



State of Vermont

AGENCY OF ADMINISTRATION

Office of the Secretary

DEPARTMENTS OF:

Budget & Management
Finance
Personnel
Taxes

DIVISIONS OF:

Public Records
Purchasing
State Buildings

January 3, 1977

Honorable Thomas P. Salmon
Governor of Vermont
State House
Montpelier, Vermont

Dear Governor Salmon:

On behalf of your Task Force for the Management Study of the Department of Public Safety, I am honored to submit the completed study of services and practices of the Vermont Department of Public Safety as prepared by the committee from the findings, conclusions and preliminary recommendations of Touche Ross & Company.

Your committee determined early on that while the contractor had the professional experience and know-how and would do the fact-finding, the report itself would be a report of the committee. As a result, several of the recommendations in the report as finalized by the committee are quite different than those of our consultant. Principally, those differences deal with the role of the State Police (versus other law enforcement organizations) and the as-yet-unresolved question of how criminal justice training should be designed and operated to best meet all of Vermont's law enforcement needs.

With the two exceptions mentioned above and, additionally, the question of assignment of troopers to State's Attorneys' offices, the Task Force agreed unanimously on the recommendations contained in the report. You will note that there are literally scores of recommendations, most of which are non-controversial and can be implemented by administrative action (either by the Department of Public Safety or the Executive Branch). Others with major policy and fiscal implications obviously must have legislative review and approval.

Because of the tremendous "time value" of the study, I would make two specific recommendations to you and to the new administration. I would recommend that implementation of those

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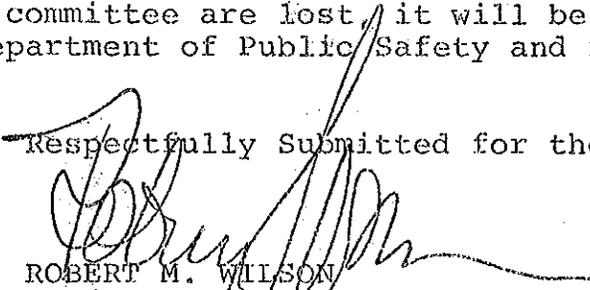
Governor Thomas P. Salmon
January 3, 1977

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recommendations which are administrative in nature and which were unanimously supported by the Task Force be moved forward with all possible speed. I would further recommend that the new administration create a "Task Force for Implementation" to work with the Department, the Justice Commission, the consultant and others in ensuring maximum implementation in the shortest possible time.

It has been a great privilege to serve as Chairman of this Task Force, for not only has the work been challenging and worthwhile, it has been a great experience to see so many so completely dedicated to a government improvement project. I believe that if the work and the subsequent recommendations of this committee are lost, it will be a great tragedy for the Department of Public Safety and for the people of Vermont.

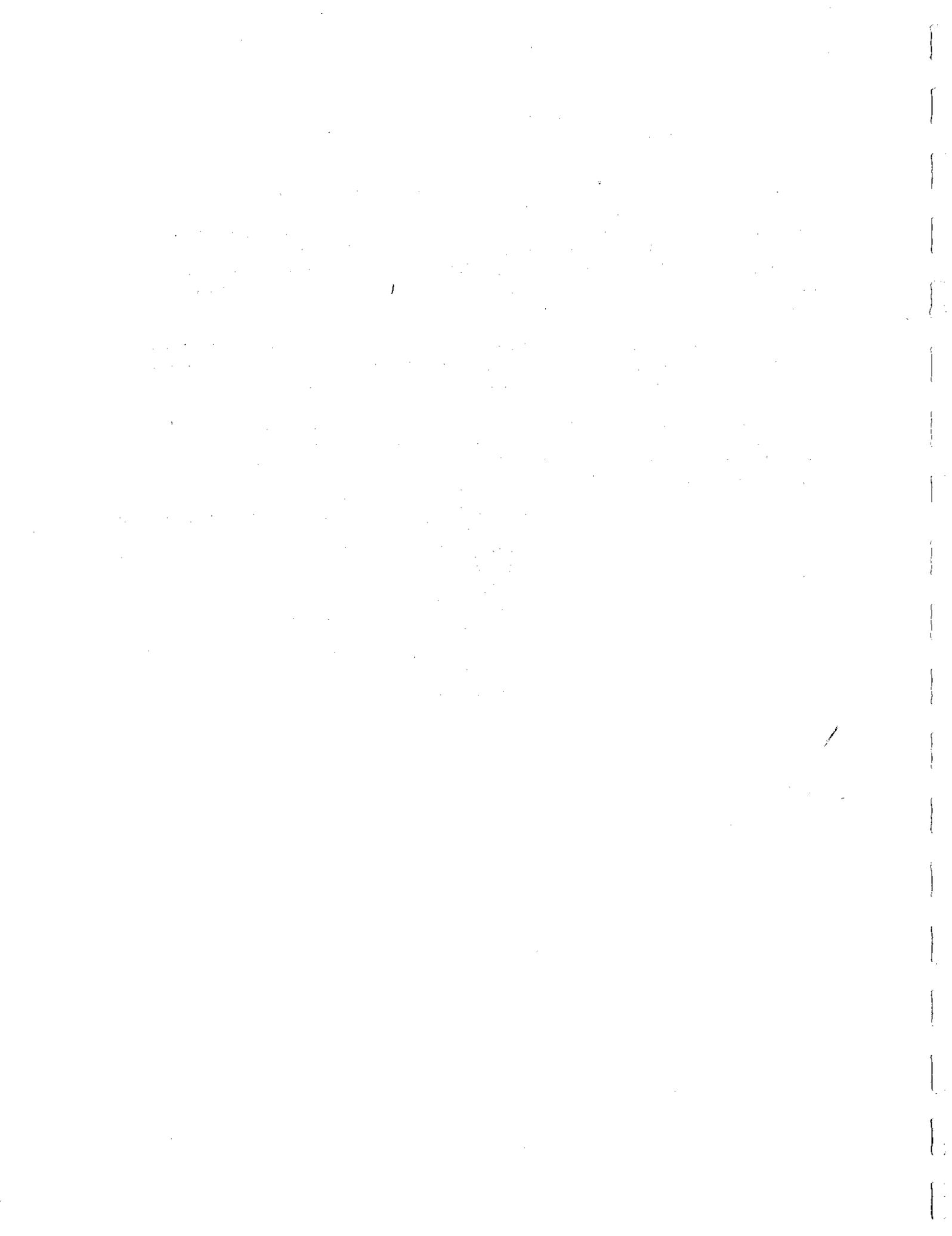
Respectfully Submitted for the Committee,



ROBERT M. WILSON
Secretary of Administration
& Chairman of the Task Force
for the Management Study
of the Department of Public
Safety

RMW/jlg

Enclosure

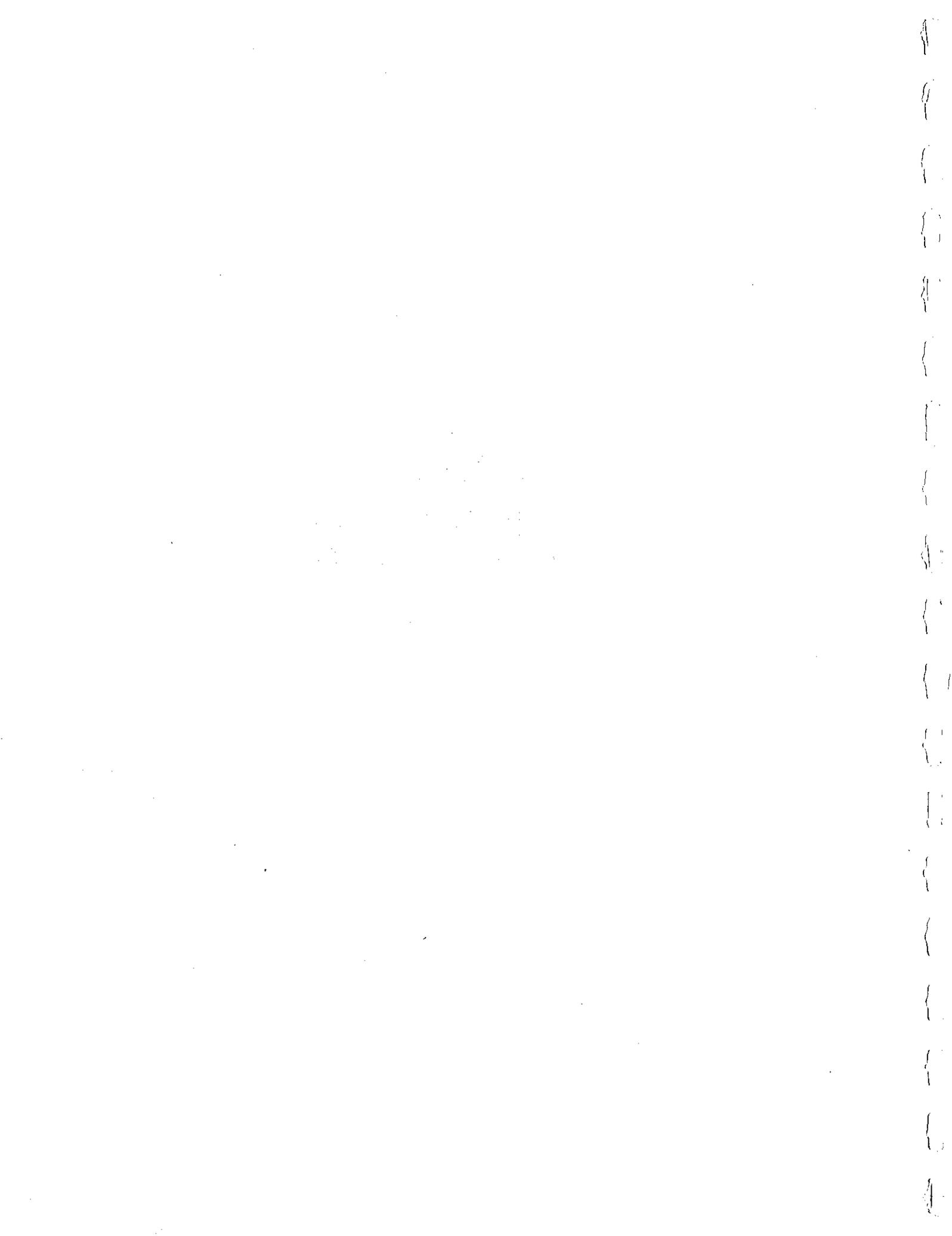


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SECTION ONE
INTRODUCTION BACKGROUND
AND GENERAL PROJECT APPROACH



GENERAL PROJECT APPROACH

A truly unique project approach was utilized. First, Governor Thomas Salmon established a task force for the management study of the Department of Public Safety consisting of:

Mr. Robert Wilson, Chairman, Secretary of Administration
Mr. James S. Brock, Citizen
Mrs. Marguerite Ferris, Citizen
Mr. Emory Hebard, Chairman, House Appropriations
Committee
Mr. John Hooper, Citizen
Mr. Michael Krell, Director, Governors Commission on
the Administration of Justice
Mr. J. William O'Brien, Citizen (Former Probate Judge)
Mr. Sanborn Partridge, Senator

During the course of the project, Mr. Hooper resigned from the task force for reasons of health, and Mr. Forrest Forsythe was added. Mr. Wilson, the Task Force Chairman, also invited Mr. Edward Corcoran, the Commission of Public Safety, and Mr. Ronald Crissman, the Commissioner of the Department of Budget and Management, to actively participate in the project as non-voting members.

During the initial meetings, the committee structured the project to insure that project results would achieve maximum impact upon the Department of Public Safety. This was accomplished by several unique approaches. First, rather than limiting the committee's role to one of reviewing a final report, the committee agreed to become very actively involved in reviewing, discussing and challenging preliminary findings and recommendations. Topics that generated additional questions or warranted more detailed research were further investigated by the consultant, and the additional data generated was presented to the committee at a subsequent meeting. Second, the committee determined that the project report would not be "just another consultant's report," but was to emanate from the committee itself. Moreover, it was determined that minority opinion should be included in the report (See Section Three).

The committee also wanted a free and open exchange of ideas. To help encourage this, the committee invited the Commissioner of the Department of Public Safety (DPS) to attend all nonvoting committee members.

The committee was also desirous of fostering immediate implementation of agreed upon recommendations that would improve the internal DPS operations. Therefore, Touche Ross & Co.'s recommendation to form a joint consultant/DPS project team to perform all detailed data collection tasks was accepted. The Commissioner of DPS then assigned two State Troopers. Lt. James Ryan and Cpl. Lane Marshall to work full time with the consultants.

This combined project team is especially significant in view of the fact that two members of the Vermont State Police worked on all internal DPS areas, are fully knowledgeable of all the findings and recommendations which apply to the areas and, given the necessary assistance, are capable of beginning to implement the recommendations.

Due to the implementation oriented approach the consultant was requested to prepare a detailed, rather than overview, implementation work plan. This is provided in Appendix XVII.

Upon completing the formation of both the project review committee and project team, a preliminary meeting was held to define, in detail, the areas to be reviewed during the project. The topics to be reviewed were defined to be as follows:

1. Role of the State Police
2. Organization Structure for the Department of Public Safety
3. Recommended Staffing Levels - Vermont State Police
4. Bureau of Criminal Investigation
5. Station Recordkeeping
6. State Police Systems
7. Special Services
8. Field Inspections
9. Internal Personnel
10. External Personnel
11. Communications
12. Criminal Laboratory
13. Vermont Criminal Information Center (VCIC)
14. Administrative Services
15. Civil Defense
16. Training

As an area was completed by the project team, it was reviewed by Department of Public Safety Management personnel and presented, in meeting agenda format, to the project review committee. The meeting agendas included a synopsis or overview of the topic being discussed and the project team's findings and recommendations. Each finding and recommendation was then discussed and, when applicable, additional research was conducted by the project team. This process of review and discussion was continued until each topic area was finalized.

SECTION I

INTRODUCTION

BACKGROUND

The Vermont State Police represents a major contact point for citizens with the Vermont State government. The effectiveness and efficiency of State Police operations such as crime detection, criminal apprehension, accident investigations and motorist assistance are a significant factor in many citizens' impression of the overall efficiency of the Vermont State government. Within this context, it is extremely important that the State Police be assigned the proper functions, that the functions be clearly defined and that the State Police operate at maximum efficiency in carrying out their assigned operations. Confused definitions of responsibilities impair the management capabilities of State Police personnel and reduce the overall effectiveness of combined state and local law enforcement resources.

During the past three decades, legislation has expanded significantly the functions and responsibilities of the Vermont State Police. At this point, it appears that the State Police mission is somewhat confused and/or misunderstood. In addition, there is a question of whether or not the department is operating at maximum efficiency. Specifically, three primary issues appear to be of concern to the government and citizens of Vermont:

- What functions previously assigned or assumed by the State Police continue to make sense in light of the increased complexity of today's law enforcement requirements?
- For the functions which do make sense in today's operations, what is the definition of State Police objectives and jurisdiction versus other state and local agencies?
- If a clear definition of objectives and related functions exists, how can these functions be managed more effectively and progress toward objectives be measured and reported clearly?

A number of state governments have recently reassessed the functions which should be provided by their State Police. Services receiving the most attention have included:

- Establishment and operation of centralized criminal history record repositories such as the Vermont Criminal Information Center.

- Enforcement of fish and game laws.
- Enforcement of motor carrier vehicle laws.
- Method of providing law enforcement resources to rural communities with limited or no local police force.
- Fingerprinting and identification of persons arrested for misdemeanors.

Given the number of overlapping police jurisdictions and special state law enforcement organizations such as game wardens, motor vehicle inspectors and liquor inspectors, a definition of the objectives and scope of each desired State Police function is necessary to maximize the utilization of State Police resources and increase the level of cooperation between all agencies. For example, when should State Police provide assistance to local law enforcement agencies and what type of assistance should be provided?

Once the functions and scope of State Police operations have been established, the question remains as to whether the functions are being properly managed. If not, how can they be more effectively managed? Finally, criteria for measuring functional efficiency must be defined. Only then should the management and operational improvements be implemented.

Given the existence of the above questions, and also having received the recommendation of a legislative study committee to employ a consultant to review the Department of Public Safety, the State of Vermont issued a request for proposals (RFP) inviting qualified independent consultants to bid on a project to perform the following services:

- Conduct a detailed Task Analysis of the Vermont Department of Public Safety (DPS)
- Conduct a review of the relationship of the DPS to other law enforcement agencies
- Conduct an examination and evaluation of the organization and management practices of DPS
- Prepare an implementation plan and assist in the implementation of changes decided upon as a result of the study

Proposals were reviewed from several vendors; and Touche Ross & Co. of Boston, Massachusetts, was selected to perform the engagement.

At the completion of the project all findings and recommendations were consolidated, reviewed and discussed again, and voted upon by the project review committee. Those recommendations approved by the project review committee are contained in Section Two of this report.

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
5800 S. UNIVERSITY AVENUE
CHICAGO, ILLINOIS 60637

SECTION TWO
SUMMARY OF FINDINGS
AND RECOMMENDATIONS

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SECTION TWO

SUMMARY OF FINDINGS AND RECOMMENDATIONS

INTRODUCTION

The following subsections summarize the findings and recommendations of the project review committee.

Each subsection contains an introductory paragraph which outlines the area being analyzed. Relevant findings (facts or figures gathered as part of the data collection process) are provided as a guide to the reader to permit a more complete comprehension of the recommendations listed. However, to fully understand each subsection, it is recommended that the reader refer to the relevant Appendix at the end of this report. The Appendices contain more detailed introductory material and supportive documentation than is included in this section.

I. ROLE OF THE STATE POLICE

The primary objective of this subsection was to define the long term role of the Vermont State Police. This included the requirement to define the interface requirements between the State Police, sheriffs and local police agencies, to define the use of State Police auxiliaries, and to review the military structure of the State Police.

Prior to the creation of the Department of Public Safety (State Police) in 1947, law enforcement in criminal matters was conducted by local police departments within their municipalities, the constable for a Town, and the sheriff and his deputies for each county. The legislative enactment creating the State Police, in addition to the enforcement of highway traffic and motor vehicle laws, granted the State Police the same powers with respect to criminal matters and the enforcement of the laws relating thereto as sheriffs, constables, and local police have in their respective jurisdictions. In view of the concurrent jurisdiction in criminal matters, the State Police do not provide general police service to municipalities having a police department without request; its activities were directed to the municipalities not having a police department. The several sheriff departments of the State and the State Police never entered into a working agreement in reference to the delivery of police services for municipalities not having police departments.

At the present time, the role of the State Police varies considerably throughout the state. In some geographical areas of Vermont, the State Police are the only law enforcement agency serving the area. In other areas, the State Police serve alongside the local police agency and function as a back up to the local agency. In addition, they supply to the local agencies supportive services (criminal laboratory, criminal investigation support) which require specialized skills. In yet other areas of the state, the State Police supply, to the public, services which are somewhat duplicated by local police departments or sheriffs departments.

The lack of role definition has resulted in several problems. The general public can be confused on whom to call in case of a police emergency. In some instances there can be competition between the police agencies which may result in wasted manpower utilization (eg. State Police Trooper and a Deputy Sheriff both responding to the same minor motor vehicle accident). In addition to operational problems, there is a notable lack of consistency in the various law enforcement organizations. There are wide variations in training requirements, organization structures, compensation and overtime regulations, recruiting practices, and minimum entrance requirements among the avarious law enforcement agencies. In some cases, these differences have served to heighten the level of "competition" between law enforcement agencies.

STATE OF VERMONT
DEPARTMENT OF PUBLIC SAFETY
IMPLEMENTATION SCHEDULE
FOURTH PHASE

<u>TASK NUMBER</u>	<u>TASK DESCRIPTION</u>	<u>TOTAL MAN-DAY ESTIMATES</u>	<u>ONE TIME COST DESCRIPTION</u>	<u>ONE TIME COST ESTIMATE</u>	<u>ON-GOING COST DESCRIPTION</u>	<u>YEARLY ON-GOING COST ESTIMATE</u>	<u>BENEFITS</u>
<u>XV Civil Defense</u>							
ALL	Implement C.D. Recommendations	50	NONE.	0	Distribution of the Documents (Bulk mailings)	1,500	Increased public awareness, increased trooper utilization
<u>XVI Training</u>							
10-13	Implement Curricula recommendations	?				?	
20	Transfer Commandant function	?		<15,000>(1)		?	
40	Implement DAS Training Revampments	?		?		?	
				<u>\$(15,000)</u>		<u>\$1500</u>	
	Totals	50 +					
							(1) Saving is only to D.P.S. since position will be transferred to training council

Man-Day Breakdown

Police Management	6	Project Management	4
Police Analyst	9	Project Analyst	18
Other 13			

STATE OF VERMONT
DEPARTMENT OF PUBLIC SAFETY
IMPLEMENTATION SCHEDULE
SECOND PHASE

TASK NUMBER	TASK DESCRIPTION	TOTAL MAN-DAY ESTIMATES	ONE TIME COST DESCRIPTION	ONE TIME COST ESTIMATE	ON-GOING COST DESCRIPTION	YEARLY ON-GOING COST ESTIMATE	BENEFITS
<u>IV Bureau of Criminal Investigation (Cont'd)</u>							
110	Purchase Paper shredder	3	PURCHASE PRICE	500	NONE	0	Increased security of confidential material
120	Obtain housing for drug investigators vehicles	4	NONE	0	Rental Fee	3600	Increased security over departmental vehicles
130	Increase security of headquarters	6	Moving of Offices	300	NONE	0	Increased office safety
140	Develop a system to reduce abandoned/recovered property maintained	15	NONE	0	Listed on Previous Page	-	Reduction in time spent by state police in maintaining property
170	Develop evidence handling/storage SOP	11	NONE	0	NONE	0	Increased case control
180	Develop a system to reduce the amount of drugs maintained at stations	14	NONE	0	NONE	0	Increased case control
<u>XI Communications</u>							
10	Revise the organization structure	-	NONE	0	NONE	0	Increased organizational effectiveness
20-23	Develop technician scheduling system	9	NONE	0	NONE	0	Increased control over technicians
30	Form a systems users group	40	NONE	0	NONE	0	Increased systems utilizations
Totals		551		\$3800		\$20,100 ⁽²⁾	

Man-Day Breakdown

Police Management	128.5	Project Management	17
Police Analyst	109.5	Project Analyst	166
Other		130	

- (1) Auxillary cost depends upon hourly usage
- (2) Assumes 8 BCI States Attorney Investigators Return to regular BCI duties

STATE OF VERMONT
DEPARTMENT OF PUBLIC SAFETY
IMPLEMENTATION SCHEDULE
SECOND PHASE

TASK NUMBER	TASK DESCRIPTION	TOTAL MAN-DAY ESTIMATES	ONE TIME COST DESCRIPTION	ONE TIME COST ESTIMATE	ON-GOING COST DESCRIPTION	YEARLY ON-GOING COST ESTIMATE	BENEFITS
<u>I Role of the State Police</u>							
80	Provide resident trooper Service	75	Develop cost allocation figures	-0-		-0-	
80	Phase out outpost system	55		-0-	Cost differential between outpost and station troopers (1,500/yr.)	<49,500>	
100	Restructure auxiliary program	16		-0-	Auxiliaries at 3.33/hour	-0- ? ①	
<u>II Restructure Dept. of Public Safety (including manpower recommendations)</u>							
		80		-0-			See Other areas for manpower chgs
<u>IV Bureau of Criminal Investigation</u>							
10	Revise BCI chain of command	2	NONE	0	NONE	0	Increased control over BCI activities
20	Form a Criminal Information Unit	21	NONE	0	Hire 2 additional men	32,000	Increased coordination of large scale investigators
30	Revise Steno. Position	2	NONE	0	Exempt vs. classified position	1,000	Increased security over criminal intelligence data
40	Promote 2 corporals to BCI Sgt.	5	NONE	0	Difference in pay grade	3,000	Increased monitoring of investigators
50	Assign 2 additional men to BCI drug unit	6	NONE	0	Hire 2 additional men	22,000	Additional ability to conduct pharmacy investigations
60	Require assignment change to drug unit	4	NONE	0	Additional on going training	2,000	Reduced turnover, increased morale
70	Eliminate mandatory states attorney assignment	14	NONE	0	8 men returned to state police	0	Additional troopers available
80/81	Design case/time mgmt. system	156	COMPUTER TEST TIME	2000	Computer time rqts.	6,000	Increased control over investigator backlogs
90	Develop case disposition cover sheet	6	PRINTING COSTS	500	NONE	0	Reduced case "rework"
100	Develop Investigative checklist	7	PRINTING COSTS	500	NONE	0	Consistency in investigative procedures

