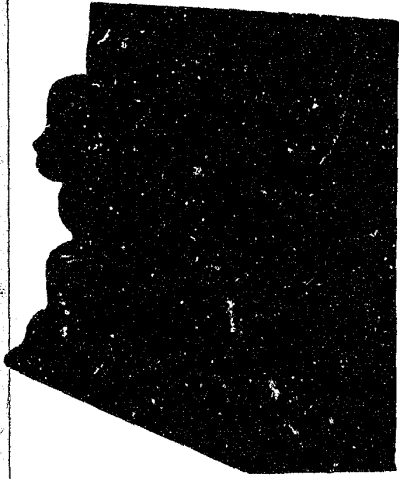
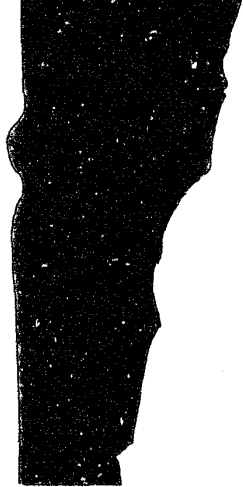


STATE MUNICIPAL LEAGUES



AND CRIMINAL JUSTICE:

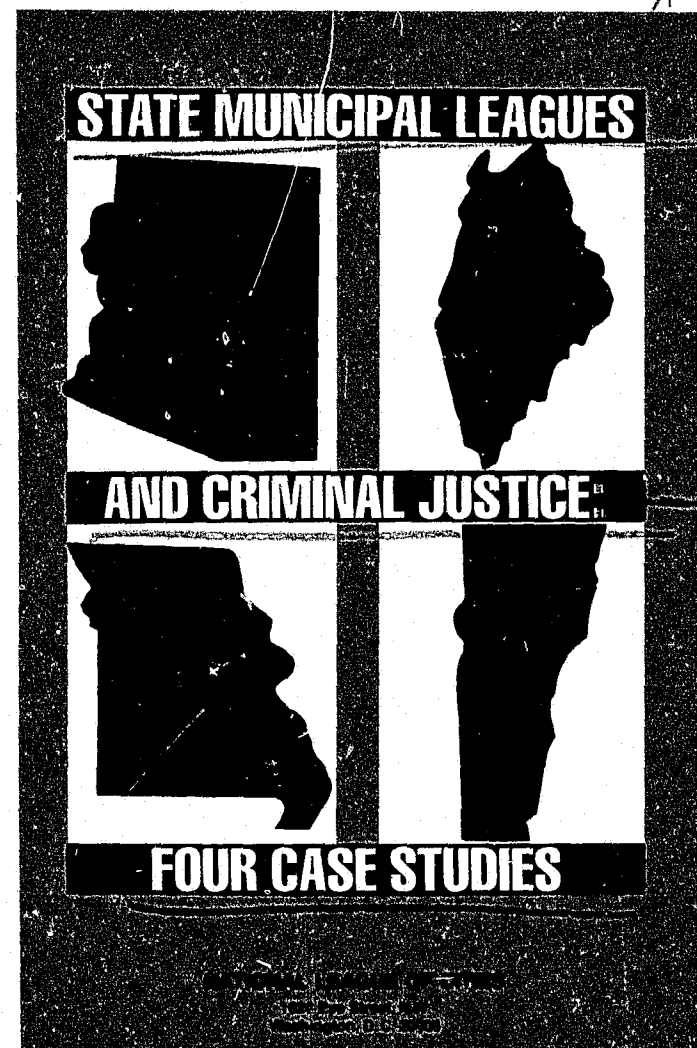


FOUR CASE STUDIES

19195
51161

NATIONAL LEAGUE OF CITIES
1620 Eye Street, N.W.
Washington, D. C. 20006

© 1975 by the National League of Cities and United States Conference of Mayors



This publication was prepared under Contract No. 74DF-99-0017 between the Law Enforcement Assistance Administration, U.S. Department of Justice, and the National League of Cities and United States Conference of Mayors. The opinions and viewpoints expressed herein do not necessarily reflect the policies of the Law Enforcement Assistance Administration.

