FINAL REPORT

MANCHESTER AND DORSET, VERMONT
PUBLIC SAFETY COLLABORATION STUDY
POLICING MANCHESTER AND DORSET

APRIL 2015

Prepared by:
Municipal Resources, Inc.
120 Daniel Webster Highway
Meredith, NH 03253
603-279-0352
866-501-0352 Toll Free
603-279-2548 Fax
all@mrigov.com
www.mrigov.com

Municipal Resources

TABLE OF CONTENTS

Municipal
Resources
Inc.

TABLE OF CONTENTS

BACKGROUND OF PROJECT **1**

OVERVIEW OF POLICE COLLABORATION **2**

POLICING IN DORSET IN 2014 ..... **4**

POLICING IN MANCHESTER IN 2014 ..... **6**

Calls for Service 6

Staffing and Organizational Structure 8

Patrol Operations 9

Investigations 10

Mutual Aid 11

POLICE OPERATIONAL ASSETS IN MANCHESTER AND DORSET **12**

Facilities 12

Communications 12

Fleet 15

Equipment 17

Leadership 18

Records Management 19

Written Directives 21

LEGISLATIVE OPTIONS **22**

Contractual Considerations 23

Example of Policing Contract in Vermont 25

POTENTIAL HINDRANCES TO CONSOLIDATION **26**

Municipal Resources

POTENTIAL BENEFITS OF CONSOLIDATION **27**

OPERATIONAL OPTIONS **28**

Staffing the Patrol Function 28

Assignment/Availability Factor 30

Supervision 33

Example of an Alternative Shift Staffing Schedule: The Winhall Model 33

Staffing Recommendations 34

DISCUSSION OF COMPARABLE COMMUNITY INFORMATION **36**

Governance 37

Financial Factors 38

Initial Start-Up Costs 38

Annual Ongoing Costs 41

Annual Budget 41

Formula for Determining Percentage of the Police Budget 42

CONCLUSIONS AND NEXT STEPS **44**

THE MUNICIPAL RESOURCES POLICE TEAM **46**

APPENDICES

Vermont State Police Contract with Dorset 1

State Police Report to Dorset regarding February 2014 activity 2

Dorset Police Calls for Service 3

Manchester Police Calls for Service 4

Municipal Resources

Manchester Police Activity by Hour, Day, and Month 5

Manchester Police Calls by Type 6

Vermont Statutes Annotated: Title 24, Chapter 55, Section 1938 7

Belleair Beach, Florida: Policing Contract 8

Durham, Oregon: Policing Contract 9

Dunedin, Florida: Policing Contract 10

West Windsor, Vermont: Policing Contract 11

FBI Table 71: Police Officers per Thousand 12

Map of Manchester and Dorset 13

Dorset and Manchester Comparables 14

Municipal Resources

FINAL REPORT

Municipal Resources Inc.

120 Daniel Webster Highway
Meredith, NH 03253

Municipal Resources
www.municipalresources.com

tel: 603.279.0352 • fax: 603.279.2548
toll free: 866.501.0352

MANCHESTER AND DORSET, VERMONT
PUBLIC SAFETY COLLABORATION STUDY
POLICING MANCHESTER AND DORSET

APRIL 2015

BACKGROUND OF PROJECT

A number of Dorset residents have expressed to the Dorset Board of Selectmen concern regarding the adequacy of police services in the community. The Dorset Board of Selectmen has engaged the Manchester Board of Selectmen in discussions regarding the possibility of Manchester providing police services to Dorset. A joint meeting of the two Boards voted to establish a Public Safety Work Group in December 2013. This group was to investigate opportunities to enhance the delivery of police and fire services in the two communities through collaboration or consolidation. The Work Group met multiple times during the first half of 2014 and recommended that a consultant be engaged to assist the towns in studying the potentials for improving public safety delivery. Town Meetings in both communities voted to fund a consolidation/collaboration study for public safety services, by an outside consultant. A request for proposal was published and Municipal Resources, Inc. (MRI), of Meredith, New Hampshire, was selected to work with the towns and the Public Safety Work Group to study the possibilities for improving the delivery of public safety services in the two communities.

Residents of the Town of Dorset report the community has experienced an increase in property crimes in recent years. This includes breaking and entering incidents, as well as thefts. The Town does not have a police department, but rather contracts with the Vermont State Police to provide some preventative patrols specific to Dorset. During those times when a trooper is not specifically assigned to Dorset, troopers assigned to the Shaftsbury Barracks will respond to calls for service from Dorset residents. Availability and the response time of troopers are dependent upon their location and commitments to other calls. The same troopers do not work in Dorset on a consistent basis, thereby making familiarity with residents and/or previous incidents problematic. The State Police do not guarantee that specific shifts will be filled as troopers volunteer for this assignment.

Regarding police services, the MRI team heard that the residents of Dorset now felt that the police coverage received through the contract with the Vermont State Police was insufficient for their current needs. Further, they were looking for complete policing services, including crime prevention, community policing, police interaction with the various schools, and creating opportunities for the police to get to know residents. At the Work Group meeting with MRI, the team also heard that there was a need for improved follow-up investigations on reports of crimes in Dorset, such as breaking and entering and thefts. Residents are interested in shortening the time required for officers to arrive on scene.

From Manchester leaders and Work Group members, MRI heard that they would be interested in the possibility of providing police services to Dorset under the following conditions: there would be no drop in the delivery of police service within the Town of Manchester, that this effort would result in the Manchester Police Department increasing coverage hours to become a twenty-four hour a day department, and that the financial arrangement enabled Dorset to share in the overhead expenses associated with running a police department. It is with this background information gleaned from Manchester and Dorset that MRI moved forward with its research and analysis.

The Towns of Manchester and Dorset requested that MRI consider the merits of consolidating public safety services for the two communities and determine a comprehensive and balanced planning model that can meet the desired needs of the two communities, within reasonable cost restraints, while satisfying the demands and expectations of both entities. This segment of the report pertains exclusively to providing policing services, which the Manchester-Dorset concept of consolidation may offer many positive attributes to both entities. While Manchester has an established police agency, they do not provide 24-hour coverage, as no officers are on duty between the hours of 3AM and 7:40AM, but are on-call from their homes. The Town of Dorset has no policing services of its own, but currently contracts with the Vermont State Police to provide a limited amount of coverage. In many regards, the policing portion of the study is much simpler to address than the services of fire and rescue which is addressed in separate sections of the MRI report. The concept of consolidation is a uniquely local issue with specific concerns, expectations, and even disappointments that in spite of careful and thoughtful planning, may not immediately ascertain.

OVERVIEW OF POLICE COLLABORATION

Nationally, municipal decision-makers have found themselves struggling to provide adequate police resources to their communities. The challenge often centers upon the continuing demand for more police service and the overt reluctance by the community to pay for it! Failing to maintain what is deemed as appropriate staffing levels often impacts delivery of basic

Municipal Resources

police services, particularly community policing and problem-solving activities into a more reactionary policing model. In the past, various approaches that placed reliance on technology or other non-human resource strategies has proven itself insufficient to overcome the deficiencies resulting in reviews of regionalization, consolidating, or sharing of police services. Ironically, the United States has over 18,000 law enforcement agencies with over 770,000 police[1] officers in comparison to Canada, where there are 80 law enforcement agencies, England with 40, and Japan with 50. In the United States, more rural/suburban communities view their police as the providers of a wide variety of services, many having nothing to do with law enforcement, and therefore, it is much more personal, resulting in substantial trust of the agency. Additionally, there is significant local control over the agency as opposed to a large governmental organization controlled from afar where little or no local pressures have any impact upon policing services. Conversely, smaller disjointed agencies can be fragmented and because criminal offenders do not recognize jurisdictional boundaries, a more regional approach may serve an area well.

Most consolidation studies fall under at least one of five approaches, such as the "functional" model where two or more agencies combine certain functional units, such as emergency communications, investigation, and/or record maintenance. Another model offers a "cross deputization" where jurisdictions may authorize each other's officers to pool resources and improve regional coverage. Forming a "Public Safety" concept where governments unite all police, fire, and emergency medical services agencies under one Public Safety Director umbrella is yet another, although rare, approach in the Northeast. A "local merger" is where two separate police agencies form a single new entity or a "regional" approach where a number of agencies combine to police a geographic area rather than a jurisdictional one.

However, MRI considers the concept of the "consolidation" of police for the Manchester-Dorset study as providing policing services to the Dorset community as a "contractual" arrangement and not a consolidation. As such, there are a number of mutually appealing reasons for a contractual relationship between Manchester and Dorset. Such a contractual relationship can clearly anticipate an outcome that will produce an enhanced capacity to deliver personalized police services, lower response time, eliminate the need for duplication of costly efforts such as administration, facilities, communications, and equipment, while inclusively lowering the operating costs for Dorset were they to consider forming their own full-time police agency. It would be more than reasonable to expect a more efficient and coordinated use of human resources, more flexibility to meet peak seasonal demands, improved responsiveness, and ultimately very personal police services. MRI believes that Dorset and Manchester have the opportunity to engage with a mutually beneficial police services contract that may represent a convenient, economical, and practical solution to many of the problems facing both communities.

[1] US Department of Justice

POLICING IN DORSET IN 2014

The Town of Dorset currently receives police services from the Vermont State Police (**See Appendix 1**). The State Police will respond to calls at any time with troopers assigned to the local barracks located in Shaftsbury. On average, the barracks is staffed with one sergeant and two troopers for the twelve communities it polices in Bennington County. In addition to the responses provided at no cost, the State Police has a contract to provide Dorset with specific patrols for eighty hours per month. The initial contract with the State Police began on January 1, 2009. From the 1980s through 2008, the town was policed by the Bennington Sheriff's Department. These contracts with the Sheriff's Department were for one hundred and sixty hours per month. Prior to the multiple years of contracts with the Sheriff's Department, the Town relied mostly on a town constable for law enforcement.

The Shaftsbury Barracks is commanded by Lieutenant Reg Trayah, who was interviewed for this study. The Lieutenant was very helpful in providing information regarding the services currently being provided. Lieutenant Trayah reports that troopers are assigned on a voluntary, overtime basis in four hour blocks of patrol time in Dorset. Usually, there is one four hour block on each of five days per week, and they are staffed before or after a trooper's usual shift. The five days per week can include Saturdays and Sundays. The days of the week and hours of the day vary. All fourteen troopers assigned to the barracks work patrol assignments in Dorset. This includes the lieutenant, three sergeants, and ten troopers.

Lieutenant Trayah related that the time required for a trooper to respond to a call in Dorset would usually range between five and forty-five minutes, depending on the location of the trooper and his availability. There are no troopers working anywhere in the state between the hours of 2:00AM and 7:00AM. Troopers are on call for each barracks in case of an emergency during this period. A State Police dispatcher would notify the on- call trooper, who would respond from his home. Bennington County contains seventeen communities and of that number, three have police departments and two are covered by another barracks. Twelve towns rely totally on the State Police. In addition to Dorset, the communities of Readsboro and Rupert also have contracts with the State Police to provide town specific patrols, but with fewer hours than the Dorset contract allows.

Lieutenant Trayah sends a one page monthly report to the Town of Dorset. In this report, he lists the total number of hours on patrol, the number of traffic stops, warnings, and citations with fines. This report also describes the types of calls and numbers of calls that troopers handled during the eighty hours of Dorset specific patrols (**See Appendix 2**).

Traffic fines written on town roads are forwarded to the town, minus a $41.00 per ticket fee, which goes to the State. The fine totals listed in the monthly report represent the fines that

were written. Fines can be dismissed or reduced at the court. The town estimates it receives approximately $10,000 per year resulting from civil fines associated with the contract with the Vermont State Police. Any criminal case related fines usually stay with the court unless there is a victim with reported damages. The Town of Dorset would only receive criminal case fines if it were the victim of a crime and had documented damages.

