



# BPD STAFFING

PAST, PRESENT & FUTURE



# A HIRING FREEZE AND ATTRITION

On June 29, 2020, the Burlington City Council passed the “Racial Justice Through Economic And Criminal Justice” resolution. Among its many prescriptions was a requirement that the Burlington Police Department diminish its staffing through attrition.

*BE IT FURTHER RESOLVED that the Burlington Police Department decrease through attrition, allowing officers to elect of their own accord to retire or leave for other reasons, the maximum total number of uniformed police officers by 30% from 105 to 74 uniformed officers*

The following presentation outlines the status of the hiring freeze and the degree to which staffing has decreased. It also discusses the way the staffing decrease has and will affect calls for service and patrol coverage, and potential plans for addressing those affects.



# RECRUITING & HIRING

## *Person Applies*

- 1 month: City Application filled out and submitted
- 1 month: Entrance exam at VPA (written test and PT test) (happens only once per month (pre-COVID))
  - If applicant passes, applicant takes MMPI test that day; if successful, BPD makes a conditional offer of employment
- 1 month: Personal History Questionnaire
- 1 month: Interview Board
- 1 month: Polygraph
- 2 months: Background investigation and command review

## *Applicant is Hired and becomes a Recruit*

- 3 weeks: Recruit attends pre-basic training at BPD
- 16 weeks: Recruit attends Vermont Police Academy
- 3 weeks: Post-basic at Vermont Police Academy
- 14+ weeks: Field Training

**Pre Academy: 6 months**  
**Academy & Field Training: 8 months**

**Total Time from Start to Solo  
Officer on Road: 14 months**

**In our last class, out of 260  
Applicants, six were hired and sent  
to the VPA—only three graduated**

*Note: This timeline is further complicated by the fact that the Academy only runs a February Class and August Class. Agencies must reserve seats for the next class on the day the new Academy Class starts.*



## CURRENT STAFFING

BPD is currently down 15% from previous average sworn staffing levels (96 avg → 81).

The Burlington Police Department (BPD) currently has 81 sworn personnel (effective\*).

***“Sworn personnel” includes employees of all ranks who are Level III law enforcement officers as defined in 20 VSA § 2358.***

***“Officer” refers specifically to the BPD non-supervisory rank of “police officer.”***

In some instances, this document refers to the BPD’s entire sworn personnel staffing; in some instances, particularly when discussing numbers of officers necessary for Patrol, it refers to “Officers” —i.e., non-supervisory police officers who respond to calls for service.

Using bi-annual snapshots on January 1 and July 1 of each year, BPD’s average headcount over the past eight years has been ≈ 96. When the defund movement began in June, BPD had 92 sworn personnel.

Since June, BPD has lost eight sworn personnel. Five of these persons filed exit paperwork that specifically stated City Council decisions played a part in their departures. (Four have gone on to other public safety jobs.) One officer filed a tenure-related departure (i.e., a 20-year retirement.) One officer resigned while under suspension. One sergeant was bought out of his contract by the City.

Another officer is on long-term sick leave (workers comp) and will never return to duty. Another officer is on long-term limited duty pending shoulder surgery. One officer was ordered on 11/30 to report immediately for a military assignment extending through September 2021.

**BPD currently has 81 sworn personnel (effective).**

\*“Effective” refers to a deployable Level III law enforcement officer. Sworn personnel on long-term sick, long-term military duty, or long-term injury are not effective, although they are still carried on the BPD’s total headcount rolls.



## STAFFING GOING FORWARD

The bulk of BPD's sworn personnel are assigned to the Uniformed Services Bureau, or USB—also known as Patrol. Patrol divides the year into three four-month-long "Tours." Three times a year, officers bid, by seniority, on their shift assignment—i.e., Day Shift (0730x1730), Evening Shift (1645x0245), or Midnight Shift (2215x0815). In the past there has been a Swing Shift (1200x2200), as well. Because officers work four 10-hour shifts per week, there are two alternating teams for each shift. The teams overlap one day per week.

***Patrol needs a minimum of 42 officers to function normally.***

Officers can also bid to be assigned to the airport. By TSA rules, eight sworn personnel (a supervisor and seven officers) must be assigned to the airport.

BPD also has several specialized positions: a Community Affairs Officer (CAO), a Domestic Violence Prevention Officer (DVPO), an Emergency Response Officer (ERO), and two School Resource Officers (SROs). These are long-term assignments, not bids.

By contract, ten officers must be assigned to the Detective Services Bureau, or DSB. This includes those assigned to the Chittenden Unit for Special Investigations, or CUSI, and the DEA Task Force. These are long-term assignments, not bids.

The next Tour begins on January 3, 2021. Before that, we anticipate additional departures not accounted for in our "81 effective" figure. One officer has been assigned to a 400-day military deployment beginning Jan 1. One officer is in the hiring process for the Vermont State Police, expected to start in December. Two additional officers are expected to receive orders for yearlong (or longer) military deployments. Another is in the hiring process for the DEA. Twelve sworn personnel will be eligible for retirement by September 2021.