CONTENTS

FOREWORD (iii)

Allen E. Pritchard, Jr.
Executive Vice President, National League of Cities

INTRODUCTION (1)



League of Arizona Cities and Towns
CRIMINAL JUSTICE PLANNING—A UNIQUE APPROACH (3)



Maine Municipal Association
AN ABBREVIATED HISTORY OF THE MAINE MUNICIPAL ASSOCIATION'S LAW ENFORCEMENT ACTIVITIES (9)



Missouri Municipal League
NOTES ON DEALING WITH A STATE CRIMINAL JUSTICE PLANNING AGENCY (15)



Vermont League of Cities and Towns
ACTIVITIES TO ASSIST THE POLICE FUNCTION (23)

National
League
of
Cities

The
National
Action
Arm
of the
Nation's
Cities

1620 Eye Street, N.W.
Washington, D. C.
20006
(202) 293-7330
Cable: NLCITIES

Allen E. Pritchard, Jr.
Executive Vice President



FOREWORD

The increased reliance on the federal system as an intergovernmental vehicle for the development of national goals, the design of implementing programs, and the delivery of services has posed new and important problems for city officials.

As they have for three quarters of a century, state municipal leagues have moved quickly and effectively to represent the best interests of the cities in the design and execution of intrastate components of major national efforts. By helping cities improve their capacities to perform effectively, their work has influenced significantly the effectiveness of the federal system.

The cases cited in this report document the activity of several state municipal leagues in aiding the implementation of the Omnibus Crime Control and Safe Streets Act. These are typical of an expanding set of similar activities which demonstrate not only the changing character of the system, but also the potential benefit for cities and their citizens in greater utilization of state municipal leagues as vehicles for concerted city action.

A handwritten signature in cursive script.

Allen E. Pritchard, Jr.
Executive Vice President
National League of Cities

INTRODUCTION

The Omnibus Crime Control and Safe Streets Act of 1968 recognized the fact that crime is a uniquely local problem and the 1970 Amendments to that Act provided a clear mandate for local planning. In passing the 1970 Amendments to the Act, Congress officially recognized for the first time the need for criminal justice planning at the local level.

In order to translate this massive federal program into action, state municipal leagues throughout the country have been working to develop at the state level a locally oriented capacity for criminal justice improvement. The levels and types of activity, as well as priorities, vary among state municipal leagues.

This publication is comprised of case studies of four state municipal leagues that have been in the forefront of activity in the criminal justice arena. The League of Arizona Cities and Towns, the Maine Municipal Association, the Missouri Municipal League, and the Vermont League of Cities and Towns each took leadership roles in the development of the structure, process, approaches, strategies and/or administration of criminal justice planning in their states, and all have been involved with the LEAA program for a number of years.

Involvement of state municipal leagues in criminal justice varies greatly in format, focus and methodology. The four case studies presented here give examples of the different criminal justice activities within state municipal leagues: direct involvement in criminal justice planning and legislation, in Arizona; development of a statewide system of municipal police training and standards, in Maine; an effort on the part of the Missouri League to monitor and "watch-dog" its state planning agency's activities; and a massive survey of law enforcement capabilities in Vermont, undertaken by that state's League of Cities and Towns.

Only four examples are documented here, but state municipal leagues throughout the country have taken on similar roles in shaping state criminal justice standards and goals, disseminating information to the municipalities within their borders, and other activities. The present involvement of state municipal leagues in criminal justice activities is an important component of our criminal justice system. Their potential for further activity in this area is encouraging to all of us who are concerned with criminal justice planning and implementation at the local level.

-- William R. Drake
Program Administrator
Criminal Justice

League of Arizona Cities and Towns

The League of Arizona Cities and Towns has a contractual agreement with its local Council of Governments (COG) by which one staff member hired by the League is assigned to the COG to deal with criminal justice planning. This is the result of the League's serving as "staff" for its local COG, and that COG, along with others in the state, being designated as sub-state planning regions for LEAA funds.

Through this arrangement, the Arizona League has become directly involved and played a highly influential role in shaping both criminal justice planning and legislation in its state and informing and advising its constituents of developments within the criminal justice system.



League of Arizona Cities and Towns CRIMINAL JUSTICE PLANNING—A UNIQUE APPROACH

by
John DeBolske

Introduction

The League of Arizona Cities and Towns has been an integral part of the statewide criminal justice planning process under the Omnibus Crime Control and Safe Streets Act of 1968. The League has been an effective tool in ensuring that state-local relationships have been enhanced and not eroded in this vital law enforcement assistance program. The unique era of cooperation found within the Arizona LEAA block grant program should serve as an example for other programs operating throughout the country.

