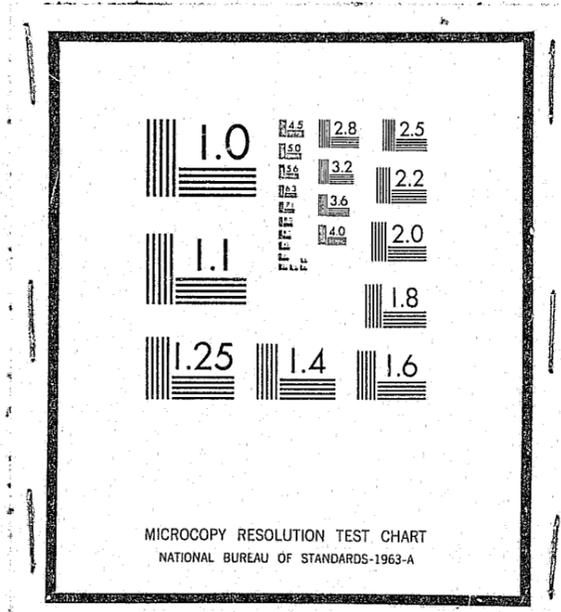


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: East Granby, Connecticut; Police Services Requirements Analysis

FOR: Capitol Region Council of Governments

Report # 76-104

NCJRS

NOV 15 1976

ACQUISITIONS

FACTOR: Westinghouse Justice Institute

PLANT: Richard P. Grassie

TRACT NUMBER: J-LEAA-003-76

: September 1976

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FOREWORD

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

Requesting Agency:	Capitol Region Council of Governments, Dana S. Hanson, Executive Director; Robert W. Huestis, Criminal Justice Planner; Town of East Granby, Frank R. Bothammer, 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 East Granby, located in Hartford County in the north-central portion of Connecticut, was incorporated as a town in June 1858. Situated at a point approximately midway between Hartford, Connecticut, and Springfield, Massachusetts, along Route 20, the town has an approximate population of 3,900 persons. By description, the town is extremely rural in character and is a residential bedroom community with limited industrial and agricultural activity, which covers 17.4 square miles. The form of local government is Selectmen, Town Meeting, and Board of Finance. There are three selectmen, with a first selectman employed as the fulltime chief executive officer.

Law enforcement for the town is provided by two resident State troopers under a contractual arrangement between the town and the Connecticut State Police. Five uniformed town constables augment the two resident State troopers on a parttime basis and are assigned to routine patrol duties during evening hours. There is one town-owned police cruiser. Radio communications are available via the State Police dispatcher at Troop H Headquarters in Hartford, to both the State Police cruisers and the one local cruiser. Police offices are located in the relatively new East Granby Town Hall, which is situated in the center of the community.

The technical assistance assignment was concerned with assessing local law enforcement needs so that immediate or subsequent decisions regarding the formation of an organized police department 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 services 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:

- Frank R. Rothammer, First Selectman, Town of East Granby.
- Gary Trombly, Resident State Trooper.
- Robert W. Huestis, Criminal Justice Planner, Capitol Region Council of Governments.

At the time of the Consultant's onsite visit, the second resident trooper was on vacation and was, therefore, not available to be interviewed.

## 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 which 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; and 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 East Granby

Police service in East Granby is currently provided by two Connecticut State Policemen under the Resident Trooper Program, and five parttime constables. The town began participation in the Resident Trooper Program in 1960. From 1960 to 1968, only one trooper was assigned. In 1968, the town appropriated additional funds to acquire a second resident trooper and also to increase the available duty hours for fulltime policemen.

Section 29-5, Chapter 529, Title 29 of the Connecticut State Statutes establishes statutory authority for the Commissioner of the State Police to enter into an agreement with any town or group of towns for the provision of resident State Policemen. The intent of the statute is to provide towns lacking an organized police force with a fulltime State Police officer who performs 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 of Finance and Control. The present 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 had changed the ratio of compensation and that implementation of the new State Police 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. By July 1, 1979, towns continuing participation in the program would have to assume 100 percent of the burden of all costs.

The problem addressed by this technical assistance assignment concerned the formation of an organized police department in the Town of East Granby. The Consultant identified two specific areas of concern that prompted this request for technical assistance.

First, the recent State Police directive, which 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 local revenues to finance the formation of a fulltime department. East Granby's current assessment for the services of the two resident troopers, to include all equipment, two vehicles, and other services, is approximately \$26,000 per year. By July 1, 1978, the same services will cost approximately \$34,667; and by July 1, 1979, the total cost will be approximately \$43,334. These projected figures are based on the estimated actual cost of the program for the 1975-76 budget year. 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 Resident Trooper Program for 1978 and 1979 higher than what can be anticipated when using 1976 budget figures as a base.

In anticipating these additional program costs to be incurred over the next few years, town officials voiced the concern that rising population, and increasing police-related activity over the same period might point to the need for creating a fulltime police department. In the officials' opinion, an objective assessment of current and projected demands for police service is needed before any long-range commitment is made by the townspeople to authorize additional funds for the Resident Trooper Program.

The second area of concern involves an assessment of daily police operations so that major problems inherent in the design of the present law enforcement delivery system can be identified. Before these problems can be isolated, however, a brief overview of the evolution and nature of East Granby's current police operations is in order.

In 1972, an East Granby Citizens Ad Hoc Public Safety Committee recommended that additional police patrol coverage be provided during the evening hours. The additional patrol coverage was prompted by local Chamber of Commerce concern over incidents occurring in the business area. At that time, there were five constables, all of whom were elected for 3-year terms at the previous annual town election. Prior to the Committee's report, constables performed special details and were assigned to alternating routine patrol functions on Saturday nights. Saturday night patrol was accomplished in the constable's own car, and the town provided additional pay differential to compen-

sate for the personal expense incurred. As a result of the Committee's recommendations in 1972, the following measures were implemented:

- A town cruiser was purchased for \$3,500. Federal Revenue Sharing funds were used to purchase the cruiser while the necessary equipment was obtained through monies appropriated from the general fund.
- A program was initiated in which constables were assigned to patrol duties in the new cruiser from 7:00 p.m. to 12:00 a.m. for 5 nights a week.