**We anticipate 79 sworn (effective) by January. When BPD gets to ≈76 sworn and/or ≈36 officers available for patrol, BPD will no longer be able to deploy overnight coverage. There will be no proactive Midnight Shift.**



# 41 OFFICERS AVAILABLE FOR CALLS

- This table shows the current “Downtown Tour”
- This allows for eight officers on patrol (for 44,000 residents)***
- There are three shifts (Days, Evenings, and Midnights)
  - We normally also staff a Swing shift, but current staffing is too low
- Officers work four ten-hour shifts per week—40 hrs/wk
- Each shift has two alternating teams, “**Left Side**” and “**Right Side**”; the teams overlap on one shift per week, aka “double days”
- The **minimum safe staffing** on a Day or Evenings shift is typically six plus a supervisor; the minimum on a Midnight shift is typically four plus a supervisor
  - On shifts where minimum staffing is not met, supervisors will post for overtime to ensure a safe number of officers is available
- The “Availability Factor,” which is calculated based on officers’ contractual leave, means that only 86.3% of officers are available at any given time—i.e., 8 officers on a shift are actually 6.9 officers***
- On any given shift, particularly on “double days,” headcount is likely to be lower than the “availability factor” owing to training, injury, sick leave, or non-contractual time off

## BURLINGTON POLICE DEPARTMENT - DOWNTOWN TOUR

DECEMBER 6, 2020 - JANUARY 2, 2021

DAYS: 0730-1730 TEAM A Off: Sun, Fri, Sat		
LT	LAWSON 214	C
SGT	WEINISCH 333	Area
1	SCHALLER 282	C
2	COUSINS 284	C
3	MOYER 326	B
4	K YOUNG 268	E
5	BARTLE 369	B
6	WINTERS 388	A
7	<del>SPITTLE 389</del>	D
8	HUYNH 392	D
CSO	STIRLING 960	
SRO: 0800-1600 Mon-Fri		
SRO	NORRIS 273	
SRO	HENRY 321	
EVENINGS: 1645-0245 TEAM D Off: Sun, Mon, Sat		
LT	LABARGE 269	B
SGT	DIFRANCO 235	Area
1	BADEAU 289	E
2	ORFANT 357	A
3	BEAL 364	C
4	YEH 368	D
5	<del>BADEAU 374</del>	C
6	LACOUTURE 375	B
7	MORAN 398	D
8	CALDIERI 403	
9	JOHNSON 404	
MIDNIGHTS: 2215-0815 TEAM F Off: Sun, Fri, Sat		
SGT	BROWNELL 311	Area
1	CHANG 337	A
2	CAMPBELL 362	B
3	MONTALVO 373	E
4	GONZALEZ 393	C
5	SHORT 396	D

DAYS: 0730-1730 TEAM B Off: Tue, Wed, Thu		
LT	YOUNG 103	A&E
SGT	DIFRANCO 235	Area
1	TAYLOR 201	C
2	WILSON 263	A
3	LECLERC 304	E
4	KAHLIG 313	B
5	BOMBARD 355	B
6	BROUILLETTE 367	C
7	MARVIN 381	C
8	CONGDON 382	D
CSO	WAGEMAN 961	
ERO: 1100-2100 Off: Tue, Wed, Thu		
ERO	ROSS 353	

EVENINGS: 1645-0245 TEAM E Off: Tue, Wed, Thu		
SGT	BELIVEAU 329	Area
1	BYRNE 345	D
2	CORROW 347	B
3	HARTNETT 351	C
4	O'LEARY 358	D
5	PALMATEER 371	B
6	KIRBY 379	C
7	LOWNDES 386	A
8	WEBSTER 400	E





MIDNIGHTS: 2215-0815 TEAM G Off: Mon, Tue, Wed		
SGT	SELLER 319	Area
1	BACCAGLINI 272	E
2	SPAULDING 335	A
3	PETERSON 363	C
4	MCGEE 385	B
5	BAUR 394	D

