

The Rensselaerville Project
Planning for the Next Decade
February 1988

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Superintendent
New York State Police

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THE RENSSELAERVILLE PROJECT

PLANNING FOR THE NEXT DECADE

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EXECUTIVE SUMMARY

The New York State Police has just completed its 70th year as the primary law enforcement agency of State government. The concept began out of a need to provide professional law enforcement services to those citizens who lived outside of the major urban centers of the State. In 1917, the population of the State and its demographics were such that it was believed 232 Troopers patrolling on horseback out of four (4) locations, designated as Troop Headquarters, were sufficient to meet that objective.

The intervening 70 years have dramatically changed the living patterns and social structure of New York State. The growth in population, suburbanization, changes in transportation and highway systems, crime rates that have exploded and the social revolution of the past 25 years have had a profound affect on the delivery of police services. This is attested to by the fact that the New York State Police is presently authorized 4165 sworn members and 918 civilian employees who deliver this service out of more than 200 work locations throughout the State. The tasks are so diverse to include almost 200 members currently assigned in metropolitan New York City to investigate narcotics, organized crime and violent felony warrants. In addition, the State Police provides the bulk of traffic safety enforcement on our interstate highway system and primary general police services in many of the suburban/rural areas of the State. The New York State Police in fact ranks in the top 10 of the Nation's largest full service police agencies. However, in spite of its size and resources, the State Police is continually besieged by requests for service that stretch resources to, and sometimes beyond, its limit.

All of this has occurred in an environment in which government, and particularly law enforcement, is subject to the intense pressures of a pluralistic society. A vast portion of our society looks to the police to keep them and their families free from crime and protected from the violence that has become almost routine. In order to accomplish this task, the police must weave their way through a maze of legal parameters and social concerns. If they fail to exhibit concern and good faith with all of the interests that are part of the system, they risk the loss of support from the community at large. Law enforcement, and especially the State Police, should never be perceived as an occupying army representing the interests of one segment of the social strata over another. The ultimate role for the State Police is to be depicted as representing the interests of citizens to be free from the ravages of crime and oppression, and to have the opportunity to live a life that is in some measure secure.

Many of the factors that contribute to crime such as family structure, economic systems, education, ethical values and prejudice are beyond the control of the police. They can, however, adjust their internal management systems to improve the response to the needs of the citizens. It was for this reason that the New York State Police undertook what is known as the Rensselaerville Project.

METHODOLOGY

The adjustment and implementation of change in an organization as large and complex as the New York State Police must be accomplished with a sensitivity to those who will be affected. Although the State Police is a semi-military organization, the days when a Chief Executive can unilaterally decide on a policy and implement it are long since past. The members of the

State Police today are concerned, educated and experienced. They feel that they can and should play a role in any changes that occur within the State Police. This concern was taken into consideration when this project was undertaken.

SURVEY OF CONCERNS

In January of 1987, as a result of a decision by Governor Mario M. Cuomo, a member from within the ranks of the State Police was chosen to be Superintendent for the first time in thirty years. This allowed the new administration to avoid the difficulty of spending valuable time learning the organization, duties and culture of the agency.

The first stages of the Rensselaerville Project, one of the first programs of the new administration, consisted of an open-ended survey sent to all of the Executive Staff, Staff Inspectors and Troop or Detail Commanders within the Division. In that these 34 individuals had all come up through the ranks as Troopers, Sergeants, BCI Investigators and mid-level managers at virtually every work location in the State, they embodied a tremendous reservoir of knowledge and experience. They identified the following as the areas most in need of attention if the State Police was to meet the needs of society:

- I. Entrance Criteria and Programs
(Recruitment, Selection, Training)
- II. Quality of Service and Discipline
- III. Career Development and Promotional Systems
- IV. Deployment of Personnel

PRIMARY ASSIGNMENTS AND RESEARCH

The second stage of the process required elaborate research to determine the present Division policy and why and how it evolved over time. In order to accomplish this, four of the most senior executives in the State Police were each assigned to one of the major areas of concern that had been identified in the survey. The Senior Executive was provided with additional executive and staff personnel to assist him in this research stage. The State Police Planning and Research Section became the central support staff for all of the project teams. Correspondence and contact was made with all of the major law enforcement agencies throughout the country to determine methods in which they were addressing similar problems. This research was completed in the middle of April 1987. The research teams were expanded to include Troop and Detail Commanders throughout the State. These individuals are in the front lines of State Police operations and are in a position to see first-hand the effects of Division policy as it impacts on the delivery of police services. They were each assigned to one of the research projects to prepare them for the conference.

RENSSELAERVILLE - THE CONFERENCE

The use of participation as part of the formulation of Division policy was a new concept for most of those involved. A semi-military organization, with its responsibility for immediate action, is not usually conducive to such participative programs. In order to accomplish the task, the entire Executive Staff, Staff Inspectors and Troop Command Staff were

housed at the Rensselaerville Institute on May 5th, 6th, and 7th, 1987. They were insulated from the normal pressures of their daily command and the only contact with the outside world was an elaborate emergency communications system in the event of a serious police situation someplace in the State. Their objective was direct - they were to review what they had identified as serious concerns facing the State Police and come up with solutions that would improve the situations. The emphasis was on the development of significant action plans which would address the concerns. The elaborate preliminary research avoided the deferral of decisions that sometimes plague such projects. The decisions were arrived at in assigned project groups and then discussed in late evening sessions with all assembled. The conference was facilitated by a loaned executive from the IBM Corporation who was knowledgeable about Division operations and had an extensive management background in similar settings.

The following represent the work products of the conference and the programs that will be implemented by the Division. It is expected that these programs will be major steps in improving the quality of police service rendered by the Division.

I. ENTRANCE CRITERIA AND PROGRAMS

The essential component of police service is the quality of the people selected to deliver the service. The financial cost for each member selected, based on training costs, salary, retirement and other fringe benefits can be computed at \$33,173 for the first year of employment; over the course of his career the Division will invest, in terms of 1988 dollars, \$1,028,508 based on the assumption that the Trooper retires from the Division after 22 years of service holding the same rank as that when he first joined the Division. However, even more important is that talented and dedicated people sensitive to the needs of public service become members of the State Police. This must be accomplished in an environment that recognizes it is important for the State Police to represent as evenly as possible the social makeup of this diverse State. We must insure that we do not exclude applicants by virtue of their race, economic status, religion or sex.

A. Increase of Minimum Educational Requirements.

1. Beginning with eligibility lists established after January 1, 1990, all applicants must have completed a minimum of 30 credit hours at an accredited college or university.

2. Effective January 1, 1991, the minimum requirement will be raised to 60 credit hours.

3. The Division can waive up to 30 credit hours for those individuals who have been honorably discharged from the United States Military after at least two years active service or who have completed a certified police officer training course approved by or equivalent to a course approved by the Municipal Police Training Council.

B. Permanent Recruitment Staff.

1. A core group of full-time, highly-trained permanent recruiters should be established. At present, large numbers of personnel are assigned on a part-time basis prior to examinations.

2. The recruiters can develop long-term contacts with colleges, military services and community groups.

C. Open Examinations and Current Lists.

1. The Division will explore the potential of an open examination that will decrease the period of time between recruitment contact and time of the examination.

2. The open examination could eliminate or reduce the need for the costly once-a-year examination involving tens of thousands of candidates. It would allow list placement at the time of the examination wherever or whenever it takes place.

D. Improved Entrance Salary.

1. The present entrance salary of \$19,073 is not commensurate with similar agencies in the State.

2. This is a particular problem in the recruitment and hiring under affirmative action programs in the Metropolitan New York City and Long Island areas.

E. Background Investigations.

1. The need for integrity and ethical conduct on the part of members of the State Police is a paramount concern. This can be improved by training recruiters, interviewers and background investigators in the latest techniques in evaluating candidates.

2. The Division should constantly review its standards to insure that candidates are consistently measured against a minimal standard.

F. Psychological Testing.

1. The Division will review its current psychological testing to insure it hires only those who are psychologically stable enough to withstand the enormous pressure of a police career.

TRAINING ISSUES

The New York State Police presently conducts a 26 week recruit training program at its Academy in Albany. The program is residential in nature and combines the discipline and physical rigors of military training, while concurrently maintaining an academic curriculum for which the New York State Board of Regents recommends awarding graduates 29 college credit hours. The rigorous discipline, time away from home and academic standards result in attrition from the school. The implementation of increased academic entrance standards and permanent recruitment staff should allow for an improvement in attrition figures. It should also allow for increased emphasis on the practical aspects of training with a decreased need for academic portions of the training.

A. Review of Basic School Programs.

1. The Division will review the balances between the academic and practical segments of the curriculum to insure they reflect the needs of the Division and the background of the recruit.

2. A structured field training officer program, in which the recruit learns how to apply concepts to actual work situations, will be developed. The program also allows for an evaluation of the recruit in a real life environment.

B. Extension of the Probationary Period.

1. The present 12 month probationary period is an inadequate period of time to evaluate the ability of the recruit Troopers to meet the demands of the position. The Division will attempt to extend that period to 18 months.

C. Full-Time Academy Staff.

1. The present demands of establishing a certified academy instructor dictate the need for the establishment of a permanent instructional staff.

2. A residual benefit would be a reduction of the disruption to field operations that occurs when such people are assigned to Academy programs.

II. QUALITY OF SERVICE AND DISCIPLINE

The State Police, like all of law enforcement in the United States, is faced with a unique dilemma. On one hand, a vast group of people either have been or fear they will become victims of crime. This group is continually requesting more stringent enforcement of the laws in the hope that they will feel more secure. The other side of the argument is a group, albeit much smaller but nevertheless very vocal, which is concerned that there is too much authority given to police or that the police have abused their existing authority. In order to effectively meet these seemingly conflicting demands, a police agency must establish and administer rigid standards of service and compliance within the law. The New York State Police, which has always had a strong internal discipline system, must continue to utilize that system to be congruent with the interests of the community as a universe.

