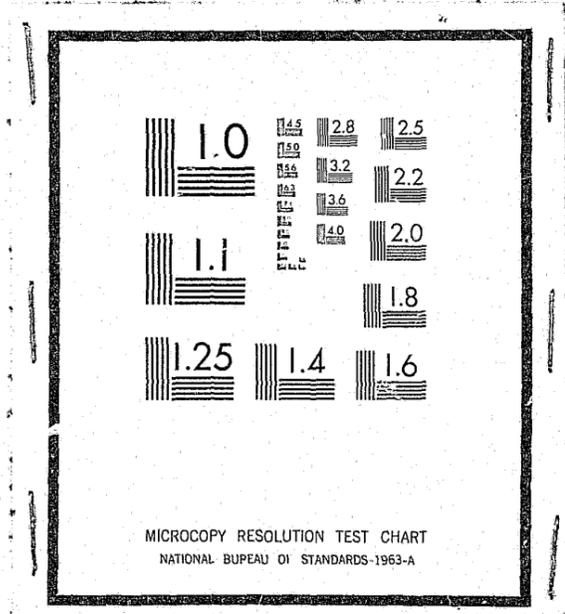


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

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Date filmed

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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Marlborough, Connecticut; Police Services Requirements Analysis
REPORT NUMBER: 76-104
FOR: Capitol Region Council of Governments

AUTHOR: Westinghouse Justice Institute
STAFF: Richard P. Grassie
ACT NUMBER: J-LEAA-003-76
September 1976

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ACQUISITIONS

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FOREWORD

This request for technical assistance was made by the Capitol Region Council of Governments, Hartford, Connecticut. The requested assistance was concerned with the development and local application of objective criteria for determining rural law enforcement needs in the Town of Marlborough and, specifically, with the feasibility of forming an organized police department.

Requesting Agency: Capitol Region Council of Governments,
Robert W. Huestis, Criminal Justice
Planner; Town of Marlborough, Anthony
J. Maiorano, First Selectman.

State Planning Agency: Connecticut Justice Commission, Peter
Oppenheim, Grants Coordinator and
Monitoring Manager.

Approving Agency: LEAA Region I (Boston), John M. Keeley,
Police Specialist.

1. INTRODUCTION

The Town of Marlborough, Connecticut, is situated in east-central Connecticut at the junction of Routes 2 and 66, approximately 15 miles southeast of Hartford. Marlborough is basically a rural, residential town, which covers 23.5 square miles, that has experienced moderate population growth over the past 20 years. According to an independent census taken in 1975, the population of the town is approximately 4,000. The Town of Marlborough is governed by a Selectmen-Town Meeting form of government with a strong Board of Finance. There are three members on the Board of Selectmen, with one member employed on a fulltime basis as the town's First Selectman. The First Selectman is the town's chief executive officer, the Welfare Administrator, and the Superintendent of Highways.

Law enforcement is provided by one resident State trooper under a contractual arrangement between the Town of Marlborough and the Connecticut State Police. In addition to the resident State trooper, there are seven appointed town constables who serve at the pleasure of the Board of Selectmen and who perform limited patrol duties under the direction of the resident trooper. The resident trooper operates from his own State-supplied vehicle; the constables are required to use their personal cars and carry portable two-way radios. Radio communications are available within the Town Hall for communication between the First Selectman and other town employees. The resident trooper communicates from his vehicle with the State Police dispatcher at Troop K headquarters in Colchester, which is located approximately 9 miles south on Route 2. An office is provided for the resident State trooper on the second floor of the Marlborough Town Hall.

This technical assistance assignment was concerned with assessing the local law enforcement needs so that immediate or subsequent decisions regarding the formation of an organized police department in the Town of Marlborough could be made, based upon objective criteria. Specifically, the Consultant was to provide technical assistance and accomplish the following tasks:

- Develop objective criteria for measuring community need for the service of an organized police department and assess the immediate law enforcement and public safety needs of the participating towns through application of these criteria.
- Project future law enforcement and public safety needs of the participating towns, and make recommendations regarding the levels of community need for such services that would justify development of an organized police department.

- Design an instrument for objective assessment, projection, and recommendations indicated in the aforementioned tasks that could be applied by the regional criminal justice planning staff in other communities presently served by combinations of local constables and State Police as they indicate interest in exploring the same questions.

The Consultant's onsite time was spent collecting the necessary background information and interviewing local officials. During that time, the following persons were interviewed:

- Anthony J. Maiorano, First Selectman.
- Anthony Limoncelli, Member, Board of Selectmen.
- George Denler, Member, Board of Selectmen.
- Howard Dean, Member, Board of Finance.
- Wesley A. Holmes, Resident State Trooper.
- Robert Nielson, Temporary Resident State Trooper.
- Ron Chavis, Appointed Constable.
- Robert W. Huestis, Criminal Justice Planner, Capitol Region Council of Governments.

2. UNDERSTANDING OF THE PROBLEM

2.1 Background

The history of the office of constable may be traced by direct line back to Anglo-Saxon times. The Normans utilized the office for various duties relating to the militia and martial law, and for some time accorded the position great dignity. The beginning of the Sixteenth Century marked the decline of the constable's powers to various general duties such as tax collection, highway supervision, and maintenance of the peace. In England, the office continued to decline both in power and prestige, until it was abolished by the legislation of 1856 that established county constabularies. Thus, the transfer of the office to America during early Colonial times was effected at a time when the constable had already reached a state of minor importance. Nevertheless, although the process of disintegration of the office of constable continues down to the present day, it has rarely resulted in statutory extinction.

The State of Connecticut, among many other States, continues to provide a statutory basis for either the election or appointment of constables. Specifically, the Connecticut State Code, Chapter 95, Sections 7-86 through 7-97, outlines the conditions of office and special circumstances under which persons may become constables.

As an example, Section 7-92, Chapter 95, outlines the conditions of the office and powers of special constables. This passage provides that:

"The chief executive officer of any municipality may appoint such number of special constables as he deems necessary to preserve the public peace within such municipality, who may serve for terms of not more than two years or during any public celebration or gathering or any riot or unusual excitement, and such special officers shall have the authority of constables to serve criminal process and make arrests for commission of crime."

In the recent past, experience nationally has indicated a continuing decline in the use of constables for peacekeeping functions; in some areas of the eastern United States, the office has already been eliminated. As an alternative, many municipalities have turned to organizing fulltime local law enforcement agencies. The transition has been difficult and has aroused feelings of dissatisfaction with the set-up among local taxpayers, since organized police departments have invariably proved more costly than the parttime constables they displace.

Problems of rural financing produced by the depression years forced the abandonment of these newly organized police agencies in a few instances, with the result that the task of protecting such areas has been turned back to the State police. The overall situation at present is best described by the following quote, taken from Bruce Smith's Police Systems in the United States:

"On the basis of past and present experience with the part time township constable, . . . it is difficult to see how the office can survive much longer. The infusion of urban culture into rural life, with all that this revolutionary change implies, seems certain to destroy the office, but whether the state police will continue to be drawn into the administrative vacuum this produced, or whether the rural constable will be replaced by another local police agency, is as yet far from clear."

2.2 Present Police Service in Marlborough

Present police service in Marlborough is provided by one Connecticut State Policeman, under the Resident Trooper Program, and seven town constables. The current resident trooper has been assigned to the town since the acceptance of the Resident Trooper Program by Marlborough in August 1967; the trooper resides in Marlborough and has lived there for over 20 years.

Section 29-5, Chapter 529, Title 29, of the Connecticut State Statutes establishes statutory authority for the Commissioner of State Police to enter into an agreement with any town or group of towns for the provision of a resident State policeman. The intent of the statute is to provide towns lacking an organized police force with a fulltime State Police officer to perform law enforcement functions within the community. Compensation from the town for such services, to include a vehicle, equipment, maintenance, and other expenses of the detail, are determined by the Commissioner with the approval of the Commissioner of Finance and Control. At present, the compensation ratio is set at 60 percent of the total cost of the detail to be borne by the town and the remaining 40 percent by the State under the auspices of the Connecticut State Police.

During the course of his onsite visit, the Consultant was informed through informal channels and local media sources that a recent State Police directive changed the ratio of compensation and that implementation of the new directive would take place over the next 3 years. According to sources, by July 1, 1978, towns participating in the Resident Trooper Program would be assessed 80 percent of the Program's total cost. Furthermore, by July 1, 1979, towns continuing participa-

tion in the Program would have to assume 100 percent of all costs.

While bearing in mind that the major problem to be addressed concerned the feasibility of organizing a fulltime police department in the Town of Marlborough, the Consultant was able to identify three specific areas of concern that prompted this request for technical assistance.

First, the recent State Police directive that altered the compensation ratio of the Resident Trooper Program generated local interest in forming a fulltime department. Town officials have been forced to consider the cost effectiveness of continuing the present program as opposed to appropriating town monies to finance the formation of a local department. Marlborough's current assessment for the services of the resident State trooper, to include all equipment, a vehicle, and other services, is approximately \$13,500 per year. By July 1, 1978, the total cost will be approximately \$22,500. These projected figures are based on the estimated actual cost of the Program for fiscal year 1975-1976. It is expected that increases in individual costs, due to inflation, trooper salary increases, and higher equipment and maintenance figures, will make the projected cost of the Program for 1978 and 1979 higher than what can be anticipated when using 1975-1976 budget figures as a base. The projected Program costs raise an important issue. Can the Town of Marlborough expect to receive a 40-percent increase in the law enforcement services from the State Police by July 1979 if the total cost of the Program must be assumed by the town at that time? It is the Consultant's opinion that the answer to this question is negative, since the intent of the State Police directive appears to be that towns should assume full fiscal responsibility for resident troopers in light of State Police budget limitations and general government austerity.

The second general area of concern is one that has been voiced by some of the Marlborough residents. In 1970, the town began work on a Community Development Action Plan. As part of the planning efforts involved in such an undertaking, persons directly responsible for preparing the document designed a survey questionnaire for distribution to the citizens of Marlborough. The questionnaire solicited responses to general government issues and contained one section that asked the respondents to comment on the adequacy of the town's police services. The question read as follows: "Do you feel that the present police protection is adequate?" Of the 332 responses received, 166 were affirmative and 166 were negative. For those responding negatively, an additional set of questions were provided, which solicited recommendations for change. Two hundred responses were recorded indicating either that some of the respondents who replied in the affirmative were desirous

of change or that an additional 34 persons viewed the second set of questions as mandatory. The following distribution of responses are indicated for the recommended actions:

- 6 - Cancel the resident trooper and constables, and rely solely on the Colchester barracks.
- 35 - Hire a second fulltime trooper.
- 97 - Retain State trooper, but remove constables from the ballot; hire supernumeraries, parttime, with training.
- 56 - Establish a municipal police department.
- 6 - Other.

The pattern of responses to this section of the questionnaire showed a general concern over the delivery of police services in the community, and demonstrated rather widespread dissatisfaction over the fact that the constables were elected rather than appointed town officials. This dissatisfaction apparently continued to mount until 1975 when the community accepted a new town Charter, which was approved on May 20, 1975, and became effective on November 4, 1975, at the annual municipal election. The new Charter contains two provisions that directly affect actual and potential delivery of police services in the community. The two charter provisions are included in Chapter V, Administrative Officers and Employees, and reads as follows:

- Section 5.3 CHIEF OF POLICE -- The Board of Selectmen shall be the Police Commission and shall appoint the Chief of Police who may be the head of the Police Department. The Board of Selectmen may utilize the services of a Resident State Trooper per Sec. 29-5 of the State Statutes or organize a local Police Department by ordinance.
- Section 5.4 CONSTABLES -- The Board of Selectmen shall appoint not more than seven (7) Constables who shall serve at the pleasure of the Board of Selectmen.

The acceptance of the new town charter has provided the essential foundation for possible future decisions relating to the organization of police services. The town can either continue under the present arrangement with the State Police or, based upon increased population and resultant police service demands, can organize its own fulltime department.

