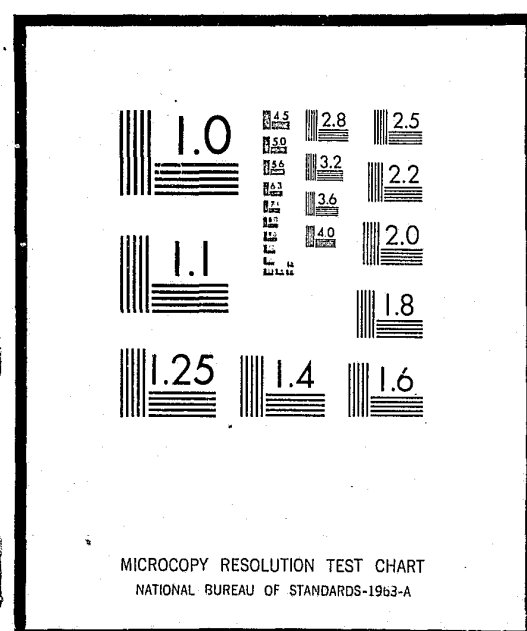


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
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1/13/77  
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R-76-164

## LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Berwick, Maine; Management and Organizational Analysis

REPORT NUMBER: 76-136b

FOR: Berwick, Maine, Police Department

Town Population: 3,300

Police Strength (Sworn): 3

Total: 4

Town Area: 41 square miles

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Larry R. Walton

CONTRACT NUMBER: J-LEAA-003-76

DATE: August 1976

NCJRS

SEP 14 1976

ACQUISITIONS

36430

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FOREWORD

This request for Technical Assistance was made by the Berwick, Maine, Police Department. The requested assistance was concerned with reviewing Department operations and procedures and providing necessary recommendations for improvement.

Requesting Agency: Berwick, Maine, Police Department, Chief of Police John Curran.

State Planning Agency: Maine Criminal Justice Planning and Assistance Agency, Mr. Gregory Hanscom, Police Planner.

Approving Agency: LEAA Region I (Boston), Mr. John Keeley, Police Specialist.

## 1. INTRODUCTION

Berwick, Maine, is located along the Maine/New Hampshire border, approximately 20 miles north of Portsmouth, New Hampshire. Berwick covers approximately 41 square miles and contains a population of 3,300. Town administration is accomplished through a Town Manager and a five-man Board of Selectmen. The Police Department is staffed by the Chief of Police, two patrolmen, and one civilian dispatcher-secretary. The 1974 FBI Uniform Crime Report (latest available UCR) indicates that the National average of police personnel per 1,000 population is 2.5. In the New England area, the overall ratio of police personnel per 1,000 population is 2.3; for towns with a population of less than 10,000 the ratio is 1.8; and the present ratio in Berwick is 1.2.

Until the present Chief of Police took office, no records of workload or crime statistics were maintained. On the basis of projecting the statistics for the first 6 months of 1976, workload and crime figures for all of 1976 will be approximately 160 Index Crimes, 1,000 calls for service, 40 arrests, and 135 traffic accidents.

In 1974, the National Crime Index per 100,000 persons was 4,821. By comparison, the Berwick Crime Index for 1976 will be approximately 4,842. No information is available regarding clearance rates.

The Chief of Police earns \$917 per month; patrolmen earn \$607 per month; and the dispatcher earns \$2.30 per hour. No provision is made for overtime pay. Fringe benefits, which are approximately standard, include such items as paid vacation, sick leave, paid holidays, and provision of uniforms and equipment. The Chief of Police has been in office 7 months. One patrolman has been employed for 3 months, the other was just hired at the time of this study. The dispatcher has been with the Department approximately 10 years.

The Chief of Police has considerable prior police experience, and the two officers each have had approximately 1 1/2 years of police experience. All officers in the State of Maine are required to attend the Maine Criminal Justice Academy at Waterville for 12 weeks prior to completing their first year of service. As yet, neither officer has received any formal training.

The Department, which has adopted the policy of fully reporting all crimes in accordance with FBI standards, provides monthly tabulations of crimes and arrests to the State of Maine for transmittal to the FBI. In addition, the Chief of Police prepares a Monthly Report of activities for the Town Manager. The Department does not have a procedural manual, and limited manpower makes any form of roll-call training impractical. The Department has no teletype; access to State computerized criminal justice files is relayed by telephone through the Town of Scarborough. The Dispatcher works 6 hours a day, Monday through Friday. At other times, dis-

patching services are provided by the Town of Sumersworth, New Hampshire, which is immediately adjacent to Berwick. Berwick pays \$3,500 a year for this service.