A. The Enhancement of an Inspection Program.

1. Representatives of management will review the activities of each field unit on a regular basis.

2. The emphasis of the inspection program will be on substantive matters that involve service to the citizen and/or complainant.

3. The Division will establish a special unit within the Inspection Section that concentrates its efforts on the activities of State Police Narcotics Units.

B. The Use of Citizen Surveys.

The State Police will conduct random surveys of citizens who have requested State Police service to determine the level of satisfaction and their suggestions for future improvements.

C. Early Intervention Program.

The State Police will attempt to identify any member who has an unsuitable or unprofessional manner to determine the causes for such activity and available remedies to correct the problem.

D. Employee Assistance Program.

The State Police in conjunction with the Police Benevolent Association will continue to support an Employee Assistance Program to help any member who is having difficulty handling the stress that is part of a law enforcement career.

E. Sensitivity Training.

The State Police Academy will continue to utilize and improve recruit training and in-service programs that create an awareness and sensitivity to victims of crime.

F. Investigations of Citizen Complaints.

There will be a review of methods in which citizens complain regarding service. The review will emphasize the need:

1. To conduct the investigation in a timely manner.
2. To develop accurate information in an objective fashion so as to be fair to all.
3. For the investigator to be thorough with the interview of all available witnesses.

G. The State Police Discipline System.

This system is unique in that it is administered totally as an internal program. This is contrasted with most agencies which use an independent arbitrator who has no responsibility for the management of the agency. The State Police approach is potentially a benefit to the citizen because it allows management, which has the responsibility for service, to administer sanctions. In order for any such system to be effective, the following guidelines are important:

1. The system must be administered in an equitable fashion and in such a way that it does not abuse the rights of the employee.
2. Discipline in most cases should be perceived as a positive program that corrects negative behavior without destroying the employee or his/her career.
3. The sanctions utilized should be stringent enough to correct behavior and deter others from improper behavior.
4. The system and sanctions must be administered in a consistent manner throughout the State. The Division will develop computerized files that will be monitored by the First Deputy Superintendent to insure such consistency is maintained.

H. Discipline and Fleet Safety.

Members of the State Police operate Division vehicles an average of 50 million miles each year. In order to improve the safety record, the following will be implemented:

1. Accidents that involve careless, negligent or reckless conduct will result in disciplinary action.
2. Accidents that are only "technically" preventable will be subject to counseling and remedial training.
3. A computerized tracking system of all Troop car accidents will be established to insure consistency of discipline throughout the State.

I. Rotation Policies for Specialized Assignments.

The State Police now has a substantial number of personnel assigned to specialized investigation units such as narcotics and organized crime. The Division will research the applicability of rotational policies for such assignments.

III. CAREER DEVELOPMENT

The State Police is unique when compared to other agencies in State government. The entire management unit, from first line up to and including Senior Executive positions, is filled from the ranks. Each supervisor entered as a recruit and provided police service at a number of line positions in communities throughout the State. It is essential to provide these individuals with guidance, experience and training to prepare them for management and supervisory positions. There are only two competitive ranks above Trooper, i.e. Sergeant and Lieutenant; all others are made on a non-competitive basis by the Superintendent. The following are recommendations to improve that process.

A. Competitive Examinations and Promotions.

1. Permanent Examination Detail - The State Police is regulated by the Executive Law and all procedures for entry exams as well as promotional exams are conducted in-house.

2. Job Analysis for the Rank of Sergeant - This would further enhance the ability to select the most appropriate persons.

3. In order for an individual to be eligible to take part in the Lieutenants or Sergeants examinations, a candidate would be required to have at least an "Excellent" performance rating.

4. Individuals who presently hold Technical ranks would be required to participate in the appropriate competitive exam process.

5. There would be no further waiver of the weight standard for eligibility to take the Sergeants and Lieutenants exams.

B. Non-Competitive Promotions - Commissioned Officer.

1. The Division will establish a tier review process to submit recommendations to the Superintendent for promotions above the rank of Lieutenant.

2. The Division will determine the suitability of the Assessment Center approach to determine eligibility of candidates.

3. The selection process should take place at least once each year.

4. Candidates for Captain and Major who for personal reasons do not wish to enter the process should be allowed to decline by signing a waiver of declination which would be in effect for a one year period.

C. Non-Competitive Assignments - Bureau of Criminal Investigation.

1. Future appointees to the position of Senior Investigator should be required to hold the rank of permanent Sergeant. Ultimately, the Division should develop a career plan that requires Senior Investigators to serve a period of time as a Station Uniform Sergeant.

2. Troop and Detail Commanders will be encouraged to conduct an intensive analysis of qualified candidates for the position of Investigator. This analysis should include an objective review of the abilities of each candidate by both Uniform and BCI supervision at Station, Zone and Troop levels.

3. Members recommended as potential candidates for the BCI who are subsequently promoted to the rank of Uniform Sergeant and transferred to another Troop will not have their opportunity for a BCI position adversely affected.

IV. DEPLOYMENT OF PERSONNEL

The State Police is faced with the difficulty of responding to increased demands for service with what must be recognized as a finite limit on resources. In the past four years, the State Police has received a mandate from the Governor to direct its priorities against the burgeoning narcotics problem, organized crime and white collar crime. The Governor and the Legislature provided the financial support to provide these programs and the greatest portion of that expansion has been accomplished. The Division is now focusing its attention on the Uniform Patrol Force because of the rapid population growth in areas served by the State Police, along with the resultant increase in traffic safety problems on highways, especially interstates. The State Police has long been the primary law enforcement agency having the responsibility for traffic safety enforcement. In order to maximize our uniform patrol response, the Division has addressed the need for patrol coverage with the following initiatives:

A. Post Definition and Assignment.

1. The State Police Patrol Post is similar to the patrol beat of urban police officers. The Patrol Post structure was critically evaluated for the first time in almost fifteen years.

2. The result of the post analysis dictated an increase in the number of line posts (interstate and other controlled access highways) and increased attention to such coverage by all levels of the organization.

3. A computer based incident reporting system will be implemented to assist in future resource allocation.

4. Dedicated Interstate Patrols with members assigned exclusively to traffic safety and general criminal work on such highways will be established at those stations with such highways in their jurisdiction.

5. The inspection process will include post validation as a component of its field inspection process. Additionally, Inspection should evaluate the effectiveness of existing satellite (small units dedicated to general police work in a limited geographic area) operations.

6. Troop Commanders should emphasize cooperation and sharing of resources in area posts that include full-time/full service police departments.

B. Maximizing Existing Patrol Resources.

1. Troop Commanders will review all non-patrol assignments and maintain only those that are essential with an emphasis on maintaining patrol strength.

2. Troop Commanders will use all assignments, such as scale teams and commercial vehicle safety units, for secondary patrol post coverage to respond to complaints when the regularly assigned units are not available.

3. Zone Commanders will take an active role in supervision of scheduling and monitor the same through the use of a Zone Patrol Strength Report for each tour of duty.

4. Supervisors will maintain stringent discipline of post assignments and radio protocol, insure that each patrol is on post directly; prior approval from a radio control point is required to leave the post.

5. Division Headquarters and the Academy will review all special assignments to insure that they do not adversely effect patrol coverage.

6. Intertroop transfer requests will not be granted until the second stage probationary Troopers have completed phase two of their training.

DISCUSSION OF ISSUES AND ACTIONS

This portion of the Report contains an indepth discussion of the various issues and actions summarized in the preceding section. It focuses upon (1) the planning process that was used to identify and address the management concerns identified by Committee members, and (2) the current status of the action items developed at, and subsequent to, the Planning Conference; these are presented in the same sequence that the action items appear in the Executive Summary.

While the Committees were successful in identifying a range of contemporary and anticipated management concerns the future implementation of some of their recommendations has required additional research. On the other hand, many of the suggestions of Committee members were straightforward and required very little additional analysis, thus lending themselves to "immediate" implementation. Therefore, the reader is brought up-to-date in the following sections, where the current status of the 50 + action items is described, along with appropriate background material.

THE PLANNING CONFERENCE

Conference Preparation

The initial step in the planning process, undertaken in January 1987, was the development of a questionnaire by Planning and Research for distribution to all Troop and Detail Commanders, Staff Inspectors and members of the State Police Executive Committee who were asked to describe problems, to propose solutions and to identify the resources required for transforming their ideas into working programs. During the following month the 104 items identified by survey respondents were tabulated using an AT&T Model 6300 microcomputer.

The following major topics were finally selected as the primary agenda items for the Planning Conference based on a review of the issues identified by 34 State Police field and Headquarters executive level personnel:

- ENTRANCE CRITERIA AND PROGRAMS
- QUALITY OF SERVICE AND DISCIPLINE
- CAREER DEVELOPMENT AND PROMOTIONAL SYSTEMS
- DEPLOYMENT OF PERSONNEL

Four (4) project groups, each chaired by a Senior Executive, were established for the purpose of thoroughly discussing all pertinent issues related to the above topics and to ultimately be responsible for developing action plans to implement the findings and recommendations of the four groups.

Conference Format

The selection of a non-State Police facility for the Planning Conference was a novel approach; although used widely in industry, it had never been tried on such a large scale by the Division. This decision was prompted by a number of factors the primary one being to isolate the participants from their daily routines thereby allowing them to focus their undivided attention on the research; secondly, to break away from the traditional mode of decisionmaking used by the State Police, an organization which patterns itself after the military model. i.e. the semi-military structure of the State Police was intentionally relaxed at the Conference in order to enhance two-way communication, active participation and creative thinking on the part of all participants.

