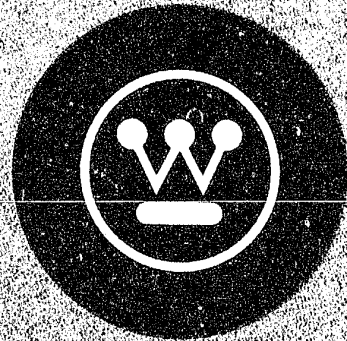


Westinghouse



POLICE TECHNICAL  
ASSISTANCE SERVICE

For the Town of  
Arlington, Massachusetts

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**Westinghouse Justice Institute**

**POLICE TECHNICAL  
ASSISTANCE SERVICE**

**For the Town of  
Arlington, Massachusetts**

**Westinghouse Public Management Services**

2040 Ardmore Boulevard  
Pittsburgh, Pennsylvania 15221

371 West First Street  
Dayton, Ohio 45402

1911 Jefferson Davis Highway  
Arlington, Virginia 22202

Other Offices in Boston and Washington, D.C.

## FOREWORD

Presented in this report are the results of a brief study of the Arlington, Massachusetts, Police Department as requested by Mr. Donald Marquis, Town Manager, and Police Chief Ferdinand A. Lucarelli. The request was processed through the State of Massachusetts Governor's Committee on Law Enforcement and Administration of Criminal Justice; the Law Enforcement Assistance Administration (LEAA) Regional Office, Boston, Massachusetts; and LEAA Headquarters, Washington, D.C. The study was performed by the Westinghouse Electric Corporation Justice Institute (WJI) under an existing national contract (J-LEAA-016-72). WJI is under contract to LEAA to provide technical assistance services to police agencies throughout the country. Mr. John F. Francini, a WJI Senior Consultant, provided the required technical assistance as prescribed by LEAA.

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## 1. INTRODUCTION

The prime objective of this police department technical assistance request was to develop a working report to serve as a guideline for the Town Manager and Chief of Police of Arlington, Massachusetts. The study is aimed at updating organizational structure, methods, and procedures and at indicating where additional attention and study is necessary to:

- (a) Implement changes to improve the operational effectiveness of the department.
- (b) Increase the level of police service to its community.
- (c) Aid in the modernization of the department.

Basically, the Westinghouse Electric Corporation Justice Institute (WJI) was asked to make a brief overview evaluation of the Police Department of the Town of Arlington, Massachusetts, and, within the time constraint imposed for completion of the study, identify any potential areas for improvement, focusing on areas within the patrol function. The time available to perform this study precluded reporting on all operational phases. Rather, the purpose was to address those areas most important to the operational effectiveness of the department and to indicate any areas requiring more in-depth analysis.

Following sections of this report present a set of findings, conclusions, and recommendations aimed at improving the overall effectiveness of the Police Department of Arlington, Massachusetts. The report concludes with a summary of the recommendations proposed.



## 2. ORGANIZATION OF ARLINGTON POLICE DEPARTMENT

The Police Department of Arlington, Massachusetts (a town of some 52,700 people), presently consists of 86 personnel. As indicated in Table 2-1, there are, in addition to the Police Chief, two captains, eight lieutenants, 12 sergeants and 63 patrolmen. Of these, 67 are involved in the patrol function.

TABLE 2-1. ARLINGTON, MASSACHUSETTS, POLICE DEPARTMENT

Function	Personnel					
	Chief	Captain	Lt.	Sgt.	Patrolmen	Totals
Chief	1					1
Patrol			3	10	54	67
Criminal Investigation		1	2	1	7	11
Records		1	2	1	0	4
Traffic Enforcement			1	0	2	3
Totals	1	2	8	12	63	86

The national average for police departments in U.S. cities with a population of 50,000 is 1.6 policemen for each thousand population. Although using this average in the determination of police department size is not recommended for this situation, it does nevertheless provide a community with an opportunity to gauge the degree of protection its police afford in relation to other communities of similar population makeup. Further, the national average provides a starting point which, combined with other factors, is helpful in determining whether the staffing of a police department may be insufficient, adequate, or excessive. Manpower, because it is the most costly item in any police department budget, is a critical concern of the taxpayer. Because most police departments (like other activities) often grow with little or no concern for the relationship between the need for activity and size, a thorough study of manpower needs is required to determine applicable size. As previously mentioned, this study is limited primarily to the patrol function of the Police Department of Arlington, Massachusetts.

Figure 2-1 shows the present table of organization of the Arlington Police Department. The structure indicates that the Police Chief has all eight department units reporting to him directly. However, the major responsibilities of the Police Chief should be supervisory direction of a minimum of immediate subordinates who in turn direct, coordinate, and control the personnel subordinate to them. Thus, the Police Chief directs his subordinates but he coordinates the broad spectrum of activities through them and thereby effectively controls the entire department.

A properly organized police department must have a chain of command which establishes in an orderly fashion the patterns of authority at all levels of command and supervisory personnel. All command and supervisory positions must be sufficiently strengthened to the degree that men in designated positions have the authority to act on behalf of the Chief and to make certain that rules and regulations are observed, that policy is carried out, and that orders are followed.

Another principle of proper organization is the grouping of like functions--all functions similar in nature should be grouped together organizationally and performed either by the same person or the same group of persons. As a general rule, tasks should be considered similar when the same level of authority is required for their execution; when the tasks are performed at the same time or in the same place; and when the performance of the tasks requires the same skill, experience, intelligence, and training.

Figure 2-2 suggests a possible reorganization of the Arlington Police Department. Like functions are grouped and span of control is not excessive at any level of command. The new structure provides the Police Chief with freedom to direct, coordinate, and control a three-bureau organization comprising (1) Services and Administration, (2) Investigation, and (3) Operations. With this organization, the Police Chief can readily put the principle of organizational accountability into effect. Roles in responsibility are clearly defined throughout the organization. Also within this structure, reporting lines are clearly demarcated, a viable chain of command is established, and the principle of unity of command is put into effect.



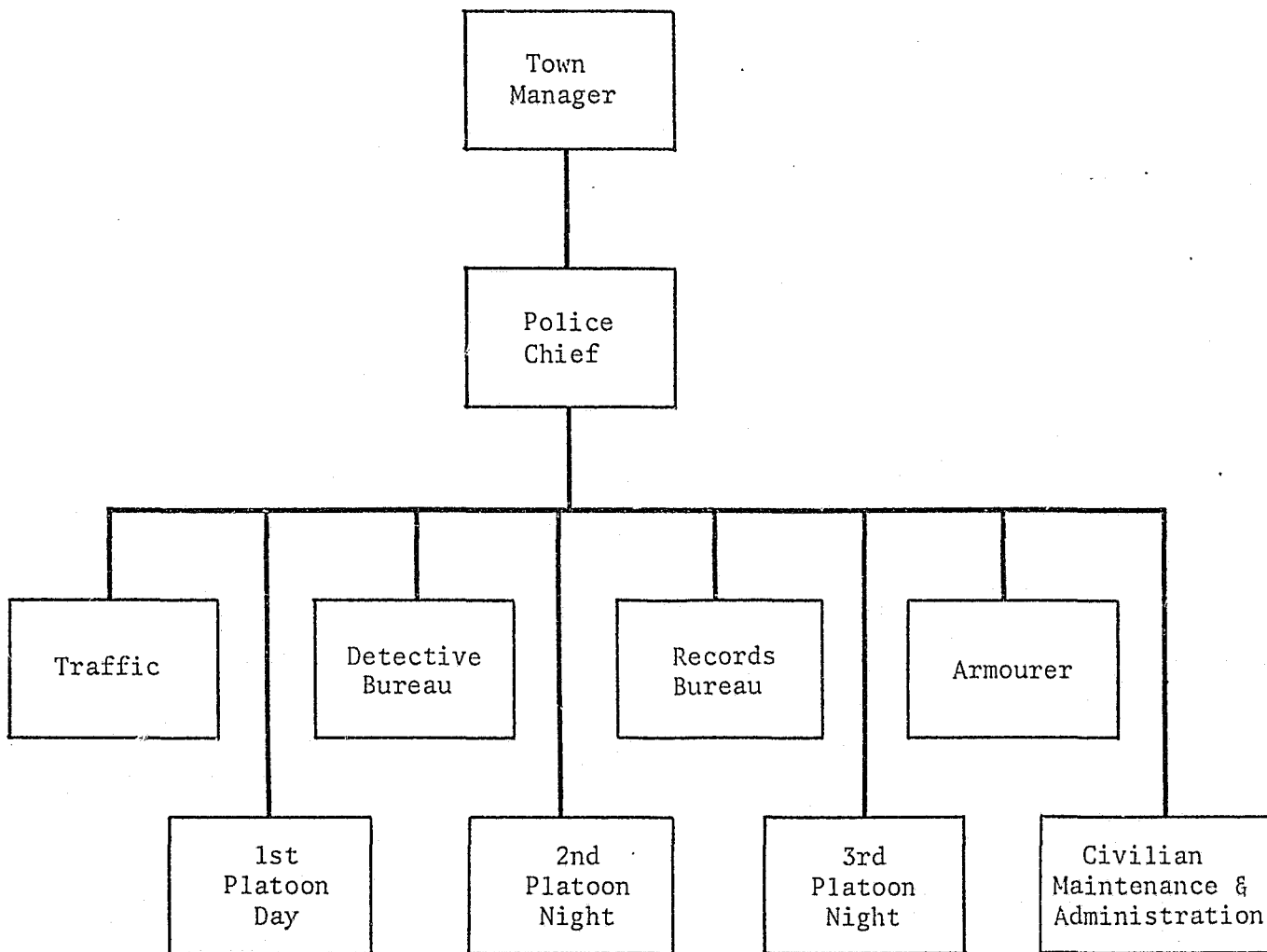


Figure 2-1. Present Table of Organization of Arlington, Massachusetts, Police Department (September 1971)