The last general area of concern relates directly to the current arrangement for delivery of police service in the community. Marlborough's resident trooper works a 5-day week. The following is a summary of his weekly schedule, which indicates a split shift during the week and week-ends off:

- Monday 7:30 a.m. - 5:45 p.m.
- Tuesday 2:00 p.m. - 12 a.m.
- Wednesday 7:30 a.m. - 5:15 p.m.
- Thursday 2:00 p.m. - 12 a.m.
- Friday 7:30 a.m. - 5:15 p.m.

The seven appointed constables, of which there are presently six serving and one position vacant, are assigned by the resident trooper primarily for Friday evening routine patrol (3 hours) and other specific details. The constables are employed by the town on a parttime basis; they are generally only available during evenings and weekends, since they are employed in other fulltime jobs during weekdays. The 3-hour Friday evening patrol consists of the constable patrolling the community in his personal vehicle; a magnetic sign is attached to the two front doors indicating that he is a constable for the Town of Marlborough. The constable is in full uniform and maintains radio contact with another constable at his home via two-way, hand-held portable radios. Although the position of constable carries full police powers, they rarely, if ever, engage in any law enforcement functions. As a consequence, the Friday evening patrol is mainly an order maintenance detail established to create a local police presence in those areas of the community, and at the times, that indicate the greatest activity patterns.

During the summer months, a regular paid constable detail is stationed at the site of the town's recreation area (Lake Terramuggus) on Saturdays and Sundays, for 6 hours on each day. Therefore, during the summertime, each constable averages approximately 9 to 10 hours duty per month, mainly for the Friday evening detail. When patrolling in their own vehicle, constables receive \$4.25 per hour; and when on regular detail, such as at the town's recreation area, they are paid \$3.50 per hour. The additional \$.50 for Friday evening patrol is intended to cover expenses incurred by operating their own vehicles. Although constables are fully uniformed and well equipped, the town only appropriates a \$50 uniform allowance per year per officer.

Virtually all emergency calls for police service in the town are received at the Colchester barracks by the State Police dispatcher. If

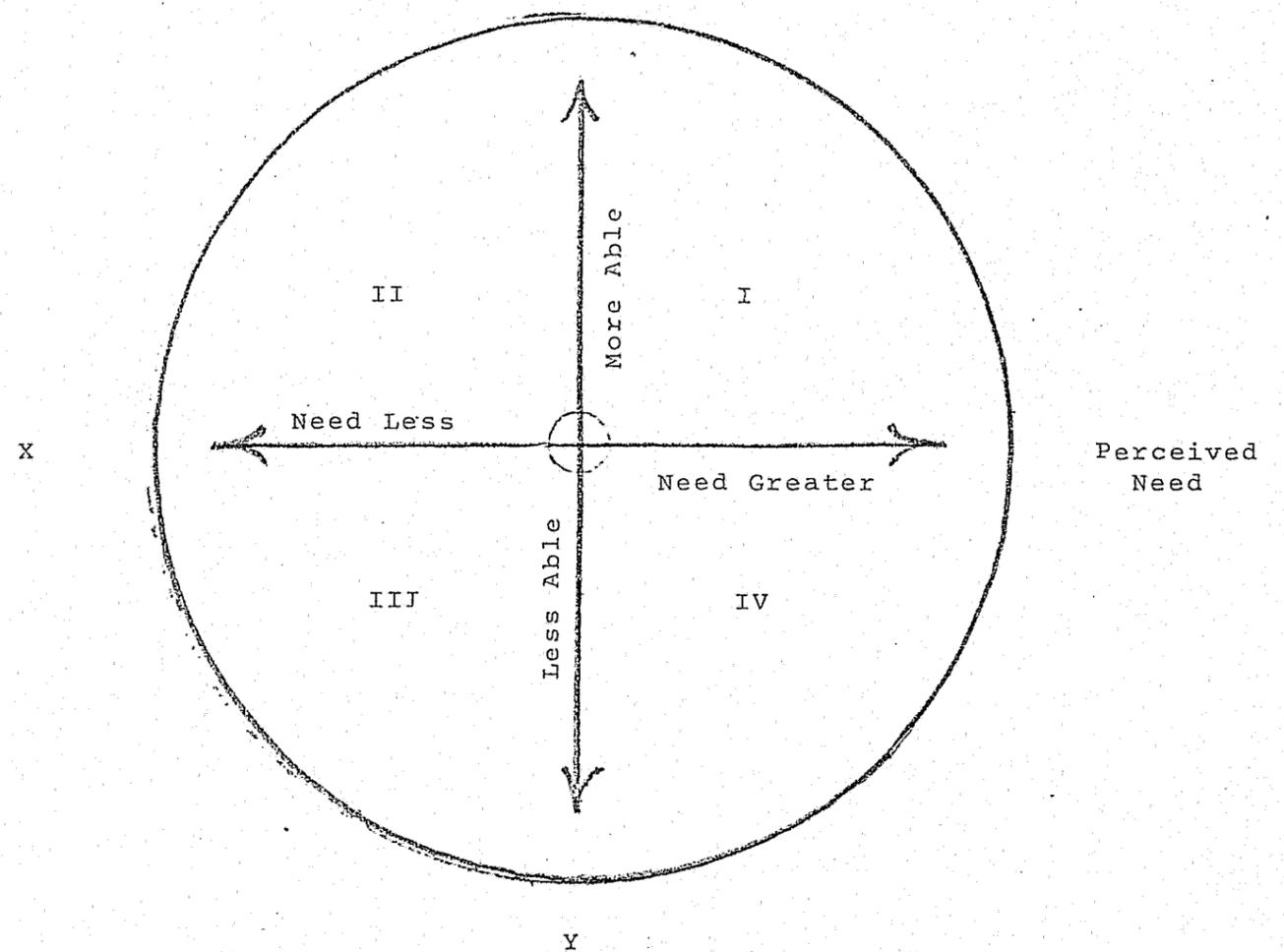
a call is received while the resident trooper is on duty, the dispatcher notifies him by radio or by phone, which is located in his Town Hall office, of the nature and location of the call for service. Otherwise, during those hours when the resident trooper is off duty or out of town (court appearance), the State Police dispatcher assigns the call to another State trooper who is patrolling in the general Marlborough area. These calls are usually serviced by a State Police officer assigned to cruiser patrol in a specific sector within the barrack's territorial responsibility. If the nature of the call is such that an investigation is required, the officer can conduct the preliminary investigation. However, he usually turns the case over to the resident trooper for followup when the resident trooper returns to duty. All reports completed by the State troopers are prepared using State Police forms, and all copies are sent to the Colchester barracks.

Routine calls for other police services are received in a number of ways. First, a call for service can be received at the Colchester barracks. These requests for service are handled in much the same way as emergency calls, except that response times are usually longer. Second, a routine call for service can be received by the resident trooper at his office in the Town Hall or at his home. The phone located in his residence is a State Police phone, and its cost is shared by the town and State according to the compensation ratio of the Resident Trooper Program. According to the resident trooper, it is not unusual for him to receive calls at home during off-duty hours, since the telephone number is well known around town. In these instances, the resident trooper usually responds to the call rather than transfer it to the Colchester barracks for service. Third, requests for routine police service can and often are received by the First Selectman in his office or at home. The First Selectman routinely passes these calls to the resident trooper for his attention.

The dissatisfaction with the delivery of police services in Marlborough, as reflected in the responses to the 1970 questionnaire and indirectly addressed by the police-related provisions in the new town Charter, are by no means a reflection on the competency of the current resident State trooper or the seven appointed constables. On the contrary, the Consultant had an opportunity to interview the resident State trooper, as well as one of the constables, and found both to be highly motivated and capable men. The resident State trooper is a well-seasoned officer who, by virtue of his extended tenure in Marlborough, has developed an excellent rapport with the townspeople and has demonstrated a genuine interest in, and attachment to, the community through his law enforcement efforts. On the other hand, the interview with the constable revealed that as a group they reflect an interest in law enforcement and police-related duties, except that being parttime officers they do not receive the full recognition of their office from either the resident State

trooper or the townspeople. Their poor relationship with the resident trooper is demonstrated by his reluctance to use constables for anything else but a "watchman"-style, 3-hour, Friday-night patrol. Under the agreement between the town and State Police, the town delegates the authority to the State Police resident trooper to supervise and direct the operations of the appointed constables, including their working schedules; while at the same time, the town retains responsibility, administrative and otherwise, for such personnel. Because the Marlborough constables are considered by the resident trooper to be lacking in law enforcement training, they are neither used in emergency situations nor given an opportunity to exercise full police powers. The rationale given for their limited use centers around the fact that today's police officer must be acutely aware of the legal, constitutional, and social factors surrounding most law enforcement situations. The consequence of this outlook is that Marlborough receives virtually all of its police services from the resident trooper or other State Police officers dispatched from Colchester. As a result, law enforcement accountability to the town is difficult to identify, since the resident trooper is essentially held accountable to his State Police superiors. Associated with this dilemma is the persistent question of who actually runs the police department -- the town or the State Police. By retaining operational control of police matters, the State Police resident trooper appears to have an edge in this regard. Nevertheless, politically speaking, the First Selectman, along with the other two members of the Board, are held accountable to the citizens of the Town of Marlborough for all law enforcement matters. In the final analysis, accountability and control of local police matters are exclusively dependent upon the daily relationship between the First Selectman and the resident trooper, which, in the case of the Town of Marlborough, can be described as a relationship of mutual respect and recognition.

Perceived
Ability to Pay



Note: Center position "o" represents present situation. Any point beyond "o" along either the x or y axis represents varying degrees of opinion concerning police services in the community as expressed by individual citizens or groups of citizens.

QUADRANTS:

- I = Perceived ability to pay and perceived need for more services
- II = Perceived inability to pay and perceived need for more services
- III = Perceived inability to pay and perceived need for less services
- IV = Perceived inability to pay and perceived need for more services

Figure 3-1. Factors in Voter Decisionmaking

Consultant felt that there were four major areas that should be considered by the town before reaching a decision concerning an organized police department.

3.2.1 Factors Affecting Delivery of Police Services in Marlborough

The Town of Marlborough faces a demand for police service shaped by numerous and varied factors present in many small communities. Among the factors that tend to shape the demand for police service are total service call activity demand, geography, housing, and others, which, when taken together, provide the descriptive background of the community's public safety setting. Although some of the factors presented may appear at first to be unrelated to the task at hand, all have a direct bearing and influence on public safety demands, as well as related financial support. Together, they all combine to provide the objective framework upon which public safety interests may be evaluated.

- One of the most important factors influencing the delivery of police service is the total volume of police activity experienced on a yearly basis. The information presented in Table 3-1 was provided by the Connecticut State Police and indicates total service call and arrest activity handled by State troopers (to include the resident trooper) in Marlborough for 1974 and 1975.
- o Buildings are for the most part, single-family, wood-framed dwellings numbering approximately 1,000. There are five restaurants of various types; a 120-bed rest home of single-story, wood-frame construction; three 4-unit brick apartment complexes; a 10-unit trailer park; a small shopping complex with two 2-level buildings and one single-level building of steel and concrete construction; and a shopping complex comprised of three wood-frame, multistory buildings and three banks, one of which is situated in the shopping complex called the Common. The public buildings consist of the Richmond Memorial Library building in which the town rents space for the town offices; town garage; State highway garage; grammar school of which there are four separate steel, concrete, and brick structures; and two churches of wood-frame construction.
- According to an independent census taken in 1975, approximately 1,450 children 18 years old and younger live in Marlborough. Approximately 386 of these children are bused to Regional School District No. 8, RHAM

TABLE 3-1

Total State Police Service Call and Arrest Activity --
1974 and 1975

	<u>1974</u>	<u>1975</u>
Total Service Calls	471	479
Part I & II Offenses	76	88
M.V. Accidents	112	132
Miscellaneous Calls	283	259
EMS Responses		Unknown
Total M.V. Arrests	452	NA*
Total Criminal Arrests	59	NA

*NA = Not Available

Activity breakdowns were not available for the constable patrol because of insufficient records.

High School in neighboring Hebron, Connecticut.