The evening constable patrol has continued up to the present, and the town has since acquired a replacement cruiser for the one purchased in 1972. The evening patrol has been recently expanded from 5 to 7 nights a week according to the following schedule:

- Sunday through Thursday - 7:00 p.m. to 12:00 a.m.
- Friday - 7:00 p.m. to 1:00 a.m.
- Saturday - 7:00 p.m. to 2:00 a.m.

Each constable receives \$3.50 per hour for evening patrol and \$4.00 per hour for private details, with a minimum of 3 hours. The budget for 1976-77 includes an additional \$.25 per hour for evening patrol duty.

At the time of his onsite visit, the Consultant was able to determine that the five uniformed constables alternate evening parttime patrol duties. Three of these constables are elected and two are appointed by the Board of Selectment. It is important to note that East Granby's constables exercise full police powers in the community. Their activities during evening patrol are designed to give them full involvement in the law enforcement function.

Examples of their duties include:

- Routine patrol of town roads.
- Business checks.
- Vacant house checks.
- Radar emplacement.
- Answering calls for service.

The town-owned cruiser is equipped with two radios: One operates on the State Police frequency and the other on the town communications net. East Granby residents have been encouraged to contact the State Police dispatcher in all cases of a serious or criminal nature; otherwise, routine requests for service are received by the resident troopers and constables during their duty hours via the telephone located in the Police Office at the Town Hall. A record of all services rendered by the resident troopers and constables is maintained on two local police forms: The Miscellaneous Service Report and the Daily Patrol Report. The resident troopers are also required to adhere to the State Police incident reporting system.

The two resident troopers assigned to East Granby reside out of town: One of the officers lives in Windsor, 8 miles to the Southeast, and the other lives in Plainville, 17 miles to the South. Both officers work a 5-day week, with 3 days off in between. Day and evening shifts are alternated between each officer according to the following schedule:

	<u>Day of Week</u>							
	1	2	3	4	5	6	7	8
Trooper A-N		D	D	D	D	O	O	O
Trooper B-D		O	O	O	N	D	D	D

D=Days (7:15 a.m. - 5:00 p.m.)  
 N=Nights (2:15 p.m. - 12:00 a.m.)

When one of the resident troopers is on vacation, an available constable is scheduled from 11:00 a.m. to 4:00 p.m. for the 3 days when the remaining trooper is on his days off.

The resident troopers normally conduct all their investigations during duty hours. In those instances when a serious incident occurs between 12:00 a.m. and 7:00 a.m., the State trooper patrolling I-91 North of Hartford is assigned the call and conducts the preliminary investigation. Thereafter, the case is handled by the resident trooper, with the assistance of the State Police Criminal Investigation Unit located in Hartford.

An in-service training program for constables is conducted by the resident troopers. Basic law enforcement techniques are covered during the sessions; and officers are given instruction on various laws such as arrest, and search and seizure. Officers are also given an opportunity to fire their weapon at the State Police Range.

It is the Consultant's opinion that the current delivery of police services in East Granby can best be described as adequate. The combination of resident trooper and parttime constable patrol affords the townspeople with rather prompt responses to requests for police services for at least two thirds of every day in the week. The absence of a local patrol during the early morning hours cannot be considered critical since the majority of police agencies in communities of all sizes traditionally experience dramatic decreases in police activity during the time period between 12:00 a.m. and 8:00 a.m.

The only problem that could be envisioned by the Consultant concerns the response times of State Police officers to requests for service received after midnight. Since police response times were not available, an evaluation could not be made.

The greatest problem encountered in East Granby was the lack of clearly defined lines and limits of authority under the present police arrangement. In the absence of a local chief of police, the Board of Selectmen are the police commissioners and are answerable to the citizens of East Granby for matters relating to police affairs. The First Selectman, by virtue of his day-to-day supervision of town affairs, is responsible for the police department. However, the administrative and operational control of the police department seems to be the area that presents the greatest problem. Under the agreement between the town and State Police, the town delegates the authority to the State Police resident troopers to supervise and direct the operations of the constables, including their working schedules. Under the same agreement, the town retains responsibility, administrative and otherwise, for constable personnel. The town clearly maintains administrative control over the police department only as it relates to the constables. Otherwise operational control of police affairs appears to be in the hands of the resident State troopers, whose chain of command is exclusively State-Police-oriented. However, a healthy professional relationship does exist between the resident troopers and the First Selectman, and this relationship has enabled the First Selectman to elicit some degree of accountability and control over matters relating to police operations. One example of this relationship is the fact that constable patrol schedules, prepared by the resident troopers, are first cleared through the First Selectman. This practice enables the First Selectman to respond to citizen complaints for additional patrol in certain areas of town.

Another problem area concerns the condition of office for constables. As stated previously, there are five constables in East Granby who perform evening patrol functions. Three of these constables are elected and two are appointed special constables. The problem arises out of the fact that the three constables are elected, rather than appointed, to a position that demands a high degree of impartiality and professional discretion. This does not imply that the three elected constables, as

individuals, are partial to selected pressures or are lacking in professional attributes; however, it does suggest that the performance of their duties could possibly be influenced by individual desires for reelection to office.

### 3. ANALYSIS OF THE PROBLEM

#### 3.1 Factors Influencing Votor Choice

The decision to organize a local police department is probably the single most important decision a town can make. There have been countless communities that have undergone the experience, although the decisionmaking process involved in such an effort is yet to be formalized. In this case, the Consultant chose an approach that involves subjective decisionmaking based upon objective criteria. The role of the Consultant is to provide the necessary background approach and objective criteria. The community, or town in this instance, uses the information provided by the Consultant to arrive at a decision. The community, then, provides the subjective criteria.

Since the decision to form a police department ultimately rests with the voters at town meeting, two prime ingredients are necessary. First, the voters must express a perceived need for police services. As individuals, they must ask themselves whether they feel satisfied with the present police arrangement. Given the present situation, is there a need for greater or less police service? This question relates to the type of police service desired. If the voters, as individuals or as a group, desire 24-hour response by local policemen, then there is a definite perceived need for greater services. However, this perceived need for services must be based upon some criteria, such as activity data that show a pattern and quantity of demand. Second, voters must express a perceived ability to support the services desired. Although voters may feel a need for increasing police services, they must also be willing to provide financial support. Figure 3-1 shows a diagram of the voters perceived need for police services and ability to support them. If an individual recognizes a need for increasing police services and is also willing to appropriate the required funds, then he or she would be located in the upper right quadrant and would be more likely to vote in favor of organizing a police department. Individual who feel a definite need for expanding police services but are unwilling to share the associated costs would be located in the lower right quadrant and would most likely be influenced by sufficient justification in either direction. Other positions expressing degrees of need and ability to pay can be located at any point coinciding with the x and y axis.