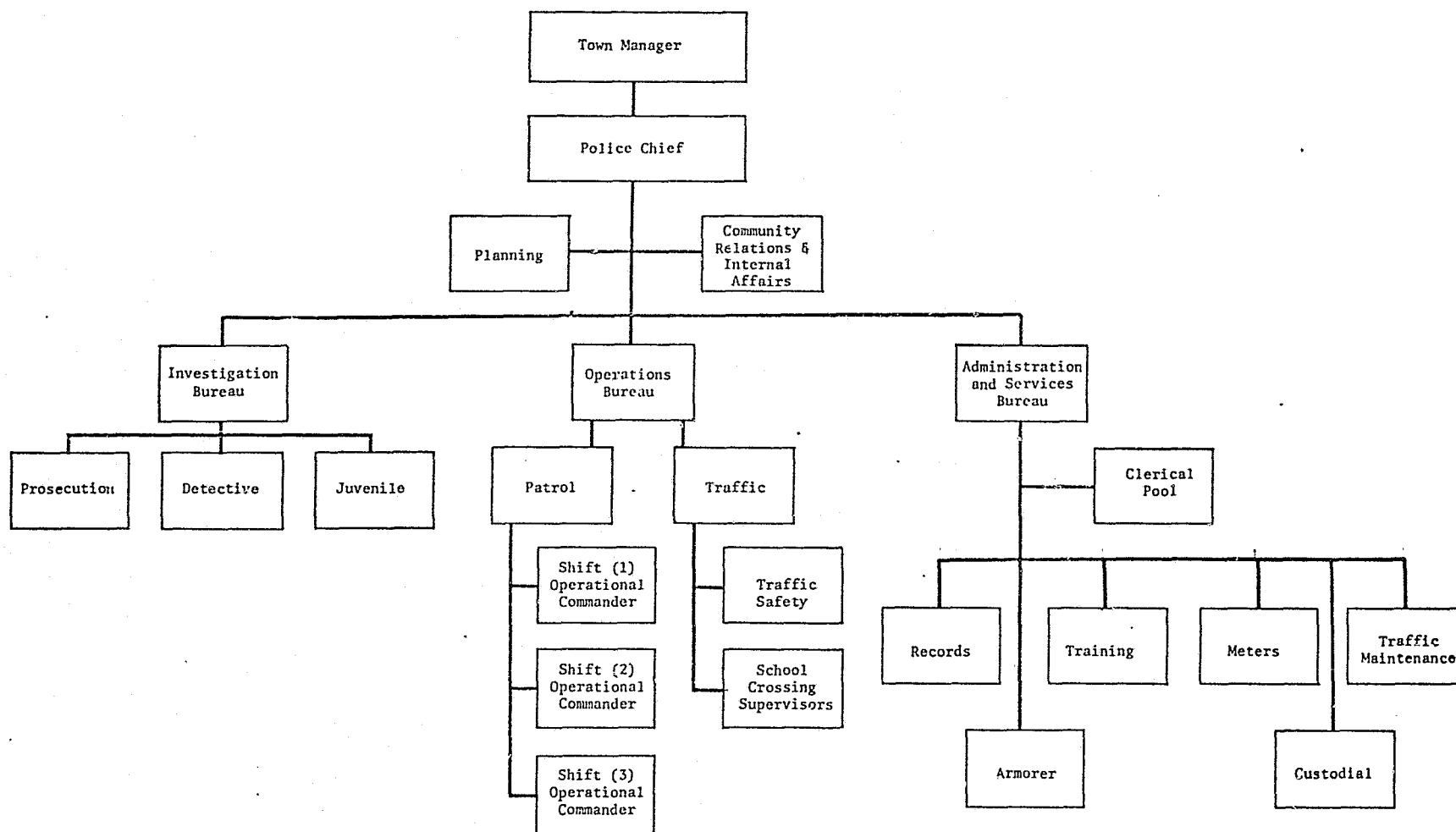


Figure 2-2. Recommended Organization of Arlington, Massachusetts, Police Department

### 3. CRIME STATISTICS AND MANPOWER ANALYSIS

#### 3.1 Crime Clearance Effectiveness

A review of the crime clearance statistics for the Town of Arlington in relation to the national level is listed below (for 1971):

<u>Crime</u>	<u>No.</u>	<u>Clearance Rate</u>	
		<u>Arlington</u>	<u>Nationwide</u>
Murder	1	100	84
Manslaughter	3	100	83
Robbery	22	18	28
Burglary (B&E)	382	6	19
Larceny Over \$50	145	9	19
Auto Theft	237	17	16

The national clearance rate for crimes of robbery, burglary (breaking and entering), larceny (over \$50), and auto theft is 20.5 percent. Arlington, with an average clearance rate for these crime categories of 12.5 percent, is significantly below the national average, thus suggesting more concentration of patrol and investigative efforts to counter these crime categories. The use of more vehicular units to increase patrol effectiveness can be a significant factor in decreasing the numbers of crimes in these categories.

#### 3.2 Traffic Enforcement

As with crime statistics, it is necessary to compare traffic enforcement statistics with an accepted base. This level, the enforcement index, is a gauge by which enforcement in one community can be compared to enforcement in other communities.

The index is determined over a time period by the relationship between the number of hazardous moving violations, the penalties assessed, and the number of personal injuries and fatalities. An index level of 15 is considered the lowest acceptable level. A number below 15 simply means the traffic law enforcement needs improvement and that the number of moving violation apprehensions should be increased. Many police departments have enforcement indexes significantly higher than 15.

Although 15 is the lowest acceptable index, from a traffic safety standpoint the purpose of the index is to ascertain the minimum amount of enforcement required to curb a rise in accidents. As enforcement is increased, and the index rises, accidents will decrease. At a certain level, however, a point will be reached (different in every community) above which further increases in traffic enforcement yield no further reductions in the accident rate. When this occurs (the index can reach 30 or more) it means the index is sufficiently high for that community. The index should be a device used by the traffic division to determine if traffic enforcement at any given time is sufficient.

The Arlington index for 1971 is calculated below:

$$\frac{2573 \text{ hazardous moving violations with penalty}}{300 \text{ personal injuries and fatalities}} = 8.5 \text{ traffic enforcement index}$$

For the first eight months of 1972, a total of 2829 moving violations were recorded compared to 1651 for the same period of 1971. This indicates an increase in traffic enforcement effectiveness in 1972. However, 263 accidents with personal injuries and fatalities were recorded, resulting in an enforcement index of 10.7, still well below the minimum acceptable standard. This appears to substantiate the need for more vehicular patrol units to increase detection of moving violations, a very difficult task with foot patrol.

There also appears to be a need for a traffic flow/volume analysis of key traffic density intersections. Traffic lights in the Arlington "Center" and the "Heights" areas do not appear to handle the traffic flow in an efficient manner. In an attempt to remedy this situation, patrolmen have been assigned to manually control traffic at intersections during peak volume periods. This appears to be a waste of manpower. A comprehensive traffic flow analysis would pinpoint the nature of this problem and thus suggest what other solutions might be practical within the flow rate constraints imposed by the characteristics of the street and road network of the community.

### 3.3 Manpower Analysis

Since the backbone of a municipal police department is its patrol force, it needs to be large enough to handle the law enforcement services demanded by the community, to be able to perform preventive patrol activities for general surveillance, and to present an acceptable image

TABLE 3-1. ARLINGTON POLICE ACTIVITY, 1972 (FEBRUARY)  
(Sheet 1 of 3)

Hourly Interval (By Shift)	No. Crimes		Incidents	Arrests	Accidents	Ambulance Assistance
	Part 1	Part 2				
1	6	4	19	1	1	4
2	6	4	30	4	0	4
3	4	4	32	6	2	3
4	8	3	35	2	1	5
5 (noon)	6	1	26	0	1	9
6	4	4	22	0	1	5
7	1	2	43	1	1	5
8	6	4	27	1	2	6
<hr/>						
1	5	2	52	2	4	6
2	5	5	46	6	2	1
3 (6 p.m.)	10	6	39	4	5	5
4	0	3	32	4	4	11
5	1	4	35	4	2	3
6	2	8	21	6	2	3
7	5	2	35	3	1	0
8	3	5	27	5	4	2
<hr/>						
1 (midnight)	4	3	40	1	4	2
2	2	8	28	8	2	0
3	0	6	19	6	2	2
4	2	0	7	0	0	3
5	0	0	9	0	0	2
6	2	0	9	0	0	4
7	0	0	5	1	1	1
8	4	2	13	4	1	1
<hr/>						
	86	80	651	69	46	87

TABLE 3-1. ARLINGTON POLICE ACTIVITY, 1972 (MAY)  
(Sheet 2 of 3)

Hourly Interval (By Shift)	No. Crimes		Incidents	Arrests	Accidents	Ambulance Assistance
	Part 1	Part 2				
1	0	1	10	0	0	2
2	4	5	23	1	0	7
3	3	4	38	6	2	4
4	7	4	19	2	3	3
5 (noon)	7	3	30	1	3	5
6	6	1	31	1	1	2
7	7	6	54	3	0	6
8	6	11	27	5	2	3
1	8	7	54	2	5	4
2	8	5	60	3	3	3
3 (6 p.m.)	7	5	56	5	2	3
4	3	4	49	2	5	3
5	3	6	48	6	2	5
6	7	16	54	9	2	6
7	10	7	59	2	2	5
8	4	7	59	13	0	7
1 (midnight)	5	14	26	5	0	4
2	12	9	44	11	1	3
3	9	8	21	9	0	3
4	5	7	11	7	1	1
5	5	4	7	1	0	1
6	5	3	7	3	0	3
7	2	5	10	4	0	2
8	2	4	11	1	1	5
	135	146	808	102	35	90

TABLE 3-1. ARLINGTON POLICE ACTIVITY, 1972 (AUGUST)  
(Sheet 3 of 3)

Hourly Interval (By Shift)	No. Crimes		Incidents	Arrests	Accidents	Ambulance Assistance
	Part 1	Part 2				
1	5	0	10	0	3	3
2	11	2	14	0	2	6
3	9	1	25	1	1	4
4	9	2	25	0	3	2
5 (noon)	7	3	18	0	3	1
6	5	4	22	0	2	6
7	9	3	23	2	2	3
8	9	2	29	2	0	8
<hr/>						
1	5	8	47	0	1	3
2	2	3	30	1	3	4
3 (6 p.m.)	4	4	39	1	5	0
4	4	8	33	2	3	2
5	5	9	60	3	3	5
6	6	6	82	7	5	1
7	10	10	65	8	0	1
8	3	6	56	5	4	1
<hr/>						
1 (midnight)	4	9	53	2	2	2
2	1	9	55	9	2	1
3	1	7	28	1	1	1
4	1	4	19	2	1	1
5	2	2	10	3	0	1
6	1	1	10	1	1	2
7	2	3	9	1	0	1
8	3	0	2	0	1	3
<hr/>						
	118	106	764	51	48	62



of police presence in the community for crime deterrent purposes. The size of the police force in most communities is usually not determined by the number of calls from the public for service or on the resultant time it takes to fulfill law enforcement needs. At best, patrol force size is based on (1) the professional subjective evaluation by police administrators and (2) the budget the community specifies for overall law enforcement services.

