

West Virginia State Police Study

Final Report

Prepared for
Joint Committee on Government and Finance
West Virginia Legislature

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Executive Summary

This section of the report presents brief highlights of the study and some of the key findings and recommendations.

Introduction

At the end of January 2003, the West Virginia Legislature's Joint Committee on Government and Finance contracted with the Institute for Law and Justice (ILJ) to conduct a comprehensive study of the West Virginia State Police staff resources. In conducting this study, ILJ partnered with the Department of Criminal Justice and Police Studies, Eastern Kentucky University.

Scope of Study/Methodology

The scope of the study included the following tasks:

- Sworn staffing projections
- Appropriate allocation of staff resources by regional distribution of WVSP troops and detachments
- Appropriate distribution of staff to management positions
- Efficiency of allocation of staff between sworn and civilian positions—number of uniformed employees performing administrative functions
- Allocation of staff between patrol and non-patrol functions, with special emphasis on staff allocated to the central office
- Efficiency of allowing armed state law enforcement officers to be employed by other state agencies, e.g., wildlife resources, division of protective services, forestry, university police, etc.
- Appropriateness of cadet training at the State Police Academy and review of in-service training

The study team applied an experienced and reliable methodology to this project. We interviewed nearly all management-level staff in the WVSP, some several times. We also visited all the state police troop commands and many of the detachments, observed all the training academy's buildings and operations, and toured many other facilities, including headquarters and the crime lab.

At the detachment level, we interviewed many field supervisors and troopers, including the president of the Troopers Association. We also interviewed executives from several of the larger municipal police agencies and sheriff's departments, Capitol Police, university police, forestry services, truck inspections, and others.

The study team collected and reviewed an extensive amount of data and information about state police operations, including financial records, recent call workload data, trooper activity log data, eight studies completed by the Office of the Legislative Auditor, a compre-

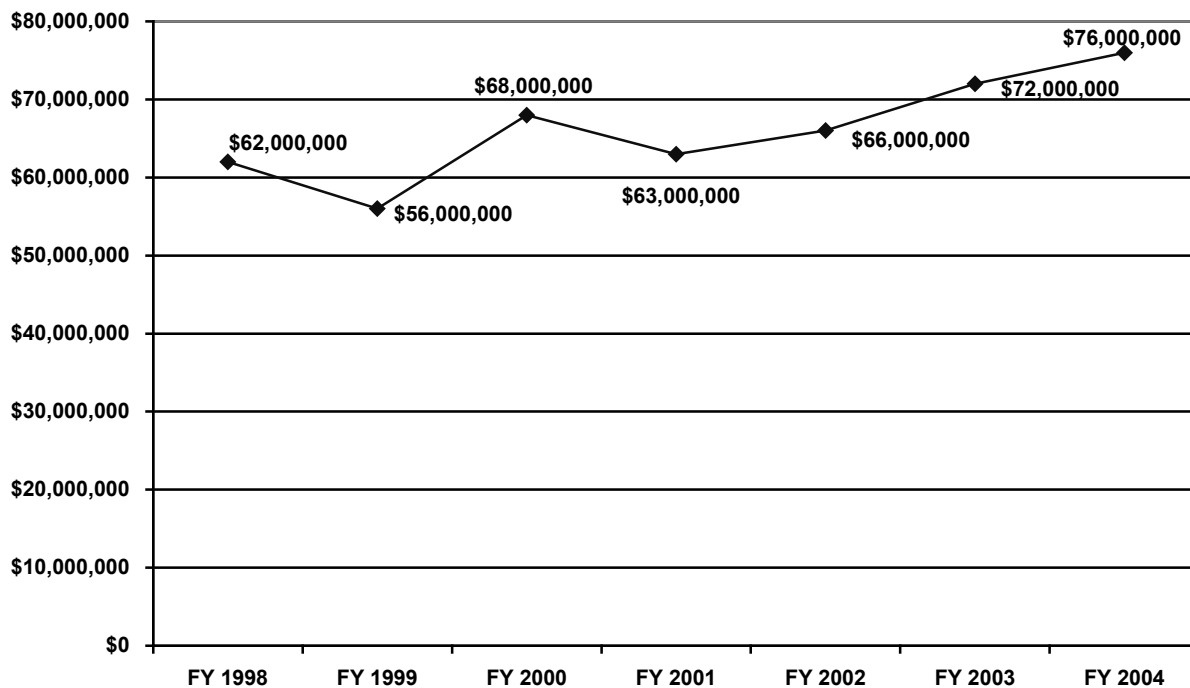
hensive evaluation report on all WVSP facilities (McKinley and Associates, January 1999), internal WVSP reports, newspaper archives, and more.

Based on our experience, the methodology used for this study was adequate to produce reliable findings and conclusions.

Key Findings

- **State Police Budget.** The state police budget for FY 2004 is \$76.6 million—an increase of more than 6 percent over last year’s budget of \$72 million. As Exhibit A shows, the budget was fairly consistent from 1998 to 2002, with increases in 2003 and 2004. As with most law enforcement budgets, the vast majority of the budget is allocated to personnel salaries and benefits.

Exhibit A: West Virginia State Police Budgets FY 1998-2004



Source: WVSP

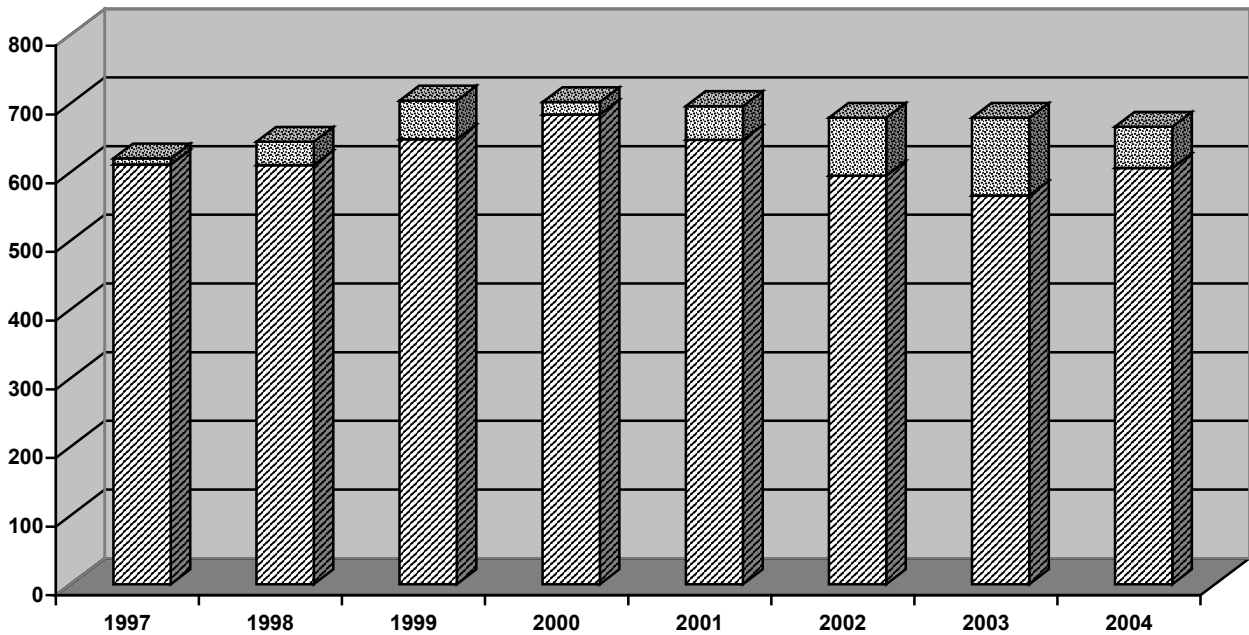
- **State Police Staffing.** As of August 5, 2003, the WVSP had 606 sworn officers currently assigned (not including the superintendent). This total includes a recently graduated cadet class of 56 new troopers, who will be working with field training officers for six months.

As of June 2003, the state police had 566 sworn officers. The legislature had funded enough money in salaries to authorize 679 sworn positions for the FY

2002-03 budget year. Thus, for much of the year, the WVSP had 113 vacancies in the sworn ranks. Exhibit B shows trends in sworn staffing over the past eight years.

Exhibit B: West Virginia State Police Sworn Staffing, 1997-2004

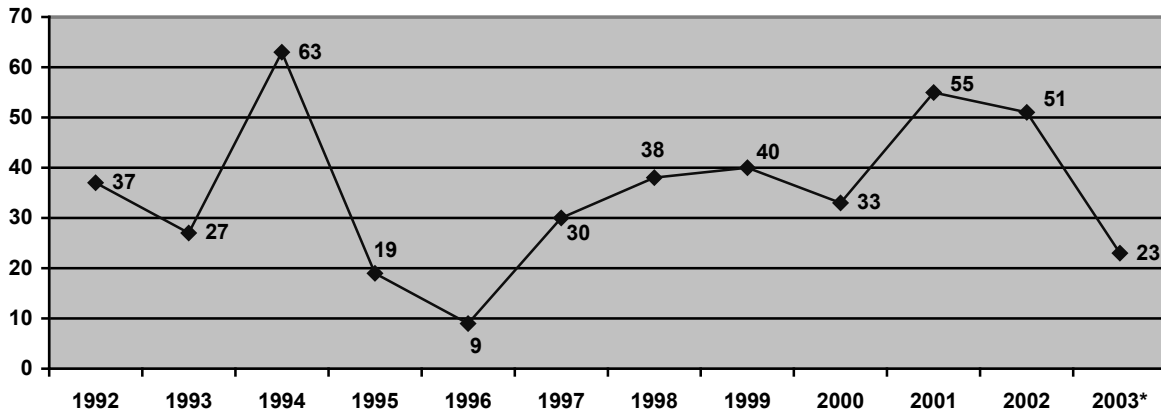
In each column, the lower, striped portion represents sworn positions authorized and filled, while the upper, speckled portion represents sworn positions authorized but left unfilled.



	1997	1998	1999	2000	2001	2002	2003	2004
Sworn positions authorized	620	644	704	702	696	679	679	666
Sworn positions filled	611	610	648	684	647	595	566	606
Sworn positions authorized but unfilled	9	34	56	18	49	84	113	60

Source: WVSP

- **Sworn Trooper Attrition.** Current staffing cannot keep up with attrition. Exhibit C shows trooper attrition from 1992 to June 30, 2003.

Exhibit C: WVSP Trooper Attrition, 1992 to First Half of 2003

Source: WVSP

*As of June 30, 2003

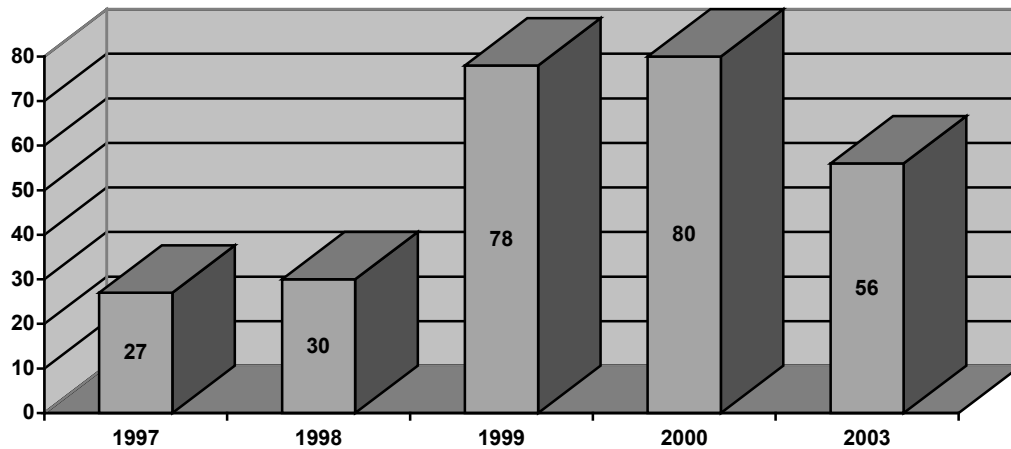
Attrition includes retirements, resignations, and terminations. Since 1992, state police attrition has averaged about 37 positions per year. The big increase in 1994 was due to a retirement system change that caused more people to retire because they thought their benefits might change. Over the past four years, the allocation of state police attrition has been as follows:

- 57% due to retirement
- 35% due to resignation
- 8% due to termination

As Exhibit C shows, in the last two full years, 2001 and 2002, the attrition numbers increased dramatically. More people are retiring than ever before (except 1994).

Exhibit D shows recent trooper cadet class sizes, indicating the number of new sworn personnel coming onto the force.

Exhibit D: WVSP Trooper Cadet Class Sizes, by Graduation Year (1997-2003)



Source: WVSP

Note: A class of 60 is anticipated in 2004

There are two main issues.

1. The state police are never really given an “official” authorization for a specific number of sworn staff. Instead, they are given a budget amount for personnel. For example, the state police are down 38 sworn positions in the current authorization from the peak of 704 in 1999. This is a loss in staffing of over 5 percent.
2. By filling vacancies with cadets after someone has retired, the state police will never catch up with the authorized strength. In fact, they will always be 40-45 positions down. When a new cadet class is finally ready for work (classroom and field training takes over a year), they may fill the 60 vacancies previously on the books, but there will now be another 35-40 vacancies that occurred while they were in training. The only way to catch up is to allow an “overhire” policy. The new number of cadets should fill the current vacancies plus anticipate the loss of 37 sworn officers in the coming year. For example, the current authorization shows that the state police can hire 60 cadets. Also, in the coming year, the department will lose 37 people to attrition. That’s a total of 97 positions needed by the end of the year. The most recent academy had a 20 percent attrition rate. Thus, to stay current with the authorized strength, the WVSP should start a cadet class of 115 people.

West Virginia Crime Trends

It is also helpful to review recent crime trends in West Virginia. These trends factor into future needs for sworn troopers. The data show that overall crime has remained fairly steady over the past 10 years or so. Total crime has gone up less than 3 percent from 1990 to

2001. Although the amount of violent crime has increased, such crime constitutes only about 10 percent of all crime.

Exhibit E: Crime Trends in West Virginia in Selected Years from 1990-2001

	1990	1994	1996	1998	2000	2001	Percentage change 1990-2001
Total crimes	44,891	46,067	45,346	46,130	47,067	46,120	+2.7%
Total violent crimes	3,036	3,931	3,836	4,503	5,723	5,035	+65.8%

Source: FBI Uniform Crime Reports

The increase in violent crime is primarily due to a rise in aggravated assaults and domestic violence. Because of statutory changes, more domestic violence has been reported in recent years. Murders are down from a high of 115 in 1992 to 40 in 2001. Rapes are down from 423 in 1990 to 320 in 2001. Robbery has remained about the same from 1990 to 2001 (about 700 per year). The state’s population has remained stable during this period.

Allocating Resources by Detachment

The entire process of allocating resources by detachment should change. The current arrangement of detachments was developed over 40 years ago under the following circumstances:

- For political reasons, the WVSP wanted at least one detachment in each county.
- At the time, there were no Interstate highways to travel quickly from place to place.
- Troopers used detachments for living quarters.
- Detachments were used for driver’s license testing.

None of these reasons exist today, except possibly the first one. Currently, most troopers indicate that they use detachments for two reasons: to write reports and to interview suspects. Once an automated wireless reporting system is implemented, troopers can file reports on laptops anywhere in the state. As well, suspects can be interviewed in many other places.

- Nearly half the detachments (28) serve as the office for four troopers or less.
- The upkeep, maintenance, repair, and new construction of detachments is very expensive—about \$125,000-\$150,000 per year.
- Gas and electric costs total about \$100,000-\$150,000 per year.

- Troopers also spend on-duty time maintaining the detachments—22 detachments report troopers spending an average of 5.5 hours per week on maintenance duties, such as cutting the grass, removing trash, removing snow, cleaning, raking leaves, and more. Thus, trooper maintenance labor at those detachments may cost \$350,000-\$400,000 a year in salaries.
- Each of the 62 detachments is staffed full-time by an office assistant. The annual cost of those positions, including benefits, is about \$25,000 each per year, or over \$1.5 million per year.
- Construction costs are much more excessive. The state’s accounting system does not accurately separate facility repairs from other types of repairs (e.g., a new air conditioner may be classified as equipment, not facility repair). Thus, the figures are based on the WVSP’s best available data but may actually be low. Exhibit F shows that over the past five years, the state police have spent an average of nearly \$1.5 million per year on detachment construction costs.

Exhibit F: Recent Detachment Construction Costs

FY 1999	\$769,626
FY 2000	\$2,383,405
FY 2001	\$1,774,188
FY 2002	\$1,300,751
FY 2003	\$875,246

Source: WVSP

- In January 1999, McKinley & Associates, a professional architectural firm from Wheeling, studied all the WVSP facilities. It observed that many of the detachments were “in disrepair” and “no longer suitable to serve the public.” The firm stated that nearly half the detachments needed to be replaced with new construction because many of them were old, outdated, small, energy inefficient, and not ADA compliant, among other problems. The cost for the new construction of outdated detachments was estimated at more than \$22 million.
- A comparison of other state police agencies shows that some neighboring states, like Kentucky and Maryland, have reduced the number of detachments (or barracks). Some other states, like Ohio or Pennsylvania, have maintained a higher number of barracks, but the population in those states is much greater than that of West Virginia. For example, Pennsylvania has one barracks for every 138,596 residents, while West Virginia has one detachment for every 29,062 residents.

Exhibit G: State Police Outposts (Barracks or Detachments) in Various States

State	Population	Outposts	Residents per Outpost	Counties
Delaware	807,384	8	100,923	3
Kentucky	4,092,891	16	255,805	120
Maryland	5,458,137	24	227,422	24
North Carolina	8,320,146	55	151,275	100
Ohio	11,421,267	55	207,659	88
Pennsylvania	12,335,091	89	138,596	67
Vermont	616,592	12	51,382	14
Virginia	7,293,542	48	151,949	135*
West Virginia	1,801,873	62	29,062	55

Source: 2003 Survey of Selected State Police *Includes 95 counties and 40 independent cities

Key Recommendations

Reduce Number of Detachments: By reducing the number of detachments, the state will save on construction and maintenance costs, utility costs, and secretarial salary expenses. The study team recommends that the state begin by reducing the number of detachments from 62 to 30. This will save over \$2 million per year in salaries, construction, and maintenance costs. The long-range plan should be to close all the detachments and just use the seven troop headquarters for field trooper offices. This would save over \$4-\$5 million per year.

When the WVSP has a state-of-the-art, automated, wireless field reporting and communication system (which should be in two to three years), troopers will have their “office” in their police vehicle. They will no longer need the detachment as a place to write reports or communicate with headquarters. The detachments will become a thing of the past.

Authorize Specific Number of Sworn Positions: The legislature should authorize a specific number of WVSP sworn positions so that the agency can consistently plan and manage personnel resources better. Until the state police can do a better job of documenting and justifying workload, using call-for-service and other documented workload data, the study team recommends that the authorized staffing remain at the previous 704 sworn positions.

Institute “Overhire” Policy: The legislature should authorize an “overhire” policy for the state police. The number of cadets authorized for training each year should be enough to fill the current number of vacancies plus anticipate the loss of sworn officers through attrition in the upcoming year.

Improve Crime Analysis Capability: The WVSP should develop a comprehensive capability to conduct crime analysis for its own purposes and to assist other law enforcement agencies in the state. West Virginia is a leader in adopting the FBI’s National Incident-Based Reporting System (NIBRS). Comprehensive crime reports from all law enforcement agencies in the state are processed by the state police. Thus, the state police have an extensive and comprehensive database for crime analysis. Unfortunately, by law, the WVSP does not receive

names and addresses in the reports submitted by local law enforcement. This law should be changed. Without names and addresses, the state police cannot develop useful intelligence and crime analyses to help local law enforcement. The WVSP should hire experienced civilian crime analysts to provide a capability to use geographic information systems (mapping software) to analyze trends on “pattern” crimes (e.g., armed robberies, burglaries, sex assaults, vehicle thefts, arson, etc.) and produce useful reports for the state police and local law enforcement.

Recruit Diversity: The WVSP should carefully evaluate and reexamine its recruiting practices. The organization should set goals in writing for the number of females and minorities. A recent study by the Legislative Auditor’s Office found that the WVSP had much lower numbers of sworn officers who were females compared to other state police organizations in the U.S. Female officers make up 2.5 percent of the sworn total in the WVSP. The national average for female officers as a proportion of sworn in state police agencies is 5.9 percent. The WVSP has made good strides in promoting female officers in recent years (there are two female captains out of 14 captain positions).

The focus should not be solely on candidates with college degrees in criminal justice. In order to become more diverse, the agency should look for graduates with degrees in other fields, such as social sciences, education, and more. The recruiters should include female and minority officers. The study team supports the recommendations in the legislative auditor’s report regarding this issue. The state police should also be actively recruiting at colleges in surrounding states—especially in western Maryland and southwestern Pennsylvania—to find candidates who are used to the cost of living in the panhandle area.

Develop Comprehensive Information Technology Plan: The WVSP’s most immediate and critical need is to develop a comprehensive, automated (wireless) reporting system. The current system is outdated and highly inefficient, and it does not provide enough data for management decision-making. The WVSP should complete a comprehensive study to develop and implement an information technology plan for the future. A chief information officer position is needed to manage the technology planning process. The plan should consider the following steps, among others:

- Plan for wireless communication and transmission of field reports and record checks. Automate many functions that are now manual. For example, in addition to automating the field reporting system, the WVSP should automate the dispatch system, daily logs, leave records, criminal investigations follow-up reports, and more.
- Consolidate several of the communications centers. Examine consolidating more WVSP dispatch operations into 911 dispatch centers, as was done with the Troop 2 dispatch operation in Romney.

Reexamine System for Responding to Citizen Calls for Service: The WVSP should reexamine its role in responding to citizens’ calls for service. With the sophistication of today’s telecommunications systems, the state police might examine the possibility of creating one phone number statewide for emergencies and one phone number for non-emergencies. The calls would come to a central call center, be triaged by experienced call takers, and then be forwarded to dispatchers at regional locations. This would provide consistency as to what

types of calls are dispatched for service. The state police could also then encourage citizens to use the non-emergency number for information-only calls (which now consume about 50 percent of dispatchers' time). The WVSP could adopt a policy in the urban areas (e.g., Morgantown detachment) of responding only to felonies (that will require follow-up investigations) and letting the sheriff's deputies handle all misdemeanor calls. In the rural areas, the state police could respond to all calls when local law enforcement is not adequately staffed. Currently, there is no consistency or clear policy. The current informal arrangement of dispatching "every other call" to the state police or the sheriffs' deputies is not always effective or efficient and works differently in each county.

Reconsider Patrol Allocations: The state police should develop a formula and standards for allocating patrol personnel resources throughout the state. The formula and standards should be based on the following factors: workload, response time, backup availability, administrative time, and community policing/preventive patrol. When the time spent by officers in these categories is accurately calculated, the state police can determine the number of officers needed per assignment (detachment, shift, etc.). At present, the WVSP does not have enough data on all those factors to conduct detailed analysis and make decisions on appropriate staffing allocations. Once that information is known, the state police will have an analytical basis for making resource allocation decisions.

Establish Midnight Patrols: It is important for public safety that each troop command have officers available at all times to respond to emergencies (not minor property calls). The current practice of requiring troopers to interrupt their sleep and respond to calls should stop. Each troop command should have a minimum of two officers (some should be sergeants) available in the troop command area to respond to calls from midnight to 6:00 a.m., seven days a week. Currently, the WVSP provides 24-hour coverage only in the detachments in Morgantown, Charles Town, Martinsburg, Logan, and Huntington. These urban areas generally have access to adequate local law enforcement after midnight and do not need the state police as much as the rural areas. This recommendation will require the assignment of six to eight officers each in Troops 3, 4, and 6.

Improve Coordination with Local Law Enforcement: Troop commanders should establish policies, in writing, with the local sheriffs in each county on the extent to which the state police or the sheriff's office has responsibility for midnight patrols—who is primary, who will provide backup, etc. Troop commanders should attempt to forge collaborative relationships with the sheriffs' offices to develop a "metro" approach to law enforcement. The goal should be to assign responsibilities to each agency for geographic and temporal allocations of staff resources to minimize duplication of effort. In other words, the state police could be assigned a section of the county to police completely and the sheriff's deputies would not need to respond to calls in that area. This would be an efficient and effective use of limited resources.

Expand Intelligence Capability: The Bureau of Criminal Investigation's role and activities should be expanded in intelligence information collection, analyses, and dissemination, especially involving suspected terrorism. BCI needs to develop an automated intelligence records system that can be searched and used for analysis. This would be a full-text system, more robust than the current WVIX. BCI should have several full-time intelligence officers and an experienced civilian analyst who meet the standards set by the International Association of Law Enforcement Intelligence Analysts and the Law Enforcement Intelligence Unit. Each troop command should also contain one intelligence specialist who interviews suspects, gains

information from informants, talks with other law enforcement agencies, and prepares intelligence reports.

Expand Follow-up Investigations: The troop commands do not have adequate resources to conduct follow-up investigations on all violent crime (not to mention serious property crimes). The BCI assigns most resources to drug investigations. Consequently, the state police should assign two to three sergeants (or senior, experienced troopers) per troop to serve as criminal investigators. The exact number needed should be determined by a workload analysis at each troop. These “uniformed field investigators” should conduct follow-up interviews with victims, suspects, and witnesses; revisit crime scenes; and cultivate confidential informants. These officers should send reports on all criminal investigations to BCI and to crime analysis. The information should also be captured in a comprehensive, automated records system. The officers should work in partnership with the recommended intelligence specialists.

Combine Training Opportunities: Sheriffs and chiefs interviewed felt that combining state and local officers in certain aspects of recruit training would improve working relationships and create networking opportunities. The WVSP should study opportunities to combine some training modules to mix state and local recruits in field exercises or recreation or sporting activities.

Update Training Curricula: The WVSP academy should conduct a new task analysis survey for the positions of trooper, local city officer, and deputy sheriff. Recruit and in-service training curricula should be modified and developed using the information provided by the survey.

Acknowledgments

The Institute for Law and Justice wishes to acknowledge the support of a number of key people in assisting our study by providing reports and information, obtaining data, enabling interviews, providing background information, and more. In over 25 years of conducting studies in hundreds of law enforcement agencies, we have found the West Virginia State Police to be one of the most helpful and cooperative organizations we have studied. Everyone we interviewed provided us with all available information and data when requested. We also felt that our study team was treated with respect and acceptance.

In particular, we wish to specifically acknowledge the support we received for the study from Superintendent Howard E. Hill, Jr., and Lt. Colonel Steve Tucker, Chief of Staff.

In addition, we also received support from the Office of the Legislative Auditor. Specifically, Aaron Allred and his staff were very helpful in directing our work and providing us with background materials. During the study, they also provided some research and survey information.

