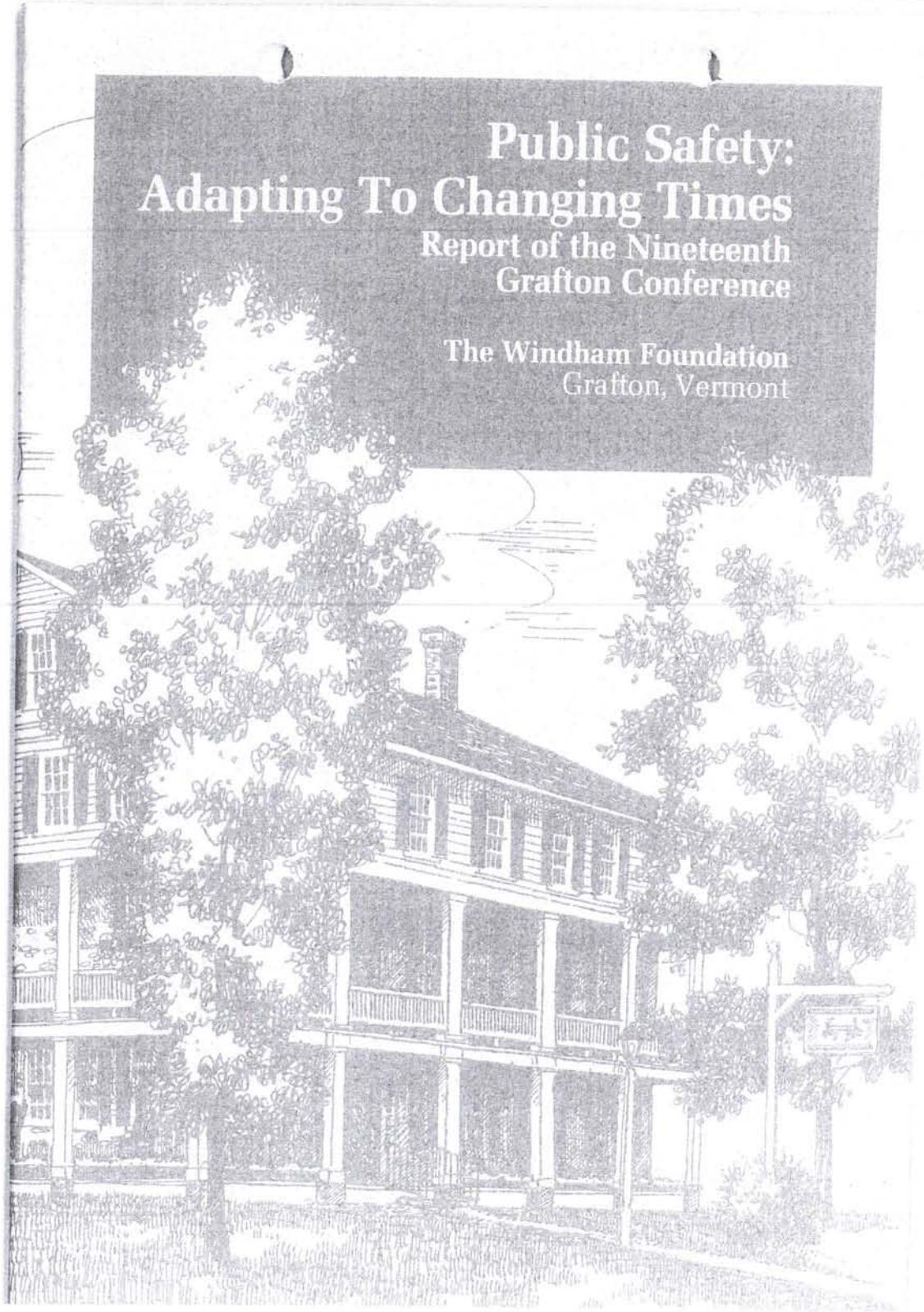
Public Safety: Adapting To Changing Times

Report of the Nineteenth Grafton Conference

The Windham Foundation
Grafton, Vermont



Public Safety: Adapting To Changing Times

Report of the Nineteenth Grafton Conference

June 3-5, 1990

The Windham Foundation
P.O. Box 70
Grafton, Vermont 05146

To the Reader:

We, at the Windham Foundation, have been honored by the active participation of over 300 concerned citizens who have taken time to develop solutions to critical issues raised in our Grafton Conference Project. Our mission is to provide the preparation, setting and resources to help our brightest decision makers debate subjects and formulate policy which could have an impact on the way Vermonters live and work. Since its inception in 1984, the Grafton Conference Project has become a leading public policy forum in the state. We look forward to many more conferences to develop appropriate answers to important topics facing the residents of this state.