Conference Facilitator

A management consultant, on loan to the Division through the IBM Community Service Appointments Project, served as Conference Facilitator. In this role, he worked with each project group to keep the participants on track, working toward their goals and objectives. In addition to responding to procedural questions from the participants, he served in a liaison capacity informing the Superintendent, who had deliberately detached himself from the daily proceedings, of any issues that might require his personal attention.

Conference Proceedings

Conference participants followed a program designed to ensure that the process was results-oriented. During the day the four groups worked independent of each other on their assigned topics; however, in the evening all participants met in plenary session where the four project group chairmen presented the results of their day's progress. Throughout the Conference all participants were given the opportunity to offer suggestions, regardless of the group to which they were assigned; this input was in both verbal and written form.

During the first day each group developed a clear, concise and explicit statement of its goals and objectives; the second day was spent on evaluating alternative proposals and the final day was devoted to the development of detailed action plans; each evening included a plenary session and during the second evening the Director of Criminal Justice addressed all Committee members.

* * * * *

The Planning Conference involved the on-site presence of all Detail/Troop Commanders as well as Staff Inspectors and Executive Committee Members. Therefore, to ensure that the Division could react efficiently and effectively in the event of a serious incident or emergency, the mobile emergency communications vehicle was assigned to the Rensselaerville Conference Center and remained there for the duration of the meeting. Telephone, radio and satellite communications and electronic data processing capabilities were likewise at the immediate disposal of conference attendees.

ACTION PLANS

I. Entrance Criteria and Programs

Educational Requirements

Approximately 15 years ago the National Advisory Commission on Criminal Justice Standards and Goals published its findings; Chapter 15 of that document discussed the educational needs of the police profession. It was pointed out that, at that time, "the concept of higher education for the police enjoys widespread acceptance."; also, it was noted that police officers with college training generally perform in a manner significantly better than those officers who do not possess a degree.

Standard 15.1 addressed itself to the level of recommended college study for newly appointed police officers:

- Every police agency should require immediately the completion of at least one year of college level education.
- The second stage of this Standard would require that employees have completed at least two (2) years of college education.
- During the third phase of implementing this Standard new appointees would be required to have completed three (3) years of college level study.
- The final phase of Standard 15.1 would require that all appointees have completed at least four (4) years of college level study.

Several of the reasons for the above recommendations were elaborated upon in the Commentary associated with the Standard itself.

Approximately 15 years after the Police was published an article appeared in the Law Enforcement News with the subject again being the value of a college education for the police officer and the community he/she serves. The author of that article, Mr. Gerald Lynch, President of John J. College of Criminal Justice, pointed out that "a college education, regardless of the area of study, can help crystallize raw experience, dispel prejudice and heighten tolerance for ambiguity." Mr. Lynch's research also revealed the following:

- College educated officers are less authoritarian than their non-college educated counterparts.
- The level of education of an officer was found to be the most powerful predictor of civilian complaints about assaults on suspects, abusive authority and religious or racial prejudice.
- Civilians complain three (3) times more often about non-college graduates than they did about college graduates.
- College graduates performed better by the disciplinary standards established by the NYPD.
- College graduates violated the department's internal regulations less often than did non-college educated officers.

Dallas, Texas Police Department was recently challenged on its 45 college credit requirement; however, the court found that the educational requirement bears a manifest relationship to the position of police officer. Dallas Police Chief Billy Prince observed that "you may not have to go to college to be a police officer but there is no question that it makes you much better than you could be without it. It opens your mind. You fit into the world better."

Based on the rather large body of empirical evidence which demonstrates the benefits of college education, coupled with the profound societal changes of the last decade, a trend which will continue and possibly accelerate, the Division is recommending that appointees to its Academy, from lists established after January 1, 1990, have completed at least 30 credit hours at an accredited college or university. Furthermore, candidates eligible for appointment from eligible lists established after January 1991 must have completed at least 60 credit hours at an accredited college or university.

At the present time the Division plans to phase in the above recommendations on the specified dates of January 1, 1990 and January 1, 1991; these new requirements will be included in future examination announcements.

Permanent Recruiters

The current approach to recruiting was adopted by the Division 14 years ago; however, past successes have been somewhat diminished due to a variety of factors including a shrinking pool of potential applicants and increased competition among employers in both the public and private sectors.

The current State Police recruiting program is characterized by an intensive drive which is launched just prior to each applicant examination. In the past this effort required that as many as 60 Uniform and BCI personnel be diverted away from their law enforcement duties for temporary assignment to the recruiting detail. Furthermore, post-recruiting analysis revealed that the personnel costs, maintenance and mileage expenses to support a three-month recruiting drive approximated \$650,000. Additionally, there are significant indirect costs associated with a temporary recruiting program e.g. the overtime needed to compensate for the decrease in the number of personnel available for normal police functions.

Recruiting drives of the last 14 years have ranged from between one month to three and one half months; neither of these, the shortest or the longest, is of sufficient duration, nor is there sufficient lead time, to provide the recruiters with training and personnel selection or salesmanship skills, both of which are needed for an effective recruiting program.

To overcome these deficiencies it was recommended that a permanent recruiting program be established, staffed by a cadre of highly trained, full-time recruiting specialists. These recruiters would be responsible for operating an on-going program; its members would be provided training in the latest personnel evaluation and salesmanship skills. In addition, the permanent detail would eliminate the drain otherwise created by an absence of upwards of 60 members from regular law enforcement activities.

Analysis of the cost of a permanent recruiting program has revealed that the State Police could establish an effective one at a cost which favorably compares to that of past recruitment efforts. Accordingly, a request has been submitted to the Division of the Budget for the purpose of establishing a ten member detail consisting of nine (9) Troopers and one (1) Sergeant; annual expenses are estimated to be slightly more than \$300,000 per year.

Open Examinations and Rolling Lists

With the establishment of a permanent recruiting detail the Division will have the capability to conduct an on-going program and in so doing will be able to stay in contact with the best sources of applicants as well as the applicants themselves; however, the enthusiasm and interest of potential candidates can be better maintained if the examination for the position in which they are interested is given more often than once every 12-24 months. Therefore, a Task Force will explore the cost/benefits and the advantages/disadvantages of an open exam process whereby interested persons would appear at a specified location on any of several dates throughout the year for the purpose of taking the applicant examination. Preliminary research has revealed that in all likelihood the open examination process could be best instituted in conjunction with a statewide applicant examination. The list established as a result of the statewide exam could subsequently be regularly updated based on the results of open examinations conducted throughout the year at strategically located facilities throughout the State.

Closely associated with the concept of an open examination is the use of a rolling list whereby the pool of candidates would be continuously updated based upon the results of examinations given during the open testing period. This would ensure that the Division was always considering those who finished highest on the written examination without regard to when they took the examination. This approach to testing could partially overcome the problems encountered by interested and qualified applicants who, under conventional testing practices, are often confronted by a substantial length of time between when they pass the entrance examination and when they are offered appointment to the State Police. Presently a candidate could spend as long as two (2) years waiting for appointment from an established list only to be notified that the list has expired and that he/she must repeat the testing process once again. In many instances, the candidates, particularly recent college graduates, find other employment while waiting to be appointed to the State Police and are no longer interested when they are finally offered a position. However, the use of open examinations and rolling lists will, to some extent, overcome the negative affects inherent in conducting a statewide examination that is offered only once every one or two years.

Salary Adjustment

No single item impacts the ability of the New York State Police to successfully recruit qualified applicants more than the entry level salary; this will become more important as competition increases for a dwindling number of qualified applicants in the job market, especially in metropolitan areas as evidenced by the following rates from the New York City area:

<u>Department</u>	<u>Entrance Salary</u>
New York City Police Department	\$ 25,977*
Nassau County Police Department	25,676
Suffolk County Police Department	25,539
Yonkers Police Department	25,537
Westchester County Police Department	23,775

*The Zuccotti Committee has recommended NYPD salaries be substantially increased to allow the Department to be more competitive in its recruitment efforts.

To overcome the dis-incentives inherent in the \$19,073 entrance level salary for a New York State Trooper, the Division's Employee Relations Section has initiated discussions with its counterpart at the State level for the purpose of increasing this hiring rate. It is anticipated that adjusting the salary scale with regard to entry level will be one of the items on the agenda for the next round of negotiations with employee bargaining units.

Conducting Background Investigations

In June 1987 the Division began a process to ensure that current lesson plans and course curricula offered at the Academy, including the handling of declinations, which relate to BCI training in the field of background investigations was upgraded to include newly developed standards of thoroughness. This initial phase of the program was completed before its original target date of September 1, 1987. As a result of this initiative the background investigation process related to new candidates has been enhanced and streamlined to the benefit of both the applicant as well as the State Police member conducting the investigation.

Psychological Evaluations

In 1985 the New York State Police began a one year pilot study of psychological screening for all recruits. The screening program consisted of two parts, a battery of standard written psychological tests and a face to face interview conducted by a licensed psychologist who had extensive experience in evaluating the suitability of candidates for police officer positions. The program was designed to identify any recruits who, by virtue of psychological pathology or problems, were not suitable for a career as a police officer. Based on the success of the pilot program, the Division contracted for a two year program of psychological screening of all recruits which began in September of 1986.

In addition to the ability of psychological evaluation to identify applicants who should not be hired, there is a considerable body of research which indicates that psychological evaluations may also be used to identify applicants who would be superior police officers. This aspect of psychological screening is currently being evaluated by comparing the predicted success of various recruits with their actual performance on the job to determine if expanded use of psychological screening may improve the quality of recruits selected for admission to the Academy. The results of this study will be used in developing the criteria for continuing the psychological screening of applicants.