- During the school day, approximately 30 percent of the total population is out of town. This drop is because of the school population bused to RHAM and to the working population employed in other communities. There are an estimated 230 residents classified as senior citizens. The population changes less than 1 percent as a result of seasonal factors. Most of the population lives in single-family dwellings built on three-fourths acre or more of land. The area around Lake Terramuggus, which is located in the north-central part of town, is the most densely populated area. Other areas above the normal population density are: Marlborough Gardens and the Stage Harbor area, both located in the north-central area; Forest Homes off Route 66 in the southeast section of town; Hemlock Farms in the northeast corner; Colonial Farms in the south; and Roberts and Dickenson Roads to the west off Route 66.
- Marlborough's 23.5 square miles consist of rolling hills with many ledge outcroppings. Approximately 2,150 acres of land is State forest. Nine percent of the total land area is developed. Total acreage in the town is 14,656, of which approximately 35 percent is developable.
- Although Routes 2 and 66 run from east to west, within the limits of the Town of Marlborough, Route 2 runs from north to south at the point at which it crosses Route 66. Approximately 6 miles of Route 2 and 4 miles of Route 66 run through Marlborough. In addition, there are approximately 45 miles of improved town roads, 15 miles of which are subdivision roads created within the last 8 years. Several streets end in cul-de-sacs.
- A major recreation attraction in the town is Lake Terramuggus, which is 3,800 feet long and 1,500 feet wide covering an area of approximately 105 acres. The lake is located just north of the center of town.
- Marlborough is serviced by a volunteer fire department consisting of 50 members who operate under the command of a chief, with an assistant chief, a captain, and

five lieutenants. The fire station is located in the center of town at the junction of Routes 2 and 66. The building is owned by the Volunteer Fire Department. Operating and equipment acquisitions costs are funded by the town government. The equipment includes two pumpers, one 2,000 gallon tanker, and one combination brush-and-rescue vehicle. An ambulance owned by a private company is housed in the fire station; it is maintained and manned by the fire department. All vehicles have two-way radio equipment capable of operating on at least two frequencies. Three hand held, two-way radios are available for field use. The fire apparatus is dispatched by an answering service in East Hampton and also by a local resident. Approximately 90 percent of the firemen are equipped with tone-alert receivers. The Department has approximately four emergency medical technicians and 24 members who are advanced first aid qualified. There are emergency generating services at the firehouse. The radio is operated on the Middlesex County Mutual Aid frequency. As well, several units are capable of operating on the local government frequency of 46.52 MHz. The mutual aid system includes the surrounding towns of East Hampton, Colchester, Hebron, and Glastonbury. The Department has an auxiliary generator capable of running the fire station and the Town Hall, and a smaller portable generator.

- The Roy B. Pettengill Ambulance Association is a private ambulance service maintained by the Fire Department and housed at the fire house. The ambulance is operated by 24 advanced first-aid personnel, who are supervised by 10 emergency medical technicians. Membership is on a subscription basis. The dispatcher for ambulance control is the M&N answering service, which is based in East Hampton and paid for by the town of Marlborough. A volunteer dispatcher handles 95 percent of all ambulance calls at a private home in Marlborough, which has its own emergency power. All ambulance drivers have tone-actuated monitor receivers in their homes and/or cars. Also, State Police Barracks, Troop K, in Colchester has backup ambulance service available. The ambulance has a two-way radio and operates on the county mutual aid fire frequencies.
- 48.17 percent of the town's population is between the ages of 0 and 24.*

*Source; 1970 Census

- In 1972, the median income was 13,976.
- 33.8 percent of all individual households account for incomes of \$15,000 and higher; 81 percent of the households in this income range are in the \$15,000-\$24,999 bracket.*

3.2.2 Population

Marlborough would be properly classified as a relatively small rural community, although there have been significant changes in its population over the past 10 years. Between the 1960 and 1970 US Census, the population change has been interpolated from year to year and is the basis for the population series shown in subsequent tables contained in this report. The assumption underlying such an interpolation is that the actual change in numbers of persons and the rate of change in terms of percentages was constant from year to year during the period. This is, of course, open to certain inaccuracies, inasmuch as it is very unlikely that any town's population increases or decreases annually at exactly the 10-year average. In any event, the inaccuracies are most likely small enough to be inconsequential. This is especially true since there are fixed benchmarks at the beginning and end of this period in the decennial census of the United States.

Projections beyond 1970 are less certain since there are only two quantities with which to work: The changes between 1960 and 1970 as an indication of past activity, and the population in 1970 as a starting point from which to measure predicted changes. There are two aspects to the 1960-70 change that can be used for projections, in the absence of other data about changes in housing patterns and other items that affect the rate at which people move in or leave a town. These two are the average of the change from 1960 to 1970 in numbers: The average annual increment, and the average rate at which the change took place over those 10 years -- the average annual rate of increase.

Using either of these alone to project the 1970 population, even as short a distance as 1976, leads to considerable question. The use of the average annual increment leads to very low rates of increase, and the use of the average annual rate of increase leads to very large amounts of increase. Here the mean has been given since it is close to two informed estimates already made: That of the Department of Health for 1974 (3,600 population), and that of the town officials for 1975 (3,800 population).

A fairly good idea of current population and of population in past years is necessary because the number of people generating demands for police service is a major factor in the amount of service required, and because many of the ratios or relationships between numerical data about

the town and its police services are based on population. Among these are the ratio of number of fulltime officers to population in thousands; the density of police officers by area and by population; expenditures for police service per capita; and others of a similar nature.

The projections from the 1970 population data in the US Census through the present and on to 1980 are given in Table 3-2. While it may be possible to quarrel with the way at which these projections were arrived, they represent a conservative estimate on demographic history alone. Other potential causes of change in the way the town population changes -- transportation changes in the neighborhood, development of commercial housing speculation, growth in nearby sources of employment such as industry -- can have dramatic effects in changing populations in remarkably short periods of time, but these effects are usually upward. Thus, Table 3-2 is a likely basis for planning minimum increases in service demands.

The percentage increases from year to year are the only available basis for predicting changes in service demands on the town's police services. Therefore, it is not unreasonable to take 1976 activity levels and apply the 4.20-percent increase to estimate probable 1977 levels. Population is not the only factor that influences service demands, but it is a major one and the only one about which fairly confident predictions can be made.

3.2.3 Activity Levels

Table 3-3 presents a format into which Index Crime data could be plugged if it were available. There have been no separate records kept that would differentiate Part I and Part II crimes, so there is no way to isolate the Part I/Index Crime category.

These categories refer to the national voluntary reporting system devised by the International Association of Chiefs of Police (IACP) as the Uniform Crime Reports (UCR), which is operated by the FBI. Although subject to problems as tight statistical research material, the UCR provide the only data that can be compared country- or state-wide to give some feeling for where a department stands with its crime experience for a given year. Moreover, crimes, particularly crimes of the serious nature represented in the Index, comprise only a very small portion of the total activity of any police agency, and are the only part about which any comparison material is available. Table 3-3 is included to illustrate material that could be made available with only a modest increase in recordkeeping and that the townspeople would very likely find illuminating in making decisions about levels of service they might care to demand or support.

In the absence of this material, the best that can be said is that whatever existed this year can be expected, on the basis of population

TABLE 3-2

Marlborough Population Estimates 1970-76 and Projections 1976-80

Year	Population	Numerical Increase	%age Increase
1970	2,991 ¹	103 ²	5.25 ²
1971	3,121 ³	130	4.35
1972	3,255 ³	134	4.29
1973	3,394 ³	139	4.27
1974	3,536 ³	142	4.18
1975	3,685 ³	149	4.21
1976	3,834 ³	149	4.04
1977	3,995 ³	161	4.20
1978	4,159 ³	164	4.11
1979	4,329 ³	170	4.09
1980	4,501 ³	172	3.97

¹From U.S.Census²Average annual changes from 1960 Census to 1970 Census³Estimates arrived at by taking mean of two series of projections, one based on average annual increment from 1960-70, the other on average annual rate of increase for that period. While giving generally declining rates of increase year to year, this method yields results remarkably close to Department of Health estimate for 1974 and Town estimate for 1975, 3600 and 3800 respectively.

TABLE 3-3

Marlborough Trends in Index Crimes per 100,000 Population

YEAR	INDEX CRIMES	POPULATION	NUMBER OF INDEX CRIMES PER 100,000 POPULATION					
			MARL- BOROUGH	HARTFORD SMSA 1	NON-SUBURBAN CITIES UNDER 10,000 POP.	CT. 1	NORTH EAST REGION ¹	U.S. TOTAL
1965	...	2,476 ²	...	1,213.5	...	1,175.1	1,584.6	1,511.9
1966	...	2,579 ²	...	1,250.0	805.3	1,306.1	1,745.4	1,666.6
1967	...	2,682 ²	...	1,522.1	906.8	1,581.6	2,032.0	1,921.7
1968	...	2,785 ²	...	2,217.6	1,020.9	2,076.7	2,482.4	2,234.8
1969	...	2,888 ²	...	2,389.8	1,131.2	2,334.9	2,585.8	2,476.9
1970	...	2,991 ³	...	2,667.8	1,401.6	2,574.9	2,845.9	2,740.5
1971	...	3,121 ⁴	...	2,444.4	1,495.1	2,651.3	3,071.6	2,906.7
1972	...	3,255 ⁴	...	2,253.5	1,589.7	3,403.1	3,574.8	2,829.5
1973	...	3,394 ⁴	...	3,756.4	2,727.4	3,664.4	3,755.0	4,129.7
1974	...	3,536 ⁴	...	4,749.9	3,212.6	4,407.0 ⁵	4,377.5 ⁵	4,821.4
1975	...	3,685 ⁴	...					
1976	...	3,834 ⁴	...					

1. F.B.I., UNIFORM CRIME REPORTS

4. Population Estimates From Table 3-2

2. Interpolations From 1960-70 U.S. Census Figures

5. Subject To Re-evaluation in 1975 ed., pub. 8/31/76

3. 1970 U.S. Census

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increases alone, to rise about 4.20 percent next year, about 8.48 percent over this year by 1978, and so on up to a minimum of about 17.40 percent of this year's levels by 1980. A further point that should be stressed is that actual crime or, indeed, total police activity changes irregularly from year to year, much more irregularly than does actual population. However, these projected activity levels are much less an attempt to predict with pinpoint accuracy what Marlborough's actual experience will be 2 or 4 years from now than suggested levels below which minimum changes in service levels should not be planned.

3.2.4 Financial and Budgetary Background

In the last analysis, one of the most important single deciding factors in how much police service a town has is the simple calculation of how much the majority of its citizens are willing to pay. In this, of course, police services are no different from other municipal services; but the perceptions about how much "ought" to be spent may differ somewhat from department to department throughout the town operation.

In this context it is often enlightening to look at what a town has spent for police services, especially in comparison with other town services or the entire town operational expense. Table 3-4 shows the relationship between police expenditure from one year to the next, as a percentage increase; the comparable rate of change for each year in total town expenditures; the percentage that the police expenditures occupied in the total town purse for each such year; and the expenditure per capita for those years. The years 1970 through the just-completed fiscal year were chosen because this type of comparative data is quickly outdated by changes in the surrounding economy. A good example of these changes is reflected in the 1974-75 expenditures for every town in the country in the area of fuel costs.

An additional ratio that is often useful is the departmental expenditure per officer, sometimes called the "budget back-up" behind each employee. Of course, there was only one fulltime police employee during this entire period in Marlborough, so the entire police expenditure for a year represents the "budget back-up" behind that one employee. Parttime employees are not counted in these ratios because most communities do not have sufficiently sophisticated accounting systems to relate the exact amount of effort each parttime employee contributes, relative to one fulltime employee. If Marlborough decides to formalize a police system with significant parttime officer components, as many communities have done, it would behoove the town

TABLE 3-4

Marlborough Comparison of Police-Related and Total Town Expenditures

Year ¹	Total Police Expenditures ²	% Change Over Previous Year	Total Town Expenditures ³	% Change Over Previous Year	Police Exp. As % of Town	Police Exp. Per Capita ⁴
1970-1	8,884.21 ⁷	...	\$ 151,886 ⁵	...	5.85	\$.2.97
1971-2	10,011.54 ⁷	+12.69	195,694 ⁵	+28.74	5.12	3.21
1972-3	12,461.70 ⁶	+24.47	366,867 ⁶	+87.47	3.40	3.83
1973-4	13,923.12 ⁷	+11.73	478,497 ⁷	+30.43	2.91	4.10
1974-5	18,192.58 ⁷	+30.66	499,582 ⁷	+4.41	3.64	5.14
1975-6	20,750.00 ⁷	+14.06	540,452 ⁷	+8.18	3.84	5.63
1976-7						

¹Fiscal year is 1 July - 30 June.

