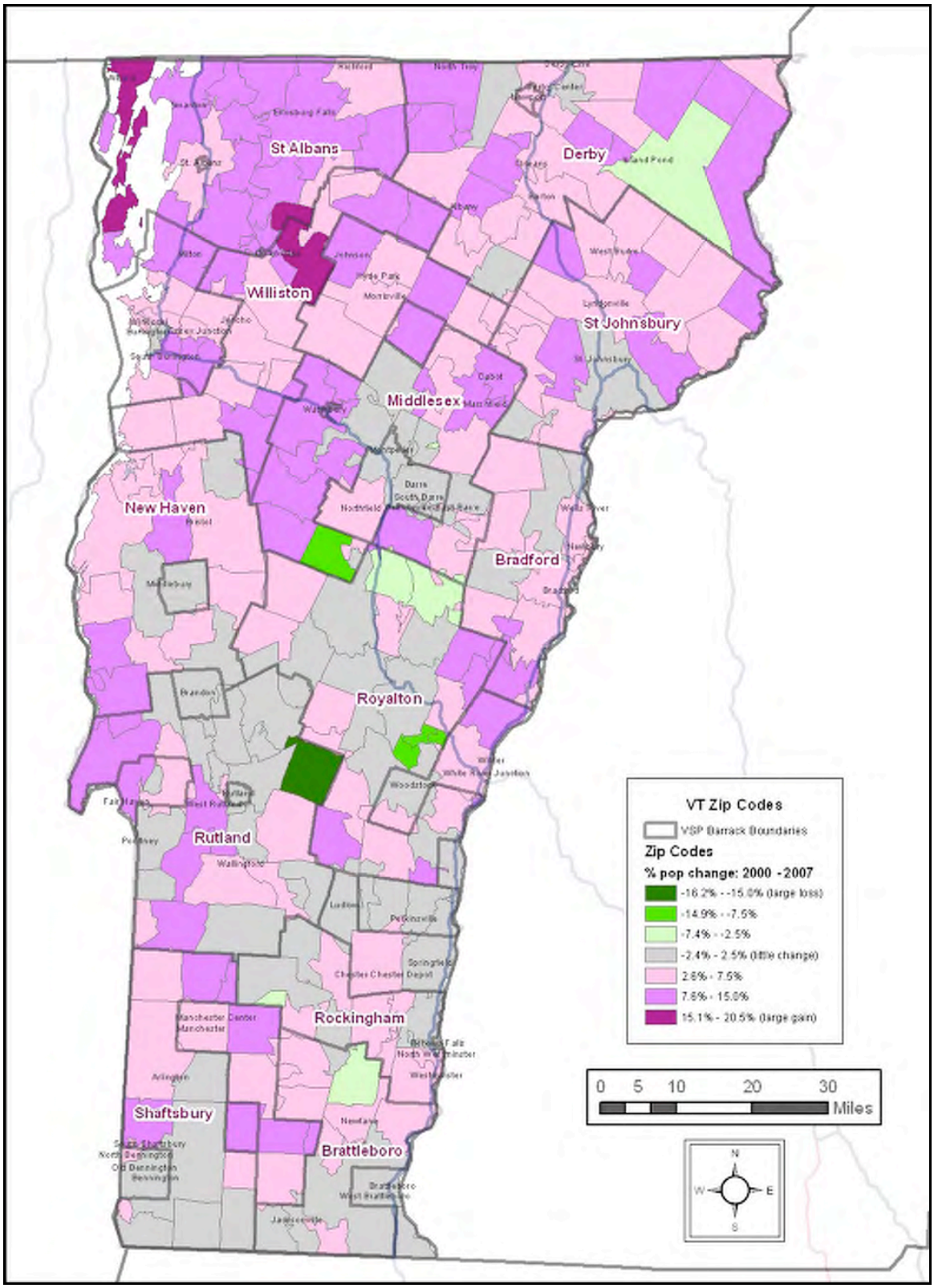
The next section provides an overview of the law enforcement agencies in Vermont and the services offered.

Map 1: Vermont Population Density 2007 by Zip Code



Source: PSSG based on US Census data

Map 2: Vermont Population Changes 2000 – 2007 by Zip Codes



Source: PSSG based on US Census data

Vermont Law Enforcement Agencies

This section provides a breakdown of each of the law enforcement agencies in Vermont. The main law enforcement resources in the State of Vermont include the following:

- Constables
- Municipal Police Officers
- Sheriffs
- Fish and Wildlife Wardens
- Liquor Control
- Commercial Vehicle Unit Officers
- Vermont State Police Troopers

In addition to these main agencies, sworn law enforcement officers provide services through the Capital Police and Attorney General's Office. A mix of part and full time law enforcement officers staffed agencies throughout the State. It is difficult to obtain the complete picture of the total number of officers as double counting can occur during the survey process. According to the Division of Criminal Justice Services there are 1,138 full-time officers in Vermont. Through interviews, the Study Team discovered that there are also two full-time capitol police officers.

Table 7: Full-Time Vermont Law Enforcement Officers

Full-Time Vermont Law Enforcement Officers	
Municipal Police	620
Sheriffs	119
Office of the Attorney General	4
Department of Fish & Wildlife	40
Department of Liquor Control	17
Department of Motor Vehicles	28
Vermont State Police	310
Total	1,138

Source: Division of Criminal Justice Services

The Vermont League of Cities and Towns provided this information based on 2006 data. The purpose of this analysis is to set the municipal policing baseline in Vermont, and not to suggest absolutes. It is important to note that reviewing the "per 1,000 population ratio" is not the sole basis for setting patrol staffing; rather, it is a tool used as part of a comprehensive methodology. Patrol staffing ratios provide insight on long-term trends, and are a factor to consider along with calls per 1,000 population, population density, response time, and unique infrastructure in a community such as malls, recreation facilities or other venues that attract large crowds.

Without other data sets, communities often use population size as a single factor when discussing staffing. This strategy provides a descriptive analysis, but does not allow for a prescriptive analysis. Population alone should not drive staffing levels, as it does not provide enough information about a community, its unique needs or the use of department members from a patrol allocation perspective.

Consider the following: a department that reports a high ratio of officers per 1,000 may have a higher proportion of officers performing non-patrol functions within the department. Conversely, a department with a lower ratio of officers per 1,000 could potentially be allocating a greater number of resources directly to patrol.

Communities with limited square miles may be densely populated, while a different community might have a mix of industrial and residential uses that impact day and nighttime populations. A department in a smaller community may have the ability to respond more quickly to calls, but if it also has a high population density, calls may be of the nature that requires longer time to clear. Demographics and unique populations also play a role in staffing the needs of a department's ability to respond effectively to workload, and are important factors when determining district boundary lines. Fluctuations in daily population caused by tourists, conventions, and business workforce impact calls for service in a district and often are difficult to capture. Crime rates do not provide a direct link to the number of officers per 1,000 residents, but rather community events or special circumstances that a community faces at any given time provides a more appropriate measure of staffing needs.

The emphasis placed on the Study, and the expressed desire to plan for future needs to make informed decisions, reflects as much historical and current data as possible. This report provides insight on the current law enforcement status with respect to number of officers, salary structure, calls for service, policing service requirements, and statewide demographics that are important elements to consider when setting future direction. A reliable baseline is a critical factor in decision-making and tracking the implications of change.

In the State of Vermont, there are 246 organized municipalities[20]. Of these, 48 (19%) have police departments. Overall, the sworn positions in Vermont municipalities represent an officer ratio of .54 per 1,000 residents. For review purposes, the Study Team divided the municipalities into four population size categories as depicted on Table 8 allowing municipalities to gain information based on similar community factors.

[20] Vermont League of Cities and Towns www.vlct.org/aboutvlct/membership/

Table 8: Municipal Population Categories

Municipal Population Categories	
X-Large	20,000+
Large	10,000 - 19,999
Medium	4,000 - 9,999
Small	0 - 3,999

Source: PSSG based on Vermont League of Cities and Towns supplied data.

Due to the limited number of municipalities with sizable populations, the largest municipality, Burlington, is the only municipality in the X-Large category. The Burlington Police Chief receives an average salary of $96,387. In the Large category, seven Police Chiefs earn an average salary of $80,769. In the Medium category, 19 Police Chiefs earn an average salary of $66,059. In the Small category, 21 Police Chiefs earn an average salary of $53,281.

In the X-Large category, two Deputy Police Chiefs earn an average salary of $76,585.60, representing an officer ratio of .05 per 1,000 residents. In the Large category, one Deputy Police Chief earns an average salary of $73,195, representing an officer ratio of .01 per 1,000 residents. In the Medium category, two Deputy Police Chiefs earn an average salary of $59,904, representing an officer ratio of .02 per 1,000 residents. In the Small category, one Deputy Police Chief earns an average salary of $40,788, representing an officer ratio of .02 per 1,000 residents.

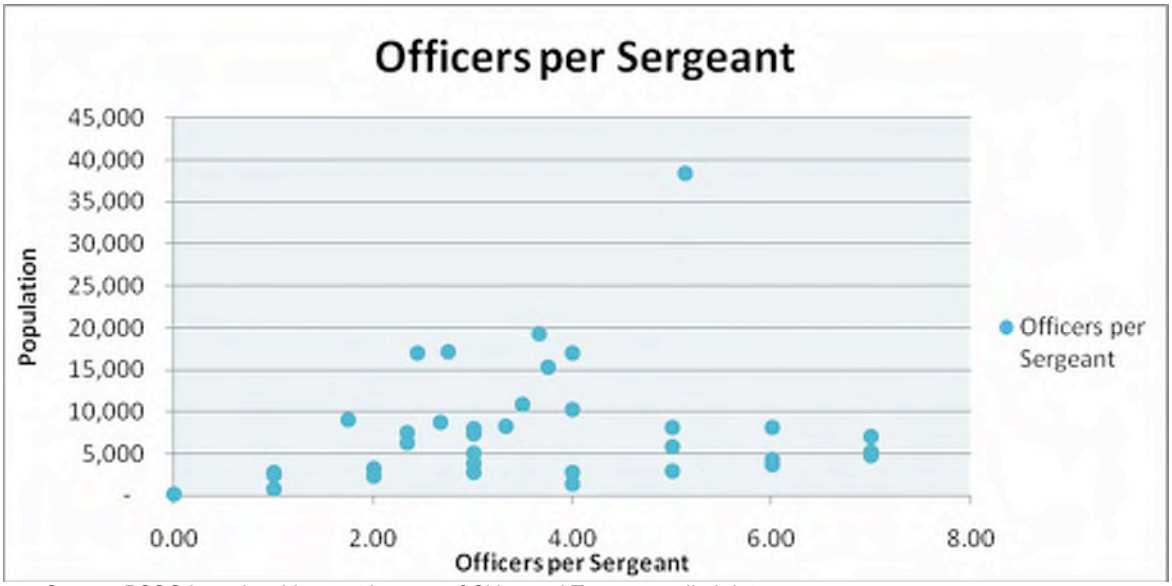
The police departments in the X-Large, Medium, and Small categories did not report any Captains. The Large category has five Police Captains with an average salary of $74,167, representing an officer ratio of .05 per 1,000 residents.

In the X-Large category, six Lieutenants earn an average salary of $68,723, representing an officer ratio of .16 per 1,000 residents. In the Large category, 10 Lieutenants earn an average salary of $63,540, representing an officer ratio of .10 per 1,000 residents. In the Medium category, three Lieutenants earn an average salary of $61,663.53, representing an officer ratio of .12 per 1,000 residents. In the Small category, two Lieutenants earn an average salary of $51,459, representing an officer ratio of .31 per 1,000 residents.

In the X-Large category, eight Police Sergeants earn an average salary of $62,587, representing an officer ratio of .21 per 1,000 residents. In the Large category, 32 Police Sergeants earn an average salary of $55,690, and have an officer ratio of .30 per 1,000 residents. In the Medium category, 32 Police Sergeants earn an average salary of $50,336, representing an officer ratio of .31 per 1,000 residents. In the Small category, 14 Police Sergeants earn an average salary of $42,409, representing an officer ratio of .47 per 1,000 residents.

The chart below provides a visual representation of the ratio of Sergeants to Officers in the municipal agencies. In many cases, the span of control is very low with a median of 1:3.3 and a high of 1:7. The small size of most agencies in Vermont causes this low span of control.

Chart 1: Sergeant to Officer Ratio



Source: PSSG based on Vermont League of Cities and Towns supplied data.

In the X-Large category, there are not any Detectives listed.[21] In the Large category, 16 Detectives earn an average salary of $43,357, representing an officer ratio of .15 per 1,000 residents. In the Medium category, 12 Detectives earn an average salary of $51,795, representing an officer ratio of .12 per 1,000 residents. In the Small category, four Detectives earn an average salary of $42,390, representing an officer ratio of .14 per 1,000 residents.

In the X-Large category, 26 Police Corporals earn an average salary of $57,470, representing an officer ratio of .68 per 1,000 residents. In the Large category, 17 Police Corporals earn an average salary of $51,131, representing an officer ratio of .16 per 1,000 residents. In the Medium category, four Police Corporals earn an average salary of $53,820, representing an officer ratio of .03 per 1,000 residents. In the Small category, two Police Corporals earn an average salary of $42,296, representing an officer ratio of .04 per 1,000 residents.

In the X-Large category, 41 Police Officers earn an average salary of $51,022, representing an officer ratio of 1.07 per 1,000 residents. In the Large category, 105 Police Officers earn an average salary of $41,834, representing an officer ratio of .98 per 1,000 residents. In the Medium category, 130 Police Officers earn an average

[21] The survey conducted by the VLCT does not list any detectives in the X-Large category, however through primary data collection PSSG's acknowledges that Burlington PD has a Detective Unit of 15 sworn officers.

salary of $41,374, representing an officer ratio of 1.05 per 1,000 residents. In the Small category, 55 Police Officers earn an average salary of $36,200, representing an officer ratio of 1.11 per 1,000 residents.

The largest municipality in the State does not use the services of a Constable. The Large category has five constables[22], representing an officer ratio of .12 per 1,000 residents. In the Medium category, 14 Constables earn an average salary of $30,803., representing an officer ratio of .23 per 1,000 residents. In the Small category, 148 Constables earn an average salary of $26,514, representing an officer ratio of 1.03 per 1,000 residents.

Table 9 shows the breakdown of officers in the State followed by a map showing municipalities with organized police departments along with Charts 1 – 5 that illustrate staffing and salary for the municipal agencies. This information provides information needed for municipalities to plan for future staffing, regionalization or consolidation efforts. Following the Table and Charts is a summary of each major law enforcement agency in the State.