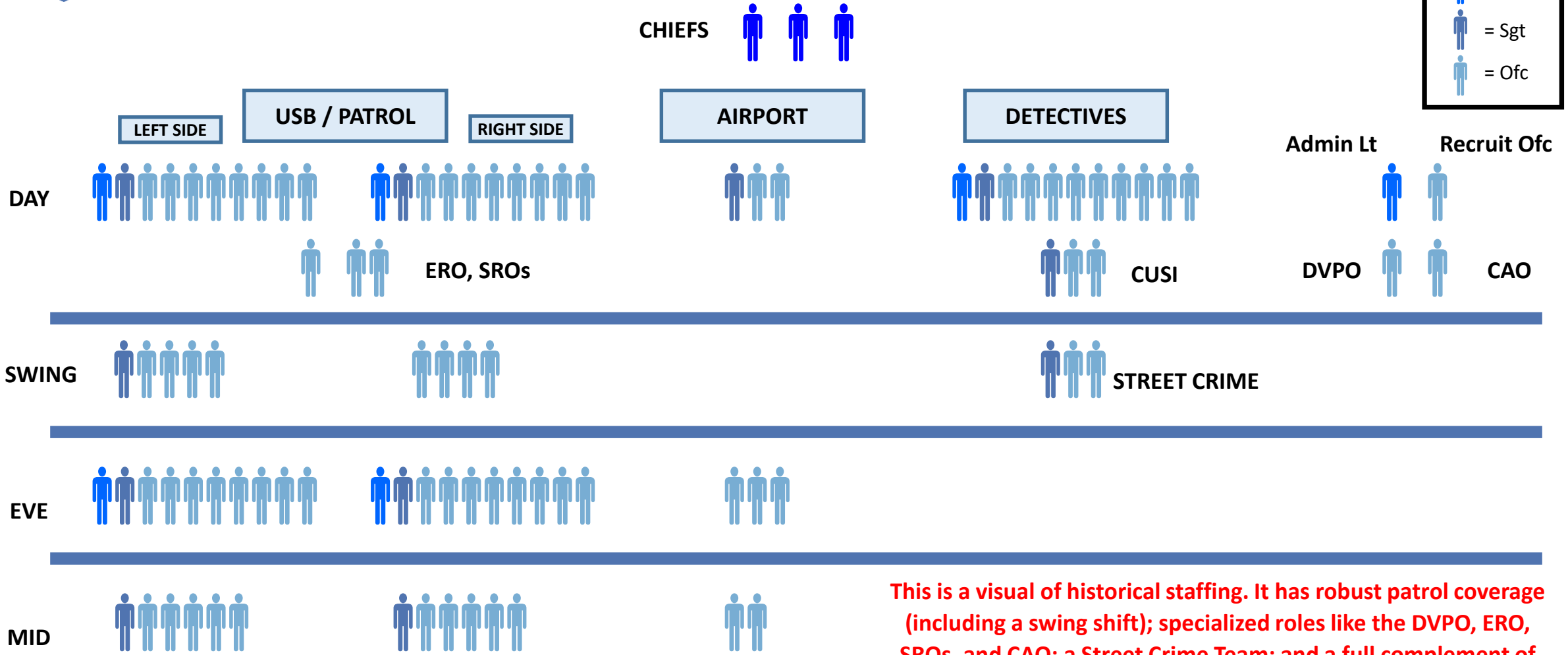


# HISTORICAL AVERAGE SWORN STAFFING

**96 Sworn**  
≈ 83 w/ Availability Factor

**KEY**

-  = Chief
-  = Lt
-  = Sgt
-  = Ofc



**50 Officers Available for Patrol (AF ≈43)**





**This is a visual of historical staffing. It has robust patrol coverage (including a swing shift); specialized roles like the DVPO, ERO, SROs, and CAO; a Street Crime Team; and a full complement of detectives in DSB and CUSI. Strong community policing and innovative protocols like ICAT require this level of staffing.**

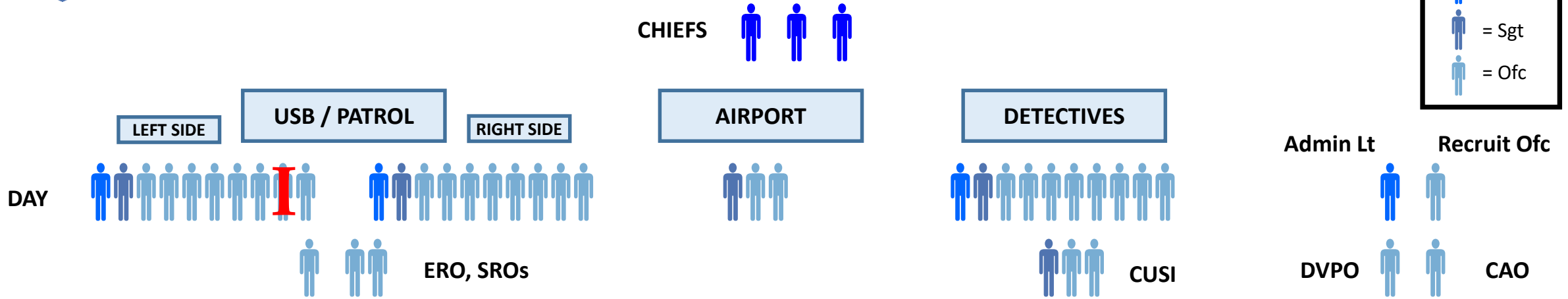


# SWORN STAFFING – CURRENT

**81 Sworn (effective)**  
*≈ 70 w/ Availability Factor*

**KEY**

-  = Chief
-  = Lt
-  = Sgt
-  = Ofc



**41 Officers Available for Patrol (AF ≈35)**

**This is BPD's current staffing. One officer is long-term injured ("I"); one has resigned. There are 81 sworn personnel (effective). This is the last point at which we can have specialized positions. There is adequate staffing at the airport and CUSI, but DSB is understaffed.**