Historical Perspective

Upon the passage of the 1968 Safe Streets Act, the State of Arizona moved toward program implementation through the establishment of the Arizona State Justice Planning Agency. The state then proceeded to develop a process for local input into the statewide plan. As originally designed, planning in local areas was to be accomplished by newly-formed regional criminal justice planning agencies. This pattern was opposed by the League, and the League assisted in the determination made through the Office of the Governor that criminal justice planning should be an integral part of the comprehensive planning being undertaken by regional councils of governments in Arizona. During this period, Governor Williams designated six planning regions within the state's fourteen counties and required that all federally assisted and state assisted programs work through the existing planning regions for identification and establishment of planning and programming needs. The initial operation of the six planning regions was assisted through funds channeled by the state for criminal justice planning to the newly-created councils of government (COGs).

The next problem which faced the criminal justice process in Arizona was the distribution of funds on an equitable basis. Initially, funds were spent according to the "peanut

butter" approach; i.e., funds were spread all over the state without a significant input by local elected officials in the planning process. Additionally, hardware grants were emphasized in the early stages of the LEAA program. Therefore, the League pursued with the state a process by which the state block grant allocation would be distributed on a formula basis to the councils of government to focus upon problems within each region. The agencies responsible for development of priorities for criminal justice then became the regional councils of government, headed in each case by locally elected officials. This increased dramatically the involvement of elected officials in the priority setting process and also allowed for a greater opportunity for regional cooperation in region-wide projects. As an example, the Maricopa Association of Governments (MAG), Region I in Arizona, used a portion of the 1972-73 funds allocated by the state to the Maricopa County area for the establishment of a region-wide criminal justice training academy.

League Planning Structure

The League of Arizona Cities and Towns has attempted to accomplish the greatest degree of effectiveness and statewide coordination in planning and programming by establishing a unique staffing approach to criminal justice planning. The League has been a proponent of the councils of government process in Arizona. To enhance this position, the League provides the administrative staffing for the MAG through a contractual arrangement, and the League Executive Director serves as the Secretary of MAG. Additionally, the Criminal Justice Coordinator for MAG is a League employee, assigned to MAG on a full-time basis. This has kept duplicate and overlapping staff services to a minimum and has ensured that the League and the most populous COG have a close interchange of ideas and information.

An additional advantage to this arrangement is that the League staff provides technical assistance and advisory services to all councils of government throughout the state. In cooperation with the Arizona Association of Counties, the League provides staff services to the COGs and ensures that local governments are pulling together in area-wide planning and programming processes throughout the state.

Program Accomplishments

The full value of the unique staffing role in criminal justice can be more effectively visualized through recent activities in criminal justice programming. The Maricopa Association of Governments, being the largest COG in Arizona, maintains the most advanced computerized data and information system and techniques in crime control, and responds to the needs of over half the state's population. The League effectively utilizes the criminal justice planner assigned to MAG to provide statewide technical assistance which promotes dissemination of current relevant material to all jurisdictions.

Statewide programs which have been successfully introduced through this technique include a statewide master plan for voice communications; regional training programs which were expanded statewide; assistance in creation of the Criminal Justice Center of Excellence at Arizona State University, which provides statewide criminal justice seminars; and most recently the combining of revenue from the Pima Association of Governments (PAG) and the MAG to fund the development of the Statewide Criminal Justice Information System Master Plan. It should be noted that the Master Plan had been conceived originally as a regional project, but was expanded statewide through League and state planning agency initiatives. Additionally, local requests for interpretation of legislative actions and technical inquiries relating to criminal justice concerns are handled through the League. Under this system, criminal justice problems receive a broader evaluation; therefore, the solutions are more flexible for statewide application.

Conclusion

The League has not established its own criminal justice planning staff, but has been used as a vehicle of support for the councils of government movement and its advisory role in statewide programs ensures that an effective criminal justice planning process is undertaken throughout the State of Arizona. The state has been cooperative in its relationship with local governments in this program, and it is a model of how the block grant concept can improve and enhance the state/local relations and ensure that local governments and local elected officials have the prime role in the establishment of criminal

justice priorities at the local and regional level. It has been the experience of the Arizona League that no "patent medicine" formula exists for the universal implementation of planning and programming techniques in the field of criminal justice. Arizona is unique in that it has two SMSAs, Phoenix and Tucson, which represent over seventy percent of the state's 1.9 million population. The staffing and operational approach that has been undertaken by the League in regard to criminal justice planning is an example of innovation by initial experimentation and continuing re-evaluation of the planning experience, through an effective League-COG relationship.