#### 3.2 Objective Criteria

The decisions referred to in Section 3.1 must be based upon factual material; otherwise, police service increases, or even decreases, are accepted solely on subjective determination. In developing the objective criteria, the 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. ANALYSIS OF THE PROBLEM

#### 3.1 Factors Influencing Votor Choice

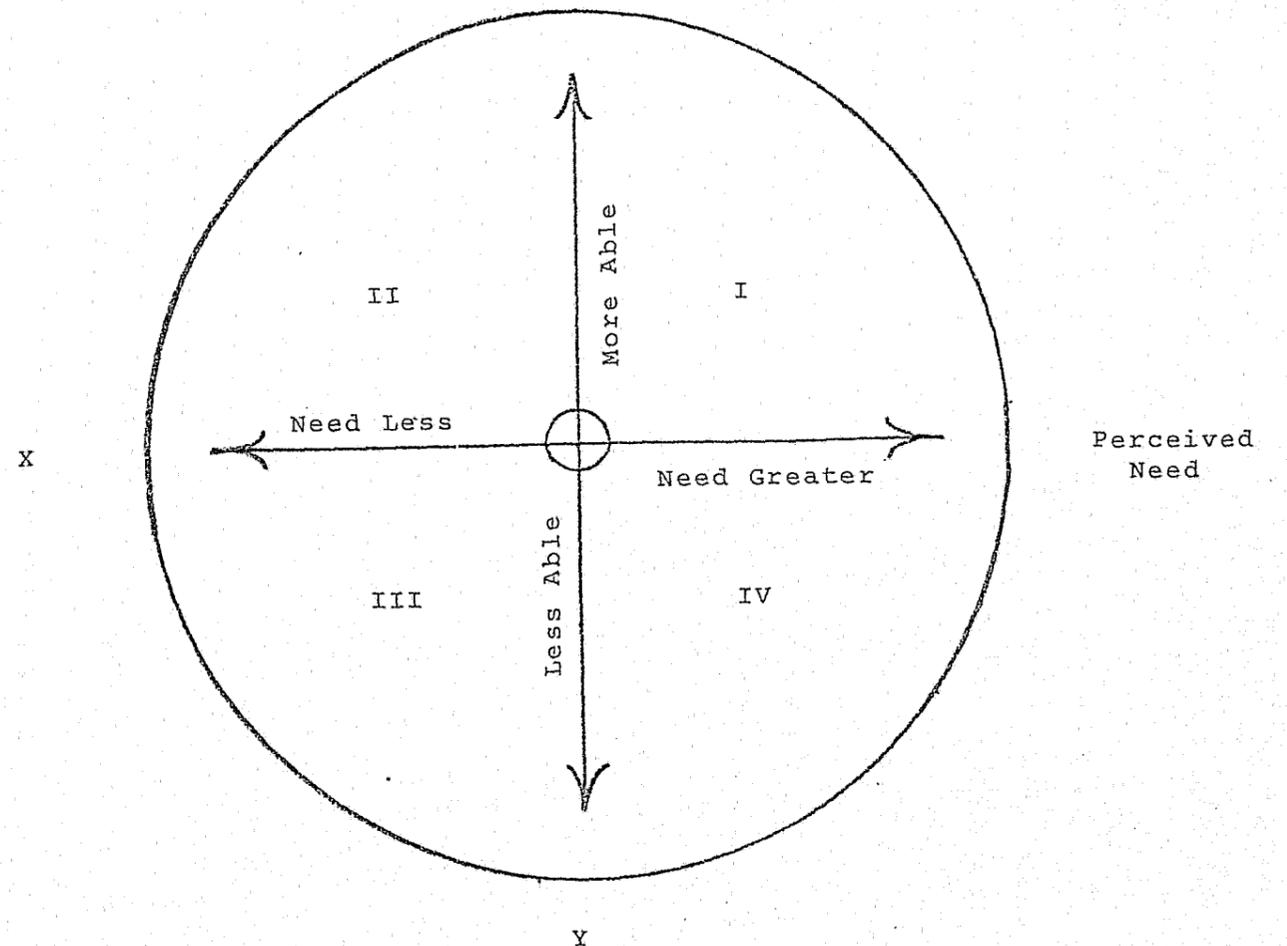
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Perceived  
Ability to Pay



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

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3-2

### 3.2.1 Factors Affecting Delivery of Police Services in East Granby

The Town of East Granby faces a demand for police service shaped by numerous and varied factors present in many small communities. Among those factors that tend to shape the demand for police service are total service call activity demand, geography, housing, and other factors, which, when taken together, provide the descriptive background of the communities 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 contained 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 resident troopers) in East Granby for 1974 and 1975. In addition, the data contained in Table 3-2 were obtained from the annual town report and indicates activity handled by the constables for the dates shown.
- The town covers 17.4 square miles and the population remains stable at approximately 3,900 persons. There is no seasonal change in the population. While population density indicates approximately 224 persons per square mile, the majority of residents live in the southeastern section of the town.
- Buildings are, for the most part, single-family wood-frame dwellings numbering approximately 1,000. There are 300 garden-type apartment units: The Turkey Hills Apartments in the northwestern part of town and Seymour Village Apartments in the southeastern section of town. In the northeast part of town, there are 28 cottage-type units for senior citizens located at 47 North Main Street. From June through September there are approximately 200 migrant farm workers housed in barracks-type frame buildings located at Floydville Road and opposite 127 Hartford Avenue (Route 189), approximately 1/4 mile off of Hartford Avenue. Highways in the town are State Route 187, running north-south; State Route 20, running east-west through the center of town; State Route 189, running north-south

TABLE 3-1

Total State Police Service Call and Arrest Activity  
in East Granby -- 1974 and 1975

	<u>1974</u>	<u>1975</u>
Total Service Calls	474	412
Part I & II Offenses	128	110
M.V. Accidents	156	102
Miscellaneous Calls	190*	200*
EMS Responses		Unknown
Total M.V. Arrests	245	NA
Total Criminal Arrests	56	NA

\* Estimate

NA=Not Available

TABLE 3-2

Constable Activity in East Granby -- January 1-December 17, 1974, and  
December 1, 1974-December 1, 1975

	<u>1/1/74 - 12/17/74</u>	<u>12/1/74 - 12/1/75</u>
Homes Checked	127	2,222
M.V. Summonses	102	76
Written Warnings	287	184
Investigations	531	601 (Misc. Services)
Vacant Homes		
EMS		
Suspicious Activity		
Assist Trooper		

in the southwestern corner of town. State Route 540 runs east-west from State Route 187 to State Route 189 in the southern section of town. There are 27 miles of paved secondary roads. Access to Interstate 91 is available via State Route 20 east to Windsor Locks, a distance of approximately 5 miles.