Neither the trustees nor the employees of the Windham Foundation necessarily support the views or recommendations expressed in the following report. The Windham Foundation's sole interest is to provide a forum for the exchange of ideas on important issues.

Comments on the following report are most welcome. Additional copies of this and other Grafton Conference reports can be obtained without cost from:

The Windham Foundation
P.O. Box 70
Grafton, Vermont 05146

Stephan A. Morse
President/CEO

Paula Sheehan
Conference Coordinator

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municipal departments. The sheriffs' departments' budgets amount to another $4 million statewide, and the state Motor Vehicle Department about $500,000. Another strong presence in law enforcement is the federal government, whose relative level of activity is suggested by the estimated $15 million annually allocated to Vermont (this includes the U.S. Attorney's office, FBI, IRS, Bureau of Alcohol, Tobacco and Firearms, Marshals, Customs, and Immigration & Naturalization). These figures exclude judicial and corrections budgets.

Public safety services in Vermont have grown pretty much "like Topsy," with little concern for organization, priorities, efficiency, cost-effectiveness, or possible duplication of services to citizens and taxpayers. Interagency cooperation has improved in recent years because of collegiality and the existence of professional groups such as the Vermont Police Association, Vermont Police Chiefs Association, Criminal Justice Training Council, and The Law Enforcement Coordinating Committee. Lack of resources has also required more inter-departmental cooperation to get the job done. Training has improved at the Vermont Police Academy at Pittsford, where all the state's full-time police officers must satisfactorily complete a 14-week training session within six months of being hired. Yet, by the open, self-critical admission of most conference participants, there remain many "turf" problems, duplication of functions, overlapping jurisdictions, confusion in communication, and shortcomings in central information gathering and use.

Rapid changes in demographics, population, the nature of crime, and other aspects of society, impose new and different demands on law enforcement agencies. All these factors prompted an overall look at the structures, responsibilities, workloads, long-range policy considerations, and changing roles of these agencies to meet new realities.

As with all Grafton Conferences, participants were urged to seek "ideal" solutions and to brush aside, to the extent possible, day-to-day issues, political, social, and even economic constraints. Conferees were also encouraged to become self-directed, a suggestion they adopted to an unusual extent at this conference.

An Overview of Public Safety in Vermont

Police in Vermont are often frustrated by: difficult and dangerous working conditions; low compensation and poor fringe benefits; temptations to accept other jobs; increasing demands for service; strained resources; the more unsavory aspects of small-town politics; and a sense of inadequate appreciation from some segments of the public. The result is a high rate of turnover — or low rate of retention — especially in the municipal departments, as confirmed by a new report of the Vermont Criminal Justice Center, a federally-funded agency with an uncertain future. The high attrition is unnecessarily expensive and places extra demands on the Vermont Police Academy.

Vermont ranks 46th in the nation in state expenditures (per capita) for police and corrections, according to statistics provided by the state Legislative Joint Fiscal Office. Discussion at Grafton disclosed the fact that police in Vermont feel handicapped by the absence of any advocacy group either from the general public, which is served, or among legislators and local boards of selectmen or city councils, where funds are appropriated.

While special-interest groups and lobbies plead for environmental, educational, civil rights, business, and other

causes, law enforcement has no such advocates. While the state's Agency of Natural Resources received a 37 percent budget increase from the General Assembly during the hard-pressed 1990 legislative session, Vermont State Police function with a small increase in the number of front line troopers they had a decade ago, despite a 1986 report by the Department of Public Safety that justified a staffing increase of approximately 27% by 1992.