1. Introduction

At the end of January 2003, the West Virginia Legislature's Joint Committee on Government and Finance contracted with the Institute for Law and Justice (ILJ) to conduct a comprehensive study of the West Virginia State Police staff resources. In conducting this study, ILJ partnered with the Department of Criminal Justice and Police Studies, College of Justice and Safety, Eastern Kentucky University.

The study team began the project by meeting with representatives of the Joint Committee to clarify the project's scope and gain committee members' views on the issues. The project's scope of work is presented in Section 3, Study Scope and Approach.

This report is divided into the following sections:

- Background
- Study Scope and Approach
- State Police Staffing and Organization
- Executive Office
- Staff Services
- Executive Services
- Field Operations
- Regional Distribution of Resources
- Distribution of Staff to Management Positions
- Efficiency of Staff Allocation between Sworn and Civilian Positions
- Efficiency of Staff Allocation between Patrol and Non-Patrol Functions
- Review of Training
- Advantages and Disadvantages of Incorporating Other Armed State Law Enforcement Officers Under the State Police
- Final Recommendations

2. Background

The West Virginia State Police (WVSP) is part of the state's Department of Military Affairs and Public Safety. The department's cabinet secretary reports directly to the governor. This position was created in the mid-1980s. Previously, the state police superintendent reported directly to the governor.

The WVSP organization, the fourth oldest state police agency in the U.S., was created by the legislature in 1919 (West Virginia Code, Section 15-2-1). The department's mission, shown below, was established in Section 15-2-12(a):

The West Virginia State Police shall have the mission of statewide enforcement of criminal and traffic laws with the emphasis on providing basic enforcement and citizen protection from criminal depredation throughout the State and maintaining the safety of the State's public streets, roads, and highways.

The department's initial authorization was for 134 sworn officers.¹ Also, part of the WSVP's initial authority was to serve as "forest patrolmen, game and fish wardens." The first superintendent of the state police was Jackson Arnold, grandnephew of Confederate General Thomas "Stonewall" Jackson. In a letter, then Governor Cornwell advised Colonel Arnold to hire troopers who were men of "good character, tact, and intelligence."²

The initial field allocation of troopers drew a "correlation between the location of state police stations and certain economic and social factors." Thus, the force was distributed around the main coal mines of the state. In the early 1920s, the legislature raised the size of the force to 286 officers. In the early 1930s, the WVSP created 58 detachments. In the mid-1930s, the number of detachments was increased to 61, making it possible to locate a detachment in each of the state's counties.

In 1929, the responsibility for traffic enforcement was transferred to the state police from the State Road Commission. In the early 1930s, about one-third of the force was devoted to road patrol, using 55 automobiles and 62 motorcycles.

The WSVP played a significant public safety role in the Ohio River valley floods of 1936 and 1937 and was formally commended by the legislature for its humanitarian relief work. The State Police Academy at Institute opened in 1949 and quickly became well known for professional law enforcement training.

In 1978, the legislature set the authorization for the state police at 560 sworn positions. Nearly 25 years later, the WSVP operates with only 10 percent more officers than were authorized then.

Demographic Trends in West Virginia

The U.S. Census Bureau shows West Virginia's population in 2000 at 1,808,344, an increase of 0.8 percent from 1990. However, according to the West Virginia Health Statistics Center, since 1950 West Virginia has actually had a steady out-migration of people. In 1950,

¹ Merle T. Cole, "A Comprehensive History of the West Virginia State Police: 1919-1979," monograph, 1998.

² Ibid.

the population was 2,005,053. The West Virginia birth rate is also shrinking. In the 1950s, the state averaged 46,000 births per year. In the 1990s, births have averaged about 21,400 per year. In 1997, West Virginia became the first state to experience more resident deaths than births per year, and that demographic trend continues.

In the past 10 years, several counties have decreased population by more than 10 percent—Logan, McDowell, Mingo, and Wyoming. Over the same period, several other counties have increased their population by more than 10 percent—Berkeley, Braxton, Hampshire, Hardy, Jefferson, Monroe, Morgan, Putnam, and Wirt.

In terms of age breakdown, 22.3 percent of the population is under 18, while 15.4 percent is 65 or older. Much of the state's out-migration has been by younger people moving for economic reasons. Some of the in-migration has been by older persons finding the state's low cost of living advantageous. The Health Statistics Center reports that West Virginia has the "oldest population in the nation."

In terms of sex, 51.4 percent of the population is female. In terms of race, 95 percent of the population is white and 3.2 percent is black or African American, with the remainder including American Indian, Asian, and other. Only 1.1 percent of the population reported being "foreign born persons."

The Bureau of Labor Statistics reported that in mid-2003 West Virginia had a 6.2 percent unemployment rate.

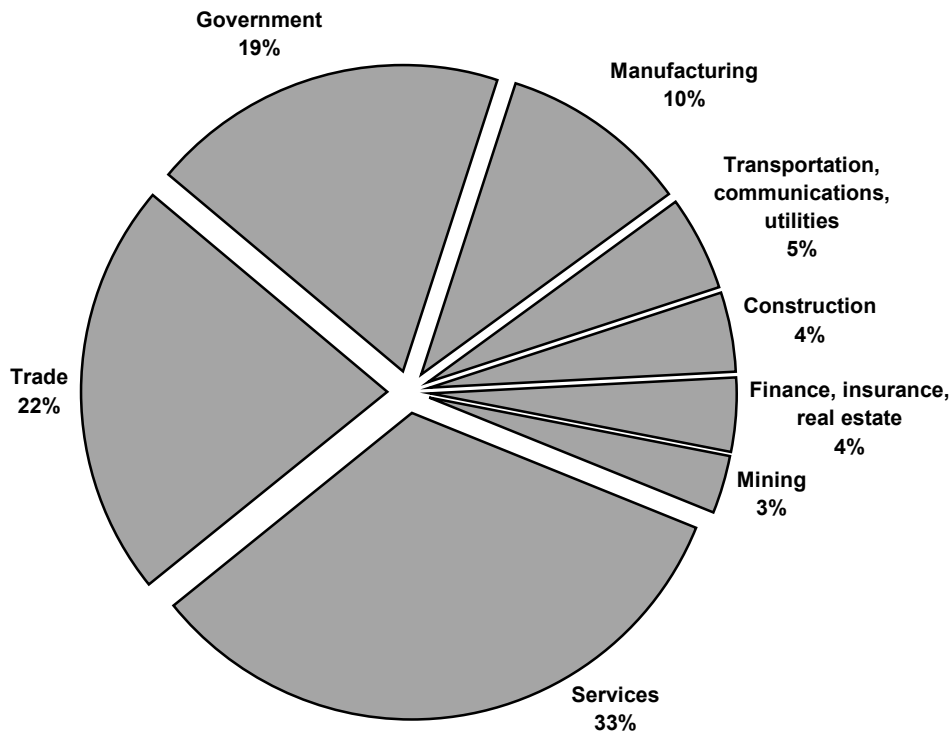
Many more people in the state own their homes than rent. The state has a 75.2 percent homeownership rate. The median value of an owner-occupied housing unit is \$72,800. Median household income is \$29,696, and per capita income is \$16,477 (\$27,898 in Charleston). Eighteen percent of the state's population is living below poverty level.

In terms of education levels, 75.2 percent of West Virginians have graduated from high school and 15 percent have bachelor's degrees or higher.

A recent assessment of the different types of jobs in the state is shown in Exhibit 1.

Exhibit 1: West Virginia Labor Statistics

Types of employment as a percentage of total employment:



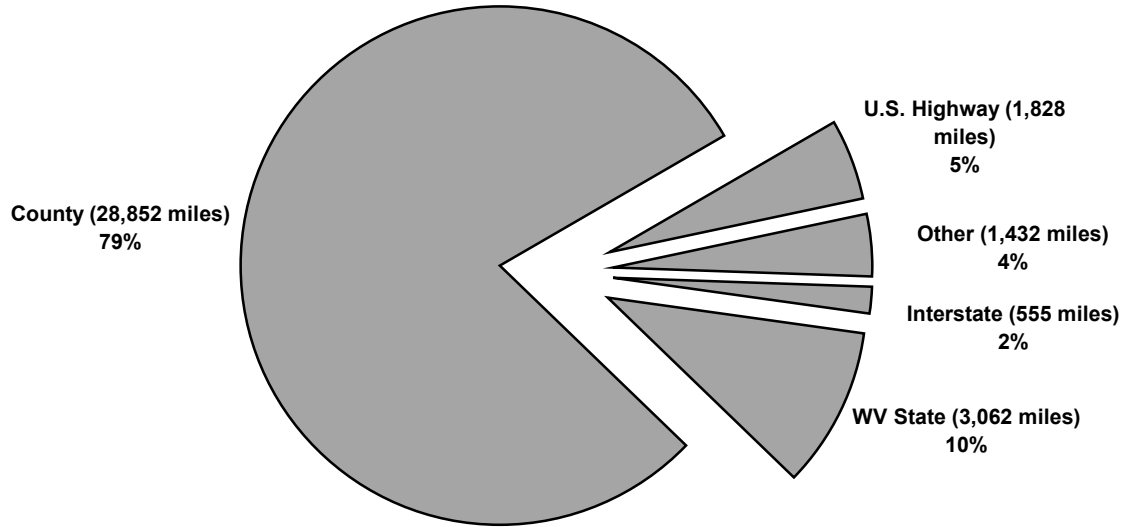
Source: Bureau of Labor Statistics, October 2002

West Virginia is generally considered a rural state, yet most of its population lives in the two or three largest cities. The state has a total land area of 24,078 square miles. This equates to about 75.1 persons per square mile, compared to 79.6 in the U.S. as a whole

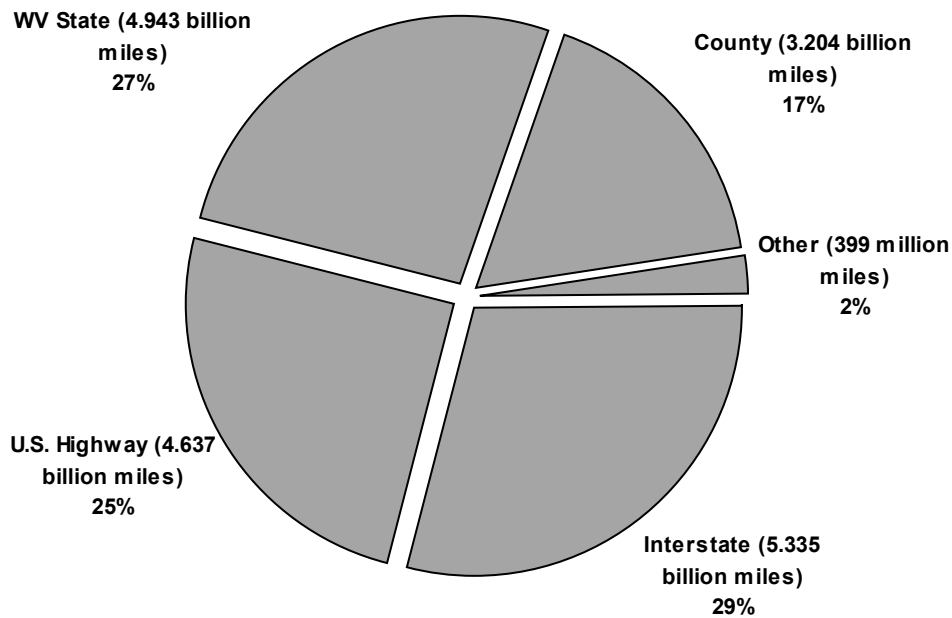
West Virginia has an excellent Interstate highway system. The West Virginia Interstate highway system carries over 29 percent of all travel within the state, while amounting to just 2 percent of the state's total highway mileage. The county route system, on the other hand, while having 80 percent of the total miles, carries less than 18 percent of the traffic. Exhibit 2 shows the state's road types, mileage, and usage.

Exhibit 2: West Virginia Road Types, Mileage, and Usage

Route type by mileage and percentage of total mileage (36,260 miles of road):



Vehicle miles driven, by route type and percentage of total vehicle miles driven (18,518,000,000 miles):



Source: West Virginia Department of Transportation, Traffic Analysis Section, 2001

3. Study Scope and Approach

The scope of the study included the following tasks:

- Sworn staffing projections—how many sworn staff needed currently and in five years
- Appropriate allocation of staff resources by regional distribution of WVSP troops and detachments
- Appropriate distribution of staff to management positions—rank and structure
- Efficiency of allocation of staff between sworn and civilian positions—number of uniformed employees performing administrative functions
- Allocation of staff between patrol and non-patrol functions, with special emphasis on staff allocated to the central office
- Efficiency of allowing armed state law enforcement officers to be employed by other state agencies, e.g., wildlife resources, division of protective services, forestry, university police, etc.
- Appropriateness of cadet training at the State Police Academy and review of in-service training

The study team applied an experienced and reliable methodology to this project. We interviewed nearly all management-level staff in the WVSP, some several times. We also visited all the state police troop commands and many of the detachments, observed all the training academy's buildings and operations, and toured many other facilities, including headquarters and the crime lab.

At the detachment level, we interviewed many field supervisors and troopers, including the president of the Troopers Association. We also interviewed executives from several of the larger municipal police agencies and sheriff's departments, Capitol Police, university police, forestry services, truck inspections, and others.

The study team collected and reviewed an extensive amount of data and information about state police operations, including financial records, recent call workload data, trooper activity log data, eight studies completed by the Office of the Legislative Auditor, a comprehensive evaluation report on all WVSP facilities (McKinley and Associates, January 1999), internal WVSP reports, newspaper archives, and more.

Based on our experience, the methodology used for this study was adequate to produce reliable findings and conclusions.

4. State Police Staffing and Organization

State Police Vision

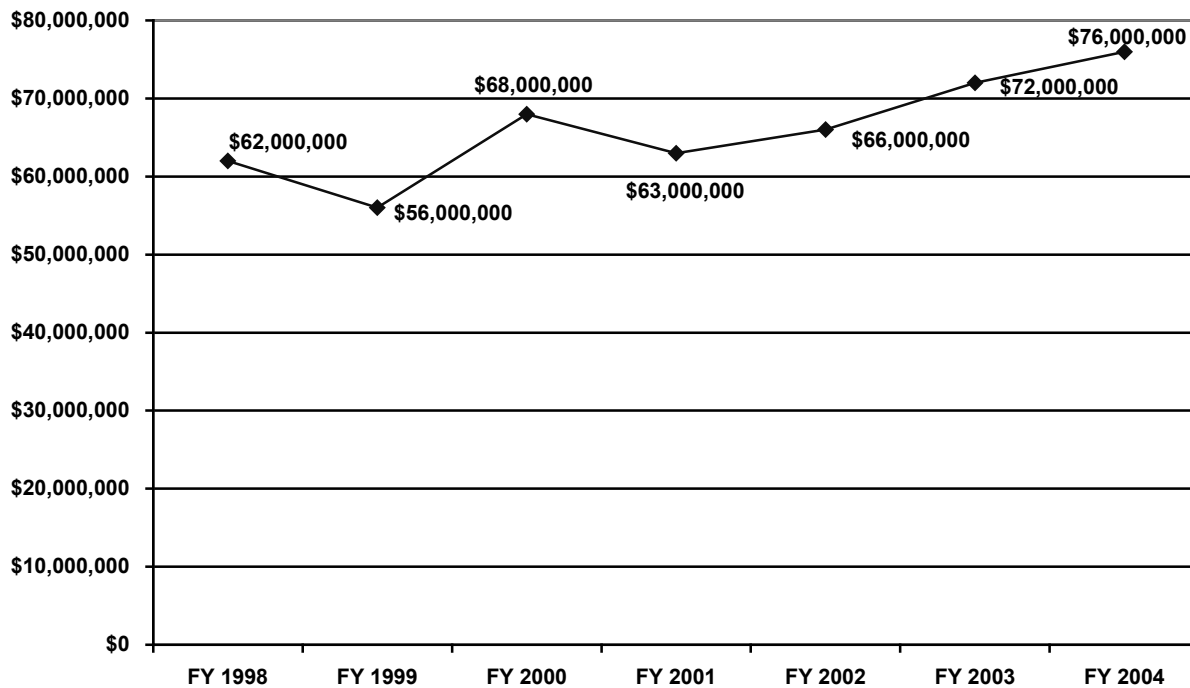
In March 2001, the state police superintendent submitted a strategic plan for the WVSP for the years FY 2002 to FY 2004. The plan includes a number of goals or vision statements. The chief goal is to increase the authorized sworn strength of the force to 903 positions by June 2004. The plan also calls for increasing the number of civilians from the current 362 positions to 451 positions. The plan further states that the “ultimate” goal is to have 995 sworn members. The justification for the increases is to provide patrol service to all 55 counties, 24 hours a day, seven days a week.

The plan also identifies several other noteworthy goals:

- Increase the WVSP’s role in the 911 systems throughout the state.
- Upgrade facilities and construct several new facilities, including Troop 5 headquarters and several detachments.
- Improve the automation and storage of records.
- Upgrade the crime lab.
- Develop a new computer forensic section.
- Acquire a new helicopter.

Budget

The WVSP budget for FY 2004 is \$76.6 million. This is an increase of over 6 percent over last year’s budget of \$72 million. As Exhibit 3 shows, the budget was fairly consistent from 1998 to 2002, with increases in 2003 and 2004. As with most law enforcement budgets, the vast majority of the budget is allocated to personnel salaries and benefits.

Exhibit 3: West Virginia State Police Budgets FY 1998-2004

Source: WVSP

About 13 percent of the WVSP's current budget, especially for personnel, is funded by special revenue sources, such as the Parkways Authority, Motor Vehicle Inspection Program, Commission on Drunk Driving, and federal grants. For obvious reasons, these special revenue sources do not have the long-term stability of general revenue funding.

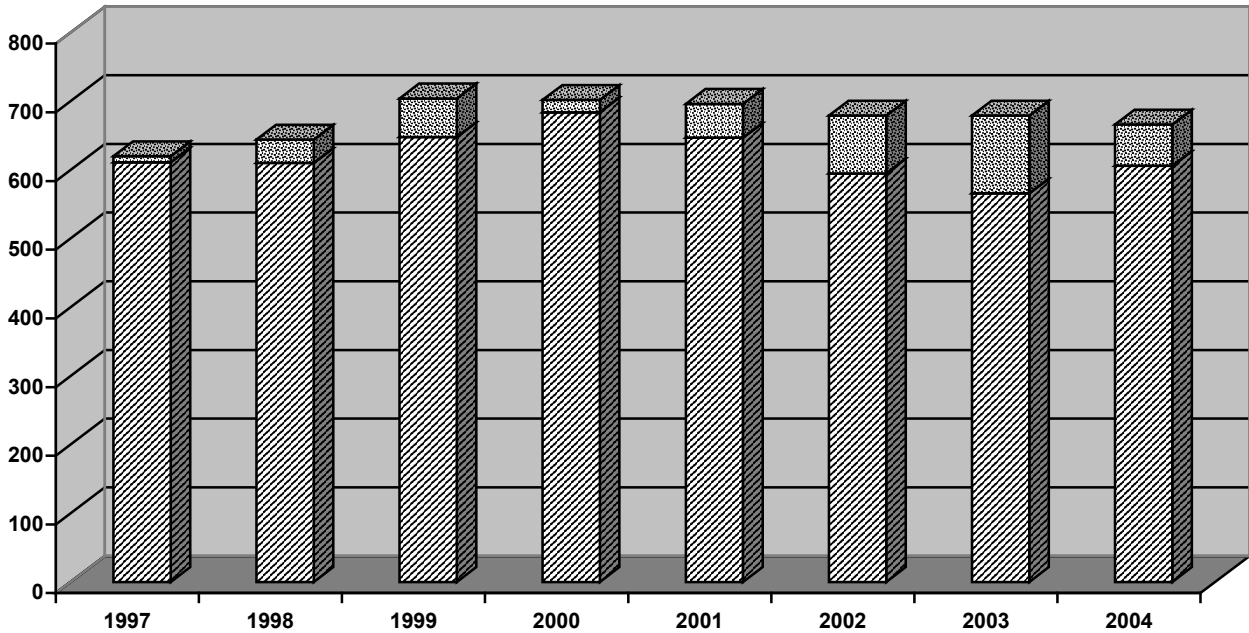
A unique aspect of the WVSP budget process is that the department has to create a special line item to fund a new cadet training class. This has caused funding problems in the past.

Current Staffing

As of August 5, 2003, the WVSP had 606 sworn officers currently assigned (not including the superintendent). This includes a recently graduated cadet class of 56 new troopers, who will be working with field training officers for six months. As of June 2003, the state police had 566 sworn officers. The legislature had funded enough money in salaries to authorize 679 sworn positions for the FY 2002-03 budget year. Thus, for much of the year, the WVSP had 113 vacancies in the sworn ranks. Exhibit 4 shows trends in sworn staffing over the past eight years.

Exhibit 4: West Virginia State Police Sworn Staffing, 1997-2004

In each column, the lower, striped portion represents sworn positions authorized and filled, while the upper, speckled portion represents sworn positions authorized but left unfilled.



	1997	1998	1999	2000	2001	2002	2003	2004
Sworn positions authorized	620	644	704	702	696	679	679	666
Sworn positions filled	611	610	648	684	647	595	566	606
Sworn positions authorized but unfilled	9	34	56	18	49	84	113	60

Source: WVSP

In the current 2003-04 fiscal year, which began on July 1, the WVSP has 606 sworn out of an authorized 666 positions. The agency hoped to begin a class of 60 cadets at the end of September 2003.

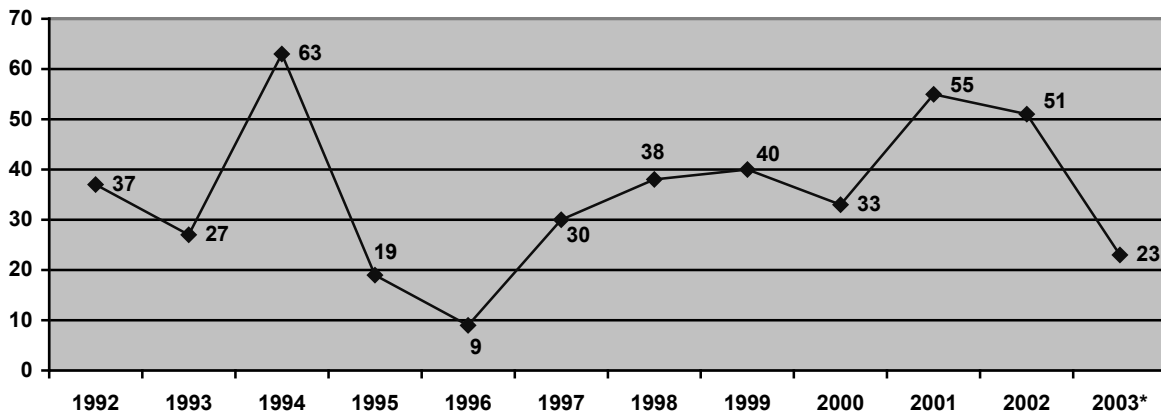
Due to staffing shortages, made worse by military call-ups of reservists and National Guard members during the Iraq war, in March 2003 the WVSP reassigned over 40 sworn staff from administrative functions (e.g., media specialist, administrative operations officers, etc.) to field operations in detachments throughout the state. The legislature also passed a bill to allow the temporary rehiring of retired state police troopers without affecting their pensions. The retirees would receive the same pay as WVSP corporals.

There is a difference of opinion as to what caused the recent staffing shortage. The legislative auditor’s report (PE 02-38-270, January 2003) finds fault with the WVSP for allowing the shortages. In his reply to the audit report, the superintendent notes that the shortages were due to funding levels (“sufficient funds were not provided to maintain the [new] officers once they were through training”). The point of this study is not to pinpoint blame for past actions. We are focused on how to move forward and help the state police get back to an effective level of staffing.

One current problem is that 23 sworn officers are still on active military duty. In time, these officers will return to the state police.

Another problem is that current staffing cannot keep up with attrition. Exhibit 5 shows trooper attrition from 1992 to June 30, 2003.

Exhibit 5: WVSP Trooper Attrition, 1992 to First Half of 2003



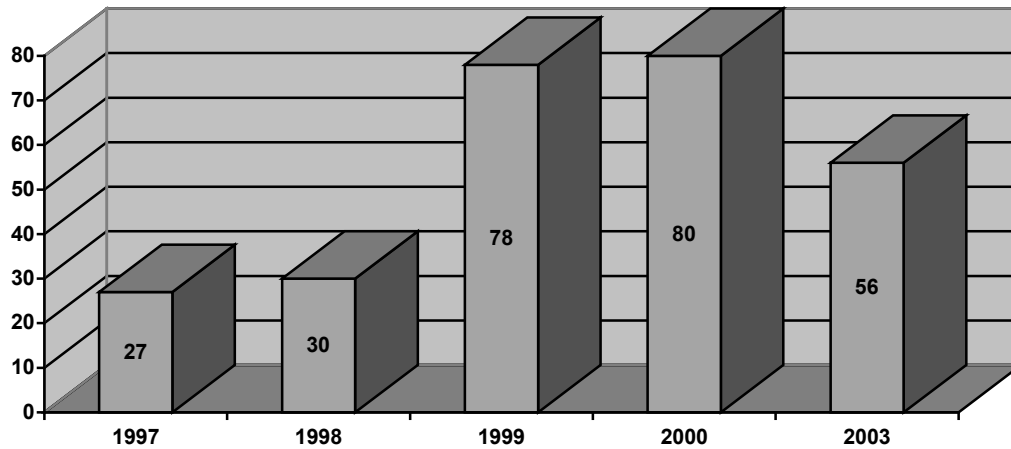
Source: WVSP

*As of June 30, 2003

Attrition includes retirements, resignations, and terminations. Since 1992, state police attrition has averaged about 37 positions per year. The big increase in 1994 was due to a retirement system change that caused more people to retire because they thought their benefits might change. Over the past four years, the allocation of state police attrition has been as follows:

- 57% due to retirement
- 35% due to resignation
- 8% due to termination

As Exhibit 5 shows, in the last two full years, 2001 and 2002, the attrition numbers increased dramatically. More people are retiring than ever before (except 1994). Exhibit 6 shows recent trooper cadet class sizes, indicating the number of new sworn personnel coming onto the force.

Exhibit 6: WVSP Trooper Cadet Class Sizes, by Graduation Year (1997-2003)

Source: WVSP

Note: A class of 60 is anticipated in 2004

In 1997, the WVSP was under strength by 16 positions. In 1998 and 1999, the department was able to increase the authorized strength by 24 and 60 positions respectively. The state police responded with large cadet classes in 1999 (78 cadets) and 2000 (80 cadets). Afterward, the state police did not have a cadet training class for two years. This has caused the agency to fall far behind in hiring.

In 2000, the WVSP was only 18 positions down. From 1997 through 2002, the agency had a net loss of 32 positions because hiring could not keep pace with attrition. The new 2003 class of 56 cadets likewise does not keep pace with attrition.