The Committee also examined the issue of psychological evaluations of State Police Members who are already on the job. These evaluations could be used in two situations. The first is to screen applicants for specialized assignments such as Hostage Negotiators, Emergency Response Team Members and Narcotics Unit personnel. The second is psychological or psychiatric fitness for duty evaluations. Members of the Division Inspection and Planning and Research Sections are currently studying this issue, and will submit recommendations in June of 1988.

Minimum Acceptable Standards

For the purpose of improving the efficiency and effectiveness of the State Police, especially the activities associated with its recruiting efforts, it was recommended that a "minimum standards" policy be articulated to guide the efforts of its recruiters and examiners; these persons would use the standards to evaluate candidates while in the field actively recruiting applicants as well as for use at the Academy during the interview and physical examination phases. This policy has been placed in effect.

Basic School Training Day

It was recommended that the New York State Police critically evaluate its basic school program to ensure that its students are exposed to the proper mix of practical exercises, case studies, and academic subjects; this would ensure that attendees are motivated to complete the basic school curriculum and to ultimately function as effective and independent members of the Division. This recommendation has been implemented at the Academy and the current program will be subject to an on-going evaluation.

Field Training Officer Program

The classroom and practical courses taught at the Academy are only one facet of the training of a competent police officer. Equally important is learning to apply the knowledge gained in the Academy to real life law enforcement. On this regard each recruit, upon graduation, is assigned to a "Senior Trooper" who is chosen primarily for his/her experience and superior job performance. It is the "Senior Trooper's" responsibility to see that the theory and technique taught at the Academy are properly applied in the field.

Many law enforcement agencies, to supplement their Academy and Senior Trooper training, have developed Field Training Officer (FTO) Programs. Common characteristics of these formal programs include highly structured, often daily evaluations of the recruit by the FTO, specific training goals and requirements that must be met, rotation of recruits among several FTO's to ensure equitable and objective evaluation, and precise training of all FTO's in teaching and evaluation techniques. Such programs have been described as state-of-the-art in police training.

The Division of State Police has embraced the concept of the field training officer and intends to introduce it into its training program in the near future. Beginning in March 1988 a Task Force will be assembled to conduct the necessary research and formulate recommendations tailored to the New York State Police. Tentatively, a pilot program is scheduled to begin

in October 1988 when the Academy graduates a class of recruits. Class members will be assigned to the program for a training and evaluation period of 10-14 weeks. Following evaluation of the pilot program and any necessary revisions full implementation of the FTO Program is expected to begin with the next class of graduates from the State Police Academy, hopefully during 1989.

Probationary Period Extension

The current probationary period for appointees to the State Police is one year at the end of which time their appointment automatically becomes permanent unless they are discharged by the Division. These regulations were established in 1963 when the Legislature amended Section 215 of the Executive Law; at that time the basic training course was only 12 weeks as opposed to the current 26 week course.

The length of the probationary period does not permit sufficient time to observe and evaluate the abilities of recruits to operate effectively in the field. This deprives the Division of an opportunity to evaluate and screen personnel according to the most job-relevant criterion available, viz. actual performance on the job itself.

Full implementation of a Field Training Officer Program will add 14 weeks of supervision to the 26 weeks that the recruit spends in the Academy. This means that recruits will operate independently for a maximum of 12 weeks during their first year of employment with the Division (52 weeks - 26 weeks at the Academy - 14 weeks of FTO supervision = 12 weeks), certainly not enough time to accurately gauge their competence. Presently, if a recruit is found to need additional or remedial training it may be necessary to make a decision on whether or not the employee should be granted permanent status before there has been ample opportunity to evaluate his/her ability to operate independently. Extending the probationary period will allow time for remedial training and provide an opportunity for employees who progress at a slower rate to achieve permanent status.

Based on the foregoing considerations the Division will request that the Legislature amend Section 215(3) of the Executive Law and Section 475.1 of the NYCRR to authorize the Superintendent to promulgate rules governing the conditions and extent of the probationary period, specifically, that the period be extended from 12 to 18 months.

Full Time Academy Instructors

The New York State Police Academy currently relies extensively on supervisory, investigative and patrol personnel, who have received special instructor training, to teach the basic school courses. The instructors are drawn from their normal assignments, as needed, to teach their particular courses. Not only does this disrupt patrol and law enforcement duties at their assigned station, it also results in significant travel and per diem charges to the Division when they come to the Academy in Albany.

Developing a core of full time instructors in the Academy would facilitate the assignment of instructors and scheduling of courses. It would also make it possible to develop credentialed instructors, a major consideration in light of the Regents certification of Academy courses and the proposed increase in the minimum education requirements for recruits. Finally, using full-time instructors would eliminate the current disruptions of field operations and eliminate the considerable travel and per diem costs incurred by part-time instructors detached to Academy duty.

In order to implement the findings and recommendations associated with a full-time instructor program at the Academy, the Division will develop a proposal for consideration by the Division of the Budget; hopefully, the DOB and the Legislature, after having been afforded the opportunity to evaluate the merits of the Division's proposal, will approve the concept and authorize the necessary funding to implement this program.

Targeting Recruitment Efforts

One of the problems inherent in sporadic, intermittent recruiting is that it becomes difficult to establish consistent, long-term contacts with the sources that offer the highest probability of providing quality applicants for the position of New York State Troopers. If the Division's request for a permanent recruiting Detail is well received by the Division of the Budget and the Legislature, then the members of that unit should focus their attention upon, and foster relationships with, community groups, educational institutions, and military installations. Development of strong relationships with these type of organizations was frequently cited by other agencies surveyed by the New York State Police as being a critical component of a successful recruiting program, particularly in terms of minority recruitment. For example, a total of 135 persons at Camps Lejeune and Quantico expressed an interest in taking the applicant exam in response to a one-day State Police recruiting effort at these military installations; of this total approximately 80% actually appeared and took the examination with better than 50% of this group being minorities. This is indicative of the results that can be expected from targeting efforts at those sources which have been identified as good recruiting investments based on NYSP experience/experiments as well as by other State Police and Highway Patrols who conduct their programs in the same general manner as that envisioned by the Division.

Physical Standards

It was recommended that the Division's physical standards be periodically reevaluated in order to maintain a viable recruiting program, one that is responsive to the special, yet changing requirements, of the law enforcement profession; this would ensure that the standards are relevant to the demands of the position of State Trooper for much the same reason that written exams are periodically adjusted to reflect their continuing relevance to the position for which a test is being administered. In recognition of this, a preliminary evaluation of the Division's physical standards has been initiated by the Office of Employee Relations. During this initial phase the visual requirements of State Police agencies throughout the country were determined and the findings of this research will be taken into consideration when reformulating the physical standards of the New York State Police. Additional data of this type will be solicited during future phases of the Physical Standards Reevaluation Program.

II. Quality of Service and Discipline

The Inspection Program

One of the traditional areas of emphasis of the Division's Inspection Program has been Troop/Detail compliance with administrative aspects of Division policy/procedure. These topics will continue to be accorded attention by Division Staff Inspectors, but not to the exclusion of the performance of Division members in the field as well as their supervisors. Accordingly, the philosophy of the Inspection Program will be shifted to the extent that it will include the work product produced by Troops or Details as well as the individual members of these field units. Of course a primary area of concern to Staff Inspectors when conducting their field audits will be substantive matters that involve service to the citizen and/or the complainant.

To assist Staff Inspectors in performing their duties the contents of computerized data bases are now being relied upon more extensively than they had in the past; this includes both mainframe based applications as well as microcomputer files.

Citizen Surveys

In order to independently gauge the quality of service being provided by Division members, it was recommended that random surveys of complainants/victims be conducted to determine their level of satisfaction with the service provided by the State Police.

To determine the extent to which this practice is used all State Police and Highway Patrols were surveyed; accordingly, 48 other State level law enforcement organizations were contacted and asked to complete a questionnaire with regard to any citizen satisfaction surveys they might have conducted. Interestingly, only one Department reported that it had adopted such a practice in the recent past; however, all other responding Departments, while indicating that such a procedure was not in effect in their State, expressed an interest in learning of the results of the State Police Survey and any new program which we might be adopting.

While there was very little in the way of existing documentation on citizen satisfaction surveys by State level law enforcement organizations, the Division continued to explore this area and has recently developed its own survey instrument; the document contains a total of 12 questions and appropriate instructions. The questions are intended to measure the respondent's perception, with respect to his/her case, of the Division's response time, the conduct of the responding member, the quality of the service provided, along with other qualitative/quantitative matters.

The surveys will be distributed during 1988 to persons randomly selected from the contents of the Document Control System, which is a computerized index to State Police cases. The surveys will be returned directly to the Superintendent and thereafter be routed to the Inspection Section for data entry and statistical analysis.

Early Intervention Program

One of the responsibilities of a professional law enforcement organization is to have an "early warning system" in place whereby members who are conducting themselves in an unsuitable or unprofessional manner are identified in a timely fashion. Any such system should include a mechanism for determining the cause(s) for such conduct/activity and then referring or assigning the member to available programs to remedy or correct his/her problem. The State Police, in order to implement a program of this type, has designed a computer based Personnel Complaint Reporting System using the Mainframe at Division Headquarters. Programming has been completed, written instructions have been finalized, operator training has been provided and program implementation began in January 1988. At the present time data input/output is confined to the Inspection Section at Division Headquarters; however, it is possible that access to the data base will be extended to Troop Headquarters once the Division has had several months of experience with the application.

The application is comprehensive and satisfies a multiplicity of needs, including the identification of those members who may need counseling or other forms of discipline. Additionally, several statistical reports are inherent and these will enable supervisors to evaluate the performance of individual employees as well as organizational units from perspectives which would have been impossible under the manual reporting system which the computerized program replaced.