²Includes all operating and capital expenditures for Resident Trooper Program and local constables.

³Includes all operating and capital expenditures but excludes Education and Debt Service.

⁴Population estimates based on mean of average annual increments and of average annual rate of increase, 1960-70.

⁵From "Town of Marlborough, Capital Improvement Program 1972-73 -- 1977-78".

⁶From Annual Report, 1973.

⁷From Town budgets for succeeding years.

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to keep its personnel records in a form permitting the establishment of such a relationship. Thus, in a town where one fulltime officer provided 40-hours service a week, for 50 weeks, and where 10 parttime officers provided service aggregating 2,600 hours a year -- on a schedule regularly established where it is clear that the parttime officers replaced and did not merely supplement full-time coverage -- it would not be unreasonable to say that the equivalent coverage to 2.3 fulltime officers existed, and to calculate police per population and police density ratios on that basis.

The advantage of displaying budgetary information such as in Table 3-4, or a similar format, is that it makes readily apparent one often overlooked relationship between department expenditure and the town expenditure. This is the percentage of the town's spending represented by the police services.

Between 1970 and 1976, investment in police services rose \$11,865.79, or 133.56 percent. This very significant increase in support could be viewed as extreme and unwarranted, and in the absence of other information might be so viewed by a majority of the community. The increases in total town spending over the same period, however, were so significant that the share of town spending represented by police services actually declined. If police spending in 1975-76 had been at the same 5.85 percent of total town rate as in 1970-71, instead of more than 2 percent lower, the actual dollar increase would have been \$22,732.32, or 255.87 percent over 1970-71. Those 2.01 percentage points represent \$10,866.53, far more to the average citizen of the town than he or she would have been likely to suspect.

Another item of importance in evaluating the changes over this period lies in the per capita expenditure. In 1970-71, the town spent \$2.97 for each person in the population; in 1975-76, \$5.63. An increase of \$2.66 per capita gives a much more moderate -- and probably more realistic -- picture of changes over that period than does the statement, "Police spending rose by more than 134 percent." The per capita outlay rose 89.96 percent; the difference between this percentage figure and that for the departmental budget lies in the increase in population for the period. In other words, the police spending may have risen nearly 134 percent in and of itself, but that increased outlay was providing services to an expanded population at the same time.

In real terms, the town's investment in public safety is not increasing as long as the police share of expenditure remains constant at about 3 or 4 percent of the total.

3.2.5 Other Considerations

Just as it may be helpful to give different points of view

on what the town has actually been spending on police services, it may be helpful to give some different ways of evaluating how much service the town has been getting for that money.

One of the more common rule-of-thumb guides has been the ratio of fulltime police officers to population, usually expressed as "number of officers per 1,000 population." Like so many other quantitative measures in the public safety field, this one suffers from a variety of problems when used as a hard-and-fast guide. It is a useful way of summarizing where a town stands, particularly when the changes from year to year are shown and when it is used with the realization that numerous other factors (e.g., type of community, size, region) influenced the amount of service a given population receives from a given number of officers. An important point to remember is that an urban industrial community of 1,000 people with two officers would receive -- and need -- a different level of service than an urban residential community of 1,000 with two officers. This, in turn would vary from a suburban residential community of 1,000 with two officers to a rural community of 1,000 with two officers.

With this in mind, Table 3-5 shows the police/population ratios in Marlborough for several years, compared with similar-sized communities in the Northeastern United States and nationally, as well as the similar figures for all police employees. There is a difference between the fulltime officer figures and the fulltime employee figures due to the prevalent practice of supplementing sworn officer strength with civilians in occupations or positions where essential services do not require officer training or responsibility (e.g., dispatching, clerical work). Since Marlborough's only fulltime police employee is the resident trooper contracted from the State, the figures for officers and for all fulltime employees are the same. The comparison of regional and national figures can be seen to become considerably larger as one moves across the Table, reflecting the considerable augmentation to departmental strength provided by these civilian aides.

Two factors are readily apparent from inspection of Table 3-5: While the average numbers of officers and employees per regional and national category have been rising by one or two points, the relative coverage in Marlborough has been declining, the inevitable result of serving an expanding population with a constant level of employment. Moreover, even at the initiation in 1967 of fulltime service in Marlborough, the resulting police/population ratio was less than one-third the regional one, and less than one-quarter the national one. As stated, these have been declining relatively; in 1974, the last year for which comparison figures are available, these were less than one-fifth the regional, or one-sixth the national levels.

TABLE 3-5

Marlborough Ratio of Police Strength to Population

Year	Marlborough				Number of Full-Time Employees Per 1,000 Population					
	Population	Police Employees			Marlborough	Sworn Officers		All Employees		
		Off.	Civ.	Total		Cities Under 10,000 Population	National	Marlborough	NE Region	National
1965	2,476 ¹	0	0	0	0	1.1	1.3	0	1.2	1.5
1966	2,579 ¹	0	0	0	0	1.2	1.4	0	1.2	1.5
1967	2,682 ¹	1	0	1	0.37	1.3	1.4	0.37	1.4	1.6
1968	2,785 ¹	1	0	1	0.36	1.2	1.4	0.36	1.3	1.6
1969	2,888 ¹	1	0	1	0.35	1.2	1.5	0.35	1.4	1.7
1970	2,991 ²	1	0	1	0.33	1.4	1.6	0.33	1.5	1.8
1971	3,121 ³	1	0	1	0.32	1.5	1.7	0.32	1.6	1.9
1972	3,255 ³	1	0	1	0.31	1.5	1.7	0.31	1.6	1.9
1973	3,394 ³	1	0	1	0.29	1.6	1.9	0.29	1.8	2.2
1974	3,536 ³	1	0	1	0.28	1.6	1.8	0.28	1.8	2.1
1975	3,685 ³	1	0	1	0.27	...	...	0.27	...	...
1976	3,834 ³	1	0	1	0.26	...	...	0.26	...	...

¹Interpolations based on actual 1960 & 1970 U.S. Census figures.

²1970 U.S. Census.

³Population estimates from mean of two series of projections, one projection of annual increment from 1960-70 the other of annual rate of increase 1960-70.

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It is difficult, if not impossible, for the population of the community to translate these ratios into optimum employment levels: "The regional average is 1.6 officers per thousand, so we need five more fulltime officers" is not a realistic response to this type of information. However, it should give pause for thought and perhaps serve as a catalyst for citizen reflection about levels of service and optimum costs and benefits, when it is realized that the town's level of fulltime police employment is so far below that considered adequate elsewhere.

Of the many factors that bear on the services a given number of officers can provide to a given population, one of the most important must be the area they are expected to cover. That is, one officer for a population of 1,000 people in an area of 10 square miles does not represent the same level of service as one officer serving a population of 1,000 in an area of 20 square miles. This relationship is expressed by a ratio known as the police/population density ratio (see Table 3-6).

Unfortunately, this information is not available for comparison on a regional, national, or even statewide basis. If it were felt desirable to have this type of input into the decisionmaking process, it would be relatively easy to establish comparable ratios for surrounding communities and for comparable communities elsewhere in the State.

The police/population density ratio is given a formula that relates numbers of fulltime officers, area they must serve, and population they must service:

$$\frac{N}{P} \quad \text{OR} \quad \frac{N}{A}$$

Where N = Number of fulltime officers.

P = Population in thousands.

A = Area of jurisdiction in square miles.

The primary value of Table 3-6 will come when and if several communities are to be compared, when Marlborough may rank relatively high on one factor (e.g., police/population density) and relatively low on another (e.g., police per thousand population), or vice-versa. If the town found itself constantly high on both, it could conclude that it was better off relative to its neighbors, and if it found itself constantly low, it could determine that it had a lesser service level than that found adequate by neighboring communities.

TABLE 3-6
Marlborough Police Density/Population Ratios

Year	Population	No. Full-Time Police Offrs.	Density Ratio	Police/1,000 Ratio
1965	2,476 ¹	0	6.60	0.00
1966	2,579 ¹	0	0.00	0.00
1967	2,682 ¹	1	0.88	0.37
1968	2,785 ¹	1	0.84	0.36
1969	2,888 ¹	1	0.81	0.35
1970	2,991 ²	1	0.79	0.33
1971	3,121 ³	1	0.75	0.32
1972	3,255 ³	1	0.72	0.31
1973	3,394 ³	1	0.69	0.29
1974	3,536 ³	1	0.66	0.28
1975	3,685 ³	1	0.64	0.27
1976	3,834 ³	1	0.61	0.26

¹Interpolations between actual 1960-70 Census figures.

²1970 U.S. Census figures.

³Population estimates from mean of two series of projections from 1960-70 averages; annual increment and annual rate of increase.

Density Ratio = (No. full-time police officers)(square miles of area in jurisdiction) ÷ (population in hundreds).

Certain other considerations should enter into the calculation of whether or not formal local police service is needed. These include the recognition that police agencies are not limited exclusively to providing law enforcement services, but can and do provide a wide range of miscellaneous services. These ancillary services -- ancillary in terms of the rationale for an agency's existence, but invariably a vast majority in terms of actual workload -- can arise by accident or slow development over time in a particular community; or they can be determined at the very outset to be a formal part of an agency's responsibility. The availability of police services on a 24-hour basis gives a small municipality the opportunity to arrange a variety of municipal services on the same 24-hour basis by tying them to police personnel. Among these are communications and dispatching for several town departments, or for an entire town government; walk-in reception and clerical services when the police agency has its own 24-hour desk operation and the town does not; operation of ambulance and fire apparatus (such as serving as drivers to deliver apparatus to a scene where volunteer operators will arrive and take over); performance of various inspectional services and certain types of maintenance operations. The variations and combinations are as limitless as the imagination of the police administrator, varying from town to town in response to changes in local conditions. All have two features in common: They provide justification for full-time provision of certain services that might not be self-supporting, such as a fulltime police department in a very small town; they provide a basis for determining essential or convenient services that could not be provided economically as the primary responsibility of a fulltime police department.

Another important consideration is the value of a particular service. Although basic considerations such as cost and expected level of demand are of prime importance, it is often more enlightening to look at the cost of not providing services when they are needed. In this way, it does not take very many fires to justify provision of a fire department, since the expected loss from even one major fire is just too high. Much the same line of reasoning can be used when considering need for police services.

4. FINDINGS AND CONCLUSIONS

The Consultant reached the following conclusions based upon the analysis of information and data presented in previous sections of this report:

- The very limited use of constables on a parttime basis has caused the town to rely solely upon the State Police for delivery of essential police services. The fact that the present resident trooper receives calls at home during his off-duty hours indicates a desire on the part of Marlborough residents to have situations handled at the local level rather than call the State Police in Colchester.
- The recent State Police directive altering future compensation ratios with the town will have a decided effect on police services in Marlborough. Whereas the town is now paying \$13,500 for the services of a fulltime State trooper, by 1978 associated costs will rise to approximately \$18,000; and by July 1979, the costs will rise to approximately \$22,500. In simple terms, this means that if the town continues under the present arrangement with the State Police and continues to use constables on a limited basis, police-related public safety costs will increase almost 66 percent by July 1979.
- By virtue of his tenure in Marlborough, the current resident trooper has developed an excellent rapport with the townspeople. He is thoroughly familiar with the town and its law enforcement needs and demonstrates a willingness to serve the community at all times of the day.
- One of the major problems encountered by the community with the Resident Trooper Program appears to be an absence of clearly defined limits of authority and accountability. Although the resident trooper works in a law enforcement capacity for the town, his line of authority is clearly that of the State Police chain of command. State Police accountability to the Board of Selectmen does exist, but only on an informal basis. As a result, operational and administrative control of police affairs is split between the town and State Police.