A recent report by the legislative auditor (PE 02-38-270, January 2003) notes:

This means that even if the State Police took immediate steps to fill all vacancies, the State Police staffing levels would continue to be significantly below the number of authorized FTE's from a lack of fully trained officers in the field for at least the next two years.

There are two main issues. First, the state police are never really given an "official" authorization for a specific number of sworn staff. Instead, they are given a budget amount for personnel. For example, the state police are down 38 sworn positions in the current authorization from the peak of 704 in 1999. This is a loss in staffing of over 5 percent. The legislature should authorize a specific number of sworn positions so the WVSP can consistently plan and manage personnel resources better. Until the state police can do a better job of documenting and justifying workload, using call-for-service and other documented workload data, the study team recommends that the authorized staffing remain at the previous 704 sworn positions.

Second, by filling vacancies with cadets after someone has retired, the state police will never catch up with the authorized strength. In fact, they will always be 40-45 positions down. When a new cadet class is finally ready for work (classroom and field training takes

over a year), they may fill the 60 vacancies previously on the books, but there will now be another 35-40 vacancies that occurred while they were in training. The only way to catch up is to allow an “overhire” policy. The new number of cadets should fill the current vacancies plus anticipate the loss of 37 sworn officers in the coming year.

For example, the current authorization shows that the state police can hire 60 cadets. Also, in the coming year, the department will lose 37 people to attrition. That’s a total of 97 positions needed by the end of the year. The most recent academy had a 20 percent attrition rate. Thus, to stay current with the authorized strength, the WVSP should start a cadet class of 115 people. The training academy director indicates that the WVSP academy can run a class of 120 cadets with existing staff.

Exhibit 7 shows the breakdown of current sworn positions by rank.

Exhibit 7: West Virginia State Police Current Sworn Staffing

Rank	Number of sworn staff
Superintendent	1
Lt. Colonel	2
Major	2
Captain	14
First Lieutenant	29
First Sergeant	39
Sergeant	147
Corporal	9
Trooper First Class	94
Senior Trooper	203
Trooper	56
Technical First Lieutenant ³	2
Technical Second Lieutenant	5
Technical First Sergeant	2
Technical Sergeant	2
TOTAL	606

Source: WVSP Manpower Report, August 5, 2003

In the WVSP, sergeants and above are considered supervisors. The state police competitively test for promotions up to the rank of lieutenant. Captains and above are appointed to their rank by the superintendent.

³ “Technical” positions are sworn positions that function as civilian scientific positions in the forensics crime lab. These positions are being phased out through attrition.

By way of a national comparison, according to the Bureau of Justice Statistics, U.S. Department of Justice, in 2000 there were 56,348 full-time sworn officers in state police agencies. This was an increase of 3.2 percent over 1996 and 7 percent compared to 1992.

To obtain data from other state police agencies for this study, the study team prepared a survey that was mailed by the WVSP superintendent to the other state police superintendents. Exhibit 8 shows a comparison of state police sworn staffing in eight other states located near West Virginia. The various state police organizations are not exactly comparable, as some function more as highway patrol than full-service law enforcement.

Exhibit 8: State Police Staffing in Selected States

State	Total Sworn Officers	State Population	Officers per <u>100,000 residents</u>	Land Area (square miles)	Officers per <u>100 square miles</u>	Road Miles	Officers per <u>1000 road miles</u>
Delaware	614	807,384	76	1,954	31.4	5,779	105.9
Kentucky	947	4,092,891	23	39,732	2.4	79,267	11.8
Maryland	1,554	5,458,137	28	9,843	15.8	30,994	50.1
North Carolina	1,809	8,320,146	22	52,712	3.4	99,813	18.1
Ohio	1,512	11,421,267	13	40,953	3.7	116,964	12.9
Pennsylvania	4,275	12,335,091	35	44,817	9.5	119,642	35.7
Vermont	325	616,592	53	9,609	3.4	14,273	22.8
Virginia	1,883	7,293,542	26	39,598	4.8	70,393	26.7
West Virginia	606	1,801,873	34	24,078	2.5	36,260	16.7

Source: 2003 survey of selected state police

In the number of officers per 100,000 residents, the WVSP ranks better than five of the eight states. Using officers by land area as a benchmark, the WVSP ranks below seven of the eight states. In the number of officers per road mile, the WVSP allocates fewer officers than six of the eight states.

Exhibit 9 compares the growth of the WVSP to the growth of other law enforcement agencies (municipal and county) in the state. As the data show, from 1983 to 2001, the number of sheriff's deputies increased 12 percent and the number of municipal police increased 2 percent. By comparison, from 1983 to 2004, the WVSP increased 25 percent in authorized strength and 14 percent in actual positions.

Exhibit 9: Law Enforcement Officers in West Virginia

Agency Type	1983	2001	Percentage Change
Sheriff	721	804	+12%
Municipal	1,350	1,381	+2%
State Police	532	(2004)	
		666 auth. 606 current	+25% +14%

Source: FBI Uniform Crime Reports and WVSP

To put the staffing numbers in context, it is helpful to show some workload indicators. Exhibit 10 shows selected workload indicators for the WVSP from 1998 to 2002. The last column shows the percentage change over that period. With the exception of felony arrests, all the indicators are down significantly. The high volume of sworn vacancies in 2002 contributed significantly to the reduction in workload indicators.

Exhibit 10: Selected Workload Indicators for WVSP, 1998-2002

Activities	1998	1999	2000	2001	2002	Percentage change 1998-2002
Felony arrests	7,841	8,405	8,903	8,797	7,997	+2.0%
Misdemeanor arrests	28,043	23,073	21,947	20,832	16,490	-41.2%
Hazardous vehicle citations	93,714	84,412	81,007	65,766	48,419	-48.3%
DUI arrests	2,888	2,905	2,993	2,421	1,839	-36.3%
Accident investigations	12,539	12,601	13,580	12,838	11,584	-7.6%

Source: WVSP

It is also helpful to review recent crime trends in West Virginia. These trends factor into future needs for sworn troopers. The data show that overall crime has remained fairly steady over the past 10 years or so. Total crime has gone up less than 3 percent from 1990 to 2001. Although the amount of violent crime has increased, such crime constitutes only about 10 percent of all crime.

Exhibit 11: Crime Trends in West Virginia in Selected Years from 1990-2001

	1990	1994	1996	1998	2000	2001	Percentage change 1990-2001
Total crimes	44,891	46,067	45,346	46,130	47,067	46,120	+2.7%
Total violent crimes	3,036	3,931	3,836	4,503	5,723	5,035	+65.8%

Source: FBI Uniform Crime Reports

The increase in violent crime is primarily due to a rise in aggravated assaults and domestic violence. Because of statutory changes, more domestic violence has been reported in recent years. Murders are down from a high of 115 in 1992 to 40 in 2001. Rapes are down from 423 in 1990 to 320 in 2001. Robbery has remained about the same from 1990 to 2001 (about 700 per year). As was noted earlier, population has remained stable during this period.

Organization Structure

The WVSP is divided into three divisions: Field Operations, Staff Services, and Executive Services. Field Operations, the largest division, includes the following operations:

- Executive Protection
- Special Operations
- Six troop commands (Troops 1-6)
- Parkway Enforcement (Troop 7)
- Bureau of Criminal Investigations (Troop 8)
- Training academy

Staff Services includes accounting, personnel, communications, procurement, traffic and criminal records, uniform crime reporting (UCR), and the forensic crime lab. Executive Services includes legal counsel, media relations, recruiting, community liaisons, troop inspectors, and the development coordinator. The Office of the Superintendent includes planning and research.

The current organization structure shows a workload imbalance—Field Operations is too large and Executives Services is too small. The study team recommends the following reorganization:

- Field Operations should remain intact, but training should be moved to Staff Services, which should be renamed Administrative Services. The head of Field Operations should have the rank of lieutenant colonel, not major.
- In addition to training, planning and research should be added to the new Administrative Services Division (currently Staff Services). In addition, all the

current functions of Executive Services should be added to Administrative Services except anything to do with intelligence and terrorism, which should be added to the Bureau of Criminal Investigations. Thus, a separate Executive Services Division is no longer needed.

- Due to the overwhelming importance of information technology and communications to the future of the WVSP, a new third division should be created—Information Technology and Communications. This division should be managed by a newly created position of chief information officer (CIO). The position should be a civilian position paid at the level of a lieutenant colonel in order to attract qualified candidates. This new division should contain all communications and dispatch functions, all computer and information technology functions, traffic and criminal records, and UCR.

Staffing by Organizational Unit

A breakdown of staffing by organizational unit is shown in Exhibit 12.

Exhibit 12: WVSP Staffing by Organizational Unit

Field Unit	Sworn	Civilian
Troop 1—Northwest	82	43
Troop 2—Northeast	62	27
Troop 3—Middle-east	60	26
Troop 4—Middle-west	72	34
Troop 5—Southwest	75	22
Troop 6—Southeast	82	31
Troop 7—Parkway	25	0
Troop 8—BCI	55	13
Executive Protection	11	0
Training Academy	10	14
Special Operations	22	1

Source: WVSP

The remaining units are all located in headquarters. The breakdown by unit is shown in Exhibit 13.

Exhibit 13: WVSP Staff Assigned to Headquarters Units

Headquarters Unit	Sworn	Civilian
Executive Offices	7	1
Accounting	0	13
Communications	3	28
Procurement	2	26
UCR	1	2
Criminal Records	1	25
Executive Services	5	6
Planning & Research	2	2
Forensic Crime Lab	9	28
Traffic Records	16	15
Personnel	0	3
Medical	0	2
Support Center	1	0

Source: WVSP

5. Executive Office

The Executive Office includes the top command staff in the WVSP—the superintendent, five sworn, and one civilian. The key positions are as follows:

- Superintendent—Colonel in charge of the department
- Deputy Superintendent—Lieutenant colonel directly in charge of planning and research; also helps superintendent oversee entire department
- Chief of Staff Services—Lieutenant colonel who oversees Staff Services and is directly in charge of accounting, procurement, personnel, and the forensic crime lab
- Deputy Chief of Staff Services—Captain who assists lieutenant colonel by being directly in charge of traffic records, uniform crime reporting, criminal records, and the communications section
- Chief of Field Operations—Major in charge of executive protection, special operations, the troop commands, criminal investigations, and the training academy
- Staff Lieutenant—First lieutenant who assists the chief of field operations with administrative support

The chief of Executive Services (a major) may be considered part of the Executive Office. However, in this report, we address that position under the discussion of Executive Services. The civilian position in the Executive Office is an administrative assistant to the superintendent.

The section directly under the Executive Office is Planning and Research, which will be discussed below.

Planning and Research

Planning and Research, staffed by a captain, first sergeant, and two civilians (a grant administrator and secretary), reports to the deputy superintendent. The primary responsibilities of the unit include the following:

- Draft and disseminate new and revised policies and procedures.
- Administer the WVSP Career Progression System; develop promotional examinations; and maintain job descriptions and all promotional files for sworn personnel.
- Oversee the department's legislative security operation.
- Coordinate department-wide grant proposals and acquisitions.
- Draft the WVSP's annual report.
- Update and coordinate department forms.

- Conduct periodic studies of police-related issues.

One of the issues involving this unit is the staffing of the legislative security detail. Every day that the legislature is in session, six sworn officers from headquarters (captains, lieutenants, etc.) staff posts throughout the legislative buildings to provide security to the legislature. There is an issue as to the need for this detail and the extent to which it is coordinated with the Capitol Police. The WVSP should review the need for this security detail with the legislature's Joint Committee on Government and Finance.

The WVSP and the legislature should review the necessity of having Planning and Research administer the promotional process. In most police agencies, this is a function of the personnel unit.

While staffing in Planning and Research appears adequate, there are several tasks that could be expanded if the unit had more staff, such as being much more proactive in revising and updating policies and procedures, conducting more strategic planning and goal setting, conducting crime analyses for the WVSP and other state agencies, and more aggressively seeking and managing federal and state grants. The WVSP should add a senior analyst (civilian, paid at the rank of lieutenant) to this unit.

6. Staff Services

Staff Services is managed by a chief (lieutenant colonel) and a deputy chief (captain), who divide primary responsibility for oversight of operations. The sections directly under the chief include accounting, procurement, forensic crime lab, and personnel. Sections under the deputy chief include traffic records, uniform crime reporting, criminal records, and communications. Each of these sections will be reviewed below.

Accounting

The Accounting Section is under the chief of Staff Services. The section operates with 13 civilian positions, including the following:

- 1 comptroller
- 4 accounting technicians
- 1 administrative services manager
- 3 administrative services assistants
- 2 payroll assistants
- 1 accountant/auditor
- 1 secretary

The section is divided into several smaller units: budget, accounts payable, cash and grants management, employee benefits, and payroll. A lot of staff time is spent entering data into computer information systems. Because of the variety of account codes that the state police charge to and the necessity of constantly shifting funds from one account to another, the accounting positions in this office are very important for providing accurate financial information to the organization's executives and to the legislature.

Personnel

The Personnel Section, reporting to the chief of Staff Services, consists of three civilian personnel: one administrative services manager, one administrative services assistant, and one office assistant. The section is responsible for developing and managing recruit screening and hiring; managing personnel records, such as performance evaluations; and helping the department comply with state and federal employment regulations. In the past year, the section completed an employment handbook and developed a new employee evaluation form.

A recent legislative auditor's study of the WVSP (Audit PE-02-38-270, January 2003) noted that the state police should reevaluate applicant testing and screening procedures to determine if current practices are eliminating significant numbers of qualified applicants from further consideration, especially in the early testing phases. Given the future need to hire significant numbers of sworn officers in the next three to five years, this is a good recommendation.

This unit does not manage the recruiting process. The recruiting work is done by staff in Executive Services. This split appears to lack coordination. The WVSP does not seem to spend much money on active recruiting—for example, visiting college campuses. The re-

cruiting seems more passive—waiting for candidates to apply. The WVSP has difficulty finding recruits who want to be assigned to the Troop 2 panhandle area because the cost of living there is higher than in the rest of the state. The state police should be actively recruiting at colleges in western Maryland and southwestern Pennsylvania to find candidates who are used to the cost of living in that area.

The state police should also be much more active in recruiting females and minorities. A recent study by the Legislative Auditor’s Office found that the WVSP had much lower numbers of sworn officers who were females compared to other state police organizations in the U.S. Female officers make up 2.5 percent of the sworn total in the WVSP. The national average for female officers as a proportion of sworn in state police agencies is 5.9 percent. The WVSP has made good strides in promoting female officers in recent years (there are two female captains out of 14 captain positions).

The WVSP prepared a new recruiting brochure in March 2003. The cover shows three troopers, of whom one is female and one is African American. The cover has a catchy slogan—“Join the Team. Become One of West Virginia’s Finest.” The brochure is well done and should be distributed widely. The brochure is also on the WVSP Web site.

The WVSP should carefully evaluate and reexamine its recruiting practices. The organization should set written goals for the number of females and minorities. The focus should not be solely on candidates with college degrees in criminal justice. In order to become more diverse, they should look for graduates with degrees in other fields, such as social sciences, education, and more. The recruiters should include female and minority officers. The study team supports the other recommendations in the legislative auditor’s report regarding this issue

Communications

The Communications Section is under the deputy chief of Staff Services. The section is staffed by four sworn officers and 25 civilians. The sworn positions include the lieutenant, who serves as the director, two sergeants (operations officer and computer systems officer), and one senior trooper (computer systems officer). The civilian positions include the following:

- 1 information systems manager
- 3 information systems specialists
- 1 telecommunications supervisor
- 6 telecommunicators
- 4 electronics technicians
- 1 data entry supervisor
- 2 data entry operators
- 1 secretary
- 1 office assistant
- 2 weapon system instructors/auditors
- 1 EMS communications coordinator

1 database administrator

1 communications coordinator

This section has responsibility for overseeing radio communications, telephone communications, and information technology throughout the WVSP. The section's several units are discussed below.

Electronics Maintenance

This unit's electronics technicians install and maintain car radios, in-car video, and radar units for trooper and other sworn officer vehicles in Troops 4 and 5, headquarters, and the training academy. All other troops have electronics technicians under the troop command.

Data Processing

The data processing staff are responsible for data entry on monthly activity reports and leave records. The unit also maintains the WVSP computer network and intranet system. While all troop headquarters are networked, individual detachments are not. In addition, most field troopers have no access to e-mail. This is a significant missed opportunity for communicating information throughout the organization.

Computers/Information Technology

This unit acquires and maintains telephones and computers for the entire organization. Its staffers help install computers and provide users with technical support on hardware and software problems.

Communications Center

This unit staffs the communications center in headquarters, which operates 24 hours a day, seven days a week. Its staffers do not dispatch cars but handle requests for information, such as criminal history records checks. They also operate the statewide teletype system.

This unit also supports and audits all law enforcement terminals and operations that have access to the statewide criminal history records system (West Virginia Automated Police Network—WEAPON). There are 320 fixed and mobile data terminals operated by federal, state, county, and city agencies and 911 centers throughout the state.

This unit also provides training for all telecommunications personnel in the state. It also recertifies radio operators.

Communications Operations in WVSP

The dispatch communications centers for the WVSP are geographically distributed throughout the state. Eleven of the communications centers are co-located with troop headquarters or detachments. A breakdown of the communications centers and staffing is shown in Exhibit 14.

Exhibit 14: WVSP Communications Centers and Staffing

Communications Center Locations	Telecommunicators (and supervisors)
Troop 1—Shinnston	7
Troop 1—Morgantown	7
Troop 1—Moundsville	7
Troop 2—Charles Town	5
Troop 2—Romney	10
Troop 3—Elkins	8
Troop 4—South Charleston	7
Troop 4—Parkersburg	6
Troop 5—Logan	4
Troop 5—Huntington	5
Troop 6—Beckley	7
Totals	73

Source: WVSP

The largest volume of calls into the WVSP dispatch centers consists of information requests (i.e., phone numbers, referrals, requests for motor vehicle tests and inspections, etc.). The problem is that there is no call screening—all calls go directly to dispatchers. In large municipal police agencies, the police advertise two numbers: 911 for emergencies and another number for administrative information. The administrative number is answered by call takers, not dispatchers.

Dispatch center records are kept manually; dispatchers type dispatch information into a word processing program. The following information is typed on all dispatched runs: type of call, location, time call received, time call dispatched, name of caller (if given), and any information pertinent to officer or public safety. This information is printed and filed. Some of the information has recently been entered into a database at headquarters to produce some useful call-for-service statistics. The dispatchers also complete status logs with information on trooper arrival times, cleared times, and any updated run location information given by the responding trooper. This information is not entered into the headquarters database. In addition, troopers complete daily activity sheets that record hours spent by type of activity and the volume of key activities.

The recording and processing of crime, accident, and other activity is time-consuming and mostly manual. The same information is written, rewritten, and sometimes typed several times before completion. For example, index cards are created for every person and vehicle mentioned in a crime report, accident report, or arrest report. These cards are then filed manually at each detachment in a master file. Some of the contact information is then entered into a detachment database. Once the records reach headquarters, the information is re-entered into a WVSP database.

The dispatch and communications arrangements in the WVSP need examination and reengineering to improve efficiency and effectiveness.

Some calls for WVSP service originate from local 911 centers; in other cases, citizens call a WVSP dispatch center directly. Data for March 2003 in Troop 1 show that 45 percent of calls for service originated from 911 centers and 55 percent came directly to the state police. In Troop 5, 23 percent of calls came from 911 centers and 67 percent came directly. The situations are different in each troop.

Dispatch arrangements with the local 911 centers also vary widely throughout the troop commands. In some centers, the dispatchers are said to follow a policy of alternating every other call between the sheriff's deputies and the WVSP. However, troopers interviewed report that they are skeptical that this policy is followed carefully. The dispatch policy also may lead to situations where citizens are not served by the closest law enforcement agency. For example, the dispatcher may send a sheriff's deputy to an in-progress call that takes the deputy 25 minutes to reach when a WVSP trooper might have been available and only five minutes away. Additionally, the alternating call policy does not always work because the agency called—whether the local sheriff's office or the WVSP—might not have available units and may advise the dispatcher to hand the call off to the other agency.

The WVSP reports that it does not handle any minor, non-emergency calls by taking reports over the phone except for a report of a stolen vehicle license plate. The organization should experiment with taking certain minor, non-emergency property offense reports by phone. A citizen with a minor theft, such as a stolen garden hose, should be given the option of waiting for the arrival of a trooper, which could take an hour or more, or giving the report over the phone to the dispatcher. In such cases, where citizens have no knowledge of any suspect and the stolen property has a value under \$100, citizens would likely opt to save their tax dollars and time by reporting such cases immediately over the phone.

WVSP communications operations also need careful examination to improve operational efficiency. Each troop operates on its own radio frequency. This can cause problems in communications across troops. In addition, the WVSP operates on low-band radio frequencies, while the sheriff's offices and municipal police operate on high-band frequencies. In order for the WVSP to communicate with local law enforcement, the agency must either have its radios adapted to carry the lower frequencies or have each trooper carry an additional radio.

The most immediate and critical need of the WVSP is to develop a comprehensive automated (wireless) reporting system. The current system is outdated and highly inefficient, and it does not provide enough data for management decision-making. The WVSP should complete a comprehensive study to develop and implement an information technology plan for the future. The chief information officer position recommended earlier is needed to manage the technology planning process. This plan should consider the following steps, among others:

- Plan for wireless communications and transmission of field reports and records checks. Automate many functions that are now manual. For example, in addition to automating the field reporting system, the WVSP should automate daily logs, leave records, criminal investigations follow up reports, and more.

- Plan for legislation that allows the WVSP to place communications antennas on other public and private radio towers. This legislation can be justified under homeland security considerations.
- Consolidate several of the communications centers. Examine consolidating more WVSP dispatch operations into 911 dispatch centers, as was done with the Troop 2 dispatch operation in Romney.
- Plan for all sworn officers to have their own e-mail addresses and to communicate via e-mail on a routine basis.

The Pennsylvania State Police recently announced its plan to consolidate all dispatch operations into five consolidated dispatch centers. The organization currently dispatches from all 81 stations throughout the state. The WVSP might also look into joining the Midwest Public Safety Communications Consortium, which is planning to link state police communications in Illinois, Indiana, Kentucky, Michigan, and Ohio.

Procurement

The Procurement Section is under the chief of Staff Services. This section consists of two sworn positions and 26 civilian positions. The two sworn include a captain (head of the section) and a first sergeant (logistics officer). The civilian positions include the following:

- 3 carpenters
- 1 building maintenance supervisor and 4 custodians
- 3 accounting technicians
- 4 storekeepers
- 1 secretary and 2 office assistants
- 2 tailors
- 1 print supervisor and 1 duplicating equipment operator
- 1 graphics designer
- 1 mail runner
- 2 supervisors

The section is responsible for acquiring and disseminating all vehicles, equipment, supplies, and services throughout the WVSP. This includes primarily the following tasks:

- Fleet control: purchase, maintain, and manage inventory of all state police vehicles.
- Uniforms and equipment: provide and tailor uniforms for all sworn officers; provide guns and other police equipment.
- Field supplies: use state contracts and issue purchase orders for equipment (e.g., fax machines and vehicle tires) and supplies (e.g., paper and pens).
- Maintenance: handle all maintenance of the headquarters facilities.

- Shipping and receiving: stock and maintain warehouses; receive and deliver mail.
- Printing: print and copy forms and reports.
- Construction: replace and upgrade facilities around the headquarters area; supervise construction of new detachments.

A January 2000 report by the Office of the Legislative Auditor found that the WVSP had a fleet of 974 vehicles. There was some criticism in the report that the state police had purchased too many sport utility vehicles. In a recent compliance check, the legislative auditor found that the WVSP has been reducing its inventory of large SUVs.

The WVSP has no standard vehicle replacement policy. It must constantly request and justify new vehicles from the legislature. Many police agencies have a standard policy of replacing police vehicles at a certain mileage (e.g., 80,000 miles). The WVSP currently has over 121 vehicles with more than 100,000 miles on the odometers. These include vehicles in current use and replacement vehicles.

The Legislative Auditor's Office has also examined the WVSP's number of unmarked cars. At present, about 33 percent of the fleet consists of unmarked vehicles.⁴ The study team could find no standards that govern the right mix of marked and unmarked cars in police agencies. We also examined the literature to find research on the effects of marked and unmarked cars on crime and traffic violation deterrence and on safety for officers in pursuits and in stopping citizen vehicles on the side of the road. The only studies found were done by police in Australia and Israel. Both studies showed mixed results. The bottom line is that the mix of marked and unmarked cars for the state police must be a policy decision.

Traffic Records

The Traffic Records Section reports to the deputy chief of Staff Services. The section consists of 15 sworn officers and nine civilians. The sworn positions include the following: one lieutenant (director), four first sergeants, and 10 sergeants. The civilian positions include four office assistants, one administrative services assistant, one computer support specialist, one secretary, and one accounting technician.

Most of this section's sworn and civilian positions, along with its police vehicles, are paid for by special revenue from the cost of the vehicle inspection service to the public. Some of the positions are funded by federal and state grants.

This section is the central state repository for WVSP vehicle accident reports, as well as fatal accident reports investigated by other law enforcement agencies. The section supports the Fatal Analysis Reporting System (funded by the U.S. Department of Transportation) and the state Commission on Drunk Driving Prevention.

That commission develops and maintains statewide programs to prevent and control drunk driving. With income from taxes on alcoholic beverages, the commission funds equipment, vehicles, and overtime used on drunk driving field operations. Two WVSP ser-

⁴ This percentage is down from 45 percent three years ago.

geants help coordinate the commission and manage the program whereby local law enforcement agencies apply for grants for drunk driving patrols (generally overtime details).

This section also administers the West Virginia Motor Vehicle Inspection (MVI) Program, which includes overseeing the approximately 1,800 inspection stations and nearly 8,000 mechanics who inspect all registered vehicles in the state annually in regard to brakes, exhaust systems, and other mechanical operations. The WVSP used to administer driver’s license testing, but that operation was transferred to the Division of Motor Vehicles in 2000.

The MVI staff conduct periodic inspection station audits, check paperwork for compliance, investigate citizen complaints, investigate theft of stickers, deliver training, and review new applications for station permits. From 1997 to 2002, the number of inspection stations statewide increased by nearly 40 percent.

Based on activity reports comparing the last six months of 2002 (July through December) with the first four months of 2003 (January through April), there has been a drop-off in monthly activity, due to reassignments and vacancies in staffing. The average number of days worked per month, average number of stations visited per month, and average number of hours spent on investigations per month are all down.