The Grafton Conference brought to the surface some irritation that "public safety" has never attracted strong support from either the state's executive or legislative branches. No governor has placed the issue high on a campaign agenda. Legislators often seem either unconcerned or hostile. The third branch of government, the judiciary, shares with police the lack of an advocacy group (as noted in "The Judicial System in Vermont: Purpose and Performance," the Report of the Fifteenth Grafton Conference). Ironically, of course, the judicial branch exerts its own kinds of pressures on police for rapid and reliable preparation of evidence in criminal cases.

One discussion group identified as a major problem the apparent different quality of law enforcement services between one community and another due to disparate staffing and funding levels. Another group referred to infrastructure erosion during the past decade, pointing to criticism of the state police crime lab, the medical examiner system and the severe deterioration of the interpolice communications network. The breakdown of this network — which was put in place in the 1970's — has contributed to dispatching and other communications problems.

Some also voiced frustration that even when police solve crimes, catch criminals, and prepare effective evidence, there is a widespread impression that the criminal-justice system fails to deal effectively with those convicted, or else cases are diluted by plea bargaining (due to lack of resources) or inadequate detention facilities. The perceived results: criminals are soon free to roam the streets again, thus tarnishing the police image and diminishing public support for their efforts.

While teachers and other civil servants aggressively demand better pay and working conditions, it is seen as

undignified (or perhaps even intimidating) for police to be more assertive in seeking their just rewards.

Another overall police frustration was articulated at one of the conference working sessions. It derives from the fact (or possibly the opinion) that, given adequate social service and diagnostic resources, a large percentage of future troublemakers *could* be identified in the public schools by teachers, principals, psychologists, social workers, and other professionals. Enough is known about antisocial behavior in children for effective preventive or remedial measures to be taken at the elementary and secondary school levels. This could prevent an enormous amount of criminal activity; save unknown quantities of police, legal and court resources; reduce unmeasurable years of jail time; and significantly alleviate human misery. Professionals know all that. Yet our society chooses to take a short-term approach instead of investing in long-range preventive and remedial efforts.

An encouraging view was expressed at the same session about some of the newer anti-drug and anti-smoking programs in the schools. The positive impact of these programs augurs well for the future.

Image Problems

Much discussion at the Grafton Conference centered on police "image." Public perceptions are sometimes simplistic and limited, it was claimed. Either people don't want to see an officer for fear of getting a traffic or speeding ticket, or they are upset at not seeing an officer when they feel the need for protection in a threatening situation. Newly heightened public awareness of problems caused by drunk drivers, however, no doubt helps the image of all police.

"Image" in terms of police relations with news media, and thereby with the public, prompted some lively exchanges. According to some conferees, many Vermont news media personnel are not as well trained or experienced as in the past; few media outlets have strong institutional memories; and

many reporters seem overly eager to secure information critical of police. On the other hand, police in Vermont tend to regard as part of their job dealing as openly as possible with news media. And they feel this reaps positive rewards in terms of public image, public relations, and ultimate support. The Vermont State Police now have five media-relations persons whose tasks include taking the initiative to supply factual information to the news media.

Yet the fact remains that significant numbers of people don't trust law enforcement officers — or fear officialdom of all kinds — thereby making the job more difficult. People are also quick to find flaws in police, prosecutorial or judicial procedures. (In this year's Doyle poll, a lopsided 80 percent of persons who answered Senator William Doyle's 21st annual survey of state issues favored tougher bail laws — a response to recent violent crimes committed by those out on bail.) Vermonters have not become "numb" to crime as citizens have in some other jurisdictions. But, although they are aware of the more heinous crimes because they are widely publicized, people do not know how much crime there is or how much it costs them, directly and indirectly. The estimate is at least $100 million a year; the real figure is more likely two or three times that amount.

The view was expressed that in a state where community involvement is strong, police are not as involved as they might be at the community level.

Some New Dimensions

Vermont has a reputation as a clean, safe state with a stable social environment. Citizens have often prided themselves on not feeling the need to lock their doors or their cars. Neighbors have tended to look out for one another. But in the waning years of the twentieth century, these old truisms are being challenged. In Vermont's urban areas, notably downtown Burlington, citizens have become more fearful of panhandlers, the homeless, drunks, punks, and addicts. They

want to see a cop on the beat and seem willing to pay the costs. Neighbors don't look out for each other as much, either. In fact, neighbors often don't even know each other at all, especially in urban apartment blocks and suburban developments and condominiums.