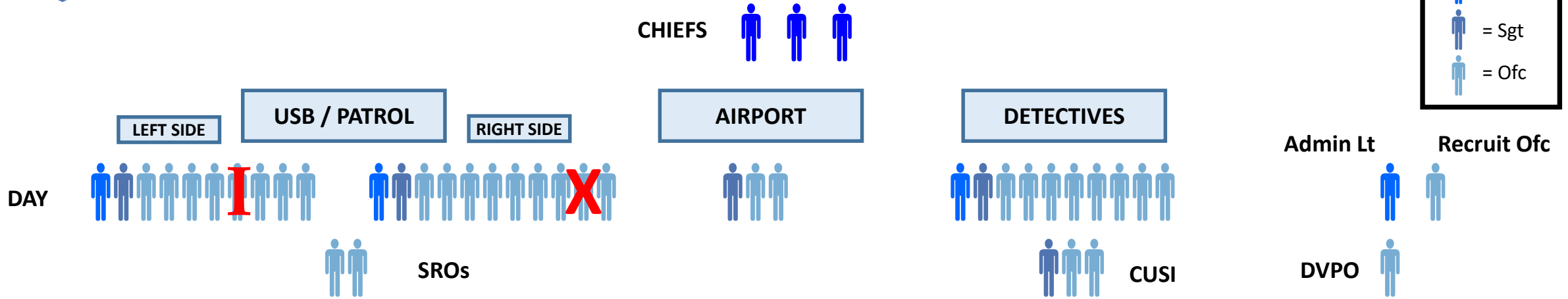


# SWORN STAFFING – JAN 3 2021

**79 Sworn (effective)**  
*≈ 68 w/ Availability Factor*

**KEY**

- = Chief
- = Lt
- = Sgt
- = Ofc



Floating Sgt



**This is the next Tour, beginning Jan 3 2021. We have reassigned the ERO and the CAO to Patrol, to the detriment of our emergency response and our community policing practices.**



**As stated previously, it is probable that two additional officers will resign before we begin the next Tour ("X"). Losing two officers brings BPD to 79 sworn personnel, with 38 officers available for Patrol.**

**38 Officers Available for Patrol (AF ≈33)**

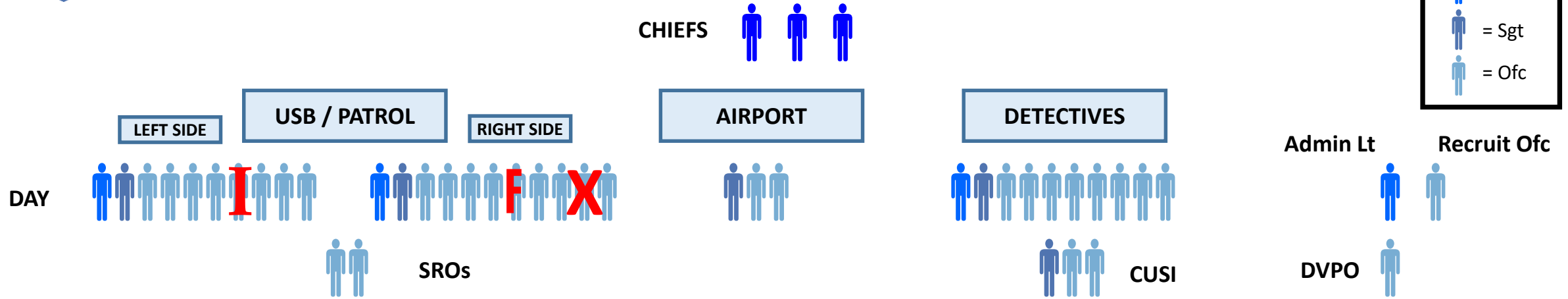


# PROBABLE DEPARTURES

**73 Sworn (effective)**  
*≈ 63 w/ Availability Factor*

**KEY**

- = Chief
- = Lt
- = Sgt
- = Ofc



Floating Sgt



Other possible departures include two potential long-term Military deployments ("M"), and three officers exploring offers from other agencies ("?"). Another officer will go out on FMLA ("F").







With 73 sworn personnel and 33 officers available for Patrol, BPD will reassign the DVPO and end the midnight shift.

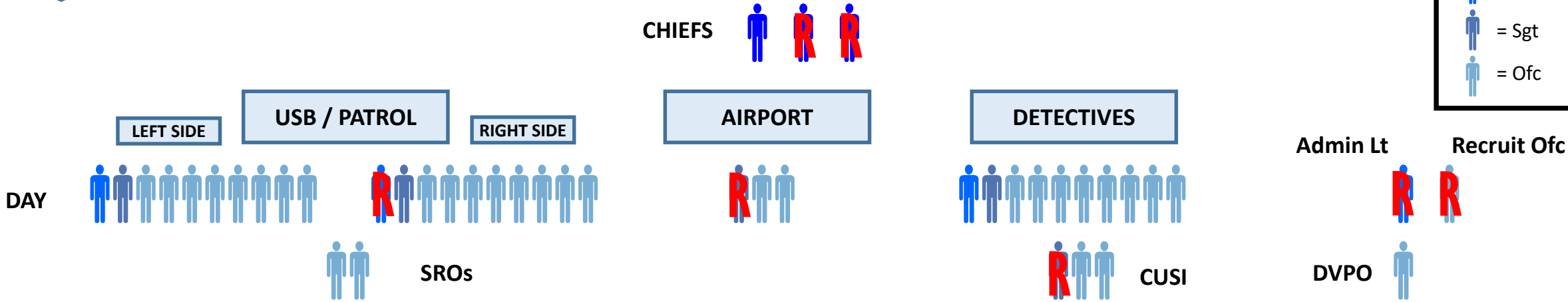
**33 Officers Available for Patrol (AF ≈29)**



