

A SURVEY
OF POLICE SERVICES IN
CHITTENDEN COUNTY, VERMONT

Field Operations Division
INTERNATIONAL ASSOCIATION
OF CHIEFS OF POLICE



FOREWORD

This report is the result of a survey of the police agencies in Chittenden County, Vermont, by the International Association of Chiefs of Police. The study was initiated as a result of the agreement signed on August 28, 1969, by Quinn Tamm, Executive Director of the IACP, and the Honorable Deane C. Davis, Governor of the State of Vermont. The survey stemmed from discussions between IACP staff and Mr. David Fonseca, Jr., Executive Director of the Chittenden County Regional Planning Commission.

The field work was conducted in October and November 1969. During that period and the following months, consultants analyzed the material and data collected in the field and drafted the comprehensive study. The report is a synthesis of the best contemporary principles and practices in police administration and has been designed to meet the specific needs of the Chittenden County law enforcement agencies.


The following IACP consultants participated in the field work for this study and in the preparation of the report:

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We wish to thank the Executive Director of the Chittenden County Regional Planning Commission, the sheriff of Chittenden County, the police chiefs of the law enforcement agencies in the county, and their staffs for their cooperation and sincere interest in the project. Certainly this cooperation is a demonstration of the desire to combine resources in an attempt to improve the quality of law enforcement in Chittenden County.


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INTRODUCTION

Section 1 - Survey Scope and Methodology

The survey agreement between the International Association of Chiefs of Police and the State of Vermont provides for a study of police services in Chittenden County, Vermont, and recommendations in the following areas:

- Crime and police problems, and community attitudes and resources.
- Administrative and management procedures, particularly as they relate to police planning, direction, control, and fiscal management.
- Personnel management programs including training.
- Operational procedures.
- Records and management procedures and attendant information systems.

The survey was conducted for the specific purpose of developing prerequisites and requirements for the establishment of a regional law enforcement agency, and the development of an organizational structure for such an agency. This report includes a detailed description of the appropriate subunits of the proposed structure.

The survey methodology involved:

- The collection and orderly arrangement of data and information concerning the organization, administration, and operation of the various police agencies in Chittenden County.
- Analysis of that data.
- Formulation of recommendations to develop the proposed regional law enforcement agency.

Preliminary visits were begun in October, 1969, and fieldwork was completed in November, 1969. During the course of the survey, consultants conducted extensive interviews with police executives and subordinate members and employees of the departments in Chittenden County. They observed personnel at work in offices and in the field. Hundreds of documents and reports were reviewed, and other studies were initiated to generate additional data. Following analysis of the information in the field and at IACP headquarters, the staff developed its written report through research, conferences, and comparisons with their personal experiences as survey consultants and police executives.

This report is the result of an objective and analytical study of the law enforcement problems of Chittenden County. The guidelines and recommended changes contained in this report are intended to be constructive. The discussions concerning poor procedures and administrative and operational deficiencies should not be interpreted as criticism of specific individuals; they are included only for the purpose of achieving improved performance, effectiveness, and efficiency. If, on the other hand, the study were directed towards the identification of strengths and accomplishments, our report would perhaps be excessively voluminous and disloyal to its fundamental purpose.

Consultants were impressed with the willingness to change and the eagerness to improve exhibited by the many officials and community leaders they met. The formation of the Chittenden County Regional Planning Commission, the law enforcement study conducted by the commission, and the request for the IACP to survey county law enforcement arrangements all reflect a progressive attitude and desire to improve. We hope government officials and community leaders are aware that lasting improvement of a police operation take time, effort, patience and funds.

Section 2 - Characteristics of Vermont

Vermont is divided into western and eastern sections by tree-covered mountains which extend the length of the state and from which the State's name is derived—"Vert Mont"—the French words meaning green mountain. More than three fifths of the state is forest land.

Vermont is essentially rural, with more than half of its 422,000 inhabitants living in farm areas. Vermont ranks 47th in population (only Wyoming, Nevada and Alaska are less populated) and has only five communities of more than 10,000 persons. Like other New England states, industry is its chief economic activity, centering around food processing and the manufacture of machinery and machine tools, and stone, wood, and paper products. But unlike the rest of New England, farming accounts for more than a quarter of the value of all goods produced.

The tourist industry developed at the turn of the century and continues to grow. Thousands of tourists and vacationers are attracted to this truly beautiful state of mountains, forest, and lakes (333 square miles of inland water). Skiers alone spend 40 million dollars annually in the state.

There are only a few hot days during Vermont's short summer; the winters are long and cold (average January temperature is 19 degrees, with 70 inches of snowfall annually).

It is not surprising in this rugged land that its people are independent, conservative, thrifty, and self-sufficient. Their respect for freedom and individual rights is innate and traditional. As an independent republic, 14 years before statehood, Vermont's first constitution in 1777 forbade slavery and gave all adult males the right to vote without regard to race, religion, or ownership of property. The state motto is "Freedom and Unity."

Towns are the focal point of local government. Vermont towns are geographic districts that may include several communities and large rural areas under one government. There are about 238 towns and eight cities in Vermont with local governments. Approximately five towns have no governments because of the small number of inhabitants. Town voters gather each March to enact laws, approve budgets, elect officials and discuss and decide other matters of public concern. Town meetings allow citizens direct participation in government. This is the purest type of participatory democracy.

Cities in Vermont utilize the mayor-council or council-manager form of government. Any charter changes in cities must be submitted to the state legislature for approval. Vermont counties have little in the way of formal government structure; they restrict themselves almost exclusively to judicial matters. Incorporated villages often exist within towns and have their own governments.

Chittenden County

Chittenden County is named after Vermont's first governor, Thomas Chittenden. It is located at the western edge of the state, for the most part in the Champlain Valley. It extends east to the Green Mountains and borders on Lake Champlain in the west.

Chittenden County is the most populous county in Vermont, with 98,527 inhabitants, an increase of 32.4 percent over 1960.¹ It is believed the population will reach 132,000 in 1980 and 161,000 by 1990. This projected growth is of immense significance to law enforcement in the county. Burlington is the county seat and the largest city in Vermont, with about twice the population of the state's second largest city. Chittenden County's 532 square miles are politically subdivided into 15 towns, 2 cities, 2 incorporated villages, and 1 gore.²

Approximately 85 percent of the county's total population is concentrated in seven communities, all of which support local police departments of their own. It is on these seven communities and their law enforcement systems that we have focused the majority of our attention.

¹1970 Census of Population, U. S. Department of Commerce, Bureau of Census, Preliminary Reports.

²An unorganized land area administered by the State of Vermont.

Section 3 - The Seven Communities

The seven communities with police departments are all located in the western portion of Chittenden County. They are:

- Milton
- Colchester
- Winooski
- Essex Junction
- Burlington
- South Burlington
- Shelburne

These communities comprise roughly one-third of the land area of Chittenden County and are inhabited by 78,627 people. Population density is approximately 440 persons per square mile, the highest in Vermont. Land use ranges from urban to rural. The communities contain Vermont's most productive industrial area. Both the International Business Machine Corporation and the General Electric Company conduct operations in the area. Vermont's first television station (WCAX-TV) began broadcasting in Chittenden in 1954.

Each community has its own type of government—from a mayor-council form in Winooski to a village president and board of trustees with an appointed village manager in Essex Junction.

The Chittenden County Regional Planning Commission was formed in March 1966 under authority of Vermont statutes. The current authority of the commission is found in the Vermont Planning and Development Act of 1968. The purpose of the commission is to conduct research and prepare plans for solving problems of a regional nature affecting the several political subdivisions in the county. The commission is supported by 18 political subdivisions; only Buell's Gore is not represented.

³This and ensuing population data taken from the document previously cited published by the Department of Commerce.

A countywide law enforcement survey was included in the commission's first-year program. A law enforcement study committee was established with members from all law enforcement agencies operating within Chittenden County.

The commission was organized for three main purposes:

- To develop programs and provide solutions to areawide problems that transcend individual towns or boundaries.
- To provide professional and technical advice and studies to help individual towns develop governmental and private programs to meet their growth and development problems.
- As the only governmental planning agency representing all communities in Chittenden County, to serve as a medium for coordination between member municipalities in the efficient and economic solution of joint problems.⁴

While it is not an official statement of policy, the study does purport to be a survey of present law enforcement agencies in the Chittenden region.

Section 4 - Police Resources

At the time of the survey, there were 137 full-time officers and civilian employees engaged in law enforcement work in Chittenden County. These personnel are distributed among seven separate and independent police agencies. Only two agencies, the sheriff's office and the Vermont State Police, have countywide enforcement powers. The sheriff is involved mainly in the areas of civil process serving and prisoner transportation. Because of personnel and budget restrictions, the sheriff does not perform extensive basic law enforcement functions. The state police, by state law and their own policy, are reluctant to perform enforcement work within the confines of any jurisdiction which supports a full-time police department. Therefore, their major efforts are directed to rural areas and to highway patrol activity.

Each of the seven community police forces is burdened with the problem of insufficient personnel to provide adequate full-time service. A few of the departments are involved in nonrelated police functions, such as painting lane markings and center stripes on highways and streets. Because the departments operate independently of one another, there is no central records facility for the area and no clearinghouse for warrants or wanted persons. In addition, crime pattern forecasting is almost nonexistent.

⁴ Prospectus Chittenden County Regional Planning Commission, Chittenden County Law Enforcement Study, Phase I, July 18, 1968, Revised March 25, 1969.

Like most American communities, Chittenden municipalities have reacted to area development and increased population and complexities by establishing new and independent police forces (three new departments since 1967). Strongly motivated by the concept of local autonomy, these communities create their police service within the existing political framework. They are established on an as needed basis rather than on a planned basis. Since the need usually arises before a community is large enough to support an adequate police department, many operational and administrative deficiencies are the natural result. The cost of sustaining a police department is often overlooked in the enthusiasm of its creation. Most police departments are underfunded in their formative years, and thus, they are also understaffed, poorly trained, and inadequately equipped. With these serious drawbacks prominent at the very beginning, it is not surprising that the development of police departments suffers from a lack of public support. In light of these facts, Chittenden County public leaders are to be complimented for their efforts in studying the law enforcement system and their willingness to adapt it to the needs of their growing region.

The police departments have already laid some groundwork toward consolidation by buying vehicles through a central purchasing office and sharing dispatching services. In addition, the state has set up a law enforcement training school operated under the supervision of a training council. Although consolidation of support services fills the void for many smaller agencies, in other operational and administrative areas and functions, cooperation among the several police agencies in Chittenden County is lacking. There are no mutual aid pacts, nor are recruiting efforts and personnel benefits coordinated by the various departments. No machinery has been established for a formal exchange of information on a routine basis, there is no regional roadblock plan, and most departments do not exchange crime or traffic statistics. The chiefs feel that because most departments are on the same frequency, no exchange is necessary. Most of the interrelationships among the enforcement agencies in Chittenden County are based on the foundations of expediency and personalities.

The police departments of the towns and cities under study range in size from a staff of three to a staff of 64. Per capita police costs range from \$2.91 in Milton to \$18.94 in South Burlington. The City of Burlington was the first to establish a police department (1867); Milton has the most recently established department (1968). As stated, each department operates within its own jurisdiction and independent of the others. Nevertheless, there is said to be a high degree of cooperation among many, especially in the functional areas of communications services and training.

Milton

At the town meeting in March 1968, the town voted to authorize a police department and appropriate funds for its creation. Beginning with one man in May 1968, the town now has three sworn officers and one civilian clerk. The department's headquarters are in the Town Hall, although much of the work is done from the chief's home, and some of the records are kept there. The department has one police car and radio equipment using a frequency shared with the Fire Department, the town ambulance and the Vermont Electric Company. All officers are uniformed, and the majority of the work performed is in the area of patrol and traffic enforcement. The town of Milton covers an area of 43 square miles and has an estimated population of 4,394 people. Police service costs each inhabitant \$2.91.

Colchester

The town of Colchester has a population of approximately 8,634 people and covers an area of 34 square miles. The Colchester Police Department was established in 1967 and consists of three sworn personnel and one civilian dispatcher. The department has its own radio equipment, one police cruiser, and its own police building which is neat, clean, and attractive. Operating on a budget of \$34,930, its per capita cost to the community is \$4.05. As in Milton, most of the police work consists of patrol and traffic enforcement.

Winooski

The city of Winooski has an area of approximately one square mile and a population of 7,196 people. Its police department was organized in 1923 and is presently staffed with eight sworn officers and two civilian dispatchers. Its annual budget is \$63,831, representing a per capita cost of \$8.87. It has a police employee to population ratio of 1.8 per thousand. The department has a full-time dispatching service operated by two civilian dispatchers and one policewoman. Police headquarters is in the basement of City Hall. The department operates one police cruiser, although the chief of police uses his own car when required.

The department is organized into three shifts and all personnel are uniformed. Its personnel consist of one chief, one lieutenant, two acting sergeants, one policewoman, three patrolmen, two dispatchers, three school-crossing guards, and three part-time dispatchers. About three years ago, the chief and his personnel raised the necessary funds to purchase needed radio equipment. Prior to that time, the department utilized a citizens' band frequency.

Police personnel have also remodeled their offices and have installed a darkroom for processing film. The department keeps records of accidents and traffic summonses, records complaints, and maintains case files of criminal activities, each with its own separate index filing system.

Essex Junction

Essex Junction has the highest per capita costs for its police service of the seven communities. Its area encompasses 3.8 square miles, with a population of 6,430 persons. It supports a police department with a total of 11 personnel, two police cruisers, and its own radio equipment at a per capita cost of \$12.74.

The Essex Junction Police Department was established in 1917. In the past year it has experienced a major personnel change—the chief of police and six patrolmen were replaced. The department has adequate headquarters facilities on the first floor of Lincoln Hall.

The department has its own radar unit. During the periods when no dispatcher is on duty, the State Police provides the service for Essex Junction.

Burlington

The Burlington Police Department is the oldest and largest in the county. Established in 1867, it has a total of 64 employees—of which 51 are police officers and 13 are civilians. The city of Burlington has the largest population (38,266) of any political subdivision in the county. It has a police employee population ratio of 1.67 per thousand population, and a per capita cost of \$9.78. The Burlington Police Department budget in 1969 was \$374,345. This department offers a full range of police services and is organized into a Patrol Division, Records Division, and Detective Division. Although salaries in Burlington are competitive with other departments in the area, the force is usually below strength. The Detective Division, with a complement of six investigators, is short two men.

The department has an adequate headquarters building (a recently remodeled two-story brick structure), and operates seven cruisers. The department is staffed with one chief, 13 supervisory personnel, 37 patrolmen, six clerks, six metermaids, and one custodian. In addition, there are 25 police auxiliaries who serve without compensation when needed.

The Burlington Police Department is the only one in Chittenden County which administers to its recruits a written test, an oral and physical examination, a polygraph test, and a medical examination. Although its recruiting program is sound and is the area's most publicized, this department is experiencing difficulties in keeping its ranks filled. In 1965, the standards for employment were relaxed by accepting recruits up to 40 years of age, as well as nonresidents of Burlington.

South Burlington

South Burlington, with 9,982 inhabitants, has a police department of 15 personnel. It employs a chief, four supervisory personnel, eight patrolmen, one detective, and one clerk. The department recently moved its headquarters from two rooms in the Town Office Building to a rented, one-story wooden building. The voters recently rejected a proposal to construct a new police and fire building. The department operates six cruisers, and has its own radios on the same frequency as Winooski, Essex Junction, and Colchester. Per capita costs for police service is \$13.94.

Shelburne

The Shelburn Police Department was established in 1967 and is staffed with one chief and two patrolmen. Shelburne has a population of approximately 3,725 people and a per capita cost for police service of \$9.11. The department is housed in the Shelburne Town Hall. It has its own radio equipment and one police cruiser. The dispatching service is provided by the South Burlington Police Department on a contract basis (\$5,000 yearly).

Sheriff's Department

The Sheriff's Department operates within the confines of Chittenden County. Headquarters is located in the County Courthouse in Burlington. The sheriff is a constitutional officer with arrest powers and full jurisdiction in law enforcement matters. The sheriff's full-time staff consists of six bonded deputies whose principle functions are to serve civil process and transport prisoners and State Hospital patients. The sheriff has used his authority to appoint approximately 224 deputy sheriffs in Chittenden County. These are not full-time personnel, but are called on a need basis and are employed for various duties such as directing traffic, handling special events, acting as flagmen on construction and road projects, and so forth. The security force of the General Electric Company and campus guards have been appointed deputy sheriffs. This was done as a courtesy to give the guards arrest authority.