Exhibit 15: WVSP MVI Workload Indicators

	Total Days Worked per Period	Average Days Worked per Month	Total Stations Visited per Period	Average Stations Visited per Month	Total Hours on Investigation per Period	Average Hours on Investigation per Month
July-Dec. 2002	1,200	200	4,757	798	637	106
Jan.-Apr. 2003	682	170	2,533	633	399	99

Source: WVSP

A recent legislative audit (PE 02-38-270, January 2003) examined the MVI activities of the WVSP. The audit found, among other things, that “some regions actually exceed the minimum required number of compliance reviews, while others fall far short of their targeted number of reviews.” The audit recommended that the legislature consider transferring the WVSP’s MVI duties to the Division of Motor Vehicles in order to free the sworn positions for assignment to the field. The audit noted, “This transfer of responsibility to the DMV may be cheaper than under the State Police.”

In response to the audit, the WVSP proposed and implemented a reorganization of the MVI unit. The reorganization proposes to reduce the number of sworn from 18 to six. The WVSP notes that the “transition period will rely upon promotion, retirement and/or voluntary reassignment of uniformed members and the subsequent assignment of civilian personnel to perform the duties of the area supervisor.”

The MVI unit has been reorganized into six areas that mirror Troops 1-6. Each area is staffed by a sworn oversight officer who supervises two or three uniformed and civilian inspectors (total of 16 inspectors). Upon completion of the reorganization, only six uniformed members will be assigned to the MVI unit.

Exhibit 16: WVSP Motor Vehicle Inspections, Troop Regions, and Sworn Staffing

Region	Number Sworn Assigned
I—Morgantown	2
II—Moorefield	1
III—Elkins	1
IV—South Charleston	2
V—Huntington	1
VI—Beckley	4

Source: WVSP

This seems like a very high number of supervisors in relation to subordinates. It also seems like a high number of civilian inspector positions. If a civilian inspector can inspect at least two stations per day (in 2001, the sworn officers averaged about three station visits per day), the program should be able to operate with less than the projected numbers. The study team recommends three sworn officers and 10 civilian inspectors.

Uniform Crime Reports Section

The Uniform Crime Reports (UCR) Section consists of one lieutenant and two office assistants. This section collects and enters key data from trooper criminal investigation reports and prepares the state Uniform Crime Report, which contains data for each year on reported crimes committed in the state. Much of the work is duplicative of what the detachment secretaries do because the WVSP does not have an automated reporting system.

In 1999, the WVSP changed its crime reporting format to the FBI's new National Incident-Based Reporting System (NIBRS). This added many more elements to the previous crime report. While it takes troopers longer to complete the report, the form provides much more data, collected in a consistent manner, for crime analysis.

The WVSP and FBI also convinced all law enforcement agencies in the state to move to the NIBRS report format. All but 30 local agencies provide the data in automated format to the state police. (Those 30 agencies still send copies of reports, and the office assistants have to enter the data). Thus, the WVSP has an extensive and comprehensive database for crime analysis. Unfortunately, by law, the WVSP does not receive names and addresses in the reports submitted by the local law enforcement. This law should be changed. Without names and addresses, the state police cannot develop useful intelligence to help local law enforcement.

The section is trying to develop an audit process to check the accuracy and accountability of detachments and local law enforcement agencies. This is similar to the audits that

the state police conduct annually on telecommunication terminals. This would require the addition of an auditor/trainer position. Such a position appears justified.

Criminal Records

The Criminal Records Section reports to the deputy chief of Staff Services. The section consists of two sworn officers and 25 civilians. The sworn positions include the director (a first lieutenant) and the criminal records operations officer (a sergeant). The civilian positions include the following:

- 1 supervisor
- 3 fingerprint technician supervisors
- 6 fingerprint technicians
- 14 office assistants
- 1 administrative services assistant

The section consists of the following units: expungements, fingerprints, sex offender registry, concealed weapons and bail bond enforcers, court dispositions, and records.

The main responsibility of the section is to update and maintain a variety of databases that are important to law enforcement agencies throughout the state, not just the WVSP. One of the most important systems is the fingerprint system used to identify criminal suspects. The WVSP operates a state-of-the-art automated fingerprint information system (AFIS). In FY 2002, the Criminal Records Section processed nearly 42,000 arrest fingerprint cards from law enforcement agencies throughout the state.

Another important database contains criminal history records. The section currently maintains over 500,000 individual criminal records. Law enforcement agencies throughout the state rely heavily on this system to find out if they are dealing with persons with a criminal record. In FY 2002, the section released over 56,000 criminal records to criminal justice agencies and processed over 43,000 requests for criminal records information for non-criminal justice purposes. The section also transmitted over 181,000 criminal records transactions through the West Virginia Automated Police Network (WEAPON) system, which is the way law enforcement officers ask for record checks in the field when they encounter suspects. Other important databases include these:

- Central abuse registry
- Sex offender registry
- Bail bond enforcer registry
- Concealed handgun permit registry
- Domestic violence protection order registry

One of the fastest-growing activities for the Criminal Records Section is processing fingerprint cards for civilians who are applying for jobs. More employers are requesting criminal history records checks in the application process.

Forensic Crime Lab

The forensic crime laboratory is under the Staff Services Division. The lab director reports to the lieutenant colonel in charge of the division. The lab is staffed by nine sworn personnel and 27 civilians. It is accredited by the American Society of Crime Lab Directors.

The nine sworn personnel consist of the captain (lab director), four technical second lieutenants (section heads), and one first sergeant and three technical first sergeants, who serve as criminalists. The 27 civilian positions include the following:

- 6 forensic analysts I
- 8 forensic analysts II
- 3 forensic analysts III
- 2 forensic analysts IV
- 3 forensic analysts V
- 2 evidence technicians I
- 1 evidence technician II
- 1 secretary
- 2 office assistants

The forensic lab is subdivided into the following sections:

- Administration and Support: This includes the lab director, lab secretaries, and office assistant.
- Central Evidence Receiving: Four staff accept and log in all criminal evidence. They also store the evidence, release it to officers to take to court, and dispose of held property when the criminal case is over.
- Drug Identification: Seven staff conduct analyses of illegal controlled substances.
- Biochemistry: Five staff use the latest DNA technology to analyze crime evidence. This section also enters DNA offender data into the national DNA Index System, which is managed by the FBI.
- Firearms/Toolmarks: Three staff analyze bullets and weapons to link them to crimes.
- Latent Prints: Four staff analyze fingerprint impressions to match to the crime scene and files of known offenders. The department uses the latest AFIS technology to match prints.
- Toxicology: Three staff analyze blood and other fluids for contaminants such as drugs and alcohol.
- Trace Evidence: Three staff analyze paint and other materials for connections to crimes.

- Questioned Documents: Two staff analyze documents for authenticity.
- Photography: Two photographers take photos and develop film from crime scenes.

The WVSP has not transferred a sworn position to the lab in nine years. All new hires in recent years for criminalist positions have been civilian personnel.

In FY 2002, the WVSP forensic lab had a budget of nearly \$3.2 million. Much of the lab's work is performed for other law enforcement agencies in the state. In FY 2002, 69 percent of all cases submitted to the lab for analysis originated from law enforcement agencies other than the WVSP. Most of the equipment in the lab is state-of-the-art, often due to federal and state grants.

Pay for highly technical and scientific positions is always an issue. The WVSP lab is fortunate that the University of West Virginia offers a bachelor's degree in forensics and Marshall University offers a master's degree in forensics. Graduates of these programs often come to work for the WVSP lab. However, the turnover is significant. Once the new graduates get a couple years of experience in the lab, they leave for higher-paying jobs. Thus, all the time spent training them is wasted. Since 2000, over 17 lab employees have quit for better paying jobs. The lab expects to lose another four this year.

All WVSP scientific and information technology positions should be immediately examined for pay upgrades before more talent is drained from the organization.

Other issues in the lab include the following:

- The training budget needs to be increased. The department devotes about \$20,000 a year to send criminalists to outside schools. Retaining qualified personnel and maintaining and upgrading their skills, especially in fields such as DNA, costs more than \$20,000 per year for over 30 professionals.
- The lab is physically located as part of the headquarters complex. Space in the lab is limited. Most lab professionals do not recommend combining lab and other facilities that house workers because of the potential for environmental contamination and hazards from fumes. The study team supports the recommendation to consolidate the state police lab with the medical examiner's lab and create one joint lab in the northern part of the state and one in the southern part of the state. The consolidated labs could share resources, storage space, and training to reduce state overhead costs.
- The design for the consolidated labs should also include ample space for evidence storage. Currently, evidence is stored at individual detachments. Since most detachments are not staffed 24 hours a day, they are not secure facilities for storing drugs, money, and guns.
- The WVSP should be the state leader in investigating cyber crime. Cyber crime includes any crime committed by using computers or the Internet. Crimes include identity theft, credit card theft, computer hacking, theft of intel-

lectual property, child pornography, and more.⁵ This is one of the fastest-growing crime categories in the nation, and the state of West Virginia must be better prepared to handle it. The WVSP should immediately develop this capability so that it can assist all jurisdictions in the state. The WVSP has two good resources in the state that can provide assistance: the National White Collar Crime Center and Marshall University's Forensic Science Center.

- WVSP's current crime scene evidence capability is growing, as officers develop such skills in each of the six troop areas. However, the long-term future of that capability should reside in a cadre of trained civilians under the management of the lab.

⁵ See www.cybercrime.gov for the U.S. Department of Justice's Cyber Crime Unit.

7. Executive Services

The Executive Services Division reports directly to the Office of the Deputy Superintendent. The chief of Executive Services is a major. The division includes the Legal Unit, Professional Standards Section, Media Relations, the Development Coordinator, Recruiting, and Terrorism Response.

Division staff includes the following positions:

- 1 major
- 3 first lieutenants
- 1 sergeant
- 3 attorneys and 1 paralegal
- 2 secretaries

Professional Standards Section

The Professional Standards Section includes inspectors who investigate all complaints against WVSP employees. Complaints are accepted from any source, including citizens and WVSP employees. In FY 2002, 62 percent of the complaints originated from citizens and 38 percent from within the department. An internal affairs inspector (lieutenant) is assigned to each field troop command.

In 2002, the Professional Standards Section received 345 complaints against WVSP employees, resulting in 431 separate allegations. That same year, WVSP complaint investigations resulted in 51 suspensions. This high number of suspensions shows a serious and aggressive attitude on the part of the WVSP to manage its internal affairs and administer discipline. The section also reviewed 207 use-of-force reports and 111 vehicle pursuit reports. Section staff conducted 54 inspections of WVSP operations and facilities and conducted 252 drug tests.

Legal Unit

The Legal Unit consists of three attorneys assigned from the Attorney General's Office. The paralegal is a WVSP employee. The paralegal is principally involved in processing Freedom of Information Act (FOIA) requests. The attorneys represent the WVSP on employee grievances, provide general legal advice, assist outside legal counsel in defending the WVSP against lawsuits, review new policies, and help deliver training on legal issues. In 2002, 33 grievances were handled. The legal unit has one secretary.

Media Relations

The WVSP assigns a sergeant as the media relations spokesperson. This officer attempts to provide information about the WVSP to the media and the public. He issues press releases, responds to media inquiries, and arranges for media exposure to selected WVSP programs. This officer manages the *Trooper Newsletter*, which is distributed biannually to all personnel.

Development Coordinator/Recruiting

This unit contains a first lieutenant, who helps with federal grants and oversees the media position, and a trooper first class, who helps in recruiting by visiting high schools and colleges.

Terrorism Response

This is a new development for the Executive Services Division. The section initiated several statewide programs that have recently been transferred to BCI. Among them were West Virginia Watch Coordinator, whereby citizens report suspicious situations that may be related to terrorism, and Safe Schools, a program through which the WVSP works with schools by providing instructions on dealing with lockdowns. WVSP also meets with citizen groups.

Executive Services still oversees the Highway Watch program, which is a new federal program in which truck drivers report suspicious activity. The Executive Services Division was also instrumental in helping the WVSP obtain a \$100,000 grant to combat terrorism. The grant will be used to purchase secure communications equipment and other equipment.

8. Field Operations

The Field Operations Division is managed by its chief, who has the position of major. The major is assisted by one staff lieutenant. The division's operations include six troop commands with crime scene response teams, parkways enforcement, criminal investigations, special operations, executive protection, and the training academy. Each is reviewed below, except for the training academy, which is discussed later in a separate section of the report.

Troop 1

Troop 1, located in Shinnston, consists of 81 sworn officers and 43 civilians. Two years ago, Troop 1 had 92 sworn officers. The troop is subdivided into 12 detachments serving 12 counties. The total population for all 12 counties is 428,287, which accounts for about 24 percent of the state's total population. The troop command encompasses 3,422 square miles, about 14 percent of the state's total.

The breakdown of the sworn staffing in Troop 1 is shown below:

- 1 captain
- 3 first lieutenants
- 4 first sergeants
- 18 sergeants
- 55 troopers first class, senior troopers, and troopers

The troop headquarters includes the captain, an executive officer (first lieutenant), a logistics officer (first lieutenant) who handles supplies and equipment for all detachments, an internal affairs inspector (first lieutenant), and a cold case investigator (sergeant) who follows up on unsolved homicides in the 12 counties.

The troop is divided into four districts, which include three counties each. Each district is managed by a first sergeant. All detachments include at least one supervisory sergeant (detachment commander). The larger detachments (Bridgeport and Morgantown) also include assistant shift supervisory sergeants.

The troop commander attempts to schedule so that a supervisor is available on the day and evening shifts in each district. Under WVSP policy, a trooper must contact a supervisor before initiating a vehicle pursuit or immediately after using any type of force on a suspect. In the smaller detachments, the sergeants are working supervisors.

Exhibit 17 shows the alignment of sworn personnel by detachment.

Exhibit 17: Troop 1 Sworn Staffing by Detachment

Detachment	Sworn Staffing
Bridgeport	1 first sergeant, 4 sergeants, 11 troopers
Grafton	1 sergeant, 1 trooper
West Union	1 sergeant, 3 troopers
Morgantown	1 first sergeant, 3 sergeants, 13 troopers
Fairmont	1 sergeant, 6 troopers
Kingwood	1 sergeant, 5 troopers
Moundsville	1 first sergeant, 1 sergeant, 4 troopers
Paden City	1 sergeant, 2 troopers
Hundred	1 sergeant, 2 troopers
Wheeling	1 first sergeant, 1 sergeant, 4 troopers
Wellsburg	1 sergeant, 2 troopers
New Cumberland	1 sergeant, 2 troopers

Source: WVSP

The troop includes three 24-hour-per-day radio dispatch stations, which are in Shinnston, Morgantown, and Moundsville. Each station includes seven telecommunicators. Most detachments are only staffed during the daytime, Monday through Friday. After hours, the detachment's phone calls are rolled over to the dispatch stations. Troopers are generally assigned to day and evening shifts. The only midnight shift in the troop region is in the Morgantown area.

The civilian staff in Troop 1 also includes an office assistant at each detachment, three building maintenance staff, three mechanics, two electricians, and a troop secretary.

Troop 1 officers are assigned to one of the most time-consuming special events handled by the WVSP—University of West Virginia football games at Morgantown. Crowd and traffic control at the seven home football games involve a total of about 60 troopers, 40 of whom come from Troop 1. These Saturday events typically involve 12-hour days for the troopers (a regular, scheduled workday plus four hours of overtime). The cost to the WVSP, which is not reimbursed by the university, totals about \$20,000 per game. Further, the troopers lose a regular day of patrol duty. Additionally, Troop 1 troopers handle security at about 15 WVU basketball games. This detail requires about six troopers per game.

On Mondays, the WVSP detachments all provide fingerprint services to the public. Anyone seeking employment can come to a detachment and have a trooper roll his or her fingerprints so that the person can have a criminal history record check. Many police agencies charge \$5 to \$10 for this service. Because the WVSP does it for free, some of the larger detachments are inundated. For example, the Morgantown detachment has to assign one trooper full-time to handle the 25-plus fingerprint requests for that day.

Troop 2

Troop 2, located in Kearneysville, consists of 62 sworn officers and 29 civilians. The troop is subdivided into six detachments serving seven counties. The total population for all seven counties is 204,287, which accounts for about 11 percent of the state's total population. The troop command encompasses 2,790 square miles, about 12 percent of the state's total.

The breakdown of the sworn staffing in Troop 2 is shown below:

- 1 captain
- 3 first lieutenants
- 2 first sergeants
- 12 sergeants
- 44 senior troopers, troopers first class, and troopers

The troop headquarters includes the captain, an executive officer (first lieutenant), a logistics officer (first lieutenant) who handles supplies and equipment for all detachments, and an internal affairs inspector (first lieutenant) who follows up on citizen complaints in all seven counties and conducts detachment inspections.

The troop is divided into two districts, which include three detachments each. Each district is managed by a first sergeant. All detachments include at least one supervisory sergeant (detachment commander). The larger detachments (Martinsburg, Charles Town, and Romney) also include assistant shift supervisory sergeants. Martinsburg has a total of five sergeants.

Exhibit 18 shows the alignment of sworn personnel by detachment.

Exhibit 18: Troop 2 Sworn Staffing by Detachment

Detachment	Sworn Staffing
Charles Town	1 first sergeant, 2 sergeants, 11 troopers
Martinsburg	5 sergeants, 16 troopers
Berkeley Springs	1 sergeant, 3 troopers
Romney	1 first sergeant, 2 sergeants, 6 troopers
Moorefield-Petersburg	1 sergeant, 2 troopers
Keyser	1 sergeant, 6 Troopers

Source: WVSP

The troop includes two radio dispatch stations, located at Charles Town and Romney. Charles Town has five telecommunicators and two vacant positions; Romney has 10 telecommunicators and two vacant positions. The Romney center is also a 911 dispatch center. Most detachments are only staffed during the daytime, Monday through Friday. After hours, the detachment's phone calls are rolled over to the dispatch stations. However, Troop 2 performs 24-hour patrol in the Martinsburg and Charles Town detachment areas (Berkeley and Jefferson counties).

The civilian staff in Troop 2 includes an office assistant at each detachment (two at Martinsburg), one building maintenance worker, two mechanics, one radio electrician, and a troop secretary.

Troop 2 also has to assign four to six officers to handle security and traffic control at University of West Virginia football games at Morgantown and at the State Fair (two officers, each for two weeks).

The troop building is about three years old and also includes the Charles Town detachment and a dispatch center. The Troop 2 area is a busy and growing part of West Virginia. The Charles Town Races and Slots, which includes slot machine gambling (over 3,500 machines), is open seven days a week and draws thousands of visitors each day. Tour buses come regularly from Maryland, Washington, DC, and Pennsylvania. Housing prices are also higher in the eastern panhandle than in the rest of the state. This places an economic strain on new troopers assigned to the area.

Troop 3

Troop 3 headquarters is located in Elkins and currently consists of 56 sworn officers and 25 civilians. Troop 3 is divided into 10 detachments serving 10 counties (Barbour, Tucker, Pendleton, Randolph, Upshur, Webster, Pocahontas, Braxton, Lewis, and Gilmer). The total population for all 10 counties is 140,371, which accounts for about 8 percent of the state's total population. The troop command encompasses 5,584 square miles, about 23 percent of the state total.

The breakdown of the authorized sworn staffing in Troop 3 is shown below:

- 1 captain
- 3 first lieutenants
- 4 first sergeants
- 13 sergeants
- 39 troopers first class, senior troopers, and troopers

The troop headquarters includes the captain, executive officer (first lieutenant), and logistics officer (first lieutenant). Troop 3 has temporarily reassigned its cold case investigator (sergeant) and community liaison coordinator (trooper first class) to field duties, due to manpower shortages. The logistics officer is responsible for maintaining physical facilities, equipment, and repair of vehicles for the troop.

Supervisory personnel in Troop 3 often perform the same duties as non-supervisory personnel. The span of control is approximately two troopers per sergeant. The troop commander noted the large number of supervisory positions, but advised that Troop 3 supervisors answer calls for service.

Troop 3 does not provide 24-hour patrol anywhere in the troop area. The latest scheduled shift ends at midnight. There is a rotating on-call schedule. A call-out procedure provides response for "night calls" between midnight and 8:00 a.m. In August 2003, Troop 3 had 112 call-outs after midnight.

The troop is divided into four districts. Each district is managed by a first sergeant, who is responsible for multiple detachments. All detachments include at least one supervisory sergeant (detachment commander). Exhibit 19 shows sworn staffing by detachment.

Exhibit 19: Troop 3 Sworn Staffing by Detachment

Detachment	Sworn Staffing
Buckhannon	2 sergeants, 6 troopers
Elkins	1 first sergeant, 3 sergeants; 8 troopers
Franklin	1 sergeant, 3 troopers
Glenville	1 first sergeant, 1 sergeant, 1 trooper
Marlinton	1 first sergeant, 1 sergeant, 3 troopers
Parsons	1 sergeant, 2 troopers
Philippi	1 first sergeant, 1 sergeant; 2 troopers
Sutton	1 sergeant, 5 troopers
Webster Springs	1 sergeant, 5 troopers
Weston	1 sergeant, 4 troopers

Source: WVSP

The civilian staff at each detachment includes one office assistant, with the exception of Elkins, which employs one full-time and one part-time office assistant. Troop 3 headquarters, which shares a building with the Elkins detachment, employs a troop clerk (secretary), two mechanics, two radio technicians and two maintenance personnel. There is no troop logistics clerk for Troop 3; the troop clerk is the only clerical staffer assigned.

Troop 3 maintains one 24-hour dispatch center located in the troop headquarters building in Elkins. There are seven telecommunicators and one telecommunications supervisor. The other detachment’s phones roll over to the dispatch center in Elkins after regular working hours and on holidays and weekends. Currently, the Elkins dispatch center dispatches only for Districts 1, 2, and 3. Calls for District 4 (Gilmer, Braxton, and Lewis counties) are dispatched through the Shinnston dispatch center in Troop 1.

Troop 3 also provides staffing for the West Virginia State Fair. Troop 3 typically provides approximately six troopers for three-day assignments for the duration of the fair. Approximately five to six troopers are also assigned to work the traffic or stadium details at the West Virginia University home football games.

Troop 4

Troop 4 headquarters is located in Institute (in Kanawha County) and currently consists of 72 sworn officers and 33 civilians. Troop 4 is divided into 10 detachments serving nine counties (Pleasants, Ritchie, Wood, Wirt, Calhoun, Clay, Roane, Jackson, and Kanawha). The total population served is 373,147, which accounts for about 21 percent of the

state's population. The troop command encompasses 3,661 square miles, which is about 15 percent of the state total.

The breakdown of the authorized sworn staffing in Troop 4 is shown below:

- 1 captain
- 3 first lieutenants
- 3 first sergeants
- 14 sergeants
- 4 corporals
- 47 troopers first class, senior troopers, and troopers

Troop 4 headquarters staffing includes the captain, executive officer (first lieutenant), logistics officer (first lieutenant), and troop inspector (first lieutenant). The cold case investigator (trooper first class) has been reassigned to field duties at the South Charleston detachment.

The logistics officer is responsible for facilities maintenance, equipment oversight, and vehicle repairs for the troop. Since the troop headquarters and repair shop are located in separate locations, the logistics officer spends a lot of time shuttling back and forth to accomplish his duties. The executive officer is primarily responsible for budgeting overtime, overseeing grant funding, scheduling training or schools, and handling any duties as assigned by the troop commander.

Troop 4 does not provide 24-hour patrol anywhere in the district. The South Charleston detachment maintained 24-hour staffing until recently, when it cut back due to personnel shortages. The South Charleston detachment provides scheduled shift coverage from 6:00 a.m. to 2:00 a.m. the next morning, leaving a four-hour period that is covered by off-duty, on-call troopers. For all other detachments in Troop 4, the latest scheduled shift begins at 8 a.m. and ends at midnight. There is a call-out procedure to provide response after scheduled hours. Typically, the last trooper on duty for the day will take call-outs until the next regularly scheduled trooper comes on duty. During August 2003, Troop 4 had 24 call-outs after midnight.

The troop is divided into three districts. Each district is managed by a first sergeant (district commander), who is responsible for staffing and supervising multiple detachments. All 10 detachments have detachment commanders who hold the rank of sergeant.

The civilian staff at each detachment includes one office assistant, except for South Charleston, which has two. The South Charleston detachment also has an assigned custodian. Troop 4 headquarters employs a troop secretary, a logistics clerk, six mechanics, and one building maintenance mechanic. The maintenance garage is located at the South Charleston detachment facility. The logistics secretary, who works out of troop headquarters, handles the submission of all invoices, tracks budget allotments for equipment and repairs, and processes paperwork. Exhibit 20 shows sworn staffing by detachment.

Exhibit 20: Troop 4 Sworn Staffing by Detachment

Detachment	Sworn Staffing
Quincy	1 sergeant, 8 troopers
South Charleston	1 first sergeant, 3 sergeants, 17 troopers
Ripley	1 sergeant, 1 corporal, 1 trooper
Spencer	1 first sergeant, 1 sergeant, 3 troopers
Clay	1 sergeant, 4 troopers
Grantsville	2 sergeants, 2 troopers
Elizabeth	1 sergeant, 1 corporal, 1 trooper
Harrisville	1 sergeant, 3 troopers
St. Marys	1 sergeant, 2 troopers
Parkersburg	1 first sergeant, 2 sergeants, 2 corporals, 6 troopers

Source: WVSP

Troop 4 maintains two 24-hour dispatch centers, located at the South Charleston detachment and the Parkersburg detachment. There are six telecommunicators and one telecommunications supervisor at South Charleston. In Parkersburg, there are five telecommunicators and one telecommunications supervisor. When troop clerks are not staffing the detachments, the phones roll over to the dispatch center in South Charleston.

Due to the location of Troop 4, manpower requirements for special events and details are quite intensive. Troop 4 provides approximately eight troopers for three-day assignments for the West Virginia State Fair (9-10 days in duration). Approximately five to six troopers are assigned to work traffic at West Virginia University home football games. Additionally, one trooper is assigned to travel with the Marshall University football team (home and away games) for the entire season. Troopers are also detailed to the Arts and Crafts Fair in Jackson County, the Sternwheel Regatta, and other events.

Troop 5

Troop 5 headquarters is located in Logan and currently consists of 76 sworn officers and 21 civilians. Troop 5 is subdivided into 10 detachments serving eight counties. The total population served is 330,869, which accounts for about 18 percent of the state's population. The troop command encompasses 3,383 square miles, which is about 14 percent of the state total.

The breakdown of the authorized sworn staffing in Troop 5 is shown below:

- 1 captain
- 2 first lieutenants
- 3 first sergeants

18 sergeants

52 troopers first class, senior troopers, and troopers

The troop headquarters includes the captain, an executive officer (first lieutenant), and an internal affairs inspector (first lieutenant). The logistics function is shared between the captain and executive officer. Troop 5 does not have mechanics; its vehicle maintenance is provided by the mechanics at headquarters.

Troop 5 provides 24-hour patrol in the Logan and Huntington detachment areas. The troop commander tries to have a supervisor on duty for each shift. The other detachments rely on a call-out system for complete coverage. Typically, the last trooper on duty for the day will take call-outs until the next regularly scheduled trooper comes on duty.

