





**REPORT OF THE  
PUBLIC SAFETY 2000 SUMMER STUDY COMMISSION  
TO THE GENERAL ASSEMBLY**

**JANUARY, 1993**

**Reporters:**

**John H. Fitzhugh, Esq.  
Legal Counsel to the Governor**

**Max Schlueter, Ph.D., Director  
Vermont Center for Justice Research**



Because of the issue of liability, for both Public Safety and NET, 24 hour coverage is required. A sufficient number of circuits, usually 2 - 3, is also required. 911 is a one-way line only. Caller ID is not a part of Basic 911, but can be used in conjunction with it.

The question was raised of what happens if someone dials 911 in an area not served by 911. The response was that the caller encounters a situation similar to call forwarding: a NET operator will answer, make a judgement as to where to transfer the call, then connect the caller with the appropriate public safety agency. From that point on the agency is responsible for the call. NET has a record of 911 calls that come in from areas not served by 911.

In Vermont, approximately 42% of NET customers have access to 911. The 2 main issues are:

- Overlap/Underlap: NET exchange boundaries do not usually coincide with or match municipal boundaries. NET exchanges often overlap towns (e.g., Colchester has 3 exchanges). It's difficult to change an existing exchange because of hardwiring. Because of multiple exchanges, a call may not be dispatched to the right agency with Basic 911. Therefore cooperation is necessary between overlaps. For example, if Burlington gets a call that should go to South Burlington, Burlington has to forward that call. E-911 can handle the problem of multiple exchanges and dispatch calls to the proper agency.
- When to go on line: Usually near the time that new directories come out, keeping the old numbers on line, at least for administrative purposes if nothing else.

Robert Watkinson, New England Telephone:

Mr. Watkinson is the manager for implementing E-911.

Basic 911:

- Designed for easy 3 digit dialing
- Easy access to public safety services
- Call-taker has to ask for the caller's name, address, and phone number before dispatching the call

Enhanced 911:

- The system provides the name, address and phone number of the caller on the screen; the call-taker only has to ask the caller to identify the problem.
- The system electronically directs the call to the proper public safety agency, which is also shown on the screen
- There is no Overlap/Underlap

Subscriber addressing is critical for rural customers, as well as the call-taker.

New Hampshire is looking into statewide E-911, and many towns are going to do complete street (re)naming and (re)mapping. Massachusetts, on the other hand, is planning for 200 PSAP's.

It was suggested that a state advisory board be created to conduct a study of E-911, develop technical and operations standards, and help draft enabling legislation.

It was also suggested that the state devise 2 or 3 different configurations and PSAP locales for NET to review and figure cost estimates. Add-ons can be done down the road, but that is not as cost efficient as setting the system up right to begin with. Committee members expressed an interest in hearing from N.H. and Mass. about their configurations and how they made decisions. Mr. Watkinson agreed to attend another meeting if invited by the committee.



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The Public Safety 2000 Summer Study Commission was created by JRH 141 of the 1992 Session of the General Assembly. The Commission consisted of three members of the House and three members of the Senate, twelve representatives from state, county, and municipal criminal justice agencies, and two public members appointed by the Governor. A complete list of the membership of the Commission is found on Exhibit A.

Pursuant to the joint resolution, the Commission was charged with the following duties:

- (1) to examine the organization, priorities, efficiency and cost-effectiveness of law enforcement services to the citizens of Vermont;
- (2) to identify methods for enhancing the goals of crime prevention, protection of citizens, response to crimes, and solution of crimes;
- (3) to identify methods for enhancing the professionalism of law enforcement personnel and organizations;
- (4) to develop plans for the implementation of such initiatives as the Commission in its judgment believes would enhance the capacity of law enforcement to fairly, effectively, and efficiently protect Vermont's citizens.

Prior to the designation of the legislative members of the Commission, the criminal justice agency members met to consider ways in which background material could be gathered for the Commission prior to its official start. As a result of these efforts, and with the financial assistance of the Department of Public Safety, the Department of Motor Vehicles, the Department of Liquor Control, the Office of Attorney General, the Department of State's Attorneys and Sheriffs, and the Criminal Justice Training Council, the staff of the Vermont Center for Justice Research was asked to prepare a briefing report describing the jurisdiction, budgets, manpower, and other salient issues with respect to the law enforcement agencies operating in Vermont at the current time. A copy of this eighty-page report is available upon request of the Legislative Council.

At the first meeting of the Commission on September 2, 1992, members were briefed on the report prepared by the Vermont Center for Justice Research. Following

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that briefing, all participants had an opportunity to express the critical issues they felt should be addressed by the Commission within the broad scope of its jurisdiction. There was general agreement that the scope of the Commission, as expressed in the resolution, was too broad and the scope of inquiry needed to be narrowed if decisions were to be reached within the six working meetings of the Commission.

As a result of that initial meeting, and under the guidance of Co-Chairs Senator Mazza and Representative Harvey, a list of potential topics of inquiry was established. The initial list included the following subjects:

1. coordination/consolidation of dispatching services;
2. greater equalization of benefit packages among police departments and agencies;
3. competition between State Police and Sheriff's Departments regarding police services for towns without municipal police departments;
4. competition/overlap/consolidation of commercial vehicle inspection/enforcement between the Department of Motor Vehicles and the State Police and between Fish & Wildlife and State Police;
5. new training requirements for pro-active police work, sometimes referred to as community policing;
6. use of a purchasing pool to achieve economies of scale;
7. resolution of salary disparities between police agencies and departments;
8. professional standards for operation of police agencies.

A number of the members of the Commission emphasized their desire that the Commission move forward with recommendations initially proposed at the 19th Grafton Conference held by The Windham Foundation in 1990, including the creation of an Agency of Public Safety to act as an umbrella group for all law enforcement services in the State of Vermont.



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The Commission decided after its first meeting to initially concentrate on dispatching of police services, because of developments that had occurred in the past year within the Vermont State Police and the law enforcement agencies in Chittenden County, and because changes in how police were dispatched appeared to be central to other decisions that might be made with respect to the police services of the future. Consequently, the second meeting of the Commission on October 7, 1992, consisted of presentations by the Essex and South Burlington Police Departments; on behalf of the Lamoille County Sheriff's Department which operates a county-wide dispatching service in that county; by the Department of Public Service; by New England Telephone; and by the Vermont State Police, who dispatch both for themselves and a number of municipalities throughout the State. (Much of the State Police discussion was postponed until the next meeting in order to obtain some explanation as to the operation and technical aspects of 911 and E-911 emergency telephone services.) A copy of the minutes of the October 7 meeting is found at Exhibit B.

The next meeting of the Commission was held on October 28 when the State Police continued their discussion regarding their dispatching system, and representatives of the Vermont Crime Information Center, the Vermont Center for Justice Research, the Court Administrator's office, the Department of Motor Vehicles, and the Department of Corrections discussed their criminal record systems. A copy of these minutes are attached as Exhibit C.

On November 9, the Commission continued to explore the relationships between police dispatching and implementation of an E-911 system in Vermont. A copy of those minutes are found at Exhibit D.

On November 30, the Commission met to discuss accreditation of police departments and police officer training standards. There was also discussion regarding part-time police officers. The Commission began initial discussions regarding possible recommendations to the Legislature for action. A copy of those minutes is found at Exhibit E.

Finally, on January 4, the Commission met to finalize its recommendations for action to the General Assembly, complete a review of this report and its recommendation. A copy of the minutes of that session are attached hereto as Exhibit F.

## RECOMMENDATIONS

1. The State should encourage greater coordination and consolidation of police dispatching.

The Commission heard convincing testimony that dispatching of police officers would be both more efficient and more economical if there was a significant reduction in the number of dispatch centers. Consolidation of dispatching centers would result in significant savings for several reasons: 1) the expense of the hardware associated with dispatching can be spread amongst several users or municipalities if the service is shared; 2) consolidated dispatching centers would reduce the number of personnel required to staff the system; 3) expanded implementation of the emergency 911 telephone system is facilitated by consolidation because 911 exchanges do not necessarily coincide with municipal boundaries; and 4) there was an appreciation amongst some of the police departments that police dispatchers, who are civilian, need more training than they have obtained to date, and that consolidation of dispatching would make it more likely that such training would be forthcoming.

At the same time, local police departments expressed concern about delegating dispatching functions entirely to one organization, such as the Department of Public Safety, without an opportunity for input. It was suggested that these concerns could be addressed by instituting some administrative unit which would oversee the dispatching system but which would be advised by a board comprised of the users of the system and the public.

At the final meeting of the Commission, the group endorsed the creation of a Division of Telecommunications and Information Support Services, separate and apart from the Vermont State Police, but within the Department of Public Safety. The purpose of the Division would be to: 1) advise localities on consolidation strategies; 2) provide, where appropriate, consolidated dispatching services on a contract basis; and 3) to explore alternative funding structures similar to the municipal loan fund to support local and regional consolidation efforts.

Separation of the division from the State Police would alleviate some concerns of other police agencies that dispatching decisions might be biased if the system were run by the Vermont State Police. To address this concern, the Commissioner of Public Safety suggested the creation of a board of member agencies

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and the public to advise the Division of Telecommunications and Information Support Services. The Division could be created without the need for additional revenues or legislation.