STATE OF VERMONT
DEPARTMENT OF PUBLIC SAFETY
IMPLEMENTATION SCHEDULE
FIRST PHASE

TASK NUMBER	TASK DESCRIPTION	TOTAL MAN-DAY ESTIMATES	ONE TIME COST DESCRIPTION	ONE TIME COST ESTIMATE	ON-GOING COST DESCRIPTION	YEARLY ON-GOING COST ESTIMATE	BENEFITS
VI State Police Systems (cont'd)							
60	Modify warrant processing system	10	COMPUTER TIME	400	NONE	0	Increased trooper safety. Consistency on warrant processing
* 70/71	Improve U.T.T. system	9	FORMS PRINTING	200	SAME AS EXISTING ON GOING FORMS SUPPLY	0	Increased utilization of trooper time
VIII Field Inspections							
All	Implement Field Inspection Recommendations	45	FORMS PRINTING	500	ON GOING FORMS SUPPLY	100	Increased quality of work performed
IX Internal Personnel							
All	Implement Internal Personnel Recommendations	177	NONE	0	NONE	0	Improved personnel procedures, reduced turnover
X External Personnel							
10	Improve salaries		NONE	0	Increased salaries to troopers	Dependant Upon Legislature	Increased morale, reduced turnover
20	Increase benefits						Increased police coverage
30	Implement collective bargaining rec's.		NONE	0		0	Improved employee relations
XIII Vermont Criminal Information Center							
10/11	Revise statutory requirements	20	NONE	0		0	Revision of responsibilities
20/21/22	Revise VCIC Organization	10	NONE	0	Systems Analyst/Supervisor	12,000	Improved organizational definition, reduced clerical overhead
30	Implement Records Check Process	11	NONE	0		0	Increased security
40/41	Implement Privacy and Security Rec's.	6	NONE	0		0	Increased security
<u>TOTALS</u>		454		\$6,400		15,776	

(Savings)

Man-Day Breakdown

Police Management	90	Project Management	54.5
Police Analyst	136	Project Analyst	127
Other	46.5		

- ① Does not include \$17,000 coin collection which may be returned to finder
- ② Additional positions required to separate VCIC from State Police Recordkeeping
- ③ Transferred to MV
- ④ Former VCIC function

STATE OF VERMONT
DEPARTMENT OF PUBLIC SAFETY
IMPLEMENTATION SCHEDULE
FIRST PHASE

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TASK NUMBER	TASK DESCRIPTION	TOTAL MAN-DAY ESTIMATES	ONE TIME COST DESCRIPTION	ONE TIME COST ESTIMATE	ON-GOING COST DESCRIPTION	YEARLY ON-GOING COST ESTIMATE	BENEFITS
<u>BCI</u>							
IV 150	Conduct an auction of abandoned property maintained by the State Police	5	Moving property, conducting auction	13,000 ¹	Yearly Auctions	3,000	Increased revenue for state Reduced maintenance of property by state police
<u>Station</u>							
<u>V Recordkeeping</u>							
10	Update S.O.P. with new procedures	23	Limited cost of materials only	0		0	Increased control over records
20	Include recordkeeping as part of field inspection	2	NONE	0		0	Insure that all record systems are properly maintained
30	Review separation of juvenile records from adults	20	Additional File Cabinets	500	NONE	0	Comply with law concerning juvenile records
40	Initiate centralized records functions	26	NONE	0	3 additional clerical personnel ²	16,500	Separate VCIC from State Police records functions
50/51/52	Develop dispatch/clerical operating procedures	12	Print the procedures	500	NONE	0	Consistency in operations. Improved efficiency of operations
60	Eliminate radio log	10	NONE	0	NONE	0	Reduction in dispatchers responsibilities
70	Require station commanders to monitor case/incident paperwork	5	NONE	0	NONE ⁴	0	Improved control over records
<u>State Police</u>							
<u>VI Systems</u>							
10	Design a new criminal offense reporting system	25	LEAA FUNDED	0	Forms, computer time, estimate to be developed at end of test phase	?	Increased control over activities, better utilization of men
20	Expand the system to produce mngt. rpts.	30	COMPUTER TIME	1000	Increased computer time	1,200	Increased utilization of men
30	Transfer accident reporting to Motor vehicles	COMPLETE	-	0	Eliminate 1 person full time ³	3,300	Consistency in processing accident reports
40	Discontinue punching criminal history data	COMPLETE	-	0	Eliminate 1 person full time	720	Reduced clerical overhead
50	Develop arrest process checklist	8	FORMS PRINTING	500	NONE	0	Assure that all arrest processing steps are followed

COMBINED WORK PLAN, IMPLEMENTATION SCHEDULE
AND
COST ESTIMATES

IMPLEMENTATION SCHEDULE

TASK NUMBER	TASK DESCRIPTION	1ST PHASE (3 MONTHS)	2ND PHASE (3 MONTHS)	3RD PHASE (3 MONTHS)	4TH PHASE (3 MONTHS)
XV <u>Civil Defense</u>	Implement Civil Defense Recommendations				-----
XVI <u>Training</u>					
10-13	Implement Curriculum Recommendations				-----
20	Transfer Commandant Function				-----
40	Implement DPS Training Requirements				-----

IMPLEMENTATION SCHEDULE

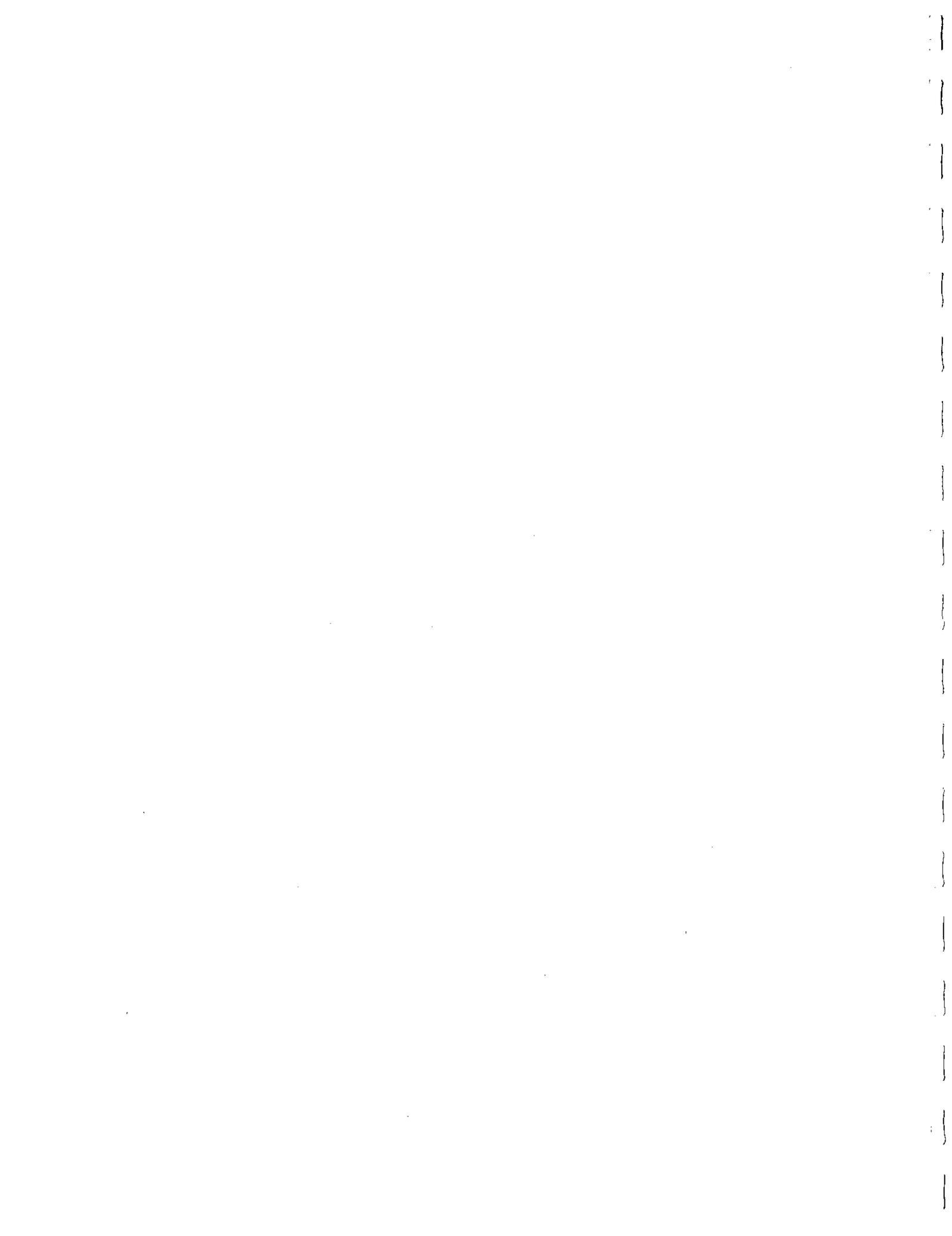
TASK NUMBER	TASK DESCRIPTION	1ST PHASE (3 MONTHS)	2ND PHASE (3 MONTHS)	3RD PHASE (3 MONTHS)	4TH PHASE (3 MONTHS)
<u>VIII Field Inspections</u>					
10 to 70	Implement field inspection recommendations				
<u>IX Internal Personnel</u>					
	Implement internal personnel recommendations				
<u>X External Personnel</u>					
* 10	Improve salaries				
* 20	Expand benefits to include 24 hr. vehicle assignments				
30	Implement collective bargaining rec's				
<u>XI Communications</u>					
10	Revise organization structure				
20 to 23	Develop technician editing system				
30	Form users' group				
<u>XIII VCIC</u>					
* 10/11	Revise statutory requirements				
20 to 22	Revise VCIC organization				
30	Implement record check process				
40/41	Implement privacy and security rqts.				
<u>XIV Administrative Services</u>					
10	Reorganize adm. services				
11	Hire a full-time planner				
20	Prepare for new acct. system				
21	Measure goals/performance				
30	Modify Fleet Mngt. Computer System				
31-35	Improve Fleet Mngt. System				
40-42	Improve the Supplies System				
*Requires Legislative Action					

IMPLEMENTATION SCHEDULE

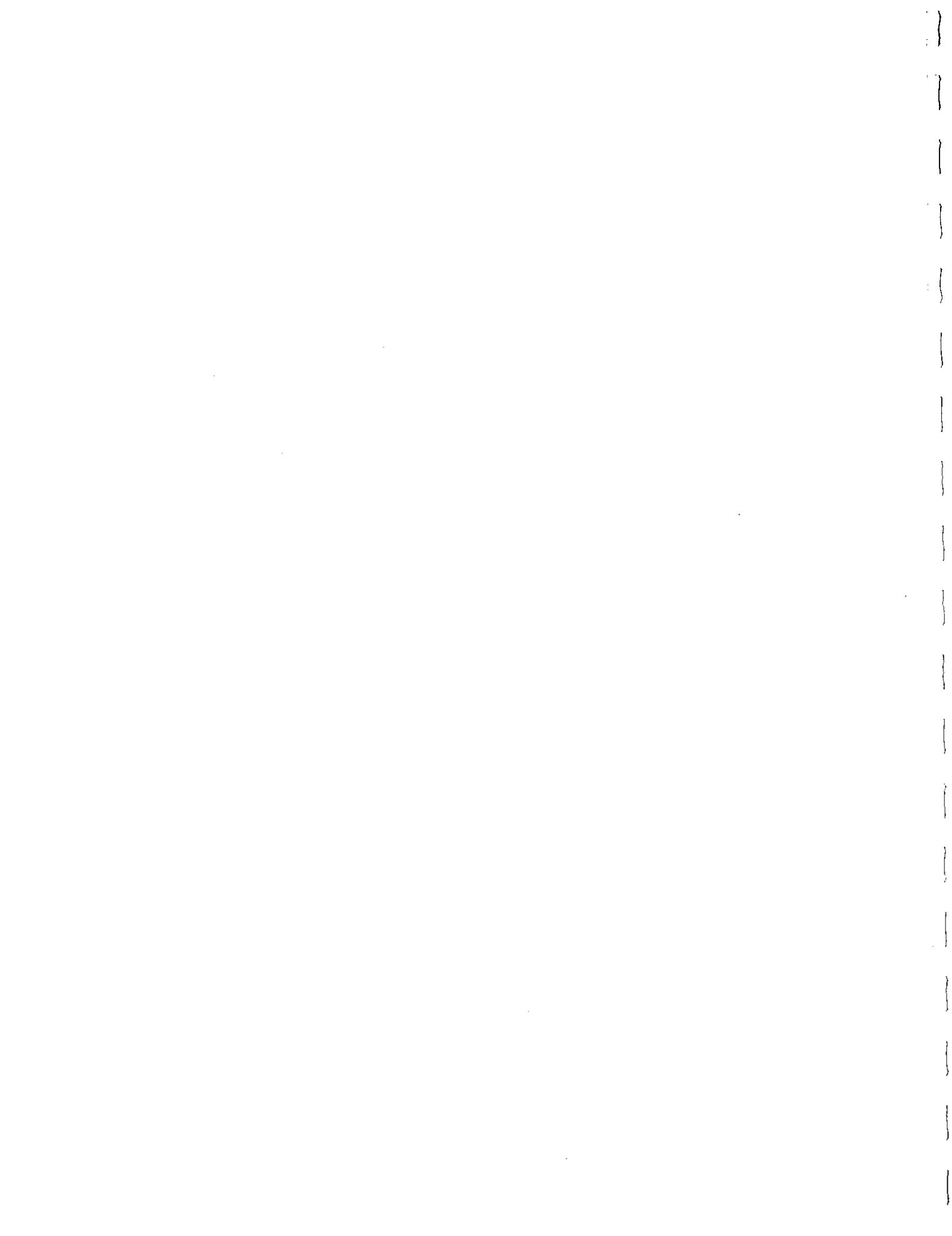
<u>TASK NUMBER</u>	<u>TASK DESCRIPTION</u>	<u>1ST PHASE</u> (3 MONTHS)	<u>2ND PHASE</u> (3 MONTHS)	<u>3RD PHASE</u> (3 MONTHS)	<u>4TH PHASE</u> (3 MONTHS)
<u>V Station Recordkeeping</u>					
10	Update S.O.P. with new procedures	_____			
20	Include recordkeeping as part of inspection	_____			
30	Review separation of juvenile records from adult	_____			
40	Initiate centralized record functions	_____			
50/ 51/52	Develop dispatcher/ clerical operating procedures	_____			
60	Eliminate radio log	_____			
70	Require station comm. to monitor case paper-work	_____			
<u>VI State Police Systems</u>					
10	Design new criminal office processing system	In process			
20	Expand the system to produce mgmt rpts		_____		
30	Transfer accident rpts to m.v.	Complete			
40/ 41	Discontinue punching criminal history	Complete			
50	Develop arrest process check list	_____			
60 to 67	Modify warrant processing system	_____			
70/71	Improve UTT system	_____			
<u>VII Special Services</u>					
10/13	Consolidate special services			_____	
20/21	Utilize goal objective setting mechanism			_____	
22	Utilize corporals or senior troopers			_____	
30	Transfer snow-mobile/marine to MV			_____	
40	Use auxiliaries in certification program			_____	
50	Utilize trooper in highway safety			_____	
51	Establish selective enforcement placing function			_____	
52	Write a grant to continue highway safety			_____	

IMPLEMENTATION SCHEDULE

TASK NUMBER	TASK DESCRIPTION	1ST PHASE (3 MONTHS)	2ND PHASE (3 MONTHS)	3RD PHASE (3 MONTHS)	4TH PHASE (3 MONTHS)
<u>I Role of State Police</u>					
* 60	Provide resident trooper service				
* 80	Phase out outpost system				
* 100	Restructure auxillary program				
<u>II Restructure Department of Public Safety</u>					
<u>III Recommended Staffing Levels</u>					
<u>IV Bureau of Criminal Investigation</u>					
10	Revise BCI chain of command				
20	Form criminal information unit				
30	Revise steno position				
40	Promote two corporals to BCI-Sgt.				
50	Assign two men to drug unit				
60	Require assignment change from Drug Unit				
* 70	Eliminate mandatory State's Attorney assignment				
80/31	Design case/time mngt. system				
90	Develop case disposition sheet				
100	Develop investigative checklist				
110	Purchase paper shredder				
120	Obtain housing for drug invest. vehicles				
130	Increase security of headquarters				
140	Develop system to reduce recovered property maintained				
150	Conduct an auction of property maintained				
170	Develop evidence handling and storage S.O.P.				
180	Develop system to reduce the amount of drugs maintained				
*Requires Legislative Action					
NOTE: Solid line indicates full time emphasis on the task. Broken line indicates part-time emphasis.					



PRIORITIZED IMPLEMENTATION SCHEDULE



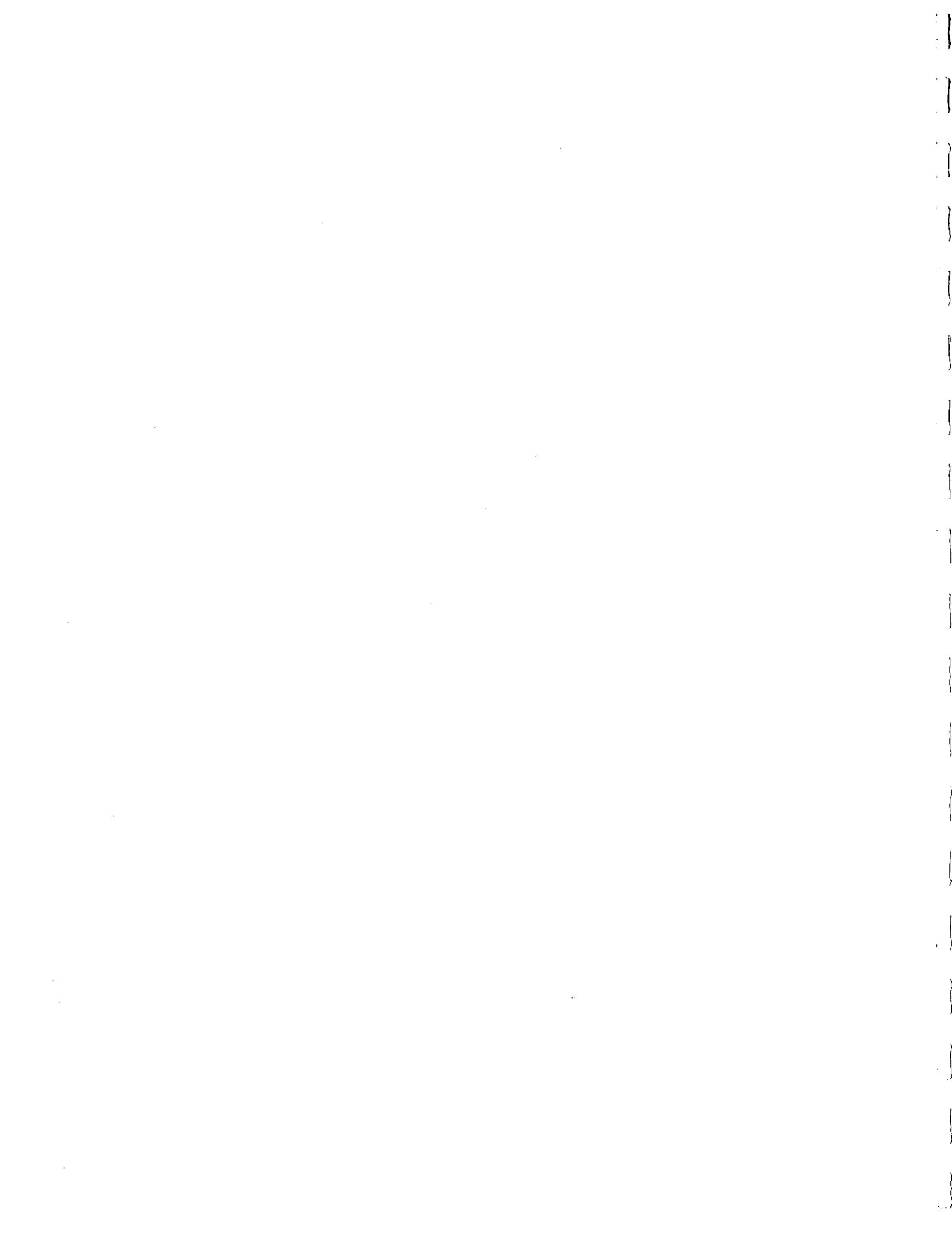
SECTION FOUR

IMPLEMENTATION MATERIAL

The material included in this section is intended to be utilized by the Department of Public Safety as a guide to implementing the previous recommendations. This material should be utilized in conjunction with Appendix XVIII which contains a detailed implementation workplan.

Appendix XVII lists the implementation activities, tasks and subtasks required to achieve implementation of the recommendations. The workplan also provides personnel types required for each task and lists estimated man-day estimates to complete the task. These estimates are subject to modification should other implementation methodologies be utilized.

The materials in this section are a synopsis of Appendix XVII. Included are a prioritized implementation schedule for the first 4 quarters following the beginning of the implementation process. The next set of materials combines the workplan and implementation schedule and provides cost estimates for each task recommendation made.



SECTION FOUR
IMPLEMENTATION SCHEDULE

IV-70 Revise the present legislation to eliminate the assignment of BCI men to the State's Attorney Office.

Our review of the functions performed by the State's Attorney investigators indicated they, in fact, could be performed by other law enforcement personnel. We also agreed that the function does not require personnel as highly trained and experienced as the State Police to perform the task. However, we do not feel that eliminating the positions will eliminate the need for the work to be performed nor do we believe that the committee arrived at a more viable alternative to performing the work.

Our final major topic of disagreement was in the area of training. The Vermont Criminal Justice Training Council (VCJTC) currently has the authority to set minimum training standards for law enforcement agencies. In addition, the combination of recommendations in Appendix XVI gives VCJTC control over the training academy. In our opinion, the agency which sets standards should be independent from the agency with budgetary responsibility for running training. There is the potential for a conflict of interest between the two functions as they are now recommended.

Very truly yours,

Touche Ross & Co.

TOUCHE ROSS & CO.

WELLESLEY OFFICE PARK
20 WILLIAM STREET
WELLESLEY, MASSACHUSETTS 02181
ONE BOSTON PLACE
BOSTON, MASSACHUSETTS 02108

December 1, 1976

Mr. Robert Wilson, Chairman
Governor's Committee to Review the
Operations and Management Practices
of the DPS
State of Vermont
Montpelier, Vermont

Dear Mr. Wilson:

Touche Ross & Co. was heavily involved in reviewing the Operations and Management Policies employed by the State Police and then participated with the committee in preparing the recommendations, and in writing the final report.

Although we very much respect the conscientiousness exhibited by committee members in arriving at the recommendations, we must, at this time, document our dissenting opinion on several of the final recommendations agreed upon by this committee. More specifically, we disagree with the following recommendations:

I-70 Do not expand the existing outpost system at the present time.

I-80 Phase out the existing outpost system, in an orderly manner, by July, 1983.

During the course of our review, we pointed out several factors that indicated that the delivery of rural police services was going to continue to be Vermont's most pressing police services requirement. We pointed out that because the State Police had substantial recruiting, training, and management processes, their organization was in the best position to fulfill these needs. Therefore, our original recommendation to the committee was to expand the existing outpost system. We utilized an example State Police organization, that, while expanding outposts from 33 to 46, would enable the State Police to close a troop and reduce administrative overhead by approximately 25%. Although this expansion in coverage and reduction in administrative overhead may be accomplished in other ways, we continue to believe that the outpost system is the most viable alternative for the delivery of the required rural police services in Vermont.

A second topic of disagreement was in the assignment of 8 BCI investigators to the State's Attorney office.

Mr. Wilson

December 6, 1976

be unfortunate to assign them to highway patrol and "back up" services and return to a basic dependence on the sheriff system, which will be the natural result of implementing the majority's views.