At the outset of the program only new cases will be included in the computerized file; however, as time permits prior year's cases will be loaded into the computer by the Inspection Section.

Employee Assistance Program

The State Police, in conjunction with the Police Benevolent Association, will continue to support an Employee Assistance Program to help any member who is having difficulty handling the stress that is part of a police law enforcement career.

As a result of suggestions developed during the Rensselaerville Project two (2) written directives have been drafted for distribution to all members of the New York State Police. One of these is a statement of policy with respect to the effect of EAP participation on disciplinary proceedings; the other discusses the Employee Assistance Program generally and in particular the issues associated with leave taken to participate in the EAP as well as a members' return to duty.

At the present time the Employee Assistance Program is housed in an off-State Campus facility in the Capital District; all of its activities are coordinated out of this facility by a recently appointed EAP Director.

Sensitivity Training

Recent experience has revealed that a number of personnel complaints against Division members are attributable to a lack of sensitivity. Efforts to reverse this trend have or will include a monitoring and evaluation of the recruit training program, an examination of the in-service program and increased monitoring of the instructors to determine what messages they are delivering to students.

To remedy the situation a course in sensitivity was added to the Basic School and a comparable offering will be included in all future curricula. In-service programs will likewise include sensitivity training, commencing with the forthcoming school. Troop and Detail Commanders have been advised that they are to review all personnel complaints for allegations or indications of possible lack of sensitivity; members so identified will receive immediate counseling by supervisors at the Zone or Troop level. Additionally, a proposed revision to Article 9 of the State Police Manual includes a provision for including the issue of sensitivity during the semi-annual interview component of the Division's Performance Evaluation Program.

Investigating Citizen Complaints

The Division's field Inspection Program will include the selection of a cross-section of complainants for follow-up personal interview to determine their level of satisfaction with the service provided by the Division. Additionally, the citizen satisfaction surveys will be carefully reviewed by the Inspection Section and those which include a criticism of the Division (and in which the complainant has identified himself), will be followed-up for further details with respect to the allegation.

Finally, written instructions and guidelines have been developed for those officers who are responsible for investigating personnel complaints, Troop car accidents and injuries to prisoners; in addition, specialized training will be provided by the Inspection Section for those members responsible for conducting personnel investigations.

Implementation of the above initiatives will insure that the Division's objectives in this area are maintained, viz:

- That the investigation is conducted in a timely manner
- That accurate information is developed in a manner that is fair to all
- That the Investigator is thorough with the interview of all available witnesses.

Discipline System

As noted in the Executive Summary the State Police Discipline System is unique in that it is administered totally as an internal program, one that is characterized by consistency, deterrence, equitable and emphasizing the positive.

Several initiatives to insure that the Disciplinary System is responsive to the Division needs have been mentioned elsewhere in this report. Others include a modification to the handling of one-on-one complaints which involve allegations of misconduct brought by a single individual against a member of the State Police wherein no other witnesses are available. Many of these involve complaints such as rudeness, verbal abuse, issuing an unwarranted UTT, etc. In order to speed the review and disposition of these types of complaints, Troop Commanders, with prior approval of the appropriate Inspection Section Executive, are now authorized to report such complaints and the investigative case results in a simple memorandum.

Administrative procedures have been revised to improve communications between Division Headquarters and Troop Supervisors (Administrators), and to simplify report writing requirements. Increasing the sanctions that Troop Commanders are authorized to impose will reduce the number of Division level disciplinary hearings and will significantly improve the timeliness of case dispositions. Discussions will be held with employee negotiating units with respect to this initiative, during upcoming labor/management meetings.

The number of Troop car accidents and the sensitivity of these due to intense public scrutiny is of great concern to the Division. The emphasis of the State Police in all of these cases will focus on prevention of future accidents rather than punishment for past mistakes.

While any accident that involves careless, negligent or reckless conduct will continue to receive the most stringent administrative action, the State Police recognizes that many that are technically "preventable" are not the result of carelessness or negligent acts. Troop Commanders are now authorized to dispose of such accidents without imposing disciplinary action. Where appropriate, remedial training or counseling will be provided.

A computerized tracking system has been designed which will permit analysis of all Troop car accidents, as well as any disciplinary sanctions imposed. This will allow Troop Commanders and Troop Traffic Safety Officers to identify any areas requiring additional or remedial training and will insure that discipline is equitably dispensed Divisionwide.

The emphasis on accident prevention rather than punishment and the implementation of the tracking system via computer, will both have a positive impact on morale, reduce preventable accidents, enhance driver training and improve management of the Division's fleet of vehicles.

Rotation Policies

The length of member assignment to special details has always been the subject of controversy. There are conflicting opinions on the policy of allowing members to remain on special assignment for an extended period of time. The central issue is whether the benefits derived from experienced personnel in a specialized area outweigh the risks from constant exposure to the temptations offered and loss of identification and/or control. There are many who support a two-year rotation of special detail personnel and a policy of retraining personnel coming off special detail duty prior to their return to a regular unit or station. There are others who support the need of experience and expertise, regardless of the possible costs and length of assignment.

In order to ascertain what other State level law enforcement agencies were doing in this area, as well as other major local Police Departments, the Planning and Research Section conducted a nationwide survey. A total of 90% of the agencies contacted provided a response and an analysis of their replies revealed a variety of practices. As a rule, assignment to special units was for an indefinite period; with few exceptions all of the Departments normally move an officer who is leaving a special detail directly into his/her new assignment. None of the Departments routinely provide psychological counseling for members leaving special details, but three (3) indicated that such counseling would be provided if needed or requested by the officer.

Members assigned to the Committee on Quality of Service and Discipline are continuing to evaluate this issue and are scheduled to make specific recommendations regarding a New York State Police Program by June 1, 1988.

Drug Testing

The issue of routine, random drug screening is of critical concern to the Division of State Police. Counsel's Office is, and will continue, monitoring court decisions and legal proceedings concerning this issue. Until such time as there has been a definitive court ruling and pending further research, no action is planned regarding the sensitive issue of random drug testing.

Division will maintain its current policy of requiring employees suspected of drug use "for cause" to submit to a medical examination which may include drug testing. Additional training in recognizing the symptoms of drug abuse will be provided to supervisors at in-service training courses; additionally, this could be the topic of future Stipend Training Programs.

III. Career Development and Promotional Systems

The Committee that studied the Promotional Examination System recognized the extreme importance in maintaining the high caliber and integrity of the examinations currently used by the State Police. This applies not only to the Promotional tests but also to the entrance examination. However, one significant problem noted in the Division's current approach to examinations is its reliance upon supervisory personnel occupying field positions to develop the exams; these employees are placed on temporary assignment for the purpose of preparing an applicant or promotional exam. In the case of the latter this requires the services of at least four (4) Commissioned Officers who must be removed from their Troops for a period of at least nine (9) months, every other year. Additional Commissioned personnel are similarly assigned, when necessary, to prepare entrance examinations.

In order to maintain the Division's high standards, the Committee on Promotional Systems recommended the establishment of a permanent Examination Detail which would prepare and administer promotional and entrance examinations. This would overcome the problems associated with the assignment of members from field positions, by creating a small group of highly skilled supervisors qualified in the examination development process. The Committee members assigned to this initiative are continuing with their research and anticipate the development of a model Detail by April 1, 1988.

Job Analysis - Sergeant

The Committee realized that for any promotional examination to withstand judicial scrutiny it must be job related; it was for this reason that the Division conducted an extensive job analysis for the position of New York State Trooper during the mid 1970's. The need for a job analysis has been demonstrated time and again in those instances where there has been a court challenge. In an effort to ensure that our examination process continues to be successful and to pave the way for the utilization of an Assessment Center, it was recommended that an indepth job analysis be conducted for the rank of Sergeant. Members assigned to this research have reviewed the extensive files which the Division developed during its job analysis for the position of New York State Trooper. Additionally, two (2) Staff Inspectors attended an International Conference on Assessment Centers for Law Enforcement. A portion of this Conference was devoted to the need and importance of job analysis in developing Assessment Centers. Following the completion of additional research a proposal by members assigned to this project will be developed; the tentative deadline for this is February 1988.

Excellent Performance Rating

Current Division policy requires that members competing for the permanent rank of Sergeant or Lieutenant attain a "satisfactory" Performance Rating; on the other hand appointment to the BCI (a non-competitive position) requires an "excellent" Performance Rating. To reconcile this inconsistency between competitive and non-competitive positions, from the standpoint of performance rating, it has been proposed that to be eligible to take a competitive promotional examination members must have at least an excellent rating on their last annual performance evaluation.

Technical Positions

Sergeant and Lieutenant ranks are reached through the competitive examination process, which, for the latter rank, includes an oral interview. Technical Sergeant and Technical Lieutenant ranks are appointed positions; persons serving in these "technical" positions have specialized skills, experience, knowledge or proficiencies.

Several issues regarding these positions were addressed by the Committee on Promotional Systems, one of them being the reluctance of members holding Technical positions to take promotional examinations for permanent positions. Research has shown that during the past promotional examination for Sergeant over 50% (33 of 63) of those in technical positions and eligible to take the examination elected to waive it. To reverse this a written directive has been drafted requiring that all members holding technical ranks, who do not also hold the same permanent rank, participate in the competitive process.

Weight Waiver

There are currently in excess of 300 members on the Division's Weight Reduction Program. Under regulations in effect at the time of this Rensselaerville Project, a member could request a waiver of the prohibition against taking a competitive promotional examination because he did not meet the maximum weight standard. However, in order to transfer initiative for controlling weight to the individual member an Interim Order rescinding the provision for waiving the weight requirement was recommended and the language to implement it has been incorporated into a draft Interim Order.