- There is no airport, as such, in the Town of East Granby; although 600 acres of the Bradley International Airport extend from East Granby on the eastern side of town. The distance from East Granby Town Hall to the terminal building at Bradley International Airport is approximately 3 1/2 miles. Bradley is a full-service airport providing passenger, freight, and charter service, both national and international, and is served by numerous commercial passenger and freight services. The Connecticut Air National Guard is located in the eastern section of East Granby. The Simsbury Airport, a private airport operated by Simsbury Air Service, is located near the East Granby-Simsbury town line. It has one paved runway, 2,300 by 50 feet. There is a distinct possibility that Bradley International Airport will soon be designated as a duty-free center for international commerce. If this becomes a reality, it is expected that a number of private corporations and businesses would find the area surrounding the airport extremely desirable for establishing a base of operations.
- Fire protection for the town is provided by the East Granby Volunteer Fire Department, Inc., with a complement of 43 volunteer firemen under the command of a chief, an assistant chief, two captains, and two lieutenants. Firemen are alerted by electronic devices in their homes. Approximately 10 to 15 men are available during daytime hours. The department is completely funded by the town. All vehicles are equipped with two-way radios and are tied in to the Hartford County Fire Network. In addition, the department has three portable walkie-talkie units on 33.94 mc and two Citizen Band units on Channel 9.

- Residents of East Granby use hospital facilities in Hartford, Connecticut; Springfield, Massachusetts; and Westfield, Massachusetts, all within a 20-mile radius of the town. There is no resident practicing physician in the town.
- In the past, ambulance service for the town was provided by the Granby Ambulance Association, which is a volunteer association. As a result of forming an ambulance committee, East Granby is about to begin its own ambulance service -- The East Granby Ambulance Association. Approximately 57 residents have taken EMT Training and have been certified as first responders. Service will be on a volunteer basis, and the new ambulance will be housed in the town highway garage.
- The Public School System of East Granby is made up of four schools: The Center Elementary School, kindergarten through grade 3 with 500 students; the Seymour Elementary School, grades 4 and 5 with 250 students; the Middle School, grades 6 through 8 with 350 students; and the High School, grades 9 through 12 with 400 students.
- 45.8 percent of the population is between the ages of 0-24\*.
- 12.6 percent of the land area is developed. Total acreage of the town is 11,392; of which, 25 percent is developable\*.
- In 1972, the median income was \$15,386.
- 47 percent of all individual households account for incomes of \$15,000 and higher. 86 percent of the households in this income range are in the \$15,000 - \$24,999 bracket\*.

### 3.2.2 Population

East Granby would be properly classified 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 the subsequent tables combined in this report. The assumption underlying such an interpolation is that

\*Source: 1970 Census.

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 as 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 as 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 of the 1960-1970 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 into 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 seems close to an informed estimate already made for 1974 -- 3,900 population.

A fairly good idea of current population and of population in past years is necessary both 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 numbers 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 1960 population data in the US Census through the present and on through 1980 are given in Table 3-3. While it may be possible to quarrel over the way at which these projections were arrived, they are believed to 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; however, these effects are usually upward. Thus, Table 3-3 is a likely basis for planning minimum increases in service demands.

East Granby Population Estimates 1960-76 and Projections 1976-80

Year	Population	Increment: No. of Increase	Percentage Increase
1960	2,434*	...	...
1961	2,544**	110 *	4.51 **
1962	2,654**	110 *	4.51 **
1963	2,763**	110 *	4.51 **
1964	2,873**	110 *	4.51 **
1965	2,983**	110 *	4.51 **
1966	3,093**	110 *	4.51 **
1967	3,203**	110 *	4.51 **
1968	3,312**	110 *	4.51 **
1969	3,422**	110 *	4.51 **
1970	3,532*	110 *	4.51 **
1971	3,667***	135	3.82
1972	3,805***	138	3.76
1973	3,947***	142	3.73
1974	4,093***	146	3.70
1975	4,243***	150	3.66
1976	4,397***	154	3.63
1977	4,556***	159	3.62
1978	4,719***	163	3.58
1979	4,888***	169	3.58
1980	5,061***	173	3.54

\* U.S.Census

\*\* Interpolation of average changes from 1960 to 1970 Census.

\*\*\* Estimates calculated by taking mean of two series of projections, one average annual increment from 1960-70, the other average annual rate of increase for the same period. While giving generally declining rates of increase from year to year, this method yields moderately increasing annual increments non inconsistent with 1960-70 period's and population estimate, only slightly at variance with Town's estimate of 3,900 in 1974.

