

LEGISLATIVE STUDY OF THE VERMONT STATE POLICE

**Prepared at the request of the Vermont
State Legislature's Appropriation
Committees' Chairs:**

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February 16, 1994

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SUMMARY OF RECOMMENDATIONS

I. THE STATE POLICE SHOULD FORMALIZE AND INCREASE OVERALL PLANNING

While the Vermont's State Police have rapidly moved forward on a number of fronts there is no formal written planning document that could provide the legislature and others an overall sense of departmental directions in management, personnel, service coverage and overall policy. Such a plan should be regularly updated and include input from external sources. It should continue to reflect appropriate efforts to broaden spans of control without reducing local trooper coverage.

II. THE STATE POLICE SHOULD FORMALIZE THEIR OVERALL TRAINING AND EDUCATION PLANS INTO A WRITTEN POLICY DOCUMENT

A key element of this policy document should be formal requirements for management training as personnel advance to higher management level positions.

III. THE STATE POLICE SHOULD UTILIZE OUTSIDE PUBLIC AND PRIVATE SECTOR ASSISTANCE FOR PLANNING AND MANAGEMENT

The Department should consider developing the kind of public-private partnerships New York is using, in which "loaned executives" from IBM, Kodak and other companies provide insights from their private sector administrative experiences. Potential sources might include the IBM, the University of Vermont, Norwich University, the Vermont Executive Development Program, the Vermont Business Roundtable, the New England State Police Administrators Compact and the National Association of Chief of Police. Among the issues which should be addressed are: Overall Departmental planning, appropriate staffing levels and performance measures for evaluating state police activity.

IV. THE ROLE DISTINCTION BETWEEN THE DEPARTMENT OF PUBLIC SAFETY AND THE STATE POLICE SHOULD BE STRENGTHENED

The recent reorganization of the State Police, creating a Public Safety Department civilian support services unit, will help to create a distinction between the Department of Public Safety and the Division of State Police. The Commissioner of Public Safety should play an increasingly proactive role in overall statewide planning and cooperation between public safety organizations including state, county and local police and other public safety officials. This role becomes more critical as the role of public safety entities continues to change with advancing 911 service development, the "Public Safety 2000" planning process, and increased technology use in law enforcement. As part of this added responsibility the Commissioner should participate at the highest level of Executive decision making.

SUMMARY OF FINDINGS

STATE POLICE MANAGEMENT ISSUES

The Vermont State Police have broader responsibilities than a number of other states. In part, this is due to the rural nature of Vermont and fewer local police forces. While this tempers the ability to use comparison data, our review indicates:

1. The Vermont State Police command structure has flattened in the past year, resulting in a broader span of control and flatter management structure. The Vermont State Police now has an average span of control in its Field Force management structure similar to the other states, but has the narrowest overall span of control of five comparison states.
2. Vermont provides a diverse mix of training to its officers, but as in other states there are no specific requirements or formal plan for providing management training for its higher ranking officers.
3. Vermont State Police, as is true for the comparative states, does not have a well developed formal planning process. Of the surrounding states, only Massachusetts has a formal organization plan. Vermont has, as the other four states do, general organization goals which have not yet been formalized in a long term written organization plan.
4. Of the five states compared, Vermont is the only one in which the state police or the Public Safety Department is not directly represented at the cabinet level (or its equivalent in New Hampshire).

STATE POLICE VEHICLE FLEET ANALYSIS

In reviewing fleet operations we found the Vermont State Police fleet is aging rapidly and is now the second oldest of the five comparison states.

1. Vermont has the 2nd highest average miles per vehicle operated and the 2nd highest percentage of cars over 100,000 miles.
2. Current data shows Vermont State Police assign high mileage cars to Headquarters and lower mileage cars to the Field Force.

AFFIRMATIVE ACTION - EMPLOYMENT OF MINORITY AND FEMALE TROOPERS

Like comparative states, Vermont has less minority troopers than are reflected by the population. As regards female troopers, Vermont State Police have gone from 0 to 10 female troopers employed since 1975 and has the 2nd highest percentage of female officers ranked sergeant or above of the five comparison states. Despite this progress, Vermont has the lowest percentage of female troopers of five states.

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STUDY BACKGROUND:

I. The Report Purpose and Methodology

In September 1993, Appropriation Chairs Senator John Carroll and Representative Michael Obuchowski requested that the Joint Fiscal Office undertake a review of the State Police prior to the FY 1995 Budget deliberations of their respective committees. The Joint Fiscal Office carried out this review throughout the Fall and into January. The review consisted of several phases.

First, Joint Fiscal and Legislative Council Staff held a series of meetings with the Commissioner of Public Safety and the management of the State Police in Waterbury. The Department of Public Safety and the State Police were extremely cooperative and helpful providing requested information and needed assistance.

Second, the Joint Fiscal Office talked with Public Safety and State Police personnel in four other states to gain a perspective on the activities and operations of Vermont's State Police. These states included: New Hampshire, Maine, Massachusetts, Connecticut and New York.

Finally, the Joint Fiscal staff reviewed earlier studies of the State Police, national law enforcement reports and information provided by legislators, interested individuals and the media.

Much of this report is based on the comparative information provided by other states. A comparative report has strengths and weaknesses. It offers a perspective on Vermont's Public Safety/State Police choices in contrast to those of other states. However, it does not adequately reflect the uniqueness of Vermont State Police's mission and responsibilities. Of the states surveyed, Vermont's State police appear to have the broadest responsibilities. Vermont's characteristics as a rural state with less local enforcement personnel than the comparative states argues for judicious consideration of the findings of this report.

In carrying out his study we were surprised to find the lack of national or local criteria to evaluate performance and staffing of state police. Unlike other areas of governmental action, we were able to find little guidance from national performance criteria. In part, this led to our comparative evaluation approach. In Vermont and Nationally, there is a need for better criteria for police service performance evaluation.

II. The Scope of the Report

The report could not, in the time allowed, completely cover all the issues that should or might be addressed.

The review first focuses on management and control issues including: the command structure and issues of span of control; officer training; State Police and Department of Public Safety overall planning and evaluation of trooper need; and representation of Public Safety within the Executive Branch.

Second the review looks at the State Police vehicle fleet. Considerable legislative concern over the condition of state police vehicles prompted this comparative analysis.

Third, we reviewed the Department's activities in State Police Affirmative Action and compared Vermont's experience with that of the comparative states.

Finally the report contains a brief discussion of other issues including the Department's approach to the community information officer function, overtime pay and other areas which may merit additional review.

STATE POLICE MANAGEMENT ISSUES

As part of our review of state police administration and operations, we conducted an analysis of several general management issues. We looked at the command structure and span of control of supervisors, at the planning process, and at supervisory/management training requirements, then made a comparison with the states of Maine, Massachusetts, New Hampshire and New York. The principal findings are as follows:

I. Command Structure and Span of Control

- * The command structure of the state police have changed in the past year and is continuing to change, resulting in a broader span of control and flatter management structure.

As a result of retirements and promotions, the number of high ranking officers in the state police has been reduced by 16% in the past year. The force has been reduced from 1 colonel, 3 majors, 11 captains and 28 lieutenants to 1 lieutenant colonel, 2 majors, 9 captains and 24 lieutenants. Changes planned for FY 95 would eliminate 1 more captain and 1 more lieutenant, which would mean a total reduction of 9 of 43 positions, or 21%. Two of these positions will be converted to civilian employee slots and the rest will be reallocated to the Field Force to increase the number of patrol troopers. The result has been to broaden the span of management control and bring it into line with that of surrounding states. At the same time, it raises concerns about decreased opportunity for advancement and may hinder the achievement of affirmative action goals.

21% reduction in Command Staff.

*** Vermont State Police now has an average span of control in its Field Force management structure similar to the other states, but has the narrowest overall span of control**

We used three methods in trying to compare the span of control and management/supervisory structure of the Vermont State Police with the surrounding states. Method 1 compared the Field Force units of the three most similar states, Vermont, New Hampshire and Maine. While the overall structures of these forces differ at the headquarters and support unit levels, the Field Force units responsible for primary patrol and law enforcement duties in these three states are quite similar. Methods 2 and 3 recognize that the structure and functions of various ranks and positions differ greatly from one state police organization to another, so that it is difficult to make valid comparisons of overall spans of control. In method 2, we directly compared the organization charts of the Vermont, New Hampshire and Maine state police organizations. Method 3 is included because information was not readily available for us to make similar detailed breakdowns for the much larger forces in New York and Massachusetts. Instead, we made a gross comparison of the overall structures of the forces in the five states, considering each rank of officer to be supervising all members of the next lowest rank, although as the organization charts for Vermont, New Hampshire and Maine show, this is not always strictly the case. Nonetheless, it provides some feel for overall span of control.