The sheriff traditionally maintained and operated the county jail, but he is no longer charged with this duty. This function was assumed by the State of Vermont on April 1, 1969.

Another function of the sheriff's office is to assign deputies to patrol highways on certain holidays and at other times on the authority of the attorney general. The deputies are paid \$2.50 per hour for highway patrol and \$.08 per mile for the operation of their automobile up to 160 miles per day.

The sheriff also has an 18-man unit which performs patrol and traffic enforcement activities. The special deputies in the radio patrol have equipped their personal automobiles with radios, sirens, and blue lights and have furnished themselves with uniforms, arms and other equipment from their personal funds. Members of the radio patrol are hired out to commercial concerns for special events (such as those mentioned previously) when police service may be needed. The requesting company or person makes arrangements for their services with the sheriff; the men performing this type of duty are currently paid \$3.50 per hour.

Chittenden County is no exception to the universal practice of vesting law enforcement powers in a sheriff. The popular image of the sheriff was cast in the American West where the sheriff held sway for a generation or more, personally engaging in such law enforcement activities as rounding up cattle thieves and leading mounted posses. He was the embodiment of the Anglo-American concept of civil police. Being an elected official with police powers, he also personified authority which was vulnerable to popular control. Although this era in the history of the sheriff has come to an end, the glamour lingers on, and the present-day sheriff who performs his prosaic functions is often envisaged in the popular mind against this composite background of high official rank, vigorous action, and personal glory.⁵ Time and political and social changes (particularly the transition

⁵Bruce Smith, Police Systems in the United States, (New York, Harper & Bros).

from a rural to a highly industrialized, densely populated society) have rendered the concept ineffective. In Chittenden County, the sheriff's principle duties as an officer of the court result in his office being involved in general law enforcement duties at times, transportation of prisoners and inmate occasionally, and in serving civil processes.

With full recognition of the peace-keeping powers of the sheriff and acknowledging the existence of a large group of part-time deputies, we have concluded that the sheriff's office is primarily concerned with the service of civil process.

State Police

The Vermont State Police was organized in 1947. Its Chittenden County location is at Fort Ethan Allen. The office is staffed with approximately 20 sworn personnel and seven clerk-dispatchers. The staff includes one lieutenant, one sergeant, three corporals, 11 troopers, one safety officer, three detectives, and seven civilians. The State Police patrol the highways, enforce criminal law, and do investigative work; but as stated earlier, their activities are confined for the most part to areas without organized police departments. They are, however, willing to assist any of the agencies which may call upon them for service. In addition, the Vermont State Police operates a police patrol boat on Lake Champlain in the summer. They perform enforcement, safety, and rescue work.

Section 5 - The Crime Problem in Chittenden County

Accurate and detailed reporting and recording is a major responsibility of any police agency. A closely related function is that of measuring the effectiveness of the forces committed to suppress and solve crime. It is difficult to bring the crime problem of Chittenden County into clear focus for purposes of assessment because of existing deficiencies in the records management programs of most of the police departments studies.⁶

Crimes must be recorded to be counted. Firm decisions cannot be made on the basis of incomplete information. If information is incomplete, decisions must be questioned. Decisions relating to manpower needs cannot be made with accuracy and become the product of intuitive judgment rather than "hard" data.

Careful reporting, recording, and tabulation of each offense in accordance with established standards regarding crime definitions and classifications are prerequisites of a dependable assessment of the crime problem. We have elected to use existing data for

⁶At the time of the survey fieldwork, only two agencies had developed crime reporting and recording programs which conformed to requirements of the FBI Uniform Crime Reporting program. Others were either failing to report and tabulate accurately or were just initiating a system.

the state of Vermont because the data illustrates trends. The Chittenden area is the most urbanized, and conclusions drawn from state computations would almost certainly apply to this region.

An examination of the Uniform Crime Reporting statistics pertaining to Vermont leads us to believe that the crime rate, although not high in terms of volume in the Chittenden area, is increasing.

The number of Part I offenses (murder, and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny \$50 or over, and auto theft) have risen 58.06 percent in Vermont in the five-year period from 1964 through 1968.⁷ Table 1.1 illustrates the increases in numerical terms. The table indicates a 4.78 percent reduction in these offenses in 1968 as compared to the 1967 figures. However, the reduction occurred in crimes against property. Crimes of violence increased significantly, with the exception of murder which showed a slight reduction. Table 1.2 depicts the index of crime (total of the seven named offenses known to police) per 100,000 population in Vermont for the year 1968. As can be seen, there was a steady increase in the totals from 1964 through 1967, followed by a reduction in 1968. However, in the same year, crimes of forcible rape, robbery, and aggravated assault increased. Table 1.3 compares the index of crime in Vermont with the U. S., the New England states, and selected states with similar population figures. The crime experience in Vermont was considerably lower than the U. S. as a whole, the Northeast, and the selected states. It is presumed that Chittenden County, which has the highest concentration of population in Vermont, bore the brunt of this reported criminal activity.

Section 6 - Conclusion

As indicated, IACP consultants visited every police department in Chittenden County. The operational procedures and administrative systems of the agencies as well as area crime problems and population characteristics were analyzed. After careful consideration and evaluation of all the factors bearing on the question of regionalization, we have arrived at the conclusion that consolidation of police services is feasible and would result in better, more effective law enforcement in Chittenden County.

The remainder of this report is devoted to a discussion of the advantages of consolidation and a plan for its implementation.

⁷ The U.S. as a whole experienced a 21.5 percent increase in crimes for the same period. New England experienced a 104.5 percent increase.

TABLE 1.1

PART I OFFENSES
STATE OF VERMONT
1964 - 1968

	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>
Total Offenses	2,101	2,300	2,814	3,480	3,321
Murder and Non-Negligent Manslaughter	2	2	6	13	11
Forcible Rape	24	26	28	18	31
Robbery	13	18	16	8	26
Aggravated Assault	50	43	30	47	89
Burglary	1,064	1,286	1,733	2,156	2,093
Larceny (over \$50)	542	536	528	717	709
Auto Theft	406	389	473	521	362

Source: Crime in the United States, Uniform Crime Reports, Washington, D. C.,
Federal Bureau of Investigation, 1968.

TABLE 1.2

CRIME RATES PER 100,000 POPULATION
STATE OF VERMONT
1964 - 1968

<u>Year</u>	<u>Population</u>	<u>Total Index Crimes</u>	<u>Murder, Non-Negligent Manslaughter</u>	<u>Forcible Rape</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>Auto Theft</u>
1964	409,000	513.7	.5	5.9	3.2	12.2	260.1	132.5	99.3
1965	397,000	579.4	.5	6.5	4.5	10.8	324.0	135.0	98.0
1966	405,000	695.6	1.5	6.5	4.0	7.4	428.4	130.5	116.9
1967	417,000	834.5	3.1	4.3	1.9	11.3	517.0	171.9	124.9
1968	422,000	787.0	2.6	7.3	6.2	21.1	496.0	168.0	85.8

Source: Crime in the United States, Uniform Crime Reports, Washington, D. C.,
Federal Bureau of Investigation, 1968.

TABLE 1.3
COMPARISON OF INDEX CRIMES¹
1968²

<u>Region</u>	<u>Population</u>	<u>Total Crime Index</u>	<u>Murder, Non-Negligent Manslaughter</u>	<u>Forcible Rape</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Burglary</u>	<u>Larceny Over \$50</u>	<u>Auto Theft</u>
United States	199,861,000	2,234.8	6.8	15.5	131.0	141.3	915.1	636.0	389.1
Northeast	48,314,000	2,482.4	4.8	11.0	173.8	118.3	977.6	705.9	490.8
Vermont	422,000	787.0	2.6	7.3	6.2	21.1	496.0	168.0	85.8
Delaware	534,000	1,943.4	7.7	12.7	101.7	75.7	820.4	516.1	409.2
Wyoming	315,000	1,346.0	6.3	8.9	12.4	60.6	545.1	575.9	136.8
Idaho	705,000	1,147.8	2.3	8.4	11.8	51.1	470.6	485.5	118.2

¹ Vermont with U. S., six New England states, and three additional states

² Source: Crime in the United States, Uniform Crime Reports, Washington, D. C., Federal Bureau of Investigation, 1968.

II

POLICE OPERATIONS IN CHITTENDEN COUNTY

Section 1 - Organization and AdministrationOrganizational Structure

Of the police agencies in Chittenden County, only one—the Burlington Police Department—is of sufficient size to warrant the development of a formal organization chart. Other agencies are invariably organized by grouping personnel into functional areas and, wherever possible, into three duty shifts. Specialization is limited, with only the Burlington and the South Burlington Police Departments providing investigative services. Only the Burlington Police Department has found it necessary to establish specialized components within its structure. However, a small measure of specialization was noted in the establishment of records units in two of the smaller agencies.

The organizational structure of the Burlington Police Department is basically satisfactory in that the chain of command and lines of responsibility are delineated, specific tasks are identified, and a reasonable span of control is maintained. There are, however, some deficiencies which bear mentioning and which can be corrected with relative ease. In some instances, department entities have no unit designations. For example, the position of line captain is apparently intended to identify the field operations function which includes both uniformed and investigative personnel.

The records function, an administrative function, the traffic function, and a line operation are grouped under the heading of Staff Captain. This same improper grouping of staff and line functions is repeated by including the Identification Section (a staff function) in the investigative unit.

The other agencies, as indicated, are not large enough in terms of personnel and specialized functions to warrant formal organizational structures.

Internal Control

Few agencies in the county have developed procedures for handling disciplinary problems and internal investigations. The only way to insure consistency in the treatment of all situations is to develop strict rules, regulations, policies, and procedures governing

the administration of disciplinary processes and internal controls. Capricious application of disciplinary procedures and internal controls destroys employee morale, confidence in supervisors, and in the long run, the agency itself.

The basis for the establishment of disciplinary procedures for municipalities in Vermont is found in Chapter 49 of the Vermont statutes which stipulates that:

Whenever it appears that the appointing authority by his own knowledge or when informed by a written petition, signed by one or more responsible persons, that any regular officer has become negligent or derelict in his official duty, or is guilty of conduct unbecoming an officer, the appointing authority shall set a date for hearing before the legislative body upon complaint, and shall give at least seven, and not more than fifteen days notice to the accused officer, stating particularly the complaint of the charge against the officer and the time and place of hearing. The legislative body may suspend such officer pending a hearing.

The statute also provides that a disciplined officer has the right to counsel and that he may also waive his right to a hearing. In addition, the officer may have the hearing removed from the jurisdiction of a legislative body and appear before a district court in the territorial jurisdiction of the municipality by which the officer is employed. The decision of the court is binding upon the legislative body. The legislative body has the authority to suspend an officer without pay for a period not to exceed 60 days. A protective clause in the statute indicates that any officer found not guilty by the court or legislative body shall receive pay accrued during the period of suspension. An officer enjoys the protection of the statute after one year with the employing jurisdiction.

Inspections functions are conducted by the line commanders in the two larger departments. The size of the agencies precludes the establishment of an inspections unit. The proposed consolidated structure does provide for one, however.

The Police and the Community

Only the Burlington Police Department has a formal community relations program. Of the agencies surveyed, only one other indicated any particular need for such a program. In the proposed regional structure we strongly recommend the establishment of such a unit.

Fiscal Administration

Of the seven departments, the Burlington Police Department has the most sophisticated fiscal operation. The size of the other agencies precludes the development of a budgeting program of the type we recommend for the proposed regional organization.

Fiscal matters are handled by the heads of the various police departments with assistance from other city officials.

Fiscal administration is the heart of management, and the proposed structure has included in it a Fiscal and Property Management Section which will be responsible for the development of fiscal planning systems and financial operations.

Research and Development

The agencies are not of sufficient size to justify the establishment of a unit specializing in research and development operations. Operations analysis is conducted to some extent in the larger agencies on the basis of expediency rather than according to a planned, well-developed administrative system.

The consolidation of the various agencies in the county will permit the establishment of a unit to conduct such administrative operations.

Internal Communications Systems

Only the Burlington Police Department has a formal internal communications system. For the most part, policies and procedures are communicated orally and are not committed to writing. In all but the smallest agencies, a chief executive cannot possibly direct every activity without the assistance of periodic conferences with subordinate commanders and the use of written directives. Written directives define policy, procedures, and rules and regulations of the organization. They are intended to clarify the objectives of the department and its subordinate elements. This kind of direction can only be accomplished by the use of policy guidelines, manuals, and written orders.

The lack of clearly delineated, well-written and thoroughly documented policy and procedural statements is a hindrance to the obtainment of operational and administrative goals.

Section 2 - Personnel Administration

Any personnel administration system must be clearly founded in law (either local or state) which delineates recruitment and selection procedures, promotional systems, evaluation programs, disciplinary and appeal procedures, and many other personnel matters. In Chittenden County police agencies, the personnel systems are founded on state law and are often supplemented by local legislation. Charters granted by the State empower city units of government to employ policemen. The smaller towns have the same authority, but their personnel administrative systems are either nonexistent or at such a primitive stage of development as to be ineffective.

U.S.A. Title 24, Chapter 49, Section 1931 delineates the legal basis for the appointment of police officers throughout the state. The statute stipulates that all police officers shall be sworn members of the department and shall hold office unless removed for cause. In addition, state law stipulates that tenure is conferred upon police officers after they have served continuously for one year in that jurisdiction. Section 1939, of the same chapter contains procedures to be used in appointing chiefs of police in Vermont. Responsibility for the implementation of state statutory requirements and personnel administration policies lies primarily with the chief executive officer in the local jurisdiction.

This section of the report is devoted to a discussion of existing personnel administration procedures in the several law enforcement agencies throughout Chittenden County. We feel that this is of paramount importance, since the personnel administration process is a vital part of the agency's ability to provide efficient police services. Inadequate personnel administration will inevitably deter the orderly professional development of an agency.

The personnel management functions in all of the county agencies under study are the sole responsibility of the individual departments. The performance of these functions range in quality from satisfactory to very poor. The poor rating is assigned to the smaller departments, and almost without exception, is the result of understaffing and the lack of knowledgeable personnel management techniques. The personnel administration system of the Burlington Police Department is more advanced than those of the smaller departments.

Recruiting Procedures

Of the agencies surveyed, only the Burlington Police Department conducts recruiting programs on a continuing basis. All other departments recruit as vacancies occur. With the exception of Burlington, recruiting efforts are not extensive; they consist primarily of advertisements placed in local newspapers and personal referrals. In contrast to the nationwide trend, the Essex Junction Police Department enjoys both a full personnel complement and a waiting list of prospective recruits. Unlike the larger departments, the smaller agencies have little or no difficulty filling their authorized positions. The quality of manpower is commensurate with the salary and responsibility conferred by the various positions. The larger agencies have had difficulty in remaining at authorized strength, a problem not unique to Chittenden County. Indeed, this problem will probably continue indefinitely.

Chittenden County police agencies have a realistic attitude concerning residence requirements; they have not established artificial barriers to the recruitment of qualified personnel.

A major deficiency in the present recruiting program is the lack of a consistent effort to attract candidates with college training or college degrees. Plans for recruiting college personnel should be developed immediately. Such recruitment should be directed

specifically to colleges and universities which offer law enforcement programs. Even though none of the agencies recognizes college training in their promotional examinations, higher education should be listed as desirable both at the entrance level and in subsequent positions. This is a projection for the future, however, since current pay levels are not sufficiently high to attract college-trained individuals.

Selection Standards

For the most part, selection standards in the agencies are uniform. A minimum entrance age of 21 years is prevalent in all departments except one in which the minimum entrance age is 25 years. Most departments have established age 35 as the maximum, although some will make exceptions to this limit. Minimum height requirements are generally established in the 5'7" to 5'9" range, with no maximum height limitations. Weight is generally required to be in relation to height. Vision correctable to 20/20 is established as the entrance standard in all agencies. Most chiefs agree that there should be a point of visual deficiency at which applicants would be disqualified; however, they were undecided about what that point should be.