# RETIREMENT ELIGIBLE BY SEPT 2021

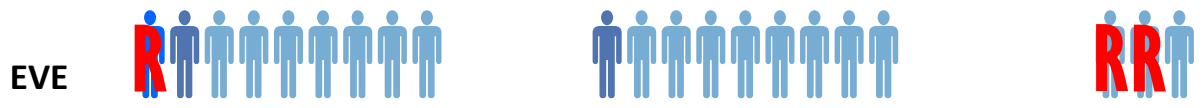
**KEY**

-  = Chief
-  = Lt
-  = Sgt
-  = Ofc



 Floating Sgt

**7 eligible for retirement by February**



**12 eligible for retirement by September**







**Seven sworn personnel are eligible for retirement now or by February 2021. By September 2021, that becomes 12 sworn personnel. If all eligible personnel retired, BPD's total headcount could be 59; this would leave approximately 28 Officers for Patrol.**

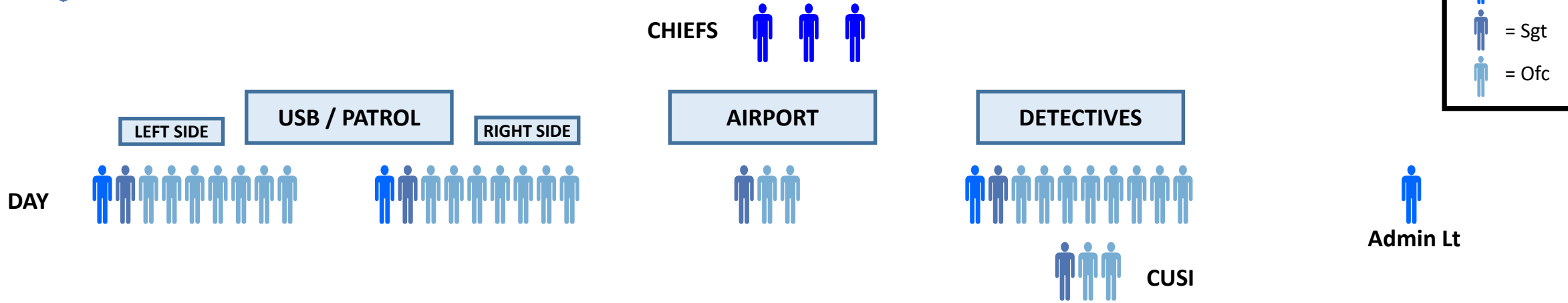


# A DEPARTMENT CUT BY HALF

**59 Sworn (effective)**  
*≈ 51 w/ Availability Factor*

**KEY**

-  = Chief
-  = Lt
-  = Sgt
-  = Ofc



**This is our possible staffing picture by September 2021 if:**

- all eligible members retire
- all current potential departures occur



**This is 56% of what BPD's authorized strength was prior to defunding. Seven officers per shift actually means six with availability factor. There are no special positions like Community Affairs or Domestic Violence Prevention. There is no Midnight coverage.**