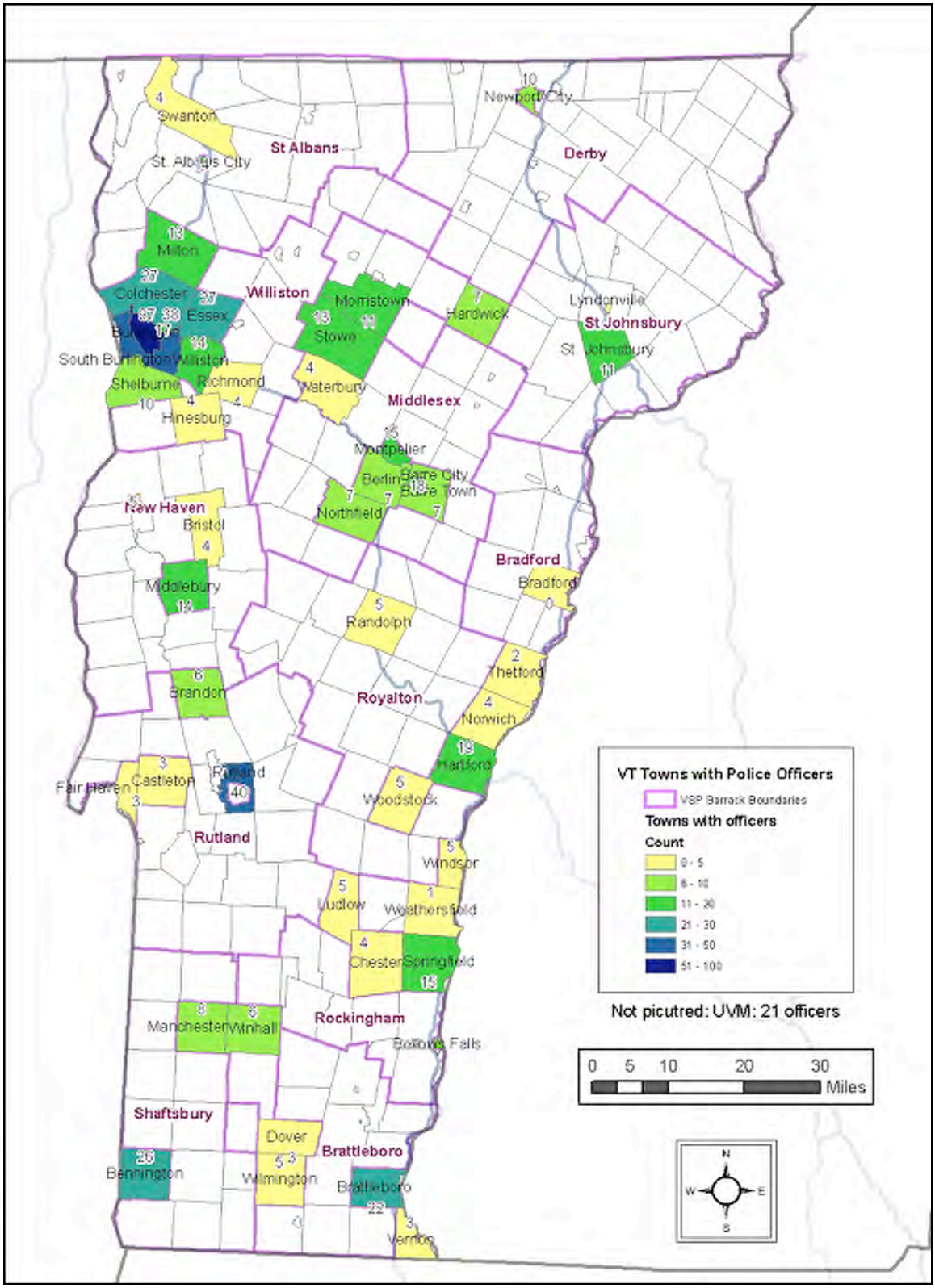
[22] Salary information was not available for this group.

Table 9: Full Time Vermont Law Enforcement Officers

Full-Time Law Enforcement Officers [23]			
Municipal Departments			
Barre	18	Swanton	4
Barre Town	7	Thetford	2
Bellows Falls	6	University of Vermont	21
Bennington	26	Vergennes	5
Berlin	7	Vernon	3
Bradford	0	Waterbury	4
Brandon	6	Weathersfield	1
Brattleboro	22	Williston	14
Bristol	4	Wilmington	5
Burlington	97	Windsor	5
Castleton	3	Winhall	6
Chester	4	Winooski	17
Colchester	27	Woodstock	5
Dover	3	**Total**	620
Essex	27	**Sheriff's Departments**	
Fair Haven	3	Addison	9
Hardwick	7	Bennington	12
Hartford	19	Caledonia	4
Hinesburg	4	Chittenden	12
Ludlow	5	Essex	1
Lyndonville	1	Franklin	15
Manchester	8	Grand Isle	1
Middlebury	14	Lamoille	10
Milton	13	Orange	2
Montpelier	15	Orleans	4
Morristown	11	Rutland	18
Newport	10	Washington	9
Northfield	7	Windham	11
Norwich	4	Windsor	11
Randolph	5	**Total**	**119**
Richmond	4	**State Agencies**	
Rutland	40	Office of the Attorney General	4
St. Albans	14	Department of Fish & Wildlife	40
St. Johnsbury	11	Department of Liquor Control	17
Shelburne	10	Department of Motor Vehicles	28
So. Burlington	38	Vermont State Police	310[24]
Springfield	15	**Total**	**399**
Stowe	13	**Total Full-Time Law Enforcement**	**1138**

[23] VT Department of Public Safety- Division of Criminal Justice Services, 2007 Vermont Crime Report.
[24] The data in this table is derived from a 2007 report by the Department of Public Safety – Criminal Justice Services. The Vermont State Police has an authorized strength of 321.

Map 3: Vermont Towns with Police Officers



Source PSSG based on DPS and VLCT information.

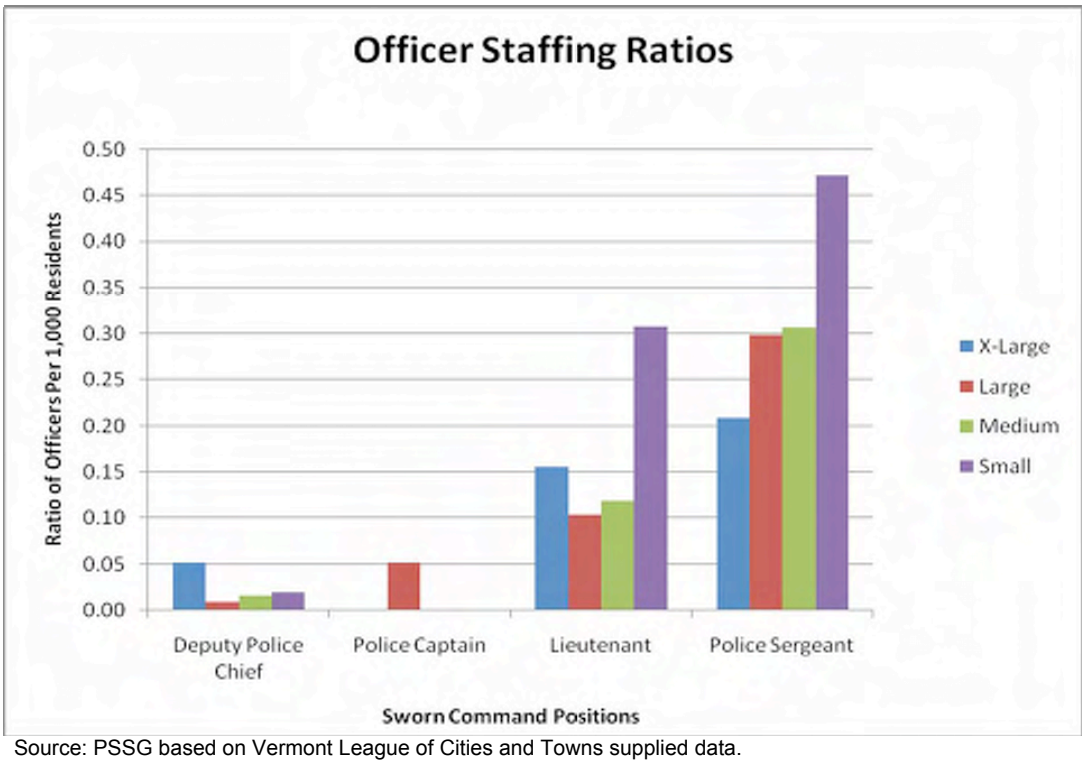
Chart 2: Vermont Command Position Salaries

Source: PSSG based on Vermont League of Cities and Towns supplied data.

Chart 3: Vermont Patrol Officer Salaries

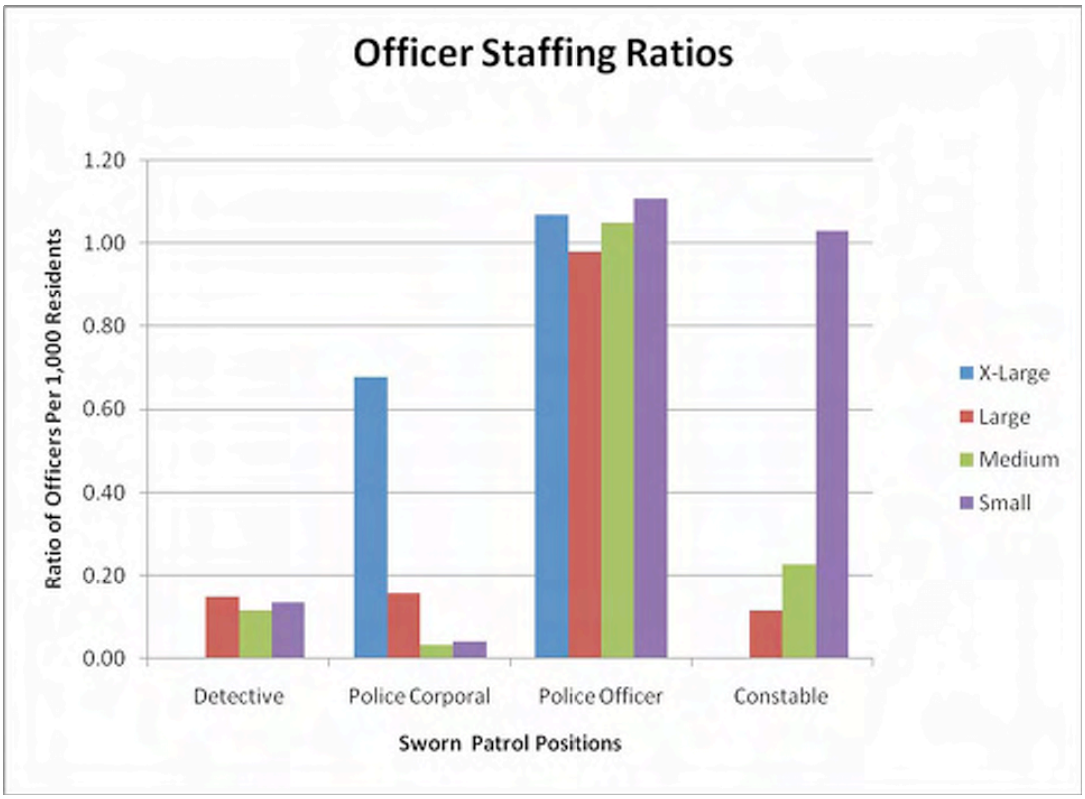
Source: PSSG based on Vermont League of Cities and Towns supplied data.

Chart 4: Vermont Command Position Staffing Ratios



Source: PSSG based on Vermont League of Cities and Towns supplied data.

Chart 5: Vermont Patrol Officer Staffing Ratios



Source: PSSG based on Vermont League of Cities and Towns supplied data.

Law Enforcement Agency Descriptions

The following provides an overview and general summary of the various law enforcement agencies in Vermont.

Constables

Constables are either elected or appointed at the municipal level and have specific powers authorized by State statutes. These powers are mainly to enforce local civil ordinances and serve civil process. Select Boards may also direct constables to enforce criminal laws if the constable has law enforcement authority. Unlike other sworn law enforcement, constables only have jurisdiction in their respective communities. The Vermont Criminal Justice Training Academy has devised a training strategy to increase the constables' skills.

Results of the survey revealed that the Constables participating are willing to perform additional policing functions, such as dealing with minor offenses and quality of life issues, if required of them by their town. All but one of the Constables believed that the laws of the State of Vermont provided them with sufficient authority in order to perform their duties.

Municipal Police Officers

Individual municipalities employ municipal police officers. The Vermont Criminal Justice Training Council must certify all full and part-time police officers. Municipal officers respond to all calls for police service while on duty. The hours of coverage of municipal police departments varies from partial to 24-hour per day coverage. When municipal coverage is not present, the VSP responds to calls for service. Municipalities without police coverage elect to pay for services through contracts with the State Police or Sheriff's Office in their area.

Municipal Police Departments range in size from small agencies of two or three officers to full service agencies with criminal investigative, traffic, and special operations units. Almost 14 percent of Municipal Police Department officers have more than 30 years of experience and over 40 percent have over 20 years of experience. This is important as nearly 55 percent of the total force could retire in the near future.

The top three specific calls selected by participants from Municipal Police Departments were minor thefts, minor traffic crashes, and disorderly persons, which together account for 27 percent of the total. The three training courses municipal police agencies participated in the most are ICS/NIMS, Crime Scene Processing, and Certified Homicide Investigator. Municipal agencies can maximize on their efforts by relying on the state police for the specialized services and focus training dollars on the most prevalent types of crimes.

Sheriffs

Each of the 14 counties in Vermont has an elected Sheriff, who appoints deputy sheriffs. Their primary responsibility is to transport prisoners and mentally ill persons. Sheriffs have the authority to contract for other policing services with municipalities that do not have police coverage or to cover directed patrols under grant programs. The level of contracting services from county to county ranges from no contracts, to contracts for speed control only, to contracts for full-service policing services.

Sheriffs responding to the survey do not believe that contracting for limited policing services only (such as traffic enforcement) was in the best interests of policing in Vermont, 37 percent agreed and 62 percent disagreed with this practice. Eighty-five percent believe that they have the training and experience to handle all policing issues.

Of the 87 respondents, 37 (43 percent) stated that they fully handled an incident themselves that happened during their shift, but while they were working a specialized assignment; 25 (29 percent) placed a call with a different agency and remained on the scene until someone arrived.

Of the 89 respondents to the survey, 78 (88 percent) believed that their agency was not performing a law enforcement function or activity that should be performed by another agency, and 57 percent stated that they did not believe another agency in the state currently performed a law enforcement function or activity that should be performed by the Sheriffs' Departments.

Sheriffs operate independently and do not have responsibility for setting strategic directions for municipalities.

Fish and Wildlife Wardens

There are 40 Fish and Wildlife Wardens in Vermont. The primary focus of the Wardens is to enforce hunting and fishing laws and regulations. The wardens patrol on boats, snowmobiles, ATVs and four wheel drive vehicles providing them the opportunity to also enforce recreational vehicle laws and regulations. Volunteer Deputy Wardens often patrol with full-time wardens. The Wardens work out of their homes.

Thirteen of the 15 respondents (57 percent) stated that over 80 percent of their time was spent on fish and wildlife law enforcement, and an additional seven (30 percent) stated that the amount of time was between 60 and 80 percent of the total.

Four of the 22 participants believed that the Department performed a function or activity best performed by another agency, with concerns raised about incidental DUI/DWI, traffic control, drug enforcement activities, and snowmobile/boat/ATV enforcement. Only two respondents (nine percent) stated that no other agency performed a law enforcement function or activity that is the jurisdiction of their agency. The vast majority of respondents cited snowmobile/boat/ATV enforcement and Search and Rescue

activities as areas where the Fish and Wildlife Department could have greater responsibility.