Method 1 - Comparison of Field Force Units in Vermont, New Hampshire and Maine:

In the Field Force, Vermont has 1 major supervising 5 captains, who in turn supervise, respectively, 2, 2, 2, 3, and 3 lieutenants. **The average span of control is 2.8.**

New Hampshire has 1 major supervising 2 captains, who in turn each supervise 3 lieutenants. **The average span of control is 2.7.**

Maine has a lieutenant colonel supervising 2 captains, who in turn each supervise 4 lieutenants. **The average span of control is 3.3.**

Method 2 - Comparison of Organization Charts for Vermont, New Hampshire and Maine:

The Director of the Vermont State Police (currently Lieutenant Colonel Lane Marshall) supervises 2 majors and 2 captains, with a third major's position currently vacant and possibly to be replaced with a new civilian position. The majors supervise, respectively, 5 captains, 2 captains and 1 lieutenant, and 2 captains and 1 lieutenant. Captains supervise, respectively, 2, 2, 2, 3, 3, 4 and 5 lieutenants. **The average span of supervisory control is 3.3.**

The Director in New Hampshire supervises 3 majors, who supervise, respectively, 2 captains and 1 lieutenant; 1 captain, 1 lieutenant and 4 civilians; and 3 sergeants, 2 corporals and a civilian. Captains supervise, respectively, 3 lieutenants, 3 lieutenants, and 2 lieutenants, 2 sergeants and 2 corporals. **The average span of control is 4.**

The Director in Maine supervises 3 captains, 6 lieutenants, 1 sergeant and 1 civilian, who in turn supervise, respectively, 1 sergeant; 4 lieutenants; 4 lieutenants; 4 lieutenants and 2 civilians; and 1 sergeants. The average span of control is 4.3.

Method 3 - Comparison of Rank Structure as an Indicator of Span of Control in the Five States

Vermont has 1 lieutenant colonel (Director of the Vermont State Police) supervising 2 majors, who supervise 9 captains, who supervise 24 lieutenants, who supervise 95 sergeants, 41 of whom supervise 130 troopers (the remaining 54 sergeants are detectives and other specialists who do not perform any management/supervisory functions), for an average span of control of 3.3.

New Hampshire has 1 colonel supervising 3 majors, who supervise 3 captains, who supervise 10 lieutenants, who supervise 35 sergeants, who supervise 196 troopers, for an average span of control of 3.6.

Maine has 1 colonel supervising 3 captains, who supervise 18 lieutenants, who supervise, 42 sergeants, who supervise 251 troopers, for an average span of control of 4.9.

Massachusetts has a colonel supervising 5 lieutenant colonels, who supervise 12 majors, who supervise 27 captains, who supervise 159 lieutenants, who supervise 266 sergeants, who supervise 1815 troopers, for an average span of control of 4.9.

New York has 5 colonels supervising 16 majors, who supervise 57 captains, who supervise 85 lieutenants, who supervise 639 sergeants, who supervise 3,155 troopers, for an average span of control of 6.2.

*** Some management functions performed by sergeants and lieutenants in the other states are performed by lieutenants and captains in Vermont**

Direct comparisons of the raw numbers of officers holding each rank may not give an accurate picture of the supervisory/management structure in a state police organization because the duties and responsibilities assigned to different ranks in each organization can vary widely. In Vermont, sergeants are contractually defined as not having supervisory responsibility, so that even when a sergeant is "in charge" of a particular detail, the actual "supervisor" is the lieutenant who is the station commander for the local barracks. Some specific examples include the governor's security detail, for which a lieutenant is responsible in Vermont, but sergeants are responsible for in Maine and New Hampshire, and fleet management, for which a captain (due to be civilianized in FY 95) is responsible in Vermont, a lieutenant is responsible in Maine, Massachusetts and New York, and a sergeant is responsible in New Hampshire. The Chief of the Maine State Police told us that as a result of being forced to greatly reduce the higher ranking officers in the force to get more troopers on the road, he has sergeants performing some

functions which he believes should more properly be done by lieutenants or captains and anticipates future complaints about this from the employee labor union. The time available for this report did not permit the kind of detailed analysis of the specific functions of all ranks in each state which would be necessary to make a truly valid comparison of how the forces utilize their personnel by rank.

*** Vermont has the highest percentage of officers holding the rank of sergeant and above, and the highest percentage of officers holding the rank of lieutenant and above.**

In the Vermont State Police, 124 officers of 263 hold the rank of sergeant or above (47%) and 36 officers holding the rank of lieutenant or above (13.7%), which means that Vermont has roughly twice the average numbers of sergeants and above and lieutenants and above as the surrounding states. The Vermont State Police told us their numbers include 54 officers who hold the rank of sergeant, but who are in reality detectives and other specialist positions which are identified differently in the other forces, reducing the number of sergeants shown for those forces. Not counting these sergeants, the Vermont numbers would be 73 sergeants and above (27.8%), which brings it closer to the percentages in the other states, although it is still the highest of them. The higher percentages of sergeants and lieutenants is explained in part by the geographically dispersed force structure of the Vermont State Police as a "community police force." This structure includes five "troops," each with two to three "stations", as opposed to structures of eight "troops" in Maine and six "troops" in New Hampshire, each of which have no sub-unit locations. Each of Vermont's "station" locations requires a basic management team, including a lieutenant and several sergeants.

New Hampshire has 52 sergeants and above of 247 officers (21.1%) and 17 lieutenants and above (6.9%).

Maine has 64 officers holding the rank of sergeant and above of 314 total officers (20.4%) and 22 lieutenants and above (7%).

Massachusetts has 470 sergeants and above of 2285 officers (20.6%) and 204 lieutenants and above (8.9%).

New York has 802 sergeants and above of 3952 officers (20.3%) and 163 lieutenants and above (4.1%).

RECOMMENDATION: The state police should consider the option of moving to a structure of fewer troops, with a resulting further flattening of the command structure. Specifics of what this would entail, such as the closure or relocation of barracks and troop offices, upgrading of communications equipment, and related costs, will need to be communicated to the legislature.

II. Training

- * Vermont provides a diverse mix of training to its officers, but is similar to the other states in having no specific written requirements or plan for providing management training for its higher ranking officers

Vermont State Police Requirements

The Vermont State police currently has no formal program requirement for its management level officers to attend specific management training. The agency encourages and funds attendance at training available from a wide variety of sources, including the FBI Academy in Quantico, VA, Babson College, Northwestern University, the Vermont Executive Development Program, the New England State Police Administrators Compact (NESPAC), and many in-service courses offered through the Vermont Police Academy. A 16 hour course entitled "Managing for Excellence" was put on in Vermont for all lieutenants and captains in 1992 by Penn State University. A computer record of all courses taken is maintained by the training staff. A copy of the records for all officers with the rank of captain and above was submitted by the state police and is available at JFO for reference. It shows a wide diversity of training, ranging from numerous part day (1 1/2 to 6 hour) in-service seminars to the 440 hour FBI National Academy class for police management officers. "Management" related training has been highlighted. As a result of our discussions in this area, Lt. Colonel Lane Marshall informs us a formal written policy regarding management training will be developed in the near future.

Comparative State Experience

We did not explore in the same detail the exact training given to the higher ranking officers in each of the other states. Instead, we inquired about their policies, formal or informal, written or otherwise, about providing such training to these officers. In general, we found that they were operating in much the same way as Vermont, utilizing very similar training sources and operating similarly without formal written policies or procedures to ensure officers received specific management training. Massachusetts and New York have progressed the furthest in the area of management training, but have still not formalized their efforts into written policy.

New Hampshire - has no written policy regarding management training but endeavors to obtain for each officer the training requisite to the rank the officer holds. There is no set list of courses required or recommended for each rank, but all supervisors are required to attend a two week NESPAC course on supervision and decision making. Candidates are nominated for and sent to the FBI National Academy when slots are available. The state has its lieutenants attend a three week intensive management course at Babson College when funds are available and also relies on in-service training in job related skills made available by the Police Standards and Training Council, which certifies all law enforcement officers in New Hampshire.

Maine - has no standard management training policy, written or otherwise. An attempt is made to have each supervisor attend a one or two week supervisory training course put on by NESPAC, and officers from the rank of sergeant and up are sent to a variety of training courses at state colleges and in-service training appropriate to their duties when time and funding permits, but there is no actual program to provide a specific list of management training courses to officers at each rank.

Massachusetts - has no written requirements for specific management training for its officers. Instead, the state relies on applicants for the rank of lieutenant and above needing to have detailed management skills and knowledge in order to pass rigorous promotion examinations. Competition for promotions is so intense that the state feels it will adequately ensure candidates will acquire the skills necessary to pass the exams without the need for specific training requirements. Officers are encouraged to take management classes on their own at local colleges and the state nominates candidates for national training courses by the FBI when slots are available. All officers promoted to supervisory positions are required to attend a NESPAC training course for supervisors. The state has just finished having all officers above the rank of sergeant attend a one week in-service Total Quality Management class at the state's training academy, and plans to have all sergeants take the class in the future. This is part of a new "quality policing" initiative which includes providing quality management training to all officers and is intended to be formalized into written policy as the initiative develops.

New York - has recently instituted a requirement that all commissioned officers, i.e. lieutenants and above, receive a 40 hour leadership training program. This program was developed in association with IBM and West Point, was first put on at IBM's training facilities for the 40 highest ranking officers in 1992, and in 1993 was presented at the police academy to all commissioned officers. Otherwise, there is no written policy requiring specific management training for officers. All officers promoted to supervisory positions are required to receive a one week supervisory training course as part of the New York Law Enforcement Accreditation Standards. Various management courses are available at colleges throughout the state and at the police academy, and officers are assigned to training when time and schedules permit. The Governor's Office of Employee Relations presents executive development seminars for state government employees and the state police send commissioned officers to this training when possible.

RECOMMENDATION: The state police should formalize their overall training plans into a written policy document. Training policy should include requirements for specific management training of high ranking officers. Training should support the department's affirmative action program by targeting management training to prepare female candidates for promotion to higher ranks in the force.