Lieutenant Trayah stated that the Shaftsbury Barracks was willing and able to continue to provide the current level of police services to the Town of Dorset. The Lieutenant did say that the barracks would not be able to entertain any increase in the hours dedicated to Dorset based upon current barracks staffing. He further shared that he was in favor of Dorset considering an agreement with Manchester to provide police services, as it would put more officers on the road. Lieutenant Trayah further related that having an agreement with Manchester made sense as Manchester already had a staffed police department with full dispatcher coverage and was immediately adjacent.

When meeting with the Work Group, MRI heard that the residents of Dorset were concerned about property crimes, especially residential breaks and thefts. The group felt the criminal investigations associated with reported crimes could be improved. The Dorset members of the Work Group stated that Dorset residents had good feelings toward the Manchester Police Department and were interested in seeing if Manchester could satisfy their needs for police service.

Over and above preventative patrols and criminal investigations, the residents of Dorset are interested in more of a "community policing" style of police services, whereby they get to know the officers and the officers get to know them. Residents are interested in meeting and talking with officers assigned in their area and having the officers become an integral part of their community. They foresee officers stopping by at the various schools, as well as interacting with residents. MRI heard that people in both communities know and like each other.

The current Dorset agreement provides for the Vermont State Police to provide up to twenty hours per week of patrols by a trooper at his overtime rate. The Vermont State Police add on an hourly amount for overhead costs, and the Town pays a total of $63.05 per hour based upon the FY 2015 contract. The current contract has a maximum of $50,000.00 that may be charged to Dorset in the fiscal year. The Town of Dorset also budgets approximately $4,300.00 for the as needed services of a constable and an animal control officer.

Lieutenant Trayah was able to furnish this project team with the calls for service statistics for the Town of Dorset for the past three completed years. High volume and serious calls are listed in the chart that follows.

DORSET CALLS FOR SERVICE OF INTEREST
2011, 2012, 2013

NATURE OF CALL	2011	2012	2013
ALARMS	172	205	157
FAMILY DISTURBANCES	11	6	8
VEHICLE ACCIDENTS	21	31	24
E911 HANGUPS	30	25	42
SUSPICIOUS PERSON	38	92	56
WELFARE CHECK	15	10	9
BURGLARY	29	20	18
VANDALISM	9	12	7
TOTAL CALLS FOR YEAR	491	620	572
Information provided by the Vermont State Police			

The National Incident Based Reporting System statistics reported for Dorset were 1933 calls for reportable incidents for the period 2011 through 2013. There were a total of 79 arrests made during the same three year period **(See Appendix 3).**

POLICING IN MANCHESTER IN 2014

Calls for Service

Technology has allowed most police departments to enter calls for service into a database. These Record Management Systems, or RMS, can be a source of hard numbers on which to establish the scheduling of patrols, budgets, and areas requiring more attention, as well as administrative functions such as training. Records can be generated which show volume and types of calls based upon hour of the day, day of the week, and month of the year. Trends can be deduced by careful analysis of statistics from successive years. There are two key facets to this process. The first is to input all information correctly enabling future analysis to be adjudged as accurate. Secondly, the department must take the time to carefully review resulting information on a regular basis and adjust department operations as required. Based upon data provided by the Manchester Police Department the following chart outlines some call volume for categories of calls of interest.

Municipal Resources

MANCHESTER CALLS FOR SERVICE OF INTEREST
2011, 2012, 2013

NATURE OF CALL	2011	2012	2013
ALARMS	260	320	247
FAMILY DISPUTES	26	30	30
VEHICLE ACCIDENTS	185	151	123
E911 HANGUPS	77	56	4
SUSPICIOUS PERSONS	242	250	261
WELFARE CHECKS	56	39	37
BURGLARY	29	18	33
UNLAWFUL MISCHIEF	33	30	20
ANIMAL CALLS	134	209	176
DEATH INVESTIGATIONS	2	5	4
JUVENILE PROBLEMS	51	42	35
MISSING PERSONS	7	2	9
PARKING ISSUES	32	51	41
THEFT	132	117	78
TOTAL CALLS FOR SERVICE	2376	2461	3241
Information provided by the Vermont State Police			

The Vermont State Police maintain statistics for a nationwide reporting system called NIBRS which stands for National Incident Based Reporting System. All participating jurisdictions submit their local data to their respective states, who then forward the data to the Federal Government. The NIBRS Auditor in Vermont was contacted for this study and related that the Town of Manchester has submitted data, which indicates that the agency responded to 6,445 calls for reportable incidents in the three year period 2011 through 2013. During this same period, 304 arrests were recorded **(See Appendix 4).**

Police response time data was studied for this project. It appeared originally that response times were above anticipated levels. However, it was quickly determined that there is a four hour and forty minute period during the early morning hours when no Manchester police

Municipal Resources

officers are on duty. Dispatchers are directed to contact the on-call officer for every call. The on-call officer listens to the nature of the call and has the discretion to determine if a non-emergency call can wait until the day shift officer arrives later in the morning. When held calls are averaged with normal response calls, the average response times appear longer. When the Manchester Police Department is transformed into a 24/7 department, the generated averages surrounding response times will more truly reflect the actual time it takes for an officer to respond to a call for service.

The Manchester Police Department was able to generate data which indicates the amount of calls by hour of the day, day of the week, and month of the year. The period studied was from September 1, 2013, through August 31, 2014. An analysis of these results shows that the calls for service are very evenly distributed throughout the day with a slightly higher volume around 8:00PM. Analyzing day of the week data indicates very even distribution of calls with a low on Wednesday and a high on Friday. Monthly distribution of calls indicates that the police department is fairly equally contacted during each month. There are slightly fewer calls during the spring months and slightly higher calls for service during the fall months (**See Appendix 5**).

Compiled data during this period also revealed the types of incidents recorded by the Manchester Police Department. The highest recorded police related incident in Manchester is for officer initiated traffic stops. Self-initiated calls, by their very nature, are initiated by the officers when working. Since data in this category cannot be contributed to during hours when officers are not working, other categories should be studied when assessing where officers are actually needed to perform duties. The self-initiated category is followed by property checks, alarm responses, and directed patrols to problem areas. Other calls in decreasing order are assisting other agencies, animal calls, suspicious activity, and property damage accidents (**See Appendix 6**).

Staffing and Organizational Structure

The staffing of police departments is usually a delicate balance between how many sworn officers and other staff a department needs, and how much funding the community can afford to direct to this function. The need for police service is driven by the desires of the residents and other taxpayers. The level of police presence in the community, the educational and training levels of officers, response times, and effectiveness, are elements to be decided by the community over time. Since the outcome of these decisions have an impact on crime and the safety of the community, care must be given to staffing and funding decisions. Particular attention must be given to the distribution of police officers assigned to the patrol function. Officers assigned to patrol divide their time on preventative patrol, traffic enforcement, answering calls for service, and administrative functions, such as report writing.

The Manchester Police Department has a current authorized strength of eight full time sworn police officers. The positions currently authorized include one chief, one lieutenant, one sergeant, one corporal, and four police officers. Additionally, the department currently employees five part time police officers who work on an as-needed basis. Chief Hall began his service as the department head two years ago. The Chief has two direct reports; Lieutenant Patrick Owens and Director of Emergency Communications Bob Mattison. The Police Chief has stated he is interested in upgrading the corporal position to that of sergeant. All sworn officers utilize the chain of command with police officers approaching a supervisor first, then the lieutenant, and finally the chief to have questions answered or problems resolved.

In the past, the department utilized an on-call Animal Control Officer who would be activated to handle animal related calls for service. This position is not currently filled and police officers now respond to these requests for service. Manchester police officers have not received any special training regarding how to respond to animal calls. The department does not have any staff for administrative assistance. A former administrative assistant retired approximately eight years ago and the positon has not been filled since that time. Many individuals in the department, including dispatchers, currently complete the work normally associated with an administrative assistant.

Patrol Operations

The essence of municipal policing is the placing of a police officer at locations and incidents where his/her training, experience, and authority can decrease crime and the fear of crime. While some policing is done on foot, on bicycles, and on motorcycles, most policing is now conducted using a motor vehicle. The transportation of police officers and required equipment to accident scenes, crime scenes, roadways, and neighborhoods where a police presence is required to suppress crime is conducted through a patrol plan. Officers assigned to patrol are divided by time of day (shifts) and geographical boundaries to attempt to have officers available when and where they will be needed.

The Manchester Police Department, in an effort to maximize the number of hours where a police officer is on duty, developed a plan where officers worked five days on and three days off with each day lasting nine hours and 20 minutes. This work schedule averages forty-one hours per week over a multi-week schedule and the officers are compensated for forty-one hours at straight time. The day shift starts at 7:40AM and runs until 6:00PM which requires one hour of overtime per day shift. This shift has one officer on patrol. The Chief and the lieutenant work Monday through Friday during normal business hours and are available to respond to calls during those hours. As administrators, they are subject to returning to work as required. Two evening shift officers start work at 5:40PM and run until 3:00AM. No officers are on duty between the hours of 3:00AM and 7:40AM. Evening officers who go home at 3:00AM are on call until 5:00AM. Day shift officers are on call from 5:00AM until their shift begins at 7:40AM.

This plan has been in existence for many years and is currently imbedded in the union contract. Any changes to work hours would need to be negotiated with the union. Officers are assigned to one week of day hours and two weeks of evening hours every three weeks. The schedule follows a pattern and officers know well in advance what hours they will be working.

Chief Hall has shared that he would like to see his department be able to expand its hours of coverage to be a 24/7 department and he sees the additional officers that would be provided by a collaboration with Dorset as the means to achieve that goal. The Chief further stated he was not in favor of simply providing an officer and cruiser to Dorset for a specified number of hours per week, as is currently the case with the Vermont State Police contract, but rather would prefer to provide full police services to Dorset, as he would to any part of Manchester. This vision means 24/7 coverage for preventive patrols, response to calls for service, and integration of his officers into the community of Dorset. The Chief would like to see one supervisor and two officers on duty to police both Manchester and Dorset.

The Manchester Police Department is taking steps to move toward being an agency which attempts to achieve its goals of crime prevention and community safety through a closer relationship with the community. The Chief has introduced a program entitled "Coffee with a Cop" to allow citizens to speak with officers in an informal setting. The department is also reaching out to citizens through social media. The department has Twitter and Facebook accounts, as well as a site called MYPD.

Investigations

Conducting criminal investigations is a significant responsibility of a police department. While it is preferable to prevent a crime from occurring in the first place, identifying the perpetrator, recovering stolen property, and successfully prosecuting the defendant in court remains the next best alternative. Officers must become proficient in processing a crime scene, locating and interviewing witnesses, following leads, and interrogating suspects. Officers must know how to package and submit evidence for testing while maintaining the chain of custody which must be proven in court. A police officer assigned to investigate a crime should follow all information and exhaust all leads in an attempt to close the case through arrest.

The size of the Manchester Police Department precludes it from having a full time officer dedicated to conducting investigations. An alternative to having a detective on the department is to gradually train patrol officers in the art and science of investigation. This is a worthwhile initiative, and in addition to providing well-rounded officers, we believe the professional development of these officers, in this manner, will have a positive impact on turnover. Chief Hall has begun this process by sending some of his officers to various trainings on this topic. To date, several officers have attended interview and interrogation classes, as well as statement analysis training. The department is always on the lookout for training relative to the

conducting of investigations, but these specialized training classes are difficult to find in Vermont. Over time, the Chief hopes to get his officers to a point where they are a generalist/specialist. This would mean that an officer assigned to patrol will develop a specialty, such as crime scene photography or development of latent fingerprints. This would allow the department to better investigate reported crimes. Another suggestion would be to attempt to hire a retired, experienced police detective from a larger department or the State Police who could investigate more serious crimes on a part time basis.

The State Police generally respond to major crimes and assist local departments with processing a crime scene. There were two occasions in recent memory, a homicide, and a robbery, where the State Police Crime Scene Unit responded to Manchester.