Fish and Wildlife report the following activity in 2007. Spillman does not contain this information, therefore appears separately.

- 2407 violations resulting in 1288 citations and 1119 written warnings
- 33 drug violations resulting in 12 arrests and 21 written warnings during game poaching season
- 3731 deer, moose and bear collisions
- 23 search and rescue operations
- 597 violations for boating resulting in 355 citations and 242 written warnings
- 405 ATV violations
- 468 snowmobile patrols resulted in 374 violations with 198 citations and 176 written warnings
- 566 incidents of risk of human exposure to potentially rabid animals

Fish and Wildlife Wardens conducted these activities as part of their regular patrol and on grant programs.

Liquor Control

The Liquor Control Division employs 17 Investigators reporting to a Director under the Vermont Liquor Control Board. The Investigators are responsible for enforcement and education of liquor and tobacco laws and background investigations of liquor license applicants. In addition, these individuals are responsible for alcohol education training for license holders.

The results of the survey showed that Liquor Enforcement officers believed that Liquor Control is under the correct agency within State Government; 94 percent stated that it was, with the lone dissenter suggesting that it should fall under the Department of Public Safety.

Only one respondent (six percent) stated that the agency performed a function or activity that is under the jurisdiction of another agency, regarding tax law enforcement. Eighty one percent of respondents stated that no other agency performed a law enforcement function or activity that is the responsibility of their agency, although two of the three dissenters believed that the Department of Liquor Control should also be responsible for gambling-related law enforcement.

The Liquor Control Division did not provide electronic copies of records and the information is not in the Spillman system. The Liquor Control Division self-reported/open source 2008 records report the following:

- 71 second-class licensees surveyed, 8 (11%) sold alcohol to minors, 63 (89%) did not - of the 8 that did sell, 4 requested valid photo id and made the sale, 4 did not request id.
- 13 first class licensees surveyed, 2 (15%) sold alcohol to minors, 13 (85%) did not - both licensees that did sell, requested photo id prior to making the sale.
- Licensees educated by VT DLC Education Division, rates of tobacco compliance have consistently exceeded a 90% success rate.

Vermont Liquor Control conducts enforcement, regulation and education activities involving alcohol and tobacco within the State. In 2008, Liquor Control reported approximately 23,092 incidents.

Activities include arrests, investigations, patrol observations, compliance checks, the Stop Teen Alcohol Risk Team (S.T.A.R.T), COPS in Shops and assisting other agencies. Regulatory events included inspections, investigations, applications and permits. Training included educational programs for both alcohol and tobacco.

Department of Motor Vehicles Enforcement and Safety Division

There are two sections in the Department of Motor Vehicles Enforcement and Safety Division of the Agency of Transportation discussed in this section: Commercial Vehicle Enforcement and Inspection Sections.

Commercial Vehicle Enforcement Section

There are 24 sworn Commercial Vehicle Inspectors, seven sworn and five civilian investigators, two civilian education and safety specialists, six civilian administrative staff and a lemon law administrator led by a Director. The primary responsibility of the Commercial Vehicle Inspectors is to enforce commercial motor vehicle laws and regulations. Uniformed Investigators conduct random patrols and checkpoints. They also investigate commercial vehicle crashes within their defined areas.

The survey revealed that 30 of the respondents (accounting for 88 percent of the total) disagreed with the idea that commercial vehicle enforcement in Vermont should be handled by more than one agency; while 76 percent stated that there are currently a sufficient number of DMV Inspectors to handle all commercial vehicle enforcement and crash investigations. Two of the four individuals who felt that other agencies should assist in commercial vehicle operations, felt that those agencies should receive training to assist them in determining if there was a violation, but that actual operations should be solely the domain of the DMV. When asked if the DMV falls under the appropriate agency within State Government, 94 percent stated that it was, with all three dissenters suggesting that it could or should fall under the Department of Public Safety.

Data for the Commercial Vehicle Unit is not available through Spillman, and the CVE did not supply electronic data for review. The following information reflects annual reports and other written materials.

- In 2007, 8,799 commercial vehicle inspections revealed that 26.7% of vehicles and/or drivers were in violation.
- In 2007, 21,513 trucks were weigh, 456 were overweight resulting in fines more than $330,000.
- From 2004 (4,400) to 2008 (8,800) inspections have doubled.
- In 2008, there were 93,245 trailers and 149,920 trucks registered.
- In 2007, there were 94,057 trailers and 152,861 trucks registered.
- Each year between 2004 and 2007, the percentage of CV violations has dropped. (36.5% 2004, 34.4% 2005, 31.6% 2006 and 26.7% 2007).[25]

In addition to the traditional CVE activities, the unit participates in highway safety activities including enforcement and education efforts.

Investigative Section

Investigators regulate, monitor and investigate illegal or questionable activities relating to licensing, registration and title fraud, along with dealer and inspection regulations. The unit has an education and safety unit that is responsible for regulating, licensing and monitoring of commercial driver training schools. They also regulate testing, training and licensing of issues related to school buses.

Vermont State Police Troopers

There are 310[26] members of the Vermont State Police. The Uniformed Vermont State Police troopers assigned to the 12 State Police Barracks are responsible for patrolling and responding to calls for service in all areas not covered by another agency. The Vermont State Police is a full service law enforcement agency with primary enforcement responsibilities for approximately 50 percent of the State's population. Troopers patrol rural areas, state highways and towns that do not provide their own law enforcement coverage or those operating on a part time basis. The State Police are also responsible for E-911 dispatch centers that handle over 80 percent of all 911 calls in the State.

Beyond their first responder assignments, the State Police maintain specialized units that are ready to respond to emergencies, as well as assisting other agencies when needed. These specialized units include the Bomb Squad, Crowd Control Team, Scuba Team, Commercial Motor Vehicle Unit, Hostage Negotiation Unit, Search and Rescue Team, Tactical Services Unit, K-9 Team and a Critical Incident Dispatch Team. In addition, the State Police has an honor guard deployed for funerals, parades and other events.

[25] Vermont Agency of Transportation Performance Measures August 5, 2008 page 30
[26] The data in this table is derived from a 2007 report by the Department of Public Safety – Criminal Justice Services. The Vermont State Police has an authorized strength of 321.

The State Police Criminal Division investigates major crimes including homicides, arson, sex crimes, illegal drugs and computer crimes. The division is also responsible for the state Homeland Security Unit.

The duties of the Vermont State Police are unique, covering both rural and specialized police services. Given the small size of the agency, the vast area requiring coverage, and the increased specialized demands placed on the troopers the administration is seeking strategies to do more with less while providing optimum services to those who live, work and travel in the state.

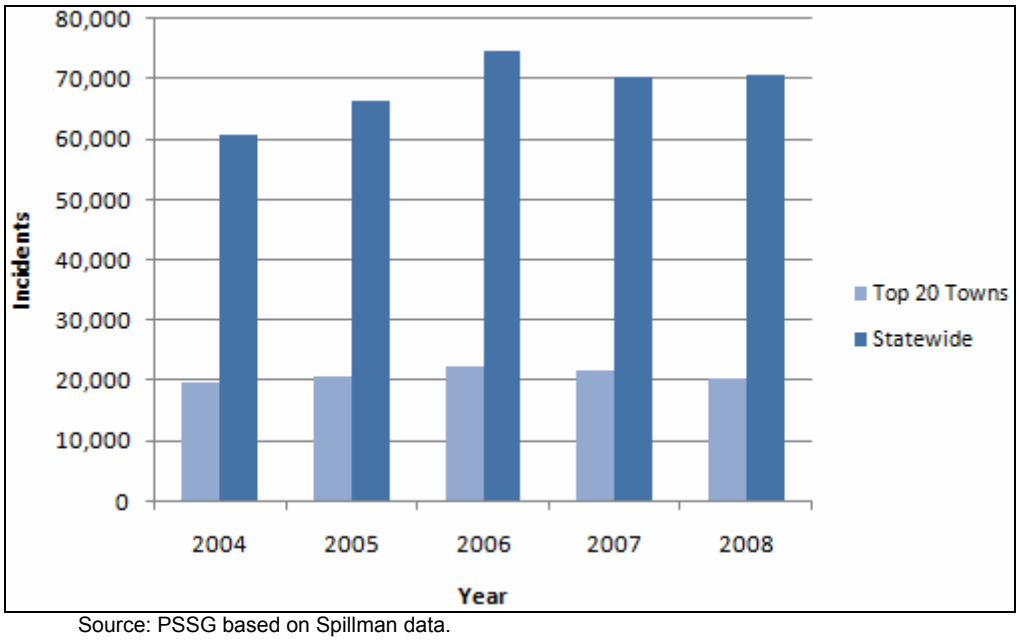
The next section provides an overview of the incident data extracted from the Spillman records management system.

Incident Data

This section provides Charts and Maps, which provide details on the overall workload of the agencies in Vermont. The information contained in the report is a summary of all the data collected. Electronic data sets provided to the State contain databases from which types of calls, time of day, day of the week and length of time spent on specific crimes can be extracted are tools for future planning.

The charts below depict the total incidents that occurred statewide and in the top 20 towns that required a response by the State Police or by a local enforcement agency. Statewide, the number of incidents that required a State Police response increased from 60,595 in 2004 to 70,766 in 2008, an increase of almost 17 percent. The total number of incidents in the top 20 municipalities that required a State Police response increased from 19,499 to 20,191, a four percent increase. In both cases, the number of incidents peaked in 2006, although while the number of incidents statewide increased between 2007 and 2008, the figure decreased amongst the top 20 municipalities. In 2004, the top 20 municipalities accounted for 32 percent of the total number of incidents across the State that required a State Police response, while in 2008 they accounted for 29 percent.

Chart 6: Total Crimes Requiring a State Police Response, Statewide and Top 20 Municipalities

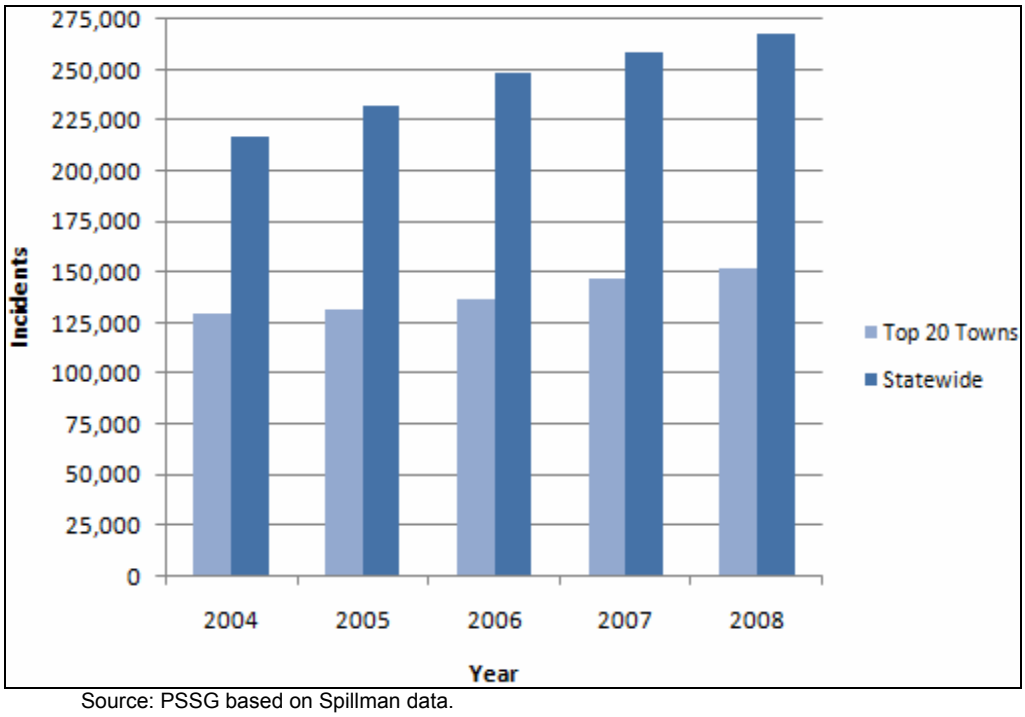


Source: PSSG based on Spillman data.

Chart 7, below, depicts the total incidents that occurred statewide and in the top 20 towns that required a response by a local enforcement agency. Statewide, the number of incidents that required a local police response increased from 216,959 to 267,973, an increase of almost 24 percent. The total number of incidents in the top 20 municipalities

that required a local police response increased from 128,967 in 2004 to 151,690 in 2008, an 18 percent increase. Unlike the downward trend seen since the 2006 peak in the number of State Police responses, local police responses have increased steadily each year at both the statewide level and within the top 20 municipalities. In 2004, the top 20 municipalities accounted for 59 percent of the total number of incidents across the State that required a local police response, while in 2008 they accounted for 57 percent. The decrease is potentially accounted for with increased contracting for police services in those municipalities.

Chart 7: Total Crimes Requiring a Local Police Response, Statewide and Top 20 Municipalities



Source: PSSG based on Spillman data.

Table 10, below, details the number of responses in top 20 towns that required a State Police response between 2004 and 2008, ranked by number of incidents in 2004. In total, the 20 towns required 20,191 responses from the State Police in 2008, a six percent decrease over the prior year and a four percent increase over 2004. St. Albans required the most State Police responses in 2008, despite ranking fourth in 2004, increasing 26 percent of the period from 1,336 responses to 1,686. The single largest increase over the five year period was in Waterbury (with 77 percent), followed by Westminster (26.5 percent) and St. Albans. The municipalities with the largest decreases over the same period were Brattleboro (28 percent), Royalton (24 percent), and Lyndon (21 percent). Lyndon had the largest decrease between 2007 and 2008, with a 29 percent drop in incidents requiring a State Police response, while Westminster had the largest increase with a 19 percent gain.

Table 10: Number of Responses in Top 20 Towns Requiring a State Police Response, 2004-2008

Top 20 Towns Requiring State Police Response										
Barracks	2004	% Change	2005	% Change	2006	% Change	2007	% Change	2008	% Change
St Johnsbury	1,718		1,597	-7%	1,957	23%	1,898	-3%	1,634	-14%
Rutland	1,435		1,578	10%	1,703	8%	1,469	-14%	1,587	8%
Lyndon	1,352		1,328	-2%	1,510	14%	1,506	0%	1,071	-29%
St Albans	1,336		1,684	26%	1,747	4%	1,625	-7%	1,686	4%
Bradford	1,187		1,248	5%	1,466	17%	1,315	-10%	1,206	-8%
Brattleboro	1,112		1,184	6%	1,162	-2%	925	-20%	803	-13%
Derby	1,062		1,205	13%	1,326	10%	1,351	2%	1,273	-6%
Pownal	1,047		989	-6%	981	-1%	1,025	4%	1,097	7%
Royalton	999		989	-1%	889	-10%	888	0%	763	-14%
Swanton	979		1,048	7%	1,090	4%	1,135	4%	890	-22%
Randolph	957		911	-5%	848	-7%	905	7%	805	-11%
Shaftsbury	942		944	0%	954	1%	878	-8%	849	-3%
Westminster	831		781	-6%	920	18%	883	-4%	1,051	19%
Killington	716		904	26%	898	-1%	765	-15%	746	-2%
Williamstown	691		737	7%	708	-4%	897	27%	865	-4%
Jericho	670		687	3%	839	22%	749	-11%	792	6%
Williston	666		754	13%	774	3%	718	-7%	758	6%
Hartland	663		744	12%	770	3%	771	0%	791	3%
Newbury	646		748	16%	836	12%	781	-7%	657	-16%
Waterbury	490		575	17%	1,015	77%	948	-7%	867	-9%
Total	**19,499**		**20,635**	**6%**	**22,393**	**9%**	**21,432**	**-4%**	**20,191**	**-6%**

Source: PSSG based on Spillman data.