III. Planning and Trooper Coverage

*** Of the five states compared, only Massachusetts has a formal organization plan. Vermont is similar to the other four states compared in having general organization goals which have not yet been formalized in a long term written organization plan.**

The Vermont State Police - has developed a series of goals for each of its divisions over the next ten years, but has not yet incorporated them into an overall long term organization plan. Changes in the management and command structure of the Department of Public Safety which are currently in progress, such as to civilianize much of the support service functions of the Department, are part of a recognition by the Department that organizational changes can enhance its response to the needs of other police agencies in the state which rely on the Department for specialized support, and to the needs of the public. The Department's vision of what its organization should look like and how it should function in the future has been evolving over the past few years and would benefit from a formal, focused process resulting in a written strategic plan.

New Hampshire - has no formal long term organization plan. There are informal goals toward which the Director of the State Police tries to move through the yearly internal operating plan he prepares for the agency, but ideas for longer term future initiatives have not been formalized into a written organization plan.

Maine - has no current formal organization plan. The Chief and Deputy Chief of the State Police, recognizing the need to have such a plan for the future, are now working to form a planning commission which will meet this spring to develop a written organization plan for the state police. On the initiative of the governor's office, Maine is simultaneously undertaking a quality management initiative. "TQM" training began in 1993 and "quality councils" have been established in various state agencies. A quality council was created last year in the Department of Public Safety and one is now being formed in the state police. A state police "quality" planning process is likely to be a future component of this initiative.

Massachusetts - developed an organization plan in 1993 as part of the process of merging all four state funded law enforcement agencies in the state into a new Department of State Police. The process included creating a strategic plan for the new department for the next five years. Although this began as an in-house project, it proved to be too complicated an undertaking and funding was obtained from the legislature to hire an outside management consultant to complete it. The state police are also currently implementing a "quality policing" initiative, an adaptation of "TQM" to police work. This resulted from an internal review which concluded the department would benefit from enhancing its internal management system. The merger and strategic plan are outgrowths of the quality policing initiative.

New York - has a formal planning process, but it is conducted on a year to year basis as the baseline budget business plan is prepared for each fiscal year, rather than being a longer term strategic planning effort. Management staff and the state's eleven troop commanders provide

input and help to determine what resources will be needed to accomplish the agency's mission for the year, how to utilize available resources, and what requests should be recommended for inclusion in the executive budget for the fiscal year. New York also obtains management and planning input from the private sector through a program of "loaned" executives who assist in state police study projects. Executives from IBM, Kodak, New York Telephone, the Rockefeller Institute and others participated, for example, in a corporate advisory group in 1989 to perform an external review of department management.

RECOMMENDATION: The state police should conduct an organizational analysis and develop an overall management plan. This should include input and evaluation from external sources. Such sources are used by state police agencies in other states and include private sector executives and personnel from colleges and universities. The state police should consider developing the kind of public-private partnerships New York is using. Other sources might include the Vermont Executive Development Program, the Vermont Business Roundtable, the New England State Police Administrators Compact and the National Association of Chief of Police. Hiring a management consultant is another possibility.

RECOMMENDATION: The state police should establish a system of periodic external review of its management and operations, similar to the review process undertaken in response to the 1975 legislative review of state police operations. This process should take place on a regular 5 - 7 year cycle. It could involve the sources discussed above or could be part of a joint exchange program with personnel from other state police agencies in surrounding states.

*** The Vermont State Police last evaluated how many troopers are needed to provide adequate "coverage" in an internal study in 1986. Determining trooper need involves many factors, but a nationally accepted process available for making the determination is only being used by one of the five states compared, Massachusetts.**

The Vermont State Police last conducted an evaluation of how many uniformed officers are actually needed to fulfill its mandated responsibilities in 1986, when they hired a consultant to review an in-house evaluation and report. Currently the State Police carry twenty four vacancies. Management believes a need for additional personnel far outstrips the possibility of new hiring that they have not invested management resources in conducting additional studies. The state police are conscious of the need to periodically evaluate the productivity and effectiveness of operations and believe they should measure productivity by whether there is adequate "coverage," rather than by tracking an average response time to calls. Coverage refers to having an officer available to respond appropriately to a situation in the community requiring a police response for which the state police has responsibility. The state police have concentrated on reducing the distance, both physically and in communication, between its force and the local communities of the state. Using the outpost program, C.O.P.S., and a philosophy of encouraging individual troopers to "adopt a town," the state police are working to provide a "a name and a face" to respond to residents and officials in each community.

Determining "how many" troopers are needed - is a complicated process which varies from state to state among the five states compared and involves such variables as miles of roadway, numbers of calls for service, geography/topography, and numbers of various categories of criminal offenses. The most significant factor in explaining the differences among the states is the widely varying responsibilities of the state police in each state. The Vermont State Police have the broadest area of responsibility for general law enforcement of the five states compared, reflecting its rural character and the relatively small number of communities with local police departments. The Massachusetts State Police functions primarily as a highway enforcement organization. Maine functions much like Massachusetts in its southern counties and like Vermont in the north. New Hampshire State Police have no jurisdiction in any community with a population over 3,000. Financial constraints in recent years have meant the state police agencies in the five states compared have been limited in the number of positions which could be filled and so, like Vermont, the agencies in New Hampshire, Maine and New York have not conducted recent studies of trooper need. An exception is Massachusetts, which completed a study in 1993.

New Hampshire - Most criminal law enforcement is handled by local police departments. The state police has no jurisdiction in any community with a population over 3,000 unless asked for assistance by the local police. The department's goal is to have a trooper available to respond to any call for service, but budget constraints have meant that there are times when there are no troopers on patrol anywhere in the state at night. In recent years, the amount of funding available to hire new troopers is the only criteria which is being used to determine how many troopers will be employed. The department believes it is currently so understaffed that conducting manpower needs studies would not be a worthwhile expenditure of resources.

Maine - State police responsibilities vary greatly between the state's southern and northern counties. In the south, there are many towns with local police departments which handle most criminal law enforcement and the state police handle primarily traffic enforcement, while in the north the state police handle the entire spectrum of law enforcement duties. The need for troopers is assessed as part of yearly planning, but has not been the subject of a formal internal or external study since the early 1980's, when one was done internally. Since then, the force has been shrinking, and top management ranks have been reduced by half, so they have felt there is no reason to conduct manpower needs studies.

Massachusetts - The state recognized several years ago that it had four state funded law enforcement agencies with overlapping and conflicting responsibilities, performed a major evaluation of law enforcement in the state, and as a result recently completed a reorganization merging the four agencies into a new Department of State Police. A formal review of state police staffing needs was conducted by Northwestern University's Traffic Institute, with a final report issued in September of 1993. This review utilized a manpower allocation program developed by Northwestern under contract to the National Highway Traffic Safety Administration (NHTSA) in response to a request from the National Association of Chiefs of Police in 1985 for a nationally uniform procedure for evaluating police manpower needs. The final report, examining such factors as miles of roadway, type of roadway, calls for service,

community policing efforts, etc., is available for reference at JFO. A copy of the Lotus 1-2-3 computer program used in the study was obtained by JFO as part of this review and is being provided to the Department of Public Safety.

New York - The last formal study of manpower needs was done in 1974, based on an earlier study by Northwestern University, but the topic is one of the considerations of a yearly internal planning process. The state utilizes a "post" system, in which certain manpower standards are set for each post and must be maintained. Factors such as road mileage, geography, criminal caseloads and state initiatives (drug interdiction, violent crime, etc.) are considered in a complex formula in compiling the goals and missions for the force each year and allocating manpower.

RECOMMENDATION: The state police should conduct a formal evaluation how many uniformed officers are needed to provide adequate coverage of its assigned responsibilities. This evaluation could be done in-house, using the available Northwestern University Lotus software, or could be done by an external reviewer such as Northwestern's Traffic Institute.

IV. Representation at the Cabinet Level and to the Legislature

*** Of the five states compared, Vermont is the only one in which the state police is not directly represented at the cabinet level (or its equivalent in New Hampshire). The title of the person representing the state police at the cabinet level and to the legislature, and the placement of the state police in the structure, varies from state to state.**

In Vermont - the Commissioner of Public Safety is not a part of the formal cabinet, although the Commissioner of Public Safety reports directly to the governor. Thus, there is no direct representation of the state police at the cabinet level. Vermont is the only one of the five states compared in which this is true. The Commissioner of Public Safety also represents the state police in legislative matters.

In New Hampshire - there is no formal cabinet structure. The cabinet level equivalent is co-equal representation of each of the various departments of state government by the commissioners of those departments. In this structure, the state police is represented by the Commissioner of the Department of Safety, of which the state police is a division. Representation to the legislature is also made through the commissioner's office, where the Assistant Commissioner of Safety handles legislative matters for all divisions of the Department of Safety.

In Maine - the Commissioner of Public Safety is a cabinet level official and represents the state police at the level. Representation to the legislature is the responsibility of the Deputy Chief of the State Police for Administration, a uniformed officer, currently Lieutenant Colonel Malcolm Dow, who serves as the Legislative Liaison for the Department of Safety and the state police.

In Massachusetts - the Department of State Police is one of four departments of a newly organized Secretariat of Public Safety. The Secretary of Public Safety is a cabinet level official. The Secretary represents the state police at that level and, in conjunction with the Superintendent and Deputy Superintendent of the State Police, both uniformed officers, with the legislature.

In New York - the Superintendent of the State Police is a cabinet level official and represents the state police at that level. Representation to the legislature is primarily made through the Deputy Superintendent of Administration, a uniformed officer, currently Colonel Edward Vanderwall.

RECOMMENDATION: The Department of Public Safety should take the lead in moving forward the goals of Public Safety 2000 to achieve better cooperation and coordination between law enforcement agencies at all levels in Vermont, state, county and local, and in establishing a formal interagency coordinating group which will make recommendations to the legislature on specific duties which should be assigned as the responsibilities of each agency. Inclusion of the Commissioner of Public Safety in the cabinet should be considered to recognize this lead role of the Department in public safety and law enforcement efforts in Vermont.