Non-Competitive Promotions

The continued viability of the New York State Police as a progressive and effective law enforcement agency is contingent upon the leadership, imagination and management skills of its Division and Troop Headquarters executives, managers and supervisors. Every effort must be made to ensure that the most qualified are selected for these critical positions. In order to achieve this the Promotional System's Committee reviewed the practices of other police agencies throughout the country at the federal, state and local levels. The proposal developed by the Committee will achieve the Division's goals with respect to promoting its field and Headquarters executives; the recommended system includes a component whereby a Lieutenant or Captain can decline a promotion for personal, family, financial, etc. reasons by signing a one-year waiver which will not have a prejudicial impact upon further promotions.

The recommended system requires that candidates interested in advancement to Captain, Major or Staff Inspector submit a resume setting forth their qualifications; these will then be reviewed by a Committee at Division Headquarters. The first level of this two-tier Committee will consist of all the Assistant Deputy Superintendents. This first Committee review will result in the selection of a number of candidates for further consideration by the three Deputy Superintendents and Chief Inspector who will comprise the second tier. This Committee's decisions will establish a pool of candidates from which the Superintendent can select promotees over the course of the next 12 months. At the present time this two-tier promotional pool system is pending implementation.

Assessment Centers

Assessment Centers are used by more than 2/3 of the Fortune 500 Companies in the United States to select mid and upper level managers. They are also used by more than 200 police agencies in this country. These Centers are used in conjunction with written examinations to measure job-related skills that cannot be evaluated entirely through a written instrument. More than a simple interview, Assessment Centers are situational tests designed to simulate duties of a specific position; they are based on a technical job analysis of the position under consideration. Evaluators must be thoroughly trained in proper evaluation techniques.

The Committee on Promotional Systems has recommended that the New York State Police explore the Assessment Center approach to enhance its promotional process. Additional research on this initiative is planned and a final product will follow completion of the study.

BCI Appointments

During its deliberations on BCI appointments members of the Promotional Committee considered the fact that 43 out of 60 eligible Senior Investigators and 155 out of 484 Investigators waived the Sergeant examination; from a percentage standpoint this translates to 71.6% of the eligible Senior Investigators and 32% of the eligible Investigators. This is not considered a healthy situation for the State Police. It was mentioned that perhaps complacency sets in among some members who feel they no longer must compete in the competitive process. This further fuels the dilemma of perceived favoritism toward the BCI at the expense of Uniform supervision. Secondly, the perception of BCI elitism vs. Uniform supervision (a situation which is not endemic to this organization), will never be addressed to everyone's satisfaction. However, the proposals developed during the Rensselaerville Project will go a long way to close this disparity. Under the recommended criteria future appointments to the position of Senior Investigator will be contingent upon the member attaining the permanent rank of Sergeant. Initially it will only be necessary to hold such permanent rank; however, the long term plan is to require that Senior Investigator appointments only be offered to those members who have served as a Uniform Station Sergeant.

In a related matter members of the Promotional Systems Committee examined the overall BCI selection process. Two (2) of their recommendations to enhance this process were as follows:

- Troop Commanders will be allowed to recommend as many as 15 members for consideration for BCI appointments. This process will be repeated every six (6) months.
- Members recommended for the BCI and who are subsequently promoted to the permanent rank of Sergeant and transferred to another Troop will not have their BCI candidacy adversely affected.

These items are still being refined and will be given serious consideration in terms of adoption during the upcoming negotiations sessions.

Mandatory Relocation

Experience has demonstrated that it is in the best interest of the Division for members holding the rank of Staff Inspector and above to relocate to the Capital District area. Currently Division policy permits members to use State Police installations on a temporary basis while in the process of locating permanent housing; this is permitted for a one-year period. Under the auspices of a proposal developed by the Promotional Systems Committee it will become mandatory that promotional recipients to Staff Inspector and higher be required to relocate in the Albany area. This proposal has been placed in effect.

IV. Deployment of Personnel

Patrol Post Evaluation

One of the major tasks of the Committee on Deployment of Personnel was to critically evaluate the Division's Patrol Post Structure. At the time of the Conference the State was divided into 387 posts, consisting of 99 line posts and 288 area posts; the former category consists of segments of Interstate or other limited access highways, while the latter category encompasses political subdivisions of the State and generally follows their boundaries. This issue of post configuration occupied a significant amount of the time and attention of Committee members before, during and after the Conference.

Included in the Pre-conference deployment research was a survey of all State Police and Highway Patrols to determine the practices employed by these organizations which have a mission similar to that of the New York State Police. The results of this process highlighted the variety of techniques used throughout the Country and affirmed the need for a customized resource allocation model for each organization, especially those that are full service State Police agencies.

During their deliberations at Rensselaerville, Committee members made extensive use of a microcomputer model that simulated the distribution of resources based upon such factors as calls-for-service, crimes, accidents, V&T Arrests, population, square mileage and highway mileage; following extensive discussions it was agreed that the best quantitative determinate for NYSP program purposes was the number of posts and their average response time. Therefore, the results of mathematical formulae using these two factors will assist deployment decision-makers when the computerized Incident Reporting Program (described in the next section) is implemented.

One of the distinctive features of the revised post structure is the extent of field input to the process. Subsequent to the Conference all Troop Commanders were directed to prepare plans for providing services within their respective areas of command and to forward these, in written form, to Division Headquarters for further review and analysis. Following this evaluation each Troop was issued its approved Line Post Plan; in the near future approved area post plans will likewise be returned to each Troop Commander.

Overall, as a result of the post evaluation process, the number of posts has increased from 387 to 476 (151 line and 325 area posts).

The rigorous planning and analysis activities of the Deployment of Personnel Committee represented the first such formalized effort in this area of management concern over the course of the past 15 years. In the early 1970's the Division of the Budget and the State Police cooperatively researched deployment practices and developed several recommendations; these were never implemented, primarily due to the requirement for a substantial infusion of additional resources. However, the current program has focused upon the Division's allocation of current police personnel for the purpose of ensuring that these are most efficiently and effectively deployed on the Interstates and other limited access highways, as well as in those towns and villages where a need for the State Police's presence is required.

Incident Reporting Program

In order for the Division to effectively monitor the performance of its Uniform Force it must rely upon automated technology, operating in a real-time environment. Presently the computerized applications that relate to Uniform Force activities are of a "batch" nature with output from these systems generally being in the form of monthly printouts. While this technique was "innovative" when introduced 15 years ago it is no longer responsive to contemporary needs, much less the future requirements of the Division.

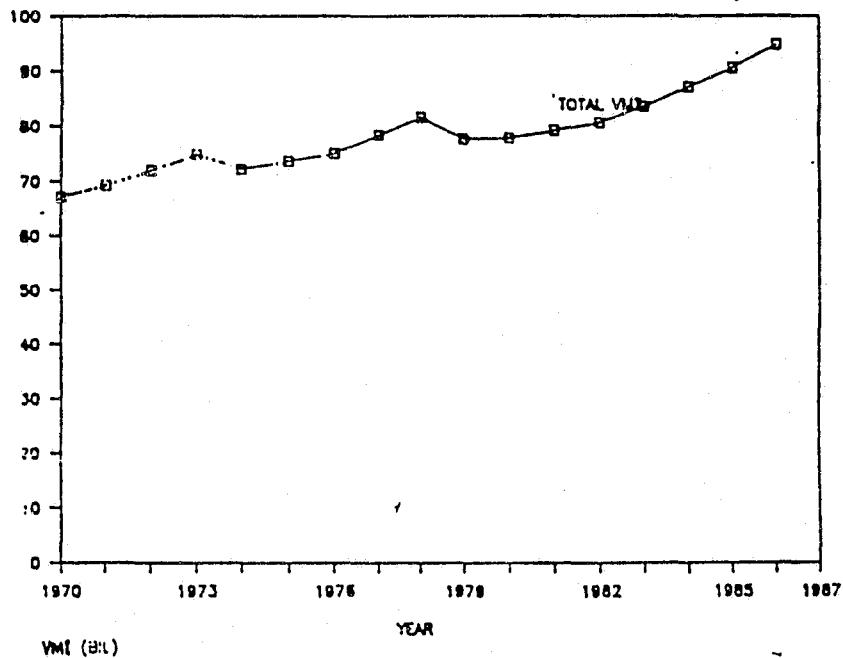
In recognition of this deficiency in reporting capability an Incident Reporting Program has been developed and is scheduled for field testing during 1988. This program will satisfy a multiplicity of Division needs from the standpoint of First Line Supervisors, Troop Commanders and Division Executives; additionally, it will provide the data needed by the Division to monitor and evaluate the effectiveness of its patrol post structure on a continuing basis. In the absence of a program of this type, it would be impossible for the Division to keep abreast of changing conditions and to adjust its post boundaries in a timely manner.

The Incident Reporting Program consists of a Computer-Aided-Dispatch (CAD) component whereby initial complaint data will be entered from one of the Division's dispatch locations while it is being received from the caller; subsequently, the initial data will be updated to reflect the findings of the responding member. In addition to satisfying internal State Police informational needs, this program will generate the data needed by the FBI for its Uniform Crime Reporting (UCR) Program.

Dedicated Line Post Coverage

Traffic on the State's highways, particularly the interstate and other limited access highways, has been increasing. The following chart illustrates the increase in vehicle miles traveled on New York State roads since 1970.

NEW YORK STATE TRAVEL TRENDS



There has been a concomitant change in demographic trends as well. In addition to more people moving from urban areas to the suburbs and rural areas, many businesses are relocating away from traditional downtown urban locations. Two-thirds of all jobs created in the last 20 years are located in the suburbs, so that 57% of all metropolitan area jobs are currently located outside the central city business district. As a result, twice as many employee trips go from suburb to suburb as go from suburb to city. The average commuter travels 6,000 miles a year, with approximately 95% of that travel by automobile.