**28 Officers Available for Patrol (AF ≈24)**

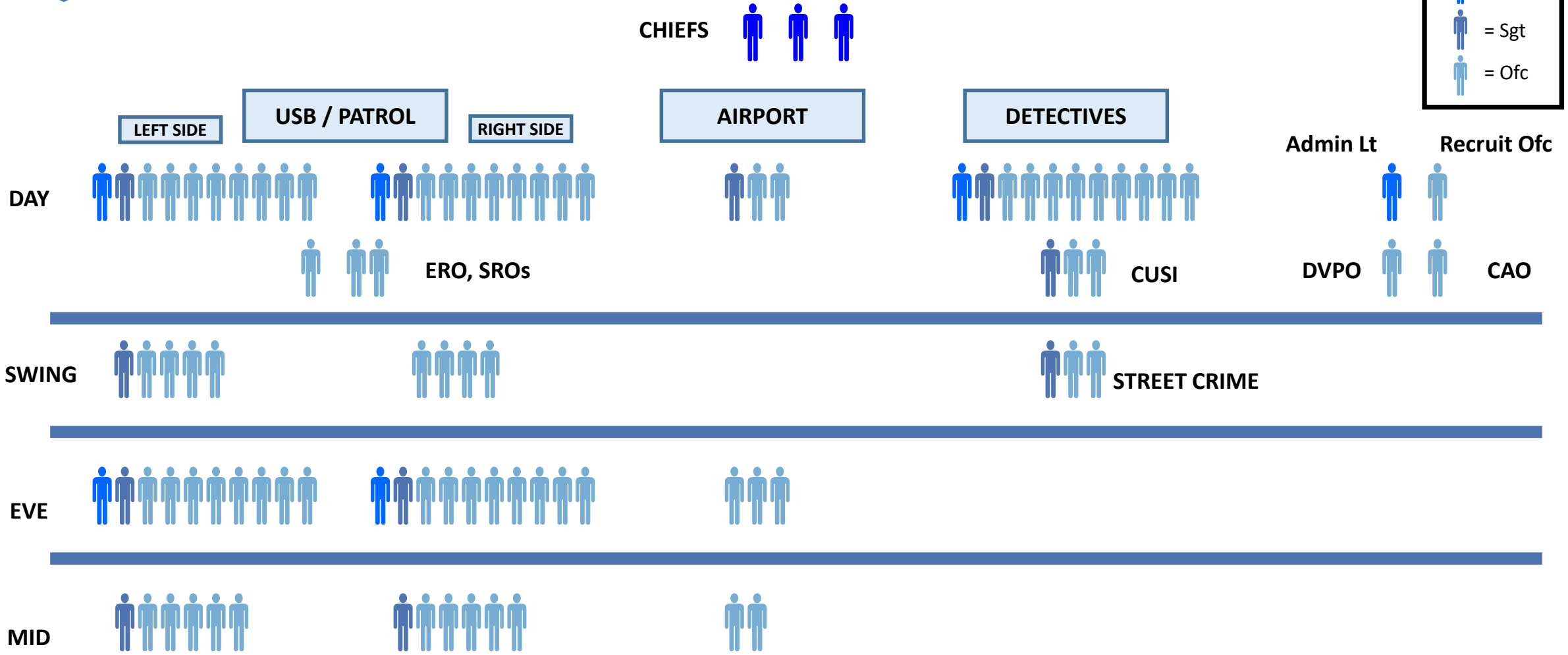


# HISTORICAL AVERAGE SWORN STAFFING

**96 Sworn**  
≈ 83 w/ Availability Factor

**KEY**

-  = Chief
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# IMMINENT CHANGE – 42 to 36

## CURRENT

DAY – 0730 x 1730

EVES – 1645 x 0245

MIDS – 2230 x 0830

LEFT SIDE

TEAM A



TEAM D



TEAM F



= 42 OFCS

TEAM B

RIGHT SIDE



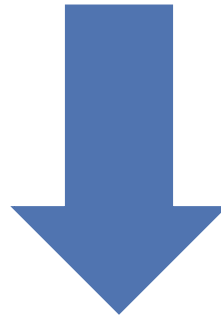
TEAM E



TEAM G



During budget discussions in June, the BPD had 45 officers available for patrol, plus three officers in field training. Today, those officers have graduated to solo patrol but BPD is nevertheless down to 42 officers for patrol. There is no short-term prospect of replacements.



When BPD gets to ~36 officers available for patrol, i.e., when headcount is in the mid-70s, the department will no longer be able to deploy overnight coverage. **There would be no proactive midnight patrol.**