The Department does not operate a jail; all prisoners are booked into the York County Jail and then transferred to the Cumberland County Jail (due to recent operational difficulties in the York County Jail). All arrestees are fingerprinted and photographed before transfer to the County Jail.

Analyses conducted during this study, together with resultant conclusions and recommendations, were based on observation of operating procedures, a review of work documents and report forms, examination of statistical data and reports, and interviews with Department personnel.

Persons interviewed included the following:

- Chief of Police John Curran.
- Ms. Jean Butler, Dispatcher.

Data collected and reviewed by the Consultant included the following:

- Salary schedule.
- Index Crimes (first 6 months of 1976).
- Workload factors (first 6 months of 1976).
- Department forms and reports.

## 2. UNDERSTANDING OF THE PROBLEM

Chief of Police John Curran, who took office only 7 months ago, is deeply involved in establishing an effective police agency. Because of limited and inexperienced manpower, he requested assistance in determining the needs and reviewing the operations of his Department.

Factual determinations were restricted due to a lack of available indepth data. In almost all instances, the only information subject to review covers the first half of 1976. As a consequence, crime rates, workload, and so on could only be estimated.

### 3. ANALYSIS AND DISCUSSION OF THE PROBLEM

#### 3.1 Personnel

The Berwick Police Department's most serious problem is its limited manpower available to provide even a minimum level of service. Reference was made in Section 1 to the fact that towns in the New England area with a population below 10,000 have a ratio of 1.8 police personnel to 1,000 population. Of course, this is only an average, which can be very misleading. However, the fact is the town of Berwick has a crime rate slightly above the national average. For a town the size of Berwick in a semi-rural area, this should be considered an alarming crime rate. Three police officers simply cannot do an effective job in a town of 41 square miles, particularly when it is adjacent to a larger town (Summersworth). An increase in manpower merely to the average level for the area should be regarded as an absolute necessity. This would require four additional personnel. One of the new personnel should be a sergeant, who could provide a measure of supervision in the Chief's absence.

It is the Consultant's opinion that the workload requires a dispatcher-receptionist at least 8 hours a day. While the use of parttime help may have been appropriate in the past, present day circumstances dictate a need for improvement. Police activities have increased to the point where any other course would be a disservice to the community.

#### 3.2 Salaries

The Town of Berwick cannot compete in terms of salaries with major cities in the New England area. The slower pace, the opportunity to know your neighbors, and the general life-style of a smaller New England town are clearly advantages to be weighed against higher salaries available elsewhere. However, the fact remains that salaries must be fair and equitable (an alleged lower cost of living in small towns is more often than not a myth); thus, a salary level adequate to attract, as well as retain, suitable candidates is of first priority. In this respect, it would appear that salaries of the Berwick Police Department are at least \$150 below an appropriate level for patrolmen and \$100 below an appropriate level for the Chief of Police. In addition, the dispatcher should be placed on a regular salary basis at a level approximating that of a patrolman. In fact, in many departments, patrolmen are used as dispatchers. Failure to recognize the importance of the dispatching function, particularly when coupled with the records and reception tasks, is a serious mistake.

### 3.3 Training

Limited manpower obviously make it extremely difficult to provide for training; however, such training is essential. Personnel who have completed the State-required schooling have only been exposed to a bare minimum of suitable training. Training should be a continuous process. The Training Keys and Sight/Sound Training Program of the International Association of Chiefs of Police (IACP) are particularly appropriate for small departments. The Training Keys consist of a semi-monthly publication, devoted primarily to material suitable for study and review by a single officer. The Sight/Sound program was designed as a supplement to the Training Keys and consists of five volumes (12 programs per volume) that are coordinated with 35mm color slides or filmstrips and sound effects. Together, these training aids make an extremely effective and practical training program.

The increase in personnel recommended previously would also allow officers to periodically attend seminars and training services.

### 3.4 Records

The Berwick Police Department records system is basically sound. However, the following modifications would tend to further improve the system.

- Accident Tally Sheet -- This form is used as a complaint book for recording traffic accidents and assigning an identification number. It is possible for an assigned number to duplicate one assigned to another type of report in the Complaint Book. Efficiency would be improved if the Complaint Book was used for recording all field incidents, including traffic accidents, using a single series of numbers. If desired, traffic accidents could be distinguished by placing a "T" after the assigned number. Traffic Accident Reports should be filed by that number in the same file as other reports.
- Investigation Report -- This form is used to report crimes. Four copies are made: The original is placed in an envelope on which the victim's name, date of occurrence, Complaint Number, and UCR (crime code) Number is typed; one copy is given to the reporting officer; one copy is filed serially separate from the original; and one copy is filed in a "UCR file" by one of 42 different classifications. No cross-references are maintained other than the Complaint Book. This form does not provide for