[For more information, contact:

John J. DeBolske
Executive Director
League of Arizona Cities and Towns
1820 West Washington Street
Phoenix, Arizona 85007]

Maine Municipal Association

The Maine Municipal Association (MMA) is among the trailblazers for state municipal league activities in criminal justice. Since 1960, the MMA has influenced mandatory basic police training in its state, certification of police chiefs, the funding of the Criminal Justice Academy, as well as issues relating to state/local allocation of LEAA planning funds.

MMA's interest and participation in criminal justice activities date back to 1960 when the Association participated in an unfunded police training council composed of municipal and law enforcement representatives. Ultimately, MMA was designated as the agency for the development of a statewide system of municipal police training and standards. So successful and respected were MMA's efforts in this area that when the Maine Law Enforcement and Criminal Justice Academy developed a staff, it hired the previous MMA Director as Academy supervisor.



Maine Municipal Association
AN ABBREVIATED HISTORY OF THE MAINE MUNICIPAL
ASSOCIATION'S LAW ENFORCEMENT ACTIVITIES

by
John Salisbury

The criminal justice activities of the Maine Municipal Association (MMA) were initiated in 1960 with the formation of the Maine Municipal Police Training Council. The Council was composed of representatives from the Maine Police Chiefs Association, the Maine Town and City Managers Association, the Maine Municipal Association, the Maine State Police, and the FBI. The MMA staff served as secretariat to the Council.

During the first eight years, the Training Council's program operated without funding. The Council's activities included coordinating recruitment and specialized training opportunities for municipal police departments. To a large extent this was accomplished by providing recruitment training at the facilities of one of the larger municipal police agencies. Through its secretariat the Training Council coordinated the attendance of police officers from various communities throughout the state. The Council reviewed curriculum content and kept centralized records of those successfully completing schools conducted under its auspices.

With the advent of the Law Enforcement Assistance Act of 1965, the Maine Municipal Association was successful in urging the Governor to designate the MMA Police Training Council to develop a plan for a statewide system of municipal training and standards. The bulk of a \$15,000 grant was used by the MMA to hire the Bureau of Public Administration as a consultant to prepare an in-depth study of municipal police personnel. This study subsequently provided much information used to secure LEAA funding of the municipal police training program and adoption of minimum police training requirements by the state legislature.

During the latter part of 1968 the Governor's office took the necessary steps to implement within the state the federal Omnibus Crime Control and Safe Streets Act. Prior to the initial meeting of the State Law Enforcement Assistance

Planning Agency Board, most of those representing municipal governments convened at the Maine Municipal Association headquarters to discuss the alternatives that should be considered for performing local law enforcement planning. Realizing that only \$66,000 was available to conduct local planning, it was agreed that little effective planning would be accomplished if limited resources were fragmented through an allocation to a number of municipalities or other local units. The municipal representation on the State Planning Agency Board was convinced the most viable alternative they had was to advocate a cooperative local planning effort through the Maine Municipal Police Training Council staffed by MMA. To insure that the local planning process was comprehensive and involved county governments as well as municipalities, it was decided to take the necessary steps to involve county representatives on the Training Council and to change its name to the Maine Law Enforcement Council.

The consultant retained by the Governor's office and the staff initially assigned to implement the planning process had developed a regional proposal for providing local law enforcement planning. Nonetheless, after some debate the viewpoint of the local representation prevailed, and in early 1969 the Maine Municipal Association had secured waivers from those communities with full-time law enforcement programs to permit it to develop the local plan. The first year plan was completed through use of a consultant, and simultaneously MMA started to recruit a planning staff.

The 1969 state legislature somewhat complicated the municipal law enforcement scene by creating an agency that would duplicate the activities being provided under the auspices of the Maine Law Enforcement Council. The creation of the so-called Maine Police Academy by the legislature was opposed by local law enforcement officials but was enacted ultimately through a trade-off for a much needed legislative vote for a new state income tax.

In early 1970 the MMA law enforcement staff completed the second year local plan and submitted it to the State Planning Agency by April. The second year planning process, however, was one of considerable turmoil and debate because the State Planning Agency staff made a concerted effort to regionalize the planning process. Subsequently, the local representation on the State Planning Agency Board decided that the issue was simply not worth a continued struggle.