Respectfully submitted,

James S. Brock

JSB/1

Mr. Wilson

December 6, 1976

Prior to 1947, police services were provided primarily by the sheriffs' departments and a few local organizations. The sheriffs, being elected to their offices, varied substantially in ability and effectiveness; consequently, the only remedy was at the polls if the citizenry felt insecure. The same is true today, even though changing moral and social values, combined with easy transportation, may place rural citizens in much greater danger than in the past.

Based upon the foregoing beliefs, I differ from the majority of the Committee on the basic role of the state police.

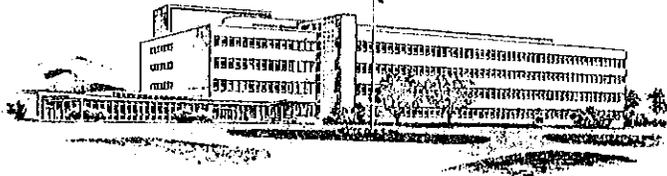
It is my view that the state police should be the basic police force of the state. That is not to say that the more populous areas should not provide their own local police services as they have in the past, and perhaps a financial incentive of some sort should be provided through the legislature to encourage those of a sufficient size to maintain their own departments on a local basis determined, hopefully, by regions rather than by arbitrary political boundaries. Some of our sheriffs are diligent and effective and should be encouraged to continue to be so. A dispatching service should be provided to eliminate duplication of effort or "competition." But overall the state police should be ready and able to move into any situation when needed.

With respect to specific recommendations, therefore, I dissent from the recommendation that there be no expansion of the outpost system as well as that which recommends that the outpost system be phased out by July of 1983.

I further conclude that the assignment of troopers to state's attorneys should be continued.

In addition, I agree with the conclusion of Touche Ross & Company that the Vermont Criminal Justice Training Council should not have the dual function of setting standards of training and at the same time have the responsibilities for the actual training.

Our state police are presently well trained, I believe, and overall highly efficient. The populace of our rural areas have come to respect and depend upon them. Therefore, I think it would



NATIONAL LIFE INSURANCE COMPANY

MONTPELIER, VERMONT 05602

JAMES S. BROCK
EXECUTIVE VICE PRESIDENT

December 6, 1976

Robert M. Wilson, Chairman
Governor's Commission on the
Administration of Justice
Pavilion Building
Montpelier, Vermont 05602

Dear Mr. Wilson:

I find it necessary to file with you my disagreement with certain recommendations of the Committee for the purpose of studying the services and practices of the Vermont Department of Public Safety. It has been a privilege to work with this very hard-working and conscientious Committee. And because of the respect in which I hold the Committee, I realize that it may be I who am in error. Unfortunately, I do find myself in disagreement with the majority in certain respects. In order to put my views in proper perspective, it is necessary to view the state, its geography and its population.

Although we have always been a rural state, there is a gradual shift of population that has taken place over time which has resulted in the development of larger concentrations of population in a few areas and a decrease in population in the majority of towns. To put it simply, we are becoming more rural in most areas and urbanized in only a few places. (For example, the Burlington metropolitan area now contains more than a fifth of the entire population of the state.) In spite of this fact, the rural areas are in need of police services more than ever before by virtue of the ease of travel not only by our own citizens but by those of other states as well.

I see no economic or social force likely to reverse this trend. Although the huge metropolitan areas of our sister states may be, as some experts believe, to be past their peak in population and economic importance, the forces there at work do not appear to have any sizeable impact in our state, and consequently I conclude that our rural areas cannot anticipate substantial increases in population or wealth in the foreseeable future, and conversely, it appears to me that metropolitan Burlington and perhaps Rutland, Barre, Montpelier, etc., may increase their populations and economic importance.

XVI-46 DEVELOP CRITERIA FOR EVALUATION TO BE UTILIZED DURING FOLLOW-UP REVIEW OF RECRUITS. REPORT RESULTS BACK TO THE ACADEMY.

- . Criteria should be developed in accordance with predefined goals
 - e.g., reduce first-year turnover; reduce motor vehicle accidents

Recommendations 43 through 46 above are directed towards the basic recruit training program. All courses are required of all recruits. It is possible to have a recruit with a B.A. in English be required to take 36 hours of basic English during the training program. By reviewing the curriculum several courses may be identified which could better be taught on an in-service training program. In addition, there is a lack of definition for the basic requirements necessary to enter the program which in turn leads to a lack of formal screening of applicants. For example, if basic knowledge of the English language is determined to be a prerequisite for entering the program, troopers lacking basic English would be required to gain that knowledge prior to entering the academy.

motor vehicle accidents in which a trooper is involved, then pursuit driving techniques would be included as part of training. The troopers who received the course would then be monitored and compared to troopers who have not received the course to verify the effectiveness of the course being offered.

XVI-42 DESIGN AND IMPLEMENT FORMAL GUIDELINES AND TESTING PROCEDURES AS A PREREQUISITE FOR DIFFERENT LEVELS OF SUPERVISION.

- . Role of supervisor
 - . Knowledge of department policy
 - . Knowledge of police procedure
 - . Standards of performance
 - . Use of evaluation process
 - . Guidelines for promotion
 - . Interpersonal skills
- See recommendations in internal personnel area

The time spent on management development and training is insufficient. Approximately 50% of all DPS personnel (corporals and above) are in some form of supervisory capacity, yet only minimal amounts of time are devoted to management training. In addition, management and supervisory training is not formally linked to the promotion process. As we previously discussed in internal personnel, once specific standards of performance are produced for all ranks or positions, training programs should be developed to aid personnel in achieving those standards.

XVI-43 INCREASE FIELD PARTICIPATION IN THE TRAINING PROCESS BY DEVELOPING AN ACTIVE OJT PROGRAM.

- . Field procedures
- . Field problems
- . Field exposure and OJT

XVI-44 REVIEW CURRICULUM TO DETERMINE TOPICS THAT SHOULD BE CONDUCTED IN IN-SERVICE TRAINING RATHER THAN IN BASIC TRAINING (I.E., ENGLISH TRAINING).

XVI-45 REQUIRE FOLLOW-UP ON RECRUITS UPON COMPLETION OF TRAINING ACADEMY.

XVI-40 RESTRUCTURE THE ADMINISTRATIVE ORGANIZATION OF THE TRAINING FUNCTION TO PLACE GREATER EMPHASIS ON:

- . Refresher courses, on-the-job-training and management/supervisor development
- . Formally linking training to the personnel development function
- . The development of "measurable" training goals and objectives

XVI-41 UPON IMPLEMENTATION OF THE RECOMMENDATIONS ABOVE, DPS SHOULD ASSIST THE VARIOUS OTHER CRIMINAL JUSTICE AGENCIES IN DEVELOPING INSTRUCTOR TRAINING PROGRAMS.

- . Training equipment available
- . Approach (not course content)
- . Instructor background requirements

Prior training conducted appears to have 4 major weaknesses:

- . Major emphasis towards large scale recruit and classroom training
- . Lack of formal relationship to personnel development functions
- . Training is not designed in accordance with "organizational goals and objectives" of DPS
 - .. Operations personnel development
 - .. Support personnel development
 - .. Management personnel development
- . Specific training goals and objectives and the devices to measure effectiveness are not currently being employed
 - .. Turnover reduction
 - .. Promotion caliber
 - .. Motor vehicle accidents

The recommendations listed above are structured to provide additional training after a trooper has spent a year or two in the field. In addition, they would structure the training more towards the organizational goals and objectives of DPS. For example, if an organizational goal is to reduce the

RECOMMENDATIONS

- XVI-11 THE TRAINING COUNCIL SHOULD ESTABLISH COURSES TO SUPPORT ITS MINIMUM TRAINING STANDARDS.
- XVI-12 THE VARIOUS CRIMINAL JUSTICE AGENCIES SHOULD ESTABLISH CURRICULUA FOR THEIR OWN COURSES WHICH ARE NOT INCLUDED IN BASIC TRAINING.
- XVI-13 VCJTC OPERATIONAL PERSONNEL SHOULD COORDINATE CURRICULUA DEVELOPMENT ONLY, I.E., ATTEMPT TO ELIMINATE DUPLICATION OF COURSES BETWEEN AGENCIES; NOTIFY ALL AGENCIES OF COURSES TO BE CONDUCTED.

Formally, the Vermont Criminal Justice Training Council (VCJTC) has the authority to define training standards. They, in turn, can determine curricula necessary to enable law enforcement personnel to meet the standards. In practice, curricula development has been a joint effort between VCJTC and the Department of Public Safety. The recommendations listed above are intended to formalize the practice of curricula development and to involve local PD's and sheriffs, at a more detailed level, in the process.

- XVI-20 VCJTC SHOULD CONDUCT THE COMMANDANT FUNCTIONS AT THE TRAINING ACADEMY.

Currently a Lieutenant in the State Police is the full-time commandant at the training academy. However, VCJTC operational personnel also perform many administrative functions. The position of commandant does not appear to warrant the full-time services of a highly trained and experienced State Police Lieutenant.

- XVI-30 PROVIDE THE STATE POLICE A BUDGET FOR THEIR TRAINING BEYOND THE MINIMUM STANDARDS.

Previous recommendations would give control of training to VCJTC. As such they should maintain their own budget, independent from the Department of Public Safety, and provide the fixed costs associated with operating all training programs.

The variable costs associated with a training program would be the responsibility of the law enforcement agencies attending the academy.

The recommendations which follow apply specifically to internal State Police training topics.

Because of the expected revision in the minimum required courses, we did not conduct a detailed analysis of individual course content. However, we did note that there is a lack of management-oriented courses and a lack of emphasis upon the personal development aspects of training. For example, after a trooper has spent a year or two in the field, it may be beneficial to offer advanced courses to enable him to sharpen his skills in certain areas (e.g., crime scene search techniques public speaking).

In addition there is no formal feedback mechanism to judge how effective the training programs have been. Without formal organized feedback from the participating agencies, it is difficult for the VCJTC to improve course content or instructors.

The recommendations which follow are structured to resolve these problem areas.

XVI. TRAINING

Proper manpower training is one of the most critical background requirements which governs a successful police operation. All law enforcement officers have the power of arrest and most, if not all, carry a gun. They are required to react instantly in difficult and sometimes hostile situations. It is critical that they be educated properly to utilize their law enforcement powers. When the public requests law enforcement assistance, they do not usually differentiate between the agency responding, be it a State Police Trooper, sheriff or a local police officer. Therefore, it is imperative that all law enforcement officers receive at least a minimum standard of training.

Currently no standards of performance for law enforcement officers exist within the State of Vermont. Without standards of performance, it is difficult to adequately structure training programs to properly train potential law enforcement officers to enable them to effectively perform their duties at a level equal to or greater than the minimum standards of performance. The Governor's Commission on the Administration of Justice is currently conducting a project to define standards of performance. At the completion of this project, it may be necessary to extensively modify the existing training programs to insure that all law enforcement officers are able to perform their duties at an acceptable level.

In addition to the lack of standards of performance, there are several training options available to law enforcement agencies in Vermont including:

1. Basic Recruit Training = 14 weeks
2. Basic Training = 8 weeks
3. 30-Hour Basic - Evenings
4. 40-Hour Basic - Daytime

In fact there is a difference in minimum training between the State Police and other law enforcement agencies. State Police utilize the 14 week Basic Recruit Training program. While this program is open to non-State Police recruits, it is seldom utilized by them. The majority of local police recruits attend the 8-week training program. Most Sheriffs' Deputies attend the 30 or 40-hour basic training sessions. Minimum training should be the same for all agencies. If a particular agency desires and is capable of providing more intensive and/or more specialized training (e.g., internal policies and procedures rules and regulations), it should be done in addition to the minimum training course.

The lack of standards of performance and associated minimum training requirements and curriculum are weaknesses in Vermont Law Enforcement Training in general. Specific weaknesses in the State Police training programs were also identified.

XV-30 (Continued)

- . Define implementation procedure
 - .. Who to contact
 - .. Limitations on use
 - .. Chain of command
 - .. Maintaining mechanisms to insure proper use

The Civil Defense organization appears to have capabilities which could be more fully utilized by the State Police. The concepts above are examples of where CD personnel could be of benefit to the State Police. The examples cited are nonlaw-enforcement duties which could be performed with little additional training.

XV-40 REVIEW RESULTS OF CENTRALIZED DISPATCHING STUDY NOW IN PROGRESS. IF RESULTS DETERMINE THAT CENTRALIZED EMERGENCY MEDICAL SERVICE DISPATCHING IS FEASIBLE, CONSIDER INCORPORATING CD ON THE COMMUNICATIONS SYSTEM.

Civil Defense currently maintains its own radio frequency. There is no direct radio communications available between troop/stations and CD headquarters. Required coordination during a large scale emergency would be severely hampered by a lack of direct radio communications.

RECOMMENDATIONS

XV-10 DRAW UP A SCHEDULE OF TRAINING EXERCISES AT THE BEGINNING OF EACH YEAR.

XV-11 CONDUCT PERIODIC TRAINING EXERCISES FOR ALL PLANS MAINTAINED.

A review of the plans prepared by CD indicate that they are well written and up to date. However to insure that the plans are fully understood by the primary users of each plan, they should be tested on a regularly scheduled basis.

XV-12 CONSIDER MORE WIDESPREAD DISTRIBUTION OF PUBLIC AWARENESS LITERATURE THROUGH TOWN CLERKS OR TOWN MEETINGS.

Public awareness literature (e.g., what to do with farm animals in case of attack, what foods to eat and drink) has been prepared. The literature is well written and easy to read. However, no project review committee members or State Police representatives have ever received the literature indicating a somewhat limited distribution.

XV-20 DEFINE NONDECLARED EMERGENCY PROCEDURES, IN WRITING, TO CD AND STATE POLICE, FOR EXAMPLE:

- . Who is responsible for coordinating the action
- . Development of action steps
- . Manpower development

The majority of CD disaster functions are in nondeclared emergencies. Civil Defense responsibilities and levels of authority in nondeclared emergency situations have not been defined to troop commanders.

XV-30 UTILIZE CD PERSONNEL TO ASSIST IN DISASTER PREVENTION FUNCTIONS.

- . Backup to a dispatcher during police emergencies
 - .. Answer phones
 - .. Handle "walk-ins"
- . Aid to stranded persons, during snow emergencies, on public highways
 - .. CD has a highly organized local based organization. State Troopers could be located at road blocks preventing traffic from entering closed highways and CD could be utilized for limited patrol of highways

XV. CIVIL DEFENSE (CONTINUED)

Civil Defense responsibilities and levels of authority in declared emergencies are clearly defined. However, the majority of Civil Defense operations are in nondeclared emergency situations. Responsibilities, levels of authority, responsibility for initiating the action and manpower deployment authority have not been clearly defined for nondeclared emergency situations. This should be corrected.

In reviewing the CD organization, it became obvious that they have a highly structured well defined organization of volunteers with a wide variety of skills. Therefore, the State Police should analyze further the possibility of utilizing CD capabilities.

XV. CIVIL DEFENSE

Civil Defense is the second major division within the Department of Public Safety. The Deputy Director of Civil Defense (CD) reports directly to the Commissioner of Public Safety.

The Civil Defense organizational responsibilities are to prepare the state to deal with disasters or emergencies. These emergency functions include without limitation:

- . Fire Fighting Services
- . Police Services
- . Medical and Health Services
- . Rescue
- . Engineering
- . Air Raid Warning Services
- . Communications
- . Radiological and Chemical Weapons Defense
- . Evacuation of Persons
- . Emergency Welfare Services
- . Emergency Transportation
- . Plant Protection
- . Temporary Restoration of Public Utility Services

A final federal required responsibility of Civil Defense is the preparation for nuclear disaster.

The functions performed by the Civil Defense can be divided into three major subfunctions including:

- . Developing plans
- . Conducting training exercises
- . Coordinating declared emergencies

The review of the Civil Defense Division was structured more as a management overview of the Division as compared to the detailed operational review of the State Police Division. We intended to review the plans generated and maintained by CD to determine whether they were readable, worthwhile and up to date. Another objective was to document the interface requirements between CD and the State Police.

A review of the plans produced and maintained by CD indicated that they were, in fact, readable, comprehensive and up to date. However, to insure public awareness of the plans maintained, a more structured schedule of training exercises may be warranted.

- No record of supply levels at user areas exists
 - . Last physical inventory over year ago
 - . No plans for physical inventory this year
- No analysis is being conducted of usage levels records (copies of requisitions) maintained by property storekeeper for supplies issued to stations.
- Supplies under control of property storekeeper are physically scattered
 - . Redstone attic
 - . Trailer outside facility
 - . Colchester

These items are relatively small in comparison to the overall Department of Public Safety budget. However, they do represent dollar expenditures to the State of Vermont and, as such, should be effectively controlled.

XIV-34 (Continued)

- . Consider performing certain repair services within the public sector
 - .. Under D.P.S.
 - .. Within existing services
 - .. Highway dept.

XIV-35 ANALYZE SCOPE OF SERVICES TO BE PROVIDED WITHIN PUBLIC SECTOR BASED ON:

- . Demand for service
- . Present maintenance costs
- . Requirements in equipment and personnel
- . Reductions in down time
- . Possibility of routinely examining and/or overhauling vehicles at pre-determined times

A review of the vehicle maintenance and repair procurement procedures indicated that they are loosely defined. They are noncontractual. No fixed prices and no stipulations exist as to acceptable vendors. A brief sample of invoices (See Appendix XIV-20) identified variances in hourly labor rates and charges for specific services performed. The above recommendations are structured to formalize the repair and maintenance program.

XIV-40 CONDUCT PHYSICAL INVENTORY AT LEAST ANNUALLY, COMPARE INVENTORY LEVELS ON A YEAR-TO-YEAR BASIS AND STATION-TO-STATION BASIS.

XIV-41 ANALYZE REQUISITION FILES PERIODICALLY TO ASCERTAIN UNUSUAL USAGE LEVELS ON A STATION-TO-STATION BASIS.

XIV-42 CENTRALIZE SUPPLIES STORAGE IN PROXIMITY TO PROPERTY STOREKEEPER.

A review of the supplies distribution and control area of Administrative Services identified several weaknesses which warrant correction including:

XIV-32 REVAMP VEHICLE REPLACEMENT CRITERIA TO CONSIDER
CONDITION/COST AS WELL AS MILEAGE.

- . Obtain input from the field in establishing vehicle conditions
- . Establish parameters to indicate excessive costs/repairs for vehicles with different mileage totals
- . Use the computer system as a management tool to point out potential problem areas in the fleet.
 - .. Exception reports indicating excessive repairs, operating costs, etc.
 - .. Use in conjunction with vehicle evaluations at predetermined decision points

The Department of Public Safety has developed and is utilizing an automated fleet management system that is somewhat unique in New England. The system was relatively inexpensive to develop and with the slight modifications recommended above could supply more meaningful management information.

XIV-33 HAVE ADMINISTRATIVE SERVICES PERSONNEL PERFORM
PRELIMINARY ANALYSIS OF VEHICLE PRIOR TO PURCHASING
VEHICLES. REPORT ALTERNATIVES AT A TROOP COMMANDER'S
MEETING AND DISCUSS EACH ALTERNATIVE:

- . Final vehicle selection should be agreed upon at this time

Field personnel indicated that they were not involved in determining types of vehicles selected and related equipment required. The vehicle selection process must be controlled and coordinated by the business manager. However, once the facts are gathered (both economic and performance related) they should be presented to the primary users of the equipment for their opinions.

XIV-34 FORMALIZE THE REPAIR AND MAINTENANCE PROGRAM.

- . Establish list of acceptable vendors based on historical performance and cost
- . Consider contractual arrangements for major service repairs

XIV-21 UNTIL FINANCIAL INFORMATION IS AVAILABLE, MEASURE PROGRAMMATIC GOALS AND OBJECTIVES IN TERMS OF PERFORMANCE FOR EVALUATION PURPOSES.

- . Once financial information is available, standard expenditure levels should be developed. Standard vs. actual expenditures should appear on output reports, and variances outside a predefined range should be investigated

Presently, little accountability for adherence to budgeted expenditures is possible. The level of detail provided in the manual accounting system and the numerous ledgers to be maintained prohibit the Administrative Services Division from producing such information.

XIV-22 ADMINISTRATIVE SERVICES PERSONNEL WORKING WITH STATE BUDGETING PERSONNEL SHOULD PREPARE THE DETAILS TO SUPPORT AN INCREASED INDIRECT COST RATE FOR NEGOTIATION WITH THE FEDERAL GOVERNMENT.

The current indirect cost rate for federal grants is 1.2%. Experience in other cities would indicate that this rate is low, although there may be underlying factors inherent in the calculation of this rate. Since this figure has an impact on the dollar amounts available from federal grants, it should be further analyzed.

XIV-30 MODIFY THE EXISTING COMPUTER PROGRAM TO PROVIDE MORE MANAGEMENT-ORIENTED INFORMATION - MAJOR MODIFICATIONS SHOULD INCLUDE:

- . Coding standard maintenance vs. nonstandard repair
- . Utilization of exception limits
- . Possible inclusion of a condition rating factor
- . Repair frequency

XIV-31 MAKE GUIDELINES FOR VEHICLE PERFORMANCE AVAILABLE TO SUPERVISORY PERSONNEL TO ASCERTAIN CURRENT VEHICLE PERFORMANCE.

- . Cost/mi. (in ranges)
- . Repair cost/mi.
- . Maintenance cost/mi.

BEGIN PREPARATION FOR THE IMPLEMENTATION OF THE
NEW STATEWIDE ACCOUNTING SYSTEM.

Several weaknesses were documented in the accounting, budgeting and recordkeeping functions of the Administrative Services Division including:

- The Administrative Services section usually maintains a large number of journals and ledgers (See Appendix XIV, Page 20)
- The large number of journals and ledgers maintained prohibits the existing staff from producing standard expenditure control reports
- Current ledgers and journals represent duplicate information between data maintained by the State, State Police, and operating departments. Expenditures and encumbrance balances are reconciled monthly to the State books but a formal entry to provide an audit trail is not being completed

A revised, automated, statewide accounting system is in the process of being implemented in Vermont. It appears that the system will resolve the previously mentioned problems. However, in order to achieve maximum benefit from the new accounting system, the following activities must be completed:

- . Determination of organization structure (levels, sections, subsections)
- . Identification of key operating expenditures within each level and section (maintenance, fuel, telephone)
- . Redesign of the chart of accounts for coding scheme, descriptions, and groupings for increased budgeting effectiveness
 - .. Control - ability to match performance against plan on a cost center basis vs. entire organization unit
 - .. Cost center responsibility reporting - planning and cost control cannot be performed by current department wide historical approach of custodial accounting. This function should be performed by organizational unit within department.

RECOMMENDATIONS

XIV-10 REVISE THE ADMINISTRATIVE SERVICES AREA TO:

- . Centralize management control and maximize management capacity
- . Accurately portray the revised organization
- . Reduce administrative positions from 5 to 2 persons

XIV-11 ESTABLISH A FULL-TIME PLANNING FUNCTION WITHIN THE ADMINISTRATIVE SERVICES SECTION.

XIV-12 REVIEW ALL FUNCTIONS, REALIGN DUTIES, AND UPDATE JOB DESCRIPTIONS TO ACCURATELY REFLECT DUTIES BEING PERFORMED.

The present span of supervisory control has additional capacity. Several positions on the organizational chart such as the registration clerk, accountant and storekeeper are shown as administrative personnel when, in fact, they operate somewhat independent from the business manager. The actual administrative duties, in a majority of cases, are being performed by two individuals. Recommendations 10 and 12 above will clarify the organizational structure and accurately define the responsibilities and functions to be performed.

In addition, there is a need for a full-time planning officer to perform the following duties:

- . Long-term organizational planning
- . Generation of federal grants
- . Development of deterrent crime strategies
- . Performance of organizational reviews.

Some of the above planning activities are being performed by the division head and business manager on an ad hoc basis. Given their duties and responsibilities, they have been unable to initiate projects related to police operational strategies. Carefully coordinated long-term planning, when combined with modifications to operational techniques, will help shape the future of the State Police and will guide them towards achieving their objectives. This responsibility is too great to be performed on an adhoc basis.

XIV. ADMINISTRATIVE SERVICES (CONTINUED)

If the Communications section achieves its potential growth rate, it could easily become one of the larger divisions within D.P.S. Should Communications remain a part of the Administrative Services Division, it could easily impact the ability of Administrative Services to provide financial services to the other units within D.P.S.