In attempting to make a quantitative analysis of the patrol manpower utilization and needs for the Town of Arlington, Massachusetts, a determination of police activity was necessary. Because such patrol activity records are not maintained, data had to be developed from the department's blotter. (This effort should be the responsibility of a planning bureau on a continuing basis to assess the need for patrol deployment and future patrol force shift allocation.) Because of the time constraints imposed by this study, only a three-month sample of patrol activity data was developed. This data, sufficient for preliminary purposes of analysis, is listed in Table 3-1 as the numbers of Part 1 and Part 2 crimes, other incidents, arrests, accidents, and ambulance assistance calls during each hour of the day for the months of February, May, and August 1972.

Determining actual activity is relatively straightforward. Translating activity into investigative time or performance time is more complex. Performance time for servicing a given occurrence requiring police action varies from one police activity to another. The time spent on the preliminary investigation of a robbery, for example, would be significantly greater than the amount of time spent in making an arrest or handling a disturbance call. While the process for determining time factors is an intricate one, it is generally considered to be reasonably accurate and an acceptable rationale for fixing patrol strength. In police departments that do not collect the necessary data for determining patrol car service time, it is necessary to assign weighted values to all patrol activities subject to evaluation.

Most authorities agree that activity time varies from community to community depending on the area covered, the terrain, and the manner in which a police department deals operationally with particular activities. This is one reason for developing detailed data on response time answering such calls. (Suggested procedures to improve this operational data gathering activity are described in Section 5.1, Dispatch and Complaint Data.)

After investigation and evaluation, the following relative weights were assigned to activity factors in Arlington.

<u>Activity</u>	<u>Relative Weight Factor (45-minute units)</u>
Part I Crime	4
Part II Crime	2
Incidents	1
Arrests	1
Accidents	2
Ambulance Assistance	3

Using data from Table 3-1, average monthly activity levels by shift were developed (see Table 3-2). Thus, for example, Table 3-2 shows an average number of ambulance assistance activities of 35 for Shift 1 (41 for February, 32 for May, and 33 for August =  $106 \div 3 = 35$ ).

TABLE 3-2. MONTHLY AVERAGE ARLINGTON POLICE ACTIVITY

<u>Shift</u>	<u>Crimes</u>		<u>Incidents</u>	<u>Arrests</u>	<u>Accidents</u>	<u>Ambulance Assistance</u>
	<u>Part 1</u>	<u>Part 2</u>				
1	48	26	211	13	13	35
2	40	49	425	34	23	28
3	25	36	151	27	7	16

Table 3-3 represents the activity levels of Table 3-2 with the relative weighted values applied. Thus, the Shift 1 ambulance assistance figure of 35 in Table 3.2 becomes 105 in Table 3-3 when multiplied by 3 from the relative weight factor list. Table 3-3 also shows that Shift 2 (858 total) spends double the time of Shift 3 (432 total) in servicing calls and performing preliminary investigations. This suggests the need for a change from the present policy of assigning an equal number of men to each shift, to a shift allocation proportionate to the amount of activity in each shift.

TABLE 3-3. AVERAGE MONTHLY POLICE SHIFT ACTIVITY LEVELS  
(By Weighted Values)

<u>Shift</u>	<u>Crimes</u>		<u>Incidents</u>	<u>Arrests</u>	<u>Accidents</u>	<u>Ambulance Assistance</u>	<u>Totals</u>
	<u>Part 1</u>	<u>Part 2</u>					
1	192	52	211	26	13	105	599
2	160	98	425	68	23	84	858
3	100	72	151	54	7	48	432
Totals	452	222	787	148	43	237	1,889

With activities weighted by time values, an indication of police patrol utilization and workload can be determined by the following analytical model:

$$\frac{\begin{array}{l} \text{Patrol activity time} \\ \text{by weighted value} \\ \text{plus preventive} \\ \text{patrol time} \end{array}}{\begin{array}{l} \text{Number of hours} \\ \text{required to staff} \\ \text{one shift with 1} \\ \text{patrolman fulltime} \\ \text{(243 hr)} \end{array}} = \begin{array}{l} \text{Total patrolman strength required} \\ \text{(number of men required to staff} \\ \text{a shift multiplied by time-off} \\ \text{factor)} \end{array}$$

where:

- o Police activity time by weighted value = number of hours spent on activity calls and preliminary investigations.
- o Preventive patrol time = the amount of preventive patrol time expressed as a time relative to activity time.
- o Number of hours to staff one shift with one patrolman fulltime = 243 hours.
- o Time-off factor = number of hours necessary to staff one shift with one patrolman continuously (243 hours). (The number of hours a patrolman actually works after subtracting time-off, sick leave, vacation, etc., is usually about 143 hours. To attain full coverage for 243 hours would require an expression of

$$\frac{243}{143}$$

or 1.7.)

The variable factor in this model is the proportion of total shift activity time which is spent on preventive patrol (a factor measured as a multiple of the weighted activity level). Thus, total shift time is equal to weighted activity time plus the product of the preventive patrol factor and its weighted activity time.

Application of the model is shown in the example on the following page:

	A	B	C	D
<u>Example</u>	<u>Average Monthly Weighted Activity Level for Arlington (hr) <sup>1</sup></u>	<u>If Preventive Patrol Factor Used Is</u>	<u>Total Patrolmen Actually Required on Patrol (3 shifts)</u>	<u>Total Patrolmen Strength Required To Realize Column C Force on Duty</u>
1	1,417	3.0	24	41
2	1,417	3.5	27	46
3	1,417	4.0	30	51

<sup>1</sup> Weight factor (0.75 hr) x grand total from Table 3-3 (1889) = Actual activity hours expended for 3 shifts (1417 hr of Column A).

The Arlington Police Department presently has 54 patrolmen assigned to the patrol force. To meet the dispatching requirements for three shifts required five men (one man per shift x the 1.7 time-off factor). This leaves 49 men for field patrol assignments. As can be ascertained from the model application, the department is spending slightly more than 3.5 times on preventive patrol or surveillance relative to answering calls for service (49 men compared to 46 as listed for Example 2, Column D of model). This is not considered to be exceptionally high; it indicates that the patrol strength for the Arlington Police Department at its present level is adequate. However, with the 3.5 factor of time available for preventive patrol, a higher productivity in the clearance rate for burglary and larceny should be attainable. Also, Table 3-3 indicates that the preventive patrol time is not equally distributed among shifts, and that less preventive patrol is performed during the second-shift high-activity period than in the lesser-activity shifts. Allocation of patrolmen to shifts should be changed to maintain an equalized preventive patrol factor for all three shifts. In this manner, patrol force size for each shift is determined by workload rather than by administrative considerations.

#### 4. RECOMMENDED MANPOWER ALLOCATIONS

The recommendations concerning the allocation of manpower that resulted from the study of the operations of the Arlington Police Department involve several activities. The following are included: a realignment of the patrol function to provide a better mix of foot and mobile units and additional emphasis on the supervisory role of shift sergeants, the formation of a special juvenile unit including especially trained personnel, and considerations involving other functions such as municipal ambulance service, parking enforcement, and planning and community relations. The details of these recommendations are provided in the following subsections.

##### 4.1 Line Supervision

The rank of police sergeant was created for the specific purpose of direct supervision of patrol personnel. The rank provides the necessary liaison between the department staff and the services that it provides for the public. In the performance of his supervisory role, the police sergeant must be able to monitor activities within his area of responsibility to ensure efficient handling of all calls for services. In addition, he should be available to respond to occasional routine calls to observe the response of the patrol, noting promptness, efficiency, and competence.

The present situation in Arlington, Massachusetts, precludes effective fulfillment of some of these basic requirements of first-line supervision because patrol sergeants must perform their function on foot or while riding with a patrolman in a sector-assigned vehicle. Such a situation severely restricts the amount of supervision that a patrol sergeant can effectively perform.

To provide patrol sergeants with the means to perform their supervisory responsibilities, two vehicles should be procured specifically for this purpose. In addition to improving supervisory effectiveness, vehicles available for supervisory use also will improve overall operational effectiveness by:

- o Increasing the police patrol visibility in the community.
- o Serving as a backup to sector units assigned to a call without disrupting the patrol in other sectors.

In addition, the Arlington patrol supervisors must enforce safety rules and regulations for one-man patrol operation. The safety procedures currently in use by the Oakland, California, Police Department (Appendix A) are recommended for use as guidelines for the Arlington one-man patrol operation.

#### 4.2 Patrol Function

The use of foot patrolmen is considered to be an ineffective means of performing the patrol function. Many progressive police departments operate without foot patrol while others maintain them but vary the numbers and shifts on which foot patrolmen are used. The Task Force on Police of the President's Commission on Law Enforcement and Administration of Justice presents this view on this topic:

*...there are certain areas in some cities that require the kind of intimate, personal, police/citizen contact and police presence which only patrol on foot affords. However, in many cities, especially small ones, there is less and less justification for full-time foot patrolmen.*

The rationale used by the Commission is that the foot patrolman is:

- a. A highly expensive form of coverage.
- b. Geographically restricted in surveillance and coverage.
- c. Noncompetitive with vehicle coverage in terms of time required to cover a beat area.
- d. Able to provide only a rigidly limited and extremely inflexible coverage because of his lack of transportation.
- e. Not mobile for reassignment to other locations where police services may be specifically requested.

The District of Columbia Crime Commission Report comments on foot patrol use as follows:

*The continued reliance on foot patrol is an inefficient and outdated utilization of manpower resources....Leading police authorities*



*are in general agreement that, with few exceptions, foot patrol is not the most efficient method of patrol....Of course, officers should be assigned walking beats in particular commercial and high-crime areas where the need can be demonstrated. As long as the Department uses foot patrol as the primary method of patrol, however, available economies will not be realized and the city will not be provided the best possible police service.*

In Arlington, there are more foot patrol beats, each covering a limited number of blocks (especially along Massachusetts Avenue), than there are sectors patrolled by vehicles. The areas assigned to foot patrolmen are without question the areas of most activity; however, conspicuous patrol made possible by a mobile vehicular force with a much greater surveillance rate will strongly convey a sense of police visibility or on-the-scene presence in these areas.