Table 11, below, details the number of responses in top 20 municipalities that required a Local Police response between 2004 and 2008, ranked by number of incidents in 2004. In total, the 20 towns required 59,133 responses from local law enforcement agencies in 2008, a two percent decrease over the prior year and a five percent increase over 2004. Rutland required the most local police responses in 2008, maintaining the top rank in each of the five years and increasing by 6 percent from 21,376 responses to 22,721. The single largest increase over the five year period was in Hartford (with 103 percent), followed by St. Albans (47 percent) and Swanton (45 percent). The municipalities with the largest decreases over the same period were Windsor (17 percent), Springfield (5 percent), and Brattleboro (2 percent). Windsor had the largest decrease between 2007 and 2008, with a 13 percent drop in incidents requiring a local police response, while Bellows Falls had the largest increase with an 18 percent gain.

Table 11: Number of Responses in Top 20 Municipalities Requiring a Local Police Response, 2004-2008

Top 20 Municipalities - Incidents										
Municipalities	**2004**	**% Change**	**2005**	**% Change**	**2006**	**% Change**	**2007**	**% Change**	**2008**	**% Change**
Rutland	21,376		21,564	1%	23,362	8%	22,029	-6%	22,721	3%
Brattleboro	16,029		17,753	11%	16,105	-9%	14,864	-8%	15,712	6%
Bennington	11,900		13,232	11%	14,338	8%	14,504	1%	14,798	2%
St Albans	8,199		9,065	11%	10,534	16%	11,174	6%	12,090	8%
Springfield	7,547		7,483	-1%	7,835	5%	7,566	-3%	7,196	-5%
Milton	6,884		7,065	3%	6,728	-5%	7,123	6%	7,042	-1%
Winooski	6,412		6,774	6%	7,622	13%	8,444	11%	8,773	4%
St Johnsbury	5,990		6,156	3%	6,843	11%	7,111	4%	7,688	8%
Williston	5,846		6,039	3%	6,372	6%	6,594	3%	6,451	-2%
Hartford	5,688		925	-84%	902	-2%	9,849	992%	11,569	17%
Windsor	4,110		4,701	14%	3,419	-27%	3,950	16%	3,431	-13%
Stowe	4,070		3,757	-8%	4,469	19%	4,561	2%	4,731	4%
Bellows Falls	4,029		3,813	-5%	4,506	18%	3,950	-12%	4,668	18%
Morrisville	3,843		3,771	-2%	3,999	6%	4,784	20%	4,690	-2%
Manchester	3,371		3,236	-4%	3,480	8%	3,391	-3%	3,454	2%
Shelburne	3,277		3,707	13%	3,604	-3%	3,653	1%	3,433	-6%
Newport	3,096		3,530	14%	3,416	-3%	3,531	3%	3,908	11%
Berlin	2,769		3,367	22%	3,438	2%	3,272	-5%	3,649	12%
Randolph	2,481		2,554	3%	2,506	-2%	3,023	21%	2,719	-10%
Swanton	2,050		2,588	26%	2,969	15%	3,083	4%	2,967	-4%
Total	**56,537**		**58,652**	**4%**	**63,237**	**8%**	**60,402**	**-4%**	**59,133**	**-2%**

Source: PSSG based on Spillman data.

While the top 20 municipalities experienced declines in the number of incidents that required a state or local police response between 2007 and 2008, there were slight increases over the five-year period. Thirteen of the 20 municipalities experienced a decrease in the number of State Police responses between 2007 and 2008, while just eight municipalities required fewer local police responses during the same period. Over the five-year period, seven municipalities required fewer State Police responses compared with just three that required fewer local police responses.

The following four charts detail the number of incidents of major crimes that occurred statewide, and in the top 20 municipalities, between 2004 and 2008 that required either a State Police response (Charts 8 and 9) or a local law enforcement response (Charts 10 and 11).

Domestic and family violence crimes tended to increase over the five-year period in all cases, with the one exception being State Police responses in the top 20 towns where the level consistently decreased. Statewide responses by the State Police did decrease between 2006 and 2007, but by 2008, the number of incidents was approaching a new high. Statewide local police responses have been almost level since 2006, while a noticeable decline occurred within the top 20 municipalities.

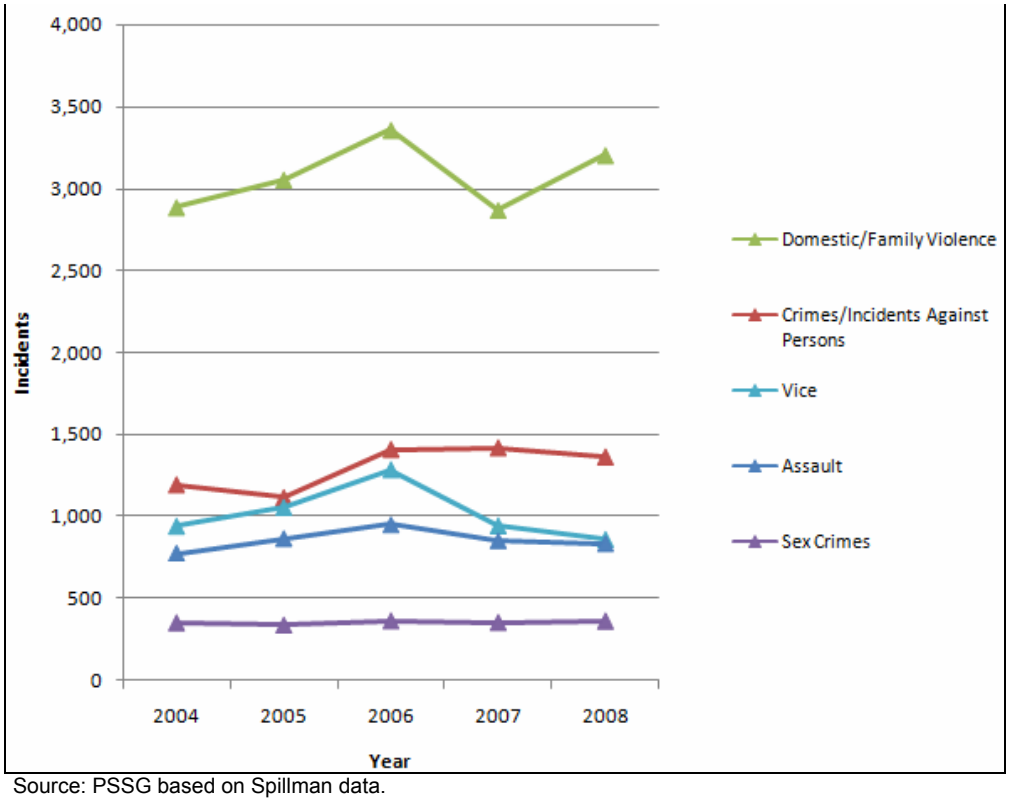
There has been an increase over the five-year period in the number of incidents relating to crimes and incidents against persons, personal injury and death that required a response by either state or local police. State police responses have decreased at both the statewide level and in the top 20 towns over the prior year, while local responses increased.

The number of vice-related incidents that required a state police response peaked in 2006 both statewide and in the top 20 towns, and in both cases, 2008 levels were below those of 2004. The number of local police responses to vice-related incidents was relatively level over the period, although statewide incidents also peaked in 2006 while the level in the top 20 municipalities continues to inch up.

Assault-related incidents tended to increase over the five-year period in all cases, with the one exception being State Police responses in the top 20 towns where the level decreased after peaking in 2006. Statewide responses by the State Police also peaked in 2006, although local responses have climbed more or less steadily over the five-year period, both statewide and in the top 20 municipalities.

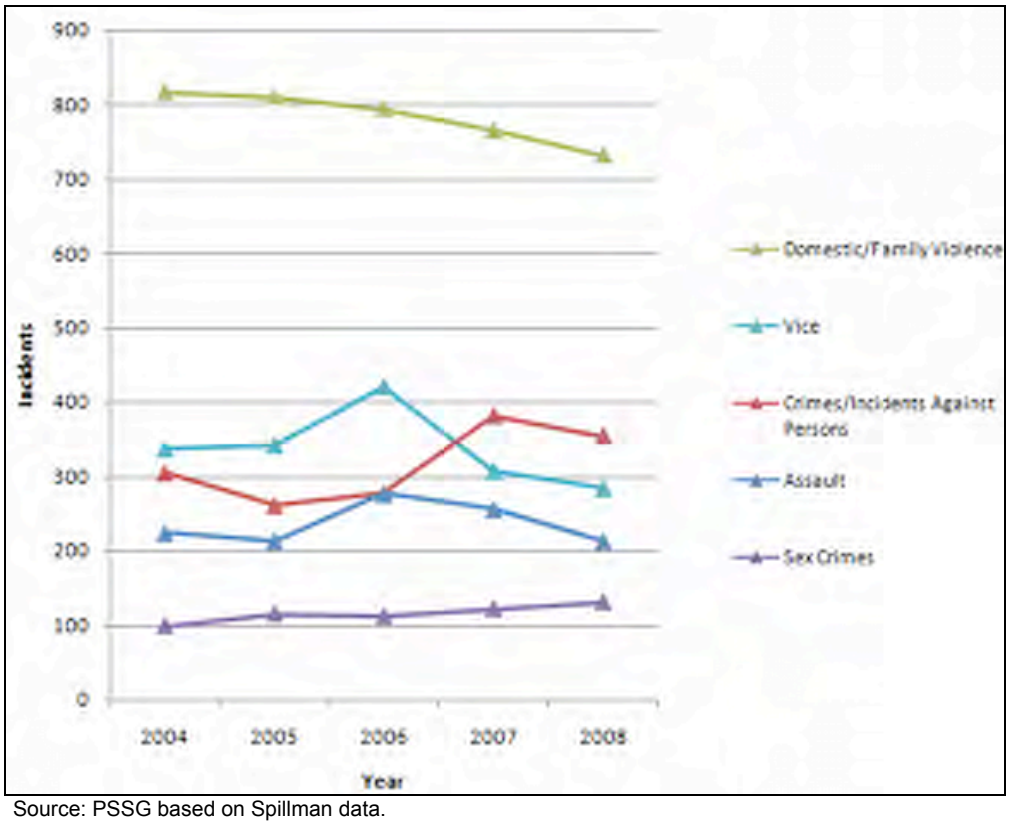
The number of sex crimes that required a state or local police response at the statewide level has held steady over the five year period, although slight increases occurred between 2007 and 2008. While the number of incidents that required a local response in the top 20 municipalities was also flat over the five year period, the number of incidents that required a State Police response increased.

Chart 8: Major Crimes Statewide that Required a State Police Response



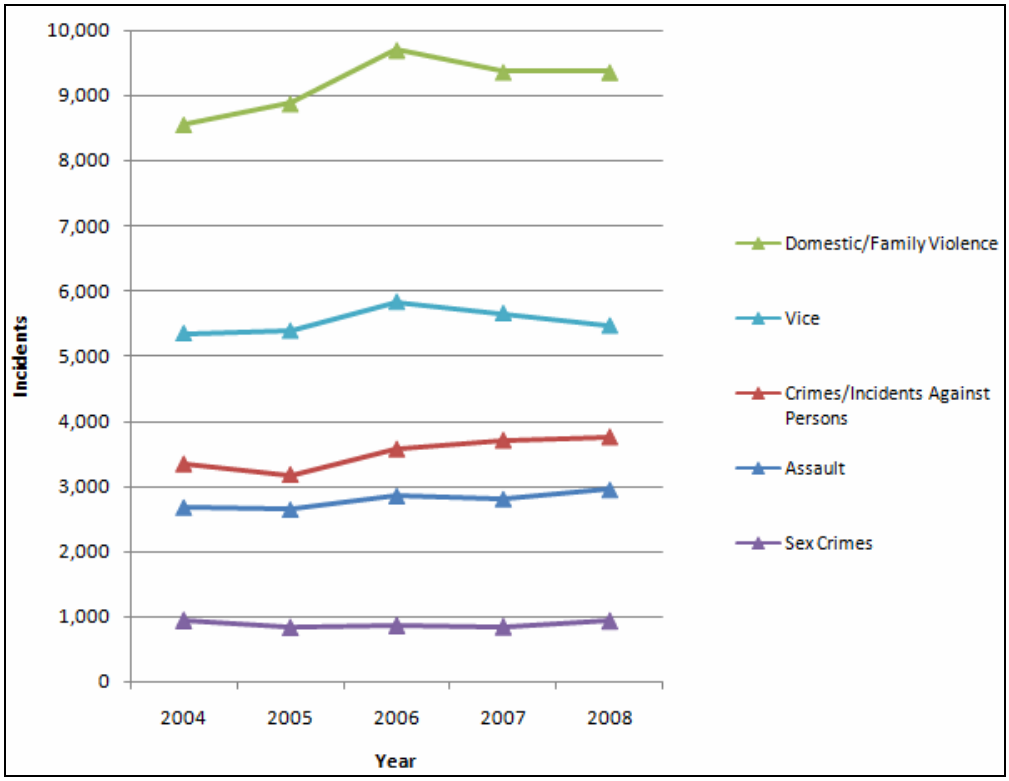
Source: PSSG based on Spillman data.