This has resulted in a dramatic increase in highway congestion because decentralized office and factory districts cannot be efficiently served by mass transit. Research has shown that for every minute a problem exists on a major commuting highway, the motorists experience a four minute back up in traffic. The increased stress caused by these trends, coupled with the anonymity and lack of social contact inherent in travel by car, have significantly increased depression and aggressive behavior among motorists. Increasingly, minor traffic altercations lead to criminal assault or even homicide. Additionally, deaths attributable to driving while intoxicated, which had declined 11% from 1982 to 1985, increased by 7% between 1985 and 1986.

Another change which is directly affecting highway safety is the increase in the 55 mph speed limit in many States. Drivers from other States are becoming accustomed to the higher speed limits and are not observing the 55 mph limit in New York. The increased speed and DWI deaths on the highways indicates even greater enforcement efforts are necessary in these critical areas.

Many of our State's citizens live in their cars on the State's highways for two to four hours a day. Commercial drivers spend essentially their whole working lives on the road. These citizens have the same right to police protection and services during this time as they have while they are sitting in their homes or offices. To ensure this safety, the State Police must increase its Uniform patrol presence on the State's highways. In order to accomplish this in a timely manner two (2) strategies have been adopted:

- A total of 76 Uniform personnel were recently dedicated to patrol of line posts; these members supplemented State Police members already providing line post coverage.
- Dedicated Line Post assignments were established at all State Police installations that provide coverage to interstates and/or parkways.

In addition, all of the Division's posts, both area and line, have been renumbered to expedite the retrieval of data when the Incident Reporting Program is implemented. The new coding scheme makes it readily apparent that the post is either a line or area post depending upon the contents of the code. Also, the coding structure will be further amended to indicate the highway to which the line post refers. This action will upgrade the Division's ability to conduct sophisticated statistical analysis, including selective enforcement and manpower allocation.

Post Validation

Two of the conclusions reached by the Deployment of Personnel Committee were (1) the need for an on-going review of each Troop's post structure, and (2) the need to confirm, on a case-by-case basis, the benefits of the satellite office program. This review and evaluation was determined to be essential for the purpose of assuring that Uniform personnel are deployed in the most efficient and effective manner. Therefore, the Inspection Section will include the following areas in its Troop inspections:

1. Confirmation of the validity of area and line posts structure.
2. Evaluation of the need for any proposed changes in area or line posts.
3. Examination of the need and effectiveness of each satellite office.

Co-Jurisdictional Coverage

The Division's jurisdiction encompasses all of New York State with Uniform patrols concentrating on those areas which do not have a full-time Police Department. However, in many areas a full-time department may not be able to provide adequate coverage to a municipality for 24 hours per day, each day of the year. Therefore, State Police presence may be warranted in some municipalities which have a "full-time" Police Department. In light of this, all Troop Commanders have been advised to develop their post plans and deploy resources in full recognition of local law enforcement capabilities. In some communities there may be a decreased need for State Police service on area posts in the town/village while, in this same jurisdiction, there may be an increased need for State Police presence on line posts passing through it.

In all cases Troop Commanders are emphasizing interagency cooperation and the sharing of resources.

Maximizing Current Resources

As noted in the preceding sections the Division has undertaken a rigorous initiative to ensure that its Uniform patrols are deployed in those places and at those times where they are most needed. However, these limited resources can, on occasion, be supplemented by Troop Commanders through the use of members whose normal duties are of a non-patrol nature.

Due to the variety of services offered by the New York State Police its decentralized structure and its relative size, it is necessary to place both sworn and civilian personnel in support roles; for example, Traffic Section, Public Information, Crime Prevention, Communications, etc. Sworn personnel occupying these types of non-patrol positions can nevertheless be used for patrol purposes when a need for such exists. In recognition of this all Troop and Detail Commanders have been issued a written directive advising them that basic patrol duties are to be the last to suffer due to insufficient manpower levels and to use members in special assignments as a resource on those occasions when it is necessary to supplement Uniform Force patrols. Additionally, the Troop Commanders were directed to consider routine assignment of members in these capacities to line or area posts in order to have a pool of supplemental patrols readily available to draw from.

Another way to maximize patrol resources is to expand the role of Zone Commanders in the coordination of work schedules. Therefore, a written directive has been issued advising Zone Commanders to actively participate in work schedule preparation in order to provide the most effective coverage to meet the needs of the Zone. Included within this Directive was an instruction that Zone Commanders ensure an appropriate number of members are scheduled to tours encompassing peak periods of crime.

Members of the Committee on Deployment of Personnel likewise recognized the need for the Division to reaffirm its commitment to post discipline and saw this as a way of maximizing patrol resources; therefore, a written directive has been issued to all members advising them to proceed directly to their assigned post(s) at the start of their tour of duty, and not to leave it without the prior approval of the radio control point.

Finally, a policy has been adopted whereby no more than 100 Uniform members will be permitted to be in attendance at the SP Academy at any one time. This policy includes Uniform members attending in the capacity of instructor, counselor, or student at the Basic School, In-service, specialized training or any other course offered at the Academy. Exceptions to the 100 Uniform member limit will be made only upon the approval of the Superintendent.

1030p

APPENDICES

APPENDIX I

ISSUES CONFRONTING THE DIVISION - MARCH, 1987
EXECUTIVE COMMITTEE RESPONSES

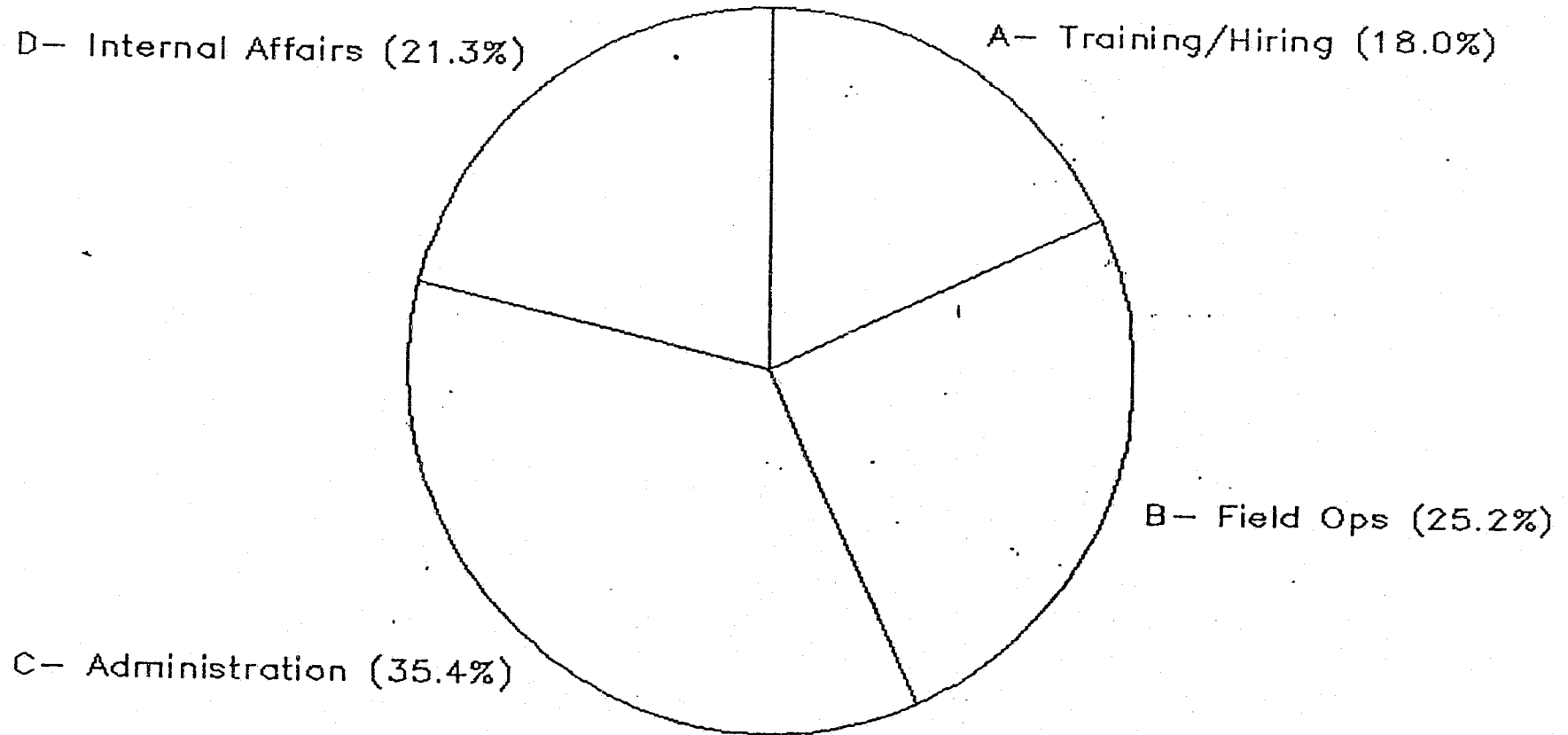
PRIORITY/WEIGHT				TOTAL RSPNS	WTD VALUE	ISSUES	CATEGORY
PR1 WT4	PR2 WT3	PR3 WT2	PR4 WT1				
5	2			7	26	Hiring / Affirmative Action	A
		2	1	3	5	Academy Attrition / Training	A
1	3			4	13	Uniform Road Patrols	B
1	1			2	7	Special Details	B
1		1		2	6	Drug Enforcement	B
	1			1	3	Traffic Enforcement	B
		1		1	2	Economic Criminal Invest	B
		1		1	2	Invest of Uniform Complaints	B
		1		1	2	Quality of Work Product	B
			1	1	1	BCI Overtime	B
2	2	2		6	18	SP Ident/Role/Image/Oper Plan	C
1	1	1		3	9	Manpower Deployment	C
	2	1		3	8	Inadequate Prep for Management	C
1	1			2	7	First Line Supervision	C
	1			1	3	Lack of Non-PS Money	C
		1		1	2	E-911	C
		1		1	2	Member Involve in Policy/Mgmt	C
		1		1	2	SP Laboratory	C
		1		1	2	Use of New Technology	C
						Emergency Management Planning	C
3		1		4	14	Integrity / Corruption	D
	2	2		4	10	Discipline	D
2				2	8	Communication	D
		2		2	4	Promotional Motivation	D
1				1	4	Uniform vs BCI	D
	1			1	3	Inspection Procedures	D
				0		Light Duty Status	D