A change to a more mobile mix in the Arlington patrol force is thus recommended. Clearly, elimination of some foot patrol beats and addition of vehicular patrol sectors is indicated. However, before any restructuring of the Arlington police force is undertaken, a comprehensive analysis is required to determine the best mix of foot and vehicular patrol for maximum effectiveness. The analysis must consider geographical activity levels, coverage rates, and operational procedures.

#### 4.3 Juvenile Unit

Statistics at the national level indicate that over 50 percent of all major crimes are committed by young people. The need for a juvenile unit within the Arlington Police Department is recognized as an operational necessity. At present, this effort is the responsibility of a unit that works out of the detective division.. The unit consists of a sergeant and two patrolmen. In 1971, this unit handled 491 investigations of juvenile offenses.

The men assigned to the Arlington juvenile unit are detectives. They should have formalized training in juvenile problems. The unit works day and evening shift schedules similar to the patrol division. Juvenile officers should work shifts to conform with juvenile activity as derived from departmental statistics. An examination of the Arlington Police Department blotter indicates that 9 a.m. to 5 p.m. and 7 p.m. to 3 a.m. should be the required work periods. Such a schedule would require that the person in charge of the juvenile unit be required to work from 1 to 9 p.m. to supervise the activities of the juvenile officers on both shifts.

Police department policy should dictate that all matters pertaining to juveniles should be referred to and handled by the juvenile services unit. This includes all arrests, all interrogation, and all contacts regardless of the nature of the case. Another operational component, such as the Detective Division or the Patrol Division, should become involved only at the direction of the shift operations commander.

When a juvenile is arrested, he should be turned over immediately to a juvenile officer. If a juvenile is arrested between 3 and 9 a.m. there should always be a juvenile officer on call to take over the case. Under no circumstances should a juvenile case be handled by detectives or by patrol personnel.

The juvenile unit should be an independent component of the Investigation Bureau and commanded by an individual with a rank consistent with other components of the Investigation Bureau. Personnel for the juvenile unit should be chosen because of their interest in juvenile problems and they should be given specialized training to deal with juvenile problems and be encouraged to undertake related courses and training.

A direct and close working relationship with personnel in the Arlington Department of Youth Services and the Arlington Youth Consultation Center is an urgent requirement. It is recommended as part of the training of the officers presently assigned to juvenile work and any newly assigned officers to this unit, that a minimum of two weeks be spent working directly with personnel of these two organizations to help develop a more complete understanding of the problems, procedures, and working inter-relationships of these groups that would be beneficial for an effective coordinated approach to the juvenile offender problem.

The work of the juvenile unit is perhaps the most important single activity of a police department in terms of long-range crime prevention potential. A juvenile who is helped today, because of the work of a trained, understanding and empathetic policeman, is considerably less likely to become a serious crime statistic later.

#### 4.4 Additional Allocations

##### 4.4.1 Ambulance Service

The Town of Arlington ambulance service presently is the responsibility of the Fire Department, the logical department within a city government to handle emergency services. Actually, the police department, in responding to requests for which the ambulance is dispatched, often assists the ambulance manpower. The reason for this is that the Fire Department does not have personnel to adequately handle all ambulance

calls. Thus, the police are required to assist. This duplicative use of personnel by the two departments appears to be an overly expensive mode of operation which should be eliminated.

A finding of this study is that only ambulance service that can not be handled by private means should be provided by the Town of Arlington. Such private service must be licensed in the Town and meet the regulations of the Division of Hospital Facilities, Department of Public Health, Commonwealth of Massachusetts, 10 April 1968.

#### 4.4.2 Parking Enforcement

During the day shift, Arlington should employ a full-time uniformed officer such as metermaid to tag cars in the central business section. This would relieve patrol units of this responsibility, enabling these units to concentrate on patrol activities. This also is considered to be more consistent with the professional roles and functions of a police officer.

#### 4.4.3 Planning and Community Relations

Also recommended as additions to the Arlington Police Department activity are the functions of planning and community relations. These activities are described in detail in Section 5 (Subsection 5.6) and Section 6.

## 5. PROPOSED RECORD KEEPING, COMMUNICATIONS, AND PLANNING SYSTEMS

### 5.1 Recording Dispatch and Complaint Data

The Arlington Police Department should adopt a more simplified record keeping system to gather data useful for evaluation of operations. Proposed as an immediate step is a card with an uncomplicated format similar to the example shown in Figure 5-1. When a call for service is received, the card is automatically stamped with a sequence number, date, and time of receipt. The dispatcher checks off the nature of the complaint and writes in the pertinent input information directly on the card. He then dispatches the appropriate unit, indicates the unit on the card, and stamps the card with the time of dispatch.

When the unit arrives on the scene, the time is reported to the dispatcher and the card is again stamped. Similarly, when the unit has completed the assignment, this time also is entered. Thus, the critical operational evaluation data listed below can be obtained without the need for typing a complaint card (the present procedure):

- (a) Total Response Time - Time elapsed between receipt of call and arrival of patrol car at the scene of the incident.
- (b) Total Patrol Car Service Time - The time elapsed between dispatch of patrol car and notification from patrol car to the dispatcher that the assignment is completed.
- (c) Patrol Car Travel Time - The elapsed time between dispatch of patrol car and its arrival at the scene.

This procedure has the following advantages:

- (a) The automatic sequence numbering and the date/time stamping ensures full accountability and completeness of operational data on all complaint calls received.
- (b) Data necessary for patrol planning and developments, and for evaluating operational effectiveness, will be available and in a form useful for these purposes.
- (c) Typing of the complaint card is no longer necessary.

# COMPLAINT/DISPATCH CARD CRANSTON POLICE DEPARTMENT

HOW REC'D. <input type="checkbox"/> RADIO <input type="checkbox"/> PHONE <input type="checkbox"/> T'TYPE <input type="checkbox"/> ON VIEW <input type="checkbox"/>	NATURE OF COMPLAINT—SERVICE		VERIFIED COMPLAINT			HOW CLEARED ARR <input type="checkbox"/> REP <input type="checkbox"/> CIT <input type="checkbox"/> UNF <input type="checkbox"/>			
	LOCATION OF INCIDENT—SERVICE FLOOR ROOM-APT.		UNIT ASGND.	BEAT OF OCC.	TAB DIST.	CASE REPORT NUMBER			
	COMPLAINANT—REQUESTOR		REPORTING OFFICER	PROCESSED BY					
	ADDRESS OF COMPLAINANT—REQUESTOR		PHONE						
VEHICLE: COLOR		YEAR	MAKE	MODEL	LICENSE	DIRECTION			
ADDITIONAL DETAILS							DATE / TIME RECEIVED	DATE / TIME DISPATCHED	DATE / TIME CLEARED
RECEIVED BY		CODE NO.	DISPATCHER	CODE NO.	APPROVED BY	TIME ELAPSED			

Figure 5-1. Proposed Record Keeping Card

# OUT OF SERVICE/RADIO REQUEST CARD CRANSTON POLICE DEPARTMENT

G-NUMBERS 10-7 <input type="radio"/> 10-10 <input type="radio"/>				REPORTING / ASSIGNED OFFICER		CODE NUMBER	UNIT ASSIGNED
6-1 <input type="radio"/> 10- <input type="radio"/> 19- <input type="radio"/> 24- <input type="radio"/> 2- <input type="radio"/> 11- <input type="radio"/> 20- <input type="radio"/> 25- <input type="radio"/> 3- <input type="radio"/> 12- <input type="radio"/> 21- <input type="radio"/> 26- <input type="radio"/> 4- <input type="radio"/> 13- <input type="radio"/> 22- <input type="radio"/> 27- <input type="radio"/> 5- <input type="radio"/> 14- <input type="radio"/> 23- <input type="radio"/> 28- <input type="radio"/> 6- <input type="radio"/> 15- <input type="radio"/> OTHER _____ 7- <input type="radio"/> 16- <input type="radio"/> SPECIFY _____ 8- <input type="radio"/> 17- <input type="radio"/> _____ 9- <input type="radio"/> 18- <input type="radio"/> _____				LOCATION		BEAT OF OCCUR	TAB DIST.
HOW REC'D.		PHONE <input type="radio"/>	REGISTRATION / LICENSE NUMBER		C.R. / ARREST NUMBER		
RADIO <input type="radio"/>		OTHER <input type="radio"/>					
REMARKS—(USE BACK OF CARD IF REQUIRED)				DATE / TIME RECEIVED		DATE / TIME DISPATCHED	DATE / TIME CLEARED
RECEIVED / DISPATCHED BY:				CODE NUMBER	CLEARED BY:	CODE NUMBER	TIME ELAPSED

Figure 5-2. Proposed Out-of-Service Card

When a patrol car is out-of-service and not available for assignment by the dispatcher, an out-of-service request card (Figure 5-2) is time stamped and filled out to indicate the duration of the unavailability of the patrol unit and the reason for being out-of-service.

The record keeping card and out-of-service card together with the procedure indicated have proven to be highly effective for evaluating patrol operations and maintaining a complete accountability record for patrol unit time. The immediate implementation of this system is recommended.

## 5.2 Reporting Forms

Arlington police officers presently use a narrative type of report form which requires excessive time to generate and usually gives less information than is needed for follow-up or review. To make report writing less time-consuming and more comprehensive, a highly structured reporting format is recommended. The recommended reporting forms for different types of incidents are presented in Appendix B. On these forms, the controlling key is the sequence number for the case report which is assigned by the dispatcher when a call for services is received. The basic information (top right corner of the form) is specifically designed to facilitate the development of card files for reference. Such files include:

- (a) Master card index by complainant and victim
- (b) Location of complaint
- (c) Crime class
- (d) Unit productivity.

These card files are generated by duplicating the upper right portion of the report. Adoption of this type of report form is recommended.

## 5.3 Tape Recording Equipment

The purchase of sound monitoring equipment to tape record all telephone communications is a necessity in Arlington because a one-man vehicular patrol system is in use. Sound monitoring ensures a degree of control capability which does not presently exist.

By tape recording all telephone calls and all dispatches by time, the Police Chief also will have a system by which he can ensure that all calls receive quick and expeditious response. The recordings will

indicate personnel reluctant to answer calls and unit(s) unavailable to answer calls. The tapes also will provide the dispatcher with a playback of all data received by telephone and radio.

If no more than the safety advantages of a tape capability for a one-man patrol system are considered, such equipment is invaluable. Further, it also puts every man in the Police Department on notice that all conversations, both telephone and radio, are subject to administrative review. Should a complaint be lodged against the department because an officer was discourteous, or because a car failed to respond promptly, the time tapes will provide exact information with respect to what actually happened.