Mutual Aid

Since most of the surrounding communities rely solely on the Vermont State Police for their policing services, Manchester relies on only two law enforcement sources for mutual aid. Those would be the Vermont State Police and the Winhall Police Department. The State Police are called on occasion to assist in the community. The Winhall Police Department is called more frequently for backup. Manchester reciprocates by providing backup for Winhall officers when needed. Authority for his arrangement with the Town of Winhall is accomplished through Title 24 of the Vermont Statutes Annotated, section 1935, which grants statewide police powers to municipal officers.

> ***§ 1935. Powers***
> *Police officers who are employed by a police department established under this chapter or pursuant to charter shall have the same powers as sheriffs in criminal matters and the enforcement of the law and the same powers, immunities, and matters of defense in serving criminal and civil process. The powers granted to police officers under this section may be exercised statewide. (Amended 1971, No. 194 (Adj. Sess.), § 2, eff. July 1, 1972; 1973, No. 114; 1987, No. 122 (Adj. Sess.), § 3, eff. Jan. 26, 1988; 2013, No. 49, § 7.)*

Both Chief Hall and Chief Whitesell of Winhall were interviewed on this topic. Both are very pleased with how their mutual aid arrangement is working and believe it is a positive situation for both communities. Manchester Town Manager John O'Keefe agreed that the arrangement was working well; however, he added consideration might be given to a more detailed mutual aid agreement which included discussion of liability and workers' compensation which are not covered by the state statute.

POLICE OPERATIONAL ASSETS IN MANCHESTER AND DORSET

Facilities

The Public Safety Facility for Police, Fire, and Rescue in Manchester is located at 6041 Main Street. These Departments moved into the building in 1996 and the entire facility encompasses approximately 17,448 square feet. The Police Department utilizes approximately 4,400 square feet. The construction of the building was financed with a twenty-year bond, with the last payment scheduled to be made in Fiscal Year 2016. The Police Department consists of a lobby, communications room with space for the communications director to work, a supervisor's office holding two desks, an officers' report area where each desk is shared by two officers, separate offices for the chief and the lieutenant, a lunch room where part time officers can complete reports, a booking room, a prisoner holding room, an evidence room, a storage room, and a two car garage. A training room and the Emergency Operations Center are located in the Fire Department section of the building on the second floor. The Police Department has access to both of these areas.

The overall space is currently adequate for the existing staff, as well as any anticipated additions for years to come. However, to maximize the utilization of the allowed square footage, MRI has identified some areas that can be improved upon to make the space a better and more efficient work area. Since these observations are not part of the scope of this report, they will be shared with the Town of Manchester through a separate document at no additional cost.

The Town of Dorset has no hard assets that are currently dedicated to police operations. Town Manager Rob Gaiotti states the Town does have space at the Town Office to accommodate a desk and equipment for any officer working in Dorset. This would be useful when arranging to speak with a Dorset resident, without requiring that resident to travel to Manchester.

Communications

The Manchester Communications Center (MCC) is located in the police facility and provides all public safety communications for the Town of Manchester. This includes the Manchester Police and Fire departments, Manchester Rescue Squad and the town's Highway Department. Emergency medical dispatching (EMD) service is provided by the Vermont State Police who are the 9-1-1 emergency primary answering point. It was reported to the MRI study team that the MCC previously also handled dispatching and communications for the Dorset and East Dorset Fire Departments. However, these departments were not satisfied with the service they received and expressed great dissatisfaction with the belief that they could not get procedures changed when needed.

Mr. Robert Mattison is the Director of Emergency Communications for the Manchester Police Department and reports directly to the police chief. A former interim police chief created and configured this position as it currently exists. Part of the position's duties and responsibilities involve performing some administrative work for the police chief which would normally be done by an administrative assistant. As a result the director works a combination of dispatch and administrative shifts each week. It was MRI's conclusion that the MCC is a small operation to have a supervisor working strictly administrative shifts as opposed to actively functioning as a dispatcher and performing administrative tasks as time permits.

At the time of this assessment the MCC had four (4) full time dispatchers including the director. The full time personnel are supplemented by a cadre of six (6) part time dispatchers who fill-in when needed. The center is staffed with a single dispatcher 24/7. Dispatchers currently work a 6 days on with 2 days off schedule. This system has 16 hours of automatic overtime built into each 8 day cycle. It was reported to the study team that this schedule is in the dispatcher's contract and, because of the built-in overtime, the dispatchers have no desire to change the schedule. It is the opinion of the MRI study team that any schedule that provides built-in overtime may not be the most cost effective way to provide the service. Manchester should analyze the cost benefits and safety related aspects of this schedule and attempt to renegotiate the pertinent contract language.

Dispatchers currently accomplish a number of administrative tasks such as payroll and report generation which would normally be done by an administrative assistant. The MCC has a written training program for new dispatchers along with a written evaluation program.

As discussed in this report, the MCC record management system is fairly limited and is being reviewed for a pending upgrade. Files of immediate nature are stored in the communications room. Those that are dated are kept in the director's space directly behind the communications room. As noted, the department will be adopting a new records management system (RMS) developed and currently used by the Burlington, VT Police Department. Possibly due to the antiquated RMS, records accuracy was noted as a problem by the MRI team. Team members discovered errors in data provided to them and needed to request corrected data/statistics.

The communications center is located immediately adjacent to the lobby of the public safety building. The single dispatch console currently has one operational positon but is wired for two when expansion is necessary. A second operational dispatch console could be set up for a minor investment in equipment, possibly just a computer. This improvement should be given serious consideration. Another dispatch position is available and operational in the emergency operations center (EOC) located on the second floor of the fire department. The Manchester police transmit on a UHF frequency while the fire department transmits on VHF. The police

communications system in Manchester is maintained by Wells Communications of Troy, New York.

The Manchester Fire Department chief officers indicated they had ongoing problems with the dispatch operations. They informed the study team that the MCC frequently dispatched the police first to fire calls to investigate and only dispatched the fire department after they (police) arrived on the scene. This practice caused a considerable delay in the response of the fire department. MRI was also informed that consistency of dispatch operations was a major problem and that it was very difficult to get the center to follow the same procedure on all shifts. As previously noted Dorset, which is currently being dispatched by the Washington County Regional Dispatch Center in New York, was previously dispatched by the MCC. They left this arrangement because they were unhappy with the service and could not get necessary dispatch procedures changed when needed.

If Dorset Fire were to decide to rejoin the MCC for emergency dispatching services, the director believes that the number of additional calls generated by Dorset would be manageable. He noted that the Manchester dispatchers are frequently involved in Dorset calls currently as they still dispatch the ambulance or Manchester Fire on mutual aid. The director does not believe that any overall increase in personnel will be necessary even were there additional police calls from Dorset. His only concern would be overloading the single dispatcher when there is a call, such as a fire, that involves multiple agencies who all have communications needs at the same time. In this case a procedure would need to be put into place for a quick response by a second dispatcher for such emergencies. It would also be imperative that the existing dispatch console be upgraded to handle the second dispatcher position.

The position of Green Peak Mountain presents potential challenges regarding radio transmissions to the Dorset area. Potential radio dead spots will need to be investigated and identified. Manchester Rescue Squad does have a repeater located on a tower in the Dorset area and their communications in that town are reported to be acceptable. This location should be studied regarding suitability for placement of a radio repeater. A second potential radio reception issue is the Dorset Hollow area. Potential problems and solutions in this area will need to be identified and considered as well. While a radio reception study can be accomplished at no cost, the resulting equipment required/suggested for adequate radio communication in both of these areas may present a significant investment that would be associated with this collaborative effort.

The Manchester Police recently scheduled radio field testing that consisted of taking police and fire mobile and portable radios to various locations in the Dorset and East Dorset areas to assess reception and transmission capabilities. Manchester Police, Fire, and Rescue as well as the Dorset Fire Department participated in the testing. While the East Dorset Fire Department was not physically present, their frequency was tested on mobile and portable radios. The

mobile radios in the vehicles worked in all of the areas. Reception on both ends was acceptable. While this result may, on the surface, appear to be a positive the results could change as the trees regain their foliage once the warm weather arrives. It was also determined that the portable radios will not work in the vast majority of the area including some areas in Manchester itself. This is likely as a result of the lower wattage of the portables. It appears that is situation will necessitate the installation of some type of repeater(s) to facilitate portable communications back to the dispatch. The Police Chief has requested information regarding options (equipping each vehicle with an on board repeater or a permanent installation at a fixed location) and potential costs. Either of these options present a potential cost that would be associated with this collaborative effort.

The Town of Dorset reports having non-police radio equipment located at the town office, both fire stations, and the Dorset School. The town has a repeater on the Dorset School and base station at the town office. These locations, as well as the antennae site owned by the Manchester Rescue Squad, should be studied as potential repeater sites to extend the range of all radio systems associated with the potential collaboration under discussion.

The Town of Manchester should form a police, fire, rescue; dispatch working group comprised of a senior officer of each organization for the purpose of discussing dispatch related issues. The group should meet monthly. Any issues should be brought forward in writing and solutions/resolutions should be distributed in writing to all parties concerned. This group also needs to develop a formal protocol to follow so the when a procedure needs to be changed, or a problem dealt with, it can be done in a timely manner.

A dispatch procedures manual should be developed with input and agreement by all participating agencies on standard dispatch protocols that will be utilized for police, fire, rescue and EMS emergencies. To the extent possible, procedures should be tailored to the unique operational needs of each specific member department and community. Policies, procedures and protocols should follow national best practices such as the CALEA communications standards. CALEA Accreditation requires the communications center to develop a comprehensive, well thought out, uniform set of written directives. MRI suggests that this endeavor is one of the most successful methods for reaching administrative and operational goals, while also providing direction to personnel.

Fleet

The Manchester Police Department currently has seven vehicles in its fleet. This number includes four marked cruisers, one unmarked administrative vehicle, and two military surplus Humvees. Three cruisers have laptop computers allowing access to the department's and the State Police computer system. Three cruisers also have video recorders which allow officers to record motor vehicle stops or other incidents. One cruiser is outfitted with an automatic

license plate reader allowing for an automatic scanning of registration plates for wanted persons, stolen vehicles, or expired registration plates. All four marked cruisers are outfitted with moving and stationary speed radar units. At the time of this report, two of the marked patrol vehicles had approximately 118,000 miles and 23, 000 miles respectively. One new Ford SUV is expected to be delivered in early March and a second new Ford SUV will be ordered shortly to replace a cruiser which was totaled in a snow related accident.

If the extension of police services by Manchester into Dorset moves forward, MRI suggests that the existing number of vehicles will be the absolute minimum necessary. The police team suggests that there continue to be at least four marked vehicles. Three would be assigned to the three patrol sectors, with the forth being designated as a spare. The spare, marked cruiser could be utilized for shifts when a sector cruiser is out of service for repair or maintenance, or it might be used to transport officers to court, training, or other non-patrol functions. One unmarked administrative car should be maintained. The two military Humvees can only be pressed into service during snow emergencies or when needed for off road emergencies. These two vehicles, while they should be maintained in a condition of readiness, should not be considered as part of the regular fleet. It would not be unreasonable to add one additional patrol vehicle as the budget allows. Keeping the number of marked cruisers at a low level will also require keeping the age and mileage of these vehicles reasonable. Police cruisers with over 120,000 miles should be moved to spare positons or passed along for other non-emergency usage within town government. Keeping two and three cruisers on the road twenty four hours a day will translate into increased mileage and wear. A cruiser purchasing plan should be established within the town's budgeting process. One new cruiser per year will not be sufficient to keep safe, reliable vehicles on patrol. It is recommended that the town initially budget for 1.5 new cruisers per year and establish a running history of cruiser mileage, maintenance, and time out of service. When two years of data has been recorded, the cruiser purchase plan should be re-visited.

It is further suggested that, in lieu of significant marking changes on patrol vehicles, that lettering be added to the rear bumper, or other appropriate location, stating a unifying phrase indicating that the Manchester Police now polices Dorset. Wording such as "Proudly policing Manchester and Dorset" or similar phrase would indicate the expanded role of the Manchester Police Department without completely re-designing cruiser markings.