SUMMARY BY CATEGORY

TOTAL ISSUES	TOTAL RSPNS	WEIGHTED TOTAL	CATEGORIES
2	10	31	A- Training/Hiring
8	13	36	B- Field Ops
10	19	53	C- Administration
7	14	43	D- Internal Affairs
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27	56		

Issues Confronting the Division

TOTAL TC AND EC RESPONSES - MARCH, 1987



Total Number of Issues = 104

DATE 29 APR 87 14:30:52 RID 167 28 APR 87 LEM

870326 LIST OF POTENTIAL ATTENDEES AT RENSSELAERVILLE

60342

* EMPLOYEE . EMPLOYEE .M.SHLD. .TTL. EMPLOYEE
 * LAST NAME . FIRST NAME .I. NO .TYS .COD. TITLE INFORMATION . SECTION .

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CONSTANTINE THOMAS A 1 H111 100 SUPERINTENDENT SUPERINTENDENT
HARKIN THOMAS J CIV 101 COMF-FACILITATOR
LOGAR KATHLEEN A CIV H240 354 SR STENO SIU
MORROW JOHN D CIV H371 424 SP COMM TECHNICIAN COMMUNICATIONS
  
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*DISCIPLINE AND QUALITY CONTROL

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GILLESPIE JOSEPH E 2 H112 101 FIRST DEPUTY SUPT FIRST DEP SUPT
BROWN GERALD E 19 H132 105 DEPUTY CHIEF INSP INSPECTION
SIEK ROBERT F 1852 H132 105 DEPUTY CHIEF INSP INSPECTION
HOOK STANLEY E 1855 H132 106 STAFF INSPECTOR INSPECTION
TANSEY JAMES F 2272 H132 106 STAFF INSPECTOR INSPECTION
BURKE MARTIN J 145 H291 107 MAJOR PROTECTIVE SERVICES
HERRITAGE JOHN W 2898 6011 107 MAJOR TROOP COMMANDER
ELBEL GEORGE K 30 A011 107 MAJOR TROOP COMMANDER
ARNOLD BRUCE M 436 C011 107 MAJOR TROOP COMMANDER
CHAMBERLAIN JEFFREY F 68 H121 108 COUNSEL COUNSEL
  
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*DEPLOYMENT OF PERSONNEL

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BAKER CARL R 501 H311 102 DEPUTY SUPT DEPUTY SUP-ADMN
CULHANE JR EDMOND S 2381 H211 102 DEPUTY SUPT FIELD COMMANDER
HALLORAN MICHAEL K 1552 H261 104 ASST DEPUTY SUPT UNIFORM-ADS
THIES DAN R 18 H113 104 ASST DEPUTY SUPT PLAN & RESEARCH
PATTERSON JAMES B 71 H132 106 STAFF INSPECTOR INSPECTION
ABATE JOSEPH M 1366 H132 106 STAFF INSPECTOR INSPECTION
FITZGERALD JR JAMES A 39 H271 107 MAJOR TRAFFIC
FOLINO JOHN 2149 E011 107 MAJOR TROOP COMMANDER
VANDERWALL EDWARD 31 T011 107 MAJOR TROOP COMMANDER
COLBERG JR CARL R 72 F011 107 MAJOR TROOP COMMANDER
SCRIBNER DANIEL M 88 H252 109 CAPTAIN VFW-HDQUARTERS
CLIFFORD LEONARD B CIV H113 302 ADMIN ANALYST PLAN AND RESEARCH
  
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*RECRUITMENT, SELECTION AND TRAINING

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OGRADY JEROME L 5 H511 102 DEPUTY SUPT EMP REL-DEP SUP
LECAKES SOCRATES B 7 H511 104 ASST DEPUTY SUPT EMP REL-DEP SUP
DUNNE GARY C 22 H511 106 STAFF INSPECTOR EMP REL-DEP SUP
CASS EDWARD 614 D011 107 MAJOR TROOP COMMANDER
RICOTTA JOSEPH R 2428 H531 107 MAJOR ACADEMY-GENERAL
HULIHAN JOSEPH M 79 K011 107 MAJOR TROOP COMMANDER
LAWLISS JOHN H 409 B011 107 MAJOR TROOP COMMANDER
WALLACE JOHN W 2883 H111 107 MAJOR MANHATTAN
MEYERS GEORGE J 3218 F012 109 CAPTAIN UNIFORM CAPTAIN
COOK III THEODORE A 3007 H511 112 TECH LIEUTENANT EMPLOYEE RELATIONS
ANTON WILLIAM H 2542 H521 113 DIR OF PERSONNEL PERSONNEL
LOBB JENS B 66 H121 116 FIRST ASST COUNSEL COUNSEL
  
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870326 LIST OF POTENTIAL ATTENDEES AT RENSSELAERVILLE

60342

EMPLOYEE . EMPLOYEE .M.SHLD. .TTL. EMPLOYEE .
 LAST NAME . FIRST NAME .I. NO. .TZS .COD. TITLE INFORMATION . .SECTION .

PROMOTIONAL SYSTEMS

STROJNOWSKI	JOSEPH	J 2271 H131 103	CHIEF INSPECTOR	CHIEF INSPECTOR
LUITWEILER	DAVID	M 931 H221 104	ASST DEPUTY SUPT	BCI-ADS
DEFRANCESCO	FRANCIS	A 1824 H321 104	ASST DEPUTY SUPT	ADMIN-ADS
MCAHON	JAMES	W 73 H132 106	STAFF INSPECTOR	INSPECTION
MINAHAN	EDWARD	J 2454 H132 106	STAFF INSPECTOR	INSPECTION
ENGLISHBY JR	JAMES	H 2389 H254 107	MAJOR	SPEC PROSEC-NYC
MARTIN	DANIEL	J 90 H240 107	MAJOR	S I U
BIRMINGHAM	JOHN	J 110 L011 107	MAJOR	TROOP COMMANDER

..... END REPORT

AGENDA

RENSSELAERVILLE CONFERENCE - MAY 4, 5 and 6, 1987

Objective

To identify and address issues in an attempt to improve and enhance current Division systems, administration and operations. A preliminary action plan regarding each issue shall be developed prior to the end of the conference.

May 4 (Monday), 1987

- | | |
|-------------------------|---|
| 8:30 a.m. - 9:45 a.m. | <u>Registration</u> - Room assignments are posted in the Huyck House and Ford and Straus Residences |
| 10:00 a.m. | <u>Conference begins</u> - Guggenheim Pavilion |
| | a. Master Seminar Room - Opening remarks by Superintendent Thomas A. Constantine |
| | b. Project groups break down into small groups for discussion and project development; |
| | 1. <u>Guggenheim Pavilion</u> |
| | Discipline and Quality Control
Recruitment/Selection/Training |
| | 2. <u>Straus Residence</u> |
| | Deployment of Personnel |
| | 3. <u>Huyck House</u> |
| | Promotional Systems |
| 12:00 noon - 12:45 p.m. | <u>Lunch</u> |
| 1:00 p.m. | <u>Continuation of Conference</u> |
| 5:15 p.m. | <u>End Day Sessions</u> |
| 5:30 p.m. - 6:30 p.m. | <u>Social Hour at the Weathervane Restaurant</u> |
| 6:30 p.m. - 7:45 p.m. | <u>Dinner</u> |
| 8:00 p.m. | <u>Start Evening Session</u> with general group discussions in Master Seminar Room of the Guggenheim Pavilion |

May 5 (Tuesday), 1987

7:00 a.m. - 7:45 a.m.	<u>Breakfast</u>
8:00 a.m.	<u>Start Conference Day Sessions</u> with group projects in conference rooms
10:00 a.m.	<u>Coffee Break</u>
12:00 noon - 12:45 p.m.	<u>Lunch</u>
1:00 p.m.	<u>Afternoon Sessions</u> - group projects in conference rooms
3:00 p.m.	<u>Coffee Break</u>
5:15 p.m.	<u>End of Day Sessions</u>
5:30 p.m. - 6:30 p.m.	<u>Social Hour at the Weathervane Restaurant</u>
6:30 p.m. - 7:45 p.m.	<u>Dinner</u>
8:00 p.m.	<u>Evening Session</u> - Master Seminar Room - Guest Speaker, Mr. Lawrence T. Kurlander, NYS Director of Criminal Justice, followed by general group discussions

May 6 (Wednesday), 1987

7:00 a.m. - 7:45 a.m.	<u>Breakfast</u>
8:00 a.m.	<u>Start Day Sessions</u> with group projects in separate conference rooms and/or general discussions in the Master Seminar Room (to be announced)
10:00 a.m.	<u>Coffee Break</u>
12:00 noon - 12:45 p.m.	<u>Lunch</u> (note: attendees must be checked out of their individual rooms by 12:00 noon)
1:00 p.m.	<u>Start Afternoon Sessions</u>
3:00 p.m.	<u>Coffee Break</u>
6:30 p.m.	<u>Dinner</u>

Conference Completed