Funds can be sought through an implementation grant from the Massachusetts governor's law enforcement committee to provide such equipment.

#### 5.4 Radio Communications

Continuous communications must be maintained between the dispatcher at police headquarters and all deployed units at all times. This is presently possible for all foot patrolmen and vehicle patrols except when a vehicle patrolman is away from his vehicle. A requisite safety feature for one-man vehicle operation is that continuous communications be maintained with a designated backup unit and headquarters. Steps should be undertaken to provide this capability for the Arlington Police. The present vehicle radios can be replaced with a console system such as the Motorola PREP. This removable unit serves as the vehicle radio when inserted in the console and as a portable walkie-talkie when removed from the console to accompany the police officer while he is away from the vehicle. Such a system ensures a continuous communication link.

#### 5.5 Signal and Code System

Police radio transmissions in Arlington are made in plain language. This permits unnecessary disclosure of police intentions and operations to persons outside of the police community. Thus, the Police Department should investigate the use of scrambling devices such as are used by nearby police departments. A signal and code system as shown below (see Appendix C for list of signals) also is recommended.

##### Typical Police Code System

Code 1	Proceed without Siren. Use Roof Light only.
Code 2	Hazardous Call
Code 3	Use all Practical Haste



Code 4 Not Important. Do at Earliest Convenience.  
Code 5 Assistance on the Way  
Code 6 Wait for Assistance

A laminated signal-and-code sheet should be mounted to the dashboards of all police vehicles. No dispatches should be made unless they are made in code.

#### 5.6 Planning Function

An efficient and complete crime and traffic record keeping system is considered indispensable by the law enforcement community. The effectiveness of a police department can be directly related to the quality and completeness of its record system. The Arlington Police Department collects and maintains a substantial amount of data on operational and administrative activity. These activities are summarized for the uniform crime reporting system for the FBI and for departmental activities. The data provide record of crime activity by geographical location (maintained on charts by the Bureau of Criminal Investigation) and records of traffic accidents by location, type, and severity (recorded on a chart by the Record Department). These commendable uses of this information, however, leave much of its value untapped. These data, properly analyzed, can be the basis for sound departmental organization procedures and manpower deployment policy.

Like many small police departments, the planning that is performed by Arlington primarily serves an immediate need, focusing on day-to-day operation. The part-time Planning Officer, burdened with other responsibilities, has little time to assist the Police Chief with analysis of crime activity and *modus operandi* and in administrative and operational matters. It is recommended that full-time planning duty be assigned either to an officer within the department or a civilian analyst.

Specifically, the individual responsible for the planning function, should perform the following activities:

- (a) Conduct research in police administration and operation.
- (b) Review current developments in law enforcement and consider application in Arlington.
- (c) Formulate and review recommendations for policies and procedures.
- (d) Assist, from a planning standpoint, in the implementation of new policies and procedures.

- (e) Compile the department annual report.
- (f) Assist in developing current and long-range budget estimates.
- (g) Collect and interpret statistical data regarding crime, manpower, deployment of personnel, and financial expenditures.
- (h) Assist in the development of work-simplification programs.

## 6. COMMUNITY RELATIONS AND INTERNAL AFFAIRS

There is an immediate need to establish a staff position reporting directly to the Arlington Police Chief for a Police-Community Relations/Internal Affairs Officer. The major functions of this position are:

- (a) Promote the image of the Police Department within the community
- (b) Establish a continuing liaison between the Police Department and the citizenry
- (c) Assist the Police Chief in processing all complaints of police misconduct and breeches of integrity.

It is recognized that the task of the police officer is an extremely difficult one, even under the best of circumstances. The potential for friction between police and public (particularly juveniles and those under the age of 25) is high; it must be dealt with in a realistic way. While there is a need for public relations by any municipal police agency, in a community the size of Arlington, Massachusetts this function must necessarily be broadened to a point where the police have an expanded capability to deal with public problems. Good relations with the news media must be maintained and all efforts in this direction must be organized in an institutionalized way if they are to be productive. It is the Community Relations/Internal Affairs Officer who should be assigned the task of dealing with these difficult and sensitive police responsibilities.

This new public relations position for the Arlington Police Department should include the job of formalizing relations with the news media and developing public relations programs throughout the community. Many police departments have open-houses, inspection days, Officer-of-the-Month awards, and similar programs which have proven to be effective in enhancing the department image. Arrangements can be made for school children in the lower grades to visit the Police Department and to develop a program whereby community leaders and community agency groups can join a patrol to see how the Police Department really functions.

The Community Relations Officer should review all reports of all police activities, exercising care to make referrals to community agencies whenever the situation is applicable. In addition, working closely with the Police Chief, he should seek out new areas of concern in an effort to interest the citizenry in involvement with their Police Department.

In summary, the Community Relations Officer should perform the following specific activities:

- (a) Coordinate police/community relations programs.
- (b) Plan, develop, and supervise programs to interpret police work to problem groups.
- (c) Receive, review, and attempt to adjust complaints of conflicts between the police and problem groups.
- (d) Consult with and advise the Police Chief in all matters relating to improving the understanding between the community and the police.
- (e) Provide speakers to address private, civic, governmental, and fraternal organizations on programs designed to provide better understanding in the area of police/community relations.
- (f) Develop plans for reporting and analyzing problem situations in the community and develop remedial or preventive programs.
- (g) Attempt to interpret factors involved in community tensions and conflicts as related to the Police Department.
- (h) Work toward the goal of improving communication and mutual understanding between the police and the total community.
- (i) Assist the Police Chief in developing uniformity of operations and adherence to established policy and procedure.
- (j) Recommend the elimination of unnecessary activities.
- (k) Strive for economy of operation.
- (l) Locate weaknesses in department operation and identify methods of correction.

- (m) Coordinate and control personnel complaints.
- (n) Inspect departmental operational components and capabilities.

## 7. SUMMATION OF RECOMMENDATIONS AND CONCLUSIONS

Four primary and four secondary recommendations emerge from the study of the operation of the Arlington, Massachusetts, Police Department by the Justice Institute of the Westinghouse Electric Corporation. These recommendations are:

### 7.1 Primary Recommendations

#### 7.1.1 Major Structural Reorganization of the Police Department

Structural reorganization of the Arlington Police Department is recommended:

- (a) To relieve the Police Chief of the pressures resulting from a lack of second-line command (at present, all eight organizational units report directly to the Police Chief).
- (b) To provide a more workable chain of command with clearly delineated responsibilities flowing smoothly from one level of supervision to the next.

#### 7.1.2 Added Emphasis on Mobile Patrol Activity

The major objective of this recommendation is to provide a more efficient mix of mobile and foot patrols aimed at decreasing the incidence of crimes and increasing the rate of traffic enforcement by increasing surveillance. Secondly, vehicles should be assigned to the patrol sergeants. The duty sergeant can thus perform on-the-site supervision and consultation, and this extra vehicle also can provide backup capability.

#### 7.1.3 New Record Keeping System and Improved Communications

Changes are suggested in the record keeping system to simplify procedures and provide data that can be used in the evaluation of present operations and lead to future planning. New forms to facilitate filing and data gathering should replace the present time-consuming narrative-style reports.

Changes recommended in communications are:

- (a) Installation of tape recording equipment
- (b) Providing dual-use communication equipment to maintain contact with patrolmen even when they leave their vehicles
- (c) Adding signals and codes to the communication procedures.

These measures are intended to improve the efficiency and effectiveness of the Arlington police activity while increasing safety and providing data for objective operational evaluation and planning.

#### 7.1.4 Formation of a Specialized Juvenile Unit

It is recommended that a special juvenile unit be implemented and that specially trained personnel be designated to man it. The urgency of this recommended action is indicated by the high percentage of crimes in the juvenile area and the special handling procedures required.

### 7.2 Secondary Recommendations

#### 7.2.1 Traffic Flow Analysis

A traffic flow analysis will enable best use of traffic control facilities. The best mix will become apparent among increased mobile patrol units, optimally programmed automated traffic signals, and de-emphasized manual traffic control.

#### 7.2.2 Revise Ambulance Service

It is recommended that municipal ambulance service be largely eliminated except for severe emergency situations. Routine ambulance service should be provided by properly licensed private means.

#### 7.2.3 Community Relations Activity

The Arlington Police Department should have a Public Relations Officer to deal with community relations and internal affairs. A sensitive relationship exists today in the direct contacts between the citizenry and governmental authority. To establish and maintain harmony in this situation, a Public Relations Officer is needed--one with adequate training to introduce a forthright but diplomatic mode of handling Department contacts with the public.

#### 7.2.4 Parking Enforcement

It is recommended that the function of enforcing parking regulations in the business area of Arlington be removed from the patrol units to other units with parking control as their primary function.



APPENDIX A

Safety Rules for the One-Man Patrol Officer

## SAFETY RULES FOR THE ONE-MAN PATROL OFFICER<sup>32</sup>

### Equipment

Before going out on the beat, every officer should make certain he is fully equipped. You will have no partner to furnish you with any equipment. Some of the things to check are:

1. Gun and handcuffs.
2. Extra ammunition.
3. Baton.
4. Flashlight and fresh batteries.
5. Notebook and pen or pencil.
6. Field binder with all reports.
7. Citation book.
8. All other equipment you are required to have.

### Action on Calls

When a single unit is assigned a call and the officer feels he will need assistance he should:

1. Request assistance immediately.
2. The officer requesting assistance is to stand by until the arrival of the assisting unit, if practical.
3. Many times it may be necessary for the officer to take immediate action and not await the arrival of the assisting unit.

When two units are assigned a call which may involve potential danger the first unit at the scene shall:

1. Make an outside-the-scene survey and await the arrival of the second unit, if practical.

In any situation the first officer on the scene may be required to take immediate action. The fact that it would be prudent to await assistance does not relieve the first officer of his responsibility:

<sup>32</sup> Oakland, California, Police Department Daily Training Bulletins, Volume IX, Bulletin 32, August 8 through August 20, 1960, Oakland, California.

1. For the protection of life.
2. To assist the victim if in physical danger.
3. To answer any call for help from the victim.
4. To provide first aid or call for medical assistance.
5. To apprehend the criminal.

Each occurrence will dictate the officer's actions according to individual circumstances of the case. The officer shall be alert and protect himself at all times.

When confronted with an "on-view" assignment, the officer shall make an immediate determination of the type and amount of assistance he will need to handle the situation.