MANCHESTER POLICE DEPARTMENT
VEHICLE FLEET AS OF MARCH 2015

	YEAR / MAKE	MODEL	ASSIGNMENT	MILEAGE
	09 Ford	Crown Vic	Traffic	118,000
	14 Ford	SUV	Patrol	23,000
	15 Ford	SUV	Patrol /On Order	
	10 Chevy	Impala	Unmarked/Chief	68,000
	15 Ford	SUV	Patrol/ in March	
Information provided by the Manchester Police Department				

Equipment

For its size, the Manchester Police Department is a very well equipped agency. The lobby hosts a facial recognition unit which is used in combination with a breathalyzer to monitor the sobriety of pre-trial and other defendants who are required to report to the department as a condition of probation. The placement of this operation outside of the police station proper allows for a higher degree of safety and control, as for many hours of the day, a civilian dispatcher is alone in the police station. This arrangement allows for this court mandated process to take place without allowing the defendant inside the locked perimeter of the lobby. Inside the police station, the department has one copying machine and one fax machine.

The department is fortunate to own an AFIS (Automatic Fingerprint Identification System). This allows for fingerprints of prisoners to be scanned automatically by placing the hand on a glass and no longer using inked fingers being manually rolled on cards that then need to be sent to the State of Vermont.

As mentioned in the fleet section, some cruisers are outfitted with computers, radar units, dash mounted cameras, and one cruiser has a license place reader. One marked cruiser is equipped with a thermal imaging camera to locate suspects or missing persons.

All officers are outfitted with 40 Caliber Sig Sauer semi-automatic pistols. In the near future, the department will be transitioning to Glock 40 Caliber semi-automatic pistols. When the

transition is complete, the department will have thirteen handguns. That would translate to one for each full and part time officer presently employed. There will be no spares or any for additional officers. The department also has three shotguns which are carried in three marked cruisers. Additionally, the department possesses one M16 rifle and one AR15, which are also secured in cruisers.

The department presently operates six cruiser radios, with one of the Humvee's without a radio. Additionally, there are eleven portable radios. One portable radio is assigned to each full time officer with part time officers sharing the remaining radios when they are on duty. It is Chief Hall's intention to submit a request for a new closed circuit television system for the station in the upcoming FY 2016 budget.

Chief Hall has expressed his interest in equipping his officers with Tasers. He has completed his research pertaining to the cost of purchasing the equipment, as well as training all officers before deployment of this technology. A chart of these costs is inserted here for informational purposes only as this acquisition has not as yet been approved.

COST ESTIMATE TO OUTFIT MPD WITH TASERS					
8 FT Officers	**Training**	**13 total @ 8 hours=**	**104**	**$38.00**	**$3,952.00**
5 PT Officers		**26 Cartridges@**	**$45.00**		**$1,170.00**
8 Tasers	**Equipment**	**8 Tasers @**	**$1,440.00**		**$11,520.00**
Presently have 2 that would be used for PT Officers					
Holsters and Cartridge Holders		**13 @**	**$145.00**		**$1,885.00**
					$18,527.00
Information provided by Manchester Police Department					

Leadership

The Manchester Police Department is a small police agency of eight sworn officers providing law enforcement services to a year round population of approximately 4,300. The community is a destination for those living in Massachusetts, New York, and Connecticut for skiing and/or a

Municipal Resources

weekend. The chief is designated with managing the agency, officers, and other staff members while ensuring that direction and mission are determined and that annual goals are being met. The organizational structure of the department consists of a hierarchal arrangement of Chief, Lieutenant, Sergeant, Corporal, and Patrol Officers. The Chief and Lieutenant work Monday through Friday during normal business hours. The Chief coordinates training, personnel, and a myriad of other tasks, including finance and accounting for budget expenditures. The Lieutenant oversees all Operational components including scheduling, shift assignments, prosecution, and review of submitted reports.

Chief Hall is the spokesperson for the department and as such will interact with a widely diverse clientele regarding complaints, criticisms, and questions. Ultimately, he will be responsible for the Manchester Police providing policing services to the Town of Dorset under any agreement entered into by Manchester with Dorset. It will be Chief Hall's responsibility to ensure that best practice policy is in place, that officers and other employees are trained regarding procedures, and, most importantly, under his leadership, that employees adhere to and follow them.

Records Management

Records are maintained by police agencies for a number of legitimate purposes. Well-kept records are required to comply with Vermont and federal statutes and rules, internal use, and the compilation of statistics. The analysis of incidents, arrests, and traffic crashes is an important task for administrators. These records can assist with long-term planning, allocation, and distribution of staff, and scheduling, as well as establishing justification for equipment enhancements or additional staff. Trends seen through records analysis can also point out the need for additional or remedial training, changes in equipment, or the need for a new or different approach to a community problem, and thus be an important tool in the budget development process.

The Manchester Police currently operates with Valcour software, which is a Records Management System (RMS) that was recently developed by the Burlington, Vermont, Police Department. The transition to Valcour was implemented in September 2013, replacing the Spillman® RMS. By all accounts, the Valcour system is an integrated, enterprise-wide information system that captures, manages, and develops usable data for operational, investigative, and administrative areas. Chief Hall shared that he felt that the Manchester Police Department was preparing for the next step, advancing the capacity of policing services that could then accurately manage complex, comprehensive investigations with detailed master files on names, vehicles, locations, and businesses, all a challenge with the antiquated and relatively expensive Spillman® system. Lieutenant Owens highlighted the fact that the

Valcour RMS also covers the full scope of investigative needs through better follow-up and has the potential of attaching digital images, audio files, and video files to specific records and cases.

Chief Hall believes that the Manchester Police will rely heavily upon the Valcour RMS, especially with a contractual agreement with Dorset and the critical need to articulate demands for services to the Dorset community. The Valcour RMS allows for a law enforcement activity report that creates a picture of activities or actions covering a specific period of time, daily, weekly, monthly, as well as annual reports, all which will enable trends to be tracked over specific periods of time. MRI was advised that the Valcour system will enable the Manchester Police to effectively capture, store, secure, and analyze the available data to make informed decisions about effective staffing, and scheduling with limited resources. Additionally, the RMS addresses the need to obtain and store pertinent information while maintaining security of confidential information. These are reports that will become critically important to the governing bodies of Manchester and Dorset as they determine cost points for contract renewals

Chief Hall advised MRI that the Manchester Police Department is in the process of aligning their written directive system with those developed by the Vermont League of Cities and Towns. MRI would encourage these efforts as those policies and procedures reviewed by MRI warranted updating, with a design more reflective of the current policing environment. Updated policies in the area of record management should offer significant guidance to the staff responsible, as well as highlight the need for the Town of Dorset to gain access for relevant records needed for planning purposes or when residents of Dorset desired additional information.

Manchester participates in uniform crime reporting through the State of Vermont and retention of documents is loosely governed by laws applicable to Vermont. Uniform Crime Reporting (UCR) is accomplished by staff members associated with the dispatching function. The department utilizes a report system where officers complete reports in the field or via computers in the police facility, all of which are then entered into the records management system. The proposed procedures from the Vermont League of Cities and Towns will hopefully address the general purpose for record keeping in the agency for the collection of information and management of the records system. MRI would recommend that the proposed guidelines explain that the purpose of a records system is to benefit all of the Manchester Police Department's activities, as well as potential customers, while recognizing that assembling and availability of records is a vital tool in the overall management of the agency. Under normal circumstances, the principal task of the record function involves classification, filing, and indexing of police paperwork and information by numerical, alphabetical, and other classification systems, so that this information is accessible for later convenient retrieval. Additionally, information is also needed for informing the public and other private and public agencies such as attorneys, prosecutors, and insurance companies.

With serious discussions of a contractual agreement with Dorset, it should not be understated how important the records system will become if this arrangement comes to fruition. In the early years of such an arrangement, the data will obviously be somewhat speculative although based upon generated feedback from the Vermont State Police as to the demands from the Dorset community. It will be critical for the Manchester Police administration to have detailed and copious data available for future planning, budgeting, financial management, and the allocation of departmental resources, such as personnel to adequately address the new demands placed upon the agency.

Written Directives

The most important components of the management structure of any police department is a set of written directives that guide and direct employees as they conduct their tasks. The policy and procedures manual is the foundation for all of the department's operations. When properly developed and implemented, a policy-procedure manual provides staff with the information to act decisively, consistently, and legally. It also promotes confidence and professional conduct among staff. Ideally, these directives should be readily accessible to each employee so that they may immediately access them for guidance. In today's technologically savvy workplace, having the policies and procedures readily available on agency desktops and/or computers in vehicles allows employee access while facilitating periodic updating. As policies are living documents that provide timely guidance and reflect modern policing environments, MRI recommends that each directive should have a review date in order to ensure that they are revised when appropriate and remain relevant. To ensure employee's awareness, each officer should sign an acknowledgment of receipt and review of the manual also attesting that they have had an opportunity to ask and have resolved any questions that they may have with each policy and procedure. A copy of the signed receipt must be retained in each officer's personnel file.

Given the complexity of a police agency and the overt need to manage risk, the value of such a policy manual is paramount. Without it, it is virtually impossible to discipline an errant officer and have the discipline imposed survive a legal challenge. Additionally, the existence of policies, particularly in such high liability areas as domestic violence, uses of force, police pursuits, and sexual harassment, protects the Town of Manchester, and in this case, its clients, as well as officers against lawsuits. Finally, good policies, when accompanied by regular training and consistent supervision, help to ensure that the Manchester Police Department is consistent in the way it handles similar situations, regardless of when they are handled or which officer handles them, or for that matter, in any client community. However, if policies are only in place and there is minimal and/or inconsistent demonstration of adherence to them, then exposure to litigation and the defense of the organization becomes untenable at best.

Much of the existing Manchester Police policies and procedures reviewed by MRI appeared to be marginally current with many having been implemented under the last administration. Chief Hall related that one of his primary goals is to implement model policies from the Vermont League of Cities and Towns especially in the high liability areas of pursuits, use of force, and prisoner processing. This must be a primary goal of the police administration with pending discussions relative to contractual arrangements with Dorset. Given the current environment of Ferguson and the Eric Garner case, society is justifiably concerned about police use of force which range from these well-publicized incidents involving allegations of excessive force to the onset of "aggressive" policing. MRI has found that it is often the culture or institutional memory of a police organization that is deemed sufficient for such guidance. Given the potential for misinterpretation when written directives are not in place and adhered too, abuse is a probable, not a potential. While MRI has not perceived that this culture exists at the Manchester Police Department, there is significant observation that the organization performs many daily tasks based upon "what has always been done" rather than based upon well-conceived policy and procedures that offer guidelines for employees. While MRI has not reviewed the model policies distributed by the Vermont League of Cities and Towns, every effort should be made to remain in close alignment with the standards established by the Commission on Accreditation for Law Enforcement Agencies (CALEA). CALEA is considered the industry standard by all national police organizations, an attribute that MRI shares.

Significant attention and thought should be focused upon the pending environment where Manchester Police provide services to Dorset. The need for clear guidance for police staff both in Manchester and with a new client base in Dorset is paramount to a successful agreement. Undoubtedly, residents from Dorset will have questions and/or perceived expectations that must be clearly stated and readily available via best practice policy and procedures.

LEGISLATIVE OPTIONS

A review of the Vermont Statues Annotated (VSA), finds there are currently two formats to provide police services to agreeing communities under existing law. The first means is provided through VSA Title 24, Chapter 55, section 1938, entitled: Inter-municipal police services; purpose; agreements. This enabling legislation allows cities, towns, and others to enter into agreements to provide for inter-municipal police services.