All agencies require a minimum of a twelfth grade education or a high school GED equivalency. Only three departments employ written entrance examinations. The others rely on oral interviews conducted by the chief and, in some instances, by the chief and the town manager. One chief set up an oral interview board composed of the elected town officials; however, it was decided that this method was no more effective than the chief's judgment alone. All agencies require physical examinations (preferably a medical examination by a doctor), a background investigation conducted in most instances by the chief, and one or more oral interviews. No department requires a psychological or psychiatric examination to identify those with emotional problems, and only the Burlington Police Department uses the polygraph in the applicant selection process. Probationary periods of one year are required by all departments except Burlington and South Burlington which have a six-month probationary period. Although we do not recommend its use in all instances, the polygraph should be used to resolve borderline cases and as an investigative aid in conducting background investigations.

In general, an applicant's acceptability in smaller towns is largely dependent upon how badly the town needs a police officer at the time. The entire selection process in the smaller towns is highly informal. Personnel administration programs, if they can be termed as such, are the product of individual value judgments, even personal whim. The departments have failed to recognize that modern police service (even in small jurisdictions) is most complex, involving socially significant problems which demand a high level of intelligence and training for recognition, analysis, and solution.

Promotion practices in the larger agencies are generally based on seniority and on selection by the head of the agency. Some have indicated their intention to use performance ratings, written and oral interviews, or some combination thereof, in determining future promotions.

Advanced training and higher education apparently play no part in the promotional process. Existing systems may in fact actually restrict educated people from rapid advancement. Traditionally, many personnel systems have tended to ignore the role of education in the promotional process. This obstruction could be overcome by creating exempt positions and staffing them with the most qualified individuals.

Salaries

Salary schedules vary in proportion to the financial resources of the establishing authority and its sentiments toward the police. The variety of tax bases and structures, the economic level of residents, and the presence of commercial and industrial establishments all have a direct bearing upon a community's ability to compensate its police officers on an acceptable scale.

There is no uniformity in the development and application of salary scales in the various agencies throughout Chittenden County. We cannot comment on the salary schedule of Burlington, since the department declined to furnish the information. However, in the remaining six agencies, patrolman salaries ranged from a low of \$112 per week to a high of \$144 per week. This variation applies throughout the ranks and includes the heads of agencies. Examination of the maximum salaries paid patrolmen discloses, with one exception, that all are close to or exceed the median salary paid in the northeast region of the United States in cities of 10,000 to 25,000 population. Despite this apparently favorable salary base, it should be noted, that in the Burlington-Chittenden County area, property values and other living expenses are somewhat higher than in other areas of Vermont and New Hampshire. County officials should conduct extensive studies in conformance with modern salary administration principles to devise salary schedules which are comparable to those used in progressive agencies throughout the country.

The general lack of uniformity in salary structures throughout the county and the lower salaries paid in some of the departments are the principal causes of "job hopping" between agencies. Uniform salary structures would not necessarily eliminate such mobility, but they would certainly diminish this trend.

Working Conditions and Benefits

The normal workweek is 40 hours in two departments, 44 to 45 hours in three departments, and 50 hours in another. We recommend a 40-hour week in the proposed regional agency.

Holidays

The variations in policy regarding holidays and leave time are extensive; they range from 12 paid holidays to none, and from 10 vacation days to 20 days after 10 years of service.

Overtime Compensation

Overtime compensation is paid on a regular hourly basis in four departments. In the others, time spent in court appearances and the resulting travel expenses are assumed by officers without compensation, since these appearances are, for the most part, made during off-duty time.

Obviously, the lack of funds and/or adequate personnel policies regarding overtime have an adverse effect on an officer's desire to make arrests. Since police officers have wide discretionary powers, many will avoid making arrests unless absolutely necessary. Provisions should be made for overtime compensation to be granted with appropriate administrative controls.

Uniforms and Equipment

All clothing and personal equipment (revolver, handcuffs, etc.) are issued by the agency of the officer's employ. Officers appear to be well equipped and clothed in attractive and properly fitting uniforms.

Insurance Benefits

Without exception, all agencies provide hospitalization and medical insurance benefits. Many provide such benefits at no cost to the employee, and some also include the employee's immediate family at no additional cost. In some agencies, employees are required to pay a portion of the hospitalization insurance costs. In addition, false arrest insurance is provided in most agencies at no cost to the employee.

Retirement Programs

Some form of retirement program is available in most of the agencies with county. The benefits to be attained from any retirement program depend upon the local government. One agency provides a program which in return for a three percent salary contribution made by the employee, pays a pension figured at one percent of salary per year of service. Thus, after 25 years of service, the individual would be retired at 25 percent of his salary. In other jurisdictions, pensions are handled on a year-to-year basis, subject to the desires of the elected town officials. A program such as this is actually no program at all. Most of the county agencies have pension plans of this nature.

A sound, equitable retirement program structured on a contributory basis and administered at the county level with state aid and participation would be instrumental in reducing the high job turnover rate.

Secondary Employment

Secondary employment is officially permitted by most of the departments in Chittenden County. Little control is exercised over the types and length of off-duty work. Most departments have no written directives delineating the type of acceptable outside employment or the number of hours that can be worked per week. Police departments should issue administrative orders clarifying these matters, with particular attention devoted to the elimination of possible conflicts of interest. We recommend that an officer be permitted to work no more than 16 hours per week beyond his regular hours and that certain off-duty employment, such as driving taxicabs, working in bars, and similar types of employment, be prohibited.

Personnel Records

IACP consultants did not have the opportunity to observe the types of personnel records and filing methods used by the agencies surveyed. The type of information which should be collected and maintained at one point in the department includes results of all qualifying examinations, interviews and investigation; frequently updated personnel data; property receipts; training records; health records; leave records; current photographs; and data on salaries, promotions, disciplinary action, and performance ratings.

Section 3 - Training and Education

Recruit Training

Generally, law enforcement training in Chittenden County is inadequate, although a mandatory four-week recruit training program was established by statute effective July 1, 1968. The statute requires that all newly appointed police officers receive a minimum of 150 hours of classroom instruction by accredited instructors before becoming permanent police officers. However, since this state-sponsored training, which is conducted at Norwich University, is only available once or twice yearly, newly appointed officers are required to work until the school instruction is available to them. IACP consultants were advised that despite the mandatory nature of the statute, some agencies have been delinquent in sending their newly appointed officers to receive the required training. As a result, the agencies rely heavily on on-the-job instruction and preparation. Such training is largely ineffective (1) because the trainer himself is most probably untrained (or perhaps poorly trained), and (2) there are little or no administrative controls over the program itself. The pressing need to keep all available manpower on patrol prompts administrators to avoid the four-week recruit training if possible. In addition, after an individual has filled a vacancy and performed his job for from six to nine months, it is difficult to operate without his services for the required training period.

To overcome this natural antipathy towards training, the State of Vermont and the Law Enforcement Training Council should increase the frequency of their recruit training programs so that newly appointed officers may receive the required training before they assume regular patrol responsibilities. Despite the apparent reluctance to participate in the present programs, there is wide agreement among police administrators in the county that there is a definite need for strong recruit training programs to prepare recruits for positions in police service.

In-Service Training and Advanced Training Programs

Training beyond the recruit level in Chittenden County is almost nonexistent. As an interim measure, we recommend that the Burlington Police Department, since it is the largest in the area, (1) develop extensive programs of in-service training for its own officers and (2) make these programs available for officers throughout the county.

This approach should also apply to advanced and specialized training programs. Promotional, supervisory, command, and administrative training programs are not offered in the county. Few officers have been given the opportunity to attend national training programs. For the most part, officers perform their law enforcement functions without the benefit of any formal education or special training to equip them for supervisory or managerial positions. There is a definite need to establish advanced training programs to prepare supervisory, command, and administrative personnel to assume positions of responsibility.

Section 4 - Field Operations

Patrol Operations

The greatest obstacle to effective and progressive field operations in Chittenden County is the fragmentation of police effort. This plurality of purpose, coupled with a general shortage of personnel, seriously impedes the police effort to act as a criminal deterrent.

There is an average of slightly more than one officer (1.8) per 1,000 population; however, because this police strength is divided among so many separate agencies, several areas throughout the county are not afforded patrol service on a 24-hour basis.

The patrol effort is further hindered by the vast highway distances which must be covered by patrol officers. For example, in one jurisdiction, a three-man police department patrols 65 miles of paved road, and a third patrols 72 miles of road. It is almost impossible for a single officer to provide adequate patrol service over such vast distances. Although the county's ratio of police to population slightly exceeds the

ratio of one police employee per 1,000 population which was once considered a reliable formula, this arbitrary standard, today largely discredited, is further invalidated by the size of the territory to be policed and the fragmentation of the police effort.

Law enforcement agencies in Chittenden County, with one exception, make no effort to employ scientific methods for determining the number and distribution of personnel they require. This is, however, understandable in the light of the size of the agencies. Of the seven police departments surveyed, only four have sufficient personnel to provide 24-hour service. In the few jurisdictions maintaining more than one patrol per shift, beat boundaries conform to natural boundaries.

Chittenden County law enforcement agencies fall into two general categories. The first is the small department which provides part-time police service to individual communities precluded from more effective service because of limited economic resources. The larger departments, which provide patrol services 24 hours a day comprise the second category. The major deficiency of these agencies, probably stemming from a lack of sufficient administrative support, is their failure to apply scientific techniques to determine the number and subsequent distribution of personnel to perform the primary police functions by documenting the number, type, and location of requests for police service. As a result of this failure, necessary documentation to support a request for increased personnel is lacking, although the need is reasonably certain.

Traffic Enforcement

Specialization in the area of traffic control is limited to the one agency with an enforcement unit. This is not to say, however, that traffic enforcement activities are ignored throughout the county. On the contrary, all but one of the communities provide their departments with scientific speed-measuring devices. The use of unmarked cars for traffic enforcement is not general.

Accident statistics are maintained by the Burlington Police Department; the small departments maintain no records other than files of accident reports. Since there are no records of the number and nature of accidents occurring in jurisdictions other than Burlington, it follows that there is no enforcement index—an administrative tool which is valuable in determining the enforcement effort necessary to reduce traffic accident injuries and fatalities.

Investigations

The responsibility for criminal investigation throughout the county is assumed largely by the individual departments. Of the seven departments surveyed, only Burlington and South Burlington maintain formal investigative units. In several agencies, patrol officers conduct all investigations, requesting assistance from the chief or other superior officers in the more serious cases. Only one chief indicated that he relies upon the services of the Vermont State Police to conduct felony investigations.

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Inadequate investigation of criminal cases is a serious problem within Chittenden County. Few of the local officers are trained in the techniques of evidence collection and crime scene searches. If these functions are not conducted properly, or if the evidentiary chain of custody is not correctly established, evidence collected at the scene may not be admissible in court. Of the two agencies with investigative units, only Burlington, which maintains a vice investigations unit within the Detective Division, engages in specialized investigative operations.

Section 5 - Services

Records Management

The police agencies in Chittenden County all maintain some records reflecting police activity. Few, however, have formal, efficient records management systems. Additionally, at the county level, there is no unified police information system to act as the focal point or clearinghouse for all county police agencies.

Only the largest department has a separate unit within its organizational structure which is responsible for records management activities. In the other departments, this function is usually administered by the chief, or in some instances, by another department employee on a part-time basis. A few departments combine records management activities with other functions. For example, in one department, the chief's secretary handles a substantial portion of the records, while in others, the radio dispatcher is responsible for this function.

A good records management system requires adequate space, equipment, and personnel. As previously stated, only the Burlington Police Department fulfills these requirements.

Report Forms

There are as many varieties of report forms as there are numbers of police agencies in the county. For purposes of this study, report forms are classified as one of two types:

1. Those used by a police agency for its own administrative or operational purposes.
2. Those used by a police agency for reporting selected data and information to other police agencies or interested organizations.

An agency has a substantial degree of latitude in determining the type of report forms for its own use. Form size, paper, format, and subsequent use may be influenced by the size of existing file drawers, type of report reproduction equipment, report processing facilities, and the amount and kind of information needed to satisfy local requirements. Examples of the variety of reports are those which are used to (1) reflect gasoline, oil and tire purchases, (2) accumulate information on ammunition used during a given period, and (3) schedule employee vacation periods and other time off.

Identification

Law enforcement agencies use several personal identification forms for purposes of detecting, apprehending, and convicting law violators. Basic forms of identification include (1) fingerprinting, (2) physical descriptions, (3) photographs, and (4) a description of a criminal's method of operation.

Fingerprinting. All police agencies in Chittenden County either personally fingerprint persons as required by statute or call upon the central detention facility to perform this function for them. There is little omission in the fingerprinting of felons. There are, however, a variety of practices among the several police agencies in fingerprinting other law violators. Some departments fingerprint individuals involved in serious injury motor vehicle accidents; others print all adults arrested, except those charged with motor vehicle violations; and another department takes fingerprints as "required by state law."

Distribution of fingerprint cards is almost as diverse as the procedures for taking the prints initially. Most agencies indicated that they forward copies of prints to the FBI; and one department makes no distribution whatsoever. A few agencies fingerprint persons upon their own request for civil identification. Others perform no fingerprint activity at all.

Physical Descriptions. The majority of the police agencies maintain no arrest index or case files containing detailed physical descriptions. The descriptions which are recorded are taken for the purpose of completing the information requested on the fingerprint card.

Photographs. Most of the agencies reported that they maintain photographs of arrested persons. Some agencies rely upon the regional detention facility for almost all identification purposes.

Modus Operandi (MO) Files. Only one agency reported maintaining an MO file. Of course, only a large agency could justify or afford the maintenance of such a record.

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Field Reporting

Only a few of the departments have formal field reporting procedures. In almost every instance, however, the chiefs stated that officers are required to submit a Case Report on all complaints. Since the police officer on the street exercises complete discretion as to whether a complaint will appear in a written report, it is questionable whether officers always submit a written report or whether the complaint is duly noted as adjusted in the complaint record.

Laboratory Services

All police departments must be capable of gathering and preserving physical evidence found at the scene of a crime. This capability requires trained personnel and specialized equipment. The scope of the capability depends upon the individual department. In all instances, the department must be capable of affording proper protection to the crime scene, gathering physical evidence, and charting, photographing, identifying, and preserving the specimens while retaining the legal chain of evidence. Subsequent action is dependent upon circumstances in the individual department. The department may elect to send the evidence to a city, state or federal crime laboratory, or portions of the evidence may be given to local commercial laboratories or the university laboratories for examination.

Local police depend upon the FBI, State Police, medical examiners, and state chemists for various laboratory, criminal identification, and pathological services. Although it may appear that such resources are adequate, they are not being fully utilized because:

- The majority of police officers in Chittenden County have not been sufficiently trained in techniques of physical evidence search, collection, preservation, and submission to appropriate agencies for examination and analysis.
- The absence of a local laboratory discourages police agencies from gathering physical evidence.
- The FBI Laboratory cannot service each local and state police agency on an immediate basis.
- Local police agencies do not have the necessary equipment for crime scene search.
- The lack of cameras, casting materials, envelopes, canisters, and glassware discourages local police from contributing materials for examination and analysis.

All agencies other than Burlington and South Burlington are dependent on the State Police for continuing investigations. Because of the relatively few criminal investigators available to the State Police, it is virtually impossible for them to respond immediately to calls for assistance from local authorities.

Communications

There are only two police radio frequencies in operation in Chittenden County. One serves the Burlington Police Department and the other serves five of the remaining six police agencies. These five departments can communicate with each other but not with the Burlington Police Department. The systems are not interfaced and would be inadequate in the event of a major disaster or regional emergency demanding instantaneous communications capability. Further, these independent radio systems restrict the free flow of police information throughout the county and do not serve the best interest of efficiency, safety, or economy. The relative isolation from a communications standpoint of the largest police department in the area renders cohesive, coordinated police activity throughout the county impossible. None of the agencies has any teletype equipment and therefore, no connection to the Law Enforcement Teletype System (LETS) or to the National Crime Information Center (administered by the FBI).

The Burlington Police Department operates on one radio frequency which is not shared with any other police department. The radio net consists of one base station and nine mobile radio units. Emergency power is provided to insure continual operation. In an emergency, regular patrol vehicles would be pressed into service as mobile command posts. The network is considered adequate to meet the demands placed upon it.