Conferees noted that the pervasive drug problem has changed everything, with escalating serious crime and a new climate of fear, demonstrating that Vermont is not immune from this blight. Drug dealers come in from Canada, New York and elsewhere, plying their trade along the interstate highways and moving into small towns.

Other new challenges include increases in reported child abuse and sex crimes. An effective police response requires specialized training, sensitive handling and costly expertise.

New technologies make routine police work even more difficult. All-terrain vehicles and snowmobiles can transport people to remote regions where they can get themselves into trouble, get lost, experience mechanical breakdowns, or commit crimes. The use of fast one-person "jet" boats can lead to similar problems on water. One-way glass unnerves the officer who approaches a vehicle into which he cannot see; and it intimidates other drivers who are prevented from establishing eye contact. Extra loud auto sound systems, earphone devices and car telephones create their own public safety hazards.

More than one participant at the Nineteenth Grafton Conference described a peculiar double-edged demographic factor in Vermont which works against the police and discourages active political support for them. On the one hand, there exists a "conservative" tradition, mostly among older native residents, who greatly value their independence and personal freedoms, and who resent government intrusion in their lives. This group tolerates some extraordinary personal foibles or eccentricities, and may tend not to report crimes at all. On the other hand, large numbers of newer residents with more "liberal" traditions dislike any pressures they regard as conformist or interfering with their right to conduct themselves as they choose. Some of these residents are associated with the do-

your-own-thing "hippie" movement of the 1960's. Still in the "liberal" tradition are people seeking to escape from urban problems elsewhere whose priorities tend to favor education, the environment, social welfare interests, and who may not look upon police favorably. For example, the "liberal" newcomers as well as the "conservative" natives, it could be argued, might both accept the undisturbed right to grow marijuana in violation of state statutes. It was felt, too, that those of the "liberal" persuasion exert considerable influence in the legislature. (These demographic values raise interesting questions about what is conservative and what is liberal.)

While these attitudes have some disadvantages for police, it was suggested that they might also prove advantageous in the sense that the old cult of "local control" is breaking down in Vermont. Perhaps, then, the way is being paved for a broader, more regional approach to local police organization. In any case, it becomes more evident each year that crime respects no jurisdictional boundaries.

The Proceedings

It was suggested that conference participants break into four groups of six or seven persons, each with a designated discussion leader, and focus on three topics: the current state of Vermont public safety; the image of public safety; and future directions and how to arrive there. Then the working groups would reassemble in plenary sessions. While some groups took these suggestions more literally than others, the plenary sessions seemed to yield more constructive thinking than the subgroups.

Some discussion focused on the idea of a "cabinet-level presence" in state government of a top police or public safety official. While it drew some favor, this "solution" was deemed too simplistic — it would not really work in the Vermont context. A Criminal Justice Council already exists to address police concerns among top administration officials, the conference was told. The political realities of restructuring state government to introduce a new "cabinet-level presence" would be too complex — and might not necessarily address the problem. More realistic, most agreed, would be to make police resources an issue in gubernatorial and legislative campaigns. Successful candidates running on a platform of

for law enforcement activities would soon translate into budget priorities, and that is what would count most. So conferees noted that the question boils down to matters of image, awareness of the problems and political support among the public as well as in the governor's office and the legislature.

Another unsuccessful trial balloon was a proposal to introduce a separate State Police highway patrol. Such a unit, it was suggested, could focus solely on highway offenses, sparing more highly trained officers for special duties such as homicides, burglaries or drugs. But the highway patrol notion was soon put to rest by the Director of the State Police, who explained that while troopers patrolling the highways may be the most visible police presence, the troopers' role in enforcing traffic statutes or speed limits is really minimal. Traffic patrols are highly productive in other kinds of law enforcement such as criminal investigations, rest area problems, drugs, and burglaries. A separate highway patrol might sound like a solution but would, in fact, drain away rather than boost resources.

Considerable attention was given to the desirability of more efficient dispatching, specifically the usefulness of a "dial 911" system. Current practice is chaotic, and in some jurisdictions citizens must use one of four different telephone numbers to report crimes or fires. In Windham County, for example, residents must call out-of-state numbers that involve dialing 11 digits. This is not a simple task for a child or a confused elderly person who might more easily remember "911" when in trouble.