VERMONT STATE POLICE VEHICLE FLEET ANALYSIS

I. Comparative Analysis

As part of our review of state police administration and operations, we conducted an analysis of the state police fleet. We looked at fleet mileage and made a comparison with four surrounding states: Maine, Massachusetts, New Hampshire, and New York. All figures are for the period ending 11/30/93, except for Vermont, which used the period ending 11/13/93. The principal findings are as follows:

*** Vermont has the 2nd highest average miles per vehicle operated**

Vermont has an average fleet mileage of 76,221 miles per car. New Hampshire averages 59,433 miles and New York 45,970. Massachusetts and Maine did not provide specific averages, but Massachusetts estimated its average as "over 100,000"¹ and Maine as "over 60,000."

*** Vermont has the 2nd highest percentage of cars over 100,000 miles**

Of a total fleet of 320 vehicles, Vermont has 92 vehicles, or 29%, with over 100,000 miles. Massachusetts has 55%¹, New Hampshire has 9%, Maine has 1% and New York has .3%. See the chart on page 13.

¹ Massachusetts told us this high mileage was due to no vehicle purchases in 1989-91 and small purchases in 1992-93, and has resulted in failure to respond to calls due to inoperable vehicles.

*** Auction mileage is similar in the northern New England states**

New Hampshire's average auction mileage for 1993 was 108,000 and Maine's was 103,000. Vermont's average was 101,300, but Captain Bruce McDonald said few cars were auctioned this year, so this figure has little significance. New York's average was 80,000.

*** Current data shows Vermont is assigning high mileage cars to Headquarters and lower mileage cars to its Field Force troopers**

Average mileage for all vehicles has been rising steadily, but the lowest mileage vehicles are being moved to patrol duty. Patrol vehicles now average 74,264 miles versus the fleet average of 76,221. The average for the Administration vehicles is 112,817.

*** Vehicle warranties vary widely from state to state**

New Hampshire car bids include a 100,000 mile full, no deductible warranty, at a cost of \$1,565. Massachusetts also requires a full 100,000 mile warranty, but could not provide a separate cost figure for it. New York buys no extra warranty and does all repairs in house. Maine requires a 60,000 mile warranty with no deductible, but could not provide a separate cost. Vermont buys a 75,000 mile warranty with a \$50 deductible for \$350.

II. Summary Comparison of Vehicle Mileage - as of 11/13/93 for VT, 11/30/93 for others

State	Fleet Size	Over 80,000	%	Over 90,000	%	Over 100,000	%
VT	320	159	50%	129	40%	92	29%
NH	300	79	26%	52	17%	26	9%
ME	585	144	25%	---	---	5	1%
MA	2000	1595	80%	---	---	1100	55%
NY	2310	316	13%	74	3%	8	.3%

III. Summary for each state

Vermont - has a fleet of 320 cars. They are using a mixture of Plymouths, Fords and Chevrolets, bought under various contracts in the past 5 or 6 years. The average fleet mileage is 76,221 miles. The policy in the past was to consider replacing vehicles at 70,000 miles, which meant actual mileage of 75,000 to 85,00 miles when replaced, but this policy has not been

followed because funding has not been available. Vermont purchased only 1 car in 1993, and this was under a contract arrangement with the Town of Enosburg. Of the vehicles currently in use, 159 have over 80,000 miles (50%), 129 have over 90,000 miles (40%), and 92 have over 100,000 miles (29%). As in Massachusetts, Captain Bruce McDonald reports, few vehicles have been auctioned in the past two years and those have been primarily wrecked, rather than high mileage, cars.

New Hampshire - has a fleet of 300 cars in use, roughly the same size as Vermont's. All recent contracts have been for full size Chevrolet Caprices with police pursuit packages. The average mileage per car is 59,433. Policy calls for replacing vehicles at 80,000 miles, but for budgetary reasons they have been going over 90,000 miles. New Hampshire purchased 40 cars in 1993 and has contracted for 54 cars in 1994 and 64 cars in 1995. Of the vehicles currently in use, 79 have over 80,000 miles (26%), 52 have over 90,000 miles (17%) and 26 have over 100,000 miles (9%). An additional 31 cars with more than 100,000 miles have been removed from service and are awaiting auction or are being used to salvage spare parts. Average mileage on cars auctioned in 1993 was 108,000 miles.

Maine - has a fleet of 585 cars in use and the vehicles, like New Hampshire's, are Chevrolet Caprices with police packages. Lieutenant David Blake did not know the average mileage for the fleet, but estimated it is "over 60,000" miles. Policy calls for replacing vehicles at 75,000 miles, but for budgetary reasons they have been stretching this out. Maine purchased 77 cars in 1993, which Lieutenant Blake said is "about half of what we should be buying each year." Of the vehicles currently in use, 144 have over 80,000 miles (25%), 83 have over 90,000 miles (14%) and 5 have over 100,000 miles (1%). Lieutenant Blake estimated that this year the average mileage on vehicles auctioned was 103,000.

Massachusetts - has a fleet of 2,000 vehicles in use. The basic police cruiser used is a Ford Crown Victoria with a police package, which comes with a full 100,000 mile warranty as part of the bid process. Sergeant David Helberg told us the state would like to follow the recommendation of the National Association of Fleet Administrators to replace vehicles at four years or 70,000 miles, but lack of legislative funding has made this impossible. As a result, they currently have no replacement policy. Instead, they repair any vehicle they can and operate it until it can no longer be fixed. He said the only vehicles auctioned are ones which have crashed and/or burned and are totally inoperable. He reported the state police was authorized to purchase no vehicles at all in 1989, 1990 and 1991, and only 300 in 1992 and 105 in 1993. As a result, he said the average fleet mileage is near 100,000 miles, with approximately 1100 cars, or 55%, of the cars having over 100,000 miles each. He said 1,595 cars, or 80%, have over 80,000 miles. Sergeant Helberg added that the result has been that operable vehicles are at times not available for troopers to go on patrol or to respond to calls.

New York - has a fleet of 2310 vehicles in use, broken into nine categories and including a number of specialized vehicles, such as flatbed trucks for car transport. The bulk of the fleet is patrol cars, primarily Chevrolet Caprices with a few Chevrolet Camaros, all with police packages. The policy is to replace any car over 75,000 mile if it requires a repair, and to

replace cars at 90,000 in any case. New York purchased 660 cars in 1993 and a similar number each year for the previous three years. Lieutenant Jim Furphy provided an average mileage for the fleet of 45,970 miles. He said 316 vehicles have more than 80,000 miles (13%), 74 vehicles (3%) have more than 90,000 miles and 8 vehicles, primarily specialized vehicles such as a large van used for very few miles per year in special enforcement efforts, have over 100,000 miles(.3%). He reported the average auction mileage on fleet vehicles sold as 80,000 miles.

IV. Vermont's policy on the use of police vehicles by higher ranking officers is similar to that of the other states compared

In all five states compared, a police vehicle is assigned to each sworn officer on the state police force, from trooper on up to colonel. The type of vehicle varies somewhat from state to state, i.e. it may be marked or unmarked and be a full size vehicle with police package or a mid-size vehicle. In general, all the states compared follow the Vermont practice of assigning higher mileage vehicles to the higher ranking officers, on the theory that, although they become involved in routine enforcement work in the course of their travels, they are less likely than lower ranking officers to become involved in pursuit activity. Officers in all the states compared are authorized and required to take their vehicles home with them, since at all ranks they are subject to immediate recall to respond to incidents during off-duty hours. In all cases, vehicles are assigned for use on official business. Vermont is also similar to the other states compared in assigning older and higher mileage vehicles to higher ranking officers. Lieutenant David Blake of the Maine State Police told us he has begun to take two or three wrecked vehicles and weld parts together to "make" one driveable vehicle, which is then painted and assigned to an officer ranked captain or higher who is unlikely to be involved in high speed pursuits.

The issue of assigning a specific vehicle to a specific officer, as opposed to having vehicles housed in a "pool" and available to other officers when not being used by the principal officer to whom the vehicle is "assigned," has been considered at one time or another in all five states reviewed. In all states compared however, administrators decided to have a single officer use a vehicle exclusively. Lieutenant Blake told us that this is the trend in police agencies nationwide and is now recommended by the National Association of Police Fleet Administrators. Lieutenant Blake also said his records have shown that maintenance costs increase by 25% or more when vehicles are used by multiple officers and that this increased cost was an important factor in setting the current policy in Maine.

V. Detailed information about Vermont State Police fleet

The attached spreadsheet was prepared by the state police. It shows the distribution of the vehicle fleet by usage, the average mileage by usage category, and the number of vehicles assigned to each usage category broken down in 10,000 mile intervals.

RECOMMENDATION: The state police should re-establish a program for replacing its vehicles on a regular, planned basis. Required legislative commitments for funding vehicle replacement, will need to be communicated to the legislature.

AFFIRMATIVE ACTION - EMPLOYMENT OF FEMALE AND MINORITY TROOPERS

I. Comparative Analysis

As part of our review of state police administration and operations, we conducted an analysis of the state police's progress in employment of female and minority troopers since the 1975 legislative audit. We looked the overall number of females employed, the number ranked sergeant or above, and the number classified as supervisors or managers, then made a comparison with four surrounding states: Maine, Massachusetts, New Hampshire, and New York. All figures are for the period ending 12/31/93. We also looked at the number of minority group members employed by the state police organizations in the five comparison states. The principal findings are as follows:

*** Vermont State Police have made good progress in employment of females since 1975**

At the time of the 1975 legislative audit, the state police had no female officers. In response to the legislative recommendations, the state police began a program of active recruitment of female applicants and of the training and hiring of female officers. Today, the force includes 10 female officers, of which 3 hold the rank of sergeant.