- Total service call activity, as reflected in the State Police report, does not indicate an unusually heavy workload. For instance, in 1974, of the total activity handled by the resident trooper and other State Police officers, approximately 46 percent was related to motor vehicle and traffic enforcement. Due to the summary form of data made available, further analysis of total service call activity was not possible. If sufficient data had been available, a service call workload study could have been performed and minimum manning levels determined from the extent of demand shown by incident categories.
- Population appears to be the best-suited criteria upon which future police service demands may be determined. Marlborough projections of police activity through 1980 should be based upon incremental projected percentage increases in population. The percentage increases projected for the years 1977 through 1980 fall in the range of 3.5 percent.
- Due to the nonavailability of Index Crime breakdowns for the town, a crime index ratio and subsequent comparison with similar communities could not be determined.
- Comparison of total police expenditures to total town expenditures from 1970-71 to 1975-76 indicated that police-related public safety costs have generally fallen in the range of 3.5 percent of general government costs. Likewise, the police expense per capita has been in the area of \$3 - \$6. Both figures, police expenditures as percent of towns general government costs and per capita costs for police service, are rather low.
- Marlborough's ratio of police strength to population falls well below national and regional standards for similar-sized communities. As a result of serving an expanding population with a constant level of police employment, Marlborough's ratio has been declining since 1967, when figures became available, while regional and national categories have been rising by one or two points a year.
- Marlborough's police density population ratio has been declining steadily since 1967. Again, this reflects the constant level of employment to serve an expanding population.

5. RECOMMENDATIONS

The following recommendations are made to the Town of Marlborough regarding present and future delivery of police services, and to the Capitol Region Council of Governments to facilitate and enhance police planning efforts in those communities considering an organized police department:

- The town should immediately develop a public safety program that includes expansion of the current duties assigned to the constables. At a minimum, the public safety program should include: (a) Purchase of a new vehicle to be used as a town police cruiser, and (b) Expansion of the parttime constable's role to include evening patrol duties during the week and weekends. Specific hours of the new patrol schedule should be determined by the resident trooper in conjunction with the First Selectman.
- The resident trooper should be requested to develop an in-service training program for the constables. This program should include regular classroom instruction on basic law enforcement procedures and techniques. Examples of topics that could be covered in these training sessions are proper arrest procedures, search and seizure, related State and local laws, handling of family disputes, basic law enforcement recordkeeping, and proper handling of the service revolver.
- The town should request that the Commissioner of State Police provide at least semiannual reports of total incidents handled by the resident trooper and other State Police units in Marlborough. These reports should be channeled through the resident trooper to the Board of Selectmen and should become the basis for an annual report to the Board of Selectmen by the resident trooper. In addition, these reports should be used by the town as planning guidelines when making future decisions regarding the formation of an organized police department. The incident categories provided in Appendix B should be used as the basis for collecting and analyzing total service call activity.
- If the town decides to organize a fulltime police department, serious consideration should be given to the consolidation of local communications facilities into one central public safety communications center. Consideration should also be given to participation in a regional police communications net if the opportunity presents itself.

- The town should use the objective criteria presented in this report to make future decisions regarding the formation of an organized police department. The following criteria should be used as a planning vehicle for the town in arriving at its decision:

- Factors affecting delivery of police services.
- Present and projected population trends.
- Present and projected activity levels.
- Financial and budgetary considerations.
- Ratio of police strength to population.
- Trends in Index Crimes and comparisons of related data with national, regional, and State figures.
- Police density/population ratios.

The tables presented in this report should be used by the town to arrange the necessary data in summary form.

- The Capitol Region Council of Governments (CRCOG) should provide ongoing police technical assistance to the town in its effort to apply the objective criteria developed in this study to possible local decisions concerning an organized police department. The CRCOG should also use the approach and objective criteria developed in this study to assist other communities in the CRCOG in forming local decisions about delivery of police services for their respective areas.
- The CRCOG should explore the possibility of obtaining LEAA funds for the development of a Rural Law Enforcement Assistance Program similar to the program documented in Appendix E.

APPENDIX A

Resident State Trooper Activity

R-76-169
A-1



ELLA GRASSO
GOVERNOR

EDWARD P. LEONARD
COMMISSIONER

STATE OF CONNECTICUT
DEPARTMENT OF STATE POLICE
100 WASHINGTON STREET
HARTFORD, CONNECTICUT 06101

July 22, 1976

Mr. Robert W. Huestis
Criminal Justice Planner
Capitol Region Council of Governments
97 Elm Street
Hartford, Connecticut 06106

Dear Mr. Huestis:

In your letter of July 9, 1976 you requested the following information for long-range planning involving the Towns of Marlborough and East Granby. That information is as follows:

	MARLBOROUGH 1974 - 1975	EAST GRANBY 1974 - 1975
1. Total Service Calls by State Troopers.	471 - 479	474 - 412
a. Responses to Part I & Part II Offenses.	76 - 63	126 - 110
b. Responses to M.V. Accidents.	112 - 132	156 - 102
c. Responses to Miscellaneous Calls.	223 - 259	190* - 200*
d. Responses to Calls for Emergency Medical Services.	UNKNOWN	UNKNOWN
2. Total Arrests M.V.	452 - NA	245 - NA
3. Total Arrests Criminal	59 - NA	56 - NA

We hope this information will aid you in your project.

Very truly yours,

Col. Edward P. Leonard
COMMISSIONER OF STATE POLICE

EV:

Donald Nurse
Captain Donald Nurse

Commanding Officer - Field Operations

DEW:rd
(Symbols - NA: Not Available) R-76-169
* Estimate A-2

APPENDIX B

Incident Categories for Data Collection

INCIDENT CATEGORIES

Part I

Attempted Suicides
Breaking and Entering (residential & commercial)
Attempted Breaks
Attempted Larceny
Stolen Vehicles
Armed Robberies
Assault and Battery with Dangerous Weapon
Rape and Assault with Intent to Rape

Part II

Disorderly Conduct
Incapacitated Persons Held (drunk and protective custody)
Attempted Arson
Assault and Battery
Stolen Bicycles
Malicious Damage
Gun Violations
Possession
Indecent Exposure

Accidents

Accidents - Fatal
Accidents - Injury
Accidents - Property Damage Only
Accidents - Hit & Run

Traffic

Fires Covered
Assist Disabled Motorist
Motorist Vehicle Violations

Medical

Ambulance Runs

Arrest

Arrest

Miscellaneous

Summons Served
Assisted Other Departments
Missing Persons Kept
Answered Alarms
Buildings Found Open
Animals Injured or Killed
Persons Bit By Dog
Vehicles Towed
Lock outs
Disturbances
Miscellaneous Calls
Interferring w/ Duties of Officer
Deaths Investigation (at home or not)
Hunting Complaints

Threatening Phone Calls
Homes Checked
Transfers
VIN Numbers Checked
Matrons Called
Court Appearances: Superior Court, Grand Jury
District Court

APPENDIX C

Resident Trooper Agreement

R-76-169
C-1

THIS AGREEMENT, made this July day of 31, 1975 by and between the Commissioner of State Police, hereinafter called the "Commissioner", and the Town of Marlborough hereinafter called the "Town",

WITNESSETH:

That the said Commissioner, pursuant to Section 29-5, General Statutes, Revision of 1973, as amended, in consideration of the promises of the Town, does hereby detail for regular assignment to the said Town (one) ~~(two)~~ resident state (policeman) ~~(policemen)~~ for the period July 1, 1975 through June 30, 1977. The parties to this contract, as part of the consideration hereof, agree that the Town shall delegate the authority to the State Police to supervise and direct the operations of the appointed constables and policemen in the Town, including their working schedules, while at the same time, the Town shall retain responsibility, administrative and otherwise, for such personnel.

The parties also agree that the Commissioner of State Police shall exercise such supervision and direction over any resident policeman so appointed as he deems necessary.

IN CONSIDERATION WHEREOF, the Town hereby promises and agrees to pay during said period sixty per cent (60%) of the cost of compensation, maintenance and any other expenses of such detail, the aforesaid to be paid when billed by the Commissioner.

The Town agrees and warrants that in the performance of this contract its agents and employees will not discriminate or permit discrimination against any person or group of persons on the grounds of race, color, religion, sex, national origin, or physical disability, including but not limited to, blindness, unless it is shown by such Town that such disability prevents performance of the work involved in any manner prohibited by the laws of the United States or of the State of Connecticut, and further agrees to provide the Commission on Human Rights and Opportunities with such information requested by the commission concerning the employment practices and procedures of the Town as relate to the provisions of this section.

It is expressly agreed between the Commissioner and the Town that this agreement shall supersede any and all previous agreements existing between the parties hereto.

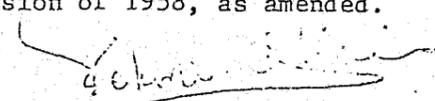
This contract is subject to the provisions of Executive Order No. Three of Governor Thomas J. Meskill promulgated June 16, 1971 and, to the provisions of Executive Order No. Seventeen of Governor Thomas J. Meskill

promulgated February 15, 1973 and, as such, this contract may be cancelled, terminated or suspended by the contracting agency or the state labor commissioner for violation of or noncompliance with said Executive Orders No. Three and Seventeen, notwithstanding that the labor commissioner may not be a party to this contract. The parties to this contract, as part of the consideration hereof, agree that said Executive Orders No. Three and Seventeen are incorporated herein by reference and made a part hereof. The parties agree to abide by said Executive Orders and agree that the contracting agency and the state labor commissioner shall have joint and several continuing jurisdiction in respect to contract performance in regard to nondiscrimination, until the contract is completed or terminated prior to completion and in respect to contract performance in regard to listing all employment openings with the Connecticut state employment service.

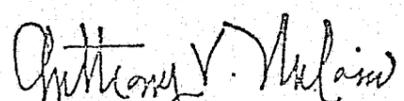
The contractor agrees as part consideration hereof, that this contract is subject to the Guidelines and Rules issued by the state labor commissioner to implement Executive Orders No. Three and Seventeen, and that he will not discriminate in his employment practices or policies, will file all reports as required, and will fully cooperate with the State of Connecticut and the state labor commissioner.

IN WITNESS WHEREOF the said parties have hereunto set their hands and seals this July day of 31, 1975.

Approved in accordance with
Section 29-5, General Statutes,
Revision of 1958, as amended.