LEFT SIDE

TEAM A



TEAM D



TEAM B

RIGHT SIDE



TEAM E



= 36 OFCS



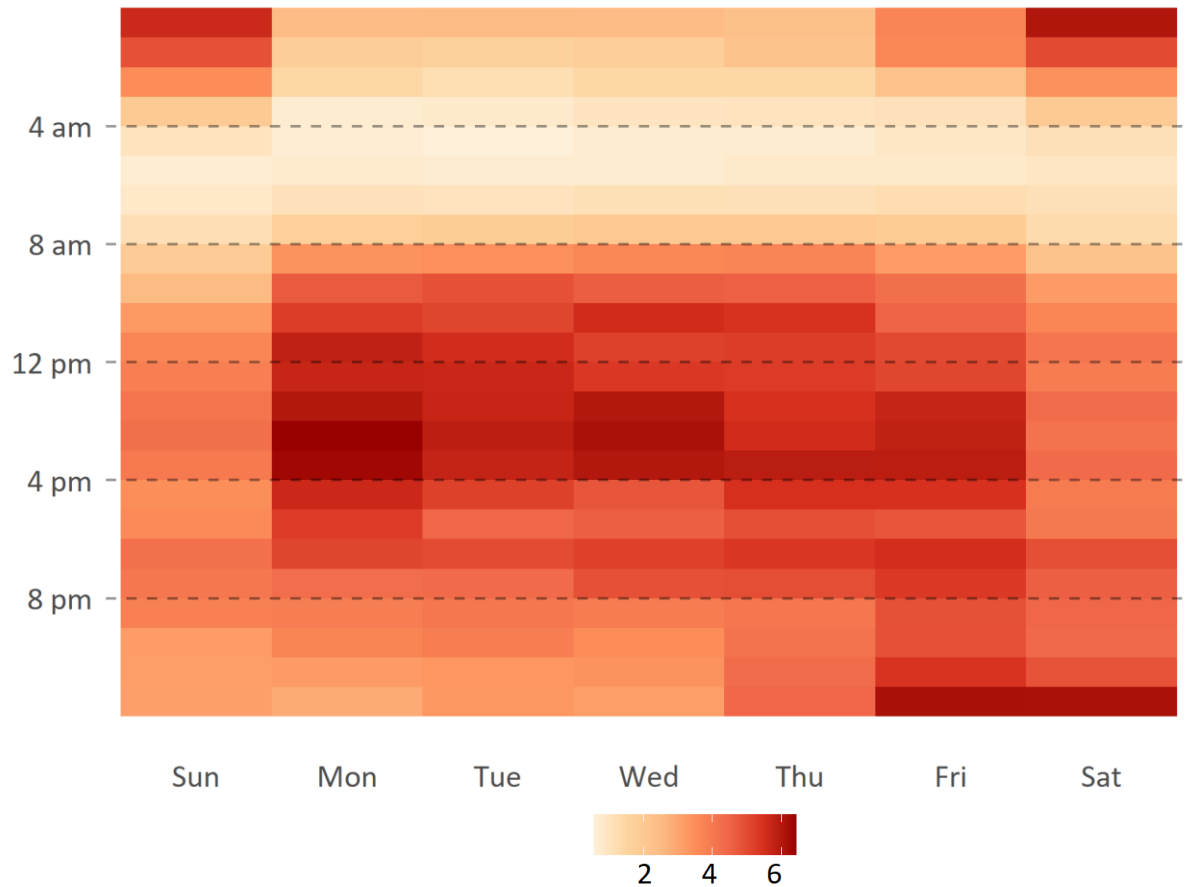
# ENDING OVERNIGHT COVERAGE

The Vermont State Police do not currently have 24-hour coverage.

If the BPD's available staffing for patrol falls below  $\approx 36$  officers, the BPD will follow suit. **In order to maximize coverage during the hours when call volume is highest**, the BPD would end in-person response during the hours when call volume is lowest, from 3:00 AM to 7:30 AM, and only accept online reports or reports by phone.

**When sworn personnel falls to  $\approx 76$  and/or the number of officers available for Patrol falls to  $\approx 36$ , the BPD will not have proactive overnight coverage.**

Average Number of Calls By Hour and Weekday  
2016 - 2019





# NIGHTWATCH

Ending the Midnight Shift (overnight coverage) would mean *no in-person police response between 3:00 AM and 7:30 AM.*

It is likely that a sergeant and two officers would be posted at One North Avenue between 3:00 AM and 7:30 AM, potentially on overtime, depending on headcount. They would act as “Nightwatch,” providing facility security. If BPD also closes police dispatch during those hours, the officers would also field calls from the PSAP.

The Nightwatch would also be available for in-person response for a small number of serious crimes.

Possible examples:

- homicide
- aggravated assault with medical transport
- robbery with medical transport
- rape with medical transport
- burglary with medical transport

**Under this model, a property alarm, a public-order call (e.g., a loud dispute), or a suspicious event (e.g., a possible prowler) would not receive in-person response between 0300 hours and 0730 hours.**





## NEXT STEPS

**There is no short-term fix.**

**Hiring new recruit police officers takes in excess of 14 months. At best, if active recruitment were allowed to begin today, BPD would \*possibly\* be able to put six recruit officers in the August 2021 class at the Vermont Police Academy.**

**Assuming all six completed the entire process, those six new officers would not be vetted, hired, tested, trained, and capable of solo patrol until March of 2022.**

**Losses beyond those envisioned here are possible prior to March of 2022.**



## ASSESSMENTS AND DATA

On June 29, 2020, the City Council passed the “Racial Justice Through Economic And Criminal Justice” resolution. That resolution envisioned an assessment that would guide the implementation of a new public safety apparatus in order to develop new resources to replace police response. Nearly six months later, the assessment has not begun.

The BPD’s staffing situation—and, more importantly, what it represents in loss of service to Burlington residents—cannot be corrected in the short term. In an increasing number of instances, when Burlingtonians call for service, police will not be able to come.

Hiring new police will take years. **There are alternatives to armed police service that have a shorter hiring time frame, however—approximately eight months versus 14 or more.**

**A problem well understood  
is a problem half solved.**

*BE IT FURTHER RESOLVED that a **joint committee** of the City Council Public Safety Committee and Police Commission begin an inquiry by July 15 into the question of how to build a healthy and safe community and what institutions we need to reach that goal, and that this inquiry include a full operational and functional assessment of the Burlington Police Department that analyzes who, what, where, and how the department polices and includes a review and analysis of the assessment with full community participation and input, followed by the implementation of a methodical transition to a public safety apparatus that delivers services aligned with the values and vision of the community with a report to the full Council by the first Council meeting in October 2020*



## TIME IS A THIEF

**Getting data from the assessment proscribed by the Racial Justice resolution, as well as community input from facilitation consultancy created by the Joint Committee, will be immeasurably helpful.**

**As of the second week of December, more than five months into the fiscal year, neither process has yet begun.**

**Nevertheless, officers are leaving and calls for service keep coming in.**



## A TWO-YEAR PLAN

Where do we go from here?