2. The State should develop an enhanced 911 (E-911) system.

Although the Commission did not discuss how an E-911 service would be financed in Vermont, nor how quickly it should become available, the Commission did agree that E-911 was an essential public safety service which should be established throughout the state. The ability to quickly and accurately determine the name, location, telephone number and other critical information with respect to incoming emergency calls was deemed as an inestimable value to police officers, fire and rescue teams, and the public.

In discussions regarding the E-911 system, the Commission felt there was no need to have a Public Safety Answering Point (PSAP) at each of the 35 twenty-four hour dispatching centers throughout the state. In fact, technically, only one PSAP, with redundancy for line failures, would be required for statewide operation of the system. However, the Commission concluded that in addition to the technical issues, there were a number of operational and political issues that complicated the determination of the appropriate configuration of PSAPs and that, therefore, it could not recommend a specific number of PSAPs without further study.

The Commission also felt that although the Department of Public Service had taken a lead role in the technical aspects of an E-911 system, since it was designed to service police and other emergency services, those police, fire and EMS agencies who will be using the system should govern the parameters of its creation and use.

3. The State should move toward establishing minimum standards for law enforcement departments.

The majority of law enforcement officers in Vermont are trained and certified by the Criminal Justice Training Council's academy at Pittsford. The Commission feels, however, that service to the public could be enhanced if the agency which employs an officer would also be accredited such that the department's

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operational and administrative policies met certain statewide standards for good police practice.

National standards for certification of law enforcement departments exist under the auspices of the Commission on Accreditation for Law Enforcement Agencies (CALEA). Several departments in the State are moving to adopt CALEA certification. However, the Commission expressed concern that mandating those standards on all Vermont police agencies would result in significant extra expenses on those departments, particularly the smaller ones, even considering that their liability costs might decrease. Consequently, the Commission recommends that the Criminal Justice Training Council, which sets standards for law enforcement certification, develop a plan of standards and accreditation for Vermont police agencies which is consistent with the State's limited resources and the relatively small size of some of those police departments within the State. The Commission recommends that the Training Council should propose a set of standards which provide a series of progressive levels of certification ranging from minimum standards to national accreditation.

4. The State should insist upon greater compatibility and integration of criminal records.

The creation and maintenance of criminal records is becoming increasingly computerized in Vermont, yet the Commission was concerned by the difficulty of some agencies to access and/or exchange information with others in the criminal justice system. This difficulty largely results from incompatible computer software programs. The consequence of this incompatibility is additional expense for the exchange of information and in some cases the failure of information to be accurately reflected in statewide databases. In addition, the Commission heard testimony that the development of an offender-based data system, a greater emphasis on fingerprinting, and the adoption of common data definitions would tremendously assist in the ability to coordinate and analyze criminal justice data.

The Commission recommends that the Criminal Justice Cabinet comprehensively examine these and other related data issues and make detailed proposals to this Commission, the Governor, and the Legislature as to strategies to develop a common information architecture for the criminal justice system which would

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facilitate accessibility and efficient information sharing among all segments of the system.

5. The Commission's life should be extended to permit further examination of the issues discussed at the Grafton conference and listed in the Joint Resolution.

Because of the time spent in analyzing 911 and dispatching, the Commission did not address many of the other critical issues which will be facing the law enforcement community in Vermont during the coming years. Ultimately, one of the questions discussed but left unresolved by the Commission was whether the delivery of police services was a financial obligation of the State or of its counties or municipalities. The resolution of this question leads to such other issues as who should pay for police; who should establish standards for police; the relationship between State Police, county sheriffs, and municipal law enforcement officials; and salary and benefit disparities between various law enforcement agencies in Vermont.

The Commission also agreed that the following additional issues required discussion and study: 1) E-911 implementation issues including the PSAP configuration; 2) the establishment of a cabinet level agency of public safety; 3) criminal justice resources, especially police resources; 4) models of community and proactive policing; 5) training requirements for part-time law enforcement officers; and 6) drug prevention and control strategies;

For these reasons, the Commission recommends that its life should be extended so that members can continue to discuss these issues and make recommendations to the Governor and to the General Assembly. It is further recommended that the public members who serve on the Commission should be compensated for their work in that the input and perspectives that they convey are critical for a expanded discussion of the issues.

The Commission further recommends that a permanent Commission designated as the "Governor's Commission for the Prevention of Crime and the Administration of Justice" be established and staffed by the Vermont Center for Justice Research for the purpose of developing comprehensive statewide policies and programs to reduce crime in Vermont.

## COMMITTEE MEMBER SIGNATURES\*

### Legislators

\_\_\_\_\_  
Rep. Kenneth A. Harvey  
Co-Chair

\_\_\_\_\_  
Sen. Richard T. Mazza  
Co-Chair

\_\_\_\_\_  
Sen. J. Dennis Delaney

\_\_\_\_\_  
Rep. John Freidin

\_\_\_\_\_  
Sen. Althea Kroger

\_\_\_\_\_  
Rep. John F. Murphy

### Executive/Administrative Members

\_\_\_\_\_  
Jeffrey L. Amestoy, Esq.  
Attorney General

\_\_\_\_\_  
Francis X. Aumond III, Director  
VT Criminal Justice Training Council

### Executive/Administrative Members

\_\_\_\_\_  
Sheriff James Coons  
Addison County

\_\_\_\_\_  
Joseph G. Estey  
Chiefs of Police Assoc of VT

\_\_\_\_\_  
John H. Fitzhugh, Esq.  
Legal Counsel to the Governor

\_\_\_\_\_  
Norris Hoyt, Commissioner  
Department of Liquor Control

\_\_\_\_\_  
Brian R. Searles, Chief  
S. Burlington Police Dept.

\_\_\_\_\_  
Thomas Torti, Executive Director  
State's Attorneys and Sheriffs

\_\_\_\_\_  
William D. Wright, Esq.  
Bennington County State's Attorny

\_\_\_\_\_  
Timothy Van Zandt, Comm.  
Dept of Fish and Wildlife

the center if necessary. The office has approximately 7 telephone lines in addition to 911. A recording of all incoming calls is kept for 30 days. (The number of calls per year to the system was not known). Yearly operating costs, excluding hardware and radio equipment, total about \$185,000. Original cost of towers, hardware, recorder, etc. was between \$300,000 and \$400,000. From the beginning, state-of-the-art equipment and the best upgrades were purchased. Present equipment is about 10 years old, and will need to be upgraded in the next 2-3 years.

The Dispatch Center does not currently dispatch to towns outside Lamoille County. Questions about expansion, including loss of control and loss of services, led to the decline of requests for services from outside towns.

James Walton, Vermont State Police:

Public Safety/State Police have 12 dispatch centers throughout the state, each with the equivalent of 5 to 7 or 8 full-time staff positions. The centers dispatch for State Police, Fish and Wildlife, Motor Vehicle, fire, emergency and medical services. Because the present equipment, including consoles and the microwave system, is so aged, they have been developing an automated system for the state for the past 1 to 2 years. Computer Aided Dispatch (CAD) is a feature of the automation, which would include not only State Police, but anyone else that wants to buy into it.

A discussion of Public Safety Answering Points (PSAP's) touched on the following:

- Development of PSAP's is being considered in response to E-911
- Each Answering Point could operate independently of or parallel with a Dispatch Center
- There should be 12 PSAP's: as few as 5 or 6 was considered unacceptable
- Approximately 70 dispatchers would be needed to staff the PSAP's
- Funding issues and concerns/ how to deal with budget cuts. Perhaps a fee system should be developed for dispatch services to the other 25 (+/-) agencies throughout the state to help recover costs
- State Police are not yet ready to do everything for everybody. Their goals include developing PSAP's and their designations, CAD Centers and consolidation
- There appears to be a movement towards a separate division of Public Safety to handle communications

The question was raised as to whether State Police/Public Safety would be willing to operate from a central (consolidated) dispatch center if Chittenden County went that way. A negative response was given, the reason being that State Police would still want to provide many 24 hour dispatch services for their own use. However, they would be willing to be the backbone, give direction to and help shape a county consolidated dispatch center; to help with the development of policy and an advisory board to accommodate it. They would probably propose an advisory board to set up the dispatch area and deal with supervision and budget concerns. There would also be a need for an on-going planning/lobbying board to keep things alive and moving ahead - e.g., be flexible and plan for expansions. The point was made that State Police are often the "police department" for some towns; that people in these towns don't want their "police department" to shut down because of consolidation, even if the same coverage was just a phone call away - this was not their idea of what service/coverage they wanted or needed.

At this point it was requested that the VT Center for Justice Research look in to any studies that may have been done of private dispatching agencies: where and to what extent are private agencies being used, services provided, problems and successes. Perhaps the Center could get a copy of the statewide system used in Utah. New Hampshire has a study of E-911.