The troop is divided into three districts. Each district is managed by a first sergeant, who is responsible for multiple detachments. All detachments include at least one supervisory sergeant (detachment commander). The detachments at Logan, Huntington, Hamlin, and Wayne also have shift sergeants. The detachments at Gilbert and Teays Valley have been opened within the last two years. Exhibit 21 shows sworn staffing by detachment.

Exhibit 21: Troop 5 Sworn Staffing by Detachment

Detachment	Sworn Staffing
Logan	1 first sergeant, 4 sergeants, 11 troopers
Gilbert	1 sergeant, 1 trooper
Williamson	2 sergeants, 4 troopers
Huntington	1 first sergeant, 3 sergeants, 6 troopers
Wayne	2 sergeants, 7 troopers
Mason County	1 sergeant, 3 troopers
Hamlin	1 first sergeant, 2 sergeants, 8 troopers
Madison	1 sergeant, 5 troopers
Winfield	1 sergeant, 2 troopers
Teays Valley	1 sergeant, 5 troopers

Source: WVSP

Troop 5 maintains two dispatch centers, located in the Logan and Huntington detachments. There are four telecommunicators at the Logan center and five at the Huntington center. The other detachments roll phone calls over to one of these two sites after regular working hours and on weekends.

The civilian staff at each detachment includes one office assistant, except for the Logan detachment, which has two office assistants. The troop headquarters also employs a troop clerk.

Troop 5 has initiated a district schedule in an attempt to provide coverage over more hours. District 2 has initiated a case management program that assigns most criminal cases to two designated troopers. These trooper investigators conduct follow-up investigations on most cases, thereby freeing the other troopers to spend more time on calls for service. They have also created a zone coverage plan that allows them to have a trooper out until 4:00 a.m., eliminating most call-outs for District 2.

Troop 5 also provides manpower for Marshall University football and basketball home games and the West Virginia State Fair. Troop 5 typically provides 15 to 20 troopers for each Marshall University home football game. It also provides five troopers to work the State Fair, which lasts nine days.

Troop 6

Troop 6 headquarters is located in Beckley and currently consists of 81 sworn officers and 29 civilians. Troop 6 is divided into 13 detachments serving nine counties. The population served is 331,463, which accounts for about 18 percent of the state's total. The troop command encompasses 5,231 square miles, about 22 percent of the state's total.

The breakdown of the authorized sworn staffing in Troop 6 is shown below:

1 captain

3 first lieutenants

4 first sergeants

20 sergeants

53 troopers first class, senior troopers, and troopers

The troop headquarters includes the captain, executive officer (first lieutenant), logistics officer (first lieutenant), internal affairs inspector (first lieutenant), and logistics secretary. The logistics secretary handles most of the contracts and supplies, and the logistics officer deals mainly with the fleet. Troop 6 has also initiated a district schedule designed to provide coverage when one detachment may be short.

Troop 6 does not provide 24-hour patrol in any detachment areas. The latest scheduled shift ends at midnight. There is a call-out procedure to provide response after scheduled hours. Typically, the last trooper on duty for the day will take call-outs until the next regularly scheduled trooper comes on duty.

The troop is divided into four districts. Each district is managed by a first sergeant, who is responsible for multiple detachments. All detachments include at least one supervisory sergeant (detachment commander). The detachments at Beckley, Oak Hill, Lewisburg, Rainelle, Princeton, and Welch also have shift sergeants. Exhibit 22 shows sworn personnel staffing by detachment.

Exhibit 22: Troop 6 Sworn Staffing by Detachment

Detachment	Sworn Staffing
Beckley	1 first sergeant, 3 sergeants, 9 troopers
Jesse	1 sergeant, 1 trooper
Whitesville	1 sergeant, 2 troopers
Oak Hill	1 first sergeant, 2 sergeants, 7 troopers
Gauley Bridge	1 sergeant, 2 troopers
Summersville	1 sergeant, 3 troopers
Richwood	1 sergeant, 2 troopers
Lewisburg	1 first sergeant, 2 sergeants, 5 troopers
Hinton	1 sergeant, 3 troopers
Rainelle	1 sergeant, 1 trooper
Union	1 sergeant, 2 troopers
Princeton	1 first sergeant, 3 sergeants, 9 troopers
Welch	2 sergeants, 7 troopers

Source: WVSP

Troop 6 maintains one 24-hour dispatch center in the troop headquarters building in Beckley. There are seven telecommunicators. The other detachment phones roll over to the Beckley dispatch center after regular working hours and on weekends, except for the Welch detachment. The phones at the Welch detachment roll over to the county 911 dispatch center after hours and on weekends.

The civilian staff at each detachment includes one office assistant, except for Beckley and Princeton, which have two assistants each. The Princeton detachment also has an assigned custodian. The troop headquarters employs a troop clerk, accounting assistant, two mechanics, two radio technicians, and a custodian.

Troop 6 also provides about 18 troopers for the West Virginia State Fair.

Crime Scene Response Teams

Each troop also has four troopers assigned to a crime scene response team. These troopers normally handle citizen calls for service and patrol, but they also respond to crime scenes when needed. This team responds to the scene of homicides and other serious violent crimes to process the scenes and collect evidence. The troopers are trained and have vans with specialized crime scene equipment. This is a valuable support service to local sheriffs and municipal police, who frequently lack the staff or equipment to process the crime scene evidence appropriately. It makes sense for the state police to collect and process the evidence since it will be transported to the state police crime lab for analysis. The WVSP evidence processing teams are also in the best position to develop a day-to-day teamwork relationship with the crime lab analysts and learn tips to improve crime scene processing.

Crime scene processing in homicides requires significant training and expertise in today's science of DNA evidence. The process is also much more time-consuming than in the past. Since solving homicides should be one of the highest priorities for all law enforcement

agencies in the state, the legislature should mandate that the WVSP crime lab establish certification standards (including regular re-certification) and training for police personnel (or qualified civilian employees) in the state to process homicide (and death) crime scenes.

The WVSP crime scene evidence teams should be relied on and used more frequently by county and municipal law enforcement. The state police would handle the scene, while the local police or sheriff's deputies would still be responsible for the ongoing investigations. There may be a concern about the state police "taking over the case," but that would not happen. The state police role would be confined to processing the crime scene, collecting evidence, and analyzing the evidence. Most experienced sheriffs and police chiefs would actually find this to be quite helpful. From the Los Angeles O. J. Simpson case, law enforcement has learned the value of credible and experienced crime scene evidence collection.

A recent review of crime scene calls in the troops finds that the service is not being used by local law enforcement nearly as much as it should be. Crime scene processing statistics for January through May 2003 show the following:

- Troop 1: Three homicides, one attempted murder, one shooting
- Troop 2: Four homicides and one attempted murder
- Troop 3: Four attempted murders, two homicides/suicides, and one triple homicide/suicide
- Troop 4: Two homicides, two shootings, one burglary
- Troop 5: Two sex assaults and one malicious wounding
- Troop 6: Two homicides

Patrol Workload

The chief of Field Operations began requiring troop commanders to record some limited information on citizen calls for service in August 2002. The study team analyzed the data. One finding is that there is an imbalance in troop and detachment workload based on citizen calls for service. The call workload per trooper, using troop-wide averages, ranges from a high of 43 calls per trooper per month (Troop 6) to a low of 26 calls per trooper per month (Troop 1).

Exhibit 23 shows the average number of calls handled per month per trooper for January-April 2003, by troop, as well as the total number of sworn and number of non-supervisors (troopers) per troop. It also shows the call averages per trooper for the busiest detachments in each troop.

What the data show is that in the most populated areas, e.g., Morgantown, Charles Town, Elkins, Logan, etc., the troopers are very busy responding to citizen calls for service, with little time for other activities, such as follow-up investigations, community policing/crime prevention, backing up other officers for safety, and more. Seven of the most populated jurisdictions (Beckley, Charles Town, Elkins, Logan, Martinsburg, Morgantown, and South Charleston) are responsible for nearly 35 percent of all citizen calls for state police service.

Troopers are trained to conduct follow-up investigations of crimes, such as sex assault or burglary. In reality, the average trooper in the populated areas does not have time to spend on follow-up activities (e.g., interviewing people who may be able to provide information, such as people who were in the vicinity of the crime, people who knew the victim or suspect, etc.) because he or she is too busy responding to immediate citizen calls for service. As one troop commander stated, “We are reporting crime, not investigating or solving it.”

Exhibit 23: WVSP Calls for Service (CFS) in Busiest Detachments, Jan.-Apr. 2003

Troop	Total Sworn	Number of Non-supervisory Sworn	Average CFS per Month per Trooper
Troop 1	81	55	26
Bridgeport	16	11	21
Morgantown	17	13	42
Troop 2	62	44	38
Martinsburg	21	16	43
Charles Town	14	11	45
Troop 3	56	39	30
Elkins	12	8	45
Troop 4	72	47	29
S. Charleston	21	17	29
Parkersburg	11	8	28
Troop 5	76	52	38
Logan	16	11	67
Huntington	10	6	26
Troop 6	81	53	43
Beckley	13	9	39
Princeton	13	9	33
Oak Hill	10	7	24

Source: WVSP

The same imbalance holds true for detachments within troops. For example, in Troop 1, drawing a sample of calls for service from August 2002 through March 2003, troopers handled an average of 1,160 calls per month. This averages about 26 calls per trooper per month. However, the call workload is not divided equally. The detachment call workload per trooper per month ranges from a low of eight a month (Moundsville) to a high of 42 per month (Morgantown).

Thus, in the less populated and more rural areas, troopers handle fewer citizen calls on average and have more time for follow-up investigations and community policing/crime prevention.

Calls for Service by Type

Exhibit 24 shows the types of calls that troopers responded to during August-December 2002 compared to January-April 2003. The types of calls that consume the majority of troopers' time involve property crimes (larceny, burglary, property destruction), traffic accidents, and minor incidents (false alarms, public drunkenness, order maintenance, etc.). The most serious type of crime that the state police handle the most is domestic violence.

Exhibit 24: Calls for Service, by Type, in August-December 2002 and January-April 2003 (All Troops)

Type of Call	Total Calls Aug-Dec 2002	Percentage of Total	Total Calls Jan-Apr 2003	Percentage of Total
Larceny	3,391	8.2%	2,661	8.2%
Burglary	1,744	4.2%	1,227	3.8%
Domestic violence	3,830	9.3%	2,793	8.6%
Sexual assault	436	1.1%	408	1.3%
Property destruction	1,769	4.3%	1,174	3.6%
Gun-related calls	760	1.8%	433	1.3%
Traffic accidents	4,483	10.8%	4,456	13.7%
Signal 9/Signal 10	767	1.9%	657	2.0%
Battery	417	1.0%	423	1.3%
Other—minor incidents	23,721	57.4%	18,205	56.1%

Source: WVSP

Patrol workload indicators show a reduction in hours and activities from 2002 to 2003. Part of this drop is due to the sworn vacancies experienced by the state police in 2003. The data in Exhibit 25 come from an analysis of the individual monthly activity reports (WVSP Form #64A). This information is entered into a database at state police headquarters.

Exhibit 25: Workload Indicators for Troops 1-6 Only (not counting special Interstate patrols)

Activity Type	2001	2002	Percentage Change
Felony arrests	8,685	7,621	-12.3%
Misdemeanor arrests	20,378	15,809	-22.4%
Hazardous vehicle traffic citations	44,391	32,778	-26.2%
DUI arrests	2,262	1,680	-25.7%
Patrol hours	111,137	101,371	-8.8%
Traffic hours	54,103	48,925	-9.6%
Investigation hours	371,000	311,183	-16.1%
Criminal court hours	26,629	22,035	-17.3%
Traffic court hours	4,582	3,141	-31.5%
Special event hours	50,916	47,622	-6.5%
Other admin. hours	74,075	52,785	-28.7%

Source: WVSP

Alarm calls, most of which are false alarms (triggered by human error or faulty equipment), account for a significant amount of the state police call load. However, unlike county law enforcement agencies, the WVSP does not have the authority to register alarm users and fine them for repeated false alarms.

The state police troops also spend a lot of time on administrative matters. The recording and processing of crime and accident reports is a time-consuming activity. Troopers complete the basic incident and accident reports by hand. The office assistants then type the reports. If the incident report requires a narrative, most troopers type it themselves on a computer using word processing software. The office assistants also enter key data from the reports into the automated Criminal Records Information System (CRIS).

Special Events

The state police troopers also spend time providing security at over 30 special events per year with minimal or no reimbursement. Some of the major special events include the West Virginia University home football and basketball games, Bridge Day in Fayette County, Forest Festival in Randolph County, Strawberry Festival in Upshur County, and State Fair in Greenbrier County. These annual security services involve thousands of trooper hours estimated at over \$400,000-\$500,000 in unreimbursed labor costs (equipment costs would add another \$100,000 plus).

Trooper Overtime

Trooper overtime costs have remained steady, as Exhibit 26 shows, for many years. In fact, the allotment of trooper overtime is based on a 20-year old formula. The formula is \$218 per trooper per pay period (there are thirteen 28-day pay periods), or \$2,834 per year. This formula should be raised to allow more overtime pay to encourage troopers to spend more time conducting follow-up investigations to solve more crimes.

Exhibit 26: Troops 1-6 Overtime, FY 1999-FY 2002

Troop	FY 1999	FY 2000	FY 2001	FY 2002
1	\$236,561	\$236,023	\$240,523	\$228,729
2	\$172,355	\$218,186	\$181,804	\$181,154
3	\$162,095	\$167,554	\$178,855	\$174,722
4	\$203,477	\$214,952	\$221,328	\$208,145
5	\$188,474	\$198,368	\$204,446	\$202,797
6	\$245,185	\$232,203	\$246,608	\$262,829
Totals	\$1,208,147	\$1,267,286	\$1,273,564	\$1,258,376

Source: WVSP

The WVSP should examine programs that would supplement the availability of troopers. For example, the WVSP should develop a program to use citizen volunteers as a way to relieve sworn officers of workload so that officers can devote more time to field services. Volunteers can perform the following services for free: assist with traffic duties at special events, help with crime analysis, conduct checks of homes of residents away on vacation, write grant proposals, help with data entry, answer telephones, and more. The list below shows several state police organizations that successfully use citizen volunteers:

- Maryland State Police—110 volunteers worked over 25,000 hours in 2001, freeing up the work of 13 sworn officers (value of hours over \$450,000) (www.mdsp.org)
- Ohio State Highway Patrol—175 volunteers (www.state.oh.us/ohiostatepatrol/office/auxie.html)
- Virginia State Police (www.vsp.state.va.us/personnel_volunteers.htm)
- Florida Highway Patrol—400 volunteers in a program authorized by the legislature (<http://Floridastatetrooper.org>)
- www.policevolunteers.org—general information on law enforcement volunteer programs

An example closer to home is Charleston's new Community Emergency Response Team (CERT), a program that trains and uses citizen volunteers to help police, fire, and rescue operations with the aftermath of floods, fires, and other disasters. Many of the citizens

involved are also Neighborhood Assistance Officers, another volunteer group that assists police with community surveillance.⁶

Parkways Enforcement

The Parkways Enforcement Section, also known as Troop 7, is responsible for enforcing traffic and criminal laws 24 hours a day along the West Virginia Turnpike. The turnpike consists of 88 miles of highway between Charleston and Princeton. Operated by the West Virginia Parkways, Economic Development and Tourism Authority (WVPEDTA), the turnpike supports a large portion of Interstate 77 and carries Interstate 64 from Charleston to Beckley and beyond.

The Parkways Troop used to have 32 sworn positions but is now operating with 25. The current sworn staffing is shown below:

- 1 captain
- 1 first lieutenant
- 5 sergeants
- 18 troopers first class, senior troopers, and troopers
- 1 receptionist

The captain divides the turnpike into three patrol districts: North, Middle, and South. Each area has roughly one-third of the roadways to cover (about 30 miles each). The WVPEDTA pays for all the WVSP's costs of operating the troop (salaries, cars and other equipment, training, etc.).

The Parkways Troop operates as a self-sufficient unit. Its troopers enforce traffic laws and make traffic stops for violations (speed, hazardous driving, drunk driving, etc.), inspect commercial vehicles, investigate accidents (including fatal accidents), assist motorists in need, investigate crimes committed on turnpike property (e.g., thefts from cars at rest stops or thefts at toll booths), and more. For example, from July through September 2002, troop officers arrested 17 illegal immigrants being transported from Mexico; arrested someone committing an armed robbery; apprehended four fugitives fleeing from other states; arrested three kidnappers; recovered six stolen vehicles; and recovered a stolen truck that was transporting \$1 million worth of cigarettes.

Three members of the troop have been trained and certified to perform as Public Service Commission officers enforcing commercial motor vehicle laws. The troop has one canine officer assigned with a drug-sniffing dog.

Exhibit 27 shows workload indicators for the Parkway Troop for 2001 and 2002. The yearly totals show a consistent pattern.

⁶ See "Everyday Heroes," *Charleston Daily Mail*, September 17, 2003.

Exhibit 27: Workload Indicators for Parkway Troop, 2001 and 2002

Year	HMVs*	Other citations	Warnings	DUI Arrests	Motorist Assists	Arrests	Commercial Citations	Total Contacts
2001	16,274	2,244	5,755	124	3,391	331	1,324	28,119
2002	15,159	3,999	4,347	127	3,406	616	1,664	27,654

Source: WVSP

*Hazardous moving violations

A special analysis conducted by the captain shows a consistency in activity and workload over the last five years by the Parkway Troop. Exhibit 28 compares trooper activity from the third quarter (July-September) of the past five full years (1998-2002).

Exhibit 28: Activity Trends for Parkway Troop—Comparing Third Quarter Data (July-September) for 1998-2002

Year	HMVs*	Other Citations	Warnings	Crash Investigations	DUI Arrests	Motorist Assists	Criminal Investigations	Arrests
1998	4,756	488	12,466**	153	33	2,061	56	221
1999	4,135	263	537	193	28	1,577	34	138
2000	5,175	409	837	210	34	660	64	119
2001	3,477	539	2,505	199	37	949	89	307
2002	4,365	840	1,852	189	32	981	95	274

Source: WVSP

*Hazardous moving violations

**High volume due to special summer interdiction program

Bureau of Criminal Investigation

The Bureau of Criminal Investigation (BCI) reports to the chief of Field Operations. In the recent state police reorganization, BCI also became known as Troop 8. BCI was formally organized in 1992. Before that time, investigators were assigned to each troop.

BCI consists of 55 sworn officers and 13 civilian personnel. The breakdown by sworn officers shows the following:

- 1 captain (commander of BCI)
- 3 first lieutenants (logistics, intelligence, executive officer)
- 27 sergeants (combined first sergeant and sergeant)
- 1 corporal
- 23 troopers (combined first class and senior)

The 13 civilians include the following positions:

- 7 office assistants

- 3 data analysts
- 1 secretary
- 1 administrative services manager
- 1 custodian

BCI investigators focus primarily on drug-related and organized crimes. They also handle public corruption and a variety of fraud investigations. While the BCI investigators also become involved in investigating violent crime, they do not, as a routine, follow up on all reported violent crime (or major property crime) at the troop or detachment level. BCI internal reports show that about 70 percent of all investigations involve drug-related cases.

BCI also includes seven sworn members in a polygraph unit (one first sergeant, four sergeants, two troopers first class). This unit assists with training statewide and, on request, conducts examinations of criminal suspects, witnesses, and others. In FY 2002, the officers completed 620 polygraph examinations on criminal cases for over 317 law enforcement agencies. In the first six months of 2003, the officers have completed 227 examinations. Approximately 45 percent of the polygraph unit's work is performed for other local law enforcement agencies in the state.

Under state law, a polygraph examiner needs a four-year college degree to be licensed to conduct applicant background examinations. Only one first sergeant in the WVSP meets this requirement, so that sergeant conducts all applicant examinations. Two other sergeants were licensed to conduct such examinations, but both were recently promoted to lieutenant. From January to June 2003, the unit (promoted officers were reassigned temporarily to assist) conducted 127 polygraph examinations on state police applicants.

Other specialized operations in BCI include the following:

- Appalachia High Intensity Drug Trafficking Area (HIDTA) project: federally-funded, multi-agency task force targeting drug manufacturing and trafficking
- West Virginia Intelligence Exchange (WVIX): pointer index system for criminal intelligence information statewide
- West Virginia Missing Children Clearinghouse: central repository for information on missing persons and missing children
- Marijuana Eradication Program: in conjunction with DEA and state National Guard, eradicated 522 outdoor grow sites (over 33,000 plants) in FY 2002

Much of the specialized equipment, cars, and overtime funding comes from federal funds and asset forfeiture funding.

A breakdown of investigators assigned to the various troops is shown below.

- Troop 1—Fairmont: 2 sergeants, 1 corporal, 3 troopers, 1 office assistant
- Troop 1—Wheeling: 1 sergeant
- Troop 2—Martinsburg: 2 sergeants, 2 troopers, 1 office assistant

- Troop 2—Ft. Ashby: 1 trooper
- Troop 2—Petersburg: 1 sergeant
- Troop 3—Buckhannon: 2 sergeants, 2 troopers
- Troop 4—South Charleston: 2 sergeants, 6 troopers, 1 office assistant
- Troop 4—Parkersburg: 1 trooper
- Troop 5—Logan: 2 sergeants, 1 trooper
- Troop 5—Huntington: 1 sergeant, 3 troopers, 1 data analyst, 1 office assistant
- Troop 6—Beckley: 2 sergeants, 2 troopers, 1 office assistant
- Troop 6—Bluefield: 1 sergeant, 1 office assistant
- Troop 6—Lewisburg: 1 sergeant

BCI operates extensively in 12 task forces throughout the state. These task forces operate in 32 counties, comprising 77 percent of the state's population (according to the *Narcotics Arrest Survey, 2000-2001*, WV Criminal Justice Statistical Analysis Center, May 2002). In 2000 and 2001, the task forces made 1,720 drug-related arrests. The largest number of arrests (nearly 15 percent of the total) occurred in Kanawha County. The 12 task forces and the main offices include the following:

- Hancock-Brooke Drug Task Force (New Cumberland)
- Mon Valley Drug Task Force (Morgantown)
- Huntington Drug and Violent Crime Task Force (Charleston)
- Eastern Panhandle Drug and Violent Crime Task Force (Martinsburg)
- Ohio Valley Drug and Violent Crime Task Force (Wheeling)
- Southern Regional Drug and Violent Crime Task Force (Bluefield)
- Putnam County Drug and Violent Crime Task Force (Winfield)
- Harrison County Drug and Violent Crime Task Force (Nutterfort)
- Central West Virginia Drug Task Force (Summersville)
- Metro Drug Enforcement Network Team (Charleston)
- U.S. 119 Task Force (Logan)
- Parkersburg Multijurisdictional Drug Task Force (Parkersburg)

During 1998, a total of 4,263 arrests were made statewide for drug law violations (70 percent involved marijuana possession). Illegal drug activity in West Virginia may expand in the future, especially in terms of methamphetamine production. U.S. Drug Enforcement Ad-

ministration agents assigned to West Virginia note that 13 meth labs were investigated in 2001; that number increased to 58 labs in 2002.⁷

Workload statistics for the BCI are not uniformly collected. BCI had to make special requests from field supervisors to collect case information for this report. The case statistics reported are as follows:

- Troop 1: **2001**—39 cases opened, 72 cases closed, 39 arrests; **2002**—33 cases opened, 40 cases closed, 36 arrests
- Troop 2: **2001**—51 cases opened, 211 arrests, 1,049 criminal investigative reports, 134 drug purchases, nine drug seizures; **2002**—30 cases opened, 221 arrests, 828 criminal investigative reports, 92 drug purchases, 14 drug seizures
- Troop 3: **2001**—23 cases opened and all closed; **2002**—18 cases opened, 15 closed
- Troop 4: **2001**—120 cases opened, 110 cases closed, 80 arrests; **2002**—186 cases opened, 162 cases closed, 132 arrests
- Troop 5: **2001**—93 cases opened, 84 cases closed, 116 arrests; **2002**—144 cases opened, 132 cases closed, 87 arrests
- Troop 6: **2001**—293 cases opened, 243 cases closed, 108 arrests; **2002**—379 cases opened, 276 cases closed, 157 arrests

In addition, the study team has attached as an appendix to this report case-related anecdotes and stories for each BCI troop detail. These reports are based on accounts in the WVSP FY 2001-2002 Annual Report.

Some recommendations to improve BCI are as follows:

- The Bureau of Criminal Investigation's role and activities should be expanded in intelligence information collection, analyses, and dissemination especially involving suspected terrorism. BCI needs to develop an automated intelligence records system that can be searched and used for analysis. This would be a full-text system, more robust than the current WVIX. BCI should have several full-time intelligence officers and a senior, experienced civilian analyst who meet the standards set by the International Association of Law Enforcement Intelligence Analysts and the Law Enforcement Intelligence Unit. Each troop command should also contain one intelligence specialist who interviews suspects, gains information from informants, talks with other law enforcement agencies, and prepares intelligence reports.
- BCI needs to develop a more uniform, consistent, and automated system for collecting and presenting investigators' workload. Such data are needed on a regular basis to allocate and manage investigative assignments and develop better accountability of BCI resources.

⁷ See article in *Charleston Daily Mail*, February 28, 2003.

Special Operations

The Special Operations Division (SOD) reports to the chief of Field Operations. The division consists of the Aviation Section, Canine Unit, Explosive Response Team, and Special Response Team. In total, the division has 24 sworn staff and one civilian. The ranks in the division include the following:

- 1 captain—division head
- 1 first lieutenant—in charge of the canine unit
- 5 sergeants
- 17 troopers (senior, first class, and trooper)

Aviation Section

This section includes three sworn officer-pilots and one mechanic. The section flies two military surplus OH-6 helicopters. The helicopters were manufactured in the 1960s.

The section provides flight observation services to WVSP field operations and to all other law enforcement agencies in the state. Such flight surveillance is used in searches for fugitives, suspects, and missing persons; traffic control; and assistance in natural disasters. The helicopters are also used to support marijuana eradication efforts.

The older aircraft are limited. They cannot fly in inclement or hot weather and can only carry two people.

In 2002, the helicopters were in service a total of 504.5 hours and were involved in 235 missions. Nearly one-fourth of the assignments provided support to other law enforcement agencies throughout the state (at no cost to them). The section estimates that in 2002, it cost about \$208 per hour to operate the helicopters.

Given the age of the helicopters, the WVSP should consider upgrading to a larger and more modern aircraft. With the current potential for terrorism and the frequency of natural disasters in West Virginia, a more reliable aircraft that can carry multiple officers (e.g., a SWAT team) and passengers seems reasonable. Many other nearby state police organizations, such as those in Virginia and Maryland, have multiple helicopters.⁸

Canine Unit

The Canine Unit consists of a first lieutenant in charge, two supervisory sergeants (the unit is divided into north and south), and 10 handler–dog teams. The dogs basically live with the handlers.