Other Police Frequencies. As stated, a single police frequency serves the departments in South Burlington, Winooski, Essex Junction, Shelburne, and Colchester. In South Burlington, a second or emergency frequency is available; however, it is not normally used in the operational net. South Burlington provides dispatching service for the Shelburne Department on a contract basis. Winooski provides dispatching service for the Colchester Police Department from 4 pm to 8 am daily and throughout the weekend. Until recently, Winooski operated on a citizens' band net; however, with the permission of the city officials, the department raised the funds to purchase a standard police radio communications system which was then turned over to the city.

The Milton Police Department, in existence for only 18 months, utilizes the local Fire Department radio for police communications. The chief has a transmitting unit in his home to facilitate night operations. The system is not netted with any other police agency.

The five-department network is considered by the concerned chiefs to be operationally inadequate because of excessive voice traffic. Because of distances involved and low power output, dispatchers in one jurisdiction are unable to hear communications from mobile units in another jurisdiction. As a result, base stations frequently override transmissions from the neighboring mobile units. Although to date the problem has resulted in little more than annoyance, it could result in the death or serious injury of a police officer who is unable to request assistance in an emergency situation.

Section 6 - Buildings and Equipment

Buildings

Police buildings in Chittenden County range from a new and entirely adequate structure to quarters in the basement of a City Hall or a building originally designed as a private residence and formerly occupied by a unit of the State Police. Most were not designed to accommodate a police operation and are seriously inadequate in terms of construction, location, space, lighting, and parking areas. Only one agency is planning to improve its police facility, and that improvement will result from a move into what is hopefully a more adequate existing facility, rather than from the construction of a new police headquarters.

Burlington. The Burlington Police Department is housed in a headquarters building constructed since 1960. Space is adequate, well lighted, and should fulfill the needs of the department for a number of years to come.

South Burlington. The South Burlington Police Department is housed in a converted dwelling formerly occupied by the State Police. Space and layout are hopelessly inadequate for a police agency. Because of space limitations, an extremely cluttered, unbusinesslike appearance is presented to anyone entering the facility.

Essex Junction. The Essex Junction Police Department is housed in an old building which was completely renovated three years ago. The building is clean and appears to be adequate for the purpose. Although there is space available for police vehicles alongside and in the rear of the building, there are no parking provisions to accommodate the general public.

Winooski. The Winooski Police Department is housed on the ground floor or basement level of the City Hall building. The dispatcher-information clerk sits behind a glassed-in enclosure, immediately inside the main entrance. The dispatcher is hemmed in by file and record cabinets. Although access to records is convenient, the area is extremely crowded. The remainder of the facility consists of a room used by the lieutenant and sergeants, the chief's office, a locker room, and a photographic processing laboratory. As is the case in most agencies visited, there is no provision for an interview or interrogation room. Parking is scarce.

Shelburne. The Shelburne Police Department is housed in the basement at the rear of the Town Hall. There are two entrances to the basement. There is no visual indication signifying the entrance to the Police Department. IACP consultants did not see the interior of the facility.

Colchester. The Colchester Police Department occupies what appears to be a converted store. The headquarters consists of two rooms—the complaint desk and the chief's office. The facility is clean, well maintained and well lighted, and presents a

friendly but businesslike atmosphere. A glass window wall which separates the chief's office from the complaint desk affords the chief a view of all that occurs within the headquarters. Although the facility serves its present purpose adequately, it is hopelessly inadequate to absorb any expansion of the force.

Milton. The Milton Police Department occupies one room in the Town Hall which was constructed before the turn of the century. The chief and two civilian clerks occupy the single room. There are no provisions for confidential conversations with witnesses, informants, complainants, or others.

Detention Facility

Jail facilities for the region are provided at the Regional Detention Center in Burlington. None of the departments in Chittenden County maintains a detention facility.

Equipment

Motor Vehicles. Each Chittenden County police agency has at least one patrol vehicle equipped with a police radio. All of these vehicles are owned and operated by the local governing body. Most are unmarked in the sense that they bear no police markings on the doors, hood, or trunk. However, the majority are equipped with light bars which identify them as police or emergency vehicles. Vehicles are obtained through a Vermont statewide pooling purchase agreement. The chiefs expressed a mixed reaction towards the pooling arrangement, the primary disagreement among them being the availability of dealer maintenance.

The police vehicles currently in use in Chittenden County vary greatly in condition. Equipment and accessories mounted on the various police vehicles differ widely in type, condition, and general adequacy. In five agencies, vehicle maintenance is performed at private garages. Two agencies use the city or town maintenance shop.

Other Equipment

All police officers in Chittenden County are furnished with sidearms by their respective governing units. Most of the agencies are also provided with shotguns, latent fingerprint kits, chemical gas spray canisters, riot helmets and batons, and gas grenades. Only one agency has any type of body armor or vest.

None of the police agencies in the county is equipped with polygraph equipment. Only the Burlington Police Department has any form of crime laboratory equipment. All agencies own at least one general purpose camera. All have tape recorders, and one has a movie camera. No agency is currently using closed circuit television. Three police agencies reported having at least one walkie-talkie.

Eventual standardization of equipment will result from consolidation of the many agencies. Existing equipment with minor modifications should remain in use for the duration of its reasonable service life. To the casual observer, mobile equipment, with the exception of color, is reasonably standardized and not objectionable. On the other hand, maintenance standards, cleanliness, and general appearance range from good to very poor. The latter situation would be remedied by consolidation. Personal equipment and uniforms vary somewhat in design and color. However, with one exception, they should continue to be worn until new uniforms are needed.

All departments, in direct relation to their size, possess reasonable amounts of supportive equipment. No department is so much better equipped than the others that a pooling of equipment would require disproportionate contributions of the necessary equipment. In fact, pooling of equipment under one operational entity would provide items in excess of the basic need, such as scientific speed-measuring devices and radio base stations. Although lack of equipment should not bar entry into the proposed consolidated force, it is in this area of reduced equipment requirements that some of the initial savings of consolidation will be effected.

III

THE NEED FOR REGIONAL CONSOLIDATION

Section 1 - Cooperative Law Enforcement

The desire for local autonomy is deep-seated in the American character and undoubtedly accounts for the proliferation of numerous units of government, even when it is apparent that larger and more cohesive elements would be far more efficient and effective. This desire for political autonomy represents the most significant barrier to the coordination and consolidation of police services, despite frequent criticism from numerous authorities.

As expressed by one noted author on government, "The United States has a traditional pattern of local autonomy in law enforcement which is followed by no other civilized nation in the world. Regardless of size, location in relation to other units of general local government, or financial resources, practically every unit of local government is thought capable of administering basic law enforcement within the confines of its own jurisdiction."¹ Local autonomy is so pervasive in Chittenden County that even the smallest communities are supporting their own law enforcement agencies—at tremendous financial strain.

The 1966 Municipal Year Book reported that there were 91,236 governmental units in the United States in 1962. This figure has most likely increased rather than decreased in the intervening years. Most significantly, there are over 40,000 law enforcement agencies in the United States, thereby rendering cooperation and some measure of consolidation where duplicative police operations exist not only desirable, but imperative.

The traditional system of creating and retaining individual agencies where one would suffice is proving impractical for several reasons. First, crime is not confined by geographical or political boundaries (which are artificial in terms of crime repression) but, rather, extends its operations in whatever manner is necessary to take advantage of an opportunity. Second, most small jurisdictions are financially unable to provide comprehensive police service. As a result, maintaining a multiplicity of small police agencies in a small geographical region results in inefficient duplication and, consequently, inadequate police service. The President's Commission on Law Enforcement and Administration of Justice has stated:

¹ Lane W. Lancaster, Government in Rural America, (Princeton, N. J., D. Van Nostrand, Inc., 1957), p. 165.

A fundamental problem confronting law enforcement today is that of fragmented crime repression efforts resulting from the large number of uncoordinated local governments and law enforcement agencies. It is not uncommon to find police units working at cross purposes in trying to solve the same or similar crimes. Although law enforcement officials speak of close cooperation among agencies, the reference often simply means a lack of conflict. There is, in fact, little cooperation on other than an informal basis, not a very effective means of meeting current needs.²

In recent years, however, the police departments in some metropolitan areas have established cooperation in certain fields in an effort to improve service, increase efficiency, and reduce costs. This has been particularly true in the special technical fields such as communications, identification, criminal statistics, and laboratories. Despite the cooperative attitude thus displayed in many areas, cooperation among many police agencies amounts to little more than a hands-off policy by which each agrees not to interfere with the other's operation. In Chittenden County, although the individual departments agree that they receive excellent cooperation from adjoining departments, there are no mutual aid pacts or any other contractual agreements to provide assistance, except in the area of communications.

It has been stated that a self-sufficient police department must have the ability to support field operations, including specialized investigations and auxiliary services in the areas of communications, identification, records, and laboratory services, including basic blood examinations and chemical analyses. Professor Gordon Misner has said: "It seems unlikely, except under the most fortuitous circumstances, that a jurisdiction with less than 50,000 population can support a police department which is self-sufficient and sustaining."³

The U. S. Advisory Commission on Intergovernmental Relations points out "that if every local government, regardless of size or strength, maintains its own police facilities, the latter become so numerous that their interrelationships are unduly complex and burdensome. When to sheer complexity is added the confusion and destructive rivalries arising out of overlapping enforcement powers, the discouragement that so often overtakes police administrators is readily understood."⁴

² President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police, (U. S. Government Printing Office, Washington, D. C., 1967), p. 68.

³ Gordon E. Misner, "Recent Developments in the Metropolitan Law Enforcement", The Journal of Criminal Law, Criminology, and Police Service, Vol. 50, No. 5, (January-February 1960), p. 500.

⁴ Advisory Commission on Intergovernmental Relations, Performance of Urban Functions: Local and Areawide, (U. S. Government Printing Office, Washington, D. C., 1963), p. 123.

A number of authorities on intergovernmental relations have expressed deep concern over the proliferation and fragmentation of law enforcement functions in American society. All generally agree that the cost involved in the duplication of expenses for administration and staff services are very high in smaller departments and that the numbers of available police personnel are so limited that it is impossible to have the flexibility and capabilities to meet emergency conditions. A common result of this particular problem is an excessive reliance upon auxiliary, reserve and untrained personnel.

Another major problem generated by the development of innumerable local police agencies is the inevitable conflicts which develop. This is particularly true in metropolitan areas or those areas with a relatively large number of smaller agencies grouped fairly close together. The elimination of conflict and jealousy appears to reside almost exclusively in the realm of reducing the number of police jurisdictions.

A perceptive observer and commentator on these problems stated as long ago as 1954 that:

In recent years there has been some movement toward centralization of certain police functions, such as laboratories, communications, records files, and personnel activities. Centralization of these aspects has resulted generally in economies due to less duplication of equipment, space and buildings and personnel as well ability to make better use of scarce, technically trained persons necessary to each of the aspects.⁵

Another authority comments extensively on the values to be gained from establishing a centralized records depository in an area or region for the primary purpose of reducing the time necessary to gain and disseminate vital information.⁶

As indicated elsewhere in this report, the training function is most conducive to centralization on a regional or metropolitan basis in terms of administration and is certainly more economical. V. A. Leonard, a noted authority on American police administration problems, has commented that:

⁵ Paul H. Kirk, "Progress in Criminal Investigation," The Annals, Vol. 291, (January 1954), p. 59

⁶ Richard D. Yerby, "The Police Function," Metropolitan Services, (Los Angeles: University of California, Bureau of Governmental Research, June 1961) p. 86.

Central training facilities, for both initial orientation and training tends to eliminate wasteful duplication, provide more adequate programs, and introduce a higher quality of instruction. A training program conducted by a small agency faces limited contact with outside thinking thus promoting a tendency to become 'ingrown.' Lack of adequate local training programs has prompted organization of regional programs by state, private agencies and the federal government.⁷

In addition to a number of obvious advantages such as the establishment of a centralized recruiting point, the consolidation of training activities, and the development of a central records repository, there is another important value in considering regionalization. One of the greatest benefits which would be derived from areawide administrative control is that planning capabilities would almost certainly increase. As things stand at present, planning, whenever accomplished, is fragmented and incomplete and conducted on a short-term basis. Of great significance, the environment for planning does not exist when the proliferation of existing agencies makes it literally impossible to coordinate such efforts.

The concept of full or partial consolidation or regionalization is not a new phenomenon in the United States. The Advisory Commission already quoted indicates that full or partial consolidation has occurred in many areas throughout the United States. For example, the city of Philadelphia and 163 municipalities in 11 surrounding counties in Pennsylvania and New Jersey have developed a cooperative fugitive search plan in the Delaware Valley. In addition, 164 police departments in five counties surrounding Philadelphia (in 1962) have 128 radio systems and of these 107 have cooperative radio agreements with other departments of local governments. Localities in the Washington, D. C. metropolitan area have developed agreements to maintain and operate a regional police teletype system.

In Onandaga County, New York, law enforcement agencies can contract with the Syracuse Police Department for similar services for criminal investigation and crime detection.

There are also other examples of areawide cooperation. The Alaska Department of Public Safety, Division of State Troopers, has provided police service to small cities on a contract basis for a number of years. Duval County and Jacksonville, Florida, have consolidated to form an agency with countywide law enforcement jurisdiction. The Toronto, Canada, Police Department and 28 other smaller agencies in the region have been consolidated into one law enforcement agency, thus eliminating the massive fragmentation of functions and responsibilities previously existing there.

⁷ V. A. Leonard, Police Organization and Management, (Brooklyn: The Foundation Press, Inc., 1951), p. 181.

From the foregoing, it is readily apparent that the problem of a multiplicity of small police agencies supported by all levels of government has received the attention of experts not only in the police field but also in the field of intergovernmental relations.

The President's Crime Commission has enumerated the available alternatives: "(1) abolish the jurisdiction and make some other jurisdiction responsible for the services; (2) continue inadequate services; and (3) seek, through joint action, to meet local responsibilities more adequately."⁸ Political obstructions usually rule out the first alternative. The second invites an increase in criminal activity. The most realistic alternative is the third, which recognizes that certain problems require resources beyond the capacity of a single jurisdiction, but does not reject or relinquish responsibilities.

Section 2 - Areas of Consolidation

Formal consolidation involves a written agreement by all of the jurisdictions involved defining what specific services each must provide to the others. The following is a discussion of those areas which are immediately susceptible to partial or complete consolidation.

Recruitment and Selection

Recruitment of high-caliber police officers is a problem throughout the United States, since the supply of qualified applicants has not kept pace with the number of positions available. Many police departments are becoming increasingly more selective in their recruiting practices, preferring to operate with what they consider to be acceptable personnel shortages rather than employ inferior personnel. This increased selectivity reduces the base from which candidates may be recruited for the police service. At present, the departments in Chittenden County are not experiencing too much difficulty in obtaining recruits. However, if the qualifications for recruits are upgraded (as this report recommends), the county will experience recruiting difficulties similar to those of other law enforcement agencies. A regional agency could develop a recruitment and selection program which would tend to stop the "job hopping" practices currently reported.

Training

The need for police training has been recognized by institutions of higher learning, and programs designed to fulfill this need are being instituted in ever-increasing numbers. The Law Enforcement Assistance Administration provides grants-in-aid for

⁸ Task Force Report: The Police, op. cit., p. 111.

professional police training and related education. The Federal Bureau of Investigation and the Federal Bureau of Narcotics and Dangerous Drugs have provided extensive and valuable training to local agencies for many years.

As stated earlier, the State of Vermont has recently established a mandatory training program which must be completed before police officers may be appointed on a permanent basis. Although this program is a step in the right direction, it still allows the jurisdictions to make provisional appointments and place these officers in field service with little or no formal training. In most agencies, no in-service training is provided. As a result, even those officers who receive the minimal mandatory recruit training get no further exposure to coordinated, formal police education.

In effect, the purpose of a countywide consolidated training program would not be to avoid duplication of effort but rather to fill what is now an almost absolute void. Of major value in consolidated training programs is the opportunity to develop uniform operational and administrative procedures in all agencies.

Planning

Two vital needs can be served through areawide consolidated planning programs: crime and traffic analysis, and mutual assistance in administrative and operational matters.