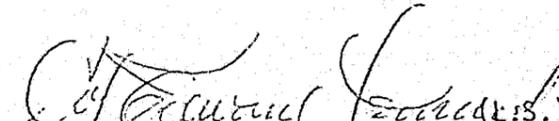


Attorney General



Commissioner of Finance and Control

NOV 24 1975

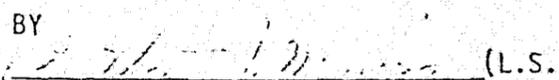


COMMISSIONER OF STATE POLICE

AUG 19 1975

TOWN OF KARLBOROUGH

BY

 (L.S.)
Anthony J. Maiorano, First Selectman

APPENDIX D

Capitol Region Housing Opportunities Program

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6) Income distribution, 1969¹:

Income	HOUSEHOLD SIZE						All Sizes
	1	2	3	4	5	6	
Under \$2,000	0	11	0	0	11	0	25
2,000 - 2,999	6	0	0	0	6	4	16
3,000 - 4,999	11	0	10	0	0	0	21
5,000 - 6,999	6	0	4	0	0	0	10
7,000 - 9,999	21	25	24	44	20	14	148
10,000 -14,999	31	98	81	85	39	53	388
15,000 -24,999	5	55	48	20	34	34	196
\$25,000 +	5	10	11	20	0	0	46
All Incomes	85	199	178	170	113	105	850

7) Occupied And Vacant Units¹

	1960	1970
Total	Not available	889
% Owner Occupied		80.1
% Renter Occupied		15.5
% Vacant		4.4

8) # H.H. in Substandard Units 1970⁶: 8

9) # H.H. in Standard Overcrowded Units 1970⁶: 50

10) % of Units built prior to 1950¹: 272

11) Median Rent, 1970¹: \$174.00

12) Total Units 12/31/72⁷ 1,082 12/31/73⁸ 1,187

New Units Prev. Year 72 98

% Multi-family 2.8 0

13) Price & Size Distribution of Housing Offered For Sale 8/73 - 8/74⁹

# Bedrooms	Price Categories					
	\$20,000- 25,999	26,000- 31,999	32,000- 39,999	40,000- 49,000	50,000- 74,999	75,000- \$99,999
0 - 2				1		
3	1		1	4	1	
4					1	
5+				1		

14) Housing Sales Activity and Average Price - 11/73 - 11/74⁹:

# of Units Sold	Average Price
7	\$46,338.00

15) Price & Size Distribution of Rental Housing - 1970¹:

# Rooms	Under \$60	\$60- \$79	\$80- \$99	\$100- \$149	\$149- \$199	\$200 +	No Cash Rent	Total
1-2			6	11				17
3				12	11			23
4				44	12	4	6	66
5		6						6
6+				12	6			18
Total		6	6	79	29	4	6	130

16) Subsidized Housing¹⁰

PROGRAM	UNITS		
	Built/ In Use	Under Construction	In Planning
TOTALS			

17) Housing Narrative:

The town includes some old vacation home developments as well as newer scattered housing on large lots. Occupants are young white collar families who commute to other places in the region. The town has a reputation for scenic amenities but no municipal services. Rapid growth is expected.

CONTINUED

1 OF 2

Land Availability:

18) Total Acres ¹¹ :	<u>14,656</u>
19) % Developed ¹¹ :	<u>7.8</u>
20) % Developable ¹² :	<u>35</u>
21) Acres Open Space ¹¹ :	<u>2,122.8</u>
22) Current Sewer Availability ¹³ :	

The town does not have any sewer service at the present time. Sewer service will ultimately be required in the Marlborough center and Lake Terramuggus area. Other areas of the town would rely on on-lot systems.

23) Residential Land Cost¹⁴:

	Single Family Lots-w/o sewers	Single Family Lots - sewers	Multi-Family w/o sewers	Multi-Family sewers
Generalized Land Price Per Unit	\$5,000-9,000	N/A	\$1,200	N/A

24) Accessibility Characteristics:

Very high access to Hartford and the region via State limited access Route 2 on corridor between Hartford and New London.

25) Major Land Use Summary:

	Acres & % of Total			
	1960 ¹⁵	%	1970 ¹⁶	%
<u>Residential by Density</u>				
High	----	--	----	--
Low	523	3.6	755	5.2
<u>Manufacturing</u>				
Trades & Services	40	0.3	31	0.2
Active Agriculture	1,859	12.7	624	4.3
Institutional	24	0.2	Not available.	

Taxes:		Yield	Effective Rate
26) Total Property Tax	1965:	\$ 310,684.71	30.10
Yield ¹⁷ & Effective Rates	1970:	647,133.62	45.50
	1972:	853,081.32	46.99

27) 1973 Equalized Assessed Value Per Capita¹⁸: \$ 6,632

28) Per Capita town expenditures¹⁹:

29) Current Pupil/Teacher Ratio²⁰: 22.7

30) Equalized Assessed Value Per Pupil²¹: \$ 25,822

31) Net Operating Expenditures per student²²:

<u>1969</u>	<u>1970</u>	<u>1973</u>
\$650.25	\$668.79	\$899.58

32) School Construction Activity²⁰:

None.

Employment Centers:

33) Largest Employers¹¹

<u>Firm and Type of Employment</u>	<u># Employees</u>
No major employers	

34) Total NonFarm & Manufacturing Employment June, 1972²³: 280

35) Narrative Statement on Employment Characteristics:

Total non-agricultural employment accounts for 280 jobs, all of which are non-manufacturing in nature with major emphasis in trade (80), service (80), and government (80). Little growth is anticipated.

36) Welfare Caseload by Program Type 1973²⁴:

<u>AFDC</u>	<u>OAA</u>	<u>AD</u>	<u>AB</u>	<u>TOTAL</u>
11	11	40	4	66

37) Food Stamp Recipients²⁴: 0

38) Town Amenities

TOWN OF MARLBOROUGH

Marlborough appeals to families seeking less expensive suburban housing. It has been described as a spillover of the Glastonbury housing market and is located along Route 2, which gives easy access to Glastonbury and Hartford. Marlborough has one developed park and 2,122.82 acres of open space. Special recreation opportunity includes fishing, hunting, and hiking.

The school system is made up of one elementary school serving 602 pupils. The junior and senior high school students attend a regional high school called RHAM. The current pupil/teacher ratio of the elementary school is 22.7. The most recent net expenditures per pupil is \$899.58.

Marlborough residents depend upon the towns of Glastonbury and East Hartford for entertainment facilities. Shopping facilities are also located in Glastonbury and East Hartford. However, access is good. Doctors, dentists, and hospital care require travel to East Hartford, Glastonbury, or Hartford. Town services are minimal. Religious facilities require travel.

MARLBOROUGH

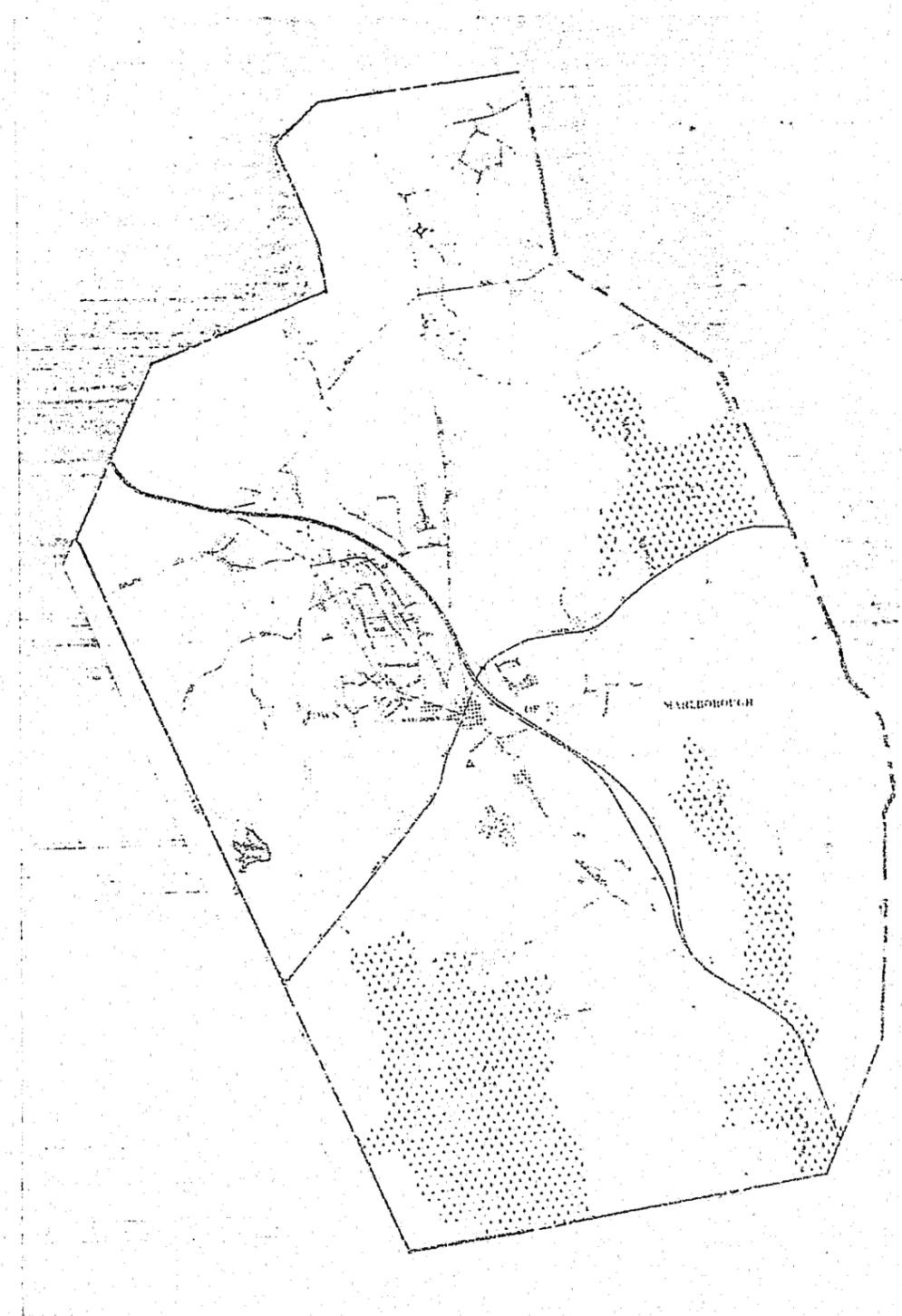
Marlborough is in the process of updating its master plan. They have hired consultants who are working with local officials and citizens.

At the present time there are very few multifamily dwellings and most residential zoning requires from 1½ acres to 3 acres because of "terrain".

The Town has not submitted a CD application and does not intend to until it has a master plan completed. Town officials recognize a need for industrial growth. They are also aware of some demand for subsidized elderly housing and more housing for young people. At the present time the town has a high unemployment rate. Much of the forest land is owned by the State.

There was a survey taken in Town two years ago that was very well done and had a large return. The figures were overwhelmingly against low and moderate income housing.

The leadership is in favor of converting a rather ugly Town center into a New England styled village. There was also a hint of appreciation for creative cluster housing projects that might be acceptable in Town.



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APPENDIX E

Concepts of the Rural Law Enforcement Program

A. CONCEPTS OF THE RURAL LAW ENFORCEMENT PROGRAM

1. Rural Law Enforcement Program

The rural law enforcement program, as defined by the Law Enforcement Assistance Administration of the Department of Justice, is designed primarily for:

- a) Small rural communities who know they have law enforcement problems and needs but cannot individually support an adequate law enforcement mechanism.
- b) Rural communities who desire to pool resources in order to create and eventually support, collectively, a law enforcement program that meets their needs. The establishment of such a program should provide:
 - 1) The ability for a rural area to better cope with area law enforcement needs, by utilizing their collective resources.
 - 2) It should establish a means to lessen the duplication of law enforcement efforts in a selected region. This will allow greater efficiency and productivity through the pooling of efforts toward a common goal.
 - 3) The program should allow the upgrading of existing resources, to include training, equipment, communications, and modern management techniques.
 - 4) It should provide a stronger base of support for area law enforcement services.

2. Types of Programs That May Be Funded

a) Resident Trooper Program

This is primarily a program designed to allow a consolidation of law enforcement efforts of full-time or part-time law enforcement officials in a rural area, with the establishment of a state police trooper in an impact area who will coordinate the law enforcement effort through his troop commander. The resident trooper program is designed for the state police organizations that work road or field troopers from a troop headquarters or a sub-post. The assigned trooper would establish residence and work from his home or a designated office other than his state police trooper post headquarters.

A. (CONTINUED)

2. (continued)

b) States Presently Having Resident Trooper Programs

A resident trooper program may be established where the state police presently have resident trooper programs and where the applying rural area falls within the scope of the rural law enforcement program, if the area does not presently have the assistance of a full-time resident trooper assigned.

c) A Consolidated Law Enforcement Director or Chief of Police

This program allows for the consolidation of up to three or four departments of a rural contiguous area that allows for the consolidation of the area law enforcement efforts to be directed by a designated director or chief of police.

d) A Multi-Jurisdictional Program

This is a program designed to give assistance to include up to three or four small rural towns adjacent to a medium- or large-sized city which would incorporate through a multi-jurisdictional program and/or consolidation of the small town law enforcement programs with the larger city's law enforcement effort.