> *Inter-municipal police services include general police services, emergency planning and assistance, task forces, and other specialized investigative units to provide police services within the boundaries of the participating municipalities and counties. ....*
>
> *...The participating municipalities, sheriffs, and state agencies shall enter into a written agreement which shall provide for the scope of the mutual aid services, the powers,*

duties and responsibilities of each participant and the governing authority for officers called for duty under the terms of the agreement. The agreement shall also contain provisions relating to the use of equipment, supplies, and materials during the period of mutual services. Any employee covered by such an agreement shall remain an employee of the donor agency.

The benefits of providing police services under this statute is that the governance can be determined under a contract and/or a memorandum of agreement and ultimate control remains with the municipalities and their existing elected and appointed leaders.

The Town of Windsor, Vermont, currently provides police services to the Town of West Windsor under 24 Vermont Statues Annotated (VSA), section 1938. Tom Marsh, the Town Manager of Windsor, and West Windsor Board of Selectmen Chair Glen Seward stated they are very happy with the service worked out through a contract enabled through this statute.

A second Vermont statute, VSA Title 24, Chapter 121, sub-chapter 3, allows for a municipality to contract with one or more other municipalities to perform any governmental service through the process of entering into a contract. The contract must be approved by the state's Attorney General and the contents of the contract are specified. One point of note is under this enabling legislation the contract establishes a union municipal district. This would be a separate body politic with municipal powers equal to that of any other municipal corporation within the state. The union municipal district would elect its own officers and establish its own budget. It would appear a contract establishing a union municipal district for police services under this statute would be setting up a separate corporation similar to what presently exists with the two fire districts in Dorset (**see Appendix 7**).

CONTRACTUAL CONSIDERATIONS

In researching other areas of the country that may offer examples of contracting for police services, there are many, many examples of Sheriff's departments providing law enforcement services to a specific community. Routinely County Sheriff's Departments provide services to any community within the county as they would to any taxpaying entity, but if a community desires a higher more permanent presence, arrangements via a financial contract are made. However, there are vast differences across the country as to what those services are, how limited they may be, and under what circumstances they are delivered. In many areas of the United States, the County Sheriff is the primary provider of law enforcement services and only a handful of the largest cities within the County may have established their own police agency. Ironically, in New England, Sheriff's departments focus more resources upon jails and civil process and less, if any, upon providing law enforcement services. This is due in large part to the parochial nature of policing the region. Local control is deemed as paramount to even the

most fiscally frugal resident. Only due to serious budget constraints are communities engaged with discussions regarding the sharing of services and often those discussions are limited to sharing dispatching services. MRI believes that the critical component that will enable the provision of law enforcement services for a fee must be based upon a clearly articulated contractual agreement. Basic elements of any agreement must include descriptions of the services to be provided, the cost of the services, how payments will be accomplished, and issuance of police reports for residents, as well as governing officials, and procedures for amendments, renewal, and cancellation. There should be discussion and/or provisions of the potential for litigation, or payments of damages that may rise from the provided services. The topic of hiring, disciplining, and assigning specific personnel to an area should be discussed and if deemed appropriate, included in a contract.

MRI has included a sampling of contracts that are currently in place which govern providing agencies and their client communities. While the exact language of their contract is solely dependent upon the communities of Manchester and Dorset, MRI believes that the parties should consider all of these topics somewhat as a "cafeteria plan" and include what they deem necessary.

- Statement of the specific services to be provided
- Specific language that addresses financial obligations including payment dates and amounts
- Specification of the records to be maintained pertaining to the performance of services by the Manchester Police
- Records that will be available to the Town of Dorset for planning purposes
- Specific language addressing legal contingencies such as liability for acts and/or omissions of Manchester personnel acting on behalf of Dorset
- Stipulation that Manchester will maintain control over its personnel and respond to formal complaints of officer conduct. Will Dorset be engaged in the selection process for new hires?
- Specific arrangements for the use of equipment, facilities or other tangibles
- Review and revision options should be clearly stated for duration, modification, and termination of the contractual arrangement

Example of Policing Contract in Vermont

The Town of Windsor Police Department currently provides policing services to their neighbor, West Windsor, and has been doing so for several years. For over forty-years, West Windsor depended upon a lone Constable which under Vermont law enabled a community to appoint a constable to address law enforcement and other public safety issues. In West Windsor, the constable patrolled in his private vehicle providing whatever services he was capable of doing. Once the Vermont legislature required that those enforcing laws be certified, which included constables, the practice in West Windsor ceased, and the community explored options with the Vermont State Police and the County Sheriff's Department. The community found that the Vermont State Police could not commit to providing preventive patrol with any regularity and they found the Sheriff's Department too expensive for the commitment of limited resources. Turning to Windsor with an established police department resulted in the current contract for police services being enacted.

Currently, the community of West Windsor, consisting of approximately 1,000 residents, compensates the Town of Windsor $80,000 annually for policing services, which entitles the residents of West Windsor to call Windsor for any law enforcement needs and a Windsor officer will respond "just as though they were responding to a call in Windsor". Chief Sampson, who oversees the ten (10) sworn-officer Windsor agency, with an operating budget of approximately 1 million dollars, serving a population of approximately 3,500, stated that each patrol shift is required to perform "directed patrol" in West Windsor for a minimum of one-hour per shift which equates to approximately 40 to 60 hours a week. Windsor, unlike Manchester, was already providing 24/7 patrol coverage to the Windsor community, and having a cruiser preemptively patrol through the small community of West Windsor is not problematic during anytime of the day or night. With a minimum of 2 patrol officers on-duty for each shift and 3 or 4 on weekends, patrolling the adjacent West Windsor community was not a challenge. While the Chief indicated that on rare occasions multiple patrol vehicles will be addressing an issue, such as a motor vehicle accident and/or other events in West Windsor leaving Windsor without a patrol unit, he sees this as no significant problem. He conveyed that it is no different when all patrol units are committed to a major event in Windsor and other areas of the Town are not seeing a cruiser. He indicated that he works diligently to ensure that his staff thinks of West Windsor as just another patrol sector that needs to have officer presence.

Chief Sampson indicated that the $80,000 in contractual services compensates for the addition of one officer to his staff, and contributed towards a police cruiser and other oversight necessities. Chief Sampson believes that the fee was determined somewhat arbitrarily by his predecessor, but that it works due mainly to the already established structure of the Windsor Police and his organization's commitment to treating both communities similarly and equally. There is recognition by Chief Sampson that the $80,000 is a bargain price as West Windsor is

receiving the resources of the entire Windsor Police Department for the expenditure of the cost of one officer. He has shared his assessment with the governing body of Windsor and they have given him the direction that status quo is appropriate. Chief Sampson also stated that he routinely meets with the governing body in West Windsor and works to address any issues, which he stated if there are any they are routinely grounded in misperceptions and easily clarified. He emphasized that there were very rare "hiccups", much he attributed to the lack of having any experience with a police agency. He strongly suggested that if Manchester and Dorset agree to terms, there be an indoctrination period where Chief Hall would meet with the community of Dorset so that there was a full explanation of what to expect from the agreement, followed by a question and answer period.

Chief Sampson explained that neighboring community of Hartland with approximately 3,400 residents is currently in the early stages of discussion with Windsor to determine the feasibility of a contractual law enforcement agreement. He attributes this inquiry to the satisfaction of West Windsor and the potential for further pooling of resources for a cost-effective policing strategy. However, he is also aware that the same pricing structure that West Windsor is currently enjoying will be virtually impossible to duplicate for the community of Hartland given their size and demand of expectations.

See Appendices:

- Belleair, FL, **Appendix 8**
- Durham, OR, **Appendix 9**
- Dunedin, FL, **Appendix 10; and**
- West Windsor, VT, **Appendix 11**

POTENTIAL HINDRANCES TO CONSOLIDATION

In order for the relationship between Manchester and Dorset to be successful, MRI suggests the following discussion points be considered when discussing a plan to extend Manchester police services into the Dorset community.

With the articulation of some of these topics, a solid contractual agreement that foresees potential issues has a much greater probability of success if discussed, articulated, and informed before pen is applied to paper. Consequently, MRI suggests that these points be considered, incorporated, or rejected, but, at minimum, discussed.

Community Identity is certainly an intangible element yet there will need to be an understanding by officers to create close ties between officers and the community of Dorset.

Executive Accountability of the Chief and his reporting relationship and accountability between the communities of Manchester and Dorset must be articulated and understood.

Community Specific Policing Style is often subtle, but clearly, there must be the ability to "brand" the Manchester police organization that must now be guided by a redefinition of the stated Mission, Vision/Values, and strategic initiatives.

Goal Setting/Priorities and Performance Management is an important discussion for the communities to have so that there is an understanding of setting annual goals, establishing operational priorities, and directing resources to address specific problems as either or both communities' desires.

Information Resources is the type, structure, and timeliness of policing related information made available to Manchester and/or Dorset to provide review and oversight, within the limits of contractual agreement.

Personnel Selection is defined as the ability of which community to control and oversee recruitment, determination of the selection process, and the overall selection process of the hiring of personnel.

Vacancy Factors surrounds the issues of costs associated with carrying and filling of vacant positions, and the subsequent lack of patrol resulting from minimal or no staff.

Administrative Issues ensures that the consideration of time and costs dedicated to administrative functions, such as human resources, IT, finance, vehicle/radio, and facilities maintenance to support the policing function in the Manchester and Dorset communities.

Growth and Downsizing should be considered if there is a desire for more or less policing resources from one party in the agreement.

Personnel Discipline must be discussed and a procedure to address personnel through contract or by embracing of existing policy and procedures of the Manchester Police.

POTENTIAL BENEFITS OF CONSOLIDATION

There are many mutual benefits for the communities of Manchester and Dorset under a contractual arrangement. Manchester has been desirous of having 24/7 patrol coverage and a contractual agreement for policing services would provide that. Dorset seeks more police presence, follow-up, and preventive patrol services, but a start-up police agency would be cost prohibitive. A contractual agreement for services offers numerous benefits such as greater

capacity and flexibility to respond to potential criminal activity, monitor challenging traffic areas, and address quality-of-life issues that are truly at the heart of the matter for both the Manchester and Dorset communities. Additionally, there would be enhanced supervision of the work product from officers, as well as a quicker response to calls for service from Dorset residents. An agreement between the two neighboring communities would meet all these needs and much more. A mutually beneficial opportunity exists with this arrangement supported by a comprehensive agreement that is well conceived, thereby eliminating challenges in the future. Alone, objectives would be costly and possibly unachievable. Together there exists numerous opportunities to enjoy enhanced policing services in both communities at a cost lower than if each community provided all needed services on their own.

OPERATIONAL OPTIONS

Staffing the Patrol Function

In large police departments there has been some success determining how many officers should be assigned to a particular shift or to the patrol force in general by looking at various factors that affect patrol staffing. Factors that would be considered include geographical limitations; population based staffing analysis; committed time analysis; and assignment/availability factors. In the present study of projecting policing needs for Manchester and Dorset, committed time analysis cannot be conducted as the present records management system is unable to generate the data required.

Geographically, we know that when including both towns, the total land mass is 90.08 square miles, with 121.66 total road miles. The one, very prominent and geographically challenging attribute of the area is Green Peak Mountain. The location of the mountain divides Dorset in half and emergency vehicles coming from one side of Dorset have to go around the mountain to arrive at the other side. Considering the number of road miles and the existence of the mountain, there needs to be a reasonable number of officers deployed in geographical sectors to minimize response times to emergencies and meet resident expectations. This situation lends itself to continuing with the existing Manchester patrol sectors on a North/South access and simply expanding them into the East and West sections of Dorset. However, expanding the existing two cruiser routes into Dorset would suggest the potential addition of a third cruiser route in the southern part of Manchester. This is the area where most of the commercial and retail locations are found. These various businesses bring traffic and persons to this area, which translates to police calls for service. MRI believes that this vital economic generator cannot be left under-patrolled in order to extend police coverage into Dorset.