The unit has two dogs trained for bomb detection and one dog trained for narcotics detection. The other dogs are used for tracking suspects or missing persons and for apprehending dangerous or fleeing suspects. The canine teams are assigned to work traffic and to support other field troopers (e.g., by providing backup at calls for service) until they are called to provide canine services.

⁸ Maryland State Police has 13 helicopters and 49 pilots; Virginia State Police has six helicopters and 24 pilots; Kentucky State Police has three helicopters and three pilots.

In 2002, the unit responded to 1,728 calls for service. Nearly one-third of the calls were to support other local law enforcement agencies.

Explosive Response Team

The Explosive Response Team (ERT) includes a supervisory sergeant and five sworn officer bomb technicians (senior troopers). The bomb technicians are located throughout the state (in Princeton, Oak Hill, Parsons, and Moundsville). The main responsibility is to defuse or neutralize explosive devices. Bomb technicians are called to the scene of suspected bombs (often suspicious devices or packages) to investigate, neutralize, and remove the threat of explosion.

While the WVSP has had trained bomb technicians since the 1980s, the ERT was only created in March 2002. All members have received training at the Redstone Arsenal explosives training center in Alabama. Members are also certified as hazardous materials specialists and can respond to chemical spills and other hazardous situations, such as clandestine labs. As noted earlier, DEA expects to see an increase in meth labs in West Virginia. The ERT also provides training in responding to hazardous materials to other law enforcement agencies in the state. In 2002, the ERT delivered 115 classes of instruction.

In 2002, the ERT responded to 87 dangerous situations. The team reports that about 40 percent of all call-outs were to assist other law enforcement agencies.

While the number of staff in the ERT seems minimally adequate to cover the entire state, there is some degree of redundancy in that the state Fire Marshal's Office also has an explosives detection unit. Both the WVSP and Fire Marshal's Office are in the state Public Safety Department. The agencies should coordinate their efforts and decide on priorities for each agency. The agencies should also conduct joint training exercises and share equipment.

Special Response Team

The Special Response Team (SRT) responds statewide to emergencies involving barricaded suspects, hostage situations, execution of high-security search warrants, and other dangerous situations. The SRT includes 30 entry officers and 24 snipers (and sniper observers). Membership in the SRT is a collateral duty, as all SRT members are primarily full-time field officers.

The SRT is divided into four teams throughout the state. Each team covers a specific geographic area. The SRT members conduct training sessions two days a month.

In 2002, the SRT responded to 22 requests for services, 40 percent of which were for law enforcement agencies other than the WVSP.

Executive Protection

The Executive Protection Unit, which consists of 11 sworn personnel, reports directly to the chief of field operations. The unit includes the following ranks:

- 1 first lieutenant (director)
- 1 first sergeant
- 7 sergeants

2 senior troopers

The main responsibility of this unit is to provide security to the governor and his family 24 hours a day, seven days a week. The responsibility includes providing security at the governor's mansion. At all times, at least one sworn member is stationed at the mansion, at the governor's office at the Capitol, and with the governor while he is on travel.

The members of this unit are carefully selected. A trooper must have a minimum of five years' experience with the WVSP to apply. Newly assigned troopers are provided with executive protection training. The WVSP has sent many members to the U.S. Secret Service's executive protection schools.

The Executive Protection Unit is very stable. The director and assistant director have managed the unit for 23 and 20 years, respectively. Five other members have been with the unit for more than 14 years. The other four members have been with the unit for more than five years each.

In most states, it is common for the state police to provide security for the governor. The duty must be performed by experienced sworn officers. We would not want to have private security guarding the highest-ranking elected official in the state, and the appearance of contractors so close to the governor would be inappropriate. Since the governor travels regularly throughout the state, it makes sense that a state law enforcement agency, with experience and authority throughout the state, would manage the assignment. The WVSP's Executive Protection Unit also receives much help from other troopers throughout the state, who sometimes pick the governor up when he makes short flights to other cities and escort him to local events. Currently, the state police are better qualified, trained, and equipped than any other state law enforcement agency to handle the responsibility of protecting the governor.

The number of officers assigned to the detail (11) seems only minimally adequate, given that the responsibility is not just for the governor but for his family, 24 hours a day, seven days a week.

9. Regional Distribution of Resources

The study team was able to conduct some analysis of the regional distribution of WVSP resources among the troop commands. However, the state police need to collect more data to enable more quantitative analysis of resource distribution. This is discussed below.

Exhibit 29 shows a comparison of the troop commands by population, land area, percent of sworn officers assigned to each troop, and the average number of citizen calls for service handled by each non-supervisory trooper in each troop. A review of the comparisons shows that, on the whole, the distribution of sworn resources matches the amount of population and land area.

Exhibit 29: Comparison of Troops by Population, Land Area, Sworn Officers, and Calls for Service

Troop	Population Percentage of Total	Land Area Percentage of Total	Sworn Officers Percentage of Total	Calls for Service Average per Trooper/Month
1	24%	14%	19%	26 CFS/Mo
2	11%	12%	14%	38 CFS/Mo
3	8%	23%	13%	30 CFS/Mo
4	21%	15%	17%	29 CFS/Mo
5	18%	14%	18%	38 CFS/Mo
6	18%	22%	19%	43 CFS/Mo

Source: WVSP

The WVSP should develop a systematic, workload-driven formula and standards for allocating patrol personnel resources to the troop commands throughout the state. The formula and standards should be based on the following factors:

- **Workload:** calls for service, traffic accidents, and other work. The WVSP should analyze when (time of day, day of week) and where calls occur, types of calls by severity, time it takes to service the calls, and more.
- **Response time:** the amount of time it takes for the police to respond to the scene is important to citizen safety and satisfaction with police service.
- **Backup availability:** the availability of other state police units is important for officer safety. Officers should not respond to certain types of calls, such as domestic violence, without another officer present. In some situations, depending on the strength of the partnerships with local law enforcement, the state police might be able to rely on deputy sheriffs for backup.
- **Administrative time:** amount of time spent on going to court, training, and other administrative activities that do not involve delivering services.

- Community policing/preventive patrol: amount of time spent meeting and talking with community members, observing conditions in neighborhoods; etc.

When the above time spent by officers is accurately calculated, the state police can determine the number of officers needed per assignment (detachment, shift, etc.). For example, an officer has an available time factor of approximately 1,680 hours per year. If the workload, response time, need for backup time, administrative time, and community policing/preventive patrol time on all shifts comes to 9,000 hours a year for a given detachment assignment, then at least five officers are needed to fill that assignment.

The time spent by officers can be calculated with accurate and comprehensive record-keeping. At present, the WVSP does not have enough data on all those factors to conduct detailed analysis and make decisions on appropriate staffing allocations. Once the information is known, the WVSP will have an analytical basis for making resource allocation decisions. Without such detailed information, it is impossible to say that there should be three troopers at one detachment area but only two or one at another.

In fact, the entire process of allocating resources by detachment should change. The current arrangement of detachments was developed over 40 years ago under the following circumstances:

- For political reasons, the WVSP wanted at least one detachment in each county.
- At the time, there were no Interstate highways to travel quickly from place to place.
- Troopers used detachments for living quarters.
- Detachments were used for driver's license testing.

None of these reasons exist today, except possibly the first one. Currently, most troopers indicate that they use detachments for two reasons: (1) to write reports and (2) to interview suspects. Once an automated wireless reporting system is implemented, troopers can file reports on laptops anywhere in the state. As well, suspects can be interviewed in many other places.

The upkeep, maintenance, repair, and new construction of detachments is very expensive. Detachment maintenance costs total about \$125,000-\$150,000 per year. The gas and electric costs total about \$100,000-\$150,000 per year.

Troopers also spend on-duty time maintaining the detachments. During August 2003, the Legislative Auditor's Office surveyed 34 WVSP detachments to determine trooper workload spent on maintenance activities. Twelve of the detachments indicated that troopers spent no time on maintenance. However, the other 22 detachments indicated that troopers spent an average of 5.5 hours per week on maintenance duties, such as cutting the grass, removing trash, removing snow, cleaning, raking leaves, and more. Thus, trooper maintenance labor at those detachments may cost \$350,000-\$400,000 a year in salaries.

In addition, each of the 62 detachments is staffed full-time by an office assistant. The annual cost of those positions, including benefits, is about \$25,000 each per year, or over \$1.5 million per year. Nearly half the detachments (28) serve as the office for four troopers or less.

The construction costs are much more excessive. The state's accounting system does not accurately separate facility repairs from other types of repairs (e.g., a new air conditioner may be classified as equipment, not facility repair). Thus, the figures are based on the WVSP's best available data but may actually be low. Exhibit 30 shows that over the past five years, the state police have spent an average of nearly \$1.5 million per year on detachment construction costs.

Exhibit 30: Recent Detachment Construction Costs

FY 1999	\$769,626
FY 2000	\$2,383,405
FY 2001	\$1,774,188
FY 2002	\$1,300,751
FY 2003	\$875,246

Source: WVSP

In January 1999, McKinley & Associates, a professional architectural firm from Wheeling, studied all the WVSP facilities. It observed that many of the detachments were “in disrepair” and “no longer suitable to serve the public.” The firm stated that nearly half of the detachments needed to be replaced with new construction because many of them were old, outdated, small, energy inefficient, not ADA compliant, among other problems. The cost for the new construction of outdated detachments was estimated at more than \$22 million. In response, the legislature developed a “Barracks Maintenance and Construction” program with authorized funding in the amount of \$2 million per year.

A comparison of other state police agencies shows that some neighboring states, like Kentucky and Maryland, have reduced the number of detachments (or barracks). Some other states, like Ohio or Pennsylvania, have maintained a higher number of barracks, but the population in those states is much greater than that of West Virginia. For example, Pennsylvania has one barracks for every 138,596 residents, while West Virginia has one detachment for every 29,062 residents.

Exhibit 31: State Police Outposts (Barracks or Detachments) in Various States

State	Population	Outposts	Residents per Outpost	Counties
Delaware	807,384	8	100,923	3
Kentucky	4,092,891	16	255,805	120
Maryland	5,458,137	24	227,422	24
North Carolina	8,320,146	55	151,275	100
Ohio	11,421,267	55	207,659	88
Pennsylvania	12,335,091	89	138,596	67
Vermont	616,592	12	51,382	14
Virginia	7,293,542	48	151,949	135*
West Virginia	1,801,873	62	29,062	55

Source: 2003 Survey of Selected State Police *Includes 95 counties and 40 independent cities

By reducing the number of detachments, the state will save on construction and maintenance costs, utility costs, and secretarial salary expenses. The study team recommends that the state begin by reducing the number of detachments from 62 to 30. This will save over \$2 million per year in salaries, construction, and maintenance costs. The long-range plan should be to close all the detachments and just use the seven Troop headquarters for field trooper offices. This would save over \$4-\$5 million per year.

When the WVSP has a state-of-the-art, automated, wireless field reporting and communication system (which should be in two to three years), troopers will have their “office” in their police vehicle. They will no longer need the detachment as a place to write reports or communicate with headquarters. The detachments will become a thing of the past.

10. Distribution of Staff to Management Positions

In this task, the study team examined the distribution of staff to management positions in the sworn ranks of the West Virginia State Police. While there are no accepted guidelines for the ratio of police supervisors to subordinates, it is clear that having too many supervisors in relation to subordinates costs additional money. Salaries for managers and supervisors are greater than for subordinates. An organization where supervisors oversee 10 subordinates saves money compared to an organization where supervisors oversee seven subordinates. The latter organization will need more supervisors.

As Exhibit 32 shows, the WVSP's percentages of upper management (captain and above) and mid-level management (lieutenant) ranks are similar to the figures in other states. However, the supervisory ranks in the WVSP are somewhat higher compared to the other states.

Exhibit 32: Comparison of Line to Management and Supervision Positions in Selected State Police Agencies

State	Total Sworn	#/Percent Upper Mgmt.	#/Percent Mid-Mgmt.	#/Percent Sup'v.
Delaware	614	24/3.9%	36/5.9%	90/14.6%
Kentucky	947	41/4.3%	49/5.2%	119/12.6%
Maryland	1,554	45/2.9%	71/4.6%	406/26.1%
North Carolina	1,809	25/1.4%	31/1.7%	242/13.4%
Ohio	1,512	32/2.1%	116/7.7%	287/19.0%
Pennsylvania	4,275	63/1.5%	125/2.9%	225/5.3%
Vermont	325	11/3.4%	26/8.0%	95/29.2%
West Virginia	606	18/3.0%	29/4.8%	186/30.1%

Source: 2003 Survey of Selected State Police Upper Mgmt=Capt. and above; Mid-mgmt=Lt.

The reason for this is that the WVSP has a number of sergeant positions that are not really supervisors, e.g., executive protection (8), polygraph (6), training academy (5), senior investigators in BCI (3), and headquarters (at least 9). The officers wanted to pursue specialized career paths but also wanted raises in salaries. Thus, they were elevated in rank to sergeant to provide them with a pay raise, but they are not really supervisors. If we used the number of true WVSP field supervisors, deducting the number of sergeant specialists, the percentage of supervisors would change from 30.1 percent to 25.6 percent.

The WVSP should consider a new rank that exceeds the corporal rank in pay but is not a supervisor rank, like sergeant. The new position might be titled something like "master corporal" or "senior corporal."

At the troop level in the field, the WVSP has a high number of supervisory sergeants in relation to line officers. The high number of detachments (62) requires a high number of

supervisors in the field to oversee the detachments, as the WVSP has a policy of assigning at least one sergeant to each detachment. In reducing the number of detachments, the number of supervisors needed would also be reduced.

Some other factors related to the number of field supervisors include the following: (1) the pay differential between first sergeant, sergeant, and the non-supervisory ranks is not very significant; (2) many of the patrol sergeant positions are “working sergeants,” in that they answer calls for service, handle traffic accidents, and more; and (3) given the issues that arise in everyday policing (e.g., potential racial profiling, use of force, chasing fleeing vehicles, and more), having enough supervisors in the field is good for accountability.

11. Efficiency of Staff Allocation Between Sworn and Civilian Positions

As a percentage of total employment, the WVSP has an acceptable level of civilians as part of the organization. The 2000 Census of State and Local Law Enforcement Agencies⁹ found that, nationwide, state police agencies' staffing consisted of 35 percent civilian personnel. Currently, 37.4 percent of WVSP staff members are civilians. Exhibit 33 shows a comparison with other selected state police organizations.

Exhibit 33 : Comparison of Number of Sworn to Civilian Positions in Selected State Police Agencies

State	Sworn	Civilian	Percent Civilian
Delaware	614	230	27.2%
Kentucky	1,070	807	43.0%
Maryland	1,554	774	33.2%
North Carolina	1,809	412	18.5%
Ohio	1,512	1,153	43.3%
Pennsylvania	4,275	1,624	27.5%
Vermont	325	155	32.3%
West Virginia	606	362	37.4%

Source: 2003 Survey of Selected State Police

The other part of this task is to identify certain sworn positions in the WVSP that could be performed more cheaply by civilians. Placing sworn officers in administrative positions, such as head of records or procurement, presents pros and cons. The reasons in favor include these: (1) more sworn officers become well-rounded workers with new knowledge of administrative regulations and functions; (2) it is good for morale to provide officers with a variety of job possibilities in the organization; (3) it is good for officers' health to work a "desk job" after 15 plus years "in the field"; and (4) civilians (especially with low pay) may leave earlier than sworn officers, who tend to stay for at least 20 years. Additionally, one of the "unwritten rules" that has been part of the WVSP culture for years has been that civilians cannot supervise sworn officers (which will lead to poor morale among the sworn). This is an anachronism that must be purged from the state police. There are hundreds of examples today in the military and policing where civilians supervise sworn officers.

The reasons against having sworn officers in administrative jobs include these: (1) many of the jobs today are becoming more technical in nature, requiring recent education and industry experience, and state police officers often lack the needed education or experience; (2) many of the jobs can be performed more cheaply by civilians, and while the salaries may be similar, the civilian retirement costs are lower; (3) in some cases, officers get promoted and

⁹ Conducted by the Bureau of Justice Statistics, U.S. Department of Justice.

leave the administrative position for a new field position, although this does not occur as frequently in the WVSP as in many other large municipal police organizations.

In summary, the study team examined the positions in the WVSP to see which ones could be performed by civilians. The criterion used was whether a given position requires sworn powers for its everyday performance of functions. The decision to fill a job with a civilian or leave a sworn officer in the job is a policy decision.

The positions listed in Exhibit 34 could be performed by experienced civilian personnel.

Exhibit 34: WVSP Sworn Positions That Could Be Performed by Experienced Civilians

Position	Currently Filled by
Planning and Research Deputy	First sergeant
Crime Lab	Captain, 4 lieutenants, 4 sergeants*
Procurement	Captain, first sergeant
Development Coordinator	Lieutenant
Criminal Records	First lieutenant, sergeant
Headquarters Communications	Lieutenant, 2 sergeants, senior trooper
Traffic Records	Lieutenant, sergeant, 1 of 2 sergeants on Drunk Driving Commission
Troops 1-6	Logistics lieutenant in each troop (6)

*These sworn positions are being transitioned to civilian by attrition.

12. Efficiency of Staff Allocation Between Patrol and Non-Patrol Functions

In this task, the study team examined the efficiency of staff allocation between patrol and non-patrol functions. In other words, are there any sworn staff functions that could be changed so that sworn positions are returned to the field?

One function that the WVSP has already identified and is changing is Motor Vehicle Inspections (MVI). The WVSP reorganization proposes to reduce the number of sworn in MVI from 18 to six. The WVSP notes that the “transition period will rely upon promotion, retirement and/or voluntary reassignment of uniformed members and the subsequent assignment of civilian personnel to perform the duties of the area supervisor.” The WVSP has reorganized the MVI unit into six areas that mirror Troops 1-6. Each area includes a sworn oversight officer who supervises two or three civilian inspectors (total of 16 inspectors). This seems like a very high number of supervisors in relation to subordinates. It also seems like a high number of civilian inspector positions. If a civilian inspector can inspect at least two stations per day (in 2001, the sworn officers averaged about three station visits per day), the program should be able to operate with less than the projected numbers—the study team recommends three sworn officers and 10 civilian inspectors.

We also suggest that the position of development coordinator (lieutenant) in Executive Services be transferred to BCI to help with the intelligence function.

13. Review of Training

Structure, Facilities, and Personnel

The West Virginia State Police Academy is located in Institute in Kanawha County. The WVSP is required by statute to train all law enforcement officers in the state (Subsection 15-2-3, West Virginia Code, 2001). The main academy complex is located on approximately 26 acres and houses four classrooms, a fully-staffed cafeteria, barracks-style lodging, weight room and physical training facilities, the State Police Medical Unit, and an administration building. The facility complex is also home to the Canine Unit, Aviation Section, Troop 4 Headquarters, and an automated firing range. The complex does not have a driver's track. Driver training is conducted at the Logan County Airport, which is approximately 60 miles away. The academy can house a maximum of 216 students and provides basic police training, trooper cadet training, and in-service training year round. Classrooms are constructed to accommodate 50 students per class.

The academy staff consists of 10 sworn staff, supervised by a director of training (captain) and assistant director of training (lieutenant), and 24 civilian support staff. A training staff supervisor (lieutenant) supervises seven full-time sworn personnel, who are responsible for specialties in firearms, scenario-based training, field training, physical training, curriculum/adjunct trainer coordination, and academy staff coordination. A logistics/grant officer (lieutenant) is responsible for supervising civilian maintenance and accounting/grant personnel as well as kitchen staff.

Most of the support personnel are maintenance and cafeteria workers. Three of the support staff are assigned to perform secretarial duties for academy staff. Academy staff also include approximately 75 adjunct instructors (including WVSP, college professors, etc.) who conduct in-service and basic training courses. All training staff complete a 40-hour instructor development course and receive continuing education in their areas of expertise, as well as tuition assistance for continued studies at Marshall University.

Law enforcement training in West Virginia is governed by standards established by the Law Enforcement Training Committee (LETC) of the Division of Criminal Justice Services and Highway Safety under the Department of Public Safety. This committee reviews and approves all training courses and certifies all instructors for West Virginia law enforcement officers.

All supervisory sworn personnel are mandated by LETC to complete 24 hours of in-service training every two years. Non-supervisory sworn personnel are required to complete 16 hours of in-service training annually. The WVSP Academy exceeds the minimum by conducting 32 hours of in-service training every two years for supervisory personnel and 24 hours of in-service training every year for non-supervisory personnel.

Cadet Basic Training:

The academy is responsible for providing basic law enforcement certification training for all WVSP cadets. The Cadet Basic Training Program is a 26-week residential program. Upon graduation, cadets complete an additional one-year probationary period in the field and are assigned field training officers (FTOs) during this period. The program is described as

“modified stress” by training staff members. The current curriculum is structured in a manner that provides training to cadets separately from local law enforcement recruits. The Cadet Basic Training Program consists of 1,417 hours of instruction/course time and includes the instructional areas shown in Exhibit 35.

Exhibit 35: WVSP Cadet Basic Training Courses

Course Areas	Hours
Administrative Requirements	54
Law Enforcement Orientation	264
Police Defense Tactics	68
Patrol Operations and Procedures	52
Police Arsenal and Weapons	124
Criminal Law and Procedures	58
Criminal Investigations	85
Police Organization and Administration	23
Police Role in Crime and Delinquency	85
Criminal Evidence and Procedure	56
Police/Community Relations	26
Introduction to Criminalistics	58
Police Records and Reports	53
Traffic Administration and Enforcement	142
Law Enforcement Internship	45
Fundamentals of Computer Technology	45
Emergency Care for Police Officers	44
Math for Police Science (Adv. Accident Invest.)	45
Communications I	45
Communications II	45
TOTAL	1,417

Source: WVSP

In 1984, the Cadet Basic Training Program was extended to 30 weeks, adding an additional six weeks to the 24-week program. This extension incorporated the course work for an Associate Degree in Applied Science (AAS) in Police Science from Marshall Community & Technical College (a part of Marshall University). In 1995, an adjustment was made to the curriculum, resulting in the current 26-week program.

To successfully complete the associate degree program, graduates must complete the Cadet Basic Training Program, which includes 48 hours of police science study and 17 hours of general education classes, and a one-year probationary period as a full-time West Virginia

State Police trooper. The AAS degree that the WVSP cadets receive is a technical degree, not a college degree with a substantial liberal arts or general education component. It is not the type of “2+2” degree that can serve as the first two years of a four-year bachelor’s degree.

The WVSP cadet academy is not lengthened in order to incorporate the AAS degree program. Rather, cadets take extra classes twice a week in the evenings to complete required courses in communication and information technology. Otherwise, the credits that the cadets receive are for the training curriculum, which they would be completing regardless of the AAS degree affiliation.

From interviews with academy staff and WVSP troopers and supervisory personnel, strengths of the Cadet Basic Training Program include firearms and defensive tactics. This opinion was also evident in a post-student survey conducted by the academy’s curriculum and adjunct staff coordinator as part of his doctoral dissertation concerning the academy curriculum. Identified needs include additional academy staffing; maintenance of the academy’s physical facilities; improved budget for training and skills development; more community policing, problem solving, domestic violence, and specialized skills training (i.e., computer crimes, cyber stalking, grants writing); and more hands on/practical/scenario-based training.

Basic Police Training

The academy is responsible for providing basic law enforcement certification training for all city and county officers and deputies in the state. Each graduate completes a 15- week Basic Police Training Program and is provided with the basic skills required of a professional law enforcement officer. Local agency officers earn 18 college credit hours in police science from Marshall Community & Technical College. Approximately 200-250 local agency officers are trained annually. Four basic programs are conducted per year. The Basic Police Training Program consists of 674 hours of instruction/course time and includes the instructional areas shown in Exhibit 36.

Exhibit 36: Basic Police Training Courses

Course Areas	Hours
Administrative Requirements and Testing	9
Orientation	10
Introduction to Law Enforcement	20
Criminal Law and Procedures	80
Human Relations	12
Traffic Law and Enforcement	80
Criminal Investigation	119
Physical Fitness	72
Firearms	88
Patrol	22
Mechanics of Arrest, Restraint and Control	56
First Responder Course	16
Community Oriented Policing and Problem Solving	4
Officer Survivability/Tactics and Techniques	88
TOTAL	674

Source: WVSP

In interviews we conducted, local chiefs and sheriffs named various strengths of the Basic Police Training Program. For example, the program is well structured and organized, it is a residential academy, and it offers night training and courses on accident and criminal investigations. Identified needs include the need for more community policing and problem solving training (there are only four hours in the current curriculum); more focus on “people” skills and discretionary decision-making; and better availability of recruit classes (sometimes the wait to schedule training of new hires is longer than desired).

Sheriffs and chiefs interviewed were generally supportive of a longer Basic Police Training Program, similar or equal to the State Police Cadet Training Program, as long as the additional training was perceived as worthwhile for the recruit. Some individuals interviewed felt that combining state and local officers would improve working relationships and create networking opportunities. The WVSP should study opportunities to combine some training modules to mix state and local recruits in field exercises or recreation or sporting activities.

In-Service Training

The academy conducts annual in-service training for all WVSP personnel. Training is also open to all local law enforcement agency personnel throughout the state. The academy offers one track of in-service training each for supervisory and line personnel. Supervisory and non-supervisory in-service training is three days in length and includes approximately

eight hours of classroom training, employee physical examinations, record updates, DMV updates, physical training, and firearms training and qualifications.

Non-supervisory in-service for 2003 consisted of a variety of topics including financial investigations, digital evidence, criminal law updates, fugitive apprehension, stress management, and clandestine lab investigation.

The West Virginia Regional Community Policing Institute (WVRCPI), located on the campus of West Virginia State College, has an established partnership with the WVSP. The institute provides a number of law enforcement courses, certified by the LETC and delivered by trained and certified instructors. In 2002 and 2003, the WVRCPI provided the instructors and training topics for the supervisory in-service training course. The WVRCPI has also provided community policing, ethics, communications skills, and critical incident management training for the training academy. The University of Pittsburgh's Police Management Program conducted training on advanced supervision for both years for supervisory personnel.

Perceptions of in-service training by local chiefs and sheriffs vary. Interviews revealed that they do not rely on the WVSP academy for meeting all local agency in-service training needs. Some barriers cited include the inconvenience of sending personnel to the academy (i.e., driving distances), use of traditional training methodology (i.e., lecture-based instruction vs. adult learning methods or "hands on" instruction), and a lack of training technology (firearms training simulators, mechanical targets, driving simulators).

Feedback from WVSP senior personnel also included mixed reviews on in-service training. Comments include a need for more supervisory development training; more hands-on, scenario-based training; more practical skills training (e.g., obtaining and executing search warrants, interviewing skills); better development of training matched to individual needs; and more regional training held at troop headquarters to reduce driving time.