The percentage increases from year to year are the only available basis for predicting changes in service demands on the town's police services. Thus, it is not unreasonable to take 1976 activity levels and apply the 3.62 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 3-4 gives 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, UCRs 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. Also, crimes, particularly crimes of the serious nature represented in the Index, comprise only a very small portion of any police agency's total activity, and are the only part about which any comparison material is available. Table 3-4 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 increases alone, to rise about 3.62 percent next year, about 3.58 percent over this year by 1978, and so on, up to a minimum of about 3.54 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 actual population does. These projected activity levels, however, are much less an attempt to predict with pinpoint accuracy what East Granby's actual experience will be 2 or 4 years from now, than suggested levels below which 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,

TABLE 3-4

East Granby Trends in Index Crimes per 100,000 Population

YEAR	INDEX CRIMES <sup>6</sup>	POPULATION	NUMBER OF INDEX CRIMES PER 100,000 POPULATION					
			EAST GRANBY	SPRINGFIELD, MA <sup>1</sup> SMSA	NON-SUBURBAN CITIES UNDER 10,000 POP.	CT <sup>1</sup>	NORTH EAST REGION <sup>1</sup>	U.S. TOTAL
1965	. . .	2,983 <sup>2</sup>	. . .	854.5	. . .	1,175.1	1,584.6	1,511.9
1966	. . .	3,093 <sup>2</sup>	. . .	909.5	805.3	1,306.1	1,745.4	1,666.6
1967	. . .	3,203 <sup>2</sup>	. . .	1,255.4	906.8	1,581.6	2,032.0	1,921.7
1968	. . .	3,312 <sup>2</sup>	. . .	2,027.7	1,020.9	2,076.7	2,482.4	2,234.8
1969	. . .	3,422 <sup>2</sup>	. . .	2,466.6	1,131.2	2,334.9	2,585.8	2,476.9
1970	. . .	3,532 <sup>3</sup>	. . .	2,850.1	1,401.6	2,574.9	2,845.8	2,740.5
1971	. . .	3,667 <sup>4</sup>	. . .	3,483.1	1,495.1	2,651.3	3,071.6	2,906.7
1972	. . .	3,805 <sup>4</sup>	. . .	3,699.8	1,589.7	3,403.1	3,574.8	2,829.5
1973	. . .	3,947 <sup>4</sup>	. . .	4,347.0	2,727.4	3,664.4	3,755.0	4,129.7
1974	36	4,093 <sup>4</sup>	879.6	4,898.1	3,212.6	4,407.0 <sup>5</sup>	4,377.5 <sup>5</sup>	4,821.4
1975	85	4,243 <sup>4</sup>	2,003.3					
1976		4,397 <sup>4</sup>						

1. F.B.I., Uniform Crime Reports

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

3. 1970 U.S. Census

4. Population Estimates from Table

5. Subject to re-evaluation in 1975 ED. to be published August 1976.

6. Town Report.

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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 to look at this in comparison with other town services, or the entire town operational expense. Table 3-5 gives the relationship between police expenditure from one year to the next (i.e., the 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 expenditure 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 were only two fulltime police employees during this entire period in East Granby; therefore, the entire police expenditure for a year represents the "budget back-up" behind those two employees. 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 East Granby decides to formalize a police system with significant parttime officer components, as many communities have done, it would behoove the town to keep its personnel records in a form that permits the establishment of such a relationship. Thus, in a town where 1 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 fulltime coverage -- it would not be unreasonable to say that the equivalent coverage of 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 3-5, or a similar format, is that it makes readily apparent one often-overlooked relationship between department expenditure and town expenditure. This is the percentage of the town's spending represented by the police services.

TABLE 3-5

East Granby Comparison of Police-Related and Total Town Expenditures

YEAR <sup>1</sup>	Total Police Expenditures <sup>2</sup>	% CHANGE OVER PREVIOUS YEAR	TOTAL TOWN EXPENDITURES <sup>3</sup>	% CHANGE OVER PREVIOUS YEAR	POLICE EXP % OF TOWN	POLICE EXP PER CAPITA <sup>4</sup>
1970-71	\$17,500.00 <sup>5</sup>	. . .	\$259,549. <sup>5</sup>	. . .	6.74	4.95
1971-72	17,563.00 <sup>5</sup>	+ 0.36	274,519. <sup>5</sup>	+ 5.76	6.39	4.78
1972-73	28,452.00 <sup>5</sup>	+61.99	283,088. <sup>5</sup>	+ 3.12	10.05	7.47
1973-74	28,315.13 <sup>5</sup>	- 0.48	305,755. <sup>5</sup>	+ 8.00	9.26	7.17
1974-75	34,795.14 <sup>5</sup>	+22.88	335,824. <sup>5</sup>	+ 9.83	10.36	8.50
1975-76						
1976-77						

1. Fiscal Year is September 1 to August 31.
2. Includes all operating and capital expenditures for Resident Trooper Program and local Constables.
3. Includes all operating and capital expenditures but excludes education and debt service.
4. Population estimates based on mean of average annual increments and of average annual rate of increase, 1960-70.
5. From Town budgets for succeeding years.

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Between 1970 and 1975, investment in police services rose \$17,295.14, or 98.8 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. However, this increase may, in fact, be attributed to the addition of a second resident trooper. The increases in total town spending over the same period were less significant in comparison. Total town spending over the same period rose \$76,275, or 29.38 percent.

If police spending in 1974-75 had been at the same 6.74 percent of the total town rate as in 1970-71, instead of nearly 4.0 percent higher, the actual dollar increase would have been \$22,634, or 8.72 percent, over 1970-71. Those four percentage points represent \$53,640, which is 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 \$4.95 for each person in the population; in 1974-75, \$8.50. An increase of \$3.55 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 nearly 100 percent!" The per capita outlay rose 71.71 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 100 percent in and of itself, but that increased outlay was providing services to an expanding 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 the expenditure remains constant at about 3.5 to 4.5 percent of the total. The police share of the total town expenditure has actually hovered at about 10 percent, or nearly double the rate of population increase.

### 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 to summarize where a town stands, particularly when the year-to-year

changes are shown, and when it is used with the realization that numerous other factors (e.g., type of community, size, region) influence 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 3-6 shows the police/population ratios for several years in East Granby, 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 East Granby's only fulltime police employees are the two resident troopers contracted from the State, the figures for officers and for all fulltime employees are the same. The comparison regional and national figures can be seen to be 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 3-6. While the average numbers of officers and employees for regional and national categories have been rising by one or two points a year, the relative coverage in East Granby has been declining since 1968, the inevitable result of serving an expanding population with a constant level of employment. Moreover, when another fulltime trooper was added in 1968, the resulting police/population ratio was one-half the regional ratio and less than one-half the national ratio. As stated, these ratios have been declining; in 1974, the last year for which comparisons figures are available, these were less than one-third the regional and just over one-fourth of the national level for sworn officers.

It is difficult, if not impossible, for the population of a 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.