The Administrative Services section has also been hampered by a lack of automated systems to provide timely financial information. This problem is in the process of being resolved by the scheduled implementation of a state-wide financial management system. To fully utilize the capabilities of an automated system, several weeks of in-depth preparation will be required. We have addressed these requirements in our recommendations.

XIV. ADMINISTRATIVE SERVICES

The Administrative Services section is responsible for the "business side" of the Department of Public Safety. Included in their responsibilities are accounting functions such as maintenance of ledgers and journals, generation of budgets, cost control opportunities, and the review and control of accounts payable. In addition to the accounting function, Administrative Services also has responsibility for fleet management, supplies distribution and control, communications and planning.

Although nonlaw-enforcement oriented, the Administrative Services section is key to the overall effectiveness of the Department of Public Safety. As such, it should be properly staffed with the correct mixture of professional and clerical personnel and have adequate supportive systems which will enable the unit to effectively perform its duties.

Our review of Administrative Services was structured into four major topics including:

- Organization
- Accounting, budgeting and recordkeeping
- Fleet management
- Supplies distribution and control

The purpose of the review was to identify systems weaknesses or improvements and manpower/organization modifications as required.

The review of the organization structure and staffing patterns of Administrative Services identified several areas of potential improvement. The Administrative Services area has assumed responsibility for many functions outside of Administration and as such, their job titles and position descriptions do not accurately reflect the tasks being performed by the individuals involved. Administrative Services is currently responsible for planning and federal grants generation for D.P.S. However, there is no full time planner, and the function is performed by individuals on an adhoc basis. In our opinion, this function requires the services of a full-time person. Long-term planning can often govern the direction of a department and is a requirement to effectively structure the progress of a department.

The Administrative Services section has also assumed responsibility for communications. As we discussed previously (See Recommendation XI-10), we expect communications to become one of the key interface elements between State Police and other law enforcement agencies.

XIII-21 MAINTAIN VCIC AS PART OF THE DEPARTMENT OF PUBLIC SAFETY.

VCIC does not have to be part of the Department of Public Safety. However, Public Safety will continue to be the major user of the system and Public Safety already has the personnel and organizational commitment to VCIC. Until a substantially better alternative is found, VCIC should remain within Public Safety.

XIII-22 REQUIRE THE VCIC SUPERVISOR TO HAVE SYSTEMS ANALYSIS SKILLS AS WELL AS MANAGEMENT SKILLS. THE SUPERVISOR NEED NOT BE A SWORN OFFICER.

VCIC appears to be the logical focal point for several automated systems being developed. Therefore, VCIC operators will require constant analysis and improvement to both its manual and automated systems. As other agencies begin to utilize VCIC more fully, a requirement for a full time systems analyst may develop.

XIII-30 DEFINE, IN WRITING, THE S.O.P. FOR RECORDS CHECKS. THE S.O.P. SHOULD INCLUDE:

- . Responsibility for record checks during off hours
- . Logging requirements
- . File maintenance requirements

VCIC currently does not have 24-hour/7-day coverage. This requires that K troop dispatchers perform records checks during off hours. However, K troop dispatchers do not maintain a log of persons requesting and receiving records checks. This is a requirement to comply with court orders. For example, if a court orders a records erasure on a specific individual, all persons with copies of the individuals criminal history record must be notified of the erasure order.

XIII-31 MEET WITH COURT REPRESENTATIVES TO DEFINE VCIC/COURTS INTERFACE REQUIREMENTS.

XIII-32 DESIGN AND IMPLEMENT A VCIC/COURTS INTERFACE SYSTEM.

Our random sample of the VCIC records indicated that the courts do not always forward dispositions to VCIC on a timely basis. A system should be designed and implemented which defines reporting requirements, paperwork flows, control procedures and any required follow-up mechanisms.

RECOMMENDATIONS

XIII-10 REVISE THE EXISTING STATUTORY REQUIREMENTS OF VCIC TO BE AS FOLLOWS:

- . Official State repository for all records of arrests, convictions and criminal records
- . Provide uniform reports on arrests, convictions and criminal records
- . Provide records of arrests, convictions or sentences of a person
- . Provide uniform forms for the submission of arrests, conviction and incident statistical summary data

XIII-11 REVISE THE EXISTING STATUTORY REQUIREMENTS OF ALL LAW ENFORCEMENT AGENCIES TO INCLUDE:

- . Submission of arrest and conviction data
- . Submission of incident data in statistical summary form
- . Compliance with VCIC policies, rules and regulations

The existing State statutes are not perfectly clear on the meaning of "records relating to the Commission of Crimes." The statement can be interpreted to mean either that agencies are required to forward a copy of their incident report to VCIC or that they must forward summary type records of incidents. In either case, neither VCIC nor the other agencies have fulfilled their statutory requirements. VCIC has not issued a uniform form for the submission of arrest, conviction or incident data. Local agencies have not been submitting data on a consistent regularly scheduled basis. The above recommendations are an attempt to clarify the statutory requirements. However, the requirements will only be completely defined when VCIC issues forms for the submission of data, policies and procedures on how to complete the forms, and how and when to transmit them to VCIC.

XIII-12 RECOMMENDATIONS 12-19 in APPENDIX XIII WERE DISCUSSED to 19 PREVIOUSLY, IN THE SUBSECTION ON STATE POLICE SYSTEMS.

XIII-20 REVISE THE VCIC ORGANIZATION AS SHOWN IN APPENDIX XIII, PAGE 16.

Previous VCIC and State Police system recommendations have extensively modified VCIC functions and have eliminated several positions including a keypunch operator, a statistician and an accident clerk. Due to these modifications in functions to be performed, a functional reorganization in VCIC's structure is required.

XIII. (Continued)

and was responsible for all correspondence (individuals, insurance companies, etc.) involving these records. However, the Department of Motor Vehicles also maintained copies of the State Police accident reports, and assumed responsibility for all non-State Police investigated accident correspondence.

The majority of the records processing problems identified have already been corrected. However, they were not the major problem or weaknesses identified within the VCIC organization. The major problem identified is that VCIC is not functioning as specified in the State statutes. The majority of local police and sheriffs departments are not submitting data to VCIC. The lack of non-State Police data effectively forces VCIC to function as a State Police record-keeping unit. VCIC has contributed to this problem by not issuing a standard document for agencies to utilize in submitting information.

The VCIC recommendations which follow are intended to define the VCIC/Law Enforcement Agency interface requirement and to improve the operational aspects within VCIC itself. However, a redefinition of the interface requirements will not, by itself, cause non-State Police agencies to submit data to VCIC. This can only be resolved by close mutual cooperation between the agencies and by development of an easily workable system which supplies VCIC the information it needs while also providing a benefit to the agency submitting the data. The Governor's Commission on the Administration of Justice has initiated a test project which may resolve the VCIC local interface problem. The system they have developed appears to have the ability of supplying VCIC with statistical data relating to the Commissioner of Crimes, while also supplying the local agency with pertinent management information. State Police representatives are in the process of reviewing this system with the intent of implementing the system state wide. In effect, the Governor's Commission has "gotten the ball rolling" toward improving VCIC. The VCIC representatives should the momentum gained by this project to develop VCIC into a true Vermont Criminal Information Center.

XIII. VERMONT CRIMINAL INFORMATION CENTER (V.C.I.C.)

Vermont statutes require VCIC to be a repository for all criminal records, records of the Commission of Crimes, arrests, convictions, photographs, descriptions, fingerprints and other information as the Commissioner of Public Safety deems pertinent. In addition, VCIC is required to provide uniform forms to all law enforcement agencies for reporting of the above data.

The objectives of our VCIC review was to document:

- Whether VCIC was fulfilling its statutory requirements
- Records processing problems
 - . Duplication of systems processing
 - . Duplication of forms
 - . Duplication of station systems
 - . Proper document controls
- Utilization of computer systems
 - . NCIC
 - . NLETS
 - . Motor Vehicle
- Adherence to privacy and security regulations
- Proper personnel and organization
- Proper equipment/space utilization
- Existence of formal policies and procedures in critical areas
- VCIC interface with troop/stations and other law enforcement agencies

Because of the above objectives, the VCIC review was conducted concurrent with the station recordkeeping and State Police systems reviews. Many of the VCIC recommendations overlap with State Police systems recommendations due to the interface requirements between the troop/stations and VCIC.

Our review of the VCIC function documented several records processing problems within VCIC itself. Duplication of system and records existed between VCIC and the troop/stations in the areas of name and property files. VCIC was also performing several case monitoring functions which should have been performed at the troop or station. VCIC was key-punching all criminal history data and then filing the key-punch cards. Over 500,000 cards have been punched and never utilized. VCIC was maintaining State Police accident reports

XII. CRIMINAL LABORATORY

During our review of the Department of Public Safety, a study was initiated to investigate the possibility of a statewide consolidated laboratory services.

Due to the scope of this study, we modified our approach in reviewing the criminal laboratory to identify those laboratory service issues which must be addressed if a centralized laboratory is to become operational.

The basic police requirements for criminal laboratory services include chemical analysis, fingerprinting, firearms and toolmarks polygraph and a mobile lab. The police also have the unique requirement of documenting the chain of evidence possession and also require chemists to have the ability to testify in court.

With proper planning and control, a centralized lab could possibly fulfill the chain of evidence possessions requirement as well as the other basic requirements listed previously. However, both the crime search team (mobile lab) and the polygraph functions, because of their investigative nature, should remain as part of the State Police if the state labs are centralized.

XI-41 REQUIRE NEW USERS TO UTILIZE THE EXISTING SYSTEM.

The State of Vermont appears to have too many dispatching centers. There are approximately 54 dispatching centers of which only 25 operate on a 24-hour per day basis. A survey of State Police dispatching centers taken during this study indicated that the dispatchers were handling between 7 and 11 cars. National surveys indicate that dispatchers can handle between 25 to 50 cars depending on the number of service calls. These figures indicate that there are potentially large cost savings to be achieved in the areas of dispatching equipment purchases, replacement cost, ongoing maintenance and also in dispatcher salaries.

Concurrent with the dollar savings to be achieved, many law enforcement operational problems will be resolved by achieving a more centralized dispatching system. The potential of dispatching two or more cars to a scene (e.g., sheriff and State Police, State Police and local, etc.) when only one car is required will be reduced or eliminated. Consolidated dispatching will enable the individual law enforcement agencies to utilize their manpower more effectively. For example, in areas where the different agencies are dispatching independently, it is possible that agencies 1 and 2 assign 5 men each to the second shift and none to the third shift. Neither agency is totally knowledgeable of the other's work schedule and expected the other to have men on the third shift. The area to be covered by the two agencies may, in fact, require only 7 men on the second shift. With a consolidated dispatching operation, each agency supervisor would be aware of the other's work schedule and would be able to adjust his own schedule to provide the most effective coverage possible.

XI-22 (Continued)

However, we expect substantially increasing demands on the Communications section over the next few years. These increasing demands will require a proportional increase in staff. Larger staffs cannot be effectively controlled in the same informal manner. It will be easier to implement a formal scheduling process with the smaller group. New technicians will be hired with the system in place and can be prepared, in advance, to function within the guidelines of the new system.

XI-23 CONTINUE TO HIRE NEW TECHNICIANS AS CLASSIFIED EMPLOYEES.

Currently, technicians are a mixture of State Troopers and classified personnel. This mixture causes different overtime pay rates, different retirement benefits and "on-call" scheduling problems. State personnel are aware of the problem and new technicians are being hired as classified personnel.

XI-30 FORM A COMMUNICATION SYSTEMS USERS' GROUP WITH RESPONSIBILITIES TO INCLUDE:

- . Review and definition of operational policies
- . Development of long-range system plans
- . Review and definition of "new" system users or additional requests by current users
- . Definition of how to use technicians for maintenance of local agency equipment

On a statewide level there is no formal users' committee responsible for policies, procedures and long-range planning. In addition, there is no one to insure consistency as to the acquisition of equipment or to develop standard training programs for the usage of equipment. The State Police have overall control over the Communications section although many other agencies utilize the system. A formal users' committee could aid in the overall process of managing the Communications system. Long range planning would be structured around the overall requirements for statewide communications.

XI-40 CONTINUE THE TREND TOWARDS CENTRALIZATION.

- . Do not fund any additional communications equipment expenditures outside of the statewide system
- . Do not fund any additional dispatching equipment expenditures outside of the Department of Public Safety except for larger departments which need 24 hour dispatching capabilities (approximately 25-35 man departments.)

RECOMMENDATIONS

XI-10 REVISE THE ORGANIZATION STRUCTURE TO HAVE THE COMMUNICATIONS SECTION REPORT TO THE DEPUTY DIRECTOR OF SUPPORT SERVICES.

At the present time, Communications is part of the Administrative Services Division. Because of its proximity to the Administrative Division, the Communications section receives administrative services not available to other Support Services Divisions including recordkeeping, accounting, generation of grant applications and budgetary information.

Recommendation XI-10 is consistent with the overall organizational recommendations discussed in Section II of this report. We have attempted to take all functions which are supportive to local police requirements and State Police requirements as well and group them together. The budgetary amounts for these support services functions should be distinct from the operational budget of the State Police. The Support Services Division will grow as local police and sheriffs become more dominant in the delivery of rural police services. Within the Support Services Divisions, the Communications section will become the key element to insure law enforcement interagency cooperation as centralized dispatching becomes more of a reality. In fact, the Communications section has the growth potential to warrant the consideration of formation of a Communications Division at some future point. It is important to allow the Communications section the flexibility to respond to the increasing needs of a statewide Communications system.

XI-20/ 21 DEVELOP A WRITTEN POLICY OF MAINTAINING TECHNICIANS' SCHEDULES. REQUIRE THE COMMUNICATIONS SUPERVISOR TO DEVELOP MONTHLY SCHEDULES FOR TECHNICIANS.

XI-22 DEVELOP A "WORK ORDER" SYSTEM TO MONITOR TECHNICIANS' ACTIVITIES. THE WORK ORDER SHOULD SPECIFY THE UNIT MAINTAINED, TASK PERFORMED, HOURS SPENT; AND IT COULD ALSO CONTAIN ADVICE TO THE NEXT MAINTENANCE PERSON.

Currently the communications technicians (those men who maintain the equipment) do not have a written work schedule. Troop commanders do not know which technician is on call during off hours. Technicians do not always sign in or out and, therefore, it is very difficult to identify actual hours worked. In summary, the communications technicians have a rather informal work arrangement. This is not meant to imply that they do not work required hours or that they are not effectively supervised, but rather that paperwork does not exist to document the fact. The current arrangement appears to be working effectively with the small (8 men) technician work force.

XI. COMMUNICATIONS

Under the topic of communications, we are discussing the state-wide communications network which is maintained by the State Police.

The system was established in 1947 with the formation of the State Police. In 1969 it was expanded to include local agencies. At present the system is utilized by the State Police, 64 local municipalities, highway, fish and game, corrections, civil defense and the sheriffs' departments.

The system provides two-way communications and interface with the National Law Enforcement Telecommunications System, National Crime Information Center, other police agencies and motor vehicles records.

Essentially, the system has been allowed to develop and grow without any effective long range planning. Currently, the State of Vermont has too many dispatching centers which utilize the system. This, in turn, generates increased demands upon the systems capabilities.

Our recommendations are directed toward the long range planning that is necessary to achieve the maximum benefits from the communications system. This formal planning is a requirement if any organized type of consolidated dispatching is to be achieved.

X-31 COMPARE ACTUAL HOURS WORKED WITH OTHER LAW ENFORCEMENT AGENCIES INCLUDING OTHER STATE POLICE AND LOCAL POLICE DEPARTMENTS.

As part of our review, we contacted several former troopers to determine why they left the State Police, and what they felt were its major problems. 100% of the individuals contacted indicated that the hours worked were excessive. 70% indicated that the compensation related to the hours worked was inadequate. Appendix X of this report also contains the results of our discussions with several other State Police organizations. It appears that a clear trend is developing, for State Police organizations, towards a 40 hour work week with compensation for actual overtime hours worked. Should Vermont determine that the 45-50 hours work week is still a requirement, this fact should be considered in the compensation review process.

X-32 THROUGH THE COMPENSATION REVIEW PROCESS, ATTEMPT TO EXTRACT THE SERGEANT POSITION FROM THE NONMANAGEMENT UNIT.

At present, trooper, corporal and sergeant positions are represented by the IBPO. Lieutenants and other command personnel are represented by the management unit of VSEA. Station commanders (sergeants) clearly have management responsibilities and, in practice, receive management priority in hours worked, shift worked and days off.

X-33 INVOLVE ALL STEPS IN THE CHAIN OF COMMAND IN THE GRIEVANCE PROCESS.

X-34 DEVELOP A GRIEVANCE FORM TO DOCUMENT ACTION TAKEN AT EACH STEP IN THE PROCESS.

The existing grievance procedure provides for grievances, at any level, to be made directly to the commissioner. There is a possibility of bypassing three levels of supervision. In addition, there is no grievance form which insures consistent documentation of all grievance action steps performed. The two recommendations above will insure that all relevant personnel are involved in the process and will create permanent documentation of the grievance process.

RECOMMENDATIONS

X-10/ IN THE COMPENSATION REVIEW PROCESS, SELECT THE MOST
11 APPROPRIATE COMPARISON STATES, ADJUST THE STARTING
SALARIES FOR TROOPERS UPWARDS, AND REVIEW ALL OTHER
SALARIES IN RELATION TO THE NEW MINIMUMS. STARTING
SALARIES FOR TROOPERS SHOULD, AT MINIMUM, EQUAL LOCAL
P.D.'S AND OTHER LAW ENFORCEMENT AGENCIES.

In a twelve state survey of State Trooper salaries, Vermont ranked last (See Appendix X-3, X-4). In addition, a comparison of starting salaries of local PD's indicated that troopers were not compensated on an equal basis. The starting salary figures may be a problem in attracting qualified recruits.

X-12 ELIMINATE THE PAY LOSS RESULTING FROM A PROMOTION TO
LIEUTENANT. GRANT THE 8% INCREASE BASED UPON TOTAL
SERGEANT COMPENSATION.

A sergeant moving to lieutenant would lose 4.5% salary compensation in most cases. He would gain an 8% promotional increase but lose the 12.5% in overtime compensation. The lieutenant's work schedule is based upon a 40-hour work week vs. 45 hours for sergeants. A lieutenant also is allowed extra personal days off.

X-14 BASE SALARY INCREASES ON PERFORMANCE AND LENGTH OF STAY.

Some previous pay increases have been across the board (all employees granted \$10/week increases). This type of increase does not provide equitable cost of living increases to all salary levels and also narrows the percentage gap among levels. It also does not differentiate between outstanding and poor performance.

X-20 EXPAND BENEFITS TO INCLUDE 24-HOUR VEHICLE ASSIGNMENT.

Comparative studies showed that Vermont tends to offer similar benefits as other State Police organizations. Benefits not offered by Vermont that many other states offer include 24-hour vehicle assignment and longevity pay. At the time our review was conducted, very few (approximately 10) troopers were not assigned vehicles on a permanent basis. Troopers without vehicles assigned to them spent up to 1 hour per day, each, in swapping cars.

X-30 CHANGE THE STATE STATUTE TO ALLOW COMPARISONS WITH OTHER
STATE POLICE AGENCIES AS PART OF THE COMPENSATION REVIEW
PROCESS.

Wages, by statute, are bargainable insofar as they are "inconsistent with rates prevailing in commerce and industry for comparable work within the state." The only comparable work done within the state is that done by local police departments.

X. EXTERNAL PERSONNEL

Included in external personnel are such topics as salaries, benefits, hours worked and collective bargaining. Although they relate very closely to the internal personnel issues, they have been separated from the internal personnel issues because they are beyond the control of the State Police.

Our review of the starting salaries for Vermont State Police Troopers indicates that Vermont Troopers are paid relatively low in comparison to other states. In a twelve state survey recently conducted of starting guaranteed compensation, Vermont was the lowest. Vermont grants rather large increases during the first year so figures after one (1) year are somewhat closer. The lower starting salaries, however, may cause a problem in hiring qualified new recruits.

The review of benefits given to Vermont Troopers indicates they are similar to those of other states.

The major external problem, excluding salaries, appears to be the number of hours worked. A Vermont Trooper's salary is based upon a 40-hour week. He is then given 12 ½% (5 hours) in lieu of overtime. Internal data produced by the State Police indicates that the average trooper works between 50 and 53 hours per week. We contacted several ex Vermont Troopers to discuss why they left the State Police and while most complained about compensation, they all cited the hours required as a major factor.

Our recommendations in this area are general in nature. The Compensation Review Board is currently working with the Troopers Association and we did not wish to disrupt this process. Appendix X does include the results of our survey for the reader to review.

IX-100 (Continued)

Strictly reviewing manpower requirements, all of the above modifications may not be necessary. However, given the amount and timing of known turnover, the department has a unique opportunity to improve the level of middle management. The above modifications will allow the commissioner and major to select the most qualified individual for promotion rather than the "next in line".

IX-80 THE COMMISSIONER AND/OR MAJOR SHOULD INTERVIEW DEPART-
ING PERSONNEL INCLUDING BOTH RETIREMENTS AND RESIGNATIONS
AND PREPARE THE EXIT INTERVIEW FORM.

In discussing recruiting (See IX-23) we recommended the use of a more formalized exit interview process. Here we state who in the organizations should conduct the interviews.

IX-81 CURRENT STATUTES SHOULD BE REVISED TO INSURE STATE
POLICE REPRESENTATION ON THE RETIREMENT BOARD.

Trooper representation on the retirement board is not guaranteed under existing statutes, yet the State Police do have unique retirement considerations including mandatory retirement and hazardous working duty requirements.

IX-90/ EXPAND THE RULES AND REGULATIONS TO COVER RECRUITING,
93 REWARDS, EVALUATIONS, RETIREMENT, TRAINING/EDUCATION,
SALARY/WAGES AND BENEFITS, AND TRANSFER EXPENSE.
ASSIGN THE PERSONNEL FUNCTION TO REVIEW AND UPDATE
EVERY YEAR.

The rules and regulations of the Department do not include sufficient detail in the areas mentioned above. For example, as mentioned previously, the transfers section does not detail reimbursement for moving. Approximately ten persons have not transferred to an assigned area as a result of the reimbursement policy.

IX-100 DOCUMENTATION CONTAINED IN APPENDIX IX IDENTIFIED
KNOWN TURNOVER DUE TO RETIREMENT. "NORMAL" TURNOVER
WAS NOT INCLUDED. TO INSURE THAT THE MOST QUALIFIED
INDIVIDUALS ARE PROMOTED TO THE OPEN POSITIONS, WE
RECOMMEND AN IMMEDIATE TEMPORARY (2 YEAR) MODIFICATION
TO THE INTERNAL PROMOTION POLICY AS FOLLOWS:

- . Waive all requirements for taking the promotional exams to corporal, sergeant, lieutenant and captain
- . Waive the regulation which requires a trooper who has completed his probationary period to serve at a rank one (1) year prior to promotion
- . Allow qualified troopers to skip one rank, e.g., promote from corporal to lieutenant

IX-71 DEFINE SKILL AND KNOWLEDGE REQUIREMENTS AT EACH RANK AND SPECIALITY.

These recommendations are closely related to the previous recommendations IX 21/22 which dealt primarily with recruiting. Published promotional guidelines do not currently exist. Since approximately 20 to 30 promotions will be made at all levels within the next two years, it is imperative that they be developed.

These guidelines should be developed in conjunction with the police standards project currently being conducted by the Governor's Commission on the Administration of Justice.

IX-72 DEVELOP AND/OR REVISE PROMOTIONAL TEST QUESTIONS TO MEASURE LEVEL OF INDIVIDUAL KNOWLEDGE AND SKILL AREA IN ACCORDANCE WITH POSITION REQUIREMENTS.

IX-73 DEFINE WHICH TEST VEHICLES ARE BEST SUITED FOR VARIOUS QUESTIONS INCLUDING WRITTEN, ORAL (IN STATE BOARD), ORAL (OUT OF STATE BOARD), AND ANNUAL EVALUATIONS.

Upon completion of the development of standards of performance and skill and knowledge requirements for each rank and position the promotional exams should be modified to test the particular knowledge requirements defined. For example, the promotional exam for lieutenant should be geared more towards management aspects while a corporal's exam may be geared to functional techniques such as crime scene search or suspect apprehension.