Many times organizational studies of police departments review the ratio of residential populations to the number of full time officers on a department. This is a number that varies

Municipal Resources

greatly across the nation, especially when reviewing communities of vastly different populations and identity. The benefit of this exercise is more readily of value when the ratio of the community being studied is compared with similar, comparable communities. However, even comparable communities differ based upon factors such as the number of workers coming into the town, the existence of large employers or attractions, traffic hazards, and even the level of police service desired by the town's residents. The most recently published data regarding population to police officer ratios can be found in the 2010 edition of the Federal Bureau of Investigation publication entitled Crime in the United States. A review of Table 71 indicates that for communities of fewer than 10,000 populations, the average ratio of police officers per thousand population is 2.8 in the Northeast section of the county and 2.9 in New England (**See Appendix 12**). In Manchester, with a population of 4391 residents and eight full time police officers, the ratio is 1.8 officers per thousand. Adding Dorset's population of 2,031, the total would be 6,422 residents. Utilizing the existing Manchester ratio of 1.8, the resulting number of suggested police officers would be 12.

POLICE OFFICER PER 1,000 POPULATION RATIOS
COMMUNITIES UNDER 10,000 POPULATION

COMMUNITY	POPULATION	FULL-TIME OFFICERS	OFFICERS PER 1,000	COVERAGE
NEW ENGLAND AVERAGE			2.9	
NORTHEAST AVERAGE			2.8	
Ludlow Village, VT	1950	5	2.6	24/7
Norwich, VT	3414	4	1.2	120 hours/week
Stowe, VT	4314	11	2.5	24/7
Manchester, VT	4391	8	1.8	135 hours/week
Manchester/Dorset @ 1.8	6422	12	1.8	Would be 24/7

Municipal Resources

Assignment/Availability Factor

In order to better determine an appropriate number of police officers to assign to the patrol function, it is necessary to first determine the approximate number of hours that the average patrol officer will be working in a given year. Determining the Assignment/Availability Factor will assist with that process. What we want to derive is how many officer hours are actually worked by the average patrol officer and subtract that number from the known number of hours it takes to have one officer on patrol each day for one year. That later number of hours is 2,920, which is derived from multiplying 8 hours per shift times 365 days. This current exercise is based upon an 8 hour work shift, with the officer working a regular 5 days on and 2 days off schedule. MRI realizes that the Manchester Police Department is currently using a 9 hour and 20 minute shift, and assigning officers to a 5 days on and 3 days off schedule. Since MRI will be recommending a modification of the current schedule, we are using the more traditional schedule pattern for this exercise.

Each category, such as vacation and sick time off can vary from year to year for a given police department so agencies are encouraged to re-compute the assignment/availability factor when making staffing or budgetary requests. The following chart indicates the categories and average number of hours off per patrol officer for the Manchester Police Department.

OFFICER AVAILABILITY FACTOR FOR MANCHESTER PD
UNDER A 5 + 2 WORK SCHEDULE

DESCRIPTION	HOURS
OFFICER HOURS NEEDED TO FILL	
ONE PATROL SHIFT ALL YEAR	2920
AVERAGE REGULAR HOURS OFF ON 5+2	832
AVERAGE VACATION HOURS OFF	115
AVERAGE HOURS OFF FOR HOLIDAYS	0
AVERAGE HOURS IN COURT	0
AVERAGE HOURS OFF SICK	42
TRAINING	0
AVERAGE HOURS OFF BEREAVEMENT	4
TOTAL AVERAGE UNAVAILABLE HOURS	993
ACTUAL OFFICER HOURS AVAILABLE	1927
MPD OFFICER AVAILABILITY FACTOR	1.5
Time off data provided by Manchester PD	
Hours off per category based on average of the six Manchester officers currently assigned to patrol.	

Once the total available hours of the average patrol officer is established, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.5 for Manchester. In other words, it takes 1.5 officers to staff each patrol unit required to police the community. This does not include administrators, investigators, or other specialists; only patrol personnel. Since in Manchester, MRI is suggesting each shift supervisor be a working supervisor and assume a patrol sector, we will include the three supervisors in our discussions. MRI is proposing that the combined Manchester/Dorset area be patrolled with three patrol sectors, an East car, a West car, and a South car. This staffing level would require three officers per eight-hour shift, for three shifts per day, or a total of nine officer shifts per day. Multiplying 9 shifts times the Assignment/Availability Factor of 1.5 would indicate that 13.5 officers should be assigned to patrol. This number is larger than the total number of officers that MRI will be recommending

Municipal Resources

for the entire expanded department, which will be 12. The difference in officer availability, it is suggested, could be made up through a combination of other means to fill potential open shifts. These would include the use of part-time officers, operating some shifts with two instead of three officers when call volume indicates this is possible, and finally the judicious utilization of overtime.

There are a number of factors when comparing Manchester and Dorset which indicate that Dorset is approximately one-half the size of Manchester. Population is one factor. The Manchester Police Department is currently staffed with eight full time police officers, including the Chief. One-half of that number is four. The number holds true when the current Manchester officer per thousand population ratio is determined. That ratio is 1.8 per thousand. When the populations of both communities are combined, a total of 6,422 is derived. Multiplying the combined population with the current Manchester ratio the number of officers would be twelve. Again, this indicates an increase of four officers to police the expanded jurisdiction.

The current Manchester Patrol map divides the town into two parts with an East Car and a West Car. Should Dorset and Manchester move forward with collaboration for police services the existing patrol sectors could be extended into Dorset with the East Car being assigned to parts of Dorset in the area of Route 7, and the West Car handling calls and preventative patrols along Route 30. To compensate for the coverage loss to Manchester by extending these two existing patrols into Dorset, a third cruiser sector should be added. This cruiser would be known as the South Car. From a maximum coverage perspective, it would be beneficial to have three sector cars operating twenty-four hours a day. Based upon the fact that MRI is proposing twelve instead of fourteen police officers, it should be anticipated that there will be shifts with two rather than three officers on patrol. A discussion of shift schedules below will expand further on this issue.

The dividing lines between the sectors should be left to the discretion of the Manchester Chief of Police and based upon call volume and response times, as well as geographical and roadway hindrances to police responses. Cruiser boundaries would be a flexible decision and subject to modification based upon the hard data collected in the future. The South Car would have primary responsibility for the highest density area of the two communities, which is home to the largest proportion of retail and commercial enterprises. All three sectors would intersect in this area, where call volume and "presence" is expected to be highest. A map containing both Manchester and Dorset can be found at **Appendix 13.**

Supervision

Along with negligent hiring and negligent retention of officers, failure to supervise officers represents a significant percentage of civil actions undertaken against police agencies. As the Manchester Police Department expands its responsibilities, it becomes ever more important that a consistent system of officer supervision be enacted. While some oversight can be made through police log and report review, police officers, especially newly hired police officers, require a level of supervision represented by on site and on the radio monitoring. While a chief of police is always ultimately responsible for the actions of his officers, he is not physically present for the vast majority of the one hundred and sixty eight hours per week that his officers are functioning. This void is filled through the use of officers of rank who, through their years of experience, training, and common sense, provide operational and legal guidance to officers dealing with complex issues.

The Manchester Police Department currently has one lieutenant who was recently promoted from sergeant. That sergeant position was filled by promoting the department's one corporal. The rank of corporal is often associated with increased levels of responsibility, but is generally not associated with direct supervision of others officers. Chief Hall has informed the MRI team he would like to have the corporal position upgraded to that of a sergeant to provide for more hours of supervision per week. MRI is in agreement with eliminating the rank of corporal in Manchester and upgrading the existing open position to that of a sergeant.

The Manchester Police lieutenant presently is tasked with scheduling and a number of other administrative responsibilities. He receives reports of persons who walk in or call the police station for service and responds to calls in the community as required. MRI feels that the department, as presently staffed, is too small an agency to have a lieutenant who is primarily a second administrative officer in addition to the Chief. The consensus of the police consultants assigned to this review is that the lieutenant's primary duty should be supervision of the day shift with administrative assignments taking a secondary role. He should be assigned patrol responsibilities for one patrol sector on the day shift. The work hours of the lieutenant should be overlapped with the Chief, but not the exact same hours, resulting in more hours of supervision being provided. Consideration could be given to having the lieutenant work Tuesday through Saturday, as this would allow an administrator to be available to officers and the public for six days a week.

Example of an Alternative Shift Staffing Schedule: The Winhall Model

The Town of Winhall is an adjacent community to Manchester and its police department provides mutual aid to the Manchester Police Department who reciprocate in kind. The population of the community varies widely during the year, as the town is host to the Stratton

Mountain Ski Area. There may be 2,000 people in town in April, but 12,000 in December. The Winhall Police Department is led by Chief Jeff Whitesell, who formerly worked for the Manchester Police Department. Chief Whitesell was interviewed for this project and reported the Winhall Police Department has a total of six full time police officers, including the Chief. They operate with two shifts per day of twelve hours each. One officer is on patrol at all times. One officer works from 6:00AM to 6:00PM, while a second officer works from 6:00PM to 6:00AM. Officers work two or three days in a row with two or three days off in between. For a fourteen-day work cycle, this translates to seven days working and seven days off. The resulting eighty-four hours is paid bi-weekly with four hours per cycle being overtime. It takes four police officers to staff this operation. Two officers are working on any given day and two officers are on days off. A fifth officer works a 3:00PM to 3:00AM overlap shift which adds a second officer during high call volume times of the day.

The Winhall Police Department covers all incidents in town with two exceptions. The Vermont State Police have a Fatal Accident Reconstruction Team which would be called out for very serious accidents, and Bennington County has a Child Sexual Assault Team which would be called in for those unfortunate crimes.

Chief Whitesell pointed out that his officers are dual trained as Emergency Medical Technicians in addition to being trained police officers. Winhall does not have an ambulance service in town and a medical response has to come in from Londonderry. The department also employs a full time administrative assistant and a part time animal control officer. Officers in Winhall are not unionized.

As discussed above, to translate the Winhall model into a staffing plan for Manchester/Dorset would require four officers to have one officer on patrol around the clock. Thus, it would take eight officers to staff two officers on patrol and twelve officers for three officers on patrol. Adding a Chief to this number would bring the department to thirteen which is one more than is required on the eight hour, five and two schedule presently being recommended. Additionally, it is MRI's opinion that three officers are not currently required during the midnight shift. The twelve-hour shift pattern does not allow for patrol officer numbers to be reduced during the early morning hours. In a three-shift schedule, the evening shift could be operated from 5:00PM to 1:00AM with three officers and reduce that number to two from 1:00AM to 9:00AM.

Staffing Recommendation

Municipal Resources is recommending an agency to provide full policing services to the communities of Manchester and Dorset with a compliment of twelve full time sworn police officers. The organization would contain one chief, one lieutenant, two sergeants, and eight police officers. The Chief would continue to act in an administrative capacity and answer calls

on an as needed basis. The lieutenant would be the designated second in command, but would also be the day shift supervisor. He would be able to complete delegated administrative tasks on those days and hours when lower calls for service allowed him to take some time away from road patrol. The two sergeants would act as supervisors with one assigned to the evening shift and one to the midnight shift. They would be responsible for the work of their shift officers regardless of whether the sergeants were working or not. All officers would work a five day on and two day off eight-hour schedule. The Chief would work an administrative schedule Monday through Friday in order to be available to interact with town hall, local businesses, and state and local agencies.

All officers assigned to patrol would have different days off, allowing for the maximum number of officers to be working at any one time. Only one officer per shift would be on their days off on any given day. Only one officer per shift should be allowed to be on vacation on any one day or week. This would allow for shift consistency and keep overtime to a manageable level. One supervisor and three police officers would be assigned to the day and evening shifts based upon existing calls for service. The midnight shift would be assigned one supervisor and two police officers. Utilizing the suggested five and two schedule, days and evenings, would see six of seven shifts with 3 officers working, and one shift a week with two officers working. The light day could be arranged to coincide with the day of the week with the lowest call volume. The midnight shift would have two officers working for six of the seven shifts per week, with all three officers scheduled to work together one day a week. If call volume increases dramatically on the midnight shift, or the nature of the calls become more serious, the staffing of this shift should be revisited. Open shifts could also be filled by part-time officers. MRI would suggest that initially the department experiment with standard shift starting hours such as 8AM, 4PM, and 12 Midnight. A variant used by some agencies has officers beginning their shifts at 7AM, 3PM, and 11PM.