**Executive/Administrative Members**

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A. James Walton Jr., Comm.  
Department of Public Safety

**Public Members**

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Jeri Martinez

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Donald R. Stubbs

\* Signatures are on file at the Legislative Council



# **EXHIBIT A**



## PUBLIC SAFETY 2000 COMMITTEE

### Legislators

Senator J. Dennis Delaney  
P. O. Box 145  
Charlotte, VT 05445

Representative John Freiden  
(until 8/31/92: RD 1, Box 769, Ferrisburg, VT 05473)  
(after 8/31/92: RD 3, Box 950, Bristol, VT 05443)

Representative Kenneth A. Harvey  
P. O. Box 34  
Hyde Park, VT 05655

Senator Althea Kroger  
10 Church Street  
Essex Junction, VT 05452

Senator Richard T. Mazza  
279 Lakeshore Drive  
Colchester, VT 05446

Representative John F. Murphy  
RR 1, Box 781  
Ludlow, VT 05149

### Executive/Administrative Members

Jeffrey L. Amestoy, Esq.  
Attorney General  
Pavilion Building  
Montpelier, VT 05609

Francis X. Aumand III, Director  
Vermont Criminal Training Council  
RR 2, Box 2160  
Pittsford, VT 05763

Sheriff James Coons  
Addison County  
35 Court Street  
Middlebury, VT 05753



PUBLIC SAFETY 2000 COMMITTEE  
(continued)

Joseph G. Estey, President  
Vermont Police Chiefs' Association  
c/o Hartford Police Department  
66 V.S. Cutoff Road  
White River Junction, VT 05001

John H. Fitzhugh, Esq.  
Legal Counsel to the Governor  
Governor's Office  
Pavilion Building  
Montpelier, VT 05609

Norris Hoyt, Commissioner  
Department of Liquor Control  
Green Mountain Drive  
Montpelier, VT 05602

Brian R. Searles  
Chief of Police  
South Burlington  
575 Dorset Street  
So. Burlington, VT 05403

Thomas Torti, Executive Director  
Sheriffs' and State's Attorneys Department  
133 State Street  
Montpelier, VT 05602

William D. Wright, Esq.  
Bennington County State's Attorney  
1 Veterans Memorial Drive  
Bennington, VT 05201

Timothy VanZandt, Commissioner  
Department of Fish & Wildlife  
103 So. Main Street  
Waterbury, VT 05671





**PUBLIC SAFETY 2000 COMMITTEE**  
(continued)

James Walton, Jr., Commissioner  
Department of Public Safety  
103 So. Main Street  
Waterbury, VT 05671

**Public Members**

Jeri Martinez  
RFD 3, Box 1200  
Montpelier, VT 05602

Donald R. Stubbs  
P. O. Box 2, Peninsula Road  
Eden Mills, VT 05653

**Invited Participants**

Michael Griffes, Commissioner  
Department of Motor Vehicles  
120 State Street  
Montpelier, VT 05602

Max Schlueter, Director  
Vermont Criminal Justice Center  
10 Crescent Avenue  
Northfield, VT 05663



**EXHIBIT B**



## PUBLIC SAFETY 2000 STUDY COMMISSION

October 7, 1992

Present: Representative Ken Harvey (Co-Chair), Senator Richard Mazza (Co-Chair), Representative John Frieden, Senator Althea Kroger, Sheriff James Coons, Phil Cykon (representative from the Attorney General's Office), Josh Fitzhugh, Mike Griffes, Jeri Martinez, Brian Searles, Tom Torti, and James Walton.

Recorder: Joan Owen, Vermont Center for Justice Research

The meeting was called to order at 9:00 a.m.

Josh Fitzhugh announced that staff from the Center for Justice Research would be available to take minutes and serve as a resource during the Commission's meetings. He noted that the Legislative Council's office is preparing a transcript of the first meeting, copies of which will be available; subsequent meetings will be recorded, but no transcript will be made.

Testimony was then heard on dispatching services.

### Brian Searles, South Burlington Police Department:

In 1991, priorities and duplication of services were looked at in Chittenden County. Twelve agencies have primary jurisdiction in Chittenden County, and criminal investigations and support services often cross lines. There is a big need to explore communication and dispatch, with expense and level of service being large concerns. Computer assisted dispatch is an issue that would be a major expense, requiring the consideration of responsibility - local, state, or combined. There is also a turf issue.

Political problems include:

- Change in the status quo
- Smaller budgets
- Possible job losses
- Possible loss of control
- Purchase of dispatching equipment: Should the state pay/share the cost, especially in small communities; if it is state funded, would the state also staff and run it?
- Level of service: Equipment and operation should be the same everywhere
- Differences in priorities of those dispatching
- Dispatcher training: There is currently a lack of dispatcher training in law enforcement

### John Terry, Essex Police Department:

Chittenden County has a planning group made up of representatives of fire departments, ambulance services, law enforcement agencies, and city and town managers to assess the needs, costs and other considerations. There are currently 70 (+/-) dispatchers that duplicate services to 22 law enforcement agencies, 18 fire departments, 10 rescue operations, and other departments, such as Highway and Public Works. Approximately 7 agencies dispatch for more than 1 service. Many agencies are not satisfied with the level of service they receive now. There are approximately 130 telephone lines to handle emergency calls. The current cost for dispatching is approximately \$1.5 million/year. While the cost of setting up a central dispatching point is not yet known, some equipment could be transferred. Having Enhanced 911 in place first would help. There appears to be overwhelming agreement to consolidate to a centralized dispatcher. Consolidating dispatching



services would be cost effective, and provide better, more professional service. Essex now has Basic 911 service. Enhanced 911 (E-911) would solve re-routing problems and provide better response.

Considerations include:

- Jobs, unions involved
- Start-up cost, as yet unknown
- Chittenden County wants an independent consolidated board, not a single entity, responsible for the operation. Such a board would provide representation of agencies providing service, and eliminate feelings of perceived differences in priority
- The need for a wide area network, to integrate with the new State Police system for example. In order to be fully consolidated and fully functional, the State Police must be integrated into it - they now dispatch for approximately 10 of the 22 agencies.
- Overcoming perceived single agency domination
- Real representation for policy and procedure: issues include speed in dispatching calls, priority of dispatch, as well as the state's role in it
- Current lack of dispatching training and standards
- Funding questions: How/who would fund it; would it have taxing authority
- Staffing: The number of activities generated by each call, not necessarily the number of calls, impacts the number of people that will be needed (type of call vs. volume of calls)
- Mobile Data Terminals (MDT's): Would provide an officer in the field with direct access to data/shared info., and reduce dispatcher activity and "thru-put". These terminals are considered necessary for consolidation. Approximately 24 would be needed, at a cost of about \$2500 each.
- Dispatcher activities: A dispatcher is also a call-taker, and deals with people that come in to the office. Priorities are always changing, based on activity and need. A dispatcher needs to be familiar with the local geography, as well as which agency serves what area. Computer entry of call information (name, location, phone number, etc) is made before an agency is dispatched. With a central dispatcher there would be better records because all information would go through one location; data from MDT's would be downloaded. E-911 would add a great deal to all of this, by being able to automatically provide the call information and other data such as previous call locations and special circumstances.

Representative Ken Harvey:

Gardner Manosh, Lamoille Sheriff's Department, was unable to attend the meeting. Ken Harvey spoke in his stead about the Lamoille County Dispatch Center.

Lamoille County used to have a "Red Phone" system. Now the entire county has complete 911 and Computer Aided Dispatch service. The sheriff operates the dispatch center, which serves 3 police departments, 9 fire departments, 4 rescue services, 3 ambulance services, 2 highway departments, 2 electric departments, Motor Vehicle and Fish and Wildlife. Population estimates range from 17,000 to 20,000, depending on the season. Funding for the original set-up came from taxes from county side judges. Subsequently, each town approved by-laws making the funding part of every town's budget (50% grand list, 50% population). There is a governing board made up of selectmen from all the towns, with each town having one vote. There are 5 full-time and 2 part-time dispatchers. Police and some fire department personnel also have the knowledge to staff





Other concerns raised included:

- Funding: does it make sense for the state to have an input
- What about towns that choose to stay independent and not to consolidate
- Dispatching redundancy, especially with bigger departments that may want to keep some of their own dispatching capabilities
- The need for interfacing capabilities and statewide standards

Richard Sedano, Department of Public Service:

The Department of Public Services sees itself as a catalyst for E-911. They have done a great deal of research to frame issues and develop a coherent plan for the state, with input from those involved with delivering public safety services. E-911 can be installed without first resolving the dispatching issues - it's flexible enough to do that later. The state could start out with one PSAP and evolve to 2, 3 or 30 at a later date. New Hampshire, Delaware and Rhode Island are currently planning one central PSAP.

Issues touched upon included:

- A statewide approach opens up more approaches to funding
- Technology involved with a centralized approach
- Roles/training of personnel: Train call-takers at a different level than dispatchers, for example - give them more technical and medical training in order to interact with the caller to a greater degree
- Speed and efficiency of a central point
- Higher expectations of E-911 answerer than regular dispatcher

Mr. Sedano provided a hand-out outlining the following key issues:

- Smart Network vs. Central Answering
- Location - addresses, coordinates, or a hodge-podge
- Organization
- Databases
- Who pays
- Vendor

Mr. Sedano agreed to keep this committee apprised of the Department of Public Services progress, dates they will be testifying before the Legislature, and to provide cost estimates for equipment and training, once such figures have been compiled.

Dave Usher, Director of External Affairs, NET:

Mr. Usher stated for the record that NET does not market 911 or E-911; they respond to requests for those services. Basic 911 can be made available in about four months on an exchange (not town) basis, sooner if all other issues have been resolved.

Features of Basic 911:

- Tone Application: the person answering a call can tell if someone is still on the line but is unable to speak, or if the person who made the call has hung-up
- Called Party Hold: In a normal phone call, the line stays open until the caller hangs up. With 911, the answering point controls the call (hang-up, call tracing) and is able to keep the line open
- Forced Disconnect: The answering point can force a hang-up, thus eliminating crank calls



Because of time restraints, Lane Marshall, Vermont State Police, did not have an opportunity to speak, but agreed to return at a later date.