Crime and traffic analysis involves the study of daily reports of officers to determine the location, time, special characteristics, similarities, and various other significant facts that may help to identify the existence of serious criminal and traffic activity patterns. The chiefs in Chittenden County recognize that the influx of large industry brings with it a multitude of people from other areas, expands the available criminal targets, and enhances the criminal elements' desire to move into what may be a new and lucrative field. The traditional method of autonomous operation by each individual department will soon prove to be ineffective against a highly mobile and resourceful criminal element.

Sound police management depends on good planning. However, the press of day-to-day operational matters frequently does not leave time for it. Although all police operations require considerable planning, that which is done is accomplished on a day-to-day basis and does not consider long-range goals. Small police departments have neither the personnel nor the financial resources to establish full-time planning units. In most, it would be foolhardy for the chief even to consider such a step. However, through consolidation, the long-range planning needs—including emergency and mutual assistance plans—may be accomplished on a countywide basis.

Records Management

Records management is one of the most fruitful areas for centralization of functions. Existing fragmentation makes it virtually impossible to develop and maintain an adequate records management program. Consolidation would provide sufficient funds to establish a centralized system for the maintenance of pertinent countywide police information.

Communications

The departments within the county have already adopted a measure of consolidation in the area of communications. This report recommends an even more extensive consolidation to permit total interfacing of all the county departments.

Administration

We have already mentioned briefly some of the benefits of a centralized administrative operation, particularly in the areas of fiscal management, property control, community relations, and other administrative services.

Of prime importance to the establishment of a regionalized police agency is the centralization of administrative responsibility in one person. Uniformity in the formulation of policies and procedures will result, and existing fragmentation and diffusion of authority will be eliminated.

Section 3 - Problems of Consolidation

Political Problems

A nationwide problem adversely affecting the consolidation of government services is lack of formal education and training in public administration on the part of elected officials. It is not unusual for political leaders to feel that their community is unique and that they are the persons best suited to solve all of its problems. Elected officials at the local level often do not have long experience. If successful, they generally return to their former vocations. Consequently, local elected officials, though perhaps highly skilled in other disciplines, have little formal training and experience and, often, little understanding of an exposure to the management of public affairs.

Another political stumbling block in the road to consolidation of government services is the fear of failure on the part of an administration. Political figures are aware that their constituents have little or no tolerance for mistakes on the part of their elected

officials and fear that anything less than resounding success will be used by the opposition party to haunt them during the next campaign. The fear of losing control over law enforcement policy is another problem adversely affecting consolidation of the police effort. Politicians are fully aware that police officers are the most visible and the most available representatives of government, since they deal with the most sensitive areas affecting an individual's property, liberty, and life.

The economic factor also has some political connotations. Political subdivisions may be induced to consolidate government services upon guarantees that the service will cost less, thereby reducing the tax rate. Unfortunately, such guarantees can seldom be made. Savings made in one area of consolidation, such as administration or dispatching service, are usually absorbed in upgrading another area of the services to be consolidated. A financial formula specifying shared costs of the consolidated service and the proportionate individual amounts to be paid by the various political subdivisions must be agreed upon. The financing itself should not be a problem if the several subdivisions agree in principle to the consolidated service.

Field Services

The most controversial aspects of the consolidation or coordination of law enforcement activities lie in the area of field services, since they are characterized by direct contact with the people. In patrol activities, criminal investigation, and vice and delinquency control, officers are placed squarely in the public eye. As a result, law enforcement officials who willingly accept consolidated records systems are reluctant to consolidate field operations. Political opposition is apt to center most vehemently in opposition to operations consolidation. Despite such objections, coordination or consolidation often upgrades efficiency and effectiveness. Consequently, community officials should support plans to consolidate field services of all departments on a phased basis.

Socio-Geographic Problems. No problems of a social or geographic nature can be foreseen at this time in Chittenden County. The departments are in geographic proximity to one another, and the population of the region is homogeneous.

Personnel Problems

In any merger or consolidated effort, the personnel involved must be considered a major factor. However, attempts to resolve personnel-connected problems on an individual basis could forestall the consolidation effort for the foreseeable future and possibly abort the entire program. Certainly, standards will have to be established for new personnel. Placing present police personnel within the regionalized force in an equitable way commensurate with their abilities will be a major concern.

Problems of the Governmental Structure

To IACP consultants, the principal problem to be faced in consolidation of police services in Chittenden County is the absence of a governmental structure which could assume direction of an integrated police agency. There is no county executive or council to whom the head of the proposed agency can look for guidance or assistance. To fill this void, the IACP staff considered two possible solutions. First, a council of governments which would be representative of all jurisdictions was considered and discarded since such a council traditionally fills an advisory role, is completely dependent upon the political entities it represents, and possesses no authority to put its recommendations into practice. The IACP then considered a single-purpose special police district, and concluded that such a district would possess the authority necessary for implementation of the proposed plan and would guarantee adequate representation to all jurisdictions.

In areas such as Chittenden County, in which a city is surrounded by small incorporated areas interspersed with unincorporated areas, and in which the county is unable to assume the responsibility for providing a required service, two main alternatives are available to the residents of the community. Either a special district must be created, or major changes must be made in the structure of government. In such situations, it is normally easier to create special districts. Also, in this way, politically undesirable action can be avoided.

Between 1952 and 1957, the number of special district governments in the United States increased from 12,319 to 14,405. A considerable portion of this development took place in metropolitan areas. Of these special districts, only a handful were concerned with more than a single public function. The rest were specialized and responsible for only one kind of service: for example, housing, sewage disposal, parks, or hospital service.

Creation of Special Districts

Special districts, as governmental entities, require prior enabling legislation or other statutory authority before they can be created or can undertake the performance of any function. However, the State of Vermont has recognized this requirement with statutory authorization for at least three special districts. Generally, statutory authorization for special districts is the first step in their creation. Such legislation merely provides the legal basis on which the district may be created. Further action must be taken either by the residents of the area and/or appropriate units of general local government.

When a unit of general local government initiates further action, its governing body adopts an ordinance or resolution specifying the need for the creation of a district. Thereafter, one of two procedures is followed. The ordinance may automatically create the district, in which case no further action need be taken except the selection of the governing body of the district. Under the second procedure, the ordinance merely serves as the mechanism pursuant to which a local referendum is held on whether or not the special district shall be created.

In other instances, the initiative for implementing special district legislation rests with the people themselves. Under this procedure, a petition for the creation of the district directed to the legislative body of the appropriate unit of general local government, a local court, or an appropriate state agency, is circulated to obtain a required number of signatures. In some instances, the body petitioned has the authority to create the district after hearing, usually with the power to alter boundaries based on information received during the public hearing. In other instances, the petitioned body will call for a referendum within the area to be encompassed by the district after the hearing.

Regardless of the procedure utilized after the final action of the creating body is taken, with or without the referendum, the governing body of the special district is then selected. The selection process varies significantly, not only among states, but among various types of districts within a given state. The most common selection procedures are popular election, or appointment by the appropriate unit or units of general government. All or part of the district governing body can also be selected by a court, state agency, or official.

Public acceptance of special districts is particularly high where the service to be performed is financed through user charges. The seven concerned communities in Chittenden County are already paying for a police service which is not consistent in quality, is of questionable effectiveness and wasteful in its support of duplicative efforts, and unable to take full advantage of funding available through the Federal Government. Formation of the proposed special district, of itself, will add little to the current costs for police service. Furthermore, the economies effected by consolidation of administrative and service functions will eventually offset the initial added cost.

Of perhaps greater significance for the future, is the potential for including residents of the presently unincorporated areas into the police service district.

IACP consultants were advised that those individuals now living outside the incorporated areas, who depend upon the Vermont State Police for law enforcement services, are satisfied with the existing situation. It was indicated, however, that many citizens living in Chittenden County whose towns do not operate municipal police departments and who must depend on the Vermont State Police for police protection are not satisfied with the existing level of coverage. While the State Police will answer calls for assistance, the number of officers on duty at any given time precludes an adequate level of patrolling considering the area they must cover. Consequently, if a properly supported force provided by public revenues was available, these citizens might prefer that their town join in a special police district.

It must not be assumed from the foregoing that we are advocating the formation of a special district as a super-governmental agency or contending that it is a panacea to end all ills. Rather, we are advocating its formation as a cornerstone upon which effective regional police service may be built.

Regional Police District Commission. The IACP recommends the formation of a Regional Police District Commission as the governing body of the newly created special police district. The commission should be composed of three members elected by popular vote from among the citizens residing in the municipalities which are currently members of the special police district. Commission members should be elected for terms of three years each and should select one of their members to act as chairman. At the initial election, one commissioner will be elected for a full three-year term, one commissioner for a two-year term and the third to serve a one-year term. Thereafter, one commissioner will be selected annually to serve a full three-year term on the commission. Election of commissioners in this fashion will provide continuity to the commission's work while at the same time providing for an infusion of new talent annually which hopefully will insure that the commission will remain a dynamic force in county law enforcement.

IV

A PLAN FOR A CONSOLIDATED POLICE FORCE IN CHITTENDEN COUNTY

Any plan for improvement of a countywide police function must be carefully prepared and must consider steps of implementation that will fully utilize available resources, both human and material. Although the prime consideration is general improvement of the law enforcement function, human considerations cannot be overlooked, and those individuals currently serving their community so well and, in some cases, for so little return, must be protected. If the plan is to gain unqualified support, currently employed individuals who do not meet new entrance or promotional requirements cannot be arbitrarily cast off. With the formation of the new agency, it is imperative that more stringent standards for the police service be established. However, total reorganization and revitalization of the functions must be planned and implemented over a considerable span of time. Voluntary resignation or retirement must be the way in which personnel who do not meet new requirements are replaced. The IACP is unalterably opposed to indiscriminate dismissal of individuals because they do not meet a newly prescribed standard.

Section 1 - Funding and Costs of the Regional Police Agency

The costs of a regional police agency are directly related to the levels of services required. Current police expenditures in the seven concerned departments amount to approximately \$950,000 annually. The majority of these funds are applied to personnel salaries, operating expenses, supplies, utilities, and gas and oil. Capital outlays, vehicles, furniture, and buildings account for only about 20 percent of the total budget.

Costs for the regional police department will be borne, as they are now, by the citizens receiving police service. Current costs of police services in Chittenden County are widely divergent, as indicated early in this report.

The levels of police services furnished are not accurately reflected by the per capita costs for the various police departments within the area in question. The State Police, whose costs are probably determined on a statewide basis, serve only about 16 percent of the total population of Chittenden County on a regular basis. The per capita costs of the remaining agencies are based largely on personnel salaries, buildings, and equipment.

The Burlington Police Department provides the most complete police service at a per capita cost which is the exact median for the seven concerned agencies, exclusive of the State Police. A survey of the salary schedules in Burlington and the three higher-budgeted departments discloses little significant difference except in Essex Junction, where the maximum pay for patrolmen is \$15.00 per week higher than in Burlington. It would therefore appear that the significant differences in costs incurred lie in buildings, equipment, and administrative expenses. It may also be inferred that a department's large size results in improved services and lower costs due to reduced building and administrative overhead.

The question of "who pays-and how much" is always an overriding consideration in all aspects of government operation. In the initial stages of a regional or consolidated police department, it is reasonable to assume that each of the coordinating agencies would continue to pay, at a minimum, the amount of money it now costs them to maintain a separate department. Over the years, as the regional concept becomes more fully operational, communities will be charged according to the services they receive. As the demand for and the quality of services increase, the cost will necessarily increase on a proportionate basis. For example, communities which have no investigative capability because demands for this kind of service are infrequent and the cost inordinately high, will now pay under the regional concept for the investigative services it needs.

At the present time, there are only eight investigators in the seven departments under study. Six of these work for the Burlington Police Department. From the information at hand, it is impossible to state with any degree of accuracy how many additional investigators would have to be employed to provide service throughout the region. Of considerable significance to law enforcement generally, would be the increased rate of clearances and convictions obtained as a result of investigations conducted by individuals trained in the techniques of investigation and case preparation, which are so necessary to the state's attorney to establish proof of the elements of the crime alleged. A close examination of the records of all departments to discover instances which should have had the attention of a trained investigator but did not receive it because the manpower was not available might very well disclose that an additional two or three investigators employed on a regional basis would fill the now-existing void. The increased cost would, of course, be prorated among the participating jurisdictions.

In its initial stages of implementation, the regional police agency will result in little, if any, money savings since expenses will remain constant. Salary costs will remain the same since personnel will remain at the current level. Operating expenses cannot be expected to show any reduction, and equipment already purchased will remain in service. Despite a change to a common broadcast frequency, no cost reduction can be anticipated. In fact, equipment modifications to accommodate central dispatching operations may result in some additional expenditures. However, minor monetary savings, accompanied by increased operational effectiveness, will accrue from centralized communications and records systems because of reduced personnel requirements and better utilization of office equipment.

Section 2 - Proposed Organization of the Regional Police Agency

Formation of a regional department is largely dependent on the degree of acceptance and enthusiasm exhibited by the jurisdiction to be served. Its actual organizational structure is dependent on the desires of those to be charged with law enforcement in the region. It is mandatory, however, that the department not be organized capriciously or contrary to those principles of organization and management so well documented in police literature. The geographical area to be policed is not so great as to provide any special problems which would demand any unusual internal organization.

Organization can be defined as the orderly arrangement of functions, manpower, and resources to carry out the purposes of an institution. The structure of an organization is highly significant in determining its capabilities, although relatively few problems of a police department or any corporate structure can be resolved or cured solely by a change in organization. Application of the principles of proper organization cannot, for example, overcome any deficiencies in the intelligence and personal character of personnel, nor can sound application of these principals alone provide a substitute for the initiative necessary for proper direction and control.

All police departments have the same basic mission—enforcement of the law. Naturally, organization of effort to accomplish the basic mission may vary from one department to another depending upon the form of government and the quality of its administrators, the scope and quality of services expected by the public, and the number and quality of personnel available to provide the service. Nevertheless, contemporary principles of organization derived from military, government, business and industrial experiences can be applied in all police departments. Specific application of these principles is influenced by the special needs of the individual department.

Common Ways to Group Activities

Five common ways to group activities are:

- By Process. When all personnel using a given type of equipment or procedure are located in one unit.
- By Area. Where activities are widespread over any given location, it is beneficial to provide local command; for example, precincts in a large city.
- By Clientele. The grouping of tasks which relate to the same group of people; for example, juveniles and burglary suspects.

- By Time. When the need to perform a certain function or service falls within a certain specified period; for example, the division of the patrol force into three eight-hour shifts.
- By Function. When tasks which share the same methods of work are grouped according to similar operations and purposes; for example, patrol, investigation, and traffic activities.

Definitions

Before proceeding further, it is necessary to define the terms used by the IACP in the proposed structure. These terms offer the advantage of standardization with the current titles of progressive police agencies throughout the country. The following terms are used in the various sections of the report which follow:

Department:	Chittenden County Regional Police Department
Division:	The primary subordinate organizational segment of the department.
Section:	A primary subdivision of a division with responsibility for providing a specific specialized function.
Unit:	The principal subordinate part of a section, usually assigned to perform part of the responsibility of that section.
Watch or Shift:	One of several tours of duty, usually consisting of an eight-hour period of time.
Area:	The primary geographic subdivision of the patrol force.
Sector:	The primary geographic subdivision of an area, supervised by a sergeant.
Beat:	A geographic area assigned to a one- or two-man patrol vehicle, or to an officer on foot patrol.
Post:	A fixed geographic location assigned to an individual officer.

Proposed Organizational Structure

Chart 4.1 illustrates the proposed structure of the Chittenden County Regional Police Department. The configuration was designed to insure the integrity of the chain of command, group activities by functions, and clearly delineate the specific functions of its various components. In addition, the span of control of the chief and his major commanders is retained within manageable proportions.

Those organizational entities shown by broken lines should not be established immediately but at some later time after the proposed structure is fully operational and a demonstrated need exists.

The proposed organization consists of three major divisions, each headed by a captain. These are:

- Uniformed Division—comprised of the three patrol watches, each commanded by a lieutenant. (Patrol and Special Operations Sections may be established later if warranted.)
- Criminal Investigation Division—comprised of the Crimes Against Persons Section, Crimes Against Property Section, General Assignment Section, and Youth Section.
- Administrative Services Division—comprised of the Personnel and Training Section, Records and Communications Section, Fiscal and Property Management Section. (A Community Services Section may be established later, if warranted.)