MRI would suggest the department also consider a so-called "umbrella" or "cover" shift. This would be where one shift officer was brought in an hour or two earlier or later in order to provide more officers on patrol during high volume hours. This concept can also be utilized to keep one officer on the road during the traditional change of shifts periods when on-coming and out-going officers are all at the police station exchanging information and cruisers.

MRI would also make the following staffing recommendations outside of the roles of sworn officers. MRI would suggest budgeting for an administrative assistant at some point in the future. If the department begins to police Dorset possibly that would be the time to consider adding this position. Currently administrative work such as payroll, records management, written communications, purchasing, and many other tasks are being completed by sworn officers and dispatchers at a higher hourly rate than a civilian administrative assistant would require. Expanding policing services into Dorset will increase the amount of administrative work to be completed, as well as increasing the workload for sworn officers and dispatchers.

While the Director of Emergency Communications is not advocating for an increase in dispatchers to handle Dorset's telephone and radio traffic, it is suggested that some of the administrative tasks be moved to a more appropriate positon. Because funding a full position at any time can be difficult, MRI recommends that this position be initially a half-time position and the number of hours to be worked be revisited as required.

MRI has noted the need and desire for improved investigative services in both Manchester and Dorset. With that in mind, MRI would suggest that the department seek to hire a retired, but experienced, investigator from the Vermont State Police or a large municipal agency. This individual would be hired as a part time officer and work as needed. This would accomplish the goal of improving investigative capacity immediately, while teaching inexperienced younger officers about the methods of conducting a thorough criminal investigation. The Chief's existing plan to train all officers as specialists/generalists should move forward. In time, the department should be capable of conducting investigations with a high degree of competence.

Members of the MRI police team noted that animal calls are the sixth largest category of calls for service in Manchester. Presently, the department does not have a trained animal control officer on staff. MRI suggests that the department seek to hire such an individual on an as needed basis. With the addition of animal calls from Dorset, a trained and fully equipped individual is necessary to fill this documented community need.

There have been studies in recent years that have commented on the effects of shift work on individual workers. This is called the science of Chronobiology. Analysis of the lives of shift workers seems to indicate that various schedules can contribute to disruption of the normal circadian cycles of human beings. Such change can contribute to sleep disruption and fatigue, as well as social and domestic disturbances. It must be realized that the length of the shift, the frequency of shift change, and the direction of the shift cycle will have health, safety, and social implications. These effects should be considered when establishing shift rotation policies as well as individual assignments. It is recommended that shifts rotate forward from day to afternoon to night because circadian rhythms adjust better when moving ahead than back. (See Chronobiology on the internet for more information.)

DISCUSSION OF COMPARABLE COMMUNITY INFORMATION

As part of the review of information for this project surveys were sent to nine Vermont communities comparable to Dorset and data on police and fire services was requested. Six communities were sent surveys that were comparable to Manchester. Not all municipalities were able to respond by the time this report was finalized, but an analysis of the information received was instructive. All the police communities comparable with Manchester have their own police departments. Stowe provides 24-hour service, while Norwich does not. MRI noted that a review of each community's operating budget was not an accurate assessment as some

communities include all costs associated with the department in the operating budget, while others only assign specific expenses to the department and administer other cost centers in a centralized manner from Town Hall. Of significant note is the fact that Manchester includes the cost of a 24-hour dispatch center in their budget total. It is of further value to see that the police department budgets for Stowe and Shelburne are reported as $1,648,778 and $1,623,701 respectively. These two departments have sworn police officers in approximately the same number that MRI is recommending for an agency with responsibilities to police both Manchester and Dorset.

In reviewing the communities comparable to Dorset, there appears to be three types of responses to the need for police services. In the first instance, a town such as Monkton, with 1,980 residents, relies completely on the free services of the Vermont State Police and expends no dollars for policing in their community. A second strategy is to contract for a specific number of hours of patrol from the local sheriff's department or the Vermont State Police. Currently, Dorset, Ferisburgh, and Wallingford fall into this category. An example of a third strategy would be Ludlow Village. It has 1,950 residents and a full time, around the clock, police department. The Ludlow Village Police Department also includes a 24-hour dispatch center in their annual budget of $865,700. While the Grand List in Ludlow Village is much larger, Dorset could look upon The Ludlow Village Police Department budget as an example of what it would cost to operate their own police department. It would appear that Dorset would be the first community, of the comparable communities surveyed, to consider contracting for 24/7 police and dispatch services with another community (**See Appendix 14)**.

Governance

Should the Town of Dorset decide to pay a portion of the Manchester Police Department budget in exchange for receiving full police services in their community a method of governance should be established which is representative of this development. MRI would suggest the establishment of a Manchester-Dorset Police Advisory Committee. The Committee would be made up of the town manager, one selectman, and one citizen from each community. The Committee's mission would focus upon police issues of substance; especially issues revolving around the meeting of expectations found in the contract between the two towns. Examples of issues that might come before the committee would be police hiring, promotion, and disciplinary decisions, as well as matters having to do with the wording and extension of the contract with Dorset. The committee's role should be limited that that of an advisory body as the lawful rights and powers of the Manchester Chief of Police and Town Manager cannot be negotiated. It must be remembered that this arrangement, as proposed, is not creating a new police department or a new municipal government, but rather one town legally contracting for services from another town. The Manchester Chief of Police or Town Manager could take actions as requested after receiving input from the Advisory Committee. Possibly one of the important functions of this Committee would be suggestions regarding modifications to the

contract for police services on each occasion that the contract is being considered for renewal. Their suggestions could be reviewed and voted on by the two boards of selectmen before a new contract was written and signed.

Financial Factors

This report contains a discussion of the factors surrounding recommendations that Municipal Resources recommends as an initial response to the questions surrounding the concept of the Manchester Police Department initiating full service policing for the Town of Dorset. MRI has concluded that there is a significant need and desire on the part of Dorset matched by a comparable level of interest by Manchester. There clearly exists an opportunity that would distribute the overhead costs associated with operating a desired 24/7 police department and dispatch center between the two towns. Clearly, the overriding issue that everyone wants answered is how much is this concept going to cost!

MRI suggests that in keeping with the fact that the residents of Dorset desire to receive full policing services by officers who are integrated into their community, that Dorset pay a proportional percentage of the full cost of operating the expanded police department. The issue then becomes what would the percentage be and what is included in the cost of operating the expanded police department. It must be pointed out at this juncture, that the services being offered and accepted will be in the form of a legally binding contract. The contract may outline whatever issues the towns desire to include. Likewise, the various cost factors and formulas would be negotiated until mutual consensus is achieved. MRI is providing samples of comparable contracts for review of language used in similar situations. Like any contract, the provisions are negotiable up until the agreement is signed. It would be reasonable to suggest that the initial contract be for a specific amount of time which would allow for officers to be hired and trained, for equipment to be purchased, and operational decisions to be made and implemented. The initial period should be long enough for this significant change to successfully take root and for any problems to be resolved to mutual satisfaction. MRI would recommend the initial contract be for a period of three years. A notice of six months would be required by each community should either town decide to discontinue the arrangement. This lengthy period of notice would be required as it is probable that some officers hired to expand policing services to Dorset would need to secure other employment.

Initial Start-Up Costs

The Manchester Police Department has the use of a portion of the Public Safety Building that can be utilized for many years into the future and accommodate additional police staff. This facility was built and paid for by the taxpayers of Manchester, with a twenty-year bond that is nearly paid. The department has an existing fleet of vehicles, although two are high mileage

and one was recently taken off line following a major accident and will require replacement. The Manchester Police already operate a two-way radio system. Additional portable radios and a repeater(s) will need to be purchased to extend the radio signal into Dorset with special attention given to areas already identified as problematic based upon topography. The number of dispatchers will not need to be increased in the immediate future. MRI is recommending that the second dispatch seat be made operational which may only need a computer to be brought up to usable status. This adjustment, while recommended, is not required to begin dispatching for Dorset.

The Manchester Police Department has estimated the cost of providing uniforms and issued equipment to the four new recommended officers at $16,000.

UNIFORM AND EQUIPMENT COSTS PER OFFICER

ITEMS INCLUDED IN TOTAL	
3 Summer Shirts	
3 Winter Shirts	
3 Pair of Pants	
1 Winter Jacket	
1 Summer Jacket	
Badges & Nametags	
Duty Belt & Equipment	
Firearm	
Ballistic Vest and Carrier	
1 Set of Battle Dress Uniforms	
1 Portable Radio with Microphone	
1 Raincoat	
Hats	
Shoes and Boots	
TOTAL	$4,000.00
Estimate provided by the Manchester Police Department	

The Town of Manchester may request that the Town of Dorset purchase one completely outfitted police cruiser as an initial contribution toward the fleet. If so, that cost has been estimated by Chief Hall at $44,371.

Municipal Resources

COSTS ASSOCIATED WITH ONE COMPLETELY OUTFITTED POLICE CRUISER

ITEM	COST	
Cost of Vehicle	$28,827.00	Police Package
Police Radio	$2,685.00	Consists of 2 radios: Hi & Lo Band
Emergency Lighting & Siren	$2,854.00	
Push Bumper & Lighting	$875.00	
Emergency Markings	$550.00	
Center Console & Laptop Mounting	$1,100.00	
New LED Scene Capable Lightbar	$2,705.00	
Prisoner cage w/ Dual Weapon System	$925.00	
Rear Barrier (SUV) back area	$425.00	
Class III receiver Hitch and wiring	$425.00	
Tough Tablet / Computer	$3,000.00	
	$44,371.00	
The above cost(s) are for a complete cruiser some of the items may be transferable to future vehicles.		
Please note: The emergency lighting on the listed is quite costly. The recommendations of additional lighting was strongly suggested by the outfitter due to the shape of the SUV.		
Information provided by the Manchester Police Department		

MRI requested that the Manchester Police Department research radio signal strength for Manchester radio systems in Dorset. This was accomplished on January 1, 2015. Vehicles with mobile radios and portables with the radio frequencies of the Manchester Police Department, the Manchester Fire Department, the Manchester Rescue Squad, and the Dorset Fire Department conducted radio tests throughout Dorset. While the East Dorset Fire Department was not on scene for these tests, their frequency was also tested. The results of this test were that base to mobile and mobile to base communications were acceptable. Radio transmissions from base to portable and portable to base were less than acceptable for all the frequencies tested with the exception of the Rescue Squad. It was determined that the Rescue Squad had a repeater to strengthen their signal in Dorset. Chief Hall is working with Motorola to determine a plan and a budget to increase signal strength into Dorset. It is hoped that the plan and the

Municipal Resources

associated cost will be known by the time this study is completed. It should be noted here that the Town of West Windsor paid the entire cost of installing a radio repeater in their community when they contracted for police services from Windsor. MRI suggests budgeting at least $10,000 until the real figure is known.

Based upon the above described information of anticipated initial costs, MRI would estimate that total startup figure would be in the area of $70,371. This should be seen as a one-time initial contribution to the Manchester Police Department. Other costs, such as personnel, operating costs, administrative overhead, facilities, and utilities would be contained in the first annual budget in which Dorset participated in utilizing the services of the Manchester Police Department and Communications Center. Future expenses associated with these areas would be included in the annual budget, with Dorset responsible for paying their agreed upon percentage of the total budget.

Annual Ongoing Costs

After any negotiated initial start-up costs are agreed to between the communities, attention will need to turn to the composition of an annual department budget which would include increases associated with the expanding of services to the Town of Dorset. There will be two steps to determining Dorset's annual contribution for services rendered. First would be the formulation of the budget for the Manchester Police Department including all expenses currently administered through Town Hall. The second stage would be to determine what percentage of the whole budget will be borne by each community.