The unification of dispatching systems touches on old turf wars among different police or sheriffs' agencies, but the feeling at Grafton was one of enlightened recognition that the time has probably arrived in Vermont for a 911 system, and that jurisdictional considerations must give way to efficiency and public service.

At one working session, the idea of a single unified police force for the entire state was put forward. It was argued that Vermont's population of about 550,000 is only that of a modest-sized city; that the drug problem and more violent crimes have strained resources sufficiently to justify dissolving ancient local jurisdictional lines; and that considerable tax money could be saved by consolidating all overlapping functions. While acknowledging that officers from Burlington cannot investigate a crime in Springfield, proponents said that there should be ways to consolidate, streamline and specialize without losing community identity.

Few participants favored a single unified police force, mostly on the grounds that Vermont is very community-oriented, communities want to retain their identities and police need to know their own jurisdictions. According to one view, any kind of unification would have to be built from the bottom up, through grass-roots support that recognized the identity needs of communities; it could not be imposed from the top down by "Montpelier."

By the plenary session toward the end of the conference's second day, two basic organizational plans had evolved out of the various group sessions and were presented for consideration. Each drew supporters and detractors.

One proposal, which might be termed Plan A, was basically to strengthen the role of the municipal police departments, arguably at the expense of the State Police. Although distinctions between "regionalization" and "unification" were not always clarified during discussion, this plan would restructure local police departments into regional authorities, coordinated by a central statewide council.

Proponents claimed Plan A would level the quality of services within each region and also spread the base of tax support. Logistically, it would minimize the number of people making decisions. It would generate citizen involvement through regional policy-setting boards. And it would enable State Police to concentrate their efforts on specialized units such as criminal investigation.

Discussion of Plan A gave rise to the idea of establishing regional police forces along county lines. This quickly generated debate on the role of county government and, in particular, the constitutional powers of side judges in Vermont. Because they have a combination of judicial and administrative authority, their potential supervision and involvement with unified police services at the county level could create

difficulty. Further, taking account of the inequality of police services and law enforcement needs among the counties, this approach was abandoned.

Then Plan B was presented. Its main thrust was to strengthen the State Police while leaving the municipal departments much as they now are. The plan would add to existing State Police divisions an environmental task force and a new bureau of municipal affairs to coordinate with the towns. Highway law enforcement would be split off and given to the Motor Vehicle Department. Sheriffs would be retained on a countywide basis, and would "plug in" as they could, if their personnel met certain standards. But county commissioners or boards would be created for coordination, and to assure voter accountability. Regional dispatching would be initiated. The integrated, standardized training of all officers would continue. An analogy was made with the medical profession: under Plan B, municipal police would be the general practitioners and State Police would be the specialists.

But, as the session progressed, objections were raised to both plans. Among other things, critics claimed that one or the other plan was not readily understandable by the public; did not deal with the problem of fragmentation; was a "cop-out" in terms of duplication of services; would cost more money and bring no solution to the problems; and involved drawing up "a bureaucracy for a large city and (trying) to impose it on small Vermont towns."

It was also noted that:

Plan A would mandate 14 regions to carry out all the functions that the State Police now handle on a unified basis.

The laws apply to the state as a whole; crime occurs without regard to boundaries and it moves along the interstate highways.

Therefore, Plan A could create even more fragmentation.

That plenary session ended without satisfactory resolution. But during the final plenary session the next morning, consensus emerged and what were generally accepted as the best aspects of Plan A and Plan B were roughly integrated. The resul was a framework for a potentially workable plan for the reorganization of police services in Vermont.

Reorganization of Public Safety in Vermont

In its broadest outline, the Grafton Conference plan for reorganization of police services in Vermont would address these overall goals: crime prevention, protection of the citizenry, response to crimes, and solution of crimes. Its principal features are:

1. All police — local, regional, state, and sheriffs — would be subject to a new series of professional standards and certification would be a prerequisite for state aid.