*** Vermont has the 2nd highest percentage of female officers ranked sergeant or above**

Of 124 Vermont State Police officers ranked sergeant or above, 3 are female (2.4%). Maine has 1 female ranked sergeant or above of 114 (0.9%), Massachusetts has 11 of 470 (2.3%), New Hampshire has no female officers ranked sergeant or above of 52 (0%), and New York has 35 of 802 (4.3%).

*** Vermont has the 3rd highest percentage of females classified as supervisors or managers**

Of 80 Vermont State Police officers classified as supervisors or managers, 1 is female (1.3%). Maine has 1 female classified as a supervisor/manager of 65 (1.5%), Massachusetts has 2 of 204 (1.0%), New Hampshire has no female officers classified as supervisor/managers of 52 (0%), and New York has 4 of 163 (2.4%).

*** Despite this progress, Vermont has the lowest percentage of female troopers**

Of a total current sworn strength of 263, Vermont employs 10 female troopers (3.8%). Maine employs 13 females of 314 troopers (4.1%), Massachusetts employs 201 females of 2285 (8.8%), New Hampshire employs 20 females of 247 (8.1%), and New York employs 287 females of 3952 (7.3%). Lack of authority to hire for vacant positions has meant the state police have not had an active recruiting effort since 1989, which has negatively impacted its ability to attract female applicants.

II. Comparison of female employment by State Police in Vermont and the Four Surrounding States

State	Total Force	Number Female	%	Sergeant & above	Number Female	%	Supervisor or Manager	Number Female	%
VT	263	10	3.8%	124	3	2.4%	80	1	1.3%
NH	247	20	8.1%	52	0	0%	52	0	0%
ME	314	13	4.1%	114	1	0.9%	65	1	1.5%
MA	2285	201	8.8%	470	11	2.3%	204	2	1.0%
NY	3952	287	7.3%	802	35	4.3%	163	4	2.4%

III. Summary for each state

* **Vermont** - has a total force of 263 sworn officers, of which 10 are female officers (3.8%). The force includes 95 sergeants, 3 of which are female (3.8%), and 27 lieutenants, 9 captains, 2 majors and a lieutenant colonel, none of whom are female, so that of the 124 officers holding the rank of sergeant or above 2.4% are female. Of 80 officers classified as supervisors or managers, only 1 sergeant is female (1.3%). The state police operated under a consent decree with the Federal government from the 1970's until 1991, with a target of increasing the percentage of female applicants and officers to 16%. Although no longer bound by the consent decree, they are continuing to try to find qualified female applicants but that effort has been hampered in recent years because they have not been filling vacancies and so have not made a serious recruitment effort since 1989.

* **Prior to 1989** - The state police responded to the findings of the 1975 legislative audit by designing and implementing a program to target recruiting of female applicants. This included inviting a group of certified public managers to make recommendations on increasing female hiring and implementing their recommendations. New recruiting brochures were created to appeal to female candidates and television advertisements, featuring female troopers, and later Governor Madeline Kunin, were created and aired. They placed advertisements in armed forces newspapers as far away as Europe seeking interested female candidates and sent female troopers to New England area women's colleges and job fairs. Each station commander was asked to find at least one female candidate. Another tactic used was to obtain a list of female candidates not hired by the Massachusetts state police and contacting those candidates to encourage them to apply in Vermont. Despite these efforts, the percentage of female applicants has never come close to 16%. From 1987 to 1989, there were 2,433 applicants, of which 192 were female (7.9%). This resulted in hiring 124 troopers, of which 11 were female (8.9%). The state police began to look for candidates again in 1993, though without a recruitment effort, and examined 519 applicants, of which 41 were female (7.9%). This will result in hiring to fill an anticipated 11 training academy slots, 1 of which will be filled by a female candidate (9.1%).

*** Sexual discrimination lawsuit** - As a result of a sexual discrimination lawsuit filed by one of Vermont's female state police sergeants, a new policy designed to give special treatment to female candidates for hiring and promotion is being considered. The suit alleged both specific instances of sexual harassment against the plaintiff and a historic pattern of discrimination against female applicants for positions. The state police are taking actions to respond in both areas. All applicants receive combined scores for all of the steps in the qualification process. In the past, the applicant with the highest score was the first one hired. The new proposal would "band" applicants in specified score groups, then the female candidates within each band would be moved to the top of the band and would be hired first from that band. The state police have also developed a detailed sexual harassment policy, appointed a sexual harassment training officer, require all officers to receive sexual harassment training, and periodically perform all employee surveys to discover incidents of and level of knowledge about sexual harassment. A committee, which will have a majority of female members, is being formed as a sub-committee of the Citizens Review Board, to be charged with reviewing all state police practices and policies to determine if they operate in any way to discriminate against women and with making recommendations on how to increase female applications to the state police.

*** New Hampshire** - has a total force of 247 sworn officers, of which 20 are female officers (8.1%). The force includes 66 corporals, 2 of which are female (3%), but includes no female officers with the rank of sergeant or above and no female officers classified as supervisors or managers. The state police operated under a consent decree from the Federal government from 1980 until 1992, with a target of achieving 20% female applicants and hiring in relative proportion to the percentages of applicants. Although no longer bound by the consent decree, they are trying to make the force more representative of the state's population, but are having a difficult time achieving greater female representation. No recruiting was done from 1989 until 1993. In 1993, a recruitment effort led to 1100 total applications, of which 65 were female (5.9%). This led to the hiring of 12 new troopers, of which 2 were female (16.7%). Special efforts aimed at encouraging female applicants include holding female recruitment nights run by current female state police officers. No special preference is given to female applicants for entry level positions or for promotions.

*** Maine** - has a total force of 314 sworn officers, of which 13 are female officers (4.1%). The force includes 42 sergeants, 1 of which is female (2.4%), 18 lieutenants, 3 captains, a lieutenant colonel and a colonel, none of which are female, so that of the 114 officers holding the rank of sergeant or above only 0.9% are female. Of 65 officers classified as supervisors or managers, only the one sergeant is female (1.5%). The state police have been operating under a consent decree from the Federal government since 1982, with a target of achieving 20% female applicants, but has never reached that level. No recruiting was done from 1989 until 1993. In 1993, a recruitment effort led to 1799 total applications, of which 211 were female (11.7%). This led to the hiring of 37 new troopers, of which 5 were female (13.5%). Special efforts aimed at encouraging female applicants include a mass mailing of letters to all Maine and New England colleges, mailings to fitness clubs, women's clubs and women's professional associations, and personal recruiting on the campuses of women's colleges. Women are not given "preferred" status for hiring, but a process of "expanded certification" increase their

opportunities for positions. The state uses a "rule of 6" in certifying applicants for open positions, i.e. providing the selecting official with a list of the 6 top candidates. If no female candidates are included in that list, a qualified female applicant, if available, is added to the list as a seventh candidate.

* **Massachusetts** - has a total force of 2285 sworn officers, of which 201 are female officers (8.8%). The force includes 266 sergeants, 9 of which are female (3.4%), 159 lieutenants of which 1 is female (0.6%), 27 captains and 12 majors, of which none are female, and 6 colonels, only 1 of which is female, so that of the 470 officers holding the rank of sergeant or above 2.3% are female. Of 204 officers classified as supervisors or managers, only 2 are female (1%) and both hold appointive positions not requiring the normal competition, seniority and examination process. The state has an active affirmative action hiring effort aimed at encouraging female, minority and Vietnam era veterans to apply for state police positions. No preference is given to female candidates for either entry level positions or promotions, but as a general objective the state focuses on attracting a large pool of female and minority applicants to take the annual state police exam. The state could not provide the final hiring numbers, but said that for the most recent exam they had 21,149 applicants, of which 2,512 were female (11.9%). While no preference is given to female applicants in making promotion selections, special training help is made available for promotion candidates and is targeted at female and minority officers to help them prepare for the promotion exams.

* **New York** - has a total force of 3952 sworn officers, of which 287 are female officers (7.3%). The force includes 639 sergeants, 31 of which are female (5%), 85 lieutenants of which 3 are female (3.5%), 57 captains of which 1 is female (1.7%), and 21 officers of higher rank, none of which is female, so that of the 802 officers holding the rank of sergeant or above 4.3% are female. Of 163 officers classified as supervisors or managers, only 4 are female (2.4%). The state police operated under a Federal court order to increase the representation of certain minority groups from 1979 to 1993, with a goal of hiring 50% white males, 40% black and hispanic males and 10% females. Hiring for the coming year will be the first not under that order. The state employs 12 full time recruiters, part of whose job is to aim their efforts at encouraging minority and female candidates to apply for state police positions. However, no preference is given to female candidates for either entry level positions or promotions.

RECOMMENDATION: The state police should make the recruitment of female candidates an ongoing effort if there is to be any possibility of approaching Vermont's targets for female employment. Specifics of what this entails, will need to be communicated to the legislature.