The conclusion of the second year plan and of MMA's role in planning on behalf of cities and towns was followed by the Association signing a contract with the newly created (by the state legislature) Maine Police Academy to provide the law enforcement training program for communities. Over the next two year period, MMA was the recipient of approximately \$320,000 in training funds to provide basic and specialized police training for municipal and county law enforcement personnel. In June, 1972, the Association training contract was concluded when the Maine Law Enforcement and Criminal Justice Academy assumed its own staff, which included the previous MMA Director, who was appointed the Director of the Academy.

Since mid-1972 the MMA has continued to retain a law enforcement consultant to prepare a monthly law enforcement newsletter that communicates a variety of training, LEAA grant and other information to community officials. In 1973 and 1974, the MMA has worked on the development of a new grant proposal to provide for a coordinated statewide recruiting and testing program to assist municipal police departments. The program was funded in late 1974. As of this writing, the project shows great potential for successfully impacting upon this important issue.

In conclusion, I would make one final comment about the MMA law enforcement efforts in recent years. During the entire time span of that effort, the Association has been very interested and involved in influencing the policy decisions made by the state legislature and State Law Enforcement Planning and Assistance Agency as they affect communities. The Association's capacity to articulate effectively local policy positions has been greatly assisted during those times when full-time professional law enforcement staff was available to MMA to assist in that regard. Mandatory basic police training, certification of police chiefs, funding of the Criminal Justice Academy, the state and cash match for LEAA planning funds, and state/local allocation of LEAA funds are a few of the police issues on which the Association has had a positive impact on the caliber of criminal justice in the state of Maine in recent years.

[For more information, contact:

John L. Salisbury, Executive Secretary
Maine Municipal Association
Local Government Center
Community Drive
Augusta, Maine 04330]

Missouri Municipal League

The Missouri Municipal League's experience with monitoring the activities of its state criminal justice planning agency provides an excellent example of how a state municipal league, without a criminal justice staff person per se can effectively "watch dog" its SPA's activities.

In this instance, the Missouri Municipal League's interest in, and vigilance over, the SPA's activities identified a planned administrative change scheduled for immediate implementation by the SPA that could have had serious detrimental effects on the ability of local government to plan for and obtain federal Law Enforcement Assistance Administration funds. The League's vigorous study of the issue at hand and its effective advertisement of inherent problems in the state's proposal resulted in the suspension and re-evaluation of the proposal.



Missouri Municipal League
NOTES ON DEALING WITH A STATE
CRIMINAL JUSTICE PLANNING AGENCY

by
William Brown

The Missouri Municipal League traditionally has been interested in the institutional and legal aspects of the criminal justice system. For example, resolutions have been adopted on regional correctional facilities, police training, municipal courts, and efforts to reform the juvenile correctional system in Missouri. But it was not until two years ago that the League became involved in impacting on the LEAA State Planning Agency (SPA) policy development and management processes.

This involvement came about as part of a new pro-active strategy of monitoring key state agency plans, their regulations, and their formula and discretionary distribution of funds. Staff members were assigned to monitor various related groups of agencies and instructed to obtain copies of their state plans, advisory board composition, public hearings schedules, and expenditure and budgetary data. They also were responsible for making staff contacts, attending open meetings of interest, and following related agency-sponsored legislation and administrative changes.

As a result of this effort, the MML became aware of a state proposal to centralize the planning and management of the LEAA grant-in-aid system in Missouri. This proposal appeared to give a disproportionate amount of power to the state and conversely to emasculate the decision-making powers of local officials participating in regional LEAA planning councils.

LEAA Structure and Functioning in Missouri

In Missouri the LEAA program makes available approximately 75% of its LEAA block action grant funds for the improvement of local and regional law enforcement with the remaining 25% spent for statewide programs administered by state agencies such as the Highway Patrol, the Department of Corrections, and the Supreme Court. The LEAA program is operated by a state council and 19 different regional councils. The state council is responsible for the overall operation of the

program and specifically for the allocation of the 25% action money among various state agencies. In addition to administering the regional council staffs, the regional councils have been delegated a substantial amount of authority to determine specific regional priorities and projects upon which local LEAA monies are to be spent.

Over the past few years the state has attempted to reduce the amount of autonomy originally delegated to the regional councils. The state's rationale for this centralization effort was as follows:

- 1) "Regional councils. . .represent unresponsive bureaucracies which spend too much time shuffling papers and too little time setting goals and making plans."
- 2) "Sound law enforcement planning and programming cannot be accomplished by a piecemeal approach designed to provide a little something for everyone. Nor can it be accomplished if staff proliferation is a substitute for sound thinking."
- 3) "There are some needs of law enforcement which are so important and so general in their application that their fulfillment cannot be left to the exigencies of regional logrolling between local law enforcement agencies;" thus,
- 4) "It may be better to accomplish a few major improvements in significant areas even if it means reducing the amount of money available for small local projects."