IX-75 UTILIZE THE QUARTERLY EVALUATION PROCESS AS A FORMAL TOOL IN THE PROMOTION AND PROBATION PROCESS.

See previous recommendation IX-30 for a more detailed explanation of the quarterly evaluation process.

IX-76 REVIEW WITH THE STATE DEPARTMENT OF PERSONNEL ALL CURRENT GUIDELINES FOR TRANSFER REIMBURSEMENT. CONSIDER EXPANDING COMPENSATION FOR INCIDENTAL COSTS.

In the area of promotions, a serious problem exists with respect to transfers and salary and wage scales. If a trooper is not willing to transfer to a particular location, he may be bypassed in the promotion procedure. Such factors as interest rates, cost of incidentals, wife working, etc. may create an individual hardship that inhibits one from transferring to receive a promotion. Secondly, there exists a lack of incentive to become a lieutenant as a result of no overtime pay at that level and a somewhat narrow spread in pay from sergeant.

IX-60 ESTABLISH FORMAL POLICY GUIDELINES FOR A CONTINUING EDUCATION REQUIREMENT AT EACH RANK OR POSITION.

IX-61 UTILIZE THE QUARTERLY AND ANNUAL EVALUATION PROCESS AS AN AID IN THE PROMOTION SELECTION PROCESS.

IX-62 COMPLETE THE COMPUTERIZED TRAINING INVENTORY AND USE TO DETERMINE WHAT EACH INDIVIDUAL NEEDS IN LINE WITH TRAINING AND EDUCATION.

Frequently, the decision as to who attends short in-service training programs is left to the troop commander. The troop commander currently has no system available to him to identify training requirements of individual troopers. A computerized system for an individual skills and education inventory is under development by the training council. This system will enable the troop commander to document the training his troopers have received. This data, in combination with output from the evaluation process will enable the troop commander to better structure his training schedule.

IX-63 INITIATE A SELF EVALUATION PROCEDURE WHICH CAN BE IMPLEMENTED AT THE CONCLUSION OF ACADEMY TRAINING AND REVIEWED ANNUALLY BY THE SUPERVISOR AND SUBORDINATE AS PART OF THE ANNUAL PERFORMANCE EVALUATION PROCESS.

As part of the training academy program, new troopers could fill out a self-evaluation form indicating what they perceive as strengths/weaknesses and requirements for development. The document would serve to help structure the individual trooper's training and career development program.

IX-64 DEVELOP A CROSS-TRAINING AND EDUCATION PLAN FOR EACH INDIVIDUAL AS HE OR SHE ENTERS A NEW POSITION.

As an officer enters a new position (promotion), he has not had the opportunity to actually function in the position. Specific skills required to operate effectively in the new capacity may be weak or lacking. A cross-training plan should be developed for the individual to improve the required skills. This plan could include time spent with an individual in the same capacity in another station or in-service education. A checklist of the major activities or requirements of the position should be developed and compared to the individual's skills as a guide to defining training requirements.

IX-70 PUBLISH SKILL AND KNOWLEDGE REQUIREMENTS SO THAT OFFICERS AND SUPERVISORS KNOW WHAT IS EXPECTED OF THEM.

indicate that troopers with weaknesses are not receiving formal guidance to lead to an improvement in their performance.

Written policies and procedures with specific criteria for evaluation would help structure this program. A weighting system could be developed for each rank or position which emphasizes the importance of each factor as it relates to the overall performance rating. Troopers would then realize which factors are important in the review of their overall performance. Training and recruiting could be structured around these factors to insure a constant upgrading of State Police performance.

IX-40 UTILIZE THE IMPROVED QUARTERLY AND ANNUAL EVALUATION PROCESS AS A MECHANISM FOR FORMALLY RECOGNIZING INDIVIDUAL OUTSTANDING ACHIEVEMENTS.

IX-41 RECOGNIZE EXCEPTIONAL PERFORMANCE ON SPECIFIC CASES THROUGH QUARTERLY EVALUATION PROCESS AND/OR LETTERS OF COMMENDATION FROM THE COMMISSIONER.

IX-42 USE OF THE QUARTLERY SGT./LT. SUMMARIES AND SEMIANNUAL FIELD INSPECTION RESULTS TO DETERMINE 1 OR 2 STATIONS TO RECEIVE AN AWARD.

Presently, no formal recognition system is utilized by the Vermont State Police. Positive feedback has been proven to be an effective methodology for improving overall performance. The concept recommended would take little effort to implement, but could achieve a substantial boost in morale of the troopers/stations involved.

IX-50 TRANSFERS FOR ADMINISTRATIVE REASONS ARE ACCEPTABLE BUT SHOULD BE INDICATED AND DONE WITH EXTREME CARE.

A revised discipline system had been designed at the time of our review but was untested. The system did not mention "informal" disciplinary transfers when, in fact, they probably occur. Troopers should not be transferred to an unwanted post. Rather, transfers should be made to an area where the trooper involved can be given a new opportunity to improve his performance. Both station commanders involved should discuss the transfer, in advance, and attempt to develop definitive action steps to correct the problem.

IX-51 CONTINUAL 4TH QUARTER PERFORMANCE SHOULD BE A TOPIC OF A GROUP CORPORAL/SERGEANT MEETING AND MAY REQUIRE DISCIPLINARY ACTION.

If a trooper is consistently in the last performance quartile either his peers are progressing with him, or he is not making an attempt to improve. The trooper's situation should be documented and corrective action steps (e.g., additional training, transfer, dismissal, etc.) defined and implemented.

IV-30 (Continued)

- . The forms do not identify statewide areas for improvement
- . Training for supervisors in how to complete evaluations has not been conducted recently (reference promotions)

To correct these limitations, the quarterly evaluation process should have the following characteristics:

- . Improve managements' requirements in developing staff/subordinate personnel
- . Specifically meet Department of Public Safety job requirements at all levels within the organization
- . Monitor first/second level managements' response to employee evaluation, staff development and identification of department-wide areas for improvement
- . Increase frequency and substance of supervisor/subordinate reviews
- . Form an audit trail with documentation that better supports the annual performance evaluation report
- . Enhance and/or impact decisions regarding
 - .. Promotion
 - .. Transfers

IX-31 DEVELOP WRITTEN POLICIES AND PROCEDURES WITH SPECIFIC CRITERIA FOR EVALUATION BASED ON STANDARDS OF PERFORMANCE. DETERMINE WHICH ASPECTS SHOULD BE UTILIZED DURING PROMOTIONAL CONSIDERATIONS AND ALSO HOW TO EFFECTIVELY UTILIZE THEM.

IX-32 DEVELOP CRITERIA TO TIE QUARTERLY EVALUATION PROCESS TO ANNUAL PERFORMANCE REVIEWS.

IX-33/ 36 PROVIDE TRAINING AND EDUCATION SESSIONS FOR ALL SUPERVISORS IN EVALUATION AND PERFORMANCE REVIEW GUIDELINES AND PROCEDURES. PROVIDE EDUCATION TO CURRENT TROOPERS AND RECRUITS AS TO HOW THE EVALUATION SYSTEM WORKS, HOW IT IS USED, WHAT CRITERIA ARE USED AND HOW IT IS TO BENEFIT THEM.

At the time of our review, no written policy and procedure guidelines relating to staff evaluation existed. Performance evaluation ratings were not being properly utilized. Few (less than 10%) of those reviews for below average and average troopers indicated any recommended developmental activities. This would

IX-20 (Continued)

colleges or a structured program aimed at trained female officers from other cities or towns. Note that a self-initiated female/minority recruitment program typically requires greater effort and a longer time to select qualified candidates. If forced to do it by legislation, the time is not always available to make the required effort, and entrance standards may suffer as a result.

IX-21/ DEFINE AND TEST SPECIFIC SKILL AND KNOWLEDGE
22 CHARACTERISTICS AS PART OF THE SCREENING AND
SELECTION PROCESS.

There are no written detailed skill and knowledge requirements that must be met at each rank and speciality within the Department. Significant work has recently been completed in the development of Standard Personnel Systems for State Police officers. This work should be utilized while developing police standards, and the standards developed should be utilized in the recruiting and promotion process.

IX-23 USE A FORMAL EXIT INTERVIEW PROCESS (DOCUMENTED) TO
PINPOINT AREAS CREATING TURNOVER.

Significantly high annual turnover occurs (See Appendix IX, Pgs. 31 and 32). A formal exit interview process would enable the State Police to document the reasons for turnover. If a pattern for turnover develops, the State Police would be able to take corrective action steps required to eliminate or correct the turnover cause.

IX-30 A QUARTERLY EVALUATION PROCESS THAT SPECIFICALLY HIGH-
LIGHTS AREAS OF IMPROVEMENT AND SIGNIFICANT ACCOMPLISH-
MENTS SHOULD BE IMPLEMENTED.

- The annual statewide performance evaluation report used for all state employees has the following limitations:
 - . Does not specifically deal with State Police requirements
 - . Employee does not have a chance to review until finalized
 - . Ratings are inconsistent and depend on individual rater
 - . "Areas for Improvement" and "Recommended Developmental Activities" are used infrequently
 - . Annual reviews do not meet internal requirements (promotion, probation)
 - . Prior year's evaluations are not used to judge progress during the current year

IX-13 ^o(Continued)
to 17

- . After the application is received, give the next two test dates to the applicant and require him or her to schedule the test date. However, require that the test be taken within 60 days of the preliminary application
- . Notify the applicant of positive test results only, within X days of the test date
- . Continue hiring recruits, as they are selected, prior to training school

IX-18 EXPAND THE AUXILIARY PROGRAM TO INCLUDE THOSE CANDIDATES WHO HAVE PASSED MONTHLY TESTING BUT ARE WAITING FOR POSITIONS TO BECOME OPEN. IF A POSITION IS AVAILABLE, HIRE THE CANDIDATE IMMEDIATELY.

The current plans to institute monthly testing may result in a situation where a candidate passes the test but the State Police do not have an unfilled position in which to place the candidate. Qualified people may be required to wait two months to a year or more to be hired. Of course, many people will not wait for employment and may move or secure other career employment during this period. By placing the candidate in the auxiliary program, the State Police can continue to monitor the candidate's performance in an actual law enforcement environment. It also allows the State Police the opportunity to evaluate a candidate's interest in law enforcement.

IX-19 MAKE A CONCERTED EFFORT TO RECRUIT MORE QUALIFIED CANDIDATES FROM VERMONT. DECREASE EMPHASIS ON OUT OF STATE APPLICATIONS.

Our analysis of trooper turnover indicated that the turnover on out of state officers was 20% higher than for Vermont residents hired. Excess turnover is a costly process for the State Police in terms of both time and money. There are large amounts of training time invested in each trooper who leaves. In addition, time must be spent in recruiting a candidate to fill the vacancy created.

IX-20 EXPAND THE RECRUITING PROCESS TO ATTRACT QUALIFIED WOMEN.

The current recruiting program is not structured to fill gaps in characteristic deficiencies or to hire selected individuals with specific skills to fill a specific position. The Department should structure its recruiting process to attract females, minorities or individuals with management potential. This objective could be accomplished by active recruiting at women's

RECOMMENDATIONS

- IX-10 GIVE PRIMARY CONSIDERATION TO DEVELOPMENT OF A DEPART-
URE PLAN FOR KNOWN AND ESTIMATED SEPARATIONS BY TIME,
PERIOD/RANK LOCATION.
- IX-20 PREPARE IN ACCORDANCE WITH THE ABOVE, A 3-5 YEAR RANK/
LOCATION/POTENTIAL PROMOTION PLAN TO IDENTIFY NEEDS FOR
PERSONNEL.

The introductory paragraphs to these recommendations indicated the large turnover of middle and top management personnel which will occur over the next two years. Recruiting requirements to fill these positions may approximate 25-30% of the current existing force when retirement and normal turnover estimates are combined. This turnover allows the State Police a unique, one time, opportunity to restructure its management personnel. An effective restructuring can only be accomplished through careful planning and detailed analysis of existing personnel. The State Police must prepare a list of potential candidates to fill each position. Each candidate should then be reviewed and the State Police should evaluate the individual's strengths, weaknesses and capability to adequately fill a particular position. This process should be continued until all positions have been tentatively filled. Given a two-year lead time, the State Police could then develop a training plan for each candidate to correct existing weaknesses or improve operational skills. The candidate should then be contacted and informed of his particular training program. The State Police would then monitor each individual's training progress. Should a candidate's training not progress at a satisfactory rate, it may be necessary to adjust the promotional plan and select an additional candidate. It is important to note that this type of promotional plan documents everything in writing. The list of potential promotion candidates should be documented, in writing, by reviewing oral and written exam scores, and supervisors' evaluations. Weaknesses can also be identified by reviewing these documents. Training plans are prepared and discussed with each candidate. As promotions are made, candidates are fully aware of why they were or were not promoted, and of what is expected of them at their new position.

- IX-12 CONTINUE THE CURRENT MONTHLY APPLICANT PROCESSING
PROGRAM AND RECRUITING FOR THE NEXT CLASS.
- IX-13 REDUCE CORRESPONDENCE IN THE RECRUITING PROCESS BY
to 17 PLACING THE BURDEN OF CONTACTS ON THE APPLICANT.

Prior to the current recruiting program, an excess of 1500 applicants was backlogged. In addition, the initial applicant contact requires extensive correspondence by the State Police. The existing recruiting process can be modified slightly to remove this correspondence burden. For example:

IX. INTERNAL PERSONNEL

We reviewed the internal personnel policies of the State Police in an attempt to evaluate such topics as recruiting, evaluations, rewards and recognition, discipline, management development training and education, promotions, retirement, rules and regulations and personnel replacement plans.

Since the formation of the State Police in 1947 a mandatory retirement age of 65 has been in effect. Recent changes in internal regulations, to become effective in 1977, have reduced the mandatory retirement age to 55. Many middle and top management personnel will approach this age limit during the next two years.

Given the new mandatory retirement age for State Police officers, which was recently approved, the internal personnel area becomes increasingly more significant. Appendix IX, Page 3 of this report lists those positions to be affected by the new retirement policy. The list identifies the majority of persons retiring as being in middle or top management. This turnover will affect all aspects of the internal personnel topic from recruiting, promotions, management development to retirement. Without a clearly defined internal personnel policy, the loss of this many supervisory personnel could radically lower the quality of the State Police organization.

Our review identified weaknesses throughout the internal personnel area. A personnel replacement schedule has not been developed which will allow for the turnover of personnel with minimal disruption of operations. The recruiting process has not been effectively "geared up" to replace troopers who are promoted to full supervisory positions. No attempt has been made to structure the auxiliary program as a source of recruits, or to attract qualified minorities. In addition, no formal standards of performance exist which define the necessary skills required for each rank or position. Without these standards it will be difficult to identify which are the most qualified individuals available for promotion. The existing evaluation process will not aid significantly in identifying qualified candidates since it has several inherent weaknesses.

The internal personnel recommendations on the following pages should receive the highest priority. The action steps taken in the internal personnel area may very well govern the performance capabilities of the State Police for the years to come.

VIII-50
to 60

(Continued)

- . Write the final letter
- . Discuss the recommendations in a group meeting consisting of the Field Inspections Unit, troop commander, station commander and director of operations
- . Instruct the station commander to develop a detailed implementation work plan which lists the definitive action steps necessary to correct the problems identified
- . Require the station/troop commander to produce periodic progress letters documenting progress made in correcting the problems identified
- . If required, take other personnel action including discipline or commendations

VIII-70 DEVELOP A THREE-PART FIELD INSPECTIONS QUESTIONNAIRE.

- . Part 1 to be mailed to the station commander to be completed by him in advance of the inspection
- . Part 2 to be completed by the inspector himself
- . Part 3 Applications Review

The existing inspection checklists cover police equipment, physical facilities and motor vehicle inspections. No checklist exists which will guide an inspector through a professional review of work performed. A three-part questionnaire as outlined above (See Appendix VIII, Pages 22-32 for an example) could be utilized as an outline of topics to be reviewed. The document can be specific enough to cover all relevant topics but general enough not to remove the professional judgement of the inspector himself.

VIII-31 ASSIGN AT LEAST A LIEUTENANT (OR PREFERABLY A CAPTAIN) TO CONDUCT THE REVIEWS.

Recommendations 30 and 31 above are structured to insure that the Field Inspections Unit maintains its independence. We wish to eliminate as much "rank rivalry" as possible to insure that the reviews are constructive and beneficial to the unit being reviewed.

The Field Inspections Unit should work closely with management personnel to insure that all results of the inspection are fully understood and that corrective action is taken.

VIII-40 DEFINE, AT THE BEGINNING OF EACH FISCAL YEAR, AN INSPECTION PROGRAM FOR EACH TROOP, STATION AND OUTPOST.

VIII-41/ 42 ASSIGN 2 PERSONS TO FIELD INSPECTIONS DURING THE TRANSITION PERIOD (AFTER IMPLEMENTATION OF RECOMMENDATIONS BEGINS) AND 1 PERSON AFTER THE TRANSITION PERIOD.

The field inspections program should be highly structured and include all organizational units. The inspections should be scheduled in advance (although it is not necessary to notify the unit being inspected). To insure consistency from inspection to inspection, at least one person should be assigned to inspections full time. The initial workload during the implementation of the recommendations in this report will require more than 1 person. The individual in charge of field inspections should have the freedom to draw upon specialized skills to conduct certain reviews. For example, should recent court reversals indicate that Station X has a problem in evidence control and storage, the field inspections officer may desire to utilize the services of the Director of the Criminal Laboratory in that particular review.

VIII-50 DEVELOP AN INSPECTION PROCEDURE AS FOLLOWS:
to 60

- . Define a tentative inspection schedule
- . Notify the station commander 1-2 days in advance of the inspection if he is to be required to prepare or collect documentation
- . Conduct the inspection utilizing previously developed site inspection plans, questionnaire or site inspection forms
- . Rate the station or troop
- . Write a draft letter of findings and recommendations
- . Review the letter with the station or troop commander

RECOMMENDATIONS

VIII-10 DEVELOP A MORE FORMALIZED FIELD INSPECTIONS PROGRAM

Field inspections provide an independent review and evaluation of State Police operations. It is the only mechanism available to insure an independent evaluation of all facets of a station's operations including records, dispatch, internal personnel and miscellaneous operating procedures such as evidence storage and control, case monitoring, crime scene techniques and case report preparation.

VIII-20 DEFINE THE PURPOSE OF INSPECTIONS TO BE AN INTERNAL REVIEW AIMED AT IMPROVING THE QUALITY OF POLICE SERVICES PROVIDED BY THE ORGANIZATIONAL UNIT BEING REVIEWED.

VIII-21 EXPAND THE ROLE OF INSPECTIONS TO INCLUDE PHYSICAL SITE INSPECTION,

VIII-22 ADHERENCE TO POLICIES AND PROCEDURES,

VIII-23 PROFESSIONAL REVIEW OF QUALITY OF WORK PERFORMED,

VIII-24 ALL OF THE ABOVE TO INCLUDE EVERY DIVISION WITHIN THE DEPARTMENT.

At the present time, the role and purpose of the Field Inspections Unit has not been clearly defined. Inspections conducted have been limited to a review of physical equipment, facilities and the men themselves. The scope of the inspections unit should be expanded to include actual performance reviews of work performed by State Troopers. For example, samples of incident reports would be reviewed for completeness and accuracy. If a specific trooper is found to be deficient in writing reports, the Inspections Team would review his personal evaluations to define whether the corporal or station commander has identified this performance weakness. This type of review would not only identify weaknesses in troopers, but would also identify that his immediate supervisor has not performed his responsibility of identifying these weaknesses. Recommendations would be aimed at constructive improvement. Specific training courses could be recommended to improve writing style. Management schools could be recommended for supervisors.

In summary, the purpose of the inspection would be to improve performance, not to criticize the individual.

VIII-30 KEEP THE FIELD INSPECTION UNIT REPORTING TO THE HIGHEST LEVEL IN THE ORGANIZATION.

VIII. FIELD INSPECTIONS

A Field Inspections Unit within the State Police performs a similar function to an internal audit group in industry. The Field Inspections Unit is responsible for documenting that policies and procedures are being followed. They perform their function by conducting site reviews at the station or troop being reviewed.

Field inspections have been a very low priority item for the State Police, and no detailed reviews of the quality of police services delivered have been conducted during the past several years. The reviews which have been conducted were aimed at physical inspections such as uniforms, cars, or station facilities.

The Field Inspections Unit has similar weaknesses to that of the Special Services Unit. The goal and objectives of a field inspection program have not been defined and a detailed field inspections questionnaire has not been developed. Without such a questionnaire to guide the inspections team, there will be little consistency in the reviews conducted from station to station. Without predefined goals and objectives aimed at improving operating performance, the inspection performance easily deteriorates to a "witch hunt."

On the following pages we recommend structuring the inspections program with emphasis towards a constructive review of police services performed rather than a physical review of facilities. The inspections team must probe into the causes of problems and attempt to define solutions. At the completion of each inspection, a corrective action plan should be developed and the action steps monitored by the inspection team until the problem(s) have been resolved. Without a planned implementation of the recommendations generated by the review, the time spent in the inspection itself has been wasted.

VII-40 UTILIZE STATE POLICE AUXILIARIES IN THE SNOWMOBILE SAFETY CERTIFICATION PROGRAM.

The snowmobile safety certification program more closely approximates a school driver education course than a State Police function and can require large amounts of a trooper's time. Given the large average on duty time for each trooper, it is important to attempt to maintain their off duty obligations at a minimum.

VII-50 UTILIZE A TROOPER IN THE HIGHWAY SAFETY FUNCTION.

VII-51 ESTABLISH A SELECTIVE ENFORCEMENT PLANNING FUNCTION.

VII-52 WRITE A NEW GRANT FOR FEDERAL HIGHWAY SAFETY FUNDS.

The State Police Highway Safety Function is currently being performed by a sergeant. The function does not require a person with the experience and training of a sergeant to be performed effectively. In addition, there is very limited planning in the traffic enforcement function. Predefined goals or objectives, target groups or highway problem areas are not clearly documented in advance as areas for improvement.

Federal funds for the defensive driving course run out this fall. Should the State Police desire to maintain the program, they must write a grant for Federal Highway Safety money.

VII-23 MAINTAIN SAFETY EDUCATION AS A STATE POLICE FUNCTION.

At present Safety Education is performed by corporals. Senior troopers would appear to be capable of performing the function also. By utilizing senior troopers, we would be lowering the overall cost of the program while giving these troopers limited exposure to administrative duties.

The Safety Education function does not need to be performed by State Police officers. However, the Safety Education program allows the public to interface with State Troopers in a nonlaw-enforcement environment. We feel this is particularly important when dealing with young adults. While not intended as such, the program allows the public to question troopers about their occupation and life styles. Over a period of time, the program may have a slight impact on the way the public responds to required police actions, since they have had the opportunity to see the troopers as persons rather than law enforcement personnel issuing tickets or arresting people.

VII-30 TRANSFER SNOWMOBILE AND MARINE REGISTRATION TO THE DEPARTMENT OF MOTOR VEHICLES.

VII-31 WHEN REGISTRATION IS MOVED TO MOTOR VEHICLES, MOVE EXPLOSIVE LICENSING TO ADMINISTRATIVE DIVISION AT REDSTONE.

VII-32 MAINTAIN THE EXISTING SYSTEM OF DUAL ENFORCEMENT OF SNOWMOBILE RULES AND REGULATIONS.

Snowmobile and marine registration can be more appropriately organized and controlled within the Department of Motor Vehicles which is "geared" towards a registration function. State Police troopers can increase their patrol time availability by eliminating their responsibility of registering snowmobiles and marine vehicles.

At the present time, snowmobile enforcement is primarily performed by State Police auxiliaries and game wardens. Game wardens generally become involved when they spot an infraction or when animals are involved. Criminal complaints (trespass, fights, etc.) will continue to be called in to State Police regardless of which organizational group assumes responsibility for enforcement. Therefore, we recommend that the dual system of enforcement be continued.