2. A new state Agency of Public Safety, or perhaps an Agency of Justice, would be created, headed by a secretary or commissioner. He/she would retain existing public safety control; would have authority over funds; could encourage unification of individual police services; and decrease duplication of police efforts. If necessary, the Agency would also serve as an arbitor between local and state forces. And it would help standardize procedures and communications throughout the state.

The head of this agency might or might not have cabinet rank. However, the individual should at least have close contact with the governor and would play a visible governmental role to ensure that the public safety issue stays high on the public agenda. Ideally, the term of office would be longer than

two years and the person would be appointed in such a way a
to transcend political considerations and lend a measure o
stability to law enforcement efforts.

The new Agency of Public Safety would be responsible
for assisting local departments to achieve desired levels of
certification and standardization.

3. The model of a regional approach used by union high
school districts and multi-town solid waste districts could be
adapted for municipal police and sheriffs' departments.
Financial and technical assistance would be provided to
assist this voluntary move to unification.

Sheriffs' departments that decided against unification
would be subject to the same new performance standards
applicable to local, regional and state police. It was suggested
that their levels of certification would dictate the amount and
nature of services they could contract with local towns. (This
issue of basing the nature of police efforts solely upon their
certification and qualifications was not resolved. Some con-
ferees said that the local departments should be limited in
scope and leave the specialties to the State Police; others felt
that such an approach would be rather cumbersome.)

4. The Vermont State Plice would be increased in size,
ability and function. They could constitute one department of
the Agency of Public Safety and add units such as an envir-
onmental enforcement division or an office of municipal
affairs to coordinate efforts with local agencies.

The State Police would cover those municipalities that
chose not to join the regional forces or whose departments did
not meet the new standards. The state force would give back-
up help from an improved crime laboratory with homicides
and other serious felony crimes; in major search and rescue
operations; and in other cases requiring specialized training or
additional personnel. They could also provide an enhanced
crime information sharing system and consolidation of radio
and dispatching responsibilities. This would lessen the finan-
cial burden carried by local departments.

Retention of personnel would be improved by a common
retirement system and other benefits. A higher degree of pro-
fessionalism attained through training and certification would

lead to career development and advancement opportunities.

Other specific details of the new approach would evolve from an advocacy group. This would be composed of interested citizens, victims of crime (a group that potentially numbers 60,000 citizens a year in Vermont) and others who would be brought in at the planning stages in each region. The Criminal Justice Council, State Police Advisory Commission and The Law Enforcement Coordinating Committee would be expected to play supportive roles by advocating for, or marketing, the new system

A central question was whether the plan would require more money overall. The consensus seemed to be that it might. Higher standards of professionalism for all police would be more costly, but those costs might be balanced by the greater efficiencies, the abolition of overlapping services and the economies of scale that would be achieved.

It was suggested that the state apply for a federal grant to assist with planning and implementing a reorganization plan.

To address these crucial issues of implementation and funding, it was agreed that a task force be formed from among Grafton Conference participants — several volunteers came forward — and be augmented by outside political expertise. This new group would reassemble to consider the issues raised in more detail and serve as a liaison with groups such as the Vermont League of Cities and Towns, The Law Enforcement Coordinating Committee and various law enforcement organizations within the State. The task force would also take up the matter of the legislation necessary to authorize the voluntary unification of local police.

Common Threads of Governance

An important overriding concern of recent Grafton Conferences has been the matter of governance, and how common threads are interwoven throughout various public issues. It is expected that a separate Grafton Conference on matters of governance will be held in the near future.

Representing the governance constituency at the Grafton Conference on Public Safety was Cornelius "Con" Hogan of Plainfield, President of International Coins and Currency, and a former Vermont Commissioner of Corrections. Hogan told the final session of the conference that good governance requires an articulated clarity of purpose, adequate resources and a clear understanding by the public. He praised the conferees for rising above petty details and concerns about turf, for being extremely open in their self-criticism, for supporting a fairly radical change in the way they might be organized for the future, and for being willing to work outside the conference framework to accomplish the goals for reorganization.