TABLE 3-6

East Granby Ratio of Police Strength to Population

YEAR	NUMBER OF FULL TIME EMPLOYEES PER 1,000 POPULATION									
	EAST GRANBY				SWORN OFFICERS			ALL EMPLOYEES		
	Population	Police Off.	Employees Civ.	Total	East Granby	Cities under 10,000 Pop. NE Region	National	East Granby	Cities under 10,000 NE Region	National
1965	2,983 <sup>1</sup>	1	0	1	0.34	1.1	1.3	0.34	1.2	1.5
1966	3,093 <sup>1</sup>	1	0	1	0.32	1.2	1.4	0.32	1.2	1.5
1967	3,203 <sup>1</sup>	1	0	1	0.31	1.3	1.4	0.31	1.4	1.6
1968	3,312 <sup>1</sup>	2	0	2	0.60	1.2	1.4	0.60	1.3	1.6
1969	3,422 <sup>1</sup>	2	0	2	0.58	1.2	1.5	0.58	1.4	1.7
1970	3,532 <sup>2</sup>	2	0	2	0.57	1.4	1.6	0.57	1.5	1.8
1971	3,667 <sup>3</sup>	2	0	2	0.55	1.5	1.7	0.55	1.6	1.9
1972	3,805 <sup>3</sup>	2	0	2	0.53	1.5	1.7	0.53	1.6	1.9
1973	3,947 <sup>3</sup>	2	0	2	0.51	1.6	1.9	0.51	1.8	2.2
1974	4,093 <sup>3</sup>	2	0	2	0.49	1.6	1.8	0.49	1.8	2.1
1975	4,243 <sup>3</sup>	2	0	2	0.47	...	...	0.47	...	...
1976	4,397 <sup>3</sup>	2	0	2	0.45	...	...	0.45	...	...

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

2. 1970 U.S. Census.

3. Population estimates from the 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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Of the many factors bearing 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 3-7). Unfortunately, this information is not available on a regional, national, or even statewide basis for comparison. 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, or for comparable communities elsewhere in the State.

The Police/Population Density Ratio is given by a formula that relates numbers of fulltime officers, area they must serve, and population they must service:

$$\begin{array}{ccc} N & & (NA) \\ & \text{OR} & \\ P/A & & P \end{array}$$

N = number of full-time officers  
P = population in thousands  
A = area of jurisdiction in square miles

The primary value of Table 3-7 will come when and if several communities are to be compared, when East Granby may rank relatively high on one factor such as Police/Population Density, and relatively low on another such as Police/per thousand population, or vice-versa. If the town found itself consistently high on both, it could conclude that it was better off relative to its neighbors, and if it found itself consistently low, it could determine that it had a lesser service level than that found adequate by neighboring communities.

Certain other considerations should enter into the calculation of whether a formal local police service is needed or not. These include the recognition that police agencies are not limited to providing law enforcement services exclusively, 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 depart-

TABLE 3-7

East Granby Police Density/Population Ratios

Year	Population	No. Full-Time Police Offrs.	Density Ratio	Police/1,000 Ratio
1960	2,434 <sup>1</sup>	1	0.71	0.41
1961	2,544 <sup>2</sup>	1	0.68	0.39
1962	2,654 <sup>2</sup>	1	0.66	0.38
1963	2,763 <sup>2</sup>	1	0.63	0.36
1964	2,873 <sup>2</sup>	1	0.61	0.35
1965	2,983 <sup>2</sup>	1	0.58	0.34
1966	3,093 <sup>2</sup>	1	0.56	0.32
1967	3,203 <sup>2</sup>	1	0.54	0.31
1968	3,312 <sup>2</sup>	2	1.05	0.60
1969	3,422 <sup>2</sup>	2	1.02	0.58
1970	3,532 <sup>1</sup>	2	0.99	0.57
1971	3,667 <sup>3</sup>	2	0.95	0.55
1972	3,805 <sup>3</sup>	2	0.91	0.53
1973	3,947 <sup>3</sup>	2	0.88	0.51
1974	4,093 <sup>3</sup>	2	0.85	0.49
1975	4,243 <sup>3</sup>	2	0.82	0.47
1976	4,397 <sup>3</sup>	2	0.79	0.45

<sup>1</sup>U.S. Census

<sup>2</sup>Interpolations from 1960 to 1970 Censi

<sup>3</sup>Population estimates from mean of two series of projections, one annual increment and other annual rate of increase, 1960-70.

Density ratio is given by formula: (No. police officers full-time) ÷ (No. square miles of area in jurisdiction) ÷ (population in 100s).

ments 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 administrator, varying from town to town in response to changes in local conditions. All have two features in common: First, they provide justification for fulltime provision of certain services that might not be self-supporting, such as a fulltime police department in a very small town; second they provide a basis for determining essential or convenient services that could not be provided economically as the primary responsibility of a fulltime department.

Another important consideration is the value a particular service represents. 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 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 utilization of constables on evening patrol to augment the fulltime State troopers has provided the town with adequate police coverage during the day and evening hours. The fact that the town must rely upon the State Police barracks for response to early morning requests for service does not appear to be a critical situation. However, due to the lack of available information on State Police response times during this period, the Consultant was unable to determine if excessive response times do occur. Given the fact that the available State trooper might have to respond from points as far away as the Massachusetts border, it is expected that response times, if available, could run anywhere from 5 to 20 minutes.
- The recent State Police directive altering future compensation ratios with the town will have a decided effect upon police services in East Granby. Whereas the town is now paying \$26,000 for the services of two fulltime State troopers, by 1978 associated costs will rise to approximately \$35,667, and by 1979, to approximately \$43,334. In simple terms, this means that if the town were to continue under the present arrangement with the State Police and continue to utilize constables as they are now, police-related public safety costs will increase almost 66 percent by July 1979.
- The Resident Trooper Program provides the town with two well-equipped and thoroughly trained police officers. In addition to the manpower, equipment, and training features of the Program, the town also has the opportunity to receive direct support services of the State Police, such as investigative assistance and manpower augmentation, during serious or unusual circumstances.