RECOMMENDATIONS

- VII-10 CONSOLIDATE SPECIAL SERVICES UNDER ONE DIVISION.
- VII-11 MOVE EXPLOSIVES AND SPECIAL WEAPONS PLANNING, ADMINISTRATION AND BUDGET TO STAFF SERVICES.
- VII-12 CHANGE TITLE TO STAFF SERVICES OFFICERS.
- VII-13 ASSIGN ADMINISTRATIVE RESPONSIBILITY FOR PROGRAMS TO STAFF SERVICES OFFICERS.

Our review of Special Services indicated that control of the Special Services function is spread throughout the Department. This results in a duplication of effort in presentation development, a loss of control over personnel involved and a reduction in planning and objective setting. By consolidating the Special Services function, the Department should increase its control over the function and increase the coordination of all special services at the troop level.

- VII-20 UTILIZE A GOAL/OBJECTIVE SETTING MECHANISM TO ESTABLISH PRIORITIES ON WHERE THE TIME OF SPECIAL SERVICES OFFICERS WILL BE SPENT.
- VII-21 ESTABLISH A FORMAL PLANNING MECHANISM FOR EACH LEVEL OF THE ORGANIZATION.

The activities of Safety Education Officers are not being formally planned or controlled. Individuals make up their own schedules with little long-range plans or objectives. A large variance exists among officers in the number of speeches given and the topics discussed. By establishing a formal planning mechanism which requires the preparation of an annual or semiannual plan and by developing monthly schedules, the Safety Education Officers activities will be more effectively controlled. Predefined objectives that relate to enhancing a public awareness of crime or to the prevention of home burglaries can be coordinated on a state or countywide basis. This will allow the performance of the Safety Education Officers to be measured against previously defined objectives.

- VII-22 UTILIZE CORPORALS OR SENIOR TROOPERS TO PERFORM THE SAFETY EDUCATION FUNCTION.

VII. SPECIAL SERVICES

Special Services refers to the many nonlaw-enforcement functions performed by State Troopers. These functions can be grouped as follows:

- Safety Education

Responsible for safety patrol, public speaking at schools on crime events, conducts classes in driver education, drugs, snowmobile marine safety, self defense, babysitting, etc. In effect, safety education is the public relations function of the State Police.

- Highway Safety

Responsible for National Highway Safety Defensive Driving Course and the traffic committee and survey.

- Registrations, Education, Enforcement

Responsible for snowmobile/marine registrations, certification program as well as enforcement.

- Public Safety

Responsible for search and rescue, explosives and special weapons

Our review of the Special Services organization identified two major weaknesses. First, it appears that State Troopers have assumed responsibility for several functions which lower paid, less trained individuals could perform. The snowmobile/marine registration and certification programs are examples. Second, the Special Services program itself is not effectively organized or controlled. There is little planning in the safety education area. Wide variations among safety education troopers were documented in both the number and topics of speeches and number of classes conducted. The existence of predefined goals and objectives and long term planning and monitoring could effectively increase the benefits to be gained by the safety education program.

The recommendations which follow, when implemented, will correct previously defined weaknesses. In addition, they comment on the level of expertise we feel is required to perform the duties.

VI-66 (Continued)

We documented cases where a two to three week time lag resulted from when VCIC received the warrant information to when the warrant information was available. Implementation of either of the two options listed above would substantially reduce this time lag.

VI-67 REVIEW THE POSSIBILITY OF TRANSMITTING THE WARRANT FORM TO STATIONS VIA THE COMPUTER TERMINAL.

Previous findings discussed the need for positive feedback of warrant information to the troop/stations. Depending on the technical design of the Motor Vehicle computer system, it may be possible to provide this feedback through the existing computer network. This possibility should be further investigated by the State Police in conjunction with representatives of the Department of Motor Vehicles and their technical systems personnel.

VI-70 DESIGN A NEW UNIFORM TRAFFIC CITATION (UTC) FORM.

VI-71 ISSUE A NEW S.O.P. AND INSPECT TO INSURE COMPLIANCE.

Our brief review of the UTC indicated that the court copy of the document is often not legible. Many troopers expressed difficulty in completing the form, at night, due to its small size. In addition, variables exist, from station to station, as to when the book numbers are logged and as to whether the name index card is updated when a citation is issued. When the supply of existing forms has been depleted, the forms should be modified to correct these shortcomings. In addition, the State Police should design, implement and enforce a system which insures consistency in book assignment, filing procedures and logging of individuals' names.

VI-60 ISSUE AN S.O.P. FOR WARRANT PROCESSING.

Make revisions to the warrant processing system which will:

VI-61 . PROVIDE THE PROPER NUMBER OF COPIES OF THE WARRANT CONTROL FORM

VI-62 . ELIMINATE DUPLICATION OF THE INDEX CARD POSTING

VI-63 . INSURE POSITIVE FEEDBACK FOR ALL VCIC ENTRIES

VI-64 . INSURE THAT ALL POSTINGS ARE MADE

VI-65 . PROVIDE ROOM ON THE CONTROL FORM FOR THE NCIC IDENTIFIER.

Our review of the warrant processing system was conducted concurrent with the implementation of a revised warrant processing system. While not fully operational, several weaknesses or possible improvements were identified. All stations reviewed were not utilizing the same warrant recording procedures. This inconsistency could lead to a breakdown in communications between stations. The new warrant form, in its preliminary design, does not contain room for the NCIC identifier which, at present, is the main source of interstate warrant information. In addition, the warrant process contains a notable lack of controls on feedback mechanisms which would insure that proper postings are made and that VCIC has made the proper warrant entry. Without these controls, it is possible that VCIC could flag the wrong person, or that the warrant itself could become lost in the paperwork flow.

VI-66 MODIFY THE MOTOR VEHICLE COMPUTER SYSTEM

- . VCIC can add a name or
- . MV adds a name with a warrant flag

The State Police currently utilize the Motor Vehicle system, in addition to NCIC, to identify that a person has an outstanding warrant. Briefly, the system operates as follows: The trooper completes the necessary paperwork and forwards it to VCIC. VCIC then checks the Motor Vehicles files and if the persons name is located, VCIC updates the record to indicate an outstanding warrant. However, if the wanted individual does not have a Vermont Motor Vehicle License, VCIC must complete a document which requests Motor Vehicle to add the individual's name to the file. The document is then forwarded to Motor Vehicles where the name is added. Motor Vehicles then notifies VCIC, and VCIC personnel update the record to indicate an outstanding warrant.

VI-30 ELIMINATE THE ACCIDENT REPORT PROCESS FROM VCIC AND TRANSFER THE FUNCTION TO THE MOTOR VEHICLE DEPARTMENT.

Since its formation, VCIC has received copies of all motor vehicle accident reports from State Troopers and sent a copy of the report to the Motor Vehicle Department. Both Motor Vehicles and VCIC maintained a system of responding to inquiries concerning motor vehicle accidents. In our opinion, this has constituted a costly duplication of effort. At the recommendation of the Administrative Services Officer, the Commissioner of Motor Vehicles was contacted and requested to assume responsibility for maintaining State Police motor vehicle accident reports as well as all other accident reports which Motor Vehicles already maintained. The Commissioner of Motor Vehicles agreed, and the function was transferred to Motor Vehicle thus eliminating 1 full time position at VCIC.

VI-40 DISCONTINUE KEYPUNCHING CRIMINAL HISTORY CARDS.

VI-41 LOAD THE EXISTING CARDS TO TAPE AND DESTROY THE ORIGINALS.

For the past several years, VCIC has been keypunching criminal history cards in preparation for automation. The system of preparation for keypunching and the keypunching itself required much manual review and duplicate handling and utilized one person full time. VCIC currently maintains greater than 500,000 keypunch cards. Two major factors indicated that the keypunch process could be discontinued resulting in an actual dollar saving to the State of Vermont. First, the manual system, which completely duplicated the automated system, was working adequately and second there are no plans to automate the process in the near future. The keypunch process was discontinued in early September of 1976.

VI-50 DEVELOP AND INSTITUTE AN ARREST PROCESSING CHECKOFF FORM TO INSURE THAT ALL REQUIRED STEPS ARE BEING FOLLOWED.

A review of affidavits prior to their submission to the State's attorney indicated that variations in preparation exist from station to station. In the past, problems created by these variations could be corrected by the BCI investigator assigned to the State's attorney office. A standard form to be followed would increase the consistency in steps followed and documents prepared thus reducing the amount of rework required. The form could also be utilized by the trooper making the arrest to increase his ability of making a "solid" case.

RECOMMENDATIONS

VI-10 DESIGN A NEW CRIMINAL OFFENSE REPORTING SYSTEM WITH THE FOLLOWING FEATURES:

- . Use of the automated dispatch card system being developed by the Governor's Commission on the Administration of Justice.
- . Write incident form in cars and later match with dispatch card.
- . Revamp criminal offense report cover to facilitate progress checks.

VI-20 EXPAND THE AUTOMATED SYSTEM TO MAKE IT CAPABLE OF GENERATING THE FOLLOWING MANAGEMENT REPORTS:

- . Officers' daily activity reports
- . Station activity reports
- . Possibly time reports
- . Resource allocation reports
- . Crime analysis reports

During June of 1976, when the criminal offense processing was reviewed, several problem areas were documented. No system was being utilized which documented calls for service, response time, time at crime scene or officers' daily activity. In addition, troopers were spending an inordinate amount of time completing activity reports which contained limited data and which produced limited management information. Therefore, the recommendation was made to analyze, design and implement a "dispatch card" system which would produce the required management information, while still reducing trooper paperwork. Further investigation of the topic identified that the Governor's Commission on the Administration of Justice had initiated such a project, on a test basis, in three towns. Rather than "reinvent the wheel" and start from scratch, our preliminary recommendation was, therefore, amended to direct the State Police to review the existing system, define modifications or enhancements necessary to fulfill their management needs and implement the system. As of the writing of this report, the State Police have formed a working review committee and are in the process of performing a detailed analysis of the existing system and its capabilities.

VI. STATE POLICE SYSTEMS

The previous section discussed the station recordkeeping function by itself. However, the scope of the State Police systems review was department wide. That is, we wanted to review the total paperwork from its initiation through completion and define impacts upon other organization units.

As would be expected, the major State Police systems correspond closely to the records maintained. The major systems documented included criminal offense processing, accident processing, arrest processing, warrant processing, and uniform traffic citation processing.

The approach taken during the review was to document each system from its beginning at a troop/station until the source document was filed at VCIC or the station itself. This approach enabled us to cross documents back from VCIC as well as trace them from the troop/station.

Our review identified several weaknesses in the criminal offense, arrest, and warrant processing systems.

At present, the criminal offense reporting system produces very limited management information. Basic statistical data such as calls for service and a trooper's response time to a call are not available. Without these statistics it is difficult for management to accurately define manpower allocation strategies. Basic questions, such as how many troopers should be on a particular shift and where is the optimal location for troop/stations, are made based upon an individual's experience. Correct decisions may have been made in the past; however, it is imperative that these decisions be made on facts not intuition.

The arrest processing system contained several steps which resulted in wasted manpower. These steps have been eliminated.

The revised warrant process had several weaknesses in control. The system included no feedback mechanism which would insure that the warrant requested by a trooper contains the same data elements as the warrant utilized by VCIC. With the existing system, it is possible for VCIC to flag a person's motor vehicle record incorrectly (e.g., misspell a name). Neither VCIC nor the trooper would be able to identify the error.

The recommendations which follow are intended to improve the overall efficiency of the systems while improving control and increasing management information.

V-70 REQUIRE STATION COMMANDERS TO ASSUME RESPONSIBILITY
FOR MONITORING ALL CASE PAPERWORK FLOW.

Station commanders currently rely heavily upon VCIC and dispatchers to monitor case report due dates (See Appendix XIII-13). The redefinition of VCIC's responsibility will prohibit VCIC from performing these activities. In addition, the reassignment of the BCI corporal to have him report directly to the station commander will insure that the station commander is fully aware of all case data generated in his station.

To insure that the station commander is, in fact, performing this review function, it should be included as part of the field inspections program.

- V-50 DEVELOP STANDARD OPERATING PROCEDURES TO REQUIRE DISPATCHER/CLERICAL OPERATIONS TO BE UNIFORMLY ACCOMPLISHED IN ALL STATIONS.
- V-51 DEVELOP A FORMALIZED TRAINING PROGRAM FOR DISPATCHERS BASED UPON A REVISED COMMUNICATIONS MANUAL AND THE REVISED S.O.P.
- V-52 DISPATCHER "USER GUIDES" MUST BE DEVELOPED WHICH DEFINE DISPATCHER RESPONSIBILITIES/FUNCTIONS, REQUIREMENTS FOR DISPATCHER SUPERVISOR, TRAINING REQUIREMENTS, COMMUNICATION TECHNIQUES, RELATIONSHIP TO FIELD INSPECTIONS FUNCTION AND OPERATING PROCEDURE.

Our review of the dispatcher/clerical operations at various stations documented that the functions performed by dispatchers vary greatly from station to station. Later in this report (See Communications) we have recommended a more centralized dispatching system for the State of Vermont. To accomplish this objective, dispatchers must have a clear definition of what they are responsible for, how to deal with specific situations and where their authorization starts and stops. In addition, the documentation to be prepared should indicate which routine office functions are the responsibility of office supervisors and not the dispatchers.

V-60 ELIMINATE THE RADIO LOG.

The Department of Public Safety still maintains radio and telephone logs as a record of incoming calls and assignments.

Until two years ago this document was required by the FCC. At the present time it is not required.

The log for each station can reach several hundred typewritten pages per month and requires large amounts of a dispatcher's time to maintain. In addition, the document has several shortcomings in its present form. It does not give an accurate picture of number of calls, number of transactions, or number of transmissions. Finally, its usefulness as a management tool is also severely limited if the reader is required to review data more than a few days old.

RECOMMENDATIONS

V-10 INITIATE A PROJECT TO UPDATE THE S.O.P. MANUAL WITH NEW PROCEDURES AND KEEP UP TO DATE.

During the course of the review, we examined the Standard Operating Procedure manuals at several stations. The manuals varied from station to station and were not up to date in some areas. The variance in S.O.P. manuals makes it extremely difficult to insure that procedures are consistent from station to station. In fact, our review did document variances in procedures being utilized at various stations. By updating the manuals and instructing station commanders in their proper use, the State Police will be able to achieve consistency in operations from station to station.

V-20 INCLUDE RECORDKEEPING AS PART OF REVAMPED INSPECTION PROCEDURE. (SEE FIELD INSPECTIONS)

At the present time there is a lack of periodic inspections of station recordkeeping procedures. Consistency of adherence to policies and procedures cannot be documented without periodic inspections. The need for field inspections and a recommended methodology will be discussed in detail in a following section of this report.

V-30 ISSUE ORDERS TO SEPARATE JUVENILE RECORDS FROM ADULT FILES.

At the time of our review, this federal regulation was not being followed in all stations. We have been informed by the State Police that this situation has been corrected.

V-40 IN ADDITION TO THE CRIMINAL HISTORY RECORDS MAINTAINED BY VCIC, THE STATE POLICE HAVE A NEED FOR A CENTRAL RECORDS FUNCTION TO MAINTAIN 204c's, SUPPLEMENTS, FINGERPRINTS, AND CRIMINAL INFORMATION DATA.

During the initial stages of this study, VCIC was functioning as a State Police Recordkeeping Department as well as the Vermont Criminal Information Center. However, federal funds are available only for VCIC and are not to be utilized to support a State Police Recordkeeping Unit.

An adequately staffed recordkeeping function is an absolute necessity for an organization of the size and complexity of the Vermont State Police. Since federal funds are not available, three (3) additional clerical personnel should be added to the State Police staffing levels to insure adequate maintenance of internal records.

V. STATION RECORDKEEPING

The Vermont State Police stations and substations maintain a variety of records including criminal offense reports, accident reports, uniform traffic citations, arrest reports, warrants and miscellaneous management reports. In addition to these trooper generated reports, several reference files are maintained at most stations including a dispatch log which records incoming and outgoing radio and telephone correspondence, miscellaneous name files, a stolen property file (not in all stations), and a mug shot file.

The majority of paperwork and file maintenance is performed by the dispatchers in addition to their numerous other duties.

The primary purpose of the station recordkeeping review was to document the condition of the station records and to identify duplication of records with those maintained by V.C.I.C. In addition, we wanted to determine whether records were, in fact, being maintained consistently throughout the Department. Our review indicated that while similar records are being maintained from station to station, several variations in actual maintenance procedures exist. We feel that these variations are caused, in part, to a lack of procedures. The lack of documentation, in turn, has prohibited effective training of dispatchers in their recordkeeping functions.

The recommendations which follow are intended to correct the previously described deficiencies and to provide for a more effective station recordkeeping function.

potential drug dealers utilize this same front door when in the headquarters building for polygraph examinations. It is possible to destroy a rather lengthy investigation by having a suspect see an agent at the headquarters building. In addition, the risk of personal injury to the undercover agent is increased.

IV-140 DEVELOP, WITH THE STATE TREASURER, A SYSTEM TO REDUCE THE PROPERTY MAINTAINED BY THE STATE POLICE.

IV-150 CONDUCT AN AUCTION OF EXISTING PROPERTY.

The State Police currently maintain large amounts of abandoned/recovered property. (See Appendix IX for Examples.) Existing State laws allow for the disposal of this property through the State Treasurer. However, the actual mechanism to dispose of the property has never been implemented. We recommend that the State Police, in combination with the State Treasurer, proceed to dispose of this property immediately.

IV-160 DEVELOP STANDARD OPERATING PROCEDURES PERTAINING TO EVIDENCE HANDLING AND STORAGE.

General policy guidelines have been issued which instruct a trooper how to forward evidence to the criminal laboratory. However, no detailed instructions exist which describe evidence handling and storage at the troop or station level. Guidelines to be developed should assign responsibility for control at the station level should include sign in/out procedures for removal of evidence and an inventory control log book which could be utilized in court to prove chain of evidence control.

IV-170 DEVELOP, WITH THE ATTORNEY GENERAL, A SYSTEM WHICH WILL REDUCE THE AMOUNT OF DRUGS MAINTAINED BY THE STATE POLICE.

During the BCI review, several troop/stations were reviewed to document evidence storage/control techniques. All the stations reviewed maintained unusually large quantities of drugs gathered as evidence for possible use in a court room presentation. Several states have implemented a process whereby evidence is confiscated, weighted or counted, analyzed by the criminal lab, photographed and the findings notorized. A small sample of the evidence is then removed and the majority of the original evidence is destroyed. The Vermont State Police should attempt to initiate such a process.

IV-90 DEVELOP A CASE DISPOSITION SHEET WHICH WILL CREATE GUIDELINES ON WHEN A CASE SHOULD BE ASSIGNED TO BCI.

Currently there is no set policy which defines when a case should or should not be assigned to BCI. Station dispatchers tend to have primary responsibility for case assignment.

Several techniques have been implemented in PD's throughout the country which clearly defines when BCI should be assigned the case, rather than having the case investigated by a uniformed trooper. Page 24 of Appendix IV contains a sample document. Use of a document of this type will allow better utilization of an investigator's time, and, in addition, will lead to an improvement in the investigative skills of the uniformed troopers.

IV-100 DEVELOP AN INVESTIGATIVE CHECKLIST WHICH IDENTIFIES THOSE STEPS TO BE FOLLOWED AT EACH CRIME SCENE.

Currently BCI investigators rely solely upon their previous training on what to do at a crime scene. Similar to IV-90 above, several investigative checklists have been developed which will guide an investigator while at the crime scene. The checklists are not intended to remove any creativity from an investigator but rather will guide the investigator through the 10 or so action steps usually required for an incident. In addition, the use of a document of this type should improve the overall quality of materials being utilized by State's attorneys.

IV-110 PURCHASE A PAPER SHREDDER FOR USE AT HEADQUARTERS.

IV-120 OBTAIN STORAGE FACILITIES IN THE VICINITY OF THE HEADQUARTERS BUILDING TO HOUSE DRUG INVESTIGATORS' VEHICLES.

IV-130 INCREASE THE SECURITY OF THE HEADQUARTERS FACILITY.

Recommendations IV-110, 120, and 130 are similar in purpose to recommendation IV-30 in that their objective is to increase the overall security of BCI information. Confidential BCI documents should be shredded to insure they are not received by someone outside of BCI. BCI vehicles are currently stored at the headquarters building when not in use. It is possible that these vehicles could be identified as police vehicles, thus increasing the danger to undercover agents.

In addition to 110 and 120 above there is a serious problem with the physical layout of the headquarters building. BCI offices are located by the front door of the headquarters facility. Undercover agents must visit the headquarters building, on a periodic basis, to review case status. However,

normal ones associated with the performance of duties. An example of this might be continued association with a suspected drug dealer.

IV-40 PROMOTE TWO CORPORALS TO SERGEANT AND REASSIGN THEM TO BCI.

At the time of the initial review, two (2) BCI positions were vacant. These positions have since been filled.

IV-50 ASSIGN AN ADDITIONAL TWO (2) PERSONS TO THE BCI DRUG UNIT. THE PERSONS ASSIGNED SHOULD BE CIVILIANS WITH AUDITING EXPERIENCE.

The BCI Drug Unit has a responsibility to conduct audits of pharmacies to validate drug dispensation. At the current staffing levels they have not been able to conduct these "investigations" on a regular basis. The two civilians appointed to these positions would work under the close supervision of a drug investigator in the area of auditing pharmacy records.

IV-60 REQUIRE DRUG UNIT PERSONNEL TO CHANGE ASSIGNMENTS EVERY 18 MONTHS.

The BCI Drug Unit has experienced difficulty in recruiting members from the uniformed trooper ranks. By requiring a change of assignment, the State Police could demonstrate to troopers that there is a career path through the Drug Unit, and increase the morale of those members in the unit itself.

IV-70 REVISE PRESENT LEGISLATION THAT REQUIRES ASSIGNMENT OF BCI MEN TO THE STATE'S ATTORNEY OFFICES.

At the present time there are eight (8) BCI investigators assigned to the various State's attorneys offices throughout the State. The functions being performed vary from office to office. However, it appears that the routine functions of assisting State's attorneys in case and trial preparation should be performed by the arresting agency or other personnel of the State's attorney office. In the event that such offices are not adequately staffed, additional funding should be requested to correct budgetary deficiencies.

IV-80 DESIGN AND IMPLEMENT A SYSTEM OF CASE/TIME MANAGEMENT FOR USE BY THE INVESTIGATIVE STAFF.

The introductory paragraph to the BCI section outlined various operational problems generated by the lack of a formal case/time management system. Supervisory personnel cannot accurately identify where an investigator spends his time, define an investigator's case load or aid an investigator in improving his effectiveness or efficiency. A formal case/time management system will capture the necessary data to allow a supervisor to monitor and improve these activities.

RECOMMENDATIONS

IV-10 REVISE THE BCI CHAIN OF COMMAND TO HAVE BCI CORPORALS REPORT TO THE STATION COMMANDER.

Currently BCI corporals report to BCI sergeants who may be physically located in another station. (See organization charts Appendix IV). Thus, the BCI sergeant cannot accurately control either BCI case assignments or cases under investigation. By slightly modifying the organization structure we are effectively giving station commanders total responsibility for State Police activities in their area. The station commanders are more aware of the activity level in their particular station and will be better able to effectively utilize the total police resources (both criminal and uniformed). In addition, uniformed troopers will become more aware of BCI investigator case loads and activities thus increasing communications between the divisions.

IV-20 FORM A CRIMINAL INFORMATION UNIT CONSISTING OF 2 MEN WITH PRIMARY RESPONSIBILITY FOR INTELLIGENCE COLLECTION, INTER AND INTRA STATE INVESTIGATION COORDINATION.

The increased mobility of the criminal element has necessitated increased coordination with other law enforcement agencies. Over the past several years a number of criminal cases have been resolved by working with other state and federal agencies. The required interface has paid off in terms of arrests and information collected. However, this interface has been costly to the State Police. Because of the volume of work involved, two (2) BCI investigators have been forced to devote large amounts of time to these activities. However, these investigators are also responsible for maintaining a full case load at their respective stations. In our opinion the volume of work in the intelligence collection and inter/intra state investigation coordination has reached the level where full time assignment to the function is warranted.

IV-30 REVISE THE STENOGRAPHER'S POSITION TO EXEMPT AND REQUIRE BACKGROUND AND RECORDS CHECK AND A POLYGRAPH EXAMINATION.

The existing stenographer's position at BCI headquarters has been filled through the normal classified system. This system documents technical skills required to perform the function but does not address the unusual requirements for the BCI stenographer.