adequate entry of all pertinent information. A more suitable form is shown as Figure 3-1. Report copies should not be given to the officers; instead, a copy should be posted on a clipboard in the Police Station. The other two copies are not necessary as presently used: One copy is filed in such a way that it duplicates the original; the other copy, filed in one of 42 different classifications, serves no purpose except to possibly simplify monthly totals tabulation. Tabulation could be more simply accomplished by maintaining a daily tally of incidents as they are formally reported. A copy should be filed with each related arrest report. The placement of each report in an envelope and typing identifying information thereon is an unnecessary expenditure of both time and materials. Reports should be filed numerically without the use of envelopes. A Master Name File should be established. A 3- by 5-inch index card should be prepared for each victim of a crime, person most directly involved in a formally reported noncriminal incident, traffic accident driver or injured party, and arrestee or person receiving a summons or citation. These cards should be filed alphabetically in the Master Name File. If a card is already on file for a particular person, entry regarding the new incident (i.e., date, type of incident, report number) should be made thereon instead of preparing a new card. This would provide an alphabetical cross-reference to all Department reports, which would be filed by number in a single file. It would also provide for determining a person's total chronological involvement with the Department by reviewing a single index card.

- Report of Person -- This form, which is used to report missing, dead, suspicious, and wanted persons, is generally satisfactory. However, it does not provide for the reporting of many miscellaneous incidents. Miscellaneous incidents are reported on a 4- by 6-inch, buff-colored card. Because of the card's odd dimension and limited reporting space, it should be eliminated. The Report of Person form should be modified to provide for broader usage. A form suitable for this purpose is shown in Figure 3-2.

1. INCIDENT NO.	GENERAL OFFENSE REPORT																
2. VICTIM'S NAME (FULL NAME IF BUSINESS)		3. RESIDENCE ADDRESS		4. RES. PHONE		5. BUS. PHONE											
6. OFFENSE REPORTED			7. CLASSIFICATION AFTER INVESTIGATION			8. D.											
8. LOCATION: NUMBER		STREET		APT.		9. DATE & TIME OCCURRED		10. DATE & TIME POLICE ARRIVED									
11. PERSON REPORTING CRIME TO POLICE			12. RESIDENCE ADDRESS			13. RES. PHONE		14. BUS. PHONE									
15. PERSON WHO DISCOVERED CRIME			16. RESIDENCE ADDRESS			17. RES. PHONE		18. BUS. PHONE									
19. WITNESSES: NAME		SEX	RACE	AGE	20. RESIDENCE ADDRESS		21. RES. PHONE										
(A)							22. BUS. PHONE										
(B)																	
23. VICTIM'S OCCUPATION		SEX	RACE	AGE	24. TYPE OF PREMISES WHERE OCCURRED		25. EXACT LOCATION OF VICTIM OR PROPERTY										
26. TOOL, WEAPON OR MEANS USED			27. METHOD USED TO COMMIT CRIME			28. OBJECT OF ATTACK OR PROPERTY TAKEN											
29. VALUE OF PROPERTY		30. TRADE MARK OR UNUSUAL EVENT			31. NUMBER OF SUSPECTS		SEX	RACE									
							AGE										
32. VEHICLE FROM WHICH THEFT OCCURRED		YEAR	BODY STYLE	COLORS	YR-STATE-LIC	OTHER IDENTIFYING MARKS											
MAKE		MODEL															
33. VEHICLE USED BY SUSPECTS		YEAR	BODY STYLE	COLORS	YR-STATE-LIC	OTHER IDENTIFYING MARKS											
MAKE		MODEL															
34. EXACTLY WHAT DID SUSPECTS SAY																	
35. KIND OF PROPERTY RECOVERED			36. VALUE		37. NAME IN C.I.D. NOTIFIED		38. DATE & TIME										
39. NARRATIVE: (INCLUDE EVIDENCE OBTAINED AND DISPOSITION, HOW ATTACKED AND METHOD USED TO GAIN ENTRY, DETAILED DESCRIPTION OF PROPERTY TAKEN, AND DETAILED DESCRIPTION OF SUSPECTS)																	
									Report Made by.....					Date.....			
									Emp. No.					Indexed.....			
														Emp. No.			
									Approved by.....					Date.....			
Emp. No.					Bulletin.....												
					Emp. No.												
Assigned to.....					Date.....												
Emp. No.					Recorded.....												
					Emp. No.												
Cleared by: Arrest.....		Unfounded.....		Inactive.....		Excep. Cleared.....											
Emp. No.		Emp. No.		Emp. No.		Emp. No.											