Key Training Issues

Job Task Analysis

The International Association of Directors of Law Enforcement Standards and Training (IADLEST) recommends that training be based on effective job task analysis.¹⁰ According to the Commission on Accreditation for Law Enforcement Agencies (CALEA), police training academy curricula should be based on a "training analysis of needs." This can be accomplished by the use of a job task analysis of specific job functions and a needs assessment of all other training.¹¹

A statewide job task analysis was conducted by an outside contractor in 1996. The current WVSP cadet curriculum and the 15-week Basic Police Training Program for local officers are based on the results of that project. When a job task analysis is dated (in this case nearly seven years old), we often find training needs that are not being met, or met inadequately, that would be identified through an updated job task analysis. For example, interviews noted a need for training in the humane treatment of animals, interpersonal skills, con-

¹⁰ IADLEST Model Minimum Standards note, "Curricula should be based upon a reliable and valid job task analysis which is updated at least every five years."

¹¹ CALEA Standards 6.2.1 and 6.2.2.

flict resolution, and handling of persons with mental illness. These are all job activities that might not have received enough attention in the 1996 survey.

The academy should conduct a new task analysis survey for the positions of trooper, local city officer, and deputy sheriff. Recruit and in-service training curricula should be modified and developed using the information provided by the survey.

Adult-Focused Facilitative Instruction

CALEA recognizes that adult-focused teaching techniques should be instituted in all academy training.¹² Interviews with WVSP personnel and local police chiefs and sheriffs included recommendations that training be more “hands-on” and “scenario-based” and include more “field exercises” in basic and in-service training.

A review of WVSP academy lesson plans and observation of cadet training classes show a need for more adult facilitative methods of instruction. The current method of instruction seems to be primarily lecture-based. Hands-on instruction was observed in a self-defense course. The academy also plans to add adult learning methods into the cadets’ domestic violence response training, which will be a good improvement. A WVSP trainer noted that one of the best courses of the overall training program, from the perspective of the students, is the scenario-based officer survivability course, which encompasses all the training skills taught in the academy.

Lecture is one of the least effective methods of teaching adults new skills. Several agencies have been successful in implementing adult-appropriate instruction methods in police recruit training. The Royal Canadian Mounted Police in Regina, Saskatchewan, and the Department of Criminal Justice Training in Kentucky are two examples. The Mounties have reported that recruits they now graduate with the new curricula can function at the level of a two- or three-year veteran officer.

The WVSP should institutionalize adult-focused facilitative instruction throughout the academy. Implementation of this recommendation would require several steps:

- Incorporate support for adult-focused facilitative instruction methodology into the academy mission and value statements.
- Provide all academy instructors with an advanced instructor development course that includes training in adult learning theory, scenario development, facilitation skills, and lesson plan development.
- Have a curriculum development expert from one of the universities examine the curriculum and make recommendations on (1) interweaving the entire skills and knowledge objectives into a comprehensive integrated learning experience, and (2) modifying or redefining knowledge and skills objectives based on the results of the job task analysis.
- Conduct a complete review and update of all lesson plans to incorporate new or modified learning objectives that incorporate adult-focused facilitative learning techniques.

¹² CALEA Standard 6.5.3.

Training and Instructor Evaluations

CALEA standards mandate “documenting client agency and participant reaction to course content, instructors, and facilities” and “measuring learning that has occurred during training.”¹³ CALEA notes that such feedback is used to revise and update content and instructional techniques. IADLEST recommends an annual instructor evaluation to “ensure that instructors are teaching performance objectives using high quality teaching techniques.”¹⁴

Interviews with WVSP training staff and review of written documentation in training files indicate that there is not a consistent and formalized practice of evaluating the quality or effectiveness of training curricula or instructors. Standardized course evaluation forms are often not used. Student feedback is often verbal or includes an overall course evaluation at the end of the program.

Regularly scheduled, standardized, and documented evaluations of course content and instructors need to be developed and institutionalized. Anonymous course and instructor evaluations should be conducted at frequent intervals to ensure more accurate and reliable feedback from students. WVSP training staff should consider conducting evaluations from multiple perspectives, including student evaluations, supervisory evaluations, and oversight (management) evaluations.

Field Training Officer (FTO) Program

Field training officer (FTO) programs are an integral part of police officer training and development. The San Jose, California, Police Department’s FTO model, developed in 1972, is a legally defensible evaluation process that has been implemented in many hundreds of police agencies across the country. Under this model, the FTO evaluates and rates a probationary officer on his or her performance as situations occur. The program is performance-based and includes adequate documentation, minimum time completion requirements, and competency specifications. The program includes a trainee feedback mechanism, a comprehensive list of training tasks and goals, and a standardized evaluation process.

An alternative FTO model, emphasizing more problem solving and critical thinking, has been developed by the Reno, Nevada, Police Department. This model program recognizes the importance of problem-solving skills in training a successful police officer by focusing on adult learning methods to create a positive experience for the trainee. The primary focus is on the trainee’s learning strategies as facilitated by the FTO. The Reno Police Department’s model uses a problem-focused learning method that immerses the trainee in problem solving and community policing strategies. While liability and documentation continue to play important roles, they are not the central focus of the program. The program, which has been tested at six other police agencies, has been well received by police chiefs and field training officers in each of the field test sites. There is a demand across the country for this new model, which reflects contemporary community policing.¹⁵

The WVSP academy oversees an FTO program, modeled after the San Jose Police Department’s program, for all probationary troopers after graduation from the academy. The

¹³ CALEA Standard 6.6.1.

¹⁴ IADLEST Standard 5.0.15.

¹⁵ See www.cityofreno.com/pub_safety/police/ptoprogram.html.

coordinator of the FTO program attended a 40-hour FTO administrator course. All training evaluations are routed to the academy, where all the cadets' training files are maintained. The academy not only conducts training for FTOs, but also conducts a three-day training for all detachment commanders and a one-day overview of the program for troop commanders.

Interviews with academy staff and field personnel reveal a general satisfaction with the current FTO program. Critical comments about the program include concerns about the interest level of troopers selected to be FTOs and the fact that troopers are selected by troop commanders and not the academy staff.

The academy should review the Reno Police Department's model, send someone to observe the program, and consider revising the current FTO program with more adult-focused learning techniques.

Associate Degree Program

Higher education provides additional benefits to progressive police agencies. In the college campus classroom setting, students are exposed to a diversity of cultural and intellectual points of view. These perspectives enhance a law enforcement officer's ability to provide professional police services in a culturally diverse society. Attaining education also requires a certain degree of responsibility and commitment and, frequently, leads to improved communication and problem-solving skills. Agencies prefer recruits who can quickly grasp complex issues and display good judgment.

Based on 1993 U.S. Department of Labor statistics, 12 percent of police agencies required at least some college education.¹⁶ According to the Bureau of Justice Statistics, U.S. Department of Justice, 15 percent of local police departments had some type of college educational requirements for new hires in the year 2000.¹⁷

The WVSP currently requires a high school diploma or GED for entry level recruits. Regardless of educational background, all WVSP cadets participate in a Marshall Community & Technical College program that grants them an Associate in Applied Science (AAS) Degree in Police Science after successful completion of the 26-week cadet academy (and the one-year probationary period). Local officers earn 18 college credit hours from Marshall Community & Technical College for completing the 15-week basic academy. Most troopers interviewed spoke favorably about the associate degree program; however, many remarked that the higher educational degree was redundant since they had associate degrees or higher before being hired by the WVSP.

Examining the levels of education of the most recent graduating cadet classes (July 2003) shows that nearly half of Class 51 and over one-third of Class 52 already had an associate degree or higher before being hired.

¹⁶ See www.dol.gov/vets

¹⁷ See www.ojp.usdoj.gov

Exhibit 37: Educational Levels of Cadet Classes 51 and 52

Level of Education	Class 51	Class 52
High school/GED	16/53.3%	15/65.2%
Associate degree	8/26.7%	2/8.7%
Bachelor's degree	6/20.0%	5/21.7%
Master's degree	0	1/4.3%
Total Number of Cadets	30*	23

Source: WVSP

*Three cadets failed to return the surveys.

Exhibit 38 compares the minimum education requirement for new hires for the WVSP with nine other state police agencies within the south and eastern part of the U.S.

Exhibit 38: State Police Comparisons for Education Entry Requirements

Agency	Minimum Education Required for Entry
Vermont State Police	High school diploma or GED
Maryland State Police	High school diploma or GED
Rhode Island State Police	High school diploma or GED
Virginia State Police	High school diploma or GED (college preferred)
Kentucky State Police	60 college credit hours or associate degree (waived for two years of military or law enforcement experience)
Pennsylvania State Police	Associate degree or 60 college credit hours
Delaware State Police	60 college credit hours
Illinois State Police	Two years of college or college degree
Massachusetts State Police	Associate degree
New Jersey State Police	60 college credit hours with two years of satisfactory employment or military experience

Source: Phone survey

There is little or no additional cost to the state associated with the AAS degree earned by WVSP cadets in their basic training. While there is some redundancy for cadets who have already earned college degrees, most of this is in the areas of written communication, oral communication, and computers—skill areas that can always use improvement. For this reason, the embedded AAS degree should be retained.

More opportunities should be available to encourage WVSP officers to continue their higher education after the academy. Some of the particular benefits of higher education for police, such as exposure to a diversity of cultural and intellectual points of view within a college setting, are not accomplished through the embedded AAS program.

There is no additional cost for the 18 hours of college credit in police science awarded to local officers completing the Basic Police Training Course, and this condition should be retained. These officers then have an opportunity to complete an AAS degree in Occupational Development/Law Enforcement Specialty Option from Marshall Community & Technical College by obtaining 12 additional credit hours for other formal police training, 13 credit hours for on-the-job training, and 22 hours of general education (available on-line).

Length of Cadet Academy Training

Nationally, in 2000, new state and local police recruits were required to complete an average of 1,600 hours of academy and field training in departments serving 100,000 or more population, according to the Bureau of Justice Statistics, U.S. Department of Justice. The WVSP cadet academy is a 26-week program with a 14-week FTO program. When compared with other training academies, as shown in Exhibit 39, the WVSP academy falls within the mid-high range for length of training.

Exhibit 39: Length of Cadet Academy Program in Various Agencies

Agency	Academy Program Length
Kentucky State Police	22 weeks
New Jersey State Police	23 weeks
Delaware State Police	24 weeks
Massachusetts State Police	24 weeks
Rhode Island State Police	24 weeks
Maryland State Police	25 weeks
West Virginia State Police	26 weeks
Illinois State Police	26 weeks
Pennsylvania State Police	27 weeks
Virginia State Police	29 weeks

Source: Bureau of Justice Statistics, USDOJ

The length of the WVSP cadet academy should be determined by an updated job task analysis and the development of revised objectives for training. While small reductions in the length of training could be made, it would not be realistic to expect a drastic cut in the length of the WVSP academy training. It is our feeling that the length of the WVSP academy is not excessive, in relation to police training across the country.

Driver Training

According to the National Institute of Justice, U.S. Department of Justice: (1) 60 percent of police agencies provide entry-level driver training at cadet academies; (2) the average

time devoted to these skills is less than 14 hours; and (3) in-service driver training averages only about three hours per year.¹⁸

The WVSP conducts a 34-hour Emergency Vehicle Operations Course (EVOC) for all cadets and local recruits. This training represents eight hours of classroom and 26 hours of practical training. The lead instructor for the EVOC course is certified in an 80-hour driver's instruction course by the Maryland State Police. From interviews with this instructor, each recruit receives approximately 45-60 minutes of actual time behind the wheel. A review of the course performance objectives and input from the lead instructor indicate that the training covers topics including defensive driving, legal limitations, skills/attitudes/techniques for safe driving, and responsibilities of emergency vehicle operation. This course does not include skidpad training (vehicle operation and control on slick surfaces). According to the lead instructor, a parking lot at the academy would lend itself to skidpad training, except for two light poles located in the middle of the lot.

Interviews with WVSP training staff, supervisors, and line personnel, as well as local chiefs and sheriffs, revealed some issues with driver training. The driver track at the Logan County Airport is approximately 60 miles from the academy. Local law enforcement representatives expressed the need for a vehicle simulator to provide training for police throughout the state on an ongoing basis.

The WVSP does not offer any ongoing in-service training on the operation of emergency vehicles for state or local police officers. The WVSP addresses the issue of problem drivers through a remedial defensive driving course, on an as-needed basis. This training, conducted by a retired WVSP lieutenant, is certified by the National Highway Traffic Safety Administration (NHTSA).

Emergency vehicle operation is a critical skill for law enforcement. In order to reduce the number of WVSP vehicle accidents and prevent future accidents, we make the following recommendations:

- The WVSP should develop in-service and remedial training on emergency vehicle operations for all West Virginia law enforcement personnel. Refresher in-service training for all troopers and local officers/deputies should be offered on a regular basis. This schedule should be based on analysis of officer-involved crashes. Students should use their permanently assigned vehicles for in-service training, allowing them to familiarize themselves with the unique handling characteristics of their vehicles and to identify equipment/maintenance deficiencies (e.g., over- or under-inflated tires, tread wear, suspension problems, etc.).
- The WVSP should research and secure a site closer to the academy for emergency vehicle operations training.
- The WVSP should explore the feasibility of re-engineering the parking lot at the academy to allow skidpad training.

¹⁸ See National Institute of Justice, U.S. Department of Justice, Research in Brief, *Police Pursuit: Policies and Training*, Washington, DC, May 1997.

Lateral Entry and Training

Many police agencies in the U.S. have developed lateral entry programs whereby the agency recognizes that an applicant with previous state certification as a law enforcement officer and prior police experience does not have to go through the full recruit training academy. This saves the time and money that the agency would have spent training the officer. IADLEST standards encourage agencies to recognize certification standards of other states.¹⁹

The WVSP does not have a lateral entry program. Even an experienced police officer must complete the same academy training as a new cadet with no police experience. Nearly all West Virginia state police interviewed on this matter expressed the same feeling: that the academy experience is necessary to prepare someone to work in the WVSP, regardless of prior experience.

The issue is really whether such a policy causes significant numbers of potential applicants, with prior police experience, not to apply to the WVSP because they do not want to take the time and effort to attend the full academy. The most recent training academy records do not show this to be the case. In the most recent cadet training class, 15 of the 56 cadets who graduated were prior West Virginia certified law enforcement officers who had worked for municipal or county law enforcement agencies.

The WVSP does not have records on how many other experienced law enforcement officers were interested in applying to the agency but did not because there was no lateral entry program.

¹⁹ See IADLEST Standard 1.1.7. of the IADLEST Model Minimum Standards: “Through reciprocity, the commission should recognize the licensing or certification standards of other states which maintain and enforce equivalent standards, to encourage lateral entry by officers of another state without having to undergo redundant training, either at the academy level or in various specialties.”

14. Advantages and Disadvantages of Incorporating Other Armed State Law Enforcement Officers Under the State Police

One of the tasks in the scope of work was to examine other West Virginia state agencies that have armed, sworn personnel and determine the advantages and disadvantages of incorporating the sworn officers under the WVSP. The potential advantages might include cost savings if moving the units would reduce administrative overhead (e.g., administrative services such as legal, personnel, secretarial, etc.). However, this did not seem to be the case with any of the units contacted. Another potential advantage might be that the other units would become upgraded by associating with the state police (e.g., acquire better equipment or receive better recruit and in-service training).

The potential disadvantages include lower morale and possibly loss of personnel. The new units would be absorbed by the WVSP under one of two conditions: (1) the members would become state police officers, or (2) the unit would become a stand-alone special unit (like hiring a private security force). Under the first condition, and to some degree under the second, the WVSP would conduct rigorous screening, background checks, and require retraining. It could be expected that some staff would not make the grade and would not be retained.

Besides the West Virginia State Police, 21 other state agencies have armed law enforcement personnel with arrest powers. The number of officers they have ranges from the smaller agencies with one officer to the largest with up to 326. During July 2003, a telephone survey was conducted with the executives of the eight agencies employing 15 or more sworn personnel. In the survey, the executives were asked, "What would be the advantages and disadvantages of placing your agency's enforcement responsibilities under the West Virginia State Police?"

Overall, agency executives thought that citizens would not be better served if their sworn personnel and enforcement responsibilities were transferred to the WVSP. A few saw some limited advantages. In addition, the transfers did not appear to either improve efficiency or save money. In sum, we are not recommending that any of the agencies surveyed be transferred under the WVSP. Details of the survey responses follow.

Division of Natural Resources

This is the largest agency, with up to 326 personnel with arrest powers. There are 122 uniformed conservation officers who are full-time police officers with arrest powers limited to the crimes they see taking place in the state's nature preserves. In addition, approximately 204 special conservation officers specialize in forestry, parks, and wildlife.

Advantages:

- Transfer of officers would bolster the ranks of the WVSP.
- Newly transferred officers could take advantage of the WVSP retirement plan, which requires only 20 years on the job.
- As part of the WVSP, all officers could participate in full academy training, rather than the standard six weeks of training currently provided to the special conservation officers.

Disadvantages:

- Funding would be a major consideration. By state constitutional amendment, fishing and hunting license fees fund the cost of the conservation officers. No general revenue money is used. The Division of Natural Resources also receives a significant amount of federal funding that could be lost if officers were transferred to the WVSP.
- Because they work exclusively with the hunting and fishing laws, the officers in this agency would need more training in order to take on the additional law enforcement responsibilities of the WVSP.
- There is a discrepancy in hiring standards that would need adjustment. Currently, the Division of Natural Resources requires officers to have a four-year degree and the WVSP does not.
- The public would be upset if conservation officers were reassigned to more traditional police work.

Public Service Commission, Motor Carrier Section

The work of the 43 officers in this agency is focused on the safety of large trucks (weighing at least 10,001 pounds) traveling West Virginia's highways. Guided by federal regulations (Interstate Commerce Commission), they conduct inspections of trucks and drivers, investigate accidents involving trucks, and patrol the highways for trucks that are speeding or otherwise violating federal laws.

Advantages:

- Currently, the WVSP calls these specialty officers whenever there is an accident involving a big rig. So, a large degree of cooperation exists.

Disadvantages:

- The officers of the Motor Carrier Section are highly trained specialists. In addition to training at the academy, officers receive training on federal regulations, hazardous materials, mechanical inspection techniques, and more. Merging with the WVSP might cause some dilution of their specialized skills.
- Eighty percent of the section's budget comes from the federal government. The WVSP would have to comply carefully with federal regulations in order to maintain the funding level.

Division of Protective Services

There are 25 sworn officers on the Capital Police force. Comments from the chief, who is a former WVSP officer, include the following:

Advantages:

- Both agencies are at the same cabinet level in the state government.
- The Capitol Police force has a history of coordinating with the WVSP for major events.

Disadvantages:

- The tasks of these agencies are so different it would be very difficult to merge.
- Administratively, the agencies are in different retirement systems and pay plans.

Fire Marshal

Twenty-six officers in this agency carry firearms.

Advantages:

- Both agencies investigate bombs and staff a 24-hour hotline to report suspected explosives.
- Combining the squads could lead to better investigations, sharing equipment, training, and more.

Disadvantages:

- The agencies participate in different retirement and pay plans.
- The Fire Marshal requires new hires to have a college degree and experience in law enforcement or the fire service. WVSP standards are not as stringent.
- Monetary savings would be limited.
- Under state statute, the Fire Marshal can work with and assist any law enforcement agency at any level (i.e., FBI, ATF, city, county, state).
- There are significant cultural differences in the organizations that might make a merger problematic. The agencies approach their work in different fashions and reward officers for particular skills.

Alcohol Beverage Control Administration (ABCA), Enforcement Division

This agency has 43 agents. Because the agents have not received training in law enforcement practices, they must conduct their enforcement work with the assistance of WVSP officers.

Advantages:

- ABCA generates income and is self-sufficient financially.
- Having all their agents trained to the level of the WVSP would make enforcement of the state code a simpler process.

Disadvantages:

- Retirement and pay plan are different.
- Agents would need extensive training, and many may not be able or willing to perform the tasks typically performed by WVSP officers.

Marshall University, Chief of Security

The 22 sworn officers of this department patrol a campus whose population swells to 20,000 during the school year. They respond to about 50,000 calls for service a year.

Advantages:

- Currently, officers only have jurisdiction on the university campus; merging with the WVSP would extend their authority.

Disadvantages:

- The work of campus police is all based on community policing techniques. The WVSP might have difficulty making the adjustment.
- Retirement and pay plans are different.
- By state statute, officers are hired by the university and report directly to the university administration. A change in this arrangement might lead to a lower level of service to the university.
- If there was a merger and the WVSP reallocated officers to other areas of the state, students and their families would probably protest.

Shepherd College, Chief of Police

The 15 sworn officers of the Shepherd College police force are responsible for the safety of more than 5,000 students and employees of the college.

Advantages:

- Officers from both agencies are trained at the same academy.
- Retirement and pay systems are similar.

Disadvantages:

- Working in higher education requires a unique set of skills. While both agencies use similar procedures, the work of the campus police officer goes far beyond standard WVSP work. This is especially true in the way the campus police handle minor infractions.
- The chief of police reports directly to the college's attorney. This direct accountability to the college administration is vital to the safety of the college population.
- Over the years, the college has built a solid partnership with the local county and city law enforcement. A merger might diminish this high level of cooperation.

West Virginia University, Chief of Police

WVU is the largest university in the state. The 47 sworn officers of the WVU police department are responsible for the safety of everyone on campus. Officers of the WVSP can frequently be found on and around the campus managing traffic during major university events.

Advantages:

- Retirement and pay plans are similar.

Disadvantages:

- From a recruitment standpoint, WVU requires all officers to have college degrees. This is not the case for the WVSP.
- There are distinct differences in the way the two organizations handle their day-to-day responsibilities. WVU officers are called upon to excel in all aspects of community policing. There is a concern that the WVSP sees the campus officer's role as one of security. Consequently, if a merger were to occur, the state police might not assign their best officers to the campus.
- The Morgantown community expects a high level of service and cooperation from the WVU police force. In the event of a merger, these constituents may not be well served.

15. Final Recommendations

1. The legislature should authorize a specific number of State Police sworn positions so that the agency can consistently plan and manage personnel resources better. Until the state police can do a better job of documenting and justifying workload, using call-for-service and other documented workload data, the study team recommends that the authorized staffing remain at the previous 704 sworn positions.
2. The legislature should authorize an “overhire” policy for the State Police. The new number of cadets authorized for training each year should be enough to fill the current number of vacancies plus anticipate the loss of sworn officers through attrition in the upcoming year.
3. The current State Police organization structure shows a workload imbalance—Field Operations is too large and Executive Services is too small. The study team recommends the following reorganization:
 - A. Field Operations should remain intact, but training should be moved to Staff Services, which should be renamed Administrative Services. The head of Field Operations should have the rank of lieutenant colonel, not major.
 - B. In addition to training, planning and research should be added to the new Administrative Services Division (currently Staff Services). In addition, all the current functions of Executive Services should be added to Administrative Services except anything to do with intelligence and terrorism, which should be added to the Bureau of Criminal Investigations (BCI). Thus, a separate Executive Services Division is no longer needed. The position of development coordinator in Executive Services should be transferred to BCI to help with the intelligence function.
 - C. Due to the overwhelming importance of the role of information technology and communications to the future of the WVSP, a new third division should be created—Information Technology and Communications. This division should be managed by a newly created position of chief information officer (CIO). The position should be a civilian position paid at the level of a lieutenant colonel in order to attract qualified candidates. This new division should contain all communications and dispatch functions, all computer and information technology functions, traffic and criminal records, and UCR.
4. One of the issues involving the Planning and Research Section is the staffing of the legislative security detail. There is an issue as to the need for this detail and the extent to which it is coordinated with the Capitol Police. The WVSP should review the need for this security detail with the Legislature’s Joint Committee on Government and Finance.
5. The WVSP and the Legislature should review the necessity of having Planning and Research administer the promotional process. In most police agencies, this is a function of the personnel unit.
6. While staffing in Planning and Research appears adequate, there are several tasks that could be expanded if the unit had more staff, such as being much more proactive in revising and updating policies and procedures, conducting more strategic planning and goal

setting, conducting crime analyses for the WVSP and other local law enforcement agencies, and more aggressively seeking and managing federal and state grants.

7. The WVSP should develop a comprehensive capability to conduct crime analysis for its own purposes and to assist other law enforcement agencies in the state. West Virginia is a leader in adopting the FBI's National Incident-Based Reporting System (NIBRS). Comprehensive crime reports from all law enforcement agencies in the state are processed by the state police. Thus, the state police have an extensive and comprehensive database for crime analysis. Unfortunately, by law, the WVSP does not receive names and addresses in the reports submitted by local law enforcement. This law should be changed. Without names and addresses, the state police cannot develop useful intelligence and crime analyses to help local law enforcement. The WVSP should hire experienced civilian crime analysts to provide a capability to use geographic information systems (mapping software) to analyze trends on "pattern" crimes (e.g., armed robberies, burglaries, sex assaults, vehicle thefts, arson, etc.) and produce useful reports for the state police and local law enforcement.
8. A recent Legislative Auditor's study of the WVSP (Audit PE-02-38-270, January 2003) noted that the State Police should reevaluate applicant testing and screening procedures to determine if current practices are eliminating significant numbers of qualified applicants from further consideration, especially in the early testing phases. Given the need to hire significant numbers of sworn officers in the next three to five years, this is a good recommendation.
9. The WVSP should carefully evaluate and reexamine its recruiting practices. The organization should set goals in writing for the number of females and minorities. The focus should not be solely on candidates with college degrees in criminal justice. In order to become more diverse, the agency should look for graduates with degrees in other fields, such as social sciences, education, and more. The recruiters should be female and minority officers. The study team supports the recommendations in the Legislative Auditor's report regarding this issue. The state police should also be actively recruiting at colleges in surrounding states—especially in western Maryland and southwestern Pennsylvania—to find candidates who are used to the cost of living in the panhandle area.
10. The WVSP's most immediate and critical need is to develop a comprehensive, automated (wireless) reporting system. The current system is outdated and highly inefficient, and it does not provide enough data for management decision-making. The WVSP should complete a comprehensive study to develop and implement an information technology plan for the future. The chief information officer position recommended earlier is needed to manage the technology planning process. This plan should consider the following steps, among others:
 - A. Plan for wireless communications and transmission of field reports and records checks. Automate many functions that are now manual. For example, in addition to automating the field reporting system, the WVSP should automate the dispatch system, daily logs, leave records, criminal investigations follow up reports, and more.
 - B. Plan for legislation that allows the WVSP to place communications antennas on other public and private radio towers. This legislation can be justified under homeland security considerations.