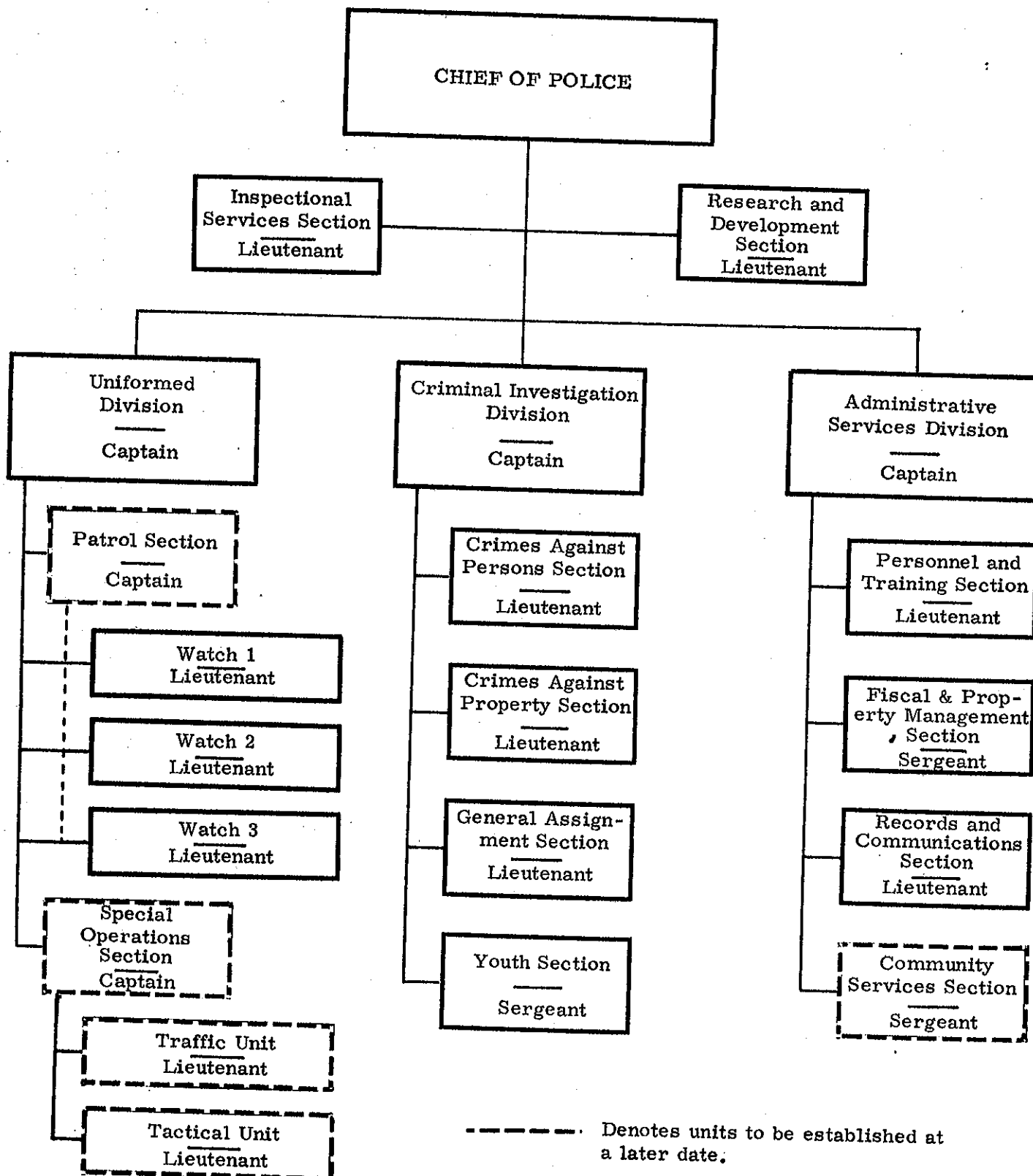
In addition to the three major divisions, the Research and Development Section has been placed under the chief of police because of its importance to him as a staff unit. (Similarly, an Inspectional Services Section may be established later in this position when warranted.)

The proposed organization provides the chief with a span of control of four individuals. The organization presents a coherent, unified structure, and will provide an efficient internal communications process. The functions and responsibilities of the units comprising the structure are described below.

The Chief and His Immediate Staff

In the new organization, the chief of police would be responsible for the following functions:

CHART 4.1
PROPOSED ORGANIZATION
CHITTENDEN COUNTY REGIONAL POLICE DEPARTMENT



- Organizing the department as necessary to accomplish its mission.
- Conducting staff meetings and inspections to evaluate and improve the overall performance and efficiency of the department.
- Relating the policies of the Regional Police District Commission to the operations of the department.
- Periodically reviewing and evaluating policies and procedures.
- Coordinating the activities of the major division.
- Coordinating the affairs of the police department with those of other law enforcement agencies.
- Providing advice and counsel to his supervisors on matters pertaining to the police department.
- Informing the public of progress of the department.

A secretary should be assigned to assist the chief of police.

Research and Development Section. The Research and Development Section, commanded by a lieutenant, should provide the chief with staff assistance in the formulation of policy. It should develop improved procedures and operations, and prepare, analyze and issue summaries of police statistics. It should also analyze and disseminate data on current crime and traffic patterns, and perform other research activity as the chief may direct.

Uniformed Division

The Uniformed Division should be commanded by a captain and charged with the principal responsibility of the police agency—the suppression of crime. Initially, this division should be comprised of only the three patrol watches. When a demonstrated need arises, a Special Operations Section should be established.

Patrol Section. This section should be vested with those responsibilities associated with uniformed patrol activity including traffic law enforcement. The section, commanded by a captain, should assume the greater share of the department's responsibility to preserve the peace, protect life and property, and prevent crime. It should also conduct preliminary investigations. Without question, it is the most important single organizational entity in the department. The section should be divided into watches and sectors. Under the proposed patrol organization, each watch should be commanded by a lieutenant who would be directly responsible to the commander of the section. Each watch commander should be assisted by a number of sergeants assigned as sector commanders.

Criminal Investigation Division

This division should be commanded by a captain. The division should assume responsibility for investigating serious crimes, recovering stolen property, and preparing cases for court. Its activities should be substantially "after the fact" and consist primarily of identifying and arresting perpetrators of major crimes and of organizing cases for court presentation. The sections within this division should be commanded by a lieutenant with the exception of the Youth Section which should be commanded by a sergeant.

Crimes Against Persons Section. This section should be charged with the investigation of homicides and other deaths of suspicious and/or violent origin, rape, and other felony sex offenses and felonious assaults.

Crimes Against Property Section. This section should be responsible for the follow-up investigation of burglary, house and store breaking and larceny.

General Assignment Section. This section should be assigned the responsibility for the investigation of the crimes of forgery and uttering worthless documents, auto theft, arson and miscellaneous felonious offenses.

Youth Section. The Youth Section should prepare and disseminate crime prevention information in the schools, and maintain close liaison with the courts, youth clubs, community groups and institutions interested in the welfare of youth. In addition, the unit should devote special attention to gang membership and should perform contact work in amusement places, recreation centers, schools, special events, bowling alleys, dance halls and, in general, wherever juveniles congregate. It should develop information on the use of narcotics, dangerous drugs and alcohol by juveniles, and coordinate this information with other department personnel. The unit should serve as the department referral agency, sending problem youths to the proper court, social agency, an investigative unit for follow-up work. The unit should not perform investigations in the traditional sense.

Administrative Services Division

This division should be commanded by a captain. Under this division are grouped the support and services functions of the department. Each of the sections within this division should be supervised by either a sworn officer or a civilian.

Personnel and Training Section. This section should be commanded by a lieutenant or civilian director. It should be responsible for activities related to the recruitment of personnel, maintenance of personnel records, and administration of the performance evaluation program. It should also conduct studies and recommend plans designed to provide adequate employee benefits in the areas of salary, vacations, working hours, hospitalization, scheduling, sick leave, and retirement. It should also provide recruit, in-service, supervisory and specialized training to all members of the department. In addition, it should handle the details involved in training programs conducted by outside institutions.

Fiscal and Property Management Section. The Fiscal and Property Management Section should be headed by a sergeant or a civilian director. Its activities should include:

1. Maintaining the accounts of the department.
2. Exercising audit control of the receipts, commitments and expenditures related to the department's financial activities.
3. Providing technical assistance for budget preparation, control and execution.
4. Preparing general financial statements.
5. Acting as liaison between the department and other units of local government.
6. Maintaining records of equipment.
7. Providing staff control over preventive maintenance and fleet equipping activities.
8. Maintaining an inventory control of expendable supplies.
9. Distributing expendable supplies.

Records and Communications Section. This section should be headed by a lieutenant or a civilian director. It should receive, review, file, and recall copies of all reports prepared by members of the department, and maintain master alphabetical index files or arrest reports and offenses by the name of the complainant and the defendant. It should maintain an accident report file, a stolen property file, and the department's fingerprint identification files. It should also be responsible for maintaining centralized records of wanted persons and warrants.

Records-keeping in individual commands and/or offices should be kept to an absolute minimum. This section should be responsible for providing appropriate data and support documentation upon demand as appropriately required.

Personnel involved in communications activities should receive all complaints, reports of crimes, and requests for police service from the public and should dispatch or assign personnel to respond to these incidents. Competent civilian dispatchers should be selected, trained, and assigned to dispatching duties.

Possible Future Expansion

The proposed structure should be adequate to serve the purposes of the Chittenden County Regional Police Department for a number of years to come. However, should it become necessary to realign the components of the structure or to add more segments to it, this can be accomplished with a minimum of difficulty since the configuration is designed to accept expansion or deletion of functions with little difficulty. Possible additions to the structure (as shown in Chart 4.1) could include an Inspectional Services Section and a Special Operations Section. We also suggest the eventual addition of a Community Services Section, although it is anticipated that this section will not be needed for some time.

Inspectional Services Section. This section, commanded by a lieutenant, should be composed of two units; a Vice and Intelligence Unit, and an Inspections Unit. The Inspections Unit should be responsible for conducting staff inspections of personnel, equipment, operations, and procedures, and for investigating complaints alleging misconduct on the part of members of the force. The Vice and Intelligence Unit should maintain close liaison with local, state, and national law enforcement agencies and exchange information concerning known organized criminals and civil disobedience. It should also enforce prostitution, narcotics, and liquor law violations.

When a sufficient number of specific crimes or incidents occur (assaults, armed robberies, burglaries, serious traffic accidents, etc.) to require directed selective enforcement action, the department should be reorganized to include a Patrol Section and a Special Operations Section.

Patrol Section. Upon creation of a Special Operations Section, place the patrol watches in a Patrol Section. The commander of the Patrol Section should have the rank of captain. The Patrol Section and Special Operations Section would then be under the unified command of a major in charge of the Uniformed Division.

Special Operations Section. The Special Operations Section should be commanded by a captain and composed of a Traffic Unit and a Tactical Unit.

The Traffic Unit should be responsible for (1) enforcing laws relating to the movement of vehicular and pedestrian traffic, (2) accident investigation, and (3) selective enforcement activities. It should be commanded by a lieutenant. The existence of a Traffic Unit should not prevent other segments of the department, especially patrol, from assisting in traffic control activities.

The Tactical Unit should also be commanded by a lieutenant and staffed by competent, highly trained men who can respond quickly to difficult or unusual occurrences. For the most part, officers of this unit should work in uniform; however, certain situations will call for plainclothes officers as well.

This unit should be characterized by its mobility. It must have sufficient transportation equipment to enable officers to move rapidly from place to place. Although its primary duties should involve crime suppression, the unit can be employed in crowd control operations, traffic law enforcement, youth activities, and wherever it is necessary to have a larger group of policemen.

Community Services Section. The Community Services Section, commanded by a sergeant or a qualified civilian should conduct studies of problems involving the department's relations with citizens and groups in the community, and should design, coordinate and present programs to the public. Personnel of this unit should meet regularly with members of the community and members of the department in an effort to improve police-citizen relationships. The unit should also maintain liaison with the various news media, prepare and disseminate news releases, select and train competent speakers, assist in preparing speakers' outlines and visual aids for presentation, and advertise the availability of speakers to the public.

The section should also maintain close liaison with the courts, youth clubs, and community groups. It should develop special projects and materials regarding crime prevention activities and techniques and traffic safety programs. The efforts of this unit should be devoted primarily to providing the adults and the schools in the community with crime prevention information and counseling.

Recommended Designations

In summary, the recommended designations for the Chittenden County Regional Police Department are shown in Table 4.1.

Advantages of a Sound Organizational Structure

A number of distinct advantages accrue to a police agency which develops a structure in conformance with the principles presented in this chapter of the report. They are as follows:

1. The chief of police is clearly placed in his proper command relationship within the department's command structure.
2. Key commanders have direct access to the chief.
3. Tasks that are similar in purpose are grouped together in three major organizational segments, each under the control of one person.
4. Lines of demarcation are clearly established by defining duties of each unit so that responsibility may be exactly placed.

TABLE 4.1

RECOMMENDED DESIGNATIONS
CHITTENDEN COUNTY REGIONAL POLICE DEPARTMENT

<u>Unit</u>	<u>Rank</u>	<u>Title</u>	<u>Uniform Insignia</u>
Department	Chief of Police	Chief	Single Star
Division	Major	Division Commander	Silver Oak Leaf
Section	Captain, Lieutenant, or Sergeant	Commander	Two Gold Bars or One Gold Bar
	Civilian*	Director	None
Watch	Lieutenant	Watch Commander	One Gold Bar
Unit or Area	Lieutenant or Sergeant	Unit Supervisor	One Gold Bar or Three Chevrons
Sector	Sergeant	Sector Supervisor	Three Chevrons
Beat	Police Officer	Officer Assigned	

* When a civilian is determined to be the most qualified individual available to head a section, he should hold no rank, be titled as a "director" and paid a salary equivalent to the sworn rank authorized for that position.

5. Lines of responsibility and control are clearly established through which information may flow upward, downward, and horizontally. By use of the lines of responsibility, authority may be delegated, operations may be better supervised, and coordination established.
6. The responsibility for the completion of certain tasks is clearly placed with one specific person. Responsibility is also placed for planning and execution, and control can be obtained by inspection.
7. The position of the chief is strong by vesting in him the authority necessary to function effectively and efficiently.
8. The span of control of top administrators is established within desirable limits.

The proposed structure will provide organizational avenues for the chief to personally assess the general competencies and administrative effectiveness of his primary subordinates. He will profit from the capabilities and the depth and breadth of the experiences and observations of his division heads. The mutual exchange of views and concepts among the chief and the commanders of the principle divisions will result in a more efficient operation. He will have the benefit of information, observations, comments and opinions from a number of organizational and administrative sources hitherto denied to him.

Special Police District

The regional police agency should be based upon a special police district encompassing the whole of Chittenden County. Active participation in this police district should follow from those municipalities now served by independent departments, plus other Chittenden County municipalities which want to profit from this organization. Election of district commissioners shall take place from nominated candidates residing in municipalities actively participating and legally members of the police district. Ballotting for the three commissioners will only be held in towns and cities which are members of the district. A majority of votes in the district as a whole will determine the election of commissioners. After creation of the district and election of the district commissioners, regionalization of police functions can be initiated according to a planned timetable.

Section 3 - Proposed Administrative and Operational Procedures in the Development of the Regional Police Department

Certain general areas must be considered and basic policy questions addressed. The following considerations are presented in the form of recommendations which should be adopted as part of the development of the proposed regional agency.

Top-Level Organization and Control

The specific intentions and overall mission of the agency (including enforcement authority and jurisdiction) should be clearly stated and founded in law.

Control over the police agency should be clearly defined, and the head of the police agency should report to one authority.

The functions, authorities, and responsibility of the head of the police agency should be clearly delineated, particularly his authority relative to his appointment and his authority to administer the department's disciplinary system.

Employees having supervisory, command, or administrative assignments should be given sufficient authority to accomplish specified tasks.

Subordinates to whom authority has been delegated should be held totally responsible by their superiors for the proper use of that authority.

The subdivisions of an organization—through all levels of responsibility—should be clearly designated.