Chart 9: Major Crimes in the Top 20 Towns that Required a State Police Response



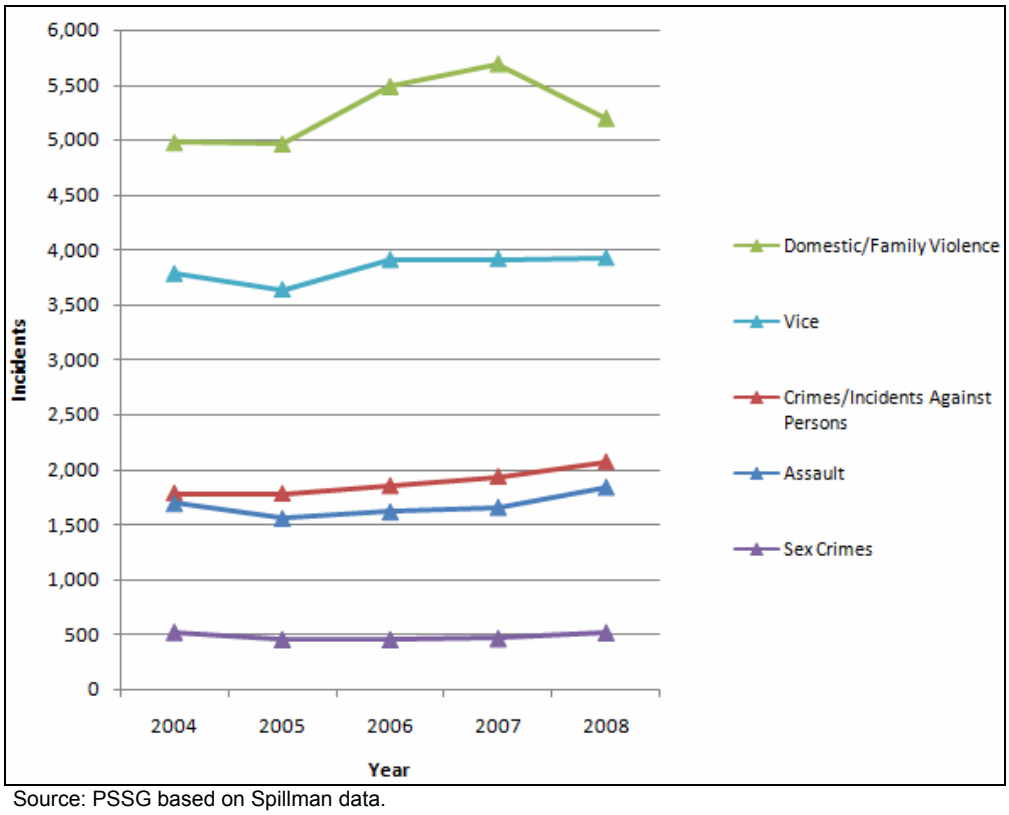
Source: PSSG based on Spillman data.

Chart 10: Major Crimes Statewide that Required a Local Law Enforcement Response



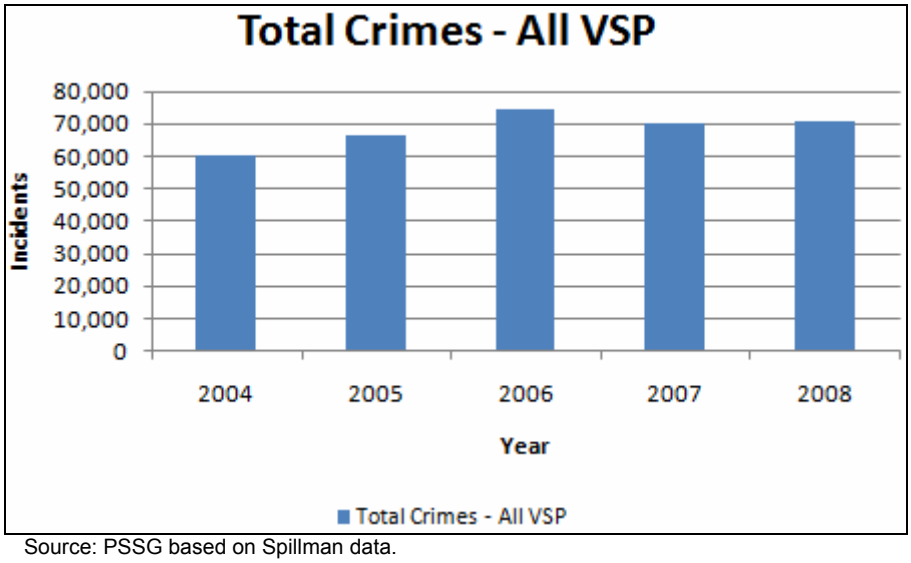
Source: PSSG based on Spillman data.

Chart 11: Major Crimes in the Top 20 Municipalities that Required a Local Law Enforcement Response



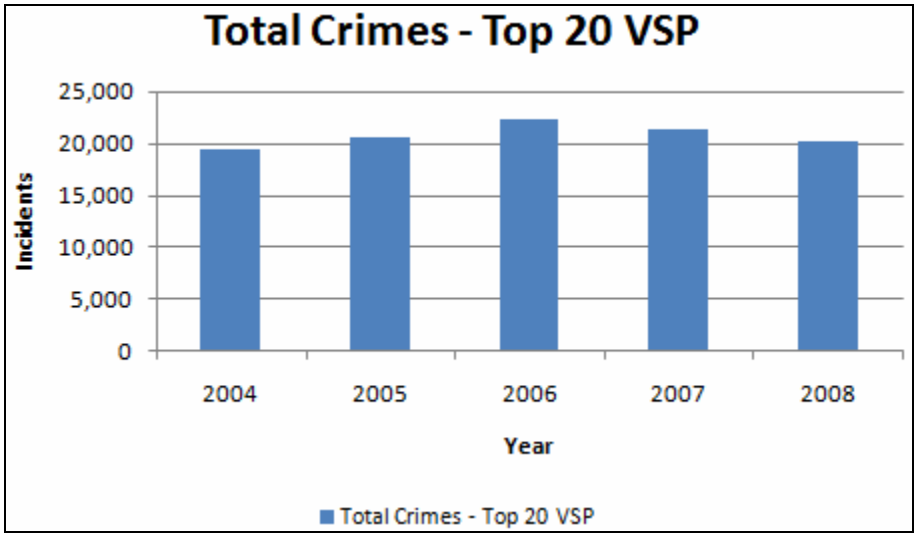
Source: PSSG based on Spillman data.

Chart 12: Total Crimes Statewide Requiring a State Police Response 2004-2008



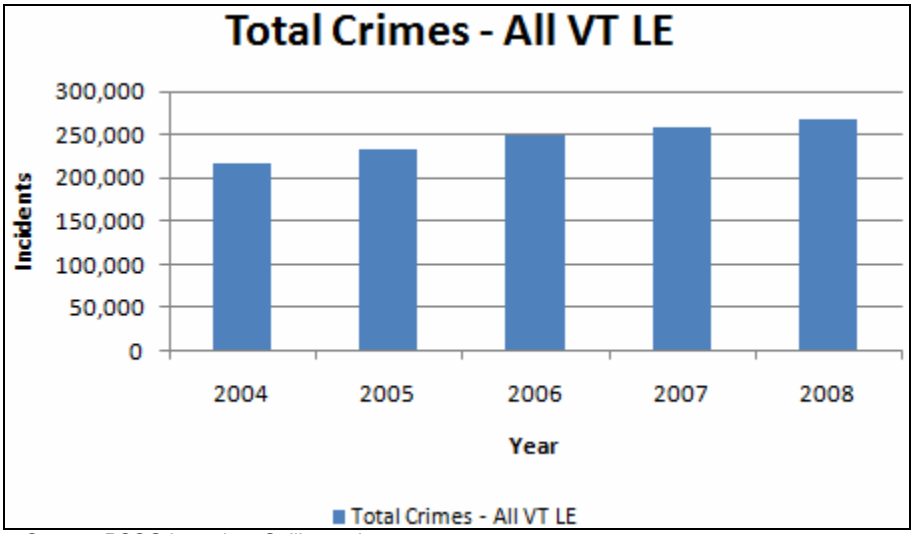
Source: PSSG based on Spillman data.

Chart 13: Total Crimes in Top 20 Towns Requiring a State Police Response 2004-2008



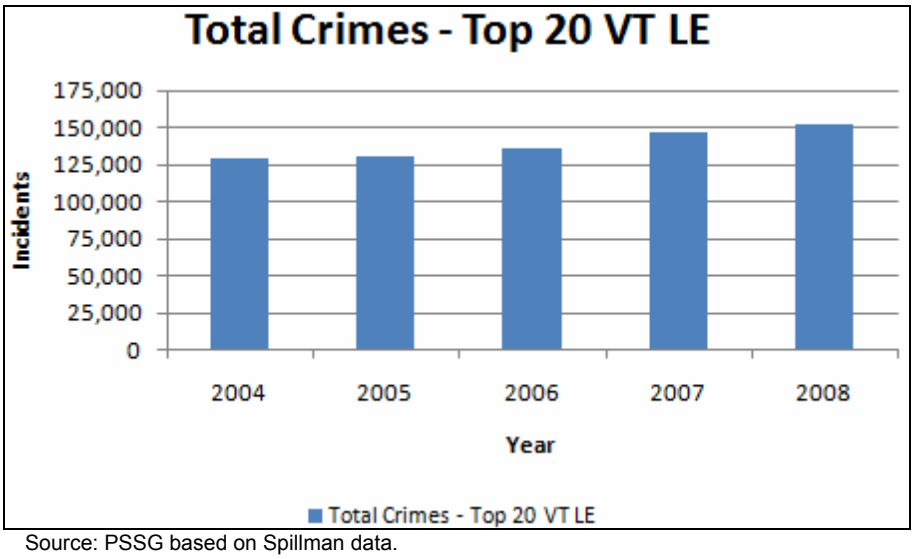
Source: PSSG based on Spillman data.

Chart 14: Total Crimes Statewide Requiring a Local Police Response 2004-2008



Source: PSSG based on Spillman data.

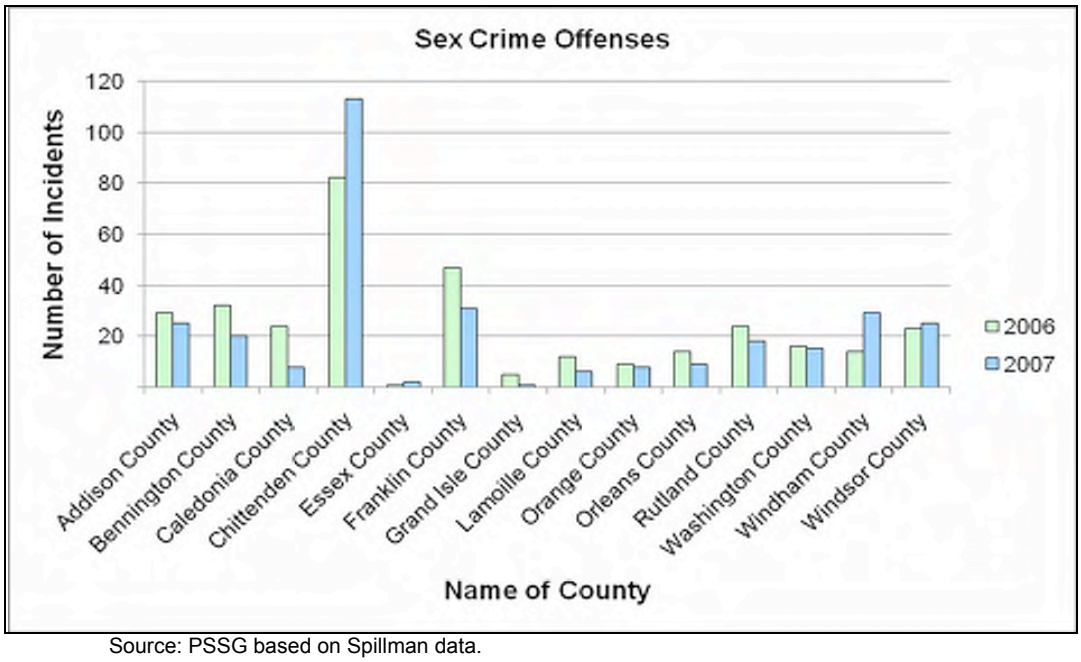
Chart 15: Total Crimes in Top 20 Towns Requiring a Local Police Response 2004-2008



Source: PSSG based on Spillman data.

Chart 16, below, depicts the number of sex crime offenses of all fourteen counties in Vermont from 2006 to 2007. The largest absolute increase occurred in Chittenden County (+195) due mainly to the increase in forcible rape and forcible fondling. The largest percentage increase occurred in Windham County (+107%) due mainly to the increase in forcible rape and statutory rape. Notable decreases came from Caledonia County (-67%) and Lamoille County (-50%) which both saw large decreases in forcible fondling. It is interesting to note that only two of fourteen counties (Chittenden and Windham County) had increasing incidents of forcible rape.

Chart 16: Total Sex Crime Offenses by County[27]

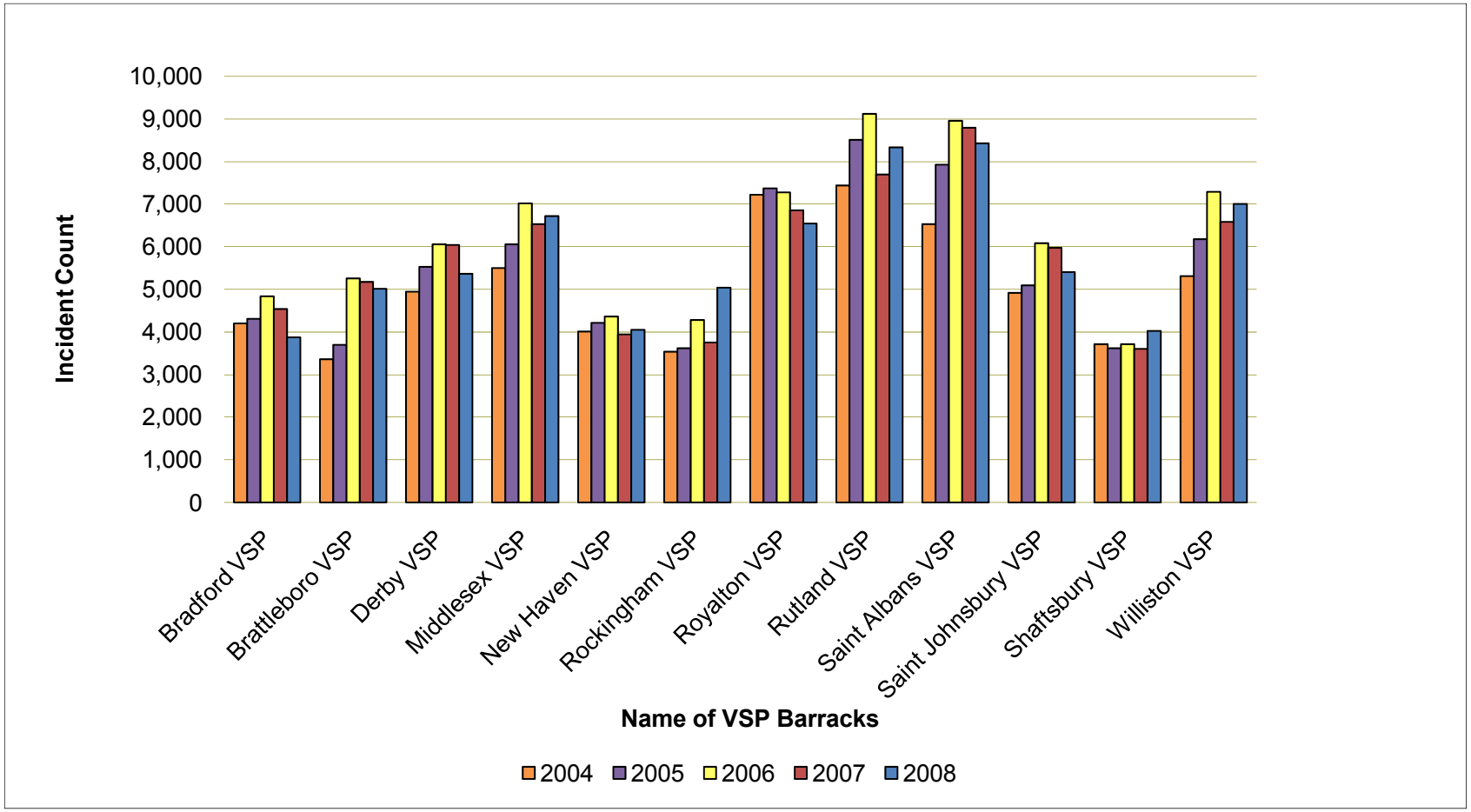


Source: PSSG based on Spillman data.