1. When advising the radio dispatcher of the assistance he will need, the officer shall be specific and accurate.
2. The radio dispatcher is not at the scene and cannot determine your needs unless you tell him.
3. Units may needlessly be dispatched to the scene unless you make your needs clear.

If units are needlessly dispatched to a scene, it may place a fellow officer in a position of danger if he should need immediate assistance.

Officers shall not answer radio calls unless they are specifically assigned to the call or ask to assist the unit assigned.

1. If an officer wishes to cover in on a call to which he is not assigned, he must first contact radio, make known his intention, and receive permission from the radio dispatcher.

Beat officers who respond to assignments without being assigned or authorized are jeopardizing other nearby units by not being available in the event of another emergency or major incident.

When a radio assignment is made, the adjacent beats should drift to that portion of their beat closest to the call, thus allowing them to respond immediately in event of an emergency. A special-duty unit in the area may personally check at the scene to see if assistance is needed but only after advising the radio dispatcher of their intention to do so. If assistance is not needed, the special-duty unit shall return to the assigned areas.

Regardless of the nature of the call or number of cars assigned to assist in handling the call, the beat officer shall be responsible for completing the assignment and making all necessary reports. If the beat officer is not available for assignment, the radio dispatcher shall designate a unit which shall be responsible for completing the call and the reports.

#### Responsibility of Radio

On all calls or requests for police service the radio room personnel shall:

1. Obtain as many facts regarding the situation as possible before dispatching a unit.
2. By careful screening of all calls, determine the number of units to be dispatched to an incident.
3. Maintain complete control over dispatching of units and allow only those units to respond which have been assigned to a call or those units which have requested permission to cover in, if practical.
4. Whenever practicable, assign two units to calls which involve danger or potential danger such as family disturbances, crimes in progress, mental cases, known or suspected, dangerous persons, drunkenness, and so forth.

#### Stopping Traffic Violators

Prior to stopping the violator, the officer must remember to take every precaution to protect himself:

1. From any sudden attack by the violator.
2. From other, street hazards.

After deciding to stop the violator and issue a warning or citation, the officer should:

1. Select a satisfactory place for the violator to stop his car.

2. If possible, make the stop on a populated business street where he has a distinct psychological advantage.
3. When the stopping site has been selected, use red light, horn, hand signals, siren, spotlight, or any combination of these to attract the attention of the violator and let him know the Police Department is ordering him to stop.

When the violator has stopped, the officer shall:

1. Advise radio of his unit number, location, type of stop, and license number of the violator vehicle.
2. Write down the license number of the violator vehicle on a paper which will remain in the car, such as the "hot sheet."
3. Check the license number of the violator car against the "hot sheet."
4. Complete these procedures before leaving the police car.

One of the most hazardous moments of making any traffic stop is parking the police car and approaching the violator car. At this moment the officer must divide his attention between:

1. Parking the police car.
2. Watching for danger from other street traffic.
3. Watching the driver of the violator car.

The recommended position for parking the police car is the following:

1. Eight to fifteen feet to the rear of the violator car.
2. Protected from other street traffic because of the offset position.

The officer shall leave his red light on (day or night) as a warning to approaching motorists.

When approaching the violator car, the officer shall make his approach from the left rear keeping close to the violator car. This makes it possible for the officer to look into the rear and side windows before approaching the driver.

The officer should never carry his citation book in his gun hand, but keep this hand free.

The position of the officer while talking to the driver is very important:

1. He should stand slightly to the rear of the left front door of the violator car.
2. This forces the driver to turn to the rear to observe and talk to the officer.

Proper position will also protect the officer from any sudden attack by the violator, such as opening the car door.

If the officer is going to ask the violator to step out of the car he should:

1. Use his left hand to open the door of the violator car.
2. When the door is open, swing backward with the swing of the door. This allows him to face oncoming traffic and also observe all of the violator's movements while leaving the car.

The officer should then have the violator walk to the curb and hold his conversation off the street.

1. This will protect the officer and violator from traffic hazards.
2. Do not talk to the driver while standing in the street.
3. Never stand between the violator car and police car while talking to the violator or writing the citation.

## Stopping Felony Suspects

Officers operating a one-man patrol car will have occasions to stop known felony suspects or persons suspected of having committed a felony.

1. It is here that the officer must appreciate the difference between common sense and foolishness.
2. When the suspect is a known felon or when there are several possible felons in the car the officer shall CALL FOR ASSISTANCE.

Prior to stopping a known or possible "hot" suspect, the lone officer should notify radio of his intention to do so. Success or failure of any activity may depend upon the information given radio.

In his initial broadcast the officer shall give:

1. His unit number.
2. His location.
3. Description and license number of suspect vehicle.
4. Direction of travel and last street crossed.

Be sure to get confirmation from radio before taking any action.

Here again, the officer should write down the license number of the suspect's car on a paper which will remain in the police car. This is to be done as soon as practicable.

The lone officer should tail the suspect car until assistance arrives or he is sure assistance is immediately available.

When officer is certain of his assistance he should select the stopping site.

1. If the stop is made either day or night, the advantage is with the officer if he is able to stop the suspect at a known address or location. This makes it much easier for the assisting units to locate you.

2. If the stop is made at night, the officer should attempt to make it in a well-lighted area where he will have a definite advantage.

When the officer has selected his stopping place, he should signal the suspect vehicle to stop and position the police car for a felony stop.

The police car should be to the rear of the suspect car eight to fifteen feet, offset to the left with the front angled toward the center of the street.

In this position the officer is afforded maximum visibility and protection.

When the suspect has stopped the officer should:

1. Get out of his left front door with his gun drawn but not cocked.
2. Use the hood of the car as cover. (In this position the officer is best protected against any attack from the suspect.)

If the stop is made at night, the officer should use his spotlight to shine in the rear window of the suspect car.

1. This will have a tendency to blind the suspect.
2. It will aid the officer in observing the suspect and his movements.

From this point the officer should control every move the suspect makes.

Now, the suspect is stopped, and the officer is in position. The next thing to do is:

1. Identify yourself and tell the suspect he is under arrest.
2. Do this in a loud clear voice. POLICE--YOU ARE UNDER ARREST.

By doing this, even though you are in uniform and in a marked car, there can be no doubt as to your identity or purpose.



1. Order the suspect to place both hands on top of his head.
2. Order the suspect to place both hands flat against the windshield.
3. Order the suspect to place both hands and arms out of the left front window, hands empty, where you can see them.

Any of the above positions may be used at the discretion of the officer. It is recommended the third position be used with a single suspect and the first position be used with multiple suspects.

1. The important thing to remember is to freeze the suspect(s) in a position where you can see their hands and movements.

Next, you want to eliminate the possibility of escape. To do this:

1. Order the driver to use his left hand to turn off the ignition of his car and throw the key into the street.
2. When this has been done the officer should order the suspect back into the position and hold him there until the arrival of the assisting units.

Upon arrival of the assisting units the driver shall park his car behind the first police car and assume a position to the right rear of the first police car.

1. In this position the assisting officer is able to observe the suspect(s) and still be protected by the police car.
2. The assisting officer should make his presence known to the suspect(s), thus decreasing the possibility of sudden attack.

Now you are ready to get the suspect(s) out of the car.

1. The first officer should give all commands while the assisting officer acts as guarding officer.

2. It is very important for only one officer to give the commands, to eliminate any confusion which would result from both officers attempting to give orders at once.
3. When giving the commands, speak in a loud voice, using as few words as possible; be specific when ordering the suspects and make the commands clear.

The following sequence is to be used when removing the suspect(s) from the car.

1. Order the driver out first. DRIVER--WITH YOUR LEFT HAND, OPEN THE DOOR AND GET OUT OF THE CAR--KEEP YOUR BACK TO ME.
2. When he is out of the car, order him to the left and slightly forward of the car and place him in the kneeling search position.
3. The second person out of the car will be the front passenger. YOU--IN THE RIGHT FRONT SEAT--KEEP YOUR HANDS ON YOUR HEAD AND GET OUT ON THE DRIVER'S SIDE.
4. When he is out of the car, move him in a position next to the driver.
5. The passenger in the left rear seat will be ordered out of the car next, then the passenger in the right rear seat.
6. When removing the suspects, order all of them out on the left or driver's side of the car.

Now that the suspect(s) are out of the car, the first officer will act as guarding officer while the assisting officer checks the car for the other suspect(s) and locks the car.

After the car has been checked and locked, the suspects may be searched.

To search the suspect(s), the assisting officer will act as guarding officer while the first officer searches the suspects.

1. The suspects will be ordered, one at a time, to stand up, keeping their hands on top of the head, and moved to the suspect vehicle.
2. At the car the suspect will be placed in a wall search position and the search conducted.
3. This procedure is to be repeated for each suspect.
4. As the search of each suspect is completed, he will be returned to the kneeling search position.
5. If the wagon is at the scene, the suspects may be placed in the wagon upon the completion of the search.

APPENDIX B

Typical Police Department Report Formats

GENERAL CASE REPORT				POLICE DEPARTMENT									
EXTRA COPIES		25. Photographer		26. Badge No.		27. Photo Assignment No.		1. Complainant		2. S/R/DOB		3. C. R. Num	
28. Fingerprints <input type="checkbox"/> Yes <input type="checkbox"/> No Lifted at Scene		29. Person Handling Fingerprints		30. Badge No.		31. Person Receiving Prints		4. Complainant's Address		City		5. Res. Phone	
32. Evidence/Property Found at Scene				33. Tagged By		34. Badge No.		6. Complaint as Reported		7. Complaint as Verified			
a.								8. Location of Complaint		9. Beat of Occurrence		10. Tab. Dist.	
b.								13. Victim (Firm Name if not Person)		14. S/R/DOB		15. Res. Ph	
35. Disposition of Evidence/Property				36. Person Receiving Evidence/Property				16. Victim's Address		City		17. Bus. Ph	
a.								18. Date/Time Occurred		19. Date/Time Reported			
37. Statements <input type="checkbox"/> Yes <input type="checkbox"/> No Taken		38. Statements <input type="checkbox"/> Oral <input type="checkbox"/> Written		39. Statements Witnessed By				20. No. of Offenders		21. No. of Arrests		22. Prop. Recovered <input type="checkbox"/> Yes <input type="checkbox"/> No	
40. Witnesses:		Name		S/R/DOB		Address		City		Res. Phone		23. Prop. No(s) Bus. Phone	
a.												24. Photos Taken <input type="checkbox"/> Yes <input type="checkbox"/> No	
b.													
41. Victim's Occupation				42. Type of Premise Where Offense Occurred				43. Exact Location of Victim or Property (Floor, Room, etc.)					
44. Weapon, Tool, or Means Used				45. Method Used to Commit Offense				46. Object of Attack or Property Taken				47. Value of Property	
48. Trademark or Unusual Event								49. Exact Words Used by Offenders					
50. Vehicle Used: Color, Year, Make, Body Style, License No. and State, Other Identifying Features								51. Flight: Direction, Street, Means <input type="checkbox"/> N <input type="checkbox"/> S <input type="checkbox"/> E <input type="checkbox"/> W in: _____					
52. Hold Placed on Vehicle <input type="checkbox"/> Yes <input type="checkbox"/> No		Towed to		53. If Offense Occurred in or About a Licensed Alcoholic Beverage Premise				Name of Establishment		License Type		License No.	
												Date Issued/to Expire	
54. Suspects:		S/R/A		Height		Weight		Build		Hair		Eyes	
a.												Complexion	
b.												Clothes and Other Identifying Characteristics	
												In Custody <input type="checkbox"/> Yes <input type="checkbox"/> No	
55. NARRATIVE: Identify and describe additional suspects as outlined above; identify any additional witnesses; if suspect in custody, explain facts of arrest, property found, statements made, and other pertinent details; summarize chronological details of offense; observations made at the scene; state any official action made by complainant officer. Continue information from above boxes if necessary. If turned over to an investigative unit, state name, badge number, and unit of investigator taking over.													