It was agreed that the next meeting should continue to look at dispatching issues. Training issues and organizational questions should be addressed in the near future.

The next meeting of the Public Safety 2000 Legislative Study Committee was scheduled for Wednesday, October 28, 1992 at 9:00 a.m.

Meeting adjourned at 1:30 p.m.



**EXHIBIT C**



## PUBLIC SAFETY 2000 STUDY COMMISSION

October 28, 1992

Present: Representative Ken Harvey (Co-Chair), Senator Richard Mazza (Co-Chair), Representative John Frieden, Paco Aumond, David Tartter & Phil Cykon -- representatives from the Attorney General's Office, Josh Fitzhugh, Mike Griffes, Jeri Martinez, Brian Searles, Donald Stubbs, Tom Torti, and James Walton.

Recorder: Max Schlueter, Vermont Center for Justice Research

The meeting was called to order at 9:00 a.m. and the minutes were accepted with revisions.

Major Lane Marshall, Support Services, Vermont State Police (VSP), presented information on the statewide involvement of VSP in the communications network. He described the six principle users of the VSP dispatching system, the need for consolidated dispatching, and the need for VSP to assist and support local dispatching agencies. He suggested that access, continuity, expansion capacity, redundant systems, 911 services, and certification of dispatchers are issues which should be addressed by any consolidation strategy. He suggested that the VSP will continue to play a major role in any future communication systems because of VSP's role in providing crucial services to the statewide law enforcement community. These services include 24-hour dispatching, communication equipment and networks, VLETS, criminal record information, and the crime laboratory.

Major Marshall then went on to describe the Vermont Department of Public Safety communications facilities. He described the location of communication facilities, the microwave network, VSP Channels 1, 3, and 4, VLETS, Emergency Management, Fish & Wildlife, Department of Highways, and the VIBRS network.

Major Marshall answered several questions from the Committee. The substance of the dialogue included the following points:

- . The cost of the VLETS system is shared by user agencies.
- . Telephone lines could be used instead of the microwave system for VLETS. However, it would probably be more expensive and the state would have less control over its operation/maintenance.
- . The microwave system will need to be upgraded from an analog base to a digital system. There is no incompatibility between fiber optic and microwave systems. Any agency with the proper equipment can access the microwave system. VSP technicians service all microwave equipment.

On the subject of E-911, Major Marshall reported that installation of that system would not require an extensive modification of existing VSP equipment. The bulk of the expense would involve telephone equipment -- which would be required regardless of who was administering the system. VSP communication infrastructure becomes crucial if there is a limited number of public safety answering points (PSAP) because the VSP network would be needed to transfer the calls to the appropriate agency/dispatch. If a large number of PSAPs will be utilized, the VSP network is less important since calls will be made more directly to the responding agency.





The Committee then proceeded to discuss the Computer Assisted Dispatch/Vermont Incident Based Reporting System (CAD/VIBRS). Apparently several large police and sheriff departments have CAD systems which have operating systems which are incompatible to the newly installed VSP system. This means that crime statistics cannot be readily transmitted electronically from these departments to the VSP who has the responsibility to compile statewide crime statistics. Unless some type of computer protocol or hard copy transfer can be developed between VSP and municipal police and sheriff departments, official statewide crime data will be incomplete and therefore inaccurate.

There was some concern that there was no mechanism in place which would reduce the proliferation of incompatible CAD computer systems throughout the state. One solution to this problem discussed by the Committee was the establishment of a police communications board which would serve as a forum to discuss hardware/software, equipment, and compatibility issues. It was further suggested that perhaps the Vermont League of Cities and Towns might facilitate the development of such a group. Upon further discussion it was suggested that perhaps a Public Safety Commission should be established. The Commission would be advisory with a subcommittee structure -- one subcommittee might focus on police communications and/or crime statistics.

Captain James Candon, Support Services, VSP, then made a presentation which focused on the Vermont Crime Information Center (VCIC). VCIC is responsible for: serving as the statewide repository for criminal history records (including a computerized master name index), mugshots, fingerprints, and investigation reports; providing access to the National Crime Information Center database; tracking missing persons; serving as the repository for statewide arrest warrant information; coordinating the VLEIS system and publishing the Vermont Crime Report; and operating a 24-hr dispatching center. A discussion following Captain Candon's remarks indicated concerns about several issues. Some members of the Committee were concerned that diversion and expungement removed offenses from a person's record. The lack of fingerprint submissions from arresting agencies was discussed as a major impediment to positively identifying defendants. Committee solutions to this problem ranged from taking blood samples from all convicted defendants to digital fingerprint systems installed in the courthouses.

Max Schlueter, Ph.D., Director of the Vermont Center for Justice Research discussed the role of the Center in the state's data and research network. He explained that the Center was the state's criminal and juvenile justice research agency. Where most agencies collect data for management information purposes, the Center analyses those databases to answer a variety of policy related questions from the legislature, criminal justice agencies, the media, and the public. The Center also undertakes major research efforts which are published monthly in the **DATALINE** research bulletin.

Schlueter also reported on a criminal history audit that the Center was undertaking on behalf of VCIC. The purpose of the audit is to ascertain the completeness and accuracy of criminal records as well as to identify problems in the record submission and recording system. He emphasized the lack of fingerprint submissions as being a major obstacle for accurate criminal records systems and for research which requires the positive identification of defendants.

Several questions were asked by members of the Committee as to the type of data collected by the Center. During the discussion it was noted that the name of the sentencing judge was not part of the Center's database. The Committee requested that the Criminal Justice Council to address this issue.

Robert Squires from the Court Administrators Office discussed the Judiciary's record system. With the exception of Essex County, the court has a computerized data collection system in each district court.



The computer system is used primarily for docketing and recording purposes. However, hard copy case files are still maintained. Squires reported that the court's database could be electronically transferred to other agencies (e.g., Center for Justice Research). He stressed the need for common data definitions to be used by all criminal justice agencies. He also indicated that the state needed an offender based tracking system which would allow agencies to determine where a case was in the system from arrest to discharge.

Michael Griffes, Commissioner, Department of Motor Vehicles, briefly discussed the DMV record system. He indicated that the DMV system uses a person's drivers license number as the ID number. DMV is currently completing a single client file which will include information on license, registration, and driving record. Mr. Griffes indicated that in Vermont picture IDs on the license were optional. He was joined by other members of the Committee when he suggested that such a practice is a problem for proper identification and facilitates license and other types of fraud.

Mr. Barry Davis, Department of Corrections (DOC), told the Committee that DOC was both a consumer and a producer of criminal record information. As a consumer DOC uses criminal record information to prepare pre-sentence investigations, to make release decisions, and to screen DOC job applicants. As a producer of criminal record data DOC provides prisoner status information to various law enforcement agencies. DOC is currently completing an automated transaction based system which will track all prisoner status changes (e.g. institutional transfers, furlough, work release, parole, discharge). The booking system has been automated at some of the community correctional centers. Mr. Davis reported that DOC was close to being able to electronically share its database with other agencies. Mr. Davis suggested that a lack of financial resources was a major obstacle to fully automating a system-wide, shared access, criminal justice database.

Colonel Horton and Mr. Walton presented the Committee with a rule proposal entitled, "Cost Recovery For Dispatching Services." The objective of the rule is to allow VSP to collect fees from agencies who use VSP dispatching services. Colonel Horton explained that the rule was needed because state appropriations were insufficient to support VSPs dispatching system. Mr. Stubbs reported that the members of the League of Cities and Towns were unanimously opposed to the rule. Members of the Committee discussed this problem and suggested that perhaps the more important issue focused on finding the best model for police communications in the state rather than on finding a way to fund the current VSP system.

In response to this focus, the Committee decided to ask Mr. Usher of NET to provide the Committee with a rough estimate of the costs for installing a PSAP system in the state. Parameters for the estimate would be established for NET by Mr. Torti, Mr. Walton, and Chief Searles. The estimate would include figures for a limited number of PSAPs as well as a large number of PSAPs. The Committee made it clear that the NET estimate was for discussion purposes only and did not constitute any level of commitment on the part of the state to NET to provide PSAP services in the future, nor was such a request intended to exclude any other telecommunications company from the process.

The Committee concluded its deliberations for the day with the decision to focus its efforts during the next meeting on the issue of police communications.

The next meeting will be held on November 9, 1992, at 8:30 a.m. in the State House.



**EXHIBIT D**



## PUBLIC SAFETY 2000 STUDY COMMISSION

November 9, 1992

Present: Representative Ken Harvey (Co-Chair), Senator Richard Mazza (Co-Chair), Representative John Freiden, Representative John Murphy, Paco Aumond, James Coon, Joseph Estey, Josh Fitzhugh, Mike Griffes, Jeri Martinez, Brian Searles, Donald Stubbs, Tom Torti, Timothy VanZandt, and James Walton,

Recorder: Max Schlueter, Vermont Center for Justice Research

The meeting was called to order at 9:00 a.m. and the minutes were accepted with revisions.

**Enhanced 911:** Mr Douglas Dapice, Associate Director of New England Telephone (NET), reported to the Commission that it was impossible for his company to provide the members with an estimate for a E-911 system. He indicated that pricing out a E-911 system is a complicated process which requires considerable additional information regarding the system configuration, related hardware and software etc.. He suggested that the Department of Public Service had established two subcommittees to look into developing and costing out a statewide E-911 system.