The Missouri Law Enforcement Assistance Council (MLEAC) attempted a year and a half ago to establish a set of minimum percentages governing the expenditure of local action monies in broad categories such as police, courts, prevention of juvenile delinquency and corrections. Due to the negative reaction of the regional councils, this percentage approach was never implemented. In reaction to this setback and due to concern over presumed regional council deficiencies, the MLEAC contracted with a consulting firm for the development of a proposal to improve the functioning of the LEAA system in Missouri.

In May of 1973 the MLEAC Committee on Procedures and Organization presented to the full council its recommendations based on its review of the consultant's report. It recommended that the state council mandate the spending of a portion of regional money for programs believed to be of statewide concern and of such significant importance that they must be undertaken despite possible regional opposition. Second, it recommended that the regions be reorganized on a district basis and the regional staffs centralized into a single staff responsible to the Executive Director of the SPA. The planning portion of its recommendations was adopted at this meeting.

At its June meeting that year the council went through a list of suggested projects and determined which were of statewide concern and suitable for state and local funding. The selected projects totaled five million dollars of which approximately three million would be spent in state funds, with the remaining two million to be allocated out of regional funds. The amount to be withheld from each region to subsidize statewide projects was to be determined by the degree to which such projects benefited that region.

That October the MLEAC met to consider the administrative recommendations made to them in May. As far as can be determined, the planning and management recommendations were fully supported by the Governor, the Attorney General (who chairs the MLEAC), and the new SPA director. The state leadership has shown no intention of compromising the principles inherent in this "tops down" approach.

MML Response

In response to this situation, the Missouri Municipal League developed a two-phase strategy. The first phase involved informing the MML membership and interested parties of the MML's Board's opposition to the "tops down" approach of the SPA. The second phase involved negotiations with sub-state, state, and federal regional actors involved in the Missouri LEAA system in hopes of arriving at a mutually satisfactory compromise.

After the May MLEAC meeting copies of the MLEAC recommendations were sent to the NLC/USCM Criminal Justice Project staff and their assistance in developing a reasonable alternative to these state proposals was requested. They assisted in preparing a position paper for presentation to the MML Board of Directors.

The MML staff position paper delineated the following points:

- 1) There was no agreement that improvements could be made in the planning and administrative processes of both the state and regional LEAA agencies;
- 2) That statewide goals existed; and
- 3) That these goals should set broad parameters for the expenditure of local action monies.

The position paper opposed the MLEAC decision to use a portion of the local action monies for state-designated programs. Such action would strip local authorities of their power to allocate these funds for purposes which they thought would best serve their specific local needs. Moreover, the administrative and organizational changes envisioned would make the regional staffs creatures of the state and unanswerable to local government officials.

This "top down" planning and administrative system was considered to be a bureaucratic coercion of the democratic process, inimical to the concept of New Federalism, and contrary to both the spirit and intent of the Crime Control Act. Finally, the MML supported a state plan process which reflected a "bottoms up" approach with local/regional input into the planning and spending process at all levels. Without such an approach local officials would have little incentive to participate in regional council activities and to provide the cash match for the regional project.

In June, 1973, the Board of Directors unanimously approved the staff position paper and directed the staff to draft a supporting resolution for distribution to the news media, the Missouri Congressional delegation, the MML membership, the SPA, and the federal regional office of LEAA. The Congressional response to this effort was very supportive. Certain Congressmen wrote the National LEAA Administrator requesting an explanation of the situation. After consultation with the state, however, the federal position was that these matters did not involve any policy matters at the federal level but were limited to differences of opinion on policy matters at the state and local levels.

Phase two began when it was discovered that as a result of the informational effort, MML had a number of sympathetic

allies. LEAA regional council executive directors and municipal officials on those councils began to contact MML in search of support. In July a meeting was arranged with the LEAA Regional Directors Association and the new SPA director in an executive session in hopes of negotiating a meaningful compromise. Little progress was made. Following this meeting the Association's president and the League staff met to explore other avenues of approaching the problem. MML requested that the Association exhaust all administrative remedies before considering court action. After the meeting, a member of the staff attended a meeting on the new Crime Control Act amendments with the hope of obtaining some advice on the municipalities' particular problem. At the same time the MML's Executive Director met with the federal regional LEAA Director to express our concerns and tactfully suggest that unless ameliorative action was forthcoming, MML might be forced into court action.