The creation of specialized units and/or functions should be limited unless a need inescapably exists for their establishment.

Top commanders should be allowed direct access to the executive head of the police agency.

A "quality control" program should be established to assess department administration and operations. This is normally accomplished by the process of inspections by both line and staff personnel.

Manpower Allocation and Deployment

Continuing analysis should be conducted to determine if patrol and investigative personnel, lower-level administrators, and nonuniformed personnel are being assigned on the basis of need.

Develop patrol beats and deploy patrol personnel from an analysis of workload patterns, studies, and experience.

Tactical personnel should be assigned on a selective enforcement pattern based on studies of frequency, type, and location of known criminal activity.

One-man patrol units should be used whenever and wherever possible.

The need should be determined for special patrol requirements such as two-man patrol units, foot patrol, "umbrella" units, and transportation vans based upon scientific analysis of existing crime patterns.

Accurate records of days off, vacations, holidays, sick and injury time, training time, and on-duty time spent in court should be maintained. An accurate knowledge of the factors which detract from patrol activity will assist in accurately establishing a manpower availability factor in the determination of patrol needs.

Sufficient field supervisors and command personnel should be provided for patrol personnel.

Establish beat configurations and combine beats into sectors and sectors into districts for supervisory and command purposes.

Management

A research and development unit should be established to assist the chief of police in conducting operational and administrative research, and crime and traffic analysis activities. In addition, this unit should disseminate information, design systems and develop procedures and methods, develop administrative and operational manuals, and participate in the implementation of new systems or procedures. The unit should also review, analyze and improve existing systems, procedures and methods.

A system of written directives (general orders, special orders, memorandums, etc.) should be established to delineate department policy and procedures.

A program of staff meetings, to be held regularly by the chief of police and his top echelon commanders, should be established.

A unit to exercise control over the conduct of internal investigations and hold regular inspections should be established later in the development of the agency.

The responsibility for fiscal and property management should be consolidated in a Fiscal and Property Management Section.

The services of a legal advisor should be obtained to provide consultation to the chief of police and his upper-echelon commanders, assist the chief in policy development for the department, and provide liaison with courts and prosecutors.

Eventually, a community relations unit should be established to provide supervision of the department's community relations activities, develop community relations policy for the chief of police, identify specific external and internal community relations problems, and conduct staff functions for the chief of police in fostering operational participation in community relations programs.

Personnel Administration

Enabling legislation should be enacted to provide legal foundation for a personnel administration program.

A departmental unit should be established for the maintenance of personnel records and for the development of progressive personnel administration programs and policies.

Field recruiting (if needed) and walk-in examination programs should be established.

An attractive and informative recruiting brochure to attract qualified applicants should be created.

Minimum selection standards designed to attract the best available candidates should be established. Age and physical standards should be considered as guidelines only and not as restrictions in the recruiting process. Residence requirements, if any, should be abolished and only applicants with high school diplomas should be considered. Written testing, oral interviews, agility performance, medical and psychological examinations, and a thorough background investigation should be part of the process. Authority of appointment should reside with the chief of police.

Appointment procedures should be clearly established including policies relating to the employment of written and oral testing, time-in-grade requirements, and seniority credit. A promotional potential rating system should be included in the process.

A personnel performance evaluation system to rate employees should be established, and all supervisors should be trained in its purposes and objectives.

Salary schedules should be established that are high enough to insure that the police service is competitive with private industry and other local agencies.

Adequate fringe benefits such as vacation and holiday leave, injury leave, overtime compensation, and uniform and clothing allowances should be established.

An adequate retirement system should be established including provisions for service-connected permanent disability.

Disciplinary procedures should be established.

Procedures for the reception, recording and investigation of complaints against police officers should be established.

Employee Development

- Assign the responsibility for the development and the initiation of recruit, in-service, executive development, and specialized training programs to the proposed Personnel and Training Section.
- Adequate physical facilities, staff, and training aids to conduct such programs should be provided.
- Include a period of field training in the recruit programs.
- Minimum requirements to be employed in the selection of instructional staff should be established.
- Training programs should be implemented for all supervisory and command officers to include seminars on techniques of supervision, principles of management and organization, fiscal administration, personnel administration, and similar areas.
- Selected supervisory and command officers should be permitted to attend outside training programs and seminars held by the FBI National Academy, Northwestern Traffic Institute, and Michigan State University, and other programs offered at a variety of institutions of higher education throughout the country.
- Seek to establish college-level educational programs in police science and administration.
- Grants-in-aid assistance to officers electing to attend such college offerings should be provided.
- An educational incentive salary differential which gives credit for certain levels of completion should be established.
- A phased career development program for the rotation of personnel in various specialist and supervisory assignments should be created.

Field Operations

Patrol

- Personnel should be deployed on the basis of scientific workload studies.
- Days off should be scheduled on the basis of low workload experience and vacation schedules should be prepared on the same basis.
- Require alert and vigorous supervision of patrol activities.
- Supervisors should be required to conduct regular inspections of uniforms and equipment.
- Supervisors and middle-echelon commanders should be rotated with their command groups.
- Closely evaluate operating procedures to determine the most efficient and economic patrol methods.
- Thoroughly train patrol personnel in patrol procedures and tactics such as stopping cars, radio use, vehicle operation, occupant control, response procedures, arrest and search procedures, emergency operations, and the transportation and processing of prisoners.
- Clearly delineate patrol officers' investigative responsibilities at scenes of incidents regarding evidence collection and preservation and the extent of their investigative activities.
- Field interview procedures should be established.
- Patrol personnel should be required to vigorously participate in traffic enforcement efforts.

Criminal Investigation

- Organize investigative activity by specialized function—crimes against persons, crimes against property, juvenile, general assignments. (The extent of specialization will depend upon the growth of the agency.)

- Formal methods and techniques should be established for the selection of investigators such as an evaluation of prior performance, education, training, and comprehensive written examinations.
- Pre-assignment and continuous training for investigative personnel should be established.
- Require investigators to work singly and assign work during daytime hours unless a definite need exists which indicates other assignment needs.
- Investigative responsibilities should be clearly divided between patrol and investigative personnel at the preliminary investigation phase.
- Preliminary investigations and the investigation of noncriminal incidents should be assigned to the uniformed force.
- Continuing investigations should be assigned to criminal investigators.
- Investigators should not be permitted to engage in routine patrol activities.
- Investigators should be required to compile daily activity reports and the Criminal Investigation Division should compile administrative summaries.
- Investigative units should employ case clearance techniques and investigative status indicators in conformance with the Uniform Crime Reporting Program.

Special Patrol Operations

- If the special range, extent and frequency of activity indicates, a Special Operations Section should be created.

Traffic Enforcement Operations

- Depending on the number, frequency, and severity of accidents, a traffic enforcement unit should be created whose primary functions will be to investigate fatal and major injury accidents and perform selective enforcement activities.

- The concept of selective enforcement should be adopted so that enforcement action is directed at the times, locations, and kinds of violations related to accidents.
- The role of patrol officers in traffic enforcement should be stressed by requiring their participation in enforcement and general accident investigation.
- Classification, reporting and disposition standards recommended by the FBI, National Safety Council and IACP should be adopted.

Technical Services

Records Management

- An information center for the central repository of offense reports, correspondence, and identification and arrest records should be established.
- The information center should be staffed with civilians insofar as possible.
- A report-review function within the information center should be established to insure complete, accurate, and timely reporting.
- Strict numerical controls should be established on all offense, identification, and arrest records, and the completion of reports on all offenses and/or incidents brought to the attention of the police should be required.
- A field reporting guide should be prepared and copies issued to operating personnel.
- Field supervisors should review all completed reports.
- Mechanical reproduction techniques should be adopted if available staff and funds permit.
- Establish a records retention program in conformance with state statutes.

- Strict security over records should be maintained.
- The feasibility of using electronic data processing equipment should be explored, and if economically possible, a computerized information system should be developed.

Property Management

- A centralized property control program should be established over department-owned property, including weapons and ammunition, and lost, found and evidentiary property.
- Annual inventories of department-owned property should be conducted.
- Periodic inventories of all lost, found, and evidentiary property in the possession of the department should be conducted.
- An adequate purging system for disposing of lost, found, and evidentiary property should be developed.
- A centralized requisitioning procedure for all department purchases should be established.

Communications

- Telephone-Teletype

Existing message-handling procedures should be reviewed to achieve:

Separation of emergency and nonemergency calls, with over-load capability.

Expeditious handling of priority calls for police service.

Dependable interdepartmental and outside agency communication links.

Rapid connection with LETS and NCIC facilities.

Methods of gathering and disseminating operational data should be evaluated in terms of the goal of integration of information flow, possibly on an areawide basis.

- Radio

Adequacy of tactical communications should be reviewed to assure:

Timely dispatching of calls for police.

Ability to handle peak message volume loads (channel allocations).

Security of physical plant and of information broadcast.

Flexibility in meeting special needs.

System integration.

Rapid response to field-originated requests for information.

The use of a mobile teleprinter, car locators, personal radio capability, and other techniques should be investigated.

Radio communication links with neighboring or concurrent jurisdictions should be provided to encourage rapid information exchange (both routinely and in the event of major incidents).

- Systems Planning

The entire communications system should be reviewed, both land-line and radio, to assure compatibility with statewide communications systems as they are developed.

Continuing liaison with state counterparts.

Development and extension of regional networks.

Providing sufficient space to accommodate additional equipment.

Buildings and Equipment

Buildings

- Space assignments should be reviewed for:

Adequacy for personnel assigned.

Efficiency in work relationships with other organizational units.

Effectiveness in assisting the public, if public access is provided.

Effectiveness in affording prisoner security.

Determine costs for operation and maintenance for each facility.

Plan for efficient integration of:

Expanded training activities.

Augmented records and communications capability.

Various vehicular equipment.

Increases in total personnel strength.

Equipment

- Motor Vehicles

Current purchasing policies should be reviewed to assure that:

A low cost per mile is maintained.

Vehicles meet field needs.

The possibility of using scooters, special purpose patrol vehicles, airborne equipment, etc., should be explored.

- **Personal Equipment**

Standardized uniform equipment should be on hand and properly maintained.

Departmental weaponry capability should be reviewed periodically to assure:

Control

Availability

Suitability for the job at hand.

PROCEDURAL STEPS FOR IMPLEMENTATION OF REGIONALIZATION

The regionalization of police agencies in Chittenden County should be accomplished in a series of steps over a period of time.

Step I - Adoption of the Regional Plan

The initial phase of regionalization involves the decision of officials in the seven interested communities to adopt the regional plan. This decision, of necessity, entails the political process; if an affirmative decision is reached, it will require strong political leadership. Centralization may result in what some consider to be a loss of political power. The citizens and their elected representatives must decide which is more important—retention of political influence in the form of absolute control over a police agency or the increased crime fighting capabilities generated by a regional police agency. They must decide whether they prefer to retain the traditional forms of policing or adopt modern police concepts.

Citizens identify police protection with the patrolman on the beat, the policeman directing traffic, and the school-crossing guard. And there is value in maintaining this concept, both for the security of the citizen and the efficiency of the police department. However, as the police operation grows, the once-familiar aspects of police work become increasingly removed from the day-to-day observation of citizens. For example, the more technically trained patrolmen are used exclusively for investigative and traffic work on technical activities. Nevertheless, we firmly believe that if all aspects of the proposed regionalization concept are accurately presented to the people, and if granted the approbation of municipal officials, the regional proposal should encounter no insurmountable problems in its initial stage.

Step II - Selection of An Agency Head

The second phase consists of (1) selection of the individual who will eventually become the top executive of the consolidated department and (2) an evaluation of the facilities to be used as a headquarters. Proper evaluation of existing space, and formulation of a comprehensive plan for its use will avoid disruptive internal reassignments during the final phases of consolidation.

The importance of selecting an appropriate building to house the operations is obvious, but the need for selecting the right individual to be the first chief administrator of the department is of paramount importance. The first chief must be given the opportunity to exercise full control over the configuration and influence the formation of policies and procedures in a positive and forceful fashion. Selection of the chief will certainly be a most critical aspect of implementation of the plan.

Step III - Adopt Organizational Structure

Having selected a chief and the facility from which the regional agency will operate, the next step is the formulation of the internal structure of the proposed police agency. As previously stated, organization of a police department or a private corporation does not in and of itself guarantee success. However, a department structured according to sound organizational principles is much more likely to succeed than one not so organized. Accordingly, we recommend that an organizational chart of the new department be drawn up before any further steps toward regionalization are taken. The proposed organization discussed in Chapter IV of this report (Chart 4.1) should be adopted for the Chittenden County Regional Police Department.

Step IV - Establish Administrative Service

The fourth step in consolidation is to institute the administrative machinery of the department. This step should include research and development activities, personnel and training programs, and fiscal and property management. In the recommended organization, three sections have been proposed to handle these activities. These are: Research and Development, Fiscal and Property Management, and Personnel and Training Sections. A discussion of the formation and functions of these sections follows:

Research and Development

One of the most significant innovations occurring recently in large and medium-sized police departments throughout the United States is the creation of specialized staff units to perform the planning and research function. There has been an increasing realization that the chief of police does not have the time necessary to devote full attention to the development of staff projects. In like manner, line and staff commanders are, for the most part, busily engaged in the routine daily operation of their units and do not have the time or inclination to become involved in these projects. Police agencies are confronted with the never-ending need to cope with change created by new social and community mores, legislative requirements, legal interpretations, and administrative decisions. The police institution must continually clarify its goals and objectives and at the same time develop methods and procedures to achieve these newly defined goals. This process is planning.

Without planning, effective direction and control would be impossible, for there would be nothing to direct and nothing to control. Planning must precede the introduction of any program, system or effort. This planning must be in operation at every level and

in every functional unit of the police organization. Planning is the responsibility of every supervisor and commanding officer in determining his unit's goals, how to accomplish specific tasks and ascertaining needed resources and procedures.

The magnitude of research and development tasks involved in organizing or modifying police activities justifies a formal unit. Properly staffed, equipped, housed and financed, the Research and Development Section will provide the following advantages to the reorganization efforts. First, it will assure that people with special abilities and interests will provide full-time attention to the ongoing improvement of police service. Second, it will allow the development and execution of refined research procedures, thus eliminating wasted motion as those assigned become familiar with sources of information and efficient analysis techniques. Third, it will enhance objectivity in arriving at solutions by persons whose only interest is the overall improvement of the department.

Research and development consists of three components—development, applied research and basic research. During the initial stages of reorganization, the primary effort of the research unit should be developing useful systems, methods, procedures, and devices. Once the reorganization is close to attainment and development activities become established, accepted, and routine, the tasks of the Research and Development Section will change to allow for more emphasis on applied research programs and undertaking selected basic research projects.

Police departments which have had experience with formalized research units have found that the best positioning of this unit is as close to the chief of police as possible. This is particularly true where the department is relatively large and when inadequate attention has been given to research and development. During the infancy of the Research and Development Section, strong support from the chief is needed to insure acceptance and understanding throughout the department. Not all subordinate management personnel are immediately sympathetic to the need for such a unit and it will take time to win over all but a few of the "diehards." Placing the research unit deep within the organizational structure tends to isolate it from the mainstream of department decision-making. A properly staffed and directed Research and Development Section will have considerable influence on policy decisions.

All personnel must understand that the unit acts in a staff capacity only. It possesses no authority of its own, but merely acts for the chief or through the chief. Being advisory in nature, it must rely on the art of persuasion to sell its ideas. Decisions, plans, and programs that are derived through the assistance of the Research and Development Section are activated by order or directive of the chief of police and never by the decree of the section itself.

Personnel assigned to the Research and Development Section should be carefully selected, and the commanding officer should have a strong voice in their selection. Essential characteristics needed for a successful staff officer include a broad education in letters and science, specific training in statistics, mathematics or information-processing, a capacity to reason clearly, common sense and an ability to think creatively and objectively. In addition, the individual must have acquired such qualities as cooperativeness, tact, and an ability to present ideas verbally and in writing.

Informal testing can be a big help in identifying potential research and development officers. These test should be so constructed as to determine general intelligence, aptitude, analytical ability, and writing ability.