Mr. Dapice went on to indicate that in 1991, NET had developed a E-911 rough estimate for the Department of Public Safety. There are three primary cost components for a E-911 system: database, network, and PSAPs. The cost of the database and the network was estimated at that time to be a \$2.5 million initial charge and a \$70,000 per month operation and maintenance charge. A two-position PSAP would be approximately \$50,000 plus a \$200 - \$300 per month operation and maintenance charge. The number of PSAPs would depend on the type of system adopted for Vermont. Mr. Dapice indicated that the actual cost of installation would likely be reduced because of the technological advances in the equipment which are expected in the near future.

Mr. Dapice indicated that the development of the database was the most labor intensive aspect of the installation. A database is necessary if the address of the caller is to be automatically displayed on the terminal for the call taker. Development of the database requires that a unique location be identified for each telephone customer. Location can be identified by either a street address or grid coordinates. It was estimated that there were 310,000 telephone customers in the state. Approximately 4% - 6% of households do not have telephones (5,000 to 10,000 households).

Developing and updating the database is complicated by the fact that approximately 50% of households do not have street addresses and approximately 40% of telephone lines shift customers each year. Statewide implementation is problematical because some towns are served by independent telephone companies which may not have switches which are compatible to NET switches.

**E-911 and Dispatching:** Members of the Commission stressed that dispatching and E-911 are two very different services. The E-911 system must be seen as an enhancement rather than as a replacement of the current dispatching system. Because E-911 is an enhancement, it will cost more than the existing system. Some savings in the communications system may be realized by consolidating some dispatching centers. However, the E-911 system itself will not generate savings.

The interrelationship between E-911 and dispatching can be seen in the following example. When a caller dials 911 their call will go to a PSAP. At the PSAP a call taker will collect the requisite information from the caller and then pass the call to the appropriate local dispatcher. It is the local dispatcher who will assign a police officer to the call and direct them to the proper location.





Local dispatchers are a critical element of the police communications system of which 911 is only a part. Dispatchers are important because they can provide police with valuable local site information. Local dispatchers are also required to handle non-emergency calls, maintain records, and provide a variety of administrative services for the local department. For example, in August of 1992, South Burlington Police Department dispatchers handled 24,000 calls -- only 1700 (7%) were 911 calls -- 50% of the 911 calls were not true emergencies.

**Administration of E-911 in Vermont:** Members of the Commission suggested that, assuming redundancy issues could be resolved, a statewide E-911 system could be installed for Vermont with only one PSAP. The suggestion was made and discussed as to whether it would be appropriate for local communities to establish regional PSAPs if they were willing to pay for all or part of the costs. No firm conclusions were reached on this point.

On the subject of administration of the E-911 system, four different models were proposed:

1. It was suggested that the Department of Public Safety could be the agency to assume responsibility of the system since it already maintains a statewide communication infrastructure. Representatives of local law enforcement agencies concurred in this recommendation. A Division of Communication, separate from the Vermont State Police, could be established within the Department of Public Safety to administer and coordinate the E-911 system.
2. A second option involved contracting with a private sector organization to provide both the installation and daily operation of a E-911 system. The Center for Justice Research reported that a thorough search of the professional literature did not yield any jurisdictions where private sector employees were operating E-911 systems. Though there are ample sites where civilian employees are serving as E-911 call takers, these workers are employed by a police or other public agency.
3. Another suggestion focused on a single administrative unit that would administer the entire police communication system statewide -- E-911 and dispatching. In effect there would be no locally administered or funded dispatching. Dispatching would be a regional system administered and funded by the state. The statewide administration might take the form of a subcommittee of a broader "Law Enforcement Support Agency" whose function would be to provide support services (e.g., crime lab, criminal records) to local police departments. This agency would be controlled by a commission of representatives from the constituent police departments and the public. Local input to the commission is imperative if there is to be a reduction in turf battles and the development of a unified approach to dispatching. Local input would also be an asset for insuring adequate appropriations for communication services. In addition to overseeing the system, the commission would be responsible for developing standards for police dispatchers.
4. A fourth model proposed a decentralized system similar to the present dispatching system with no advisory commission or statewide administration.

The discussion then focused on the advisability of a commission or a Division of Communications within the Department of Public Safety. One example cited involved the rule proposed by the VSP to recover charges from local police departments for whom they dispatch. If the state had a commission in place currently, it could be charged with the responsibility for developing a fee structure for dispatching services provided by the VSP. Because of the complexity of the administrative and financial issues posed by this new policy and the need for the input of local agencies, the commission approach might have been more successful than the rule making strategy which has created some controversy.



Another example cited to support the notion of a commission comprised of local representatives was the effort to consolidate police dispatching in Chittenden County. If a commission existed it is likely that a consolidated county-wide dispatching system could be developed. The key point is that local departments are unwilling to discontinue local dispatching, regardless of the cost savings, if they cannot be guaranteed that they will have input into the administration of the consolidated system. The input would be provided through local department representation on the commission.

**Future Directions For The Commission:** The Commission then reflected on the record of its proceedings and the direction of future meetings. It was suggested that the Commission had covered a number of issues but it was unlikely that it could complete its broad mission in the two additional sessions that were remained. Representative Harvey suggested that perhaps the Commission could be renewed if additional deliberations were necessary to fully address the issues which had been discussed by the Commission.

It was suggested that the Commission focus its efforts exclusively on the topic of communication systems and methods for administering them. The Commission agreed that its emphasis during the next meetings will be upon developing a model for a statewide communication system. The discussion of the financial implications of such a model will be secondary to the goal of developing the model.

**Next Meeting:** The next meeting of the Commission was scheduled for November 30, 1992, beginning at 8:30 a.m.. The focus of the session will be upon: 1) a model for a support services commission to assist local departments; and 2) standards for accreditation of police departments



**EXHIBIT E**



## PUBLIC SAFETY 2000 STUDY COMMISSION

November 30, 1992

Present: Representative Ken Harvey (Co-Chair), Senator Richard Mazza (Co-Chair), Representative John Freiden, Senator Althea Kroger, Representative John Murphy, Paco Aumond, Albert Elwell, Joseph Estey, Josh Fitzhugh, Mike Griffes, Jeri Martinez, Brian Searles, Donald Stubbs, Tom Torti, James Walton, and William Wright

Recorder: Max Schlueter, Vermont Center for Justice Research

The meeting was called to order at 9:00 a.m. and the minutes were accepted.

**Accreditation of Police Departments:** Searles introduced the discussion by reporting that the state currently certifies police officers through the Vermont Criminal Justice Training Council but has no standards for police departments. The certification or accreditation of police departments is the next logical progression in the process of insuring a standard level of law enforcement professionalism and service to all Vermonters. The recommendations of the Grafton Conference included specifying minimal standards for all departments. Several departments in the state are moving in the direction of national accreditation.

Captain Lee Graham, South Burlington Police Department, made a detailed presentation on the accreditation standards of the Commission on Accreditation for Law Enforcement Agencies (CALEA), a national, nonprofit, law enforcement accreditation organization. Established in 1979, CALEA was created through the cooperation of a number of national law enforcement agencies and is currently governed by 21 commissioners elected to represent law enforcement agencies and the public. The CALEA standards mandate or recommend policies in 924 specific areas of police operations. The precise nature of the policy is left to the discretion of the individual department.

The CALEA accreditation process includes: 1) application; 2) the completion of an agency profile questionnaire; 3) a self-assessment by the police department; 4) an on-site assessment of the department by an outside accreditation team; and 5) Commission review. There is a charge for the accreditation service that is based on the size of the agency. The accreditation is given for a 5-year period and yearly reporting is required to maintain the accreditation in the interim.

At the national level, approximately 250 out of 16,000 (1.6%) law enforcement agencies are currently fully accredited. Another 1,000 agencies (8%) are in the process of accreditation. There are no accredited local police agencies in Vermont. However, South Burlington, Essex, Colchester, and Burlington are working with a police accreditation coalition in New Hampshire to explore accreditation issues. The VSP support the notion of accreditation but estimates that the costs of accreditation would be in the hundreds of thousands of dollars. The only accredited New England state police agency is Connecticut.

As the Grafton Conference concluded there is a wide variety of levels of law enforcement services provided throughout the state. Members of the Commission suggested that the people of Vermont have an interest in having all police departments perform at some minimal level throughout the state. It is important to ensure police competency and accountability to professional standards of behavior. Article 5 of the Constitution does give the legislature oversight responsibility for the regulation of police services.

The accreditation process essentially encourages a department to review and modify or create new policies which are consistent with good police practice. As such, the benefits of accreditation include: 1) reduced liability; 2) increased potential to prevail if a law suit is filed; 3) increased morale among





officers; 4) increased community pride in the agency; 5) increased safety; 6) a greater commitment to professionalism; and 7) national recognition.

The disadvantages of accreditation include: 1) application costs; 2) increased operation costs incurred as a result of compliance to new standards; and 3) the level of difficulty for small departments to become accredited. A major impediment for small agencies is the accreditation standard which requires part-time officers to receive the same training as full-time officers. Both the cost of training parity as well as finding applicants who would be able to attend a 12-week academy is the root of the problem for small departments that must rely on part-time officers for coverage.