3. Interactions Within A Particular Jurisdiction

There are a number of methods that would allow the accomplishment of goals in a rural law enforcement program. The following list of methods for establishing mutual aid, unification, and consolidation may be varied according to local needs. In every case, it is recommended that the political jurisdictions appoint a member from their own organization (councilman, selectman, commissioner, etc.), and in the case of a trooper program, a post or troop commander to a *law enforcement coordinating and planning committee*. In the case of a consolidated law enforcement program under a chief of police, one vacancy should be reserved on the committee for that chief.

A. (CONTINUED)

3. (continued)

It is acceptable to appoint a person to the law enforcement coordinating and planning committee who is not a member of one of the city councils, commissions, or selectmen. Examples of a person who could be appointed are city manager, district attorney, or a community leader. To keep the committee active and effective, there should be no more than five to seven committee members, with the former number being the most efficient. The committee will be responsible for:

- a) Researching for funds (local, state, or federal).
- b) Developing the program along with setting goals and objectives.
- c) Developing a budget.
- d) Establishing program timetables.
- e) Recommending ratification from the committee members' respective political entities.
- f) After the program has been established, the committee should review and give guidance to the project director and/or supervisor as needed.

4. Funding.

There are discretionary funds available for programs of this type. These are listed in the United States Department of Justice Law Enforcement Assistance Administration Catalog Number M-4500-1D-Section 190.

Applications may be submitted not to exceed \$50,000 for the total project. The funds are 90 percent funded by the Law Enforcement Assistance Administration and 10 percent, or \$5,000, must be funded by a political jurisdiction. Matching funds may be placed into the project by a single agency or all the agencies involved, although only one of the agencies can be classified as the *applying agency*.

A. (CONTINUED)

4. (continued)

a) Applying Agency

The applying agency is responsible fiscally for the project. Final responsibility for the administration of the grant falls upon the applying agency, whether the application is multi-jurisdictional or a single agency. This does not prohibit the establishment of a multi-jurisdictional group sitting as a law enforcement coordinating and planning committee. For example:

The applicant must be a single unit of government, such as Town A or the State Police.

b) Project Director

A project director may be any person who will be in direct charge of the project on a day-to-day basis. This person should contribute not less than twenty percent of his/her time to project activities. The project director may be a person whose activities are incorporated into the project or any person designated by the committee and approved by the grant applicant. For example:

Towns A, B, C, and State Police D desire to develop a resident trooper program under the Rural Law Enforcement Assistance Project. A committee is formed from a councilman representing each town, the state police troop commander, and a responsible citizen, if desired. The implementing agencies will become Towns A, B, C, and the State Police. The unit of government designated as the applicant must be only one of the four. In this example, the State Police thus becomes the applicant and, therefore, fiscally responsible for the implementation of the project. The project director may be any qualified individual whom the committee designates and the applicant approves.

5. Concepts of Jurisdiction

The most complicated portion of a law enforcement program is to establish jurisdiction of the various law enforcement agencies in the program, politically. The basic fear of autonomous control of law enforcement being diminished must be given consideration. This is most easily addressed by the establishment of the law enforcement coordinating and planning committee. The following are some recommendations that may be considered in an order from basic local control of law enforcement to a form of complete consolidation:

A. (CONTINUED)

5. (continued)

a) Trooper Assistance in Residence.

The least that can be established is the establishment of a resident trooper with the local law enforcement agencies retaining jurisdictional authority in their areas, plus mutual assistance through concurrent jurisdiction being allowed by the various applying political jurisdictions. For example:

Towns A, B, and C each have one part-time or full-time police officer. The state police assign a resident trooper with full area jurisdiction. Town A renders full police authority to the police officers of Towns B and C. Town B renders full police authority to policemen of Towns A and C, etc. The project policemen will normally work their parent towns but have jurisdiction in the other towns in a mutual program of assistance to the state trooper in his efforts in any of the towns.

Law enforcement service, training, and project goals can be further directed by the law enforcement coordinating and planning committee. One of the four agencies shall be responsible for maintaining records and supplies. Also, a mutual communications system should be established to maintain a coordinated effort.

b) State Police Supervisor

All the provisions of a) above are included and are expanded to where the resident trooper becomes a director of the law enforcement effort and retains operational authority of the law enforcement personnel of the project cities. The resident trooper shall be responsible for the retention of records and shall maintain a base of communications between the various towns for assignment and assistance.

c) Appointed Chief of Police

The consolidation of local law enforcement. This includes all the provisions of a) and b) above, but the resident trooper is replaced by a designated director or chief of police, who may be hired by the committee or appointed from an existing agency. The local officers are paid by their respective jurisdictions, but are directed by the chief of police.

A. (CONTINUED)

5. (continued)

d) Consolidated Area Law Enforcement.

This progression allows for complete consolidation of law enforcement into a single agency with an appointed chief or resident trooper as director, again answering to a law enforcement coordinating and planning committee established from the political jurisdictions. Salaries and benefits for the police officers are paid by the law enforcement committee or a designated jurisdictional agency agreed upon by the committee and the various towns involved.

OFFICERS WILL RETAIN ALL SENIORITY AND BENEFITS OF THEIR PARENT AGENCIES.

a) In the case of a resident trooper program, the resident trooper will retain all seniority and benefits from his parent agency.

b) In the appointed director or chief program, benefits will have to be separately developed or integrated within one of the participating agencies. For example:

Under a federal grant the salary for the chief of police for the program may be paid with the funds from the grant by the applying agency or one of the agencies may volunteer a presently salaried officer as the chief.

B. GOALS AND OBJECTIVES

1. The first step in establishing goals and objectives is to recognize the problem. The problem should be stated and for application purposes should include demographic information and a synopsis of existing resources, to include present law enforcement physical outlay and services. An example of the problem, goals, and objectives are given in the following:

The Lincoln County Criminal Justice System is on the verge of being impacted by Seven Continents Amusement Park, which will be located within the City Limits of Stroud, Oklahoma. It will be a \$60,000,000 project.

B. (CONTINUED)

1. (continued)

The initial influx of approximately 50 to 1,000 construction workers and their families and the initial influx of 1.5 million people annually after the complex is open, will involuntarily change the present life style, environment, and settlement pattern of the impacted areas.

The City of Stroud has a population of 2,452, using the 1970 U. S. Census. The police department has 11 full-time officers and dispatchers. The city is bisected by the Turner Turnpike, which is the major highway between Tulsa and Oklahoma City. The city is predominantly agricultural and like economically-g geared.

The City of Kendrick's population is 123, using the 1970 U. S. Census. They have one part-time policeman. This community is also agriculturally-oriented.

The City of Tryon has a total population of 281, using the 1970 U. S. Census. They also have one part-time policeman. The community is agriculturally-oriented.

The three following cities: Tryon, Kendrick, and Stroud, agreed to go into this tri-city Chief of Police project. The city fathers recognize the problem that will be coming forth with the Seven Continents Amusement Park and that one of the first indicators of this amusement park will be in the Criminal Justice System (Police Department), and they also feel that this program would help upgrade their present departments as well as provide an additional cohesive bond between the three cities.

There is a need for employing a police administrator and Chief of Police. This person should be a progressive thinker in the law enforcement end of the Criminal Justice System and would allow these police departments to make the necessary changes to meet the needs that will be imposed by the impact of the Seven Continents Amusement Park.

B. (CONTINUED)

2. The goals and objectives should be established by the committee and may be included into the grant application and a *goal* should describe a desired change. An *objective* has been successfully achieved when it can be demonstrated that the desired change has occurred. It is important that the objectives be measureable. The goals should also include the level of change desired by the committee. For example:

Law enforcement response time to the present Towns A, B, and C on a part-time basis is two hours and fifty minutes between 8:00 a.m., and 5:00 p.m., and 35 minutes after 5:00 p.m. In police emergencies and with automobile accidents, response time is 35 minutes for the state police.

a) GOAL #1 (LEVEL OF CHANGE):

The change desired is 12 minutes for a law enforcement call for service--emergency, criminal, or accident--anywhere in the program area. This goal can be accomplished by establishing a resident trooper in the areas of Towns A, B, and C, and through the coordination of local law enforcement of Towns A, B, and C by the resident trooper.

More than one goal can be stated and is recommended. For example:

b) GOAL #2 (LEVEL OF SERVICE):

Part I offenses, where the area had an index (or total) of 450 for the year 1975, this gave a crime rate (per 100,000 population) of 4,952. This is twenty-two percent higher for the average of rural towns, population less than 5,000, in the rest of the state in 1975. The desire of this committee is to reduce this figure to or below the state average.

3. Areas of Concern for the Improvement of Law Enforcement Services.

The law enforcement coordinating and planning committee should become primarily involved in improving the services to its respective citizens that can be furnished by law enforcement. They are as follows:

B. (CONTINUED)

3. (continued)

- a) Adequate law enforcement personnel. A nationally recognized percentage of law enforcement personnel per 1,000 population is two policemen per 1,000 population in municipal areas. This figure fluctuates according to the geographical area, the type of clientele, the number of calls for service, and existing institutions; i.e., amusement park, college or university, or large factories. Most assuredly, the level of law enforcement personnel and service will be consistent with the funds that have been allocated and will be allocated. This service will not be any better than that which is desired by the local populace and shown through support for adequate law enforcement budgets.
- b) One of the goals of this law enforcement coordinating and planning committee is to reinforce these needs to their respective jurisdictions.
- c) A complete assessment must be made of all collective existing law enforcement equipment and its condition.
- d) A review needs to be made of all the existing law enforcement personnel, to include work-time available, past law enforcement training, education, etc.
- e) A review of law enforcement response time, categorized into the following four categories:
 - 1) Emergency calls for service--criminally related.
Examples: Robbery, Aggravated Assault, In-progress Burglary.
 - 2) Emergency calls for service--injury or serious illness. Example: Personal injury automobile accident.
 - 3) Non-emergency calls for service--criminally related.
Example: Larceny.
 - 4) Calls for service--non-criminal and non-emergency.
Examples: Loud Party, Barking Dogs.

B. (CONTINUED)

3. (continued)

e) (continued)

Law enforcement response times should normally progressively increase from 1) to 4). The existing response times will give the committee a base for establishing the level of service desired. This will, in turn, help establish what the manpower needs will be in the area. It should be noted here that the geographical area will be a factor.

- f) A review of existing communications is recommended. A program of this type should possess a designated communications system which will include all the law enforcement personnel in the impact area. Where towns have existing communications and part-time or full-time dispatchers, the combined effort of this type of program should demand one system so as to eliminate duplication. This integrated communications system is best served, in a program of this type, by using a dedicated mobile telephone system in an area of sparse population and where there are multi-jurisdictions, such as across county lines. Either a separate radio system or a mobile telephone system can be designed for part- or full-time dispatching. A simple form of dispatching is for calls to be answered by the policeman's or trooper's wife.

If a mobile telephone system is used, each cruiser will have direct access to the public anywhere in the area, plus designated telephones can be placed at the home of the resident trooper, chief of police, police stations. The advantages to this system are that it will allow part-time dispatching or completely eliminate dispatching. The use of a radio system will require some form of dispatching. The mobile telephone system will allow more direct contact with the patrolling officers and, even though expensive, will be relatively inexpensive in comparison to the personnel needed for dispatching two to three shifts a day.

B. (CONTINUED)

3. (continued)

- g) Vehicular transportation and emergency rescue and medical equipment should be reviewed to determine overall needs. If emergency, rescue and medical service is maintained by other agencies, the back-up of these services should be planned. Vehicles and operating costs should include gasoline, tires, and repairs. Travel costs must be planned to include the travel between the various jurisdictions for back-up and criminal investigation.
- h) A map must be developed which depicts the road net or streets between each city, to include miles.
- i) Full-time officers that will be incorporated into a program should possess certification for state municipal police training. Part-time law enforcement officers should be trained with an abbreviated training program set up by the applicant agency or through the assistance of a nearby large municipality. Some states require part-time officers to have full certification and training. Part-time officers who participate in an abbreviated training program should receive at least seventy to eighty hours of instruction.