- 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 troopers are working in a law enforcement capacity for the town, their lines of authority are clearly those of the State Police chain of command. State Police accountability to the Board of Selectmen does exist, but only on a sporadic, as-needed basis. As a result, operational and administrative control of police affairs appears evenly split between the State Police and the town.
- Total service calls activity, as reflected in the State Police Report and annual town report, does not reflect an unusually heavy workload. For instance, in 1974, of the total combined activities handled by the resident troopers and constables, approximately 50 to 60 percent were officer-initiated activities such as motor vehicle arrests and summonses, written warnings, and vacant house checks. The remaining 40 to 50 percent of the activity may be attributed to citizens' request for police services. 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. In East Granby, 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 to 4 percent.
- Based upon the available information on Index Crimes found in the annual town report of 1975, East Granby's crime index ratio falls far below that reported for similar communities in the regional SMSA, Connecticut, and Northeast Region, and the US total. However, the total Index Crimes

for 1975, as shown in the 1975 town report, reflect a 136-percent increase over figures reported for 1974.

- The substantial increase in total police expenditures from 1971-72 to 1972-73 may be attributed to the addition of a second resident trooper. Likewise, the 22.88-percent increase from 1973-74 to 1974-75 may be attributed to the initiation of evening constable patrols. Despite these increases, the police per capita expenditure for the town is rather low.
- East Granby's ratio of police strength to population falls well below national and regional standards for communities of similar size. As a result of serving an expanded population with a constant level of police employment, East Granby's ratio has been declining since 1968, while regional and national categories have been rising by one or two points a year.
- East Granby's Police Density/population ratio has been declining steadily since 1968. Again, this reflects the constant level of employment to serve an expanding population.

5. RECOMMENDATIONS

The following recommendations are made to the Town of East Granby 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 continue to expand its current public safety program to include the development of the constables role in performing preliminary investigations of crimes and serious incidents. The current resident troopers should be used as in-service training instructors for the program. Instruction should include crime-scene-search and physical-evidence-handling procedures.
- The town should adopt an ordinance that would change the status of constable from an elected to an appointed position.
- 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 East Granby. 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 provide in Appendix B should be used as the basis for collecting and analyzing total service call activity. Should the town decide to organize a full-time 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 utilize 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 explore the possibility of obtaining LEAA funds for the development of a Rural Law Enforcement Assistance Program similar to the program documented in Appendix C.
- The CRCOG should provide ongoing police technical assistance to the town in its effort to apply the objective criteria developed during 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.

APPENDIX A

Resident State Trooper Activity

R-76-168  
A-1

ELLA GRASSO  
GOVERNOR



JUL 20 1976

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  
Capital 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	128 - 110
b. Responses to M.V. Accidents.	112 - 132	136 - 102
c. Responses to Miscellaneous Calls.	283 - 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

BY:   
Captain Donald Nurse

Commanding Officer - Field Operations

R-76-168

A-2

DEN:rd  
(Symbols - NA: Not Available)  
( \* Estimate )

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

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B-2

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-76-168  
C-1

A G R E E M E N T

THIS AGREEMENT, made this 12th day of September, 1975, by and between the Commissioner of State Police, hereinafter called the "Commissioner", and the Town of East Granby 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 September 1, 1975 through August 31, 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

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C-2

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 12th day of September, 1975.

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

*John D. Bell*  
Attorney General

*Anthony V. Malina*  
DEP Commissioner of Finance and Control

DEC 16 1975

*William J. Furlong* (L.S.)  
COMMISSIONER OF STATE POLICE  
OCT 28 1975

TOWN OF EAST GRANBY

BY *Frank R. Rathbun* (L.S.)  
FIRST SELECTMAN

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C-3

APPENDIX D

Capitol Region Housing Opportunities Program

R-76-168  
D-1



6) Income distribution, 1969<sup>1</sup>:

Income	HOUSEHOLD SIZE						All Sizes
	1	2	3	4	5	6	
Under \$2,000	8	0	0	0	0	0	8
2,000 - 2,999	12	7	5	0	0	0	24
3,000 - 4,999	17	27	6	0	4	0	54
5,000 - 6,999	14	20	16	10	5	0	65
7,000 - 9,999	4	21	30	21	14	0	90
10,000 - 14,999	13	55	62	93	70	36	329
15,000 - 24,999	4	90	59	79	49	62	343
\$ 25,000 +	0	7	4	15	14	15	55
All Incomes	72	227	182	218	156	113	968

7) Occupied And Vacant Units<sup>1</sup>

	1960	1970
Total	756	981
% Owner Occupied	73.4	83.8
% Renter Occupied	16.5	14.9
% Vacant	10.1	1.3

8) # H.H. in Substandard Units 1970<sup>6</sup>: 19

9) # H.H. in Standard Overcrowded Units 1970<sup>6</sup>: 51

10) % of Units built prior to 1950<sup>1</sup>: 314

11) Median Rent, 1970<sup>1</sup>: \$111.00

12) Total Units 12/31/72 <sup>7</sup>	1,284	12/31/73 <sup>8</sup>	1,354
New Units Prev. Year	172		71
% Multi-family	74.4		50.7

**CONTINUED**

**1 OF 2**

13) Price & Size Distribution of Housing Offered For Sale 8/73 - 8/74<sup>9</sup>

# 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	1
3			3	3	1	
4			1	1	1	
5+				1	1	

14) Housing Sales Activity and Average Price - 11/73 - 11/74<sup>9</sup>:

# of Units Sold	Average Price
29	\$40,139.00

15) Price & Size Distribution of Rental Housing - 1970<sup>1</sup>:

# Rooms	Under \$60	\$60- \$79	\$80- \$99	\$100- \$149	\$149- \$199	\$200 +	No Cash Rent	Total
1-2								
3				5		5		10
4		6		14	8		13	41
5		5	5	25				35
6+				5	6	5	5	21
Total		11	5	49	14	10	18	107

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D-4

Land Availability:

- 18) Total Acres<sup>11</sup>: 11,392
- 19) % Developed<sup>11</sup>: 12.6
- 20) % Developable<sup>12</sup>: 25
- 21) Acres Open Space<sup>11</sup>: 190.0
- 22) Current Sewer Availability<sup>13</sup>:

Sewer service is now provided only to the industrial area adjacent to Bradley Field. Sewage from this area is pumped to the Bradley Field treatment plant No. 2 discussed under Windsor Locks. There is no present demand or need to expand the system, except as adjacent areas may be developed industrially.

23) Residential Land Cost<sup>14</sup>:

	Single Family Lots-w/o sewers	Single Family Lots - sewers w/	Multi-Family sewers	Multi-Family sewers
Generalized Land Price Per Unit	\$7,000	N/A	\$1,500	N/A

24) Accessibility Characteristics:

There is good access to the region by means of the Route 20 Bradley Airport access road.