The number of incidents handled by the Vermont State Police by barracks between 2004 and 2008 appears on Chart 17 below. St. Albans is the most active barracks in terms of incident response, with 8,427 incidents in 2008, followed by Rutland (8,331) and Williston (7,012). Rockingham faced the largest increase in incident handling between 2007 and 2008, increasing by 34 percent from 3,758 to 5,041, followed by Shaftsbury (11 percent) and Rutland (eight percent). Half of the 12 barracks experienced decreases between 2007 and 2008, although only two barracks experienced a decrease over the full five-year period: Royalton (down nine percent) and Bradford (down eight percent). Brattleboro had the largest increase between 2004 and 2008, increasing by 49 percent, followed by Rockingham (43 percent) and Williston (32 percent).

[27] There are special investigation units for sex crimes in Chittenden County (CUSI) and the Northwest (NUSI) area of the State that may account for the disparity in sex crimes in Chittenden and Franklin Counties.

Chart 17: Number of Incidents Handled by Vermont State Police by Barracks, 2004-2008

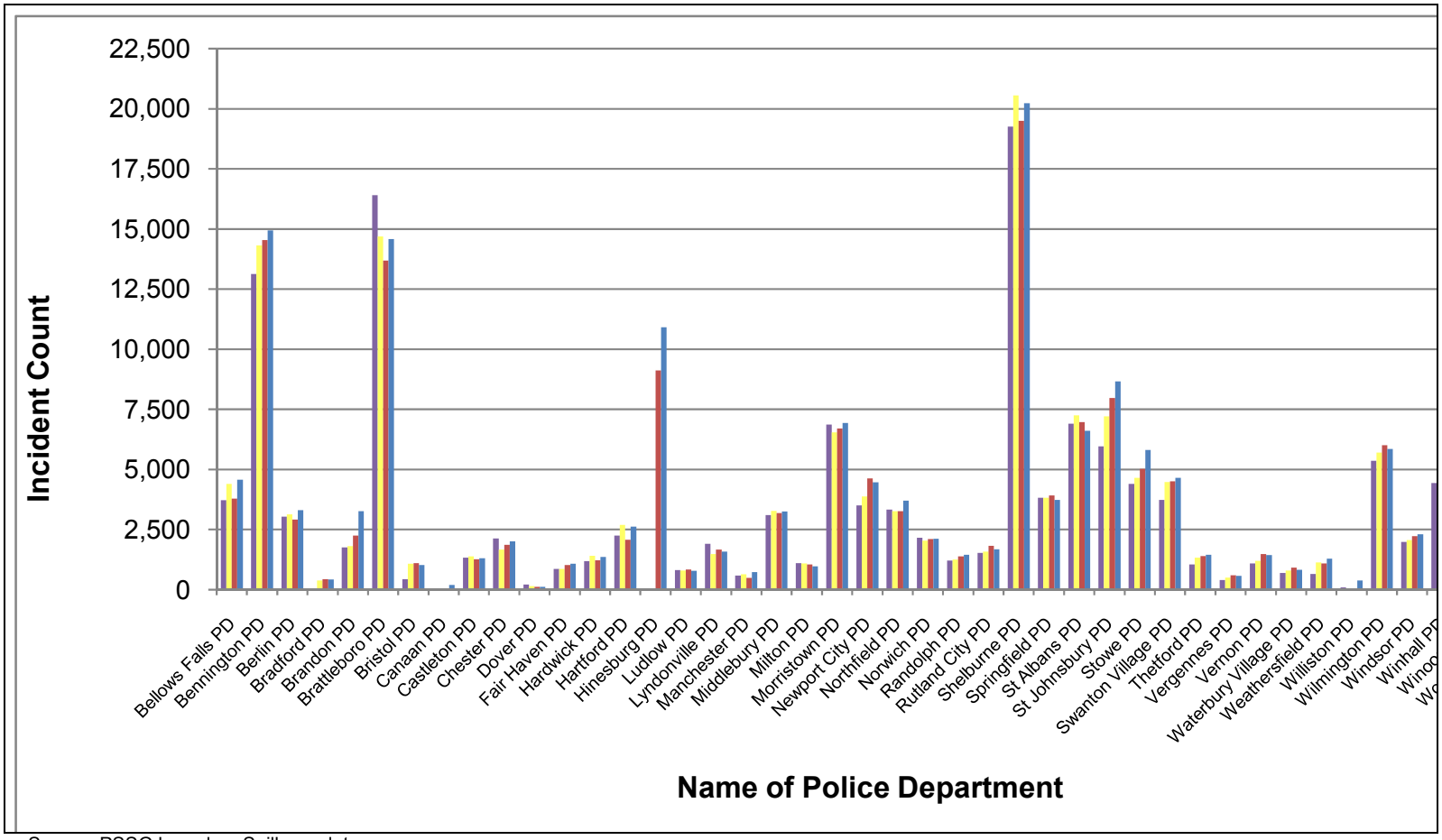


Source: PSSG based on Spillman data.

Chart 18, below, depicts the number of incidents handled by local police officers between 2004 and 2008, broken down by individual police department. Rutland Police Department consistently handled the most incidents, with 2008's total 20,236 incidents slightly lower than the 2006 peak of 20,554 and four percent higher than both the prior year and 2004. Bennington, Brattleboro, Hartford, and Winooski round out the top five most active Police Departments in terms of incident

handling. The least active police department when measured by incident handling is Canaan followed by Weathersfield, Bradford, and Thetford. Of the 44 Police Departments, eight experienced decreases in the number of incidents they handled over the five-year period, while 16 experienced decreases between 2007 and 2008. Weathersfield increased by the largest amount over the five-year period, growing from 21 incidents to 388, followed by Bradford and Waterbury.

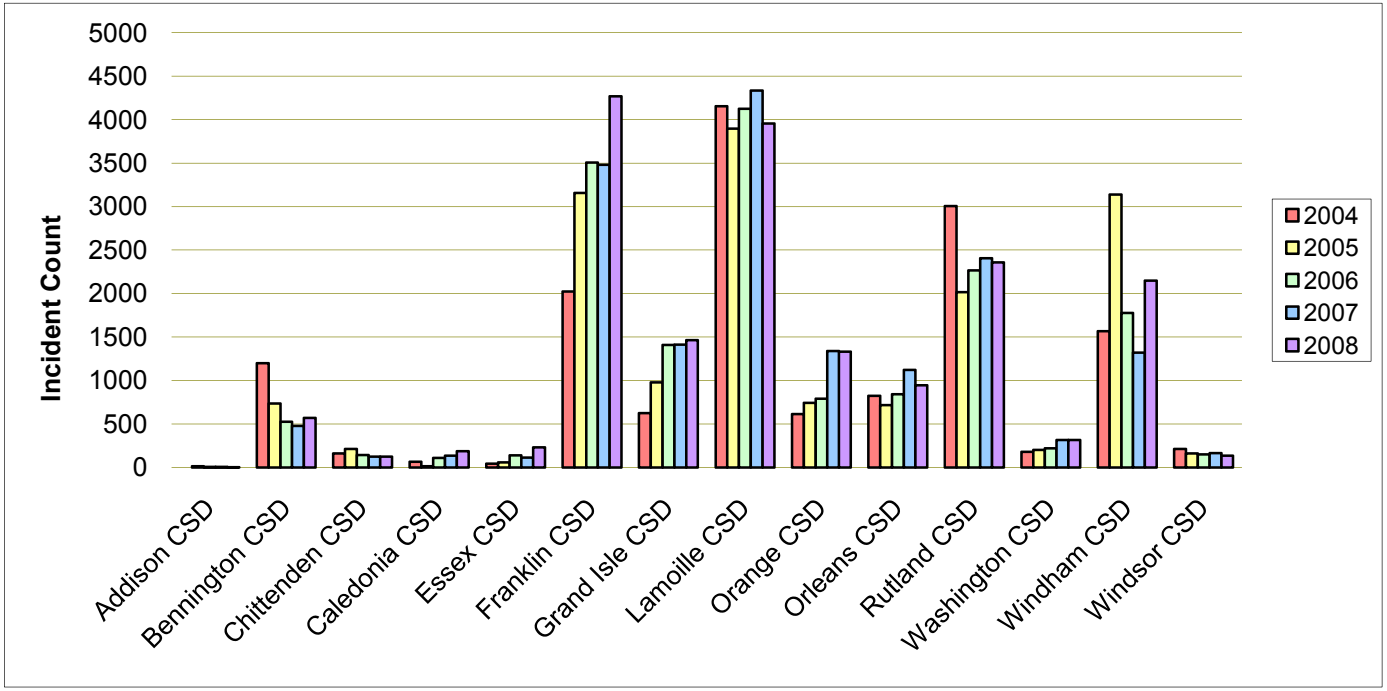
Chart 18: Number of Incidents Handled by Police Departments, 2004-2008



Source: PSSG based on Spillman data.

The number of incidents handled by Sheriffs Departments between 2004 and 2008 appears in Chart 19 below. Franklin County handled the most incidents in 2008, with 4,269, followed by Lamoille (3,954) and Rutland (2,358). Essex County experienced the largest increase between 2007 and 2008, jumping 104 percent from 113 to 230 incidents, while Windham and Caledonia Counties increased by 62 and 39 percent respectively over the same period. Essex County also had the largest five-year increase (423 percent), followed by Caledonia (175 percent) and Grand Isle (134 percent). Bennington County enjoyed the largest decrease over the five-year period, dropping by 53 percent from 1200 incidents to 570. In total, four of the 14 Sheriffs Departments experienced declines in the number of incidents handled over the five-year period, while six had decreases between 2007 and 2008.

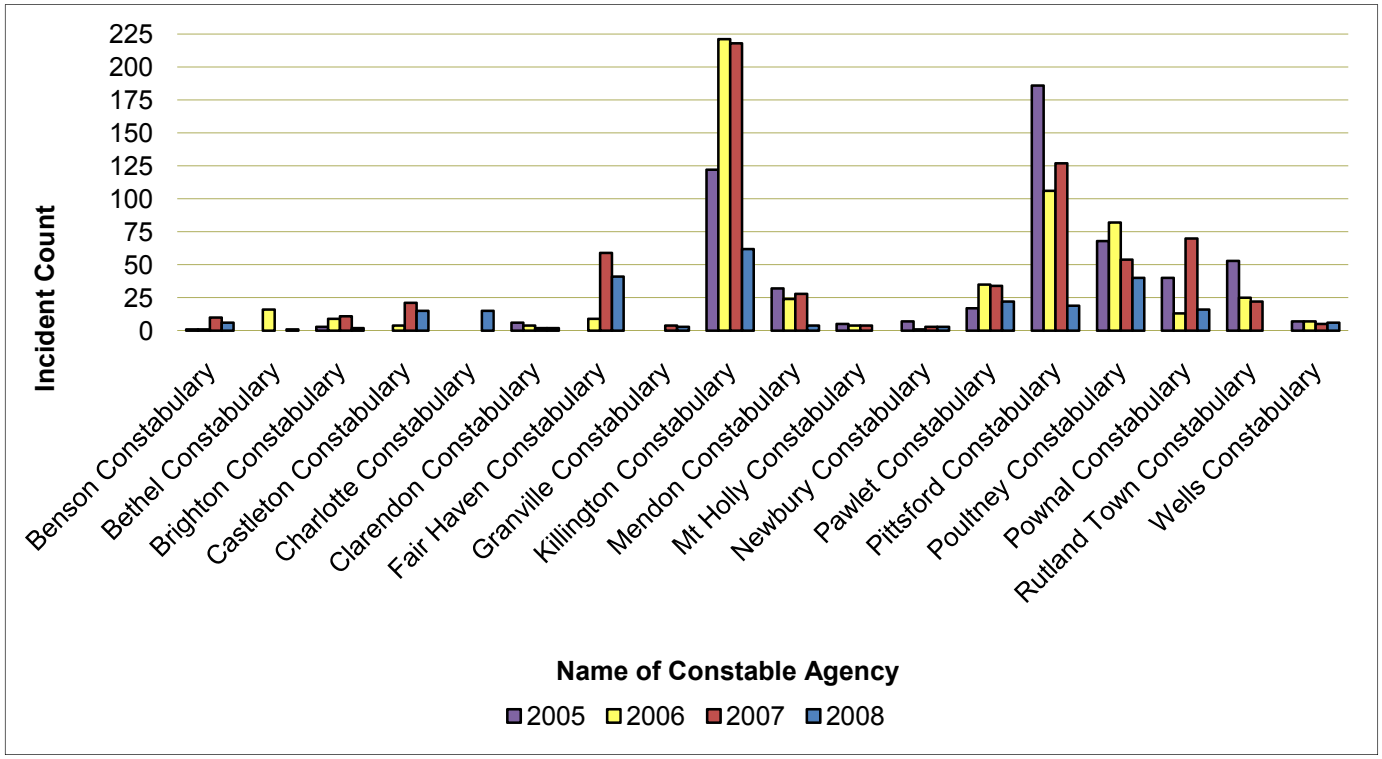
Chart 19: Number of Incidents Handled by Sheriffs Departments, 2004-2008



Source: PSSG based on Spillman data.

Chart 20, below, depicts the number of incidents handled by Constables between 2005 and 2008, broken down by individual agency. In 2008, the three most active agencies in terms of incident handling were Killington (62 incidents), Fair Haven (41), and Poultney (40). Only a single agency experienced an increase in the number of incidents handled between 2007 and 2008 (Wells), while the remaining 17 experienced no change or a decrease. Over the five-year period, 11 of the 18 agencies underwent declines in the number of incidents handled. Mt. Holly and Rutland recorded no incidents in 2008, while another eight handled single digit numbers.

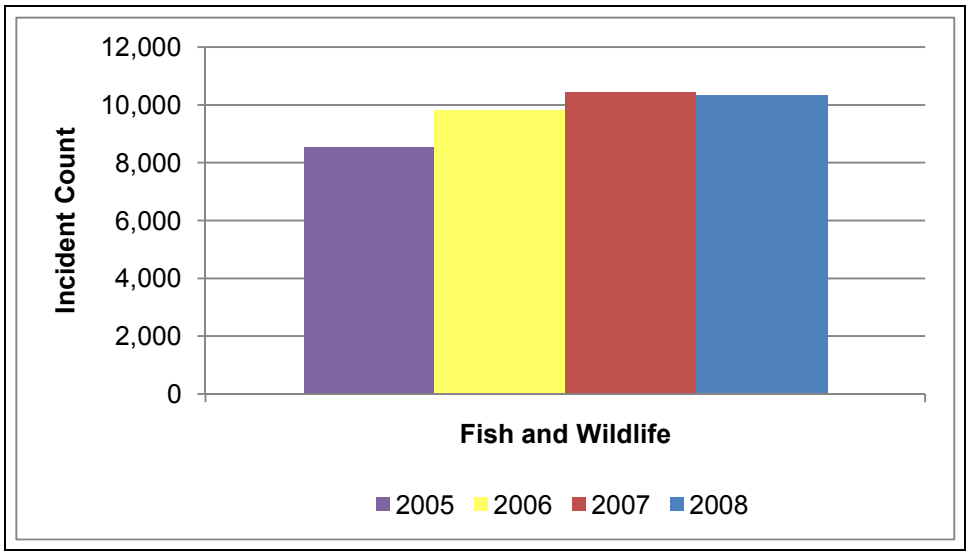
Chart 20: Number of Incidents Handled by Constables, 2005-2008



Source: PSSG based on Spillman data.