The Commission then proceeded to discuss the cost-benefit of accreditation. The following points were made:

- . Beyond the application fee, the time devoted to reviewing and developing standards is essentially the responsibility of police administrators and probably should not be looked upon as an additional expense.
- . The legislature could create a fund to support local department accreditation application fees, thus reducing the cost of the accreditation process for small agencies.
- . Many of the standards recommended by CALEA do not result in increased operating costs but may in fact save money by reducing liability risks (e.g., pursuit policies).

The Commission then discussed a number of alternatives to the CALEA accreditation process:

- . Developing minimal standards for Vermont police agencies. The state would provide financial incentives for local agencies to comply with the standards.
- . A model could be patterned after the Chiefs of Police Association of Vermont's manual of standards which has been distributed to all local police departments and serves as a guide for policy development for chiefs.
- . A graduated system of accreditation could be developed based on the New Hampshire model which is based on different levels of standards ranging from minimal standards to national CALEA accreditation standards.
- . The Criminal Justice Training Council could expand its mission to include the development of minimal standards for police departments which are consistent with the needs of the state and the resources of local departments.

After some discussion, members of the Commission supported the notion of having the Council, in association with representatives from all levels of policing and the public, develop both a set of minimal standards for police departments and a set of role definitions for police agencies throughout the state. The proposed standards and role definitions together with an administrative plan would be presented to the Commission in 1993.

**Police Officer Training Standards:** Aumond made a brief report on the Vermont Criminal Justice Training Council. Established in 1968, the Council sets both the minimum requirements for admission to the police academy and the course of study for all sworn officers. Through the Police Academy, the Council provides a 12-week training program that leads to certification. The Academy also offers a 40-hour course for part-time officers and a series of in-service training programs. The Council is a twelve-



member board comprised of user agencies and two public members. Unlike a Peace Officers Standards and Training Commission (POST), the Council does not deal with professional codes of conduct.

If the Council did deal with professional conduct it would be given the responsibility of investigating charges of unprofessional conduct brought against Vermont police officers. Such a change in mission would require legislative authorization and additional personnel. Currently the State Police have their own internal affairs division to investigate complaints made against troopers. The report of the investigation is referred to an advisory board for final action. Local departments use similar procedures. It was reported that in some cases, local departments have difficulty in finding impartial investigators. In these cases, investigators from the state police, state's attorney, or Attorney General's office may be utilized.

**Part-time Police Officers:** Currently many departments in Vermont utilize part-time officers. The question was raised as to the level of competency of part-time officers given that they receive approximately 168 hours of training prior to certification as opposed to the 670 hours of training required of full-time officers prior to certification.

Some members of the Commission expressed the concern that the use of part-time officers created potential liability issues for departments. Other members indicated that the limited resources of small municipal and sheriff departments necessitated the use of part-time officers. The point was made that though there is a trend in other states to use increased numbers of part-time officers, these officers tend to be supervised by a full-time officer or are assigned to less critical tasks.

It was suggested that the state ought to be exploring ways to utilize public spirited citizens who are willing to work in law enforcement as either part-time paid or volunteer officers. The key issue for many members of the Commission, however, was not the use of part-time officers per se, but the use of part-time officers in an unsupervised capacity.

**Commission Recommendations:** The Commission discussed both the substantive nature of its recommendations and the form of its recommendations. Though members were undecided about the focus of their recommendations the following topics were mentioned:

- . standards for police departments.
- . the issues surrounding part-time officers.
- . dispatching and 911 services.
- . continuation of the Commission.
- . endorsing the Grafton Conference recommendations.

On the topic of the form of the recommendations, there was discussion as to whether the Commission should attempt to draft legislation as opposed to merely issuing a report which is likely to have limited impact.

It was concluded that the Center for Justice Research would review the minutes and abstract the recommendations that had made by the members during the course of the meetings. A draft list of recommendations will be distributed by the Center to the co-chairs and to Fitzhugh prior to the next meeting. Members of the Commission were encouraged to formulate their own set of Commission recommendations prior to the next meeting.

The next meeting was scheduled for December 17th at 8:30 a.m.. It was agreed that the first segment of the meeting would be devoted to comments from the public.



**EXHIBIT F**



Public Safety 2000 Study Commission

January 4, 1992

Present: Representative Ken Harvey (Co-Chair), Representative John Freiden, Representative John Murphy, Paco Aumond, James Coons, Albert Elwell, Josh Fitzhugh, Michael Griffes, Jeri Martinez, Brian Searles, Tom Torti, Timothy VanZandt, and James Walton

Recorder: Alan Stahl, Vermont Center for Justice Research

The meeting was called to order at 9:00 AM.

Josh Fitzhugh reported that he had authored the draft of the final report that had been sent to the members of the Commission. It was based upon the minutes of the meetings and his notes.

Initial discussion was with regard to 911 and E-911. A member was concerned that there were existing dispatching centers that satisfactorily served their communities and there would be reluctance to move to E-911. Another member pointed out that the thrust of the document was to provide 911 ability statewide and that to do that, a move to E-911 was necessary. It was reviewed that there should be at least one Public Safety Answering Point (PSAP) and then any number of local dispatching centers. Only 911 calls would go to the PSAP and then routed directly to the local dispatcher with critical call information already on the screen. It was added that the pass-off time of 911 calls, from PSAP to dispatcher, was 13 seconds in Rhode Island.

Chittenden County was studying an existing E-911 PSAP in an area of New Hampshire with 108 dispatching entities and a population of 130,000. The PSAP had annual expenditures of \$550,000 compared to \$1.5 million currently spent by Chittenden County Police Depts.

With regard to personnel, new staff would be needed for each PSAP and all would need special training.

Following this discussion, members of the Commission reviewed the recommendations made in the draft of the final report.

**Recommendation #1: The State should encourage greater coordination and consolidation of police dispatching.**

Members felt that it was important to stress that significant savings could be realized through consolidation. Fewer dispatching centers would result in fewer personnel necessary for staffing and a reduction in the cost of equipment.

A discussion of the proposed number of dispatching centers followed. There are currently 34, 24-hour dispatching centers and while members agreed that fewer would be needed, they were not comfortable recommending a specific number.

It was agreed that the proposed Division of Communications suggested in the draft would be more appropriately called the Division of Telecommunications and Information Support Services. Further, it was suggested that language be added to clarify that it was the purpose of the proposed Division to provide advice and support to regional dispatching centers.





Language was added recognizing that there will be a cost to the proposal but savings would be realized over time. Money could be available through a mechanism such as the Municipal Equipment Loan Fund.

**Recommendation #2: The State should encourage the development of an enhanced 911 (E-911) system.**

It was pointed out that E-911 allows you to disregard telephone exchanges that could improperly route emergency calls to another police department and accept calls from outside that 911 area. It was noted that during the rash of fires in South Burlington recently, no 911 calls were received by the South Burlington Police Department. All calls went to either the Burlington or Shelburne because of the telephone exchange. Additionally, some areas of the state, because of the telephone exchanges, can not get 911 service.

Douglas Dapice, a representative of New England Telephone, commented that they are currently conducting a survey to assess the specific needs of communities throughout the state. He further noted that technically everything that has been discussed is possible. The only remaining hurdle to address is the issue of identifying the location of the caller through street address or grid coordinates.

It was agreed that the recommendation should be reworded to be more directive. "The State should develop an enhanced 911 (E-911) system" was the language proposed to indicate the commitment of the Commission to the concept of E-911. It was also agreed that the recommendation should address the benefits of the system for fire and emergency medical service as well as for the public. Other wording modifications were also agreed to.

A discussion then followed concerning the notion that advocating rapid E-911 response was contrary to the community policing model which stressed proactive rather than reactive policing. It was suggested that, though proactive policing is an important law enforcement strategy, the goal of E-911 was to provide a minimum level of reactive service to the residents of Vermont.

On the subject of PSAPs, the Commission concluded that even though one PSAP was technically sufficient for a statewide E-911 system, there were too many additional variables to consider before they could recommend any specific configuration of PSAPs. One member suggested that there should probably be at least two PSAP's to provide uninterrupted service in the event of a disaster.

**Recommendation #3: The State should move toward minimum standards for law enforcement departments.**

Wording revisions to the recommendation included clarifying that the vast majority of law enforcement officers receive their certification as a result of training by the Criminal Justice Training Council at the Vermont Police Academy. The balance of the first paragraph with regard to the certification of law enforcement agencies was reworded.

It was also agreed that the Criminal Justice Training Council should develop policies and procedures for Vermont police agencies and that they should propose a series of progressive levels of certification from minimum standards to national accreditation. The reference to New Hampshire was to be deleted.



**Recommendation #4: The State should insist upon greater compatibility of criminal records.**

It was noted that Computer Aided Dispatching enhances record keeping and the collection of Uniform Crime Report (UCR) data. The Department of Public Safety computer is now technically capable of interfacing with many other, but not all other computer systems. The Vermont State Police will do the data entry for police agencies without an automatic record-keeping system if they use the new Public Safety form. Agencies that invest in a CAD system that is compatible with the State will automatically have access to other information in that database. It was pointed out that crime data from 1991 was not complete because of technical incompatibility between some local police agencies and the State.

There was a discussion of the merits of and the differences between an Incident Based Reporting System and an Offender Based Reporting System. It was pointed out that there needs to be a determination of what the needs in Vermont are and then decide how to go about it. Since the development of a system will require a financial commitment, several members cited the importance of a legislative directive that coupled financial support with compliance to the determined guidelines.