## 25) Major Land Use Summary:

	Acres & % of Total			
	1960 <sup>15</sup>	%	1970 <sup>16</sup>	%
Residential by Density				
High	-	-	-	-
Low	899	7.9	709	6.2
Manufacturing	-	-	35	0.3
Trades & Services	11	0.1	14	0.1
Active Agriculture	4886	42.9	2618	22.9
Institutional	35	0.3	Not Available	

Taxes:		<u>Yield</u>	<u>Effective Rate</u>
26) Total Property Tax	1965:	\$398,479.97	22.80
Yield <sup>17</sup> & Effective Rates	1970:	801,791.75	24.60
	1972:	1,032,871.60	29.40

27) 1973 Equalized Assessed Value Per Capita<sup>18</sup>: \$9,69428) Per Capita town expenditures<sup>19</sup>:29) Current Pupil/Teacher Ratio<sup>20</sup>: 20.530) Equalized Assessed Value Per Pupil<sup>21</sup>: \$34,87831) Net Operating Expenditures per student<sup>22</sup>:

<u>1969</u>	<u>1970</u>	<u>1973</u>
\$685.61	\$740.59	\$949.71

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D-7

Land Availability:

- 18) Total Acres<sup>11</sup>: 11,392
- 19) % Developed<sup>11</sup>: 12.6
- 20) % Developable<sup>12</sup>: 25
- 21) Acres Open Space<sup>11</sup>: 190.0
- 22) Current Sewer Availability<sup>13</sup>:

Sewer service is now provided only to the industrial area adjacent to Bradley Field. Sewage from this area is pumped to the Bradley Field treatment plant No. 2 discussed under Windsor Locks. There is no present demand or need to expand the system, except as adjacent areas may be developed industrially.

23) Residential Land Cost<sup>14</sup>:

	Single Family Lots-w/o sewers	Single Family Lots - sewers	Multi-Family w/o sewers	Multi-Family sewers
Generalized Land Price Per Unit	\$7,000	N/A	\$1,500	N/A

24) Accessibility Characteristics:

There is good access to the region by means of the Route 20 Bradley Airport access road.

32) School Construction Activity<sup>20</sup>:

Extension to Middle/High School to accommodate 760 additional pupils completed mid 1974.

Employment Centers:

33) Largest Employers<sup>11</sup>

<u>Firm and Type of Employment</u>	<u># Employees</u>
Thiokol (Machine Shop)-Professional/Skilled	138
Roncari Industries, Inc.- Construction	116
The DSD Magnatech Co.	75
DSD Company	50

34) Total NonFarm & Manufacturing Employment June, 1972<sup>23</sup>: 950

35) Narrative Statement on Employment Characteristics:

Total non-agricultural employment in East Granby is 950 jobs. Of these, 540 are manufacturing in nature-- 370 in fabricated metals and aircraft and 170 in other manufacturing. The remaining 410 jobs are in non-manufacturing areas with major emphasis in construction (270). A minor employment area is government with 70 jobs. The town is attracting many small defense industries. There is an aggressive industrial promotion program and modest growth is likely.

36) Welfare Caseload by Program Type 1973<sup>24</sup>:

<u>AFDC</u>	<u>OAA</u>	<u>AD</u>	<u>AB</u>	<u>TOTAL</u>
5	-	2	1	8

37) Food Stamp Recipients<sup>24</sup>: 0

TOWN OF EAST GRANBY

East Granby appeals to young white collar and blue collar families looking for moderately priced housing in a semi-rural town. A recent housing audit of Realtor attitudes revealed statements like "more rural", "very nice", "young executive area", and "too far the airport". East Granby is on the landing approach to Bradley International Airport which is a concern for many people.

East Granby has one developed park and 190 acres of open space. Special recreation facilities include public swimming and a private golf course.

The Town offers little in the way of entertainment. Residents must travel a considerable distance for variety in entertainment.

East Granby has one elementary school K-3 (347) and one 4-6 (293) and a junior/senior high school 7-12 (462 pupils). The current pupil/teacher ratio is 20.5. The Town spends \$949.71 per pupil. The school system has a fair reputation.

There is very little shopping facility in East Granby and residents must travel a considerable distance to do most shopping.

Travel is also necessary to get medical, dental and hospital care. The nearest hospitals are in Hartford and Springfield. Town services are minimal.

East Granby is the sight of an historic landmark called "The Newgate Prison" which is a considerable tourist attraction.

EAST GRANBY

East Granby's First Selectman, Frank <sup>Rothamer</sup> Rothamer explained that there were 12 units for the elderly recently constructed and another 16 units under construction. They were financed by Farmers Home Loan Program. Applications for the units are far in excess of what is going to be available.

A local group "raised hell" about apartment building in town because of inadequate sewage and the Zoning Commission has imposed a moratorium on apartment building in the spring of 1974.

Town officials feel that no low cost construction will be feasible without sewer construction. There is a strong move on for more industry, but sewage problems exist for that type of growth, too.

East Granby is facing a 7 mill tax increase because of higher costs of services and small increases on the Grand List. Town officials recognize that a no growth posture is an economic impossibility for the town. East Granby is a strong force in that area for cultivating sub-regional plans for education, waste disposal and health services. Neighboring towns are not perceived as aggressive in facility sharing.

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. Fiscal 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 measurable. 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.

APPENDIX F

East Granby Police Forms

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EAST GRANBY POLICE DEPARTMENT

MISCELLANEOUS SERVICE REPORT

1. Misc. Service No.	2. Investigating Trooper	3. Tpr. ID	4. Town	5. Date	6. Time From: To:	
7. Reported or Requested By	8. Address		9. 1 - Telephone 2 - Radio 3 - On Sight		4 - Personal 5 - Letter 6 - Teletype	7 - Other 10. Code 11. Log Pg
12. Nature of Service						
13. Location of Service						
14. Victim						
Complainant						
Accused						
15. ACTION TAKEN				16. Pending <input type="checkbox"/>		17. Complete <input type="checkbox"/>
19. Approved _____				Officer's Signature & Badge No. _____		

(Use reverse side if additional space required)

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**END**

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