Annual Budget

The budget of the Manchester Police Department is made up of costs administered directly by the Chief of Police and other expenses included in town budget items supervised by the Town Manager and Town Hall staff. The entire cost of operating the Police Department includes:

Personnel Costs: This would include salaries, overtime, union contractual costs, and indirect costs including health care, retirement, workers' compensation, unemployment compensation, dental insurance, and FICA/Medicare. The Town of Manchester estimates the indirect costs associated with employees as being approximately 42% of total salary expenses. The cost associated with adding four police officers to the staff would be associated with any decision to police Dorset.

Operating and Capital Costs: This category includes training, supplies, uniforms, vehicle maintenance, and fuel, as well as vehicle and equipment acquisition.

Municipal Resources

Administrative Wages: The Town of Manchester reports that a portion of administrative time is dedicated to the oversight, administration, and assistance given to the Police Department. The Town Manager has stated that during each week a percentage of time emanating from the Finance Director, Finance Assistant, Human Relations Director, Executive Assistant, and Town Manager is dedicated to Police Department matters. There is an expectation that the Town of Dorset would be responsible for paying an appropriate share of these costs.

Facility and Utilities: This section of the overall budget would include costs associated with the police facility such as building and grounds maintenance, long-term repairs, snow and ice removal, solid waste/recycling and utilities.

Other Costs: Expenses associated with the section of the budget include office supplies, lease of a photocopier, and liability insurance.

It is suggested that the Towns of Manchester and Dorset review each item in the Police Department budget in a transparent manner and determine how each figure was determined. While it is anticipated that costs associated with personnel, operating capital, and other costs will be straight forward, close attention should be given by both parties during negotiations associated with budget figures associated with administrative wages and costs associated with the Police Department's share of the Public Safety Facility.

Formula for Determining Percentage of the Police Budget

There are various elements that could be considered when attempting to create an equitable distribution of the cost of a service. In the present case, MRI has focused on populations, Grand Lists, square miles, and road miles. These items represent an effort to determine, as closely as possible, the relative policing needs, barriers to service, and ability to pay for the two communities. Examples of what this means would include the Grand List representing buildings that require protection, as well as each community's ability to pay their share of the costs involved. Population statistics represent the number of persons who could generate a call for service or be a victim of a crime. Square miles and road miles represent the distances the police must travel to provide service within each town.

Should the populations of Manchester and Dorset be combined, Dorset would represent 32% of the total. Should the Grand List of Manchester and Dorset be combined, Dorset would amount to 36% of the total. Dorset would represent 43% of the road miles of the combined communities, as well as 53% of the square miles. Town Manager John O'Keefe of Manchester has proposed the possibility of weighting the above factors to more properly represent the potential for calls for service by counting populations and the Grand Lists at twice the

Municipal Resources

importance as road miles and square miles. His thinking is that the population figure represents the potential number of persons who could be victims or perpetrators of police incidents. The Grand List represents the amount of property in each community which would need police attention. If the weighting process is not utilized the straight average for Dorset, using the factors listed above, would be 41%. Should Mr. O'Keefe's formula be adopted the Dorset percentage would shrink to 37% of the Police Department budget.

DATA TO GENERATE PERCENTAGES TO SHARE COSTS OF POLICING MANCHESTER AND DORSET

ITEM	ACTUAL NUMBERS	PERCENT	POINTS	ALLOCATION	WEIGHT
Manchester Grand List	$1,261,628,300.00	0.64	23.88		37.5% (X2)
Dorset Grand List	$719,716,386.00	0.36	13.62		
TOTAL GRAND LIST	$1,981,344,686.00				
Manchester Road Miles	69.49	0.57	7.14		12.5% (X1)
Dorset Road Miles	52.17	0.43	5.36		
TOTAL ROAD MILES	121.66				
Manchester Square Miles	42.2	0.47	5.86		12.5% (X1)
Dorset Square Miles	47.88	0.53	6.64		
TOTAL SQUARE MILES	90.08				
Manchester Population	4391	0.68	25.64		37.5% (X2)
Dorset Population	2031	0.32	11.86		
TOTAL POPULATION	6422				
			100		
Manchester	Straight Average	59%	Weighted Average		63%
Dorset	Straight Average	41%	Weighted Average		37%
As constructed by the Manchester Town Manager's Office for the purpose of an example of utilizing the weighting process.					

Municipal Resources

MRI notes that Dorset's percentage using population exclusively would be 32%. Dorset's percentage using the Grand List only amounts to 36%. Utilizing the factors under discussion Dorset's straight average would be 41% and using the proposed weighted average it would be 37%. The MRI police team notes, with interest, that this consulting project is being financed based upon each town's percentage of a combined Grand List total at 36% for the Town of Dorset. MRI recommends that the towns attempt to negotiate a mutually acceptable percentage for sharing the Police Department budget and this figure should be in the mid-thirties. It is important to understand that both communities will achieve a level of policing not currently being provided in either town.

CONCLUSIONS AND NEXT STEPS

The MRI Police Team believes that the opportunity of the Manchester Police Department providing full police and communications services to Dorset presents a positive outcome for both communities. The Town of Dorset would then have a professional, full time, police department and communications center dedicated to meeting the ever expanding needs of its' residents. Manchester will have the ability to enhance its' staff and supervise its' patrols, as well as extend its' services around the clock. The cost of operating the department for both communities would be shared based upon a negotiated and agreed upon set of costs and a formula for determining the appropriate share for each Town. The number of dollars to be expended by each community to join into this arrangement would be significantly less than if each town were to separately budget for only that portion of policing services that it needed for its own protection. Operating an around the clock, full service police department, along with an around the clock communications center, is a progressive undertaking which brings with it a level of service not enjoyed by most surrounding or comparable communities.

After reviewing this report, MRI would recommend that the Work Group review and discuss the contents. All issues should be raised and answered in a fully transparent fashion. The Work Group should decide if the potential exists for the Manchester Police Department to successfully police the Town of Dorset. If the answer is yes from an operational perspective, the respective Boards of Selectmen would then authorize the Work Group to begin to construct the various issues to be contained within the contract. A significant piece of these negotiations will be the agreement on the overall Police Department budget and the proper percentage for Dorset to assume. MRI has reviewed the existing statutes and would recommend the utilization of 24 VSA, section 1938, as it allows for the sharing of police services through a contract which can be modified as needed and terminated if desired. This section further allows for governance to remain with the Town Managers and Boards of Selectmen.

Town attorneys for the two communities should be consulted and review, not only the enabling statute, but also any drafts of a proposed contract. Votes by the Boards of Selectmen and

Town Meeting would then be scheduled as required. It would be suggested the operation of the service to begin at the start of a fiscal year on July 1, or at the half way point during a fiscal year, January 1, in order for financial responsibility to be easily determined.

It has been a pleasure to work with the Towns of Dorset and Manchester. Town Managers John O'Keefe and Rob Gaiotti have been most responsive to our inquiries. Chief Michael Hall and his staff at the Manchester Police Department have been cordial and cooperative to our many requests. The MRI Police Team wishes both communities much success with this undertaking and remains available to answer any questions emanating from this report.

Municipal Resources

THE MUNICIPAL RESOURCES POLICE TEAM

Alan S. Gould, Vice President and Chief Operating Officer, is a graduate of Saint Anselm College with a BS degree in Criminal Justice. He is certified as a Public Manager by the American Academy of Certified Public Managers and has completed numerous management and leadership programs including the Babson Command Training Institute and the FBI's LEEDS program. He is recognized for his creativity in community policing and his leadership in promoting ethics in the law enforcement community. Mr. Gould began his public sector career with the Salem, NH, Police Department where, during 21 years, he served at all ranks of the Department. He served as Chief of Police in Rye, NH, where, upon retirement from law enforcement, he was appointed and served as Town Administrator until joining MRI in 2008. Mr. Gould served as the Ethics Instructor at the New Hampshire Police Academy for 15 years and has been an instructor of college courses in Criminal Code, Criminal Investigation, Report Writing, Constitutional Law, and Juvenile Delinquency. Among his many community involvements, Alan served as an initial incorporator of two non-profit organizations; one addressing family violence and visitation issues, and the other established to help seniors remain in their homes as they age. He continues to serve as Deputy Emergency Management Director in the coastal community of Rye, NH, located within the Seabrook Nuclear Power Plant's Emergency Planning Zone. In addition to his responsibilities as MRI's Chief Operating Officer, Mr. Gould manages most of the company's public safety projects including operational studies and "internal" investigations. Mr. Gould also specializes in recruitment/selection processes for executive level municipal positions and has completed dozens of processes for top management positions throughout New England.

Chief David L. Kurz obtained a Bachelor's Degree in Criminal Justice from the University of Southern Maine, is a graduate of the FBI National Academy 153rd Session, and has served in law enforcement since 1974. Chief Kurz previously served as the Chief of the Gorham, Maine, Police Department, and the Deputy Director of the Maine Drug Enforcement Agency, Maine Department of Public Safety. Since 1996, Mr. Kurz has served as Chief of Police for Durham, NH, where he is responsible for the supervision of a CALEA accredited full-service police agency committed to a customer-oriented delivery of services functioning in a university community. Chief Kurz is one of 12 chiefs appointed by the International Association of Chiefs of Police to an Advisory Group assisting IACP in the formation of training and client needs assessment that may be unique to smaller police agencies in the United States. Chief Kurz is one of 6 police managers instructing with the IACP through the Bureau of Justice Assistance ""Leading by Legacy" program that provides management and leadership skills to rural police agencies throughout the nation. He has published six articles for the *IACP Police Chief* magazine focusing upon Strategic Planning, Alcohol Enforcement, Promotional Process, Effective Performance Evaluations, and New Technology Acquisition. Deemed as a subject matter expert, Chief Kurz routinely conducts national training seminars for IACP, focusing upon strategic planning and personnel management, while assisting IACP with management studies of law enforcement

agencies. Chief Kurz is a Team Leader for the Commission on the Accreditation for Law Enforcement Agencies, (CALEA) Inc. and has reviewed the policies and procedures of over 50 police agencies seeking national accreditation and recognition. He was recently profiled by CALEA for his engagement and leadership in the accreditation process. He has worked with the United States Department of Justice on several initiatives, including the National Summit on Campus Public Safety and is a member of the Bureau of Justice Assistance Law Enforcement Leadership Initiative Training Steering Committee. Most recently, Chief Kurz is assisting the US State Department develop sexual assault protocol for use by the Egyptian government. Additionally, Chief Kurz is a "peer reviewer" for the Bryne Criminal Justice Innovation Programs, offering his expertise on law enforcement grant applications submitted to the Department of Justice for funding.

Bruce A. MacDougall obtained his Master of Science in Criminal Justice Administration from Northeastern University in Boston in 1978, and his Bachelor of Arts in American Government from Boston University in 1972. He has also attended professional training through the Federal Bureau of Investigation's Law Enforcement Executive Development Seminar Program and through the Police Executive Research Forum's Senior Management Institute for Police. He retired in 2002, after 30 years of active police service, as Chief of the Methuen, Massachusetts, Police Department, where he spent most of his law enforcement career. In Methuen, he rose through the ranks from Dispatcher to Chief. As Chief for 9 years, he was responsible for the planning, organizing, staffing, directing, and administering a department of 84 sworn officers and 16 civilian staff members, in a diverse community of 44,000 citizens, with a total department budget of seven million dollars. He has been an Instructor of Criminal Justice at Northern Essex Community College and an Instructor of Constitutional Law for the Massachusetts Criminal Justice Training Council. In addition to teaching, Chief MacDougall has been involved in a number of police and corrections consulting assignments, including being assigned as Interim Chief, conducting internal affairs investigations and management studies, completing evidence audits, accreditation reviews and preparation, as well as participation in assessment centers and executive selection teams. From 2006 through 2008, Chief MacDougall served as the Director of the Massachusetts Police Leadership Institute in Lowell, Massachusetts. He is Past President of the Essex County Chiefs of Police Association and past Vice-President of the North Eastern Massachusetts Law Enforcement Council.