Hogan did warn, however, against a "headlong rush" into regionalization, and he cited cautions expressed in the Report of the Eighteenth Grafton Conference, "Addressing Vermont's Solid Waste Crisis." These pertained to what one observer had termed the "mish-mash" of existing Vermont regional authorities: high school districts, highway districts, regional planning districts, fish and wildlife districts, water and fire districts, legislative districts, solid waste districts, mutual aid districts, as well as the 14 counties which serve as de facto criminal-justice districts. The plan for reorganizing police would create yet another series of districts: regional police districts. The totality of all these disparate districts, with no common rationale or standards for boundary lines or participants, was worth considering in the larger context of a goal of clear, articulated, purposeful governance.

Appendix A:
Conference Participants

Jeffrey Amestoy
Attorney General
State of Vermont

Francis X. Aumand III
Executive Director
Vermont Criminal Justice Training Council

Jeanne Baker
Legal Counsel to the Governor
Chair, Governor's Criminal Justice Council

Karen Bradley
State Police Advisory Commission

Bruce G. Campbell
Police Chief
Brattleboro Police Department

James Coons
Sheriff
Addison County Sheriff's Department

William Graham
Sheriff
Windham County Sheriff's Department

John M. Hersh
Senior Resident Agent
Federal Bureau of Investigation

Cornelius Hogan
President
International Coins & Currency

Robert A. Horton
Lieutenant Colonel
Director, Vermont State Police

Matthew I. Katz
Superior Judge
State of Vermont

Molly Lambert
Executive Director
Downtown Burlington Development Assoc.

Christopher B. Leopold
Executive Director
Department of State's Attorneys
and Vermont Sheriff's Departments

Robert W. McIntyre
Research and Statistics Analyst
Vermont Criminal Justice Center

James L. Morse
Associate Justice
Vermont Supreme Court

George O. Patch
Commissioner of Motor Vehicles
State of Vermont

Joseph Patrissi
Commissioner of Corrections
State of Vermont

Nicolas A. Ruggiero
Major, Criminal Division Commander
Vermont State Police

Norman Runnion
Former Editor
Brattleboro Reformer

Brian R. Searles
Chief of Police
South Burlington Police Department

William Sorrell
State's Attorney
Chittenden County

George J. Terwilliger, III
United States Attorney
District of Vermont

Rita Flynn Villa
Chief Hearing Officer
Vermont Traffic Bureau

David S. Wolk
Senator
State of Vermont

Appendix B: Grafton Conference Advisory Committee

The Grafton Conference Advisory Committee meets annually to determine the topics that will be examined the following year at the Grafton Conferences. Conference proposals are solicited from the general public. If you wish to recommend a particular area of investigation, please contact the Windham Foundation offices to obtain a conference proposal application.

Elizabeth A. Bankowski
Former Secretary of Civil and Military Affairs
State of Vermont

Frank M. Bryan
Professor, Political Science Department
University of Vermont

John C. Candon
Partner
Hughes Miller & Candon
Attorneys at Law

William D. Davis
President/Chief Executive Officer
Cabot Farmers' Cooperative Creamery Co., Inc.

William A. Gilbert
Partner
Downs Rachlin & Martin
Attorneys at Law

Frank Heald
Vice President and General Manager
Pico Ski Resort

Richard W. Mallary
President and Chief Executive Officer
Vermont Electric Power Company, Inc.

Ellen McCulloch-Lovell
Administrative Assistant
Office of Senator Patrick J. Leahy

Karen N. Meyer
Executive Director
Vermont State Medical Society

Scudder H. Parker
Director, Community Planning Program
Woodbury College

Patrick S. Robins
President
McAuliffe, Inc.

Mark Snelling
President
The Shelburne Corporation

Sallie Soule
Partner
Bygone Books, Inc.

Stephen C. Terry
Assistant Vice President—Corporate Relations
Green Mountain Power Corporation

Edward R. Zuccaro
Partner
Zuccaro, Willis & Bent
Attorneys at Law

Appendix C:
The Windham Foundation

The Windham Foundation, founded in November, 1963, was funded by Dean Mathey of Princeton, New Jersey, and by a New York foundation that he had started in 1952, The Bunbury Company, Inc. Mr. Mathey's vision for the Windham Foundation included its initiating a physical and economic restoration of the village of Grafton, Vermont, and providing financial assistance to education and private charities in Vermont.