The incidents handled by Fish and Wildlife Officers between 2005 and 2008 are depicted in Chart 21 below. The number of incidents handled by the department increased from 8,522 in 2005 to 10,328 in 2008 a total of 21 percent. The 2008 level is one percent lower than the peak reached in 2007, when the agency handled 10,421 incidents.

Chart 21: Number of Incidents Handled by Fish and Wildlife Officers, 2005-2008



Source: PSSG based on Spillman data.

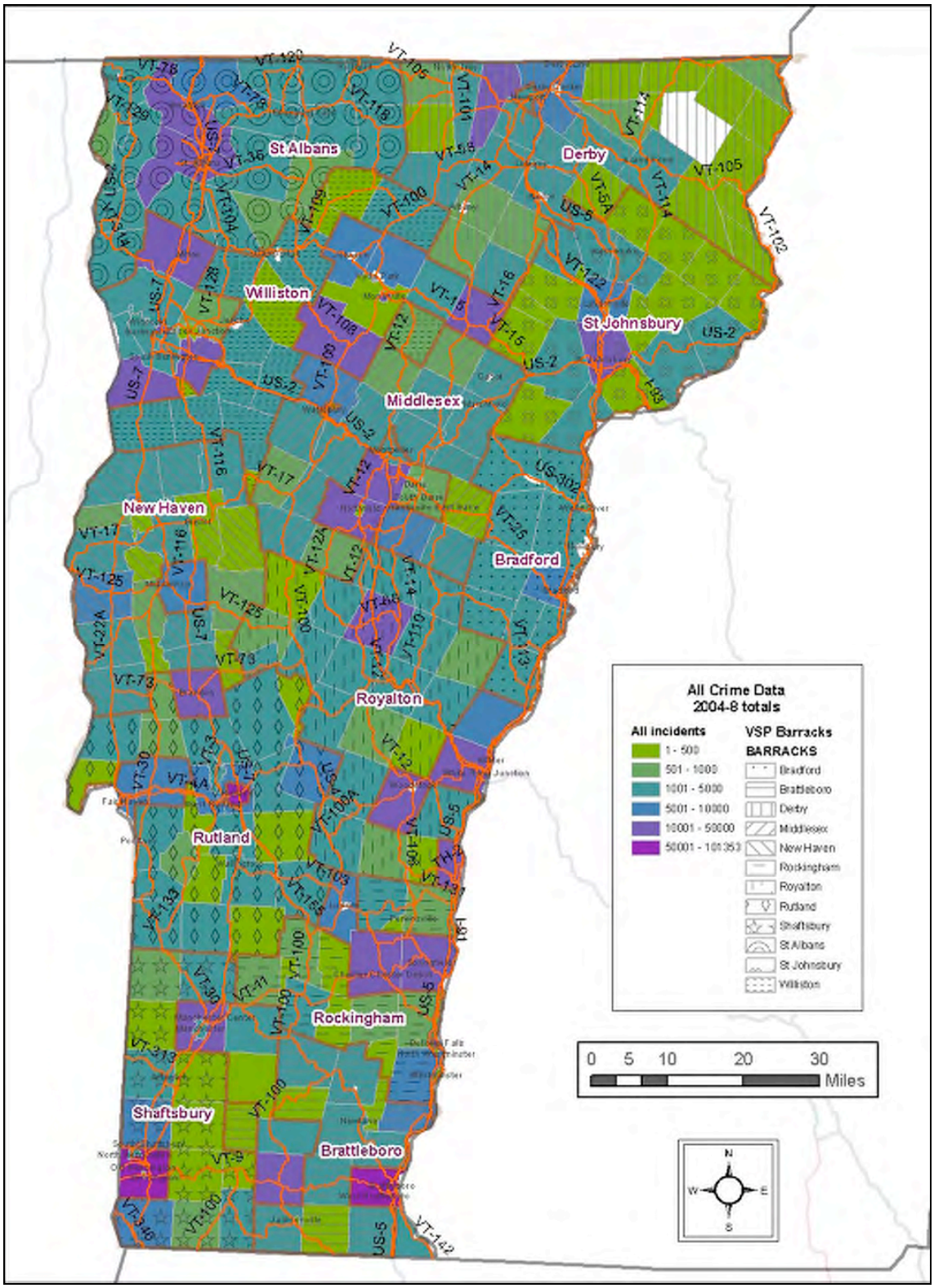
When reviewing the change in incident handling between 2007 and 2008, only one third of local police departments had decreases, versus half of State Police Barracks and Sheriff's Departments and all but one of the Constabulary Agencies. Over the five year period, approximately ten percent of State Police barracks experienced a decrease, compared with one fifth of the local police departments, one third of the Sheriffs Departments, and two thirds of the Constabulary Agencies.

This data, along with the following maps, provides a tool for state agencies to use during the planning process for resource deployment, and for municipalities to use when considering regional police services. Map 4, Total Incidents by Town 2004 – 2008, Map 5, Change in Total Incidents by Town 2004 – 2008[28] and Map 6, Statewide Incidents by Responding Agency, provide a snapshot of the incident distribution and response by agency by area. The Maps are representative of series of Maps used during the Study.

Following the Maps is an overview of the law enforcement survey results.

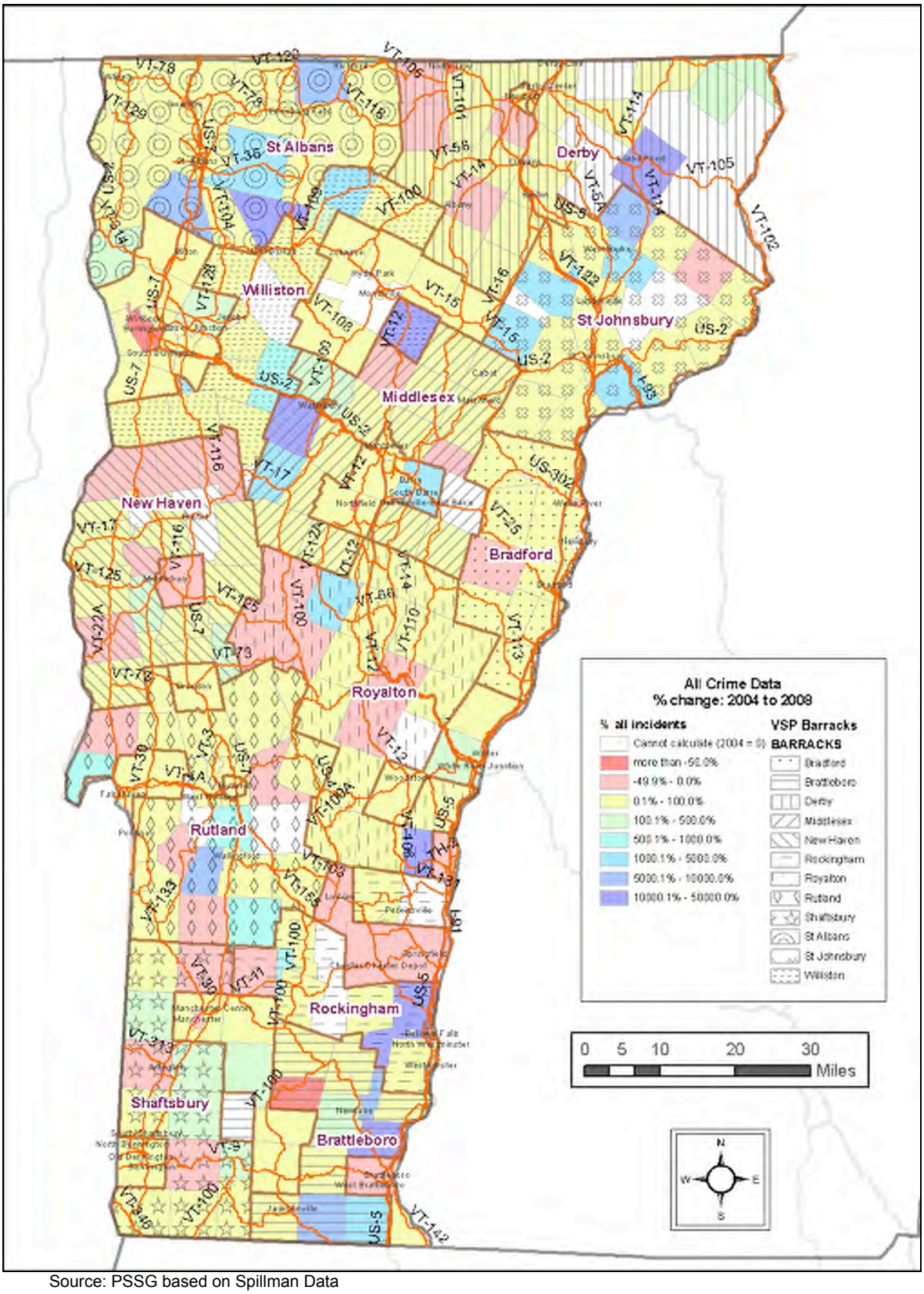
[28] Map 5 needs to be taken in context as the small number of incidents in some municipalities can result in dramatic changes in the percent change.