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Report Review Officer	Follow-up Needed <input type="checkbox"/> Yes <input type="checkbox"/> No	Suspense Date	Date Closed	Reporting Officer	Badge No.	Supervisor Approving	Badge No.
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## CRIMES AGAINST PERSONS, REPORT

1. COMPLAINT	2. S/R/DOB	3. HOME	4. COMPLAINT'S ADDRESS	CITY	5. RESIDENCE PHONE
6. COMPLAINT AS REPORTED	7. COMPLAINT AS VERIFIED				
8. LOCATION OF COMPLAINT	9. BEAT OF OCCURRENCE	10. TAB. DISTRICT	11. REPORTING UNIT	12. AS	13. VICTIM
14. S/R/DOB	15. RESIDENCE PHONE		16. VICTIM'S ADDRESS		
17. BUSINESS PHONE		18. DATE/TIME OCCURRED			
19. DATE/TIME REPORTED		20. NO. OF			
21. NO. OF		22. PROPERTY RECOVERED		23. PROPERTY TAG NO(S)	
24. PHOTOS TAKEN		25. SIGNATURE			
26. ADULTS		27. YES NO			

28. FINGERPRINTS	29. PERSON HANDLING FINGERPRINTS	30. CODE NO.	31. PERSON RECEIVING PRINTS
<input type="checkbox"/> YES <input type="checkbox"/> NO			
32. EVIDENCE/PROPERTY FOUND AT SCENE	33. TAGGED BY	34. CODE NO.	
35. DISPOSITION OF EVIDENCE/PROPERTY	36. PERSON RECEIVING EVIDENCE/PROPERTY		
37. STATEMENT	38. STATEMENTS	39. STATEMENTS WITNESSED BY	
<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> ORAL <input type="checkbox"/> WRITTEN		
40. PRESENT OF INJURIES AND LOCATION ON BODY			
41. IF VICTIM HOSPITALIZED, WHERE		42. HOW OFFENDER APPROACHED/POINT OF ENTRY	
43. VICTIM'S OCCUPATION		44. TYPE OF PREMISE WHERE OFFENSE OCCURRED	
45. WEAPON, TOOL, OR MEANS USED		46. METHOD USED TO COMMIT OFFENSE	
47. TRADE MARK OR UNUSUAL EVENT		48. EXACT LOCATION OF VICTIM	
49. VEHICLE USED: COLOR, YEAR, MAKE, BODY STYLE, LICENSE NO., STATE, AND OTHER IDENTIFYING FEATURES		50. EXACT WORDS USED BY OFFENDERS	
51. FLIGHT: DIRECTION, STREET, MEANS		52. FOOT <input type="checkbox"/> AUTO <input type="checkbox"/>	
53. ON: BY: OTHER <input type="checkbox"/> UNKN <input type="checkbox"/>			

54. HOLD PLACED ON VEHICLE	TOWED TO	55. IF OFFENSE OCCURRED IN OR ABOUT A LICENSED ALCOHOLIC BEVERAGE PREMISE	NAME OF ESTABLISHMENT	LICENSE TYPE	LICENSE NO.	DATE ISSUED/TO EXPIRE			
<input type="checkbox"/> YES <input type="checkbox"/> NO									
56. SUSPECTS:	S/R/A	HEIGHT	WEIGHT	BUILD	HAIR	EYES	COMPLEXION	CLOTHES AND OTHER IDENTIFYING CHARACTERISTICS	IN CUSTODY
a.									YES <input type="checkbox"/> NO <input type="checkbox"/>
b.									YES <input type="checkbox"/> NO <input type="checkbox"/>
57. WITNESSES:	NAME	S/R/DOB	ADDRESS	CITY	RESIDENCE PHONE	BUSINESS PHONE	WORK PHONE		
a.									
b.									

NARRATIVE: Identify and describe additional suspects as outlined above; identify any additional witnesses; if suspect in custody explain facts of arrest, property found, statements made and other pertinent details; summarize chronological details of offense, observations made at the scene; state any official action made by complainant or officer. Continue information from above boxes, if necessary. If turned over to an investigative unit, state name, code number and unit of investigator taking over.

REPORT REVIEW OFFICER	FOLLOW-UP NEEDED	SUSPENSE DATE	DATE CLOSED	REPORTING OFFICER	CODE NO.	SUPERVISOR APPROVING
	<input type="checkbox"/> YES <input type="checkbox"/> NO					

CODE NO.

POLICE DEPARTMENT

EXTRA C	25. PHOTOGRAPHER	26. CODE NO.	27. PHOTO ACTION
28. FINGERPRINTS <input type="checkbox"/> YES <input type="checkbox"/> NO LIFTED AT SCENE	29. PERSON HANDLING FINGERPRINTS	30. CODE NO.	31. PERSON RECEIVING PRINTS
32. EVIDENCE/PROPERTY FOUND AT SCENE	33. TAGGED BY	34. CODE NO.	
35. DISPOSITION OF EVIDENCE/PROPERTY	36. PERSON RECEIVING EVIDENCE/PROPERTY		
37. STATEMENTS TAKEN <input type="checkbox"/> YES <input type="checkbox"/> NO	38. TYPE OF STATEMENTS <input type="checkbox"/> ORAL <input type="checkbox"/> WRITTEN	39. STATEMENTS WITNESSED BY	
40. PERSON LAST SECURING PREMISE	41. ADDRESS	42. RESIDENCE PHONE	
43. DATE/TIME LAST SECURED	44. PREMISE LOCKED <input type="checkbox"/> YES <input type="checkbox"/> NO	45. PREMISE HAVE ALARM SYSTEM <input type="checkbox"/> YES <input type="checkbox"/> NO	46. SYSTEM OPERATIVE <input type="checkbox"/> YES <input type="checkbox"/> NO
47. DATE/TIME CRIME DISCOVERED	48. PERSON DISCOVERING CRIME		
49. ADDRESS	50. RESIDENCE PHONE		51. HOW DISCOVERED
52. ALARM OBSERVED <input type="checkbox"/> YES <input type="checkbox"/> NO	53. PREMISES OCCUPIED <input type="checkbox"/> YES <input type="checkbox"/> NO		54. TYPE OF PREMISE WHERE OFFENSE OCCURRED
55. EXACT LOCATION OF VICTIM AT TIME OF CRIME	56. HOW OFFENDER APPROACHED/POINT OF ENTRY		57. FORCE USED <input type="checkbox"/> YES <input type="checkbox"/> NO
58. INSTRUMENT/MEANS USED	59. OBJECT OF CRIME		60. SPECIFIC LOCATION OF OBJECT WITHIN PREMISE (ROOM, FLOOR, CLOSET, ETC.)
61. TYPE OF PROPERTY TAKEN/DAMAGED	62. TOTAL VALUE	63. TRADEMARK OR UNUSUAL EVENT	
64. VEHICLE USED: COLOR, YEAR, MAKE, BODY STYLE, LICENSE NO. AND STATE, OTHER IDENTIFYING FEATURES			65. FLIGHT: DIRECTION, STREET, MEANS <input type="checkbox"/> N <input type="checkbox"/> S <input type="checkbox"/> E <input type="checkbox"/> W UNZ: _____ 5Y. <input type="checkbox"/> FOOT <input type="checkbox"/> JAIL <input type="checkbox"/> OTHER <input type="checkbox"/> UN
66. HOLD PLACED ON VEHICLE <input type="checkbox"/> YES <input type="checkbox"/> NO	TOWED TO:	67. IF OFFENSE OCCURRED IN OR ABOUT A LICENSED ALCOHOLIC BEVERAGE PREMISE	NAME OF ESTABLISHMENT LICENSE TYPE LICENSE NO. DATE ISSUED/TO EXPIRE
68. SUSPECTS:	S/R A	HEIGHT	WEIGHT
B.	BUILD	HAIR	EYES
C.	COMPLEXION	CLOTHES AND OTHER IDENTIFYING CHARACTERISTICS	
69. WITNESS	NAME	S/R/DOB	ADDRESS
		CITY	RESIDENCE PHONE
		BUSINESS PHON.	WORK HOURS

NARRATIVE: Identify and describe additional suspects or witnesses, as outlined above; if suspects in custody, explain facts of arrest, property found, statements made, and other pertinent details; summarize chronological details of offense; observations made at the scene; state any official action made by complainant or officer. Continue information from above boxes if necessary. If turned over to an investigative unit, state name, code number, and unit of investigator taking over.