Mr. Mathey had been a partner in the New York investment banking firm of Dillon, Read & Co. He was later the Chairman of the Board of the Empire Trust Company and became Honorary Chairman of The Bank of New York upon its merger with Empire Trust. He was a Trustee of Princeton University and very active in its affairs for over forty years. He died in 1972 and left his residuary estate to the Windham Foundation.

The Foundation owns about 2 percent of the land in Grafton, several houses, the Old Tavern, the Grafton Village Cheese Company, and the Grafton Village Nursery. It also owns the buildings that house the Grafton Village Garage, the Grafton Village Store, Gallery North Star, Idyll Acres dairy farm, and the Grafton Historical Society. It contributes about 18 percent of Grafton's real estate taxes.

A wide variety of charitable organizations have received support from the Foundation and hundreds of Windham County students are awarded scholarships each year.

The Windham Foundation is an Operating Foundation under the Internal Revenue Code and a not-for-profit corporation under the laws of the State of Vermont. The descriptive term "operating" has definite connotations that the Trustees of the Foundation are careful to observe: the Foundation qualifies as an operating foundation under the Internal Revenue

Service code only if its activity expenditures are at least 85 percent of the Foundation's adjusted net income and meet various other tests set forth by Internal Revenue Service regulations. Activity expenditures are those expended directly by the Windham Foundation, whereas grants to other organizations, the scholarship program, and activities of tax-exempt nature are considered an indirect means of carrying out its original charter. The Trustees may make qualifying distributions of Foundation income to other tax-exempt organizations, but only a small percentage of the adjusted net income may be so used. The cost of operation of the Foundation's subsidiaries, such as the Old Tavern, administrative expenses, and restoration of properties are considered to be activity expenditures of income for an operating foundation.

The Windham Foundation also operates several other programs in Grafton. The Foundation owns and manages a large sheep flock and conducts a variety of demonstration and experimental projects with the various Vermont sheep organizations. In cooperation with the universities of Vermont and Massachusetts and the Ruffed Grouse Society, portions of Foundation lands are being utilized to study the habitat of ruffed grouse and woodcock. Several nineteenth century historical exhibits have been created in Foundation buildings for the enjoyment of Grafton's residents and visitors. In addition, miles of nature trails are made available to the public during non-winter months for walking and during the winter for cross-country skiing.

The Windham Foundation is one of Windham County's largest nonprofit organizations with over 100 employees.

Appendix D:
List of Conferences, Topics, and Dates

The First Grafton Conference
Economic Development and the Environment of Vermont
January 22-24, 1984

The Second Grafton Conference
The Future of Health Care in Vermont
June 24-26, 1984

The Third Grafton Conference
Education in Vermont: Taking a Direction
December 2-4, 1984

The Fourth Grafton Conference
Economic Development in Vermont —
International Perspectives on Policy Issues
June 9-11, 1985

The Fifth Grafton Conference
Vermont's Cultural Resources
July 14-16, 1985

The Sixth Grafton Conference
Vermont's Housing Future
January 26-28, 1986

The Seventh Grafton Conference
Vermont Women in Transition
March 23-25, 1986

The Eighth Grafton Conference
A Review of Vermont's Tax Policies
June 22-24, 1986

The Ninth Grafton Conference
Vermont's Fourth Estate and Public Policy
August 10-12, 1986

The Tenth Grafton Conference
The Travel Industry in Vermont
December 7-9, 1986

The Eleventh Grafton Conference
Vermont's Cultural Resources: Two Years Later
May 31-June 1, 1987

The Twelfth Grafton Conference
Vermont: Who Are We Becoming?
July 19-21, 1987

The Thirteenth Grafton Conference
Growth in Vermont: Under Control?
November 8-10, 1987

The Fourteenth Grafton Conference
Governing Small Vermont Towns
March 20-22, 1988

The Fifteenth Grafton Conference
The Judicial System in Vermont:
Purpose and Performance
February 26-28, 1989

The Sixteenth Grafton Conference
Global Competence in Vermont:
An Educational and Economic Imperative
May 7-9, 1989

The Seventeenth Grafton Conference
A Strategy for Providing Maternal and Infant Care in Vermont
June 4-6, 1989

The Eighteenth Grafton Conference
Addressing Vermont's Solid Waste Crisis
January 7-9, 1990

Windham Foundation Trustees

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