Map 4: Total Incidents by Town 2004 – 2008



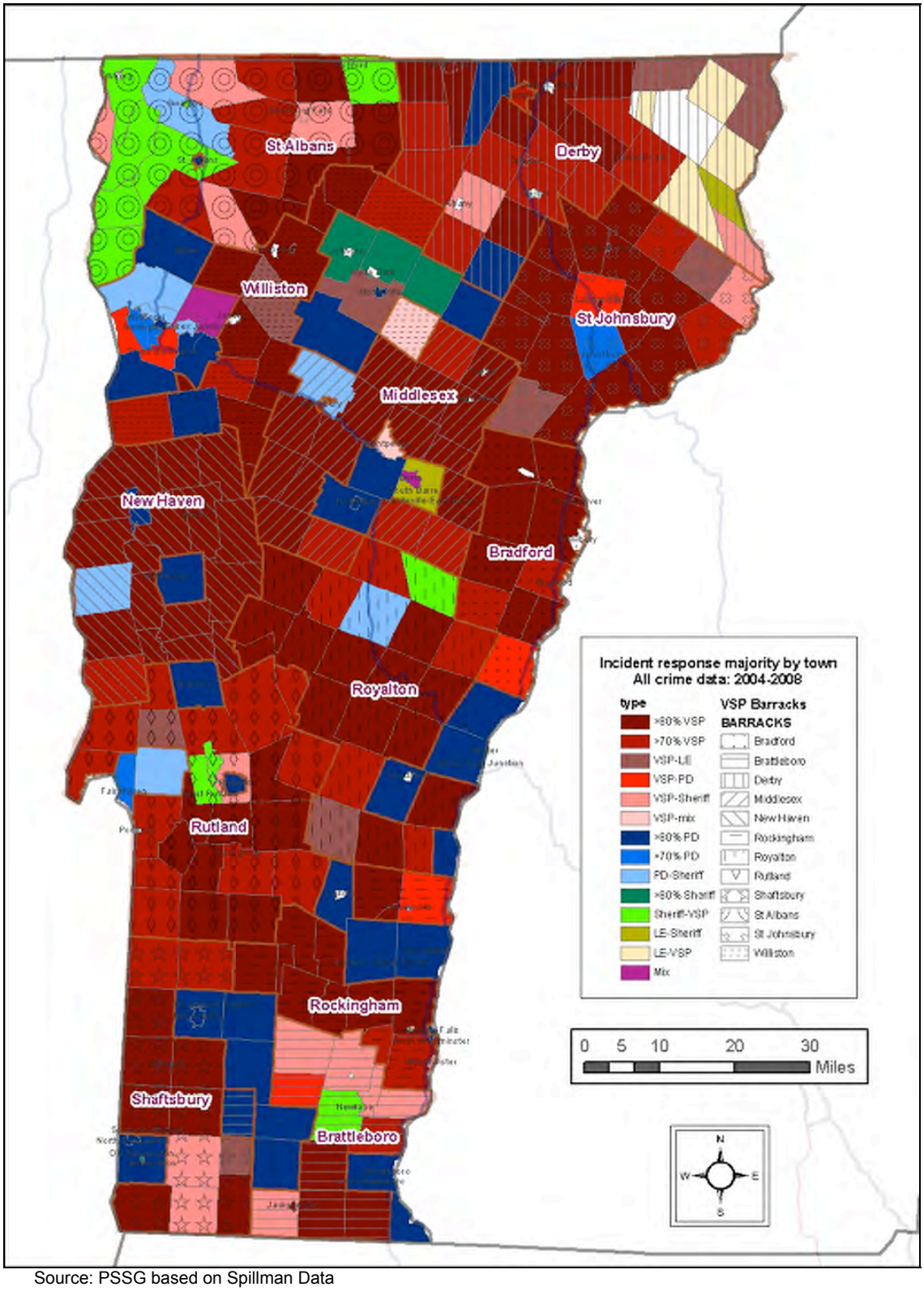
Source: PSSG based on Spillman Data

Map 5: Change in Total Incidents by Town 2004 – 2008



Source: PSSG based on Spillman Data

Map 6: Statewide Incident Distribution 2004 - 2008

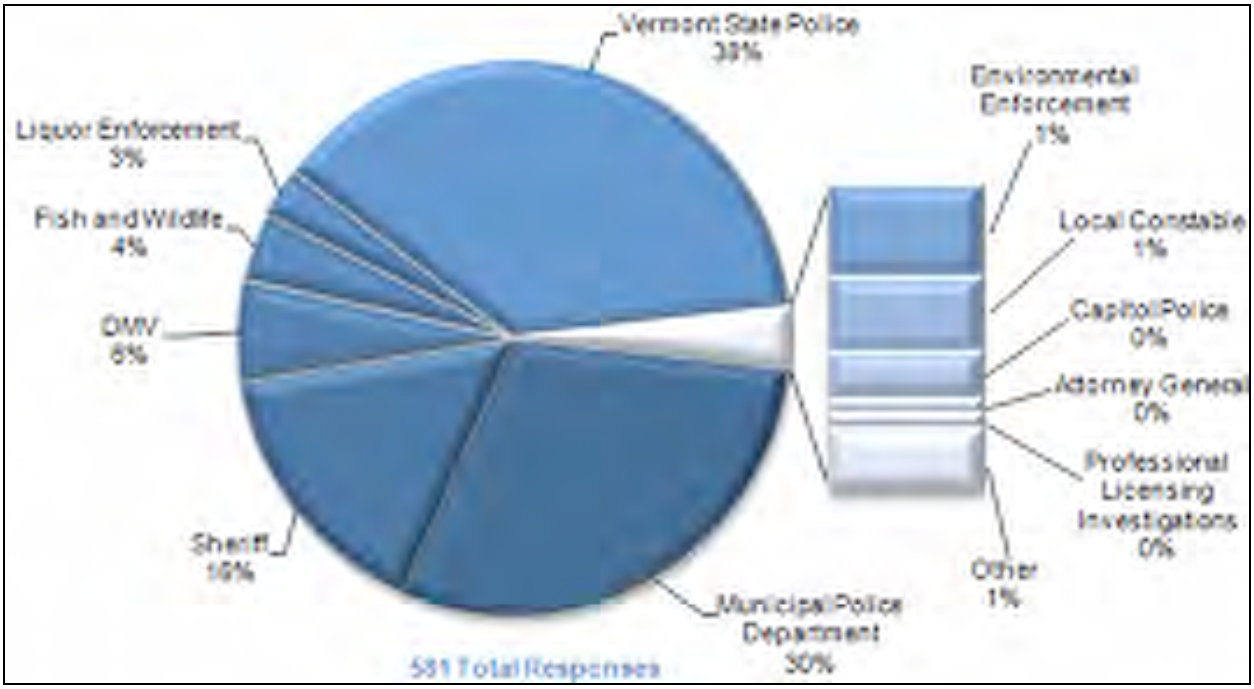


Source: PSSG based on Spillman Data

Overview of Survey Findings

Six hundred[29] respondents participated in the online survey. Every law enforcement officer in the state received an email directly. Steering Committee members were responsible for additional outreach. PSSG also emailed individuals as a means to include as many officers as possible. Each respondent answered a set of 11 introductory questions, followed by agency-specific questions based on employment. Specific question sets cover Municipal Police Department Officers, Vermont State Police Troopers, Constables, DMV employees, Sheriffs' Department Officers, Department of Liquor Control Officers, and Department of Fish and Wildlife Enforcement Officers. Respondents who worked for the Attorney General, Capitol Police, Professional Licensing Investigations, and other non-specified agencies were required to complete only the introductory set of questions. Chart 22 shows the break down of respondents by agency type.

Chart 22: Survey Respondents by Agency



The most striking responses come from the DMV, where 97 percent of the respondents believed that their agency was not performing a function that should be performed by a different agency, and 82 percent held the opinion that a different agency currently performed a function that should be performed by the DMV. As previously noted, this is related to commercial vehicle operations that were also handled by the Vermont State Police. Meanwhile, 61 percent of the State Police respondents felt that their agency currently handled activities that fell outside their sphere of operations, and 43 percent

[29] Response counts will vary based on respondents decision to answer or not answer a question.

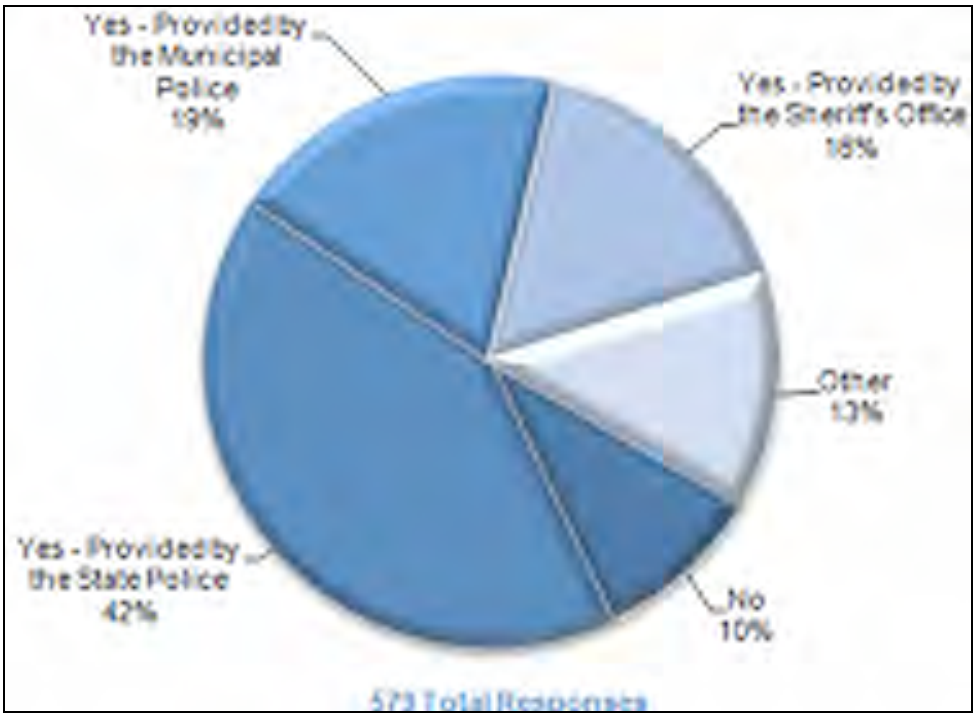
felt that other agencies performed functions that are under the jurisdiction of the State Police. While some of these concerns again related to commercial vehicle operations, many revolved around jurisdictional issues (such as overlapping with Municipal Police Departments) and serving as the State's work-overflow providers (delivering court orders on behalf of the Sheriffs' Departments, for instance). Fish and Wildlife officers consistently cited an unnecessary overlap in recreational vehicle and boating enforcement with the State Police, an area that many State Police respondents agreed they should not handle.

Four hundred and sixty two of the survey's participants discussed training. The most frequently undertaken training is the Incident Command System/National Incident Management System (ICS/NIMS) course, with 177 respondents accounting for 38 percent of the total. This bodes well for the state, given that the purpose of the two systems is to allow for a standardized and consistent emergency-response template that allows law enforcement officers from different agencies to work together. Other top specialized training included traffic safety (127 responses, 27 percent of the total), and crime scene processing (124 responses, 27 percent of the total). Numerous other certifications were detailed under the "Other" response, the most frequent of which included firearms training, including instructor level (21 individuals), advanced narcotics training (18 individuals), Accident Reconstruction (17 individuals), Field Training Officer (15 individuals), and sexual assault/crimes training (11 individuals).

Map 7 shows the amount of time spent on direct law enforcement services and ancillary duties by County. This details the percent of time that participants estimated was spent on direct law enforcement services by county. The size of the pie chart is proportional to the number of responses from that county. Orleans County had the largest share of respondents estimating that at least three-quarters of their time is spent on direct law enforcement, at 72 percent. Bennington and Orange Counties followed, with 66 percent estimating similar levels. Meanwhile, 29 percent of Washington County respondents estimated that less than one-quarter of their time is spent on direct law enforcement, followed by Chittenden and Windsor Counties (at 22 and 19 percent respectively). All of the respondents from Grand Isle and Essex Counties estimated that they spend at least half of their time on direct services, as did over 80 percent of those from Addison, Franklin, Lamoille, Orange, and Windham Counties.

Chart 23 shows opinions on the need for 24/7 police coverage. Of the 579 total responses to the question, 90 percent agreed that coverage is needed. However, respondents indicated that the financial implications made it impractical or unrealistic. The Vermont State Police received the highest (42 percent) of the total, followed by Municipal Police Departments, with 19 percent of the total when respondents indicated which agency should be responsible for the service delivery.

Chart 23: 24/7 Police Coverage



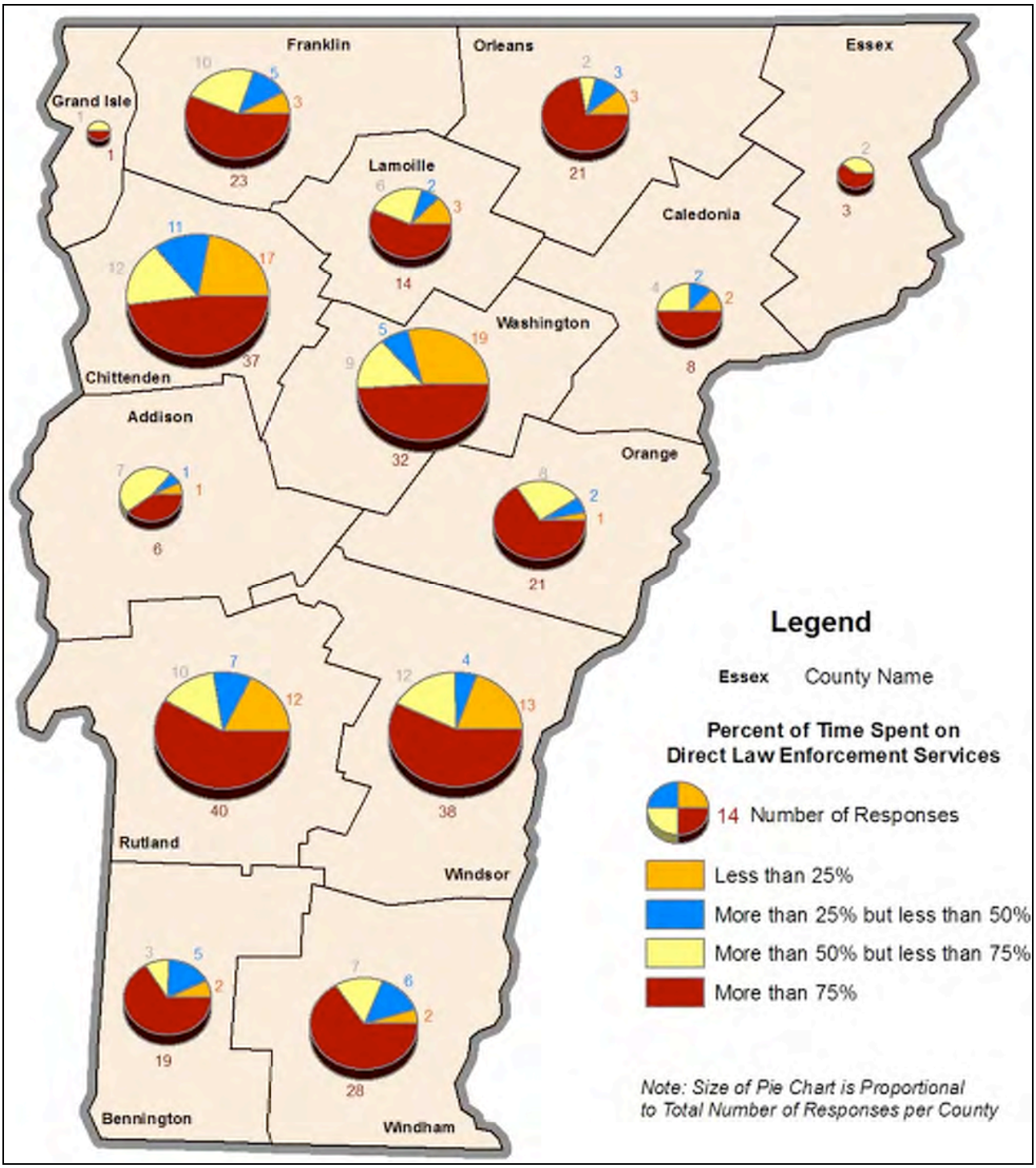
When asked about service duplication, of the 543 responses, 49 percent believed that there was not a duplication of services, while 51 percent believed that there was. Of those responding in the affirmative, a significant number (60 individuals, or 24 percent of those who felt that there was a duplication of service) stated that provision of Commercial Vehicle Operations services occurred at the Federal, state, and local levels. Some participants stated that this was due to the proximity between the state highways and towns, while others pointed out that the DMV is assisted by part-time State Troopers who are able to assist outside of the DMV's regular hours of operation. This area is a concern expressed during interviews as well.

A number of participants felt that there was duplication between Fish and Wildlife and either the State Police or Municipal Police when it came to crashes that involved an animal, as the former sometimes lacked the forms or expertise to handle the incident. Uneven and inconsistent coverage by the Sheriff's departments led survey participants to cite that there was often duplication or inadequate coverage in some towns. Respondents from most agencies noted that there was no systematic approach to handling recreational vehicle incidents (snow mobiles, ATVs, and boating). Finally, court orders that are not served by Sheriffs' Departments are passed on to the State Police, a number of whom stated that this process was a significant drain on their on- and off-duty time.

Other key findings include:

- The Sheriffs' Departments and Constables had a significantly larger number of respondents who are certified as part-time rather than full-time officers.
- The experience levels of officers within the larger organizations (Municipal Police Departments, State Police, and Sheriffs' Departments) is more evenly distributed than those in the smaller organizations.
- The experience levels of those officers in the smaller organizations (DMV, Liquor Enforcement, and Fish and Wildlife) were higher than those in the larger organizations. For example, 39 percent of Municipal Police officers had 10 years or less experience, as did 45 percent of Sheriffs' Department officers and 47 percent of State Police officers. In contrast, just 26 percent of DMV employees had the same level of experience, 22 percent of Fish and Wildlife enforcement officers, and 12 percent of Liquor Enforcement officers.
- The Municipal Police Departments and Vermont State Police account for the bulk of inter-agency interactions.
- Administrative report writing accounted for between 25 and 44 percent of the tasks selected by respondents in response to how non-direct policing time allocation, although numerous individuals from all agencies stated that incident reports accounted for a significant amount of time too.
- There was a noticeable correlation in advanced training levels of officers in the Municipal Police Departments and the Vermont State Police, and to a lesser extent the Sheriffs' Departments.

Map 7: Percent of Time Spent on Direct Law Enforcement Services



Source: PSSG based on Survey Data

Conclusions

The State of Vermont is at a crossroads and must make decisions based on the need for enhanced, efficient and effective police strategies for future law enforcement services. Currently, the four largest state police agencies are located in separate administrative departments. The lack of unity is present in the operations of each agency, working relationships among agencies and service delivery to those who live, work or visit in the State. Placing all of the state police agencies under the Department of Public Safety will streamline efforts and maximize resources. Research on best practices and emerging strategies shows that this approach is consistent with the operation of other police agencies in New England or across the county.

While there are some established police departments across the state, there are municipalities that are too dependent on the services of the State Police. Municipalities over reliant on the State Police need to investigate the viability of regional policing to support their need for police coverage. Some municipalities contract with both the State Police and Sheriff's Departments; a better option is to pool resources and establish a full time police department to appropriately address community issues and provide a local control mechanism for police services.

Coordination and consolidation of police services will maximize resources and streamline deployment more effectively using budget allocations. This process requires a planned approach to manage the transition and implement the changes. Many changes can be implemented immediately, with the more sweeping changes phased in over a longer period. A strategy ensuring that partial changes are not implemented resulting in an agency overburden with responsibilities needs to drive the process[30].

Despite the call for major changes with the structure of the police agencies, the law enforcement officers are proficient and professional with their service delivery. When a critical incident occurs, teamwork is evident; it is the day-to-day operations, which drive the recommendations. With decreasing budgets, it is important for Vermont to manage its resources strategically for the best possible service delivery.

[30] An example would be placing responsibilities within Fish and Wildlife or Commercial Motor Vehicles without the overarching move of those agencies to the Department of Public Safety.