REPORT REVIEW OFFICER	FOLLOW-UP NEEDED <input type="checkbox"/> YES <input type="checkbox"/> NO	SUSPENSE DATE	DATE CLOSED	REPORTING OFFICER	CODE NO.	SUPERVISOR APPROVING	CODE NO.
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1. COMPLAINANT'S ADDRESS		CITY		RESIDENCE PHONE	
6. COMPLAINT AS REPORTED			7. COMPLAINT AS VERIFIED		
8. LOCATION OF COMPLAINT		9. BEAT OF OCCURRENCE	10. TAB DISTRICT	11. REPORTING UNIT	12. ASSIGNED UNIT
13. VICTIM (FIRM NAME IF NOT PERSON)		14. S/P/CUB		15. RESIDENCE PHONE	
16. VICTIM'S ADDRESS			CITY		17. BUSINESS PHONE
18. DATE/TIME OCCURRED			19. DATE/TIME REPORTED		
20. NO. OF OFFENSES	21. NO. OF ARRESTS	22. PROPERTY RECOVERED <input type="checkbox"/> YES <input type="checkbox"/> NO	23. PROPERTY TAG NOS.	24. PHOTOS TAKEN <input type="checkbox"/> YES <input type="checkbox"/> NO	

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POLICE DEPARTMENT

EXTRA COPIES		21. DESCRIPTION/TYPE OF LOCATION/PREMISES		22. PUBLIC PROPERTY <input type="checkbox"/> YES <input type="checkbox"/> NO	
23. INJURIES INVOLVED <input type="checkbox"/> YES <input type="checkbox"/> NO		24. EXTENT OF INJURIES (SEE CODE) <input type="checkbox"/> K <input type="checkbox"/> A <input type="checkbox"/> E <input type="checkbox"/> C <input type="checkbox"/> D		25. APPARENT CAUSE	
26. MEDICAL AID REQUESTED <input type="checkbox"/> YES <input type="checkbox"/> NO		27. REMOVED BY		28. TAKEN TO	
29. TREATED BY		30. ADMITTED TO HOSPITAL <input type="checkbox"/> YES <input type="checkbox"/> NO		31. VICTIM'S CONDITION <input type="checkbox"/> SOBER <input type="checkbox"/> HBD <input type="checkbox"/> INFL. <input type="checkbox"/> INTOX.	
32. IF PUBLIC VEHICLE, OPERATOR'S NAME		ADDRESS		CITY PHONE	
33. IF ANIMAL INVOLVED, OWNER'S NAME		ADDRESS		CITY PHONE	
34. ANIMAL LICENSED <input type="checkbox"/> YES <input type="checkbox"/> NO		35. IMMUNIZED <input type="checkbox"/> YES <input type="checkbox"/> NO <input type="checkbox"/> UNK		36. CONFINED BY P.D. <input type="checkbox"/> YES <input type="checkbox"/> NO	
37. WHERE CONFINED		38. WITNESS: NAME ADDRESS CITY PHONE		39. PHOTOS TAKEN <input type="checkbox"/> YES <input type="checkbox"/> NO	
40. WITNESS: NAME ADDRESS CITY PHONE		41. PROPERTY IN CUSTODY <input type="checkbox"/> YES <input type="checkbox"/> NO		42. TURNED OVER TO	

46. SITUATION FOUND UPON INVESTIGATION

<input type="checkbox"/> a. UNABLE TO LOCATE COMPLAINANT	<input type="checkbox"/> b. GONE ON ARRIVAL
<input type="checkbox"/> c. NOT POLICE MATTER	<input type="checkbox"/> d. NOT IN CITY
<input type="checkbox"/> e. NO SUCH STREET ADDRESS	<input type="checkbox"/> f. AMBULANCE/RESCUE CALL
<input type="checkbox"/> g. MOTORIST NEEDS AID	<input type="checkbox"/> h. NOTIFICATION
<input type="checkbox"/> i. TRAFFIC CONTROL NEEDED	<input type="checkbox"/> j. TRAFFIC CONTROL NOT NEEDED
<input type="checkbox"/> k. _____ P.D. AT SCENE	
<input type="checkbox"/> l. PREMISES INSPECTION AT _____	
<input type="checkbox"/> m. PRISONER TRANSPORTATION _____	

47. ACTION REQUIRED

<input type="checkbox"/> a. REFERRED TO _____ P.D. BY _____ AT _____ I.R.S.
<input type="checkbox"/> b. ASSISTED _____ P.D. THEIR OFFICER # _____
<input type="checkbox"/> c. REFERRED COMPLAINANT TO _____
<input type="checkbox"/> d. RECONTACT COMPLAINANT _____
<input type="checkbox"/> e. OTHER: (DESCRIBE IN NARRATIVE)

REPORT REVIEW OFFICER	FOLLOW-UP NEEDED <input type="checkbox"/> YES <input type="checkbox"/> NO	SUSPENSE DATE
CODE FOR INJURY - USE ONLY MOST SERIOUS ONE IN EACH SPACE X - DEAD BEFORE REPORT MADE O - NO INDICATION OF INJURY A - BLEEDING WOUND OR HAD TO BE CARRIED FROM SCENE B - OTHER VISIBLE INJURY, AS BRUISES, ABRASIONS, SWELLING, ETC. C - NO VISIBLE INJURY BUT MOMENTARY UNCONSCIOUSNESS		DATE CLOSED
REPORTING OFFICER		

1. NAME		2. ADDRESS		3. CITY	
4. COMPLAINANT'S ADDRESS		5. RESIDENCE ADDRESS		6. INCIDENT OR SERVICE AS REPORTED	
7. INCIDENT OR SERVICE AS VERIFIED		8. LOCATION OF INCIDENT		9. BEAT OF OCCURRENCE	
10. TAB. DISTRICT		11. REPORTING UNIT		12. ASSIGNED UNIT	
13. PERSON/ORGANIZATION CONCERNED		14. S/R/DOB		15. RESIDENCE PHONE	
16. ADDRESS OF PERSON/ORGANIZATION		CITY		17. BUSINESS PHONE	
18. DATE/TIME OCCURRED		19. DATE/TIME REPORTED		20. AGENCY TO WHICH REPORT IS TO BE SENT	

39. PHOTOS TAKEN <input type="checkbox"/> YES <input type="checkbox"/> NO	40. PHOTOGRAPHER	41. CODE NO.	42. PHOTO ASSIGNMENT NO.
43. PROPERTY IN CUSTODY <input type="checkbox"/> YES <input type="checkbox"/> NO	44. TURNED OVER TO	45. PROPERTY TAG NO(S).	

48. NARRATIVE: State details of assignment and circumstances found upon arrival. Identify all victims, witnesses and others not named above. Chronologically reconstruct incident or give details of service rendered if case was not completed or complainant not contacted. Give reasons. List property and identify. Continue information from boxes above, if necessary.

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CODE NO.

SUPERVISOR APPROVING

CODE NO.



APPENDIX C  
Radio Signal Codes

## Signals

SIGNAL 1 OFFICER IN TROUBLE  
SIGNAL 2 ROBBERY  
SIGNAL 3 HOMICIDE  
SIGNAL 4 HOLDUP/ARMED  
SIGNAL 5 HOLDUP/UNARMED  
SIGNAL 6 PERSONAL INJURY ACCIDENT  
SIGNAL 7 ACCIDENT/NO PI  
SIGNAL 8 BURGLAR ALARM  
SIGNAL 9 FIRE ALARM  
SIGNAL 10 PROWLER  
SIGNAL 11 HIT AND RUN ACCIDENT  
SIGNAL 12 DISTURBED PERSON  
SIGNAL 13 FAMILY TROUBLE  
SIGNAL 14 EXPOSING  
SIGNAL 15 GUNFIRE  
SIGNAL 16 ATTEMPTED RAPE  
SIGNAL 17 RAPE  
SIGNAL 18 ASSIST OFFICER  
SIGNAL 19 ASSIST CAR  
SIGNAL 20 ASSIST AMBULANCE  
SIGNAL 21 B&E INVESTIGATION  
SIGNAL 22 MOTOR VEHICLE LISTING  
SIGNAL 23 STOLEN MOTOR VEHICLE  
SIGNAL 24 MISSING PROPERTY  
SIGNAL 25 MISSING PERSON  
SIGNAL 26 NEIGHBOR TROUBLE  
SIGNAL 27 NARCOTICS INVESTIGATION  
SIGNAL 28 RUNAWAY  
SIGNAL 29 ABANDONED MOTOR VEHICLE  
SIGNAL 30 ASSAULT  
SIGNAL 31 ACCOSTING  
SIGNAL 32 ATTEMPT LOCATE  
SIGNAL 33 STOLEN RECORD  
SIGNAL 34 CIVIL MATTER  
SIGNAL 35 COMMITMENT  
SIGNAL 36 DISTURBANCE  
SIGNAL 37 FIGHT  
SIGNAL 38 DEAD ANIMAL  
SIGNAL 39 ESCAPEE  
SIGNAL 40 ESCORT  
SIGNAL 41 FLIM-FLAM  
SIGNAL 42 FOUND PROPERTY  
SIGNAL 43 GANG OF KIDS  
SIGNAL 44 GAS UP  
SIGNAL 45 HAZARD

SIGNAL 46 JUVENILE COMPLAINT  
SIGNAL 47 LARCENY  
SIGNAL 48 GIVE LOCATION  
SIGNAL 49 LIQUOR VIOLATION  
SIGNAL 50 LOST PROPERTY  
SIGNAL 51 MALICIOUS MISCHIEF  
SIGNAL 52 DRUNK ON STREET  
SIGNAL 53 SICK OR ILL ON STREET  
SIGNAL 54 PERSON LYING ON STREET OR GROUND  
SIGNAL 55 MESSAGE  
SIGNAL 56 MOLESTING  
SIGNAL 57 PARKING VIOLATION  
SIGNAL 58 ROAD CONDITION  
SIGNAL 59 SHOPLIFTING  
SIGNAL 60 HEART CASE  
SIGNAL 61 SUSPICIOUS NOISES  
SIGNAL 62 SPEEDERS  
SIGNAL 63 SOLICITORS  
SIGNAL 64 THREATS  
SIGNAL 65 WANTED PERSON  
SIGNAL 66 A.W.O.L.  
SIGNAL 67 WIRES DOWN  
SIGNAL 68 STREET LIGHT OUT  
SIGNAL 69 HOT POLE  
SIGNAL 70 WATER MAIN BREAK  
SIGNAL 71 BURGLARY IN PROGRESS  
SIGNAL 72 DISREGARD PREVIOUS ORDER

10-2 RENDEVOUS  
10-3 CALL THIS NUMBER  
10-4 RECEIVED TRNAMISSION  
TRANSMISSION COMPLETED  
10-5 REPEAT TRANSMISSION

10-6 CALL STATION BY PHONE  
10-7 RETURN TO STATION  
10-8 OUT OF SERVICE  
10-9 IN SERVICE  
10-10 COMPLETED ASSIGNMENT

**END**

7. 10/25/1964