Figure 3-1. General Offense Report

MISCELLANEOUS INCIDENT REPORT				
Incident Number	Type of Incident	Location	R.D.	
Person Reporting	Address	Phone Number	Date and Time Occurred	
INJURY	Name	Address	Phone Number	
Extent of Injury	Cause	Transported To	Transported By	
MISSING PERSON	Name	Address	Phone Number	
Description - Physical				
Clothing Worn				
Cause of Absence		Occupation	Probable Destination	
Last Seen (Location, Date and Time)			In Company Of	
Additional Information				
ANIMAL	Description of Animal	Owner	Address	Phone Number
Disposition				
OTHER INCIDENT	Person(s) Involved (Name, Address, Phone Number)			
Details:				
Date and Time Reported		Officer(s) Reporting	Supervisor Approving	

Figure 3-2. Miscellaneous Incident Report

- Traffic Accident Report -- No cross-reference index cards are prepared in connection with traffic accidents. It is recommended that index cards be prepared for all drivers and injured persons involved in traffic accidents and be filed in the Master Name File. If there is already a card on file for a particular person, an entry regarding the accident (i.e., date, location, report number) should be made thereon instead of preparing a new card.
- Arrest Report -- At present, the Arrest Report is kept in a Court Officer File pending trial of the arrestee. After trial, the report is assigned a number from the Complaint Book and processed in the same manner as Investigation Reports. It is the Consultant's opinion that the original copy of the Arrest Report should be placed immediately in an Arrest Package for the concerned individual. This Arrest Package should be filed alphabetically and should contain copies of all Arrests Reports, copies of related Offense (Complaint) Reports, photographs, fingerprint cards, and the like of that particular person. Thus, an individual's entire arrest history with the Department would be available in a single location. A copy of the Arrest Report could be used in the Court Officer File. Copies of arrest reports should not be filed in the Primary File of complaints, traffic accidents, and son on. A separate series of numbers, for arrests only, should be assigned to Arrest Reports from an Arrest Ledger (or the Court Book), not from the Complaint Book. Summonses and citations may also be entered in the Arrest Ledger or Court Book and assigned an Arrest Number. The 5- by 9-inch Court Criminal Record Check card should be abolished; instead, an index card should be filed in the Master Name File.
- Officers Daily Log Sheet -- It is the Consultant's opinion that this form does not adequately serve its intended purpose. A more suitable form is shown in Figure 3-3.
- Traffic Citation -- At present, a copy of the citation is given to the officers. As with other Department reports, it is generally not considered good policy to make such reports available away from the Police Station. Instead, this copy

## OFFICER'S DAILY REPORT.

[illegible]

Figure 3-3, Officer's Daily Report

should be filed by the violator's name pending trial for use by the citing officer in court. After the trial, the copy should be destroyed.

- Field Interview Report -- The Department does not presently have a satisfactory form for recording information about a suspicious person for whom there is no card for arrest. A form such as that shown in Figure 3-4 should be adopted. One copy should be filed alphabetically.

# FIELD INTERVIEW REPORT

NO. _____ POLICE DEPT. FIELD INTERVIEW REPORT									
Name (last first) middle				Location			RD.		
Residence Address				Res Phone			Date + Time Interviewed		
Driver (X)		Pass (X)		Ped (X)		Nickname			
Sex		Race		Age	Height	Weight	Hair	Eyes	Complex.
Marks of Identification:				Scars, Tattoos, Etc.					
Dress									
							Opr. or Chauff. Lic. No.		
Year & Make of Car			Type	Lic. No.		Color			

(REVERSE)

Suspects Business Address (if juvenile, name of school)		
List names of all persons with suspect at time of interrogation		
Reason for Interrogation		
Disposition		
Officer(s) Reporting (Name and Badge No.)		Divn
		Detail

Figure 3-4. Field Interview Report

#### 4. RECOMMENDATIONS

Major problems of the Berwick Police Department have been identified and discussed in the Section 3. Recommendations pertaining to these problems are as follows:

- Department personnel should be increased by four, making a total of the Chief of Police, one sergeant, four patrolmen, and one dispatcher-receptionist. The dispatcher should be assigned to a fulltime 8-hour shift.
- Salaries should be increased by approximately \$150 per month at the patrolman level and approximately \$100 per month for the Chief of Police. The recommended sergeant should receive approximately \$825 per month. The dispatcher's salary should approximate that paid patrolmen.
- The IACP Training Keys and Sight/Sound Programs should be acquired for training purposes.
- Modifications should be made to report forms and records procedures as detailed in Section 3.



**END**

7 dec/1961