Assuming the assessments were to say police should restaff, it would be at least five to six years before BPD could staff to 90+ again.

But there are other options. With input from the two assessments, Burlington can explore diverting some calls for service to civilian employees rather than armed, sworn police officers. This is particularly true of low-level public-order issues and situations involving non-violent behavioral health crises.

The goal is using the sworn resources that are left to us better, and freeing up more officers to focus on community engagement and preventing and responding to violent crime.

### EXAMPLES OF DIVERTIBLE CALLS FOR SERVICE

*Homelessness*

*Quality-of-life calls*

*Non-criminal mental health calls*

*Juvenile disturbances*

*Public health violations*

*Traffic congestion*

*Parking violations*

*Dog and animal complaints*



## CSOs & CSLs

### Building out non-sworn resources.

- **Community Service Officer** – An existing position, CSOs perform a variety of field-work in support of basic police operations: animal control, subpoena service, materiel transport, traffic control, fingerprints, VIN checks, scene control at large incidents, and parking enforcement and towing. They also handle reports of lost or recovered property such as stolen bicycles and service SeeClickFix requests about abandoned property. We can envision expanding their role into certain low-level disorder (e.g., noise complaints) and crash reporting. ≈ \$46,500/yr
- **Community Service Liaison** – A new position, the CSL will address chronic issues such as calls related to homelessness and transient encampments, mental health, and substance use disorder. CSLs will focus on service-resistant populations, and make one-on-one connections with individuals who absorb disproportionate amounts of emergency and social services. ≈ \$57,500/yr



# HIRING CSOs & CSLs

## *Person Applies*

- 1 month: City Application filled out and submitted
- 1 month: Personal History Questionnaire and Interview Board
- 2 months: Background investigation and command review

## *Applicant is Hired*

- 1 month: CSO attends basic training at BPD
- 10 weeks: CSO field training

**Total Time from Start  
to Solo CSO on Road: 7.5 months**

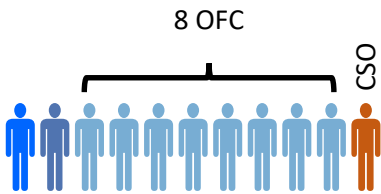
**When BPD last hired CSOs, there were ten applicants. Two made it through the process, and only one was hired.**



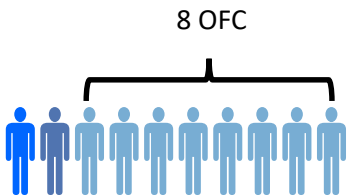
There is a way forward, that will likely require two years or more to implement fully, but that may provide the City with something like the full services achieved by 96+ sworn while staffing fewer than 80 sworn. It depends on the results of the two assessments, the ability to hire CSOs and CSLs, and the viability of off-loading police services to those positions.

SWING DAYS  
EVENINGS  
MIDNIGHTS

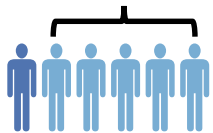
CURRENT SHIFTS (x2)



NO SWING

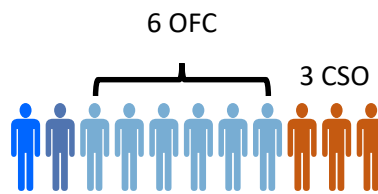


5 OFC



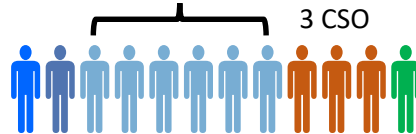
**42 Officers Available for Patrol**

PROPOSED SHIFTS (x2)

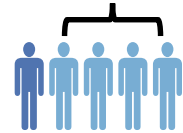


Swing shift of co-response Teams, paired OFC / CSL reporting to a SGT

6 OFC



4 OFC



**36 Officers Available for Patrol**

Dec 11, 2020 – all data preliminary & subject to change

	CURRENT (x2)	PROPOSED (x2)
DAYS	1 LT 1 SGT 8 OFC 1 CSO	1 LT 1 SGT 6 OFC 3 CSO
SWING		1 SGT 2 OFC 2 CSL
EVENES	1 LT 1 SGT 9 OFC	1 LT 1 SGT 6 OFC 3 CSO 1 CSL
MIDS	1 SGT 5 OFC	1 SGT 4 OFC
TOT	4 LT 6 SGT 44 OFC 2 CSO = 56 / (54 sworn)	4 LT 8 SGT 36 OFC 12 CSO 6 CSL = 66 / (48 sworn)

Figures above are USB sworn only. They do not include 30 sworn not assigned to patrol (11 DSB, 3 CUSI, 8 BIAP, 2 SROs, DVPO, CAO, Admin Lt, and 3 Chiefs)

**Proposed Total Sworn: 78**  
**(48 USB sworn + 30 other sworn)**