The BCI stenographer has access to highly confidential files containing informants, agents, current assignments and investigative case status. In fact, the stenographer often has access to information which is not available to troop/station commanders. As such, the stenographer should be subject to the same vigorous background checks as a State Police officer. In addition, the State Police should have the freedom to remove the individual from the position for reasons outside the

IV. BUREAU OF CRIMINAL INVESTIGATION (BCI)

BCI is the nonuniformed division of the Vermont State Police. By General Order Number 10, BCI is responsible for the investigation of serious or unusual crimes including felonies, major misdemeanors and fire investigations. They have also assumed responsibility for evidence storage and control at the troop and station levels, and for special investigations as required. The division currently has 35 men assigned to the unit and 8 men assigned to various State's attorneys throughout the state. Major areas within the division are divided among electronic devices, criminal investigation, drug investigation and State's attorney investigators.

The typical BCI investigator has more experience and is better trained than the "regular" trooper. For example, BCI troopers not only receive "basic" training but also receive additional training in arson investigation, homicide investigation crime scene search techniques or drug identification depending upon their particular assignment.

During the course of the review of the BCI division, several problem areas were encountered. A major problem pertains to the lack of a formal system of case/time management. Presently it is not possible to accurately determine or control the BCI investigators case load, the priority being assigned to a case by an investigator, or the actual functions being performed by the investigator on a particular case. This lack of control is further compounded by weaknesses in the BCI organizational structure and by a lack of clear definition in the case assignment process. In addition, the amount of time the BCI investigators have available for investigations is somewhat limited by the requirement to maintain and keep track of the large amounts of abandoned/recovered property they are currently responsible for (See Appendix IV for details).

Major emphasis of the BCI review was directed at correcting the operational problems mentioned above. The implementation of an investigator case/time management system when combined with a restructuring of the organization will enable BCI supervisors to maximize the utilization of the BCI investigators' time. Supervisors will be better able to assign case priorities and will be able to adjust priorities as the need arises. Relatively minor modifications to existing systems will remove the burden of property maintenance from BCI investigators thus creating additional investigative capacity at no additional cost.

EXHIBIT III-3

MANPOWER REQUIREMENTS TO REDUCE THE AVERAGE WORKWEEK TO 45 HOURS

OUTPOST TROOPERS

33 Troopers X 55.11 Hours = 1818.63 Trooper Hours

1818.63 Trooper Hours - 45 hours = 40.4 Troopers or an
increase of 7 Troopers

STATION TROOPERS AND CORPORALS

97 Men X 52.4 Hours = 5082.8 Man Hours

5082.8 Man Hours - 45 Hours = 112.95 Men or an increase
of 16 Men

EXHIBIT III-2
EXISTING MANPOWER BY FUNCTION/POSITION*

BCI

1 Lieutenant
2 Sergeants-Headquarters
5 Sergeants-Stations
1 Sergeants-Drug
1 Corporals-Headquarters
19 Corporals-Stations
2 Corporals-Drugs
8 State Attorney Invest.
4 Drug Investigators
43 TOTAL

TRAINING

1 Captain
1 Lieutenant
1 Sergeant
1 Corporals

4 TOTAL

SPECIAL SERVICES

1 Captain
1 Sergeant Highway Safety
1 Sergeant Safety Ed.
1 Sergeant Special Services
1 Corporal Snowmobile

5 TOTAL

HEADQUARTERS

1 Commander
1 Major
1 Lieutenant Commander
1 Lieutenant Inspections
1 Sergeant Inspections
1 Sergeant VCIC
1 Corp. Gov. Detail
7 TOTAL

LAB

1 Lieutenant
3 Sergeant
2 Polygraph

6 TOTAL

TROOP/STATIONS

5 Lieutenant Station Commanders
11 Station Commanders
34 Patrol Commander
63 Station Troopers
33 Outpost Troopers
4 Safety Ed. Corporals
150 TOTAL

*Position staffing levels change due to transfers and normal turnover.

EXHIBIT III-1
EXISTING MANPOWER BY RANK

OVERALL

1 Commissioner
 1 Major
 2 Captains
 10 Lieutenants
 27 Sergeants
 66 Corporals
 108 Troopers
215 TOTAL

LIEUTENANTS

5 Troop Commanders
 1 BCI
 1 Laboratory
 1 Training
 1 Communications
 1 Inspections
10 TOTAL

SERGEANTS

11 Station Commanders
 7 BCI
 3 Laboratory
 1 Training
 1 Safety Ed
 1 Inspections
 1 VCIC
 1 Highway Safety
 1 Special Services
27 TOTAL

CORPORALS

34 Patrol Commanders
 23 BCI
 2 Polygraph (LAB)
 4 Safety Ed
 1 Spec. Services
 1 Training
 1 Gov. Detail
66 TOTAL

TROOPERS

33 Outpost
 63 Stations
 4 Drug
 8 States Attorney (BCI)
108 TOTAL

They are then given 12 ½% in lieu of overtime (or the equivalent of 5 hours of overtime at straight time). If the staffing objective is to reduce the average hours worked to a 45-hour work week, the Vermont State Police would require an additional 23 troopers. This increase in manpower would increase the manpower level to approximately 238 men. Currently, the State Police are authorized to fill 237 positions; however, level funding budgeting restrictions have required the Department to maintain open position.

The total increase in State Police manpower created by these recommendations is 28 additional persons.

LONG-TERM MANPOWER RECOMMENDATIONS

Several recommendations with a longer implementation time frame were also made in various sections of this report. Recommendation I-80, previously discussed under the topic of Role of the State Police, recommended eliminating the outpost system. Recommendation IV-50 in the following subsection (BCI) suggests eliminating the mandatory assignment of BCI investigators to the State's attorney offices. These recommendations have the potential of modifying the State Police manpower requirement by 33 and 8 men, respectively. In addition, recommendations in Appendix XVI give the Vermont Criminal Justice Training Council complete responsibility for law enforcement training within the State of Vermont. These recommendations have the potential of further modifying the State Police manpower requirements by 4 men.

In total, these recommendations could modify the State Police manpower requirements by 45 persons.

The redefinition of the Role of the State Police will require that the State Police have many more Troopers available to provide both supportive services to other law enforcement agencies and to perform basic State Police functions. However, the longer-term recommendations must be approved by the legislature. Their approval or rejection of the longer-range recommendations will govern the long-term staffing requirements of the State Police. As the legislature acts upon the long-term recommendations, the Troopers involved should be phased in with the existing Station Troopers to perform the basic State Police functions.

III. RECOMMENDED STAFFING LEVELS - VERMONT STATE POLICE

Recommendations which will modify the required manpower level of the Vermont State Police are made throughout this report. Moreover, many of the recommendations can be implemented by the State Police (short term); others are beyond the direct control of the State Police and will only be resolved by legislative action (long term). This subsection discusses only those recommendations which directly affect the required levels of sworn personnel and those civilian positions which require immediate short-term action.

SHORT-TERM MANPOWER RECOMMENDATIONS

Two recommendations which require no legislative action outside of budgetary approval are discussed in the section which follows dealing with the Bureau of Criminal Investigation. They can be summarized as follows:

IV-20 Form a criminal information unit consisting of 2 troopers

IV-30 Assign two additional persons to the BCI Drug Unit to conduct pharmacy investigations.

A third recommendation is contained in Appendix XIV Administrative Services.

XIV-11 Establish a full-time planning function consisting of 1 person

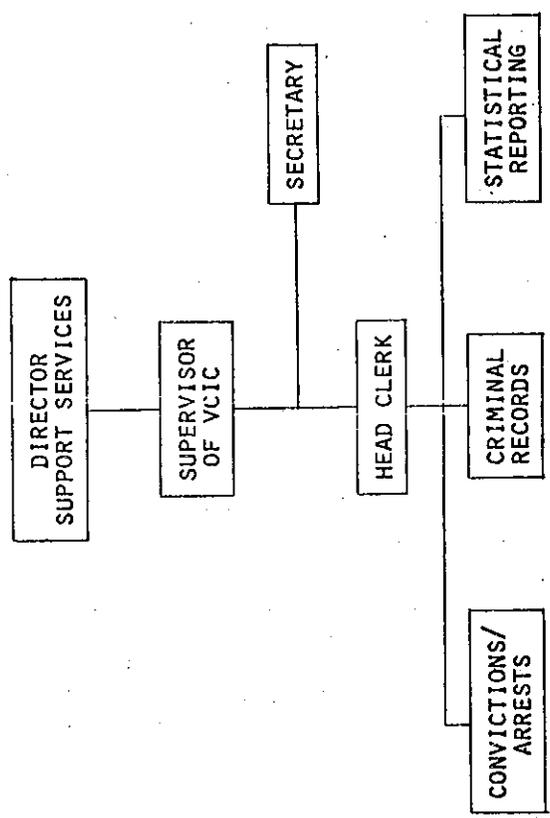
The above recommendations would increase the manpower requirements of the State Police by 5 persons. In addition to improving the State Police operations by adding the above personnel, the State Police should attempt to stabilize the average work week of State Police Troopers at approximately 45 hours.

Discussions with ex-troopers have indicated that the hours worked was a major source of discontent. Internal State Police Studies have calculated the average hours worked as follows:

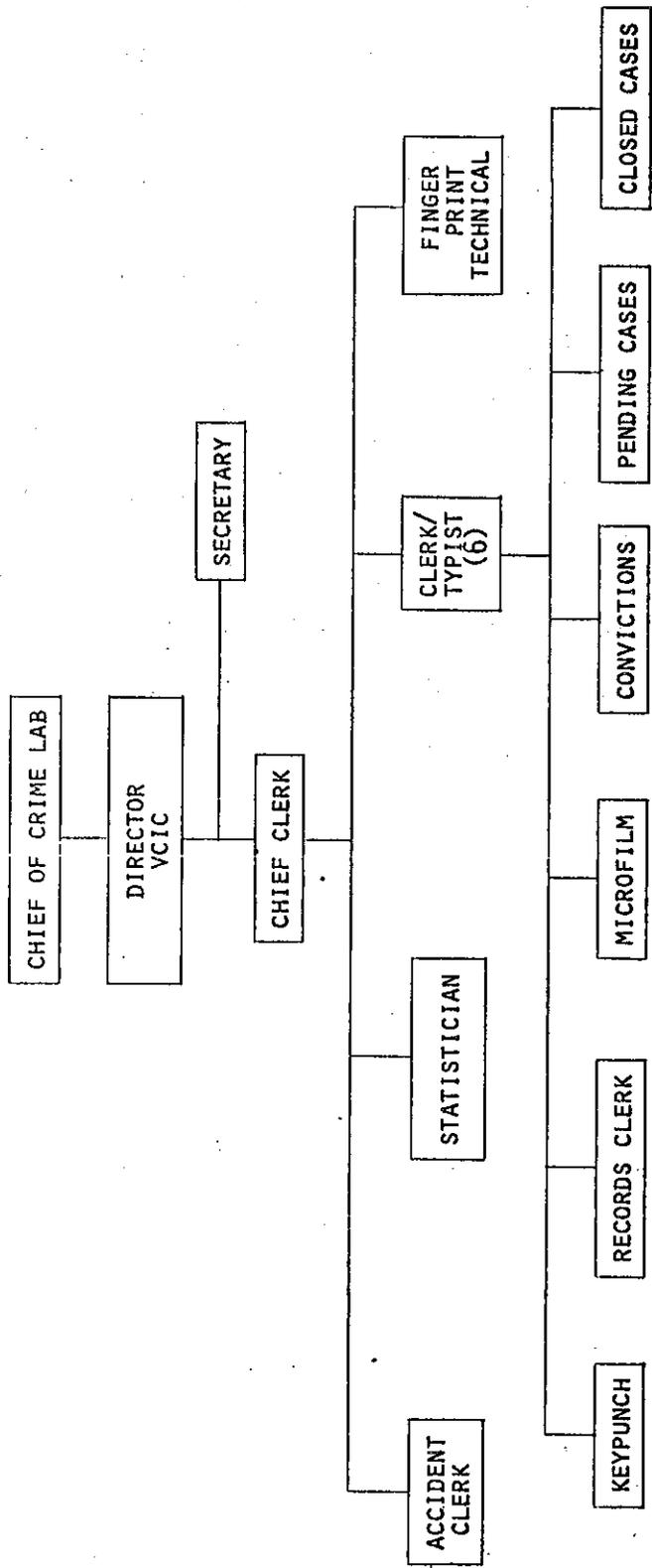
- Outpost troopers 55.11 hours
- Station troopers and corporals 52.40 hours

Exhibits I and II in this section detail the existing staffing of the Vermont State Police. The exhibits indicate that there are 33 outpost troopers and 97 station troopers and corporals. Their salaries are based upon a 40-hour week.

PROPOSED ORGANIZATION
VCIC



EXISTING ORGANIZATION
VCIC



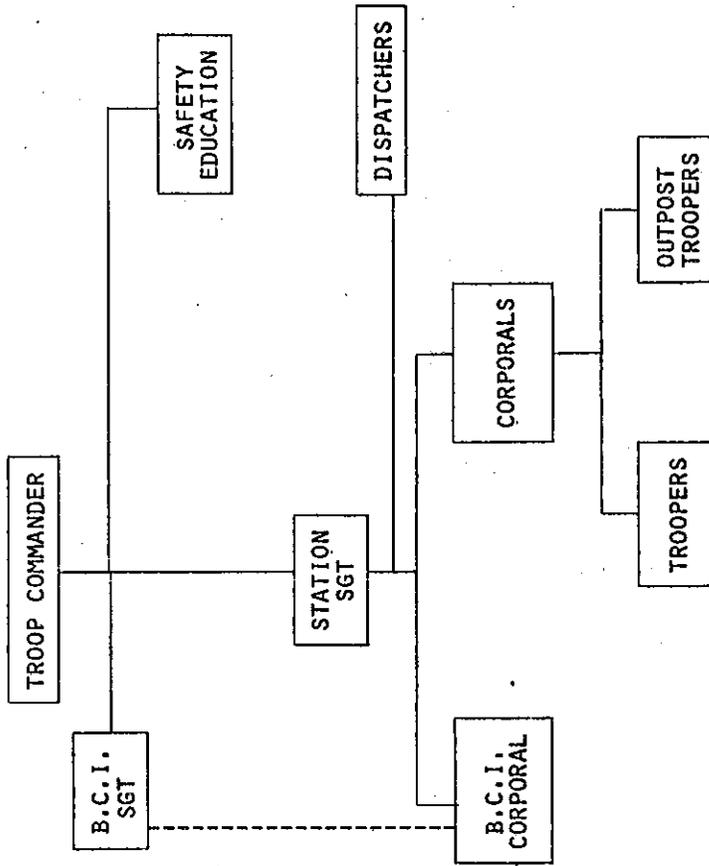
VERMONT CRIMINAL INFORMATION CENTER (VCIC)

The organization chart on the following page defines the VCIC organization structure as it existed in June, 1976. Since that time the positions of accident clerk, statistician and keypunch operator have been eliminated. Accident processing was transferred to the Department of Motor Vehicles and the statistician and keypunch positions were eliminated.

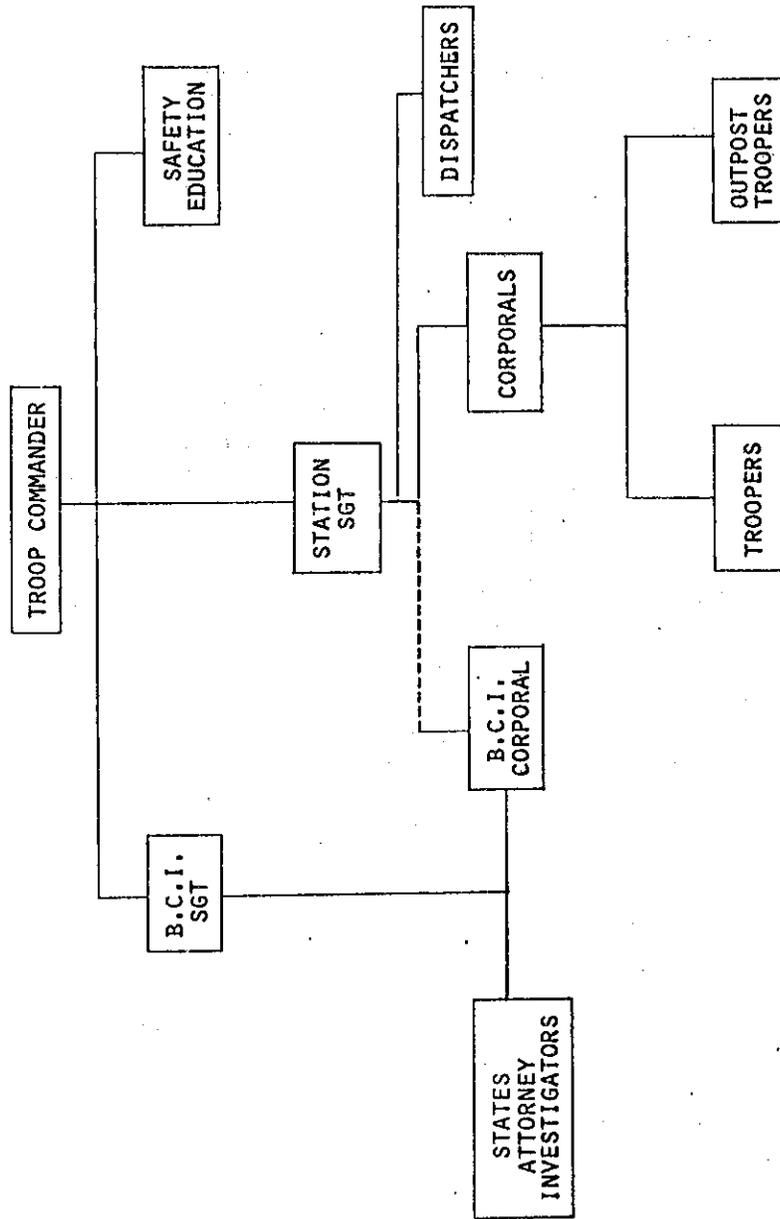
A review of VCIC indicated that the keypunching of criminal history data was not required (See VCIC, Appendix XIII). The only other major keypunching task, that of NCIC entries, was not of sufficient volume to warrant a fulltime keypunch operator. The statistical reports being produced by the statistician are still a required output of VCIC. However, it appears that the automated dispatch card system currently being tested by the Governor's Commission on the Administration of Justice will produce similar statistical reports as a by-product.

The proposed VCIC organization structure reflects the modifications discussed above. In addition, it attempts to clearly distinguish between VCIC and a State Police record-keeping function.

PROPOSED ORGANIZATION
SAMPLE TROOP/STATION



EXISTING ORGANIZATION

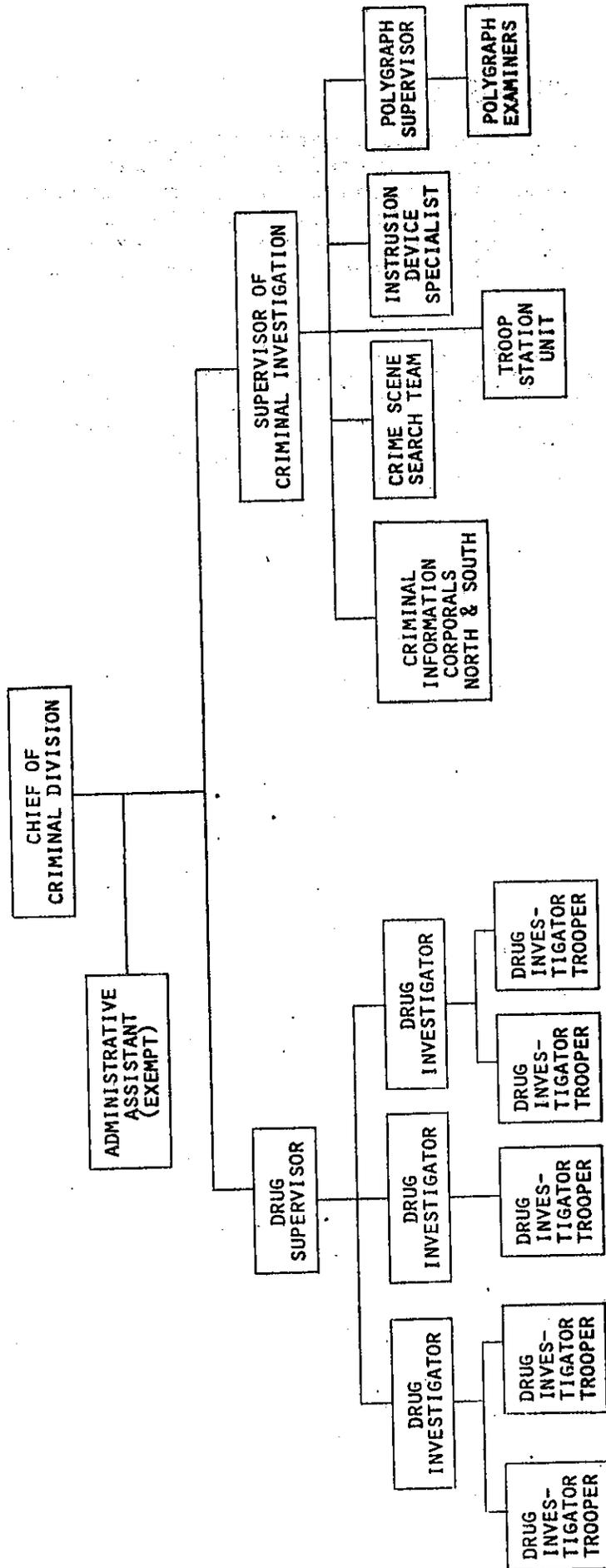


TROOP/STATION ORGANIZATION

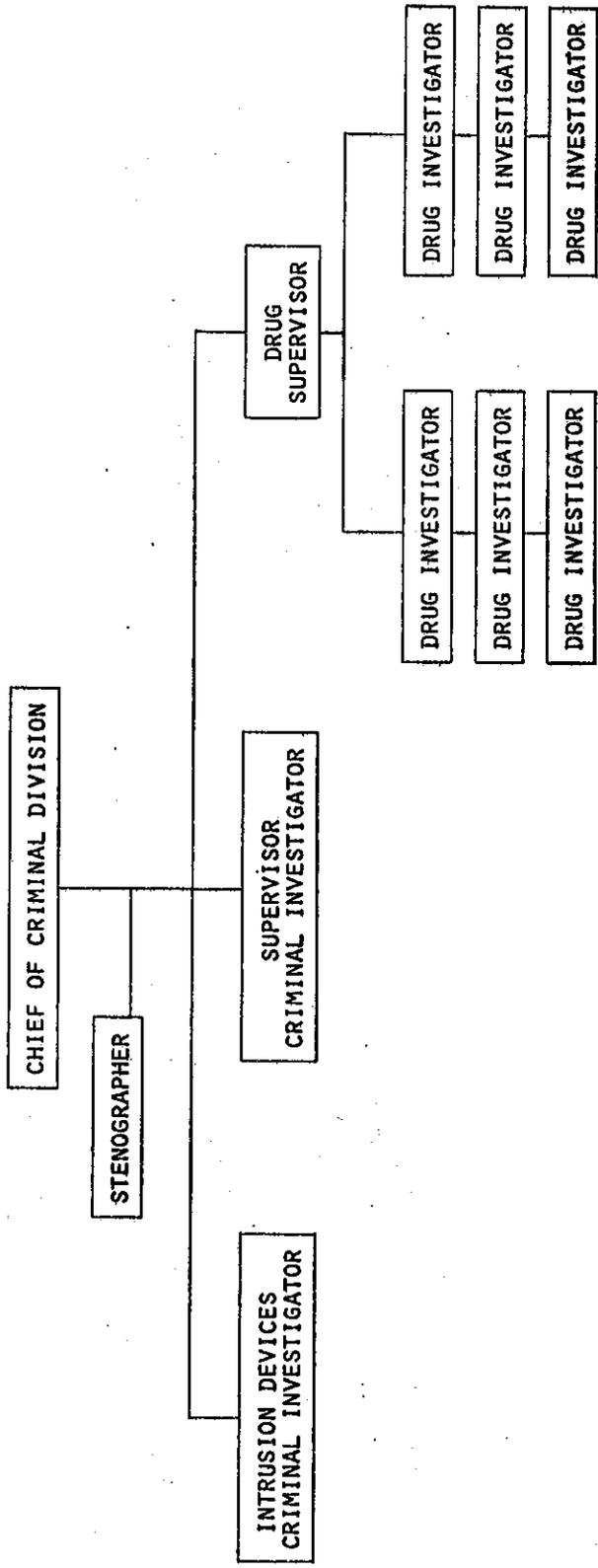
In the existing Troop/Station Organization structure, a BCI corporal who is physically located at the substation reports to a BCI sergeant who is located at a troop station. In the majority of cases the Troop/Station facility is physically separate from the substation. The physical separation reduces the potential of the BCI sergeant to effectively manage the BCI corporal.