**Recommendation #5: The Commission's life should be extended to permit further examination of the issues discussed at the Grafton Conference and listed in the Joint Resolution.**

Members felt that there were many issues that needed further discussion and that a permanent group should be established by the Governor for that purpose. However, until that time, the Commission should remain active. Among issues that need to be discussed include:

- . long range planning.
- . crime prevention.
- . community-based/proactive policing.
- . resources for law enforcement.
- . disparity in the compensation of law enforcement officers.
- . E-911 issues, specifically the number of PSAP's that should be established.
- . data collection and analysis systems
- . drug control and prevention strategies.

The Center for Justice Research agreed to edit the draft report based on comments made by members during the meeting. The staff will circulate another draft among the members for comment and final editing. The final draft of the report will then be circulated for members' signatures.



## GOVERNOR'S LAW ENFORCEMENT STUDY COMMITTEE

### OVERVIEW OF THE ISSUES

Law enforcement services in Vermont have been the subject of numerous studies and discussions for the past two decades. Both the executive and legislative branches have devoted time and energy in their attempts to "fix" perceived problems. There are those who argue that law enforcement has few advocates within the state. However, it could be argued with equal conviction that law enforcement has had, and continues to have, many who perceive themselves to be advocates. More accurately it should be said that the results produced by these advocates are lacking from an "insiders" point of view.

A quick review of these studies would be instructional:

- o IACP: Comprehensive Review of Police Services
- o 1969: Deane Davis: Reorganization of the Executive Branch
- o 1974: Police Services in Vermont: GCAJ
- o Snelling Plan: Agency of Public Safety
- o 1982: Clavelle Report on the Role of Sheriffs
- o 1987: State Police Manpower Report
- o 1988: Joint Legislative Report on the Office of Sheriff
- o 1989: Profile of Municipal Police Departments
- o 1990: Grafton Conference on Public Safety 2000
- o 1992: Legislative Summer Study Commission(Harvey Committee)
- o 1993: Governor Dean's Study Committee on Law Enforcement

These studies spoke to strikingly similar recommendations. To paraphrase those themes:

- o There needs to be clarity of purpose amongst law enforcement entities
- o Adequate resources must be afforded
- o Training and standards must be improved so that all citizens can feel secure in their level of enforcement.
- o Turf battles must be eliminated so that police agencies can focus on their primary mission



- o Community and legislative support must be garnered
- o A "model of service" must be adaptable to changing times

The smallest publication on the matter is the Report of the Nineteenth Grafton Conference. However, in its brevity, it is remarkably cogent in highlighting major factors facing Vermont enforcement agencies today and in the future. A few quotes are extrapolated for reference.

1. "Public Safety services have grown... with little concern for organization, priorities, efficiency, cost-effectiveness or possible duplication of services..."
2. "...by open, self-critical admission..., there remain many turf problems..."
3. "Police services in Vermont are frustrated by:...the more unsavory aspects of small town politics..."
4. "One discussion group identified... infrastructure erosion..."
5. "Vermont ranks 46th in the nation in state expenditures (per capita) for police and corrections..."
6. "...the old cult of "local control" is breaking down in Vermont... the way is being paved for a broader, more regional approach to local police organization"

The Grafton Report noted one positive trend towards better coordination amongst agencies. It found that "interagency cooperation has improved in recent years because of collegiality...The lack of resources has also required more inter-departmental cooperation to get the job done."

Regretfully, an honest appraisal must certainly conclude that the fiscal strains of the past three years have erased many of the strides noted by Grafton. In some areas of the state open animosity exists between agencies. The worst case scenario of agencies racing to a crime scene to see who can get there first has come true. Departments openly acknowledge that competition for program expansion opportunities are not primarily based on that which is "right" for the citizens but on that which can garner the most money for the department.

While it has been pointed out in several forums that advocacy groups do not exist for law enforcement one must ask the question "why should they". If the system is so fragmented and torn by infighting, mistrust and the like who would sign on to champion the "cause". The "cause" cannot be intelligently or uniformly articulated. Instead of looking outward perhaps we should analyze our own culpability.





The citizens of the state have a right to deserve better from their police agencies. Fully cognizant of the fact that neither state nor federal nor private nor grant dollars will be increasing in the near future, the leaders of law enforcement in Vermont must come together to restructure their efforts in more positive ways. Old paradigms do not work. In order to develop those positive advocacy groups which we all believe are needed, law enforcement leaders must be clear, consistent and progressive. We should not, again, find ourselves in a position where financial crisis forces us to react in the absence of a construct.

To that end, the Governor has asked that we move beyond words to action. A repackaging of old ideas, concerns, complaints and wish-lists will not suffice. We are challenged and charged to step off into new territory. Solutions exist within the group. The question is whether or not we have the foresight to present them.



Joint resolution relating to the Public Safety 2000 summer study commission

Offered by: Representatives Freidin of New Haven and Murphy of Ludlow

Whereas, the first Article of the Vermont Constitution declares that among the rights of the inhabitants of Vermont are "...the enjoying and defending life and liberty ...protecting property, and pursuing and obtaining happiness and safety ...", and

Whereas, the fair, effective, and efficient delivery of law enforcement services is essential to the protection of the rights enumerated in the first Article of the Vermont Constitution, and

Whereas, changes in demographics and the nature of crime are creating new and increasing demands on law enforcement agencies, and

Whereas, it is in the public interest to examine the provision of law enforcement services in Vermont to identify ways to improve the fair, effective, and efficient delivery of those services, and

Whereas, the members of the Public Safety 2000 study commission devoted a great deal of time and effort during the summer and fall of 1992 studying these issues and the context in which they must be addressed, and

Whereas, time did not allow for an examination of particular issues beyond the scope of E-911 and dispatching, and

Whereas, it is essential that the pressing problems of the law enforcement community be resolved and that the Public Safety 2000 study commission be continued to conclude its unfinished task, now therefore be it

Resolved by the Senate and House of Representatives:

That a joint study committee, to be known as the Public Safety 2000 Study Commission, be created consisting of three members of the House appointed by the Speaker and three members of the Senate appointed by the Committee on Committees; and such of the following who may wish to participate: the Attorney General; the Commissioner of Public Safety; the Commissioner of Motor Vehicles; the Executive Director of the Department of State's Attorneys and Sheriffs; the Director of the Criminal Justice Training Council; a State's Attorney nominated by the State's Attorneys Association; a sheriff nominated by the Vermont Sheriffs Association; two Chiefs of Police nominated by the Chiefs of Police Association of Vermont; the Commissioner of Liquor Control and the Commissioner of Fish and Wildlife; Legal Counsel to the Governor; and two members of the public appointed by the Governor. The first meeting shall be called by the Governor's Legal Counsel. A chair and vice-chair shall be elected from among the legislative members at the first meeting, and be it further

Resolved: That the Commission is charged with the following duties:

(1) taking an inventory of state, county and municipal criminal justice resources, including personnel and equipment, and developing a plan to make certain that those resources will meet public safety needs anticipated in Vermont by the year 2000; and

(2) assessing the training requirements which are necessary for full and part-time law enforcement officers at the state, county and municipal levels to meet state and community needs for public safety by the year 2000, and be it further

Resolved: That the primary administrative support shall be provided by the Vermont Center for Justice Research, with such other assistance from other agencies, departments or bodies of state government, including the Criminal Justice Center, the Legislative Council and the Joint Fiscal Office, as the Commission shall request, and be it further

Resolved: That the Commission shall meet no more than eight times, and for attendance at those meetings, the legislative members of the Commission shall be entitled to compensation for services and reimbursement of expenses as provided by 2 V.S.A. § 406, and except for those members of the Commission who are serving ex officio, members of the Commission shall be paid by the Department of Public Safety in accordance with the provisions of 32 V.S.A. § 1010 and shall additionally receive expenses for food and mileage as are paid state employees, and be it further

Resolved: That the Commission shall submit its recommendations, including funding priorities, to the Speaker of the House, and the President pro tempore of the Senate and the Governor, by January 15, 1994.



# Journal of the House

WEDNESDAY, APRIL 21, 1993

At nine o'clock and thirty minutes in the forenoon the Speaker called the House to order.

Devotional exercises were conducted by the Speaker. On motion of Rep. Sheltra of Derby, the Speaker's opening prayer, composed by Rep. Baker of Randolph, was ordered printed in the Journal:

"I would like to invite those of you who care to participate to please rise for a moment of quiet reflection, each in your own way, each in your own words, for a world united in peace. Let us bow our heads."

## Message from Senate

A message was received from the Senate by Mr. Marshall, its Assistant Secretary, as follows:

Mr. Speaker:

I am directed to inform the House that the Senate has considered a bill originating in the House of the following title:

**H. 542.** An act relating to an appropriation to the legislature for the 1993 session; And has passed the same in concurrence.

## Bill Referred to Committee on Ways and Means

### H. 541

House bill, entitled

An act relating to equalizing teacher compensation and removing some of the tax burden on residential property owners by funding education through a variety of taxes;

Appearing on the Calendar for notice, affecting the revenue of the state, under the rule, was referred to the Committee on Ways and Means.