- C. Consolidate several of the communications centers. Examine consolidating more WVSP dispatch operations into 911 dispatch centers, as was done with the Troop 2 dispatch operation in Romney.
 - D. Plan for all sworn officers to have their own e-mail addresses and to communicate via e-mail on a routine basis.
11. The WVSP should reexamine its role in responding to citizens' calls for service. With the sophistication of today's telecommunications systems, the State Police might examine the possibility of creating one phone number statewide for emergencies and one phone number for non-emergencies. The calls would come to a central call center, be triaged by experienced call takers, and then be forwarded to dispatchers at regional locations. This would provide consistency in what types of calls are dispatched for service. The State Police could also then encourage citizens to use the non-emergency number for information-only calls (which now consume about 50 percent of dispatchers' time). The WVSP could adopt a policy in the urban areas (e.g., Morgantown detachment) of responding only to felonies (that will require follow-up investigations) and letting the sheriff's deputies handle all misdemeanor calls. In the rural areas, the state police could respond to all calls when local law enforcement is not adequately staffed. Currently, there is no consistency or clear policy. The current informal arrangement of dispatching "every other call" to the State Police or the sheriffs' deputies is not always effective or efficient and works differently in each county.
 12. The WVSP should experiment with processing more minor, non-emergency citizen calls for service by telephone. The State Police should develop a protocol and train telecommunications staff to provide citizens with options when they call with minor property crimes, where the value of the loss is under \$100 and the caller has no identifiable suspects: (1) wait for an officer to respond to the scene and tell the citizens how long it will take (may be 30-45 minutes or more); (2) make an appointment with an officer for later in the officer's shift; or (3) provide the crime information and report the incident immediately over the phone. Many citizens would choose the third option, especially when advised that this system is being used to save resources and make officers more available to respond more quickly to violent crime calls.
 13. The WVSP should adopt a standard vehicle replacement policy, authorized by the Legislature, so that all police vehicles are replaced automatically at a certain mileage level (e.g., 80,000-85,000 miles).
 14. The WVSP's reorganization of the Motor Vehicle Inspection (MVI) Program proposes a high number of supervisors in relation to subordinates and a high number of civilian inspector positions. The study team recommends that this unit be staffed with three sworn officers and 10 civilian inspectors.
 15. The Uniform Crime Report Section is trying to develop an audit process to check the accuracy and accountability of detachments and local law enforcement agencies. This is similar to the audits that the state police conduct annually on telecommunication terminals. This would require the addition of an auditor/trainer position. This position appears justified.
 16. The recommendations that apply to the WVSP's Forensic Crime Lab are as follows:

- A. All state police scientific and information technology positions should be immediately examined for pay upgrades before more talent is drained from the organization.
 - B. The training budget needs to be increased. The department devotes about \$20,000 a year to send criminalists to outside schools. Retaining qualified personnel and maintaining and upgrading their skills, especially in fields such as DNA, costs more than \$20,000 per year for over 30 professionals.
 - C. The lab is physically located as part of the headquarters complex. Space in the lab is limited. Most lab professionals do not recommend combining lab and other facilities that house workers because of the potential of environmental contamination and hazards from fumes. The study team supports the recommendation to consolidate the WVSP lab with the medical examiner's lab and create one joint lab in the northern part of the state and one in the southern part of the state. The consolidated labs could share resources, storage space, and training to reduce state overhead costs.
 - D. The design for the consolidated labs should also include ample space for evidence storage. Currently, evidence is stored at individual detachments. Since most detachments are not staffed 24 hours a day, they are not secure facilities for storing drugs, money, and guns.
 - E. The WVSP should be the state leader in investigating cyber crime. Cyber crime includes any crime committed by using computers or the Internet. Crimes include identity theft, credit card theft, computer hacking, theft of intellectual property, child pornography, and more. This is one of the fastest-growing crime categories in the nation, and the state of West Virginia must be better prepared to handle it. The WVSP should immediately develop this capability so that it can assist all jurisdictions in the state. The WVSP has two good resources in the state that can provide assistance: the National White Collar Crime Center and Marshall University's Forensic Science Center.
 - F. WVSP's current crime scene evidence capability is growing, as officers develop such skills in each of the six troop areas. However, the long-term future of that capability should reside in a cadre of trained civilians under the management of the lab.
 - G. Crime scene processing in homicides requires significant training and expertise in today's science of using DNA evidence. The process is also much more time-consuming than in the past. Since solving homicides should be one of the highest priorities for all law enforcement in the state, the legislature should mandate that the WVSP Crime Lab establish certification standards (including regular recertification) and training for police personnel (or qualified civilian employees) in the state to process homicide crime scenes and conduct death investigations.
17. The Bureau of Criminal Investigation's role and activities should be expanded in intelligence information collection, analyses, and dissemination especially involving suspected terrorism. BCI needs to develop an automated intelligence records system that can be searched and used for analysis. This would be a full-text system, more robust than the current WVIX. BCI should have several full-time intelligence officers and an experienced civilian analyst who meet the standards set by the International Association of Law Enforcement Intelligence Analysts and the Law Enforcement Intelligence Unit. Each

troop command should also contain one intelligence specialist who interviews suspects, gains information from informants, talks with other law enforcement agencies, and prepares intelligence reports.

18. The Bureau of Criminal Investigation needs to develop a more uniform, consistent, and automated system for collecting and presenting investigators' workload. These data are needed on a regular basis to allocate and manage investigative assignments and develop better accountability of BCI resources.
19. Given the age of the helicopters, the WVSP should consider upgrading to a larger and more modern aircraft. With the current potential for terrorism and the frequency of natural disasters in West Virginia, a more reliable aircraft that can carry multiple officers (e.g., a SWAT team) and passengers seems reasonable.
20. While the number of staff in the Explosive Response Team seems minimally adequate to cover the entire state, there is some degree of redundancy in that the state Fire Marshal's Office also has an explosives detection unit. The agencies should coordinate their efforts and decide on priorities for each agency. The agencies should also conduct joint training exercises and share equipment.
21. The State Police need to develop a formula and standards for how patrol personnel resources are allocated throughout the state. The formula and standards should be based on the following factors: workload, response time, backup availability, administrative time, and community policing/preventive patrol. When the time spent by officers in these categories is accurately calculated, the state police can determine the number of officers needed per assignment (detachment, shift, etc.). At present, the WVSP does not have enough data on all those factors to conduct detailed analysis and make decisions on appropriate staffing allocations. Once that information is known, the state police will have an analytical basis for making resource allocation decisions.
22. The troop commands do not have adequate resources to conduct follow-up investigations on all violent crime (not to mention serious property crimes). The BCI assigns most resources to drug investigations. Consequently, the State Police should assign two to three sergeants (or senior, experienced troopers) per troop to serve as criminal investigators. The exact number needed should be determined by a workload analysis at each troop. These "uniformed field investigators" should conduct follow-up interviews with victims, suspects, and witnesses; revisit crime scenes; and cultivate confidential informants. These officers should send reports on all criminal investigations to BCI and to crime analysis. The information should also be captured in a comprehensive, automated records system. The officers should work in partnership with the recommended intelligence specialists.
23. The WVSP spends millions of dollars each year on the upkeep, maintenance, repair, and construction of the 62 detachments spread throughout the state. Troopers spend duty time maintaining, cleaning, and repairing these detachments. In addition, each detachment is staffed with a full-time office assistant. Nearly half of the detachments (28) serve as the office for four troopers or less. The study team recommends that the state immediately reduce the number of detachments from 62 to 30. This will save over \$2 million per year in salaries, maintenance, and construction costs. The long-range plan should be to close all the detachments and use the six troop headquarters for trooper of-

fices. (The troop headquarters facility in Kearneysville is a good model.) This step will save the state \$4-5 million per year.

24. The WVSP should consider a new rank that exceeds the corporal rank in pay but is not a supervisor rank, like sergeant. The new position might be titled something like “master corporal” or “senior corporal.”
25. The study team examined the positions in the WVSP to see which ones could be performed by civilians. The criterion used was whether the position requires sworn powers in its everyday performance of functions. The decisions to fill the jobs with civilians or leave sworn officers in the job are policy decisions. The positions listed in the table below could be performed by experienced civilian personnel.

WVSP Sworn Positions That Could Be Performed by Experienced Civilians

Position	Currently Filled by
Planning and Research Deputy	First sergeant
Crime Lab	Captain, 4 lieutenants, 4 sergeants*
Procurement	Captain, first sergeant
Development Coordinator	Lieutenant
Criminal Records	First lieutenant, sergeant
Headquarters Communications	Lieutenant, 2 sergeants, senior trooper
Traffic Records	Lieutenant, sergeant, 1 of 2 sergeants on Drunk Driving Commission
Troops 1-6	Logistics lieutenant in each troop (6)

*These sworn positions are being transitioned to civilian by attrition.

26. The WVSP should develop a program to use citizen volunteers as a way to relieve sworn officers of workload so that officers can devote more time to field services. Volunteers can perform the following services for free: assist with traffic duties at special events, help with crime analysis, conduct checks of homes of residents away on vacation, write grant proposals, help with data entry, answer telephones, and more.
27. The WVSP should be authorized to charge at least \$5.00 for processing fingerprints for the general public. This workload has increased significantly for the state police in recent years. More employers are requiring this as part of security screening in the hiring process. The practice of charging for this service is common in many law enforcement agencies.
28. The WVSP should be authorized by the Legislature to investigate all fatal traffic accidents in the state. The state police are currently called in to investigate less than half. A high volume of fatal vehicle accidents has been a recurring problem in West Virginia for years. The state police are the best trained and qualified in the state to conduct comprehensive and rigorous examinations and reconstructions and prepare detailed and accurate reports. Such reports can provide comprehensive information to traffic engineers to make the roadways safer and help law enforcement agencies plan better enforcement and prevention efforts.

29. The state police should be reimbursed for the time and equipment devoted to recurring, time-consuming special events, especially West Virginia University's home football games. These public safety duties (crowd and traffic control) take away from the time troopers devote to regular police work. The regular time and overtime costs to the state police for a WVU home football game are estimated at \$20,000 to \$25,000 per game. The costs could be passed on to citizens in the form of a surcharge of \$.25-\$.50 per ticket.
30. It is important for public safety that each troop command have officers available at all times to respond to emergencies (not minor property calls). The current practice of requiring troopers to interrupt their sleep and respond to calls should stop. Each troop command should have a minimum of two officers (some should be sergeants) available in the troop command area to respond to calls from midnight to 6:00 a.m., seven days a week. Currently, the WVSP provides 24-hour coverage only in the detachments in Morgantown, Charles Town, Martinsburg, Logan, and Huntington. These urban areas generally have access to adequate local law enforcement after midnight and do not need the state police as much as the rural areas. This recommendation will require the assignment of six to eight officers each in Troops 3, 4, and 6.
31. Troop commanders should establish policies, in writing, with the local sheriffs in each county on the extent to which the State Police or the sheriff's office has responsibility for midnight patrols—who is primary, who will provide backup, etc. Troop commanders should attempt to forge collaborative relationships with the sheriffs' offices to develop a "metro" approach to law enforcement. The goal should be to assign responsibilities to each agency for geographic and temporal allocations of staff resources to minimize duplication of effort. In other words, the state police could be assigned a section of the county to police completely and the sheriff's deputies would not need to respond to calls in that area. This would be an efficient and effective use of limited resources.
32. The legislature should raise the WVSP's formula for providing overtime funds for patrol officers in the troops. The formula is \$218 per trooper per pay period (there are thirteen 28-day pay periods), or \$2,834 per year. This formula has been in place for nearly 20 years.
33. Sheriffs and chiefs interviewed felt that combining state and local officers in certain aspects of recruit training would improve working relationships and create networking opportunities. The WVSP should study opportunities to combine some training modules to mix state and local recruits in field exercises or recreation or sporting activities.
34. The WVSP academy should conduct a new task analysis survey for the positions of trooper, local city officer, and deputy sheriff. Recruit and in-service training curricula should be modified and developed using the information provided by the survey.
35. The WVSP academy should institutionalize adult-focused facilitative instruction throughout the academy. Implementation of this recommendation would require several steps:
 - A. Incorporate support for adult-focused facilitative instruction methodology into the academy mission and value statements.

- B. Provide all academy instructors with an advanced instructor development course that includes training in adult learning theory, scenario development, facilitation skills, and lesson plan development.
 - C. Have a curriculum development expert from one of the universities examine the curriculum and make recommendations on (1) interweaving the entire skills and knowledge objectives into a comprehensive integrated learning experience, and (2) modifying or redefining knowledge and skills objectives based on the results of the job task analysis.
 - D. Conduct a complete review and update of all lesson plans to incorporate new or modified learning objectives that incorporate adult-focused facilitative learning techniques.
36. The WVSP should develop and institutionalize regularly scheduled, standardized, and documented evaluations of course content and instructors. Anonymous course and instructor evaluations should be conducted at frequent intervals to ensure more accurate and reliable feedback from students. WVSP training staff should consider conducting evaluations from multiple perspectives including student evaluations, supervisory evaluations, and oversight (management) evaluations.
 37. The academy should review the Reno, Nevada, Police Department's field training officer (FTO) model, send someone to observe the program, and consider revising the current FTO program with more adult-focused learning techniques.
 38. WVSP employees should be encouraged and given more incentive to continue their higher education.
 39. There is little or no additional cost to the state associated with the AAS degree earned by WVSP cadets in their basic training. While there is some redundancy for cadets who have already earned college degrees, most of the AAS degree focuses on written communication, oral communication, and computers—skill areas that can always use improvement. For this reason, the embedded AAS degree should be retained.
 40. The length of the WVSP cadet academy should be determined by an updated job task analysis and the development of revised objectives for training. While small reductions in the length of training could be made, it would not be realistic to expect a drastic cut in the length of training. It is the study team's feeling that the length of the WVSP academy is not excessive in relation to police training across the country.
 41. Emergency vehicle operation is a critical skill for law enforcement. To reduce the number of WVSP vehicle accidents, the study team makes the following recommendations:
 - A. The WVSP should develop in-service and remedial training on emergency vehicle operations for all West Virginia law enforcement personnel. Refresher in-service training for all troopers and local officers/deputies should be offered on a regular basis. This schedule should be based on analysis of officer-involved crashes. Students should use their permanently assigned vehicles for in-service training so they can familiarize themselves with the unique handling characteristics of their vehicles and identify equipment/maintenance deficiencies (e.g., over- or under-inflated tires, tread wear, suspension problems, etc.).

- B. The WVSP should research and secure a site closer to the academy for emergency vehicle operations training.
- C. The WVSP should explore the feasibility of re-engineering the parking lot at the Academy to allow skidpad training.

Appendix A: BCI Projects and Updates

Troop 1 – Fairmont

For the period July 1, 2001, through June 30, 2002, Troop 1 BCI had the following activity. This troop opened 33 felony cases, 10 of which have been adjudicated. The troop had 106 indictments and arrested 54 people. So far, 12 defendants have been convicted, with no acquittals in any of the cases.

Troop 1 had a total drug removal of \$239,196.55 in this fiscal year. The troop took 29.5 pounds of marijuana, 30.5 grams of cocaine, 52.8 grams of crack cocaine, and 32 ounces of methamphetamine off the streets.

Troop 1 BCI obtained information on a large-scale crack cocaine operation in Morgantown. Obviously, as Morgantown is the home of West Virginia University, with a huge student population, this case became a priority. The case began in February, and federal indictments naming 15 defendants were handed down in July. This case was instrumental, as several of the defendants had prior convictions and the indictments came before West Virginia University students returned for the fall semester. Information has been received by Troop 1 members that since the indictments, crack cocaine is very hard to obtain in the Morgantown area.

Also, via the Morgantown investigation, information was received about a crack cocaine and methamphetamine problem in the town of Philippi, which is home to Alderson-Broadus College. This investigation has identified eight defendants, who are to be indicted in the October term of the federal grand jury. This case will be significant, as Philippi is a small community where eight drug arrests will have a major impact on the community's awareness of the drug problem and of the law enforcement efforts to combat these problems.

Troop 2 – Martinsburg

Troop 2 BCI members, who are housed with the Eastern Panhandle Drug and Violent Crime Task Force, have not only conducted several extensive drug investigations during this fiscal year, but have also assisted or led several homicide investigations within their area of responsibility. Most notable among these cases was the discovery of the decomposed body of Vatrezza Miller by members of the Martinsburg detachment. This case was adopted by Troop 2 members and the task force. Via a drug connection, the murder of Ms. Miller was quickly attributed to several crack cocaine dealers in the Martinsburg area. This case went to trial in early 2002, with two of the five charged in the case being prosecuted. The two defendants who went to trial were convicted and received life sentences. The remaining three defendants reached plea agreements prior to trial. The Northern District U.S. Attorney's Office presented the entire task force with an award citing its outstanding work in the successful completion of this case.

Troop 2 BCI members have conducted investigations of such drugs as oxycontin, cocaine, ecstasy, crack cocaine, and marijuana. Notable among these types of investigations was the crack conspiracy case from Martinsburg, where eight defendants were charged in a

30-count indictment. All defendants have pled and been sentenced, the average sentence being five years. Another notable case involved a former West Virginia University and Miami Dolphins football player. This defendant was a high school football coach in the Martinsburg area and is now facing approximately 24 months in prison.

In June 2000, the small town of Piedmont had become a haven for crack cocaine dealers from New York, Pennsylvania, Florida, and Maryland. During an investigation, 47 undercover drug buys were made from several different targets. Thirty-one defendants were indicted in seven different drug conspiracies. At the present, 30 of the defendants have been arrested. All defendants arrested have signed plea agreements and have been sentenced or are awaiting sentencing. Sentences handed down thus far range from 24 months to 188 months.

In Moorefield, crack cocaine, methamphetamine, and marijuana dealers ran roughshod over the community. An investigation concluded with the indictment of 10 defendants and the seizure of approximately two pounds of methamphetamine, a quarter pound of crack cocaine, and a pound of marijuana. Of the 10 defendants indicted, five have pled guilty and are awaiting sentencing.

Another project taken on by Troop 2 BCI involved the Centre Street area of Martinsburg. This area had become an open-air drug market, with local citizens making daily complaints to the Martinsburg Police Department and City Council. The Task Force/Troop 2 BCI initiated an undercover investigative effort, utilizing both confidential sources and undercover officers. The dealers were connected throughout the eastern panhandle and had sources from the larger metropolitan cities. The investigation was initiated in the summer of 2001, and 19 indictments were made in July 2002. The investigation incorporated various drug seizures from local uniform efforts, as well as over 40+ undercover and confidential informant purchases. The case also incorporated several search warrants. The complete case included more than 24 defendants. As of this writing, six of the 19 have signed plea agreements. The others are still in plea negotiations. Many other cases are being furthered through the debriefings taken. The Centre Street area has shown a large decrease in calls for police service, and local residents again feel it is safe to go outside their homes. This case involved numerous eastern panhandle police agencies and is an example of the cooperative drug enforcement effort that is continuous in this area of the state.

Troop 3 – Buckhannon

Troop 3 BCI consists of four sworn members and operates without clerical assistance. Troop 3 BCI has arrested or indicted 14 defendants during the reporting period and has purchased or seized approximately \$30,000 worth of illegal drugs. Troop 3 had received many complaints from the Tucker County area regarding methamphetamine and marijuana distribution. Troop 3 members took this case on as their project. To date, nine defendants have been indicted in both state and federal court. Four of them have pled guilty, with the remaining awaiting trial or involved in plea proceedings. Also, a clandestine methamphetamine laboratory was discovered pursuant to a search warrant and was dismantled.

Troop 3 BCI also conducted an investigation of a major drug dealer in the Elkins area, who has been a thorn in the side of law enforcement for many years. This subject was a ma-

major distributor of methamphetamine and cocaine, with direct ties to illegal drug distributors from three other states. As of this writing, four defendants have been indicted, and four ounces of cocaine, two ounces of methamphetamine, three ounces of crack cocaine, and a small amount of MDMA (commonly referred to as the “date rape” drug) have been seized.

Troop 4 – Charleston

Troop 4 BCI members have conducted several major drug investigations in the last year, specifically regarding clandestine methamphetamine laboratories and methamphetamine distribution. As of this writing, 21 defendants are to be indicted in the very near future in regard to the illegal distribution and manufacturing of methamphetamine.

Troop 4 BCI members conducted an investigation in conjunction with Troop 7, Parkways, regarding the seizure and controlled delivery of cocaine which was en route to the Logan area. One defendant has been arrested and is awaiting trial. Also, \$5,000 was seized in this investigation.

Troop 4 BCI members conducted a joint investigation with local and federal agencies regarding illegal distribution of oxycontin in the Kanawha Valley. This investigation targeted nine defendants. To date, four defendants have been sentenced in federal court, with the sentences being no less than three years each.

Troop 4 BCI has one sworn member assigned to the Parkersburg Narcotics and Violent Crime Task Force. Within this reporting period, the task force has processed 36 clandestine labs and has seized approximately 507 grams of methamphetamine. The BCI member assigned to the task force has also taught several classes to state and federal law enforcement agencies on environmental violations associated with clandestine labs.

Troop 4 BCI members have assisted the uniform members of the state police and other agencies in dismantling numerous clandestine methamphetamine labs. Troop 4 BCI has adopted the problem of manufacturing and distribution of methamphetamine as its troop project. The Parkersburg Narcotics Task Force has been very effective in detecting and dismantling numerous methamphetamine labs in the Wood County area. Its efforts were enhanced by the cooperation of the business owners in Wood County. The business owners were notifying the task force when subjects entered their establishments and purchased large quantities of the ingredients used in the manufacture of methamphetamine. Kanawha County and the surrounding counties in Troop 4 have experienced a sharp rise in the number of clandestine labs in the past year. In an effort to curtail these labs, members of Troop 4 BCI have contacted various businesses throughout the area that sell methamphetamine precursors and asked that they notify Troop 4 BCI when subjects purchase them. The majority of the businesses have cooperated with this request, and Troop 4 BCI has used the information to build cases. The Cabin Creek area of Kanawha County is one example of an area that has had an influx of clandestine labs in the past year. Troop 4 BCI has also identified the Elkview area of Kanawha County as having a large number of clandestine labs. Troop 4 BCI is working in conjunction with other agencies, such as the Kanawha County Sheriff’s Office and the DEA, in order to combine efforts into a federal OCDETF case in that area. Members of the South Charleston detachment have also discovered several clandestine labs in the Elkview area.

Numerous subjects have been charged with manufacturing methamphetamine, and a number of other potential targets have been identified to date.

Troop 5 – Logan

Troop 5 BCI has been involved in numerous drug-related investigations, resulting in 27 felony arrests, the removal of more than \$18,700 in controlled substances, and the eradication of 89 marijuana plants during this reporting period. Among these investigations, most notable is the investigation of a major dealer of oxycontin in the Logan area, which led to his supplier in Tennessee.

Troop 5 BCI has been assigned two public corruption investigations in Mingo County. One case involves embezzlement of funds from a volunteer fire department, and the second involves false invoices, etc., regarding a contract between the county and a private contractor.

Troop 5 BCI works closely with the U.S. 119 Drug and Violent Crime Task Force. In fact, the two groups are housed in the same building. Also, Troop 5 BCI has members assigned to the Huntington Drug and Violent Crime Task Force, which is coordinated by the FBI. Troop 5 BCI members have worked in close conjunction with uniformed members of the state police in two separate murder investigations. One of these investigations has been successfully completed with the arrest of one subject, and the second murder investigation is ongoing.

Troop 5 has processed three clandestine methamphetamine labs within its area. Due to the covert way most methamphetamine “cookers” operate, very small amounts of finished product were seized.

Troop 6 – Beckley

Members of Troop 6 BCI over the last year have continued their efforts to stop the illegal distribution of controlled substances as well as stop numerous other criminal violations throughout southern West Virginia.

A review of the criminal investigation logs for Bluefield, Beckley, and Lewisburg BCI offices indicates that Troop 6 officers were responsible for opening or directing 353 cases between July 1, 2001, and June 30, 2002. Even though the vast majority of these investigations involve the distribution of illegal drugs, officers have also worked on investigations relating to fraud, pornography, local political corruption, and several other crimes.

Throughout the year, Troop 6 BCI members have shared information and worked on a daily basis with several federal agencies including the Drug Enforcement Administration, Internal Revenue Service, Bureau of Alcohol, Tobacco and Firearms, United States Marshals Service, Secret Service, and United States Postal Service. Troop 6 BCI members have also shared information and worked on several cases with other state and local agencies. Some of these agencies include the state Tax Department, Alcohol Tobacco & Beverage Department, Attorney General’s Office, Securities Division, and numerous local city police departments and county law enforcement agencies throughout West Virginia and the United States.

Troop 6 BCI members have arrested or been involved in the arrest of 51 individuals on a total of 99 charges from July 1, 2001, to June 30, 2002. Troop 6 BCI members have also participated in 20 searches that were authorized by either search warrant or consent to search by individuals.

Troop 6 BCI members have been involved in the seizure of 13 vehicles from drug dealers as well as \$99,121 dollars in U.S. currency and an estimated \$300,000 of other real property, such as houses and businesses. All of those seizures are currently being processed through the court system.

In early 2001, members of the Bluefield BCI office and the Southern Regional Drug and Violent Crime Task Force identified several large-scale drug dealers in the Princeton and Bluefield area of Mercer County as well as several large-scale drug dealers in the Panther area of McDowell County.

As a project, Troop 6 BCI members then organized an Organized Crime Drug Enforcement Task Force case named "Justice for All." Members of the WVSP, IRS, and DEA, along with the McDowell County Sheriff's Office and the Southern Regional Drug and Violent Crime Task Force, worked the case. The investigation targeted Arthur Graham Justice, Steve Lambert, and their associates. Both individuals lived in the Panther area of McDowell County. The investigative part of the case concluded in December 2001 with four separate search warrants being executed and the arrest of 11 separate individuals. All the individuals arrested have since pled guilty to drug charges in federal court in the Southern District of West Virginia. Some have indicated a willingness to assist law enforcement in future investigations.

Part Two of the Troop 6 project actually started in July 2000, continued throughout 2001, and is just now beginning to wind down. The case has been assigned the Organized Crime Drug Enforcement Task Force Name of "THE UNTOUCHABLES." This case centers on five main targets in the Bluefield and Princeton area. The individuals targeted are responsible for the distribution of literally thousands of prescription drugs, which are brought into southern West Virginia and then distributed by street-level dealers. The individuals targeted are also responsible for the transportation and distribution of numerous kilos of powder and crack cocaine into the Bluefield and Princeton area. One of the individuals targeted in this investigation was murdered earlier this year. The four remaining targets in the investigation were recently arrested after being indicted by a federal grand jury. Troop 6 BCI members, Southern Regional Drug and Violent Crime Task Force, Internal Revenue Service, Drug Enforcement Administration, Princeton Police Department, and Bluefield Police Department are conducting the investigation. The United States Attorney's Office in Charleston is the lead prosecuting agency in this case. Numerous other individuals are involved in this drug distribution organization. The cases are made on these individuals and are awaiting prosecution.