The BCI corporal should report directly to the substation commander. This minor revision will enable the station commander (sergeant) to more effectively utilize the capabilities of the BCI corporal. Thus, the station commander will be totally responsible for all incidents handled by State Police Troopers located in his station.

PROPOSED ORGANIZATION
 BUREAU OF CRIMINAL INVESTIGATION



EXISTING ORGANIZATION
BUREAU CRIMINAL INVESTIGATION



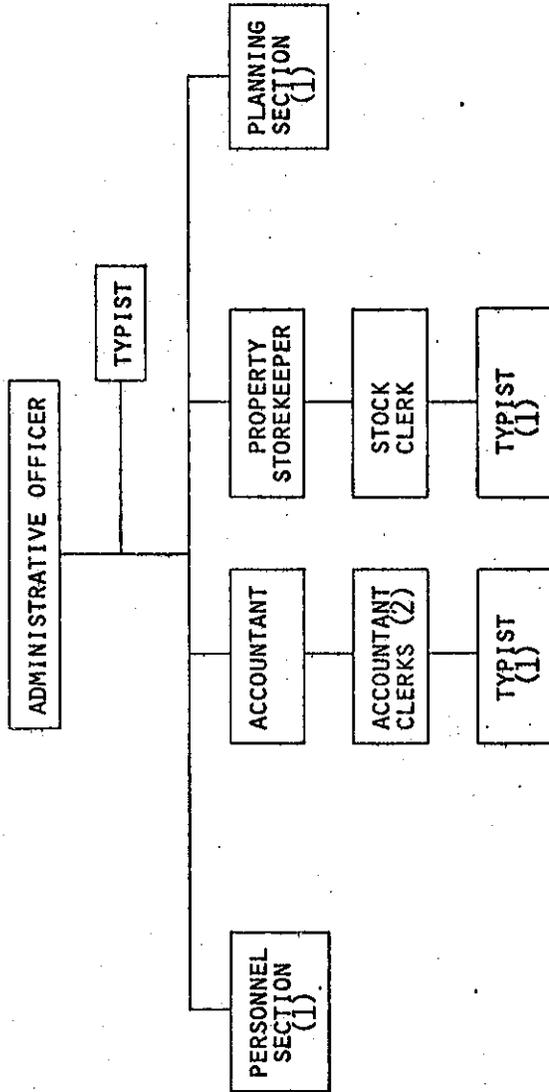
BUREAU OF CRIMINAL INVESTIGATION (BCI)

BCI is currently organized as shown on the following page.

Our review of BCI (See Appendix IV) indicated that there was a need for a criminal information unit to deal directly with other law enforcement agencies. The proposed organization structure includes this unit.

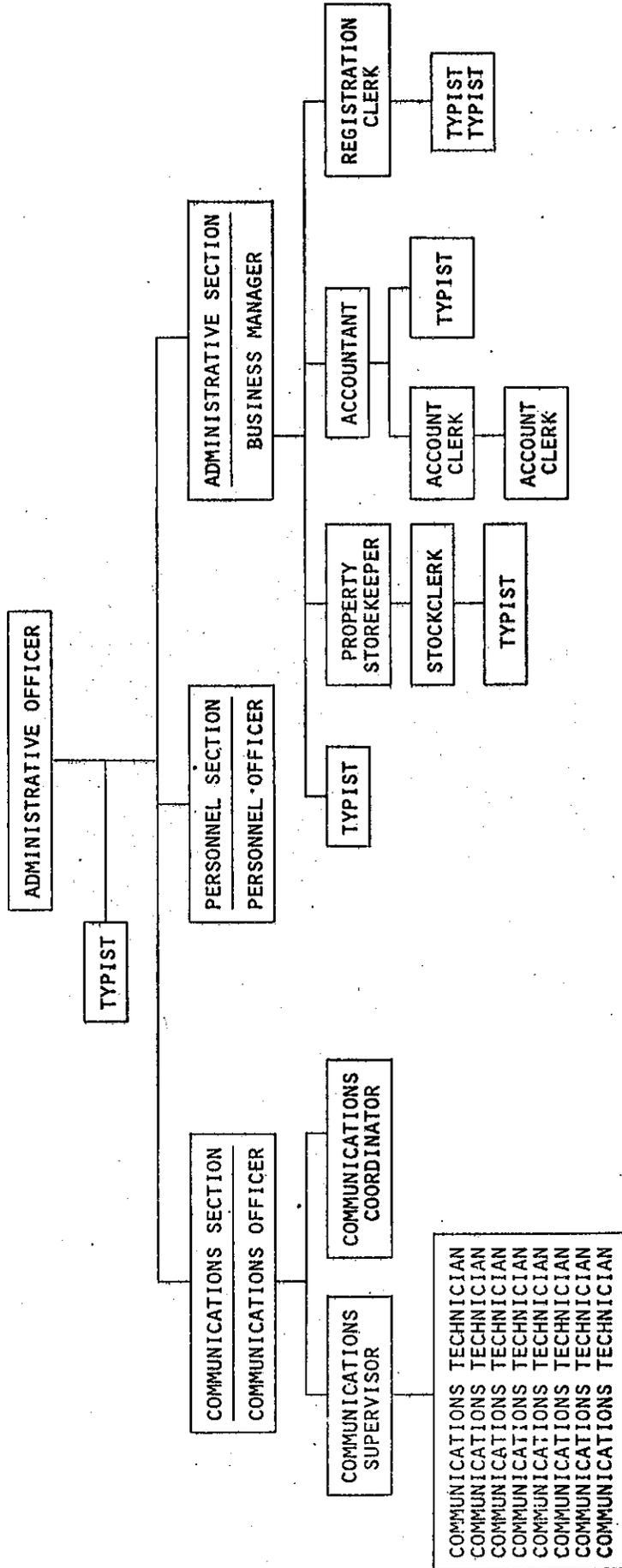
The Criminal Laboratory currently utilizes sworn officers as part of the crime scene search team and as polygraph examiners. Because of the investigative nature of these functions, they should continue to be performed by sworn officers. However a statewide study is underway to determine the feasibility of consolidating all state supplied laboratory services. Should the study recommend the consolidation of Laboratory Services, the crime search team and polygraph examiners might be removed from the Laboratory Section and transferred to BCI.

PROPOSED ORGANIZATION
ADMINISTRATIVE SERVICES



EXISTING ORGANIZATION

ADMINISTRATIVE SERVICES DIVISION



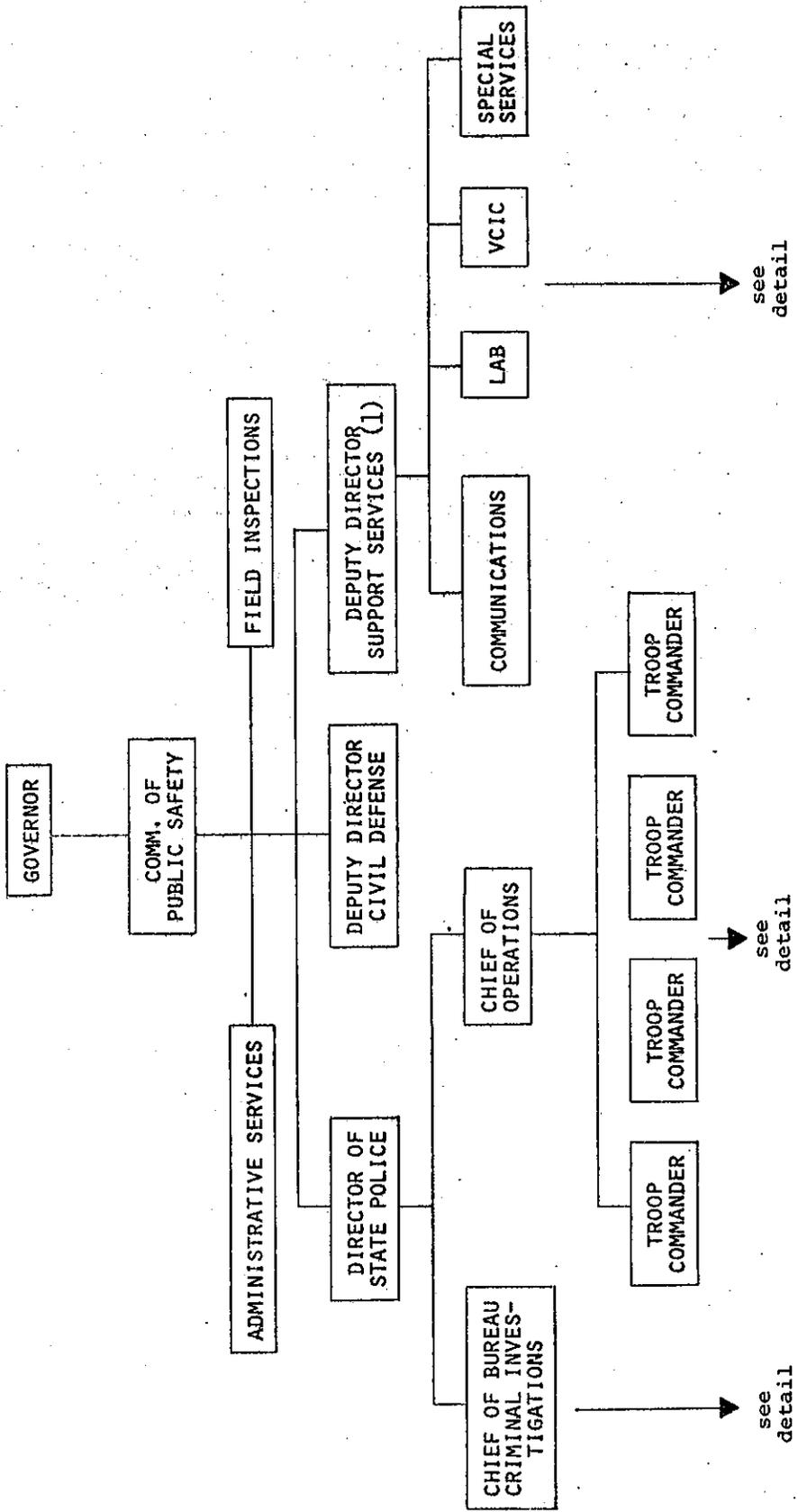
ADMINISTRATIVE SERVICES DIVISION

The Administrative Services Division currently includes the Communications Section. Communications are responsible for maintaining the statewide communications network which is extensively utilized by both state and local police agencies.

Local police use of the communications network is expected to grow in proportion to the growth of local police agencies. In addition, a consolidated dispatching feasibility study is underway which may recommend that fire departments and emergency medical service organizations consolidate their dispatching operations and utilize the statewide system.

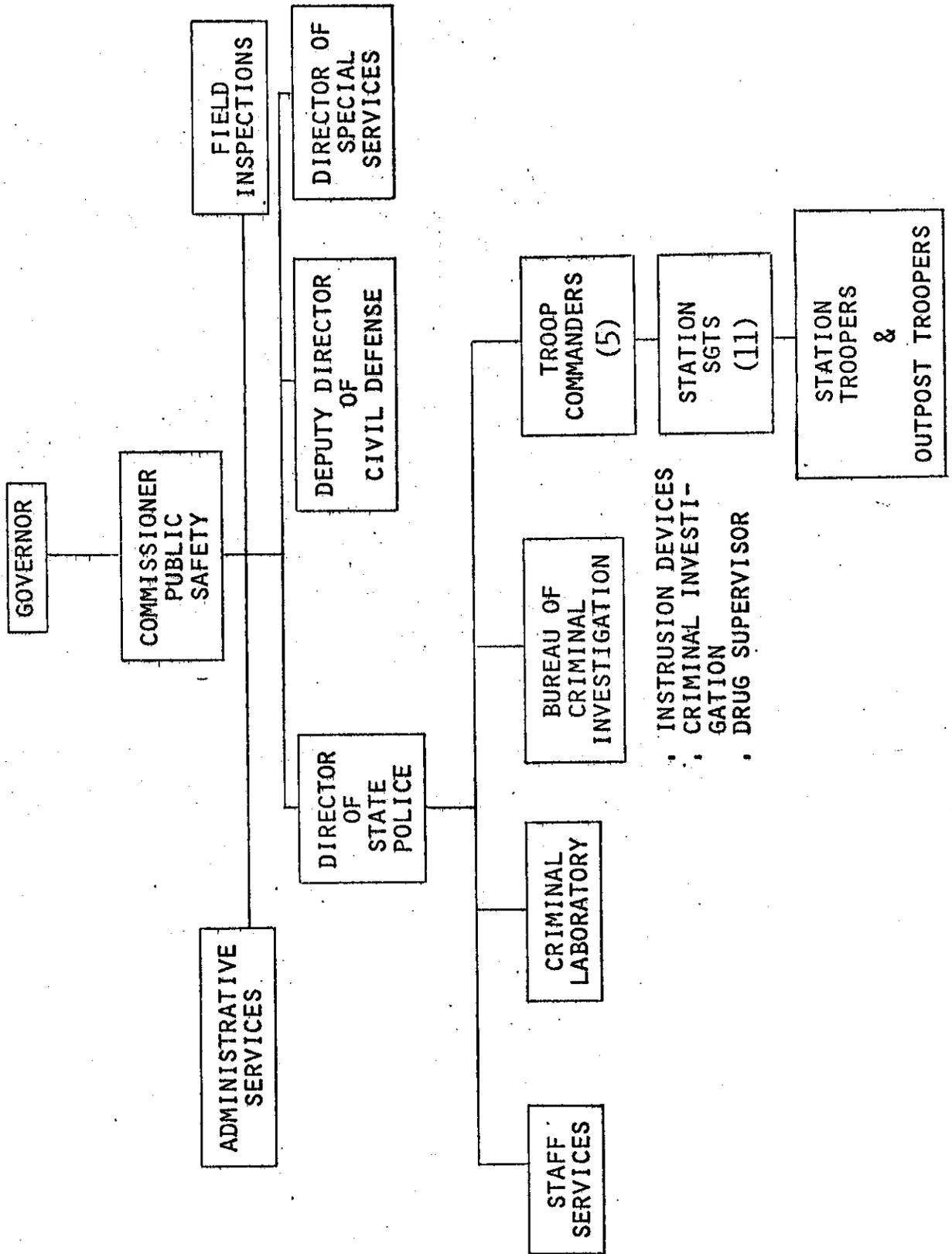
Growth of the Communications Section could seriously inhibit the ability of the Administrative Services Division from providing administrative support to the other organizational units. In addition, Communications is one of the primary support service functions to be provided by the State Police for local agencies, and as such will be grouped in the Support Services Division.

PROPOSED ORGANIZATION
DEPARTMENT OF PUBLIC SAFETY OVERVIEW



(1) AS ORGANIZED HERE THE SUPPORT SERVICES DIVISION DOES NOT REQUIRE ANY SWORN PERSONNEL.

EXISTING ORGANIZATION
DEPARTMENT OF PUBLIC SAFETY OVERVIEW



OVERVIEW OF DEPARTMENT OF PUBLIC SAFETY

The existing organizational structure does not differentiate between State Police operations and supportive service functions. The long-term role definition previously discussed clearly defines the two as independent functions. This is shown on the proposed overview organization chart.

Communications, Criminal Laboratory, VCIC and Special Services have been moved to the Support Services Division. Each of these subdivisions currently is heavily involved in supplying services to local police agencies. As the involvement of locals and sheriffs in delivering rural police services increases, the involvement of these subdivisions with locals will increase substantially.

II. RECOMMENDED ORGANIZATION STRUCTURE FOR THE DEPARTMENT OF PUBLIC SAFETY.

Appendix II of this report contains detailed organization charts for each area reviewed within the Department of Public Safety. It contains the existing and proposed chart for each functional area. The problems or existing weaknesses, and the reason for restructuring an area are discussed within each individual Appendix.

The major organizational recommendation made was to differentiate between internal State Police operations and those State Police functions which are supportive of other law enforcement agencies including Communications, Criminal Laboratory, VCIC and Special Services.

Minor organizational modifications were made within BCI, troop stations and administrative services. The modifications recommended were intended to increase communication and control within the State Police organization and to fully utilize the administrative skills available at the troop station level.

Please refer to the individual areas for specific organizational recommendations.

I-110 THE COMMISSIONER OF PUBLIC SAFETY SHOULD HAVE THE
AUTHORITY TO APPOINT HIS TOP MANAGEMENT TEAM.

Recommendation I-110 is intended to document our support of allowing the Commissioner of Public Safety to appoint persons to the positions of Director of the State Police and Deputy Director of Civil Defense.

I-120 THE APPOINTMENT TO DIRECTOR OF STATE POLICE SHOULD BE
INDEPENDENT OF THE RANK OF MAJOR.

Currently within the Vermont State Police the rank of major and director are synonymous. The director position should be filled from within the State Police by the most qualified individual with management experience (i.e., Lt. or above). However, should a lieutenant be appointed to the position, automatic promotion to major is not required.

I-70 DO NOT EXPAND THE EXISTING OUTPOST SYSTEM AT THE PRESENT TIME.

I-80 PHASE OUT THE EXISTING OUTPOST SYSTEM, IN AN ORDERLY MANNER, BY JULY 1983.

The present outpost system does not encourage local participation or control of law enforcement. The system is not cost equitable to those towns which have chosen to organize their own police departments. By phasing out the existing outpost system and replacing it with a resident trooper or sheriff's department there will be a more equitable distribution of expenditures for police services while providing delivery of basic police services.

I-90 MAINTAIN THE EXISTING MILITARY STRUCTURE OF THE VERMONT STATE POLICE.

Previous reviews of the State Police encountered numerous personnel and morale problems which appeared to, in part, result from the military organization structure employed by the State Police.

Further analysis indicated that these problems could be resolved by improving patrolmen compensation, hours worked, the organization, management practices and policies of the State Police etc. Elimination of the military structure would not, by itself, resolve operational problems. In addition, most law enforcement organizations utilize, and the public expects, a military structure. Therefore, the Committee has elected to recommend concentrating on making the present organization structure and personnel of the State Police more effective rather than simply replacing the military structure.

I-100 RESTRUCTURE THE AUXILIARY PROGRAM WITHIN THE VERMONT STATE POLICE.

The existing use of auxiliaries by the Vermont State Police is not well structured. Their use varies from station to station and auxiliaries are often not well trained.

There is a need for an active, well organized auxiliary program in the State of Vermont. The program could be utilized to supply backup to full-time troopers in rural areas, provide for a second man in a car, and could be utilized as a source of recruits for the State Police. To effectively organize the auxiliary program, it is necessary to issue a standard operating procedure (S.O.P.) which clearly defines allowable areas of control or use of auxiliaries, minimum background requirements and minimum training requirements.

- Minimum Qualifications

There are no statewide minimum qualifications which enable a person to be eligible to become a deputy sheriff. Methodologies utilized to determine eligibility are up to the discretion of the particular sheriff involved. State Police applicants, on the other hand, are required to undergo oral and written exams, background checks and a polygraph examination.

For the sheriffs' departments to continue to serve as a viable alternative for providing rural law enforcement service, the minimum training requirements for sheriff's department personnel should be significantly upgraded. In addition, minimum entrance qualifications should be defined and adhered to. Finally, to insure continuity of employment, the Deputies might be placed under a civil service system.

I-40 CONTINUE TO HAVE STATE POLICE SUPPLY INTERSTATE AND PRINCIPAL STATE HIGHWAY TRAFFIC CONTROL AND PATROL.

I-50 CONTINUE TO HAVE STATE POLICE SUPPLY SUPPORTIVE SERVICES TO ALL LAW ENFORCEMENT AGENCIES, COMMUNICATIONS FOR ALL SMALL PD'S, CRIMINAL LABORATORY SERVICES, AND OPERATE THE VERMONT CRIMINAL INFORMATION CENTER.

Recommendations I-40 and I-50 above are consistent with the review committee's long-term role definition for the State Police. As the other recommendations become fully implemented, highway patrol investigation of serious criminal activities, and specialized supportive services will become the primary function of the State Police.

I-60 PROVIDE A VIABLE OPTION TO TOWNS OR GROUPS OF TOWNS TO PURCHASE THE SERVICES OF A RESIDENT TROOPER WHO SHALL REMAIN UNDER THE JURISDICTION OF THE STATE POLICE.

Consistent with the requirement to allow local areas to control their own methodology of delivering public services, recommendation I-60 will provide small rural towns an alternative to small local PD's or sheriffs' departments. For example, by simply reviewing the number of service calls, incidents and population densities, a town may not, by itself, appear to warrant a full-time police officer. However, the citizens of the town may desire such a service and be willing to pay for the extra coverage provided. Therefore, the option should be available to utilize the services of a highly trained resident State Trooper. The resident trooper program could be a derivative of the program currently operational throughout the State of Connecticut where towns which request a resident trooper are required to contract with the State Police to pay for the troopers involved.

RECOMMENDATIONS

I-10 DO NOT ENCOURAGE DEVELOPMENT OF VERY SMALL POLICE DEPARTMENTS TO FULFILL THE INCREASING NEED FOR RURAL POLICE SERVICES.

I-20 ENCOURAGE THE REGIONAL POLICE CONCEPT IN THE MORE DENSELY POPULATED AREAS OF THE STATE TO FULFILL THE DEMAND FOR RURAL POLICE SERVICES.

Previous nationwide and Vermont Criminal Justice studies have indicated that very small local police departments are not the most effective method of delivering police services. Departments of less than 11 offices oftentimes carry excess administrative and clerical overhead and have difficulty in supplying 24-hour 7-day coverage.

Recommendation I-20 offers a cost effective alternative to small local police departments without removing the many advantages of local PD's. A regional police force would be close to the community being served, would have the ability to respond quickly to calls and would have the opportunity to interface with the local citizens on a more personalized basis. Finally, the regional police force should be better equipped to supply to the communities it serves better paid and, hopefully, more professional police management personnel.

I-30 THE SHERIFFS SHOULD BE ENCOURAGED TO CONTINUE TO IMPROVE THEIR OPERATIONS TO ENABLE THEM TO CONTINUE TO PROVIDE LAW ENFORCEMENT SERVICES.

As pointed out in Appendix I to this report, for the foreseeable future, Vermont will have an increasing need for rural police services. The major potential suppliers of these services are local police departments, sheriffs' departments, State Police or the consolidation of several small local PD's into a regional police force.

Several sheriffs' departments have become actively involved in all facets of criminal law enforcement, in addition to their civil responsibilities. They are responding to calls for service, conducting criminal investigations, investigating accidents and providing road patrol. However, the sheriffs' departments continue to lag behind the State Police in several visible ways including:

- Training

In general, the sheriff's department personnel do not receive the same detailed training as do the State Police. Sheriff's department personnel generally receive 8 weeks of basic training vs. 14 weeks for the State Police.

In order to provide greater utilization of the training and experience of the Vermont State Trooper and to avoid duplication of services among law enforcement agencies, the Committee recommends that the long term role of the State Police should be: 1.) To investigate matters concerning serious criminal activity; 2.) Maintain a crime information center; 3.) More effective highway patrols; and 4.) To provide supportive services to other law enforcement agencies in criminal investigations, criminal laboratory facilities and communications.

Before the recommended long range role can be implemented, it will be necessary for the State Police to continue to provide general police service to certain rural areas until other qualified law enforcement personnel can provide this service. This service could be provided by a properly trained Sheriff's department; the formation of a regional police department; or the contractual services of qualified personnel for which the contracting community must pay. In order to promote the recommended long range role of the Vermont State Police, it is recommended that the out-post system be abolished by July 1, 1983.

It should be noted that the proper role of the State Police became perhaps the major source of disagreement between the task force members. To understand this disagreement better, the reader should reference the minority opinion letters in Section Three of this report.