Special in-service training schools should be researched and attendance required of the officers participating in the program. Many colleges across the country, plus the International Association of Chiefs of Police (IACP) have one- and two-week seminars in every area of the country throughout the year. Some of these schools with special in-service training are:

- 1) Michigan State University with emphasis on police management.
- 2) Northwestern University Traffic Institute with emphasis on traffic control and accident investigation and police management.

B. (CONTINUED)

3. (continued)

i) (continued)

3) Southern Police Institute--University of Louisville with scientific methods of investigation, homicide investigation and crime prevention.

4) University of Georgia--Burglary investigation.

The above-listed are just some. There are probably many other law enforcement in-service schools in the various local areas. An important aspect of the training in this type of rural law enforcement program is that the special training rendered to an officer in one town may allow his specialization to be utilized in the other participating jurisdictions. This eliminates the cost of multi-in-service training. Local in-service training should be instituted and maintained by the resident trooper or appointed director or chief. (See Appendix A for samples of municipal police basic training course curricula.)

j) A crime prevention program should be initiated that will assist the impact area population in a self-help-type of program designed to eliminate the opportunity for crime, the lock up of unsecured equipment and areas, review of a business with an exaggerated criminal victimization history, and the institution of a program where law enforcement will contact and render advice and assistance in a planned program for businesses in the areas on burglary, robbery, and prevention. This may even extend to shoplifting.

k) An overall objective should be the planning for training of officers and coordination of efforts directed toward suppression and prevention of crime. Traffic and calls for service should be secondary to criminal suppression and investigation.

C. IMPLEMENTATION OF THE PROGRAM

1. One of the first projects of the law enforcement coordinating and planning committee is to establish a program schedule. An example of a program schedule is Chart 1 (see page 14). This schedule will be listed in the area of 14 months.
2. The second step of establishing the operational plan is to review and agree upon the following checklist:
 - a) Selection of the residence area. The resident trooper or chief of police should be allowed to have input into the specific area, due to school availability, cost, etc.
 - b) Office space for records, communications, minor equipment storage should be furnished, preferably at a headquarters and/or at the resident trooper's or chief's residence.
 - c) A reporting structure should be established, along with a report system and forms that will assist in a program assessment. An example is the reporting and filing of Part I and Part II offenses, automobile accident records, calls for service--non-criminal, etc. It is further suggested the state police forms be used or the inauguration of a single report form which will eliminate all other reports other than the automobile accident forms. The reader is referred to Appendix B for a sample of a single report form. The first page of this type of report is designed for easy retrieval of statistical data for encoding for computer input. The particular sample, as depicted in Appendix B, is designed for input into a magnetic typewriter keyboard and/or a magnetic computer terminal keyboard. The subsequent sections of this sample report form allow for flexibility in reporting various types of offenses, yet there is only one form and format to contend with. This also lends itself to standardization and consistency in reporting, and may even eliminate some duplication of effort within a single police agency.

CHART 1
PROGRAM SCHEDULE

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
1. Community planning and coordinating committee organized.	X													
2. Area law enforcement resource and needs study (technical assistance may be used).	X	X												
3. Area law enforcement plan adopted by the affected jurisdictions.	X-----													
4. Grant applications processed (if applicable).		X												
5. Funding.			X+-----											
6. A resident law enforcement supervisor appointed.		X-----												
7. Implementation of the operational plan.			X-----											
8. Remedial assistance.								(ANY TIME)						
9. Evaluation.						X			X			X-----		
10. Future assessments and re-application for funds (if applicable).														X

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C. (CONTINUED)

2. (continued)

d) Equipment:

- 1) A uniform common among the participating agencies, exclusive of the chief or resident trooper is possible, although the uniforms of their existing agencies may be utilized as a cost-saving factor.
- 2) The acquisition of evidence-gathering equipment is important to the successful investigation of crime and to the program.
- 3) Automobile needs must be considered. These needs will fluctuate according to the schedules established.
- 4) Reporting and record supplies.
- 5) Office equipment, to include a typewriter.
- 6) Review of emergency medical and/or emergency fire equipment. Every cruiser should carry an adequate first-aid kit and fire extinguishers.
- 7) Individual law enforcement equipment should be reviewed. This will include flashlights, safety equipment, weapons, riot equipment, etc.
- 8) Any equipment may be included in the program, although there are limitations on types of equipment that can be purchased with grant monies.

Cruiser radio equipment is not normally allowed to be purchased, but mobile cruiser radio systems may be leased. Uniforms may be purchased; monthly uniform allowances may not be allowed. Cruisers and weapons may be approved, but require strong justification.

Expenses for existing equipment may be included, although their purchase price may not be included unless there is prior approval requested at the time of the application.

C. (CONTINUED)

2. (continued)

e) Selection criteria for the police supervisor:

- 1) He should be full-time.
- 2) He should be sworn, with full police powers.
- 3) He should be career-oriented and must have met state minimum standards for certification or its equivalent if not mandatory in the state where application is made.
- 4) The supervisor, if an appointed director or chief, should have a bachelor's degree or at least an associate degree in law enforcement or criminal justice.
- 5) If the supervisor is a resident trooper, he should possess the education and training required by the state police.
- 6) He should have at least five years' experience in law enforcement, three of which should have been in the area of criminal investigation.
- 7) An administrative background would be a further benefit.

f) Selection criteria for a secretary:

A secretary may be employed to assist the chief or resident trooper.

g) Office hours:

Office hours may include dispatching and this duty may be extended to the resident trooper's wife, if qualification criteria are met.

h) Salary and fringe benefits need to be set:

Fringe benefits will include FICA insurance and unemployment insurance. An appropriate figure will need to be determined if a house or rent is furnished. Moving expenses of the person employed or assigned in the case of a resident trooper should be allowed, up to \$1,000, for moving expenses.

C. (CONTINUED)

2. (continued)

i) Travel:

- a) In-state per diem should be established and used for lodging and meals for all police personnel while attending special training, conferences, and while conducting business in the state for the project.
- b) Out-of-state travel should be established and used for lodging and meals for all police personnel while attending special training, conferences, and while conducting business out-of-state for the project.
- c) There should be funds allocated for travel between the towns. This may be computed by establishing the average number of miles traveled per day, at the normal rate per mile in the area (12¢ - 15¢ per mile).

j) Types of equipment to be considered:

- 1) One (1) typewriter.
- 2) One (1) calculator.
- 3) One (1) or two (2) desks and chairs.
- 4) One (1) tape recorder.
- 5) Two (2) fireproof filing cabinets for record-keeping.
- 6) Assorted supplies, such as stationery, postage, etc.

k) Administrative control:

This is determined directly by the type of rural law enforcement program designed by the law enforcement coordinating and planning committee. Regardless of the type of program, it is necessary to establish administrative guidelines, to include:

C. (CONTINUED)

2. (continued)

k) (continued)

- 1) Responsibility of the position, to include priorities for enforcement.
- 2) Authority.
- 3) Rules and regulations.
- 4) Procedure for disciplinary action and/or removal.
- 5) Chart depicting the organization, by descending authority. (See Appendix C for samples.)

L) Additional personnel:

If adequate personnel is not offered under existing programs, reassessment of part-time policemen may be studied and funds reallocated for the hiring of one or more full-time police officers to assist the resident trooper. Some states have certified auxiliary police and this may be included as a possibility for additional manpower.

- m) Personnel schedules should be established by the resident trooper or chief of police on the basis of crimes and calls for service during certain periods.

D. RESOURCE UTILIZATION:

1. Budgets.

The implementation of a grant application must include budget information utilizing an established form. It will include a budget summary, budget categories, forecasted cash needs, budget estimates of federal funds needed for the balance of the project, and a budget narrative. The implementation of a grant project requires strict review and adherence to state regulations on this subject.

Budget Summary

The budget summary includes the federal funds and the percentage of non-federal funds, plus the total.

D. (CONTINUED)

1. (continued)

Budget Categories

a) Personnel

You must include the total for personnel--straight salary cost of anyone included in the application.

b) Fringe benefits

Fringe benefits, such as FICA, special retirement benefits, etc., for those people who have salaries included in the grant. It may include certain benefits, such as liability insurance for any officer in the program, even if his salary is furnished from funds outside of the grant.

c) Travel

Funds should be included for in-state or out-of-state travel for training or conferences or for any activity needed to administer the grant.

d) Equipment

Any equipment, except equipment specifically prohibited under the guidelines of the grant. You may include rental costs.

e) Supplies

Police supplies or office supplies.

f) Contractual

You can include contractual services, such as contracting with a school to give a desired training to all the officers in the project.

g) Forecasted Cash Needs

A breakdown of the first year's total funds on a quarterly basis, which is further categorized by federal funds and non-federal funds. The total amount requested for the first year may be broken into four equal parts on a federal share, and four equal parts on a non-federal share (equal match).

D. (CONTINUED)

1. (continued)

h) Budget Balance

This program normally may be extended up to three years.

i) Budget Narrative

The budget narrative is a short paragraph explanation. An example of a budget narrative of this type is given in Appendix D.

Funds are ninety percent federal and ten percent local match. Program costs must be expended during the approved grant period.

Total Project Cost Concept

The total project cost shall be determined by isolating all allowable direct and indirect charges which will be directly related to the execution of the project. These charges should represent 100 percent of total project charges.

Hard Cash Match

- a) The funds must be for the express purpose of matching LEAA funds.
- b) The funds must be earmarked in some document associated with the appropriation or budget process, which by state or local law binds the grantee to use the funds for the purposes of matching LEAA funds.
- c) Hard cash match of the cost of the project must be new money appropriated by the state or local government for the purpose of matching LEAA funds on such a project.
- d) The cash contribution shall be accounted for in the same manner as other project receipts.

D. (CONTINUED)

2. Existing Equipment and Funds

There are no guidelines in a federal grant application that prohibit the use of existing equipment and funds being used toward the implementation of any goals established in the project. In fact, it is strongly recommended that any and all equipment presently enjoyed by the various communities in the program be pooled as resources for the common good. The reallocation of present expenditures beyond the implementation stage can only further enhance the possibility of re-funding.

3. Program Assessment Plan

An evaluation of the program should be made at least every quarter. To accomplish this, an evaluation plan must be established and include the following steps:

- a) Establish an evaluation to measure areas of consideration and the quantitative aspects and the qualitative aspects. The quantitative measures will include numbers, percentages, or rates. The qualitative measures are usually descriptions. Examples of quantitative measures would be Part I crime rate per 100,000 population, number of calls for service, or miles per day traveled per officer.

Examples of qualitative measures would be attitude of population toward law enforcement program, opinion of professionals, degree of investigation involving Part I offenses.

- b) Must determine data needs. You must identify the data that will be required to perform the evaluation. The data should be directly associated with one or more of the evaluations measured above.

D. (CONTINUED)

3. (continued)

b) (continued)

- 1) Include the source of the data (police daily reports, mileage charts, etc.).
- 2) The form of the data (it may be numerical or narrative).
- 3) Establish who will collect the data.

c) Analysis Methods

The method of analysis is a statement of techniques used for presenting the data in terms of the project objectives. Examples can include the use of photographs, statistical analysis, population surveys, etc.

In the project, all forms and reports will be used for data collection. These should include the following: Training records, purchases and costs, miles driven, crimes reported (to include time and location), number of calls for service, false alarms, business alarms installed, injury reports, equipment inventories, duty times and hours per man, personnel evaluation reports, and arrest records.

It should not be disturbing at the end of the evaluation stages to find that the crime rate has increased.

- a) If this occurs, it is valuable evidence that the population gives greater credence to a more capable agency that is available for calls for service, and to an agency that is more efficient in handling the problem.
- b) The establishment of an organization better designed to keep records will further inflate crime statistics.
- c) Valuable information may be received in the area of crime cases cleared and persons convicted.
- d) Efficiency may also be established by reviewing daily contacts between officers and the public, including phone calls and in-person contacts.

The program timetable may be utilized as part of the evaluation. The implementation of the program timetable renders evaluation toward organization.

END

7 ables/min