IV. EMPLOYMENT OF MINORITIES

Minority employment in the five comparison states has not equalled the proportion of minorities in the general population. The relatively low percentages of minority population in the three northernmost states, Vermont, New Hampshire and Maine, has meant more attention has been focused there on female employment. In all five states, hiring of both minority and female candidates is part of an ongoing affirmative action policy. Court orders and consent decrees

relating to affirmative action included provisions relating to hiring in both categories. The term "minority group member" is generally being interpreted in the five comparison states as including members of the population falling into four broad ethnic categories: Native American, Black, Hispanic, and Asian/Pacific Islander. Various sub-categories also exist; for example, "Native American" includes American Indian, Eskimo and Aleut. These categories match those employed by the U.S. Census Bureau. For the purposes of this report, all of these categories will be considered together and the numbers shown below for "minority" employment aggregates members of the various categories and sub-categories. The current status of minority employment in the state police agencies of the five comparison states is summarized in the chart below.

II. Comparison of minority employment by State Police in Vermont and Four Surrounding States

(Note: All minority groups are aggregated - Population data is from the 1990 U.S. Census)

State	Total Force	Number Minority	% Minority	Total Population	Number Minority	% Minority
VT	263	1	0.4%	563,000	11,000	2.0%
NH	247	1	0.4%	1,109,000	29,000	2.6%
ME	314	0	0.0%	1,228,000	25,000	2.0%
MA	2285	236	10.3%	6,016,000	743,000	12.4%
NY	3952	987	26.9%	17,990,000	5,830,000	32.4%

RECOMMENDATION: The Vermont State police recruitment should strive to achieve affirmative action goals. The State Police should continue efforts to recruit women and minorities. The State police should continue to use Vermont higher educational institutions and individuals made available due to military reductions as trooper sources.

RECOMMENDATION: Needed legislative action in this area should be communicated to the legislature.

OTHER ISSUES

I. Community Information Officers:

Following the 1975 legislative review, the state police implemented the recommendation to have patrol troopers handle educational and public relations efforts in local communities. However, the results of this policy were unsatisfactory. The quality of the efforts varied greatly, since the qualifications of individual troopers for these duties ranged from very good to very poor. There was little uniformity to the presentations made. In addition, troopers were often forced to cancel such public commitments to respond to other calls for police work. As a result, the state police decided to assign one position in each of its five troop areas as a community information officer. The duties of this position include programs for community relations, troop liaison to the media, DARE, defensive driving, personal citizen protection, and Crimestoppers. These officers are considered especially important since they handle the only crime prevention efforts the state police have been successful in implementing. State police management decided it was necessary to have properly skilled individuals responsible for these programs, capable of presenting a uniform, high quality message and image in such public outreach activities. These positions were not originally planned to carry the rank of sergeant, but a review by the state personnel agency resulted in the positions being classified as sergeants.

II. Pay Issues:

All state police officers, from troopers to the Lt. Col., are paid on a 45 hour per week basis with 5 hours being accrued at time and one half. This developed historically to preserve departmental pay scales. At some point the Department should consider if, after a certain rank, majors and up, the pay should be for a salaried forty hour week as is the case of other state managers. The pay scale could be adjusted to ensure that salaries were appropriate to allow for majors to be paid more than captains etc.

III. Telecommunications Issues:

In the course of the report an identified area of concern which could not be addressed in the time available were problems of radio dead spots in the State police communication system, and issues in the use of radio towers for state police transmissions. These remain areas of possible further inquiry.

SOURCES OF INFORMATION:

We obtained the information in this report from various officials in Vermont and the surrounding states. These officials include:

Vermont: Lt. Colonel Lane Marshall, Major John Sinclair, Captain Thomas Polovitch, Captain Bruce McDonald, Lieutenant Don Narramore, Ted Nelson, accountant, and Jim Crucitti, attorney, Vermont State Police

New Hampshire: Colonel Lynn Presby, Director of the State Police; Major Thomas Kennedy, Administrative Officer; Lieutenant Dwight Dodd, Training and Recruitment Officer; and Kathy Hedges,

Accounting Technician, New Hampshire State Police, and Robert Dunn, Assistant Commissioner of Safety, and Gary Mather, Director of Human Services, Maine Department of Public Safety

Maine: Colonel Alfred Skolfield, Chief of the State Police; Lieutenant David Blake, Supervisor of Automotive Maintenance; Sgt. Anne P. Schaad, Planning and Research Sergeant; and Gary Mather, Director of Human Services, Maine State Police.

Massachusetts: Lt. Colonel Francis Riley, Deputy Superintendent; Sgt. Fred Lussier, Research and Development Officer; Sgt. Joseph Howley, Public Relations Officer; Captain Tom Maher and Sergeant David Helberg, Fleet Management; and Sergeant Alfred Puller, Affirmative Action Officer, Massachusetts State Police; and Alex Leoni and Charles McDonald, Executive Office of Public Safety

New York: Colonel Edward Vanderwall, Deputy Superintendent for Administration; Colonel John Fitzgerald; Major Aaron, Director of Training; Lieutenant Gary Lynch, Planning and Research; Lieutenant Jim Furphy, Fleet Supervisor; and Shirley Lee, Affirmative Action Office, New York State Police.

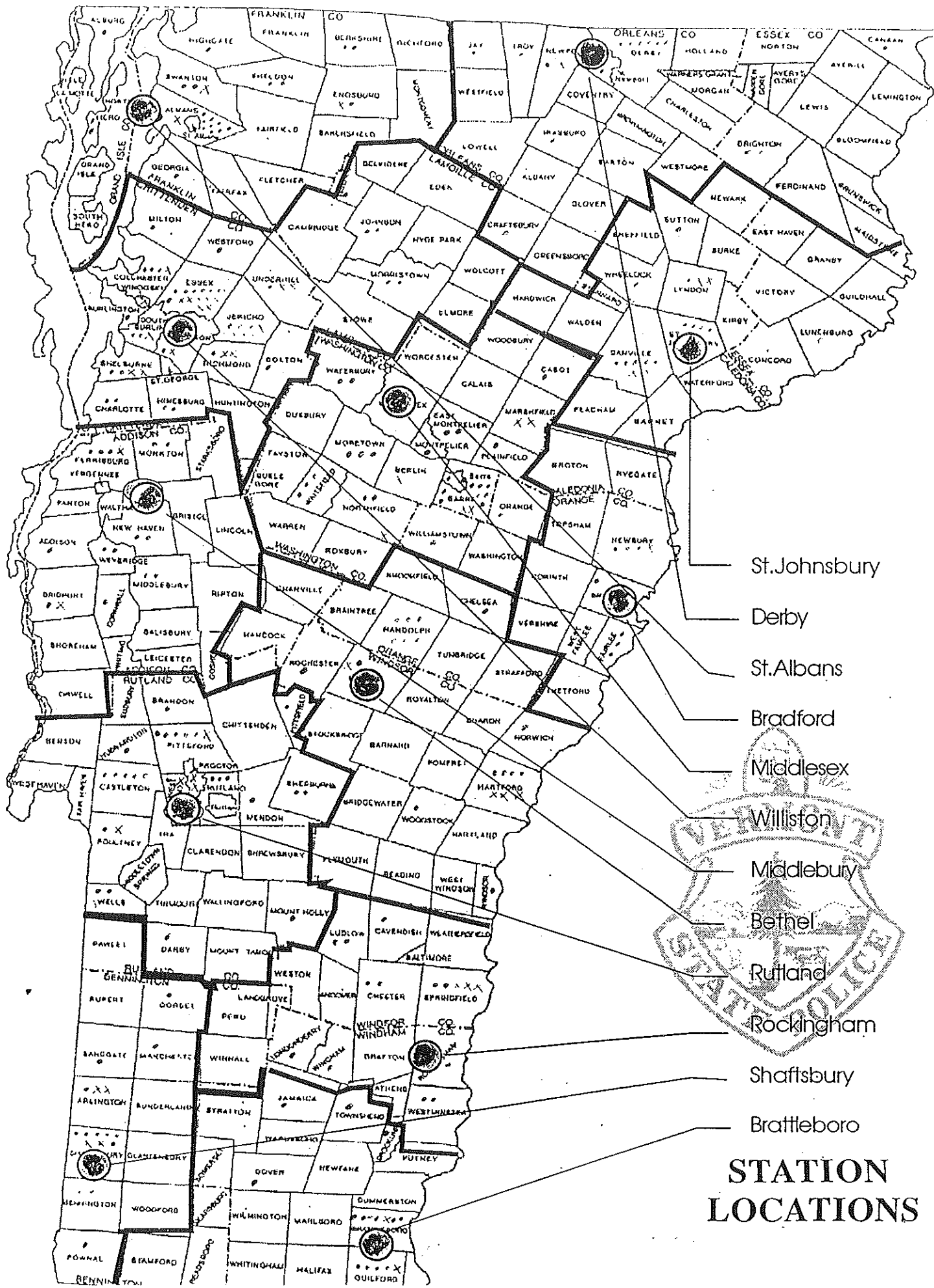
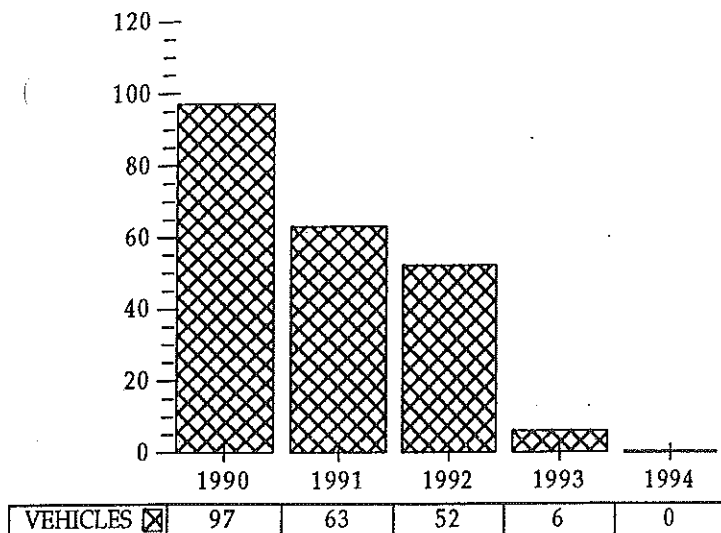
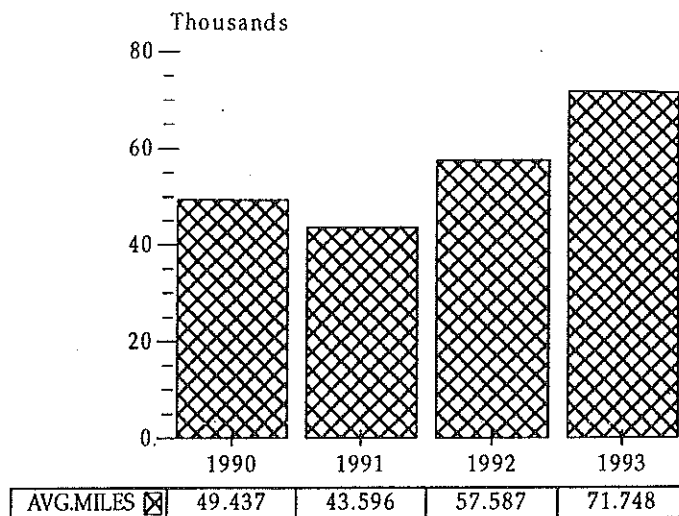