## Joint Resolutions Referred to Committee

### J.R.H. 50

Reps. Freidin of New Haven and Murphy of Ludlow offered a joint resolution, entitled

Joint resolution relating to the Public Safety 2000 Summer Study Commission;

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Whereas, the first Article of the Vermont Constitution declares that among the rights of the inhabitants of Vermont are "... the enjoying and defending life and liberty ... protecting property, and pursuing and obtaining happiness and safety ...", and

Whereas, the fair, effective, and efficient delivery of law enforcement services is essential to the protection of the rights enumerated in the first Article of the Vermont Constitution, and

Whereas, changes in demographics and the nature of crime are creating new and increasing demands on law enforcement agencies, and

Whereas, it is in the public interest to examine the provision of law enforcement services in Vermont to identify ways to improve the fair, effective, and efficient delivery of those services, and

Whereas, the members of the Public Safety 2000 Study Commission devoted a great deal of time and effort during the summer and fall of 1992 to the study of these issues and the context in which they must be addressed, and

Whereas, time did not allow for an examination of particular issues beyond the scope of E-911 and dispatching, and

Whereas, it is essential that the pressing problems of the law enforcement community be resolved and that the Public Safety 2000 Study Commission be continued to conclude its unfinished task, now therefore be it

Resolved by the Senate and House of Representatives:

That a joint study committee, to be known as the Public Safety 2000 Study Commission, be created consisting of three members of the House appointed by the Speaker and three members of the Senate appointed by the Committee on Committees; and such of the following who may wish to participate: the Attorney General; the Commissioner of Public Safety; the Commissioner of Motor Vehicles; the Executive Director of the Department of State's Attorneys and Sheriffs; the Director of the Criminal Justice Training Council; a State's Attorney nominated by the State's Attorneys Association; a sheriff nominated by the Vermont Sheriffs Association; two Chiefs of Police nominated by the Chiefs of Police Association of Vermont; the Commissioner of Liquor Control and the Commissioner of Fish and Wildlife; Legal Counsel to the Governor; a representative of the Vermont League of Cities and Towns; and two members of the public appointed by the Governor. The first meeting shall be called by the Legislative Counsel. A chair and vice-chair shall be elected from among the legislative members at the first meeting, and be it further

Resolved: That the Commission is charged with the following duties:

(1) to identify public safety needs and policing requirements anticipated for Vermont by the year 2000 and beyond. The Commission shall consider at least the following matters: white collar and electronic crime; demographic changes; and the professional skills, training, and certification of public safety personnel;

(2) to identify methods to improve the cost effectiveness and organizational efficiency of crime prevention and law enforcement;



(3) to develop initiatives and a plan for their implementation to enable Vermont to meet identified public safety needs anticipated in the year 2000 and beyond in a fair, effective, and efficient way, and be it further

Resolved: That the Commission shall have available to it the services of the Legislative Council and Joint Fiscal Office, and be it further

Resolved: That the Commission shall meet no more than eight times, and for attendance at those meetings, the legislative members of the Commission shall be entitled to compensation for services and reimbursement of expenses as provided by 2 V.S.A. § 406, and except for those members of the Commission who are serving ex officio, members of the Commission shall be paid by the Department of Public Safety in accordance with the provisions of 32 V.S.A. § 1010 and shall additionally receive expenses for food and mileage as are paid state employees, and be it further

Resolved: That the Commission shall submit its recommendations, including funding priorities, to the Speaker of the House, the President pro tempore of the Senate and the Governor, by January 15, 1994.

Which was read and, in the Speaker's discretion, treated as a bill and referred to the Committee on Rules.

#### J.R.H. 51

The Committee on Ways and Means offered a joint resolution, entitled  
Joint resolution relating to Vermont Venture Capital Fund;

Whereas, one of the factors limiting economic development and job growth in Vermont is the limited availability of investment capital for the creation of new, and the expansion of existing, Vermont businesses, and

Whereas, this impediment to the development and expansion of Vermont businesses adversely affects the economic welfare of all the people of Vermont, and

Whereas, to help correct this situation, the General Assembly in 1986 authorized the establishment of the Vermont Venture Capital Fund to make capital investments in new and expanding Vermont businesses, and

Whereas, to encourage the investment of private capital in the Vermont Venture Capital Fund, this General Assembly established income tax credits for investors who contributed the first \$3 million of capitalization to the fund, and

Whereas, 10 V.S.A. § 283 requires the Vermont Venture Capital Fund to invest in Vermont firms an amount equal to or greater than the capitalization eligible for the income tax credit, and

Whereas, the Department of Taxes has allowed income tax credits of 50% on \$2.83 million of capitalization of Vermont Venture Capital Fund, and

Whereas, the Vermont Venture Capital Fund has invested only \$671,000 in Vermont firms, and



Whereas, the then Bishop of the Roman Catholic Diocese of Vermont, the Most Reverend Louis DeGoesbriand, held a strong belief in quality education that did not impinge on the community's religious beliefs and which inspired the parishioners of Sacred Heart Church in Bennington and its spiritual leader, Reverend Charles E. Prevost, to initiate an elementary school, and

Whereas, the first class, taught exclusively in French and consisting of 20 students, was held on September 1, 1891, and whereas, the school's first students were taught under the capable direction of a lay teacher, Philomene (Beaulieu) Benoit, and

Whereas, in 1892, the school was expanded to accommodate 120 students and the Sisters of St. Joseph began their long and proud association with the school, and

Whereas, the school, through the efforts of both Bishop Joseph Rice and Reverend Joseph A. Campeau, moved into a modern brick and stone building in 1928, and

Whereas, the school's curriculum and faculty over the past century have developed an enviable record of educational achievement, and

Whereas, the school, under the guidance of its principal, Mr. David Estes, and the current parish pastor, Reverend Robert Brennan, continues to strive for the highest academic standards, and

Whereas, the entire Sacred Heart community is celebrating this very special centennial on Saturday, April 25, 1992, with a dinner at Mt. Anthony Country Club which will be attended by many dignitaries, now therefore be it

Resolved by the Senate and House of Representatives:

That the General Assembly congratulates the Sacred Heart School in Bennington for serving its community with educational distinction for 100 years, and extends best wishes for a second century of academic success, and be it further

Resolved: That the Secretary of State be directed to send a copy of this resolution to Reverend Brennan and Mr. David Estes.

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NO. R-170. JOINT RESOLUTION RELATING TO PUBLIC SAFETY 2000 SUMMER STUDY COMMISSION. (J.R.H. 141)

Offered by: Representative Harvey of Hyde Park, for the Committee on Transportation.

Whereas, the first Article of the Vermont Constitution declares that among the rights of the inhabitants of Vermont are "...the enjoying and defending life and liberty ... protecting property, and pursuing and obtaining happiness and safety ...", and

Whereas, the fair, effective, and efficient delivery of law enforcement services is essential to the protection of the rights enumerated in the first Article of the Vermont Constitution, and

Whereas, rapid changes in demographics, population, the nature of crime and other aspects of society impose significantly increasing and different demands on law enforcement agencies, and

Whereas, it is in the public interest to examine the provision of law enforcement services in Vermont to identify methods of enhancing the fair, effective, and efficient delivery of those services, now therefore be it

Resolved by the Senate and House of Representatives:

That a joint study committee, to be known as the Public Safety 2000 Study Commission, be created consisting of three members of the House appointed by the Speaker and three members of the Senate appointed by the Committee on Committees; and such of the following who may wish to

participate: the Attorney General; the Commissioner of Public Safety; the Executive Director of the Sheriffs and State's Attorneys Department; the Director of the Criminal Justice Training Council; a sheriff nominated by the Vermont Sheriffs Association; a State's Attorney nominated by the State's Attorneys Association; two Chiefs of Police nominated by the Chiefs of Police Association of Vermont; the Commissioner of Liquor Control and the Commissioner of Fish and Wildlife; Legal Counsel to the Governor; and two members of the public appointed by the Governor. The first meeting shall be called by the Legal Counsel; a chair and vice-chair shall be elected from among the legislative members at the first meeting, and be it further

Resolved: That the Commission is charged with the following duties:

(1) To examine the organization, priorities, efficiency and cost-effectiveness of law enforcement services to the citizens of Vermont;

(2) To identify methods for enhancing the goals of crime prevention, protection of citizens, response to crimes, and solution of crime;

(3) To identify methods for enhancing the professionalism of law enforcement personnel and organizations;

(4) To develop plans for the implementation of such initiatives as the Commission in its judgment believes would enhance the capacity of law enforcement to fairly, effectively, and efficiently protect Vermont citizens, and be it further

Resolved: That the primary administrative support shall be provided by the Governor's office, with such other assistance from other agencies, departments or bodies of state government, including the Criminal Justice Center, the Legislative Council and the Joint Fiscal Office, as the Commission shall request, and be it further

Resolved: That the full Commission shall meet no more than six times, and for attendance at those meetings, the legislative members of the Commission shall be entitled to compensation for services and reimbursement of expenses as provided by 2 V.S.A. § 406, and be it further

Resolved: That the Commission shall solicit input from groups and organizations interested in the subject and from the general public and shall hold at least one public meeting, after providing ample public notice, and be it further

Resolved: That the Commission shall submit its recommendations to the Speaker of the House, the President pro tempore of the Senate and the Governor on or before January 15, 1993.

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NO. R-171. JOINT RESOLUTION RELATING TO FINAL ADJOURNMENT. (J.R.S. 82)

Offered by: Senator Gannett of Windham County.

Resolved by the Senate and House of Representatives:

That the President of the Senate and the Speaker of the House of Representatives adjourn their respective Houses sine die on the 26th day of April, A.D., 1992.