But the MLEAC, the SPA Director, the Governor, and the Attorney General showed no evidence of being willing to reach an accommodation with the municipalities. In response, MML membership at its Annual Conference adopted a resolution in opposition to the MLEAC recommendations, and the Board of Directors agreed to act as friend-in-court for any class action suits brought by Missouri groups in support of the resolution. In February, 1974, the SPA Director informed the regions that they could no longer use a portion of their Part C Action monies to fund Part B planning and administrative activities. This action caught the regions in a mid-budget position. Many faced local staff reductions as a result. The SPA Director used this local crisis to further justify regional consolidation.

In a move to seek relief from the continued intransigent state position, both the Council of Governments (COG) and the LEAA regional directors and their memberships lobbied in the General Assembly for a reduction in the state match for SPA Part B planning monies. Their efforts were successful in that the SPA matching appropriation was cut in half and it was stipulated that all unmatched monies revert to the COGs. The appropriations cut immediately threatened SPA staffing levels unless an alternative revenue source could be discovered. By precedent, the General Assembly's Fiscal Affairs Committee was responsible for reviewing and passing judgement on any SPA or other state agency effort to change its budget between legislative sessions.

The SPA Director and the Attorney General then visited LEAA national offices. On the basis of this visit and a previous performance audit, the national office stated that the proposed reduction in SPA staff levels and related planning and evaluation capabilities would endanger all LEAA funding in Missouri with the exception of IMPACT funds. In rebuttal, the COG and LEAA argued that they would be happy to pass back some funds to the SPA to finance a negotiated staffing level. This of course would place the regions in a much stronger position to influence SPA operations and policy.

Both positions surfaced at the next MLEAC meeting. The Council vetoed the plan to consolidate the regions but approved the over-match arrangement to restore state planning monies. This was done by changing the previous 100% Part B regional funding pattern to a 92% federal-8% local match on Part B monies. The local aggregated match would be treated as a state match. Since this proposal would affect the SPA budget the issue was moved to the Fiscal Affairs Committee which decided to take no action on this revenue matter.

The lack of action by the Committee was interpreted differently by the SPA and the regional planners. The SPA saw the Committee as affirming its refinancing policy. The regional planners held the contrary view, that the action was a rebuttal to the SPA.

In July of 1974, the MLEAC was reorganized under the Director of the Department of Public Safety. Due in large part to the efforts of the Missouri Municipal League, a status quo arrangement has resulted in this conflict. The SPA sets general priority areas for planning, but the regions make their own determination as to the level of funding for each priority area. The regional councils still hire their own staff and the staff functions as support for the regional council, not the SPA. Regional areas have not been consolidated.

The involvement of the MML in this activity has, in addition to the results mentioned above, shown the state that local government is determined to act as a full and equal partner in the Law Enforcement Assistance Administration program. In the long run, this could prove to be the most important result for local government in Missouri.

[For more information, contact:

Jay T. Bell, Executive Director
Missouri Municipal League
1913 William Street
Jefferson City, Missouri 65101]

Vermont League of Cities and Towns

The State of Vermont's need for decision-basing data provided the Vermont League of Cities and Towns (VLCT) an opportunity to obtain LEAA funds to become actively involved in criminal justice planning in its state.

Chosen because of its unique relationship with nearly all of Vermont's cities and towns, the VLCT undertook the largest data collection survey and assessment of law enforcement ever made in that state.

In addition to providing the state with its needed data, the League was able to identify a number of long neglected law enforcement issues requiring attention.

Armed with their findings, the VLCT has taken a leadership role in advocating needed improvements.



Vermont League of Cities and Towns ACTIVITIES TO ASSIST THE POLICE FUNCTION

by
Robert B. Stewart

During the past few years, much public attention has been focused on the problems and deficiencies of large city, urban police departments. Obviously, rural police departments have problems too -- and the State of Vermont is working to identify and analyze them.

The Vermont Governor's Commission on the Administration of Justice found that it had only incomplete and outdated data on Vermont's 71 police departments. Only a handful of these departments could be considered "urban" or metropolitan. Their operating budgets vary widely -- from next to nothing in the smallest communities to \$944,611 annually in Burlington, Vermont's largest city.

The Commission wanted to know the histories of the departments. Just how big are they now? Are they growing? Are they remaining the same size? Or, due to population shifts, are the departments growing smaller?