EXHIBIT II

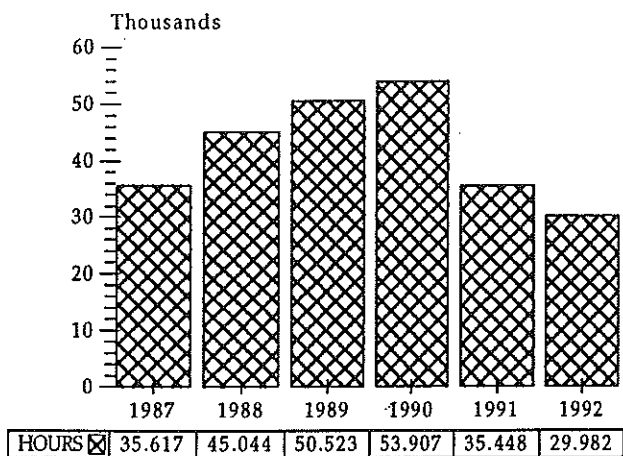
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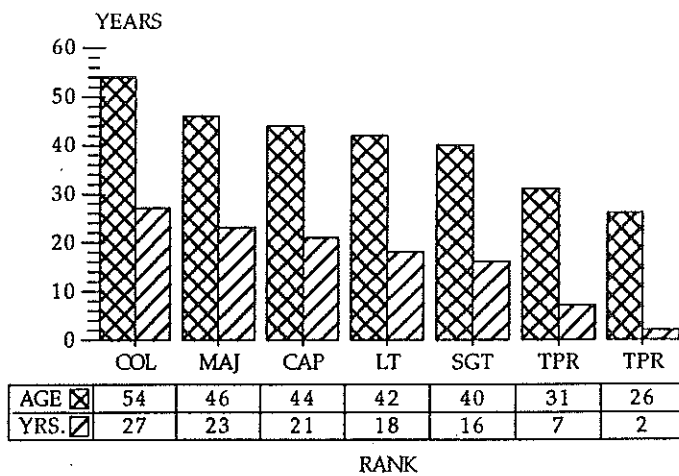
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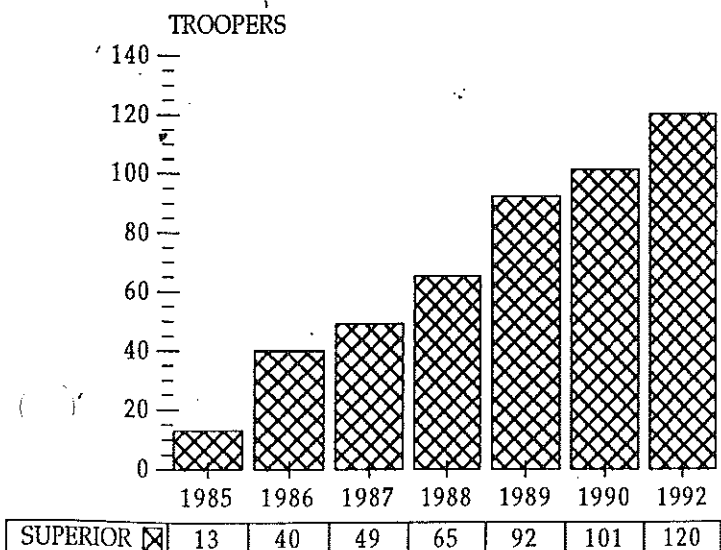
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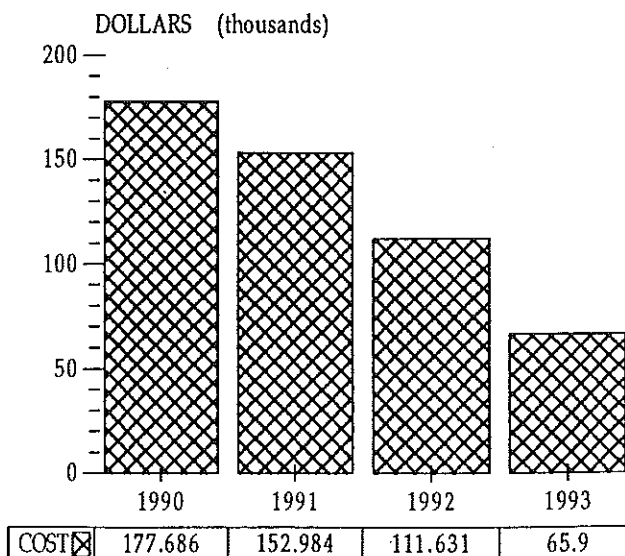
RANK AND YEARS EMPLOYED



FITNESS LEVEL



CALL IN



**Vermont Department of Public Safety
Average Fleet Miles by Program**

	Cars	* Nov. 90	Oct. 91	Oct. 92	Nov. 93
Administration	5	* 38,000	61,523	67,771	112,817
Emerg. Mngmt.	2	* 48,000	49,660	37,475	56,541
Crim. Division	78	* 54,000	42,560	60,548	75,738
Field Force	189	* 46,000	37,009	52,673	74,264
Support Service	37	* 59,000	76,882	76,158	87,353

* 1990 Report used numbers rounded to the nearest thousand.

Fleet Mileage by Number of Cars

Miles	Admin.	Emerg. Mngmt.	Crim. Division	Field Force	Support Service	Total
In Thousands						
0 - 10	0	0	1	3	0	4
10 - 20	0	0	3	4	3	10
20 - 30	0	1	2	11	2	16
30 - 40	0	0	6	10	1	17
40 - 50	1	0	4	13	0	18
50 - 60	0	0	9	20	1	30
60 - 70	0	0	13	19	0	32
70 - 80	1	0	8	23	2	34
80 - 90	0	0	4	22	4	30
90 -100	1	1	6	24	5	37
100 -110	0	0	8	20	4	32
110 -120	0	0	6	23	3	32
120 -130	1	0	3	7	6	17
130 -140	0	0	2	0	2	4
140 -150	0	0	2	2	0	4
150+	1	0	0	1	1	3
Total	5	2	77	202	34	320

Auction Mileage

1987	1988	1989	1990	1991	1992	1993
72,886	75,425	86,007	89,939	99,897	100,788	101,301

ATTACHMENT #III

STATE POLICE OVERVIEW (Prepared by Department)

The first attempt to create a State Police force occurred during the 1935 legislative session. The prevailing politics of that era and the desire to have local control over law enforcement led to a defeat of this proposal. It was only after the mysterious disappearance of a Bennington College student, and the unsuccessful attempt to find her, that the Vermont legislature recognized the importance of a professional, highly trained, statewide law enforcement agency. This single case provided the impetus to establish the Vermont State Police in 1947.

The State Police grew slowly during its first few years as a command structure and delineation of specific duties were formalized. Once fully staffed and operational, the state police maintained a "status quo" until 1957. A particularly brutal murder in that year revealed the need for a specialized unit within the force. The Bureau of Criminal Investigation was created to investigate major crimes of violence and to assist troopers on more routine criminal matters throughout the state.

The work week for troopers during these early years was particularly long. Troopers worked a scheduled six day work week with the seventh day off. The schedule called for the troopers to be available for 24 hours per day. A trooper would routinely work in excess of 16 hours per day and still be subject to call-out, including on his one day off. Overtime pay was non-existent during this time period, with the trooper receiving only a minimal salary.

1960's - A TIME OF CHANGE

The 1960's signaled a dramatic change in the state police. Demands were now placed upon the Department to provide new services and develop specialized functions to keep up with the rising crime rate and changing times. During this period, the Marine Division was formed to promote safety and enforce the law on our waterways; a highly trained Search and Rescue Team was formed to aid in searching for lost or missing persons; the Canine Unit was expanded to include bloodhounds and patrol dogs; and the first Drug Investigation Unit was formed to try to cope with this new threat. Despite the new demands for services the State Police, during this time period, only grew to 118 men statewide.

The Interstate Highway System began to expand creating a drain on available manpower. This new highway system increased mobility throughout the region. The criminal element from neighboring states now had easy access to and from Vermont for the first time. The impact of this migration of inner city criminal continues today.