Centralized Purchasing

A centralized purchasing facility for all departmental supplies and equipment should be established. Consultants were advised that the present statewide plan for the purchase of vehicles is unsatisfactory to several departments because of the inability to obtain convenient warranty services. If this complaint is valid, it largely negates the value of the purchasing pool, since the automobile's out-of-service time possibly costs the departments more money than the original savings. This argument is especially valid when departments operate three or less vehicles per shift, in which case the loss of a car could mean that a patrol beat would remain uncovered. A larger, consolidated motor pool would greatly overcome this problem since it would be flexible enough to provide spare cars when warranty work or other routine maintenance is necessary, thus significantly reducing the impact of equipment failures on patrol activities.

Centralized purchasing of office equipment, stationery, supplies and officers' personal equipment should result in much lower unit cost. Centralized records-keeping functions for purchasing and supply activities, although certainly more efficient, may not necessarily result in any savings.

If centralized purchasing is to effect any significant savings, it will be necessary for all departments to agree upon a standard uniform design. Since all departments, with the exception of one, now use the standard police blue uniform, this change should not be difficult.

Centralized purchasing of all department supplies and equipment should be handled through a fiscal and control office which, as in most larger departments, would be responsible for preparation of the annual budget, control and expenditure of funds, and requisition of supplies and materials. Decisions on specific items of equipment to be budgeted would be made with the technical advice of the user.

A centralized purchasing unit should form the initial stage of what should eventually become the Fiscal and Property Management Section of the regionalized police agency. This section should compile and prepare the department's budget and should be responsible for all fiscal activities, including accounting and purchasing. The section should also be responsible for (1) receiving, controlling, storing, maintaining, and issuing department property and supplies, (2) maintaining custody and disposition of all evidence, contraband, found and recovered property, (3) operating the consolidated motor pool, (4) coordinating building custodial, and maintenance services. The central purchasing unit should eventually be expanded into a property control system which would allow the regional department to make more efficient use of its capital assets.

The benefits of a property control system include:

- Reduced capital expenditures. Records will show where assets are located, what they are, and how they are being used.
- Reduced losses. Immediate inventory can be made to uncover disappearances, theft, or unauthorized transfer.
- Increased operational efficiency. The need for a specific item of property can be determined if the system accounts for the location and use of all items.
- Easier accounting. Accurate property control provides essential data for cost accounting.
- Established responsibility. A property control system places the responsibility for each item under the command of the division or unit commander.
- Better servicing. Property control can be used as a basis for maintaining regular service schedules.

Personnel Administration

The quality of personnel in a law enforcement agency is directly related to and dependent upon the agency's recruitment, selection, training, and career development systems. Considered from a purely economic point of view, the expense of operating a police agency is a major factor in the cost of government, and the greatest part of the police budget is devoted to personnel costs—salaries, training, pensions, and others. Because of this, it is obvious that only the best available candidates should be selected for police positions. They should be trained adequately, properly motivated, fairly disciplined, advanced in accordance with formal procedures, and properly compensated.

Careful but forceful action should be taken to correct deficiencies in the personnel administration systems of most of the agencies in Chittenden County. These deficiencies vary in intensity from department to department, but specific needs can be identified. In many instances, it may be beyond the ability of local jurisdictions acting independently to correct these deficiencies because of lack of funds, shortage of personnel, and inadequate training facilities. Consolidation of the recruiting and training effort under a regionalized concept appears to be the only solution to an otherwise insoluble problem.

Recruitment. Recruiting procedures vary considerably with each agency. Only one agency has a waiting list of applicants for position vacancies; most departments wait until a vacancy occurs before making any serious attempt to locate prospective candidates.

Successful recruitment is directly linked to wage scales which, of course, differ widely from department to department. Since individuals normally seek to improve their financial positions, there is a natural tendency for younger men to transfer into departments which offer better pay. The transfer of an individual who has received on-the-job training, and perhaps some formal training, is expensive to the losing agency and of inestimable value to the gaining. Of greater significance than the financial loss incurred, however, is the possibility that the less affluent department will be drained of its younger and more qualified officers and left with a cadre of older people who, for one reason or another, have remained.

Consolidation of the recruiting effort and development of reasonable parity in salary, working conditions, and job security would reduce or completely eliminate the present high turnover trend. Of greater significance to the overall law enforcement effort in Chittenden County, centralized recruiting should result in the acquisition of more suitable and more highly qualified applicants for available police vacancies.

The region should take a strong position concerning the establishment of minimum standards. These standards should require that every officer employed should be:

- A citizen of the United States.
- Tested to demonstrate an acceptable IQ level of 110.
- Emotionally stable.
- At least 21 years of age and no more than 29 years of age.
- A graduate from an accredited high school.
- In good health as demonstrated through examination by a licensed physician to meet the physical requirements.
- Of good character as determined by a thorough background investigation which would include a search of local, state, and national fingerprint files to disclose any criminal record.

- Interviewed personally prior to employment by the department head to evaluate appearance, demeanor, attitude, and ability to communicate.
- Examined by a licensed psychiatrist or clinical psychologist to determine emotional stability.

Applicants chosen for employment should remain on probation for a minimum of one year from date of appointment.

We emphasize that these are minimum standards of employment. Higher standards are recommended whenever the availability of qualified candidates allows.

Training

Training for police officers is currently required by Vermont law. The intent of the statutory provision is commendable; however, the training is only infrequently available and thus presents difficult scheduling problems for chiefs who must comply with the mandatory requirements after the officers have been assimilated into the department's operational scheme.

A centralized training facility, drawing on the talents of all qualified individuals in the regional area, could offer formalized recruit training prior to the assignment of probationary patrolmen to police duties. Implementation of this system in conjunction with the state training council efforts would eventually overcome the existing training deficiency. Under this system, all police officers would be required to complete successfully a recruit training program prior to patrol assignment. Naturally, priority should be given to new employees; then, a modified in-service course of shorter duration should be required of incumbent officers who have not completed a satisfactory training program.

Step V - Centralization of Records and Communications

In the proposed organization, we have recommended the establishment of a Records and Communications Section. The centralization of records and communications is the one step in this plan for consolidation which will have the least tangible effect on personnel and operational procedures.

Records

A marked increase in operational efficiency within a short period should result from consolidation of records. As is so often the case when an agency begins to record criminal incidents accurately, a sudden increase in crime in the jurisdiction is noted.

Sudden increases do not portend a crime wave; rather, they reveal a situation that had previously remained obscure. Failure to record criminal activities and requests for police service gives the community a false sense of security and well-being, and defeats the police executive in his efforts to obtain funds to provide the needed services. As a result of the improved records management process, the actual requirements for police service should become more apparent after the first year.

The value of an adequate criminal records system in attaining police objectives is well established. Records are needed to (1) provide information for reaching intelligent decisions in matching government resources to community needs, (2) provide information for communication within and among departments so that objectives can be effectively accomplished, (3) assist with supervision and control of personnel by measuring their accomplishments, and (4) inform the public.

There are many advantages to be gained from records consolidation. When basic information collected by numerous jurisdictions is centralized, an inquiring jurisdiction need check only one source of information rather than several. Centralization eliminates duplication of effort, reduces the possibility of error, and increases the speed of handling and records search. For example, when police departments in Alameda County, California, maintained their own warrant files, the time required for one department to check all of these files was over 39 minutes. When the files were consolidated within an automated police information network, the total time-lapse from the moment of request until the information was received was frequently measured in seconds. Computers reduced search time dramatically, but a centralized system, whether adapted to computers or not, is still required.

Another benefit realized from centralization is in the area of crime statistics. When an areawide records operation includes the collection and compilation of crime statistics, an accurate overview of crime in an area can be obtained, and a more detailed and inclusive data analysis is thus possible.

Finally, areawide centralization may result in a more economical use of records personnel. For example, when the Los Angeles Police Department submitted its stolen property files to the State Bureau of Criminal Identification and Investigation, it reduced its work force by ten people, and the state bureau needed to employ only two additional persons.

Communications

The centralized communications facility, in addition to providing the savings previously mentioned, will afford increased operational control over units in the field and will provide uniformity of operations and procedures. Proper recording of complaints using a central complaint numbering system will also guarantee a written report, however brief, of the disposition of all requests for police service. The recorded information, when compiled and analyzed, will provide the chief with the statistics needed to support his request for manpower and equipment allocations.

Many law enforcement agencies throughout the country have consolidated communications systems. In Dade County, Florida, for example, 27 police departments are served by four interconnected radio systems. Interjurisdictional agreements which provide police communications services insure economy and much greater efficiency.

Opponents of centralized communications systems state that there is no need for consolidation, since each separate agency (with the exception of the Milton Police Department) can monitor or cross-monitor the radio frequency of the area police department. Although the advantages of cross-monitoring are essentially operational, this practice seldom results in substantial operational efficiency. There is usually no formal agreement between the agencies concerned, and the action taken from an intercepted message is generally voluntary. Furthermore, the system does not resolve the more fundamental problems of a multiplicity of radio systems and operating personnel.

Step VI - Field Operations

At this point, the new police department will be on the verge of full regionalization. Field operations are the most visible and controversial aspect of any police agency; they include patrol, traffic operations, criminal investigation, and special or tactical operations. Field operations in Chittenden County may be considered to consist of uniformed patrol and criminal investigation.

Investigations

Because of the number of individuals involved, formation of a Criminal Investigation Division designed to provide continuing investigations for the entire region would be the first step in the final phase of establishing a regional police agency. The consolidation of all uniformed patrol operations would follow.

The ultimate objectives of criminal investigation are to determine the facts of a crime, identify the perpetrator, and present sufficient evidence to the court to obtain a conviction. The patrol force should conduct most preliminary investigations. However, after having exhausted reasonable resources without success, the patrol force should turn the case over to an investigations specialist who has additional time and resources to deal with the problem. This specialist should be assigned to the Criminal Investigation Division.

As previously stated, only two departments have full-time criminal investigative personnel. The remaining agencies depend upon the capabilities of their uniformed patrol force, or in major cases, the State Police. The State Police investigators are capable and well-trained individuals; however, since their assigned territory is quite extensive, they are not immediately responsive to the demands of the local law enforcement agencies.

The lack of trained investigative personnel is manifested in various ways, one of which being the preparation of cases for trial in the criminal courts of the state. Individuals who are unfamiliar with the many aspects of proper case preparation add to the burdens of the prosecuting attorney and perhaps are sometimes responsible for the failure to obtain convictions.

Working hours for the new Criminal Investigation Division should be dictated by the workload and demand for services. Initially, such operations should be confined to the daylight or business hours when most witnesses, victims, and complainants are available for interview. Of necessity, investigators must frequently work at odd hours of the day and night, although they may routinely be available only during the normal business day.

Preliminary investigation by the patrol force also reduces the need for investigators to be on duty 24 hours a day, particularly for those cases involving crimes against property. When special skills are needed for unusual cases, an investigator may be called to the scene immediately. Anticipating this not infrequent demand, the Criminal Investigation Division commander should establish appropriate procedures to deal with all contingencies. These include written orders governing actions to be taken and the assignment of definite responsibility to individuals.

There are currently about five criminal investigation specialists available within the region. Since these individuals already find it difficult to keep pace with the demands placed upon them, the addition of three or four investigators to the existing squad would provide increased flexibility and would possibly be sufficient to meet the demands of the entire region. A continuing evaluation should be conducted to determine the number of investigators needed.

The use of trained evidence technicians for searching crime scenes further reduces the necessity of calling investigators to the scene and results in better investigations. Neither investigators nor patrolmen are trained to perform this exacting job. To provide each investigator with the equipment required would be extremely costly and unproductive in consideration of the relatively few times the equipment would be used. On the other hand, a skilled evidence technician assigned to the patrol force can act as an additional patrolman and at the same time be available to provide the expertise necessary to conduct a successful investigation. Here again, investigators would not be required on a 24-hour basis.

Uniformed Patrol

The uniformed patrol force, since it constitutes the largest body of men involved in the regionalization effort, should be the last to consolidate. Based on accurate records reviewed on a continuing basis, the chief will be able to determine where calls for service originate and based upon this data, distribute his force on a scientific basis. Since the success of any police operation depends largely upon the logical allocation and distribution of patrol manpower, it is natural that this most important phase should be the final link in completing the regional agency.

Understandably, this final phase will involve personal upheavals. There can be only one chief administrator hopefully selected in Phase II, for the regional law enforcement agency. Men who have devoted long and arduous years attaining the position of chief of police will be asked to step aside, and although they will not suffer any financial loss, they will no longer be the ultimate authority on police matters in their own jurisdictions. The rank and file in the various departments will suffer some real or imagined losses in the transition. Individuals accustomed to working within the confines of a specific jurisdiction may be required to patrol in any area throughout the region. Travel time to and from work will effect some individuals adversely, and the change of ambiance between a small police department and a medium-sized department will be noticeable. Despite these personal obstacles, the transition period should be successful if it proceeds according to well-formulated plans which have developed during the implementation of Steps I through IV.

An Alternate Plan

An alternative to the recommended phased consolidation of Chittenden County law enforcement agencies is an immediate and total consolidation following an extended planning stage. This plan was considered briefly but abandoned since it involves too many personnel problems and would be exceedingly disruptive. Additionally, the operational problems involved in this method, particularly in the areas of patrol manpower allocation, appear insurmountable, since the records on which they would be based are either incomplete or nonexistent. Phased consolidation, although it will result in some increased costs, will not be nearly so financially burdensome as immediate consolidation. Through judicious planning, inadequate or incompatible equipment may be retained in service for a large portion of its normal period of serviceability. Available stocks of office supplies and equipment may continue to be used, in addition to officers' personal equipment and outer clothing. Finally, jurisdictions will be given sufficient time to dispose of or plan other uses for the buildings now serving as headquarters for the numerous police agencies.

Summary

The individual selected as the first chief should be well educated and knowledgeable in all phases of modern police administration and may be selected either from among those command officers now employed within the region or, in the absence of a qualified candidate, from outside the region. Ideally, since the concept of regionalization is so new, the new chief should not necessarily be restricted to a ready-made organization, but should be allowed flexibility in modifying the structure, if necessary, to meet special need.

The chief should be instrumental in (1) establishing minimum personnel standards for subsequent recruiting, (2) planning the consolidation of records and communications, (3) using the record base established in the fifth step of consolidation for the allocation and distribution of patrol manpower, and (4) selecting subordinate command officers following the establishment of appropriate guidelines.

Following the third step, adoption of a formal organizational structure, the fourth step should establish a centralized purchasing office for all departments in the region. As previously stated, centralized purchasing will allow the department to take advantage of bulk purchases of uniforms, vehicles, office equipment, and other necessary supplies. At this time, the centralized purchasing office should also inventory all existing equipment and provide financial assistance in the purchase of (1) the files necessary for centralized records and (2) communications equipment necessary to consolidate the numerous pieces of equipment now being used.

The fourth step also calls for consolidation of all personnel activities in a central Personnel and Training Section. Recruiting, training, and all other aspects of personnel administration will be handled from this central section.

The fifth phase of consolidation, establishment of a central Records and Communications Section, is the first operational phase in the regional police concept. If the centralized records operation is to be successful, it is imperative that all operational police agencies submit all records of requests for police service, including the nature of incidents and the disposition thereof, to the central records section.

The sixth and final step is the consolidation of field operations—criminal investigation and uniformed patrol. This should be accomplished in two steps. First, all investigative activities within the area and second, all uniformed patrol efforts should be consolidated. However, if at this point the concept has already been well received and is proceeding without difficulty, there is no reason why these two steps should not be taken together.

At the risk of repetition, we have elected to summarize the distinct advantages of a regional law enforcement agency. These are as follows:

- One agency will eliminate fragmentation and duplication of functions.
- Administrative activity—particularly formulation of policy and procedures—will be centralized.
- Operational headquarters will be centralized.
- Research and development activities will serve all law enforcement agencies and officers in the region.
- Field operations systems and procedures will be uniform, thereby eliminating the variety of procedures now in use.

- Uniform personnel administration procedures and practices will be developed.
- Training will progress dramatically, since additional personnel will be available to provide training.
- Centralized purchasing—already begun—can be expanded to include uniform buying procedures for all departmental needs.
- Only one budget document will be needed instead of several.
- Investigative services will be promptly available throughout the county.
- Of primary importance, one agency will serve the law enforcement needs of all persons in the region, and the uneven quality of services now offered will be eliminated.