Other questions cropped up. How much money are these departments spending, and in what areas? What are their projected expenditures? How much, and what type of training are these police officers receiving?

The only way to obtain answers to these and other salient questions was to draft a local law enforcement profile of police services provided in Vermont.

Working with LEAA funding, two groups set out to determine current and projected functions and services of law enforcement agencies in the state -- the Governor's Commission and the Vermont League of Cities and Towns (VLCT).

The Governor's Commission chose the VLCT because the organization had created a close working relationship with communities serving 233 of Vermont's 246 towns and cities. VLCT was then given a \$25,000 grant from the Governor's Commission to conduct part of the survey.

Both organizations created a complimentary questionnaire which was conducted on site at each police department. Where necessary, follow-up interviews were held.

The form contained a wide selection of questions ranging from operating budgets for the last ten years, number of police personnel in use, recruitment procedures, training programs, staff authorities, projected needs, benefits available, hiring practices and requirements.

The project was the first substantial survey of local police departments attempted in the state in many years. Obviously, many changes had occurred in the scope and nature of local law enforcement since the last study. The evaluation was the largest data collection and assessment of police departments ever made in the state. When the profile was completed it indicated that there were a number of changes needed in the law enforcement agencies within the state. One immediate observation was that very few police departments offered any form of life insurance or retirement plan for police officers. As a result of this finding, the State of Vermont enacted into law a state municipal employees' retirement system which will take effect July 1975. All towns without a retirement system of their own will be mandated to join the state system, unless joining the system is rejected by the voters of the town by a referendum to be held in March 1975.

Another finding of the survey was that very few Vermont police departments had any personnel administrators or specialists within the police ranks. The most significant ramification of this was that no promotion policies or procedures existed. One result of this finding has been that the Vermont League of Cities and Towns is working on personnel rules for towns. They are also involved in a testing program for police departments and will do a management study for police departments upon the request of the department. The survey identified a direct relationship between the lack of personnel policies in rural police departments and the amount of turnover within the department.

The study also pointed out the lack of a recruitment policy on the part of many departments. The study noted that few departments conducted any sort of examination of applicants other than a background investigation. Naturally, a lack of testing and examination of applicants can leave

police departments in the hazardous position of hiring incompetent or unqualified officers.

As a result of the work of the Vermont League of Cities and Towns on the Police Survey, a variety of actions have taken place at the state and local level to improve the administration of justice and law enforcement capabilities within the State of Vermont. In addition, relations between the VLCT and the Governor's Commission were strengthened. As a result of this the VLCT received a grant to coordinate communications among police departments in the state. This grant is having a positive impact upon local police departments in the field of communications and should lead to an improvement of the law enforcement communications network within the state.

The Vermont League of Cities and Towns is currently exploring other activities and areas within the field of criminal justice in which they can provide assistance to local governments within the state. The partnership of concern between local and state government within this particular state has proven to be a successful one.

[For more information, contact:

Robert B. Stewart
Executive Director
Vermont League of Cities and Towns
118 Main Street
Montpelier, Vermont 05602]

OTHER PUBLICATIONS FROM THE NATIONAL LEAGUE OF CITIES AND
UNITED STATES CONFERENCE OF MAYORS
ON CRIMINAL JUSTICE:

A Workbook on Standards and Goals: The Police (January, 1975),
150 pp., \$5.00.

Changing Police Organizations: Four Readings (November, 1973),
40 pp., \$2.00.

Community Crime Prevention and the Local Official (winter, 1974),
38 pp., \$2.00.

Criminal Justice Standards and Goals: A Local Approach
(March, 1974), 26 pp., \$2.00.

Juvenile Justice in Metropolitan Nashville (January, 1975),
15 pp., \$2.00.

"New Directions in the Criminal Justice System," Nation's
Cities reprint, June 1974, 16 pp., \$.25.

Rape (April, 1974), 34 pp., \$2.00.

Report of the Task Force on Criminal Justice Standards and
Goals (February, 1975), 34 pp., \$2.00.

MEMBERS OF THE CRIMINAL JUSTICE STAFF
OF NLC/USCM

William R. Drake, Director
John W. McKay, Deputy Director

Donald L. Burton
Janet G. Frohman
Sandra Kelly
Nancy Loving
Lynn Olson
Gordon A. Raley
Doug Schulz
Janice Stiers
Terry Swanson
Ronald E. Tucker

END