During this same period, new work schedules were developed to permit a more efficient use of limited manpower. Work shifts of 9.5 hours per day were established for all sworn officers. The standard, scheduled work week was reduced to 47.5 hours, and troopers were scheduled on a six (6) and two (2) basis. A trooper would work six (6) straight days and receive two (2) days

off. Every seventh week, the trooper would receive a weekend off. Then, as today, extended shifts were necessary to meet the demands for service, 24 hours a day with less than adequate personnel to cover three shifts.

Again, Troopers were not paid for overtime per se. A stipend of 18.75% of the base pay was built in to provide for any and all overtime worked. This stipend was, in actuality, only straight time rates for the hours scheduled in excess of a 40 hour week.

1970's - PERFORMANCE AUDIT AND MANAGEMENT STUDY COMPLETED

The 1970's remained a fairly stable period of time for the State Police. The force grew to approximately 245 men and women during this time period, while demands for services and the crime rate continued to increase. Training for all state troopers was increased due to new laws and court decisions as well as the sophistication of the criminal element.

In 1972, a major change to the retirement system occurred. A mandatory retirement at age 55 became law. This began to open up the department's promotional system and new opportunities for career advancement. Other changes in the retirement system resulted in benefit reductions for all new hires.

1980's - ADVENT OF THE FAIR LABOR AND STANDARDS ACT

In the mid-'80's the then existing work schedule was changed to comply with the Fair Labor and Standards Act. The Fair Labor and Standards Act (FLSA) required a 42 hour work week or 171 hour work cycle in a 28 day period for law enforcement. It was determined through discussions between the administration and the Union that sworn officers would be paid on the basis of a 45 hour work week, a reduction of 2 1/2 hours from the 47 1/2 hour work week then in place and that Troopers would receive the five (5) hours of work in excess of 40 hours at time and one half rates resulting in pay equivalent to that existing prior to FLSA. The 45 hour work week was determined to be the minimum work week necessary to continue to provide shift coverage comparable to that provided when the work week was 47 1/2 hours without moving to a third shift. At that, the 2 1/2 hours per week per trooper reduction cost the Department the full time equivalency of an estimated thirteen (13) Troopers.

1990's - CHANGE CONTINUES

Today the state police has an authorized strength of 294 sworn positions to serve approximately 46% of the state's resident population and cover 89% of the total land area. These troopers are stationed in five (5) troop areas positioned to cover all areas of the state. In addition to their role as primary law enforcement for 46% of the resident population, the State Police also offer the services of their many specialized units to Vermont's law enforcement community. These units, such as the Polygraph, Laboratory, Major Crimes and Arson Units, routinely respond to requests for assistance from throughout the state.

Within the five troops are twelve state police stations each with a number of outposts assigned to the more rural areas. Recently a new program, C.O.P.S., has been implemented with legislative approval, to increase police coverage to smaller towns who are able to pay for additional State Police coverage.

The number of specialized teams has also grown. These teams are made up of troopers from around the state, who have volunteered for these assignments in addition to their regular duties. Among these teams are the Tactical Support Unit, Crowd Control, Truck Team, Hostage Negotiation Unit and the Snowmobile Patrol.

Many other changes have been made within the State Police to increase the effectiveness and efficiency of the department. The investigative abilities and technical skills of State Police officers have increased dramatically through specialized training.

The State Police continue to work a longer than normal work day to meet increased work loads. All shifts in the State Police are based on a 9 or 10 hour workday depending on the schedule worked. To adequately staff an additional shift would require a substantial increase in resources (approximately 36 officers) and does not at this time appear to be economically feasible. Through scheduling, the State Police have been able to respond adequately to most instances occurring during non-coverage time through the use of call-ins. While not ideal, this is certainly more economical than funding a third shift.

"BRASS" IN THE STATE POLICE

The complexity of law enforcement today, coupled with increasing workloads and a shortage of available manpower compels an increased sophistication among State Police managers. Recently a question has been raised about the number of State Police command staff personnel: Is there "too much brass" given the size of the force? A review of the command staff structure shows that the number of command staff positions has not increased overall since 1975. However, rank designations have changed.

In 1985, under the leadership of Commissioner Bristow, it was decided to align the State Police military rank structure with that of state police chain of command nationwide. State Police rank titles were adopted from the Marine Corps, rather than a police model. Shift commanders were routinely called Sergeants and Station Commanders were Lieutenants in most State Police organizations outside Vermont. The Vermont State Police titled the same positions as Corporals and Sergeants. By simply changing titles, the department was now aligned to conform to other state police organizations at no cost. All rank titles were upgraded one step, i.e., Corporals to Sergeants, Sergeants to Lieutenants, etc. No change was made to job descriptions, functions, responsibilities, or pay scales. In fact, the total number of supervisory and command level positions existing in the Vermont State Police today, when compared with the Vermont State Police organization of 1975, remains virtually unchanged even though the number of non-supervisory, sworn positions has increased by 57 positions since 1975.

The problems confronting the Vermont State Police today are resource, not leadership, driven. No downward adjustment to the rank designations to pre-'85 levels discussed above will change the fact that the existing complement of troopers is simply insufficient to meet the demand for primary police services confronting the department today.

MANAGEMENT OF THE STATE POLICE

The State Police currently has a young and progressive management team. Numerous retirements during the 1970's and early 1980's resulted in many young field officers being promoted. These new command officers immediately began exploring new methods to deal with the increasing crime rate coupled with limited or dwindling resources. An emphasis was placed on enhancing supervisory and management training in an effort to ensure that all officers were afforded access to the latest information on supervisory and management techniques.

Promotions

Promotions within the Department are based upon a competitive examination and job performance. This promotional system was revamped to eliminate any resemblance to a "good old boy" system as was frequently alleged in the 1970's. The written portion of the competitive examination was completely revised by the command staff and the Department of Personnel resulting in entirely new examinations being developed. The oral board portion of the exam was also changed to more accurately measure each candidate. As a final step, the employee annual performance evaluation was completely rewritten to ensure that all officers received a fair and just evaluation from their supervisors. This evaluation system is, by far, the most comprehensive evaluation system used in state government. The entire promotional system remains a high priority with the process under continual review to ensure fairness in all promotions.

Reorganization

The organizational structure of the State Police is continually undergoing revision and change. Prior to the current economic conditions, the Department's management was suggesting and implementing changes internally to meet the changing needs of the Department and the citizens of Vermont.

For example, this administration was responsible for "civilianizing" the Crime Laboratory. That reorganization sent five sworn positions (four Sergeants and one Lieutenant) back to law enforcement functions in the field. In addition a captain's position was eliminated in FY '90 by downgrading the Chief Fire Investigator's position from Captain to Sergeant and assigned to the field as a fire investigator; and in FY'91 the Captain, Internal Affairs Officer position was downgraded to Lieutenant. In subsequent years this administration reallocated two Sergeant Specialists positions to that of investigator; delegated supervisory functions for the Arson Investigators to the Troop Detective Lieutenants; and in FY '93 eliminated the position of Assistant Field Force Commander (thereby converting a Captain's position to Trooper). Also in FY'93 this same administration eliminated the Lieutenant, Traffic Coordinator position using the Lieutenant position to create another Trooper position in the field. During this same period of time some thirteen civilian positions were abolished (ten at Headquarters), by redefining and streamlining workloads of the civilian staff. It should be noted that all three of the Captain's positions described above were previously assigned to Headquarters.

The ongoing nature of these reorganizational changes to meet changing demands, demonstrates the very progressive leadership style as well as management skills of the Vermont State Police command staff. This ability to respond effectively to the ever changing demands for police services delivery in a rapidly changing society is precisely what should be expected from the State Police management.

A VISION FOR THE FUTURE

Organizational change continues to be the dominant feature of the immediate future of both the Vermont State Police and the Department of Public Safety. Several functions now administered under the auspices of the Vermont State Police Division of Support Services are providing a growing array of services to the greater law enforcement/emergency responder community. Among these services are the Vermont Criminal Information Center (VCIC), the Vermont Incident Based Reporting System (VIBRS), the Department of Public Safety telecommunications and radio systems and the forensic laboratory. In discussions with representatives of these emergency service providers, (see excerpt from Public Safety 2000 report) Commissioner Walton has agreed to re-establish and expand (as monies become available), the scope of these functions under the broader umbrella of the Department of Public Safety. In order to accomplish these organizational changes, it will be necessary to dismantle the existing Support Services Division of the Vermont State Police, transferring some existing functions, i.e., training, fleet services, etc., to other divisions within the State Police and establishing a new Telecommunications and Support Services Division as a stand-alone division reporting directly to the Commissioner of Public Safety. Some of these changes are scheduled to occur in FY '94

and some in FY '95. It is anticipated that these changes can be effected without additional resources or positions through the conversion of existing positions by timing these changes to coincide with the retirement of members of the command staff.

These changes are only representative of the many changes that have and will impact upon the Vermont State Police and the Department of Public Safety in their effort to deliver primary police services and other emergency management services to the citizens of Vermont during the decade of the nineties.

SUMMARY

In summary, the men and women of the Vermont State Police remain a very dedicated and professional staff with a strong work ethic, notwithstanding budget constraints, staffing shortages, workload increases and the criticism of its command staff. Its leadership continues to make the tough decisions necessary to maintain services that contribute positively to the quality of life enjoyed in Vermont.

The State Police management team is proud of the organizational achievements made and the many accomplishments of the Vermont State Police in its delivery of police services to Vermont's citizens.